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GUAM TERRITORIAL EMERGENCY PLAN

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(40 pages)

GUAM TERRITORIAL EMERGENCY PLAN DIRECTION AND CONTROL

I. PURPOSE

- A. The purpose of this annex is to provide procedures for Crisis Management Direction and Control and Emergency Operating Center (EOC) Operations for the Territory of Guam.
- B. The following objectives will govern efforts in this area:
 - 1. To stress to all Government Agencies, Response Activity Coordinators, and above all, the Director of Guam Emergency Services Office, the utmost necessity to anticipate needs and to establish disaster protective measures prior to a disaster to minimize loss of life and damage to property.
 - 2. To state the responsibilities and importance of response preparedness by the Director of CD/GESO and his staff on all overall basis. (The other Annexes deal with individual response in specified areas.)

II. SITUATIONS AND ASSUMPTIONS

A. Situation

- 1. The Emergency Operating Center (EOC) located in Agana Heights, adjacent to the Governor's Official residence (Government House) is the central facility for all disaster response and recovery coordination for the territory.
- 2. The EOC provides emergency direction and control capability to the executive branch of the Government of Guam.
- 3. Mobile EOC and Direction and Control capability exists for deployment from the EOC facility.
- 4. Activities and decisions by either Civil Defense/Guam Emergency Services Office (CD/GESO) or the Department of Defense organizations in the Territory affect the other.

B. Assumptions

- 1. The Response Activities presented are applicable to all Emergency situations.
- 2. Adequate direction will be provided by the Response Activity Coordinators (RAC).

3. The Department of Defense activities/organizations in the Territory will coordinate their Disaster Response and Recovery Activities with the EOC.
4. The Governor of the Territory usually through the Director of CD/GESO, will coordinate Territorial/civilian activities, decisions with military and other federal agencies with respect to disaster response matters. Where these matters are of mutual concern.

III. CONCEPTS OF OPERATIONS

A. General

1. The Director of CD/GESO is charged with the responsibility for the overall establishment and maintenance of disaster protective measures for the entire Territory through the system outlined in this plan, and through GESO's initiative, action and cooperation with all branches of the Government of Guam, Federal, and private organizations and non-profit institutions.
2. Through the system outlined in this Plan, the Director of CD/GESO is charged with the responsibility for the effective functioning of all Response Activities and their Coordinators. These functions include but are not limited to: maintenance of warning and communication systems, preplanned traffic control and evacuation systems, security against looting and vandalism, establishment of search and rescue squads, formation of debris clearance and emergency restoration teams, and other measures.
3. The disaster protective measures also include long term actions such as the introduction of legislation or promulgation of rules and regulations designed to establish typhoon, flood, storm surges, tsunami and earthquake hazard zones, shoreline set-backs, and building codes related to hazard zones. These legislative actions are initiated by the Director of CD/GESO after thorough vulnerability studies have been carried out and the hazard areas are established with reasonable expertise.
4. The Director of CD/GESO ensures preparedness through a continual review, evaluation, and updating of Standard Operating Procedures developed by the various Response Activity Coordinators in conjunction with agencies assigned with primary, secondary and support functions.
5. The departments and agencies providing primary roles and their respective RACs are charged by statutes or Executive Orders with specific emergency responsibilities and must prepare plans and SOPs as necessary, to ensure actions and coordination by CD/GESO.

6. Though the ultimate success of this operation depends upon the response, efficiency, and effectiveness of the agencies assigned with primary functions in the various activities, the overall responsibility for coordination and control of RACs and liaisons, remains with the Director of CD/GESO.
7. The problems which restrict effective response are dealt with on a three-phase basis: pre, during, and post disaster, with some activities continuing or overlapping into the subsequent phases.
8. The ultimate responsibility for providing Direction and Control of Disaster Response Activities rests with the Governor of the Territory.
9. Effective Response to an emergency disaster, or threat of such to the Territory must be coordinated through a central facility, in this case the EOC.

B. Phases of Emergency Management

1. Mitigation.

- a. Operate EOC as CD/GESO office, HQ.
- b. Maintain and up-date facility and equipment for both emergency and normal operations.
- c. Provide adequate communications capabilities.
- d. Provide for alternate and mobile EOC.
- e. Conduct EOC Training (Staff and RACs).

2. Preparedness.

- a. Prepare plans and standard operating procedures (SOPs) for EOC operations.
- b. Prepare displays; identify and assemble equipment and furnishings to outfit the EOC.
- c. Arrange training programs for EOC crisis management personnel and support staff; include RADEF personnel; to include Firefighting.
- d. Stock food and water supplies for EOC staff.
- e. Stock administrative supplies and equipment.
- f. Develop and maintain schedule of testing, maintenance, and repair of equipment. Including fire warning and suppression equipage.
- g. Establish media and rumor control program.
- h. Develop a system to manage information handled within and disseminated from the EOC.
- i. Develop systems to ensure that all EOC personnel will learn of critical decisions.
- j. Develop a set of general guidelines for activating the EOC.
- k. Review and update resource lists.

- l. Conduct EOC exercises with all RAC's and EOC staff including "lessons learned" critiques.
 - m. Establish mutual supporting/coordination procedures with military disaster preparedness organizations at ComNavMarianas and Andersen Air Force Base (AAFB).
3. Response.
- a. Activate EOC as required or dictated by emergency conditions.
 - 1) Alert crisis management staff. (CD/GESO board, CD/GESO staff).
 - 2) Test communications. Both landline and electronic.
 - 3) Ensure that supplies and equipment are available in EOC. Activate "in-place" purchase order for supplies as necessary.
 - 4) Place information packets at each staffing location containing:
 - (a) EOC SOPs.
 - (b) A description of communications systems.
 - (c) An EOC layout/floor plan.
 - (d) Procedures for preparing, transmitting, and logging messages.
 - b. Coordinate all operations through the EOC.
 - c. Establish contact with CINCPAC Representative Guam.
 - d. Establish contact with ComNavMarianas Command Center and AAFB Disaster Preparedness office. (In storm situations add FAA Guam Center RADAR.)
 - e. Hold initial briefing for staff and announce briefing schedules for staff and for media.
 - f. Provide for security of EOC. Commence controlled access to EOC.
 - g. Review plans, personnel assignments, and fill staff vacancies.
 - h. Alert public and assisting organizations.
4. Recovery.
- a. Clean and return equipment to pre-emergency condition and replenish EOC supplies.
 - b. Perform maintenance and repair EOC equipment, as required.
 - c. Assimilate expenditure data and cost figures for submission to appropriate authorities for reimbursement.

- d. Prepare necessary damage assessment reports.
- e. Conduct critique of operations and initiate action to improve plans and resources.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Territorial Direction and Control Organization

The Guam Emergency Services Organization has three basic groups: policy, coordination, and operations, as shown in the chart in Tab 1. The ultimate authority for emergency management in Guam is the Governor, who heads the policy group. The policy group exercises broad control over emergency operations, gives guidance matters of basic policy and provides official information and instructions to the public.

The coordination group and analyzes all available information on the situation, develops and refines a joint response and recovery strategy, plans the deployment of field units to ensure the availability of appropriate force to deal with the situation at particular locations, and makes certain that the operating forces of various agencies work together in a mutually supportive way.

The operations group implements the strategy and plans of the coordination group. It communicates with field forces and keeps a record of their activities and observations; it issues instructions to particular units and keeps track of their progress in carrying out the instructions.

B. Responsibilities

1. Civil Defense/Guam Emergency Services Office:

- a. Develop and maintains an EOC-SOP, coordinating with all agencies and organizations having emergency management responsibilities.
- b. Provides training for the EOC staff.
- c. Provides personnel called for in the Guam Emergency Services Organization and EOC Roster. (TAB 1 and 2).

2. Guam Police Department

- a. Provides physical security for the EOC.
- b. Provides personnel as indicated in the CD/GESO Organization and EOC Roster.

V. DIRECTION AND CONTROL

(SEE APPENDIX II TO THIS ANNEX)

VI. CONTINUITY OF GOVERNMENT

During major emergencies the EOC will become the center of Government. (Space has been designated for senior staff to the Governor and Speaker of the legislature within the EOC).

Lines of succession are delineated in the Basic Plan.

The EOC reference library and files will provide an alternate repository site for vital records and authority, within space limitations.

VII. ADMINISTRATION AND LOGISTICS

A. Emergency Operating Centers (EOC)

1. As noted several places in the Basic Plan and this Annex the primary EOC for the Territory of Guam is located in Agana Heights next to Government House. It is an underground bunker with a PF of 100 and capable of supporting and protecting 50 personnel for more than two weeks. The EOC has a 14,000 gallon water supply, a 1.5KW diesel generator with automatic controls, and an infirmary.
2. There is presently no alternate EOC. The CD/GESO Communication vehicle is capable of up-grading any designated agency or village EOC communications to that of an alternate EOC. This vehicle also can set up as the forward or on-scene command post.

B. Records and Reports

(SEE APPENDIX III TO THIS ANNEX)

C. Communications

(SEE APPENDIX II TO THIS ANNEX AND ANNEX B)

D. Security (SEE ANNEX C)

1. Upon activation of EOC for Emergency Condition all access will be controlled.

2. Identification badges will be worn.
3. All visitors and volunteers will be issued ID badges and will be logged in and out of EOC.
4. Security locks will be installed on exterior access doors.
5. Security television will be activated and security sound monitor emplaced outside main entrance way.

E. Media

The media of the Territory are a major part of our information/warning program and will be accorded all courtesies and access consistent with proper and efficient operation of the EOC and security of operations in general.

1. The "EOC Library" has been equipped for both live electronic cable TV broadcast and telephone communications. All interviews will be conducted in this space.
2. The "EBS Room" will be used as necessary for radio information dissemination by media having equipment positioned there.
3. No media will be allowed into the "Operation Center" during emergency conditions.

VIII. PLAN DEVELOPMENT AND MAINTENANCE

- A. The Plan will be reviewed, tested, and updated prior to typhoon season each year.
- B. All equipage, supplies, and machinery will be inventoried semi-annually and preventative maintenance held in accordance with manufactures recommended schedule.

IX. AUTHORITIES AND REFERENCES

- A. Civil Defense Act of 1950
- B. CDI GSO SOP
- C. CPG 1-3

FUNCTION	PRIMARY
DIRECTION AND CONTROL	CD/GESO
COMMUNICATION AND WARNING	GPD
LAW ENFORCEMENT	GPD
FIRE SERVICES	GFD
SEARCH AND RESCUE	GFD
HEALTH AND MEDICAL SERVICES	DPHSS
RADIOLOGICAL PROTECTION	CD/GESO
SOCIAL SERVICES	DPHSS
PUBLIC WORKS	DPW
DAMAGE ASSESSMENT	DPW
EVACUATION	GPD
SHELTER	DOE
PUBLIC INFORMATION AND EDUCATION	CD/GESO
RESOURCE MANAGEMENT	ADM

COMMUNICATIONS AND WARNING

I. INTRODUCTION

This Annex outlines the Civil Defense/Guam Emergency Services Office concept of operations, the responsibility, and the direction and control necessary for performance of function of the Communications and Warning in time of threats from natural and man-induced emergencies, including nuclear attack.

II. PURPOSE

The purpose of this Annex is to establish the responsibility for the performance of the function of Communications and Warning within the Territory of Guam through the Coordination with appropriate Government of Guam Agencies and Departments.

III. SITUATION AND ASSUMPTION

A. Situation

1. The major emergency situations for which communications and warning would be required in the Territory of Guam are natural and technological hazards and attack. Communications and warning capabilities will be employed to the fullest extent possible in order to safeguard the population of Guam.
2. Sufficient communications and warning equipment and capabilities are available to provide the communications necessary for most emergencies. In severe emergencies, augmentation may be required.

B. Assumption

1. This annex assumes a commitment to have all communication and warning facilities in a state of readiness to be fully operational.
2. Local departments and agencies of the Government of Guam form the backbone for communication and warning services; all services require expanded operating capability.
3. Emergency operations will include mutual aid but will not be dependent on it; military assistance if available will complement, not substitute for, local civilian action.

IV. CONCEPT OF OPERATIONS

Rapid and accurate communication and warning are the bases of effective emergency operations. Other Annexes will define exactly who will carry out which tasks and with what resources in response to disaster situations. This will require a firm understanding of the operating conditions under which each action must be carried out.

Coordination with all appropriate Departments/Agencies and organizations will be performed to ensure emergency operational readiness in time of emergency.

Standard Operating Procedures of various Departments/Agencies involved in the functions of Communications and Warning will be provided to, and maintained only in the Departments/Agencies having primary or support responsibility for the function unless otherwise instructed by the Director of Civil Defense/Guam Emergency Services Office.

Phases of Disaster/Preparedness which relate to the performance of this Communication and Warning function include:

A. Mitigation

Establish and maintain an inter/intra department/agency communications system with the inherent flexibility and redundancy that will support disaster and emergency operations.

B. Preparedness

1. Review communication and warning plans.
2. Test existing communications.
3. Check readiness of warning facilities and equipment
4. Assign trained personnel, as required.
5. Correct deficiencies in equipment and facility readiness.
6. Insure frequently that required parts are available at the EOC, along with personnel who can perform operational repairs.

C. Response

When emergency operations are initiated the following procedures will be implemented:

1. Notification of the Guam Police Department to provide 24 hour dispatch coverage from the EOC. Staff requirements will vary according to the incident.
2. Establish emergency maintenance arrangements with appropriate departments/agencies to provide emergency service on 24 hour call.
3. Warning procedures as identified in Appendix 1 will be initiated.
4. Utilize law enforcement personnel to activate alternate shelter communication complex.

D. Recovery

1. All existing communication and warning activities in the emergency phase will continue until such time alternative courses of action be taken.
2. Compile damage assessments on communication and warning facilities.
3. Coordinate emergency repairs on communication and warning facilities.
4. Coordinate mutual aid requirements.
5. Restore communication systems to its pre-disaster capabilities.
6. Commence Federal Recovery Assistance on Communication and Warning Facilities.
7. Maintain an orderly flow of messages between the EOC positions and relief agencies.

V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

- A. The Director of Civil Defense/Guam Emergency Services Office under the direction of the Governor is responsible for effective Communications and Warning.
- B. The Civil Defense Officer under the direction of the Director, will conduct communications and warning operations. Responsibilities for certain warning functions are specified in Appendix 1.
- C. The Communication Officer will be responsible for supervision of all radio operators within the Communications Center.
- D. The Radio Operators are responsible for proper use of the equipment at their assigned position and for correct message handling as specified in Appendix 4.

- E. The Law Enforcement will provide alternate communications for shelter operations using porta-mobile radio units.
- F. The Radio Amateur Civil Emergency Services in coordination with CD/GESO will provide alternate communications as required.

VI. DIRECTION AND CONTROL

- A. The Civil Defense Director, is the overall authority in directing and controlling the employment of available staff, facilities, equipment, and supplies so as to maximize system readiness for the EOC and its Emergency Communications Center.
- B. Communications personnel from supporting Departments and Agencies operating within the communications and warning center must become acquainted with the procedures outlined in this annex.
- C. Civil Defense/Guam Emergency Services Office has primary responsibility for all communications and warning. However, each Department/Agency involved in this communications and warning function will maintain its autonomy during emergency planning and operations.
- D. During emergency, the various code systems used for brevity will be discontinued and normal speech will be used to ensure comprehension. In addition, 24 hour clock will be used during transmissions.

VII. CONTINUITY OF GOVERNMENT

Lines of succession to each department head are according to the standard operating procedures established by each department.

Copies of all communication messages should be regarded as permanent record and treated accordingly.

VIII. ADMINISTRATION AND LOGISTICS

A. Facilities and Equipment

A complete listing of equipment, capabilities, and network diagram is found in CW 14~20. The locations of all repeaters is shown in CW 14~20.

B. Communications Protection

1. Radio

a. Electromagnetic Pulse (EMP)

One of the effects of a nuclear detonation that is particularly damaging to radio equipment is EMP. Plans call for the disconnection of radios from antennas and power sources when an attack warning is issued. A portable radio unit will be employed as a backup to maintain limited communications with field groups. This procedure will be used until an all clear is announced. Telephones will be used while operable.

b. Lightning

Standard lightning protection is used including lightning arrestors and the use of emergency power during severe weather.

c. Wind and Blast

Damaged antennas can be quickly replaced with spare units kept in the EOC.

2. Telephone

a. Jammed Circuits

During emergencies phone usage increases dramatically.

b. Emergency Services

During major emergencies direct radio communications is available to Guam Telephone authority from the EOC for emergency services.

c. Priority Services Restoration

The EOC is on Guam Telephone Authority priority service restoration list.

C. Security

Due to the vital role of communications during emergency operations, the Director has authority to investigate the personal background of any radio operator assigned to the EOC.

D. Training

1. Agency's assigning personnel to the EOC for communications purposes are responsible for making certain that those persons are familiar with the agency's unique operating procedures.
2. Additional training on Civil Defense equipment and procedures will be provided by the Director or Communications Officer as necessary.

IX. PLAN DEVELOPMENT AND MAINTENANCE

The Civil Defense Officer is responsible for the maintenance of this Annex.

X. AUTHORITIES AND REFERENCES

- CPG 1-3 Federal Assistance Handbook
 Emergency Management, Direction and Control Programs
- CPG 1-14 Civil Preparedness Principles of Warning
- CPG 1-18 Emergency Communications

LAW ENFORCEMENT ANNEX

I. PURPOSE

This annex sets forth the organization, assignments, responsibilities, planning concepts, and capabilities of law enforcement agencies as they operate in an emergency situation within the Territory of Guam.

II. SITUATION AND ASSUMPTIONS

A. Situation

During times of emergency, law enforcement agencies must expand their operations to provide adequate protection and movement control required by disaster conditions. The Guam Police Department is the primary Law Enforcement Agency for the Territory of Guam. Numerous federal law enforcement agencies, including the Federal Bureau of Investigation (FBI), the Drug Enforcement Agency (DEA), U.S. Marshal Service, and Armed Forces Police are available for mutual support.

B. Assumptions

In the event that local capabilities are overtaxed, support will be obtained from federal agencies and the Guam National Guard. Guam Police Department in conjunction with Guam Fire Department will be first responders to most peacetime incidents. Activities of local law enforcement agencies will increase significantly during emergency operations and adequate law enforcement resources will often be available through mutual aid agreements.

III. CONCEPT OF OPERATIONS

A. General

Emergency law enforcement operations are extensions of normal functions and responsibilities which include maintenance of law and order, traffic and crowd control. Security is provided by the Guam Police Department to critical facilities and resources, lodging and feeding facilities, reception centers and emergency shelters, and disaster and other affected areas. The Guam Police Department is primarily responsible for routine law enforcement. Support groups will assist in traffic and crowd control, if necessary.

In the event of an emergency or disaster, law enforcement functions are carried out by the following entities:

1. Guam Police Department (GPD);
2. Guam Fire Department (GFD);
3. Attorney General's Office (AG);
4. Department of Corrections (DOC);
5. Department of Youth Affairs (DYA);
6. Department of Public Works (DPW);
7. Superior Court of Guam;
8. Department of Commerce, Customs & Quarantine Division;
9. Guam National Guard;
10. All other Government of Guam uniformed security (e.g. Airport Authority, Commercial Port Security, Revenue and Tax Agents).

Activation of the Law Enforcement response is under the direction of the designated GPD Primary RAC of the Guam Police Department in coordination with Civil Defense/Guam Emergency Services Office. The GPD Primary RAC is designated the Response Activity Coordinator (RAC) for Law Enforcement and is responsible for coordinating with the Emergency Operating Center; the alternate GPD/RAC is appointed the Alternate Response Activity Coordinator for Law Enforcement. Two (2) representatives from other entities which are tasked to respond under this Annex are designated liaisons of their respective entities.

The entities that comprise the law enforcement response in turn are directed by liaisons and their alternates who provide the necessary support activities respectively. Program specific support activities are outlined by entity in the appendices of this annex.

B. Phases of Emergency Management

1. Mitigation

- a. Coordinate law enforcement activities with Emergency Operating Center (EOC).
- b. Determine vulnerability.
- c. Identify resources.
- d. Continue review and update of plans.
- e. Identify key and critical facilities.

2. Preparedness

- a. Participate in all planning meetings relative to law enforcement provided by this Annex.
- b. Coordinate law enforcement activities among entities involved in this Annex.
- c. Prepare plans and SOP's.
- d. Prepare contingency and traffic control plans.
- e. Train primary and support personnel.
- f. Obtain information regarding available shelters and coordinate with shelter RAC for provision of security.

3. Response

- a. Maintain law and order.
- b. Provide mobile units for warning.
- c. Coordinate with EOC staff operations in law enforcement activities.
- d. Provide security and traffic control.
- e. Inspect critical facilities.
- f. Provide security of key facilities.
- g. Patrol evacuated areas.
- h. Provide security and traffic control to shelters.
- i. Provide backup communications for shelter operations.
- j. Provide traffic and crowd control.
- k. Control access to restricted areas.
- l. Maintain records.
- m. Provide Radiological Defense (RADEF) support, as appropriate.

4. Recovery

- a. Continue law enforcement activities.
- b. Phase down as and when directed.
- c. Release mutual aid resources.
- d. Assist in damage assessment.
- e. Assist in return of evacuees to their homes.

IV. DIRECTION AND CONTROL

The Chief of the Guam Police Department is responsible for coordinating emergency law enforcement activities in the Territory of Guam. The Law Enforcement Response Activity Coordinator (LE/RAC) serves as the law enforcement coordinator in the Emergency Operating Center (EOC). Routine law enforcement procedures will be followed where feasible. Policy formulation, coordination, and operations for the direction and control of law enforcement activities rest with the law Enforcement Annex member entities in conjunction with the EOC. Federal support will be requested through the EOC after local resources have been expended or deployed.

V. CONTINUITY OF GOVERNMENT

Lines of succession to all key positions within law enforcement elements operating in the Territory of Guam will be in accordance with standing orders and SOP's of the respective entities of the Law Enforcement Annex.

VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organizations

Organization of the law enforcement response is based on coordination by the Guam Police Department Response Activity Coordinator. The primary RAC and alternate for law enforcement originate from this department. Liaisons and their alternate come from secondary departments and agencies that constitute the law enforcement response. Supporting departments include the Department of Agriculture and the Marine Laboratory of the University of Guam from whom special equipment and manpower may be obtained (e.g. radio-equipped four-wheel drive vehicles for rough terrain, trained S.C.U.B.A. divers, 17-foot boats, etc).

Mutual assistance may be sought from the U.S. Department of Defense and the U.S. Department of Justice (FBI and DEA) as necessary.

Figure 1 presents the organizational framework of the law enforcement response.

B. Assignment

1. Law Enforcement Annex Committee

- a. The LE/RAC in conjunction with the EOC shall be responsible for the following:
 - (1) directing, coordinating, and monitoring all functions related to law enforcement measures;
 - (2) efficient and timely conduct and deployment of security forces wherever necessary;
 - (3) ensuring the development and maintenance of a law enforcement Standard Operating Procedures in connection with those agencies identified as having secondary and support functions;
 - (4) providing assistance to Search and Rescue (SAR)/Response Activity Coordinator (RAC);
 - (5) providing assistance to Debris Clearance and Emergency Restoration (DCER)/Response Activity Coordinator (RAC), Evacuation and Mass Care (EMC)/Response Activity Coordinator (RAC), Emergency Health & Medical Services (EHMS)/Response Activity Coordinator (RAC) and others as and when necessary;
 - (6) maintaining accurate and timely records of all operational administrative and fiscal matters related to law enforcement measures during disaster response operation;
 - (7) maintaining close cooperation with liaisons, the military police and FBI;
 - (8) maintaining a state of readiness and acquiring all equipment and means of operations necessary in conducting fast and efficient operations;
 - (9) maintaining a standby communications system for its own use and the use of the Director of Guam Emergency Services Office (GESO) in the event of the failure of the operational system, and;

- (10) preparing reports of all emergency operations conducted and forwarding these reports to Director of CD/GESO (with a copy to Chief, Guam Police Department) as soon as possible, and in no case later than 24 hours after the completion of the operation.

b. Agencies with Secondary Functions

- (1) The agencies providing major secondary support and liaisons to LE measures will be the Guam Fire Department, the Department of Public Works, the Attorney General's Office, Department of Corrections, Department of Youth Affairs, Superior Court of Guam, Department of Commerce, Guam Airport Authority, Port Authority of Guam, Department of Revenue and Taxation, and the National Guard. Close cooperation with the Military Police Units shall also be maintained through Mutual Aid Agreements between the Government of Guam and the Military Commands.
- (2) The LE/RAC shall request through the Director of CD/GESO other liaisons or assistance from any other agency or branch of Government as and when necessary.
- (3) The Director of CD/GESO shall determine the need and assign further liaisons, equipment, or supplies as may be necessary to complete tasks.
- (4) The liaisons or special personnel and equipment obtained in Item III shall be under general direction and control of LE/RAC who shall deploy these resources for optimum use.
- (5) The agencies with the secondary functions shall maintain the rule of the law, protect lives and property in harmony with civil liberties, maintain close cooperation and seek the advice and assistance from the Attorney General's Office as necessary. The Director of CD/GESO and LE/RAC shall maintain this close contact and seek such advice and assistance from the Attorney General when necessary.

c. Agencies with Support Functions

Liaison and assistance shall be sought from other Government of Guam agencies as and when necessary. Equipment and manpower may be made available from the Department of Agriculture and the Marine Laboratory of the University of Guam.

2. Federal Government

- a. Department of Defense: As indicated above, Mutual Aid Agreements shall provide for assistance and cooperation in law enforcement measures when necessary.
- b. Department of Justice: The assistance of the FBI and DEA will be sought when necessary.
- c. LE/RAC and Director of CD/GESO will keep in close contact with those federal agencies which provide grants, aid, personnel, training, equipment, etc., for upgrading law enforcement.

VII. ADMINISTRATION AND LOGISTICS

- A. Reviewing and updating of the Law Enforcement Annex will be performed by the Law Enforcement Annex Committee.
- B. Administrative support will be provided by GPD, CD/GESO EOC, and by the Governor's Office Staff.
- C. Emergency authority to purchase materials, commandeer private sector equipment, and private citizens and commercial service is outlined in the Civil Defense Act.
- D. Communications will be maintained and coordinated through the EOC Communication Center staffed by GPD personnel. Backup radio relay will be provided by GPD radio car units in the simplex mode. Radio Amateur Civil Emergency Services (RACES) support will be coordinated through CD/GESO Staff communication. All electronics communication equipment will be Electromagnetic Pulse (EMP)-protected to the highest degree practical by a qualified person.
- E. Security for all EOC's and command posts will be under the coordination of the GPD. Preparatory background security checks and ID/Pass issuance will be anticipated.
- F. Public information dissemination will be coordinated with CD/GESO Director, Public Information Officer (PIO).

VIII. PLAN DEVELOPMENT AND MAINTENANCE

The Law Enforcement Annex will be reviewed periodically and revised if necessary following occurrence of an emergency or disaster. The Response Activity Planner (RAP) for the Law Enforcement Annex (LEA) will perform these tasks and will make recommendations for training and other activities accordingly.

IX. AUTHORITIES AND REFERENCES

A. Authorities

Public Law 1-21, Civil Defense Act of 1951
Executive Order No. 91-09
Territorial Emergency Plan, 1991.

B. References

Federal Emergency Management Agency.
Guide for the Development of State and Local Emergency Operations Plan.
CPG 1-8. Washington, D.C., FEMA, 1985.

Federal Emergency Management Agency.
Guide for the Review of State and Local Emergency Operations Plans.
CPG 1-8A. Washington, D.C., FEMA, 1985.

FIRE SERVICES ANNEX

I. PURPOSE

The purpose of this annex is to provide the island community with a firefighting capability able to meet the demands of a disaster situation. In addition to firefighting, responsibilities in rescue, warning, and radiological defense operations are addressed.

II. SITUATION AND ASSUMPTIONS

A. Situation

Fire prevention and control are daily problems faced by fire service personnel. During emergency situations, the significance of such problems is underscored. Several hazards present difficulties with regard to fire protection, including conflagrations, wildland fires, nuclear attack, typhoons, earthquakes, and hazardous materials accidents.

B. Assumptions

Existing fire personnel and equipment will be able to handle most emergency situations through the use of mutual aid agreements. When additional support is required, assistance may be obtained from federal agencies.

III. CONCEPT OF OPERATIONS

A. General

Fire service personnel assume responsibilities in disaster situations similar to those in daily operations. In addition to their primary responsibility of fire control, responders are also involved on a regular basis with rescue operations and control of hazardous materials. Their supplemental civil defense duties include operation of the public warning system and support for radiological defense activities.

B. Phases of Management

1. Mitigation

- a. Review, upgrade, and enforcement of fire code
- b. Development and implementation of public safety information programs

2. Preparedness

- a. Maintenance of equipment
- b. Training of personnel
- c. Development of communication procedures
- d. Monitor fire-fighting equipment in emergency shelters
- e. Establish fire watches

3. Response

- a. Fire control
- b. Rescue operations
- c. Operation of warning system
- d. Hazardous materials control

4. Recovery

- a. Fire inspection
- b. Enforcement of fire codes

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. Guam Fire Department

- a. Coordinate all fire services activities within the island community
- b. Control and extinguish fire
- c. Conduct fire prevention programs
- d. Support radiological defense
- e. Enforce fire code
- f. Support other public safety operations
- g. Control of hazardous materials

2. Department of Agriculture, Forestry Division

- a. Maintain primary responsibility for wildland fires
- b. Support local fire control operations

3. Guam National Guard

- a. Support local fire control operations

V. DIRECTION AND CONTROL

The EOC fire officer will be responsible for coordinating all emergency fire services operations. Each agency will be responsible for operations within its respective

jurisdiction. All emergency operations will be directed from the EOC by Response Activity Coordinators (RAC's) or their representatives. Routine operations will be handled by standard procedures. Federal support will be called upon as needed.

VI. CONTINUITY OF GOVERNMENT

Lines of succession to each department head are based on the standard operating procedures (SOP's) established by each department.

VII. ADMINISTRATION AND LOGISTICS

A. Communications

The fire communications network is shown in Appendix I. The fire service will operate a base station in the EOC Communications Center during response operations.

B. Resources

A listing of available fire department resources is found in Appendix II.

VIII. PLAN DEVELOPMENT AND MAINTENANCE

It is the responsibility of each fire department to ensure its own operational capabilities. The Guam Fire Chief will coordinate the planning of all fire services related to civil defense operations.

IX. AUTHORITIES AND REFERENCES

Federal Emergency Management Agency.
Guide for the Development of State and Local Emergency Operations Plans.
CPG 1-8. Washington, D.C.: FEMA, 1985.

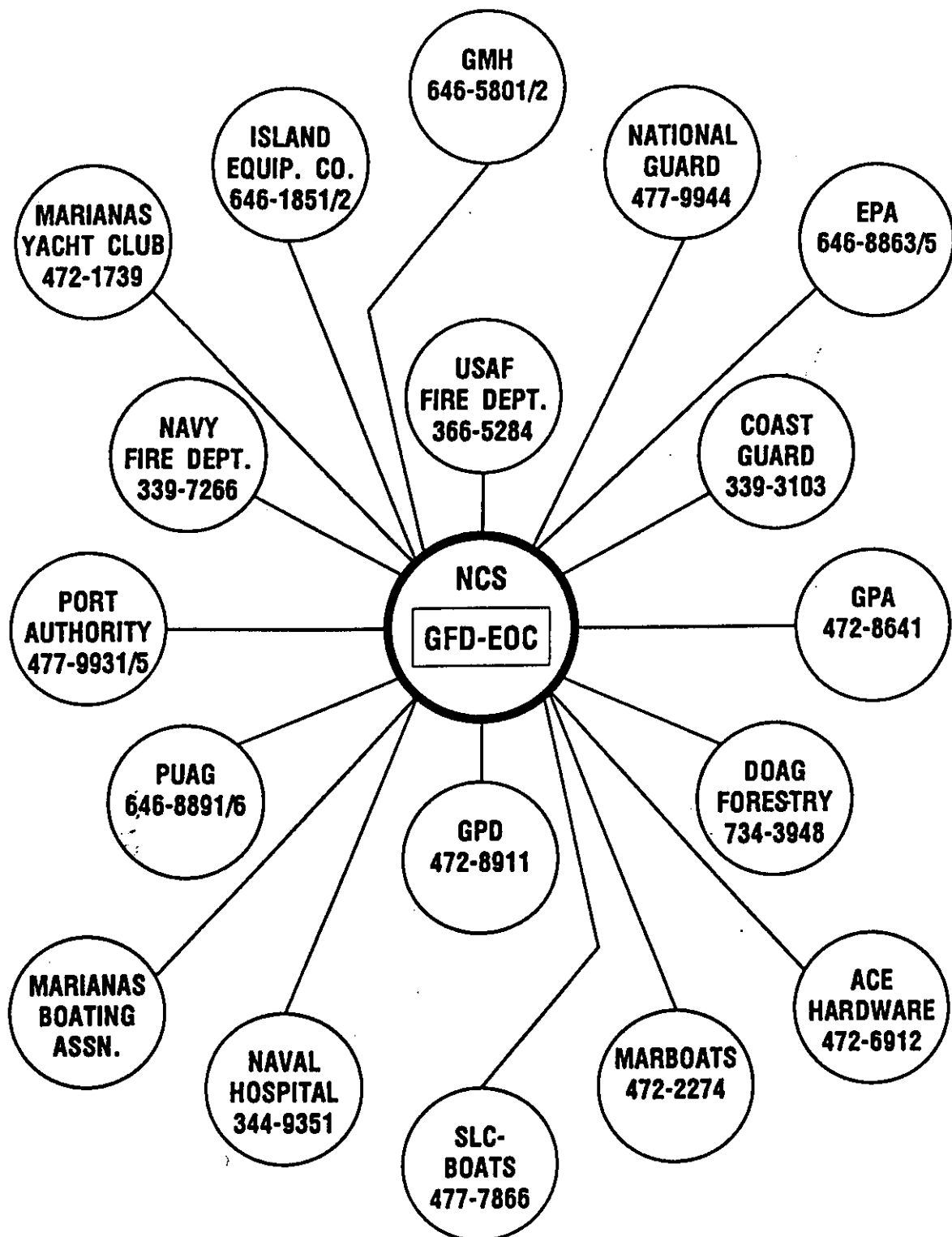
Federal Emergency Management Agency.
Guide for the Review of State and Local Emergency Operations Plans.
CPG 1-8A. Washington, D.C.: FEMA, 1985.

Federal Emergency Management Agency.
Job Aid Manual. SM-61.1. Emmitsburg, Maryland: FEMA, 1985.

Territorial Emergency Plan. Guam, 1991.
Executive Order of the Governor 91-09, dated March 25, 1991.

APPENDICES

APPENDIX I



GUAM FIRE DEPARTMENT INTERCOMMUNICATIONS NETWORK

DIRECTORY OF LOCAL / MILITARY FIRE DEPARTMENTS

GUAM FIRE DEPARTMENT REPORT A FIRE FIRE STATION

Fire Chief	477-BURN / 477-FIRE 911 / 646-8801/3	477-9420 646-8801/3
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NAVY CONSOLIDATED FIRE DEPARTMENT

Fire Chief	911	344-5214
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ANDERSEN AFB FIRE DEPARTMENT

Fire Chief	911	366-5284/6201
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DEPARTMENT OF AGRICULTURE (Forestry Division)

Fire Chief	911	734-3948
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APPENDIX II

GUAM FIRE DEPARTMENT MANPOWER AND APPARATUS DISTRIBUTION

Fire Department Headquarters - 2nd Floor, Pedro's Plaza, Agana
(Phone: 472-8911, extensions 380/381) 477-9420
Fire Chief

- A. Fire Prevention Bureau - Headquarters - 2nd Floor, Pedro's Plaza, Agana**
(Phone: 472-8911, extensions 337/338)
Assistant Fire Chief
Fire Inspector
Manpower: 15
Personnel work 8 hours a day, 5 days a week
Uniformed personnel are subject to recall to perform rescue/firefighting tasks.
- B. Administrative Operations - Headquarters - 2nd Floor, Pedro's Plaza, Agana**
(Phone: 472-8911, extensions 339/340)
Bureau Chief
Administrative Services Officer
Manpower: 13
Personnel work 8 hours a day, 5 days a week
Uniformed personnel are subject to recall to perform rescue/firefighting tasks.
- C. Logistics and Support - Headquarters - 2nd Floor, Pedro's Plaza, Agana**
(Phone: 472-8911, extensions 339/340)
Assistant Fire Chief
Fire Service Specialist
Manpower: 19
Personnel work 8 hours a day, 5 days a week
Uniformed personnel are subject to recall to perform rescue/firefighting tasks.
- D. E.M.S./Rescue Operations - Headquarters - 2nd Floor, Pedro's Plaza, Agana**
(Phone: 472-8911, extension 318)
Bureau Chief
Operations Officer
Office Manpower: 3
1 - Achilles Boat
1 - 30 Ft. Rescue Boat

1. **Fire Station #1, Tamuning - (646-8801/3)**
Manpower: 14 personnel per shift
1 - Van-type Ambulance Official #2985
1 - Snorkel Truck
1 - Engine Truck
1 - Aerial Ladder Truck

2. **Fire Station #2, Sinajana - (472-6342)**
Manpower: 6 personnel per shift
1 - Engine

3. **Fire Station #3, Barrigada - (734-2264)**
Manpower: 9 personnel per shift
1 - Van-type Ambulance
1 - Engine

4. **Fire Station #4, Dededo - (632-5197)**
Manpower: 9 personnel per shift
1 - Van-type Ambulance
1 - Engine

5. **Fire Station #5, Agat - (565-2700)**
Manpower: 9 personnel per shift
1 - Van-type Ambulance
1 - Engine

6. **Fire Station #6, Inarajan - (828-8177)**
Manpower: 9 personnel per shift
1 - Van-type Ambulance
1 - Engine

7. **Fire Station #7, Yona - (789-2231)**
Manpower: 6 personnel per shift
1 - Van-type Ambulance
1 - Engine
1 - 4x4 Toyota Land Cruiser

E. Suppression Operations - (Phone: 646-8801/3)
Assistant Fire Chief

Northern Firefighting District Headquarters - Fire Station #1
(Phone: 646-8801/3)
Battalion Fire Chief

- 1. Fire Station #1, Tamuning - (646-8801/3)**
 - 1 - 1,000 G.P.M. Pumper.
 - 1 - 85 ft. Ladder
 - 1 - 65 ft. Snorkel
 - 1 - 4 x 4 Land Cruiser
- 2. Fire Station #2, Sinajana - (472-6342)**
 - 1 - 1,000 G.P.M. Pumper
- 3. Fire Station #3, Barrigada - (734-2264)**
 - 1 - 1,000 G.P.M. Pumper.
- 4. Fire Station #4, Dededo - (632-5197)**
 - 1 - 1,000 G.P.M. Pumper

Southern Firefighting District Headquarters - Fire Station #7
(Phone: 472-8139)
Battalion Fire Chief

- 1. Fire Station #5, Agat - (565-2700)**
 - 1 - 750 G.P.M. Tanker/Pumper Comb.
- 2. Fire Station #6, Inarajan - (828-8177)**
 - 1 - 750 G.P.M. Pumper
- 3. Fire Station #7, Piti - (472-8139)**
 - 1 - 1,000 G.P.M. Pumper
- 4. Fire Station #8, Umatac - (828-8572/3)**
 - Manpower: 9 personnel per shift
 - 1 - 750 G.P.M. Tanker/Pumper Comb.
- 5. Fire Station #9, Yona - (789-2231)**
 - Manpower: 9 personnel per shift
 - 1 - 1,000 G.P.M. Pumper.

SEARCH AND RESCUE ANNEX

I. PURPOSE

The Search and Rescue Annex outlines the policies and procedures by which trained and equipped response forces are to perform effective emergency rescue operations. Response personnel will locate, identify and evacuate survivors, the injured in need of medical treatment and/or decontamination, the marooned and remove the dead from the disaster area, as designated by the response team.

II. SITUATION AND ASSUMPTIONS

A. Situation

The Territory of Guam is subject to severe structural damage from typhoons, floods, earthquakes, explosions, water-related disasters and war which may result in the entrapment of people in damaged structures, missing persons, and the dead.

B. Assumptions

1. A trained, equipped and organized rescue service can effectively conduct methodical search and rescue operations (SAR).
2. A capable and effective rescue service can suppress and minimize loss of life, shore up and stabilize weakened structures, release trapped persons, and locate the missing and the dead.

III. CONCEPT OF OPERATIONS

A. General

Search and Rescue Operations play a vital role in saving lives, providing necessary first aid to the injured, and in recovering critical supplies. Their success is predicated upon efficient and expeditious operations.

The operations are carried out in two (2) phases:

Phase One - Removal of persons who are lightly trapped either on the ground or within slightly damaged structures. These operations are performed by people with basic rescue training.

Phase Two - Removal of persons who are heavily trapped either on the ground or within heavily damaged structures. These rescue operations depend on highly trained and equipped rescue squads.

Ships, vessels and individuals lost or adrift at sea require the help of the Guam Fire Department Rescue Boat, the U.S. Coast Guard, Navy and Air Force SAR capabilities. Aid and coordination of rescue efforts are made possible through Mutual Aid Agreements with these authorities and Government of Guam. Additional manpower and resources such as boats and trained scuba divers are provided by the Marine Laboratory of the University of Guam and the Fish and Wildlife Division of the Department of Agriculture, as determined by the Director of Civil Defense/GESO.

Memoranda of Understanding between the Government of Guam and the private sector provide for additional resources in the event that government heavy equipment is not available or is malfunctioning. These firms include Black Construction Company, East-West Rental, Cruz Equipment Company and Maeda Construction.

The Guam Fire Department is responsible for Search and Rescue Operations (SAR). To achieve a coordinated response in SAR efforts, the Fire Chief works closely and in mutual assistance with the Guam Police Department, the Communications Response Activity Coordinator (RAC) and Debris Clearance Response Activity Coordinator (RAC). Coordination in life-saving operations will be through interface with the Emergency Health and Medical Services Response Activity Coordinator (RAC) and the Evacuation (GPD) and Shelter/Mass Care (DOE) Response Activity Coordinator (RAC).

IV. ORGANIZATION AND RESPONSIBILITIES

A. Government of Guam

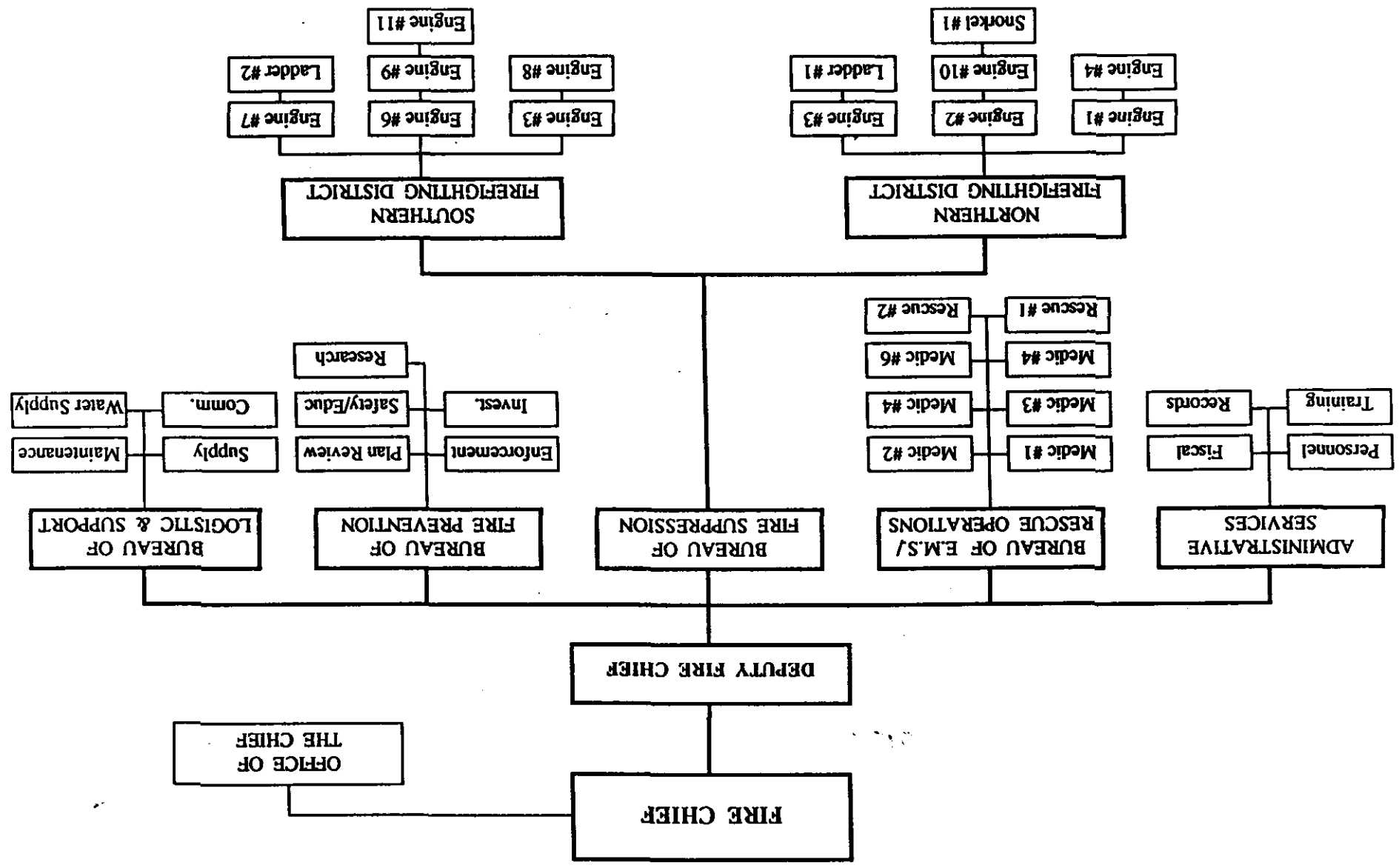
1. Organization

The basic unit of search and rescue operations is the squad or team. Each unit consists of four to eight persons per shift per area of operation and includes a team leader and assistant leader. All members of the team are trained in First Aid, Search and Rescue and Firefighting.

The organizational structure of the Guam Fire Department is illustrated in Figure 1. A detailed description of each unit is found in the appendix of this annex.

Field command procedures as outlined by the Guam Fire Department Procedural Manual are followed upon activation of disaster operations. Upon declaration of disaster as determined by an officer at the scene of an event, a command post is established on-site. A public information officer, either from the Fire Department or from Civil Defense/GESO remains on-site in order to disseminate public warnings.

Figure 1. Guam Fire Department-Organization Chart



2. Response Activity Method of Execution

Response to calls for Search and Rescue Operations (SAR) can be met adequately by organized SAR teams. The basic task of these teams include: (a) responding to calls for searching and rescuing people lost or trapped as a result of a disaster, (b) extricating them, (c) rendering first aid, (d) preparing and arranging for the victims' transportation to the nearest and safest place where further medical aid can be administered and assist the Evacuation Team when medical and trapped victims are to be evacuated.

Preparation for Search and Rescue Operations must be initiated as soon as Hazard Watch or Warning is issued. The Director of CD/GESO and Communications RAC shall notify the SAR Response Activity Coordinator to mobilize in advance. The squad shall then be on the alert and respond to requests and commands issued by the Director of CD/GESO or the Communications RAC from the Emergency Operations Center. During their operation, constant contact with the EOC shall be maintained.

Training sessions for SAR personnel/squad teams are conducted on a continuous basis as a built-in functional responsibility of personnel in the Guam Fire Department. These sessions include search and rescue in buildings, S.C.U.B.A. diving and rappelling operations.

Joint training sessions with the Coast Guard, Guam National Guard and other Department of Defense components engaged in similar response activities are encouraged. Training of interested and able volunteers from the community are also conducted from time to time in order to develop reservists for the operational squad teams. These training sessions shall be coordinated with the Chief, EMS/Rescue Bureau.

3. Responsibilities

a) Agency with Primary Functions

The Guam Fire Department, Government of Guam, shall be the agency assigned primary responsibility for conducting Search and Rescue Operations during all phases of a disaster.

In addition to SAR activities, the Guam Fire Department maintains fire protection in emergency shelters. These shelters are mainly schools wherein fire alarms and extinguishers are required to be kept and maintained by the Department of Education. Annual inspections of fire alarm systems in the schools are conducted by the Fire Department.

The Guam Fire Department through direct communication apprises the Guam Memorial Hospital, Guam Police Department and the Fire Units of the Navy and Air Force of fire and technological hazards during emergency operations. Coordination with the Guam Environmental Protection Agency (GEPA) is made in cases of spills of hazardous materials if containment is necessary while rescues by the Fire Department proceed.

A listing of hazardous materials from government agencies, private businesses and the military is presently being compiled by GEPA in accordance with the Superfund Amendments and Reauthorization Act of 1986 (SARA). Upon receipt of information, the data will be available to the Guam Fire Department and to Civil Defense/GESO. Lastly, the Guam Fire Department interfaces with U.S. Naval Magazine explosive unit so that ordnance may be disposed of in a safe and timely manner.

b) Response Activity Coordinator for Search and Rescue Operations (SAR/RAC).

The Chief, EMS/Rescue Bureau, Government of Guam shall be assigned the duties and responsibilities of Response Activity Coordinator for Search and Rescue Operations (SAR/RAC).

The SAR/RAC shall work directly under the Director of CD/GESO and in close cooperation with all other RAC's (especially COM/RAC, LE/RAC, EHMS/RAC and SHELTER/MASS CARE RAC). The SAR/RAC shall also request and obtain designation of liaisons from other agencies, as and required through the Director of CD/GESO.

The SAR/RAC shall primarily be responsible for:

- i) directing, coordinating and monitoring all functions related to search and rescue operations;
- ii) efficient and timely conduct and deployment of the SAR squads;
- iii) coordinating the efforts of the Emergency Response Team of the Emergency Medical Services/Rescue Bureau of the Guam Fire Department during search and rescue operations;
- iv) conducting training programs for SARO squads and interested, able members of the general public during normal periods, developing and maintaining reserve squads;
- v) maintaining complete and accurate records of all operational, administrative and fiscal matters within the SAR area of responsibility;

- vi) maintaining close contact and cooperation with the U.S. Coast Guard, military SAR teams and their Joint Rescue Coordination Center;
- vii) maintaining constant readiness to mobilize all equipment and means of operation necessary to conduct rapid, efficient SAR operations;
- viii) preparing reports of all emergency-status actions conducted, and forwarding these to the Director of CD/GESO as soon as possible, but no later than 24 hours upon completion of the operation;
- ix) providing assistance, as requested by the CD/GESO director, to the Guam Police Department and Evacuation and Shelter/Mass Care Response Activities and;
- x) interfacing efforts in life-saving with the EHMS/RAC, EVAC/RAC and Shelter/Mass Care RAC through inter-activity coordination in the preparation of Standard Operating Procedures for this Response Activity.

c) Fire Chief of the Guam Fire Department

The Fire Chief shall be responsible for the following:

- i) designation of the EMS/Rescue Bureau Chief as the SAR/RAC;
- ii) delegating the SAR/RAC the authority to utilize the Department's resources for implementation of this Response Activity.
- iii) providing the SAR/RAC with administrative, clerical and all other support necessary for the efficient conduct of the SAR operations, and;
- iv) convening a meeting with the SARO staff following the completion of an emergency response, to review and evaluate the records of the actions, in order to improve, reorganize, or change operational procedures as necessary. The Director of CD/GESO and all other RACs, especially Emergency Public Information/RAC, shall be informed of any changes made in the Standard Operating Procedures.

d) Agencies with Secondary Functions

- i) The agency with secondary functions providing the major support to SAR shall be the Guam Police Department.

(Close and regular cooperation of the U.S. Coast Guard and military units involved in search and rescue operations shall be maintained through Mutual Aid Agreements between Government of Guam and the Military Commands).

- ii) The SAR/RAC shall request and obtain through the Director of CD/GESO, other liaisons or assistance from any other agency or branch of Government as and when necessary. (For example, the assistance of the Department of Agriculture and UOG Marine Lab trained scuba divers and boats can be utilized for SAR operations in marine areas).

Upon such a request (for assistance by SAR/RAC), Director of CD/GESO shall ascertain the need and appropriately assign further liaisons, equipment or other resources as may be necessary to successfully complete the operation.

- iii) The Director of agencies with secondary functions and those agencies whose assistance is requested, shall be responsible for providing the assistance requested on a top priority basis.
- iv) The liaisons and special personnel, equipment and other assistance thus obtained, shall be under the general direction and control of the SAR/RAC who shall deploy the available resources in the best manner possible according to his best judgment so as to save as many lives as possible.

e) **Agencies with Support Functions**

- Liaisons and assistance shall be sought from other Government of Guam and private agencies as and when necessary.

B. Federal Government

1. **Department of Defense:** As indicated earlier, Mutual Aid Agreements shall provide for assistance and cooperation in SAR operations.
2. **Coast Guard (Department of Transportation):** Close association and cooperation of the Coast Guard shall be sought. The Coast Guard operates and maintains the Joint Rescue and Coordination Center.
3. **Federal Bureau of Investigation's (FBI)** assistance may be sought, if necessary, to identify victims.

V. DIRECTION AND CONTROL

This section should guide the Territory's chief executive and the director of CD/GESO in overall management of the plan. It is the source of command and responsibilities within, the government and provides details for the communication of decisions within all elements of SAR operations.

A. General Responsibilities

1. The SAR/RAC is a member of the CD/GESO Working Council in the EOC.
2. All disaster SAR operations will be coordinated through the EOC.

B. Mutual Aid and Volunteer Arrangements

1. All mutual aid and volunteer forces will function under the direction of the SAR/RAC.
2. Mutual Aid operations at the disaster scene will be coordinated by the forward command post.

C. Communications

(See Communications Annex)

VI. CONTINUITY OF GOVERNMENT

Chain of command is in accordance with Guam Fire Department General Orders, Standing Directives and Procedural Manual.

VII. ADMINISTRATION AND LOGISTICS

A. Reports and Record Retention

Reports of all SAR operations by outside forces should be retained at EOC to support reimbursement and damage claims.

B. Communication Needs

All SAR team communications equipment should be provided by agencies providing personnel during SAR operations.

C. Agreements and Understanding (MOU)

Memoranda of Understanding will document agreements between cooperating agencies as to emergency and disaster operation plans. These memoranda will be filed with the Civil Defense/GESO Director.

D. Logistics

Logistics will be employed in accordance with the Guam Fire Department Procedural Manual. If an emergency or disaster situation outstrips the resources of the Fire Department, Civil Defense/GESO will coordinate assistance from other sources. The Fire Department's Procedural Manual and any revisions thereto will be filed with the CD/GESO Director.

VIII. PLAN DEVELOPMENT AND MAINTENANCE

Guam Fire Department is responsible for maintenance of the annex and all supporting plans and SOPs for the TEP in the area of SAR.

IX. AUTHORITIES AND REFERENCES

A. Authorities

Public Law 93-288, Disaster Relief Act of 1974 (U.S.A.)
Public Law 1-21, Civil Defense Act of 1951 (Guam)
Executive Order 91-09, Governor of Guam, 1991
Territorial Emergency Plan, Guam Emergency Services Office, 1991
Superfund Amendment and Reauthorization Act of 1986 (U.S.A.)

B. References

FEMA. Guide for the Development of State and Local Emergency Operations Plans, CPG 1-8. Washington: FEMA, 1985

FEMA. Guide for the Review of State and Local Emergency Operations Plans, CPG 1-8A. Washington: FEMA, 1985.