

***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 Homeland Security-Office of Civil Defense	2/2/26 8:30 a.m.	6/4/26	




OFFICE OF SENATOR  
Eulogio Shawn Gumataotao

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

April 20, 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 Office of Homeland Security (OHS); Office of Civil Defense (OCD)

*Håfa Adai* Speaker Blas:

Transmitted herewith is the Committee Report relative to the Office of Homeland Security (OHS); Office of Civil Defense (OCD) Oversight Hearing which was conducted by the Committee on Public Safety, Emergency Management, and Guam National Guard (Committee) on February 2, 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:**

April 20, 2026 12:18 p.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  
Office of Homeland Security (OHS)  
Office of Civil Defense (OCD)



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

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## First Notice of Oversight Hearing - Monday, February 2, 2026, 8:30 a.m.

3 messages

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

Mon, Jan 26, 2026 at 8:00 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 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 26, 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, February 2, 2026, 8:30 a.m.**

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- **Office of Homeland Security; Office of Civil Defense; Guam Recovery Office**

- Preparation for Performance-Based Budgeting
- Status of Corrective Action Plan in Response to 2024 OPA Findings and Recommendations
- Emergency Operations Center (EOC) Facility Concerns (Mold Remediation, EOC Generator, and EOC Elevator)
- Guam Comprehensive Emergency Response Plan Update & Plan Exercise Schedule
- De-Certification of Guam Fusion Center

**Watch Live**

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### 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](mailto: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

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 **01.26.26 First Notice of Oversight Hearing-OHS.OCD.GRO.pdf**  
260K

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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 26, 2026 at 8:07 AM

Hafa Adai, posted on calendar.

[Quoted text hidden]

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**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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**Guam Legislature Clerks** <[clerks@guamlegislature.gov](mailto:clerks@guamlegislature.gov)>  
To: Senator Shawn Gumataotao <[office.senatorshawn@guamlegislature.gov](mailto:office.senatorshawn@guamlegislature.gov)>

Mon, Jan 26, 2026 at 9:20 AM




OFFICE OF SENATOR  
**Eulogio Shawn Gumataotao**

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

January 26, 2026

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# First Notice of Oversight Hearing - Monday, February 2, 2026, 8:30 a.m.


 PRINT

## First Notice of Oversight Hearing - Monday, February 2, 2026, 8:30 a.m.



### PUBLIC HEARING


 **Posted on:** 01/26/2026 08:00 AM

 **Posted by:** Diana Topasna


 **Public Hearing Date:** 02/02/2026 08:30 AM


 **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 26, 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, February 2, 2026, 8:30 a.m.**

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Guam Recovery Office** Preparation for Performance-Based  
Budgeting

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*Si Yu'os Ma'åse'!*

Cc: "Rennae Vanessa C. Meno" <rennae.meno@guamlegislature.gov>

*Håfa Adai,*

Received, and thank you.



***Elijah Untalan***  
**Clerks Office**

***I Mina'trentai Ocho na Liheslaturan Guåhan***

Guam Congress Building, 163 Chalan Santo Papa, *Hagåtña*, Guam 96910

Voice: (671) 472 3465/3460 Fax: (671) 472 3524

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Thank you

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**From:** Senator Shawn Gumataotao <[office.senatorshawn@guamlegislature.gov](mailto:office.senatorshawn@guamlegislature.gov)>

**Sent:** Monday, January 26, 2026 8:00 AM

**To:** [phnotice@guamlegislature.gov](mailto:phnotice@guamlegislature.gov) <[phnotice@guamlegislature.gov](mailto:phnotice@guamlegislature.gov)>

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KUAM-TV  
P.O BOX 368  
HAGATNA, GUAM 96932 U.S

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2742-00007-0000	02/03/2026	1
<b>Official Invoice</b>	<b>Date</b>	<b>Page</b>

DETACH AND RETURN WITH PAYMENT

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OFFICE OF SENATOR SHAWN GUMATAOTAO  
38<sup>TH</sup> GUAM LEGISLATURE  
120 FATHER DUENAS AVE., CAPITAL PLAZA  
BLDG., STE. 103  
HAGATNA, GUAM 96932

Purchase Order Number: **2638PO078**

Est. Number:

Co-Op:

Description:

Salesperson: San Agustin, Christie

Date	Day	Length		Qty	Rate	Total
02/03/2026	TUE		KUAM TV <b>PUBLIC HEARING – FEBRUARY 02, 2026</b> FIRST NOTICE - AIR DATE: 01/26/26 1x :15 SECOND AD-TV8 TIME: 08:30AM 1x :15 SECOND AD-TV11 (KUAM MATCH) TIME: 03:50PM			\$115.00

PAYMENT DUE UPON RECEIPT OF INVOICE.

<b>Quantity</b>	<b>4</b>	<b>Total</b>	<b>\$230.00</b>
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INVOICE



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

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## Second Notice of Oversight Hearing - Monday, February 2, 2026, 8:30 a.m.

2 messages

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

Fri, Jan 30, 2026 at 8:00 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 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 30, 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, February 2, 2026, 8:30 a.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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 **01.30.26 Second Notice of Oversight Hearing-OHS.OCD.GRO.pdf**  
258K

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**Guam Legislature Clerks** <clerks@guamlegislature.gov>  
To: Senator Shawn Gumataotao <office.senatorshawn@guamlegislature.gov>  
Cc: Rennae Meno <rennae.meno@guamlegislature.gov>

Fri, Jan 30, 2026 at 8:29 AM

*Håfa Adai,*

Received, and thank you.



***Elijah Untalan***  
**Clerks Office**

***I Mina'trentai Ocho na Liheslaturan Guåhan***

Guam Congress Building, 163 Chalan Santo Papa, *Hagåtña*, Guam 96910

Voice: (671) 472-3465/3460 Fax: (671) 472-3524

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**From:** Senator Shawn Gumataotao <[office.senatorshawn@guamlegislature.gov](mailto:office.senatorshawn@guamlegislature.gov)>

**Sent:** Friday, January 30, 2026 8:00 AM

**To:** [phnotice@guamlegislature.gov](mailto:phnotice@guamlegislature.gov) <[phnotice@guamlegislature.gov](mailto:phnotice@guamlegislature.gov)>

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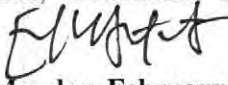
OFFICE OF SENATOR  
**Eulogio Shawn Gumataotao**

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

January 30, 2026

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PRINT

## Second Notice of Oversight Hearing - Monday, February 2, 2026, 8:30 a.m.

### PUBLIC HEARING

**Posted on:** 01/30/2026 08:00 AM

**Posted by:** Diana Topasna

**Public Hearing Date:** 02/02/2026 08:30 AM

**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 30, 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, February  
2, 2026, 8:30 a.m.**

*Buenas yan Håfa adai!* Please be advised that the Committee on Public Safety, Emergency Management, and Guam National Guard (Committee) will conduct an Oversight Hearing on **Monday, February 2, 2026**, in the Public Hearing Room of the Guam Congress Building in *Hagåtña*. The Oversight Hearing will cover the following topics:



## **Office of Homeland Security; Office of Civil Defense; Guam Recovery Office**

- Preparation for Performance-Based Budgeting
- Status of Corrective Action Plan in Response to 2024 OPA Findings and Recommendations
- Emergency Operations Center (EOC) Facility Concerns (Mold Remediation, EOC Generator, and EOC Elevator)
- Guam Comprehensive Emergency Response Plan Update & Plan Exercise Schedule
- De-Certification of Guam Fusion Center

### **Watch Live**

The Oversight 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**

Participation in the Oversight Hearing will be limited to representatives from the Office of Homeland Security, Office of Civil Defense, and Guam Recovery Office; however, members of the public are welcome to attend the hearing.

If written testimonies are to be presented at the Oversight Hearing, the information may be submitted before February 1, 2026, and they should be addressed to Senator Shawn Gumataotao, Chairman of the Committee on Public Safety, Emergency Management, and Guam National Guard. Testimonies may be submitted via Senator Gumataotao's mailbox located at the Guam Congress Building in *Hagåtña* or via email to his office at [office.senatorshawn@guamlegislature.gov](mailto:office.senatorshawn@guamlegislature.gov) (<mailto:office.senatorshawn@guamlegislature.gov>).

### **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](mailto:office.senatorshawn@guamlegislature.gov) (<mailto:office.senatorshawn@guamlegislature.gov>). *Si Yu'os Ma'åse'!*

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OFFICE OF SENATOR  
Eulogio Shawn Gumataotao

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

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

Oversight Hearing – Office of Homeland Security (OHS),  
Office of Civil Defense (OCD), and Guam Recovery Office (GRO)

Monday, February 2, 2026 • 8:30 a.m.  
Guam Congress Building, Public Hearing Room

**Agenda**

- I. Call to Order
- II. Chairman's Opening Statement
- III. Presentation by OHS and OCD (Inclusive of GRO):
  - a. Preparation for Performance-Based Budgeting
  - b. Status of Corrective Action Plan in Response to 2024 OPA Findings and Recommendations
  - c. Emergency Operations Center (EOC) Facility Concerns (Mold Remediation, EOC Generator, and EOC Elevator)
  - d. Guam Comprehensive Emergency Response Plan Update & Plan Exercise Schedule
  - e. De-Certification of Guam Fusion Center
- 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

Office of Homeland Security (OHS)

Office of Civil Defense (OCD)

Monday, February 2, 2026, at 8:30 a.m.

Public Hearing Room, Guam Congress Building

SIGN-IN SHEET

	NAME	AGENCY OR ORGANIZATION (IF ANY)	Please indicate with ✓		Contact Number	Email Address	<del>Support</del>	Oppose
			Written	Oral				
1.	Joe Cabana	GRD			[REDACTED]	josopl.cabana@ghs		
2.	Jack Hattag III	GRD			[REDACTED]	jack.hattag@ghs.guam.gov		
3.	Jos Eli	DHS			[REDACTED]	joska.egli@hg.dhs.gov		
4.	Esther Aguirre	OHS OCD			[REDACTED]	esther.aguirre@ghs.guam.gov		
5.	Ronald Obispo	OHS / OCD			[REDACTED]	RONALD.OBISPO@OHS.GUAM.GOV		
6.	Lucia Perez	OHS/OCD		✓	775-9600	LUCIA PEREZ @ OHS.GUAM.GOV		
7.	Helen Matthews	MRFC			671-475-0400	Helen.Matthews@ghs.guam.gov		
8.	NATHAN RIOS	MRFC			671 4750400	nathan.rios@ghs.guam.gov		



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**

Office of Homeland Security (OHS)  
 Office of Civil Defense (OCD)

Monday, February 2, 2026 at 8:30 a.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				
1. Joseph Taitague	MRFC/DOC			655-2410	JTaitague@guam.gov	<input checked="" type="checkbox"/>	<input type="checkbox"/>
2.							
3.							
4.							
5.							
6.							
7.							
8.							



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**

Office of Homeland Security (OHS)

Office of Civil Defense (OCD)

Monday, February 2, 2026 at 8:30 a.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				
1.	FRED Aguon	MRFC			[REDACTED]	eghs.guam.gov fred.aguon		
2.	Cynthia Fejaran	MRFC			[REDACTED]	cynthia.fejaran@eghs.guam.gov		
3.								
4.								
5.								
6.								
7.								
8.								



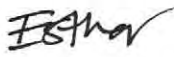
OFFICE OF SENATOR  
Eulogio Shawn Gumataotao

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

January 26, 2026

Ms. Esther Aguigui  
Acting Administrator  
Office of Civil Defense  
Sent via: [esther.aguigui@ghs.guam.gov](mailto:esther.aguigui@ghs.guam.gov)

**Subject: Oversight Hearing – Office of Homeland Security (OHS), Office of Civil Defense (OCD), and Guam Recovery Office (GRO)**

*Håfa adai* Acting Administrator Aguigui, 

Please be informed that the Committee on Public Safety, Emergency Management, and Guam National Guard (Committee) has scheduled an Oversight Hearing on the Office of Homeland Security, Office of Civil Defense, and Guam Recovery Office for **Monday, February 2, 2026, at 8:30 a.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 OHS, OCD, and GRO with the opportunity to provide information and respond to questions from members of *I Liheslatura* regarding the following topics:

- Preparation for Performance-Based Budgeting;
- Status of Corrective Action Plan in Response to 2024 OPA Findings and Recommendations;
- Emergency Operations Center Facility Concerns (Mold Remediation, EOC Generator, and EOC Elevator);
- Guam Comprehensive Emergency Response Plan Update & Plan Exercise Schedule; and
- De-Certification of Guam Fusion Center.

A copy of the Notice of Oversight Hearing is attached to this letter. 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 2.2.26 Oversight Hearing – OHS.OCD.GRO*



OFFICE OF SENATOR  
Eulogio Shawn Gumataotao

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

January 26, 2026

Ms. Esther Aguigui  
Homeland Security Advisor  
Office of Homeland Security  
Sent via: [esther.aguigui@ghs.guam.gov](mailto:esther.aguigui@ghs.guam.gov)

**Subject: Oversight Hearing – Office of Homeland Security (OHS), Office of Civil Defense (OCD), and Guam Recovery Office (GRO)**

*Håfa adai* HSA Aguigui, 

Please be informed that the Committee on Public Safety, Emergency Management, and Guam National Guard (Committee) has scheduled an Oversight Hearing on the Office of Homeland Security, Office of Civil Defense, and Guam Recovery Office for **Monday, February 2, 2026, at 8:30 a.m.** in the Public Hearing Room of the Guam Congress Building in *Hagåtña*.

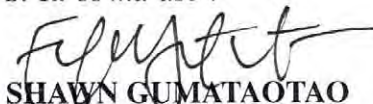
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- Preparation for Performance-Based Budgeting;
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*Si Yu'os ma'åse'!*

  
**SHAWN GUMATAOTAO**

Chairman

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

Attachment: *Notice of 2.2.26 Oversight Hearing – OHS.OCD.GRO*



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

**GUAM HOMELAND SECURITY / OFFICE OF CIVIL DEFENSE**  
*Inasiguran / Tano' Guahan / Ufisinan Difensia Sibet*  
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Tel: (671) 475-9600 / Fax: (671) 477-3727  
Website: [www.ghs.guam.gov](http://www.ghs.guam.gov)



Esther J. C. Aguigui  
Homeland Security Advisor/  
Acting Administrator, OCD

02 February 2026

MEMORANDUM

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

Subject: Guam Offices of Homeland Security and Civil Defense, Oversight Hearing Executive Summary – Oral Testimony

Håfa Adai Chairman Gumataotao and distinguished Committee members.

I am Esther J. C. Aguigui, Homeland Security Advisor and Acting Administrator of the Office of Civil Defense. I am honored to appear before you today to provide transparent testimony on our operations, challenges, and progress, as outlined in the agenda provided in your notice of the above subject.

I was appointed as Homeland Security Advisor in June 2023. Governor Leon Guerrero first detailed me to serve as Acting Administrator of the Office of Civil Defense on May 19, 2025. That detail assignment was rescinded on September 12, 2025. The Governor appointed me to a second detail as Acting Administrator on October 24, 2025, which continues to the present. In total, I have served eight months in the acting capacity while maintaining my primary role as Homeland Security Advisor throughout the entire nine-month elapsed period, ensuring continuity during both transitions. I humbly accepted both detail assignments to serve our community during transitional periods.

Our team's approach has been grounded in values that define public service. We demonstrate commitment to the mission and people of Guam in every action we take. We embrace responsibility to protect our community as our highest calling. We treat all stakeholders with dignity, recognizing that respect is the foundation of effective partnerships. We place service before self, putting mission and team needs above personal comfort. We pursue excellence in all our actions, holding ourselves to the highest standards. We practice honesty in word and deed, especially when transparency is difficult. And we exercise moral courage to address difficult challenges directly and openly.

I am grateful to Governor Lou Leon Guerrero and Lieutenant Governor Tenorio for their trust through both detail assignments. Jon Junior Calvo, our Chief of Staff, has provided invaluable guidance and advocacy. Our federal partners at FEMA Region 9 have shown patience and provided critical technical assistance throughout challenging

circumstances. Most importantly, I acknowledge the dedicated men and women of OHS-OCD who serve with distinction despite significant challenges. This testimony reflects their work, not mine alone.

The full details of our operations are contained in my comprehensive written testimony submitted for the record. This oral summary highlights the most critical points for the Committee's consideration.

By God's grace and through the dedication of our team, we have made substantial progress during these eight months of active service. While challenges remain and much work lies ahead, we are grateful for meaningful improvements achieved.

The Guam Offices of Homeland Security and Civil Defense proposes utilizing FEMA and DHS-approved work plans and investment justifications as the primary framework for **performance-based budgeting**, should the 38th Guam Legislature mandate OHS-OCD's inclusion in Title 5, Chapter 4, Section 4119 of the Guam Code Annotated. This approach aligns with both federal grant requirements and Guam's existing statutory framework for program budgeting and performance-based management, ensuring that all homeland security and emergency management investments are strategically guided, measured, and reported using federally validated instruments. By adopting proven practices from FEMA Region 9 jurisdictions, including Hawaii, Arizona, California, Nevada, and the Pacific Territories,

OHS-OCD will establish **Specific, Measurable, Achievable, Relevant, and Time-bound (SMART)** objectives, quarterly performance reporting, and data-driven resource allocation that enhance accountability and transparency. This methodology integrates strategic planning with budgeting through regular monitoring, public reporting, stakeholder engagement, and corrective action processes, while maintaining compliance with federal oversight requirements and providing the Guam Legislature and executive leadership with measurable outcomes that demonstrate effective use of public resources in addressing the territory's highest-priority preparedness and capability gaps. Ms. Luci Perez, interim grants manager, is prepared to provide details on this process.

FEMA Region 9 approved our comprehensive **Corrective Action Plan** on January 21, 2026. This plan addresses 12 audit findings with more than 50 individual corrective actions spanning every operational dimension of our organization. The approval demonstrates federal confidence in our commitment to improvement—confidence we are determined to honor. We developed this CAP during the eight-month period spanning both detail assignments, working through a federal shutdown and leadership transition. The CAP represents collaborative effort across our entire organization and with our federal partners.

To implement these corrective actions, we established a quality management framework. Our Grant Monitoring Committee now meets monthly, providing systematic oversight rather than ad-hoc responses. We completed critical foundational work including budget monitoring procedures, timesheet templates and standard operating

procedures, and a comprehensive RACI Matrix that defines accountability across all findings. We developed or are completing multiple Standard Operating Procedures that document best practices for the first time in our organization's history. We established internal tracking systems for financial management that provide real-time visibility into grant spending and compliance.

Another sign of federal trust in our dedication to progress is our successful acquisition of \$10.8 million in FY25 federal grants, representing a 44% increase from the prior year's \$7.5 million. We are deeply grateful to our federal partners for this continued investment in Guam's emergency management capabilities.

The Next Generation Warning System grant of \$5,844,446 will provide transformational public warning capability for our island. The Homeland Security Grant Program award of \$2,748,028 represents a 175% increase from the prior year, supporting our prevention, protection, and response capabilities. The Non-Profit Security Grant Program funding of \$1,050,000 increased 40%, enabling us to better protect at-risk nonprofit organizations. The Emergency Management Performance Grant of \$884,000 sustains our core operations. The State and Local Cybersecurity Grant of \$263,983 addresses critical infrastructure protection needs.

These grants were secured during the eight-month period while we simultaneously managed the staffing crisis, worked through the federal shutdown, navigated a leadership transition, and addressed facility challenges. Each application required extensive coordination, budget development reflecting true community needs, and commitment to matching requirements and long-term sustainability.

When we identified **mold contamination** affecting the Mariana Regional Fusion Center workspace, we took immediate action to protect our staff. We developed an interim solution relocating MRFC to the Initial Operating Facility (IOF). We coordinated with Guam Police Department and Guam Fire Department on vacated space preparation, working through equipment removal and cleaning challenges. As of January 29, 2026, all equipment has been removed and former tenants are arranging professional cleaning services. Simultaneously, we developed a long-term remediation plan with competitive quotes to address root causes, not just symptoms.

We established a comprehensive physical security program recognizing our responsibility to protect both staff and sensitive information. We implemented entry control measures and office space restrictions, balancing security needs with a welcoming environment for legitimate visitors. We assigned Senior Leadership Team members with security oversight responsibility, establishing clear accountability and authority for security decisions.

We initiated weekly staff safety and information briefs, which we have sustained throughout the eight-month period. These briefs provide a regular forum for two-way dialogue, security awareness, situational updates, and addressing staff questions and

concerns. This commitment demonstrates that our people are our priority, not an afterthought.

We developed an operational security culture built on awareness and vigilance rather than fear. These measures protect sensitive homeland security and law enforcement information. They ensure staff feel safe in their workplace while maintaining the operational security essential to our mission.

We updated the Territory of **Guam Comprehensive Emergency Management Plan**, our foundational document guiding all emergency management activities. We completed the **Guam Emergency Operations Plan** in December 2025, providing operational guidance for emergency response. The Guam Hazard Mitigation Plan received FEMA approval in June 2024, unlocking access to mitigation funding. We developed the Integrated Preparedness Plan for FY25-26, ensuring a coordinated approach across all partners.

We updated multiple Emergency Support Function and Hazard-Specific Annexes addressing all potential threats to our island. These include plans for Tropical Cyclones, Tsunamis, and Pandemics. We addressed modern threats through our Cyber Incident, Ballistic Missile Attack, and Terrorist-WMD Annexes. We updated our Continuity of Operations and Aviation Incident plans to reflect current capabilities and protocols.

For FY26, we established a **progressive exercise schedule**. The first quarter focuses on Defense Support of Civil Authorities, testing military support to civil authorities. The second quarter Port Security Exercise will test protocols at critical infrastructure. The third quarter Cyber Drill addresses modern cybersecurity threats. The fourth quarter Typhoon and Complex Full-Scale Exercise will comprehensively test all Emergency Support Functions and response agencies—our major annual preparedness demonstration.

*[Our Guam Recovery Office managed a 347% increase in projects under the Typhoon Mawar declaration compared to our COVID-19 response. We secured 236 projects under DR-4715-GU, each representing individuals, families, or communities recovering from disaster. We expanded our staff to meet this increased demand and serve applicants effectively. We enhanced our coordination with FEMA teams, improving both the speed and quality of our service delivery. This growth demonstrates need, and our response demonstrates commitment to serving disaster survivors with urgency and care.]*

We must be candid about significant constraints, namely a staffing crisis that has spanned eight months of critical shortage, under which these accomplishments were achieved during the eight-month period,

We lost four staff members instrumental in grants management and financial oversight during the eight-month period. Our organization was already operating with what we described as a "grave shortage of personnel" before these losses occurred. Remaining

staff absorbed departed colleagues' workload for the full eight months. This meant significant redistribution of responsibilities and sustained workload strain on those who remained committed to the mission.

Currently vacant positions are severely constraining our capability. We need a Federal Grants Administrator, Program Coordinators and Planners to manage our expanding grant portfolio. Our Operations Section is missing its Civil Defense Coordinator. Both Operations and Logistics Sections need Civil Defense Officers. The impact is clear: our staff have carried an extraordinary burden for eight months. Immediate relief is needed.

The federal shutdown from October to December 2025, interrupted FEMA technical assistance during a critical CAP development period. Procedure finalization was delayed along with feedback on draft documents we had prepared. Our team worked through this interruption and maximized available time when my first detail began in May 2025.

Continued uncertainty with a possible second federal government shutdown affects our preparation for the upcoming FEMA Enhanced Financial Monitoring scheduled for 20-24 April 2026. This review provides an opportunity to demonstrate eight months of progress on corrective actions. We are conducting contingency planning and front-loading critical activities to mitigate potential disruption. Intensive preparation is required in the coming weeks. This milestone is critical to securing continued federal confidence and funding.

### **(OPTIONAL)**

My first detail assignment was rescinded on September 12, 2025. We maintained organizational momentum through my continued service as Homeland Security Advisor. Five weeks later, the Governor's second appointment on October 24, 2025 reflects continued executive confidence in our approach. We experienced no loss of progress during the transition; this demonstrates the strength of systems over personalities.

The mold remediation is an urgent priority to address and mitigate immediate health concerns. As soon as we received funding, we had air vents cleaned and replaced air filters throughout the facility. We are in the process of relocating MRFC staff and operations to the space vacated by the E911 Call Center, to protect their health while we secure funding for permanent remediation. *We respectfully request emergency procurement authorization at the appropriate funding level to address this urgent health and safety concern.*

### Generator Assessment and Repair

#### Critical Backup Power:

We need an assessment to determine whether repair or replacement is appropriate for our backup generator. This capability is essential for maintaining 24/7 emergency

operations during disasters when commercial power fails. We cannot effectively manage emergencies without reliable backup power. We request funding for immediate technical assessment and subsequent repair or replacement as recommended by qualified professionals.

#### Elevator Conditional Operating Permit

##### ADA Accessibility Concern:

We requested a conditional operating permit in September 2025 and submitted all required documentation to the Department of Public Works. Maintenance agreements are in place, though system upgrades may be required for full certification. The elevator is essential for multi-level EOC operations and ADA compliance. We request support for necessary upgrades to achieve full operating permit status.

*Total Estimated Immediate Facility Needs: \$63,000 - \$165,670+ (mold alone; additional needs TBD)*

#### Physical Security Enhancements

##### Ongoing Measures:

We have implemented entry control and visitor management protocols. Senior Leadership provides direct oversight of security operations. We conduct weekly staff safety briefs that have become a cornerstone of our security culture. We maintain controlled access to sensitive areas protecting classified and law enforcement information. To enhance these measures, we estimate an additional need of \$50,000-\$100,000 for system upgrades including access control technology and surveillance capabilities.

## **REQUESTS TO THE LEGISLATURE - PARTNERSHIP FOR SOLUTIONS**

We come before you after eight months of sustained effort and improvement to request support for genuine mission needs, not bureaucratic expansion.

#### Immediate Funding Needs - URGENT

##### 1. EOC Facility Repairs

Mold remediation requires between \$63,000 and \$165,670 based on competitive quotes received. Generator assessment and repair costs remain to be determined pending technical evaluation. Elevator certification and upgrades will require funding once DPW completes its review. Security system enhancements need \$50,000 to \$100,000 for

technology upgrades. These are not enhancements for convenience—they are essential infrastructure repairs for mission capability and staff safety.

## 2. Critical Position Filling

We request authority and funding to fill more than ten long-authorized vacant positions that have remained empty during our eight-month transformation. We need competitive salary adjustments for emergency management positions because current ranges make recruitment extremely difficult against federal government and private sector competition. Our staff have carried this burden for eight months—immediate relief is both a moral imperative and operational necessity.

## 3. Operational Support

We need a training and professional development budget of \$50,000 to \$100,000 annually to maintain federal certifications and professional competency. Technology infrastructure improvements require \$100,000 to \$250,000 initially for systems supporting grants management, financial tracking, and operational coordination. We request personnel management flexibility for hard-to-fill specialized positions and ask the Committee to consider expedited hiring authority given the lengthy standard process and our urgent needs.

## Long-Term Strategic Investments

### 1. EOC Comprehensive Modernization

A full facility assessment by qualified professionals will cost \$50,000 to \$100,000 and provide the roadmap for long-term improvements. Multi-year implementation of recommended improvements will require \$2 million to \$5 million in a phased approach over several fiscal years. This investment addresses decades of deferred maintenance and positions our facility for 21st-century emergency management.

### 2. Sustainable Funding Model

We respectfully request a general fund baseline appropriation of \$500,000 to \$1 million annually to reduce over-reliance on federal grants for core operations. This provides predictable funding for essential staffing regardless of annual federal appropriation cycles. Federal grants should supplement local investment in emergency management, not substitute for it entirely.

### 3. Mariana Regional Fusion Center

We need an assessment of recertification requirements and associated costs to make an informed decision on the path forward. This decision should be based on available resources, territorial priorities, and realistic sustainability analysis rather than aspirational goals disconnected from fiscal reality.

## **PATH FORWARD - BUILDING ON EIGHT-MONTH FOUNDATION**

### Immediate Priorities (Next 60 Days)

We will sustain the transformation momentum achieved over eight months through continued faithful implementation of all systems and processes. We will initiate emergency procurement for EOC facility repairs to address immediate health and safety concerns. We will showcase our progress during Enhanced Financial Monitoring scheduled for April 20-24, 2026. We will continue advocating for position filling with competitive salaries that attract qualified candidates. We will maintain CAP implementation across all 12 findings without letting progress slip. And we will execute our Q1 FY26 Defense Support of Civil Authorities exercise with federal and military partners.

### Short-Term Goals (Next 6 Months)

We will complete CAP implementation with extension approval if needed, demonstrating sustained commitment to federal compliance. We will achieve successful Enhanced Financial Monitoring results that showcase eight months of systematic improvement. We will fill a minimum of five critical vacant positions to provide immediate relief to our overburdened staff. We will execute EOC facility remediation addressing the mold and infrastructure deficiencies. We will continue our training, exercise, and community outreach programs without interruption. And we will maintain operational readiness for emergency response regardless of other organizational challenges.

### Long-Term Vision (12-24 Months)

We envision an adequately staffed organization building on the capabilities we have demonstrated during these eight months. We see a modernized facility that supports mission requirements rather than constrains them. We seek a sustainable funding model combining federal grants with general fund baseline support. We want the continuous improvement culture established during eight months to become our permanent organizational standard. We aim for enhanced whole-community preparedness and resilience that makes Guam a regional model. And we hope to foster regional cooperation and shared learning with other Pacific jurisdictions facing similar challenges.

## **CONCLUSION - COMMITMENT TO CONTINUED SERVICE**

Eight months ago, OHS-OCD faced significant challenges. Today, by God's grace and through team dedication, we report meaningful progress.

We secured FEMA CAP approval addressing 12 findings systematically. We obtained \$10.8 million in federal grants, representing a 44% increase from the prior year. We

updated emergency plans across all hazards, ensuring current guidance for all partners. We established a comprehensive physical security program protecting people and sensitive information. We addressed staff health concerns with interim solutions while developing long-term remediation plans. And we implemented quality management systems providing ongoing oversight and accountability.

We continue facing crisis-level staffing with more than ten vacancies and the loss of four key staff members. We need facility infrastructure investments ranging from \$63,000 to \$165,000 or more for immediate needs alone. We navigate federal shutdown impacts and continued funding uncertainties. And our dedicated remaining staff endure sustained workload strain that demands immediate relief.

Even with severe constraints, committed people focused on mission can make progress. This eight-month transformation reflects dedicated staff choosing service despite difficulty. It demonstrates federal partners maintaining confidence throughout our challenges. It shows executive leadership providing trust and guidance through transitions. And it proves that systems and processes are stronger than individual assignments.

We commit to continued transparency about both progress and challenges. We will provide evidence-based requests supported by eight months of experience, not wishful thinking. We seek a partnership approach in protecting our community. And we accept full accountability for performance and outcomes.

We commit to faithful CAP implementation developed over eight months of collaborative effort. We will maintain honest communication about our capabilities and limitations. We pledge responsible stewardship of federal investment entrusted to us. And we will prepare thoroughly for Enhanced Financial Monitoring, showcasing our progress.

We commit to relentless advocacy for resources to relieve eight months of sustained strain. We will continue prioritizing your health, safety, and professional development. We will lead with integrity and provide unwavering support. And we commit to securing the positions and resources you need and deserve.

We commit to continuing emergency management operations with excellence regardless of internal challenges. We will protect the sensitive information you have entrusted to us. We will continue preparing our island for all hazards. We maintain readiness to respond whenever disasters occur. And we pledge service above self in everything we do.

After demonstrating what we can accomplish in eight months with severe constraints, we humbly request support to fulfill the mission of protecting the people of Guam. We seek resources adequate to the responsibility we bear. We ask for partnership in addressing challenges honestly identified. We request support for staff serving with extraordinary dedication for eight months. We need investment in capabilities that

protect our community. And we ask for recognition that eight months of sustained improvement deserves continued support, not abandonment.

Through eight months of service across both detail assignments and continuing forward, we commit to faithful stewardship of all resources—demonstrated consistently over eight months. We pledge honest communication—maintained throughout challenging circumstances. We promise continuous improvement—proven over eight months of systematic progress. We accept accountability for performance—delivered consistently despite constraints. We practice service before self—lived daily for eight months. And we maintain honesty in all we do—sustained throughout every challenge.

We are honored to serve the people of Guam in this important mission, through whatever assignment the Governor determines best. We are grateful for eight months of opportunity to work with this Committee, the Legislature, our federal partners, and our community.


We are committed to earning continued confidence through performance demonstrated over these eight months.

The complete details of our operations, all 12 corrective action findings, comprehensive facility assessments, staffing analysis, and supporting documentation are contained in my full written testimony submitted for the record.

Si Yu'os Ma'åse'...Thank you for this opportunity to provide testimony after eight months of service. Thank you for your service to our community. Thank you for considering the needs we have identified. I am now available to answer any questions the Committee may have.

May God continue to protect our island, guide our work, and bless our community.

Respectfully and Humbly Submitted,



Esther J. C. Aguigui  
Homeland Security Advisor/  
Acting Administrator



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

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## Support for Oversight Hearing - Monday, February 2, 2026, 8:30 a.m.

2 messages

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Edwin Reyes [REDACTED]  
To: office.senatorshawn@guamlegislature.gov

Fri, Jan 30, 2026 at 9:24 AM

Hafa Adai Senator Gumataotao,

As you prepare for the upcoming oversight discussions, I urge you to press firmly on the serious issues raised in the 2024 audit of Guam Homeland Security/Office of Civil Defense. The Office of Public Accountability's findings were not minor administrative lapses — they revealed deep, systemic failures that have gone uncorrected for years and now threaten the agency's credibility, funding, and operational readiness.

The audit confirmed major fiscal noncompliance driven by a revolving door of leadership and the persistent hiring of unqualified personnel into critical fiscal and grants-management roles. These staffing decisions directly contributed to repeated audit failures, weak internal controls, and the inability to meet federal and local financial requirements. When an agency responsible for emergency preparedness cannot maintain basic fiscal discipline, the risks extend far beyond paperwork — they affect the safety and resilience of our entire island.

The situation has become so severe that the federal government froze reimbursements due to high financial-management risk. That level of federal intervention is rare, and it signals a profound loss of confidence in the agency's ability to responsibly manage public funds.

Compounding this, a separate OPA investigation questioned \$2.8 million in overtime costs from FY 2018–2023, citing violations of local and federal laws, personnel rules, and standard operating procedures. This pattern of mismanagement — across finances, staffing, and operations — demands direct, unambiguous answers.

The people of Guam deserve transparency, accountability, and a clear plan for corrective action. This is the moment to ask the tough questions: why these failures were allowed to persist, how did this Administration direct and influence staffing decisions that placed unqualified individuals in key roles, and what concrete steps will be taken to restore compliance and rebuild trust.

Your leadership in this hearing is essential. By insisting on clarity and accountability, you help ensure that GHS/OCD finally confronts these long standing issues and begins the work of restoring the integrity and effectiveness that Guam's emergency management system requires.

Thank you for your bravery and commitment to accountability.

Edwin Reyes  
concerned resident of Guam

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Senator Shawn Gumataotao <office.senatorshawn@guamlegislature.gov>  
To: Edwin Reyes [REDACTED]

Fri, Jan 30, 2026 at 9:50 AM

*Hafa adai* Mr. Reyes,

Our office is in receipt of your email.

*Si Yu'os ma'ase'!*

[Quoted text hidden]

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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



OFFICE OF SENATOR  
Eulogio Shawn Gumataotao

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

## COMMITTEE REPORT DIGEST

### I. OVERVIEW

The Committee on Public Safety, Emergency Management, and Guam National Guard convened an Oversight Hearing regarding the Office of Homeland Security (OHS) and Office of Civil Defense (OCD) on February 2, 2026, at 8:30 a.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 26, 2026 (5-Day Notice) and again on January 30, 2025 (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  
Vice-Speaker V. Anthony Ada, Committee Vice Chairperson  
Speaker Frank F. Blas, Jr., Committee Member  
Senator Chris Duenas  
Senator Vince Borja

#### **Attendees**

Ms. Esther Aguigui, HSA/Acting Administrator OCD  
Ms. Lucia Perez, GHS/OCD SPC  
Mr. Joe Cabana, Guam Recovery Office  
Ms. Jessica Egli, Field Intelligence Div., U.S. Dept of Homeland Security  
Mr. Jack Hattig III, GRO  
Mr. Ron Obispo, OHS/OCD  
Ms. Helen Matthews, MRFC  
Mr. Nathan Rios, MRFC  
Mr. Joseph Taitague, MRFC/DOC  
Mr. Fred Aguon, MRFC  
Ms. Cynthia Fejaran, MRFC

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

Ms. Esther Aguigui, HSA/Acting Administrator OCD  
Mr. Edwin Reyes, Private Citizen

## II. SUMMARY OF TESTIMONY & DISCUSSION

### Oversight Hearing - Senator Shawn Gumataotao - February 2, 2026 - 8:30am

**Chairman Shawn Gumataotao:** Buenas and Hafa Adai everyone. Today's oversight hearing by the Committee on Public Safety, Emergency Management, and your Guam National Guard regarding the Office of Homeland Security, the Office of Civil Defense and the Guam Recovery Office is hereby called to order. Today is Monday, February 2nd, 2026, and the time is now 8:30 a.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 26, 2026 and again on January 30, 2026. Notices for this hearing were also published on the Guam Legislature Website and the Guam Public Notices Portal Website. Joining us here this morning are members of the Committee on Public Safety, Emergency Management, and your Guam National Guard and our fellow senators. But I will begin with the Vice Chair of the committee and Vice Speaker of the Guam Legislature Tony Ada. Good morning Vice Speaker for being with us this morning and I appreciate your attendance this morning.

Before we proceed with the discussion, I'd first like to provide some general rules of conduct for this morning's oversight which shall be as follows. Written comments or presentation 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 should be allowed or will be allowed to present written or oral testimony in the 5-minute time frame allotted. And I would ask to please respect the committee's request on this particular matter. 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 the Guam National Guard and other members of the Guam Legislature. Questions and comments shall be confined to the nature of the agenda and the agenda for this morning and for this morning's oversight hearing concerns the Office of Homeland Security, Office of Civil Defense, and the Guam Recovery Office. The committee will receive information from these entities regarding their preparation for performance-based budgeting, the status of the corrective action plan in response to the 2024 Office of Public Accountability findings and recommendations, emergency operations center facility concerns, including but not limited to mold remediation, EOCC generator, and EOCC elevator, the comprehensive emergency response plan, plan update and plan exercise schedule and decertification of the Guam Fusion Center. For the record, the committee requested the attendance and participation of Miss Esther Aguigui and thank you again General for being with us this morning, the Guam's sorry, the Guam Governor's Homeland Security Adviser again, who's also serving as the acting administrator for the Office of Civil Defense. And again, I'd like to also want to welcome to our meeting today another member of the committee and the Speaker of the Guam Legislature, Speaker Frank Blas Jr. Thank you again Speaker Blas for being with us this morning. Again, thank you Esther for being with us and before speaking, the Homeland Security Adviser Aguigui and anyone else that she calls upon to participate in the hearing shall first be recognized by the Chair and then shall state their name for record purposes. The order of 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 the 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 morning's oversight hearing. Individuals who fail to maintain proper form decor 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 today. At this time, the committee requests the Sergeant-at-Arms to swear in the Homeland Security Adviser and Acting Administrator of the Office of Civil Defense, Miss Esther Aguigui, and any other members of the panel that will be providing any support in in testimony to our Homeland Security Adviser before she provides her general comments and answers questions from senators on the items that are outlined in today's oversight hearing agenda. Sergeant-at-Arms, please take it away.

**Sergeant-at-Arms Ed Pocaigue:** Please stand and raise your right hand. *There you go.* Under penalty of perjury, 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. Mr. Chair they under oath, you may proceed.

**Chairman Shawn Gumataotao:** Thank you so much. This oversight hearing regarding the Office of Homeland Security and the Office of Civil Defense will help policymakers confirm the specific steps these organizations have taken to address a number of issues that were raised through their first oversight hearing held in January 2025, the committee's May 2025 mission check of the Emergency Operations Center, the EOC, and discussions surrounding deteriorating conditions at the EOC, which led to its temporary closure in November, just a few months ago, in cooperation with other agencies such as our Guam Police Department, the Guam Fire Department, and Office of the Attorney General, the Office of Homeland Security, and the Office of Civil Defense, and their supporting sections, the Guam Recovery Office, and the Mariana Regional Fusion Center make up Guam's emergency management apparatus.

Colleagues, through this oversight hearing, we will hear from OHS and OCD regarding their preparation for performance-based budgeting, which our finance committee through Chairman Chris Duenas has initiated in preparation for fiscal year 2027. Also, we will receive an update from OHS and OCD on the correction action plan which was developed in response to the 2024 Office of Public Accountability findings and recommendations. The 2024 OPA reports concluded, among other things, that that Homeland Security and Civil Defense had used general fund monies without direct local appropriations and was non-compliant with applicable federal and local laws, personnel rules, and standard operating procedures relative to overtime costs incurred from fiscal years 2018 to 2023. Today's oversight hearing is intended to confirm ongoing compliance with applicable federal and local statutes and regulations and help facilitate further improvements aimed at protecting vital federal resources which are critical to our emergency management apparatus. The committee will address concerns about the Emergency Operations Center in Agana Heights, including mold remediation, EOC generator, and the EOC elevator. Ensuring that our Emergency Operations Center is prepared 24/7 is critical to the safety and health of our citizens and any disruptions to its operations jeopardizes our ability as a government to protect our citizens during emergencies. Uncomfortable room temperatures, inoperable elevator and air conditioning systems, and unusable restroom facilities directly impact both employee health and safety and the critical assets that they rely on to identify and mitigate known and emerging threats. The committee will receive an update from Homeland Security and Civil Defense regarding the Guam comprehensive emergency response plan, including any publicly disclosable schedule of exercises which are planned in the weeks and the months ahead. Consistent with Public Law 38-20 from June 2025, which codified the plan, Homeland Security and Civil Defense are required to review and apply its provisions with relevant entities through mock drills, tabletop exercises, and other opportunities where our emergency management apparatus is put to the test. And finally, the committee will receive information

concerning the certification status of the Marianas Regional Fusion Center. The information that is provided today from Homeland Security and Civil Defense must help our government ensure that federal grants for Homeland Security Services and law enforcement activities are properly administered through regular program and financial reporting review compliance. With that said, this oversight hearing on the Office of Homeland Security and the Office of Civil Defense will move forward based on the desire by the Committee on Public Safety, Emergency Management, and Guam National Guard to continue preparing these entities for potential changes in federal emergency management policy. Oversight hearings conducted by this branch are designed to monitor and support with public policy the agencies under our respective committee oversight. This particular activity, the oversight hearing, is the most fundamental means of involvement in executive affairs available to the legislative branch of the government of Guam. Make no mistake, the committee is acutely aware of the ongoing litigation involving personnel from these entities and the governor's recent actions permanently transferring two classified employees to another department. This oversight hearing will not focus on why those employees were transferred. Proposals have been put forward in this term attempting to strengthen our emergency management apparatus by making way for a structure and culture that will be helpful for our modern-day emergency activities. While these proposals are held in obedience as more discussions among policymakers occur, the committee recognizes that leadership must be courageous enough to make important changes that we all know we need, but we find comfort in maintaining the status quo. I particularly disagree with the approach, but I believe that our federal counterparts, the folks that help us through funding and technical support, see the cracks in the wall. Time, energy, and precious resources have been focused unnecessarily for on band-aid fixes to an operation that requires systemic changes now and into the foreseeable future. For these reasons, the committee appreciates in advance the attendance and participation of Miss Esther Aguigui. Esther, thank you for being with us this morning and I do look forward to hearing more from you and hope you'll allow to hear questions from our colleagues up here as we appreciate again your commitment to working with us to assist Guam's emergency management apparatus through sound policy and the effective and efficient administration of personnel, equipment, and resources prioritized for the Office of Homeland Security and the Office of Civil Defense. And thank you very much again for all being with us. I want to recognize the finance chair of the Guam Legislature for being with us, Senator Chris Duenas. Thank you again, Senator Duenas, for being with us this morning. And I will now turn it over to Esther, to our Homeland Security Adviser. Thank you again, General, for being with us. And I'll take this time and give it to you.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Thank you, Senator Gumataotao. Hafa adai Chairman Gumataotao, and distinguished committee members. I am Esther Aguigui, Homeland Security Adviser and the Acting Administrator of the Office of Civil Defense. I am honored to appear before you today to provide transparent testimony on our operations, challenges, and progress as outlined in the agenda provided in your notice of the above subject. I was appointed as the Homeland Security Adviser in June of 2023. Governor Leon Guerrero first detailed me to serve as the Acting Administrator of the Office of Civil Defense on May 19th, 2025. That detail assignment was rescinded on September 12th, 2025 and the governor appointed me to a second detail as the acting administrator on October 24th, 2025, which continues to the present. In total, I have served eight months in the acting capacity while maintaining my primary role as the Homeland Security Adviser throughout the entire nine-month elapsed period, ensuring continuity during both transitions. And I humbly accepted both details to serve our community during transitional periods. Our team's approach has been grounded in values that define public service. We demonstrate

commitment to the mission and the people of Guam in every action we take. We embrace responsibility to protect our community as our highest calling. We treat all stakeholders with dignity, recognizing that respect is the foundation of effective partnerships. We place service before self, putting mission and team needs above personal comfort. We pursue excellence in all our actions, holding ourselves to the highest standards. We practice honesty in word and deed, especially when transparency is difficult. And we exercise moral courage to address difficult challenges directly and openly. I am grateful to Governor Leon Guerrero and Lieutenant Governor Tenorio for their trust through both detailed assignments. John Junior Calvo, our Chief of Staff has provided invaluable guidance and advocacy. And our federal partners at FEMA Region 9 have shown patience and provided critical technical assistance throughout challenging circumstances. Most importantly, I acknowledge the dedicated men and women of OHS/OCD who serve with distinction despite significant challenges. This testimony reflects their work, not mine alone. The full details of our operations are contained in my comprehensive written testimony submitted for the record. This oral summary highlights the most critical points for the committee's considerations. By God's grace and through the dedication of our team, we have made substantial progress during these eight months of active service. While challenges remain and much work lies ahead, we are grateful for the meaningful improvements achieved. The Guam Office of Homeland Security and Civil Defense proposes utilizing FEMA and DHS approved work plans and investment justifications as the primary framework for performance-based budgeting should the 38th Guam Legislature mandate OHS's inclusion in Title 5, Chapter 4, Section 4119 of the Guam Code annotated. This approach aligns with both federal grant requirements and Guam's existing statutory framework for program budgeting and performance-based management, ensuring that all homeland security and emergency management investments are strategically guided, measured, and reported using federally validated instruments. And by adopting proven practices from FEMA region 9 jurisdictions including Hawaii, Arizona, California, Nevada, and the Pacific territories, OHS/OCD will establish specific, measurable, achievable, relevant, and timebound objectives, quarterly performance reporting, and data-driven resource allocation that enhance accountability and transparency. This methodology integrates strategic planning with budgeting through regular monitoring, public reporting, stakeholder engagement, and corrective action processes while maintaining compliance with federal oversight requirements, and providing the Guam Legislature and executive leadership with measurable outcomes that demonstrate the effective use of public resources in addressing the territory's highest priority, preparedness, and capability gaps. Miss Lucy Perez, who is the interim grants manager, is prepared to provide details on this process. FEMA Region 9 approved our comprehensive corrective action plan on January 21st, 2026. This plan addresses 12 audit findings with more than 50 individual corrective actions spanning every operational dimension of our organization. The approval demonstrates federal confidence in our commitment to improvement, confidence we are determined to honor. We developed this cap during the eight-month period spanning both detail assignments, working through a federal shutdown and leadership transition. The cap represents collaborative efforts across our entire organization and with our federal partners. And to implement these corrective actions, we established a quality management framework. Our grant monitoring committee now meets monthly, providing systematic oversight rather than ad hoc responses. We completed critical foundational work, including budget monitoring procedures, time sheet templates, and standard operating procedures, and a comprehensive RACI matrix that defines accountability across all findings. We developed or are completing multiple standard operating procedures that document best practices for the first time in our organization's history. We establish internal tracking systems for financial management that provide real time visibility into grant spending and compliance. Another sign of federal trust in our

dedication to progress is our successful acquisition of \$10.8 million in fiscal year 25 federal grants, representing a 44% increase from the prior year's 7.5 million grants. We are deeply grateful to our federal partners for this continued investment in Guam's emergency management capabilities. These grants are such as the next generation warning system of grant of 5.8446 will provide transformational public warning capability for our island. The Homeland Security Grant Program award of 2.7 million represents a 175% increase from the prior year supporting our prevention, protection, and response capabilities. The nonprofit security grant program funding of \$1 million increased 40% enabling us to better protect at risk nonprofit organizations and the emergency management performance grant of 884,000 sustains our core operations. The state and local cyber security grant of \$263,983 addresses critical infrastructure protection needs. These grants were secured during the 8-month period while we simultaneously managed the staffing crisis, worked through federal shutdown, navigated a leadership transition, and addressed facility challenges. Each application required extensive coordination, budget development reflecting true community needs and commitment to matching requirements and long-term sustainability. When we identified mold contamination affecting the Mariana Region Fusion Center workspace, we took immediate action to protect our staff. We developed an interim solution by relocating the MRFC to the initial operating facility. We also coordinated with the Guam Police Department and the Guam Fire Department on the vacated space preparation, working through equipment removal and cleaning challenges. And as of January 29th, all equipment has been removed and former tenants are arranging professional cleaning services while simultaneously we developed a long-term remediation plan with competitive quotes to address the root causes, not just the symptoms. In addition to this interim plan, we immediately cleaned all the all the vents in the facility to include replacing all the filters that are located within the facility. We also established a comprehensive physical security program recognizing our responsibility to both to protect both staff and sensitive information. We implemented entry control measures and office space restrictions, balancing security needs with a welcoming environment for legitimate visitors. We assign a senior leadership team members with security oversight responsibility establishing clear accountability and authority for security decisions. We have initiated weekly staff and information briefs which we have sustained throughout the 8-month period. These briefs provide a regular forum two-way dialogue, security awareness, situational updates, and addressing staff questions and concerns. This commitment demonstrates that our people are our priority, not an afterthought. We also developed an operational security culture built on awareness and vigilance rather than fear. These measures protect sensitive homeland security and law enforcement information. They ensure staff feel safe in their workplace while maintaining the operational security essential to our mission. We updated the territory of Guam's Comprehensive Emergency Management Plan, our foundational document guiding all emergency management activities. We completed the Guam Emergency Operations Plan in December of 2025, providing operational guidance for emergency response. The Guam Hazard Mitigation plan received FEMA approval in June of 2024, unlocking access to mitigation funding and we developed an integrated preparedness plan for fiscal year 25/26, ensuring a coordinated approach across all partners. We updated our multiple emergency support function and hazard specific annexes, addressing all potential threats to our island. These include plans for tropical cyclones, tsunamis, and pandemics. We addressed modern threats through our cyber incident, ballistic missile attack, and terrorist WMD annexes. We updated our continuity of operations and aviation incident plan to reflect current capabilities and protocols. For fiscal year 26, we established a progressive exercise schedule. The first quarter focuses on defense support of civil authorities, testing military support to civil authorities. The second quarter port security exercise will test protocols at critical infrastructure, and the third quarter cyber drill addresses modern cyber security

threats. The fourth quarter typhoon and complex full-scale exercise will comprehensively test all emergency support functions and response agencies which is our major annual preparedness demonstration. Our Guam Recovery Office managed a 347% increase in projects under the typhoon Mawar declaration compared to our COVID 19 response. We secured 236 projects under DR 4715 Guam, each representing individuals, families, or communities recovering from disasters. We expanded our staff to meet this increased demand and serve applicants effectively. We enhanced our coordination with FEMA teams, improving both the speed and quality of our service delivery. And this growth demonstrates need and our response demonstrates commitment to serving disaster survivors with urgency and care. We must be candid about significant constraints, namely a staffing crisis that has spanned eight months of critical shortage under which these accomplishments were achieved during eighth-month period. We lost four staff members instrumental in grants management and financial oversight during the eighth-month period. Our organization was already operating with what we describe as a grave shortage of personnel before these losses occurred. Remaining staff absorbed departed colleagues workload for the full eight months. This meant significant redistribution of responsibilities and strain and sustained workload strain on those who remained who were committed to the mission. Currently vacant positions are severely constraining our capability. We need a federal grants administrator, program coordinators, and planners to manage our expanding grant portfolio. Our operations section is missing its civil defense coordinator. Both operations and logistics sections need civil defense officers. This impact is clear. Our staff has carried an extraordinary burden for eight months. Immediate relief is needed. The federal shutdown from October to December of 2025 interrupted FEMA technical assistance during a critical CAP development period. Procedure finalization was delayed along with the feedback on draft documents we had prepared. Our team worked through this interruption and maximized available time when my first detail began in May of 2025. And with continued uncertainty with the possible second federal government shutdown also affects our preparation for our upcoming FEMA enhanced financial monitoring scheduled for 20 to 24 April of this year. This review provides an opportunity to demonstrate our progress on corrective actions and we are conducting contingency planning and frontloading critical activities to mitigate potential disruption. Intensive preparation is required in the coming weeks and this milestone is critical to securing continued federal confidence and funding. And we come before you after eight months of sustained effort and improvements to request support for genuine mission needs but not bureaucratic expansion. We need funding for our EOC repairs, critical position filling, operational support, and some of our long-term strategic investments include our EOC comprehensive modernization, sustaining funding model, and the funding for the Marianas Region Fusion Center and the path forward in the immediate priorities in the next 60 days. We will sustain transformation moment achieved over eight months through continued faithful implementation of all systems and processes. We will initiate emergency procurement for EOC facility repairs to address immediate health and safety concerns. We will showcase our progress during the enhanced financial monitoring scheduled for April 20th to the 24<sup>th</sup> and we will continue advocating for position filling with competitive salaries that attract qualified candidates and we will maintain cap implementation across all 12 findings without letting progress slip, and we will execute our first quarter fiscal year 26 defense support exercise with federal and military partners. Our short-term goals in the next six months, we will complete our CAP implementation with extension approval if needed, demonstrating sustained commitment to federal compliance. We will achieve successful enhanced financial monitoring results that showcase eight months of systemic improvement. We will fill a minimum of five critical vacant positions to provide immediate relief to our overburdened staff. We will execute EOC facility remediation addressing the mode and infrastructure

deficiencies. We will continue our training exercise and community outreach program without interruption, and we will maintain operational readiness for emergency response regardless of other organizational challenges. And then our long-term vision for the next 12 to 24 months is we envision an adequately staffed organization building on the capabilities we have demonstrated. We see a modernized facility that supports mission requirements rather than constrains them. We seek a sustainable funding module combined federal grants with general fund baseline support. We want the continuous improvement culture established during eight months to become our permanent organizational standard. And we aim for enhanced whole community preparedness and resilience that makes Guam a regional model and we hope to foster regional cooperation and shared learning with other Pacific jurisdictions facing similar challenges. And Senator, if I may at this point, I have a timeline and I apologize I haven't provided that, I don't have a copy of that timeline provided, but if I may just read some of the progress we have made concerning our facility.

**Chairman Shawn Gumataotao:** Yes, please. Thank you.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Yes, sir. So, Typhoon Mawar happened in May of 2023 and it wasn't until 2 years later in August of 25 that we requested for some funding to address all the facility woes that we have encountered. This includes the sewer situation, the air conditioning, the generator the non-operational generator and of course the mold mitigation. So just to give you an idea of the timeline, in August we assessed and conducted discovered water contamination with our faulty ECM module. We had the water removed from the generator and fuel tanks in September and then it this took this was a six-day project and was completed within that six-day period. In October, we had an ENC module installed with the generator activated temporarily to address our air conditioning needs. In November, we had the USD coverage limited to prevent water penetration and sensors repaired for our 2,500 capacity generator that powers the entire facility. That generator also has a 75 gallon capacity for daytime functioning and we conduct periodic tests to see if the generator actually works with the automatic transfer switch. In November, we had the generator synchronized with an automatic transfer switch that allowed the switching of island power to generator power. And then on January 27th, we had a EPA permit issued for the use of that generator, full usage. For the mold mitigation, in August, we had AC air handlers cleaned and we had the air filters changed and then we had a 5-ton unit installed to further prevent mold growth. And then what's ongoing, sir, is the relocation of the MRFC operations and its staff to the IOF, which is the former E911 call center and dispatch for the fire department. In September, our 30 ton chiller temperature sensors failed and then the temporary we had a temporary repair by Carrier. And then in January, we had a 10-ton unit installed with a copper leak discovered with two weeks later has not been operational, but are seeking assistance with other inter agency partners to help us defer the cost of what it will take to get the generator operational. Our elevator was inspected in August of 21 and infractions were identified and in August of that same year we had Otis contacted for an assessment. In November the motherboard upgrade was installed and on in that same month in November DPW issued us a temporary permit and now our elevator is operational. For our water systems, we had a fresh a new freshwater pump installed in June of 2025. In January, the equipment arrived to replace the antiquated parts, and in that same month, DPW we asked assistance from DPW and they installed the new parts and now our sewer system is working and mission capable. Sewer system pump was a perpetual problem and in May, we had the pump installed and in November we had exhaust fans replaced with the pump room, in the bathrooms. And in that same month, we had extensive cleaning of pump room completed and now, I'm happy to report that all systems are now operational. That's just a that's an overview

of the progress that we've made with facility improvements, sir and I can provide this timeline as I have with my other with my testimony. In conclusion, eight months ago, OCS OCD faced significant challenges and today we report meaningful progress. We secured FEMA cap approval addressing 12 findings systematically. We obtained 10.8 million in federal grants representing a 44% increase from the prior year. We updated emergency plans across all hazards, ensuring current guidance for all partners. We established a comprehensive physical security program protecting people and sensitive information. We addressed we addressed staff health concerns with interim solutions while developing long-term remediation plans and we implemented quality management systems providing ongoing oversight and accountability. We continue facing crisis level staffing with more than 10 vacancies and the loss of our of four key staff members and we need facility infrastructure investments ranging from 63,000 to 165,000 or more for immediate needs alone. We navigate federal shutdown impacts and continued funding uncertainties and our dedicated remaining staff endure sustained workload strain that demands immediate relief. And even with severe constraints, committed people focused on mission can make progress. This transformation reflects dedicated staff choosing service despite difficulty. It demonstrates federal partners maintaining confidence throughout our challenges. It shows executive leadership providing trust and guidance through transitions and it proves that systems and processes are stronger than individual assignments. We commit to continued transparency about both progress and challenges. We will provide evidence-based request support by eight months of experience, not wishful thinking. We seek a partnership approach in protecting our community and we accept full accountability for performance and outcomes. We commit to faithful CAP implementation developed over eight months of collaborative effort. We will maintain honest communication with our capabilities and our limitations. We pledge responsible stewardship of federal investment entrusted to us and we will prepare thoroughly for the enhanced financial monitoring showcasing our progress. We commit to relentless advocacy for resources to relieve eight months of sustained strain. We will continue prioritizing the health, safety, and professional development of our staff. We will lead with integrity and provide unwavering support. and we will commit to securing the positions and resources we need and we and that the staff and the people of Guam deserve. We commit to continuing emergency management operations with excellence regardless of internal challenges and we will provide protect we will protect the sensitive information you have entrusted to us. We will continue preparing our island for all hazards. We maintain readiness to respond whenever a disaster occurs and we pledge service above self in everything we do. After demonstrating that we can accomplish in eight months with severe constraints, we humbly request support to fulfill the mission of protecting the people of Guam. We seek resources adequate to the responsibility we bear. We ask for partnership in addressing challenges honestly identified. We request support for staff serving with extraordinary dedication for eight months. We need investment in capabilities that protect our community and we ask for recognition that eight months of sustained improvement deserves continued support and not abandonment. We are honored to serve the people of Guam in this important mission through whatever assignment the governor determines best. We are grateful for eight months of opportunity to work with this committee, the legislature, our federal partners, and our community. We are committed to earning continued confidence through performance demonstrated over time and the complete details of our operations. All 12 corrective action findings, comprehensive facility assessment, staffing analysis, and supporting documents are contained in my full written testimony submitted for the record. Si Yu'os ma'ase', thank you for this opportunity to provide testimony after eight months of service and thank you for your service to our community and thank you for considering the needs we have identified. I am now available to

answer any questions the committee may have. May God continue to protect our island, guide our work, and bless our community. Thank you.

**Chairman Shawn Gumataotao:** Thank you so much, Esther. And before we begin with the questions and go on our agenda, I do want to personally thank you for all of your engagement over that last 8 months, you and I have been in close communication and I do publicly want to acknowledge that and I appreciate your candor especially through some of these things that you've explained today. But again, I just want to publicly say thank you again for your engagement. So thank you again. *Senator, the privilege is mine.* Thank you. Let me go ahead and begin with the...Oh, first before I do that, let me recognize joining us this morning is Senator Vince Borja. Vince, thank you for being with us, Senator, and thank you for being with this this oversight hearing. Let me begin with the preparation for performance-based budgeting, Esther. And let me just start with this and then I'll I have only a few questions then I'll turn it over to the panel. But to what extent has BBMR engaged the Office of Homeland Security and the Office of Civil Defense regarding the performance-based budgeting framework, a system designed to tie government spending directly to measurable results and what performance metrics, if any, and I think you might have mentioned a few, have you considered in addition to the data that might be generated based on the multi-agency exercises, community outreach, and continual training activities of both Homeland Security and the Office of Civil Defense? So BBMR... *can I clarify this the question sir?* Sure.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Are you asking to what degree have we have we implemented or are you asking... *how... your engagement with BBMR on performance based budgeting?* Sir we have regular engagements with BBMR almost on a daily basis. They we use them as our guiding light our as our lanes to, to tell us what can and can't be done and what restrictions are in place just regarding grants management investment justifications. So BBMR we work very closely with BBMR and the Department of Administration when it comes to grants management and performance-based budgeting.

**Chairman Shawn Gumataotao:** Okay. So but have you engaged much on the idea or the notion of performance-based budgeting specifically?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Yes sir, we have communicated with them that each, each time we submit time sheets for pay for payroll there there's a there's a form called a 120 that's attached to time sheets and each, each employee must select from a pull down menu what they have been doing for the last pay period in order to justify the spending that that is allocated to pay for their salary. And we communicate we communicate with BBMR on that if not on a daily basis then every pay period.

**Chairman Shawn Gumataotao:** Got you on that. Recognizing that the FY2026 budget act does not provide a direct appropriation to the Office of Homeland Security and the Office of Civil Defense. What portion of your annual budget including reimbursable obligations is supported by nonfederal funds? And if local funds are involved, under what appropriation authority are these resources used to support either or both entities?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, I can't give you a, a definite percentage, but I can tell you a significant percentage. We rely on the general fund. As you know, grants happen where we pay upfront and then we request for reimbursements.

But for right now, because we are not budgeted as a standalone agency and we rely on the governor's office to provide us with budgeting, it... it requires a lot of negotiating. It requires a lot of talking. It requires piecemeal and conferring with our partners, I'm not too sure if Mr. Joe Cabana can speak specifically on the allocation of resources for our agency's budget.

**Chairman Shawn Gumataotao:** Okay. But I'll go ahead and just let me I just need clarification again. Under what appropriation authority are the resources that you're mentioning are being used to support either or both entities?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** General fund, sir. It would be the general fund under the governor's authority. So we coordinate with the office of the governor, the Chief of Staff and work with BBMR in determining what the needs are and then through their process through the governor's authority. That's how account will be established and utilized for specific operations such as the repairs or remediation that has been happening. since August of last year. *Okay.* At every instance.

**Chairman Shawn Gumataotao:** Okay. Understood. I I I'll probably leave more to the finance chair because I'm sure he when he heard that I don't think we've heard that before. For the record, what was Guam's matching requirement, if any, for the \$7.5 million that Homeland Security and Civil Defense received from the federal government in fiscal year 2024 across DHS, FEMA, and National Oceanic and Atmospheric Administration grant funding? And what is your latest cost share agreement arrangement for federal grants in fiscal year 2026?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Senator, we have 0% matching, but Mr. Cabana probably has a better explanation or a more detailed explanation of that.

**Chairman Shawn Gumataotao:** Thank you.

**Mr. Joe Cabana, Guam Recovery Office:** Good morning, Senator. Good morning. And Speaker, Vice Speaker, the other Senators. Yes, we for there's different sections of the of the of the homeland security under my section of the Guam Recovery Office. We're covered 100% based on our public assistance. We're covered 100% federal fund and we what we do is we submit a budget to the front office be able to look at our budget and those expenditures are coming out from, from FEMA. Thank you.

**Chairman Shawn Gumataotao:** All right. Thank you so much for that. I'm going to go ahead and open the questions from the panel and I'll begin with the speaker of the Guam Legislature Speaker Frank Blas. You have five minutes. Thank you so much for being with us this morning.

**Speaker Frank F. Blas, Jr.:** Thank you. I just want to touch a little bit more on your funding sources. Where, where are you getting your money right now?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Good morning Speaker. Sir, we get our money from the general fund at least Homeland Security and Office of Civil Defense.

**Speaker Frank F. Blas, Jr.:** Okay. And my understanding so you get your money through homeland through, through the general fund and it's to be reimbursed. It's another...right? *Yes.*

When's the last time you drew down on your account in your grants?

**Ms. Esther Aguiqui, HSA Advisor/Acting Administrator OCD:** Sir, we drew down a total of \$285,000 in December, I believe. And that was from one of the grants from previous years. I believe that was a 20, a 2019 grant. We're still working on past grants and past closeout periods. So, that that was the latest draw down we have had from FEMA.

**Speaker Frank F. Blas, Jr.:** You mentioned in your in your testimony that you had recently 10.8 or 10 over \$10 million in grants awarded. Have you started to work on drawing down that money?

**Ms. Lucia Perez, GHS/OCD SPC:** So the process for those grants Mr. Speaker is we are working with our grantors they have given us an award letter when we complete checklists so for example the next gen warning system grant we submitted our checklist of EHP when they approve that then they will function in terms of giving us the next steps. Now, OHS-OCD is in a what is called a manual hold process. So, you get a grant award letter, you establish your accounts with BBMR based on the objectives and then before projects start, we work with the granter to make sure, for example, if we were going to purchase sirens, mobile sirens, the granter approves it. We go out for a bid. We get the equipment. We get the certificate, certified invoice and then we send it for reimbursement. When the granter allows, sends a letter official letter of notification that the reimbursement is allowable expense then we coordinate with Department of Administration federal programs office to set up a day and time when they can go into the system like a PAR system and draw down that specific amount. So, Gov Guam pays for the equipment up front and then gets reimbursed on the back end. That's just for our agency. Other agencies have a different setup.

**Speaker Frank F. Blas, Jr.:** Okay. I think the rest of my questions actually with regard going down that path. Will be, I'll talk about a little more into in the corrective action plan. Okay. But I'll do that there. However, I'm a little concerned here. You're in your testimony you stated that you are working towards OCD, OHS-OCD will establish specific, measurable, achievable, relevant, and time bound objectives. Quality performance reporting and data driven resource allocation that enhance accountability and transparency. I'm assuming that this is in, in preparation for your performance-based budgeting exercise. Let me ask you something. Shouldn't you have been doing this already?

**Ms. Esther Aguiqui, HSA Advisor/Acting Administrator OCD:** Yes to both answers, speaker. We have been doing it as a response to the audits, but in that response to the audits, we're also preparing so that FEMA can see that we have actually demonstrated good faith efforts to work on those internal control measures that were not there before.

**Speaker Frank F. Blas, Jr.:** So, you had the objective, you just didn't have to drive to do it? *Yes.* That's what I'm hearing, right? Because I'm looking at this and this should have been the standard. *Yes, sir.* Matter of fact, performance-based budgeting shouldn't be brand new to all of you. I was just a little...that you will establish. When you say will establish, maybe you want to correct that and you want to reinstitute because it should have been established.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Yes, sir. Now it's officially in writing.

**Speaker Frank F. Blas, Jr.:** It's unfortunate, but yeah, it is. I'll save my other questions for when we get to the next one. Thank you, Mr. Chairman.

**Chairman Shawn Gumataotao:** All right. Thank you, Mr. Speaker. I'll turn it over now to Senator Chris Duenas, the Chairman of the Committee on Finance. Thank you, Senator Duenas for being with us this morning.

**Senator Chris Duenas:** Si Yu'os ma'ase, Mr. Chair, and thank you Miss Esther and the team for being here. First of all, are you currently participating in the FY 2025 audit?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Yes, sir. The enhanced monitoring is, is a version of an audit, Senator, and we are preparing for that. It will happen on April 20th to the 24th and FEMA will bring their grants managers here to the island and they will review our records and they will you know look and see if we're compliant and see where any gaps are and then provide recommendations for us.

**Senator Chris Duenas:** What I'm speaking to particularly is the office of public accountability.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Not that I am aware sir.

**Senator Chris Duenas:** Okay. So this audit from fiscal year 2024 was a performance audit? *24 audit?* Yes the findings from the 2024 audit, *yeah, that is correct.* That is correct. Yeah. Maybe Lucy go ahead and speak to that. Was, was that a one-off or you normally are audited by the OPA?

**Ms. Lucia Perez, GHS/OCD SPC:** It's not a one-off from my understanding. It, FEMA does their recurring monitoring whether it's a desk monitoring or whether it's a financial monitoring and the OPA also based on what schedule he puts out will also determine a schedule of whether he needs to come in and do a follow-up and I think that's what happened with the 24. It was before me, I came in later on.

**Senator Chris Duenas:** My reason is, Miss Esther you enumerated in your presentation that you've taken a number of measures and you've taken a number of actions to remedy the 20 the very damning let's be honest with ourselves 2024 audit findings. If that audit were produced today what, what do you think it would look like?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir I pray it will look differently I pray it will look a lot more positive in particular I, I think the internal control measures are probably priority. Recordkeeping was probably a cause for, for some of the internal control measures not, not being watched, not, not being taken seriously. I'm hopeful that when FEMA comes on board on April 20th to the 24th, I'm hopeful that we will see not all. I, I anticipate there will still be some deficiencies, but, but I am I am hopeful that we will see some of the deficiencies corrected and maybe we can do some on the spot corrections. I anticipate seeing a more promising report than we did in 2024.

So I'm not surprised that the subsidy to Office of Homeland Security/Civil Defense because the governor's office is the one right now along with one other entity that is quite overdrawn on their on their budget in terms of overspending. Everyone else is pretty much intact. So my question to you directly is, and we've asked the fiscal team before, since you continue to rely heavily on the general fund, did you prepare a request in the fiscal year 2027 budget?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, yes, sir, we have. We prepared we actually prepared it for two years in a row. We prepared one for last year and then at the governor's direction, we prepared another one for this upcoming fiscal year. And we have specifics for you. Miss Lucy can speak specifically to that. she prepared the budget. We, we are looking we are seeking for operations and maintenance and probably salaries and maybe rely on the FEMA grants only for projects which is what it was intended for.

**Senator Chris Duenas:** So this basically now is since the fiscal team be before us when we've asked these questions in fact was stating that they were unaware of so many things that were going on prior in terms of internally. So this is standard now whereby there is a recognition of general fund appropriation for Office of Homeland Security.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Yes sir.

**Senator Chris Duenas:** And the anticipation is to be reimbursed based on your qualification for programs.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** That is correct.

**Senator Chris Duenas:** Okay. So hopefully what we can look at is a, if, if you're in good standing a revolving capability where the general fund is not subsidizing. It's only subsidizing for the purpose of getting the programs moving but it's being reimbursed.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Yes sir.

**Senator Chris Duenas:** Sounds like DOE. My next question basically is and in line with what the Speaker was asking. I I'm a little surprised because I expect particularly Office of Civil Defense, Homeland Security, and most of the public safety entities would have no problem doing performance-based budgeting given the fact that you're 100% federal funding on your side. of course, local appropriation right now, but the fact is, is that, that is essentially what you have to do in order to qualify and your measures. Can you speak to it?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Yes, sir. That is correct.

**Senator Chris Duenas:** Okay. So, you intend on being capable of submitting or at least qualifying your request based on performance-based budgeting?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Yes, sir. That's the only direction we're taking.

**Senator Chris Duenas:** That's good news. And I guess the reason why is as I go through some of your presentation and I'm asking questions but I want to divert here real quick because in your presentation the Guam Comprehensive Emergency Management Plan Emergency Operations and discussing that while we are not in any declared storm or prep pre-preparation preparation or result of inclement weather has plagued Malesso with flooding, is that an emergency response on the table? As currently it's been happening in the last several months.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Is there any time the livelihood of residents are affected? It definitely is an emergency response.

**Senator Chris Duenas:** So, have there been mitigation efforts that are discussed in your plan here for Malesso? Because it seems like it's been perennial for the last several months with the heavy rainfall.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, if there's any one person who's more interested in that mitigation, it would be me as I am a resident of Malesso and that has plagued the residents of Malesso for decades. But yes, sir, we are working closely with BSP. I know they have and BSP is actually working together with FEMA to try to come up with a mitigation plan to see we if that can be redirected to avoid any further flooding. But there are also our state hazard mitigation grants that have addressed that. And so there are some provisions in that plan in the 2024 plan to address that specific if you will the situation down in Malesso.

**Senator Chris Duenas:** Ms. Esther, I'm concerned and I'll have my own conversation. I'm sure my colleagues will with DPW, but the response every time is it's normal. The bamboo fills up the drain. You know, we got a stage. I mean, to me, that's not going to cut it anymore. I think absolutely that's in your wheelhouse. And I hope that we can get a better answer going forward that there's a full-blown plan in coordination with Homeland Security and Civil Defense because this is not going away until there's an absolute mitigation plan to stop that from happening. Other than that, there should be immediate staging anytime there's impending rainfall. And I think that should be coordinated through your office as well.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, I'm with you. I totally agree with you. Some of the mitigation measures that we take is, you know, we also monitor the weather and we push out weather alerts when needed. And if I know ahead of time that there's going to be a lot of extra rain and it's going to and there's a flood advisory, I will personally reach out to the folks at DPW and give them fair warning, say, you know, hey, this is coming up. You might you might want to lean forward and start staging equipment. that's just an interim band-aid solution. But like you said sir, we're all aware that we have to address the elephant in the room and that's definitely in the wheelhouse of homeland security. So we'll work very closely with state hazard mitigation which is now under the auspices of the Guam Recovery Office all Homeland Security you know if all falls under the Homeland Security umbrella. But yes sir, I appreciate that.

**Senator Chris Duenas:** I appreciate it because I mean life and property there's no question you know is significantly in danger in these instances. Esther, the next thing is you know as I'm concerned because you and I'm happy with the team and if you were part of it I want to thank you for carrying that load of what was discussed in terms of having to deal with preparing for the responses to the 24 audit. But you continue to talk about staff shortages. Why wouldn't you hire?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** So sir, I am working very closely with the Department of Administration right now for recruiting. Some of the positions require some specific skill sets and there are times when we don't have personnel who may be interested in those specific skill sets. In the meantime, those people who have experience in that specific area of concern always step up to the plate and always offer to help in whatever way they can. But I am working closely with the Department of Administration to look at the list that they have available to fill some of these critical vacancies. Grants management is definitely something that has been on my peripheral ever since I took the position in 23. Miss Lucy has graciously volunteered to be the interim grants manager and she's doing a great job of it. In the meantime, that's a full-time job, that requires some specific skill sets you know, managing over a million dollars is a tumultuous task. What more \$10.8 million? What more grants manage..., grants money that have occurred in the past. Skill sets that we don't readily have available right now. So I'm doing the best I can to work with the Department of Administration to see if we can hire to our vacancies.

**Senator Chris Duenas:** Lucy, I don't want to put you on the spot, but have you explored inter-agency capabilities and transfer? I mean this sounds critical to me.

**Ms. Lucia Perez, GHS/OCD SPC:** So, we have explored that and we've just had the discussion with our Chief of Staff and the Governor of even helping to see if we can share the resources or detail individuals from other agencies to be able to assist us. One of the other concerns that we have especially when you handle grants currently because personnel is not covered through a local funding. We have to go back to the grantor to get permission to hire individuals, right, based on their skills, knowledge and abilities. So it's not as quickly as I'd like it. We established that last year or most recently to ensure that when they get presented with the reimbursement request for personnel that it's approved because that is one of the things that we found that was outstanding is the government pays upfront space for the personnel and then when it comes time to getting the reimbursement we're not realizing the full reimbursement. And so moving forward, we coordinate that and we've even had a discussion with the deputy of DOA and their personnel administrator and we're going to sit down with them and take a look at what other ways that we can get assistance temporary whether it be for 90 days, 120 days, all within the rules and regulation. Even a couple hours a day is good. we've also in our grants for like Homeland Security for example we put in and we got approved to get a team auditing team who will help set up and ensure just to get everything in place so that moving forward we're not running into these unallowable costs. So that is one of the other ways that we're also looking at. But the best way I think and this is just me personally is if we can get the local funding to support the personnel and the operations of the building. This way whenever there's any work to be done across different sectors that it is acceptable because currently if you're assigned to a certain grant you're supposed to work on that grant only. So if you had knowledge in finance and admin but you're assigned to nonprofit then you would have to go back or that person managing that grant will have to go back to the granter and request for permission get it in writing that they're able to do this much amount of work during this period of time to help.

**Senator Chris Duenas:** Yeah, Miss Aguigui and Lucy, I just think this is too critical. *Yeah.* I mean, you can underfill those positions as well. You know, I understand how this works. *Yes.* And the truth is that when you when you detail, you can underfill you can specific to that task and you're not going to be penalized for that as long as that's the work that's being done.

**Ms. Esther Aguiqui, HSA Advisor/Acting Administrator OCD:** Senator, if I may add, our investment just in fact it was our fiscal year 24 grant 25 grant that was recently awarded to us with the homeland security grant program. That specific request to bring on board an auditing firm or a finance firm to manage grants was an was a direct response to the audit report.

**Senator Chris Duenas:** Right. I know I'm out of time, Mr. Chair. I'm just going to close. You know, while that's satisfactory going forward we're here now and that's where I see the issue I continue to tell most of the government agencies that come before me with all due respect you don't have a funding problem you have an execution problem and so the issue is that's down in Adelup you got to sit in that office and not leave until you get what you need thank you Mr. Chair.

**Chairman Shawn Gumataotao:** Yeah, and thank you so much Senator Duenas and just on that is something that we spoke about over 12 months ago. I mean hearing that okay there's the discussion but is something that I mean I can go down on and on about how much I was pushing for the Office of the Governor to bring resources to bear as you're mentioning. I appreciate the Chief of Staff and Deputy Chief of Staff doing their job today, but we asked during the mission check and there was an acknowledgement then that there was a major problem. So, just want to say that as well. Senator Borja, you're recognized. Thank you again for being with us this morning.

**Senator Vince Borja:** Thank you, Mr. Chair.

**Chairman Shawn Gumataotao:** On performance-based budgeting first off.

**Senator Vince Borja:** Yeah I don't have any questions then in regards to performance-based budgeting. I think the finance chair had some questions that I was able to address, especially around the audits but I don't have any question in regards to that. Thank you Mr. Chair.

**Chairman Shawn Gumataotao:** All right. Thank you so much Vice Speaker Ada and the Vice Chair of this committee. You have any questions on the preparation for performance-based budgeting?

**Vice Speaker/Vice Chairman Tony Ada:** Thank you Mr. Chair. Perhaps the only question I would have is of the grant fundings that were received. How much has been returned because of it being not expended or...

**Ms. Lucia Perez, GHS/OCD SPC:** Nothing has been returned. The way OHS-OCD works is you get a grant award letter. The accounts are established with BBMR. Invoices are paid by the general fund and then receipts or invoices are submitted to FEMA or to the grant program for reimbursement. So we did not get the money. We have not received money. What we work on is a reimbursement structure and our agency because of the hold has to go through these significant steps to ensure, which is why it's critical that before expenses are incurred, we go to our grantor and we make sure and we get it in writing. And BBMR is very, very detailed about this and so is DOA that that expense will be covered. It's a reimbursement.

**Vice Speaker/Vice Chairman Tony Ada:** I see. Okay. So for example, you get a \$4 million grant for particular whatever...*for a particular project. Yes.* Right. Do you expend that whole \$4 million grant and get them reimbursed or do you have enough projects to cover the grant that you requested for of that amount? Do you understand what I'm saying?

**Ms. Lucia Perez, GHS/OCD SPC:** It's through investment justification in projects that the grants are covered. So yes.

**Vice Speaker/Vice Chairman Tony Ada:** Okay. So because I what I don't want to see is us requesting for certain amount of grant funding and then in the end we only expend only half of it get reimbursed for half and then we lose the remaining you know out of four million we lose \$2 million, and are we over requesting for grant funding, not expending it, and then next time down the road, you know, we look for this grant funding and then we notice it's lower because we haven't expended it previously. They know that we're not doing what we can to completely expend the grant and looking for a full reimbursement on that particular grant.

**Ms. Lucia Perez, GHS/OCD SPC:** This team does not like to leave money on the table. We work closely with our granters to ensure if anything the FY25 grants, we've noticed that FEMA DHS has been really aggressive with all of their grant awards where we have weekly meetings and sometimes what is called office call meetings and they do follow up. They've improved their systems on their sides and we're working with them where we send each other notices. You know, it's like, hey, what's your status? an example of how we're not leaving money on the table is a nonprofit security grant. That's a three-year program and the individual managing that grant our granters like slow down because you know you have three years to complete your projects. But our mindset is we're here to do a job. We're here to help the nonprofit. And if we can get it out, get it done, get the reimbursements, then that's good. We can go on to apply for more grants, show the efficiency, and also ask to utilize that person to help us with other grants.

**Vice Speaker/Vice Chairman Tony Ada:** I see. Okay. Thank you. Ma'am?

**Ms. Esther Aguiqui, HSA Advisor/Acting Administrator OCD:** Senator, if I may, just to give you an example of the predicament that we're in and how, grants put on hold can paralyze us. In 2023, we were approved a cyber security grant, and we had a three-year period of performance to identify projects and to spend that money. We were just approved to receive that grant just last month and we received not a single penny from this grant yet we had two audits we had two audits on it already. And so you know my rationale with grants management is you know we haven't spent a dime of this money. Why do you continue to monitor us? Why are you auditing our spending pattern when we haven't spent anything? But it was because of the sins of the past if you will, and so all the grants are put on a hard hold until we can prove otherwise that you know we have earned back the trust of FEMA in our in our grants management. So that that's just an example of how we've been paralyzed by not being able to move forward until we can prove and demonstrate that we are good stewards of federal dollars.

**Vice Speaker/Vice Chairman Tony Ada:** I see. *Thank you sir.* Thank you for that, and I see you also brought up another issue about recruitment. Is that an issue with Department of Administration's recruiting branch or is it the people are not applying? What is it?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** No sir, it isn't. It's there are certain requirements grants management for instance you there's a 40 hour course that FEMA requires one to complete and pass in order for them to accept your sort of your title and your position as a grants manager and in addition to that, there are some courses that you also have to take and qualify to manage grants and so it just could be a number of reasons. You know, people not wanting to invest the time or the energy to go through additional training to manage grants. It could be a number of reasons, but it is definitely not DOA.

**Vice Speaker/Vice Chairman Tony Ada:** Thank you, ma'am. Thank you, Mr. Chair. That's the only questions I have for this section.

**Chairman Shawn Gumataotao:** Thank you, Vice Speaker. And let me just remind the three of you that you guys are under oath And I'm just going to be very blunt. I do not want to be spun here in this oversight hearing. If you don't get reimbursed for non-compliance, then you don't get any portion if not all of the grant funds you were awarded. Meaning Gov Guam spent money but wasn't paid back. That was brought up by the OPA. \$8 million at least in expenditures which weren't even reimbursed by the feds as of 2024. I'm going to I'm just going to be very blunt. Do not spin this committee today because we all are aware. I'm not asking I'm just be very forward with us. Do not spin us. We understand the situation that's facing you and I take great offense.

Let's move on to the OPA's audit. And I got to say that I'm to hear from you Esther today about the January 21, 2026 approval is actually a big deal. Can you please send the committee a copy of that letter that says, "Great job, Guam. You are now approved." Because we haven't heard progress. We haven't heard a darn thing for the last 12 months. And this is probably the most significant news to come from that particular oversight hearing about a year ago. So I'm curious, what were the amendments that were proposed by you and subsequently approved by FEMA to get the approval of this corrective action plan?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Thank you, Senator. It was just basically a response to the audit findings sir and starting from the basic internal control measures documentation, recordkeeping, organization those were all just common sense things when audited happening or when audits happen practices measures that were probably not taken seriously that could have turned results a different way, and some of these findings were also repeat findings from previous audits. I, I don't know if it was due to staff shortage. I don't know if it was due to probably lack of staff training. I just know it happened and I do know that on my watch I will make every effort to ensure that we don't go back to that, which is why I'm optimistic about the enhancing, enhanced monitoring visit that is supposed to happen in a few weeks from now and it wouldn't it wouldn't be like we were strangers because we talk with our grants management division folks regularly. We have a battle rhythm going. It's every two weeks a bi-weekly meeting, they always encourage if we have any questions, pick up the phone. They're always available no matter what time zone we're in. But yes, sir, I those, those monies that have been spent, I doubt very much we will ever recover them. That's money that's been spent already. FEMA has been very gracious about offering some courses of action to us saying well if you think you can find the documentation submit it and we'll see where we lead to. Sir that is labor intensive to try to find records from years past I wouldn't even know what I would look be looking for so even though those grants have expired we still need to do what is called an administrative closeout and that's to officially close those grants out for that period of performance so that there's records saying that it wasn't left in limbo and that each you know FEMA and Guam

acknowledges that this grant was awarded. However, the money that was awarded to Guam will not be further dispersed.

**Chairman Shawn Gumataotao:** Gracious is probably very kind. Probably tolerant is probably where FEMA region is probably at today, just from my engagement with them, especially over the last year sticking with the OPA, audit, aside from the governor permanently transferring two employees to Public Works recently, what progressive disciplinary action have been taken by agency leadership to date, including but not limited to counseling, reassignment of duties and responsibilities and training mandates as outlined in the audit.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, I've established in-house policies where, where folks were need to now request officially if they can attend training that is not, that is external to OHS-OCD. I've established a, a senior leadership team to help me hold others accountable for what they're supposed to be doing. The fiscal security measures that were implemented probably not mentioned in the audit but necessary because our namesake has security in it and we have to be you know we have to be leaders in that field and the physical security measures that have been implemented at the facility have been a 180 degree turnaround from what it was before I assumed the acting administrator position.

**Chairman Shawn Gumataotao:** Okay. Okay, with that said, just the last question on this for me on the OPA audit. What's the estimated loss do you think local dollars that Homeland Security and Civil Defense believes we will not get reimbursed by the feds? What's your estimation of the total amount of loss?

**Mr. Joe Cabana, Guam Recovery Office:** Thank you. Currently right now, they have gone back to prior years, the 19 and the 20. So, we're looking at probably approximately maybe over a little bit about a million dollars for those. The remaining 2021 and 22, they're still giving us an opportunity to go back and submit all those expenditures and request for reimbursement. However, we are also looking at those expenditures and also verifying and validating those expenditures and properly identify which actually which grants they are expended for.

**Chairman Shawn Gumataotao:** So Joe, you said 1 million, but in the audit, the public auditor said the delays denied local government paid \$8.4 million. That's a big delta between \$1 million that you're saying this on the record today.

**Mr. Joe Cabana, Guam Recovery Office:** Yes, that is correct. But those are numbers that have was given to based on their expenditures which act actually has never been go never been verified and validated to properly identify those grants if there are the prospective grants. Yeah, that's great. But as said earlier, FEMA also is still giving us an opportunity to submit those expenditures and from there we can be able to discuss with them and see whether this is still an allowable cost or is still within the period of performance as well.

**Chairman Shawn Gumataotao:** Okay. Thank you, Joe. *You're welcome.* Speaker Blas, you're recognized on questions on the OPA audit in our follow-up from last year.

**Speaker Frank F. Blas, Jr.:** Joe, let me ask question. So, right now, you said you're still going through the process of being able to identify which are unallowable question costs based on the receipts. If FEMA were to throw the hammer down today based on a government shutdown, how much do we have to pay FEMA back?

**Mr. Joe Cabana, Guam Recovery Office:** Speaker I cannot identify that because right now I'm my role is to also verify those validations and just verifying those validations I did find some of those expenditures that were not properly within the respective grants that is already currently identified. So we have to go back now and get documentation to be able to reverse those I don't have the numbers right now Mr. Speaker.

**Speaker Frank F. Blas, Jr.:** What based on again as was stated earlier the OPA estimated that it's anywhere between actually 8.4 to upwards of \$40 million. I'm a little concerned.

**Mr. Joe Cabana, Guam Recovery Office:** I know sir I really cannot like I said I just assumed the role in verifying assisting HSA and verifying those numbers you know as it's hard for me to identify the number so will let you know the numbers sir.

**Speaker Frank F. Blas, Jr.:** Okay I would appreciate if you provide the committee with a, *Sure.* with that report you know post haste, okay? *I will sir; thank you.* Because again you know, with regard to FEMA being tolerant, and being patient, that patience and tolerance is probably going is waning really quick. *Yes sir.* And I just don't want to be caught with one, recognizing we may have to fund this, and then now we have to pay it.

**Mr. Joe Cabana, Guam Recovery Office:** Yes sir, understood.

**Speaker Frank F. Blas, Jr.:** You know Lucy you initially stated that let me let me go back first to another thing. Esther you had brought up that you were, there was a I guess an expense so you draw able to draw down about 260,000 in December from the 2019 grant?

**Ms. Esther Aguiqui, HSA Advisor/Acting Administrator OCD:** Speaker I believe it was closer to 284? *Okay. \$284,000 284 from the 2019 grant?* Yes, sir.

**Speaker Frank F. Blas, Jr.:** How's that possible when the grants will only have a 5-year extension?

**Ms. Esther Aguiqui, HSA Advisor/Acting Administrator OCD:** It's possible, sir, just because of the tracking record that we have with our counterparts. It was during our closeout period for the draw down and this...*close out period for 2019?* 2019, 2020, closer to 2020 speaker so as we're closing these grants out for their peer performance, we provide FEMA all the documentation that we have and then and then they do they scrutinize all the documents and then they provide a ledger for us which we have in front of us and then they determine what is an eligible reimbursement for the grant that we were awarded in that time period. So even though the period of performance has expired and we still need to close the grants out and this is all part of the administrative process, Mr. Speaker and so this draw down if you will was all part of that administrative process to close out this 2020 grant that was issued and we got the notification in May of last year.

**Speaker Frank F. Blas, Jr.:** Okay. How many total staff do you have? 12 maybe. How many different grants do you have? I'm sorry, sir. How many different grants do you have? Grants. We have seven. We have seven active grants. Speaker, different programs.

**Speaker Frank F. Blas, Jr.:** Lucy, you made a comment earlier. You're saying that basically if your funding comes from a certain grant, all your work has to be dedicated to that grant. Am I correct?

**Ms. Lucia Perez, GHS/OCD SPC:** Yes. That's how the grant is written. And if you're going to deviate from it, like me, put it on the table. I go and work on different areas. I have to get permission from my grantor that funds my salary and then it must reflect on the time sheet what it is I'm doing.

**Speaker Frank F. Blas, Jr.:** Do you have instances where you have personnel under certain grant programs that are doing work in in other areas other than the grant program?

**Ms. Lucia Perez, GHS/OCD SPC:** Yes. Yes. And that is one of the reasons why it has become an unallowable cost. So when we came in ...

**Speaker Frank F. Blas, Jr.:** And it continues to become an unallowable cost, right? Because as we speak, there are certain individuals that are doing work that they're not supposed to be doing work based on their on their grant allocation from their grants?

**Ms. Lucia Perez, GHS/OCD SPC:** If we get permission from the granter, they are...

**Speaker Frank F. Blas, Jr.:** Have you gotten any permission from any for any of these positions to work in these other areas other than in their in their specific grants?

**Ms. Lucia Perez, GHS/OCD SPC:** I know with mine with my position I have gotten.

**Speaker Frank F. Blas, Jr.:** Your position. What about other positions? Isn't that in writing? *I would have to check the...* Can we please see it in writing? *Yes.* Okay. I know that you have positions that are that are being funded by other grant programs that are doing work outside of the grant. Okay. In in other areas, because you just finished saying you got an operation of 12 individuals. You got 10 different grants. Okay, and we can go down the list of what your different functions are which goes back to the concern about being able to hire people, right? Okay. Okay. I took a ragtag bunch of group of individuals and made them into emergency management and giving them the skills. So, it's I I'm just very concerned sitting here listening to the justification, if you will. Okay. It sounds me more of an excuse than a reason as to why they haven't been built. Maybe there is another 800 lb gorilla in the room that we're not talking about. Okay, relative to your correction action plan, what is how frequent is your conversation with FEMA on making sure that your corrective action plans are?

**Ms. Lucia Perez, GHS/OCD SPC:** It depends on who's talking to who, but we have a bi-weekly cadence with FEMA, all the grant managers, not just their administrator of the different programs. We just discussed the cap when we received it is always on topic as to where we're at, we were waiting also for the official notification to ensure that it aligns with what we have submitted. So now that this has been approved and is in place we are setting up or we have set up meetings with them so that we can go through each action item and not do a fire hose type of presentation, right? Where you just give it to them and say here it is review it. So, we're actually going through timesheets and making sure that every action item that's posted in the approved cap is gone through and is met. And as the HSA stated, in addition to

what is written, we have individuals or positions that are responsible for ensuring that each actionable item is met. So, for example, I've requested through the HSA because of staff shortage that utilizing this approved document now that everyone's going to be working on, that we establish a team meeting and we meet weekly and we have a taskmaster, right? Because everyone's busy. They're managing their own staff. And this taskmaster is to ensure that if item number 2023-10 says written policies and procedures are done, it's done. And they actually provide documentation and we submit it and say this one is done. Check on it. Check your check the box. See if we've and then move on to the next one.

**Speaker Frank F. Blas, Jr.:** Okay. Is it very safe to assume that your Comprehensive Emergency Management Plan is an integral or vital part of your corrective action plan?

**Ms. Lucia Perez, GHS/OCD SPC:** It is. It is a vital part for not only the corrective action plan but just also for making sure that our documentation is updated. Right now it's going to review by the different sections to ensure that we are incorporating lessons learned also from like typhoon Mawar and cyber security issues and defense issues.

**Speaker Frank F. Blas, Jr.:** So you're saying it's going through review. So your pre-emergency management plan has not been submitted to FEMA?

**Ms. Lucia Perez, GHS/OCD SPC:** No sir. We are at the process of re doing one final review internally and then we submit it over to Gov Guam for their review and then it'll be officially trans once goes through the corrections if and updates if any then it goes over to FEMA and FEMA will review that and then come back and then once that's approved then we bring it to the legislature. I would say though that we have been working when government is open with different representatives from FEMA through technical assistance to ensure that what we're looking at is actually what is being done and is what is needed. So we have different individuals or programs that assist us.

**Speaker Frank F. Blas, Jr.:** And the reason why I bring this up is because Miss Aguiqui in your presentation you say verbatim quote we updated the Territory of Guam Comprehensive Emergency Management Plan our foundational document guiding all emergency management activities. When you say you updated the assumption here is that it was approved.

**Ms. Esther Aguiqui, HSA Advisor/Acting Administrator OCD:** So Speaker, yes, I actually have a hard copy of the of the updated version right here. I will make sure that all the documents that we mentioned in this testimony are provided on a thumb drive. It's document heavy and I wouldn't want everyone to be carrying out a stack of but yes sir it has been updated. However, the staffing process is in progress right now. Internal staff and then after internal staff we have our external staff government of Guam agencies who have a role in emergency management. will also review to see if their part in the emergency management plan is part of their plan and then once we get that staffing completed we submit it to the governor for her review and then her direction and then after that sir we provide it to FEMA and of course to this committee for your review.

**Speaker Frank F. Blas, Jr.:** Okay. So it's in the process of being updated. *Yes sir:* Okay, last question with regard to and this is just with regard to the corrective action plan. When can we see finality in this whole thing? One more? The final documents when can we say that's this is now behind us we'll move forward.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** So sir I provided a hard copy of the of the letter that we received to the Chair and there are... so even though it's good news, the period of the period of execution was actually before we received news that the plan was approved. So we put a timeline on our corrective action plan when we submitted it to FEMA saying that by January 15th we would start and we would look at all the corrective actions that are necessary. And so when it went back and forth, you know, the government shut down, kind of caused a short pause in the review of it. But by the time we were notified by FEMA that the plan was approved, it was January 21st. And then by the time we received it in our email, it was January 24th. So when I received it, I immediately asked. In fact, we were on a conference call with our grants management division asking them, I am going to immediately request for an extension of that execution date because January 15th has already happened. Would you please give us some time to implement the plan? So that request is being reviewed right now by FEMA. But because the plan took a while to review and approve, the targeted date to start implementing it had already preceded the date of approval and the date that we received it. So in that packet that I gave you, Mr. Chair, it shows not only the corrective action plan in its entirety, but I believe it also has my letter of request to extend the resolution deadline from January 15th to another date that's allowed, you know, that's allowable by federal guidelines to allow us to start working and showing and demonstrating that we're following the corrective action plan.

**Speaker Frank F. Blas, Jr.:** What is the consequence for not following the corrective action plan? *Senator, please say it again?* What is the consequence for not following the corrective action plan?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, it'll be a hold on grants. It'll be a repeat finding in audits which we want to stay away from. Those are the two most critical that I see if we don't follow the corrective action plan.

**Speaker Frank F. Blas, Jr.:** Hence, why my first thing, going back to you, we need a copy of where we're at. If FEMA was to say, enough's enough, I want...

**Mr. Joe Cabana, Guam Recovery Office:** Yes, sir, and that's where we come in now and work on those validation and verifying those actual expenditures, you know, as a way to do a, what is the corrective action plan based on those findings.

**Speaker Frank F. Blas, Jr.:** And the listing of those personnel that are occupying positions that are not being, that shouldn't be occupying positions based on their grants, okay? Thank you. Thank you, Mr. Chair.

**Chairman Shawn Gumataotao:** Thank you, Mr. Speaker, and be advised to the committee, we'll be sending over a copy of the January 21st, 2026 letter from Bob Fenton, regional administrator of FEMA Region 9 to the government of Guam and the corrective action plan and the details to include your letter. So again, thank you for providing that in advance to the committee. They now have copies of it, and we will be making sure the electronic version gets to them as soon as possible. Thanks again for doing that. Senator Duenas, do you have any questions on the audit from the OPA?

**Senator Chris Duenas:** Thank you, Mr. Chair, and if some of you are wondering why I had meandered off, I had all my questions fired off for the entire bullet points, but without being redundant, I will just go with some follow-ups. That's why my questions were kind of down the line as well. The audit confirmed major fiscal noncompliance driven by a revolving door of leadership and a persistent hiring of unqualified personnel into critical fiscal and grants management roles.

These staffing decisions directly contributed to repeated audit failures, weak internal controls, and the inability to meet federal and local financial requirements. When an agency responsible for emergency preparedness cannot maintain basic fiscal discipline, the risks are far beyond paperwork. So I think your presentation went into that, and I asked a lot of questions about hiring and about grants management, and of course what the findings have done. I think directly to you, Joe, I think the multi-million dollar question that us that are managing finances and also our people want to know is, since you say that you, let's put this on the record first. You're saying the latest that you've been able to kind of close out, if you will, was 2019. Is that correct?

**Mr. Joe Cabana, Guam Recovery Office:** That is correct, 2019 and 20, if I'm not mistaken, on 2020 as well. Those were the closed out, and there were some findings in there, but we still have other fiscal year that we are going back and validate those expenditures and probably charge them to the right grant, and we're looking at that as well, and hopefully we can be able to get some money back from our federal partners. But we are reviewing those expenditures, sir.

**Senator Chris Duenas:** So does that mean then now that the team is currently working on 2021 and forward?

**Mr. Joe Cabana, Guam Recovery Office:** We're trying to do as much as older to current, sir, up to the current, preparing ourselves before our next FEMA review in April. So we're trying to get all those things together also for their review. Because I'm pretty sure they're probably going to go back and also ask for those expenditures.

**Senator Chris Duenas:** Yeah, actually I think we're going to be expecting something pretty soon in terms of the audit from what I understand. So the overall single audit for the government of Guam, so I think maybe some of these follow-ups might be included. So Joe, I think the big thing is, so just so we know these timelines, I'm sure the chairman will do some follow-up down the line, but so in April, would that be a review of everything that's not closed out, 21 and forward?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** No, sir, it'll be a random selection of grants management, whether it be, so what I do know is that they will look at Homeland Security grants, they will look at emergency management preparedness grants, but the bulk of what they're looking at will be with the public assistance grants, just to see, you know, where they stand and what progress they're making.

**Mr. Joe Cabana, Guam Recovery Office:** That is correct, sir. So as I said earlier, so we are working all the way back to at least our last audit, which I'm sure the public will pick up everything as of ending the fiscal year, so we're also working on those information and getting those expenditures and validation for those, you know, and probably charge it to the right grants, if not.

**Senator Chris Duenas:** So are those a reflection of current grants management, or that's just a shot in time and you're trying to get that money back? Because, Lucy, do you have a grants manager then on the backlog, basically, accounting for your reporting, your ability to go in and make the request again, or is that just the overall agency?

**Ms. Lucia Perez, GHS/OCD SPC:** It's the overall agency. So what the process is now, like the HSA was saying, is that we just finished the 2020, and 2025, or 2026, and then our grantor, for example, HSGP, we're going to start working on 21 and 22. The audit that's coming up in April, they selected, I think, four different areas, Homeland Security, non-profit, public assistance, EMTG, and BRIC, which are other grants. And so they will give us, they've already stated that those grants will be the ones that are part of that audit, all the while working to close out previous year's grants.

**Senator Chris Duenas:** That's what I was trying to get to. I'm glad I moved it here.

**Ms. Lucia Perez, GHS/OCD SPC:** And working on the cap at the same time. So everybody is aware, at least on the FEMA, DHS side, and OHS, OCD, and GRO about the crunch rate, the timelines, and why it's really critical that we work with our grantors and start, when they provide us their list of items that they look at, that we get it to them and make sure that it's done properly.

**Senator Chris Duenas:** So Joe, what I'm trying to drive at here is, of course, what I said earlier. We're trying to prevent the fact that the general fund has to subsidize what we should be rightfully entitled to under federal programs. So when we're reimbursed, does that then go into an account that becomes available once again to be drawn down by FEMA and by OCD, GHS going forward?

**Mr. Joe Cabana, Guam Recovery Office:** Yes, that is correct. What we do is we submit those requests to FEMA, and then FEMA reimburses Homeland. We just identify the funding with general fund, or DOA probably makes all those adjustments and properly transfer those monies.

**Senator Chris Duenas:** Obviously, you can tell that this is a finance and budget question, and the reason why is, I'm looking forward to the day if we, you know, hopefully we're all on track and we start receiving those benefits, that should defer the need for the local appropriation because you can start using those reimbursements going forward because it will replenish your account, correct?

**Mr. Joe Cabana, Guam Recovery Office:** That is correct, sir. And as I said earlier, again, what we're doing right now is making sure that this won't happen again from the last findings. So we're trying to prevent any findings and future findings that's coming up in April, so we reduce those findings. So we're just trying to make sure that we're all in place and making sure everything's proper. We also have a system with Homeland right now is that we review the numbers, get the numbers from the FMIS system. Of course, we've been challenged earlier this fiscal year or last fiscal year as far as migration to the new system. Also, proper training for staff to be able to understand the new system. But, like I said, we want to reduce those findings as soon as possible.

**Senator Chris Duenas:** I guess just one final comment, Ms. Esther, and I think this is to the crux of what our people want to know as well. The presentation here is the corrective action plan can enhance our ability to recover as opposed to stabilize going forward. Is that pretty much where we're at?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** You said it better than I could, sir, but I think in addition to that, it will now hold people accountable for what they are supposed to be doing, and I think that's what we owe the people of Guam, accountability at the very least.

**Senator Chris Duenas:** So, what I look forward to and I think that this committee looks forward to, and Joe, you know how critical this is, is that we know immediately when you're having these successes in terms of getting approvals on their prior year going forward, and that reporting is critical to us as well in terms of managing finances, so we look forward to you making sure that the committee knows immediately when we're getting headway on this issue.

**Mr. Joe Cabana, Guam Recovery Office:** Yes, sir.

**Senator Chris Duenas:** Thank you, Mr. Chair.

**Chairman Shawn Gumataotao:** Thank you so much, Senator Duenas. Senator Borja, you're recognized. Any questions on the 2024 Office of Public Accountability Audit?

**Senator Vince Borja:** Thank you, Mr. Chair. I have a couple questions. I try to look up staffing patterns. I know we talk a lot, or you mentioned earlier in regards to some of the challenges in regards to just filling some of the positions, and then I'm looking at the corrective action plan, and obviously a lot of this is going to require people. How do you think you're going to address that considering the challenges? What is your, well, one, that's my first question, and then what's your head count, like your hot, your warm bodies in regards to what you have currently at OHS, OCD?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Thank you, Senator, for that question. I'm actively working with the Department of Administration with the guidance from the DOA to hire to those vacancies. In fact, this week I have a meeting with DOA to look at the list of available or eligible people to possibly fill some of these vacancies. And yes, the CAP plan is extensive and intensive. I don't know which is heavier, and it's going to require a full deck on board. So while we work to fill those vacancies, the staff that you see before you will continue to push and work on solutions and stay focused on what we need to do to make sure and do the best we can to be good stewards of federal dollars. I know it's really important to this committee. It's definitely important to the Office of Homeland Security and Civil Defense, and we want to be able to turn the perception of that office. We want to be able to turn that around to a more positive image in the community. I'm all about image, optics are very important, and protecting the brand is very important to me and the fact that the Office of Homeland Security has Homeland Security in it, that tells the people of Guam that you can trust us. You can trust us to protect you in times of crisis. You can trust us to respond in an emergency and you can also trust us with the federal dollars that are given to us to run these agencies efficiently as they were designed to be. So my hope is that we will turn this around so that we can earn the respect and the confidence of the people of Guam. I hope I've answered your question.

**Senator Vince Borja:** But considering just kind of the constraints to addressing the staffing shortages, because it's not new, right, and we kind of heard this last year, is because this corrective action plan, it was something that they agreed to or approved pretty much, what are some risk mitigation, I guess, should you not get the people? Because again, right, like we said, we want to restore that trust, but at what point, you know, or at least where, should we see a flag come up, should we not, should you not get those people, and then we can address the correction act if we are.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** So we'll continue to seek help with our interagency partners within the government of Guam. We'll continue to seek help from the governor's office, with the Department of Administration, with the Bureau of Budget and Management Research. There are other agencies who are always on standby to help us. For example, with our facilities issues, we lean heavily on the Department of Public Works, the Guam Airport Authority, those agencies that have a first responder platform, because they too understand that if Office of Homeland Security and Civil Defense is ready, then therefore they can be ready too. It's a partnership that has, it's an enduring partnership, so if we come up short, we will continue to seek help in those areas, like we are doing right now. We understand, realize we can't do it by ourselves, and so we are, we have no problem at all reaching out to other agencies to see if they can help us with the work ahead.

**Senator Vince Borja:** Back to my question about the staffing pattern, because when we look at operations and whether or not you're operating at a sustainable headcount, what is that number? What is the sustainable headcount to say, to give us the confidence that you're going to be able to execute these grants and not have any issues, at least in an audit?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** I would say that, you know, since we're honing the fort down now with 11 people, an ideal number would be about 18, 18 to 22 would restore it to what it was before today. And we would have planners in place, we would have program coordinators in place, we, a grants manager, an assistant grant manager should also be part of that configuration. And that, we can adequately manage all the programs that we have with a staff of 18 to 22, 11 now is hurting, and until then, you know, we'll continue to do what we can, but eventually, you know, it's going to take that one straw to break the camel's back, and we don't want to see that day ever come.

**Senator Vince Borja:** Thank you. Mr. Chair, if, you know, there is a way, like I shared earlier, the last staffing pattern I at least received from the committee was FY24. Is there an updated staffing pattern that you could share with the committee so that we can kind of reference that in the future? But other than that, I don't have any questions. Thank you. *Yes, sir.*

**Chairman Shawn Gumataotao:** Yes, thank you, Senator Borja. We can get that from the committee and just one comment on that, and then before I turn it to the Vice Speaker, I think that absolutely, if it's a priority of this administration to address these seven folks that can support, I can't see why right now there cannot be a detailed appointment today. I've been saying that over and over and over again. If, I mean, you now have a corrective action plan. I'm hoping that the administration, or at least the governor's office is listening to this conversation this morning and start identifying seven people that they can send to you based on this conversation right now. So, and that's my opinion. And it could be done. Just got to have the will and the priority to do so. Vice Speaker and co-chair of this committee, do you have any questions on the, talking about the OPA audit?

**Vice Speaker/Vice Chairman Tony Ada:** Thank you, Mr. Chair. And a lot of my colleagues have asked, and also the Chairman of Finance and Budget. I think the only other question I probably would have is currently how many folks do you have that are detailed to Homeland Security or Office of Civil Defense?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, we have one person detailed to the Office of Homeland Security.

**Vice Speaker/Vice Chairman Tony Ada:** Just one person?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Yes, sir.

**Vice Speaker/Vice Chairman Tony Ada:** And what department or agency did that individual come from?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** The Department of Public Health and Social Services.

**Vice Speaker/Vice Chairman Tony Ada:** Department of Public Health?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Yes, sir.

**Vice Speaker/Vice Chairman Tony Ada:** And that individual is doing, is filling what position at Homeland Security?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** She is performing administrative work.

**Vice Speaker/Vice Chairman Tony Ada:** Administrative work?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Administrative support.

**Vice Speaker/Vice Chairman Tony Ada:** Okay. So does that take away from Department of Public Health, the work that that individual has been doing at Public Health?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, I know it helps us.

**Vice Speaker/Vice Chairman Tony Ada:** I understand it helps, and that's what we want to do, right, is see what we can do to help agencies. But having her detailed to Homeland Security, has that taken, has that put Public Health in a situation where they're not able to, someone else has to fill that position there?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, I'm not able to answer that question. I cannot answer that. She is, she's tremendous help being down at Homeland.

**Vice Speaker/Vice Chairman Tony Ada:** Okay. Thank you. And that's the only question I have on this section.

**Chairman Shawn Gumataotao:** All right. Thank you so much, Vice Speaker Ada. Let's move on now to the Emergency Operations Center. I only have a few questions. Actually, one comment and a question. Again, it's good to hear that you provided the timeline. I'm hoping that the committee, if we don't already have it, then we can share it with the rest of the committee. I think that was pretty important, especially when you mentioned the interagency coordination. So, Esther, thank you for that and today for this oversight hearing. But prior to, and this is probably a more important question relative to the Operations Centre or the EOC, prior to and following the temporary closure of the EOC back in November of 2025, what information is available, and this is for the people that are watching today, confirming the establishment of an alternate EOC whenever the Agana Heights facility is deemed unsafe and or inoperable?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, conversation between the Acting Adjutant General and myself has commenced. We are looking over the Emergency Operations Plan or the COOP Plan to identify alternate sites in the event we are not able to have operations down at the EOC. In one of the plans, the National Guard is actually mentioned as an alternate site in addition to the Guam Airport. However, we need to solidify that, and we need to talk with the individuals from those two agencies to ensure that they are aware that they're listed as alternate sites in the event we cannot perform operations down at, in our Agana Heights office.

**Chairman Shawn Gumataotao:** Okay, thank you for that. And I'm sure that it's not far from the COOP Plan, so I'm hoping that you can identify that pretty quickly. And I'm just going to ask very quickly, since you've been there, are you finding employees that are reporting that they're ill, that are not unable to work because of the conditions at the EOC?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Yes, sir.

**Chairman Shawn Gumataotao:** Thank you. Speaker Blas, do you have any questions on the Emergency Operations Center?

**Speaker Frank F. Blas, Jr.:** Thank you very much. Let's just go through a tour, you know, from the parking lot into the facility. What's the state and the condition they're in right now? Let's start with your parking lot and then your entrance.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** The state of, I would say we are, you know, in the military, and I have to talk to the military because I've been there for such a long time, there are color codes. And the color codes range from green to red to amber, indicating certain stages of readiness. For obvious reasons, you know, red is you need to pay more attention to this. Amber would be, you might, you know, you'll get by with this, and green is you are fully operational. If I were to assess the condition of the Office of Homeland Security and Civil Defense right now, Speaker, I would say we are in an amber state. From the parking lot, the parking lot has absolutely no provisions for physical security. None whatsoever. Which is why we included physical security platforms to eventually put a controlled gate to protect the premise in the last grant that we submitted as part of our cyber security grant. Entering the building is also a physical security concern of mine. For the longest time, the front door has been left open at all hours of the day and night, and people can get access to at least the lobby. If you don't have, if you have an access card, you could gain access from that first door of entry into the building. So physical security measures have

been implemented to try to mitigate that. However, the condition of our 40-year-old building warrants upgrades. We have leaks in the front that have compromised a cipher lock that we have installed to lock the front door.

**Speaker Frank F. Blas, Jr.:** Hang on, you said 40-year-old?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Yes, sir. The building was built in 1980.

**Speaker Frank F. Blas, Jr.:** What about your extension? When was that built?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** The extension is the portion that's further up. Yes, sir. Even at that, Speaker, the building has not been maintained for a very long time, and so maintenance has caught up. And we're doing everything we can to find solutions to mitigate the antiquated systems that are in place right now.

**Speaker Frank F. Blas, Jr.:** Lucy, when was that building? When was the extensions?

**Ms. Lucia Perez, GHS/OCD SPC:** I don't recall, but I can get back to you.

**Speaker Frank F. Blas, Jr.:** It was sometime definitely after me. *Yes.* I left there in 2006.

**Ms. Lucia Perez, GHS/OCD SPC:** Yes. But again, as the HSA stated, maintenance of the building for whatever reason.

**Speaker Frank F. Blas, Jr.:** OK, let's continue with the tour. Go ahead.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Once you enter the building, sir, and you have been, you have the credentials to get into the building, then you have access to just about every single office that's not locked. For the most part, the EOC, the actual Emergency Operations Center, is functional and mission-capable. However, the systems that are in that EOC are antiquated. We have asked OTEC if they could take a look at it, kind of give us an overall estimate and, you know, outlook on what the systems in there need upgrading. To re-provision, re-image the systems would cost more than investing in just replacing the entire topography of that EOC.

**Speaker Frank F. Blas, Jr.:** Let's go back to your garage and your elevator before you get into the EOC. What's the condition in those areas?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** So the condition of the garage is, I would say it does not meet the standards. It is used for storage purposes. The roll-up doors are, one is functional and the other can be operated manually. However, it doesn't meet standards by, by any means. I know that that was repaired probably back in 22, but I don't think it was repaired correctly. The elevator, the elevator, now functional, fully functional, we have a permit to operate it, but the elevator needs servicing, servicing that has not been performed for a number of years. So we were able to get the assistance of Department of Public Works to help us with a scope of work to identify the things that need to be replaced with the elevator. We have a temporary permit to operate. We need to, we needed to get that to comply with OSHA and with ADA.

**Speaker Frank F. Blas, Jr.:** Your Fusion Center, now, you've gotten out of the elevator, came down the stairs. *You'll see.* Next section.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Yes, okay. All the equipment needs to be antiquated. And I want to go all the way to the back of the room where the Fusion Center is located.

**Speaker Frank F. Blas, Jr.:** Okay. Let's go to the fusion center.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Okay, let's go there. So, sir, that, that space, the space that the Fusion Center currently occupies was designed to be a, a male bunker room. It's adjacent to the male restroom and there's a door that leads to it for, for obvious reasons.

But I guess throughout time, space was needed to create a Fusion Center. I was told that there was a small storage space in the, in the, in the facility that the Fusion Center once occupied. But it's a narrow, it's a narrow space, probably not good for safety measures. And as they grew, they migrated to the back, which is, which is, was designed as a male bunker. So when our sewage issues continued to happen, the sewage overflowed into the Fusion Center and it's carpeted and it was, it was hard to determine where the flow was, which was probably the culprit for the mold that grew in there. On top of the air conditioning system that goes on and off at times, the humidity that builds up in there, it's underground. So we, we don't have windows to open. So that's, that's the current state of where it is right now. However, minus the sewer flow, we, I believe we have fixed that problem, sir.

We have installed new pumps. We're monitoring it and now, now that E911 call center and the fire department have vacated some spaces within our initial operating facility, that place is actually more conducive, probably mold free for the Fusion Center operations and staff to now occupy as their new home.

**Speaker Frank F. Blas, Jr.:** You say in your report here that the Fusion Center has since moved?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** No, sir. I, it says we are in the process of relocating it.

**Speaker Frank F. Blas, Jr.:** Oh, so you haven't moved yet.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** They have not moved. The Guam Fire Department just moved the last of their equipment last week and so we, and then it requires some professional cleaning surges throughout the years. You know, it's been used, people use it for various...

**Speaker Frank F. Blas, Jr.:** Is fusion center operational right now? *Pardon me, sir?* Is the fusion center operational right now?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** The Fusion Center is operational, where they're currently at right now. But even their equipment also needs to be replaced. They, they have antiquated equipment, software that they need to look at criminal law...

**Speaker Frank F. Blas, Jr.:** Hold that thought, because when we get to actually item E, I'm going to talk a little bit, I'm going to ask a little bit more about that, but let's continue the tour. Your secure communications room.

**Ms. Esther Aguiqui, HSA Advisor/Acting Administrator OCD:** Sir, the secure communications room is accessible by only three people. I'm not even one of them. *Okay.* I, I don't know what the condition of that room is. What I do know is that there was an inspection done to see if that room qualified as a secure room, and I've been told it did not pass that inspection.

**Speaker Frank F. Blas, Jr.:** Does anybody here have access to that room? Other than you, Jess? Who else? Can you come on up? *Do you have access to that room?* I know, I, I, I just need to know the condition of the secure room.

**Ms. Jessica Egli, Field Intelligence Div., U.S. Dept of Homeland Security:** Hafa adai, speaker. My name is Jessica Egli. I'm the director of the I'm not allowed to speak on behalf of my department officially without getting their permission in advance. However, I believe that Lucy can back up what I'm about to tell you, which is that the air conditioning is still out. The temperature the last time we checked, which was Friday, was 84 degrees, and there may be a leak coming from the bathroom that's in there, but it's non-functional.

**Speaker Frank F. Blas, Jr.:** Okay. Thank you very much. Of the people that are in here other than Jessica, who else is allowed to be in that secure room? *(Acknowledgement of Fusion Center staff via raised hands)* Okay. Let's complete the tour and come down to your administrative offices and stuff. What's the condition there? Well, what happened to the generator? Where's the generator? The generator used to be downstairs, and as soon as we were done, where's your generator at now? *It's still downstairs, Speaker.* It's still in that same room, Lucy? *Yes, sir.* Are you still having, with regard to ventilation and fuel storage and everything, how does that work out?

**Ms. Lucia Perez, GHS/OCD SPC:** That has been remediated. We actually had a team come in and change out the vents. And then also in terms of working on the generator, the ATS, and the storage tank, the fuel storage tank, which is how we were able to get the permits there. And we've also provided additional security besides your card reader access. We physically put on a bolt on it.

**Speaker Frank F. Blas, Jr.:** Okay. Your internet or your Wi-Fi or your communications capabilities?

**Ms. Lucia Perez, GHS/OCD SPC:** So in OHS OCD, we do have a secure, we have two secured rooms for telecommunication. The one upstairs, when you first come in from the lobby, is, houses the 911 system, or LMR system, and our nitro gear, which is another system that monitors GPS timing. On the bottom floor, closest to the admin area, we have the secure telecom room. And that room is the access point where all providers, whether it be wireless, internet, landline, enter into the building, and then put their equipment in there, and then it branches out, utilizing OTEC or the contractors to provide services. We do have a server rack in there for our secure room for the Fusion Center, but only authorized people are able to touch that rack. I mean, even installers, if Ms. Egli or the Fusion Center director does not vet the people coming in, they're not allowed access.

**Speaker Frank F. Blas, Jr.:** OK. OK, now let's go to the admin area. What's the status?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** So the admin office sir is a typical admin office. There's more furniture than there are people in that office. It is, it could use some organization, as far as filing is concerned. But it's occupied by, like I said, more furniture than folks in there.

**Speaker Frank F. Blas, Jr.:** OK. OK, redundancy. Mobile command center, where's that?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** So the mobile command center is now with the Guam police department. They utilize it more often than we do.

**Speaker Frank F. Blas, Jr.:** Who? Is with the who?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** The Guam Police Department.

**Speaker Frank F. Blas, Jr.:** Is it operational? *It is operational, sir.* Ok. Vehicles.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** We have a fleet of five. Five vehicles that were purchased by federal dollars. We have two that are mission capable. and the other three were purchased a long time ago and it can be operational with the help of a new battery or some maintenance. But the servicing on the vehicles, the vehicle service maintenance on those, the two operational vehicles, we haven't seen any servicing on those vehicles for at least two years. Could be more.

**Speaker Frank F. Blas, Jr.:** So of the five vehicles you have in your fleet, how many of them are operational? *Two.* Two. *Yes.* And what kind of vehicles are they?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** We have a Toyota four-runner and a Toyota Tacoma truck. Is that sufficient for your operations now?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Yes, sir. For now. *For now.* For now.

**Speaker Frank F. Blas, Jr.:** Ok. Communications amongst staff. I mean...

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** We have issued official cell phones to official staff and we are, our service providers are Docomo and GTA.

**Speaker Frank F. Blas, Jr.:** How about interagency operability?

**Ms. Lucia Perez, GHS/OCD SPC:** We are working with GPD under LMR, utilizing the LMR for interagency operability. We've also worked with the other agencies in trying to understand just what type of communication devices they have to ensure that in the event that we do get funding to upgrade OHS/OCD's equipment, we'll have similar type equipment so that we can communicate. I would say, though, that the LMR, because of their recent upgrades, we do need to purchase radios. We still have the talk groups established. But once they change over to the new system...

**Speaker Frank F. Blas, Jr.:** Isn't that something that we're supposed to do about a decade ago? *I'm sorry?* Wasn't that something that was supposed to have been done a decade ago?

**Ms. Lucia Perez, GHS/OCD SPC:** Yes, sir. But that's under GPD and that's their funding. I believe they got their funding and they're currently going through it now and I know they're going through their upgrades because I see Motorola and GPD at our building on the first comms room, putting in all the equipment.

**Speaker Frank F. Blas, Jr.:** So we're operating in an unsecured facility with infrastructure, water power and whatnot that's hanging on a thread, operating with only two vehicles, okay, in an area that is short-staffed, with an operation that's short-staffed. Ms. Aguigui, are you sure this is just amber? *I'm sorry, sir?* Are you sure then this is just an amber?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, yes. I say we are in amber. If we were in red, we wouldn't be able to perform any kind of response whatsoever.

**Speaker Frank F. Blas, Jr.:** Would it be safe to say that your operations was much more equipped and much more staffed pre-typhoon Mawar than it is today?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** That is correct.

**Speaker Frank F. Blas, Jr.:** And our response efforts, we thought our response effort for Mawar was exceptional, was good?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, I believe it was. I came in a few weeks after Mawar. And so from what I can see and from what I've observed and from what I know, the response, there was a response. I don't know how adequate it was. I just know, sir, that the people that work there, if push came to shove and they needed to respond to an emergency, they will find every piece.

**Speaker Frank F. Blas, Jr.:** Now I'm looking at basically, you just said, you're short about a dozen personnel. You don't have the proper equipment. Your equipment is outdated. Your facility, I didn't even talk to you about the mold issue. Okay? And if we were to have another event, such as Mawar again, okay, are we ready to be able to handle it?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** No.

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

**Chairman Shawn Gumataotao:** Thank you, Mr. Speaker. Senator Duenas, you're recognized questions on the emergency operations center.

**Senator Chris Duenas:** Si Yu'os ma'ase' Mr. Chair. After the tour and the responses, I have to say I have no questions, but I have to say that I'm gravely concerned. Thank you, Mr. Chair. Thank you, Senator Duenas. Senator Borja, you recognize on questions on the EOC.

**Senator Vince Borja:** Thank you, Mr. Chair. I share the same sentiment. I was really, you know, I paid a lot of attention to the tour. Because I think it's really important. I mean, when we talk about the staffing, just some of the underlying issues, and now you just talk about the infrastructure, like Senator Duenas says, I think it's a little concerning. Because when you look at, you know, aside from just trying to bring people over, first I want to say thank you, guys, who continue to do what you do there considering the state of the facilities, right? Because when you look at organizations and why people stick around, you know, that plays a big part.

Because that's where you spend most of your time and just the resources or lack thereof. And I guess my question, and we can get into this later in budget, but just really how you guys do it. And I know you can get more people, but the facilities, what's the plan to, maybe I missed that earlier, but what is the plan to just kind of, to go from amber to, what's the level after that? Green. That's my only question. If you could just answer that.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir part of that plan would be a small portion of the budget that we submitted for operations and maintenance. That will get us probably not necessarily to green, but it will definitely get us a level higher than amber. If we could address our facilities issues and woes, which we are right now. I can say with confidence, since August up until now, we have addressed the sewer concerns. We have addressed the air conditioning malfunction. We have addressed the fuel problems that we have with our generator. What was once an underground generator that had water seeping into the underground storage tank is no longer that. We were able to build a berm around the edges of the road top so that water doesn't seep into it. We are still trying to close out past grants, you know, just trying to be good stewards of federal dollars so that we can get more money from our federal counterparts.

But we definitely need some operational and maintenance money, and that's probably not going to come from our grants and if this body is willing to help us in that manner, it would definitely move the needle a lot more to the right and take us away from the left, which is what we want to stay away from. So if there was a color between amber and green, I'd say turquoise. That's not a color that's identified, but I definitely would like to move us away from amber and get to a wellness state so that we can say that, we can confidently say that we are ready for anything. But right now, it would be very taxing on the personnel who are still there, making things matter, making readiness matter, making emergency management matter.

**Senator Vince Borja:** Just one more, Mr. Chair, if I may. You know, Ms. Aguigui, you're referencing a lot of your military, the terms and how you're classifying the state of the facilities. But I guess my question is, the administration, considering it's amber, right? I mean, in the military, if it's amber, you're, you know, the commander, the first sergeant is sending everybody down there to figure out and at least get it to a turquoise or whatever.

What is the plan for the administration right now until the legislature addresses it? Obviously, it's not at a state where she's sending, you know, a bill down here for an emergency session, but for me, like, just going through the tour with the Speaker earlier, I would say there's a state of an emergency in regards to just the state of the facility and for it to be workable or livable. What's the administration's position? That's my last question, Mr. Chair, if you could just answer it. Thank you.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, I know that the governor has provided us with some guidance and support in possibly seeking additional funding from FEMA to see if we could find a project or some source of revenue. I'm sorry, not revenue, but a funding source to probably not necessarily build another building, but to get money to maybe start looking at improvements, to start upgrading. And right now, we have a couple of grants that will help us with some of that.

For example, we have our cybersecurity grant that could probably help us with updating antiquated systems. But as far as hard structures, the brick and mortar, we would have to just continue looking. FEMA is definitely, federal grants are definitely an area that we need to look into.

We have blueprints that have been developed decades ago to show an expansion of the EOC, you know, maybe towards the back a little bit. But like everything else, funding is an issue.

**Senator Vince Borja:** Thank you, Mr. Chair.

**Chairman Shawn Gumataotao:** Thank you so much, Senator Borja. The co-chair of the committee, Senator Ada, do you have any questions on the EOC?

**Vice Speaker/Vice Chairman Tony Ada:** Thank you, Mr. Chair. Probably just a couple. What are the current status of the emergency sirens that are deployed throughout the island?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, I'm happy to report that is green. Very green. Very green. Every Tuesday on every month, we activate those sirens, and they go off, and we're absolutely pleased with that. And even though they work, we do need to upgrade those systems to a more updated platform and topography to address the growing need, the tsunami need, anything else that we could deal with. Amber alerts.

We want to get into the school systems. We want a comprehensive alert system that is user-friendly and interoperable, not only with our law enforcement agencies, but with the community as well, especially with our mayors. You know, we work very closely with our mayors, especially with the all-hazards alert warning system, and I haven't heard any complaints from them yet.

**Vice Speaker/Vice Chairman Tony Ada:** So how is it monitored that they're all operational and functional? Is that remotely, or is there someone at each site during this particular date and time that is going to be tested to actually be there to hear it activated?

**Ms. Lucia Perez, GHS/OCD SPC:** It's both, sir. So it starts out with a schedule. Our PIO sends a schedule out to the public to let them know that on this date at this time, 315 is usual times, so everybody's used to knowing, or when they hear the siren, that there will be testing and then we also have individuals who go out. We have partners, like from the mayor's office or wherever the sirens are located, to call in and if they don't call in, we have staff in our state warning point that will call the contact people and say, hey, we tested the sirens. Did you hear it? What did you hear? And that's an important question because if they come back and they say, oh, all I heard was a voice, then we know to work with our vendors to go out to that site. We recently upgraded the encoder to ensure that it's got the latest software in it, and as part of the next generation warning system, we're going to be procuring additional mobile sirens so that in the event a siren that is fixed goes down, we can swap it out while the repairs are being done.

**Vice Speaker/Vice Chairman Tony Ada:** So how often are these systems maintained?

**Ms. Lucia Perez, GHS/OCD SPC:** There is a maintenance agreement. I recall just seeing it. I've asked for an update, but it's quarterly or on call.

**Vice Speaker/Vice Chairman Tony Ada:** Or on call? *Yes.* Quarterly? And they go out there and maintain the entire system, make sure everything's functional? *Yes.* And is that contract currently up to date? Are we behind on that? Are we going to get disconnected?

**Ms. Lucia Perez, GHS/OCD SPC:** No, we need to renew a contract, and the program manager did request for that, and he's done follow-up on it.

**Vice Speaker/Vice Chairman Tony Ada:** When is that contract up for renewal?

**Ms. Lucia Perez, GHS/OCD SPC:** I believe it expired. I got to double-check. I'll double-check.

**Vice Speaker/Vice Chairman Tony Ada:** So we have an expired contract for our emergency warning system?

**Ms. Lucia Perez, GHS/OCD SPC:** I've got to double-check. Like I said, I just saw the email, so I have to read it.

**Vice Speaker/Vice Chairman Tony Ada:** Ok. So the other question I had, and it was a concern that one of my colleagues had also mentioned, and this has been previously in Civil Defense and Homeland Security on emergency fallout shelters and I did mention that Guam had a list of fallout shelters throughout the island. And has any update been done on that as to where we currently are with fallout shelters, and how does this help?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Senator, I am not aware of an update on those fallout shelters. But I will look into it, sir, and I will get back with you if it's included in our emergency manage plan or even with our emergency operations plan.

**Vice Speaker/Vice Chairman Tony Ada:** Yes, so the comprehensive emergency management plan, is that the full plan with all the annexes, and...or is that just the base plan that you currently have?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** So, Senator, the base plan we have is the actual plan. It's an all-hazards approach to address any kind of hazard, any kind of incident and then it would be up to each government of Guam agency to address each hazard that happens in their own agency.

**Vice Speaker/Vice Chairman Tony Ada:** All right. And the vehicles that the speaker was mentioning earlier, what vehicles are down? Because I know you said what vehicles were operational, but what vehicles are currently down?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Senator, we have a van, a six-passenger van, and then we have two, they're called stake trucks. They're large. They look like duallys, used for probably operational purposes.

**Vice Speaker/Vice Chairman Tony Ada:** Is that used to tow the command center? *One of them is.* One of them is.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Yes, sir.

**Vice Speaker/Vice Chairman Tony Ada:** So, how's the other vehicle still operational, the other dually truck, or, yeah?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Yes, sir, we had Department of Public Works work with us to repair the vehicle that transports the MCP.

**Vice Speaker/Vice Chairman Tony Ada:** And is there any grants available to have those get new vehicles online, or how's that currently being handled now? Is any repairs being done to it or maintenance requests?

**Ms. Lucia Perez, GHS/OCD SPC:** So, currently, we are looking at the grants for purchase of additional equipment. I do know that they were purchased through the emergency management grant and the HSGP grant, right? In terms of repair, we coordinate with DPW to assist us, and that's how we were able to get the responder that transports the mobile command post. So, we work together in getting that equipped and repaired.

**Vice Speaker/Vice Chairman Tony Ada:** I see.

**Ms. Lucia Perez, GHS/OCD SPC:** And we did put into budget for complete maintenance costs, you know, so that we can get everything up to par, inclusive of batteries, spark plugs, servicing, et cetera.

**Vice Speaker/Vice Chairman Tony Ada:** And who, is there anyone on Homeland Security or Civil Defense that's a maintenance individual, vehicle maintenance individual?

**Ms. Lucia Perez, GHS/OCD SPC:** No, not at this time. Which is why we rely on DPW.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** No, sir.

**Vice Speaker/Vice Chairman Tony Ada:** I see. OK, and then the, perhaps maybe my final question, is there any other contracts or agreements that have expired or are currently expiring that is going to be of concern in the very near future?

**Ms. Lucia Perez, GHS/OCD SPC:** Yes.

**Vice Speaker/Vice Chairman Tony Ada:** And that is?

**Ms. Lucia Perez, GHS/OCD SPC:** So, we are concerned most especially with our DLAN, which is our Disaster Management System.

**Vice Speaker/Vice Chairman Tony Ada:** That has been an issue previously. *Right.* And is an issue again.

**Ms. Lucia Perez, GHS/OCD SPC:** It's going to be an issue because we have to put in a requisition for that to renew it. And then we also have our website maintenance, which is also a critical part because this is where people, the residents, our partners can go into and look at and receive updates on what's happening on the island coming out from our PIO, and also looking at plans. So, we are working on getting the funding for that so a proper requisition can be put in for a purchase order. We are working with the vendor also, notifying them of the status, and they've been working with us and being patient with us.

**Vice Speaker/Vice Chairman Tony Ada:** So, is the website currently down?

**Ms. Lucia Perez, GHS/OCD SPC:** No. They're both operational.

**Vice Speaker/Vice Chairman Tony Ada:** They're both operational? *Yes.* So, how far behind are we on payments?

**Ms. Lucia Perez, GHS/OCD SPC:** For the website, just this fiscal year, October 1st to present.

So, I'm working with BBMR and seeing how we can get funding for that. DLAN, we need for FY26 contract, so October 1st. But they are still operational. We go in every day and check.

**Vice Speaker/Vice Chairman Tony Ada:** So, but we're not sure how long or they decide to flip the switch and say...

**Ms. Lucia Perez, GHS/OCD SPC:** Yes, we don't.

**Vice Speaker/Vice Chairman Tony Ada:** So, I guess those are...

**Ms. Lucia Perez, GHS/OCD SPC:** Which is why we keep them in the loop of, you know, when they provide invoices, we give them status updates.

**Vice Speaker/Vice Chairman Tony Ada:** Okay. Thank you.

**Ms. Lucia Perez, GHS/OCD SPC:** And I work with DOA to make sure that DOA has been really, really helpful in terms of once we submit invoices, they'll be able to go in, provided that all the required documents are in place to make payment.

**Vice Speaker/Vice Chairman Tony Ada:** Well, now that you brought that up, so is the payment problem with Homeland Security or DOA? You submitted the invoices. Did DOA pay the invoices or not? Or you guys did not submit the invoices, so DOA could not pay?

**Ms. Lucia Perez, GHS/OCD SPC:** I believe, based on experience, it's... You can't hold DOA responsible for that. They're doing their job with within their requirements, right? *That wasn't the question...* It's finding the funding... *That's not the question.* Yeah. They're paying it.

**Vice Speaker/Vice Chairman Tony Ada:** The question is, you guys submitted your invoices. Were the invoices paid by DOA, yes or no?

**Ms. Lucia Perez, GHS/OCD SPC:** Yes, they have paid some of our invoices.

**Vice Speaker/Vice Chairman Tony Ada:** So, what is the issue with the DLAN and the website then?

**Ms. Lucia Perez, GHS/OCD SPC:** Right now, it's a requisition issue. It's a requisition issue. It's finding the funding source. *And who takes care of the requisition issue?* It would be us. We would have to enter the requisition, provided we have a funding source. *So, what is the delay with the requisition?* Funding source. *Funding source.* Yes. And I've already requested through our grantor to see if we can utilize our grant, like EMPG and HSGP, to use funding from those two grants so that we can enter the requisition. And, yes, Mr. Speaker, I'm requesting through EMPG because they utilize it in the EOC, and EOC operations falls under that. And through HSGP, because of the intelligence sharing information and cybersecurity. So, if programs connect, if any programs touch a vendor, then we try to properly allocate it.

**Vice Speaker/Vice Chairman Tony Ada:** I see. Okay. So, we're working on it? *Yes, sir.* All right.

**Ms. Lucia Perez, GHS/OCD SPC:** Actively. Joe Cabana knows because he always reminds me.

**Vice Speaker/Vice Chairman Tony Ada:** Okay. Thank you. Thank you, Mr. Chair.

**Chairman Shawn Gumataotao:** Thank you so much. Moving on, we have two more items on the oversight hearing agenda. Let's talk about the Guam Comprehensive Emergency Management Plan. And I know you mentioned it before, but what additional resources have been required by your agencies to implement the plan pursuant to Public Law 38-20 from June 2025?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, at this point, no additional resources have been requested for or allocated to update the 2016 plan to its current version right now, which is undergoing the staffing sequence.

**Chairman Shawn Gumataotao:** Thank you so much. Based on your communication with agencies across the government of Guam, and I know that you have been, how many of these entities have a continuity of operations plan or an updated continuity of command plan in place as of December 31, 2025? And what steps is or are your offices taking to ensure that the agencies that lack that work plan to develop it, develop this information sooner than later?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, the answer to that question would be no agencies have a copy of the updated plan as of this time right now.

**Chairman Shawn Gumataotao:** So do all the agencies have continuity of operations plans?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** I would say they should, sir, but I am not confident that they all do. I would have to do an inventory with them, a conversation with them to see if they actually have a copy.

**Chairman Shawn Gumataotao:** Yeah, please get it back to the committee. I think for me, having helped write at least one at another branch of government, I know they have one, but, yeah, it would be good for this committee's visibility to understand that process because you know, the comprehensive emergency response plan is also we need all of our plans updated. So let me go ahead and I'll turn it over to our speaker for any questions on the response plan update.

**Speaker Frank F. Blas, Jr.:** Well, I'm just very much interested to see the update of the plan, Ok? What were some of the significant additions or changes to the plan that you had made in the update?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, significant updates would be to include cyber security in that plan and then a portion of it may also include artificial intelligence. In addition to that, sir, it would be an update on the missile attack, the ballistic missile attack plan, which falls under an annex that talks about weapons of mass destruction. But now it's more specific. It talks about weapons of mass destruction, but an actual section on a ballistic missile attack incident.

**Speaker Frank F. Blas, Jr.:** Ok. Is there an annex or is there a conversation in the plan about the Fusion Center? On the operations of the Fusion Center and how it integrates with the emergency management plan? *Yes. Yes sir:* By what means?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Not much has changed with that. Speaker, if there is any additions to it, it would be to expand the analysts that are in the Fusion Center.

**Speaker Frank F. Blas, Jr.:** Ok. I guess I'm more interested in as far as finding out what the chain of authority, what chain of command is as far as the Fusion Center. Not emergency and emergency.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** So, Speaker, by law, the Fusion Center falls under the auspices of Homeland Security. *Yes.* Yes, and I can quote the authority if you want, Senator, but I don't want to insult you with that. But their operations falls under the direct authority of the Homeland Security Advisor.

**Speaker Frank F. Blas, Jr.:** And the reason I'm asking this is because I know that there's a direct correlation between Homeland Security, first off, your HSGP. *Yes.* Ok. And your Fusion Center funding and whether or not this is recognized and you articulated this in your emergency management plan. Ok. You recognize this, Lucy?

**Ms. Lucia Perez, GHS/OCD SPC:** Yes, sir. And there is a document actually from the Fusion Center and DHS that shows the working together relationship between an EOC and Fusion Center and what the roles are. We've actually, during Mawar and I think Bolavin, we did include the Fusion Center in some of the EOC operations. They were part of the plan itself when set up so that they are part of the information sharing besides the regular work, right? So, for example, during Mawar, fusion center, although they were in the background, they were tracking or they were working with their intelligence officer in terms of bolt typhoon, right, with that work. Then we also had some of their staff on the law enforcement side working with us in the EOC to validate data. So, that's how when the plan is updated, we're going to look at closely of how we can ensure that there is processes in place and what

the roles and responsibilities are and the reporting authorities. Because all that information, once validated, goes into the daily meetings that the HSA/Administrator attends that gives to the public and FEMA federal partners.

**Speaker Frank F. Blas, Jr.:** Okay. Along those lines, does your plan right now include? I'm sure you've got interagency cooperation and interoperability. Right?

**Ms. Lucia Perez, GHS/OCD SPC:** Yes, sir. But I do have to tell you we're also, as part of the technical assistance, we're upgrading or updating our PACE plan, which is the interoperable communication site for primary, secondary emergency communication. *Okay.* And it also includes the internet and undersea cables, you know, looking at it, should there be a cut, you know, are we still able to get information? Because that has been one of the difficulties. If there was a cut in the undersea cable or a low maintenance, some providers say you're still receiving, so it works. But for us in the emergency management field, that's not a good enough response because it delays actions and issues and notifications.

**Speaker Frank F. Blas, Jr.:** Along those lines, do you have an annex there about with inter-island interoperability and communications?

**Ms. Lucia Perez, GHS/OCD SPC:** There is nothing on inter-island but we have started discussions. We work closely with RECWG, which is the Regional Emergency Communications Working Group, and there are monthly meetings and in those groups, we have, you know, territories, CNMI, American Samoa, Hawaii, et cetera. And we always discuss the one Marianas approach. So, one of the jobs and the tasks that were updated in the camp is the ESF-2 position. In that position, we have communications with all of our different providers, communication providers, from your Motorola's to your IT&E's, your GTA's, your Docomo's. And we work closely with IT&E and Docomo, most especially IT&E because they are the local exchange carrier in Saipan. So, whenever we are ready, we're aware of any incident, potential incident or heavy weather, I'm on the line with IT&E saying, okay, have you checked your systems? What is your backup? And just in case the cable between Guam and CNMI gets damaged, what is your backup? Is your microwave working? And that has been very beneficial to us. They provide reports into the EOC. So, that is one of the areas we're updating under the ESF-2 test template.

**Speaker Frank F. Blas, Jr.:** Okay. But it still hasn't answered my question. So, you have not worked in your Inter Island?

**Ms. Lucia Perez, GHS/OCD SPC:** We are working on establishing those MOAs and making sure communications is done.

**Speaker Frank F. Blas, Jr.:** But it's not in full. You don't have that in place right now, do you?

**Ms. Lucia Perez, GHS/OCD SPC:** Not written. I requested for written.

**Speaker Frank F. Blas, Jr.:** Isn't that a requirement for your Fusion Center? *In terms of?* Inter-Island capability communication and coordination.

**Ms. Lucia Perez, GHS/OCD SPC:** They have their node in Saipan that they communicate with? Yes.

**Speaker Frank F. Blas, Jr.:** But aren't the two fusion centers supposed to be fused?

**Ms. Lucia Perez, GHS/OCD SPC:** In other words, yeah. *Right?* Yeah.

**Speaker Frank F. Blas, Jr.:** Okay. And that was part of one of the reasons why we got the Marianas Islands. *Right. Right?*

**Ms. Lucia Perez, GHS/OCD SPC:** And they have their meetings with their node.

**Speaker Frank F. Blas, Jr.:** But have we had those meetings? Have we included that? Do you have an annex in there that speaks specifically to that communication and to that cooperation between, in this case, the CNMI and Guam?

**Ms. Lucia Perez, GHS/OCD SPC:** No. Not in that. Not written yet. There's communication, meaning we're talking about it, but I've yet to see an agreement. And I'd like to see the agreement.

**Speaker Frank F. Blas, Jr.:** Isn't that a requirement for the Fusion Center and at the same time the requirement for your homeland security grant program? *No.* With regard to the fusion center, do you know the requirements that are placed in the homeland security grant program for the Fusion Center? Last time I checked, there were 30. 30 requirements. *Yeah. You downloaded the book.* Okay. I don't even want to ask. If you start to go down the list of the 30 different requirements, where are we at with them?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Speaker, if I can answer your question, yes, sir, that is a requirement. Hence, Marianas Regional Fusion Center. They have their node in Saipan. The expectation is that we keep in touch with the CNMI.

**Speaker Frank F. Blas, Jr.:** And I'm setting that up because when we do get to the discussion on the Fusion Center, that's an area that, you know, one of the areas that I see some huge gap in it. *Yes, sir.* Okay. *Yes, sir.* I'll wait for them. Thank you, Mr. Chair.

**Chairman Shawn Gumataotao:** Thank you, Mr. Speaker. Senator Borja, do you have any questions on the Guam Comprehensive Emergency Response Plan?

**Senator Vince Borja:** Thank you, Mr. Chair. I just have one question. In regards to at least GMH, I know during Typhoon Mawar, there was some, you know, they shared some horror stories in regards to just capacity because of the state of the hospital. What are, like when we talk about inter-agencies, what are some discussions, should a storm come in regards to how you guys would support GMH in its current state? Should there be a need to move the hospital somewhere else because of flooding? I know it still leaks right now, or maybe it's gotten better, but just what discussions have you guys had in regards to some kind of plan, emergency plan?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** So no discussions have been made yet with GMH. Through, through tabletop exercises, which one is coming out very soon in light of the defense of Guam, GMH and Department of Public Health and Social

Services play a key role in that, and those discussions will likely take place during that and before that TTX. It's a three-part TTX that will eventually lead up to filling gaps in developing our defense of Guam plan, but definitely healthcare is a critical part of that.

**Senator Vince Borja:** Okay. Thank you. That's all I have, Mr. Chair. Thank you.

**Chairman Shawn Gumataotao:** Thank you, Senator Borja. Senator, senator Ada nothing? Okay. Okay. I have just two questions for Esther, and they're very quick. I hope you can give me quick answers. First off, we have current mutual aid agreements between all of our, I guess, our friends in the region today. We currently have mutual aid agreements. They're current. Everything's good to include our military.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, nothing has been changed since I took over as the acting administrator. I'd have to do a deep dive to see what kind of mutual agreements are in effect, and then I can get back with you to see what are active, what needs renewing, and what probably needs to be established.

**Chairman Shawn Gumataotao:** Right. And then, I mean, for me, I'm also thinking about the EMAC. Are we, we're good on the EMAC side?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Yes, sir. We're good on the EMAC side. We have Bob Fenton, you know, committing to letting, you know, if there's anything we need, it would take a phone call to get some help from him.

**Chairman Shawn Gumataotao:** And then, one last question. JP101, our agreements joint-wise, are we good? JP.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir? Say again?

**Chairman Shawn Gumataotao:** Joint partnership 101. *Joint partnership 101*. Are we good? Just say yes or no, if you're aware.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** No, I'd have to get back to you on that, sir.

**Chairman Shawn Gumataotao:** All right. Thank you. Okay. The last item on our agenda today is the decertification of the Guam Fusion Center, and if I can, and I'm just going to direct these to Esther, and I appreciate if we could just keep it at that for now, because I know that she's responsible as the Homeland Security Advisor. Based on comments that the committee received suggesting that because of the OPA audits in 2024 and 2025's oversight hearing last year revealed severe, long-term noncompliance issues that efforts must be initiated to promote transparency on grant expenditures and ensure accountability, especially with the Guam, or the Guam Fusion Center. For the record, what information is publicly disclosable regarding the completion of an annual threat assessment and performance review, and does the Fusion Center's current budget help close any operational gaps which were identified as of your latest review of the Guam Fusion Center?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, to my knowledge, no information that comes from the Fusion Center that's law enforcement sensitive is available to the public. It's available on an as-needed basis, obviously, to the directors of the law

enforcement agencies. I don't get a regular report of that report. I am not, I'm not provided a copy of it. I'm not included in the discussions. And I would like to, however, I have not been included in those conversations since taking on this job in 23.

**Chairman Shawn Gumataotao:** So is it safe to say that based on some of the information you may know that you can publicly disclose, is Guam's Fusion Center, has it been decertified by the United States Department of Homeland Security?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, I am not aware of that. The Department of Homeland Security has decertified the Marianas Regional Fusion Center.

**Chairman Shawn Gumataotao:** Are you aware of any communications to the governor of Guam that the Guam Fusion Center has been decertified by the U.S. Department of Homeland Security?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** No, sir, I am not.

**Chairman Shawn Gumataotao:** Thank you, ma'am. Mr. Speaker, if you have any questions on the decertification of the Guam Fusion Center.

**Speaker Frank F. Blas, Jr.:** Thank you very much, Mr. Chair. What is the Fusion Center?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** So the Fusion Center is designed to provide a platform for law enforcement agencies to review and decipher and gather intelligence to ensure that our homeland, our citizens are protected from any kind of law enforcement activity.

**Speaker Frank F. Blas, Jr.:** So it's more of a law enforcement function for the purposes of anti-terrorism?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Yes, sir, they also are responsible for that to include cyber security.

**Speaker Frank F. Blas, Jr.:** Okay, okay. What's the command structure with the Fusion Center?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** I'm sorry, sir?

**Speaker Frank F. Blas, Jr.:** The command structure, who is in charge of the Fusion Center?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, by law, the Fusion Center falls under the auspices of the Homeland Security Advisor.

**Speaker Frank F. Blas, Jr.:** Okay, so it falls under you and then who, you got a number of different programs under you. Who then is your number one person in the Fusion Center?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** That would be the director.

**Speaker Frank F. Blas, Jr.:** Okay, and who is that right now?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** That is Mr. Rudy Gaza.

**Speaker Frank F. Blas, Jr.:** Okay, and then under him?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Under him, sir, he has the different analysts from the different agencies. Different agencies, there's eight, and they come from the Guam Fire Department, the Guam Police Department, the Customs, Department of Agriculture, the Port Authority of Guam, DOC, and I believe we have now a person from the Superior Court.

**Speaker Frank F. Blas, Jr.:** Okay, what are the personnel requirements to be a member, part of that organization?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Well, sir, first and foremost, you have to have a security clearance in order for you to function out of that.

**Speaker Frank F. Blas, Jr.:** Okay, does everybody in that command structure have a security clearance?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, to my knowledge, no.

**Speaker Frank F. Blas, Jr.:** Nobody has a security clearance?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Not everyone has a security clearance.

**Speaker Frank F. Blas, Jr.:** So how do we function and operate without a security clearance?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** That's a good question, Senator. Those individuals with security clearances obviously can only speak with those who have security clearances and have a need to know. I do know that there have been many attempts to request for security clearances. Mine, in fact, I have yet to receive any word from the Department of Homeland Security regarding my request for a security clearance. I do have one. I have a top secret security clearance, but the Department of Homeland Security, I've been told, is so backlogged with security clearance requests that they can't get to every single one. I do know that.

**Speaker Frank F. Blas, Jr.:** How long have you been in that position, Ms. Aguigui? *Sir?* How long have you been in that position?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** In my current position as the Homeland Security Advisor? *Yes.* Since June of 23.

**Speaker Frank F. Blas, Jr.:** And to this day, you don't have a? *That's correct.* And within that command structure of the Fusion Center, nobody has a security clearance? Sir, from what I understand, I believe there are maybe four individuals who have security clearances.

**Speaker Frank F. Blas, Jr.:** Lucy, don't you have a security clearance?

**Ms. Lucia Perez, GHS/OCD SPC:** Yes, sir. My security clearance, I do have one, sir, is under.

**Speaker Frank F. Blas, Jr.:** But you're not in the Fusion Center command structure, are you?

**Ms. Lucia Perez, GHS/OCD SPC:** Not in their initial command structure.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** She is part of the critical infrastructure.

**Speaker Frank F. Blas, Jr.:** Yeah, I understand that. But with regards to intelligence, you don't have the clearance for?

**Ms. Lucia Perez, GHS/OCD SPC:** Mine is limited, but I'm also BITAC certified, which is another thing. When we get analysts in, they do go through a 8 to 12 weeks course in terms of being trained up to be an analyst.

**Speaker Frank F. Blas, Jr.:** I don't intend to bring out the dirty laundry and everything but I appreciate the conversation. Why have we not got individuals within the Fusion Center that can be able to operate in a secure environment?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, the process is to run the clearance request through our DHS Intel Analyst. *I'm very familiar with that.* And then from there, she is our advocate to the Department of Homeland Security to push and to process the request for security clearance.

**Speaker Frank F. Blas, Jr.:** Okay. So who is that person?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** That would be Ms. Jessica Egli.

**Speaker Frank F. Blas, Jr.:** Okay. Does she have any role or function with the Fusion Center?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, her role is strictly advisory. She has no supervisory authority over the Fusion Center.

**Speaker Frank F. Blas, Jr.:** I understand, but is there one? I'm just, if secure communicate, okay, when I was a Homeland Security Advisor, there was an abundance of security information, secure information that I had to decipher and deal with. Okay. I am just wondering, now that you've got the ability, I didn't have a Fusion Center back then. It was just me. Okay and that was a daunting task. How does this function? How do we get that information to the governor?

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** Sir, it doesn't.

**Speaker Frank F. Blas, Jr.:** Oh, boy. Now, my concern here is then it goes back to that inter-island cooperation. Okay. How do we then share sensitive information amongst each other if we don't have the capability to do this? That's a question I need to, okay, figure it out. I know it.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** So we could probably discuss that on an unclassified level, Speaker. Yes...

**Speaker Frank F. Blas, Jr.:** Again, like I said, I don't want to, I don't want to bring out the dirty laundry and stuff, but I think this is very important for us to be able to. Okay. I mean, we've got all these tools available to you today. All right. I mean, just the fact that you've got 10 different programs, one of them being your Fusion Center, and not the ability to be able to function all these things in all these areas. It's very concerning. All right. And I appreciate, please don't take it as it's not your fault. I mean, that this is all your fault. Okay. I recognize and I appreciate everything that you're trying to do here. It's just that you're just, you're the three individuals in front of us that need to answer these hard questions. Okay? *Yes, sir.* All right. I don't think I need to go any further within as far as, you know, the Fusion Center conversation. That's a lot of work that needs to get done because there is a very direct correlation between that Fusion Center, the operability of that Fusion Center, and us continuing to be able to be eligible for Homeland Security Grant Program. Okay? One without the other don't function. And as we had stated in our earlier conversations, you're looking, and you had stated, you got 175% increase in your HSGP funding. How much of that are you going to be able to draw down or can you draw down? It's one thing to say you got the award letter, but if you can't even access it, okay, it goes to all the needs that you're going to, that you're asking for us to have to look at locally to be able to fund. Quite honestly, had we not gone through all the trials that we're continuing to go through right now, we wouldn't, that wouldn't be necessary. Okay? My last question, be prepared, okay? Really, I'm going to ask you, but it's not concerning, it's not concerning Fusion Center, but I'll ask you on the open discussion. Okay? Thank you very much, Mr. Chair.

**Chairman Shawn Gumataotao:** Thank you so much, Mr. Speaker. Co-chair Ada, you have any questions regarding the decertification of the Guam Fusion Center?

**Vice Speaker/Vice Chairman Tony Ada:** No, Mr. Chair, I believe the speaker had asked the questions that were necessary this time.

**Chairman Shawn Gumataotao:** All right, thank you so much. I think for me, my only, I guess, concern is when you said that the Governor of Guam does not receive any law enforcement sensitive information, just the, and thank you for your candor.

**Ms. Esther Aguigui, HSA Advisor/Acting Administrator OCD:** And if I can clarify that, Senator, she does not receive, to my knowledge, she doesn't receive any law enforcement sensitive information from me. If she gets any kind of intelligence, we go to our FBI counterparts, we go to our military counterparts who have the capability and who have the proper clearances to deliver that information to her. And because I've got a top secret clearance, I am usually the one who will be present with her if she doesn't have anyone else, but that is how I get my intelligence.

**Chairman Shawn Gumataotao:** Again, and it goes, it speaks to ensuring that our people are equipped to provide that direct support. They're the ones that are in the field and they would, at the end state, would end up engaging our federal partners. But in order to be able to advise the governor of Guam, that news this morning has me a little bit distressed, just to be honest with you. And I'm hoping that our friends at DHS, I was gonna ask you, if all the people, you said there's a couple of folks that are pending secret clearance, what's the, how long have they been waiting? I know you've been waiting for a couple years. Have they been waiting weeks, months, years?

**Ms. Esther Aguiqui, HSA Advisor/Acting Administrator OCD:** I would say they're not too far behind me, Senator.

**Chairman Shawn Gumataotao:** Okay, that's fair, that's a fair assessment. And I hope that our federal agencies that are listening can assist with the support matter. There are no other questions. Mr. Speaker, you had one other last thing you wanted to bring up. I'll allow you to do that this morning.

**Speaker Frank F. Blas, Jr.:** Thank you, it's actually, and Mr. Cabana, with regards to the hazard mitigation grant program, can you give us an update as to, you still have open Mawar, and how many disasters do you still have open?

**Mr. Joe Cabana, Guam Recovery Office:** Excuse me, for hazard mitigations, we, Mawar we're still reviewing those RFIs that's requested by FEMA, as you know, hazard mitigation on Mawar as compared to the PA Marwar has not, on hazard mitigation, we still need to get assistance or send out a requisition to get an engineering firm to be able to assist us in getting those programs, putting the scope of work together. But we still are pending about 36 projects of Marwar.

**Speaker Frank F. Blas, Jr.:** So between, you have Mawar, COVID-still open? *COVID, we have maybe one grant still open, yeah.* Okay, when do the funds expire? *I'm sorry?* When do the funds expire for, I mean the? *For COVID?* Yeah.

**Mr. Joe Cabana, Guam Recovery Office:** COVID right now for hazard mitigation on the one grant, it's gonna expire next month, February, I think it's February, or this month, yeah. So I just found out last week that we're working with this one sub-recipient trying to get this information and why hasn't it gone out for a bid? *What about Mawar?* Mawar, nothing's been awarded yet. *How many projects do you have open?* For Mawar, we still have, for Mawar, I think it expires as far as information, I think in next year.

**Speaker Frank F. Blas, Jr.:** Yeah, but how many projects do you have in queue?

**Mr. Joe Cabana, Guam Recovery Office:** Tentative right now is about, I think based on information I got, I think I got 30-some projects that are pending for review with our federal partners.

**Speaker Frank F. Blas, Jr.:** 30-some only?

**Mr. Joe Cabana, Guam Recovery Office:** 36, uh-huh. And that equates to about, I think, over a little bit over \$50 million worth of projects.

**Speaker Frank F. Blas, Jr.:** Okay, but they're still in queue, there's nothing been done?

**Mr. Joe Cabana, Guam Recovery Office:** They're still in the queue, sir. Yes, that's correct, uh-huh. *Okay, so one with COVID.* With COVID, right.

**Speaker Frank F. Blas, Jr.:** 30 with Mawar. *Yes, uh-huh.* Do you have any other open disasters?

**Mr. Joe Cabana, Guam Recovery Office:** Not, that's the only grant that's for assignment.

**Speaker Frank F. Blas, Jr.:** Dolphin's done, U2's done.

**Mr. Joe Cabana, Guam Recovery Office:** Everything else, all the other disasters or legacies is complete. Okay, okay, thanks.

**Speaker Frank F. Blas, Jr.:** Thank you very much, sir. Thank you, sir.

**Chairman Shawn Gumataotao:** Thank you, Mr. Speaker. And again, thank you to everyone for participating in this oversight hearing regarding the Office of Homeland Security and the Office of Civil Defense. And I do wanna, again, thank you so much again, Esther, for you and your team, for being with us this morning for this very important discussion. Today's discussion is critical to our work as policymakers, particularly as we are preparing, as you heard from our finance chair, for performance-based budgeting. And as this legislature considers proposals as some of the ones that you brought up today aimed at modernizing and strengthening our emergency management system. Our citizens expect, and they deserve, an emergency management infrastructure that responsibly manages federal and local resources, complies with applicable laws and regulations, and demonstrates 24-7 readiness by maintaining a very safe and conducive EOC for its employees, partners, from our local and our federal governments, the United States military, and, of course, our important private sector partners. With that said, the committee will review the information provided through this oversight hearing as we plan for the next steps policy-wise. There is certainly more work to do, and we need all of you to do your work for the benefit of all of the people of Guam. And I want to thank you all for being with us this morning.

The Committee on Public Safety, Emergency Management, and the Guam National Guard appreciates the attendance and participation of all senators and officials from the Office of Homeland Security and the Office of Civil Defense in this oversight hearing. Today's oversight hearing is hereby adjourned, and the time is now 11:29 CHamoru standard time. Thank you guys so much for being with us this morning. Thank you.

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

The Committee on Public Safety, Emergency Management, and Guam National Guard (Committee) followed up with the Office of Homeland Security (OHS) and the Office Civil Defense (OCD) regarding the specific steps these organizations have taken to address a number of issues which were raised through their first Oversight Hearing held in January 2025, the Committee's May 2025 Mission Check of the Emergency Operations Center (EOC), and discussions surrounding deteriorating conditions at the EOC which led to its temporary closure in November 2025. The Committee has recognized and communicated its concerns to OHS and OCD leadership concerning reports of uncomfortable room temperatures, inoperable elevator and air-conditioning systems, and unusable restroom facilities which affect both employee health and safety and the critical assets they rely on to identify and mitigate known and emerging threats.

Regarding the 2024 OPA Report on OHS and OCD, the Committee finds that these organizations were unable through the Oversight Hearing to validate the level of local government funds that remain unreimbursed, which the OPA has estimated to be around \$8.4 million from a total of \$71.3 million in grant funds awarded to the Government of Guam. Recognizing that non-reimbursements by the Federal Government impact the availability of local resources for public safety and law enforcement services, the Committee anticipates further discussion during the Fiscal Year 2027 Budget Process regarding the Executive Budget Request which includes a \$1,502,252 appropriation from the General Fund for OHS and OCD.

The Committee acknowledges that the 2024 OPA Report on OHS and OCD concluded that noncompliance issues were caused by the lack of consistent agency leadership and a qualified fiscal and grants management team. Additionally, the unaddressed repeat findings and causes have resulted in the documented freezing of federal reimbursements. According to the OPA, the freeze indicates how risky it is for the federal government to continue to invest in OHS and OCD. The Committee recognizes that the issue of non-reimbursements from the Federal Government warrant further deliberation among decision makers regarding pending legislation particularly related to the employment of classified financial personnel for OHS.

Through the second Oversight Hearing regarding OHS and OCD, the Committee was informed by OHS and OCD leadership that mold remediation work at their Agana Heights facility requires between \$63,000 and \$165,670 based on competitive quotes received; generator assessment and repair costs remain to be determined pending technical evaluation; elevator certification and upgrades will require funding once DPW completes its review; and security system enhancements require \$50,000 to \$100,000 for technology upgrades. The Committee finds that the Fiscal Year 2027 Budget Process regarding the Chief Executive's request for \$1,502,252 from the General Fund for OHS and OCD will help policymakers confirm the status of facility repair projects and whether federal and local resources for pending repairs have been secured by these entities since their February 2026 Oversight Hearing.

Regarding the Marianas Regional Fusion Center (MRFC), the Committee learned from external sources that the MRFC in Agana Heights was decertified by the Office of the Chief Security Officer on February 4, 2026. Decertification status led to OHS no longer having the capability to store, process, reproduce, destroy, transmit/receive, and discuss classified national security information. Accordingly, the Committee urged the Governor of Guam to assemble the personnel and resources necessary across the Government of Guam to relocate the MRFC Secure Room to a new location and work diligently to regain eligibility and access to classified national security information in support of the work of Guam's law enforcement personnel.

Based on the information obtained through the Committee's interactions with OHS and OCD representatives during the January 2025 and February 2026 Oversight Hearings, the Committee recommends further inquiries through the Fiscal Year 2027 Budget Process regarding the status of pending facility repairs, federal reimbursement, and MRFC Secure Room Certification. The additional engagement will assist policymakers in determining whether these organizations have fully implemented Corrective Actions in response to the 2024 OPA Audit and if OHS and OCD have been able to secure outstanding federal reimbursements.

**Guam Office of Homeland Security and Civil Defense**  
**Performance-Based Budgeting Using FEMA and DHS Approved Work Plans and Investment Justification**

Should the 38th Guam Legislature mandate OHS/OCD to be included in Title 5, Chapter 4, Section 4119 of the Guam Code Annotated (GCA), the Guam Offices of Homeland Security and Civil Defense proposes the utilization of work plans and investment justifications (IJs) approved by the Federal Emergency Management Agency (FEMA) and the Department of Homeland Security (DHS) as the primary metrics for resource allocation, accountability, and transparency. In accordance with federal requirements and best practices, OHS/OCD will ensure that all homeland security and emergency management investments are strategically guided, measured, and reported utilizing these federally validated instruments.

OHS/OCD will (1) define the role and requirements of FEMA and DHS work plans and investment justifications in performance-based budgeting, (2) affirm OS/OCD commitment to these principles, and (3) provide validated examples from other FEMA Region 9 jurisdictions—including Arizona, California, Hawaii, Nevada, and the Pacific Territories—that have successfully operationalized these federal tools to promote accountability, transparency, and effective resource allocation. Affirming Guam’s Commitment: FEMA and DHS-approved Work Plans and Investment Justifications as the Foundation for Performance-Based Budgeting.

**The Legal and Policy Framework for Performance-Based Budgeting in Guam**

Guam has codified the principles of program budgeting and performance-based management in its statutes. Title 5, Chapter 4 of the Guam Code Annotated (GCA) establishes a comprehensive system for territorial program and financial management, emphasizing the need for regular appraisal and reporting of program performance, the development of long-range program and financial plans, and the implementation of performance-based budgeting for specific agencies; Section 4119 mandates explicitly the development and implementation of performance based budgeting, with penalties for non-compliance by agency heads.

This statutory framework is further reinforced by Guam’s Bureau of Budget and Management Research (BBMR), which provides templates, training, and technical assistance for performance-based budgeting, ensuring that agencies such as the Department of Revenue and Taxation, the Department of Public Works, the Department of Parks and Recreation, the Department of Land Management, the Department of Agriculture, and the Bureau of Statistics and Plans align their budget requests and execution with measurable outcomes and federal requirements.

FEMA and DHS-approved work plans and investment justifications are the cornerstone of federal preparedness grant management. These instruments are required for all major FEMA and DHS grant programs, including the Emergency Management Performance Grant (EMPG),

State Homeland Security Grant Program (SHSGP), Non-Profit Security Grant Program (NSGP), and the State and Local Cybersecurity Grant Program (SLCGP). Their primary functions are to:

- **Define strategic priorities and capability gaps** based on risk assessments, such as the Threat and Hazard Identification and Risk Assessment (THIRA) and State Preparedness Report (SPR).
- **Detail specific projects, objectives, and performance metrics** that align with national preparedness goals and local needs.
- **Provide a standardized, federally validated mechanism** for budgeting, monitoring, and reporting on the use of grant funds.

The FEMA Preparedness Grants Manual and associated program guidance require that all recipients and subrecipients:

- Submit detailed work plans and IJs as part of their grant applications.
- Align all proposed expenditures with the objectives and performance measures outlined in these documents.
- Report progress and outcomes on a quarterly or biannual basis, using standardized federal reporting systems such as FEMA GO.
- Undergo regular monitoring, audits, and corrective action processes to ensure compliance, accountability, and transparency.

**Investment Justifications (IJs)** are particularly critical, as they serve as the primary narrative and quantitative justification for each significant investment or project. They must include:

- A baseline assessment of risks and capability gaps.
- A description of how the investment addresses these gaps.
- Specific, measurable objectives and milestones.
- Detailed budgets and cost narratives.
- Alignment with the jurisdiction's approved strategic and operational plans.

**Work Plans** complement IJs by providing implementation schedules, responsible parties, and reporting requirements for each funded activity.

### **Guam's OHS/OCD Policy Affirmation**

In full compliance with both federal and local mandates, the Guam Office of Homeland Security and Civil Defense affirms, with dedicated, fully budgeted positions for planners, program coordinators, and a grant management team assigned to OHS/OCD:

- All homeland security and emergency management budgeting, planning, and resource allocation will be guided by FEMA and DHS-approved work plans and investment justifications.
- Performance-based budgeting will be operationalized by extracting key performance indicators (KPIs), milestones, and outcome measures directly from these federal instruments.

- Quarterly and annual reporting to the Guam Legislature, the Governor, FEMA, and DHS will be based on the progress and outcomes documented in these work plans and IJs.
- Corrective actions, resource reallocations, and strategic adjustments will be made in response to performance data and federal monitoring findings, ensuring continuous improvement and compliance.

This approach not only meets federal grant requirements but also embodies best practices in public-sector accountability, transparency, and results-driven management.

FEMA- and DHS-approved IJs and work plans are not merely administrative requirements; they are the operational backbone of performance-based budgeting in emergency management. Their use as performance metrics is mandated and structured as follows:

- **Alignment with National and Local Priorities:** All investments must be linked to the National Preparedness Goal, the jurisdiction's THIRA/SPR, and other risk assessments. This ensures that resources are directed to the highest-priority capability gaps.
- **SMART Objectives and KPIs:** Work plans and IJs require the articulation of Specific, Measurable, Achievable, Relevant, and Time-bound (SMART) objectives, with associated KPIs and milestones. These metrics are used to track progress, inform budget decisions, and support continuous improvement.
- **Quarterly and Biannual Reporting:** Recipients must submit performance and financial reports on a regular cadence, documenting progress against the objectives and milestones in the work plans and IJs. These reports are reviewed by FEMA and DHS, and are subject to audit and public disclosure.
- **Corrective Action and Continuous Improvement:** If performance metrics are not met, corrective action plans are required, and resources may be reallocated to address deficiencies. This creates a feedback loop that drives accountability and effective resource use.

### **Accountability and Transparency Mechanisms**

The use of FEMA/DHS-approved IJs and work plans embeds multiple layers of accountability and transparency:

- **Federal Oversight:** FEMA/DHS conducts regular monitoring, desk reviews, and onsite assessments to verify compliance with work plans and IJs. Non-compliance can result in corrective actions, funding holds, or deobligation of funds.
- **Public Reporting:** Many jurisdictions, including Guam, are required to post budgets, performance reports, and audit findings on public websites, enhancing transparency for citizens and stakeholders.
- **Legislative and Executive Review:** Performance data from work plans and IJs are used by legislatures and executive agencies to inform budget hearings, appropriations, and policy decisions.

- **Audit and Corrective Action:** Single audits and program-specific audits are conducted to ensure fiscal integrity. Findings must be addressed through corrective action plans, with follow-up monitoring to ensure resolution.

**Performance-Based Budgeting Best Practices in Emergency Management**

Best practices, as identified by FEMA/DHS, local government, and independent research, include:

- **Integration of Strategic Planning and Budgeting:** Linking strategic goals, risk assessments, and budget allocations through the use of IJs and work plans.
- **Data-Driven Decision Making:** Using performance metrics from IJs and work plans to inform resource allocation, identify underperforming programs, and reallocate funds as needed.
- **Stakeholder Engagement:** Involving local governments, mayors, and community stakeholders in the development and review of IJs and work plans, ensuring that investments reflect local needs and priorities.
- **Continuous Improvement:** Regularly updating work plans and IJs based on after-action reports, audits, and lessons learned from exercises and real-world incidents, such as telecommunication infrastructure and cybersecurity risks during Typhoon Mawar.

To illustrate the effectiveness of using FEMA/DHS-approved work plans and investment justifications as the foundation for performance-based budgeting, the table below was compiled from FEMA Region 9 jurisdictions. These examples demonstrate how Arizona, California, Hawaii, Nevada, and the Pacific Territories have operationalized these federal instruments to achieve accountability, transparency, and effective resource allocation.

*Comparative Table: Region 9 Jurisdictions’ Use of FEMA/DHS Work Plans and Investment Justifications*

Jurisdiction	Primary FEMA/DHS Grants Used	Work Plan/IJ Integration	Performance Metrics & Reporting	Accountability/Transparency Mechanisms	Notable Outcomes/Practices
Arizona (AZDOHS)	SHSGP, EMPG, SLCGP	Strategic Plan, IJs, Work Plans, Scorecards	Monthly/Quarterly Scorecards, Risk Scorecards, Annual Reports	Stakeholder dashboards, public reports, and audit compliance	Cyber Readiness Scorecard, Border

					<p>Coordination</p> <p>Dashboard,</p> <p>Stakeholder</p> <p>Engagement</p>
<p>California</p> <p>(Cal OES)</p>	<p>SHSGP,</p> <p>EMPG,</p> <p>NSGP,</p> <p>SLCGP</p>	<p>IJs, Work</p> <p>Plans,</p> <p>Vulnerability</p> <p>Assessments</p>	<p>Quarterly Progress</p> <p>Reports,</p> <p>Desk/Onsite</p> <p>Monitoring,</p> <p>Corrective Action</p> <p>Plans</p>	<p>Public posting of budgets,</p> <p>audit findings, and</p> <p>corrective action plans</p>	<p>Grants</p> <p>Monitoring</p> <p>Division,</p> <p>Corrective</p> <p>Action Plan</p> <p>process,</p> <p>Transparency</p> <p>Portal</p>
<p>Hawaii</p> <p>(HIEMA)</p>	<p>EMPG,</p> <p>SHSGP,</p> <p>HSGP</p>	<p>Approved</p> <p>Work Plans,</p> <p>MOAs,</p> <p>Quarterly</p> <p>Progress</p> <p>Reports</p>	<p>Quarterly Progress</p> <p>Reports, Annual</p> <p>Self-Risk</p> <p>Assessments, Site</p> <p>Monitoring</p>	<p>MOAs, public reporting,</p> <p>audit compliance</p>	<p>SMART goal</p> <p>work plans,</p> <p>rigorous</p> <p>documenta</p> <p>and site</p> <p>monitoring</p>
<p>Nevada</p> <p>(NDEM)</p>	<p>SHSGP,</p> <p>EMPG,</p> <p>HSGP</p>	<p>Project Plans,</p> <p>IJs, Work</p> <p>Plans,</p> <p>Quarterly</p> <p>Programmatic</p> <p>Summaries</p>	<p>Quarterly Financial</p> <p>and Programmatic</p> <p>Reports, Onsite</p> <p>Monitoring</p>	<p>Peer review, public forums,</p> <p>and audit compliance</p>	<p>Homeland</p> <p>Security</p> <p>Working Gr</p> <p>Technical</p> <p>Assistance,</p> <p>Corrective</p> <p>Action Proc</p>

Pacific Territories (Guam, CNMI, American Samoa)	EMPG, SHSGP, HSGP	FEMA/DHS-approved Work Plans, IJs, MOAs	Quarterly/Annual Reporting, Corrective Action Plans, Federal Monitoring	Legislative oversight, public hearings, and audit compliance	Task Forces Mass Care, Debris Management Recovery Strategy, Corrective Action Plan
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*Guam OHS/OCD researched the Hawaii Emergency Management Agency (HIEMA) and the Pacific Territories: Guam, CNMI, and American Samoa to demonstrate how integrating FEMA/DHS work plans and investment justifications, performance metrics, and reporting when done correctly can lead to notable outcomes.*

**Integration of FEMA/DHS Work Plans and IJs:** *HIEMA* requires all EMPG subrecipients to develop and follow approved work plans and budgets, with Memoranda of Agreement (MOAs) providing additional guidelines. The EMPG Subrecipient Quick Reference Guide outlines the process for developing work plans, setting SMART goals, and formulating budgets that align with federal requirements.

**Performance Metrics and Reporting:**

- Subrecipients must submit Quarterly Progress Reports (QPRs) and reimbursement requests within 30 days after the end of each quarter, documenting progress on each task in the work plan.
- Annual Self-Risk Assessments and Emergency Operations Plan (EOP) reviews are required, with updates submitted to HIEMA.
- Site monitoring visits are conducted to review documentation and verify compliance.

**Accountability and Transparency:**

- All documentation, including work plans, budgets, and performance reports, must be maintained for six years and is subject to review during site visits.
- MOAs specify the requirements for documentation, reporting, and corrective actions.
- Audit findings and corrective actions are tracked and reported.

### Notable Outcomes:

- The use of SMART goals and rigorous documentation has improved preparedness and compliance across Hawaii's emergency management agencies.
- Site monitoring and quarterly reporting have enhanced accountability and enabled timely corrective actions.

**Integration of FEMA/DHS Work Plans and IJs:** The *Pacific Territories, including Guam, the Commonwealth of the Northern Mariana Islands (CNMI), and American Samoa*, have worked closely with FEMA Region 9 to develop and implement FEMA/DHS approved work plans and IJs as the foundation for their emergency management programs. Technical assistance, training, and monitoring are provided by FEMA's Pacific Area Office (PAO).

### Performance Metrics and Reporting:

- Work plans and IJs are developed for all significant investments, with objectives and performance metrics aligned to the National Preparedness Goal and local risk assessments.
- Quarterly and annual reporting is required, with corrective action plans implemented as needed.
- Task forces and community-wide planning committees are used to develop and monitor specific annexes to Emergency Operations Plans (EOPs).

### Accountability and Transparency:

- Legislative oversight, public hearings, and audit compliance are integral to the management of federal funds.
- Corrective action plans are developed in response to audit findings and federal monitoring.
- Public reporting and stakeholder engagement are emphasized.

### Notable Outcomes:

- The use of task forces and community-wide planning committees has improved mass care, debris management, and recovery strategies.
- Corrective action plans and federal monitoring have strengthened compliance and resource allocation.

### **Analysis: Accountability, Transparency, and Effective Resource Allocation**

FEMA/DHS-approved work plans and investment justifications as performance metrics lead to:

- **Enhanced Accountability:** Regular reporting, monitoring, and audit processes ensure that all expenditures and activities are documented, justified, and aligned with approved

objectives. Corrective action plans and technical assistance address deficiencies and drive continuous improvement.

- **Increased Transparency:** Public posting of budgets, performance reports, and audit findings allows stakeholders and citizens to track the use of federal funds and the outcomes achieved. Stakeholder engagement dashboards and public forums further enhance transparency.
- **Effective Resource Allocation:** Data-driven decision making, informed by performance metrics and risk assessments, ensures that resources are directed to the highest-priority needs and that underperforming programs are identified and addressed. Scorecards, dashboards, and centralized tracking systems enable real-time monitoring and adjustment of resource allocations.

#### *Implementation Steps for Guam: Aligning Budget to FEMA/DHS IJs and Work Plans*

To fully operationalize performance-based budgeting using FEMA/DHS-approved work plans and investment justifications, OHS/OCD will undertake the following implementation steps:

1. **Strategic Alignment:** Ensure that all homeland security and emergency management investments are aligned with the National Preparedness Goal, Guam’s THIRA/SPR, and other risk assessments.
2. **Development of IJs and Work Plans:** Require all grant-funded projects and programs to develop detailed IJs and work plans, specifying objectives, KPIs, milestones, budgets, and responsible parties.
3. **Integration with Budget Process:** Use the objectives and performance metrics from IJs and work plans as the primary basis for budget requests, allocations, and execution.
4. **Quarterly and Annual Reporting:** Submit performance and financial reports to FEMA, DHS, the Guam Legislature, and the Office of the Governor and Lt. Governor, documenting progress against the objectives and milestones in the IJs and work plans.
5. **Monitoring and Corrective Action:** Conduct regular monitoring, desk reviews, and onsite assessments to verify compliance. Develop and implement corrective action plans as needed.
6. **Public Transparency:** Post budgets, performance reports, and audit findings on public websites, and engage stakeholders through public forums and dashboards.
7. **Continuous Improvement:** Use after-action reports, audits, and lessons learned to update IJs, work plans, and budget allocations, ensuring continuous improvement and responsiveness to emerging risks.
8. **Coordinate with the Bureau of Budget and Management Research** to implement authorized local funding for personnel and operational expenses, thereby ensuring emergency continuity for OHS/OCD. This funding is to be kept separate from grant programs, which will be designated for projects, programs, and investment justifications.

#### *Metrics and Key Performance Indicators (KPIs) Extracted from IJs and Work Plans*

*Examples of KPIs and metrics that will be used to guide performance-based budgeting include:*

- Percentage of objectives and milestones achieved on schedule.
- Number and percentage of funded projects meeting or exceeding performance targets.
- Reduction in identified capability gaps as measured by the THIRA/SPR.
- Timeliness and accuracy of quarterly and annual reporting.
- Number of corrective action plans implemented and resolved.
- Stakeholder engagement metrics (e.g., number of public forums, dashboard views).
- Audit findings and resolution rates.

These metrics will be tracked and reported using standardized federal and local reporting systems, ensuring consistency and comparability across programs and jurisdictions.

### **Communication and Reporting:**

Guam OHS/OCD will maintain a regular communication and reporting cadence with FEMA/DHS and other stakeholders, including:

- **Quarterly Performance and Financial Reports:** Submitted within 30 days after the end of each quarter, documenting progress against objectives and expenditures.
- **Annual Performance Reports:** Summarizing accomplishments, challenges, and lessons learned for the fiscal year.
- **Corrective Action Plans:** Submitted as needed in response to audit findings or performance deficiencies.

### **Conclusion and Policy Affirmation**

In conclusion, the Guam Office of Homeland Security and Civil Defense reaffirms its commitment to using FEMA and DHS-approved work plans and investment justifications as the primary measures for implementing a performance-based budget. This approach is based on federal and local laws, best practices, and proven examples from across FEMA Region 9. By aligning strategic planning, budgeting, and performance measurement through these federally validated tools, Guam OHS/OCD will ensure accountability, transparency, and the effective use of resources to protect the lives, property, and resilience of its citizens. Guam is dedicated to following and expanding upon these best practices.

We respectfully request continued support from the 38th Guam Legislature as it receives the official submission of the FY27 budget, while Guam advances this critical initiative. We welcome any questions or recommendations from the Committee.

## OHS-OCD FACILITY HARDENING AND REPAIRS TIMELINE OF EVENTS

Date	Action/Event
<b>SECONDARY POWER (Generator)</b>	
May 2023	Typhoon Mawar – Generator failed to activate; EOC relocated to Governor's House
Aug 25, 2025	Limited funding identified; repairs initiated
Aug 31, 2025	Assessment conducted; discovered water contamination, faulty ECM Module
Sep 9, 2025	Water removal from generator and fuel tanks; 6-day project completed
Sep 17, 2025	1-year Preventive Maintenance contract installed
Oct 22, 2025	ECM Module installed; generator activated temporarily
Nov 1, 2025	UST coverage lifted to prevent water penetration; sensors repaired
Nov 3, 2025	Generator synchronized with Automatic Transfer Switch
Jan 27, 2026	EPA Permit issued for UST – System fully operational
<b>MOLD MITIGATION</b>	
Aug 30, 2025	AC Air Handlers cleaned; air filters changed; 5-Ton unit installed
Ongoing	Relocate MRFC Operations to IOF (former E911 Call Center/Dispatch)
<b>AIR CONDITIONING</b>	
Aug 30, 2025	5-Ton AC unit installed (operational)
Sep 12, 2025	30-Ton Chiller assessed; temperature sensors failed; temporary repair by Carrier
Jan 2, 2026	10-Ton unit installed; copper leak discovered 2 weeks later (not operational)
<b>ELEVATOR</b>	
Aug 21, 2025	Inspection by Guam Inspection & Certification Bureau; infractions identified
Aug 25, 2025	OTIS contacted for assessment
Aug 28, 2025	OTIS assessment completed; quotes provided
Sep 16, 2025	Quotes approved; parts ordered
Nov 11-14, 2025	Motherboard upgrade installed
Nov 16, 2025	DPW Permit issued – Elevator operational

**WATER SYSTEM**

Jun 2025	New freshwater pump installed; pressure only 2 PSI (should be 8-10 PSI)
Nov 10, 2025	Contacted DPW; equipment not available
Nov 17, 2025	Quote from Frontier approved; order initiated
Jan 29, 2025	Equipment arrived; coordinating delivery
Jan 30, 2025	DPW contacted for installation – awaiting schedule (not yet installed)

**SEWAGE SYSTEM**

May 2025	New sewage pump motor installed
Nov 24, 2025	Exhaust fans replaced (pump room and bathrooms)
Nov 26, 2025	Extensive cleaning of pump room completed – All systems operational

U.S. Department of Homeland Security  
FEMA Region 9  
1111 Broadway, Suite 1200  
Oakland, CA 94607



**FEMA**

January 21, 2026

Jon J. Calvo  
Governor's Chief of Staff

Esther Aguigui  
Homeland Security Advisor and Administrator  
Guam Homeland Security/Office of Civil Defense (GHS/OCD)

Subject: Premier Group Audit Corrective Action Plan Approval

Dear Mr. Calvo and Ms. Aguigui,

We are pleased to inform you that the U.S. Department of Homeland Security, Federal Emergency Management Agency (FEMA) has approved the proposed Corrective Action Plan (CAP) submitted by Guam Homeland Security/Office of Civil Defense. This approval reflects our confidence in your commitment to improving management and financial controls.

We appreciate the collaborative efforts of your team in developing this CAP. FEMA Region 9 remains committed to providing technical assistance to ensure the successful execution of these corrective actions.

Should you require further assistance or have any questions regarding the implementation of the CAP, please do not hesitate to reach out to Tammy Littrell, Deputy Regional Administrator, at [Tammy.Littrell@fema.dhs.gov](mailto:Tammy.Littrell@fema.dhs.gov) or your staff can contact Gabriela Santis, Grants Management Specialist, at [Gabriela.Santis@fema.dhs.gov](mailto:Gabriela.Santis@fema.dhs.gov).

Sincerely,

A handwritten signature in black ink, appearing to read "RJF".

Robert J. Fenton  
Regional Administrator  
FEMA Region 9

Enclosures: Corrective Action Plan, Corrective Action Plan RACI Chart

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**Corrective Action Plan**

**Finding 2023-01: Budget To Actual Overages**

Resolution Deadline: January 15, 2026

#	Action	Implementation
1.1	Develop and Implement Budget Monitoring Procedures	Create an SOP detailing monthly reconciliations of expenditures to budget line items, tracking variances, and outlining oversight procedures.  Establish internal tracking of actual expenditures by grant funding, maintained monthly by program managers as a backup database.
1.2	Integrate Budget-to-Actual Reporting	Design templates for Budget-to-Actual variances using data exported from GFMS. Standardize templates for use in oversight meetings. Integrate these reports as a standing agenda item in oversight meetings, aligning discussions with 2 CFR 200 requirements.
1.3	Formalize Certification and Documentation Processes	Develop a workflow SOP requiring formal approval for all transactions. Implement a combined certification tracking system and electronic archive to document expenditure approvals and ensure accessibility for audits.
1.4	Conduct Quarterly Oversight and Internal Audits	Schedule quarterly internal audits to review budget adherence and detect deviations. Present findings and corrective action plans in oversight meetings.
1.5	Comprehensive Staff Training	Conduct annual training sessions on federal guidelines (2 CFR 200), GFMS functionality, and reporting procedures. Archive training materials for future use.

**Finding 2023-02: Time Sheet**

Resolution Deadline: January 15, 2026

#	Action	Implementation
2.1	Develop Timesheet Templates and SOP for Timekeeping	<b>Time sheet template complete</b> Write a detailed SOP outlining timekeeping procedures, submission, supervisor review, and GFMS integration.
2.2	Conduct Mandatory Training for Employees	Conduct training sessions for employees on the timesheet system, with a focus on time allocation by grant and compliance with federal requirements. Follow-up training every six months to address system issues and reinforce best practices.
2.3	Conduct Internal Timesheet Audits	Conduct monthly internal audits of timesheets to ensure compliance with grant rules. Reconcile payroll allocations with grant agreements and escalate discrepancies to management.

**Finding 2023-03: General Ledger/Cash Disbursement/Audit Trail**

Resolution Deadline: January 15, 2026

#	Action	Implementation
3.1	Develop SOP for Expenditure Transactions	Create an SOP for all transactions recorded on the GFMS general ledger, including segregation of duties, certification of funds, archiving supporting documents, reconciliation of accounts, and approval workflow for adjustments and corrections.
3.2	Establish Internal Controls and Tracking System	Develop and implement an internal tracking system for transactions by object categories, ensuring monthly reconciliations and a complete audit trail. Designate a primary reviewer to oversee compliance and accuracy.
3.3	Train Finance Personnel on CFR 200 Requirements	Conduct mandatory training for finance personnel on 2 CFR 200 requirements, including the SOP and approval processes. Follow-up training to address audit findings.
3.4	Conduct Quarterly Internal Audits	Conduct quarterly internal audits of cash disbursements to verify compliance with procedures, reconcile discrepancies, and provide corrective action plans to management.

**Finding 2023-04: Unsupported Inventory Control**

Resolution Deadline: January 15, 2026

#	Action	Implementation
4.1	SOP for Inventory Control	Develop and distribute an SOP for inventory control, integrating AssetCloud for tracking inventory (serial numbers, costs, grant sources, acquisition dates) and defining procedures for data entry and updates.
4.2	Conduct Quarterly Physical Inventory Audits	Conduct quarterly physical inventories to ensure records match actual assets, updating AssetCloud and reconciling discrepancies.  Perform a review of all inventory records to ensure data accuracy in AssetCloud, aligning with SOP requirements.

**Finding 2023-05: Unsupported Salary Charged to the Grants**

Resolution Deadline: January 15, 2026

#	Action	Implementation
5.1	Develop Salary Allocation Methodology	Action Complete – No changes required.
5.2	Conduct Mandatory Payroll and Grant Compliance Training	Train employees on documenting time, allocating hours, and updating records during position or responsibility changes. Incorporate ongoing refresher training linked to audit findings.
5.3	Monthly Compliance and Salary Expenditure Reviews	Conduct monthly reviews to verify salary allocations, ensuring compliance with grant terms. Use these reviews to inform quarterly audits.
5.4	Quarterly Internal Audits	Schedule quarterly audits to review salary allocations across all grants, incorporating findings from monthly reviews to address compliance gaps.

**Finding 2023-06: Insufficient Procurement Procedures**

Resolution Deadline: January 15, 2026

#	Action	Implementation
6.1	Develop Procurement SOP	Update Finance and Admin SOP to align with grant requirements, covering requisition approvals, vendor payments, and GFMS tracking.
6.2	Conduct Training on Procurement SOP	Provide training sessions for staff on the updated Procurement SOP and GFMS functionality. Emphasize compliance with grants and internal processes.
6.3	Implement Monthly Compliance Reviews	Perform monthly reviews to verify procurement compliance with policies, ensuring proper documentation and approvals.
6.4	Conduct Quarterly Procurement Audits	Conduct quarterly audits to review compliance with procurement policies, incorporating vendor disbarment checks (6.4b). Provide feedback and recommendations to management.

**Finding 2023-07: Unsupported or ineligible disbursements**

Resolution Deadline: January 15, 2026

#	Action	Implementation
7.1	Review and Update Disbursement Policies	Review and update all disbursement policies, including documentation and retention requirements (previously 7.2). Ensure policies comply with federal, state, and grant requirements and establish a seven-year archival standard.
7.2	Train Staff on Disbursement Procedures	Conduct training for all staff on eligibility rules, documentation requirements, file management, and retention protocols. Address risks of non-compliance and incorporate feedback from audits.
7.3	Conduct Quarterly Audits of Disbursements	Perform internal audits to verify compliance with updated policies, documentation requirements, and eligibility rules. Use findings to refine procedures and inform training sessions.

**Finding 2023-08: Undocumented Travel Expenses Charged**

Resolution Deadline: January 15, 2026

#	Action	Implementation
8.1	Develop SOP for Travel	Create and distribute an SOP outlining procedures for travel expense documentation, approval, and submission. Include instructions for using the travel request form
8.2	Train Employees on Travel Documentation	Provide training on the updated travel SOP, focusing on using the TPA form, documentation requirements, and GFMS submission. Highlight compliance with 2 CFR 200.
8.3	Conduct Quarterly Travel Audits	Perform quarterly audits to verify compliance with travel SOPs, focusing on proper documentation and identifying undocumented or unauthorized expenses. Use findings to refine training and processes.

**Finding 2023-09: Inaccurate or Untimely Reporting on FFR (SF-425)**

Resolution Deadline: January 15, 2026

#	Action	Implementation
9.1	Implement a Tickler System for Deadlines	Set up a system to track FFR reporting deadlines with automated reminders sent to key personnel to ensure timely submissions. Include a mechanism for reviewing and updating the system during coordination meetings.
9.2	Coordinate with DOA for Timely and Accurate Submissions	Establish periodic meetings with DOA to review upcoming deadlines, address potential delays, reconcile financial data, and ensure a transparent approval process for FFR submissions.
9.3	Reconcile Financial Data Using GFMS	Use as400 / GFMS to reconcile grant expenditures during FFR preparation, ensuring accuracy and alignment with reporting fields. Integrate reconciliation as a key topic in periodic DOA meetings.

**Finding 2023-10: Written Policies and Procedures Non-Compliant with Current Federal Guidance**

Resolution Deadline: January 15, 2026

#	Action	Implementation
10.1	Update Finance and Administrative SOP	Review and incorporate missing federal requirements into the SOP, including documentation practices, internal controls, and audit processes. Establish a process for annual updates.
10.2	Train Staff on Updated Policies	Conduct training sessions for all staff on the updated SOPs. Emphasize changes for federal compliance and practical application.
10.3	Establish Regular Review Cycle	Implement a quarterly review process to ensure the SOP remain compliant with federal updates. Use findings to adjust policies and inform future training.

**Finding 2023-11: Unsupported Sub-Recipient Files (i.e., Compliance, Debarment, or Suspension)**

Resolution Deadline: January 15, 2026

#	Action	Implementation
11.1	Review and Update Policies for Sub-Recipient Monitoring	Conduct a review of current sub-recipient monitoring policies to ensure compliance with 2 CFR Part 200. Update policies to include clear processes for compliance checks, debarment, and suspension status.
11.2	Implement Sub-Recipient Documentation and Verification Requirements	Develop and implement a checklist for verifying sub-recipient compliance, eligibility, and debarment/suspension status. Verify sub-recipients against the SAM database, and document results in sub-recipient files. Integrate these requirements into updated policies (11.1).
11.3	Train Staff on Sub-Recipient Monitoring Requirements	Conduct training sessions for staff on federal sub-recipient monitoring requirements, including the use of the checklist and compliance verification processes. Emphasize practical application and risks of non-compliance.

**Finding 2023-12: Budget Matching**

Resolution Deadline: January 15, 2026

#	Action	Implementation
12.1	Establish Grant Monitoring Committee	Form a Grant Monitoring Committee to meet monthly, review grant budgets, approve revisions, and ensure alignment with requirements.
12.2	Develop an SOP	Develop an SOP outlining forecasting methodologies, budget revision procedures, and documentation requirements. Include the standardized revision request form as part of the SOP. Include written procedures for requesting budget revisions and obtaining grantor approvals. Include timelines and documentation requirements for submission.
12.3	Conduct Training on Budget Compliance and Revision Processes	Conduct mandatory training on federal budget compliance requirements (2 CFR 200), budget revision procedures, and the use of the standardized form. Emphasize practical application for program managers.
12.4	Begin Monthly Grant Monitoring Committee Meetings	Begin monthly meetings to review grant budgets, monitor compliance, and address revisions. Use the standardized form and procedures developed in the SOP.

Corrective Action Plan RACI Chart

Finding #	#	COS	HSA	OCDA	GRO Director	SHMO	CAP PM/QMT	Project Officer	ASO	Finance and Admin	Log Officer	BBMR	DOA	GSA	OPA	DHS/FEMA
		Leadership				Project Team Members					External Resources					
Finding 2023-01: Budget To Actual Overages	1.1	I	I	A	I	I	R	R	R	R		C			I	I
	1.2	I	I	A	I	I	R	R	R	R		C			I	I
	1.3	I	I	A	I	I	R	R	R	R		C	C		I	I
	1.4	I	I	I	I	I	R/A	R	R	R		C			I	
	1.5		R	R	R	R	R		A	R			C			
Finding 2023-02: Time Sheet	2.1	I	I	R/A	I	I	R	R	R	R					I	I
	2.2		I	A	I	I			R	R						I
	2.3	I	I	I	I	I	R/A	R	R	R					I	
Finding 2023-03: General Ledger/Cash Disbursement/Audit Trail	3.1	I	I	R	I	I	A	R	R	R			C	C	I	I
	3.2	I	I	R	I	I	A	R	R	R					I	I
	3.3		R	R	R	R	R		A	R						I
	3.4	I	I	I	I	I	R/A	R	R	R					I	
Finding 2023-04: Unsupported Inventory Control	4.1	I	I	R	I	I	A	R			R		C		I	I
	4.2	I	I	I	I	I	A	R			R				I	

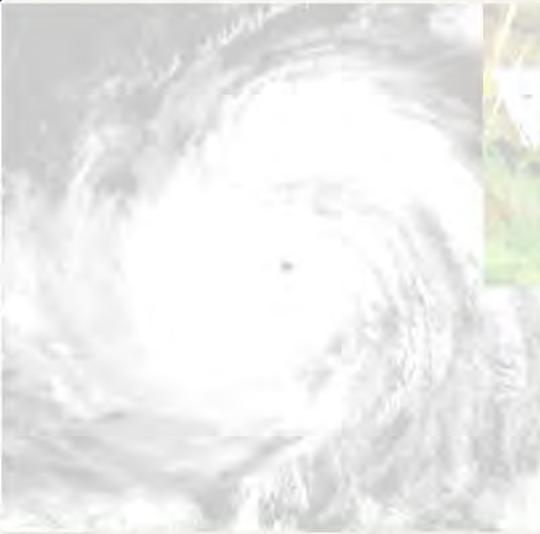
R= Responsible  
 A= Accountable  
 C= Consulted  
 I= Informed

Finding #	#	COS	HSA	OCDA	GRO Director	SHMO	CAP PM/QMT	Project Officer	ASO	Finance and Admin	Log Officer	BBMR	DOA	GSA	OPA	DHS/FEMA
		Leadership					Project Team Members					External Resources				
Finding 2023-09: Inaccurate or Untimely Reporting on FFR (SF-425)	9.1	I	I	R	I	I	R/A	R	R	R			C		I	I
	9.2		I	I	I	I	R/A	R	R	R			C			
	9.3		I	I	I	I	R	R	A	R			C			I
Finding 2023-10: Written Policies and Procedures Non-Compliant with Current Federal Guidance	10.1	I	I	R	I	I	R/A	R	R	R		C	C		I	I
	10.2		R	R	R	R	R		A	R						I
	10.3	I	C	C	C	C	R/A	R	R	R			C	C	I	C
Finding 2023-11: Unsupported Sub-Recipient Files (i.e., Compliance, Debarment, or Suspension)	11.1	I	R	R	R	R	R/A	R	R	R		C	C		I	I
	11.2	I	R	R	R	R	R/A	R	R	R		C	C		I	I
	11.3		R	R	R	R	R		A	R						I
Finding 2023-12: Budget Matching	12.1	I	C	R/A	C	C	R	R	R	R					I	I
	12.2	I	I	R	I	I	R/A	R	R	R		C	C		I	I
	12.3		R	R	R	R	R		A	R						I
	12.4	I	I	I	I	I	R/A	R	R	R		C	C		I	I

R= Responsible  
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Finding #	#	COS	HSA	OCDA	GRO Director	SHMO	CAP PM/QMT	Project Officer	ASO	Finance and Admin	Log Officer	BBMR	DOA	GSA	OPA	DHS/FEMA	
		Leadership				Project Team Members						External Resources					
Finding 2023-05: Unsupported Salary Charged to the Grants	5.1		R/A	R/A	R/A	I	R	R	R	R							I
	5.2		R	R	R	R	R		A	R							I
	5.3		I	I	I	I	R	R	A	R							
	5.4	I	I	I	I	I	R/A	R	R	R						I	
Finding 2023-06: Insufficient Procurement Procedures	6.1	I	I	R	I	I	R/A	R	R	R			C	C	I		I
	6.2		R	R	R	R	R	R	A	R							I
	6.3	I	I	R	I	I	R/A	R	R	R							
	6.4	I	I	I	I	I	R/A	R	R	R			C	C	I		
Finding 2023-07: Unsupported or ineligible disbursements	7.1	I	I	R	I	I	A	R	R	R			C	C	I		I
	7.2		R	R	R	R	R		A	R							I
	7.3	I	I	I	I	I	R/A	R	R	R			C	C	I		
Finding 2023-08: Undocumented Travel Expenses Charged	8.1	I	I	R	I	I	R/A	R	R	R		C	C		I		I
	8.2		I	R	I	I	R		A	R							I
	8.3	I	I	I	I	I	R/A	R	R	R			C	C	I		

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# THE TERRITORY OF GUAM GUAM EMERGENCY OPERATIONS PLAN



December 2025



Prepared by the Guam Office of Civil Defense

**RECORD OF CHANGES**

#	Date	Description of Change	Page or Section	Entered by	Approval Date
1	MM/DD/YYYY				

**RECORD OF DISTRIBUTION**

<b>Date</b>	<b>Plan Version</b>	<b>Recipient Name</b>	<b>Position</b>	<b>Format</b>
MM/DD/YYYY				

## **APPROVAL AND IMPLEMENTATION**

Pursuant to the authority granted under Title 10, Guam Code Annotated, Chapter 65, the Office of Civil Defense is responsible for developing, updating, and maintaining the Guam Comprehensive Emergency Management Plan (CEMP) and its supporting plans, annexes, and procedures.

The Guam Emergency Operations Plan (EOP) is a component of the Guam CEMP and serves as the foundational plan guiding territorial response and coordination during emergencies and disasters.

The Guam EOP is promulgated through the Governor of Guam's approval of the Guam CEMP and shall remain in effect as the official operational plan for the Territory of Guam until superseded or amended in accordance with 10 GCA § 65121.

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## EXECUTIVE SUMMARY

The Guam Emergency Operations Plan establishes Guam's all-hazards framework for managing emergencies and disasters across the five mission areas: Prevention, Protection, Mitigation, Response, and Recovery. It provides the Government of Guam with a single, unified approach to coordinating actions that protect life, property, critical infrastructure, and the environment—before, during, and after incidents of any size.

The plan is designed for Guam's operational realities: a high-risk hazard environment (including tropical cyclones, earthquakes, tsunamis, public health emergencies, technological and hazardous materials incidents, and cyber disruption), geographic isolation and supply-chain constraints, and the need to integrate rapidly with federal, defense, private-sector, and community partners when territorial capability is stressed or exceeded. The Base Plan aligns Guam's coordination structure with national doctrine and systems to ensure Guam can receive and integrate external assistance efficiently.

### What this plan provides

#### *The EOP Base Plan:*

- Establishes territorial-level coordination through the Office of Civil Defense and the Territorial Emergency Operations Center (TEOC).
- Organizes Guam's coordination capabilities through the Emergency Support Function (ESF) structure, identifying lead coordination responsibilities and partner support roles.
- Defines activation and escalation concepts so Guam can scale from monitoring to sustained full operations based on incident complexity and life-safety risk.
- Clarifies how Guam maintains a Common Operating Picture, synchronizes priorities, coordinates public information, and supports incident command and unified command without replacing field command.
- Provides a standardized approach for resource management, mutual aid, and workforce augmentation during sustained operations.
- Reinforces whole-community integration, including the roles of village mayors, nongovernmental organizations, faith-based and community organizations, and critical infrastructure owners and operators.

#### *How Guam coordinates during emergencies*

- The TEOC serves as Guam's primary multiagency coordination platform. When activated, the TEOC:
  - Supports leadership decision-making and establishes incident priorities and objectives.
  - Coordinates ESF support, resource requests, and interagency task alignment.
  - Facilitates information flow from villages, field operations, agencies, and partners to build and sustain situational awareness.
  - Synchronizes public messaging and warning coordination to ensure timely, consistent, accessible information to the public.

- Coordinates with federal partners and defense partners as needed when territorial resources are exceeded or specialized capabilities are required.
- Core operating principles

**The plan is built on:**

- Scalability: activate only what is needed; expand quickly when conditions change.
- Unity of effort: coordinated action across agencies and partners under shared priorities.
- Support to incident command: field command leads tactical operations; the TEOC/ESFs enable coordination, resources, and territory-wide support.
- Whole-community integration: government, private sector, NGOs, and communities are essential to outcomes.
- Continuity and resilience: operations must continue even under degraded communications, facility disruption, or staffing limitations.

**Plan use and maintenance**

The Base Plan is implemented through supporting annexes, SOPs, and checklists. It is maintained through an established review and update process informed by exercises, after-action findings, and operational lessons learned, ensuring the plan remains current, actionable, and operationally relevant.

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# 1. PURPOSE, SCOPE, SITUATION OVERVIEW, AND PLANNING ASSUMPTIONS

## A. Purpose

The purpose of the Guam Emergency Operations Plan is to establish a comprehensive, all-hazards framework for the Territory of Guam to prepare for, respond to, recover from, and mitigate the impacts of emergencies and disasters. The EOP aligns with the National Preparedness System and integrates principles from the National Response Framework (NRF), the National Mitigation Framework, and the National Disaster Recovery Framework, ensuring compatibility with federal doctrine and guidance, including the Threat and Hazard Identification and Risk Assessment (THIRA) and the Stakeholder Preparedness Report (SPR) processes.

The plan addresses Guam's unique vulnerabilities to tropical cyclones, tsunamis, earthquakes, public health emergencies, technological incidents, cybersecurity threats, and the long-term effects of climate change. It provides a unified structure to safeguard the island's population, property, and critical infrastructure from the impacts of natural, technological, and human-caused hazards.

The EOP defines the roles and responsibilities of the TEOC and the ESF Team in coordinating preparedness, response, recovery, and mitigation efforts across local, territorial, and federal levels. It emphasizes whole-community engagement by incorporating contributions from government agencies, non-governmental organizations (NGOs), private-sector partners, and vulnerable populations.

The EOP consists of a Base Plan, which outlines Guam's overarching emergency management framework; Functional Annexes, which describe specific operations or capabilities; and Hazard-Specific Annexes, which address unique risks and response strategies.

By promoting a scalable and flexible approach to emergency management, the Guam EOP enhances territorial resilience, facilitates integration of federal assistance, and ensures effective management of both traditional and emerging threats, including pandemics, cybersecurity incidents, and climate-related risks.

## B. Scope

The EOP applies to all emergencies and disasters that affect the Territory of Guam, including its government agencies, instrumentalities, and political subdivisions. The plan encompasses coordination with NGOs, private-sector partners, faith-based and community-based organizations, and federal partners to support territorial emergency management operations.

It provides a comprehensive framework for managing natural, technological, and human-caused incidents that may threaten life, property, the environment, or the economy. It applies to events of all magnitudes, from localized emergencies requiring limited coordination to catastrophic incidents that exceed local and territorial capabilities and necessitate federal assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

The plan may be activated in whole or in part by the Administrator of the Office of Civil Defense (OCD) or their designee when an emergency, disaster, or credible threat requires multiagency coordination or exceeds the capacity of a single jurisdiction or department. Activation may also occur upon issuance of an executive order or emergency declaration by the Governor of Guam.

The EOP encompasses all five mission areas of emergency management—Prevention, Protection, Mitigation, Response, and Recovery—and serves as the central coordination tool for the TEOC. Functional annexes describe specific operational processes that support these mission areas. In contrast, hazard-specific annexes provide tailored guidance for individual threats such as tropical cyclones, tsunamis, earthquakes, wildfires, hazardous materials incidents, public health emergencies, cybersecurity events, and climate-related hazards.

The plan applies to all geographic areas within Guam's territorial boundaries, including outlying islands and nearshore waters. It also provides mechanisms for coordination with regional and federal partners through mutual aid and cooperative agreements, including the Emergency Management Assistance Compact (EMAC) and relevant interagency agreements.

The EOP ensures a unified and scalable approach to emergency management, supporting continuity of operations, protecting critical infrastructure, and maintaining essential community lifelines across the Territory of Guam. It defines the roles, responsibilities, and authorities of participating entities.

## C. Situation Overview

The Territory of Guam is an island jurisdiction in the western Pacific Ocean, approximately 3,800 miles west of Hawaii and 1,500 miles south of Japan. Its insular location, limited land area, and reliance on maritime and air transport shape a distinctive emergency management environment. Guam's exposure to the western Pacific typhoon belt and its proximity to seismic zones and the Mariana Trench create recurring risks that require sustained preparedness and coordination across all levels of government.

**(1) Risk and Hazard Profile.** Guam's hazard environment is characterized by recurring threats with varying probability and consequence. Major hazards identified through the THIRA and the Guam Hazard Mitigation Plan include:

(a) *Natural Hazards.* Tropical cyclones, typhoons, earthquakes, tsunamis, flooding, wildfires, drought, and coastal erosion.

(b) *Technological Hazards.* Hazardous materials releases, aviation and maritime accidents, utility disruptions, and cybersecurity incidents.

(c) *Human-Caused Hazards.* Ballistic missile attack, terrorism, civil disturbance, mass-casualty incidents, and public health emergencies, including infectious disease outbreaks.

Tropical cyclones and flooding occur most frequently, while earthquakes, tsunamis, or significant technological failures could cause island-wide, catastrophic impacts.

Climate change and sea-level rise are intensifying and increasing the frequency of weather-related hazards, thereby expanding the area of coastal vulnerability.

**(2) Geographic Considerations.** Guam is the southernmost island in the Mariana Archipelago and the westernmost territory of the United States, located approximately 3,800 miles west of Hawaii, 1,500 miles south of Japan, and 7,900 miles from the U.S. mainland. This geographic distance from the continental United States creates extended logistical timelines for moving personnel, equipment, and supplies, making the island heavily dependent on maritime and air transportation. Disruptions to the Port Authority of Guam or the A.B. Won Pat International Airport can significantly delay the delivery of essential goods and federal assistance during emergencies.

The island encompasses approximately 212 square miles, characterized by limestone plateaus in the north, volcanic uplands in the south, and narrow coastal lowlands along the western shoreline. Population centers and key government and commercial facilities are concentrated along the west corridor from Hagåtña to Dededo and Yigo, where much of Guam's critical infrastructure, including transportation, utilities, and communication systems, is located.

Guam's transportation network consists primarily of a single highway loop, anchored by Marine Corps Drive (Route 1) and its connecting routes. These serve as the island's main arteries for commerce, emergency response, and evacuation operations. However, several segments are vulnerable to flooding, landslides, and debris blockage following typhoons or earthquakes, which can severely impede emergency logistics and response efforts. Many interior and southern routes are narrow and susceptible to erosion, further constraining mobility during large-scale incidents.

Despite its geographic isolation, Guam's geostrategic importance continues to grow, a trend expected to accelerate in the coming years. The island serves as a critical hub for U.S. military operations in the Indo-Pacific region, hosting major naval and air installations. This positioning makes Guam a potential target for adversarial state and non-state actors seeking to disrupt or degrade U.S. defense capabilities. The possibility of a ballistic missile attack or weapons of mass destruction (WMD) incident is therefore not merely theoretical; it represents a credible and evolving threat. Adversarial nations within the region possess missile systems capable of striking Guam, while the island's openness and international connectivity increase the potential for terrorist infiltration or asymmetric attacks.

As a result, Guam's emergency management planning must account not only for natural and technological hazards but also for the consequences of national security-related incidents, including missile strikes, radiological contamination, cyberattacks on critical infrastructure, and mass-casualty terrorism scenarios. The Territory's dual civilian–military landscape requires strong coordination between the Government of Guam, the U.S. Department of Defense, and federal agencies to ensure unified protection and response measures.

**(3) Vulnerable Facilities and Populations.** Guam has multiple facilities and populations requiring priority consideration during emergencies, including hospitals, long-term care facilities, schools, and correctional institutions. Populations requiring

additional assistance include individuals with disabilities and others with access and functional needs, older adults, children in day care and school settings, and persons with limited English proficiency.

Several residential areas across the island face an elevated risk due to their geographical location and limited access to essential services. Coastal and low-lying communities are particularly vulnerable to flooding, storm surges, and coastal erosion. Additionally, interior and remote settlements often lack consistent access to power, potable water, and wastewater infrastructure. Residents in these areas may rely on generators, catchment systems, or other non-grid solutions that are vulnerable to disruption during disasters.

Critical facilities, such as Guam Memorial Hospital, the U.S. Naval Hospital, the Guam Power Authority (GPA), the Guam Waterworks Authority (GWA), and major telecommunications hubs, are essential to maintaining community lifelines and ensuring the continuity of government operations. Damage or service interruption to these facilities could severely impact health care delivery, public safety, and communication island-wide.

Emergency planning must therefore prioritize rapid assessment and restoration of services to these critical facilities and incorporate contingency measures to reach isolated and underserved communities that may experience delayed response due to damaged infrastructure or limited accessibility. Coordination with village mayors, nongovernmental organizations, and community-based groups will be essential to identifying needs, facilitating evacuations, and ensuring equitable distribution of relief and recovery resources.

**(4) Interdependencies and Resource Dependencies.** Guam's insular status makes it heavily dependent on external support for fuel, food, pharmaceuticals, and construction materials. During catastrophic incidents, the Territory relies on coordinated assistance from the Federal Emergency Management Agency (FEMA) Region 9, the U.S. Indo-Pacific Command (USINDOPACOM), and other federal agencies operating under the National Response Framework. Guam also participates in the EMAC and maintains regional coordination mechanisms with the Commonwealth of the Northern Mariana Islands (CNMI), Hawaii, and other Pacific territories to facilitate mutual aid and information sharing.

Territorial response is managed through the TEOC and ESF structure, which links local agencies with federal, military, and regional partners to sustain critical lifelines.

**(5) Readiness and Preparedness Posture.** OCD, in conjunction with the Guam Office of Homeland Security (OHS), maintains Guam's readiness and preparedness posture to ensure the Territory can effectively anticipate, respond to, and recover from emergencies and disasters.

Readiness refers to the measurable state of capability achieved through training, equipment, staffing, and coordination that enables immediate and sustained response operations. The Territory assesses its readiness through after-action reviews, capability assessments, and analysis of real-world incidents to determine operational capacity and identify areas for improvement. These evaluations inform

updates to plans, training priorities, and resource requests, close capability gaps, and ensure the efficient activation of the TEOC when required.

In comparison, preparedness encompasses the broader process of planning, organizing, equipping, training, exercising, evaluating, and improving capabilities to build resilience before an incident occurs. Preparedness activities emphasize whole-community engagement by integrating government agencies, the private sector, NGOs, and faith-based organizations into planning, training, and exercises. The inclusive approach ensures that preparedness initiatives account for Guam's unique risk profile, insular logistics, and the needs of vulnerable populations across all villages.

Together, readiness and preparedness form the foundation of Guam's emergency management system. OCD and OHS implement a continuous improvement cycle aligned with the Integrated Preparedness Plan (IPP) and the Stakeholder Preparedness Report.

**(6) Hazard and Threat Analysis Summary.** The Guam Hazard Mitigation Plan (2024) and THIRA identify a broad range of natural, technological, and human-caused hazards that have the potential to cause significant disruption to the Territory. The most frequent and consequential threats include tropical cyclones and typhoons, along with their associated flooding, which routinely cause extensive damage to infrastructure, homes, and utilities. Earthquakes and tsunamis pose less frequent but high-impact risks, while landslides, drought, and wildfires threaten isolated communities and transportation networks, particularly in the southern region. Technological and infrastructure hazards, including hazardous material releases, utility failures, and cyber incidents, continue to challenge Guam's resilience due to the limited redundancy in its power, water, and communication systems. Human-caused threats such as terrorism, cyberattacks, and potential ballistic missile or WMD incidents reflect Guam's growing strategic significance in the Indo-Pacific region and require close coordination between territorial and federal agencies.

Geographically, the highest-risk areas include western coastal villages vulnerable to typhoon winds, flooding, and storm surge; southern volcanic regions prone to landslides; and northern population centers exposed to high winds, drought, and utility disruptions. Critical infrastructure concentrated in coastal and low-lying areas, such as the Port Authority of Guam, A.B. Won Pat International Airport, and major utility facilities, faces compounding risks from multiple hazard types.

Climate trends indicate that typhoon intensity, rainfall rates, and sea-level rise are likely to increase over time, thereby amplifying both coastal and inland flooding hazards. Concurrently, advances in technology and the island's expanding defense posture elevate the likelihood and potential impact of cybersecurity and national security-related incidents. Guam's hazard environment is therefore dynamic and interdependent. A single event can cascade into multiple disruptions to lifelines, affecting water, energy, healthcare, and communications. The interconnected risk profile underscores the necessity for an integrated, whole-community approach.

High-Risk Areas	Tropical Cyclones / Typhoons	Flooding / Storm Surge	Earthquakes / Tsunamis	Landslides / Slope Failure	Drought / Wildfire	Technological / HazMat Incidents	Cyber / Utility Disruption	Public Health Emergencies	Terrorism / WMD / National Security Incidents
<b>Western Coastal Villages (Hagåtña, Piti, Agat, Merizo, Tamuning)</b>	High: wind and coastal inundation threaten homes, businesses, and public facilities	High: prone to storm surge and tidal flooding; chronic drainage issues	Moderate: potential tsunami inundation; firm ground shaking impacts older structures	Low	Low	Moderate: proximity to port and road transport corridors	Moderate: energy, water, and comms nodes concentrated here	Moderate: dense population centers increase exposure	High: proximity to government centers and major infrastructure
<b>Northern Urban Corridor (Dededo–Yigo)</b>	High: wind and rainfall impacts; potential roof and utility damage	Moderate: localized flash flooding in low-lying areas	Moderate: soil liquefaction and building damage possible	Low	Moderate: vegetation fire risk in open areas	Moderate: near transport of fuel and chemicals	High: major telecom and utility infrastructure located here	High: largest residential population; disease spread potential	Moderate: large housing areas, schools, and military housing nearby
<b>Southern Volcanic Region (Umatac, Inarajan, Talofofo)</b>	Moderate: high winds, road debris, and isolated power loss	Moderate: riverine flooding in valleys	Moderate: potential ground shaking and landslides	High: steep terrain, heavy rainfall triggers slope failures	Moderate: wildfire risk in the dry season	Low	Moderate – dependent on single utility routes	Low: dispersed population	Low: limited high-value targets, but access constraints delay response
<b>Hagåtña Central Government District</b>	High: administrative and cultural centers are at risk of wind and flood damage.	High: sits within a low-lying floodplain; repeated inundation during storms	Moderate: older structures are vulnerable to seismic activity	Low	Low	Moderate: dense road network and proximity to port	High: hub for government information technology (IT) and emergency communications	High: administrative workforce density	High: symbolic and strategic target for attacks

<b>High-Risk Areas</b>	<b>Tropical Cyclones / Typhoons</b>	<b>Flooding / Storm Surge</b>	<b>Earthquakes / Tsunamis</b>	<b>Landslides / Slope Failure</b>	<b>Drought / Wildfire</b>	<b>Technological / HazMat Incidents</b>	<b>Cyber / Utility Disruption</b>	<b>Public Health Emergencies</b>	<b>Terrorism / WMD / National Security Incidents</b>
<b>Critical Infrastructure Sites (Port Authority, Airport, GPA, GWA, Telecommunication Hubs)</b>	High: exposed to typhoon winds and storm surge	High: located in low-lying coastal areas	High: susceptible to seismic shaking and liquefaction	Low	Low	High: potential secondary incidents from fuel/chemical releases	High: interconnected systems create cascading impacts	Moderate: potential workforce disruption	High: high-value national security assets and critical nodes
<b>Healthcare and Care Facilities (Hospitals, Clinics, Long-Term Care, Schools)</b>	High: wind and power outage risks affect operations	Moderate: localized flooding; patient evacuation issues	Moderate: structural risk during earthquakes	Low	Low	Moderate: hazardous material proximity, especially near industrial zones	High: power/water dependency; life-safety systems at risk	High: direct role in public health emergencies	Moderate: potential target or collateral impact in mass-casualty events
<b>Environmental and Coastal Resources (Mangroves, Reefs, Watersheds)</b>	High: coastal erosion, debris, and runoff damage	High: prolonged inundation and sedimentation	Low: indirect impacts from seismic displacement	Moderate: slope instability increases sediment load	Moderate: drought and wildfires affect watershed quality	Low	Low	Low	Low

Table 1. Hazard-High Risk Area Impact Matrix

## 2. PLANNING ASSUMPTIONS

Planning assumptions establish baseline conditions accepted as accurate for the purpose of developing and executing this plan. They represent informed judgments about anticipated circumstances, resource availability, and environmental conditions that influence emergency operations on Guam. Assumptions enable planners to move forward despite uncertainty; they fill information gaps until verified facts become available during an incident. As operations unfold, each assumption must be continuously validated or revised based on situational updates, field assessments, and intelligence reports.

The section organizes assumptions according to the Incident Command System (ICS) functional areas to align validation responsibilities with the TEOC.

### A. Command and Coordination

#	Assumption	Validation During Incident
A1	All emergencies and disasters occur locally, but may have island-wide or regional impacts.	Assessing initial reports from mayors, first responders, and the TEOC to determine incident scope and potential regional effects.
A2	The Government of Guam will act within its legal authorities to save lives, protect property, and restore critical services.	Emergency declarations, TEOC activation, and issuance of executive directives.
A3	The Incident Command System and Unified Command principles will be applied to all emergencies that require a coordinated response.	Observing command structure implementation in situational reports and incident action plans.
A4	Guam is vulnerable to both escalating events (e.g., tropical cyclones, tsunamis) and rapid-onset incidents (e.g., earthquakes, terrorist attacks), all of which may occur with or without warning and require immediate action.	Analyzing event type, forecast data, and situational awareness inputs from OCD, OHS, the National Weather Service, and law enforcement intelligence to determine whether the incident allowed for preparation.
A5	The severity and complexity of the event will determine whether the TEOC is activated.	Activation levels and staffing patterns are recorded in TEOC situation reports.
A6	Department of Defense (DoD) installations will provide civil support consistent with Defense Support of Civil Authorities (DSCA) policy and mission priorities.	Coordination with the Defense Coordinating Element (DCE) and DoD liaisons at the TEOC.
A7	A threatened missile strike or other national security event may necessitate activating emergency functions, even in the absence of physical damage.	Intelligence alerts, Indo-Pacific Command coordination, and government protective action decisions.
A8	Coordination will include virtual or hybrid operations.	Confirm use of remote platforms when physical co-location is limited.
A9	Public information and risk communication will be essential to maintaining trust and compliance.	Evaluate media monitoring, rumor control, and social media engagement metrics during incidents.

Table 2. Planning Assumptions - Command and Coordination

## B. Operations

#	Assumption	Validation During Incident
B1	Survivors and bystanders are often the first responders, providing initial lifesaving aid before official resources arrive.	Incident reporting, damage assessments, and community response observations within the first 24 hours.
B2	Emergencies can cause casualties, damage to infrastructure, service disruptions, and social or economic impacts.	Rapid needs assessments, damage assessments, and situation reports (SITREPs).
B3	Evacuation and sheltering operations may be necessary on an island-wide scale.	Population movement tracking, shelter activation reports, and situational awareness data.
B4	Community preparedness and self-sufficiency during the first 72 hours reduce demands on government response.	Comparing early resource requests and population behavior data against pre-incident outreach records.
B5	Accessibility and inclusion for individuals with disabilities and others with access and functional needs will be maintained in all operations.	Shelter accessibility checks and after-action feedback from functional needs coordinators.
B6	Certain rural and southern villages may become temporarily isolated due to road damage or power loss.	Field reconnaissance and Department of Public Works road status reports.
B7	Mass distribution operations may be required to supply essential commodities to affected populations.	Unmet needs assessments and logistics tasking requests from local jurisdictions.
B8	FEMA Community Lifelines will guide operational priorities.	Review operational objectives in Incident Action Plans (IAPs) and lifeline status indicators.
B9	Mutual aid responders and volunteers may require just-in-time training or credential verification before deployment.	Validate through Resource Unit logs and volunteer management documentation.
B10	Debris management and hazardous waste removal will be among the earliest and most resource-intensive recovery operations.	Track early mission requests and debris-clearance tasking during the first operational periods.

Table 3. Planning Assumptions - Operations

## C. Planning

#	Assumption	Validation During Incident
C1	Forecasts and intelligence allow limited pre-event staging for predictable hazards.	Indicators and warnings, advisories, and pre-deployment documentation.
C2	Situational awareness will rely on the timely sharing of information among ESFs, federal partners, and village mayors.	SITREP timeliness and completeness metrics.
C3	Population and infrastructure data used for planning may differ from real-time conditions during an event.	Updated GIS data, field assessments, and HAZUS analyses.
C4	Planning assumptions will be continuously reevaluated as verified facts emerge.	Updates to the Common Operating Picture and IAP revisions.
C5	Military buildup, economic development, and climate change will continue to alter Guam's risk environment.	Post-incident analysis and demographic or hazard studies.
C6	Information technology systems are vulnerable to overload or cyber disruption during sustained emergencies.	Monitor the continuity of communications and the integrity of data systems in TEOC logs.

C7	Continuity of government and the preservation of essential records are vital for sustained operations.	Confirm implementation of alternate facility or record backup procedures.
C8	Climate variability and sea-level rise will continue to alter the frequency and magnitude of hazards.	Validate through post-event meteorological analysis and updated hazard models.

Table 4. Planning Assumptions - Planning

## D. Logistics

#	Assumption	Validation During Incident
D1	Territorial resources will be exhausted in the event of a major or catastrophic incident.	Tracking resource depletion rates and mutual aid requests.
D2	Additional resources will be requested through EMAC, DoD, or FEMA Region 9 when local capacity is exceeded.	Official resource request forms (RRFs, mission assignments).
D3	Advance coordination may allow pre-positioning of supplies, equipment, and personnel before impact.	Logistics movement orders and staging documentation.
D4	All available territorial, private, and partner resources will be leveraged to meet emergency needs.	Tracking resource utilization and mutual aid requests through DisasterLan (DLAN) and EMAC Operations System (EOS)
D5	Critical infrastructure, such as the Port Authority, airports, GPA, and GWA, is vulnerable to damage and will require prioritized restoration.	Infrastructure status reports and field inspections.
D6	Tourism, transient, and non-English speaking populations will require coordinated logistical and communication support.	Validate via visitor data, shelter registration, and consular coordination reports.
D7	Global supply chain disruptions may delay the procurement and transportation of critical commodities.	Track lead times for resource orders and delivery schedules during the activation process.
D8	Transportation routes may be compromised, requiring alternate staging and distribution methods.	Validate through the Department of Public Works and public safety access assessments and traffic control reports.
D9	Fuel availability will be a limiting factor for sustained operations.	Monitor GPA and private supplier inventory reports, as well as resupply intervals.

Table 5. Planning Assumptions - Logistics

### E. Finance and Administration

#	Assumption	Validation During Incident
E1	Each response agency will document costs and resource usage to support reimbursement and recovery.	Monitoring financial documentation submissions.
E2	Federal disaster declarations may be required to unlock long-term recovery funding.	Coordination with FEMA Region 9 and issuance of a presidential declaration.
E3	Damage assessments will determine eligibility for public assistance and funding for mitigation.	Joint preliminary damage assessment (PDA) results.
E4	Electronic financial systems may be inaccessible during prolonged outages, requiring manual documentation.	Confirm activation of backup financial tracking processes.
E5	Long-term recovery funding will depend on accurate, timely damage assessments and cost documentation.	Validate through FEMA joint preliminary damage assessment completion and submission timelines.

Table 6. Planning Assumptions - Finance and Administration

### F. Demographics and Environment

#	Assumption	Validation During Incident
F1	Guam’s resident population of approximately 171,000 (2024 estimate) is concentrated along the western and northern regions, with smaller rural populations in the south.	Latest Bureau of Statistics and Plans (BSP) demographic data and village situation reports.
F2	Approximately 8,000 U.S. military personnel and 8,000 dependents reside on Guam; roughly half live off base and may require civil support.	Validation by Task Force Marianas and Joint Region Marianas emergency operations centers.
F3	Guam’s multilingual population may face language or cultural barriers that affect communication during emergencies.	Situational feedback from mayors, NGOs, and shelter managers on communication effectiveness.
F4	Guam receives approximately 1.3–1.6 million annual visitors, many of whom are non-English speakers and transient populations that require special planning considerations.	Guam Visitors Bureau (GVB) data, airport passenger counts, and coordination with tourism sector partners.
F5	Populations with limited mobility, language barriers, or undocumented status may underreport needs and require proactive outreach.	Validate through NGO and mayor reports on service demand and unmet needs.
F6	Extended power or communication outages will increase public reliance on in-person information channels such as village mayors and radio networks.	Assess through communication method usage reports during prolonged outages.

Table 7. Planning Assumptions - Demographics and Environment

### 3. CONCEPT OF OPERATIONS (CONOPS)

The Governor of Guam, through the Office of Civil Defense, directs and coordinates the Territory's response to and recovery from emergencies and disasters. The EOP outlines how government, military, private sector, and community partners will collaborate to protect lives, property, and the environment, restore critical lifelines, and ensure the continuity of government.

When an emergency occurs, initial response is led by on-scene Incident Commanders (IC). As the complexity or magnitude of the event increases, the TEOC provides centralized coordination, information sharing, and resource support to sustain operations. The TEOC integrates ICS, ESF, and Task Force (TF) structures to ensure a unified, scalable, and flexible approach to incident management.

The desired end state of this plan is defined in terms of the threat or hazard, the civilian population, the environment, and emergency management personnel and responders.

- Threat or Hazard
  - The hazard is contained, neutralized, or stabilized to eliminate immediate danger to life, property, and critical infrastructure.
  - Cascading or secondary effects are mitigated.
  - Remaining risks are identified, monitored, and managed through territorial and federal coordination.
  - Conditions allow safe continuation of response and transition to recovery operations.
- Civilian Population
  - Life safety is protected, and critical needs such as food, water, shelter, and medical care are met.
  - Displaced individuals are safely sheltered or relocated, and family reunification is underway.
  - Services and information are accessible to all residents, including vulnerable and non-English-speaking populations.
  - Public confidence and order are maintained through coordinated communication and law enforcement presence.
- Environment
  - Immediate threats to public health, water quality, and ecosystems are mitigated.
  - Debris and hazardous materials are contained or removed to prevent further harm.
  - Recovery efforts proceed in a manner that protects the natural and built environment and supports long-term resilience
- Emergency Management Personnel and Responders
  - Emergency management and response personnel are protected from injury, fatigue, and exposure to hazards.
  - Responders have adequate logistics support, rest cycles, and relief rotations to sustain operations.
  - Command and coordination are maintained through an established Unified Command and Incident Command System structure.
  - A Common Operating Picture (COP) is shared across all responding organizations and levels of government.
  - Transition from response to recovery is orderly, documented, and informed by continuous planning and operational assessments.

- Lessons learned and after-action findings are collected to enhance future preparedness and response capability.

## A. Plan Activation Authority

The EOP and TEOC may be activated by:

- The Governor of Guam;
- The Office of Civil Defense (Territory Emergency Management Agency)

Activation levels correspond to the scope and severity of the event, from enhanced monitoring to full activation of all ESFs. Activation automatically triggers relevant functional and hazard-specific annexes.

## B. Emergency Declarations

Under 10 GCA § 65107, only the Governor may declare a state of emergency for the Territory. The declaration authorizes extraordinary powers to preserve life and property, including the control of resources, the suspension of regulations, and the deployment of the Guam National Guard. The process of declaring an emergency is described in further detail below.

**(1) Territory Emergency Declaration Process.** For emergencies or disasters that could exceed local capabilities, the Governor of Guam will declare a State of Emergency by executive order or proclamation for the affected areas.

Depending on the type and scope of the event, the declaration will activate specific components of the EOP and the Guam Catastrophic (CAT) Plan. The proclamation issued by the Office of the Governor provides the legal authority to mobilize territorial resources, expedite procurement, suspend regulations as necessary, and coordinate interagency and inter-jurisdictional assistance, including through EMAC.

Executive orders, proclamations, and associated emergency rules issued under 10 GCA §65107 carry the full force and effect of law for the duration of the declared emergency.

The process for declaring a state of emergency is as follows:

1. The public is alerted and warned of an imminent or actual emergency or disaster through established alert and warning systems.
2. The OCD activates applicable portions of the EOP and hazard-specific annexes to manage the event.
3. OCD conducts an initial assessment of impacts, determines that a State of Emergency is warranted, and provides a formal recommendation to the Governor.
4. OCD provides supporting documentation and input to the Office of the Governor for the preparation of an executive order or proclamation.
5. Within the executive order, the Governor designates:
  - Primary Governor's Authorized Representative (GAR)
  - Alternate GAR
  - Primary Territorial Coordinating Officer (TCO)
  - Alternate TCO
6. The TEOC and ESFs initiate protective and life-safety measures to support local jurisdictions and the Government of Guam agencies.

7. Depending on the nature of the incident, Government of Guam agencies and other response organizations may activate their Continuity of Government (COG) and Continuity of Operations (COOP) plans to ensure essential functions are maintained.
8. The TEOC and ESF Team initiate coordinated response and recovery activities to support impacted areas and maintain a common operating picture.
9. The TCO, under the direction of the Governor, coordinates with FEMA Region 9 for situational awareness and, if necessary, requests federal technical or logistical assistance.
10. When federal assistance is requested, a copy of the signed executive order or proclamation is transmitted to FEMA Region 9 through established channels.

**(2) Presidential Emergency or Major Disaster Declaration.** Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. §5121 et seq.) and 44 CFR Part 206, the Governor of Guam may request that the President of the United States issue an Emergency or Major Disaster Declaration when the magnitude of an incident exceeds the Territory's capability to respond effectively.

Before making such a request, the Governor must declare a territorial state of emergency and certify that all appropriate actions have been taken. The request must be submitted within 30 days of the incident unless an extension is granted.

*(a) Emergency Declaration.* Issued when an incident requires immediate federal assistance to save lives, protect property, and public health and safety, or to avert the threat of catastrophe.

*(b) Major Disaster Declaration.* Issued when damage is of such severity and magnitude that effective response is beyond territorial capability, and federal assistance is necessary to supplement territorial, local, and private efforts.

In catastrophic or pre-landfall situations, the Governor may submit an expedited declaration request based on initial impact data or credible forecasts. Assistance under expedited declarations is initially limited to Category A (Debris Removal) and Category B (Emergency Protective Measures) until damage assessments are completed.

Each request must include:

- A description of the incident, its severity, and anticipated impacts;
- Documentation of territorial and local resources used;
- A certification that Guam will meet the required non-federal cost shares;
- An estimate of required federal assistance; and
- Designation of the GAR and TCO.

The request is transmitted to the FEMA Region 9 Administrator, who evaluates the documentation, considers FEMA's six evaluation factors, and makes a recommendation to the FEMA Administrator. The Administrator, through the Secretary of Homeland Security, submits a final recommendation to the President.

Upon approval, the Governor and the FEMA Region 9 Administrator execute a FEMA–Territory Agreement (FTA) that defines the incident period, designated areas, assistance programs, and cost-sharing arrangements. The President appoints a Federal Coordinating Officer (FCO) to oversee federal operations in coordination with the TCO.

## **C. Legal and Policy Framework**

Legal and policy authorities guiding emergency management operations include:

- 10 GCA Chapter 65, Civil Defense and Homeland Security;
- Executive orders and emergency proclamations issued by the Governor;
- The Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. §5121 et seq.);
- The Emergency Management Assistance Compact; and
- Department of Defense Directive 3025.18, Defense Support of Civil Authorities.

Legal questions or issues that arise during preparedness, response, or recovery operations are addressed collaboratively by the Office of the Attorney General (OAG), the Governor's Legal Counsel, and OCD. These entities review applicable territorial laws, executive authorities, and emergency declarations to provide legal guidance to agency directors, ESF leads, and the TCO.

During a declared emergency, 10 GCA §65107(e) authorizes the Governor to suspend specific statutes or regulations to facilitate protective actions and emergency operations. Additionally, 10 GCA §65108 provides that government employees, volunteers, and authorized emergency responders acting within the scope of their official duties are afforded liability protection, except in cases of wilful misconduct, gross negligence, or bad faith.

The framework ensures that emergency management actions are conducted lawfully, that legal and liability issues are resolved promptly through established government counsel, and that responders can act decisively under the legal protections afforded by Guam law and applicable federal statutes.

## **D. Activation of Emergency Facilities**

The Territorial Emergency Operations Center, or its designated alternate, may be activated at any level necessary to monitor or respond to threats, hazards, or incidents affecting Guam. The TEOC can operate 24 hours a day, 7 days a week, with staffing levels adjusted according to operational requirements.

Level	Description	Staffing
Level 4 – Steady State	Routine operations. Continuous situational awareness and monitoring of potential or developing incidents. Daily coordination and information sharing occur through the Duty Officer.	Duty Officers
Level 3 – Enhanced Monitoring	Elevated readiness due to potential threats or developing incidents. Increased monitoring and coordination to support situational awareness.	EOC Director, Command and Special Staff, select staff members, Multi-Agency Coordinator, and Action Tracker
Level 2 – Partial Activation	Activation of additional ESFs to manage a multi-agency incident requiring limited territorial coordination and resource support. Typically used for moderate impacts or when local resources are nearing capacity. 24-hour operations may begin depending on the event’s duration and scope.	Level 3 staff plus designated ESF leads and support agencies as needed.
Level 1 – Full Activation	The TEOC operates at maximum capacity to coordinate the Government of Guam’s full response to a major or catastrophic incident. All ESFs are activated, and 24-hour sustained operations are initiated.	All Level 3 staff plus all ESFs

Table 8. Territorial Emergency Operations Center Activation Levels

**(1) Activation Authority.** Activation authority rests with the:

- Governor of Guam or their designee
- Administrator, Office of Civil Defense or their designee

**(2) Activation Triggers.** The TEOC may be activated:

- In anticipation of or response to major hazards or significant threats
- Immediately following an incident requiring multi-agency coordination
- During periods of heightened security posture or credible threat information
- To support National or Territorial Special Security Events.

**(3) Activation Procedures.**

- OCD disseminates an activation message specifying the activation level, reporting instructions, and initial operating hours.
- TEOC members are expected to report as directed.
- Notifications to departments and agencies are issued through established leadership channels.
- The TEOC maintains coordination throughout the activation and incident with villages and agencies to sustain a Common Operating Picture.

**E. Coordination with Agencies and Partners**

The Office of Civil Defense serves as the central coordinating agency for all emergency management activities within the Government of Guam. Coordination is conducted through the Emergency Support Function structure, consistent with the National Response Framework, and through the Territorial Emergency Operations Center, which utilizes the Incident Command System.

**(1) Coordination Methods.**

*(a) Emergency Support Functions.* Territorial departments, agencies, and partner organizations are organized under 15 ESFs that align with the NRF. In the territory, we added ESF specifically for the Department of Defense.

To reflect Guam's unique civil–military environment and the critical role of the U.S. Armed Forces on the island, the Territory maintains an additional ESF #16 – Military Support to Civil Authorities (MSCA). ESF #16 facilitates coordination between the Government of Guam and military partners for planning, resource sharing, and operational support during emergencies and disasters. The coordination ensures the timely integration of military capabilities in support of civil authorities, while maintaining clear command relationships, adhering to applicable laws, and respecting both military and civilian jurisdictions.

Each ESF has a designated primary agency responsible for leading functional coordination, supported by additional public, private, and nongovernmental entities. During TEOC activation, ESFs coordinate planning, resource requests, situational reporting, and mission execution to ensure a unified territorial response.

ESF	ESF Coordinator(s)	Response Core Capabilities
ESF #1 – Transportation	Guam Department of Public Works (DPW)	<p>Coordinates the support of management of transportation systems and infrastructure, the regulation of transportation, the management of the Nation’s airspace, and ensures the safety and security of the national transportation system. Functions include, but are not limited to the following:</p> <ul style="list-style-type: none"> <li>• Transportation modes management and control;</li> <li>• Transportation safety;</li> <li>• Stabilization and reestablishment of transportation infrastructure;</li> <li>• Movement restrictions; and</li> <li>• Damage and impact assessment.</li> </ul>
ESF #2 – Communications	Guam Office of Homeland Security (OHS)	<p>Coordinates government and industry efforts for the reestablishment and provision of critical communications infrastructure and services, facilitating the stabilization of systems and applications against malicious activity (e.g., cyberattacks), and coordinating communications support to response efforts (e.g., emergency communication services, emergency alerts, and telecommunications). Functions include, but are not limited to, the following:</p> <ul style="list-style-type: none"> <li>• Coordination with telecommunications and information technology industries;</li> <li>• Coordination of the reestablishment and provision of critical communications infrastructure;</li> <li>• Protection, reestablishment, and sustainment of national cyber and information technology resources;</li> <li>• Oversight of communications within the federal response structures; and</li> <li>• Facilitation of the stabilization of systems and applications from cyber events.</li> </ul>
ESF #3 – Public Works and Engineering	Guam DPW	<p>Coordinates the capabilities and resources to facilitate the delivery of services, technical assistance, engineering expertise, construction management, and other support to prepare for, respond to, and recover from a disaster or an incident. Functions include, but are not limited to, the following:</p> <ul style="list-style-type: none"> <li>• Infrastructure protection and emergency repair;</li> <li>• Critical infrastructure reestablishment;</li> <li>• Engineering services and construction management; and</li> <li>• Emergency contracting support for life-saving and life-sustaining services.</li> </ul>
ESF #4 – Firefighting	Guam Fire Department (GFD)	<p>Coordinates the support for the detection and suppression of fires. Functions include, but are not limited to, supporting wildland, rural, and urban firefighting operations.</p>
ESF #5 – Information and Planning	Guam Office of Civil Defense (OCD)	<p>Supports and facilitates multi-agency planning and coordination for operations involving incidents that require federal coordination. Functions include, but are not limited to, the following:</p> <ul style="list-style-type: none"> <li>• Deliberate and crisis action planning; and</li> <li>• Information collection, analysis, visualization, and dissemination.</li> </ul>
ESF #6 – Mass Care, Emergency Assistance, Temporary Housing, and Human Services	Guam Department of Education  Mayor’s Council of Guam	<p>Coordinates the delivery of mass care and emergency assistance. Functions include, but are not limited to, the following:</p> <ul style="list-style-type: none"> <li>• Mass care;</li> <li>• Emergency assistance;</li> <li>• Temporary housing; and</li> <li>• Human services.</li> </ul>

ESF	ESF Coordinator(s)	Response Core Capabilities
ESF #7 – Logistics	Guam Department of Administration / General Services Administration  OCD	Coordinates comprehensive incident resource planning, management, and sustainment capability to meet the needs of disaster survivors and responders. Functions include, but are not limited to, the following: <ul style="list-style-type: none"> <li>• Comprehensive national incident logistics planning, management, and sustainment capability; and</li> <li>• Resource support (e.g., facility space, office equipment and supplies, and contracting services).</li> </ul>
ESF #8 – Public Health and Medical Services	Guam Department of Public Health and Social Services  Guam Memorial Hospital Authority	Coordinates the mechanisms for responding to actual or potential public health and medical disasters or incidents. Functions include, but are not limited to, the following: <ul style="list-style-type: none"> <li>• Public health;</li> <li>• Medical surge support, including patient movement;</li> <li>• Behavioral health services;</li> <li>• Mass fatality management; and</li> <li>• Veterinary, medical, and public health services.</li> </ul>
ESF #9 – Urban Search and Rescue	GFD	Coordinates the rapid deployment of search and rescue resources to provide specialized life-saving assistance. Functions include, but are not limited to, the following: <ul style="list-style-type: none"> <li>• Structural collapse (urban) search and rescue;</li> <li>• Maritime/coastal/waterborne search and rescue; and</li> <li>• Land search and rescue.</li> </ul>
ESF #10 – Oil and Hazardous Materials Response	Guam Environmental Protection Agency	Coordinates support in response to an actual or potential discharge and/or release of oil or hazardous materials. Functions include, but are not limited to the following: <ul style="list-style-type: none"> <li>• Environmental assessment of the nature and extent of oil and hazardous materials contamination; and</li> <li>• Environmental decontamination and cleanup, including buildings/structures and management of contaminated waste.</li> </ul>
ESF #11 – Agriculture and Natural Resources	Guam Department of Agriculture	Coordinates a variety of functions designed to protect the Nation’s food supply, respond to pest and disease incidents impacting agriculture, and preserve natural and cultural resources. Functions include, but are not limited to the following: <ul style="list-style-type: none"> <li>• Nutrition assistance;</li> <li>• Agricultural disease and pest response;</li> <li>• Technical expertise, coordination, and support of animal and agricultural emergency management;</li> <li>• Meat, poultry, and processed egg products safety and defense; and</li> <li>• Natural and cultural resources and historic properties protection.</li> </ul>
ESF #12 – Energy	Guam Power Authority	Facilitates the reestablishment of damaged energy systems and components, and provides technical expertise during an incident involving radiological/nuclear materials. Functions include, but are not limited to, the following: <ul style="list-style-type: none"> <li>• Energy infrastructure assessment, repair, and reestablishment;</li> <li>• Energy industry utilities coordination; and</li> <li>• Energy forecast.</li> </ul>

ESF	ESF Coordinator(s)	Response Core Capabilities
ESF #13 – Public Safety and Security	Guam Police Department	Coordinates the integration of public safety and security capabilities and resources to support the full range of incident management activities. Functions include, but are not limited to, the following: <ul style="list-style-type: none"> <li>• Facility and resource security;</li> <li>• Security planning and technical resource assistance;</li> <li>• Public safety and security support; and</li> <li>• Support for access, traffic, and crowd control.</li> </ul>
ESF #14 – Cross-Sector Business and Infrastructure	OHS	Coordinates cross-sector operations with infrastructure owners and operators, businesses, and their government partners, with a particular focus on actions taken by companies and infrastructure owners and operators in one sector to assist other sectors in preventing or mitigating cascading failures between them. Focuses particularly on sectors that are not currently aligned with other ESFs (e.g., the Financial Services Sector). Functions include, but are not limited to, the following: <ul style="list-style-type: none"> <li>• Assessment, analysis, and situational awareness of cross-sector challenges; and</li> <li>• Facilitates operational coordination with critical infrastructure sectors.</li> </ul>
ESF #15 – External Affairs	Joint Information Center  OCD	Coordinates the release of accurate, coordinated, timely, and accessible public information to affected audiences, including the government, media, NGOs, and the private sector. Works closely with state and local officials to ensure outreach to the whole community. Functions include, but are not limited to, the following: <ul style="list-style-type: none"> <li>• Public affairs and the Joint Information Center;</li> <li>• Intergovernmental (local, nongovernmental, and private sector) affairs; and Congressional affairs.</li> </ul>

*Table 9. Emergency Support Functions and Coordinators*

(b) *Multi-Agency Coordination through the TEOC.* The TEOC serves as the central hub for interagency coordination, maintaining a common operating picture, setting operational priorities, validating mission requests, and issuing task assignments. The TEOC integrates liaisons from village mayors, the private sector, NGOs, volunteer organizations, federal agencies, and DoD to ensure unity of effort.

Key response coordinating activities include:

- Facilitating interagency coordination across activated ESFs to support territorial objectives.
- Maintaining and disseminating a Common Operating Picture (COP) to ensure consistent situational awareness among all partners.
- Prioritizing and validating resource requests from local jurisdictions and ESFs for approval by the EOC Director or TCO.
- Assigning missions and tracking task execution across ESFs and supporting agencies.
- Conducting multi-agency coordination meetings and operational briefings to align response priorities and resource deployment.

(c) *Village-Level Coordination.* The Mayors' Council of Guam (MCOG) represents all villages and provides local situational awareness, identifies unmet needs, and coordinates resources, sheltering, and logistics within their jurisdictions. MCOG representatives are integrated into the TEOC structure through ESF coordination.

Key response coordinating activities include:

- Mayors activate local emergency operations centers or command posts to coordinate and communicate immediate lifesaving and life-sustaining actions with the TEOC.
- MCOG consolidates damage and needs assessments from villages and transmits findings through ESF channels to inform TEOC resource prioritization.
- MCOG, through ESF #7, validates and tracks village resource requests, supports local distribution point operations, and facilitates Points of Distribution (POD) activities for essential commodities.
- MCOG liaises with ESF #6 to coordinate shelter openings, capacity, and staffing consistent with territorial priorities.
- Coordinating public messaging: MCOG works with the Joint Information Center (JIC) to ensure consistency and accuracy of public safety messages, evacuation notices, and shelter information shared with village residents.
- Mayors coordinate with ESF #8 and ESF #13 to report and address the needs of individuals requiring specialized assistance or transport.

(d) *Private Sector Coordination.* OCD coordinates with private-sector entities to stabilize community lifelines and support emergency response operations. Coordination focuses on maintaining the flow of goods, services, and logistics essential to the population's safety and well-being. Private-sector coordination is facilitated through the TEOC and the ESF structure, particularly ESF #7 and ESF #14.

Key response coordinating activities include:

- Collect and share private-sector status updates on supply chains, facility operations, and workforce availability through TEOC coordination channels or the Business and Industry Operations Center (BIOC).

- Integrate private-sector liaisons into ESF coordination meetings (primarily ESF #7 and ESF #14) to synchronize logistics, resource distribution, and restoration priorities.
- Coordinate private-sector resource offers or requests through ESF #7 for validation, tasking, and documentation.
- Coordinate with major private employers and essential service providers (e.g., food distributors, fuel suppliers, telecommunications, and transportation companies) to maintain continuity of critical community lifelines.
- Align public information and safety messaging with the JIC to ensure consistent and accurate communication to employees, customers, and the public.

(e) *Critical Infrastructure Coordination.* OCD, in conjunction with OHS, coordinates with critical infrastructure owners and operators to restore and maintain essential community lifelines during emergencies. Coordination is conducted through the TEOC Operations Section and the relevant ESFs, primarily ESF #1, #2, #3, #12, and #14.

Key response coordinating activities include:

- Coordinating the exchange of status updates on outages, operational capacity, and restoration timelines between infrastructure operators and ESF partners.
- Prioritizing critical infrastructure restoration objectives in consultation with operators, ESFs, and the TEOC Operations Section.
- Synchronizing infrastructure restoration activities with overall incident objectives and lifeline stabilization priorities.
- Coordinating federal and defense support for infrastructure restoration through FEMA Region 9, the U.S. Department of Energy, Task Force Micronesia, and Joint Region Marianas (ESF #16) when local capacity is exceeded.
- Coordinating site security for damaged or high-risk infrastructure with ESF #13 to ensure responder safety and continuity of operations.

(e) *Nongovernmental and Volunteer Organization Integration.* OCD collaborates with NGOs, faith-based organizations, and the Guam Voluntary Organizations Active in Disaster (VOAD) to deliver mass care, feeding, sheltering, humanitarian assistance, and donations management. The American Red Cross and Salvation Army are key partners under this framework.

Key response coordinating activities include:

- Integrating NGO and VOAD liaisons into TEOC coordination meetings and ESF #6 operations.
- Coordinating requests for mass care, feeding, and donations support with territorial and village authorities.
- Sharing situational awareness and unmet needs assessments between NGOs, ESFs, and the TEOC.
- Aligning public information and survivor assistance messaging with the JIC.

(f) *Federal, Defense, and Regional Coordination.* OCD coordinates directly with FEMA Region 9, USINDOPACOM, Joint Region Marianas (JRM), U.S. Coast Guard (USCG), and other federal agencies operating under the NRF.

Key response coordinating activities include:

- Coordinating federal support requests through the FEMA Region IX Response Division and the Defense Coordinating Officer (DCO).
- Integrating federal and military liaison officers into the TEOC for unified situational awareness and mission planning.
- Aligning territorial response objectives with federal mission assignments and DoD support operations.
- Coordinating regional mutual aid and information sharing with CNMI, Hawaii, and other Pacific territories under EMAC protocols.

## **E. Addressing the Needs of All Populations with the Community**

It is essential to address the life safety and sustainment needs of all residents, visitors, and transient populations across Guam. These efforts are coordinated through the ESFs, including MCOG, as well as non-governmental and faith-based partners and federal and military agencies.

**(1) General Population.** Guam's general population is concentrated along the western coastal corridor from Hagåtña through Dededo and Yigo, with smaller communities extending south toward Inalahan and Malesso. The population reflects a diverse mix of Chamorro, Filipino, Micronesian, and other Pacific and Asian heritage groups, many of whom depend on public information and access to essential services during emergencies.

- Disseminating official warnings through the Integrated Public Alert Warning System (IPAWS), radio, television, and verified social media channels and communications platforms managed by the JIC.
- Coordinating evacuation and sheltering under ESF #1 and ESF #6.
- Operating Points of Distribution (PODs) through ESF #7 for food, water, and essential commodities.
- Prioritizing restoration of power, water, and communication lifelines through ESF #12 and ESF #2.

**(2) Individuals with Disabilities and Others with Access and Functional Needs (AFN).** Individuals with Disabilities and Others with Access and Functional Needs include persons with mobility, sensory, cognitive, or medical impairments, as well as those who require accessible communication, transportation, or personal care assistance during an emergency. Within Guam, AFN populations are present in every village, comprising residents of long-term care facilities, individuals living at home, and those reliant on medical devices or assistive technology. Planning for AFN support ensures that all people can receive timely warning, evacuation, shelter, and life-sustaining services during disasters.

*(a) Prevalent Disabilities in Guam.* According to the 2020 U.S. Census and Guam Department of Public Health and Social Services (DPHSS), approximately 12 percent of Guam's population reports one or more disabilities. The most commonly identified disability categories include:

- Mobility impairments. Individuals using wheelchairs, walkers, or other assistive devices.
- Hearing impairments. Individuals who are deaf or hard of hearing.
- Visual impairments. Individuals who are blind or have low vision.
- Cognitive or developmental disabilities. Including intellectual disabilities, autism spectrum disorder, or brain-injury–related conditions.

- Mental and behavioral health conditions. Individuals requiring medication or ongoing therapeutic support.
- Chronic health conditions. Conditions such as diabetes, heart disease, or respiratory illness that limit daily activities or require medical monitoring.

These disabilities span all age groups, with higher prevalence among older adults, veterans, and residents in rural southern villages where access to health care and transportation may be limited.

*(b) Physical Accessibility.* Addresses barriers to movement, access to shelter, and facility usability for persons with disabilities or mobility limitations.

- Ensuring emergency shelters meet Americans with Disabilities Act (ADA) and Rehabilitation Act standards, including accessible entrances, ramps, restrooms, and interior routes.
- Providing accessible evacuation and transport assets (e.g., wheelchair-capable vehicles) under ESF #1.
- Pre-identifying and inspecting shelter sites for accessible parking, restrooms, and egress routes before each typhoon season.
- Maintaining emergency power for assistive and medical devices through ESF #12.
- Coordinating accessible shelter layouts and signage through ESF #6 in partnership with DPHSS and the GDOE.

*(c) Programmatic Accessibility.* Ensures that emergency services, benefits, and programs are accessible to AFN populations, regardless of disability type or living arrangement.

- Maintaining updated registries of residents with functional needs through MCOG and DPHSS to guide resource allocation and evacuation planning.
- Delivering in-shelter medical care, medication management, and caregiver coordination under ESF #8.
- Allowing individuals to remain with personal care assistants, service animals, and durable medical equipment within general shelters, consistent with Section 504 of the Rehabilitation Act and Pets Evacuation and Transportation Standards (PETS) Act requirements.
- Conducting welfare checks, oxygen resupply, and medication delivery for homebound individuals following disasters.
- Integrating AFN subject-matter experts or disability advocates into TEOC planning meetings and after-action reviews to validate accessibility of services.

*(d) Communication Accessibility.* Ensures that all emergency information, warnings, and situational updates are communicated in formats accessible to individuals with sensory or cognitive disabilities and to those with limited literacy.

- Providing sign-language interpreters, real-time captioning, and audio description for emergency broadcasts and public briefings through ESF #15.
- Disseminating alerts via IPAWS, broadcast media, and verified digital and community-based platforms (e.g., WhatsApp) with accessible text and captioning.
- Using plain-language messages, pictograms, and high-contrast graphics to communicate protective actions.
- Partnering with the Guam System for Assistive Technology (GSAT) and the Guam Center for Excellence in Developmental Disabilities Education, Research, and Service (CEDDERS) to validate message accessibility and identify emerging communication needs.

- Coordinating with community and faith-based organizations that serve individuals with disabilities to amplify official messages and verify receipt within their client networks.

**(3) Children and Youth.** Guam's population includes more than 25,000 students enrolled in public and private schools, as well as thousands more in early childcare programs. Children depend on adults and institutions for safety, transportation, and medical care during disasters and are vulnerable to separation, trauma, and disruption of education.

- Coordinating with the Guam Department of Education (GDOE) and licensed childcare facilities for evacuation, shelter-in-place, and family reunification protocols.
- Implementing accountability and child-tracking systems under ESF #6 and ESF #8.
- Providing age-appropriate supplies, such as formula, diapers, and hygiene kits, in mass care shelters.
- Ensuring access to pediatric medical services and behavioral health support during and after incidents.
- Maintaining continuity of learning plans and safe reopening of schools post-disaster.

**(4) Older Adults.** Approximately 14% of Guam's residents are aged 60 or older, many of whom live independently in family homes or are supported by relatives. Older adults may face mobility challenges, chronic health conditions, or social isolation, which increase vulnerability during emergencies.

- Identifying seniors requiring evacuation or medical monitoring through MCOG and DPHSS.
- Coordinating accessible transportation for elderly residents under ESF #1.
- Prioritizing power restoration to senior housing and elder-care facilities under ESF #12.
- Ensuring shelters provide medical assistance, quiet zones, and accessible restrooms.
- Conducting post-disaster welfare visits and distributing essential supplies through village staff and volunteers.

**(5) Individuals with Limited English Proficiency (LEP).** Nearly half of Guam's households speak a language other than English, including Chamorro, Filipino dialects, Chuukese, Japanese, and Korean. Language barriers may affect residents' understanding of warnings and access to services.

- Translating emergency alerts and protective action instructions into commonly spoken languages through ESF #15.
- Using multilingual signage, pictograms, and radio broadcasts to reach diverse audiences.
- Leveraging the Guam Visitors Bureau (GVB), Guam Hotel and Restaurant Association (GHRA), and community networks to distribute translated messaging and verify comprehension.

**(6) Residents in Remote or Isolated Areas.** Guam's southern villages and interior areas can become isolated due to landslides, flooding, or debris-blocked roads. Some households rely on catchment water systems and generators, making them vulnerable to extended disruptions.

- Conducting rapid damage and needs assessments through mayors and relaying information to TEOC via ESF #5.
- Pre-positioning essential commodities and fuel in accessible staging areas before storms.
- Using Guam National Guard (GUNG) and DPW assets for debris clearance under ESF #3.

- Deploying portable generators and water purification units through ESF #7 and ESF #12.
- Establishing temporary communications links for isolated communities.

**(7) Low-Income and Unhoused Individuals.** Low-income families and unhoused individuals are disproportionately affected by disasters due to limited access to transportation, shelter, and supplies. This group may include those living in temporary structures or informal settlements.

- Ensuring open-access shelters with equitable intake procedures under ESF #6.
- Coordinating transportation to shelters for those without personal vehicles under ESF #1.
- Partnering with NGOs and faith-based organizations to distribute food, water, and hygiene kits.
- Conducting street outreach and mobile registration to identify unsheltered individuals pre- and post-event.
- Providing post-disaster case management for housing assistance and recovery referrals.

**(8) Individuals Requiring Medical Support.** The population group includes individuals who are dependent on medical treatments, such as dialysis, oxygen therapy, and home health services. Guam's healthcare system must coordinate with private clinics and suppliers to sustain care during disruptions.

- Identifying and tracking medically fragile residents through DPHSS and home health providers.
- Coordinating medical transportation under ESF #8, including aeromedical evacuation when necessary.
- Activating medical shelters or alternate care sites when hospitals reach capacity.
- Prioritizing power restoration for hospitals, dialysis centers, and pharmacies under ESF #12.
- Coordinating resupply of oxygen, pharmaceuticals, and fuel for generators through ESF #7.
- Establishing infection control and medical waste management procedures under ESF #10.

**(9) Tourists and Temporary Workers.** Guam's economy relies heavily on tourism, hosting more than one million visitors annually and employing thousands of temporary laborers. These individuals often lack local knowledge, housing stability, or personal vehicles during emergencies.

- Disseminating multilingual warnings through hotels, tour operators, airports, and ports via ESF #15.
- Coordinating accountability and emergency lodging through GVB, GHRA, and major employers.
- Working with labor contractors to track and support foreign workers.
- Facilitating repatriation coordination with airlines and foreign consulates following major disasters.

**(10) Institutional and Congregate Populations.** The group includes hospitals, nursing homes, correctional institutions, rehabilitation centers, and long-term care facilities. These facilities operate 24/7 and house individuals who are unable to self-evacuate.

- Requiring facilities to maintain emergency and continuity plans aligned with the TEOC.
- Coordinating evacuation, medical surge staffing, and facility assessments under ESF #8.

- Ensuring food, water, and supply chains remain functional through ESF #7.
- Prioritizing emergency power restoration for life-sustaining operations under ESF #12.
- Providing law enforcement security for correctional facilities under ESF #13.
- Managing medical waste and mortuary affairs through ESF #10.

**(11) Military Families and Personnel.** Guam's military population includes active-duty members, dependents, civilian employees, and contractors assigned to various DoD installations across the island. Many military families live off-base and rely on territorial services during disasters.

- Sharing situational awareness and coordinating mutual support between OCD and Guam-based DoD organizations through ESF #16.
- Integrating military liaisons within TEOC operations for coordination of logistics and information exchange.
- Ensuring off-base military families have access to public shelters, commodity distribution, and territorial information systems.
- Aligning public messaging between military public affairs offices and the JIC to ensure consistency.

**(12) Service Animals.** Service animals are essential partners to individuals with disabilities and others with AFN, and must remain with their owners throughout all phases of emergency operations. In accordance with the PETS and federal civil rights protections, the Government of Guam ensures that service animals accompany their owners during evacuation, sheltering, and transportation activities. Service animal planning is a joint responsibility of OCD, the Guam Department of Agriculture, ESF#6, and the private sector, including the Guam Animals in Need (GAIN) shelter and local veterinary partners. During planning and operations, OCD and coordinating agencies:

- Ensure that service animals are permitted in all general population and functional needs shelters, consistent with ADA and AFN requirements.
- Coordinate with DPHSS, GDOE, village mayors, and shelter managers to maintain accessible shelter layouts that accommodate service animals, mobility devices, and medical equipment.
- Guide shelter staff on the handling of service animals, ensuring no separation from owners and maintaining safe access to restrooms, walkways, and designated relief areas.
- Integrate service animal considerations into evacuation support, including accessible transportation, paratransit assistance, and reception procedures at shelters.
- Disseminate clear public messaging through ESF #15 regarding expectations for service animal admittance, care, and owner responsibilities.
- Include veterinary consultation and private-sector animal care partners in emergency planning, including pre-disaster assessments, resource needs, and response coordination.
- These measures ensure that individuals who rely on service animals receive uninterrupted support and equitable access to emergency services, consistent with federal accessibility requirements and Guam's AFN planning framework.

**(13) Household Pets.** Household pet preparedness and sheltering is a joint effort among OCD, the Guam Department of Agriculture, ESF #6, ESF #11, and private-sector veterinary and animal welfare partners. Consistent with the PETS Act, the Government of Guam incorporates household pet evacuation, transportation, and sheltering into its mass care planning to ensure safe co-location of pets with owners whenever feasible.

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Because Guam does not currently maintain dedicated pet-sheltering facilities or pre-positioned pet care resources, the EOP identifies scalable options and a phased capability development plan to meet incident needs. Recommended approaches include:

- Primary Approach (Preferred): Co-Location Model. Locating household pet sheltering areas within or adjacent to general population shelters, allowing owners to remain near their pets while ensuring safety, sanitation, and segregation as needed.
- Secondary Approach: Separate Pet Sheltering Areas. When co-location is not feasible, establish stand-alone pet sheltering sites at schools, community centers, or partner facilities, supported by GAIN and volunteer animal care providers.
- Tertiary/Contingency Measures. Leveraging temporary holding areas, veterinary clinics, or private-sector partners when demand exceeds available capabilities.

Across these approaches, OCD and partners:

- Identify and assess potential pet-friendly shelters in coordination with GDOE, village mayors, DOA, and GAIN.
- Support the evacuation and transport of household pets, including those belonging to individuals reliant on public transit, paratransit, or assisted evacuation operations.
- Maintain registration, tracking, and owner-reunification processes with support from GAIN and veterinary partners.
- Ensure shelter sites provide adequate ventilation, lighting, separation of animals, noise control, sanitation, waste disposal, and pest management.
- Incorporate veterinary consultation for facility setup, animal care, public health considerations, and disease control.
- Coordinate public information and instructions through ESF #15, including shelter locations, owner expectations, and required supplies.
- Document shortfalls and capability gaps for continued development of territorial pet-sheltering capacity.

<b>Population Group</b>	<b>ESF #1 Transportation</b>	<b>ESF #3 Public Works &amp; Engineering</b>	<b>ESF #6 Mass Care, Emergency Assistance, Housing, and Human Services</b>	<b>ESF #7 Logistics</b>	<b>ESF #8 Public Health &amp; Medical Services</b>	<b>ESF #10 Hazardous Materials</b>	<b>ESF #12 Energy</b>	<b>ESF #13 Public Safety &amp; Security</b>	<b>ESF #15 External Affairs</b>	<b>ESF #16 Military Support to Civil Authorities</b>
<b>General Population</b>	Evacuation route coordination and transport operations	Debris clearance to reopen routes	General population shelters and feeding operations	POD operations and resource delivery	Medical triage and referral	—	Lifeline restoration for power/water	Law enforcement and crowd control	Public alerts and situation updates	Support for transport and logistics
<b>AFN Individuals</b>	Accessible evacuation and transport	Facility accessibility inspections	ADA-compliant shelters, caregiver accommodations	Delivery of assistive devices, specialized equipment	In-shelter medical care and medication management	—	Backup power for medical/assistive devices	Shelter security and AFN protection	Accessible warnings, captioning, and interpreter coordination	Support for AFN evacuation and mobility assets
<b>Children &amp; Youth</b>	School transport, evacuation of childcare facilities	Facility inspections for safety	Family reunification, feeding, and childcare support	Supply delivery for school-based shelters	Pediatric and behavioral health care	—	Power restoration to schools/shelters	School security coordination	Family information and reunification messaging	Logistics or transport assistance if needed
<b>Older Adults</b>	Evacuation assistance, senior transport	—	Accessible shelters, medical and comfort areas	Delivery of commodities and medications	Health monitoring and home checks	—	Power restoration to senior care facilities	Shelter safety and elder welfare checks	Health information updates	Assistance with evacuation support
<b>Limited English Proficiency (LEP)</b>	Evacuation signage and transport guidance	—	Interpreters and multilingual assistance in shelters	Resource coordination through mayors	Medical interpretation at clinics and shelters	—	—	—	Multilingual alerts and visual signage	—
<b>Remote or Isolated Residents</b>	Road access and evacuation	Debris clearance and road repair	Local shelter coordination	Airdrops and supply convoys	Mobile medical teams	—	Generator support and fuel delivery	Security for distribution operations	Radio-based alerts and updates	Airlift and logistical support if needed

<b>Population Group</b>	<b>ESF #1 Transportation</b>	<b>ESF #3 Public Works &amp; Engineering</b>	<b>ESF #6 Mass Care, Emergency Assistance, Housing, and Human Services</b>	<b>ESF #7 Logistics</b>	<b>ESF #8 Public Health &amp; Medical Services</b>	<b>ESF #10 Hazardous Materials</b>	<b>ESF #12 Energy</b>	<b>ESF #13 Public Safety &amp; Security</b>	<b>ESF #15 External Affairs</b>	<b>ESF #16 Military Support to Civil Authorities</b>
<b>Low-Income &amp; Unhoused</b>	Bus transport to shelters	—	Public shelter and feeding operations	Resource staging and POD operations	Health screening and care	—	—	Shelter safety, law enforcement support	Public outreach messaging	—
<b>Medically Dependent Individuals</b>	Ambulance and paratransit evacuation	—	Medical shelter operations	Medical supply and oxygen logistics	Dialysis, oxygen, and medication continuity	Infection and medical waste control	Power priority for hospitals and care sites	—	Health and safety updates	Aeromedical or logistical support if requested
<b>Tourists &amp; Temporary Workers</b>	Airport and seaport transport coordination	—	Temporary lodging and repatriation coordination	Resource allocation for tourist centers	Traveler health support	—	—	Public safety and checkpoint control	Multilingual alerts and coordination with hotels	Coordination with JRM for repatriation or aid
<b>Institutional &amp; Congregate Populations</b>	Facility evacuation coordination	Structural assessments and repair	Shelter-in-place and continuity support	Resource sustainment for facilities	Facility staffing, surge support, and patient care	Hazardous waste management	Power and water restoration for facilities	Facility security and law enforcement	Media coordination for facilities	—
<b>Military Families &amp; Personnel</b>	Off-base transport coordination	Infrastructure access support	Shelter coordination for off-base families	Resource logistics and joint staging	Medical coordination for dependents	—	Base and housing power restoration	Joint law enforcement support	Coordinated messaging with military PAO	Mutual aid, logistics, and asset support

Table 10. Population Groups and ESF Coordination

## F. Supporting Response and Support Agency Plans

The implementation of the Guam EOP is supported by a broad network of agencies, facilities, private-sector, and nongovernmental plans that guide response actions within their respective jurisdictions and sectors. These plans strengthen operational coordination, enhance resource integration, and ensure alignment with territorial emergency management doctrine. Supporting plans may be reviewed annually, after significant incidents, or when policy, capabilities, or organizational structure change. All supporting plans are expected to align with the Guam EOP and maintain interoperability with the National Incident Management System (NIMS), the Territorial Emergency Operations Center (TEOC), and ESF coordination structures.

**(1) Government Agency and Public Sector Plans.** Government agencies maintain internal emergency plans that guide hazard-specific and facility-specific response operations. These plans support territorial coordination by defining agency roles, resource capabilities, continuity-of-operations, and sector-specific emergency functions. Supporting plans include, but are not limited to:

- Public utility emergency response plans (power, water, wastewater, and telecommunications).
- Public health and medical response plans, including healthcare facility emergency operations plans.
- School and university emergency operations plans.
- Government facility emergency action plans.
- Transportation system emergency plans (air, sea, and roadway).
- Shelter Management Plan and related mass care operational documents.
- COOP and COG plans.

**(2) Emergency Response and Life Safety Plans.** Response agencies maintain specialized plans that support the EOP by aligning tactical operations with territorial command-and-control structures. These plans ensure rapid mobilization, unified operations under ICS/NIMS, and effective coordination through relevant ESFs. Plans include:

- Fire service and emergency medical services response plans.
- Law enforcement emergency response and critical incident plans.
- Hazardous materials response and decontamination plans.
- Search and rescue plans.
- Public works and debris clearance plans.
- Community lifeline restoration and infrastructure protection plans.

**(3) Healthcare, Medical, and Public Health Plans.** Healthcare organizations and medical partners maintain emergency operations plans that support continuity of patient care, medical surge, pharmaceutical management, and public health operations. Plans align with ESF #8 and ensure coordinated medical care, patient tracking, and health protection during emergencies. Plans may include:

- Hospital and clinic emergency operations plans.
- Public health emergency response and disease containment plans.
- Medical transport and patient movement plans.
- Behavioral health crisis response plans.
- Long-term care and elder-care facility emergency plans.

**(4) Education, Childcare, and Institutional Facility Plans.** Institutions responsible for children, students, and dependent populations maintain emergency procedures that support

evacuation, shelter-in-place, lockdown, reunification, and continuity of operations. The plans support ESF #6, ESF #8, and local government coordination during incidents involving vulnerable or supervised populations and include:

- Elementary, secondary, and post-secondary educational institution plans.
- Licensed childcare and early learning facility emergency plans.
- Correctional and detention facility emergency plans.
- Group home and congregate residential facility emergency plans.

**(5) Private Sector and Critical Infrastructure Partner Plans.** Private-sector entities play a central role in Guam's emergency management and maintain plans that support continuity, resource mobilization, and protection of critical infrastructure. OHS has oversight on these plans. These supporting plans include:

- Business continuity and emergency plans for large employers, hotels, and tourism partners.
- Utility and telecommunications emergency response and restoration plans.
- Supply chain, port operations, and fuel distribution continuity plans.
- Commercial facility and retail sector emergency plans.
- Plans maintained by GHRA members and tourism partners.

**(6) Nongovernmental, Faith-Based, and Voluntary Organization Plans.** Nonprofit and voluntary organizations contribute essential support services during emergencies. Their internal plans coordinate humanitarian assistance, sheltering support, donations management, and community outreach. Supporting plans include:

- Guam VOAD (GU-VOAD) coordination plans.
- American Red Cross sheltering and mass care plans.
- Faith-based and community organization emergency plans.
- Animal welfare and pet sheltering support plans
- Local nonprofit service provider continuity and emergency plans.
- Any plans that complement ESF #6, ESF #11, and mass care operations.

**(7) Federal and Military Partner Plans.** Federal agencies and military partners maintain emergency plans that support coordinated response operations and provide essential capabilities when territorial resources are exceeded. These plans are referenced generally and integrate with territorial operations under NIMS, Unified Coordination, ESF structures, and Defense Support of Civil Authorities processes. Supporting plans include:

- Federal agency response plans relevant to Guam's risk environment.
- Installation emergency operations plans maintained by military commands.
- Federal facility and mission continuity plans.
- Partner plans that support resource mobilization, transportation, communications, and medical operations.

## 4. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

**A. Assignment of Responsibilities.** The section identifies the responsibilities assigned to territorial leadership, agencies, municipal governments, regional partners, federal agencies, government-sponsored volunteer resources, and private-sector and voluntary organizations supporting the implementation of the Guam EOP. These responsibilities provide a coordinated framework for preparedness, response, and recovery across all hazards, in alignment with NIMS and Guam's emergency management authorities.

**(1) Senior Elected and Appointed Officials.** Senior elected and appointed officials provide executive leadership, strategic direction, and statutory authority necessary to implement the Guam EOP. Their authorities ensure unity of effort, coordinated territorial response, and the effective use of public resources across emergencies and disasters. Leadership responsibilities are grounded in Guam law.

*(a) Governor of Guam.* The Governor serves as the Chief Executive and holds comprehensive emergency powers under the Civil Defense Act (10 GCA Chapter 65). Responsibilities include:

- Declaring a state of emergency and activating emergency powers (10 GCA § 65105).
- Directing and controlling all territorial emergency functions, including OHS, OCD, and all public agencies (10 GCA § 65104).
- Suspending statutes, rules, and regulations to expedite emergency response (10 GCA § 65107).
- Commandeering or utilizing private property with compensation when required for life safety or continuity of operations (10 GCA § 65106).
- Ordering evacuations and directing movement of people and animals (10 GCA § 65108).
- Controlling ingress and egress to disaster areas, evacuation zones, or restricted areas (10 GCA § 65109).
- Mobilizing resources and assigning personnel from any territorial agency as operationally necessary (10 GCA §§ 65102–65104).
- Delegating authority to territorial agencies and appointed officials (10 GCA § 65110).
- Activating emergency procurement authorities (5 GCA § 5211(a)).
- Ensuring continuity of government (COG) and intergovernmental coordination with federal, regional, and private-sector partners.

*(b) Lieutenant Governor of Guam.* Under 5 GCA Chapter 2, the Lieutenant Governor:

- Supports executive continuity operations and interagency coordination.
- Oversees community engagement, municipal support, and cross-sector initiatives.
- Acts on behalf of the Governor as delegated or required by law.
- Supports coordination with Village Mayors and MCOG.

*(c) Village Mayors and the Mayors' Council of Guam.* Village Mayors hold statutory responsibilities under 5 GCA Chapter 40 and serve as key municipal-level emergency leaders. Their proximity to the community makes them essential to response operations. MCOG coordinates the collective efforts of all mayors, facilitates inter-municipal cooperation, and serves as the liaison between municipal leaders and territorial agencies during emergencies. Responsibilities include:

- Coordinating local emergency preparedness and response within their municipality (5 GCA § 40112(j)).
- Maintaining public order and supporting law enforcement, including assistance with crowd management, safety operations, and emergency traffic control (5 GCA § 40112(h)).
- Providing situational awareness, including assessments of flooding, debris, access routes, vulnerable populations, and immediate needs.
- Supporting shelter management, distribution of relief supplies, and community-level lifesaving/life-sustaining services.
- Managing village facilities, community centers, and designated emergency sites (5 GCA §§ 40113, 40118).
- Supporting damage assessments, public messaging, and post-disaster recovery coordination.

(d) *Agency Directors, Boards, and Commissions.* Executive leaders of territorial departments and public corporations (per 5 GCA Chapter 3) are responsible for:

- Ensuring their agencies maintain emergency plans, SOPs, and continuity programs.
- Providing personnel, technical expertise, and resources to the TEOC.
- Carrying out mission assignments in accordance with statutory authorities.
- Supporting coordinated decision-making and ensuring compliance with NIMS.
- Maintaining readiness to respond to any Governor-directed emergency actions.

**(2) Assignment of Responsibilities by Emergency Support Function (ESF).** The Government of Guam assigns operational responsibilities through the ESF framework. The framework groups departments, agencies, and community partners by functional capability to support coordinated, scalable, and efficient response and recovery operations. The ESF structure used in this plan aligns with the latest edition of the NRF. It modernizes the organizational assignments previously found in the 2016 Guam Comprehensive Emergency Management Plan (CEMP) ESF Annex.

Each ESF identifies the Primary Territorial Agency responsible for leadership and coordination, as well as Supporting Territorial Agencies, Federal and Regional Partners, and Volunteer, NGO, and Private-Sector partners that contribute capabilities to fulfill the function. A whole-community approach ensures all available resources can be leveraged to protect lives, property, and critical systems.

Detailed duties, operational tasks, and mission assignments for each ESF may be found in the Guam EOP ESF Annex, superseding the 2016 CEMP ESF Annex.

The tables that follow present Guam's ESF structure in a clear and modular format to support operational clarity and future updates.

(a) *ESF #1 – Transportation.* Provides coordinated territorial support for managing transportation systems and restoring critical transportation infrastructure during incidents. ESF #1 supports damage assessments of transportation assets; assists in identifying and coordinating alternate routes; facilitates the movement of people, equipment, animals, and essential commodities; and supports evacuation and re-entry operations. ESF #1 integrates air, land, and maritime transportation partners to maintain access to community lifelines and ensure that critical response actions can occur. These functions align with the NRF’s responsibilities for supporting local and territorial authorities in reestablishing transportation capacity and ensuring the safe and reliable movement of response resources.

<b>Category</b>	<b>Agencies / Organizations</b>
<b>Primary Territorial Agency</b>	Department of Public Works (DPW)
<b>Supporting Territorial Agencies</b>	Guam International Airport Authority (GIAA), Port Authority of Guam (PAG), Guam Police Department (GPD), Guam Fire Department (GFD), DPW Highways, OHS, OCD, DPHSS, Department of Integrated Services for Individuals with Disabilities (DISID), Mayors/MCOG
<b>Federal Partners</b>	U.S. Department of Transportation (DOT), Federal Aviation Administration (FAA), Federal Highway Administration (FHWA), U.S. Coast Guard (USCG), FEMA
<b>Regional Partners</b>	CNMI DPW, Hawai'i DOT, EMAC
<b>NGO/Volunteer Partners</b>	VOAD, American Red Cross, Community Emergency Response Team (CERT) (traffic), Medical Reserve Corps (MRC)
<b>Private Sector Partners</b>	Airlines, trucking firms, shipping lines, GHRA, fuel distributors

Table 11. ESF#1 - Transportation

(b) *ESF #2 – Communications.* Supports the restoration and protection of communications infrastructure, enhances operational communications capabilities, and coordinates actions to ensure that responders and the public receive timely and accurate information. ESF #2 assists with telecommunications restoration, cyber incident coordination, interoperability, public alert and warning, and contingency communications when infrastructure is degraded. These activities ensure that communication lifelines remain functional and resilient, in accordance with NRF principles for whole-community communications support.

<b>Category</b>	<b>Agencies / Organizations</b>
<b>Primary Territorial Agency</b>	Office of Technology (OTECH)
<b>Supporting Territorial Agencies</b>	OCD, OHS, GPA, GWA, GPD, GFD, DPW, Guam Department of Education (GDOE), Mayors/MCOG, DISID
<b>Federal Partners</b>	U.S. Department of Homeland Security (DHS) Cybersecurity and Infrastructure Security Agency (CISA), FEMA, Federal Communications Commission (FCC), DoD comms units, USCG
<b>Regional Partners</b>	CNMI OTECH, Hawai'i comms partners
<b>NGO/Volunteer Partners</b>	AuxComm, Amateur Radio Clubs, VOAD
<b>Private Sector Partners</b>	GTA, IT&E, DOCOMO, ISPs, telecom contractors

Table 12. ESF#2 - Communications

(c) *ESF #3 – Public Works & Engineering.* Provides core public works and engineering services to support incident response, including infrastructure protection, damage assessment, debris clearance, temporary emergency power, and critical facility stabilization. ESF #3 supports emergency repairs to roads, bridges, public buildings, water and wastewater systems, and other essential systems. It also assists with technical advice, engineering assessments, and resource coordination to ensure the restoration of community lifelines. These responsibilities follow NRF guidance for federal–territorial engineering support to incident stabilization and recovery.

Category	Agencies / Organizations
Primary Territorial Agency	DPW
Supporting Territorial Agencies	GPA, GWA, Guam Environmental Protection Agency (GEPA), Department of Parks and Recreation (DPR), Department of Corrections (DOC), Department of Revenue and Taxation (DRT), Bureau of Statistics and Plans (BSP), Mayors/MCOG, OCD
Federal Partners	U.S. Army Corps of Engineers (USACE), FEMA, U.S. Environmental Protection Agency (EPA), DOT
Regional Partners	CNMI DPW, Hawai'i Public Works
NGO/Volunteer Partners	VOAD debris teams, faith-based groups
Private Sector Partners	Construction firms, engineering companies, solid waste haulers

Table 13. ESF#3 - Public Works and Engineering

(d) *ESF #4 – Firefighting.* Provides support for detection, suppression, and coordination of fire-related incidents, including structural, wildland-urban interface, industrial, and maritime fire emergencies. ESF #4 integrates local, territorial, federal, and private firefighting resources; provides incident management support; and assists with mobilizing capabilities to affected areas. ESF #4 activities are aligned with the NRF doctrine for multi-agency firefighting coordination to protect life, property, and critical infrastructure.

Category	Agencies / Organizations
Primary Territorial Agency	GFD
Supporting Territorial Agencies	GPD, DPW, GEPA, GIAA Aircraft Rescue and Firefighting Facility, PAG Port Police, Mayors/MCOG, OHS, OCD
Federal Partners	USCG, DoD Fire Services, U.S. Forest Service
Regional Partners	CNMI Fire, Hawai'i Fire Chiefs
NGO/Volunteer Partners	CERT, VOAD
Private Sector Partners	Industrial fire brigades, airport ARFF contractors

Table 14. ESF#4 - Firefighting

(e) *ESF #5 – Information & Planning.* Coordinates multi-agency information collection, analysis, and planning support during incidents. ESF #5 manages situational awareness, resource tracking, reporting, and contingency planning; supports the development of Incident Action Plans; and serves as the central hub for operational analysis within the TEOC. ESF #5 ensures decision-makers have shared, verified, and actionable information. These functions reflect the NRF's description of ESF #5 as the core emergency management function that integrates operational data to drive coordinated response actions.

Category	Agencies / Organizations
Primary Territorial Agency	Office of Civil Defense (OCD)
Supporting Territorial Agencies	OHS, GPD, GFD, DPW, DPHSS, Guam Behavioral Health and Wellness Center (GBHWC), OTECH, DISID, DOA, GDOE, GPA, GWA, GEPA, PAG, GIAA, Guam Economic Development Authority (GEDA), BSP, Mayors/MCOG
Federal Partners	FEMA, DHS I&A, FBI, NOAA, USCG, DoD
Regional Partners	CNMI HSEM, HI-EMA, Pacific partners
NGO/Volunteer Partners	VOAD, American Red Cross (ARC)
Private Sector Partners	Telecoms, utilities, media, GHRA, critical infrastructure owners

Table 15. ESF#5 - Information and Planning

(f) *ESF #6 – Mass Care, Emergency Assistance, Temporary Housing & Human Assistance.* Coordinates life-sustaining services for disaster survivors. ESF #6 supports mass care shelters, feeding operations, distribution of emergency supplies, family reunification, interim housing programs, and support for individuals with access and functional needs. ESF #6 activities ensure survivors receive essential services in alignment with NRF requirements for whole-community mass care and human services coordination.

Category	Agencies / Organizations
<b>Primary Territorial Agency</b>	DPHSS (Mass Care); Guam Housing and Urban Renewal Authority (GHURA) (Housing)
<b>Supporting Territorial Agencies</b>	GDOE, GBHWC, DISID, DPW, DOC, GPD, DPR, Mayors/MCOG, OTECH
<b>Federal Partners</b>	FEMA, U.S. Department of Health and Human Services (HHS), U.S. Department of Housing and Urban Development (HUD), U.S. Department of Agriculture (USDA)
<b>Regional Partners</b>	ARC Pacific, CNMI DHS, HI-EMA
<b>NGO/Volunteer Partners</b>	ARC, Salvation Army, VOAD, GAIN, faith-based orgs
<b>Private Sector Partners</b>	GHRA hotels, caterers, transportation providers

Table 16. ESF#6 - Mass Care, Emergency Assistance, Temporary Housing, & Human Assistance

(g) *ESF #7 – Logistics.* Coordinates resource support, including procurement, supply chain management, staging, warehousing, and distribution of goods and services needed for incident response. ESF #7 assists with coordinating resource requests between agencies, manages logistical support plans, and facilitates access to federal logistics systems. ESF #7 ensures responders and survivors receive timely resources consistent with NRF logistics and supply chain support principles.

Category	Agencies / Organizations
<b>Primary Territorial Agency</b>	Department of Administration (DOA)
<b>Supporting Territorial Agencies</b>	OCD, OHS, DPW, GDOE, DPHSS, GPD, GFD, PAG, GIAA, GPA
<b>Federal Partners</b>	FEMA Logistics, General Services Administration, Defense Logistics Agency
<b>Regional Partners</b>	EMAC, CNMI Logistics
<b>NGO/Volunteer Partners</b>	VOAD, Salvation Army, ARC
<b>Private Sector Partners</b>	Freight forwarders, vendors, distributors

Table 17. ESF#7 - Logistics

(h) *ESF #8 – Public Health & Medical Services.* Provides coordinated health and medical support during emergencies, including medical surge, fatality management, mental health services, public health surveillance, vector control, environmental health, and patient movement coordination. ESF #8 ensures that public health and healthcare systems can meet incident demands, consistent with NRF guidance for stabilizing health-related community lifelines.

Category	Agencies / Organizations
<b>Primary Territorial Agency</b>	DPHSS
<b>Supporting Territorial Agencies</b>	Guam Memorial Hospital Authority (GMHA), GRMC, GBHWC, GFD Emergency Medical Services (EMS), DISID, DOC, DPW, GPD
<b>Federal Partners</b>	HHS/Administration for Strategic Preparedness and Response (ASPR), Centers for Disease Control (CDC), National Disaster Medical System (NDMS), FEMA
<b>Regional Partners</b>	Pacific Island Health Officers' Association (PIHOA), CNMI DPH, Hawai'i DOH
<b>NGO/Volunteer Partners</b>	MRC, ARC, VOAD
<b>Private Sector Partners</b>	Clinics, pharmacies, labs, dialysis centers

Table 18. ESF#8 - Public Health and Medical Services

(i) *ESF #9 – Search & Rescue.* Deploys specialized teams to locate, rescue, and recover individuals in distress across structural, wilderness, maritime, and aeronautical environments. ESF #9 integrates territorial responders with federal and regional partners to provide life-saving search and rescue capabilities in alignment with NRF SAR coordination standards.

Category	Agencies / Organizations
<b>Primary Territorial Agency</b>	Guam Fire Department Search and Rescue (SAR)
<b>Supporting Territorial Agencies</b>	GPD, DPW, DPR, PAG Port Police, GIAA ARFF, OCD
<b>Federal Partners</b>	USCG (maritime SAR), DoD, FEMA US&R
<b>Regional Partners</b>	CNMI Department of Public Safety (DPS), Hawai'i US&R
<b>NGO/Volunteer Partners</b>	CERT, volunteer SAR groups
<b>Private Sector Partners</b>	Industrial rescue teams, private SAR contractors

Table 19. ESF#9 - Search & Rescue

(j) *ESF #10 – Oil & Hazardous Materials Response.* Provides a coordinated response to actual or potential hazardous-materials releases, including chemical, biological, radiological, and environmental hazards. ESF #10 supports detection, containment, cleanup, environmental monitoring, and public health protection activities. These actions follow NRF guidance for coordinated hazardous materials incident response and regulatory support.

Category	Agencies / Organizations
<b>Primary Territorial Agency</b>	Guam Fire Department Hazardous Materials (HazMat)
<b>Supporting Territorial Agencies</b>	GEPA, PAG, GWA, GPA, GPD, DPHSS
<b>Federal Partners</b>	EPA, USCG, DoD
<b>Regional Partners</b>	CNMI Division of Environmental Quality (DEQ), Hawai'i EPA
<b>NGO/Volunteer Partners</b>	VOAD (as appropriate)
<b>Private Sector Partners</b>	Fuel companies, HazMat contractors, port tenants

Table 20. ESF#10 - Oil & Hazardous Materials Response

(k) *ESF #11 – Agriculture & Natural Resources.* Emergency Support Function #11 (Agriculture and Natural Resources) supports food safety, animal and plant health, natural resource protection, and nutrition assistance. ESF #11 assists with controlling agricultural diseases, coordinating animal care and sheltering, protecting natural and cultural resources, and ensuring continuity of the food supply. These functions support NRF objectives for safeguarding agriculture and natural resources during incidents.

Category	Agencies / Organizations
<b>Primary Territorial Agency</b>	Department of Agriculture (DOAG)
<b>Supporting Territorial Agencies</b>	GEPA, DPHSS, GAIN, University of Guam (UOG) College of Natural and Applied Sciences (CNAS)
<b>Federal Partners</b>	USDA, U.S. Fish and Wildlife Service (USFWS)
<b>Regional Partners</b>	CNMI Department of Agriculture, Pacific resource networks
<b>NGO/Volunteer Partners</b>	Animal welfare groups, VOAD Ag teams
<b>Private Sector Partners</b>	Farmers, ranchers, ag distributors

Table 21. ESF#11 - Agriculture & Natural Resources

(l) *ESF #12 – Energy.* Restores and protects the electrical grid and fuel systems essential to community lifelines. ESF #12 supports damage assessments, emergency power restoration, fuel distribution coordination, and protection of energy infrastructure. These responsibilities align with the NRF’s energy sector support doctrine to ensure reliable power and fuel availability during incidents.

Category	Agencies / Organizations
<b>Primary Territorial Agency</b>	GPA
<b>Supporting Territorial Agencies</b>	GWA, DPW, GEPA, OTECH
<b>Federal Partners</b>	Department of Energy (DOE), FEMA, USACE
<b>Regional Partners</b>	CNMI Commonwealth Utilities Corporation (CUC), Hawaiian Electric
<b>NGO/Volunteer Partners</b>	VOAD
<b>Private Sector Partners</b>	Power producers, fuel importers, renewable energy firms

Table 22. ESF#12 - Energy

(m) *ESF #13 – Public Safety & Security.* Coordinates territorial law enforcement, security operations, force protection, and public safety support during incidents. ESF #13 assists with scene security, traffic control, facility protection, and coordination with federal law enforcement partners. These activities align with NRF guidance for integrated public safety operations to protect life, property, and emergency responders.

Category	Agencies / Organizations
<b>Primary Territorial Agency</b>	GPD
<b>Supporting Territorial Agencies</b>	DOC, OHS, OCD, GFD, DPW, DPHSS, Customs and Quarantine Agency (CQA), Department of Youth Affairs (DYA), DoAG, Judiciary of Guam (JOG)
<b>Federal Partners</b>	U.S. Department of Justice (DOJ), Federal Bureau of Investigations (FBI), U.S. Marshals, DHS, Transportation Security Administration (TSA)
<b>Regional Partners</b>	CNMI DPS, Hawai'i law enforcement
<b>NGO/Volunteer Partners</b>	Volunteers in Police Services (VIPS), CERT, Crime Stoppers, village neighborhood Watch
<b>Private Sector Partners</b>	Private security firms, GHRA hotels, facility security teams

Table 23. ESF#13 - Public Safety & Security

(n) *ESF #14 – Cross-Sector Business & Infrastructure.* Coordinates with private-sector partners and critical infrastructure operators to support incident response and recovery. ESF #14 integrates business-resilience organizations, facilitates information sharing with industry, and supports continuity of operations for critical supply chains. These functions reflect the NRF doctrine for public-private partnerships and cross-sector infrastructure coordination.

Category	Agencies / Organizations
<b>Primary Territorial Agency</b>	Guam Economic Development Authority (GEDA)
<b>Supporting Territorial Agencies</b>	GPA, GWA, OCT, DPW, DRT
<b>Federal Partners</b>	DHS CISA, FEMA
<b>Regional Partners</b>	Pacific business resilience networks
<b>NGO/Volunteer Partners</b>	VOAD
<b>Private Sector Partners</b>	Guam Chamber of Commerce, GHRA, utilities, banks, and major employers

Table 24. ESF#14 - Cross-Sector Business & Infrastructure

(o) *ESF #15 – External Affairs.* Provides coordinated public information, media relations, community outreach, stakeholder engagement, and emergency messaging throughout an incident. ESF #15 ensures consistent, accessible, and accurate information is disseminated to the public, supports rumor control, coordinates JIC operations, and aligns messaging with territorial and federal partners. These responsibilities match NRF guidance for unified external affairs operations during emergencies.

Category	Agencies / Organizations
<b>Primary Territorial Agency</b>	OCD Public Information Office (PIO) / JIC
<b>Supporting Territorial Agencies</b>	OHS, Office of the Governor Communications, DPHSS, GDOE, DPW, GPD, GFD, DISID, BSP
<b>Federal Partners</b>	FEMA External Affairs, DHS Public Affairs (PA), DoD PA, USCG Public Affairs Office (PAO), HHS PA, USDA PA
<b>Regional Partners</b>	CNMI JIC, Hawai'i JIC, Pacific information networks
<b>NGO/Volunteer Partners</b>	VOAD, ARC, Salvation Army, faith-based PIO partners
<b>Private Sector Partners</b>	Local media, telecoms, GHRA, business PIOs

Table 25. ESF#15 - External Affairs

**B. Prevention Roles and Responsibilities.**

The Government of Guam fulfills its prevention mission by integrating homeland security, intelligence, threat analysis, interdiction, cybersecurity, and critical infrastructure protection activities across territorial and federal partners. The Guam OHS leads prevention activities under statutory authorities established under 5 GCA Chapter 1, Article 14.1. OCD and all territorial agencies with prevention, detection, and early-warning responsibilities support them. These efforts align with the National Prevention Framework, which identifies core capabilities for critical infrastructure, including intelligence and information sharing, interdiction and disruption, screening and detection, cybersecurity, and risk management.

OHS leads Guam’s prevention architecture through the Marianas Regional Fusion Center (MRFC) and its subordinate Division of Cybersecurity and Division of Critical Infrastructure Security, which coordinate intelligence gathering, analysis, dissemination, and protective security actions. Prevention responsibilities are coordinated with law enforcement, public health, environmental protection, ports of entry, and federal partners, including the FBI Joint Terrorism Task Force (JTTF), DHS Office of Intelligence & Analysis (I&A), DHS CISA, USCG, USINDOPACOM, and Joint Interagency Task Force West (JIATF-West).

Territorial prevention roles focus on detecting, deterring, and disrupting potential threats to public safety, critical lifelines, government operations, and community infrastructure. Activities include threat analysis; suspicious activity reporting; interdiction at ports of entry; biological and environmental monitoring; cybersecurity defense; Chemical, Biological, Radiological, Nuclear, and Explosive (CBRNE) detection; and community-level situational awareness.

**(1) Lead Agency for Prevention.**

(a) *Office of Homeland Security (5 GCA Chapter 1, Article 14.1)*

- The primary agency responsible for homeland security, threat prevention, and intelligence coordination.
- Leads the Marianas Regional Fusion Center (MRFC), including the Division of Cybersecurity and Division of Critical Infrastructure Security (5 GCA § 14.101–14.107).

- Conducts threat analysis, risk assessments, and intelligence fusion from territorial, federal, and regional sources.
- Coordinates with FBI JTTF, DHS I&A, DHS CISA, USCG, DoD, and JIATF-West on terrorism, transnational crime, cyber threats, and infrastructure risks.
- Oversees cybersecurity prevention, including network monitoring, threat analysis, and cyber incident information-sharing (5 GCA § 14.107).
- Leads critical infrastructure security coordination with utilities, telecoms, and private-sector owners/operators.
- Facilitates the Suspicious Activity Reporting process through the MRFC.
- Provides prevention guidance and protective measures to territorial agencies and critical sectors.

## **(2) Supporting Agencies and Partners.**

### *(a) Office of Civil Defense (10 GCA Chapter 66).*

- Integrates prevention considerations into threat-informed preparedness planning, TEOC readiness, and territorial risk assessments.
- Supports MRFC information-sharing and operational planning.
- Ensures prevention information is incorporated into situational awareness, common operating picture development, and pre-incident planning.

### *(b) Guam Police Department (10 GCA Chapter 77).*

- Conducts law enforcement prevention activities, counterterrorism support, and Suspicious Activity Reporting investigations.
- Maintains liaison roles with FBI JTTF and federal law enforcement partners.
- Provides interdiction, screening, and field intelligence support.

### *(c) Guam Fire Department (10 GCA Chapter 72).*

- Supports prevention through HazMat/CBRN detection and reporting.
- Provides early identification of suspicious materials or hazardous conditions.
- Coordinates with GEPA, DPHSS, and MRFC for hazardous threat reporting.

### *(d) Customs and Quarantine Agency (5 GCA Chapter 73).*

- Conducts interdiction and screening for threats at Guam's ports of entry.
- Identifies and seizes contraband, hazardous goods, biosecurity threats, and illicit materials.
- Coordinates with DHS, USCG, USDA, U.S. Customs and Border Patrol (CBP), MRFC, and port authorities.

### *(e) Port Authority of Guam and Guam International Airport Authority (12 GCA Chapters 7 & 10).*

- Implement screening, access control, maritime, and aviation security measures.
- Report suspicious activity, cyber anomalies, and security breaches.
- Coordinate with TSA, FAA, USCG, and MRFC for threat identification.

### *(f) Department of Public Health and Social Services (10 GCA Chapters 1, 3, 4).*

- Conducts public health biosurveillance, epidemiological monitoring, and reportable disease identification.
- Supports biological threat detection and coordination with CDC, HHS, and MRFC.

- Monitors environmental health, food safety, and healthcare system readiness.
- (g) *Guam Environmental Protection Agency (10 GCA Chapter 45).*
- Supports environmental hazard detection, chemical/radiological reporting, and hazardous materials monitoring.
  - Coordinates with GFD HazMat and federal environmental agencies.
- (h) *Guam Waterworks Authority and Guam Power Authority (12 GCA Chapters 1 & 14).*
- Perform critical infrastructure protection duties, including system monitoring, anomaly detection, and threat reporting.
  - Coordinate with CISA, DOE, EPA, and MRFC on infrastructure risks.
- (i) *Office of Technology (5 GCA Chapter 1, Article 15).*
- Supports cybersecurity prevention through network defense, monitoring, and cyber incident reporting.
  - Works with MRFC and CISA on threat identification.
- (j) *Mayors' Council of Guam (5 GCA Chapter 40).*
- Provides community-level situational awareness and reporting of suspicious activity.
  - Supports outreach, public information, and grassroots prevention awareness.
  - Acts as a trusted channel for public reporting and risk communication.
- (k) *Department of Agriculture (5 GCA Chapter 60, 61, and 63).*
- Supports prevention of agro-terrorism, livestock disease, and plant health threats.
  - Coordinates with USDA and MRFC.
- (l) *Department of Education (17 GCA).*
- Provides campus safety, threat reporting, and school-based intelligence flow.
  - Coordinates with OHS and MRFC on school safety risk assessments.
- (m) *Office of the Attorney General (5 GCA Chapter 3).*
- Supports threat prosecution, legal authorities, and information sharing for prevention actions.

### **(3) Federal and Regional Prevention Partners.**

- (a) *FBI JTFF.* Counterterrorism investigations, threat assessment, SAR integration.
- (b) *DHS Office I&A.* Intelligence reporting, classified briefings, threat alignment.
- (c) *DHS CISA.* Cyber threat intelligence, infrastructure risk assessments, and protective security advisors.
- (d) *USCG.* Maritime security, port security, and interdiction support.
- (e) *DoD / INDOPACOM / JRM / JIATF-West.* Regional threat sharing, maritime domain awareness, and defense intelligence.
- (f) *CDC / HHS.* Biosurveillance, disease threat detection.

(g) *USDA*. Agro-defense support.

(h) *Pacific regional partners*. Prevention intelligence exchange across Micronesia and the Pacific.

#### **(4) Community and Private-Sector Prevention Roles.**

- Critical infrastructure operators (utilities, telecoms, fuel suppliers) provide threat reporting and protective measures.
- GHRA hotels and tourism partners support suspicious activity recognition and reporting.
- Private security companies provide facility-level threat detection and reporting.
- NGOs and faith-based groups serve as trusted community messengers to help identify emerging risks.

#### **(5) Integration with the Guam EOP and Threat/Hazard Annexes.**

- Prevention responsibilities in this Base Plan establish the organizational framework for Guam's prevention mission.
- Detailed prevention tasks, intelligence processes, and operational procedures are defined in the plan's annexes as required.
- Additional prevention-specific annexes may be developed as needed.

### **C. Critical Infrastructure Protection and Restoration Roles and Responsibilities.**

Guam's approach to Critical Infrastructure Protection and Restoration (CIPR) is aligned with Presidential Policy Directive–21 (PPD-21) and the National Infrastructure Protection Plan (NIPP 2013: Partnering for Critical Infrastructure Security and Resilience). The Government of Guam adopts the 16 CISA Critical Infrastructure Sectors to ensure interoperability with federal partners, full participation in the national risk management framework, and consistent integration with sector-specific agencies (SSAs).

OHS is the territorial lead for all critical infrastructure protection activities. OTECH is the co-lead for cybersecurity protection of government systems and operational technology. OCD coordinates infrastructure restoration through the TEOC and ESFs, ensuring stabilization of community lifelines during emergencies.

The following subsections describe roles and responsibilities for all 16 CISA sectors, ensuring Guam remains fully aligned with national preparedness doctrine.

#### **(1) Chemical Sector.**

(a) *Sector Overview (CISA/NIPP)*. The Chemical Sector includes facilities that manufacture, use, store, or transport chemicals. The sector encompasses basic chemicals, specialty chemicals, agricultural chemicals, pharmaceutical precursors, and chemical storage/distribution nodes. DHS is the Sector-Specific Agency (SSA). Federal doctrine stresses risk management, hazardous materials control, chemical safety, cybersecurity, and prevention of chemical terrorism.

(b) *Guam Context and Relevance.* Guam hosts industrial chemical sites, fuel and chemical distribution points, water treatment chemical storage, agricultural chemical suppliers, and hazardous materials flows through the seaport and airport. These chemicals support drinking water, power generation, transportation, and health services.

(c) *Lead Territorial Agency Roles – OHS/MRFC.*

- Conduct chemical-sector risk and vulnerability assessments (5 GCA § 14.101–14.107).
- Lead chemical-related intelligence fusion via MRFC.
- Liaise with DHS CISA Chemical Security Program and Chemical Facility Anti-Terrorism Standards (CFATS) oversight.
- Facilitate suspicious activity reporting for chemical facilities.
- Coordinate cybersecurity support for chemical Industrial Control Systems (ICS) / Supervisory Control and Data Acquisition (SCADA) systems through the Division of Cybersecurity.

(d) *Supporting Territorial Agencies.*

- GFD – HazMat/CBRN detection, response (10 GCA Ch. 72)
- GEPA – hazardous waste, air/water quality monitoring (10 GCA Ch. 45)
- GWA – chemical use for water treatment
- PAG – chemical cargo handling and manifests
- CQA – interdiction of hazardous materials
- GPA – industrial chemical applications for power

(e) *Federal and Regional Partners.*

- DHS CISA Chemical Security Program
- EPA
- USCG
- FEMA
- DoD installations

(f) *Sector Owner/Operators.*

- Fuel importers
- Chemical distributors
- Water treatment operators
- Industrial facilities
- Agricultural suppliers

(g) *Restoration Agency.* OCD coordinates chemical incident recovery, cleanup operations, and lifeline stabilization through ESFs #3, #4, #10, and #12.

## **(2) Commercial Facilities Sector.**

(a) *Sector Overview (CISA/NIPP).* The Commercial Facilities Sector includes venues where people gather for commerce, lodging, entertainment, and public assembly. DHS is the Sector-Specific Agency. Federal doctrine emphasizes soft-target protection, public-area security, cybersecurity, and active-shooter preparedness.

(b) *Guam Context and Relevance.* Guam's tourism sector creates concentrated population centers in Tumon and other visitor areas. Hotels, malls, nightlife venues, theaters, and beaches are high-density soft targets with interdependent lifeline needs.

(c) *Lead Territorial Agency Roles – OHS/MRFC.*

- Conduct protective security and vulnerability assessments.
- Share threat intelligence with GHRA and business partners.
- Coordinate C-IED, active shooter, and soft-target preparedness training.
- Deploy MRFC cyber notifications to commercial operators.
- Liaise with DHS CISA Protective Security Advisors.

(d) *Supporting Territorial Agencies.*

- GPD – patrols, investigations, facility security
- GFD – fire safety and EMS
- GVB – tourism coordination
- DPHSS – food safety inspections
- MCOG – community situational awareness

(e) *Federal and Regional Partners.*

- DHS CISA
- FBI
- TSA
- FEMA
- Pacific tourism safety partners

(f) *Sector Owner/Operators.*

- Hotels and resorts (GHRA)
- Retail centers
- Entertainment venues
- Tourist attractions
- Nightlife establishments

(g) *Restoration Agency.* OCD coordinates reopening, inspections, lifeline stabilization, and business continuity operations.

### **(3) Communications Sector.**

(a) *Sector Overview (CISA/NIPP).* The Communications Sector underpins national security, public safety, economic stability, and emergency response. It includes telecommunications, broadband, satellite, wireless, broadcast, and cable systems. DHS and the FCC serve as federal leads.

(b) *Guam Context and Relevance.* Guam functions as a primary telecommunications node in the Pacific, hosting multiple submarine fiber-optic landing points, local telecom networks, commercial broadcast systems, and public safety radio infrastructure. Communications underpin all community lifelines.

*(c) Lead Territorial Agency Roles – OHS/MRFC.*

- Conduct communications-sector risk assessments and threat briefings.
- Share cyber threat intelligence to telecom partners via MRFC's Division of Cybersecurity.
- Coordinate with DHS CISA and FCC for communications security issues.
- Promote Protective Security and cyber best practices for telecoms.

*(d) Supporting Territorial Agencies.*

- OTECH – co-lead for cybersecurity of government networks and interconnections
- GPA – power support for communications
- DPW – Right-of-Way access and infrastructure support
- GPD/GFD – public safety communications integration
- OCD – supports communications restoration planning

*(e) Federal and Regional Partners.*

- DHS CISA
- FCC
- FEMA
- USCG
- DoD

*(f) Sector Owner/Operators.*

- IT&E
- GTA
- DOCOMO Pacific
- Submarine cable operators
- Broadcast stations

*(g) Restoration Agency.* OCD coordinates communications restoration through ESF #2, ensuring redundancy, priority restoration, and continuity of public warning systems.

#### **(4) Critical Manufacturing Sector.**

*(a) Sector Overview (CISA/NIPP).* The Critical Manufacturing Sector includes manufacturers of primary metals, machinery, electrical equipment, and transportation equipment. DHS is the Sector-Specific Agency. This sector is essential for producing components used across all other CI sectors.

*(b) Guam Context and Relevance.* Guam does not host domestic critical manufacturing facilities. However, the island depends on imported manufactured goods, including electrical components, machinery, vehicle parts, transformers, pumps, and specialized equipment used for critical infrastructure and defense missions.

*(c) Lead Territorial Agency Roles – OHS/MRFC.*

- Track supply chain threats and disruptions affecting Guam-bound manufactured goods.
- Coordinate with federal partners on supply chain intelligence (CISA, FEMA, DoD).
- Provide risk analysis on critical imported components supporting utilities and defense.

*(d) Supporting Territorial Agencies.*

- DPW – heavy equipment fleets
- GPA/GWA – imported component dependencies
- PAG – cargo flow and port operations
- OCD – supply chain restoration via ESF #7 and ESF #12

*(e) Federal and Regional Partners.*

- DHS CISA
- FEMA
- DoD logistics components
- DOT Maritime Administration (MARAD)

*(f) Sector Owner/Operators.*

- Importers
- Heavy equipment contractors
- Utility providers
- Industrial repair shops

*(g) Restoration Agency.* OCD coordinates restoration of supply chain access, component imports, and infrastructure stabilization when manufacturing disruptions affect Guam.

**(5) Dams Sector.**

*(a) Sector Overview (CISA/NIPP).* The Dams Sector includes dams, navigation locks, levees, hydropower facilities, and related water retention systems. USACE is the Sector-Specific Agency.

*(b) Guam Context and Relevance.* Guam does not possess large dams, hydropower facilities, or federal navigation locks. However, the island maintains small retention structures, stormwater basins, flood control features, and water impoundments that require physical and cyber protection.

*(c) Lead Territorial Agency Roles – OHS/MRFC.*

- Maintain situational awareness of federal dam-sector intelligence.
- Monitor threat information from USACE and DHS.
- Coordinate risk analysis for Guam's retention and stormwater structures.

*(d) Supporting Territorial Agencies.*

- DPW – stormwater structures
- GWA – water catchment infrastructure
- GEPA – water quality oversight
- OCD – flood control restoration

*(e) Federal and Regional Partners.*

- USACE
- DHS CISA
- FEMA
- Pacific hydrology partners

(f) *Sector Owner/Operators.*

- DPW
- GWA
- Municipal stormwater operators

(g) *Restoration Agency.* OCD coordinates restoration of stormwater systems following extreme weather or infrastructure failure.

**(6) Defense Industrial Base Sector.**

(a) *Sector Overview (CISA/NIPP).* The Defense Industrial Base (DIB) Sector comprises the worldwide industrial complex that enables research, development, production, delivery, and maintenance of military systems. DoD is the SSA. The DIB underpins national defense readiness.

(b) *Guam Context and Relevance.* Guam is a central U.S. military hub, home to Naval Base Guam, Andersen Air Force Base, and nuclear-powered submarine operations. While manufacturing is not conducted on Guam, the island supports critical defense logistics, sustainment, and mission operations.

(c) *Lead Territorial Agency Roles – OHS/MRFC.*

- Maintain intelligence-sharing with DoD, INDOPACOM, JRM, and Naval Criminal Investigative Service (NCIS).
- Track DIB-related cyber threats via MRFC's Division of Cybersecurity.
- Coordinate with CISA's DIB Sector programs.

(d) *Supporting Territorial Agencies.*

- OTECH – IT interdependencies
- DPW – transportation access
- GPA/GWA – lifeline support
- PAG/GIAA – defense logistics movement

(e) *Federal and Regional Partners.*

- DoD (JRM, INDOPACOM)
- Defense Logistics Agency (DLA)
- CISA
- USCG

(f) *Sector Owner/Operators.*

- DoD installations
- Defense contractors
- Logistics firms supporting DoD

(g) *Restoration Agency.* OCD coordinates restoration of civilian lifelines required for defense mission continuity.

**(7) Emergency Services Sector.**

(a) *Sector Overview (CISA/NIPP).* The Emergency Services Sector (ESS) includes fire/rescue, EMS, law enforcement, emergency management, and public safety communications. DHS/FEMA and DOJ share federal leadership depending on function.

(b) *Guam Context and Relevance.* GFD, GPD, EMS, 911 systems, and OCD collectively form Guam's emergency services capability, providing life safety, rescue, incident command, and crisis coordination.

(c) *Lead Territorial Agency Roles – OHS/MRFC.*

- Provide threat intelligence and situational awareness to ESS partners.
- Support CBRNE threat analysis.
- Coordinate public safety warnings through MRFC.

(d) *Supporting Territorial Agencies.*

- GPD – law enforcement
- GFD – fire, EMS, HazMat
- OCD – emergency management
- DISID – AFN considerations
- OTECH – communications cyber protection
- Mayors – community-level situational awareness

(e) *Federal and Regional Partners.*

- FBI
- FEMA
- USCG
- TSA
- DoD fire and security elements

(f) *Sector Owner/Operators.*

- Territorial ESS agencies
- Private EMS providers
- Public safety communications operators

(g) *Restoration Agency.* OCD coordinates ESS restoration and mutual aid when capabilities are degraded.

## **(8) Energy Sector.**

(a) *Sector Overview (CISA/NIPP).* The Energy Sector includes electricity, oil, and natural gas systems. DOE is the SSA. The sector is essential to every other infrastructure sector.

(b) *Guam Context and Relevance.* Guam's Energy Sector includes GPA-operated power plants, substations, distribution systems, renewable generation, and fuel import/distribution.

(c) *Lead Territorial Agency Roles – OHS/MRFC.*

- Provide intelligence and cyber threat reporting to GPA and fuel operators.
- Coordinate risk assessments for power generation and distribution assets.
- Liaise with DOE and CISA.

(d) *Supporting Territorial Agencies.*

- GPA – owner/operator
- GWA – water-energy interdependency
- GEPA – environmental oversight
- OTECH – cyber protection of grid systems

- PAG – fuel delivery management

*(e) Federal and Regional Partners.*

- DOE
- CISA
- FEMA
- USCG
- DoD (power grid interdependencies)

*(f) Sector Owner/Operators.*

- GPA
- Fuel importers/distributors
- Renewable power operators

*(g) Restoration Agency.* OCD coordinates restoration of energy systems via ESF #12.

## **(9) Financial Services Sector.**

*(a) Sector Overview (CISA/NIPP).* The Financial Services Sector includes banks, credit unions, payment systems, automated teller machine (ATM) networks, insurers, and financial exchanges. Treasury is the SSA.

*(b) Guam Context and Relevance.* Guam relies on electronic transactions, banking systems, ATMs, and retail payment infrastructure for commerce and government operations.

*(c) Lead Territorial Agency Roles – OHS/MRFC.*

- Provide intelligence on financial fraud and cyber threats.
- Disseminate MRFC cyber alerts to financial operators.
- Coordinate with Treasury and CISA.

*(d) Supporting Territorial Agencies.*

- OTECH – cyber incident support
- DRT – tax/financial oversight
- GPD – financial crime support
- OAG – enforcement

*(e) Federal and Regional Partners.*

- Treasury
- CISA
- FBI Cyber Division
- Federal Reserve partners

*(f) Sector Owner/Operators.*

- Banks and credit unions
- Payment processors
- Major retailers

*(g) Restoration Agency.* OCD supports continuity of financial transactions during emergencies.

## **(10) Food and Agriculture Sector.**

(a) *Sector Overview (CISA/NIPP)*. The Food and Agriculture Sector spans food production, processing, distribution, and safety. USDA and the U.S. Food and Drug Administration (FDA) serve as SSAs.

(b) *Guam Context and Relevance*. Guam relies heavily on imported food supplies. Local agriculture provides supplemental food production. The sector depends on port operations, cold-chain logistics, food safety systems, and inspection programs.

(c) *Lead Territorial Agency Roles – OHS/MRFC*.

- Coordinate agrosecurity and food contamination intelligence.
- Share threat notifications with DOAG and DPHSS.

(d) *Supporting Territorial Agencies*.

- DOAG – agriculture, quarantine, food safety (5 GCA Ch. 60–63)
- DPHSS – food inspections
- CQA – import security
- PAG – cargo processing
- GEPA – environmental monitoring

(e) *Federal and Regional Partners*.

- USDA
- FDA
- CISA
- USCG
- Regional agricultural partners

(f) *Sector Owner/Operators*.

- Wholesalers
- Food distributors
- Grocery and retail food operators
- Restaurants

(g) *Restoration Agency*. OCD coordinates the restoration of the food supply chain and the maintenance of distribution continuity.

## **(11) Government Facilities Sector.**

(a) *Sector Overview (CISA/NIPP)*. The Government Facilities Sector includes buildings owned or leased by government agencies, schools, courthouses, and emergency operations centers. DHS and GSA are SSAs.

(b) *Guam Context and Relevance*. Guam's government facilities support essential services, administration, education, justice, and emergency management (including the TEOC).

(c) *Lead Territorial Agency Roles – OHS/MRFC*.

- Conduct risk and vulnerability assessments.
- Provide MRFC intelligence on threats to government facilities.
- Support continuity of operations (COOP/COG) planning.

*(d) Supporting Territorial Agencies.*

- OTECH – cybersecurity
- GPD/GFD – physical security and fire protection
- DPW – facility support
- DPHSS – public health oversight

*(e) Federal and Regional Partners.*

- DHS CISA
- GSA
- FEMA
- DoD (as required)

*(f) Sector Owner/Operators.*

- Government of Guam agencies
- GDOE
- Judiciary and Legislature

*(g) Restoration Agency.* OCD supports the rapid restoration of government services and facilities.

## **(12) Healthcare and Public Health Sector.**

*(a) Sector Overview (CISA/NIPP).* The Healthcare and Public Health Sector includes hospitals, clinics, laboratories, medical suppliers, and public health authorities. HHS is the SSA.

*(b) Guam Context and Relevance.* Guam's healthcare system relies on two hospitals, outpatient clinics, pharmacies, and public health surveillance programs.

*(c) Lead Territorial Agency Roles – OHS/MRFC.*

- Disseminate threat information related to disease, cyber threats, or bioterrorism.
- Coordinate with federal partners on healthcare threat intelligence.

*(d) Supporting Territorial Agencies.*

- DPHSS – public health operations
- GMHA/GRMC – medical care
- GBHWC – behavioral health
- GFD – EMS
- OTECH – healthcare system cybersecurity

*(e) Federal and Regional Partners.*

- HHS
- CDC
- ASPR
- FEMA

*(f) Sector Owner/Operators.*

- Hospitals
- Clinics
- Pharmacies

- Private medical facilities

(g) *Restoration Agency*. OCD coordinates the restoration of the healthcare system under ESF #8.

### **(13) Information Technology Sector.**

(a) *Sector Overview (CISA/NIPP)*. The IT Sector includes hardware, software, communications networks, cloud services, and cybersecurity services. DHS CISA is the SSA.

(b) *Guam Context and Relevance*. Government operations, utilities, telecom, finance, healthcare, and private commerce depend heavily on IT systems and cybersecurity.

(c) *Lead Territorial Agency Roles – OHS/MRFC*.

- Lead cyber threat intelligence integration.
- Coordinate MRFC cyber reporting with territorial and private sector IT owners.

(d) *Supporting Territorial Agencies*.

- OTECH – cybersecurity and information IT governance
- All territorial agencies operating IT networks
- Telecom providers

(e) *Federal and Regional Partners*.

- CISA
- FBI Cyber
- DoD Cyber components

(f) *Sector Owner/Operators*.

- IT service providers
- Cloud vendors
- Government CIOs

(g) *Restoration Agency*. OCD ESF#2 and OHS work with OTECH to restore government IT systems after disruptions.

### **(14) Nuclear Reactors, Materials, and Waste Sector.**

(a) *Sector Overview (CISA/NIPP)*. The sector includes nuclear reactors, nuclear materials, radioactive waste, and spent nuclear fuel. DOE and the Nuclear Regulatory Commission (NRC) are SSAs.

(b) *Guam Context and Relevance*. Guam has no civilian nuclear facilities. However, the island hosts nuclear-powered U.S. Navy submarines, creating a federal interface for nuclear oversight and emergency planning.

(c) *Lead Territorial Agency Roles – OHS/MRFC*.

- Maintain nuclear-sector situational awareness through DoD and federal partners.
- Disseminate radiological threat intelligence.

*(d) Supporting Territorial Agencies.*

- GFD HazMat
- GEPA – environmental oversight
- GPD – access control support

*(e) Federal and Regional Partners.*

- DoD (Navy)
- NRC
- DOE
- FEMA Radiological/Nuclear Office
- USCG

*(f) Sector Owner/Operators.*

- U.S. Navy

*(g) Restoration Agency.* DoD leads nuclear incident restoration; OCD coordinates public information and protective actions for civilians as needed.

**(15) Transportation Systems Sector.**

*(a) Sector Overview (CISA/NIPP).* The Transportation Systems Sector includes aviation, maritime, highway, and mass transit systems. TSA and DOT are SSAs.

*(b) Guam Context and Relevance.* Guam's primary transportation assets include A.B. Won Pat International Airport, the Port of Guam, major roadways, and military transportation systems.

*(c) Lead Territorial Agency Roles – OHS/MRFC.*

- Provide transportation threat intelligence and risk assessments.
- Coordinate with TSA, FAA, USCG, DOT, and DoD.

*(d) Supporting Territorial Agencies.*

- DPW
- GIAA
- PAG
- CQA
- GPD
- GFD
- GDOE (school transport)

*(e) Federal and Regional Partners.*

- TSA
- FAA
- USCG
- DOT
- MARAD

*(f) Sector Owner/Operators.*

- Airlines
- Maritime operators
- Trucking firms

- School transportation services

(g) *Restoration Agency.* OCD coordinates transportation restoration under ESF #1.

## **(16) Water and Wastewater Systems Sector.**

(a) *Sector Overview (CISA/NIPP).* The Water and Wastewater Sector includes drinking water systems, wastewater treatment, desalination, and distribution networks. EPA is the SSA.

(b) *Guam Context and Relevance.* Guam's water system relies on GWA-operated wells, treatment plants, and wastewater facilities critical to health and sanitation.

(c) *Lead Territorial Agency Roles – OHS/MRFC.*

- Provide physical and cyber threat intelligence relating to water infrastructure.
- Coordinate sector risk assessments.

(d) *Supporting Territorial Agencies.*

- GEPA
- GFD
- DPHSS
- DPW
- OTECH

(e) *Federal and Regional Partners.*

- EPA
- CISA
- FEMA
- USGS

(f) *Sector Owner/Operators.*

- GWA
- Limited private operators

(g) *Restoration.* OCD coordinates water and wastewater restoration through ESF #3 and ESF #12.

## **D. Integration of Unaffiliated Volunteers into Emergency Operations**

The Government of Guam recognizes that unaffiliated, spontaneous volunteers often emerge immediately before, during, and after disasters, providing substantial community support when managed effectively. Guam's system for integrating these volunteers is built upon established partnerships with the Guam Voluntary Organizations Active in Disaster (GU-VOAD), a member of the National VOAD network, territorial agencies, the Mayors' Council of Guam, and community, faith-based, and private-sector organizations. The structure ensures that volunteer activities enhance, rather than complicate, territorial response operations.

Unaffiliated volunteers are incorporated into emergency operations under the coordinated leadership of OCD and GU-VOAD, supported by OHS, the mayors, and lead Emergency Support Functions including ESF #5 (Information & Planning), ESF #6 (Mass Care), ESF #7 (Logistics), and ESF #15 (External Affairs). Volunteers may participate in mass care, donations management, spontaneous debris removal, wellness checks, shelter support, distribution points, and community-

level outreach. Territorial government employees may also serve in volunteer capacities during emergencies under existing statutory authorities.

### **(1) Determining Roles and Responsibilities for Unaffiliated Volunteers.**

#### *(a) Lead and Coordinating Entities.*

##### 1. OCD.

- Serves as the coordinating agency for volunteer integration within the TEOC.
- Activates the volunteer coordination framework under ESF #5, #6, #7, and #15.
- Works with Guam VOAD (GUVOAD) to ensure volunteer roles align with validated operational needs.

##### 2. GUVOAD.

- Functions as the primary coordination body for voluntary and faith-based organizations.
- Operates in alignment with National VOAD principles (communication, coordination, cooperation, and collaboration).
- Provides trained affiliated volunteers and helps manage spontaneous unaffiliated volunteers.

##### 3. OHS.

- Disseminates threat and situational information to GUVOAD and volunteer partners via OHS/MRFC.
- Advises on safety considerations before volunteer deployment.

##### 4. MCOG (5 GCA Chapter 40).

- Plays a central role in organizing community-level volunteer efforts.
- Serves as the first point of contact for many spontaneous volunteers during localized emergencies.
- Supports distribution operations, shelter staffing, and neighborhood outreach activities.

### **(2) Categories of Unaffiliated Volunteers Incorporated into Operations.**

*(a) Spontaneous Unaffiliated Volunteers (SUVs).* Individuals who self-deploy without affiliation to any organization. They are integrated only through controlled processes such as Volunteer Reception Centers (VRCs).

*(b) Community Emergency Response Teams (CERT).* While CERT members are trained and affiliated, they may operate alongside unaffiliated volunteers and are included in overall volunteer coordination. OCD manages Guam's CERT and Teen CERT programs.

*(c) Faith-Based and Community Organizations.* Churches, temples, nonprofits, civic groups, and cultural organizations that mobilize spontaneous volunteers.

*(d) Skilled or Professional Spontaneous Volunteers.* Nurses, physicians, construction professionals, engineers, and technical experts who arrive without formal deployment orders.

*(e) Digital Volunteers.* Individuals who provide remote support, such as message amplification, crowdsourced mapping, digital damage reports, and virtual coordination.

### **(3) Volunteer Reception and Management Mechanisms.**

*(a) Volunteer Reception Centers (VRCs).*

- OCD and GUVOAD may establish physical or mobile VRCs to:
- Register unaffiliated volunteers
- Conduct brief background checks or screening
- Collect identification and contact information
- Verify skills and match them to approved mission tasks
- Provide safety briefings and just-in-time training
- Issue badges or temporary volunteer credentials
- Assign volunteers to vetted organizations, mayors' offices, or emergency sites

*(b) Virtual Volunteer Registration.* During large incidents, online self-registration may be activated to pre-screen volunteers before physical onboarding.

*(c) Volunteer Safety and Accountability.* All volunteers must be tracked in accordance with ICS principles. No unaffiliated volunteer is deployed without an official assignment under a recognized ICS element.

### **(4) ESF Integration for Unaffiliated Volunteers.**

*(a) ESF #5 – Information and Planning.* Tracks volunteer resources, needs, and assignments; maintains situational awareness of volunteer activities.

*(b) ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services.* Coordinates volunteer staffing for shelters, feeding operations, reunification, and bulk distribution points.

*(c) ESF #7 – Logistics.* Supports material needs for volunteer operations, including PPE, tools, transportation, and supply staging.

*(d) ESF #15 – External Affairs.* Provides public messaging regarding when and where volunteers are needed, safety expectations, and guidance on self-deployment.

### **(5) Statutory Authority for Government of Guam Employees to Support Volunteer Functions.**

*(a) Leave with Pay for Emergency Service (5 GCA § 4105).* The statute authorizes the release of Government of Guam employees, with pay, when they are:

- Called upon for emergency duty
- Assigned to support emergency operations
- Participating in emergency-related tasks authorized by the Governor or civil defense authorities
- This allows government employees to assist in roles that may resemble volunteer duties.

*(b) Governor's Emergency Powers (10 GCA Chapter 65).*

- Under 10 GCA Chapter 65, during a declared emergency, the Governor may:
- Direct and control all territorial government agencies

- Reassign employees to emergency-related roles, regardless of agency of origin
- Utilize personnel in support of life-safety missions, mass care, and other volunteer-assigned functions

When activated together, these authorities permit the Government of Guam employees to serve in emergency assignments, including positions traditionally held by volunteers, when authorized during a declared emergency.

## **(6) Process Overview for Integrating Unaffiliated Volunteers.**

Step 1: Identification of Operational Need. OCD and ESFs assess needs such as shelter staffing, debris removal, or distribution support.

Step 2: Public Messaging. ESF #15 issues updated guidance indicating where volunteers are needed and how to register.

Step 3: Intake and Screening. Volunteers register through a VRC or an approved virtual system.

Step 4: Credentialing and Assignment. Volunteers receive assignments aligned with their skills and safety clearances.

Step 5: Deployment Under ICS Structure. All volunteer teams operate under assigned ICS branches, divisions, or groups.

Step 6: Tracking and Accountability. OCD and GUVOAD maintain rosters, hours, and tasking logs.

Step 7: Demobilization and After-Action. Volunteers are debriefed, released, and captured in after-action processes for improvement.

## **(7) Safety, Liability, and Risk Management.**

- Volunteers must receive safety briefings, PPE as required, and just-in-time training.
- Volunteers may not self-deploy into hazardous areas.
- Liability coverage is coordinated with GUVOAD organizations and territorial legal guidelines.
- Government of Guam employees acting under 5 GCA §4105 and 10 GCA Ch. 65 are protected under territorial emergency assignment authority.

## **E. Mutual Aid Agreements**

Mutual aid agreements (MAAs) enable the Government of Guam and partner organizations to rapidly share personnel, equipment, facilities, information, and services during emergencies. These agreements strengthen Guam's ability to respond to incidents that exceed local capabilities and promote coordinated resource sharing among territorial, federal, military, nonprofit, and regional partners. Because Guam is an island with no adjacent jurisdictions for ground-based support or evacuation, MAAs are especially important for leveraging federal, interstate, military, and nongovernmental resources. MAAs also facilitate interoperable alert and warning systems, emergency medical coordination, public safety operations, and utility restoration.

### **(1) Existing Mutual Aid and Assistance Agreements.**

#### *(a) Fire, Rescue, and Emergency Medical Services.*

Guam Fire Department – Joint Region Marianas. A formal mutual aid agreement exists for fire suppression, rescue operations, hazardous materials response, and ambulance transport. The memorandum of agreement (MOA) supports joint access to specialized firefighting assets, EMS capabilities, and rescue resources at Naval Base Guam and Andersen Air Force Base.

#### *(b) Power and Electrical Utility Cooperation.*

Guam Power Authority – Commonwealth Utilities Corporation. A formally established agreement provides for technical assistance, power generation support, parts/equipment sharing, and coordinated restoration activities following disasters affecting either Guam or the Commonwealth of the Northern Mariana Islands (CNMI).

*(c) Emergency Management Assistance Compact.* Guam is a signatory to EMAC and may request or provide interstate assistance once activated.

Guam does not currently maintain pre-scripted mission packages (PSMPs) but may receive support for emergency management, public safety, medical, utility, and logistical needs through EMAC activation.

EMAC participation aligns with Guam's emergency powers under 10 GCA Chapter 65, enabling resource sharing and personnel deployment beyond territorial borders.

*(d) Local Mutual Aid Agreements.* Local cross-support agreements between mayors, public safety agencies, and government departments remain valid only when formally executed and not expired.

Mayors, under 5 GCA Chapter 40, may coordinate community-level support, but formal MAAs are required for inter-municipality deployment of specialized equipment or personnel.

### **(3) Recommended Mutual Aid and Assistance Agreements.**

*(a) Water and Wastewater Systems.* Because no known formal water/wastewater MAAs exist between GWA and regional utilities, Guam should develop:

- GWA–CNMI (CUC) water/wastewater support agreement
- GWA–U.S. Navy [Naval Base Guam (NBG)] utilities integration agreement
- Water quality laboratory support agreements with regional EPA-certified labs

*(b) Medical Facility Coordination.* Guam should develop or update the following:

- GMHA–Guam Regional Medical City (GRMC) mutual patient support agreement
- GMHA/GRMC–U.S. Naval Hospital Guam patient diversion and specialty care support
- Aeromedical evacuation coordination (DoD/U.S. Air Force (USAF) Pacific Air Force (PACAF) for limited medical evacuation

*(c) Public Information, Warning, and Alerting Agreements.* Guam should formalize agreements covering:

- Broadcaster cooperation for the emergency alert system (EAS)
- Wireless Emergency Alerts (WEA) permissions and coordination
- IPAWS operating procedures with FEMA IPAWS Office
- Redundancy arrangements for territorial alert and warning systems

(d) *Utility and Critical Infrastructure Restoration.* Guam should expand MAAs covering:

- Mutual support for power, water, telecom, and fuel distribution
- Access to specialized repair crews, spare parts, and heavy equipment
- Public Works and debris management support

(e) EMAC Pre-Scripted Mission Packages (PSMPs).

- Recommended PSMPs include:
- Emergency Management staffing (EOC/TEOC personnel)
- Public health and medical personnel
- Firefighting and EMS support
- Search and rescue
- Power generation and grid restoration teams
- Potable water distribution support
- Communications technicians
- Debris management and public works

(f) *Shelter, Feeding, and Human Services Agreements.* These should include:

- Agreements with GHRA hotels for non-congregate sheltering during exceptional cases
- Agreements with faith-based and nonprofit organizations for mass care support

#### **(4) Limitations and Constraints.**

(a) *Geographic Isolation.* Guam cannot conduct a mass evacuation to neighboring jurisdictions due to:

- Lack of land connections
- Limited seaport and airport throughput for large-scale population movement
- Federal/military priority requirements during crises

(b) *Intra-Island Evacuations.* Evacuations within Guam, such as relocating residents from one village to another, are common and do not require MAAs. These are coordinated through:

- Mayors' Council of Guam
- GFD/GPD
- OCD
- Voluntary organizations

(c) *Limited Regional Capacity.* Nearby jurisdictions may simultaneously experience similar disasters (e.g., typhoons), reducing regional mutual aid availability.

#### **(5) Statutory Authority.**

(a) *10 GCA Chapter 65 – Governor's Emergency Powers.* The law grants the governor the authority to:

- commandeer or utilize territorial resources;
- direct any government agency to support emergency operations;

- enter into temporary agreements for emergency assistance; and
- coordinate with federal, military, and interstate partners.

(b) *5 GCA § 4105 – Leave with Pay for Emergency Service.* Allows Government of Guam employees to:

- support emergency duties with full pay;
- be deployed or reassigned to meet emergency needs; and
- participate in roles typically filled by volunteers when authorized.

(c) *EMAC Legislation.* Guam is legally authorized to receive and provide resources and personnel under EMAC, enabling interstate mutual aid once the Governor or designee activates the compact.

(d) *Organic Act of Guam (48 U.S.C. Chapter 8).* Authorizes cooperation with federal agencies, territorial governments, and military commands for emergency purposes.

### **(6) Process and Procedures for Establishing Mutual Aid and Assistance Agreements.**

Government of Guam departments and agencies may enter into MAAs consistent with 10 GCA Chapter 65, 5 GCA Chapter 3, and applicable procurement and intergovernmental cooperation laws. The following process governs the development, approval, and maintenance of MAAs:

Step 1: Identify Operational Need. Agencies determine the need for external assistance based on:

- Capability gaps identified in emergency plans
- THIRA/SPR findings
- After-action reports
- Known hazards or operational vulnerabilities

Step 2: Initiate Interagency Coordination. The requesting agency coordinates with:

- The OAG for legal sufficiency
- The Office of the Governor for policy alignment
- Relevant federal or regional partners

Step 3: Drafting the MAA. Draft agreements must identify:

- Parties to the agreement
- Purpose and scope
- Types of resources or personnel covered
- Activation and request procedures
- Cost reimbursement terms
- Liability, insurance, and worker compensation provisions
- Command and control relationships
- Duration and termination mechanisms

Step 4: Legal Review. The OAG must review all MAAs for:

- Compliance with territorial law
- Liability protections
- Financial and procurement requirements

Step 5: Approval and Execution. Depending on the scope, approval may require:

- Agency head signatures
- Legal approval by OAG
- Approval or ratification by the Governor (especially when involving interstate/federal agencies)

Step 6: Filing and Distribution. Executed emergency management-related MAAs must be:

- Filed with OCD for TEOC integration
- Shared with all relevant TF and ESF leads
- Stored in agency records per 5 GCA Chapter 1 requirements

Step 7: Activation. MAAs may be activated:

- By agency request
- Automatically when trigger conditions occur
- Upon the Governor's declaration of emergency (10 GCA Ch. 65)
- Via TEOC direction during incident operations

Step 8: Maintenance, Updates, and Exercises. Agencies must:

- Review MAAs periodically
- Re-execute agreements before expiration
- Exercise activation procedures periodically
- Update contact lists
- Incorporate lessons learned into revisions

## **F. NIMS-Typed Resource and Credentialed Personnel Management**

The Government of Guam maintains situational awareness of available emergency response resources and qualified personnel through a combination of centralized systems, agency-level inventories, and standardized NIMS processes. Consistent with NIMS doctrine, Guam's approach to resource management emphasizes resource typing, credentialing, inventorying, and readiness, ensuring that assets and personnel can be rapidly identified, requested, deployed, and tracked during incidents.

OCD serves as the lead agency for maintaining and coordinating the territory's NIMS-typed resource inventory and credentialed personnel data in support of emergency operations, consistent with its emergency management responsibilities under 10 GCA Chapter 66. OHS supports this effort by maintaining visibility of prevention-, protection-, cybersecurity-, and critical infrastructure-related resources, particularly those associated with homeland security missions and the MRFC (5 GCA Chapter 1, Article 14.1).

All Government of Guam agencies operate under NIMS and ICS, consistent with territorial policy direction and federal preparedness requirements.

### **(1) Resource Inventory Systems and Tools**

Guam maintains its resource inventories using a layered, interoperable approach that recognizes differences in agency missions and system maturity. OCD coordinates with agencies to consolidate relevant resource data into operational views during emergencies, ensuring that decision-makers have access to the most up-to-date information.

*(a) DisasterLAN (DLAN).*

- Serves as the primary emergency management platform for tracking incident-related resources, requests, and assignments during activations.
- Supports resource status visibility within the TEOC.

*(b) AssetCloud.*

- Used by agencies to maintain asset-level inventories, including vehicles, equipment, facilities, and specialized tools.
- Provides lifecycle and accountability data that can be leveraged during emergency operations.

*(c) Microsoft Excel and Agency-Level Lists.* Used as supplemental or interim tools to maintain resource lists, personnel rosters, and specialty capability inventories where system integration is not yet complete. These lists are incorporated into DLAN or TEOC operations when activated.

## **(2) NIMS Resource Typing**

All Government of Guam agencies utilize NIMS Resource Typing definitions, as applicable to their mission areas. Resource typing supports common terminology, interoperability, and effective mutual aid. Examples of NIMS-typed resources maintained across GovGuam include, but are not limited to:

- Fire and Rescue. Engine companies, ladder companies, HazMat teams, and urban search-and-rescue capabilities.
- Law Enforcement. Patrol units, traffic control teams, investigative units, special response capabilities.
- Emergency Medical Services. Ambulances, EMS strike teams, and medical transport assets.
- Public Works and Engineering. Heavy equipment, debris removal teams, and damage assessment teams.
- Public Health and Medical. Medical teams, behavioral health personnel, and MRC resources.
- Utilities. Power generation and restoration crews, water and wastewater repair teams.
- Emergency Management. EOC staff, planners, logistics personnel, and incident management teams.

OCD validates that resources entered into emergency operations are described using NIMS-typed terminology whenever possible to support interoperability, EMAC compatibility, and federal coordination.

## **(3) Credentialed Personnel Management**

Guam maintains and verifies personnel qualifications using multiple credentialing mechanisms consistent with NIMS guidance.

*(a) ICS Training Verification.* Agencies maintain records of required ICS coursework (e.g., ICS-100, 200, 300, 400, IS-700, IS-800) appropriate to assigned roles.

*(b) Position Task Books (PTBs).* PTBs are used for incident management and command/general staff positions to document demonstrated competencies.

OCD tracks completion and currency of PTBs for personnel likely to serve in TEOC or field leadership roles.

(c) *Professional Certifications and Licensure.* Agencies verify and maintain credentials required for specific functions (e.g., EMS licensure, fire certifications, law enforcement credentials, engineering licenses, medical credentials).

(d) *Volunteer Credentialing.* CERT, MRC, and affiliated volunteer organizations maintain internal credentialing systems, which are recognized during incident operations.

(e) *Responder Identification and Badging.* Guam is working toward a standardized responder identification and badging capability to enhance access control, accountability, and multi-agency interoperability during incidents.

#### **(4) Role of Mayors and Community-Level Resources**

- Village mayors, operating under 5 GCA Chapter 40, maintain awareness of community-level resources, including facilities, local equipment, volunteers, and access routes.
- Mayors provide this information to OCD during emergencies.
- Community resource data supports sheltering, distribution operations, debris clearance, and welfare checks.
- Mayor-identified resources are integrated into the overall resource picture through TEOC coordination.

#### **(5) Use of Resource Data During Emergency Operations**

During activation of the TEOC:

- OCD consolidates available resource and personnel information from DLAN, AssetCloud, and agency submissions.
- ESFs use this information to identify capability gaps and request additional support.
- Resource assignments are tracked, updated, and demobilized in accordance with ICS and NIMS resource management principles.
- Resource data supports potential EMAC requests, even though Guam currently does not maintain pre-scripted mission packages.

#### **(6) Statutory and Policy Authority**

The following authorities support resource and personnel management during emergencies:

- 10 GCA Chapter 66. Establishes OCD's role in emergency management coordination.
- 10 GCA Chapter 65. Authorizes the Governor to mobilize, direct, and reassign resources and personnel during declared emergencies.
- 5 GCA § 4105. Permits Government of Guam employees to be released with pay for emergency duties, enabling deployment consistent with credentialing requirements.

Territorial policy direction and executive action requiring GovGuam agencies to operate under NIMS and ICS principles.

#### **(7) Maintenance and Update Process**

To ensure accuracy and readiness:

- Agencies review and update resource inventories at least annually and following major incidents or exercises.
- OCD conducts periodic validation of key response capabilities.
- Credentialing records are updated as training, PTBs, and certifications are completed or expire.
- After-action reports inform improvements to inventory accuracy and credentialing processes.

## **(8) Improvement Roadmap**

Guam continues to strengthen its NIMS resource and credentialing capability through the following initiatives:

- Enhanced integration between DLAN, AssetCloud, and agency systems.
- Expansion of standardized NIMS resource typing across all agencies.
- Development of a territory-wide responder identification and badging system.
- Improved visibility of credentialed personnel for TEOC staffing and field deployment.
- Preparation for EMAC mission-ready package development.
- Increased use of exercises to validate resource data and credentialing processes.

## **G. Maintenance of Notification Rosters, SOPs/SOGs, and Operational Checklists**

All organizations assigned responsibilities under this EOP are responsible for maintaining current notification rosters, standard operating procedures/guidelines (SOPs/SOGs), and operational checklists necessary to carry out their assigned tasks. These tools support timely activation, effective coordination, continuity of operations, and consistent execution of emergency responsibilities across all mission areas.

While each organization maintains its own internal readiness documentation, OCD serves as the coordinating entity to promote consistency, integration, and operational alignment across the emergency management system. OHS supports this effort to prevent, protect, and secure cybersecurity and critical infrastructure–related SOPs. ESF lead agencies are responsible for ensuring that ESF-specific procedures and checklists align with this Base Plan and supporting annexes.

### **(1) Notification Rosters**

Each tasked organization maintains up-to-date notification rosters to ensure rapid and reliable contact with personnel responsible for emergency operations. Notification rosters include, at a minimum:

- Primary and alternate points of contact for leadership and operational staff
- 24/7 duty officer or on-call contact information, where applicable
- ESF lead and support agency contacts
- TEOC liaison or representative contact information
- After-hours and emergency escalation contacts

Notification methods may include:

- Direct phone calls (mobile and landline)
- Email distribution lists
- Text messaging
- Established WhatsApp groups, including:
- Agency-specific internal groups
- Interagency groups with Mayors
- Territory-wide ESF coordination groups
- DLAN is used to support incident management and situational awareness, but it is not used as a primary notification system. Paging systems are not used for emergency notification.

Organizations are responsible for ensuring that notification rosters are:

- Accessible during emergencies
- Known to the staff responsible for activation
- Updated promptly when personnel or contact information changes

## **(2) Standard Operating Procedures and Guidelines (SOPs/SOGs)**

OCD coordinates with ESF leads and agencies to promote consistency across SOPs that support shared or interdependent functions, while recognizing that operational details remain agency-specific. Each tasked organization maintains current SOPs/SOGs that define how assigned emergency functions are performed. These procedures translate the concepts in the EOP into actionable steps for staff at all levels. SOPs/SOGs may include, but are not limited to:

- Agency-specific SOPs governing emergency roles and responsibilities
- ESF-aligned SOPs supporting functional coordination
- Facility-specific SOPs (e.g., TEOC operations, shelters, utilities, hospitals)
- Incident-specific or hazard-specific playbooks
- Continuity of Operations (COOP) procedures
- Cybersecurity and information-sharing procedures
- Public information and coordination procedures

## **(3) Operational Checklists**

Operational checklists are maintained to ensure critical actions are completed during high-tempo emergency operations. Checklists are designed to complement SOPs/SOGs and are used during exercises, real-world activations, and demobilization. They support consistency, accountability, and continuity when personnel rotate or operations are sustained over extended periods.

Checklists may include:

- Activation and notification checklists
- Position-specific checklists (TEOC roles, ESF leads, liaisons)
- Facility activation and demobilization checklists
- Resource request and deployment checklists
- Situation reporting and documentation checklists
- Continuity and transition checklists

## **(4) Update, Validation, and Maintenance**

OCD monitors readiness through exercises, activations, and coordination meetings, and works with agencies to address gaps or inconsistencies identified during operations. To ensure continued

readiness, all tasked organizations maintain a structured process for keeping notification rosters, SOPs/SOGs, and checklists current. Organizations:

- Review and update notification rosters, SOPs/SOGs, and checklists at least annually
- Update documents following exercises, drills, or real-world activations
- Validate procedures during training, exercises, and TEOC activations
- Incorporate lessons learned and corrective actions identified through after-action reviews

#### **(5) Accessibility and Operational Use**

Notification rosters, SOPs/SOGs, and checklists are maintained in formats that are:

- Accessible during power, network, or system disruptions
- Available to primary and alternate staff
- Usable during extended operations
- Easily read across different platforms and operating systems

Agencies ensure that staff with emergency responsibilities are trained on:

- Where these documents are located
- How to use them during activation
- How to update them when roles or procedures change

## **H. Response Roles and Responsibilities Matrix**

The matrix summarizes which tasked organizations serve as the Primary lead versus Supporting agencies for each defined response function, organized by ESF; it provides a high-level reference for coordination during response operations and reflects the established organizational roles. Primary agencies are responsible for the overall coordination and execution of the ESF mission. Supporting agencies provide resources, personnel, expertise, and operational assistance as requested.

<b>ESF</b>	<b>Response Function</b>	<b>Primary Agency</b>	<b>Supporting Agencies</b>
<b>ESF #1</b>	Transportation	<b>DPW</b>	OCD, OHS, GPD, GFD, DPHSS, GPA, MCOG
<b>ESF #2</b>	Communications	<b>OTECH</b>	OCD, OHS, GPD, GFD, GPA, telecommunications providers
<b>ESF #3</b>	Public Works & Engineering	<b>DPW</b>	OCD, GFD, GPA, GWA, MCOG
<b>ESF #4</b>	Firefighting	<b>GFD</b>	OCD, GPD, DPW, MCOG
<b>ESF #5</b>	Information & Planning	<b>OCD</b>	OHS, DPW, GPD, GFD, DPHSS, DOA, GPA, GWA, GEDA, OTECH, MCOG
<b>ESF #6</b>	Mass Care, Emergency Assistance, Housing & Human Services	<b>DPHSS</b>	OCD, GFD, GPD, DPHSS, MCOG, GVB, GHRA, VOAD
<b>ESF #7</b>	Logistics	<b>DOA</b>	OCD, MCOG
<b>ESF #8</b>	Public Health & Medical Services	<b>DPHSS / GMH</b>	OCD, GFD, GBHWC, GRMC, USNG, medical providers
<b>ESF #9</b>	Search & Rescue	<b>GFD</b>	OCD, GPD, DPW, MCOG
<b>ESF #10</b>	Oil & Hazardous Materials Response	<b>GFD / GEPA</b>	OCD, environmental partners
<b>ESF #11</b>	Agriculture & Natural Resources	<b>DoAG</b>	OCD, agricultural stakeholders
<b>ESF #12</b>	Energy	<b>GPA</b>	OCD, DPW, fuel suppliers
<b>ESF #13</b>	Public Safety & Security	<b>GPD</b>	OCD, OHS, GFD, MCOG, law enforcement organizations
<b>ESF #14</b>	Cross-Sector Business & Infrastructure	<b>GEDA</b>	OCD, OHS, GEDA, GHRA, Guam Chamber of Commerce, private sector partners
<b>ESF #15</b>	External Affairs	<b>OCD / JIC</b>	OHS, GPD, GFD, DPHSS, OTECH, MCOG
<b>Notes</b>			
<ul style="list-style-type: none"> <li>• Primary Agency listings reflect lead responsibility for coordination and mission execution.</li> <li>• Supporting Agencies lists are representative and not exhaustive; additional agencies may support as needed based on incident requirements.</li> <li>• MCOG is included where community-level coordination, sheltering support, and local outreach are essential.</li> </ul>			

## I. Public Safety Enforcement and Maintaining Public Order

The Government of Guam maintains public order during emergencies through lawful public safety enforcement actions designed to protect life, property, and critical infrastructure while preserving constitutional rights and civil liberties. Public safety enforcement during crisis response is conducted in accordance with applicable Guam law, executive authority, and established law enforcement policies. These actions support the effective execution of emergency measures, including evacuation, access control, public health protection, and continuity of essential services.

Public safety enforcement authorities may be exercised during declared emergencies under the Governor's emergency powers and existing criminal and public safety statutes. Enforcement actions are implemented only as necessary to address threats to public safety, ensure compliance with lawful emergency orders, and prevent criminal activity that could undermine response and recovery operations.

### (1) Legal Authority for Public Safety Enforcement During Emergencies

Public safety enforcement actions during emergencies are grounded in existing Guam law and do not create new enforcement powers solely by virtue of an emergency declaration. Key authorities include:

(a) *Governor's Emergency Powers (10 GCA Chapter 65)*. Authorizes the Governor to issue emergency orders, proclamations, and directives necessary to protect life and property, including orders related to curfews, access restrictions, evacuation, and the use of government resources.

(b) *Law Enforcement Authority (9 GCA; 5 GCA; Organic Act of Guam)*. Provides Guam law enforcement officers with authority to enforce territorial laws, maintain public order, make arrests, and conduct investigations consistent with criminal procedure and due process.

(c) *Public Health Authority (10 GCA – Health and Safety)*. Authorizes DPHSS to issue lawful public health orders, including isolation and quarantine, to prevent the spread of disease. Law enforcement actions related to quarantine or isolation are conducted in support of, and not independent of, public health orders.

Emergency declarations do not suspend constitutional protections or statutory requirements. All enforcement actions remain subject to applicable law.

### (2) Types of Public Safety Enforcement Actions

Public safety enforcement actions during emergency response may include, but are not limited to:

- Crowd control and disorder management, including the deployment of trained enforcement teams to prevent or respond to civil unrest
- Enforcement of emergency orders, including curfews, restricted access zones, evacuation orders, and re-entry controls
- Traffic control and checkpoint operations to support evacuation, emergency access, and protection of affected areas
- Protection of critical facilities and infrastructure, including government facilities, utilities, healthcare facilities, ports, and shelters

- Arrest and detention of individuals violating laws or lawful emergency orders, consistent with standard arrest procedures
- Enforcement of public health orders, including isolation and quarantine, when ordered by DPHSS
- Prevention and response to looting, price gouging, fraud, and other criminal activity associated with disasters
- Security support for shelters, mass care sites, and distribution points

These actions are proportional to the threat, time-limited, and subject to review.

### **(3) Specialized Enforcement Teams and Interagency Support**

To address complex or high-risk situations, public safety agencies may employ specialized enforcement teams consistent with agency policy and training. These may include:

- Crowd control or public order units
- Tactical or special response teams
- Traffic and perimeter control teams
- Interagency task forces established to address specific threats or incidents

When necessary and lawfully authorized, additional enforcement support may be requested through existing mutual aid agreements or federal coordination mechanisms. The use of military forces for law enforcement purposes, including the National Guard, is subject to applicable law, executive authorization, and defined rules of engagement.

### **(4) Public Health Enforcement: Isolation and Quarantine**

Isolation and quarantine measures are public health actions, not law enforcement actions. DPHSS is the issuing authority for such orders under 10 GCA (Health and Safety). Law enforcement's role in quarantine or isolation situations is limited to:

- Supporting the execution of lawful public health orders
- Ensuring the safety of public health personnel
- Preventing interference with public health operations
- Any enforcement action related to isolation or quarantine must:
  - Be based on a lawful public health order
  - Respect due process and individual rights
  - Use the least restrictive means necessary to achieve public health objectives

### **(5) Civil Liberties, Due Process, and Use of Force**

All public safety enforcement actions during emergencies are conducted in accordance with:

- Constitutional protections
- Guam law and criminal procedure
- Established law enforcement use-of-force policies
- Due process requirements

Emergency conditions do not suspend civil liberties. Enforcement actions are guided by necessity, proportionality, and accountability. Officers remain subject to agency oversight, internal review, and applicable legal standards.

## **(6) Relationship to Emergency Support Functions**

Operational execution, including command structures, tactical deployment, policy-level guidance for public safety enforcement and maintenance of public order, and interagency coordination, is addressed in:

- ESF #13 – Public Safety and Security
- Supporting ESF Annexes and agency SOPs

## 5. DIRECTION, CONTROL, AND COORDINATION

### A. Tactical and Operational Control of Response Assets.

The Government of Guam exercises direction, control, and coordination of emergency response assets in accordance with the NIMS and ICS principles. Tactical and operational control of response assets is clearly delineated to ensure unity of effort, effective incident management, and lawful execution of emergency operations.

Emergency response assets are directed at three distinct levels:

- strategic direction;
- operational coordination; and
- tactical control

These levels function together to ensure that policy decisions, resource prioritization, and on-scene actions are synchronized throughout the response.

#### (1) Strategic Direction

Strategic direction establishes overall priorities and objectives but does not involve direct control of field-level tactical operations. The Governor of Guam provides strategic direction during emergencies, consistent with the Governor's emergency powers under 10 GCA Chapter 65.

Strategic direction includes:

- Issuing emergency declarations, executive orders, and policy guidance
- Authorizing the mobilization, reassignment, and use of territorial resources
- Approving requests for federal assistance and activation of interstate compacts (e.g., EMAC)
- Delegating emergency management coordination authority to OCD locally and through the designation of a Territorial Coordinating Officer for Federally declared disasters and emergencies.

#### (2) Operational Coordination

(a) *Office of Civil Defense.* OCD is responsible for operational coordination of emergency response activities through activation of the TEOC. OCD does not exercise tactical control of field assets but provides coordination, prioritization, and resource allocation consistent with NIMS.

Operational coordination responsibilities include:

- Translating strategic priorities into operational objectives
- Coordinating resource requests, allocation, and movement across agencies
- Synchronizing ESF activities
- Maintaining situational awareness and information flow
- Supporting incident command through logistics, planning, and interagency coordination

(b) *Office of Homeland Security.* OHS supports operational coordination functions related to prevention, protection, cybersecurity, intelligence sharing, and critical infrastructure security, including coordination through the MRFC.

### **(3) Tactical Control**

Tactical control of response assets is exercised at the incident level by the designated IC or Unified Command, in accordance with ICS. Tactical control includes:

- Directing on-scene operations
- Assigning tasks to deployed resources
- Managing operational tempo and safety
- Implementing incident action plans
- Incident Commanders retain authority over tactical decisions necessary to meet incident objectives and ensure responder safety.

### **(4) Agency Control of Personnel and Equipment**

While assets may be assigned to an incident under ICS, agencies retain administrative control over their own personnel and equipment, including:

- Personnel supervision and discipline
- Compliance with agency policies and qualifications
- Equipment maintenance and accountability

Assignment of resources to incidents does not transfer ownership or administrative authority. Agencies maintain responsibility for ensuring that assigned resources are appropriately trained, equipped, and credentialed.

### **(5) Unified Command**

For incidents involving:

- Multiple jurisdictions
- Multiple agencies with statutory authority
- Complex or large-scale operations

A Unified Command structure may be established. Unified Command allows agencies with legal or functional responsibility to jointly manage incident objectives while maintaining their individual authorities and responsibilities. Additionally, it is used to enhance coordination and avoid duplication of effort.

### **(6) Federal and Department of Defense Assets**

Tactical control of federal or DoD forces is not transferred to territorial authorities. Coordination is conducted through established NIMS, ESF, and liaison processes. Federal and DoD assets provided in support of Guam emergency operations:

- Remain under federal or DoD command and control
- Are integrated into response operations through liaison officers and coordination mechanisms
- Are tasked consistently with approved mission assignments or support agreements

## **(7) Relationship to Emergency Support Functions**

Emergency Support Functions provide the coordination framework for organizing response activities, but do not constitute command structures. ESFs support incident operations by:

- Coordinating resources across agencies
- Providing technical expertise
- Supporting incident command and field operations

Detailed operational roles and procedures are addressed in the Guam EOP ESF Annex and supporting agency SOPs.

## **(8) Summary of Control Principles**

- The Governor provides strategic direction
- OCD leads operational coordination through the TEOC
- Incident Commanders exercise tactical control at the incident site
- Agencies retain administrative control of their personnel and assets
- Unified Command is used when appropriate
- Federal and DoD assets remain under their respective command structures

## **B. Multi-Jurisdictional Coordination Systems and Processes during Emergencies.**

The Government of Guam employs a multi-jurisdictional coordination system to integrate territorial, village, federal, military, nonprofit, and private-sector partners during emergencies. This system is consistent with the NIMS Multiagency Coordination System (MACS) concept. It is designed to support, rather than replace, incident-level command and control under ICS.

Multi-jurisdictional coordination enables shared situational awareness, resource prioritization, policy-level decision-making, and synchronized public messaging across multiple jurisdictions and organizations, while preserving the statutory authorities and operational independence of each participating entity.

### **(1) NIMS-Based Multiagency Coordination Framework**

Guam's multi-jurisdictional coordination structure aligns with NIMS MACS doctrine, which emphasizes:

- Coordination across agencies and jurisdictions
- Support to the incident command rather than direct command of field operations
- Integration of policy, operational, and resource coordination functions
- Clear separation between strategic direction, operational coordination, and tactical control

It is discouraged for the Governor's office or agency heads to exercise tactical control of incident operations. Tactical authority remains with Incident Commanders at the incident level. Executive and agency authorities operate at the strategic and coordination levels, consistent with 10 GCA Chapter 65, which authorizes emergency powers related to direction, mobilization, and utilization of resources, but does not transfer on-scene command authority away from ICS.

## **(2) Territorial Emergency Operations Center (TEOC)**

The TEOC does not direct tactical field operations. Instead, it supports incident command by coordinating resources, resolving interagency issues, and translating strategic guidance into operational priorities. The TEOC serves as the primary multi-jurisdictional coordination hub during emergencies. The TEOC:

- Integrates representatives from territorial agencies, ESFs, the Mayors' Council of Guam, and partner organizations
- Coordinates information sharing, resource requests, and policy implementation
- Supports multiple incidents or area-wide operations simultaneously
- Maintains territory-wide situational awareness

## **(3) Incident Command and Unified Command Integration**

Unified Command is used when incidents involve multiple agencies or jurisdictions with legal responsibility, allowing joint decision-making without compromising individual authorities. At the field level, incidents are managed through Incident Command or Unified Command, depending on incident complexity and jurisdictional involvement. Multi-jurisdictional coordination supports incident command by:

- Providing a single coordination point for resource requests
- Ensuring consistent objectives across incidents
- Facilitating coordination among agencies with overlapping authorities

## **(4) Emergency Support Functions (ESFs)**

ESFs do not function as command entities and do not exercise tactical control. Operational details are addressed in the ESF Annex and supporting SOPs. Emergency Support Functions (ESFs) serve as functional coordination mechanisms within the TEOC. ESFs:

- Organize agencies and partners by functional capability
- Coordinate support to incident operations and field command
- Facilitate multi-agency problem-solving and resource alignment

## **(5) Mayors' Council of Guam and Village-Level Coordination**

Village mayors play a critical role in multi-jurisdictional coordination at the community level.

Through the Mayors' Council of Guam (MCOG), mayors:

- Provide localized situational awareness to the TEOC
- Coordinate village-level resources, volunteers, and facilities
- Support sheltering, distribution operations, and welfare checks
- Facilitate two-way communication between residents and territorial agencies

The structure enables effective integration of municipal-level coordination without duplicating or interfering with incident command.

## **(6) Federal and Military Coordination**

(a) *Federal Agencies.* Federal agencies retain authority over their personnel and assets, and coordination is conducted consistent with NIMS and federal doctrine. Federal agencies coordinate with Guam through:

- ESF structures
- Liaison officers embedded in the TEOC
- Established federal-territorial coordination processes

(b) *Department of Defense.* DoD coordinates with Guam through established military liaison processes. On Guam, Task Force Micronesia serves as the senior military command responsible for coordinating DoD support to civil authorities. DoD coordination includes:

- Liaison officers assigned to the TEOC as appropriate
- Coordination of support missions approved through the proper authority
- Integration of military capabilities into response operations without transfer of command
- DoD forces remain under federal command and are not subject to territorial tactical control.

## **(7) Policy-Level Coordination and Executive Decision-Making**

During significant or complex emergencies, policy-level coordination may occur among the Governor, senior advisors, and agency leadership to:

- Establish response priorities
- Resolve cross-sector policy issues
- Approve significant resource commitments
- Coordinate requests for external assistance

Policy coordination supports, but does not override, incident command structures and does not involve tactical decision-making.

## **(8) Information Sharing and Situational Awareness**

Multi-jurisdictional coordination relies on continuous information sharing, including:

- Situation reports and incident summaries
- Briefings and coordination calls
- Liaison exchanges across agencies and jurisdictions
- Intelligence and threat information shared through the MRFC
- Coordinated public information through the JIC structure
- DLAN is used to support situational awareness and coordination, but is not a command or notification system.

## **(9) Summary of Coordination Principles**

- Multi-jurisdictional coordination supports incident command; it does not replace it
- Tactical control remains with Incident Commanders
- Strategic direction is provided by executive leadership
- Operational coordination is conducted through the TEOC and ESFs
- Federal and military partners coordinate through liaison and established processes
- Village-level coordination is integrated through MCOG

## 6. INFORMATION COLLECTION, ANALYSIS AND DISSEMINATION

### A. Coordination Plans Between TEOC Planning Section and MRFC

During emergency response operations, the Government of Guam integrates planning, intelligence, and situational awareness through coordinated information-sharing processes between the TEOC Planning Section and the MRFC. The coordination supports timely decision-making, shared situational awareness, and effective response coordination while maintaining clear separation between intelligence functions, operational coordination, and tactical command.

The MRFC operates under OHS pursuant to 5 GCA Chapter 1, Article 14.1, while OCD exercises emergency management coordination responsibilities under 10 GCA Chapter 65. Coordination between these entities ensures that threat, intelligence, and security-related information is appropriately integrated into response planning without encroaching upon incident command authority.

#### (1) Purpose and Scope of Coordination

Coordination is response-focused and supports incident operations, TEOC activities, and executive-level situational awareness. Coordination between the OCD Planning Section and MRFC during response operations is intended to:

- Support the development of a common operating picture
- Inform operational and strategic decision-making
- Identify emerging threats, hazards, and vulnerabilities
- Protect responders, critical infrastructure, and the public
- Support consequence management and resource prioritization

#### (2) Roles and Responsibilities

(a) *OCD/TEOC Planning Section.* The OCD/TEOC Planning Section is responsible for collecting, validating, analyzing, and disseminating incident-related information in support of emergency operations. The Planning Section serves as the central coordination point for non-law-enforcement incident information within the TEOC. Key functions include:

- Maintaining situational awareness through the Situation Unit
- Producing situation reports, incident summaries, and planning products
- Supporting development of IAPs
- Integrating field reports, ESF inputs, damage assessments, and resource status
- Providing validated information to decision-makers at the operational and strategic levels

(c) *OHS.* OHS provides oversight and coordination for MRFC activities and ensures:

- Compliance with applicable information-sharing policies
- Integration of homeland security, cybersecurity, and infrastructure protection information into response coordination
- Appropriate dissemination of intelligence products to OCD and other authorized partners

(b) *MRFC*. The MRFC serves as the jurisdiction's intelligence fusion and analysis center and is responsible for:

- Collecting, analyzing, and disseminating threat-related information
- Providing intelligence related to criminal activity, terrorism, cyber incidents, and infrastructure threats
- Monitoring public safety and security indicators relevant to ongoing response operations
- Supporting risk and threat assessments impacting emergency response
- Sharing time-sensitive intelligence products with authorized partners

MRFC does not exercise operational or tactical control and does not direct response activities.

### **(3) Two-Way Information Flow and Coordination**

Information sharing between the OCD Planning Section and MRFC is bidirectional and continuous during emergency response operations.

(a) *MRFC to OCD/TEOC Planning Section*. MRFC provides the Planning Section with:

- Threat intelligence and advisories
- Cybersecurity and critical infrastructure threat information
- Security-related risk indicators
- Analysis of emerging or evolving threats
- Intelligence assessments relevant to responder safety and operations

(b) *OCD/TEOC Planning Section to MRFC*. The Planning Section provides MRFC with:

- Incident situational awareness
- Infrastructure impacts and lifeline status
- Damage assessment data
- Resource and operational constraints
- Requests for information (RFIs) related to threats or security concerns
- This exchange enables integrated analysis and informed decision-making.

### **(4) Types of Information Coordinated**

Coordination encompasses, but is not limited to, the following information categories:

- Threat intelligence (criminal, terrorism-related, and cyber)
- Critical infrastructure impacts
- Community lifeline impacts
- Situational awareness and common operating picture data
- Damage assessments
- Public safety and security indicators
- Cyber incidents and vulnerabilities affecting response operations
- Requests for information and analytic support
- Identification of misinformation or rumors that may impact response efforts

### **(5) Integration with ICS and NIMS**

Coordination between OCD Planning and MRFC is conducted in accordance with NIMS intelligence and information management principles. The structure preserves unity of effort while respecting organizational roles and authorities

- Intelligence and information functions support ICS Planning Section processes
- Tactical command and control remain with Incident Commanders
- MRFC does not direct operations or influence tactical decision-making
- Information sharing supports operational coordination and strategic direction

## **(6) Coordination Mechanisms**

Coordination is achieved through multiple mechanisms, including:

- Designated liaisons or points of contact between OCD Planning and MRFC
- Regular briefings and coordination calls during TEOC activation
- Intelligence summaries, bulletins, and threat advisories
- Secure information-sharing platforms appropriate to the sensitivity of information
- Inclusion of MRFC products in TEOC briefings and planning cycles
- DLAN supports situational awareness and information sharing but is not used as a classified intelligence system.

## **(7) Public Information Coordination**

Intelligence and sensitive information are not released directly to the public. Before public dissemination:

- Information is vetted for accuracy, sensitivity, and operational impact
- Coordination occurs with ESF #15 and the JIC
- Messaging is structured to inform the public without compromising operations, investigations, or security

## **B. Information Dissemination Methods and Protocols**

The Government of Guam disseminates emergency-related information using multiple methods and established protocols to ensure timely, accurate, and accessible communication among internal stakeholders, external partners, and the public. Information dissemination during emergencies supports situational awareness, operational coordination, public safety, and informed decision-making. It is conducted in a manner consistent with NIMS information management principles and ICS Planning Section processes.

Information is disseminated through appropriate, redundant, and scalable channels based on the audience, sensitivity, urgency, and operational impact of the information being shared.

### **(1) Audiences for Information Dissemination**

Dissemination methods and protocols vary based on the audience and the type of information. Information dissemination during emergencies is directed to three primary audiences:

*a. Internal Stakeholders.* Includes TEOC, ESFs, incident command, and Government of Guam agencies

*b. External Partners.* Federal agencies, Department of Defense (to include Task Force Micronesia), CNMI, and regional partners, nongovernmental organizations, and private-sector entities

*c. Public.* Residents, visitors, and special populations requiring accessible communications

## (2) Information Dissemination Methods

(a) *Verbal Communication.* Verbal dissemination is used for rapid coordination and decision-making and includes:

- TEOC briefings and shift change briefings
- Incident command briefings
- Interagency coordination calls
- Executive and policy-level briefings

Verbal communications are supported by follow-up written documentation when appropriate.

(b) *Written and Electronic Communication.* Written dissemination provides consistency, documentation, and traceability and includes:

- SITREPs
- Incident summaries and updates
- Plans, tasking messages, and coordination notes
- Emails and official electronic correspondence

(c) *Web-Based Platforms.* Web-based tools are used to support shared situational awareness and coordination, including:

- DisasterLAN (DLAN) for situational awareness, incident tracking, and information sharing; supports coordination and awareness but is not a command, notification, or classified intelligence system.
- Secure portals or shared drives for document exchange

(d) *Messaging Applications.* Messaging applications are used to enhance speed and redundancy and do not replace formal reporting or documentation requirements. They are used to supplement formal communication channels, including:

- WhatsApp groups for:
  - Agency-to-agency coordination
  - ESF coordination
  - Communication with the Mayors' Council of Guam
  - Rapid information sharing during evolving incidents

(e) *Graphics and Visual Products.* Graphics are used to communicate complex information clearly and efficiently, including:

- Maps and geospatial products
- Dashboards and status boards
- Charts, timelines, and infographics

(f) *Public Alerting and Warning Systems.* Use of these systems follows established authorization, approval, and geographic targeting protocols and is coordinated through ESF #15 and designated approving authorities. Public alerts and warnings are disseminated through:

- IPAWS
- EAS
- WEA

(g) *Media, Websites, and Social Media.* Public information is disseminated through:

- Official media releases

- Press briefings and media advisories
- Government of Guam websites
- Official social media platforms

These methods are coordinated through the JIC when activated.

### **(3) Information Sensitivity and Protocol Distinctions**

Information is disseminated only to appropriate audiences based on content, sensitivity, and operational impact. Information dissemination protocols distinguish between:

- Routine operational information, shared broadly among response partners
- Sensitive or controlled information, shared on a need-to-know basis
- Law enforcement or intelligence-sensitive information, vetted and disseminated through appropriate channels
- Public information and warnings, approved for release and coordinated to ensure accuracy and consistency

### **(4) Approval, Vetting, and Release Authority**

- Internal operational information is disseminated through TEOC coordination processes.
- Public information is released through ESF #15 and the JIC, when activated.
- Intelligence or threat-related products are vetted through MRFC and OHS before dissemination.
- No single platform is used for all information types; dissemination methods are selected based on purpose and audience.

### **(5) Accessibility, Redundancy, and Continuity**

These measures support continuous information flow under degraded conditions.

Information dissemination protocols account for:

- Power outages
- Network or system disruptions
- Limited connectivity in affected areas

To ensure continuity, dissemination relies on:

- Multiple communication methods
- Redundant pathways (verbal, electronic, visual)
- Alternative platforms when primary systems are unavailable

### **(6) Alignment with NIMS and ICS**

Information dissemination processes align with:

- NIMS information and intelligence management principles
- ICS Planning Section cycles and reporting structures
- Common operating picture development and maintenance

## **(7) Summary of Dissemination Principles**

- Information is shared using multiple, redundant methods
- Protocols vary based on audience and sensitivity
- Public messaging is coordinated and approved
- Intelligence products are vetted before release
- Accessibility and continuity are prioritized
- Dissemination supports coordination, not command

## **C. Critical Information Needs and Collection Priorities**

Effective emergency response requires the timely identification, collection, analysis, and dissemination of critical information to support life safety, operational decision-making, and public communication. During emergencies, the Government of Guam prioritizes information collection based on incident objectives, evolving conditions, and executive direction.

When activated, the TEOC Planning Section, which absorbs and expands the OCD Planning Section, serves as the central authority for identifying critical information needs and establishing collection priorities, consistent with NIMS and ICS Planning Section processes. These priorities guide field reporting, ESF inputs, intelligence coordination with the MRFC, and RFIs.

### **(1) Purpose of Critical Information Management**

Critical information collection and prioritization are intended to:

- Support life safety and responder safety
- Maintain a common operating picture
- Inform Incident Action Plans (IAPs) and operational objectives
- Guide resource allocation and prioritization
- Support executive-level decision-making
- Enable timely and accurate public information and warnings
- Information priorities are continuously reassessed as incidents evolve.

### **(2) Time-Phased Information Collection Priorities**

*(a) Initial Response (0–24 Hours).* During the initial response phase, priority is given to information that directly affects life safety and immediate response actions, including:

- Nature, scope, and location of the incident
- Immediate threats to life and responder safety
- Incident command status and operational posture
- Public safety and security conditions
- Evacuation status and access restrictions
- Initial health and medical impacts
- Shelter status and urgent mass care needs
- Weather conditions and short-term forecasts

*(b) Sustained Response (24–72 Hours).* As operations stabilize, information priorities expand to support sustained response and coordination:

- Infrastructure and lifeline status (power, water, communications, transportation)
- Transportation access
- Logistics constraints

- Resource availability, shortages, and anticipated needs
- Healthcare system capacity and public health indicators
- Environmental impacts and hazardous materials conditions
- Cyber incidents affecting response systems
- Critical infrastructure assessments
- Law enforcement and security considerations

(c) *Extended Operations*. For prolonged incidents, information priorities focus on maintaining continuity and supporting transition planning:

- Damage assessments and consequence analysis
- Long-term sheltering and housing needs
- Ongoing public health impacts
- Supply chain disruptions
- Economic and business impacts
- Recovery planning considerations
- Persistent misinformation or rumor trends

### **(3) Categories of Critical Information**

Critical information needs may include, but are not limited to:

- Life safety and immediate threat information
- Incident status, scope, and progression
- Public safety and security indicators
- Health / medical system impacts
- Infrastructure impacts
- Community lifeline status
- Transportation/access constraints
- Shelter and mass care operations
- Resource availability and capability gaps
- Environmental and hazardous materials impacts
- Weather and hazard forecasts
- Cybersecurity incidents and system impacts
- Public information needs, misinformation, and rumor awareness

### **(4) Information Sources**

The TEOC Planning Section collects and integrates information from multiple sources, including:

- Incident Commanders and field units
- ESFs
- Village mayors and community-level reporting
- MRFC intelligence products and threat assessments
- Utilities and critical infrastructure operators
- Federal agencies and DoD partners
- CNMI and regional coordination partners
- Damage assessment teams, GIS, and remote sensing tools

Information is validated and cross-checked to ensure accuracy and reliability.

## **(5) Responsibility for Prioritization and Tasking**

During TEOC activation:

- The TEOC Planning Section is responsible for identifying and prioritizing critical information needs.
- Priorities are informed by:
  - Incident objectives
  - Strategic direction from executive leadership
  - Operational coordination requirements
  - Threat and intelligence inputs from MRFC
- The Planning Section ensures that information collection efforts are aligned with response objectives and do not duplicate effort.

## **(6) Requests for Information.**

The TEOC Planning Section manages a formal RFI process to address information gaps and decision-maker needs.

*(a) RFI Management.* An RFI Manager is designated within the Planning Section to:

- Receive, log, and track RFIs
- Assign RFIs to appropriate agencies, ESFs, or partners
- Monitor status and timeliness of responses
- Ensure responses are validated and disseminated appropriately

*(b) Latest Time Information is of Value (LTIOV).* Each RFI and critical information requirement is assigned an LTIOV, the latest point in time when the information remains actionable for decision-making. The TEOC Planning Section uses LTIOV to:

- Prioritize collection tasks and reporting deadlines
- Communicate required response times to tasked agencies and partners
- Deconflict competing information demands and focus collection on decision-relevant needs
- Identify when information is stale and requires refresh, validation, or re-collection
- Support time-sensitive decisions such as protective actions, resource allocation, and public messaging coordination

## **(7) Integration with Decision-Making and Planning**

Information priorities are continuously reviewed and adjusted based on operational needs. Critical information directly supports:

- Development and adjustment of IAPs
- Resource prioritization and allocation decisions
- Executive briefings and policy-level coordination
- Public information and warning decisions coordinated through ESF #15
- Anticipatory planning
- Consequence management

## **(8) Relationship to Intelligence and Information Management**

Critical information collection is coordinated with MRFC consistent with NIMS intelligence and information management principles. Intelligence and threat information support planning and coordination, but do not direct tactical operations. Tactical command remains with Incident Commanders.

## **(9) Summary of Information Prioritization Principles**

- Information needs are incident-driven and time-phased
- Life safety information is always the highest priority
- TEOC Planning Section serves as the central prioritization authority
- RFIs are formally managed and tracked
- Information supports planning, coordination, and decision-making
- Priorities evolve as incidents progress

## **D. Strategies for Collecting, Analyzing, and Sharing Community Lifeline Information**

The Government of Guam uses the Community Lifelines construct, as defined in the NRF, to organize, prioritize, and communicate information regarding the status of essential services that enable the community to function during emergencies. Community lifelines provide a common language for assessing impacts, identifying stabilization priorities, and coordinating response and recovery actions across jurisdictions and sectors.

Consistent with NRF doctrine, community lifelines are interdependent and may experience cascading effects when disrupted. Monitoring and analyzing lifeline conditions allow the Government of Guam to focus response efforts on stabilizing the most critical services that affect life safety, public health, and economic continuity.

OCD, through the TEOC, is responsible for integrating, analyzing, and tracking the status of community lifelines during both steady-state operations and emergency activations. Lifeline information is provided by ESFs, infrastructure owners and operators, village mayors, and partner organizations, and is shared to support operational coordination and decision-making.

### **(1) Community Lifelines Framework**

As defined in the National Response Framework, community lifelines are “the most fundamental services in the community that, when stabilized, enable all other aspects of society to function.”

The seven FEMA Community Lifelines are:

1. Safety and Security
2. Food, Water, Shelter
3. Health and Medical
4. Energy (Power and Fuel)
5. Communications
6. Transportation
7. Hazardous Materials

Each lifeline is assessed based on availability, accessibility, and reliability, and lifeline status may be described as stable, degraded, or unstable, consistent with NRF guidance.

**(2) Lifeline Tracking During Steady State and Response**

(a) *Steady-State Monitoring.* Steady-state awareness supports rapid transition to response operations when incidents occur. OCD maintains awareness of community lifeline conditions during steady-state operations by:

- Coordinating with ESFs and infrastructure owners/operators
- Monitoring known vulnerabilities and recurring stressors
- Incorporating lifeline considerations into preparedness planning, exercises, and risk assessments

(b) *Emergency Response Monitoring.* During TEOC activation, OCD:

- Tracks lifeline status continuously
- Identifies degradation or instability
- Prioritizes stabilization actions based on life safety and cascading impacts
- Integrates lifeline status into situation reports, briefings, and planning cycles

**(3) Collection and Analysis of Community Lifeline Information**

The TEOC Planning Section validates information, identifies inconsistencies, and analyzes cascading impacts across lifelines (e.g., power outages affecting water, healthcare, and communications). Community lifeline information is collected and analyzed using multiple, coordinated methods:

- ESF reporting and coordination
- Utility and infrastructure owner/operator status reports
- Field reporting from Incident Command and damage assessment teams
- Village-level reporting through the Mayors’ Council of Guam
- GIS, mapping, and remote sensing products
- Threat and security information from MRFC
- Federal / DoD partner coordination

**(4) Community Lifelines Information Collection Matrix**

The table below identifies each Community Lifeline and subcategory, the primary organizations best positioned to provide authoritative information, and the methods used to collect and validate lifeline status data. The matrix supports Tier III information collection and informs Tier I and Tier II leadership reporting, consistent with FEMA lifeline doctrine.

<b>Community Lifeline – Subcategory</b>	<b>Primary Information Provider(s)</b>	<b>Information Collection Methods</b>
<i>Safety and Security</i> Law Enforcement / Security	GPD; OHS; MRFC	Incident reports; field unit status reports; situation briefings; intelligence summaries; mayoral reports
<i>Safety and Security</i> Fire Service	GFD	Incident command reports; station status checks; resource tracking; field assessments
<i>Safety and Security</i> Search and Rescue	GFD; GUNG (if activated); mutual aid partners	Incident Action Plans (IAPs); SAR mission reports; field tasking logs
<i>Safety and Security</i> Government Services / Essential Functions	OCD; Office of the Governor; MCOG	Agency status reports; continuity status updates; executive briefings
<i>Safety and Security</i> Community Safety / Protective Actions	OCD; GPD; Mayors	Protective action tracking; evacuation/shelter reports; community-level reporting

<i>Food, Hydration, Shelter</i> Food Supply & Distribution	DPHSS; NGOs (e.g., Guam VOAD partners); private distributors	ESF reports, supplier status checks, shelter feeding data
<i>Food, Hydration, Shelter</i> Hydration (Potable Water Access)	GWA; OCD	Utility status reports; water quality advisories; field assessments
<i>Food, Hydration, Shelter</i> Shelter / Housing	OCD; DPHSS; MCOG; NGOs	Shelter status reports; occupancy tracking; field inspections
<i>Food, Hydration, Shelter</i> Agriculture / Animals	DoAG; DPHSS	Producer reports, animal shelter/veterinary status, field inspections
<i>Health and Medical</i> Medical Care (Hospitals/Clinics)	DPHSS; GMHA; GRMC; private healthcare providers	Facility status reports, bed capacity reporting, and healthcare system dashboards.
<i>Health and Medical</i> Public Health	DPHSS	Surveillance data, epidemiological reports, and lab reporting
<i>Health and Medical</i> Patient Movement / EMS	GFD (EMS); DPHSS	EMS run data; hospital transfer reports; transport tracking
<i>Health and Medical</i> Medical Supply Chain	DPHSS; healthcare coalitions; suppliers	Inventory status reports; supplier coordination calls
<i>Health and Medical</i> Fatality Management	DPHSS; Office of the Chief Medical Examiner; GPD	Mortuary status reports; fatality tracking; coordination briefings
<i>Energy</i> Power Grid	GPA	Outage management systems; restoration estimates; field crew reports
<i>Energy</i> Fuel Supply & Distribution	GPA; private fuel suppliers; PAG	Supplier status reports; port throughput data; logistics coordination
<i>Communications</i> Infrastructure (Commercial)	OTECH; telecom providers	Network status reports; outage dashboards; provider briefings
<i>Communications</i> Responder Communications (LMR)	GPD; GFD; OTECH	System monitoring; radio network checks; field reports
<i>Communications</i> Alerts, Warnings, and Messaging	OCD; OHS; ESF #15 partners	IPAWS logs; EAS/WEA activation records; message dissemination reports
<i>Communications</i> 911 / Dispatch	GPD; OTECH	PSAP status checks; call volume analysis; system performance monitoring
<i>Transportation</i> Highway/Roadway	DPW; GPD	Damage assessments, route clearance reports, and traffic control updates
<i>Transportation</i> Aviation	GIAA	Airfield status reports; NOTAMs; terminal assessments
<i>Transportation</i> Maritime / Ports	PAG	Port condition reports; vessel traffic data; berth availability
<i>Transportation</i> Mass Transit	DPW; GRTA; transit operators	Service status reports; route accessibility checks
<i>Hazardous Materials</i> Fixed Facilities	GEPA; GFD (HazMat)	Facility inspections, incident reports, and environmental monitoring
<i>Hazardous Materials</i> Spills / Contamination	GEPA; GFD; DPHSS	Field sampling, spill reports, and laboratory analysis
<i>Water Systems</i> Potable Water Infrastructure	GWA	Treatment plant status; pressure/quality monitoring; field inspections
<i>Water Systems</i> Wastewater Management	GWA; DPW	Lift station reports; treatment facility status; overflow monitoring

Table 26. Community Lifelines Information Collection Matrix

### (5) Information Sharing and Reporting

Community lifeline information is shared through established coordination mechanisms, including:

- TEOC briefings and situation reports
- Executive summaries for leadership
- ESF coordination meetings
- Coordination with FEMA and federal partners using the lifelines framework
- Public information coordination through ESF #15, when appropriate

- Lifeline status information is presented in a clear, consistent format to support rapid understanding and prioritization.

## **(6) Validation, Prioritization, and Decision Support**

Lifeline information is:

- Cross-checked with multiple sources
- Validated by subject-matter experts
- Analyzed for cascading and compounding impacts
- Prioritized based on life safety, stabilization, and equity considerations

Analysis directly supports:

- Incident Action Plan (IAP) development
- Resource allocation and mission prioritization
- Executive decision-making
- Transition planning toward recovery

## **E. Long-Term Information Collection, Analysis, and Dissemination Strategies**

The Government of Guam sustains information collection, analysis, and dissemination beyond the initial response phase to support extended operations, stabilization of Community Lifelines, and the transition to long-term disaster recovery. Long-term information strategies ensure continuity of situational awareness, document impacts and unmet needs, support resource prioritization and cost recovery, and provide consistent public communications as conditions evolve.

Consistent with NIMS and the NDRF, Guam uses a hybrid coordination approach: the TEOC Planning Section leads sustained response information management. In contrast, the Territorial Disaster Recovery Coordination Officer (TDRCO) within the Office of the Governor leads the transition to recovery-focused reporting and analysis. OCD maintains steady-state monitoring and supports continuity of information management under its emergency management coordination responsibilities. At the same time, OHS/MRFC continues to provide threat, cybersecurity, and infrastructure risk information supporting both response and recovery.

### **(1) Long-Term Information Objectives**

Long-term information strategies are designed to:

- Maintain a persistent common operating picture across response and recovery
- Track stabilization and restoration of Community Lifelines over time
- Identify trends, cascading impacts, and emerging risks
- Support prioritization of response missions and recovery actions
- Document damages, costs, and operational decisions to support reimbursement and audits
- Inform executive decision-making, intergovernmental coordination, and public messaging
- Sustain rumor control and misinformation awareness to protect public confidence and safety

## (2) Transition from Sustained Response to Long-Term Recovery Reporting

### (a) Hybrid Governance

1. Sustained Response. Led by the TEOC Planning Section, integrating ESF inputs, field reporting, utility status, and partner reporting.

2. Transition to Recovery. Led by the TDRCO in the Office of the Governor, supported by OCD, agencies, and recovery partners. This transition shifts the focus from immediate response objectives to recovery priorities, restoration timelines, unmet needs, and long-term consequence management.

(b) *Transition Triggers*. The shift to long-term recovery reporting is initiated when one or more of the following conditions occur:

- TEOC activation level is reduced, and operational tempo stabilizes
- Most lifelines transition from unstable to degraded/stable, and priorities shift to restoration timelines
- Field operations move from life safety missions to sustained service delivery and recovery support
- A formal recovery coordination structure is activated under the Governor's direction
- Reporting requirements expand to include recovery objectives, housing, economic impacts, and long-term environmental monitoring

## (3) Long-Term Critical Information Needs

Long-term information needs include, but are not limited to:

- Recovery situation reporting and consequence tracking
- Ongoing Community Lifeline monitoring (daily status and trend analysis)
- Housing and displacement tracking, including shelter-to-housing transitions
- Sustained public health surveillance, including disease and behavioral health trends
- Infrastructure restoration timelines, dependencies, and constraints
- Supply chain and commodities monitoring, including fuel, food, medical supplies, and construction materials
- Economic impacts and business continuity indicators
- Environmental monitoring and long-term hazardous materials remediation status
- Financial documentation, including cost tracking, procurement documentation, and labor/equipment usage
- Rumor control and misinformation monitoring, including emerging scams and fraud trends (supported by MRFC as appropriate)

## (4) Long-Term Collection and Analysis Strategies

(a) *Data Collection Sources*. Long-term information is collected from:

- ESFs and territorial agencies (operational and recovery status reporting)
- Infrastructure owners/operators (utilities, telecoms, port/airport)
- Village mayors and community-level reporting
- MRFC intelligence products (cyber threats, fraud/scams, infrastructure threats)
- Federal and DoD partners (including Task Force Micronesia coordination points)
- Damage assessment teams, GIS products, and remote sensing outputs

- Public reporting trends (e.g., service calls, community reports)

(b) *Analytical Focus*. Analysis emphasizes:

- Cross-lifeline dependencies and cascading impacts
- Stabilization progress and restoration bottlenecks
- Unmet needs, equity considerations, and access barriers
- Trend analysis across time (not just snapshots)
- Risk forecasting for secondary impacts (disease, fraud, supply disruptions, infrastructure failure)
- Validated analysis supports both operational decision-making and long-term recovery prioritization.

## (5) Long-Term Information Products and Dissemination Cadence

(a) *Situation Reports*. The TEOC Planning Section produces situation reports aligned to operational needs:

- Every 6–12 hours during high-tempo periods
- Transitioning to daily SITREPs as response stabilizes
- Further transitioning to less frequent reporting as recovery reporting structures mature

(b) *Community Lifeline Status Dashboard*. Produced daily to maintain a consistent and comparable view of lifeline condition, stabilization progress, and priority issues. Includes trend indicators and key constraints affecting restoration.

(c) *Recovery Progress Updates*. Produced daily initially, then reduced to weekly as recovery operations mature. Tracks restoration timelines, unmet needs, housing progress, economic indicators, environmental remediation, and significant recovery decision points.

(d) *Executive Briefs*. Produced daily during sustained response and early transition to recovery. Transitioning to weekly as recovery governance stabilizes and routine reporting cadence is established

(e) *Public-Facing Recovery Updates*. Publish public-facing recovery updates on a weekly cadence, with additional releases as needed for major milestones, safety concerns, or significant changes in lifeline status. Weekly updates balance transparency with operational workload, promote message consistency, and reduce rumor-driven information gaps. Public-facing products should be coordinated through ESF #15 / JIC structures to ensure accessibility, accuracy, and unified messaging.

## (6) Long-Term Systems, Tools, and Recordkeeping

These systems support continuity of information management across extended operations and staff rotations. Long-term information collection and reporting leverage:

- DLAN for incident documentation, coordination, and situational awareness
- AssetCloud and agency asset systems for tracking equipment status, usage, and restoration resources
- Microsoft Excel and standardized reporting templates when integration is limited
- GIS and mapping products for damage visualization, access constraints, and restoration progress

- Archived reporting repositories to support audits, lessons learned, and reimbursement documentation

### **(7) Information Sharing Protocols and Continuity**

- Long-term dissemination strategies emphasize:
- Consistent formatting across time to support trend analysis
- Controlled distribution of sensitive or protected information
- Continued two-way information flow between response and recovery leadership
- Documentation discipline to support reimbursement and legal defensibility
- Sustained rumor control and fraud awareness, including coordination with MRFC where appropriate

## **F. General Public Collaboration to Collect, Analyze, and Disseminate Information**

The Government of Guam collaborates with the general public as a core element of the whole community approach to emergency information management. Public participation strengthens situational awareness, improves the accuracy and timeliness of reporting, supports protective actions, and enables more effective response coordination. Guam leverages public reporting, community networks, sector-specific watch programs, and two-way communications to collect, analyze, validate, and disseminate information before, during, and after emergencies.

During response operations, OCD coordinates territory-wide information collection and integration through the TEOC, while OHS, through the MRFC, supports threat-related reporting, SAR, and intelligence-informed situational awareness. Public-facing dissemination is coordinated through established public information processes to ensure accuracy, accessibility, and consistency.

### **(1) Public Reporting and Information Collection Channels**

The Government of Guam encourages the public to report emergency-related information through multiple channels to ensure accessibility and redundancy. Public reporting channels include:

- Emergency and public safety reporting
  - 911 (imminent threats to life, property, or safety)
  - Law enforcement non-emergency lines, when appropriate
  - In-person reporting to first responders at incident sites
- Community-level reporting
  - Village Mayors' offices and established village reporting mechanisms
  - Reports through shelters, distribution points, and community assistance sites
- Government reporting mechanisms
  - Government hotlines (when activated)
  - Official email addresses or web-based reporting forms (when activated)
- Utility and infrastructure outage reporting
  - Outage and service disruption reporting lines for GPA, GWA, and telecommunications providers
  - Customer service reporting channels for restoration prioritization and situational awareness
- Digital and social reporting
  - Official Government of Guam social media channels (including messages, comments, and direct reporting)

- Community communication platforms, including WhatsApp groups, were used to share time-sensitive information and coordinate community reporting
- Media reporting and credible third-party alerts that may indicate emerging issues requiring validation

These public reporting channels supplement, NOT REPLACE, official incident reporting and situational awareness processes.

## **(2) Whole Community Inclusion and Accessibility**

The TEOC integrates community-derived information through mayors, NGOs, and ESFs to ensure it contributes to the common operating picture. Public collaboration strategies are designed to include all elements of the whole community, including individuals who may face barriers to accessing or providing information. Information collection and dissemination strategies account for:

- Individuals with disabilities and others with AFN
- Language access and translation needs, including culturally appropriate messaging
- Seniors and individuals with limited digital access, through in-person and community-based reporting pathways
- Visitors, tourists, and military families, through targeted messaging, lodging partners, and community networks
- Faith-based and community organizations, which often serve as trusted messengers and reporting conduits

## **(3) Sector-Specific Watch Programs and Community Networks**

Guam incorporates sector-specific watch programs and organized community networks as a structured method for collecting observations, identifying concerns early, and supporting public order and safety. These may include:

- Neighborhood Watch programs within villages
- Business Watch / commercial reporting networks, including coordination with retailers and business associations
- Port and maritime watch reporting, including vessel operators and harbor users
- School safety reporting, where applicable, through education partners
- Healthcare facility incident reporting, including facility status changes and capacity concerns
- Cyber reporting, including suspicious emails, phishing attempts, or cyber incidents reported to appropriate cybersecurity points of contact (e.g., OTECH and/or MRFC)
- Critical infrastructure owner/operator reporting, including utilities and telecom providers monitoring outages, damage, and suspicious activity

These programs help identify incidents early, reinforce prevention and protection, and improve reporting fidelity during response.

## **(4) MRFC Collaboration and SAR**

The public plays a key role in reporting suspicious activity and emerging threats. OHS, through the MRFC, supports mechanisms for receiving and integrating:

- SAR related to terrorism, violence, or threats to public safety
- Reports related to critical infrastructure threats or suspicious behavior near key facilities

- Cyber incident tips, including ransomware indicators, malicious emails, and suspicious network activity cues reported by organizations or individuals
- Threat-related information received from the public is evaluated and, when appropriate, shared with authorized partners to support operational safety and protection activities.

### **(5) Verification, Triage, and Quality Control of Public-Submitted Information**

Public-submitted information is valuable but requires structured verification to prevent misinformation from shaping operational decisions. Validated information is incorporated into planning products, lifeline dashboards, and situation reports as appropriate. The TEOC and partner agencies employ triage and validation practices, including:

- Screening reports for credibility, urgency, and operational relevance
- Cross-checking reports against:
  - Field responder information
  - Utility status data
  - Mayor/village reporting
  - GIS and damage assessment products
  - MRFC intelligence and threat context, where relevant
  - Using RFIs to validate significant claims or fill data gaps
- Protecting personally identifiable information (PII) and limiting unnecessary distribution of sensitive details

### **(6) Public Information Dissemination and Two-Way Engagement**

The Government of Guam disseminates information to the public through multiple, redundant methods to ensure reach and accessibility:

- Public alerting and warnings, including IPAWS/EAS/WEA, when authorized and appropriate
- Press releases, press briefings, and media advisories
- Official websites and social media platforms
- Messaging disseminated through village mayors and community organizations
- Shelter and distribution point information postings and briefings
- Two-way engagement is emphasized to support public trust and corrective messaging, including:
  - Addressing public questions through official channels
  - Encouraging reporting of real-time conditions (e.g., outages, road blockages, hazards)
  - Providing clear guidance on what information the public should report and where

### **(7) Rumor Control and Misinformation Management**

The Government of Guam recognizes that rumors and misinformation may spread rapidly during emergencies. These efforts reduce confusion, support compliance with protective actions, and protect public confidence in emergency operations. To reduce impacts:

- Emerging rumors are identified through public reporting, community networks, and monitoring of information environments
- Potential misinformation is validated using authoritative sources
- Corrective messaging is coordinated through public information processes to ensure consistency and clarity

- The public is encouraged to rely on verified, official sources and to avoid sharing unverified information

#### **(8) Summary of Public Collaboration Principles**

- Public collaboration strengthens situational awareness and response effectiveness
- Multiple reporting channels ensure accessibility and redundancy
- Watch programs and community networks provide structured observations
- MRFC supports SAR, threat tip reporting, and cyber threat awareness
- Public information is triaged, verified, and protected from misuse
- Rumor control and two-way engagement support trust and compliance

## 7. COMMUNICATIONS AND COORDINATION

The communications and coordination section describes the protocols and procedures used between response organizations during emergencies and disasters. Guam's communications approach is based on NIMS principles and supports coordinated operations through the TEOC and ESF structure.

Guam's emergency communications strategy is further informed by the Guam Statewide Communication Interoperability Plan (SCIP), a one-to-three-year strategic planning document that guides interoperability improvements across governance, technology/cybersecurity, funding, and implementation planning. The SCIP is a guiding document and does not create authority over agencies or systems.

Interoperability is the ability of emergency response providers and relevant officials to communicate across jurisdictions, disciplines, and levels of government as needed and as authorized. Guam applies the Safety Communications (SAFECOM) Interoperability Continuum concept to sustain and improve operable/interoperable communications, training, and usage across the emergency communications ecosystem.

Communications support is organized to enable interoperable information sharing among the Government of Guam agencies, village leadership, federal and military partners, nongovernmental organizations, and private-sector infrastructure operators. Guam's communications coordination approach is also intended to align with the National Emergency Communications Plan (NECP) to support preparedness, response, and recovery operations and promote interoperability with regional and national partners.

The section does not describe communications hardware or detailed departmental procedures. Detailed operating procedures should be addressed in agency SOPs/SOGs and may be supplemented by a dedicated communications annex, interoperability plans, and field guides.

### A. Framework for Delivering Communications Support

Guam provides communications support during emergencies through ESF #2, the primary coordination mechanism. ESF #2 enables incident communications support by receiving and prioritizing communications needs, coordinating interoperability across agencies and partners, and supporting continuity of communications under degraded conditions. Consistent with the SCIP, communications resources are managed through ESF #2 during incidents, with coordination integrated into TEOC operations and planning cycles.

Communications support follows a structured coordination cycle—request, validate, prioritize, assign, track, and demobilize—while recognizing that agencies maintain administrative responsibility for their personnel and systems. ESF #2 supports operations under normal conditions and under degraded communications environments using redundancy and a conceptual PACE approach (Primary, Alternate, Contingency, Emergency).

#### (1) Governance and Coordination Structure

ESF #2 provides the operational coordination framework for communications support during TEOC activation.

The Statewide Interoperability Coordinator (SWIC) function (within OTECH per SCIP) supports interoperability planning, coordination, and improvement activities across the communications ecosystem, including coordinating technical assistance requests for SCIP implementation activities, as applicable.

ESF #2 coordination supports, but does not replace, incident command structures and does not direct tactical operations.

## **(2) Communications Support Request and Tasking Process**

Communications support needs may be identified through both field and coordination channels:

*(a) Incident Command / Field-to-TEOC Requests.* Requests are routed through TEOC/ESF #2 for validation, prioritization, and coordination.

*(b) Agency-to-Agency Coordination with TEOC Visibility.* Agencies may coordinate directly for immediate needs while keeping ESF #2 informed to preserve shared awareness and reduce duplication.

ESF #2 uses a mission-assignment style workflow, without replacing formal command structures: Receive → Validate → Prioritize → Assign/Coordinate → Track → Close → Demobilize/Transition.

## **(3) Interoperability and Whole Community Integration**

ESF #2 coordinates interoperability and information exchange across:

- Government of Guam agencies (public safety, public works, public health, utilities, etc.)
- Mayors' Council of Guam and village-level coordination pathways
- Utilities and critical infrastructure operators (power, water, telecom, fuel, port/airport)
- Nongovernmental partners (including VOAD) supporting mass care and community services
- External partners as needed

## **(4) Plans and References the Territory Should Maintain**

Consistent with SCIP governance goals to create/update interoperable communications plans, policies, and procedures, Guam should maintain and routinely update the following, summarized at a high level in the Base Plan and supported by annexes, SOPs/SOGs, and field guides as appropriate:

- Guam SCIP. Strategic roadmap and implementation framework for interoperability improvements.
- Tactical Interoperable Communications Plan (TICP), or equivalent. Incident-focused interoperability coordination reference for multi-agency operations; maintained and refreshed routinely.
- Interoperable Communications SOPs/SOGs (cross-agency). Agreed policies/protocols for interagency communications coordination and usage during incidents.
- Field Operations Guide (FOG), or equivalent. Field reference to support consistent interoperability practices across participating responders.
- TEOC Communications Coordination Plan. Describes how ESF #2 operates within TEOC rhythms (briefings, reporting, tracking, coordination calls).

- Continuity Communications Plan; PACE-based, protocol-focused. Minimum reporting expectations and alternate pathways when primary communications are degraded (important for island resilience and dependencies such as undersea connectivity).
- MOUs/MOAs for interoperability support. Agreements supporting cross-organizational communications coordination (carriers/vendors, where appropriate), consistent with SCIP's emphasis on strengthening coordination mechanisms.
- ESF #2 Annex. Detailed roles, responsibilities, and procedures for communications support.

### **(5) Communications Unit (COMU) Coordination**

Consistent with SCIP's emphasis on developing a sustainable Communications Unit qualifications approach, Guam coordinates incident communications support using COMU-aligned roles as available/qualified (e.g., Communications Unit Leader, Communications Technician, Radio Operator, Incident Communications Center Manager, Auxiliary Communications). It expands capability over time through training, qualification, and tracking.

### **(6) Degraded Communications Protocols and Redundancy**

ESF #2 supports continuity by:

- Applying PACE-informed protocols for critical coordination pathways
- Establishing minimum reporting standards when systems are degraded
- Coordinating alternate methods (briefings, email when available, messaging applications, in-person reporting through mayors/liaisons)
- Prioritizing communications support and restoration for life safety and other lifeline-critical nodes

### **(7) Relationship to Public Alerting and Warning**

Public alerting and warning are referenced here only to recognize their role in overall communications. SCIP identifies Guam's siren program and EAS authority management and ongoing improvement priorities, including the pursuit of IPAWS integration, which are addressed in public information/warning sections and supporting SOPs.

## **B. Communication Integration into Regional and National Disaster Communications Networks**

Guam integrates its emergency communications coordination into regional and national disaster communications networks to promote interoperability, accelerate external support, and ensure consistent information flow during complex incidents. This integration supports the intent of the NECP and aligns with the SCIP's focus on interoperability across jurisdictional boundaries and evolving threats.

Integration focuses on coordination pathways, liaison mechanisms, shared situational awareness, and interoperable procedures, rather than system hardware or agency-level SOP details.

### **(1) Integration Objectives**

Guam's regional/national communications integration is intended to:

- Establish reliable external coordination channels early
- Enable rapid request/validation/prioritization of communications support
- Promote a shared common operating picture and consistent reporting cycles
- Support continuity under degraded conditions through redundancy and prioritization
- Align external assistance with Guam's ESF #2 coordination processes

## **(2) Primary Integration Mechanisms**

- TEOC/ESF #2 coordination channels to external partners
- Liaison officers (physical or virtual) to synchronize needs, priorities, and reporting
- Standardized communications status reporting and lifeline-informed prioritization
- RFI and tasking alignment so external partners receive validated requirements

## **(3) FEMA / Federal Integration**

When federal support is required, Guam integrates communications coordination through:

- FEMA coordination elements are activated to synchronize priorities and reporting
- DHS/CISA coordination pathways supporting emergency communications resilience and interoperability planning, consistent with SCIP's CISA-supported planning approach
- Lifeline-informed restoration and support prioritization for critical nodes (emergency services, health/medical, utilities, ports/airports)

## **(4) Department of Defense Integration**

Guam coordinates with DoD through established support-to-civil-authorities pathways, including coordination with Task Force Micronesia, the senior military command on Guam, using liaison processes to synchronize requirements and operational impacts while recognizing that DoD retains command of its forces.

## **(5) Regional Integration and Island Resilience Considerations**

Guam's integration includes:

- Coordination with CNMI/regional partners as needed for situational awareness and mutual support
- Coordination with carriers/vendors and infrastructure operators to strengthen resilience, consistent with SCIP-identified governance priorities to improve coordination mechanisms with carriers and vendors
- Planning for extended disruptions affecting off-island connectivity (e.g., undersea connectivity disruptions) and ensuring alternate coordination pathways are established

## **(6) EMAC and Cross-Jurisdiction Support**

As an EMAC signatory, Guam may request or assist, including communications support. Integration emphasizes clear scoping of requirements, accountability, and tracking through TEOC/ESF #2 processes, and demobilization/transition planning consistent with Guam resource management practices.

## **(7) Information Security and Controlled Information Sharing**

Regional/national integration follows protocols that:

- Distinguish routine operational information from sensitive/protected information
- Coordinate threat-related or intelligence-informed communications impacts through OHS/MRFC as appropriate
- Prevent release of sensitive details that could compromise security, investigations, or infrastructure protection

## **C. Interoperable Communications Plans**

Guam maintains, and will continue to mature, a set of interoperable communications plans that establish how agencies coordinate communications support, achieve interoperability, and sustain operable communications during emergencies. These plans are consistent with the Guam SCIP and the SAFECOM Interoperability Continuum, and they provide a common framework for governance, procedures, training/usage, and continuous improvement.

The plans summarized below are either (1) maintained as current interoperable communications plans or (2) recommended as essential territory-level plans that should be maintained to ensure interoperability and continuity during incidents. Each plan is reviewed and updated at least annually, following major exercises or real-world activations.

### **(1) Plan Use Principles**

To ensure interoperable and consistent communications support during incidents, Guam applies the following principles:

- Interoperable communications planning supports coordination, not tactical command.
- Plans are structured to support rapid implementation during activation and to remain usable under degraded conditions.
- Interoperability practices align with SCIP goals, emphasizing governance, standard protocols, training/usage, and continuous improvement.
- Plans are reviewed and refreshed annually and after significant incidents or exercises to capture lessons learned and evolving requirements.

**(2) Summary Table of Interoperable Communications Plans**

Plan / Reference	Primary Owner / Maintainer	Purpose (High-Level)	How It Is Used During an Event	Review / Update Cycle
<b>Guam Statewide Communication Interoperability Plan (SCIP)</b>	<b>OHS (SWIC function)</b>	Territory-wide strategic roadmap to strengthen interoperable communications governance, planning, training/usage, and improvement priorities.	Guides interoperability priorities, coordination improvements, and investment alignment; informs after-action improvements and partner coordination.	Annual + post-incident/exercise
<b>Tactical Interoperable Communications Plan (TICP) (or Guam equivalent)</b> <i>(Recommended if not current)</i>	<b>OHS (SWIC) / OTECH coordination as applicable</b>	Incident-focused reference that enables multi-agency interoperability and establishes shared communications concepts for operational coordination.	Used for multi-agency operations to quickly establish interoperable practices, shared talk group/channel use conventions (conceptual), and cross-agency coordination protocols (non-hardware).	Annual + post-incident/exercise
<b>TEOC Communications Coordination Plan</b>	<b>OCD</b>	Defines how ESF #2 communications coordination is managed within TEOC rhythms (briefings, reporting, tracking, coordination calls).	Supports TEOC activation by establishing how communications needs are collected, prioritized, tasked, tracked, and reported to leadership and partners.	Annual + post-incident/exercise
<b>Incident Communications Plan (ICS 205–Aligned Concept)</b> <i>(Recommended as a standardized practice)</i>	<b>OCD (TEOC/ESF #2) with incident command</b>	Establishes incident-level communications arrangements and coordination expectations consistent with ICS planning practices (without duplicating agency SOPs).	Used to support incident command and TEOC by sharing a common understanding of “how responders communicate” and which coordination pathways are in effect for the incident.	Per incident + after-action refinement
<b>Continuity / Degraded Communications Plan (PACE-Based, Protocol-Focused)</b> <i>(Recommended if not current)</i>	<b>OHS (SWIC) with OCD</b>	Establishes minimum reporting expectations and alternate coordination pathways when primary communications are degraded.	Used when infrastructure is disrupted to sustain reporting, coordination, and command support through alternate methods (e.g., briefings, runners/liasons, messaging apps, alternate contact trees).	Annual + post-incident/exercise
<b>Interoperable Communications Field Operations Guide (FOG)</b>	<b>OHS (SWIC) with public safety agencies</b>	Field-level reference supporting consistent interoperability practices	Used by field leadership and responders to reinforce standardized interoperability	Annual + post-incident/exercise

<b>(or Guam equivalent)</b> <i>(Recommended if not current)</i>		and plain-language coordination across agencies.	practices and reduce confusion in multi-agency operations.	
<b>Auxiliary Communications (AUXCOMM) Coordination Plan</b> <i>(Recommended if not current)</i>	<b>OHS (SWIC) with OCD</b>	Defines how volunteer/auxiliary communications resources are integrated, tasked, tracked, and demobilized during incidents.	Used to support shelters, distribution sites, community reporting, and continuity of communications when normal pathways are constrained.	Annual + post-incident/exercise
<b>Interagency Communications SOPs/SOGs (Cross-Agency Protocols)</b> <i>(Recommended as a shared protocol set)</i>	<b>OHS (SWIC) with agencies</b>	Defines agreed cross-agency protocols (coordination roles, reporting expectations, interoperability conventions) without duplicating agency internal SOPs.	Used during TEOC activation and multi-agency incidents to ensure standard procedures for communications coordination, reporting, and escalation.	Annual + post-incident/exercise
<b>Communications Restoration Prioritization Protocol (Lifeline-Informed)</b> <i>(Recommended if not current)</i>	<b>OCD with OHS (SWIC) and lifeline owners/operators</b>	Establishes how communications restoration priorities are coordinated using the Community Lifelines framework.	Used to prioritize restoration support for emergency services, health/medical facilities, utilities, ports/airports, shelters, and other lifeline-critical nodes.	Annual + post-incident/exercise
<b>Public Alerting and Warning Governance Reference (IPAWS/EAS/WEA)</b> <i>(Referenced only; detailed procedures elsewhere)</i>	<b>OCD / ESF #15 coordination</b>	Defines approval and coordination governance for public alerting and warning systems.	Used to coordinate alert approvals and ensure consistent public messaging; detailed permissions/procedures addressed in public information/warning sections and SOPs.	Annual + post-incident/exercise

## 8. ADMINISTRATION, FINANCE AND LOGISTICS

The section describes general administrative, financial, and logistics policies that support emergency operations across all hazards. It summarizes how the Government of Guam manages and coordinates resources, secures additional support, and documents actions and expenditures during incidents. These policies apply to all agencies and organizations tasked under this EOP and are intended to support timely responses, the sustenance of operations, and the transition to recovery.

### A. Mutual Aid and Assistance Agreements (MAA)

MAAs are an essential tool that enables the Government of Guam to quickly activate and share resources during emergencies. MAAs establish the legal and operational framework for requesting and providing personnel, equipment, supplies, services, and technical expertise across agencies and jurisdictions. MAAs may be formal (MOUs/MOAs, contracts, intergovernmental agreements) or operationally recognized through established support arrangements, consistent with Guam law and executive authority.

MAA activation and external assistance requests are coordinated through OCD and the TEOC, consistent with Guam's emergency management authorities and the Governor's emergency powers. MAAs are used to support response requirements, including, but not limited to, public safety, emergency medical services, public health, utilities restoration, mass care, logistics support, and public information coordination.

#### (1) Territory

Territory-level MAAs include agreements and support arrangements within Guam among Government of Guam agencies, autonomous agencies, municipalities/villages, the private sector, and nongovernmental organizations. These agreements are intended to enable rapid sharing of resources and capabilities during incidents and may be used to support operations such as:

- Fire, rescue, and emergency medical services support between agencies
- Public safety and security support (traffic control, access control, shelter security)
- Public works support (debris clearance, engineering, damage assessment)
- Public health support (medical surge, shelter support, public health response)
- Utilities support and coordination (power, water, wastewater, communications)
- Logistics support (transportation, staging, warehousing, procurement support)
- Mass care support (sheltering, feeding, distribution sites)
- Public information coordination and dissemination support

Territory-level MAAs also recognize Guam's operational environment as an island community where intra-island village evacuations and relocations may occur and generally do not require interjurisdictional MAAs; however, supporting agreements may still be used for sheltering, transportation assistance, staffing, and facility use.

#### (a) Gaps and priorities.

- Formalize and maintain a current catalog of MAAs for: shelter facilities, feeding support, debris management, fuel resupply, medical surge support, and communications support.

- Develop template MAAs that can be rapidly executed for incident-specific needs (e.g., facility use agreements, vendor support, staffing augmentation).
- Ensure autonomous agencies and key private-sector partners are incorporated into MAA planning and TEOC coordination processes.

## **(2) Interjurisdictional (Regional/Territorial) Mutual Aid**

Because Guam is an island and does not have neighboring land jurisdictions, regional mutual aid focuses on interjurisdictional coordination with territorial partners, particularly CNMI, and other Pacific region partners where practical and feasible. These agreements support shared regional resilience, coordinated planning, and resource support that may be delivered by air or sea when conditions allow.

Regional MAAs may include:

- Cross-support agreements for utilities and infrastructure restoration
- Technical assistance and specialized personnel support
- Regional logistics coordination and access to specialized equipment
- Shared situational awareness and coordination during regional hazards (e.g., typhoons impacting the Marianas)

Known examples include agreements supporting utility coordination, such as GPA cross-support arrangements with CNMI's Commonwealth Utilities Corporation (CUC) (as applicable and current).

### *(a) Gaps and priorities (Interjurisdictional).*

- Validate and formalize current regional agreements (including GPA–CUC) and ensure they include operational coordination, reimbursement expectations, and deployment procedures.
- Identify priority regional MAAs for: power restoration surge support, water/wastewater technical assistance, port/airport restoration coordination, and emergency logistics support.
- Recognize feasibility constraints: regional support may be delayed or limited by transportation disruption, competing regional impacts, or aircraft/port limitations.

## **(3) Emergency Management Assistance Compact (EMAC)**

Guam is a signatory to EMAC, which provides a national framework for requesting and providing mutual aid across member states and territories. EMAC supports resource sharing through standardized processes for request, deployment, reimbursement, and liability protections.

EMAC support is coordinated through the Governor's emergency authority and emergency management coordination processes led by OCD. EMAC may be used to request or provide:

- Personnel (including specialized teams and technical experts)
- Equipment and commodities
- Incident management support
- Emergency communications and logistics support
- Public health and medical augmentation

At present, Guam does not maintain pre-scripted mission packages (e.g., mission-ready packages). EMAC requests are therefore expected to be developed based on incident requirements, validated through the TEOC, and coordinated for approval and execution through established processes.

*(a) Gaps and priorities (EMAC).*

- Develop and maintain EMAC-ready resource descriptions (typed resources and credentialed personnel) to accelerate request formulation.
- Establish a repeatable EMAC request process (request validation, cost documentation, tracking, demobilization) supported by TEOC procedures.
- Consider developing a small set of Guam-specific mission-ready concepts over time (e.g., debris management support, emergency logistics coordination, communications support) to improve speed and clarity of EMAC engagement.

## **B. Staff Augmentation**

To sustain emergency operations, the Territory may augment staffing by (1) reassigning public employees across GovGuam departments, boards, commissions, and instrumentalities, and (2) soliciting and integrating volunteers through established volunteer programs and recognized organizations. Augmentation is coordinated through the TEOC under NIMS/ICS, with operational execution addressed in agency SOPs/SOGs and (as applicable) the ESF Annex.

### **(1) Reassignment of Public Employees**

GovGuam may augment staff during emergencies by temporarily reassigning personnel to mission-essential functions, including TEOC staffing, field incident support, logistics distribution, damage assessment support, and administrative/finance support. Guam law contemplates that the Governor may delegate emergency powers to other officials and that civil defense measures may be implemented through executive orders, rules, and regulations.

Enhanced policy considerations:

- Scope of reassignment. Reassignment may occur within an agency or across GovGuam (including autonomous agencies) when permitted by applicable authorities, MOUs, and operational necessity.
- Request and tasking. Augmentation needs are identified by TEOC sections/ESF leads and routed through the TEOC/EOC tasking process for sourcing, prioritization, and accountability.
- Command vs. administrative control. Reassigned employees operate under the receiving supervisor's incident/mission direction while retaining administrative requirements (timekeeping, pay status, HR rules) with their employing entity.
- Qualifications remain required. Reassignment does not waive credentialing, licensing, or position qualification requirements. Personnel are assigned based on validated training and experience and used within their scope of practice.
- Safety and accountability. All reassigned employees must be briefed, tracked, and supervised; work/rest and PPE requirements apply.
- Legal effect of emergency orders. Orders/rules issued under civil defense authorities may have the force and effect of law; inconsistent provisions may be suspended during the period and extent of conflict.

## (2) Soliciting Volunteers

Guam incorporates volunteers as a force multiplier using a tiered approach:

- **Affiliated/organized volunteers (preferred):** Guam CERT, MRC, Guam VOAD member organizations, and recognized community/faith-based partners.
- **Unaffiliated/spontaneous volunteers (managed):** Accepted and assigned only through a structured process (e.g., Volunteer Reception Center concept, mission matching, basic screening, and tasking).

Where relevant, GovGuam may recognize and work through “registered organizations” that have been recognized by OHS or OCD as able to assist with a declared disaster or immediate humanitarian need.

Enhanced policy considerations:

- **Volunteer mission assignment.** Volunteers are assigned to clearly defined tasks with supervision, safety briefing, and documentation of assignment.
- **Screening and placement controls.** Background checks and enhanced screening may be used for sensitive missions (e.g., shelters, distribution involving controlled access, missions involving children/vulnerable adults, or critical facilities).
- **Credentialing/identification.** Volunteers are used within their training and capability; credentialing/badging processes, as developed, support verification and access control.
- **Coordination with GUVOAD.** GUVOAD supports coordination of voluntary agency capabilities, donations management alignment, and mission matching to reduce convergence and improve unity of effort.

## (3) GovGuam Disaster Service Volunteer Leave

In addition to reassignment, Guam law provides a mechanism for GovGuam employees to volunteer through the Disaster Service Volunteer Leave Act (4 GCA, Ch. 16). This authorizes an employee who is a certified disaster service volunteer to be granted up to 15 days paid leave in 12 months to provide specialized disaster relief services for the American Red Cross or a registered organization, upon request for the employee’s services and approval of the employee’s employing agency.

Key statutory guardrails:

- The employee is paid at the regular rate for regular work hours missed and does not lose seniority or accrued leave due to the disaster service leave.
- Duties performed while on disaster leave are not considered a GovGuam work assignment; activities are controlled by the requesting organization, not directed by GovGuam.

## (4) Liability and Compensation Provisions

Guam’s civil defense statutes provide liability limitations for civil defense activities and clarify authorities for employees and volunteer workers.

## Enhanced policy considerations:

- Civil defense activity liability protections. Neither Guam nor its agents/representatives is liable for personal injury or property damage sustained by volunteer civilian defense workers or members of agencies engaged in civil defense activity, except for exceptions (e.g., willful misconduct, gross negligence, bad faith) as described in the statute.
- Employee/volunteer status during civil defense aid. When employees or volunteer workers render aid under civil defense authorities, they have the same powers, duties, rights, privileges, and immunities as if performing their normal Guam assignment; “employee” includes paid, volunteer, auxiliary employees, and civil defense workers.
- Disaster service volunteer leave liability limits. GovGuam is not liable for workers’ compensation claims arising from accident or injury while an employee is on assignment as a certified disaster service volunteer for the American Red Cross or a registered organization; and such employee is not deemed a GovGuam employee for purposes of the Government Claims Act while on such leave.
- Facility use for sheltering. Owners who allow their premises to be used for sheltering (without compensation) are provided statutory protections from civil liability for negligence as described in the statute.

<b>Augmentation Method</b>	<b>Typical Use</b>	<b>Key Authority/Policy Basis</b>	<b>Approval / Administration</b>	<b>Liability / Compensation Notes</b>
<b>Reassignment (detail/temporary duty)</b>	TEOC staffing, mission support, logistics, assessment, admin/finance surge	The Governor may delegate emergency powers; emergency rules/orders may have the force of law; inconsistent provisions may be suspended to the extent of conflict.	TEOC identifies needs; employing/receiving agencies coordinate HR/timekeeping; supervisors brief, track, and supervise	Standard employment status and agency policies apply; qualifications/licensure required; operate under supervision
<b>Affiliated volunteers (CERT/MRC/VOAD/faith-based partners)</b>	Mass care support, donations, feeding, distribution support, and community support missions	“Registered organizations” recognized by OHS/OCD may support disaster assistance	Managed intake/assignment; use mission descriptions, supervision, and accountability tracking	Civil defense activity liability limitations apply as applicable; volunteers used within the scope/training
<b>Unaffiliated (spontaneous) volunteers</b>	Supplemental labor when matched to vetted missions	Whole community policy (managed volunteerism; use only when screened and assigned)	Volunteer reception/screening/mission matching/supervision	Assign only within capability; maintain accountability; do not self-dispatch
<b>GovGuam Disaster Service Volunteer Leave</b>	GovGuam employees volunteering with ARC or registered orgs	4 GCA Ch. 16 authorizes up to 15 days of paid leave with conditions	Request for services + employing agency approval; employee remains on paid leave status	GovGuam is not liable for workers’ comp for injury during assignment; not a GovGuam employee for Government Claims Act purposes while on leave
<b>Facility/space made available by private owners.</b>	Sheltering and mass care support locations	Statutory civil liability protection for premises used for sheltering (as described in law)	Managed through shelter/MAA processes and facility agreements	Supports private-sector participation; reinforces sheltering resiliency

## C. General Policies

The subsection summarizes general administrative, financial, and logistics policies that support emergency operations across all hazards. These policies emphasize early and consistent documentation, standardized reporting, and accountable resource management to support operational decision-making and eligibility for reimbursement.

### (1) Financial Records

Each tasked agency maintains complete and accurate disaster-related financial records for costs incurred during emergency operations, with support and coordination as needed from the DOA and BBMR. Financial recordkeeping supports accountability, audits, and reimbursement.

Enhanced policy considerations:

- Establish incident-specific cost codes/accounting identifiers early to segregate emergency costs from routine operations and strengthen reimbursement eligibility.
- Maintain documentation for: labor (regular and overtime), equipment usage, materials and supplies, contracts, purchase orders, rentals/leases, invoices, and payments.
- Ensure documentation connects costs to specific incident missions, locations, operational periods, and tasking/approvals.

### (2) Reporting

During activations, agencies provide timely and standardized reporting to support leadership decision-making, operational coordination, and fiscal visibility. Reporting aligns with the TEOC operational rhythm and incident planning cycles.

Enhanced policy considerations:

- Agencies provide regular updates on major expenditures, emerging cost drivers, mission-critical procurement needs, and financial risks affecting sustained operations.
- Reporting includes validated logistics status: resource requests, sourcing, delivery timelines, and constraints.
- Reporting supports disaster declaration and recovery processes by informing damage and cost-impact estimates and enabling consistent financial and operational documentation.

### (3) Tracking Resource Needs

Resource needs are identified, validated, prioritized, and tracked to ensure adequate resource allocation and reduce duplication. Needs may be generated by incident command, ESFs, agencies, mayors, lifeline owners/operators, and partner organizations, then coordinated through TEOC processes.

Enhanced policy considerations:

- Requests should include: mission objective, quantity/type, delivery location, timeframe, duration, and qualification/licensing requirements for personnel.
- OCD/TEOC maintains visibility of resource needs and tasking using available tools, including DisasterLAN (DLAN), AssetCloud, and Microsoft Excel as needed.
- Resource prioritization considers life safety, lifeline stabilization, equity/access, and operational constraints (e.g., transportation and supply chain impacts).

#### (4) Tracking the Source and Use of Resources

The Government of Guam tracks the source and use of resources to ensure accountability, operational effectiveness, and audit readiness.

Enhanced policy considerations:

- Track the source of resources (GovGuam inventory, autonomous agencies, private sector, mutual aid/MAA, EMAC, donations) and document the conditions of use (loaned, leased, purchased, donated).
- Track the use of resources by documenting assignment, check-in/check-out, location (including staging areas), operational period use, operator/driver (as applicable), and demobilization/return condition.
- Maintain chain-of-custody documentation for controlled commodities and high-value items (e.g., generators, fuel, medical supplies).
- Ensure records support reimbursement standards and can be reconciled across logistics and finance functions.

#### (5) Acquiring Ownership of Resources

Resources may be acquired through existing inventories, emergency procurement, leasing/rental, mutual aid, donations, or when authorized under Guam law.

Enhanced policy considerations:

- Pre-positioned contracts. Guam currently has limited ability to rely on pre-positioned contracts for rapid surge requirements. However, pre-positioned contracts can significantly reduce procurement time, increase price stability, and improve operational speed. Guam should move toward establishing and maintaining pre-positioned contracts for recurring disaster needs (e.g., debris removal, commodities, fuel, equipment rentals, transportation, shelter services).
- Emergency procurement. Emergency procurement methods may be used when authorized and appropriate; agencies must still document decisions, cost reasonableness, and contract actions—especially when costs may be reimbursed using federal funds.
- Donations. Donations may be accepted when appropriate and must be managed through accountable processes for suitability, safety, and tracking.
- Emergency taking authorities. When conditions require and as authorized by law, the Governor may take possession of specific resources and facilities for emergency purposes (10 GCA Ch. 65). Such actions require documentation and appropriate accounting consistent with applicable legal requirements.

#### (6) Compensation for Private Property Use

The Government of Guam uses a tiered approach to private property use during emergencies: (1) voluntary use under agreement, (2) compensated use through written instruments, and (3) emergency taking/condemnation processes where authorized. The approach emphasizes agreement first whenever feasible.

### Enhanced policy considerations:

- Voluntary use (agreement first). Where possible, agencies pursue voluntary agreements (MOUs/MOAs) that define duration, scope, responsibilities, access, and restoration expectations. This approach supports speed, clarity, and community cooperation.
- Compensated use. When private property is used for response needs (e.g., staging, warehousing, lodging, equipment yards), agencies document terms through written instruments (MOA/MOU/lease/contract), including reimbursement rates and property restoration expectations.
- Emergency taking/condemnation (when authorized). When property is taken for emergency use under applicable authorities (10 GCA Ch. 65), agencies document the legal basis, the property's inventory and condition, the duration of use, and compensation determinations consistent with law.
- Reimbursement alignment. Property use documentation should be maintained to meet audit and reimbursement standards, including proof of use, reasonableness of cost, and linkage to incident objectives.

## D. Administration

### (1) Documentation

The Government of Guam documents actions taken before, during, and after emergencies to support operational continuity, accountability, public transparency, and long-term recovery. During activations, the TEOC Planning Section, through the ICS Planning Section Documentation Unit or equivalent TEOC documentation function, serves as the central coordinating element for collecting, organizing, safeguarding, and preserving incident records. OCD leads territory-level documentation and compilation of the consolidated incident record and After-Action Report/Improvement Plan (AAR/IP), with all tasked agencies providing required inputs consistent with their assigned responsibilities and statutory authorities.

*(a) Significance of Documenting Response and Recovery Actions.* Documentation is essential to:

- Create a permanent historical record of the incident and government actions taken
- Support cost recovery and federal reimbursement eligibility (e.g., FEMA programs) by linking expenditures to documented missions, timeframes, and approvals
- Support insurance and claims requirements, including verification of damages and government actions
- Improve operational effectiveness through incident critique, lessons learned, and corrective actions (AAR/IP)
- Inform mitigation strategies by identifying recurring vulnerabilities, failure points, and protective actions that reduced impacts
- Preserve records for legal, audit, and public accountability purposes, consistent with Government of Guam records management requirements (including filing with Central Files at Adelup when appropriate)

(b) *Documentation Process and Responsible Agencies.*

1. During the emergency (Response Phase):

a. Incident Command / Unified Command (Field Level). Maintains incident records (e.g., ICS forms, command logs, unit logs, operational notes, resource and safety records).

b. TEOC Planning Section – Documentation Unit (Territory Level Consolidation). Collects and archives key reports/products from the field and ESFs; maintains the official TEOC incident documentation set.

c. Tasked agencies and supporting organizations. Produce and retain agency-specific records: mission/tasking documentation, expenditures, procurement actions, staffing/timekeeping, and resource usage.

d. DOA and BBMR. Support financial documentation coordination, cost tracking practices, and documentation standards needed for audit and reimbursement.

e. Damage Assessment Data Providers. Provide validated damage and impact data for consolidation, including: DPW (public infrastructure), Mayors/MCOG (community impacts), autonomous agencies and utilities (GPA, GWA, GIAA, PAG, telecom providers), and American Red Cross (where ARC conducts assessments and shares findings relevant to shelters/community impacts).

2. After the emergency (Transition and Recovery Phase). OCD / TEOC Planning Documentation function coordinates the compilation of the territory-level incident record and AAR/IP by:

- Requesting final documentation packages from tasked agencies
- Integrating response and recovery information (actions taken, resources expended, human/economic impacts)
- Coordinating an incident critique/hotwash process and capturing lessons learned and improvement actions
- Ensuring records are preserved and routed to Central Files (Adelup) and other official repositories as required

c. *ICS Planning Section Documentation Unit Responsibilities.* The Documentation Unit (or equivalent TEOC documentation function) is responsible for ensuring copies of required incident records are collected, organized, protected, and retained, including (as applicable):

- IAP and planning cycle products
- SITREPs, operational summaries, and executive briefs
- ICS forms and incident records (e.g., ICS 201/202/203/204/205/206, ICS 209, and ICS 214 Unit Logs)
- Resource requests/tasking and status records, including mission/task logs and demobilization documentation
- Damage assessments and consequence documentation (public infrastructure, utilities, housing/shelter impacts, community impacts)
- Cost recovery support documentation (documentation index of finance/admin records, cost summaries, and linkages to tasking)
- Incident critique/hotwash notes, AAR/IP inputs, and lessons learned

- Public information archive (major releases, key messaging, and warning products—coordinated with ESF #15/JIC as needed)

*d. Systems and Methods Used to Document and Preserve Records.* To ensure continuity and redundancy, Guam uses a layered documentation approach:

- DisasterLAN (DLAN) for incident documentation, tasking visibility, SITREP support, and documentation continuity
- AssetCloud for resource/asset tracking records that support accountability and cost documentation
- Microsoft Excel as a backup/interim tracking tool when system integration or connectivity is limited
- Email and controlled shared repositories (as applicable) for official transmittals and record package submissions
- Central Files (Adelup) for official archival/records retention routing, consistent with GovGuam requirements

*e. Building the Permanent Historical Record and AAR/IP.* To create a permanent historical record and produce a territory-level AAR/IP, the Documentation Unit should actively engage the following agencies and methods:

- Operational sources
  - Incident Command records, field unit logs, and demobilization summaries
  - ESF situation updates, mission/task documentation, and operational period outputs
- Impact and damage sources
  - DPW, utilities/autonomous agencies (GPA/GWA/GIAA/PAG), telecom providers
  - ayors/MCOG community impact reporting
  - American Red Cross assessment information, where available and relevant
- Financial and administrative sources
  - DOA and BBMR cost tracking guidance, expenditure summaries, and supporting documentation indices
  - Agency procurement, timekeeping, and equipment use records supporting reimbursement
- Public information and external communications sources
  - ESF #15/JIC archives of warnings, press releases, and key public guidance
- Archival and institutional recordkeeping
  - Central Files (Adelup) for preservation and official retention as required
  - The historical record and AAR/IP should identify, at a minimum: actions taken, resources expended, economic and human impacts, major decisions, constraints/bottlenecks, lifeline impacts, and lessons learned with corrective actions.

*f. Records Protection, Privacy, and Controlled Distribution.* Records are marked, stored, and disseminated in accordance with applicable GovGuam policies and the need-to-know principle, while preserving transparency through appropriate public-facing summaries.

Documentation practices include safeguards to protect:

- PII/PHI and other sensitive personal data
- Sensitive security information and law-enforcement–sensitive materials
- Controlled distribution products (e.g., internal-only drafts, sensitive facility information)

Documentation Product	Primary Producer(s)	Used For
ICS forms (incl. ICS 214), command logs, IAP elements	Incident Command/field units; TEOC Planning	Operational continuity, accountability, and historical record
SITREPs / executive briefs	TEOC Planning; ESFs	Common operating picture, leadership decisions, and coordination
Damage assessments (public infrastructure, utilities, community impacts)	DPW; utilities/autonomous agencies; Mayors/MCOG; ARC (where applicable)	Declarations, prioritization, recovery planning, reimbursement
Resource tasking/status records	TEOC Operations/Logistics with Planning Documentation	Tracking needs, assignments, demob, cost linkage
Cost documentation indices/summaries	Each tasked agency with DOA/BBMR support	Federal reimbursement, audits, and claims support
Incident critique / AAR/IP	OCD leads with all agencies/partners	Lessons learned, mitigation strategies, improvement planning
Public information archive	ESF #15/JIC	Public record, rumor control reference, decision traceability

Table 27. Documentation Products

**(2) After-Action Report / Improvement Plan (AAR/IP)**

The Government of Guam develops an AAR/IP following emergencies and disasters to strengthen operational readiness through continuous improvement. The AAR/IP documents what occurred, evaluates performance, identifies strengths and gaps, and establishes a structured improvement plan to correct deficiencies and sustain effective practices. The AAR/IP process supports institutional learning across response and recovery, improves whole-community outcomes (including protection of and services for vulnerable populations), and informs updates to plans, training, resource investments, and the exercise program.

OCD leads the territory-level AAR/IP process through the TEOC Planning Section/Documentation function, with participation by all tasked agencies and key partners. When recovery transition structures are activated, the Office of the Governor, including the TDRO, is included to capture recovery-transition lessons and long-term improvement priorities. This AAR/IP approach reflects FEMA/NIMS continuous improvement principles.

*a. Reasons for Developing an AAR/IP.* The AAR/IP is developed to:

- Review actions taken and decision-making during response and transition to recovery
- Identify strengths, innovations, and initiatives that should be sustained or institutionalized
- Identify gaps, including equipment shortfalls, staffing issues, interoperability problems, and coordination challenges
- Improve operational readiness by recommending changes to plans, procedures, and coordination mechanisms
- Capture issues affecting access and functional needs (AFN) and other vulnerable populations to ensure equity, accessibility, and continuity of essential services
- Support financial, administrative, and programmatic improvements (e.g., documentation quality, cost recovery readiness, resource tracking)
- Establish accountability for corrective actions and improvement milestones

*b. Organizing and Conducting the Review.* The AAR/IP process is organized to ensure broad participation, disciplined documentation, and a clear record of recommended improvements.

Methods may include:

- Immediate hotwash / initial debriefs conducted as soon as practicable following stabilization or demobilization
- Structured ESF/agency debriefs, capturing operational, logistical, finance/administration, and coordination observations
- Leadership-level after-action meeting(s) to validate significant findings and prioritize corrective actions
- Collection of written inputs using standardized templates (strengths, gaps, root causes, corrective action recommendations)

Data-driven analysis, using available incident documentation and records, such as:

- TEOC and incident logs
- DLAN records and task tracking outputs
- ICS documentation (including unit logs)
- Resource tracking (AssetCloud/Excel outputs as applicable)
- Finance documentation and cost records (agency records with DOA/BBMR support as applicable)
- Damage assessments and lifeline tracking products

The AAR/IP development process includes participation by:

- OCD/TEOC sections and ESFs
- Tasked territorial agencies and autonomous agencies (as applicable)
- Mayors/MCOG and community-level partners
- Guam VOAD and relevant nongovernmental organizations
- Utilities and critical infrastructure partners (as appropriate)
- OHS/MRFC for prevention/protection observations (as relevant to the incident)
- Federal and DoD partners, when they supported operations, and lessons learned are shared

*c. Linking Critique Processes to Exercises and Readiness Improvement.* Guam links incident critique processes directly to preparedness and readiness improvements by ensuring AAR/IP findings inform:

- Plan and procedure updates. Revisions to the Base Plan, annexes, and coordination protocols (with operations detailed in ESF annexes and SOPs/SOGs)
- Training priorities. Retraining or qualification improvements where performance gaps are identified
- Resource investments. Acquisition of new resources, replacement of outdated assets, and improvements to tracking and sustainment
- Exercise program design. AAR/IP recommendations are translated into future exercise objectives, scenarios, and evaluation priorities to validate corrective actions and strengthen capability

The linkage explicitly includes issues affecting vulnerable populations, such as access barriers, communication barriers, sheltering considerations, and continuity of essential services.

*d. Implementing Corrective Actions and Tracking Improvements.* The Improvement Plan portion of the AAR/IP establishes a structured process for implementing corrective actions. OCD leads territory-level tracking and coordination to ensure recommendations are not only documented but also acted upon.

Corrective action implementation includes:

- Assigning each corrective action a lead agency/owner and supporting agencies
- Defining the capability area impacted (e.g., planning, operations, logistics, finance, public information, lifelines)
- Identifying resource implications (policy change, training need, procurement requirement)
- Establishing measurable completion criteria (what “done” looks like)
- Tracking progress through periodic review meetings or reporting updates (as practicable)
- Closing actions only when completion evidence is documented and validated

Corrective actions may result in:

- Changes to plans, coordination procedures, and internal policies
- New or revised training requirements and qualification verification
- Procurement actions and modernization of resources
- Updates to mutual aid, communications, sheltering, logistics, and documentation protocols
- Integration of improvements into future exercises for validation

<b>Improvement Area</b>	<b>Typical Corrective Actions</b>	<b>Lead / Tracking</b>	<b>How Closed Out</b>
Planning and Coordination	Update EOP language; improve TEOC battle rhythm; clarify ESF coordination	OCD lead; agencies support	Revised plan/procedure published; staff briefed
Operations	Improve lifeline reporting; strengthen field-to-TEOC information flow	OCD/TEOC with ESFs	New reporting templates used in exercise/activation
Logistics / Resource Tracking	Improve request workflow; strengthen AssetCloud/DLAN usage	OCD/Logistics with agencies	Demonstrated use and reconciled tracking records
Finance and Cost Recovery	Improve cost coding; strengthen documentation standards	Agencies with DOA/BBMR support	Documentation passes internal review/audit checks
Whole Community / AFN	Improve accessible messaging; strengthen shelter support for AFN	DPHSS/OCD with partners	Documented changes; validated in exercise/real event
Communications Coordination	Improve interoperability procedures; refine ESF #2 coordination	ESF #2 with OCD support	Updated protocols tested and validated

Table 28. AAR/IP Matrix

## E. Finance

The subsection describes how the Government of Guam documents, manages, and seeks reimbursement for disaster-related costs incurred during response and recovery operations, and how the Territory supports the general public in accessing post-disaster assistance and rebuilding resources. Cost recovery readiness depends on disciplined documentation, consistent processes across all tasked agencies, and early education of responders and local officials on what to track and why.

## (1) Government Programs for Cost Recovery

Several federal and territorial mechanisms may be available, depending on incident type and declaration status, to help the Government of Guam and eligible applicants recover costs:

(a) *FEMA Public Assistance (PA)*. Available for Stafford Act major disaster or emergency declarations, as applicable. Assists eligible applicants (including territorial/local governments and eligible private nonprofits) for debris removal, emergency protective measures, and repair/restoration of eligible public infrastructure, as authorized by the declaration and program rules.

(b) *FEMA Hazard Mitigation Support Associated with Recovery*. FEMA may support mitigation measures that reduce future damages as part of the overall recovery approach. FEMA

(c) *SBA Disaster Assistance Coordination*. While SBA primarily provides loans to businesses and individuals, it is a key recovery partner and may be integrated into recovery operations and public outreach, when applicable.

(d) *Donated Resources Crediting (PA cost share offset)*. Documented donated resources (e.g., volunteer labor, donated equipment/materials) may be eligible to offset the non-federal cost share for eligible PA emergency work when properly documented.

Enhanced policy considerations:

- OCD, DOA, and BBMR coordinate finance readiness and visibility during activations, but each tasked agency remains responsible for maintaining its own source documentation and submitting complete cost packages.
- Applicants use FEMA systems (e.g., PA Grants Portal) to submit required documentation and track project status when PA is authorized.

## (2) Cost Documentation for Response and Recovery Operations

Each tasked agency documents disaster costs from the outset of operations, with DOA and BBMR supporting territory-wide standards and financial coordination as needed. During TEOC activations, the Finance/Administration function supports incident-wide visibility and consistency.

At a minimum, agencies should document:

- Labor. Regular/overtime hours by employee/classification; timekeeping records; work location; work description tied to operational periods and tasking
- Equipment. Usage logs, rates, fuel, and maintenance attributable to incident work
- Contracts and procurement. Solicitations/quotes (as applicable), purchase orders, invoices, receiving reports, proof of payment, and contract deliverables
- Supplies/commodities. Itemized records, distribution logs (when applicable), inventory controls, and disposition
- Mission/task linkage. Written tasking, assignment, justification (“reasonable and necessary”), and approval records
- Resource tracking crosswalk. Reconcile resource assignment/use records (e.g., AssetCloud/Excel) with finance records to support audit and reimbursement

GovGuam documentation tools may include:

- DLAN for incident documentation and task tracking continuity
- AssetCloud for asset/resource accountability
- Microsoft Excel as an interim/back-up tool when required

### **(3) Programs Assisting the General Public with Recovery and Rebuilding**

Following a presidential declaration that authorizes Individual Assistance (when applicable), Guam supports survivors by coordinating outreach and referrals to programs that may help households stabilize and begin recovery:

*(a) FEMA Individuals and Households Program (IHP).* Provides financial and direct services to eligible individuals/households with uninsured or underinsured necessary expenses and serious needs; IHP is not a substitute for insurance.

*(b) SBA Disaster Loans.* Low-interest, long-term loans for eligible homeowners, renters, and businesses to repair/replace disaster-damaged property and cover unmet needs not fully covered by insurance or other sources.

*(c) Disaster Unemployment Assistance (DUA).* Administered by the territory's unemployment insurance agency under U.S. Department of Labor oversight in coordination with FEMA following a presidential declaration authorizing DUA; Guam DOL administers DUA when activated.

*(d) Workers' Compensation.* Work-related injuries/illnesses are addressed through Guam's Workers' Compensation Commission (WCC) processes.

*(e) Disaster Nutrition Assistance (D-SNAP).* As activated, D-SNAP or mass replacement of SNAP benefits may be used to support households experiencing disaster-related food loss and hardship, coordinated locally (DPHSS) with USDA/FNS approvals.

*(f) Disaster Legal Support.* As available, Guam Legal Services Corporation and related legal aid resources may support survivor recovery needs (e.g., housing/tenancy, benefits navigation, documentation barriers).

Enhanced policy considerations.

- Public-facing guidance should be coordinated through ESF #15/JIC to reduce misinformation and promote equitable access, especially for AFN and underserved populations.

### **(4) Educating Responders and Local Officials on Cost Recovery**

Cost recovery success depends on responder and leadership understanding of what to document, how to report, and why documentation matters (audit readiness, reimbursement eligibility, and historical accountability).

Methods Guam may use include:

- Pre-season / annual workshops led by OCD with DOA/BBMR support (with refresher job aids/checklists)
- Just-in-time briefings during TEOC activation for ESFs, mayors, and field leadership on documentation expectations and common pitfalls

- Finance/Admin liaisons supporting ESFs and high-cost missions to improve documentation quality at the point of action
- Standardized templates (labor, equipment, contract logs, mission/task logs, donation tracking)
- Exercises that inject documentation requirements (resource requests, mission assignments, donation tracking, and reimbursement package assembly)
- FEMA PA process orientation for eligible applicants (e.g., Grants Portal access, RPA submission, and coordination with FEMA program delivery staff when assigned)

## **(5) Role of Insurance in Cost Recovery**

Insurance is a primary component of disaster cost recovery and directly affects eligibility and allowable reimbursement. GovGuam maintains self-insurance arrangements in certain areas (e.g., employee health plan), and some semi-autonomous/autonomous agencies may carry separate insurance policies and requirements.

Key policy considerations:

- Avoid duplication of benefits. Federal disaster assistance is coordinated to prevent paying for losses already covered by insurance or other sources.
- PA insurance requirements. FEMA's PA insurance policies and requirements affect eligibility, documentation, and compliance for insured facilities and projects.
- NFIP awareness. Flood insurance availability is tied to community participation and floodplain management requirements; NFIP status is managed and published by FEMA and is a key consideration for flood-related recovery planning.

## **(6) Pre- and Post-Declaration Funding for Household Pets and Service Animals**

Guam recognizes the need to plan and document eligible costs for household pets, service animals, and assistance animals during emergencies—particularly when sheltering and evacuation operations occur. Funding and cost capture should be approached as follows:

*a. Pre-declaration (steady-state and immediate response).* Agencies may fund animal-support activities through agency operating funds, reprogramming as authorized, emergency procurement, and support from partners (e.g., NGOs, veterinarians, private sector donations).

Recommended leads for coordination and documentation readiness:

- DPHSS (as mass care/sheltering lead) for pet-friendly shelter integration and shelter-related cost tracking
- DOAG Animal Health/Animal Control for animal control coordination, intake/handling support, and animal health considerations
- doag.guam.gov
- OCD for TEOC coordination, tasking documentation, and integration into PA-eligible emergency protective measures when applicable

*b. Post-declaration (Stafford Act declarations when authorized).* Where PA Category B emergency protective measures and mass care are authorized, eligible evacuation and sheltering support may include transportation of survivors and, as applicable, household pets, service animals, and assistance animals, when reasonable and necessary for the incident.

FEMA policy distinguishes eligible household pet evacuation/sheltering activities and clarifies that certain animal types (e.g., livestock) do not qualify under the household pet policy framework.

*c. Capturing Eligible Costs and Eligible Donated Support.* To support reimbursement and/or cost-share offsets:

- Track animal-support missions with the same rigor as other emergency protective measures: tasking, operational period, labor/equipment, supplies, contracts, and proof of delivery/use.
- If volunteer labor, donated equipment, or donated materials support eligible emergency work (including qualifying animal shelter support), document them to support potential non-federal cost share offsets under PA donated resources rules.

*d. Practical Roadmap.*

Establish a simple “animal support cost capture checklist” for shelters and field operations (labor, supplies, transport, veterinary screening costs when applicable, facility use, disposal/cleaning).

Pre-identify partner organizations (e.g., DOAG, DPHSS shelter staff, local veterinarians, NGOs) and standard documentation templates to capture costs in real time rather than reconstruct them afterward.

Align pet/service animal sheltering plans with FEMA-recognized approaches and whole-community partnerships.

## F. Logistics

The subsection describes how Guam identifies, sources, prioritizes, and delivers resources needed to support response and initial recovery operations across all hazards, including reliance on incident critiques and capability assessments to reduce recurring shortfalls. Logistics operations are coordinated through the TEOC Logistics Section and aligned with ESF #7, consistent with NIMS/ICS. The logistics function coordinates requirements across agencies, supports life-safety and Community Lifeline stabilization priorities, and integrates external support when resources are not available on-island.

Guam’s logistics posture accounts for island-specific constraints (limited staging space, port/airport throughput, supply chain disruptions, and constrained surge staffing). Accordingly, logistics planning emphasizes early requirements definition, disciplined resource tracking, and structured decision-making for off-island sourcing.

### **(1) Identifying Resource Requirements Using Risk Analysis and Capability Assessment**

Agencies involved in risk analysis and capability assessment identify needed resources by combining forward-looking planning with lessons learned from real-world events.

Primary inputs used to define logistics requirements include:

- THIRA/SPR and other capability assessment products used to identify core capability targets and shortfalls
- Hazard Mitigation Plan and consequence-based risk information (where applicable)
- Incident critiques and AAR/IPs (typhoons, flooding, wildfires, mass gatherings, public health events, etc.) to identify recurring issues (e.g., commodity distribution bottlenecks, generator shortages, shelter sustainment gaps)

- Planned annex requirements for: tropical cyclones, tsunamis, earthquakes, pandemics, hazmat/CBRNE, cyber incidents, aviation incidents, terrorism/WMD, and state actor ballistic missile attack
- Community Lifelines tracking (steady-state and during incidents) to identify likely “failure points” that require logistics action (fuel, water, power generation, medical supply chain)

How requirements are generated and validated (summary process):

1. Define the hazard scenario → identify operational objectives → determine resource requirements by mission (personnel, equipment, commodities, facilities, contracts)
2. Validate requirements against on-island inventory and vendor capability
3. Identify shortfalls and time-critical dependencies (port/airport access, fuel, cold chain, warehousing)
4. Prioritize sourcing actions based on life safety, lifeline stabilization, and operational tempo
5. Document resource needs and assumptions for inclusion in the Resource Manual and future procurement/MAA planning

## **(2) Overcoming Resource Shortfalls**

Guam addresses resource shortfalls through a tiered approach that escalates from on-island sourcing to off-island assistance, using a simple decision tree that supports speed and accountability.

### *(a) Resource shortfall decision tree (simple).*

1. Use what is available on-island (agency inventory, autonomous agencies/utility capabilities, existing contracts, local vendors).
2. Coordinate territory-wide reallocation through TEOC Logistics / ESF #7 (cross-agency sourcing, staging, prioritization)
3. Activate territorial MAAs (GovGuam–autonomous agencies–private sector–NGO support)
4. Activate regional/interjurisdictional support (e.g., CNMI coordination where feasible)
5. Execute emergency procurement (local vendors first; regional/off-island vendors as feasible)
6. Request EMAC assistance (typed resources, teams, equipment, personnel)
7. Request federal assistance (FEMA coordination; applicable federal ESF support when authorized)
8. Coordinate DoD DSCA support (as available/approved; coordinated with Task Force Micronesia/JRM)

### *(b) Shortfall management steps (operationally focused, non-hardware).*

- Gap identification. TEOC Logistics consolidates shortfalls from ESFs, incident command, mayors, utilities, and DPHSS mass care operations
- Requirement scoping. Specify what, how much, where, when, how long, and any credentialing/licensure needs
- Sourcing analysis. Determine on-island vs off-island availability, lead time, shipping constraints, storage needs, and distribution plan
- Prioritization. Apply life safety and lifeline stabilization priorities (e.g., medical, emergency services, shelters, utilities)
- Tasking and tracking. Assign sourcing actions and track status in DLAN/AssetCloud/Excel as needed

- Demobilization/closeout. Track return/consumption, reconcile inventory, and document cost and donation credits

### **(3) Specialized Capabilities Needed and Available**

Guam requires a mix of general logistics capabilities and specialized resources to address all hazards, including high-consequence threats such as a state actor ballistic missile attack. Specialized capabilities should be summarized here and detailed (quantities/locations/restrictions) in a separate manual.

*(a) Core logistics capabilities typically available on-island (baseline).*

- Resource ordering, receiving, staging, and distribution (POD operations; shelter sustainment deliveries)
- Warehousing and inventory management (GovGuam/partner spaces; temporary surge solutions when available)
- Transportation coordination (ground transport, route status, delivery prioritization)
- Shelter support logistics (cots, water, food, sanitation, basic medical support coordination)
- Generator and temporary power support coordination (assignment prioritization; fueling coordination)
- Fuel logistics coordination (priority customers; distribution constraints; continuity of supply)
- Debris management logistics coordination (equipment sourcing, disposal pathways, contractor integration)

*(b) Specialized capabilities that may be needed and may require off-island support depending on scale/impact.*

- Urban Search and Rescue surge teams and technical rescue augmentation
- Swiftwater/flood rescue surge capability (as applicable)
- CBRNE / large-scale hazmat response surge (specialized technicians, detection, decon, disposal support)
- DMAT/public health and medical surge support, including evacuation staging and patient movement coordination
- Large-scale temporary power generation beyond local inventory (generators, transformers, grid components)
- Critical communications restoration surge (specialized staff and coordination support)
- Aviation/port restoration surge (specialized equipment and expertise)
- Ballistic missile attack consequences management, which may require rapid mass care logistics, medical surge, contamination control logistics (if applicable), and federal/DoD coordination for specialized support

*(c) Resource Manual requirement.* Guam will create and maintain a standalone Resource Manual (or Resource Catalog) listing resource types, amounts on hand, owners/custodians, locations, mobilization timelines, use restrictions, and points of contact. The Resource Manual will align with NIMS-type resources where applicable and will be updated annually and after major incidents/exercises.

#### **(4) Logistics Support for Children and Access and Functional Needs**

Guam's logistics system incorporates specialized resources, facilities, personnel, and partner organizations to support children and individuals with disabilities, as well as others with AFN.

*(a) Key Guam organizations supporting child/AFN logistics include (not exhaustive).*

- DPHSS. Public health, shelter support services, and medical needs coordination
- DISID. Disability services coordination and continuity of disability-related supports
- GBHWC. Behavioral health services for adults and children; crisis counseling support
- GDOE. Facilities support, student support services, special education considerations during sheltering and recovery
- Child Protective Services (CPS) within DPHSS/BOSSA. Protective services and coordination for child safety needs during disasters
- GMHA and GRMC. Medical surge coordination and continuity of care
- ARC and Guam VOAD partners. Mass care support, shelter operations support, and disaster case management pathways are available

AFN/children logistics considerations (embedded into sourcing and distribution):

- Pediatric-appropriate supplies. Infant formula, diapers, pediatric OTC items as authorized, safe sleep considerations
- AFN-related durable medical equipment support coordination. Mobility aids, oxygen coordination, and refrigeration needs for medications
- Functional needs shelter support. Privacy areas, charging capability planning, accessible sanitation, and sleeping arrangements
- Accessible distribution operations. Priority lanes, delivery options for homebound populations coordinated through mayors/partners
- Cold chain considerations. For temperature-sensitive medications and pediatric needs
- Accessible communications support at PODs/shelters. Visual aids, plain language, and interpreter coordination through established processes

#### **(5) Identifying and Using Private Agencies and Contractors**

Guam's logistics approach includes identifying and integrating private agencies/contractors that support resource management needs, while recognizing that utilities and critical infrastructure entities function as owners/operators rather than contractors.

*(a) How Guam identifies private-sector support capacity (process).*

1. Maintain a contractor/vendor category list (see below) and identify points of contact
2. Coordinate with DOA/GSA procurement functions and BBMR/finance coordination as needed
3. Establish pre-event vendor engagement (capability, surge capacity, lead times, payment constraints, delivery routes)
4. Use incident critiques/AARs to refine vendor lists and identify gaps
5. During activations, validate vendor availability and integrate into TEOC Logistics tasking/tracking

*(b) Contractor/vendor categories to identify (minimum list).*

- Debris management contractors; heavy equipment (earthmoving, hauling, cranes)
- Waste haulers; landfill operators; hazardous waste and medical waste handlers
- Spill response contractors; hazmat cleanup; environmental services
- Fuel distributors; bulk fuel transport; generator rental/service; propane suppliers
- Warehousing and logistics providers; cold storage operators; reefer containers
- Freight forwarders; shipping agents; port services; air cargo and charter coordination support
- Bus/ground transport providers; tow/recovery operators; forklift rental
- Construction materials suppliers; temporary roofing/tarping; building supply vendors
- Portable sanitation; handwashing stations; showers; pest control services
- Caterers/feeding support vendors; bottled water/ice suppliers
- Private security firms (facility security and access control support, when authorized)
- IT/cyber support contractors (incident recovery technical assistance)

*(c) Owners/operators integrated into logistics coordination.*

- GPA, GWA, telecom providers, Port Authority, GIAA resource needs, restoration priorities, staging needs, and logistics constraints

## **(6) MOUs/MOAs and Contingency Contracts**

Guam leverages MAAs, MOUs/MOAs, contingency contracts, and support arrangements to accelerate logistics sourcing and delivery. Existing agreements identified in legacy plans (e.g., 2016 CEMP) may be referenced operationally but should be validated, updated, and cataloged under this EOP to ensure currency.

*(a) Agreements to validate and maintain in the Resource Manual/MAA catalog.*

- Response agency cross-support agreements (e.g., fire/EMS support arrangements)
- Utility mutual support arrangements (e.g., GPA–CNMI/CUC coordination where applicable)
- Facility use agreements for shelters, staging areas, PODs, and warehouses
- Debris management and disposal pathway agreements (landfill access, hauling)
- Emergency procurement/contingency contracts for commodities and mission-critical services (fuel, water, transport, generators, cold chain)

*(b) Priority improvement actions (Logistics).*

- Stand up and maintain the Resource Manual (typed resources, locations, restrictions, POCs)
- Build a short list of “rapidly executable” contingency contracts for high-frequency needs (debris, fuel, warehousing, transport, generators, sanitation)
- Develop a repeatable off-island support request package template (EMAC/federal/DoD) including: statement of need, quantity, delivery constraints, receiving/staging plan, and demobilization plan
- Use AAR/IP findings to drive procurement priorities and training for logistics staff and ESFs

## 9. PLAN DEVELOPMENT AND MAINTENANCE

The section describes Guam's approach to developing, coordinating, reviewing, and maintaining this EOP. It assigns responsibilities for plan oversight and establishes the processes used to keep the Base Plan, annexes, and supporting SOPs/SOGs current, usable, and consistent with NIMS/ICS doctrine and applicable territorial and federal frameworks.

### A. Planning Process and Participants

Guam uses a whole-community, multi-agency planning process led by OCD to develop and revise the EOP. Plan development integrates stakeholder input and aligns with the concept of a tiered plan structure:

**Base Plan:** Establishes overarching concepts, coordination structures, roles/responsibilities, and general policies applicable across all hazards.

**Annexes (e.g., ESF Annexes, hazard-specific annexes):** Provide functional and hazard-specific guidance that implements the Base Plan.

**SOPs/SOGs and field guides:** Provide agency/department operating procedures and checklists that execute assigned tasks.

#### (1) Participants

Plan development and maintenance include participation from:

- Territorial agencies and autonomous agencies with operational roles in response and recovery
- OHS and MRFC for prevention/protection integration
- MCOG and village leadership for community-level coordination
- Utilities and critical infrastructure owners/operators (power, water/wastewater, telecommunications, port/airport, fuel supply chain)
- NGOs, including GUVOAD and key mass care partners
- Federal and military partners (as appropriate), including FEMA coordination elements and DoD partners for DSCA interoperability planning
- Private sector partners (including GAIN and other business/industry stakeholders)

#### (2) Coordinating Base Plan, Annexes, and SOPs/SOGs

OCD coordinates plan development across levels to ensure:

- The Base Plan provides consistent, territory-wide policy and coordination direction
- Annexes align with Base Plan assumptions, authorities, and operational constructs
- SOPs/SOGs remain agency-owned but are consistent with EOP concepts (e.g., NIMS, ICS, resource management, documentation)

## B. Responsibility for Overall Planning and Coordination

Overall responsibility for EOP planning, coordination, and maintenance is assigned to OCD under the direction of the OCD Administrator. The OCD Planning section performs day-to-day plan management through a designated EOP Coordinator (or equivalent position) responsible for:

- Managing plan updates and revision cycles
- Coordinating stakeholder input and adjudicating changes
- Ensuring annexes and SOP/SOG references remain aligned
- Maintaining the official plan distribution list and change log
- Coordinating training, exercise, and improvement planning linkages

## C. Training, Evaluation, Review, and Update Cycle

Guam maintains a recurring cycle to ensure the EOP remains executable and current:

- Training. Regular orientation and refresher training for leadership, TEOC staff, ESF agencies, and supporting partners
- Evaluation. Use of exercises (tabletop, functional, and full-scale as feasible) and real-world activations to validate concepts
- Review. Periodic plan review with stakeholders to incorporate organizational, legal, or capability changes
- Update. Incorporation of lessons learned, AAR/IP corrective actions, and updated procedures

Minimum cycle expectations:

- Annual review of the Base Plan and high-level annex summaries
- After-action driven updates following major incidents or exercises
- Out-of-cycle updates when changes occur (administration changes, new authorities, major staffing or organizational changes, new systems, updated resource capabilities, or contact updates)

## D. Coordination, Review, and Evaluation by Other Jurisdictions and Organizations

The EOP is developed through coordination with and review by whole-community partners and, as appropriate, external partners that support Guam's operations. Reviews may include coordination with:

- Territorial agencies and autonomous agencies for feasibility and assignment accuracy
- MCOG for community-level integration
- Utilities and critical infrastructure owners/operators for lifeline and restoration planning alignment
- GUVOAD and NGO partners for mass care, donations, and volunteer management considerations
- Federal and military partners for interoperability and support-to-civil-authorities integration, as applicable

Plan evaluation occurs through:

- Exercises and drills that test EOP concepts and validate coordination procedures
- Real-world activations and AAR/IP processes that identify and correct gaps

## **E. Consistency with Other Jurisdictions and Regional Plans**

Guam is an island jurisdiction; however, the EOP is designed to remain consistent with relevant regional and national coordination expectations by:

- Aligning with NIMS/ICS organizational constructs to ensure interoperability
- Coordinating, as appropriate, with CNMI and regional partners on shared hazard considerations (e.g., typhoons affecting the Marianas)
- Ensuring compatibility with federal coordination mechanisms (e.g., FEMA, ESF constructs, and national doctrine) to support rapid integration of external assistance

## **F. Process to Review and Revise the Plan**

OCD maintains a structured review and revision process that includes:

- Stakeholder change solicitation (agency inputs and validation)
- Drafting and internal coordination of proposed revisions
- Leadership review and approval routing as required
- Publication of updated versions and controlled distribution
- Documentation of changes in the Record of Changes page and version control markings

Triggers for revision include:

- Annual scheduled review
- Post-incident or post-exercise AAR/IP corrective actions
- Changes in administration, organization, statutory authority, or procedures
- Newly added resources/training, updated systems, or new interagency agreements
- Updated contact rosters, phone numbers, or notification procedures

## **G. Agency and Organization Responsibilities to Review and Submit Changes**

Each governmental agency, autonomous agency, nonprofit organization, and private sector partner with responsibilities referenced in this EOP is responsible for:

- Reviewing its assigned portions of the Base Plan and relevant annexes
- Submitting updates to OCD for changes in organization, responsibilities, capabilities, points of contact, or procedures
- Participating in periodic reviews and exercises as applicable
- Supporting ongoing improvement to ensure the EOP provides adequate services to all populations, including individuals with disabilities and others with access and functional needs, children, seniors, and other vulnerable groups

## H. Plan Distribution

OCD maintains a controlled plan distribution list identifying who receives the plan and what version they hold. The plan may be distributed to:

- Governor's Office and key executive leadership
- Territorial agencies and autonomous agencies with EOP responsibilities
- Mayors' Council of Guam and village leadership, as appropriate
- Critical infrastructure owners/operators and key private-sector partners as appropriate
- Nongovernmental partners (including GUVOAD) as appropriate
- Federal and military partners, as appropriate, for coordination and interoperability

**Note:** The distribution list may be maintained as a tab/appendix to the plan to simplify controlled updates.

## I. Public Access

OCD provides public access to the EOP through official Government of Guam channels, consistent with security and privacy requirements. Public access methods may include:

- Posting an approved public-facing version on an official website
- Providing copies upon request through established public information channels
- Sharing summaries or extracts suitable for public release
- Sensitive information (e.g., detailed vulnerability data, sensitive facility information, or controlled security content) may be excluded from public versions while maintaining transparency through appropriate summaries.

## 10. AUTHORITIES AND REFERENCES

### A. Legal Authorities

Emergency management activities conducted under this Plan are authorized by federal law, the Organic Act of Guam, the Guam Code Annotated (GCA), applicable executive orders, municipal ordinances, and formal intergovernmental agreements. These authorities collectively enable the Government of Guam to prepare for, respond to, recover from, and mitigate the effects of emergencies and disasters.

### B. Federal Authorities

- Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. §§ 5121–5207
- Homeland Security Act of 2002, as amended (Public Law 107-296)
- Americans with Disabilities Act (ADA), 42 U.S.C. §§ 12101 et seq.
- Civil Rights Act of 1964, Title VI
- Communications Act of 1934, as amended (EAS authority)
- Presidential Policy Directive 8 (PPD-8): National Preparedness.
- 44 Code of Federal Regulations (CFR).
  - Part 201 – Mitigation Planning. Requires the development and FEMA approval of territorial hazard mitigation plans.
  - Part 206 – Federal Disaster Assistance.
- Federal Emergency Management Agency (FEMA) Policy and Doctrine, including:
  - National Preparedness Goal
  - National Response Framework (NRF)
  - National Incident Management System (NIMS)

### C. Organic Act of Guam

- 48 U.S.C. § 1421 et seq. – Organic Act of Guam
  - § 1422 – Powers and duties of the Governor
  - § 1422b – Succession, vacancy, and temporary disability
  - § 1423a – Scope of legislative authority

### D. Territorial Statutory Authorities (Guam Code Annotated)

#### (a) Emergency Management and Civil Defense

- 10 GCA Chapter 65 – Civil Defense
- 10 GCA Chapter 65A – Disaster Recovery Relief Act of 2002
- 5 GCA §§ 14.101–14.107 – Homeland Security and Emergency Management Modernization
  - 5 GCA Chapter 11 – Public Meeting During Emergencies Act
  - 4 GCA Chapter 16 – Disaster Service Volunteer Leave Act

#### (b) Public Health Emergencies

- 10 GCA Chapter 19 – Emergency Health Powers
  - § 19401 – Declaration of a State of Public Health Emergency
  - §§ 19501–19608 – Special powers during public health emergencies
  - § 19701 – Public information authorities

**(c) Executive Authority and Succession**

- 5 GCA §§ 1101–1103 – Temporary Vacancies in Office
- 5 GCA § 1510 – Definitions of Governor and Lieutenant Governor

**(d) Public Safety and Security**

- 10 GCA Chapter 63 – Guam National Guard
- 10 GCA Chapter 72 – Guam Fire Department
- 10 GCA Chapter 77 – Guam Police Department
- 16 GCA – Vehicles (emergency movement, restrictions, and controls)

**(e) Local and Municipal Authorities**

- 5 GCA Chapter 40 – Mayors of Guam
- Applicable municipal ordinances and emergency authorities were exercised consistently with territorial law and gubernatorial proclamations.

**(f) Executive Orders and Formal Agreements**

- Executive Orders issued by the Governor pursuant to the Organic Act and applicable GCA provisions
- MAA and MOUs, including:
  - Inter-municipal aid
  - Regional and federal mutual aid
  - EMAC participation, as applicable

**E. Emergency Authorities of the Senior Official**

The Governor of Guam serves as the Senior Official with overall authority for emergency management. The Lieutenant Governor is the designated successor in accordance with statute.

**(1) Activation of Emergency Authorities**

Emergency authorities become effective upon:

- Declaration of a State of Emergency, and/or
- Declaration of a State of Public Health Emergency pursuant to 10 GCA Chapter 19.

**(2) Duration and Termination**

Emergency declarations and associated authorities:

- Remain in effect for 30 days, unless extended by lawful action; and
- Terminate upon expiration, rescission, or superseding proclamation.

**(3) Independent Statutory Authorities**

Certain officials retain independent statutory authority during emergencies, including but not limited to:

- Director, Department of Public Health and Social Services (10 GCA Ch. 19)
- Adjutant General, Guam National Guard (10 GCA Ch. 63)
- Administrator, Office of Civil Defense (10 GCA Ch. 65)
- Chiefs and Directors of Public Safety Agencies, as authorized by statute

These authorities may be exercised independently or in coordination with the Governor, as permitted by law.

## **F. Pre-Delegation of Emergency Authorities**

It is recommended to pre-delegate specific operational authorities to designated officials and successors to ensure rapid action during emergencies, including:

- Evacuation and shelter-in-place orders
- Activation of emergency alerting systems
- Emergency procurement and resource allocation
- Activation of emergency operations facilities
- Deployment of personnel and assets

Pre-delegated authorities are subject to statutory limits and executive oversight.

## **G. Continuity of Government and Continuity of Operations**

### **(1) Succession**

A whole succession framework is needed to ensure continuity of governance and decision-making, including: Governor → Lieutenant Governor → additional successors as established by law and executive directive.

### **(2) COOP / COG Activation**

COOP and COG measures may be activated in response to:

- Loss or incapacitation of leadership
- Loss of facilities or critical infrastructure
- Cyber disruption
- Any all-hazards event disrupting essential government functions

## **H. Public Alerting Authorities (EAS and WEA)**

The OCD Administrator, or designee, is authorized to request and issue EAS and WEA.

Alert issuance is subject to centralized approval by the OCD Administrator or the JIC Director.

Pre-approved message templates may be authorized for rapid dissemination based on the nature of the incident.

## **I. Attorney General Opinions**

Relevant Attorney General opinions addressing disaster response, emergency powers, civil liberties, procurement, or public health emergencies are incorporated by reference when applicable.

## J. Reference Documents

### (1) Documents Used to Develop This Plan

- 2016 Guam Comprehensive Emergency Management Plan (Base Plan)
- National Response Framework
- National Incident Management System
- FEMA Developing and Maintaining Emergency Operations Plans (CPG 101)
- Threat and Hazard Identification and Risk Assessment (THIRA) Guidance

### (2) Additional References

- National Mitigation Framework
- National Protection Framework
- National Prevention Framework
- National Response Framework
- National Disaster Recovery Framework
- FEMA Disaster Financial Management Guide
- FEMA Public Messaging and Evacuation Guidance
- Supply Chain Resilience Guide
- Climate Adaptation Planning Guide
- FEMA Hazard Mitigation Planning Guidance (2022).
- Non-Disaster Preparedness Grants Program Guidance.
- FEMA Logistics Capability Assessment Tool.
- National Incident Management System (NIMS), 4th Edition (2024).
- FEMA Developing and Maintaining Emergency Operations Plans: Comprehensive Preparedness Guide (CPG) 101, Version 3.1 (2025).
- FEMA Integrated Preparedness Plan (IPP) Guidance (2023).
- FEMA Continuity Guidance Circular (2018) and DHS Federal Continuity Directives 1 and 2 (FCD-1 and FCD-2).

## K. Definitions, Acronyms, and Abbreviations

All terms, acronyms, and abbreviations used in this Plan are defined in Appendix B: Glossary.

## L. Inclusive Language and Prohibited Terminology

The EOP explicitly prohibits the use of outdated, stigmatizing, or offensive terminology in emergency communications, including legacy terms that may marginalize or mischaracterize individuals or communities. Inclusive, person-centered, and culturally appropriate language shall be used in all preparedness, response, recovery, and mitigation activities.

### (1) Prohibited or Legacy Terms

To promote inclusive, accurate, and respectful emergency communications, the following terms shall not be used in planning documents, public messaging, or operational communications:

- “Illegal alien” – Use “undocumented individual” or “non-citizen” as contextually appropriate
- “Victim” – Use “survivor” where appropriate
- “The disabled” – Use “people with disabilities.”
- “At-risk populations” – Use “individuals with access and functional needs.”

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## APPENDIX A: ABBREVIATIONS AND ACRONYMS

AAR	After-Action Report
CAT	Guam Catastrophic Plan
CEMP	Comprehensive Emergency Management Plan
CFR	Code of Federal Regulations
COG	Continuity of Government
COOP	Continuity of Operations
DMP	[Disaster] Distribution Management Plan
DHS	U.S. Department of Homeland Security
EAS	Emergency Alert System
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
FCD	Federal Continuity Directive
GCA	Guam Code Annotated
HMP	Hazard Mitigation Plan
IP	Improvement Plan
IPAWS	Integrated Public Alert and Warning System
IPP	Integrated Preparedness Plan
JIC	Joint Information Center
JIS	Joint Information System
LCAT	Logistics Capability Assessment Tool
NDRF	National Disaster Recovery Framework
NIMS	National Incident Management System
NPG	National Preparedness Goal

NRF	National Response Framework
OCD	Office of Civil Defense
OHS	Office of Homeland Security
PPD	Presidential Policy Directive
RSF	Recovery Support Function
SITREP	Situational Report
SOP	Standard Operating Procedure
TEOC	Territorial Emergency Operations Center
WEA	Wireless Emergency Alerts

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## APPENDIX B: GLOSSARY

**After-Action Report.** A written report that documents performance, findings, and recommendations following an exercise, incident, or event.

**All-Hazards.** An approach to emergency management that considers all types of natural, technological, and human-caused hazards.

**Base Plan.** The foundational portion of the CEMP that establishes Guam's overarching policies, organization, and concept of operations applicable to all hazards.

**Catastrophic Incident.** An event of such magnitude or complexity that it exceeds the capabilities of the Government of Guam and requires federal assistance for stabilization and recovery.

**Comprehensive Emergency Management Plan.** The strategic, all-hazards framework developed and maintained by the Office of Civil Defense, as outlined in 10 GCA Chapter 65, guides Guam's preparedness, protection, mitigation, response, and recovery activities.

**Continuity of Government.** The capability to preserve, maintain, or reestablish territorial leadership and authority during or after an emergency.

**Continuity of Operations.** The capability of an organization to continue essential functions across a wide range of potential emergencies.

**Deliberate Plans.** Plans developed under non-emergency conditions that outline a concept of operations with detailed information on personnel, resources, projected timelines, planning assumptions, and risk analysis.

**Distribution Management Plan.** A supporting plan that outlines the process for the logistics, staging, and distribution of commodities and resources during an emergency.

**Emergency Operations Plan.** The operational component of Guam's emergency management framework that describes how the Government of Guam organizes and manages resources during emergencies.

**Emergency Powers.** Authorities granted by law that become effective upon the declaration of a State of Emergency or Public Health Emergency, permitting extraordinary actions to protect life, property, and the environment.

**Emergency Support Function.** A grouping of governmental and specific private sector capabilities into an organizational structure to provide capabilities and services to manage domestic incidents.

**Essential Functions.** Functions that must be continued or rapidly resumed to maintain government operations and protect public safety.

**Federal Emergency Management Agency.** The federal agency within the U.S. Department of Homeland Security responsible for coordinating national response, mitigation, and recovery efforts.

**Guam Code Annotated.** The official compilation of statutory laws enacted by *Liheslaturan Guåhan*.

**Hazard Mitigation Plan.** A plan identifying risks and strategies to reduce or eliminate long-term vulnerabilities to hazards.

**Incident.** An occurrence, natural or human-caused, that necessitates a response to protect life or property. In this document, the term “incident” encompasses both planned events and emergencies, as well as disasters of all kinds and sizes.

**Incident Command System.** A standardized on-scene management structure used to manage incidents of any size or complexity.

**Integrated Preparedness Plan.** The plan aligns Guam’s training, exercise, and evaluation priorities with identified capability gaps and preparedness goals.

**Joint Information Center.** A centralized facility for the coordination, development, and dissemination of public information during an incident.

**Joint Information System.** The structure that integrates incident information and public affairs across organizations.

**Logistics Capability Assessment Tool.** FEMA’s tool for evaluating and improving logistics readiness and resource management processes.

**Mitigation.** A sustained action to reduce or eliminate risk to people and property from hazards and their effects.

**National Response Framework.** A comprehensive, national, all-hazards approach to domestic incident response. It serves as a guide to enable responders at all levels of government and beyond to provide a unified national response to a disaster. It defines the key principles, roles, and structures that organize the way United States jurisdictions plan and respond to disasters.

**National Disaster Recovery Framework.** The federal framework that guides recovery operations and coordination following disasters is mirrored in Guam’s Recovery Management Plan.

**National Incident Management System.** A standardized structure for incident management and coordination across all levels of government.

**National Preparedness Goal.** The national vision that defines core capabilities necessary for a secure and resilient nation.

**National Response Framework.** The federal guide that defines principles and roles for coordinated national response to all hazards.

**Office of Civil Defense.** The Government of Guam agency responsible for coordinating comprehensive emergency management planning and execution under 10 GCA Chapter 65.

**Office of Homeland Security.** The Government of Guam office responsible for prevention, protection, and security coordination under 5 GCA, Article 14.1.

**Prevention.** The capabilities necessary to prevent, avoid, or stop an imminent threat or actual act of terrorism.

**Protection.** The capabilities to safeguard the homeland against acts of terrorism and human-caused or natural disasters, focusing on actions to protect the United States people, vital interests, and way of life.

**Presidential Policy Directive-8.** The directive establishes the National Preparedness Goal, mission areas, and system for national preparedness.

**Public Health Emergency.** A declaration issued pursuant to 10 GCA § 19401 authorizing special powers to respond to threats to public health.

**Record of Changes.** A formal log documenting revisions to the CEMP, including date, description, and responsible office.

**Recovery.** The timely restoration, strengthening, and revitalization of infrastructure, housing, and a sustainable economy, as well as the health, social, cultural, historic, and environmental fabric of communities affected by an incident.

**Response.** The capabilities necessary to save lives, protect property, and the environment, and meet basic human needs after an incident has occurred.

**Situation Report.** A summary of current conditions, actions taken, and resource needs during an incident.

**Standard Operating Procedure/Guideline.** A reference document or operations manual that provides the purpose, authorities, duration, and details for the preferred method of performing a single function or several interrelated functions uniformly.

**State of Emergency.** A formal declaration by the Governor of Guam activating emergency authorities under applicable law.

**Territorial Emergency Operations Center.** The physical location where coordination of information and resources to support incident management activities (on-scene operations) normally occurs. An EOC may be a temporary facility or located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction.

**Whole-Community Approach.** A planning and response philosophy that involves all sectors, government, private, nonprofit, and community, in building and maintaining preparedness and resilience

Guam Environmental Protection Agency

# Underground Storage Tank Permit

This permit is hereby issued to

## Guam Homeland Security

Esther Aquigui, Homeland Security Advisor/Acting Administrator

Located At

221-B Chalan Palasyo, Agana Heights

LAT: 13.49156 LONG: 144.7826

In accordance with Public Law 30-36, 10 Guam Code Annotated, Chapter 76.

*This permit is non-transferable and conditioned upon the holder observing the government code of Guam and all rules, regulations and orders of the Guam Environmental Protection Agency. No person shall willfully deface, alter, forge, counterfeit or falsify this permit. Any such activity shall cause the immediate revocation of this permit. This permit, or a copy thereof, shall be maintained at or near the permitted source and shall be made available for inspection. This Permit shall expire January 31, 2027.*

**PERMIT NUMBER**  
GEPA-UST-1007

**NUMBER OF TANKS**

UST 1- 2500 gallon diesel



GUAM ENVIRONMENTAL  
PROTECTION AGENCY

1973

**Michelle C. R. Lastimoza**  
ADMINISTRATOR

**JAN 27 2026**

DATE

**LOURDES A. LEON GUERRERO**  
GOVERNOR



**JOSHUA F. TENORIO**  
LT. GOVERNOR

**UFISINAN I MAGA'HÅGAN GUÅHAN**  
OFFICE OF THE GOVERNOR OF GUAM

**MEMORANDUM**

**Date:** October 24, 2025  
**To:** Esther Aguigui  
Advisor, Guam Homeland Security  
**From:** Governor of Guam  
**Subject:** **Detail Assignment as Acting Administrator, Office of Civil Defense**

*Hafa Adai Ms. Aguigui,*

Effective immediately you are detailed to the position of Administrator of the Office of Civil Defense in an acting capacity until further notice. This assignment will be a collateral assignment to your current duties as the Advisor of Guam Homeland Security.

Should you have any questions, please do not hesitate to contact Jon Junior Calvo, Chief of Staff. He can be reached at [jon.calvo@guam.gov](mailto:jon.calvo@guam.gov) or at 671-473-1112.

Thank you for your cooperation.

*Senseramente,*

**LOURDES A. LEON GUERRERO**

**LOURDES A. LEON GUERRERO**  
GOVERNOR



**JOSHUA F. TENORIO**  
LT. GOVERNOR

**UFISINAN I MAGA'HÅGAN GUÅHAN**  
OFFICE OF THE GOVERNOR OF GUAM

**FOR IMMEDIATE RELEASE - October 7, 2025**

## **Guam Secures Over \$10 Million in Federal Homeland Security and Emergency Preparedness Funding**

Hagåtña, Guam - The Office of Homeland Security announced today that Guam has secured more than \$10 million in federal funding for Fiscal Year 2025 to strengthen public safety, emergency preparedness, and cybersecurity across the island – the largest combined award to date.

The awards include support for critical homeland security staffing, equipment, and training; the deployment of next-generation public warning systems; state-level cybersecurity training and tools; nonprofit security enhancements; and emergency management personnel & sustainment. These funds represent the largest combined annual award for Guam in these categories.

Governor Leon Guerrero said, “This level of federal support reflects our administration’s commitment to sound stewardship and strategic investment. By leveraging these funds effectively, we’re not only strengthening Guam’s emergency preparedness today but also building a resilient foundation for the future. Every dollar secured will be directed to projects that deliver the highest value to our people and ensure our island is ready for any challenge.”

Lt. Governor Josh Tenorio added, “These federal funds will help give our government the tools, manpower, and knowledge to combat terrorism and recover from disasters. Especially given the threat from cyber attacks, Guam needs investments like these more than ever. By building better systems and strengthening our team of first responders, we can protect lives - we can keep our people safe and our island prepared.”

Specific grant awards include:

- Homeland Security Grant Program: \$2.75M for personnel, equipment, and training
- Next Generation Warning System: \$5.84M for mobile sirens and public alerting software
- State Cybersecurity Grant Program: \$264K for training, endpoint protection, and vulnerability prevention
- Non-Profit Security Grant Program: \$1.05M for nonprofit security upgrades
- Emergency Management Performance Grant: \$885K for sustaining core emergency management capacity

“These federal awards mark a significant milestone in building Guam’s long-term security and

preparedness capacity,” said Esther Aguigui, Homeland Security Advisor. “Through the coordinated efforts of our dedicated team, we secured these critical grants. This funding positions Guam to build the workforce we need, modernize public warning systems, elevate our cybersecurity posture, strengthen nonprofit security, and enhance emergency management capabilities for years to come.”

The Office of Homeland Security and the Office of Civil Defense will coordinate with federal partners, local agencies, and nonprofit organizations to ensure the timely execution of funded projects and compliance with all applicable federal requirements.

###



# THE TERRITORY OF GUAM COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

*All-Hazards Preparedness, Mitigation,  
Response, and Recovery*

Approved Update **Month** 2025



Prepared by the Guam Office of Civil Defense

## RECORD OF CHANGES

#	Date	Description of Change	Page or Section	Entered by	Approval Date
1	7/1/2025	Restructuring of the Guam Comprehensive Emergency Management Plan to serve as the overarching framework for all-hazards emergency management in the Territory of Guam. The revision aligns the CEMP with 10 GCA Chapter 65, FEMA CPG 101 v3.1, and the National Preparedness System, integrating crosswalks with major supporting plans. It distinguishes the CEMP as the strategic plan above the Guam Emergency Operations Plan and related annexes.	Entire document	OCDA	

## RECORD OF DISTRIBUTION

Date	Plan Version	Recipient Name	Position	Format
MM/DD/YYYY				

## **APPROVAL AND IMPLEMENTATION**

Pursuant to the authority granted under Title 10, Guam Code Annotated, Chapter 65, the Office of Civil Defense is responsible for developing, updating, and maintaining the Guam Comprehensive Emergency Management Plan (CEMP) in coordination with the Guam Office of Homeland Security.

The Governor of Guam approved the CEMP amendments listed in the Record of Changes on **MM/DD/YYYY**.

The plan is hereby implemented as the official emergency management plan for the Territory of Guam and shall remain in effect until superseded or amended in accordance with 10 GCA § 65121.

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## **EXECUTIVE SUMMARY**

The Guam Comprehensive Emergency Management Plan (CEMP) provides the framework for how the Government of Guam prepares for, coordinates, and manages emergencies and disasters of all types. It is developed and maintained by the Office of Civil Defense (OCD), under the authority of 10 GCA Chapter 65, in coordination with the Office of Homeland Security (OHS) and other government, private-sector, and community partners.

The CEMP outlines the Territory's approach to emergency management across all phases—prevention, protection, mitigation, response, and recovery—and establishes the structure for coordination among territorial agencies, village mayors, federal and military partners, and nongovernmental organizations. It aligns Guam's system with the National Preparedness Goal, the National Incident Management System (NIMS), and other national planning frameworks to ensure interoperability and consistency with federal doctrine.

The plan serves as Guam's umbrella document for all supporting plans and annexes, including the Emergency Operations Plan (EOP), Catastrophic Plan, Hazard Mitigation Plan, Continuity of Operations and Government Plans, and the Recovery Management Plan. Together, these documents provide a unified approach to safeguarding lives, protecting property, and restoring essential services.

The CEMP is reviewed annually and comprehensively updated every four years, or as needed following major incidents, exercises, or policy changes. It is maintained as a living document to reflect evolving risks, capabilities, and organizational structures. Appendix D demonstrates the CEMP's full compliance with the statutory requirements of 10 GCA §65121, confirming that the plan meets all legislative obligations for comprehensive, all-hazards emergency management in Guam.

Through this plan, the Government of Guam ensures a coordinated, transparent, and resilient emergency management system capable of protecting its people, sustaining essential functions, and strengthening the island's readiness for all threats and hazards.

# 1. PURPOSE AND SCOPE

## A. Comprehensive Emergency Management in Guam

The Guam Comprehensive Emergency Management Plan serves as the overarching framework for preparedness, protection, mitigation, response, and recovery across the Territory of Guam. Developed and maintained by the Office of Civil Defense (OCD) in coordination with the Office of Homeland Security (OHS), the CEMP fulfills the mandate of 10 GCA Chapter 65 (Civil Defense Act of 1951) to ensure the Government of Guam can safeguard life, protect property, maintain public order, and sustain essential functions during all hazards.

The CEMP integrates the Territory's emergency management doctrine with the National Preparedness System and the five mission areas established under PPD-8: Prevention, Protection, Mitigation, Response, and Recovery.

It provides the strategic foundation for operational, hazard-specific, and functional annexes that describe how Guam executes emergency management activities before, during, and after an incident.

## B. Purpose

The purpose of the Guam CEMP is to establish a comprehensive, territory-wide structure for managing emergencies and disasters through the following objectives:

**(1) Legal and Policy Basis.** Implement 10 GCA Chapter 65 §65121, which directs the Office of Civil Defense to develop, update, and maintain a comprehensive all-hazards plan for Guam.

**(2) Unified Framework.** Define a standard set of principles, roles, and coordination mechanisms for all Government of Guam agencies and partners.

**(3) Integration.** Ensure alignment with the National Incident Management System (NIMS), the National Response Framework, and the other National Planning Frameworks.

**(4) Scalability.** Provide a structure adaptable to incidents of any size, from routine emergencies to catastrophic disasters.

**(5) Continuity.** Support the preservation of essential government services through Continuity of Operations and Continuity of Government provisions.

**(6) Whole-Community Approach.** Engage the public, private sector, nongovernmental organizations, and the federal and military partners in preparedness, coordination, and information sharing.

## C. Scope

The CEMP applies to all branches, departments, agencies, and instrumentalities of the Government of Guam.

It establishes the basis for coordination with:

- Village governments through the Mayors' Council of Guam;
- Federal agencies and the Department of Defense;
- Nongovernmental and faith-based organizations;
- Private-sector partners and utilities; and
- The general public.

The CEMP encompasses all hazards—natural, technological, or human-caused—including, but not limited to, typhoons, earthquakes, tsunamis, public health emergencies, cyber incidents, hazardous material releases, terrorism, and infrastructure disruptions.

It applies during all phases of the emergency management cycle and across the entire territory, including island waters and airspace under Guam's jurisdiction.

## D. Relationship to Other Plans

The CEMP is the unifying framework that connects all levels of planning within the Territory, from strategic guidance to operational execution. It links Guam's preparedness and response architecture to the national system established under PPD-8.

The CEMP integrates and synchronizes the five mission areas of national preparedness, Prevention, Protection, Mitigation, Response, and Recovery, across all Government of Guam agencies, federal partners, and private-sector and community stakeholders. Each associated plan or framework supports one or more mission areas, creating a layered and complementary system of preparedness.

**(1) Integration Framework.** The relationship between these plans is designed around three primary dimensions of integration:

*(a) Vertical Integration (Federal–Territorial–Local).* The CEMP aligns with FEMA's national doctrine, specifically the National Incident Management System and the National Planning Frameworks, ensuring Guam can effectively request and receive federal assistance under the Stafford Act or Defense Support of Civil Authorities (DSCA).

At the territorial level, the CEMP defines command, control, and coordination through the Territorial Emergency Operations Center (TEOC).

Locally, village mayors, government agencies, nongovernmental organizations, and the private sector operate under this same framework to maintain unity of effort.

*(b) Horizontal Integration (Across Sectors and Agencies).* The CEMP integrates agency-specific, sectoral, and partner plans, such as those maintained by

utilities, port and airport authorities, educational institutions, and health-care systems, through the Emergency Support Function (ESF) structure.

These relationships facilitate the sharing of information, mutual support, and coordinated resource management during emergencies.

*(c) Functional Integration (Across Mission Areas).* Each supporting plan contributes to one or more of the five mission areas of national preparedness—Prevention, Protection, Mitigation, Response, and Recovery—to ensure comprehensive coverage across all phases of emergency management.

To illustrate how these plans interrelate, Table 1-1 provides a crosswalk identifying each plan's primary purpose, its relationship to the CEMP, and the mission areas it supports.

## **(2) Key Insights.**

*(a) Strategic–Operational–Tactical Continuum.* The CEMP sets strategy, the EOP and CAT Plan execute operations, and ESFs and SOPs deliver tactical field actions.

*(b) Scalability.* The Guam CAT Plan provides the surge capacity for catastrophic events that exceed the baseline capabilities established in the CEMP and EOP.

*(c) Mission Area Coverage.* Every plan aligns with at least one of the five mission areas. Collectively, they ensure Guam's readiness to prevent, protect against, mitigate, respond to, and recover from all hazards.

*(d) Maintenance and Synchronization.* OCD coordinates an annual Cross-Plan Review to verify that all supporting documents remain consistent with statutory authorities, CPG 101 guidance, and FEMA Region 9 requirements. Lessons learned from exercises, incidents, and after-action reviews are incorporated into updates across all plans.

Guam Comprehensive Emergency Management Plan

Plan	Purpose	Relationship to the CEMP	Prevention	Protection	Mitigation	Response	Recovery
Guam Emergency Operations Plan	Describes how the Government of Guam organizes and manages resources and operations during emergencies.	Operationalizes the CEMP through the TEOC; includes the ESF Annexes and Hazard-Specific Annexes.	X	X		X	X
Hazard-Specific Annexes	Provide scenario-specific procedures for the island's most prevalent, historical, and emergent threats and hazards.	Supplements the EOP with hazard-tailored coordination, warning, evacuation, and recovery processes.	X	X		X	X
Emergency Support Function (ESF) Annexes	Define functional responsibilities and interagency coordination for 15 response and recovery functions.	Implement the EOP and CEMP operational framework, assigning leads and supporting agencies for each of the ESFs.				X	
ESF SOP	Step-by-step guidance for ESF agencies at the tactical level.	Translate EOP concepts into executable field procedures.				X	X
COOP	Ensures continuation of essential government functions under all conditions.	Supports the EOP's direction, control, and coordination by maintaining essential services during disruptions.		X		X	
COG	Preserves constitutional leadership and authority in emergencies.	Complements the CEMP by ensuring leadership succession and decision-making continuity.		X		X	
HMP	Identifies hazard risks and long-term strategies to reduce or eliminate vulnerabilities.	Provides the risk baseline for the plans' situation overview and informs recovery and mitigation programs.		X			X
DMP	Outlines logistics, staging, and distribution of commodities and resources.	Supports ESF #7 (Logistics and Resource Support) under the EOP.				X	
IPP	Coordinates training, exercises, and evaluations to ensure effective implementation.	Ensures readiness to implement the CEMP and EOP by aligning preparedness cycles with capability gaps.			X	X	
CAT	Provides operational guidance and coordination mechanisms for catastrophic typhoon events; developed jointly with FEMA Region 9.	Supplements the EOP Tropical Cyclone Annex by defining large-scale resource mobilization, federal coordination, and community lifeline stabilization for a catastrophic typhoon event.		X	X	X	X

Guam Comprehensive Emergency Management Plan

<b>Plan</b>	<b>Purpose</b>	<b>Relationship to the CEMP</b>	<b>Prevention</b>	<b>Protection</b>	<b>Mitigation</b>	<b>Response</b>	<b>Recovery</b>
Guam Recovery Management Plan	Establishes a territorial framework to guide short-, intermediate-, and long-term recovery operations following disasters. Defines roles of the Governor’s Authorized Representative, Territorial Coordinating Officer, and Territorial Disaster Recovery Coordinator, and organizes six Recovery Support Functions (RSFs): Economic, Health & Social Services, Community Assistance, Housing, Natural & Cultural Resources, and Infrastructure Systems.	The GRMP operationalizes the recovery mission area of the CEMP, ensuring a structured transition from response ESFs to recovery (RSFs). It aligns with FEMA’s National Disaster Recovery Framework and provides the post-incident coordination mechanisms to implement recovery priorities identified through the CEMP and the EOP.					X
Guam Communications Plan							

*Table 1. CEMP Integration Crosswalk*

## E. Guiding Principles

The following principles guide the implementation of the CEMP:

**(1) Unity of Effort and Coordination.** All levels of government and partners operate within a single, integrated framework consistent with NIMS and the Incident Command System (ICS).

**(2) Whole-Community Inclusion.** Planning and response consider the needs of all populations, including individuals with access and functional needs, seniors, children, and those with limited English proficiency.

**(3) Resilience and Sustainability.** Investments and actions should reduce long-term risk and strengthen Guam's capacity to recover from future disasters.

**(4) Scalability and Flexibility.** The framework adapts to changing conditions and incident complexity.

**(5) Continuous Improvement.** Plans and procedures are reviewed regularly, informed by exercises, after-action reports, and lessons learned.

## 2. PLAN DEVELOPMENT AND MAINTENANCE

### A. Plan Development

In accordance with 10 GCA Chapter 65 §65121, the Office of Civil Defense, under the authority of the Governor of Guam, is responsible for developing and maintaining the CEMP.

The plan is developed through a collaborative, whole-community process that engages all levels of government, nongovernmental organizations, the private sector, faith-based and community organizations, and the public.

### B. Plan Coordination.

OCD leads the coordination of planning activities to ensure alignment and interoperability among all territorial and supporting plans.

**(1) Internal Coordination.** OCD convenes periodic working sessions with Emergency Support Function (ESF) coordinators, territorial agencies, and support organizations to review updates, identify resource requirements, and validate operational concepts.

Plan updates and formal reviews are conducted in conjunction with OHS to ensure that preparedness, response, and recovery priorities are jointly developed, integrated into all mission-area plans, and aligned with the Governor's policy direction and federal guidance.

**(2) External Coordination.** The CEMP is synchronized with supporting plans, as well as with relevant plans from FEMA Region 9, the Department of Defense, and other federal partners.

**(3) Whole-Community Engagement.** Public and stakeholder input is encouraged through consultation with the Mayors' Council of Guam, nonprofit organizations, and critical-infrastructure partners to ensure community representation and inclusion of populations with access and functional needs.

### C. Plan Maintenance

The CEMP is a living document maintained by OCD through a structured cycle of review, validation, revision, and distribution. The process ensures the plan remains current with legislative changes, evolving threats and hazards, and lessons learned from exercises and real-world incidents.

<b>Activity</b>	<b>Frequency/Trigger</b>	<b>Responsible Entity</b>	<b>Purpose</b>
Comprehensive Review	Annually and after significant events	OCD Planning Section	Verify currency, incorporate new authorities, and update organizational or procedural changes.
Partial Review / Annex Update	Following revisions to the ESF or hazard annexes	Lead ESF Agencies with OCD oversight	Maintain alignment between the base plan and annexes.
Corrective-Action Integration	Post-incident or post-exercise	OCD and relevant agencies	Incorporate lessons learned and improvement actions.
Stakeholder Validation	Every two years	OCD and ESF Coordinators	Re-confirm agency responsibilities, contact information, and resource inventories.
Formal Promulgation	Minimum every four years	OCD and the Governor of Guam	Officially adopt the revised plan and distribute it through established channels.

*Table 2. CEMP Plan Maintenance*

## **D. Distribution and Accessibility**

OCD distributes approved versions of the CEMP to all ESF primary and support agencies, village mayors, key private-sector partners, and federal stakeholders.

Controlled digital and hard copies are maintained within the OCD document management system and TEOC systems.

The document is publicly accessible through [ghs.guam.gov](http://ghs.guam.gov) to promote transparency and public awareness; however, we will withhold specific threat annexes with sensitive operational details.

## **E. Training, Exercise, and Evaluation**

Plan implementation is validated through the Integrated Preparedness Plan, which aligns training and exercise activities with identified capability targets and improvement priorities.

Exercises are designed to test the procedures contained within the CEMP, EOP, and supporting annexes.

Outcomes are captured in After-Action Reports (AARs) and Improvement Plans (IPs); OCD tracks these actions to ensure closure and incorporation into the next update cycle.

## **F. Record of Changes and Version Control**

All updates to the CEMP are logged in the Record of Changes Table at the front of the plan. Each entry documents the section revised, the date, the responsible office, and the reason for the change.

OCD retains previous versions for reference in accordance with the Government of Guam records retention policy.

## G. Plan Approval and Promulgation

Following a major revision, the Administrator of Civil Defense submits the updated CEMP to the Governor of Guam for approval and promulgation. Once signed, the revised plan supersedes all prior versions and becomes the authoritative emergency-management framework for the Territory of Guam.

## H. Plan Review Cycle

To ensure continued interoperability and compliance with national standards, each major plan within Guam’s emergency management system follows a defined review and update schedule, which the OCD coordinates.

Plan	Update Frequency	Statutory Requirement, Grant Requirement, or Best Practice
Guam Comprehensive Emergency Management Plan	Review annually; comprehensive update every 4 years or as needed (post-incident or policy change)	10 GCA §65121 FEMA CPG 101 v3.1
Guam Emergency Operations Plan	Review annually; update every 2–4 years or following a major incident/exercise	FEMA CPG 101 v3.1 Emergency Management Performance Grant (EMPG) Program Guidance
Hazard-Specific Annexes	Review every 2 years; update as needed after an incident	FEMA CPG 101 v3.1 NIMS Implementation Guidance
Emergency Support Function (ESF) Annexes	Review annually; update as needed after an incident or exercise	FEMA CPG 101 v3.1 EMPG Guidance
ESF SOP	Update as needed after an incident or exercise	
COOP	Review annually; exercise biennially; update every 4 years	DHS FCD-1 (2017) FEMA Continuity Guidance Circular
COG	Review annually; exercise biennially; update every 4 years	DHS FCD-1 (2017) FEMA Continuity Guidance Circular
HMP	Update and FEMA re-approval every 5 years	44 CFR §201.6(d)(3) FEMA Mitigation Planning Guidance
DMP	Review and update annually or following exercise activation	FEMA Logistics Capability Assessment Tool (LCAT) EMPG Guidance
IPP	Develop and submit annually (3-year rolling plan)	FEMA IPP Guidance (2023) EMPG Requirement
CAT	Update every 5 years or following a major exercise or a catastrophic event	FEMA Region 9 Planning Guidance CPG 101 v3.1
Guam Recovery Management Plan	Review and update annually	10 GCA §65121 FEMA National Disaster Recovery Framework
Guam Communications Plan	Review and update annually	

Table 3. Plan Review Cycle

## Appendix A: Authorities and References

### A. Legal Authorities

#### (1) Territorial Authorities.

- 10 Guam Code Annotated (GCA) Chapter 65 – Civil Defense Act of 1951.
- 5 Guam Code Annotated (GCA), Article 14.1 – Homeland Security and Emergency Management Modernization
- Executive Orders and Administrative Directives of the Governor of Guam.

#### (2) Federal Authorities.

- Homeland Security Act of 2002 (Public Law 107-296).
- Presidential Policy Directive 8 (PPD-8): National Preparedness.
- 44 Code of Federal Regulations (CFR).
  - Part 201 – Mitigation Planning. Requires the development and FEMA approval of territorial hazard mitigation plans.
  - Part 206 – Federal Disaster Assistance.

### B. Guidance and Standards

- FEMA Developing and Maintaining Emergency Operations Plans: Comprehensive Preparedness Guide (CPG) 101, Version 3.1 (2025).
- FEMA Integrated Preparedness Plan (IPP) Guidance (2023).
- FEMA Continuity Guidance Circular (2018) and DHS Federal Continuity Directives 1 and 2 (FCD-1 and FCD-2).
- FEMA Hazard Mitigation Planning Guidance (2022).
- National Incident Management System (NIMS), 4th Edition (2024).
- FEMA Logistics Capability Assessment Tool.
- Non-Disaster Preparedness Grants Program Guidance.

### C. Frameworks

The following national frameworks provide doctrine and structure for emergency management across the five mission areas of preparedness:

**(1) National Preparedness Goal (NPG).** Defines core capabilities across the five mission areas and underpins all planning efforts in Guam.

**(2) National Response Framework (NRF).** Guides national response doctrine; informs the structure and alignment of Guam’s Emergency Operations Plan.

**(3) National Disaster Recovery Framework (NDRF).** Guides recovery coordination and capability development, as reflected in Guam’s Recovery Framework.

**(4) National Mitigation Framework.** Establishes the national strategy for reducing long-term risk; foundational to Guam’s Hazard Mitigation Plan.

**(5) National Prevention Framework.** Guides actions to prevent or stop terrorist attacks; integrates with the Guam Homeland Security Strategic Plan.

**(6) National Protection Framework.** Focuses on safeguarding critical infrastructure and national interests; supports the Guam Critical Infrastructure Protection Plan.

## **Appendix B: Abbreviations and Acronyms**

AAR	After-Action Report
CAT	Guam Catastrophic Plan
CEMP	Comprehensive Emergency Management Plan
CFR	Code of Federal Regulations
COG	Continuity of Government
COOP	Continuity of Operations
DMP	Disaster Distribution Management Plan
DHS	U.S. Department of Homeland Security
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
FCD	Federal Continuity Directive
GCA	Guam Code Annotated
GHS	Guam Homeland Security
HMP	Hazard Mitigation Plan
IPP	Integrated Preparedness Plan
LCAT	Logistics Capability Assessment Tool
NDRF	National Disaster Recovery Framework
NIMS	National Incident Management System
NPG	National Preparedness Goal
NRF	National Response Framework
OCD	Office of Civil Defense
OHS	Office of Homeland Security
PPD	Presidential Policy Directive

RSF	Recovery Support Function
SOP	Standard Operating Procedure
TEOC	Territorial Emergency Operations Center

## Appendix C: Glossary

**After-Action Report.** A written report that documents performance, findings, and recommendations following an exercise, incident, or event.

**All-Hazards.** An approach to emergency management that considers all types of natural, technological, and human-caused hazards.

**Base Plan.** The foundational portion of the CEMP that establishes Guam's overarching policies, organization, and concept of operations applicable to all hazards.

**Catastrophic Incident.** An event of such magnitude or complexity that it exceeds the capabilities of the Government of Guam and requires federal assistance for stabilization and recovery.

**Comprehensive Emergency Management Plan.** The strategic, all-hazards framework developed and maintained by the Office of Civil Defense, as outlined in 10 GCA Chapter 65, guides Guam's preparedness, protection, mitigation, response, and recovery activities.

**Continuity of Government.** The capability to preserve, maintain, or reestablish territorial leadership and authority during or after an emergency.

**Continuity of Operations.** The capability of an organization to continue essential functions across a wide range of potential emergencies.

**Deliberate Plans.** Plans developed under non-emergency conditions that outline a concept of operations with detailed information on personnel, resources, projected timelines, planning assumptions, and risk analysis.

**Distribution Management Plan.** A supporting plan that outlines the process for the logistics, staging, and distribution of commodities and resources during an emergency.

**Emergency Operations Plan.** The operational component of Guam's emergency management framework that describes how the Government of Guam organizes and manages resources during emergencies.

**Emergency Support Function.** A grouping of governmental and specific private sector capabilities into an organizational structure to provide capabilities and services to manage domestic incidents.

**Federal Emergency Management Agency.** The federal agency within the U.S. Department of Homeland Security responsible for coordinating national response, mitigation, and recovery efforts.

**Guam Code Annotated.** The compilation of Guam's statutory laws.

**Hazard Mitigation Plan.** A plan identifying risks and strategies to reduce or eliminate long-term vulnerabilities to hazards.

**Incident.** An occurrence, natural or human-caused, that necessitates a response to protect life or property. In this document, the term “incident” encompasses both planned events and emergencies, as well as disasters of all kinds and sizes.

**Integrated Preparedness Plan.** The plan aligns Guam’s training, exercise, and evaluation priorities with identified capability gaps and preparedness goals.

**Logistics Capability Assessment Tool.** FEMA’s tool for evaluating and improving logistics readiness and resource management processes.

**Mitigation.** A sustained action to reduce or eliminate risk to people and property from hazards and their effects.

**National Response Framework.** A comprehensive, national, all-hazards approach to domestic incident response. It serves as a guide to enable responders at all levels of government and beyond to provide a unified national response to a disaster. It defines the key principles, roles, and structures that organize the way United States jurisdictions plan and respond to disasters.

**National Disaster Recovery Framework.** The federal framework that guides recovery operations and coordination following disasters is mirrored in Guam’s Recovery Management Plan.

**National Incident Management System.** A standardized structure for incident management and coordination across all levels of government.

**National Preparedness Goal.** The national vision that defines core capabilities necessary for a secure and resilient nation.

**National Response Framework.** The federal guide that defines principles and roles for coordinated national response to all hazards.

**Office of Civil Defense.** The Government of Guam agency responsible for coordinating comprehensive emergency management planning and execution under 10 GCA Chapter 65.

**Office of Homeland Security.** The Government of Guam office responsible for prevention, protection, and security coordination under 5 GCA, Article 14.1.

**Prevention.** The capabilities necessary to prevent, avoid, or stop an imminent threat or actual act of terrorism.

**Protection.** The capabilities to safeguard the homeland against acts of terrorism and human-caused or natural disasters, focusing on actions to protect the United States people, vital interests, and way of life.

**Presidential Policy Directive-8.** The directive establishes the National Preparedness Goal, mission areas, and system for national preparedness.

**Record of Changes.** A formal log documenting revisions to the CEMP, including date, description, and responsible office.

**Recovery.** The timely restoration, strengthening, and revitalization of infrastructure, housing, and a sustainable economy, as well as the health, social, cultural, historic, and environmental fabric of communities affected by an incident.

**Response.** The capabilities necessary to save lives, protect property, and the environment, and meet basic human needs after an incident has occurred.

**Standard Operating Procedure/Guideline.** A reference document or operations manual that provides the purpose, authorities, duration, and details for the preferred method of performing a single function or several interrelated functions uniformly.

**Territorial Emergency Operations Center.** The physical location where coordination of information and resources to support incident management activities (on-scene operations) normally occurs. An EOC may be a temporary facility or located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction.

**Whole-Community Approach.** A planning and response philosophy that involves all sectors, government, private, nonprofit, and community, in building and maintaining preparedness and resilience.

## Appendix D: 10 Guam Code Annotated § 65121 Compliance

This appendix demonstrates how the CEMP satisfies the requirements of 10 Guam Code Annotated (GCA) Chapter 65, §65121. Each statutory requirement is cross-referenced to the plan or annex where compliance is addressed, with section and page references for quick verification.

§ 65121 Requirement	Plan	Section	Page
(1) the identification and analysis of all natural, technological, or human-caused hazards which could affect the island;	Guam Emergency Operations Plan Guam Hazard Mitigation Plan		
(2) the procedures to be used during emergencies for coordinating the local government of Guam resources, and if necessary, other resources available from the private sector, the military, nonprofit organizations, other jurisdictions, and other nongovernmental entities;	Guam Emergency Operations Plan		
(3) the use of appropriate command and coordination structures under the National Incident Management System (NIMS) for multiagency and multijurisdictional emergency responses;	Guam Emergency Operations Plan		
(4) the procedure for resource cataloguing and the procurement of supplies and equipment for emergency preparedness, response, and recovery operations;	Guam Emergency Operations Plan		
(5) the procedure to request and receive supplies and equipment for emergency preparedness, response, and recovery operations, commonly known as resource management;	Guam Emergency Operations Plan		
(6) the procedure and preparatory steps for the partial or full activation of the emergency management plan in advance of an actual disaster;	Guam Emergency Operations Plan		
(7) the designation, roles, and responsibilities of agencies and personnel supporting Emergency Support Functions (ESFs) within the Emergency Operations Center (EOC);	Guam Emergency Operations Plan		
(8) the emergency powers of the Office of <i>I Maga'hâga/Maga'lâhi</i> , the Office of Civil Defense, Guam Homeland Security, the village Mayors, and the Guam National Guard;	Guam Emergency Operations Plan		
(9) the emergency declaration process;	Guam Emergency Operations Plan		
(10) the continuity of government and continuity of operations;	Continuity of Operations Plan Continuity of Government Plan		
(11) the emergency responders' communications and island-wide, multi-lingual information dissemination plan; and	Guam Emergency Operations Plan		
(12) the plan review and exercise timetable.	Guam Integrated Preparedness Plan		

Table 4. 10 GCA §65121 Compliance

## **Appendix E: Supporting and Associated Plans**

Appendix E contains hyperlinks for all plans referenced in the CEMP.

<b>Plan</b>	<b>Version / Date</b>
Guam Emergency Operations Plan	
Guam Catastrophic Plan	
Hazard Mitigation Plan	
Continuity of Government Plan	
Integrated Preparedness Plan	
Continuity of Operations Plan	
Distribution Management Plan	

# Award Letter

U.S. Department of Homeland Security  
Washington, D.C. 20472

Effective date: 09/28/2025



Esther Aguigui  
GUAM OFFICE OF HOMELAND SECURITY/ OFFICE OF CIVIL DEFENSE  
221B CHALAN PALASYO  
AGANA HEIGHTS, GU 96910

EMF-2025-EP-05011

Dear Esther Aguigui,

Congratulations on behalf of the Department of Homeland Security, your application submitted for the Fiscal Year (FY) 2025 Emergency Management Performance Grants, has been approved in the amount of \$884,565.00 in Federal funding. This award of federal assistance is executed as a Grant.

Before you request and receive any of the Federal funds awarded to you, you must establish acceptance of the award through the FEMA Grants Outcomes (FEMA GO) system. By accepting this award, you acknowledge that the terms of the following documents are incorporated into the terms of your award:

- Award Summary - included in this document
- Agreement Articles - included in this document
- Obligating Document - included in this document
- Fiscal Year (FY) 2025 Emergency Management Performance Grants Notice of Funding Opportunity
- FEMA Preparedness Grants Manual

Please make sure you read, understand, and maintain a copy of these documents in your official file for this award.

Sincerely,

A handwritten signature in black ink, appearing to read "Stacey Street", is written over a light blue horizontal line.

Stacey Street  
Deputy Assistant Administrator  
Grants Program Directorate

# Award Letter

U.S. Department of Homeland Security  
Washington, D.C. 20472

Effective date: 09/27/2025



Esther Aguigui  
GUAM OFFICE OF HOMELAND SECURITY/ OFFICE OF CIVIL DEFENSE  
221B CHALAN PALASYO  
AGANA HEIGHTS, GU 96910  
  
EMW-2025-OS-05060

Dear Esther Aguigui,

Congratulations on behalf of the Department of Homeland Security, your application submitted for the Fiscal Year (FY) 2025 Next Generation Warning System, has been approved in the amount of \$5,844,446.00 in Federal funding. This award of federal assistance is executed as a Cooperative Agreement.

Before you request and receive any of the Federal funds awarded to you, you must establish acceptance of the award through the FEMA Grants Outcomes (FEMA GO) system. By accepting this award, you acknowledge that the terms of the following documents are incorporated into the terms of your award:

- Award Summary - included in this document
- Agreement Articles - included in this document
- Obligating Document - included in this document
- Fiscal Year (FY) 2025 Next Generation Warning System Notice of Funding Opportunity

Please make sure you read, understand, and maintain a copy of these documents in your official file for this award.

Sincerely,

A handwritten signature in black ink, appearing to read "Stacey Street", is placed within a light gray rectangular box.

Stacey Street  
Deputy Assistant Administrator  
Grants Program Directorate

# Award Letter

U.S. Department of Homeland Security  
Washington, D.C. 20472

Effective date: 09/26/2025



Esther Aguigui  
GUAM OFFICE OF HOMELAND SECURITY/ OFFICE OF CIVIL DEFENSE  
221B CHALAN PALASYO  
AGANA HEIGHTS, GU 96910

EMW-2025-SS-05002

Dear Esther Aguigui,

Congratulations on behalf of the Department of Homeland Security, your application submitted for the Fiscal Year (FY) 2025 Homeland Security Grant Program, has been approved in the amount of \$2,748,028.00 in Federal funding. This award of federal assistance is executed as a Grant.

Before you request and receive any of the Federal funds awarded to you, you must establish acceptance of the award through the FEMA Grants Outcomes (FEMA GO) system. By accepting this award, you acknowledge that the terms of the following documents are incorporated into the terms of your award:

- Award Summary - included in this document
- Agreement Articles - included in this document
- Obligating Document - included in this document
- Fiscal Year (FY) 2025 Homeland Security Grant Program (HSGP) Notice of Funding Opportunity
- The Preparedness Grant Manual (PGM)

Please make sure you read, understand, and maintain a copy of these documents in your official file for this award.

Sincerely,

A handwritten signature in blue ink, appearing to read "Stacey Street", is located below the "Sincerely," text.

Stacey Street  
Deputy Assistant Administrator  
Grants Program Directorate

# Award Letter

U.S. Department of Homeland Security  
Washington, D.C. 20472

Effective date: 09/24/2025



Esther Aguigui

GUAM OFFICE OF HOMELAND SECURITY/ OFFICE OF CIVIL DEFENSE  
221B CHALAN PALASYO  
AGANA HEIGHTS, GU 96910

EMW-2025-CY-05123

Dear Esther Aguigui,

Congratulations on behalf of the Department of Homeland Security, your application submitted for the FY 2025 State and Local Cybersecurity Grant Program, has been approved in the amount of \$263,983.00 in Federal funding. This award of federal assistance is executed as a Grant.

Before you request and receive any of the Federal funds awarded to you, you must establish acceptance of the award through the FEMA Grants Outcomes (FEMA GO) system. By accepting this award, you acknowledge that the terms of the following documents are incorporated into the terms of your award:

- Award Summary - included in this document
- Agreement Articles - included in this document
- Obligating Document - included in this document
- FY 2025 State and Local Cybersecurity Grant Program Notice of Funding Opportunity

Please make sure you read, understand, and maintain a copy of these documents in your official file for this award.

Sincerely,

A handwritten signature in black ink, appearing to read "Stacey Street", is written over a light blue horizontal line.

Stacey Street  
Deputy Assistant Administrator  
Grants Program Directorate

# Award Letter

U.S. Department of Homeland Security  
Washington, D.C. 20472

Effective date: 09/24/2025



Esther Aguigui  
GUAM OFFICE OF HOMELAND SECURITY/ OFFICE OF CIVIL DEFENSE  
221B CHALAN PALASYO  
AGANA HEIGHTS, GU 96910  
  
EMW-2025-UA-05048

Dear Esther Aguigui,

Congratulations on behalf of the Department of Homeland Security, your application submitted for the FY 2025 Nonprofit Security Grant Program, has been approved in the amount of \$1,050,000.00 in Federal funding. This award of federal assistance is executed as a Grant.

Before you request and receive any of the Federal funds awarded to you, you must establish acceptance of the award through the FEMA Grants Outcomes (FEMA GO) system. By accepting this award, you acknowledge that the terms of the following documents are incorporated into the terms of your award:

- Award Summary - included in this document
- Agreement Articles - included in this document
- Obligating Document - included in this document
- FY 2025 Nonprofit Security Grant Program Notice of Funding Opportunity
- The Preparedness Grant Manual (PGM)

Please make sure you read, understand, and maintain a copy of these documents in your official file for this award.

Sincerely,

A handwritten signature in black ink, appearing to read "Stacey Street".

Stacey Street  
Deputy Assistant Administrator  
Grants Program Directorate



**CHIEF OF STAFF**  
OFFICE OF THE GOVERNOR OF GUAM

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COS-2025-21

**MEMORANDUM**

**DATE:** SEPTEMBER 12, 2025

**TO:** ESTHER AGUIGUI  
Advisor, Guam Homeland Security

**FROM:** CHIEF OF STAFF

**SUBJECT:** RESCINDMENT OF ACTING DESIGNATION

Hafa Adai Ms. Aguigui,

By directive of the Governor, this memorandum formally rescinds your detail assignment as Acting Administrator of the Office of Civil Defense. Thank you for your service during this collateral duty.

Should you have any questions or require clarification regarding this appointment, please contact me directly.

*Senseramente,*

  
JON JUNIOR M. CALVO

Cc: Governor of Guam  
Lieutenant Governor of Guam  
Administrator, Office of Civil Defense



The Honorable  
**LOURDES A. LEON GUERRERO**  
 Governor

The Honorable  
**JOSHUA F. TENORIO**  
 Lt. Governor

GOVERNMENT OF GUAM

DEPARTMENT OF PUBLIC WORKS



**VINCENT P. ARRIOLA**  
 Director  
**LINDA J. IBANEZ**  
 Deputy Director  
**ERNEST G. CANDOLETA, JR.**  
 Deputy Director

# PERMIT TO OPERATE

Equipment: **ELEVATOR**

Permit No. **OP25000562**

LOCATION		EQUIPMENT TYPE	SPEED
GUAM HOMELAND SECURITY 221-B CHALAN PALASYO, AGANA HEIGHTS		PASSENGER	125 FPM
EQUIPMENT/DPW NO.	MAKE	NO. OF PASSENGERS	CAPACITY
0732_ELV_GUHOSE_1	OTIS	12	2000 LBS

**THIS EQUIPMENT MEETS ASME CODE REQUIREMENTS.**

<b>INSPECTION DETAILS</b>					
INSPECTION DATE	INSPECTED BY:	ACTIVITY	APPROVED BY:	ACTIVITY	DATE OF EXPIRATION
8/21/25	TOM O'CONNOR	COMMISSIONED #01	BENNY SAN NICOLAS	A.Bldg. Permit Admin.	2/17/26

**THIS PERMIT TO OPERATE MUST BE POSTED CONSPICUOUSLY IN AND OR NEAR INSPECTED EQUIPMENT.**



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

**GUAM HOMELAND SECURITY / OFFICE OF CIVIL DEFENSE**  
*Inasiguran / Tano' Guahan / Ufisinan Difensia Sibet*  
221-B Chalan Palasyo, Agana Heights, Guam 96910  
Tel: (671) 475-9600 / Fax: (671) 477-3727  
Website: [www.ghs.guam.gov](http://www.ghs.guam.gov)



Esther J. C. Aguigui  
Homeland Security Advisor  
Charles V. Esteves  
OCD Administrator

April 10, 2025

Memorandum No. 0280-2025-048

*The Honorable Benjamin J.F. Cruz*  
Public Auditor  
Office of Public Accountability  
Suite 401 DNA Building  
238 Archbishop Flores Street  
Hagåtña, Guam 96910

Håfa Adai Public Auditor Cruz,

Buenas yan Håfa Adai! Pursuant to §1922, Chapter 19, Title 1 of the Guam Code Annotated, the Guam Offices of Homeland Security and Civil Defense (OHS-OCD) hereby submits the Fiscal Year 2024 Citizen-Centric Report (CCR).

Should you require any further information or assistance, please feel free to contact our office. I am available at (671) 475-9600 or via email at [esther.aguigui@ghs.guam.gov](mailto:esther.aguigui@ghs.guam.gov).

Senseramente,

  
Esther J.C. Aguigui  
Advisor, Office of Guam Homeland Security

Attachment

Cc:  
Charles V. Esteves, Administrator, Office of Civil Defense  
Joseph L. Cabana, Director, Guam Recovery Office

# Guam Offices of Homeland Security and Civil Defense

## Citizen-Centric Report for Fiscal Year 2024



About US

Our Performance

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Our Outlook

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## Vision

Building a resilient Guam through proactive, comprehensive, and equitable homeland security and emergency management preparedness strategies to ensure our community's safety, well-being, and prosperity in the face of any challenge, setting the standard for Pacific readiness.

## OHS Mission

Develop and coordinate the implementation of a comprehensive plan to protect Guam and its people from terrorism, invasion, insurrection, rebellion, lawless violence, or the threat thereof.

## OCD Mission

Executing all emergency functions to prevent, minimize, and repair injury and damages from natural and human-caused disasters.

The Guam Office of Homeland Security and Office of Civil Defense was established by Public Law 107-296 on November 25<sup>th</sup>, 2002.

Major General (GU, Ret.) Esther J. C. Aguiqui, pictured on top left, was appointed as Homeland Security Advisor by Governor Lou Leon Guerrero in June 3, 2023.

Charles V. Esteves, pictured on top right, was appointed Administrator of the Office of Civil Defense on July 2, 2015.

## OHS-OCD Personnel

<b>Classified</b>	6
<b>Unclassified</b>	21
<b>Total</b>	27

## Guam Population



	2010	2020
Population	159,358	153,836
Housing Units	50,567	51,555



## Hazard Mitigation

We updated the 2019 Hazard Mitigation Plan (HMP) with the FEMA approved 2024 HMP. Additionally, we were awarded State Management Costs to develop projects under the Hazard Mitigation Grant Program. The National Oceanic and Atmospheric Administration awarded \$358K specifically for tsunami hazard mitigation.

## Non-Profit Security Grant Program

The Nonprofit Security Grant Program (NSGP) provides funding support for target hardening and other physical security enhancements and activities to nonprofit organizations that are at high risk of terrorist attack. The intent is to integrate nonprofit preparedness activities with broader state and local preparedness efforts. It is also designed to promote coordination and collaboration in emergency preparedness activities among public and private community representatives, as well as state and local government agencies.

## Community Outreach

OHS-OCD maintained an active involvement in 40 + outreach initiatives, with the largest being National Preparedness Month and Great Guam Shakeout. These initiatives fostered a culture of readiness among residents, making them better equipped to respond to disasters.

## Homeland Security Grant Program

Homeland Security Grant Program, a federal funding mechanism supporting state and territories' efforts to prevent, prepare for, protect against, and respond to acts of terrorism and other hazards.

## Mariana Regional Fusion Center

The MRFC serves as a central hub for the collection, analysis, and dissemination of intelligence related to terrorism, criminal activity, and other threats to public safety. Our mission is to enhance information sharing and collaboration among law enforcement agencies, first responders, and other stakeholders to prevent and mitigate potential threats. This includes providing timely and accurate intelligence to support proactive measures aimed at protecting our communities.

## Training & Exercise

OHS-OCD continued its robust training program, conducting 32 training events aimed at enhancing the skills and readiness of our emergency management personnel; Incident Command System (ICS) courses, CERT programs and specialized workshops on cybersecurity and hazardous materials handling.

OHS-OCD participated in 3 exercises:

- Joint US Navy/Gov Guam Radiological Transportation Accident Tabletop Exercise
- Joint US Navy/Gov Guam Radiological Transportation Accident Full Scale Exercise
- National Level Exercise - Cybersecurity

## State and Local Cybersecurity

The State and Local Cybersecurity Grant Program provides funding to state, local, tribal, and territorial (SLTT) governments to address cybersecurity risks and cybersecurity threats to SLTT-owned or operated information systems.

## Guam Recovery Office (GRO)

The Guam Recovery Office (GRO) oversees the Federal Emergency Management Agency's (FEMA) Public Assistance (PA) Program and ensures the island community's ability to recover from major disasters or emergencies. We also develop strategies for Guam's long-term recovery from such events and work to mitigate future damages.

Under the Typhoon Mawar declaration, the GRO has successfully secured an additional 236 projects. That's 347% more projects compared to COVID-19. In response to this increased workload, we've expanded our staff to ensure effective management and delivery of recovery services, further enhancing our capacity to address the growing needs of the community.



## OHS-OCD Federal Grants Summary

U.S. Department of Homeland Security (DHS)				
	2024	2023	2022	2021
Homeland Security Grant Program (HSGP)	997K	1.1M	1.1M	1.05M
Non-Profit security grant program (NSGP)	752K	731K	610K	464K
State and Local Cybersecurity Grant Program (SLCGP)	805K	1.07M	500K	0
DHS-Federal Emergency Management Agency (FEMA)				
Emergency Management Performance Grant (EMPG)	885K	985K	1.12M	995K
EMPG American Rescue Plan Act	0	0	0	280K
Building Resilient Infrastructure and Communities (BRIC)	0	26.2M	1.48M	1.18M
Public Assistance (PA)	2.7M	20.5M		52.10M
Hazard Mitigation Grant Program (HMGP)	998K	0	0	238K
National Oceanic and Atmospheric Administration (NOAA)				
National Tsunami Hazard Mitigation Grant Program	358K	479K	406K	803K
<b>TOTALS</b>	<b>\$7.5M</b>	<b>\$27.4M</b>	<b>\$5.2M</b>	<b>\$57.1M</b>

In 2023, OHS-OCD received a program-specific audit by the Federal Emergency Management Agency (FEMA). As a result of this, in 2024, OHS-OCD received an investigative audit by the Office of the Public Accountability (OPA), which can be accessed at the following link, <https://www.opaguam.org/performance-audits/office-public-accountability-has-released-opa-report-no-24-12-guam-homeland>.

The FEMA audit, identified twelve (12) findings Budget to Actual Overages; Time Sheet; General Ledger/Cash Disbursement/Audit Trail; Unsupported Inventory Control; Unsupported Salary Charged to Grants; Insufficient Procurement Procedures; Unsupported or Ineligible Disbursements; Travel Expenses Charged; Inaccurate or Untimely Reporting on FFR; Written Policies and Procedures Non-Compliant with Current Federal Guidance; Unsupported Sub-Recipient Files; Budget Matching.

Corrective actions identified are aggressively being implemented, even as revisions to the Corrective Action Plan are ongoing. Some of the corrective actions include, but are not limited to: Develop and Implement Budget Monitoring Procedures; Develop Timesheet Templates and SOP; Develop SOP for Expenditure Transactions; Establish Internal Controls and Tracking System; SOP for Internal Control; Monthly Compliance and Salary Expenditure Reviews; Develop Procurement SOP; Review and Update Disbursement Policies; Update Policies for Sub-Recipient Monitoring; Establish Grant Monitoring Committee; etc.

Complete financial information can be found on the following web site:  
<http://www.quamopa.com>



About Us

Our Performance

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# Challenges

## Challenges Faced

- General fund for homeland security and emergency management operations: Federal grants remain a cornerstone of OHS-OCD's financial strategy, particularly as we adapt to an evolving landscape of threats and challenges. Exploring general fund support from the local government will be crucial.
- Cybersecurity threats remain a critical concern, particularly as cybercriminals and nation-state actors, including those from the Asia-Pacific region, increasingly target critical infrastructure and governmental operations. The geopolitical tensions in this region further exacerbate the risk of cyberattacks, espionage, and other hostile activities that could disrupt essential services and compromise national security.

## What to expect

### Continued Multi-Agency Exercises:

OHS-OCD, in partnership with government, federal, military and non-governmental agencies, will continue to exercise plans and policies through seminars, workshops, tabletop exercises, games, drills, functional exercises and full-scale exercises.

### Continued Community Outreach:

OHS-OCD will continue to provide community outreach throughout the island on subjects to include, but not limited to, hazards such as typhoons, earthquakes, tsunamis, nuclear attack response and recovery, pandemic, terrorism and active shooter.

### Continued Training:

It is a goal of OHS-OCD to ensure all emergency response personnel from the government, federal, military, and non-governmental agencies are adequately trained for all hazards preparedness, response and recovery. This provides the public with a properly organized, equipped, trained and exercised emergency management and response force. OHS/ OCD will continue to work with various training consortiums to continue to offer a plethora of training to all emergency response personnel from the government, federal, military and other stakeholders.

We want to hear from you. Do you like the report? Do you believe it should include any other information? Please let us know by contacting, 671-475-9600.



Our Outlook 4