



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

**EMERGENCY SUPPORT FUNCTION ANNEX**



## APPENDIX I: EMERGENCY SUPPORT FUNCTION 1 - TRANSPORTATION

**PRIMARY AGENCY:** Guam Dept of Public Works (DPW)

**SUPPORT AGENCIES:** Guam International Airport Authority (GIAA), Port Authority of Guam (PAG), Guam Regional Transit Authority (GRTA), Guam Department of Education (GDOE), Guam Homeland Security/Office of Civil Defense (GHS/OCDC)

### I. INTRODUCTION

The purpose of Emergency Support Function 1 (ESF 1) is to provide in a coordinated manner the resources (human, technical, equipment, facility, materials and supplies) of member agencies to support emergency transportation (air, ground, and water) needs during an emergency/disaster situation.

ESF 1 resources will be provided through the Emergency Operations Center (EOC) when activated (i.e., Level 2, or 1).

Transportation resources obtainable by ESF 1 will be used to assist in the following:

- Facilitating the movement of persons or equipment out of threatened or potentially hazard prone areas;
- Provision of infrastructure status reports for all modes of transportation to the Planning Section;
- Multi-modal logistical transportation of evacuees, personnel, equipment, and materials and supplies;
- Identification of obstructions and damage to the multi-modal transportation infrastructure, as well as general impact assessment in support of the Emergency Operations Center Emergency Support Function (EOC ESF) Team priorities, and;
- Prioritization and initiation of emergency work tasking to clear debris and obstructions from, and make emergency repairs to, the multi-modal transportation infrastructure.

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

During an emergency or disaster, the Department of Public Works (DPW) and the Port Authority of Guam (PAG), Guam International Airport Authority (GIAA), Guam Visitors Bureau (GVB) will assign personnel to the EOC. ESF 1 will respond directly to the Infrastructure Branch Director who reports to the Operations Section

Chief (see Section V.D.8 of the Basic Plan). In addition, ESF 1 will:

1. Ensure that support agencies will have previously designated personnel assignments to other ESFs in the EOC or to their respective agency emergency operations centers, and;
2. Ensure that personnel will be available (in person, by telephone, facsimile, e-mail, cellular phones, or pager) to assess and respond to transportation resource requests received by the EOC.
3. Proactively assess and assist in the development of action plans, for submission to the Planning Section, to meet the short and long-term transportation needs of the threatened and/or impacted area.
4. Routinely prepare and file situation reports with the Planning Section.
5. ESF 1 agencies, including the DPW, must ensure that:
  - a. All personnel have access to their agency's available and obtainable transportation resources;
  - b. The committed and uncommitted status of such resources is continuously tracked during an activation of the Emergency Operations Center;
  - c. All personnel will participate in the evaluation and mission assignment of transportation resource requests submitted to the EOC, and;
  - d. All personnel will support the development of situation reports and action plans for the Planning Section during activation of the EOC.
6. Evaluate damage to infrastructure and conduct impact assessments in the threatened and/or impacted area and, as appropriate, task personnel for response and recovery work.
7. Meet mission assignments through available or obtainable resources from other ESF EOC Team agencies, the private sector, those available through mutual-aid agreements, as well as federal sources including the U.S. Department of Transportation (USDOT) and the Federal Emergency Management Agency (FEMA).

## **B. ORGANIZATION**

1. ESF 1 will be organized and operate as a team, working under the direction of the Infrastructure Branch Director.
2. The DPW has a dual role as a coordinating agency and as a supporting

agency.

3. The DPW, as the primary agency, must ensure that through coordinated annual planning, all supporting agencies in ESF 1 are prepared to exercise their duties as required in the EOC, including
4. The lead agency will coordinate ESF 1 activities in the EOC during periods of activation by:
  - a. Developing and maintaining the ESF 1 duty schedule, and;
  - b. Coordinating the receipt and evaluation of mission assignments from the threatened and/or impacted area.

#### **C. NOTIFICATIONS**

1. The EOC Director or EOC Duty Officer will notify the ESF 1 primary agency, DPW, when an area or the entirety of Guam is threatened or has been impacted by an emergency or disaster event and activates the EOC to a Level 2, or Level 1.
2. The DPW designated personnel will report to the EOC if so advised or requested by the EOC Director or EOC Duty Officer.
3. As warranted by the scope of the impending event, the DPW personnel will notify the appropriate support agencies.
4. The designated support agencies when notified will report to the EOC if so advised or requested by the primary agency.
5. The support agencies designated, or directed to report to the EOC will notify their agencies as well as any designated emergency operations personnel of the impending or actual event.
6. The above notification process will be utilized if the impending or actual event requires any combination of preparedness, response, recovery, or mitigation/redevelopment activities.

#### **D. OPERATIONAL OBJECTIVES**

Once activated in the EOC, ESF 1 team members on duty will accomplish one or more preparedness, response, recovery, and mitigation/ redevelopment actions. The following is a list of those actions:

## 1. Preparedness

- a. Participate in the review and revision of Appendix I to the Guam Comprehensive Emergency Management Plan and related EOC ESF Team Standard Operating Guidelines;
- b. Attend and participate in ESF 1 meetings, training sessions, conferences, and exercises;
- c. Develop, test, and maintain manual or automated listings of the following:
  - i. Agency emergency points of contact that need to be contacted by agency representative(s) assigned to ESF 1, and;
  - ii. Agency-specific available transportation resources (from within the agency) such as types of equipment and equipment operators, and;
  - iii. Points of contact for agency obtainable transportation resources (from agency contractors, vendors, etc.) such as equipment and equipment operators.
- d. Review as necessary each support agency's automated or manual listings of emergency contacts.
- e. Review as necessary each support agency's resource contracts or agreements with private firms to insure they will be viable for the initiation and sustainment of response and recovery operations.
- f. Plan and prepare the notification systems and operational procedures to support an emergency/ disaster response. The systems should address public evacuation/ relocation operations, the closing/evacuation of the Apra Harbor Seaport, or A.B. Won Pat International Airport, as well as local emergency situations, including (but not limited to: the closing of any major roads, or bridges, and debris clearance plans for Route 11 between the Seaport, Route 1 and Route 18.
- g. Establish reporting procedures that generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans.
- h. Develop and/or maintain appropriate procedures to record time worked and costs incurred by ESF 1 agencies during an emergency/disaster event.

## 2. Response

- a. Activate the "Notifications" sequence listed in Section II.C (Notification) above.
- b. Monitor and report on the status of critical transportation systems including roadways essential for the evacuation/relocation of the general public and the movement of response and recovery resources; the Apra Harbor

Seaport and its operations; and the A.B. Won Pat International Airport. These ESF 1 specific essential elements of information (EEI) include:

- i. Access points to incident / disaster area; and
  - ii. Status of current and future operations, any obstacles and unmet needs relative to ESF 1 missions; and
  - iii. Status of internal damage assessments/surveys conducted by ESF 1 agencies.
- c. Evaluate and task transportation requests and coordinate the resolution of transportation issues
  - d. Evaluate and task the transportation support requests for threatened and/or impacted areas.
  - e. Assist ESF 3 (Public Works and Engineering), ESF 6 (Mass Care and Human Services), ESF 8 (Public Health and Medical) and federal ESF 7/Logistics to establish a transportation system to ensure the movement of personnel and resources from the Seaport and Airport to logistical areas such as staging areas, points of distribution (POD), shelters and other key sites for response and recovery operations.
  - f. Coordinate the use of Department of Defense air assets during initial operations.
  - g. Support the deployment of a Preliminary Damage Assessment (PDA) and any other pre-planned or ad-hoc response teams necessitated by an incident or disaster.
  - h. Support the requests and directives resulting from a Governor declared State of Emergency and/or request for a federal emergency and/or disaster declaration.
  - i. Generate in a timely manner, information to be included in Emergency Operations Center briefings, situation reports, and/or action plans.
  - j. Assign and schedule sufficient personnel to cover an activation of the EOC for an extended period of time.
  - k. Coordinate in the execution and updating of the Fuel Prioritization List before and after the incident to ensure that emergency generators do not run out of fuel during their operation.
  - l. Make, and maintain contact with transportation related counterparts at the federal and local levels according to established procedures.
  - m. Maintain appropriate records of work schedules and costs incurred by ESF 1 agencies during an event.
  - n. Evaluate the probability and time period of the recovery phase for the event. If a recovery phase is probable, start pre-planning for recovery actions.

- o. Evaluate and task any transportation-related requests.
- p. Coordinate with ESF 6/Donations Coordination Team (DCT) on any transportation requirements associated with the transport of donated goods.
- q. Coordinate with ESF 13 on the provision of security at emergency generators and other key facilities and equipment needed for ESF 1 operations.

### 3. Recovery

- a. Monitor and report on the status of critical transportation systems including roadways essential for the evacuation/relocation of the general public and the movement of response and recovery resources; the Apra Harbor Seaport and its operations; and the A.B. Won Pat International Airport.
- b. Generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans.
  - i. Status of current and future operations, any obstacles and unmet needs relative to ESF 1 missions; and
  - ii. Status of the transportation systems including transportation assets, transshipment nodes, roadway networks, etc.
- c. Support the sustainment of Points of Distribution (PODs), Joint Field Offices, Recovery Centers, Joint Information Centers, the deployment of PDA teams, and other Government of Guam and federal recovery facilities and emergency workers in the impacted area.
- d. Plan and prepare for the arrival of and coordination with the FEMA ESF 1 personnel.
- e. Coordinate sustaining the transportation system to ensure the movement of personnel and resources from the Seaport and Airport to logistical areas such as staging areas, points of distribution (POD), shelters and other key sites for response and recovery operations.
- f. Assign and schedule sufficient personnel to cover an activation of the EOC for an extended period of time.
- g. Maintain appropriate records of work schedules and costs incurred by ESF 1 agencies during an event.
- h. Monitor the status of seaports, airports, and other transportation related facilities in support of the transshipment and movement of assets associated with recovery and reconstruction operations.
- i. Seek information concerning the projected date the EOC will deactivate.

4. Mitigation/Redevelopment Objectives
  - a. As required, implement notification systems and operational procedures to support requests and directives from the Governor and/or FEMA concerning mitigation and/or redevelopment activities. Probable requests and directives include establishment of review and study teams, support of local government contracting for mitigation and/or redevelopment needs, and other similar professional, technical, and administrative activities.
  - b. Generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans.
  - c. Evaluate the probability and time period of the mitigation and/or redevelopment phase for the event. If a mitigation and/or redevelopment phase is probable, start pre-planning actions with agency, Government of Guam, and/or federal officials.

#### **E. DIRECTION AND CONTROL**

As a part of the EOC ESF Team, agencies of ESF 1 may have to participate (on-island or in another jurisdiction through mutual aid) on several emergency teams and/or co-located at several emergency facilities. The following is a listing of the teams and facilities through which ESF 1 may have to function:

1. **Emergency Operations Center**
  - a. In the event that the EOC is activated for an emergency, the EOC ESF Team Emergency Support Function (ESF) Coordinator for DPW or his/her designated representative, assumes responsibility as Supervisor for ESF 1.
  - b. The ESF 1 supervisor coordinates with ESF 1 support agencies in order to respond to assigned requests from the villages and directives of the EOC Director.
2. **Joint Field Office**
  - a. Upon activation of the Joint Field Office (JFO), the EOC Director or his/her designated representative, coordinate with ESF 1 support agencies in order to provide an ESF 1 representative at the JFO, when required.
  - b. The ESF 1 representative at the JFO coordinates with ESF 1 support agencies.
3. **Emergency Operations Center Mission Tasking** – When a request for assistance is received by ESF 1, it is assigned to the agency or agencies that have the most appropriate resources and expertise to accomplish the task. No agency will be tasked more than another to ensure a balance in “mission” tasking. Such a measure is necessary to maximize the use of all available

resources.

4. **Federal Resources** - Should ESF 1 foresee or have a need for resources not otherwise available, action will be taken to secure such resources through the Federal Response Plan or some other federal source. Normally, an action to secure a resource from a federal source would be coordinated with/through the Territorial Coordinating Officer (TCO) and/or the Federal Coordinating Officer (FCO). However, if an Emergency Support Function agency has no recourse through FEMA, that ESF 1 agency may coordinate directly with the federal agency that can provide the needed federal resource.
5. **Contracts and Contractors** - Resources that are available through ESF 1 may best be obtained through an agency or Government of Guam contractor, vendors, and suppliers. Resources may also be obtained from agency related entities such as local, Government of Guam, national, public, and private entities.
6. **Mitigation and/or Redevelopment** - ESF 1 does not have budgetary authority or funds for mitigation or redevelopment needs that result from an emergency or disaster. Therefore, the primary and support agencies for ESF 1 can only provide (as in-kind or matching) professional, technical, and administrative personnel and their use of related equipment to mitigation and redevelopment efforts that may follow an event. Such in-kind or matching resources can be used to support the review, investigation, contracting, and other professional, technical, and administrative tasks generally required for mitigation and/or redevelopment activities.

### III. RESPONSIBILITIES

#### A. PRIMARY AGENCY - DEPARTMENT OF PUBLIC WORKS (DPW)

1. Assign DPW personnel to the ESF 1 duty schedule in the EOC. Director of Public Works will deploy directly to the EOC, and the Deputy Director will activate the DPW Command Post and assume duty at the DPW.
2. Establish and staff a DPW Command Post to coordinate all emergency services or requirements received from the Civil Defense Office, as well as ESF1 and ESF 3.
3. Provide all available and obtainable transportation resource support for the Emergency Support Function 1 mission to include:
  - a. Transportation equipment and facilities.
  - b. Vehicular traffic management and control signs and devices of various

- types;
- c. Monitor status of critical transportation systems;
  - d. Coordinate the securing of all infrastructure related construction jobs by all Department and hired private subcontractors to ensure equipment and materials are protected and do not become a hazard during the event;
  - e. Coordinate the use of Department of Defense (DOD) air assets during initial operations;
  - f. Coordinate the use of buses to address the needs of transporting students as necessary and evacuations as warranted by the situation;
  - g. DPW will secure fuel and position all buses, vehicles and other equipment including vehicles received from other departments that are not needed during the emergency.
  - h. Support the dispatching of key highway emergency repair teams and equipment to Northern, Central and Southern Mayor's Offices, as well as the DPW compound in Tumon (Highway Maintenance Division Office) to address any damage to primary and secondary roads, village streets, bridges and storm drainage systems;
  - i. Establish and deploy as required at least one emergency repair team, to be located at the Public Works Compound, in response to any declared emergency that may be expected to require a special repair and service to the Government's vehicle fleet, buses and construction type equipment; and
  - j. Provide multi-modal transportation engineering, technical, and specialty support and coordination.
4. Assign the necessary staff with technical expertise to the fielding of an Infrastructure Section Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section through the Infrastructure Response Section Chief. The assigned emphasis for GIAA is Government of Guam transportation-related properties and facilities.
  5. Assist in establishing and sustaining a transportation system to ensure the movement of personnel and resources from the Seaport and Airport to logistical areas such as staging areas, points of distribution (POD), shelters and other key sites for response and recovery operations.
  6. Assist in developing and updating a Fuel Prioritization List to insure the efficient and adequate allocation and fuel to ESF 1 critical facilities and equipment.

**B. SUPPORT AGENCIES**

1. Guam International Airport Authority (GIAA)
  - a. Assign GIAA personnel to the Emergency Support Function 1 duty schedule in the EOC during activation.
  - b. Activate and staff the Emergency Communication Center (ECC) for the duration of any event in support of pre, during and post-emergency operations. Coordinate for all available and obtainable air transportation and communications resources for the support of ESF 1 missions.
  - c. Provide airport and aviation related technical and specialty support and coordination in concert with emergency response and recovery activities in the EOC.
  - d. If needed, coordinate with ESF 7 to coordinate the needed use agreements to establish a federal staging area at the A.B. Won Pat International Airport.
  - e. Coordinate with the EOC and other ESFs in securing the needed resources to conduct emergency operations at the A.B. Won Pat International Airport.
  - f. Coordinate any post event impact assessments of the airport and facilities and report findings to the EOC.
  - g. Act as the liaison between the EOC and private air carriers in addition to all other appropriate GIAA tenant stakeholders in planning for and implementing emergency response and recovery activities.
  - h. Act as the liaison between the EOC and the Federal Aviation Administration (FAA) and other federal organizations as required or warranted in coordinating federal and Government of Guam activities during an emergency event.
  - i. Assign the necessary staff with technical expertise to the fielding of an Infrastructure Section Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section through the Infrastructure Response Branch Director. The assigned emphasis for GIAA is the A.B. Won Pat International Airport properties and associated facilities.
  - j. Assist in establishing and sustaining a transportation system to ensure the movement of personnel and resources from the Seaport and Airport to logistical areas such as staging areas, points of distribution (POD), shelters and other key sites for response and recovery operations.

- k. Assist in developing and updating a Fuel Prioritization List to insure the efficient and adequate allocation and fuel to ESF 1 critical facilities and equipment.
2. Port Authority of Guam (PAG)
- a. Upon declaration of a port Condition of Readiness 3 (USCG X-Ray), activate the Port Emergency Command Center (Port ECC).
  - b. Coordinate operations between the EOC and ESF 1 with those at the port to ensure a coordinated and efficient preparation, response and recovery effort during emergencies.
  - c. If needed, coordinate with ESF 7 to coordinate the needed use agreements to establish a federal staging area at Apra Harbor.
  - d. Coordinate with the EOC and other ESFs in securing the needed resources to conduct emergency operations at Apra Harbor.
  - e. Provide all available and obtainable port resources for the support of ESF 1 missions. Commercial port resources that may be used are listed in Section IV.C. 2-9 of this Appendix.
  - f. Coordinate any post event impact assessments of the commercial port facilities and report findings to the EOC.
  - g. Provide port and marine technical and specialty support and coordination to assist ESF-1 and the EOC in carrying out their missions.
  - h. Assign the necessary staff with technical expertise to the fielding of an Infrastructure Section Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section through the Infrastructure Response Branch Director. The assigned emphasis for PAG is the Port facility properties and facilities, as well as approaches/lines of communication.
  - i. Assist in establishing and sustaining a transportation system to ensure the movement of personnel and resources from the Seaport and Airport to logistical areas such as staging areas, points of distribution (POD), shelters and other key sites for response and recovery operations.
  - j. Assist in developing and updating a Fuel Prioritization List to insure the efficient and adequate allocation and fuel to ESF 1 critical facilities and equipment.
3. Guam Regional Transit Authority (GRTA)
- a. Maintain communications with the EOC and ESF 1 to coordinate bus and mass transit operations and resources in support of assigned missions

related to transportation requirements.

- b. Provide all available and obtainable bus and other transportation assets for the support of ESF 1 missions. Such missions could include the evacuation of people and pets from hazard prone areas, the transport of equipment and supplies and other activities that may require the conveyance of personnel and equipment to locations around the island.
  - c. Pursuant to a tasking from the EOC, be prepared to assign the necessary staff with technical expertise to the fielding of an Infrastructure Section Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section through the Infrastructure Branch Director.
  - d. Provide technical and specialty support and coordination to assist ESF-1 and the EOC in carrying out their missions.
  - e. At the request of the GHS/OCD, be prepared to assign the necessary staff with technical expertise to the fielding of a Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section. The assigned emphasis for GRTA is Government of Guam mass transit-related facilities and equipment.
5. Guam Department of Education (GDOE) - Maintain communications with the EOC and ESF 1 to coordinate bus operations and resources in support of assigned missions related to transportation requirements.
  6. Guam Homeland Security/Office of Civil Defense (GHS/OCD)
    - a. Assign GHS/OCD personnel to the Infrastructure Branch duty schedule in the Emergency Operations Center.
    - b. Provide all available and obtainable transportation resources for the support of ESF 1 missions. The GHS/OCD will coordinate with ESF 1 for the acquisition of transportation resources from intrastate/interstate mutual-aid, compact agreements and FEMA.
  7. Emergency Support Functions 2 through 16

Provide all available and obtainable transportation resources for the support of ESF 1 missions. The 16 other EOC Emergency Support Functions will aid ESF 1 by providing:

- a. Notification of the availability of buses, trucks, trailers, aircraft, boats, vans, and cars for transportation missions;

- b. Notification of the availability of repair, service, refueling, parking, storage, and staging facilities, equipment, and personnel for the modes of transportation listed in item “a” above;
- c. Notification of the availability of vehicular traffic management and control signs/devices for transportation missions;
- d. Notification of any known vehicular traffic flow information, highway, road, and street closure or obstruction information, and the availability of any transportation related engineering, technical, and specialty support or assistance.

#### **IV. FINANCIAL MANAGEMENT**

##### **A. DOCUMENTATION OF INCURRED COSTS**

1. All requests for transportation related support must originate through the EOC and be recorded in the Incident Management System. Once entered into Incident Management System and tasked as a mission assignment ESF 1 will initiate action. The EOC Incident Management System will be used to provide a record of all payment to vendors.
2. Agencies must document all expenses related to their disaster activities. These include but are not limited to travel, maintenance, meals, supplies, etc. Coordinate with EOC Finance and Admin Section staff regarding expense documentation, cost recovery after the event, and communication with each agency’s budget/financial sections. Agencies also work under their own accounting principles and authorities.

##### **B. NOTIFICATION OF INCURRED COSTS**

1. All agencies that have an automated financial management system must use the companion procedures and forms necessary for notification of and authorization for incurring costs.
2. All agencies that do not have an automated financial management system will use its normal financial management procedures and forms necessary for notification of and authorization for incurring costs.
3. All agencies understand that their automated financial management system, or normal financial management, procedures and forms necessary for notification of and authorization for incurring costs must be in compliance with applicable agency, territorial and federal guidelines, rules, standards, and laws.

## V. REFERENCES AND AUTHORITIES

### A. AUTHORITIES AND POLICIES

1. Guam
  - a. Guam Code Annotated Title 10 Chapter 65 § 65107;
  - b. Executive Order Number 91-09;
  - c. Executive Order Number 2011-13
2. Federal
  - a. Post-Katrina Emergency Reform Act (PKEMRA) of 2006
  - b. Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 USC;
  - c. Code of Federal Regulations 44;
  - d. Homeland Security Act of 2002;
  - e. Homeland Security Presidential Directive – 5, Feb 2003;
  - f. Aviation and Transportation Security Act of 2001 (P.L. 107-71 and 49 U.S.C. §114;
  - g. Part 91.137, Federal Aviation Regulation;
  - h. Pets Evacuation and Transportation Standards Act of 2006 (P.L. 109–308).

### B. REFERENCES

1. Guam
  - a. Guam Emergency Response Plan, Sep 2005;
  - b. Guam Disaster Preparedness Joint Plan 101, Jan 1999;
  - c. Guam Emergency Operations Center Standard Operating Procedures, Version 2.4;
  - d. All-Hazards Alert and Notification Operations Manual;
  - e. Mission Assignment Standard Operating Procedure (Draft, March 2005); and
  - f. Joint Field Office Aviation Branch Operations Manual v10.2 (Draft, Jan 2009).
2. Federal
  - a. Guam All-Hazards Catastrophic Operation Plan, August 2010;
  - b. Guam Catastrophic Typhoon Operations Plan, August 2010;

- c. Guam Catastrophic Typhoon Plan, August 2010;
- d. National Incident Management System, Dec 2008;
- e. National Response Framework, Jan 2008;
- f. National Disaster Recovery Framework, May 2013; and
- g. Comprehensive Preparedness Guide 10 (CPG 101, Version 2.0),  
Developing and Maintaining Emergency Operations Plans.



## APPENDIX II: EMERGENCY SUPPORT FUNCTION 2 - COMMUNICATIONS

**PRIMARY AGENCIES:** Incumbent Local Exchange Carrier (GTA), Guam Homeland Security/Office of Civil Defense (GHS/OCD)

**Co- LEAD:** Bureau of Information Technology

**SUPPORT AGENCIES:** Guam Police Department (GPD), Guam National Guard (GUNG), Guam Fire Department (GFD), GFD E911, Guam International Airport Authority (GIAA), Guam Power Authority (GPA), Guam Waterworks Authority (GWA), Guam Department of Education (GDOE), Customs & Quarantine Agency (CQA), Port Authority of Guam (PAG), Department of Public Health & Social Services (DPHSS), Mayors' Council of Guam (MCOG), Department of Parks & Recreation-SHPO (DPR), Guam Memorial Hospital Authority (GMHA), Guam Behavioral Wellness Center (GBHWC), National Weather Services (NWS), Joint Region Marianas (JRM), United States Coast Guard (USCG), US Naval Hospital Guam (USNH), Commercial Mobile Radio Service (CMRS) companies, Competitive Local Exchange Carriers (CLEC) and private television and radio broadcasting companies

### I. INTRODUCTION

The purpose of Emergency Support Function 2 (ESF 2) is to provide the provisions for communications support before, during, and after an emergency/disaster situation. ESF 2 will coordinate communications resources (equipment, services, and personnel) that may be available from a variety of sources (i.e., the telecommunications industry, CMRS, CLEC, television and radio broadcasting companies, Government of Guam agencies, voluntary groups, federal government agencies, and the United States armed forces) before or after the activation of the Guam Homeland Security/Office of Civil Defense (GHS/OCD) Emergency Operations Center (EOC).

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

Under the leadership of GHS/OCD, and the Incumbent Local Exchange Carrier (GTA), representatives from each of the primary, support and voluntary agencies will staff the EOC when appropriate. The role of the primary agency will be to focus coordination and ensure the management of combined agency efforts. GTA will respond directly to the Operations Section

Chief who reports to the Emergency Operations Center Emergency (EOC) Director/Territorial Coordinating Officer (TCO).

## **B. ORGANIZATION**

The GTA provides the leadership and management of the ESF with those identified supporting agencies providing a subordinate role for ESF 2 operations.

1. ESF 2 will be organized and operate as a team, working under the direction of the Operations Section Chief.
2. The GTA has a dual role as a coordinating agency and as a supporting agency.
3. GHS/OCD and GTA, as the primary agencies, must ensure that through coordinated annual planning, all supporting agencies in ESF 2 are prepared to exercise their duties as required in the EOC.
4. Coordinate ESF 2 activities in the EOC during periods of activation by:
  - a. Developing and maintaining the ESF 2 duty schedule;
  - b. Coordinating the receipt and evaluation of mission assignments from the threatened and/or impacted area; and
  - c. Developing and coordinating communication status with the COML and COMT.
5. ESF 2 agencies, including GTA, must ensure that:
  - a. All personnel have access to their agency's available and obtainable communications resources;
  - b. The committed and uncommitted status of such resources is continuously tracked during an activation of the EOC;
  - c. All personnel will participate in the evaluation and mission assignment of communications resource requests submitted to the EOC, and;
  - d. All personnel will support the development of situation reports and action plans for the Planning Section during activation of the EOC.

**C. NOTIFICATIONS**

1. The EOC Director or EOC Duty Officer will notify the ESF 2 primary agency, GTA, when an area or the entirety of Guam is threatened or has been impacted by an emergency or disaster event and activates the EOC to a Level 2, or Level 1.
2. The GHS/OCD and GTA designated personnel will report to the EOC if so advised or requested by the EOC Director or EOC Duty Officer.
3. As warranted by the scope of the impending event, the GTA personnel will notify the appropriate support agencies.
4. The designated support agencies when notified will report to the EOC if so advised or requested by the primary agency.
5. The support agencies designated or directed to report to the EOC will notify their agencies as well as any designated emergency operations personnel of the impending or actual event.
6. The above notification process will be utilized if the impending or actual event requires any combination of preparedness, response, recovery, or mitigation/redevelopment activities.

**D. OPERATIONAL OBJECTIVES**

1. Preparedness
  - a. Coordinate the execution of all communications related missions and operational activities.
  - b. Plan and prepare operational procedures to support the establishment, augmentation or sustainment of Logistical Staging Areas, Points of Distribution, a Joint Field Office (JFO), Recovery Centers, Joint Information Centers, communications between the Guam National Guard (GUNG) Joint Operations Center (JOC), mutual aid teams, and other local, Government of Guam and federal recovery facilities and emergency workers in the impacted area(s).
  - c. Identify communications facilities, equipment, and personnel located in, and outside, the affected area that can and should be hardened in anticipation of the expected hazards.

- d. Provide information on federal communications support to Government of Guam agencies and departments, voluntary organizations, and critical infrastructure/key resources requiring communications resources.
  - e. Provide technical assistance to GHS/OCD and the Joint Information Center (JIC) so that early warning systems and other means of communicating the threat to the general public, as well as to other public and private entities, are operational and ready for deployment.
  - f. Develop and maintain procedures for the alert and/or contact all support agencies of ESF 2 and the telecommunications industry as necessary. This is to include the establishment of a directory with all pertinent contact numbers, emergency numbers which is to be updated quarterly and released on a need to know.
  - g. Serve as member of ad hoc task forces and issue teams.
  - h. Attend meetings and briefings, and addresses issues and questions related to communications.
  - i. Coordinate with GHS/OCD and ESF 7 (Logistics) in the development of a Fuel Prioritization List to establish refueling and service requirements for all generators tied into telecommunication, CMRS, E911, towers and antennas, radios and broadcasting equipment essential to maintaining the critical infrastructure/key resources of Government of Guam, non-government organizations and private sector partners.
2. Response
- a. Serve as liaison for resolution of communication issues or for information gathering and analysis.
  - b. Meet mission assignments through available or obtainable resources from other ESF EOC Team agencies, the private sector, those available through mutual-aid agreements, as well as federal sources including the Federal Emergency Management Agency (FEMA).
  - c. Identify issues and concerns of the telecommunications industry in restoring essential services for critical infrastructure/key resources.
  - d. Ensure that communications between the incident commanders/ on-scene responders and the EOC are maintained throughout the event/activation period.

- e. Report to the EOC any ESF 2 specific essential elements of information (EEI) regarding the status of the communications system.
- f. When deemed necessary by the GHS/OCD, assist in the implementation of the notification system, such as Emergency Alert System (EAS), to provide warning to the public in response to an approaching threat.
- g. Conduct initial damage assessment of communications resources and report to EOC the status of critical networked radio sites and generators; key commercial communications critical infrastructure/key resource systems to include cellular (CMRS), and CLEC and ILEC landline phones; public radio and television; satellite ground stations and internet capabilities. Specific emphasis should be placed on the following equipment and/or systems:
  - i. End office switches;
  - ii. Remote end office switches (REM);
  - iii. Access tandems;
  - iv. Signal Transfer Points (STP);
  - v. Internet Exchange Points (IXP);
  - vi. Fiber routes;
  - vii. Emergency Alert Station sites (EAS);
  - viii. Public Safety Answering Points (PSAP);
  - ix. Trunked radio repeater sites;
  - x. Antenna towers and dish alignment;
  - xi. Island-wide 800 MHz trunked radio system;
  - xii. Deployable satellite systems; and
  - xiii. Emergency generators and fuel.
- h. Provide information from the telecommunications industry on the status of communications systems within the affected areas and assesses the need for and obtain their support as required.
- i. Identify the actual and planned actions of Guam's entire telecommunications apparatus to restore services to all areas throughout the island.
- j. Determine what assets are available and nearest to the affected area(s) by each ESF 2 support agency and the time frame for

- deploying those assets.
- k. Identify communications facilities, equipment and personnel located nearest to the affected area(s) that could be made available to support recovery efforts.
  - l. Coordinate the acquisition and deployment of communications equipment, personnel, and resources to establish temporary communications capabilities within the affected area.
  - m. Identify to the extent practical the level of consumer services available for e-government services, internet access and other similar services.
  - n. Prioritize the deployment of services based on available resources and critical needs.
  - o. Accumulate damage information obtained from assessment teams (i.e. Field Support Team), the telecommunications industry, and other public and private agencies and report that information through the Plans Section daily.
  - p. Provide specific support to the ESF personnel outside of the EOC for full office capability at on-site and remote response locations throughout the affected areas, for the duration of the event, including: radio; telephone; data; and Internet access.
  - q. Communications support for Government of Guam response and recovery teams inclusive of critical infrastructure and key resources will be a priority.
  - r. Coordinate communications support to all governmental, quasi-governmental, non-government organizations, and critical infrastructure as required.
  - s. Conduct quick training to radio users on usage protocol i.e. enunciation to ensure effective, clear and organized communication.
  - t. Establish priorities and procedures for use of telephones within the EOC and GHS/OCD IOF to ensure CMRS radios and channels are utilized for emergency operations.
  - u. Along with COML, COMT and Communications Unit monitor radio traffic to ensure dispatchers and users are able to communicate.
  - v. ESF 2, COML, COMT and Communications Unit will go out to incident areas as soon as possible to gather a better understanding of the lay of the land and potential issues that may occur when establishing communications plan.

- w. ESF 2, COML, COMT and Communications Unit will ensure that a radio and battery checkout site is established and managed and relayed to all users. This site should not be located in GPD TCC or GFD E911 Dispatch Center.
  - x. Provide information from the radio and broadcasting industry on the status of communications systems within the affected areas and assesses the need for and obtain their support as required i.e. Mass SMS, Channel Utilization.
  - y. Assist with the implementation of a Fuel Prioritization List for refueling and service requirements for all generators and central offices tied into telecommunication equipment for ILEC, CMRS, E911, towers and antennas, CLEC, radios and broadcasting equipment essential to maintaining the critical infrastructure/key resources of Government of Guam, non-government organizations and private sector partners.
3. Recovery
- a. Assess all communications assets available to support recovery operations throughout the event period. Other volunteer and local private telecommunication/data/CMRS/CLEC partners with communications assets may be requested to contribute assets for an effective response effort. The logistical requirements necessary to obtain critical equipment will also be evaluated.
  - b. As required, implement the notification systems and operational procedures to support the establishment, augmentation or sustainment of Logistical Staging Areas, Points of Distribution, a Joint Field Office (JFO), Recovery Centers, Joint Information Centers, communications between the Guam National Guard (GUNG) Joint Operations Center (JOC), mutual aid teams, and other local, Government of Guam and federal recovery facilities and emergency workers in the impacted area(s).
  - c. Review, categorize, and compare damage information obtained from all the assessment teams, telecommunications industry, Mayor's Offices, the EOC and other Government of Guam agencies to insure that specific problems are clearly understood and agreed upon.
  - d. Select the resource alternative or package most appropriate to the mission and coordinate its deployment.
  - e. Evaluate and task the communication support requests for impacted areas. Coordinate access into the impacted areas(s) for

restoration and recovery actions of the communications industry personnel.

- f. Generate in a timely manner, information to be included in EOC briefings, situation reports, action plans, internal and external Government of Guam agency management and/or communications industry reports.
  - g. Assign and schedule sufficient personnel to cover an activation of the EOC for the duration of the activation.
  - h. Prepare and process reports using established procedures, focusing specific attention to the production of after-action reports.
  - i. Maintain appropriate records of work schedules and costs incurred by ESF 2 agencies (GTA, COML, COMT, and BIT) during an event.
  - j. Maintain appropriate tracking records of deployed communications equipment coordination through ESF 2 during event for billing and equipment retrieval. Utilization of ICS Form 214, Activity Log is highly encouraged to maintain tracking records.
  - k. Seek information concerning the projected date the EOC will deactivate.
  - l. Evaluate the probability and time period of the response and/or recovery phases for the event.
4. Operations
- a. Monitor the National Weather Service for the latest weather report for the area including present conditions, short-term and long-term forecasts, advisories and bulletins.
  - b. Assess the need for mobile or transportable communications equipment.
  - c. Assess the need for, and obtain telecommunications industry support as required.
  - d. Prioritize the deployment of services based on available resources and critical needs.
  - e. Work to resolve all conflicts regarding communications resource allocation requests.
  - f. Establish and monitor the location(s) of possible secondary

- response sites/operations in the disaster area, (i.e., logistical staging areas, feed sites, tent cities, medical stations, Joint Field Offices, etc.), and coordinate their communications requirements throughout the period of deployment.
- g. Obtain information from the respective ESFs regarding road, sea and air transportation conditions and whether ESF 2 can move mobile communications systems into the area.
  - h. Prepare and process reports using established procedures; focusing specific attention on the production of after action reports that will be crucial for future review of ESF activities and procedures.
  - i. Coordinate federal communications support to all governmental, quasi-governmental, and volunteer agencies as required.
  - j. Coordinate ESF 2 needs and time frames with the Federal Emergency Management Agency (FEMA), the Department of Defense (DOD), and the National Communications System (NCS) as required.
  - k. Develop and promulgate information collection guidelines and procedures to enhance assessment, allocation, and reallocation of telecommunications industry assets.
  - l. Evaluate and task the communication support requests for impacted areas. Coordinate access into the impacted areas(s) for restoration and recovery actions of the communications industry personnel.
  - m. Generate in a timely manner, information to be included in EOC briefings, situation reports, action plans, internal and external Government of Guam agency management and/or communications industry reports.
  - n. Assign and schedule sufficient personnel to cover an activation of the Territory EOC for the duration of the event.
  - o. Prepare and process reports using established procedures, focusing specific attention to the production of after-action reports.
  - p. Maintain appropriate records of work schedules and costs incurred by ESF 2 agencies (GTA, COML, COMT and BIT) and support agencies during an event.
  - q. Maintain appropriate tracking records of deployed communications equipment coordinated through ESF 2/COML and COMT during event for billing and equipment retrieval.

Utilization of ICS Form 214, Activity Log is highly encouraged to maintain tracking records.

- r. Assess the need for, and obtain ILEC, MRS, CLEC, television, radio and broadcasting industry support as required.

5. Mitigation

ESF 2 provides guidance to all Government of Guam, public and private agencies and volunteer organizations on the various means and methods needed or desirable to harden communication infrastructure in anticipation of future threats and disasters. These proactive, protective measures will address communications infrastructure and equipment, as well as information services to minimize the likelihood of damage and disruption during future disasters.

**D. DIRECTION AND CONTROL**

1. **Emergency Operations Center**

- a. In the event that the EOC is activated for an emergency, the GHS/OCD coordinator assigned to ESF 2, or his/her designated representative, assumes responsibility as supervisor.
- b. The ESF 2 supervisor coordinates with ESF 2 support agencies in order to respond to assigned requests from the villages and directives of the EOC Director.

2. **Joint Field Office**

- a. Upon activation of the Joint Field Office (JFO), the EOC Director or his/her designated representative, coordinate with ESF 2 support agencies in order to provide an ESF 2 representative at the JFO, when required.
- b. The ESF 2 representative at the JFO coordinates with ESF 2 support agencies.

3. **Federal Resources** - Should ESF 2 foresee or have a need for resources not otherwise available, action will be taken to secure such resources through FEMA or some other federal source. Normally, an action to obtain a resource from a federal source is coordinated

with/through the Territorial Coordinating Officer (TCO) and/or the Federal Coordinating Officer (FCO).

4. **Contracts and Contractors** - Resources that are available through ESF 2 may best be obtained through an agency or Government of Guam contractor, vendors, and suppliers. Resources may also be obtained from agency related entities such as local, Government of Guam, national, public, and private entities through the Government of Guam GSA.
5. **Mitigation and/or Redevelopment** - ESF 2 does not have budgetary authority, or funds for mitigation or redevelopment needs that result from an emergency or disaster. Therefore, the primary and support agencies for ESF 2 can only provide (as in-kind or matching) professional, technical, and administrative personnel and their use of related equipment to mitigation and redevelopment efforts that may follow an event. Such in-kind or matching resources can be used to support the review, investigation, contracting, and other professional, technical, and administrative tasks generally required for mitigation and/or redevelopment activities.

### III. RESPONSIBILITIES

#### A. PRIMARY AGENCIES

1. Guam Homeland Security/Office of Civil Defense (GHS/OCD) and/or Incumbent Local Exchange Carrier (GTA)
  - a. GTA will serve as the primary agency for ESF 2 and as such will coordinate all activities, as well as manage ESF 2 activities with the other components of the EOC ESF Team.
  - b. Coordinate all ESF 2 administrative, management, planning, training, preparedness, response, recovery, and protection activities.
  - c. Assign GTA, GHS/OCD, COML and COMT personnel to the ESF 2 duty schedule in the EOC.
  - d. Initiate and perform the notification procedures described above in II.C. above.
  - e. Facilitate the meetings and efforts of ESF 2 with other designated agencies to address any power generation, transmission or restoration issues.

- f. Coordinate with ESF 7 to establish, as required, emergency procurement accounts for any unmet needs of resources and equipment.
- g. Provide staff, as appropriate to the JFO to partner with federal counterparts to ensure a unified response and recovery efforts.
- h. Maintain appropriate records of work schedules and costs incurred by ESF 2 agencies during an event.
- i. When deemed necessary by the GHS/OCD, assist in the implementation of the emergency notification system (EAS) to provide warning to the public in response to an approaching threat.
- j. Develop and promulgate information collection guidelines and procedures to enhance assessment, allocation, and reallocation of telecommunications industry assets.
- k. Evaluate and task the communication support requests for impacted areas. Coordinate access into the impacted areas(s) for restoration and recovery actions of the communications industry personnel.
- l. Generate in a timely manner, information to be included in EOC briefings, situation reports, action plans, internal and external Government of Guam agency management and/or communications industry reports.
- m. Assign and schedule sufficient personnel to cover an activation of the Territory EOC for an extended period of time.
- n. Prepare and process reports using established procedures, focusing specific attention to the production of after-action reports.
- o. Maintain appropriate records of work schedules and costs incurred by ESF 2 agencies (COML, COMT and BIT) during an event.
- p. Maintain appropriate tracking records of deployed communications equipment coordination through ESF 2, COML and COMT during event for billing and equipment retrieval. Utilization of ICS Form 214, Activity Log is highly encouraged to maintain tracking records.
- q. Coordinate with ESF2/COML/COMT to ensure that communications equipment lists are maintained and updated on a regular basis.
- r. Ensure that the EOC Emergency Management system is

- functioning and available to track communications equipment resource requests.
- s. Coordinate any communications resource requirements with ESF 2 to ensure the JIC is fully functional during entire disaster /emergency period.
  - t. Coordinate with Department of Youth Affairs (DYA) to assist them in fulfilling their response missions and objectives to ensure the safety and security of the clients in their charge.
2. Office of the Governor, Bureau of Information Technology - Upon determination and confirmation that a communications or information system has been compromised by a cyber-terrorist attack, assume the lead to coordinate the technical aspects regarding:
- a. The conduct of any criminal/forensic investigation into causes, responsible agent methodology and means of access and other aspects related to the incident;
  - b. The restoration of the impacted services or systems, so that service delivery can be resumed as soon as possible; and
  - c. The protection of the affected and all other systems, so that ongoing or future cyber terrorism/criminal enterprise attacks are thwarted or minimized.

## **B. SUPPORT AGENCIES**

1. Guam Police Department (GPD)
  - a. Coordinate with ESF 2 to ensure that communications equipment lists are maintained and updated on a regular basis.
  - b. Make available any and all organic telecommunication, Internet, radio & broadcasting and CMRS communications equipment in support of ESF 2 operations and approved communications resource requests.
  - c. Review established ICS 205, Incident Communications Plan to ensure status and all concerned understand and comply.
  - d. Coordinate with COML and COMT on the status of the Government of Guam Public Safety Communications System.
2. Guam National Guard (GUNG)

- a. Coordinate with ESF 2 to ensure that communications equipment lists are maintained and updated on a regular basis.
  - b. On order of The Adjutant General (TAG), provides secure and non-secure communications support to the Governor of Guam and the Guam EOC.
  - c. Maintain the Joint Incident Site Communications Capability (JISCC) to support the EOC throughout the entire disaster period. This system facilitates tactical communications interoperability between the Government of Guam, the GUNG and other friendly forces. This system has reach-back capability, and provides voice and data communications via satellite and secured telecommunication equipment.
  - d. Make available any and all organic telecommunication, Internet, Radio & Broadcasting and CMRS communications equipment in support of ESF 2 operations and approved communications resource requests.
  - e. When fulfilling a mission assignment. ESF support for GUNG must provide a telephone and radio log to ESF 2 desk in the event location of personnel on the field is requested by GHS/EOC Director.
3. Guam Fire Department (GFD)
- a. Coordinate with ESF 2/COML/COMT to ensure that communications equipment lists are maintained and updated quarterly.
  - b. Make available any and all organic telecommunication, Internet, Radio & Broadcasting and CMRS communications equipment in support of ESF 2 operations and approved communications resource requests.
  - c. Review established ICS 205, Incident Communications Plan to ensure it is adequate for incident and ensure all concerned understand and comply.
  - d. Coordinate with COML and COMT on the status of the Government of Guam Public Safety Communications System.
  - e. Coordinate with E911 Supervisors to ensure CentraCom equipment status is updated and repaired immediately with the coordination by and between GFD and GSA to ensure emergency

procurement guidelines are adhered to meeting life safety guidelines.

4. Guam International Airport Authority (GIAA)
  - a. Coordinate with ESF2 to ensure that communications equipment list is maintained and updated quarterly.
  - b. Make available any and all organic telecommunication, Internet, Radio & Broadcasting and CMRS communications equipment in support of ESF 2 operations and approved communications resource requests.
  - c. Coordinate with ESF2, COML and COMT and Communication Team for additional radio resources availability in the event it is needed.
  - d. Coordinate the repair of and/or installation of telecommunication infrastructure for local government and federal agencies located within GIAA.
  
5. Guam Power Authority and Guam Waterworks Authority (GPA and GWA)
  - a. Coordinate with ESF2 to ensure that communications equipment list are maintained and updated quarterly regardless of provider.
  - b. Make available any and all organic telecommunication, Internet, Radio & Broadcasting and CMRS communications equipment in support of ESF 2 operations and approved communications resource requests.
  - c. Coordinate with ESF 2, COML and COMT and Communication Team for additional radio resources availability in the event it is needed.
  - d. Coordinate the repair of and/or installation of telecommunication infrastructure for GPA and GWA critical sites essential for restoration of services to critical infrastructure i.e. GMHA, GIAA, communication towers and providers.
  
6. Guam Department of Education (GDOE) Critical Sites and Shelters:
  - a. Coordinate with ESF 2 to ensure that communications equipment list are maintained and updated quarterly regardless of provider.
  - b. Make available any and all organic telecommunication, Internet,

Radio & Broadcasting and CMRS communications equipment in support of ESF 6 operations and approved communications resource requests.

- c. Coordinate with ESF 2, COML and COMT and Communication Team for additional radio resources availability in the event it is needed.
- d. Coordinate the repair of and/or installation of telecommunication infrastructure for GDOE and ESF 6 supporting agencies critical for mass care and sheltering requirements.

7. Other Supporting Agencies listed:

- a. Coordinate with ESF 2/COML and COMT to ensure that communications equipment list are maintained and updated quarterly regardless of provider.
- b. Make available any and all organic telecommunication, Internet, Radio & Broadcasting and CMRS communications equipment in support of ESF operations and approved communications resource requests.
- c. Coordinate with ESF 2, COML and COMT and Communication Team for additional radio resources availability in the event it is needed.
- d. Coordinate the repair of and/or installation of telecommunication infrastructure as deemed critical.

#### **IV. FINANCIAL MANAGEMENT**

##### **A. DOCUMENTATION OF INCURRED COSTS**

1. All requests for communications support must originate through the EOC and be recorded in the Incident Management System. Once entered into the Incident Management System and tasked as a mission assignment, ESF 2 will initiate action. The EOC Incident Management System will be used to provide a record of all payment to vendors.
2. Agencies must document all expenses related to their disaster activities. These include but are not limited to travel, maintenance, meals, supplies, etc. Coordinate with EOC budget and accounting staff regarding expense documentation, cost recovery after the event,

and communication with each agency's budget/financial sections. Agencies also work under their own accounting principles and authorities.

3. Should the Incident Management System not be available, ESF 2 is to use whatever tracking system is available at the time to include ICS forms (213) general message logs.

#### **B. NOTIFICATION OF INCURRED COSTS**

1. All agencies that have an automated financial management system must use the companion procedures and forms necessary for notification of and authorization for incurring costs.
2. All agencies that do not have an automated financial management system will use its normal financial management procedures and forms necessary for notification of and authorization for incurring costs.
3. All agencies understand that their automated financial management system, or normal financial management, procedures and forms necessary for notification of and authorization for incurring costs must be in compliance with applicable agency, territorial and federal guidelines, rules, standards, and laws.

### **V. REFERENCES AND AUTHORITIES**

#### **A. AUTHORITIES AND POLICIES**

1. Guam
  - a. Guam Code Annotated Title 10 Chapter 65 § 65107;
  - b. Executive Order Number 91-09;
  - c. Executive Order Number 2011-13.
2. Federal
  - a. Post-Katrina Emergency Reform Act (PKEMRA) of 2006
  - b. Robert T. Stafford Disaster Relief and Emergency Assistance Act,

- 42 USC;
- c. Code of Federal Regulations 44;
- d. Homeland Security Act of 2002;
- e. Homeland Security Presidential Directive – 5, Feb 2003.

## B. REFERENCES

1. Guam
  - a. Guam Emergency Response Plan, Sep 2005;
  - b. Guam Disaster Preparedness Joint Plan 101, Jan 1999;
  - c. Guam Emergency Operations Center Standard Operating Procedures, Version 2.4;
  - d. All-Hazards Alert and Notification Operations Manual;
  - e. Mission Assignment Standard Operating Procedure (Draft, March 2005); and
  - f. Guam Tactical Interoperable Communications Plan ver. 3.3 (Draft, April 2010).
  
2. Federal
  - a. Guam All-Hazards Catastrophic Operation Plan, August 2010;
  - b. Guam Catastrophic Typhoon Operations Plan, August 2010;
  - c. Guam Catastrophic Typhoon Plan, August 2010;
  - d. National Incident Management System, Dec 2008;
  - e. National Response Framework, Jan 2008;
  - f. National Disaster Recovery Framework, May 2013;
  - g. U.S. Department of Homeland Security-FEMA Region IX 2012 Emergency Communications Plan Territory of Guam (Draft Aug 2012); and
  - h. Comprehensive Preparedness Guide 10 (CPG 101, Version 2.0), Developing and Maintaining Emergency Operations Plans.

## APPENDIX III: EMERGENCY SUPPORT FUNCTION 3 - PUBLIC WORKS AND ENGINEERING

**PRIMARY AGENCY:** Department of Public Works (DPW)

**SUPPORT AGENCIES:** Guam Waterworks Authority (GWA), Guam Environmental Protection Agency (GEPA), Guam Power Authority (GPA), Guam National Guard (GUNG), Guam Government Services Agency (GSA), Department of Parks and Recreation (DPR), Mayors Council of Guam (MCOG), Department of Land Management (DLM), Port Authority of Guam (PAG), Guam Visitor Bureau (GVB), Guam Hotel and Restaurant Association (GHRA)

### I. INTRODUCTION

The purpose of Emergency Support Function (ESF) 3 is to provide in a coordinated manner the resources (human, technical, equipment, facility, materials and supplies) of member agencies to support emergency public works and engineering needs during an emergency/disaster situation.

Emergency Support Function 3 resources will be provided through the Emergency Operations Center (EOC) when activated.

ESF 3 may also obtain resources (human, technical, equipment, facility, materials, and supplies) through agency contractors, vendors, and suppliers. Resources may also be obtained from agency related local, Government of Guam, national, public, private associations, and/or groups.

Public Works and Engineering resources under the authority of ESF 3 will be used to assist in the following:

- The management of debris removal from the transportation infrastructure;
- The development and establishment of emergency collection, sorting, and disposal routes and sites for debris clearance from public and private property;
- The temporary closure or repair of damaged segments of the multi-modal transportation infrastructure;
- The assessment of impacts, repair and restoration of damaged public systems including water, sanitary sewage, storm water collection, temporary power generating and other critical infrastructure;
- The demolishing or stabilization of damaged structures (public and private) to facilitate search and rescue operations and/or protect the public's health and safety;

- Determining the levels of damage to the following systems: transportation, water control structures, public water supplies and facilities; and sewer/waste-water treatment facilities.
- The prioritization and initiation of recovery efforts to restore, repair, and mitigate the impact of the public works and engineering needs listed above;
- Providing technical assistance to the EOC and the EOC ESF Team with respect to flooding, water management, structure integrity assessments, and impact assessments of infrastructure;

## II. CONCEPT OF OPERATIONS

### A. GENERAL

During an emergency or disaster, the DPW will assign personnel to the EOC. ESF 3 will respond directly to the Infrastructure Branch Director who reports to the EOC Director. In addition, ESF 3 will:

1. Provide information on the status of water, sewer and other critical facilities in accordance with Planning Section requirements in the EOC SOP.
2. Provide coordination and information support at the EOC for public works and engineering support to assist with life safety and immediate needs issues in threatened or impacted areas during a catastrophic disaster.
3. Meet public works and engineering resource requests through available or obtainable resources from the support agencies, including resources that are available through mutual-aid agreements, the U.S. Military and/or the Federal Emergency Management Agency (FEMA).
4. Serve as liaison with USACE Honolulu District in coordinating information, addressing resource shortfalls and resolving issues before during and after an emergency event.
5. Evaluate damage to infrastructure in the threatened and/or impacted area and, as appropriate, task personnel for response and recovery work.
6. Manage the ESF 3 staff assigned at the EOC.
7. Attend briefings and meetings, provide situation and status updates, and address issues relating to ESF 3 activities.
8. Serves as member of ad hoc task forces and issue teams.

**B. ORGANIZATION**

1. ESF 3 will be organized and operate as a team, working under the direction of the Infrastructure Support Branch Director.
2. The DPW is the primary agency for ESF 3.
3. Coordinate ESF 3 activities in the EOC during periods of activation by:
  - a. Developing and maintaining the ESF 3 duty schedule;
  - b. Coordinating the receipt, evaluation, and mission requests from the threatened and/or impacted area, and;
  - c. Developing situation reports and action plans to be submitted to the Plans Section.
4. Support agencies, including the DPW, must ensure that:
  - a. Emergency personnel have access to their agency's available and obtainable resources;
  - b. The status of committed and uncommitted resources is tracked during an activation of the EOC;
  - c. All personnel will participate in the evaluation and mission assignment of public works and engineering resource requests submitted to the EOC, and;
  - d. All personnel will support the development of situation reports and action plans for ESF 5/Plans Section during activation of the EOC.

**C. NOTIFICATIONS**

1. The EOC Director/Territory Coordinating Officer (TCO) will notify the ESF 3 primary agency DPW when an area Guam is threatened or has been impacted by an emergency or disaster event .
2. The DPW designated personnel will report to the EOC if so advised or requested by the EOC Director/TCO.
3. As warranted by the scope of the event DPW personnel will notify the EOC Director/TCO on the appropriate support agencies who must report to the EOC.
4. The support agencies designated to report to the EOC will notify their agency emergency operations centers and/or agency state, regional,

district, and local office emergency operations personnel of the impending or actual event.

5. The above notification process will be utilized if the event requires any combination of preparedness, response, recovery, or mitigation/redevelopment activities.

#### **D. OPERATIONAL OBJECTIVES**

Once activated in the EOC, ESF 3 team members on duty will accomplish one or more preparedness, response, recovery, and mitigation/redevelopment actions. The following is a list of those actions:

1. Preparedness Actions
  - a. Participate in the review and revision of Appendix III to the Guam Comprehensive Emergency Management Plan (CEMP) and related EOC ESF Team Standard Operating Procedures;
  - b. Attend and participate in meetings, training, conferences, and exercises, and;
  - c. Develop, test, and maintain manual or automated listings of the following:
    - i. Agency points of contact that are to be contacted by agency representative(s) assigned to Emergency Support Function 3;
    - ii. Agency available public works and engineering resources (from within the agency) such as types of equipment and equipment operators, and;
    - iii. Points of contact for agency obtainable public works and engineering resources (from agency contractors, vendors, etc.) such as equipment and equipment operators.
  - d. Activate the "Notifications" sequence listed in Section II.C (Notifications) above.
  - e. Validate contracts for commercial debris clearance assets and determine the status of those assets, and/or coordinate with ESF 7/Logistics to initiate these contracts.
  - f. Assign and schedule sufficient personnel to cover an activation of the Emergency Operations Center for an extended period of time.
  - g. In coordination with ESF 1 (Transportation), ESF 6 (Mass Care), ESF 7/Logistics, ESF 8 (Public Health and Medical Services), ESF 12 (Energy), ESF 15 (External Affairs) and ESF 16 (Military Assistance to Civilian Authorities), review as necessary each support agency's

automated or manual listings of emergency contacts for the following activities:

- i. Debris collection and transportation;
  - ii. Debris processing and disposal sites;
  - iii. Emergency power generators;
  - iv. Fuel, transport, installation/demobilization and maintenance of permanently installed and portable emergency power generators;
  - v. Potable water supplies (including bottled water);
  - vi. Transportation, storage of potable water supplies.
- h. Evaluate and task public works and engineering support requests.
  - i. Plan and prepare notification systems and operational procedures to support an emergency/disaster response. The systems should address such actions as emergency clearance of debris, damage assessment, engineering inspections of critical infrastructure, debris removal, any evacuation orders for critical facilities, local emergency operations by public works and engineering personnel, equipment, and supplies.
  - j. Generate in a timely manner, information to be included in Emergency Operations Center briefings, situation reports, and/or action plans.
  - k. Maintain appropriate records for time worked and costs incurred by ESF 3 agencies during an emergency/disaster event.
  - l. Evaluate the probability and time period of the response and/or recovery phases for the event.
  - m. Assist DPW, GWA, GPA and other Government of Guam agencies in testing all pre-stationed generators at all critical facilities to ensure their sustained operations in the case of a disaster. Any non functioning generators should be repaired, as possible, before the advent of hazardous conditions.
  - n. Participate in the Debris Task Force (DTF) made up of the United States Coast Guard, and representatives from U.S. and Guam EPA, Guam Department of Public Works (DPW), Guam Power Authority (GPA), Guam Waterworks Authority (GWA), Port Authority Guam (PAG), Guam National Guard (GUNG), Department of Defense (DOD), FEMA, and the Mayor's Council to coordinate debris clearance activities and prioritize resources.
  - o. Coordinate with ESF 7 on the activation of any pre-need contracts.
  - p. Prepare and familiarize all ESF 3 members of water restoration priorities in accordance with the water restoration plan.

- q. Prepare and familiarize all ESF 3 members with debris removal priorities in accordance with the debris removal plan established by the DTF.

## 2. Response Actions

- a. Assist in the activation of the DTF in preparation for emergency debris clearing and sustained debris removal operations.
- b. If possible, before the onset of hazardous conditions in the impacted areas, coordinate starting all designated emergency generators at water wells, booster pump sites, and wastewater facilities and disconnect these locations from the main power grid.
- c. Evaluate and task the public works and engineering support requests for the threatened and/or impacted area.
- d. As required, prepare and implement the notification systems and operational procedures needed to support the deployment of impact/damage assessment teams or any other ESF 3 emergency related activities conducted remotely from the EOC.
- e. As, required, implement notification systems and operational procedures needed to support the requests and directives resulting from an emergency declaration from the Governor and/or request for a federal emergency and/or disaster declaration.
- f. Generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans.
- g. Assign and schedule sufficient personnel to cover an activation of the EOC for an extended period of time.
- h. Maintain appropriate records of work schedules and costs incurred by ESF 3 agencies during an event.
- i. Evaluate the probability and time period of a recovery phase for the event. If a recovery phase is probable, start pre-planning for recovery actions.
- j. Coordinate with the DTF to assist in the prioritization, clearing and collection, transportation, consolidation and disposal of debris generated during the disaster.
- k. Coordinate with GUNG and DOD to determine availability of debris clearance resources and other equipment necessary to restore critical facilities and services.
- l. Coordinate with ESF 10 and the DTF on the conduct of hazardous material (HAZMAT) assessment of routes and debris fields.
- m. Assist in deploying and installing non-permanent generators at

- designated, pre-prioritized locations, including water distribution and water treatment facilities; key systems at the port and airport; and other facilities and systems at critical infrastructure facilities.
- n. Coordinate the restoration/provision of potable water and wastewater treatment in the impacted areas according to the following priorities:
    - i. Medical facilities (including field sites, if applicable);
    - ii. Sites serving as public shelters;
    - iii. Assisted living facilities and other special needs locations;
    - iv. Concentrations of large hotel and resort locations;
    - v. Residential neighborhoods;
    - vi. Office buildings and other large-scale commercial properties; and
    - vii. International airport and Apra Harbor.
  - o. Ensure debris clearance priorities include:
    - i. Transportation routes needed to provide support to staging areas;
    - ii. Emergency shelters;
    - iii. Shelter in place populations; and
    - iv. Points of distribution (PODs).
  - p. Coordinate with ESF 6/Donations Coordination Team (DCT) on the disposal of any unwanted donated goods.

### 3. Recovery Objectives

- a. Evaluate and task the public works and engineering support requests for impacted areas.
- b. Generate in a timely manner, information to be included in the EOC briefings, situation reports, and/or action plans.
- c. As required, implement the notification systems and operational procedures to support the establishment of staging areas, distribution sites, a Joint Field Office, Recovery Centers, the deployment of any ad hoc field teams, and federal recovery facilities and emergency responders/workers in the impacted area.
- d. Plan and prepare for the arrival and coordination with the FEMA ESF 3 personnel.
- e. Assign and schedule sufficient personnel to cover an activation of the EOC for an extended period of time.
- f. Maintain appropriate records of work schedules and costs incurred by ESF 3 agencies during an event.

- g. Seek information concerning the projected date the EOC will deactivate.

4. Mitigation/Redevelopment Objectives

- a. Plan and prepare the notification systems and operational procedures to support the requests and directives resulting from the Governor and/or FEMA concerning mitigation and/or redevelopment activities. Probable requests and directives include establishment of review and study teams, support of local government contracting for mitigation and/or redevelopment needs, and other similar professional, technical, and administrative activities.
- b. As required, implement the notification systems and operational procedures to provide public works and engineering-related support for mitigation and/or redevelopment activities that may begin before and continue for several months after the EOC returns to a monitoring level.
- c. Generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans.
- d. Evaluate the probability and time period of a mitigation and/or redevelopment phase for this event. If a mitigation and/or redevelopment phase is probable, start pre-planning actions with the appropriate Government of Guam agencies and/or federal officials.

## **E. DIRECTION AND CONTROL**

As a part of the EOC ESF Team, agencies of ESF 3 may have to participate (on-island or in another jurisdiction through mutual aid) on several emergency teams and/or co-located at several emergency facilities. The following is a listing of the teams and facilities through which ESF 3 may have to function:

1. **Emergency Operations Center**

- a. In the event that the EOC is activated for an emergency, the EOC ESF Team Emergency Support Function Coordinator for DPW or his/her designated representative, assumes responsibility as supervisor for ESF 3.
- b. The ESF 3 supervisor coordinates with ESF 3 support agencies in order to respond to assigned requests from the villages and directives of the EOC Director.

2. **Joint Field Office**

- a. Upon activation of the Joint Field Office (JFO), the EOC Director or

- his/her designated representative, coordinate with ESF 3 support agencies in order to provide an ESF 3 representative at the JFO, when required.
- b. The ESF 3 representative at the JFO coordinates with ESF 3 support agencies.
3. **Emergency Operations Center Mission Tasking** - When a request for assistance is received by Emergency Support Function 3, it is assigned to the agency or agencies that have the most appropriate resources and expertise to accomplish the task. No agency will be tasked more than another to ensure a balance in "mission" tasking. Such is necessary to maximize the use of all available resources.
  4. **Federal Resources** - Should ESF 3 foresee or have a need for resources not otherwise available, action will be taken to secure such resources through FEMA or some other federal source. Normally, an action to obtain a resource from a federal source is coordinated with/through the Territory Coordinating Officer and/or the Federal Coordinating Officer. However, if an ESF agency has no recourse through FEMA, that ESF 3 agency may coordinate directly with the federal agency that can provide the needed federal resource.
  5. **Contracts and Contractors** - Resources that are available through ESF 3 may best be obtained through an agency or Government of Guam contractor, vendors, and suppliers. Resources may also be obtained from agency related entities such as local, Government of Guam, national, public, and private entities.
  6. **Mitigation and/or Redevelopment** - Emergency Support Function 3 does not have budgetary authority, or funds for mitigation or redevelopment needs that result from an emergency or disaster. Therefore, the primary and support agencies for ESF 3 can only provide (as in-kind or matching) professional, technical, and administrative personnel and their use of related equipment to mitigation and redevelopment efforts that may follow an event. Such in-kind or matching resources can be used to support the review, investigation, contracting, and other professional, technical, and administrative tasks generally required for mitigation and/or redevelopment activities.

### III. RESPONSIBILITIES

#### A. PRIMARY AGENCY - DEPARTMENT OF PUBLIC WORKS

1. Assign DPW personnel to the ESF 3 duty schedule in the EOC. Director of Public Works will deploy directly to the EOC, and the Deputy Director will activate the DPW Command Post and assume duty at the DPW.
2. DPW is the prime Government of Guam agency responsible for overall debris management. This includes the collection, separation and disposition of disaster-related debris.
3. In concert with GHS/OCD, identify the type, kind, and capacity of critical resources across the island, including water and fuel trucks, emergency response equipment, refrigerated trucks, public transportation vehicles, material-handling equipment, and other equipment that may be needed in the aftermath of a disaster or emergency incident.
4. Participate in meetings and efforts of the DTF with other designated agencies to coordinate debris clearance activities and prioritize resources.
5. At the direction of the DTF re-position debris clearance assets and teams to designated areas throughout Guam and ensure proper and safe bed-down of those assets and personnel.
6. Ensure that the Governor's Office and the Government House are secured before the advent of hazardous conditions.
7. Establish and staff a DPW Command Post to coordinate all emergency services or requirements received from the Civil Defense Office.
8. At the direction of the DTF, DPW will stand-up designated debris collection and movement operations.
9. Provide all available and obtainable public works and engineering resource support for the ESF 3 mission to include public works and engineering equipment, personnel, and facilities.
10. Assist in the deployment of damage assessment teams as soon as safety permits to evaluate and record the damage to buildings, utility systems, outdoor recreational areas, roadways, bridges, paved surfaces, water front areas, etc. Coordinate with other department and agencies to provide supplementary technical damage assessment team members.
11. Coordinate with the maintenance dispatchers of GPA and GWA to exchange information and location sites of their planned satellite repair teams in order that damaged, broken or unsafe utility systems, bridges, roads, drainage systems are reported to the EOC and acted on.
12. Assign the necessary staff with technical expertise to the fielding of an

Infrastructure Section Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section through the Infrastructure Response Branch Director. The assigned emphasis for GPW is Government of Guam properties and facilities.

## **B. SUPPORT AGENCIES**

1. Guam Waterworks Authority (GWA)
  - a. Assign personnel to the ESF 3 duty schedule in the EOC.
  - b. GWA, as a member of ESF 3 is the primary agency to maintain the functionality of the water distribution and wastewater system during a disaster.
  - c. Participate in the planning processes of the DTF with other designated agencies to coordinate debris clearance activities and prioritize resources.
  - d. Provide all available and obtainable public works and engineering resources for the support of ESF 3 missions. The GWA will specifically provide public works and engineering equipment, personnel, and facilities.
  - e. Provide technical and specialty support and coordination relating to the provision of potable water and waste treatment.
  - f. During all operational phases of a disaster, GWA will monitor its overall inventory of needed water supply and distribution materials maintained in the GWA warehouse.
  - g. GWA and GPA will coordinate to fuel and test all designated emergency generators associated with the provision of potable water and sewage treatment. Non-operational generators will be repaired/replaced pre-storm if possible.
  - h. Ensure chlorine availability for disinfection of the water well and booster pump sites.
  - i. Coordinate with Guam CD and ESF 7 to develop contracts with identified commercial potable water providers, storage/transportation and water/sewage emergency power generation assets.
  - j. Pre-deploy critical personnel and equipment to Ugam, Agat, Yona, Umatac, and Fujita.
  - k. Assign the necessary staff with technical expertise to the fielding of an Infrastructure Section Preliminary Damage Assessment (PDA) Team



Team that will be responsible for coordinating and completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section through the Emergency Services Branch Director. The assigned emphasis for GEPA is its facilities damages and assists in assessment of water, sewer, fuel storage, solid waste and power facilities.

3. Guam Power Authority (GPA)
  - a. Assign personnel to the ESF 3 duty schedule in the EOC.
  - b. GPA, as a member of ESF 3 is the primary agency to maintain the functionality of the power distribution and GWA emergency generators for the potable water and sewage treatment system during a disaster.
  - c. Participate in the planning processes of the DTF with other designated agencies to coordinate debris clearance activities and prioritize resources.
  - d. Provide all available and obtainable public works and engineering resources for the support of ESF 3 missions. The GPA will specifically provide public works and engineering equipment and personnel if needed.
  - e. During all operational phases of a disaster, GPA will monitor its overall inventory of power distribution materials maintained in the GPA warehouse.
  - f. GWA and GPA will coordinate to fuel and test all designated emergency generators associated with the provision of potable water and sewage treatment. Non-operational generators will be repaired/replaced pre-storm if possible.
  - g. Coordinate with GHS/OCD and ESF 7 to develop contracts with identified commercial providers for emergency power generation assets.
  - h. Assign the necessary staff with technical expertise to the fielding of an Infrastructure Section Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section through the Infrastructure Section Chief. The assigned emphasis for GPA is the power distribution systems.
  - i. Coordinate with OCD, FEMA, ESF 7, GUNG, and DOD to disconnect, transport, and return all deployed augmentation generators to point of origin.
4. Guam National Guard (GUNG)
  - a. Maintain communications with ESF 3 to coordinate engineering,

- provision of non-potable water and debris management operations and resources in support of assigned missions related to engineering and public works requirements.
- b. Provide all available and obtainable public works and engineering resources for the support for the ESF 3 missions.
  - c. Participate in the Debris Task Force (DTF) with other designated agencies to coordinate debris clearance activities and prioritize resources.
  - d. Pursuant to a tasking from the EOC, be prepared to assign the necessary staff with technical expertise to the fielding of an Infrastructure Section Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section through the Infrastructure Branch Director.
5. Guam Department of Administration/General Services Agency (GSA),
- a. Maintain communications with the EOC and ESF 3 to coordinate bus and mass transit operations and resources in support of assigned missions related to transportation requirements.
  - b. Provide all available and obtainable public works and engineering resources for the support for the ESF 3 missions.
6. Department of Parks and Recreation (DPR)
- a. Maintain communications with the EOC and ESF 3 to coordinate public works efforts in support of assigned missions.
  - b. Provide all available and obtainable public works and engineering resources for the support for the Emergency Support Function 3 missions.
  - c. Provide public works and engineering technical and specialty support and coordination.
  - d. Pursuant to a tasking from the EOC, be prepared to assign the necessary staff with technical expertise to the fielding of an Infrastructure Section Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section through the Infrastructure Branch Director.
7. Mayors Council of Guam (MCOG)
- a. Maintain communications with the EOC and ESF 3 to report impacts to

- and issues with local infrastructure that may require EOC intervention.
- b. Coordinate on debris management issues with respect to local needs, priorities and collection operations.
8. Department of Land Management (DLM)
- a. Maintain communications with ESF 3 to coordinate debris management operations and resources in support of assigned missions.
  - b. Provide all available and obtainable public works and engineering resources for the support for the ESF 3 missions.
  - c. Participate in the Debris Task Force (DTF) with other designated agencies to coordinate debris clearance activities and prioritize resources.
  - d. Coordinate with GHS/OCD and other partner agencies, to identify properties for temporary transition sites for the storage and reduction of disaster debris as well as sites for the permanent disposition of all categories of disaster debris. Identified land should be cleared for use by all applicable agencies, approved by appropriate government officials, and secured by land use agreements.
  - e. Assign the necessary staff with technical expertise to the fielding of an Emergency Services Section Preliminary Damage Assessment (PDA) Team that will be responsible for coordinating and completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section through the Emergency Services Response Section Chief.
9. Guam Port Authority (PAG)
- a. Maintain communications with ESF 3 to coordinate public works, engineering and debris management issues in support of assigned missions.
  - b. Provide all available and obtainable public works and engineering resources for the support of ESF 3 missions.
  - c. Participate in the planning processes of the DTF with other designated agencies to coordinate debris clearance activities and prioritize resources.
  - d. Assign the necessary staff with technical expertise to the fielding of an Infrastructure Section Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section through the Infrastructure Branch Director.

10. Guam Visitor Bureau (GVB)  
Maintain communications with ESF 3 to coordinate public works and engineering issues in support of assigned missions.
11. Guam Hotel and Restaurant Association (GHRA)  
Maintain communications with ESF 3 to coordinate public works and engineering issues in support of assigned missions.

#### **B. OTHER SUPPORT AGENCIES**

1. Guam Homeland Security/Office of Civil Defense (GHS/OCD)
  - a. Assign GHS/OCD personnel to the Infrastructure Branch duty schedule in the EOC.
  - b. Participate in the planning processes of the DTF with other designated agencies to coordinate debris clearance activities and prioritize resources.
2. Emergency Support Functions 1 through 16
  - a. Provide all available and obtainable public works and engineering resources for the support of Emergency Support Function 3 missions. The 16 other EOC ESF Team emergency support functions will aid ESF 3 by providing:
    - i. Notification of the availability of the equipment, personnel, and support services for public works and engineering missions, and;
    - ii. Notification of the availability of any public works and engineering technical and specialty support or assistance.

### **IV. FINANCIAL MANAGEMENT**

#### **A. DOCUMENTATION OF INCURRED COSTS**

1. All requests for engineering, debris management and other public works infrastructure related support must originate through the EOC and be recorded in the Incident Management System. Once entered into Incident Management System and tasked as a mission assignment, ESF 3 will initiate action. The EOC Incident Management System will be used to provide a record of all payment to vendors.

2. Agencies must document all expenses related to their disaster activities. These include but are not limited to travel, maintenance, meals, supplies, etc. Coordinate with EOC Finance and Admin Section staff regarding expense documentation, cost recovery after the event, and communication with each agency's budget/financial sections. Agencies also work under their own accounting principles and authorities.

#### **B. NOTIFICATION OF INCURRED COSTS**

1. All agencies that have an automated financial management system must use the companion procedures and forms necessary for notification of and authorization for incurring costs.
2. All agencies that do not have an automated financial management system will use its normal financial management procedures and forms necessary for notification of and authorization for incurring costs.
3. All agencies understand that their automated financial management system, or normal financial management, procedures and forms necessary for notification of and authorization for incurring costs must be in compliance with applicable agency, territorial and federal guidelines, rules, standards, and laws.

### **V. REFERENCES AND AUTHORITIES**

#### **A. AUTHORITIES AND POLICIES**

1. Guam
  - a. Guam Code Annotated Title 10 Chapter 65 § 65107;
  - b. Executive Order Number 91-09;
  - c. Executive Order Number 2011-13
2. Federal
  - a. Post-Katrina Emergency Reform Act (PKEMRA) of 2006
  - b. Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 USC;
  - c. Code of Federal Regulations 44;
  - d. Homeland Security Act of 2002;
  - e. Homeland Security Presidential Directive – 5, Feb 2003;

**B. REFERENCES**

1. Guam
  - a. Guam Emergency Response Plan, Sep 2005;
  - b. Guam Disaster Preparedness Joint Plan 101, Jan 1999;
  - c. Guam Emergency Operations Center Standard Operating Procedures, Version 2.4;
  - d. All-Hazards Alert and Notification Operations Manual;
  - e. Mission Assignment Standard Operating Procedure (Draft, March 2005);
  
2. Federal
  - a. Guam All-Hazards Catastrophic Operation Plan, August 2010;
  - b. Guam Catastrophic Typhoon Operations Plan, August 2010;
  - c. Guam Catastrophic Typhoon Plan, August 2010;
  - d. National Incident Management System, Dec 2008;
  - e. National Response Framework, Jan 2008;
  - f. National Disaster Recovery Framework, May 2013; and
  - g. U.S. Department of Homeland Security-FEMA Region IX 2012 Emergency Communications Plan Territory of Guam (Draft Aug 2012).

## APPENDIX IV: EMERGENCY SUPPORT FUNCTION 4 - FIREFIGHTING

- PRIMARY AGENCY:**    **Urban:**       Guam Fire Department (GFD)
- CO-LEAD AGENCIES:** **Wildland:**   Guam Fire Department (GFD)  
  Department of Agriculture Forestry (DOAg-FSR)
- SUPPORT AGENCIES:** Guam Environmental Protection Agency (GEPA); Guam Police Department (GPD); Guam Waterworks Authority (GWA); Department of Public Works (DPW); Mayor's Council of Guam (MCOG); Guam Power Authority (GPA); Joint Region Marianas (JRM); Guam Homeland Security/Office of Civil Defense (GHS/OCD); Department of Administration, General Services Administration (GSA); Bureau of Budget and Management Research (BBMR); Office of the Governor.

### I. INTRODUCTION

The purpose of Emergency Support Function 4 (ESF 4) is to provide coordinated support to villages throughout Guam and to describe the use of local, Government of Guam and federal resources to detect and suppress urban, rural and wild fires resulting from, or occurring coincidentally with, a significant disaster, condition or event whether man-made or natural.

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

ESF 4 involves managing and coordinating firefighting support for the Territory of Guam for the detection and suppression of fires, as well as mobilizing and providing personnel, equipment, and supplies in support of local governments. Whether in rural or urban settings wild brush fires must be responded to quickly and decisively.

1. Ensure that support agencies will have previously designated personnel assignments to other ESFs in the EOC or to their respective agency command posts/emergency operations centers.
2. Ensure that personnel will be available through all forms of communication; i.e. cell phone, landline, PTT, email, etc. to assess and respond to fire suppression and other resource requests received by the EOC.
3. Proactively assess and assist in the development of action plans, for

submission to the Planning Section, to meet the short and long-term transportation needs of the threatened and/or impacted area.

4. Routinely prepare and file situation reports with the Planning Section.
5. Meet mission assignments through available or obtainable resources from other ESF EOC Team agencies, the private sector, those available through mutual-aid agreements, as well as federal sources including U.S. Department of Agriculture (USDA) and the Federal Emergency Management Agency (FEMA).
6. Evaluate damage to infrastructure and conduct impact assessment in the threatened and/or impacted area and, as appropriate, task personnel for response and recovery work.

## **B. ORGANIZATION**

The Guam Fire Department (GFD) is the primary agency for ESF 4 for urban fires, with GFD and DOAg-FSR as co-leads for wildland fires. The Guam Environmental Protection Agency (GEPA); Guam Police Department (GPD); Guam Waterworks Authority (GWA); Department of Public Works (DPW); Mayor's Council of Guam (MCOG); Guam Power Authority (GPA); Joint Region Marianas (JRM); Guam Homeland Security/Office of Civil Defense (GHS/OCD) are support agencies. Representatives from primary and support agencies will be either present in the Emergency Operations Center (EOC) or on-call on a 24-hour basis. ESF 4 will respond directly to the Emergency Services Branch Director who reports to the Operations Section Chief.

ESF 4 agencies must ensure that:

1. ESF 4 will be organized and operate as a team, working under the direction of the Emergency Services Branch Director.
2. The GFD, as the primary agency for urban fires, and DOAg-FSR as co-lead for wildland fires must ensure that through coordinated annual planning, all supporting agencies in ESF 4 are prepared to exercise their duties as required in the EOC.
3. Coordinate ESF 4 activities in the EOC during periods of activation by:
  - a. Developing and maintaining the ESF 4 duty schedule, and;
  - b. Coordinating the receipt and evaluation of mission assignments from the threatened and/or impacted area.

4. ESF 4 agencies, including the GFD, must ensure that:
  - a. All personnel have access to their agency's available and obtainable firefighting resources;
  - b. The committed and uncommitted status of such resources is continuously tracked during an activation of the EOC;
  - c. All personnel will participate in the evaluation and mission assignment of transportation resource requests submitted to the EOC, and;
  - d. All personnel will support the development of situation reports and action plans for the Planning Section during activation of the EOC.

### **C. NOTIFICATIONS**

1. GFD in responding to an incident and deploying an Incident Command Post (ICP) and designating an Incident Commander (IC), will inform the GHS/OCD Duty Officer through the Fire Dispatch Office when a situation is on the verge of, or already exceeding the Department's capabilities or purview of response actions. The Duty Officer shall then follow GHS/OCD SOP in regards to notification of other required entities/agencies.
2. The EOC Director or EOC Duty Officer will notify the ESF 4 primary agency (i.e., GFD lead for urban alarms, GFD and DoAG-FSR co-leads for wildland fires) when an area or the entirety of Guam is threatened or has been impacted by an emergency or disaster event and activates the EOC to Level 2 (select ESFs) or Level 1 (full activation).
3. The GFD and/or DOAg-FSR designated personnel will report to the EOC if so advised or requested by the EOC Director or EOC Duty Officer.
4. As warranted by the scope of the impending event, the GFD and/or DOAg-FSR personnel will notify the appropriate support agencies.
5. The designated support agencies when notified will report to the EOC if so advised or requested by the primary agency.
6. The support agencies designated or directed to report to the EOC will notify their agency representatives that the EOC is activated in response to an impending or actual event.
7. The above notification process will be utilized if the impending or actual event requires any combination of preparedness, response, recovery, or mitigation/redevelopment activities.

**D. OPERATIONAL OBJECTIVES**

1. Preparedness
  - a. Participate in the review and revision of Appendix IV to the Guam Comprehensive Emergency Management Plan and related EOC ESF Team Standard Operating Guidelines;
  - b. Attend and participate in ESF 4 meetings, training sessions, conferences, and exercises;
  - c. Develop, test, and maintain manual or automated listings of the following:
    - i. Agency emergency points of contact that need to be contacted by agency representative(s) assigned to ESF 4, and;
    - ii. Agency-specific available equipment and resources (from within the agency) such as types of equipment and equipment operators, and;
    - iii. Points of contact for agency obtainable resources (from agency contractors, vendors, etc.) such as equipment and equipment operators.
  - d. Review as necessary each support agency's automated or manual listings of emergency contacts.
  - e. Review as necessary each support agency's resource contracts or agreements with private firms to insure they will be viable for the initiation and sustainment of response and recovery operations.
  - f. Plan and prepare the notification systems and operational procedures to support an emergency/disaster response. The systems should address initiating and maintaining communications between the on-site command posts and the EOC; the prioritization and dedication of firefighting resources between urban fire suppression, wildland fires and search and rescue, all of which may compete for the same staffing and equipment resources.
  - g. Establish reporting procedures that generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans.
  - h. Establish procedures that maintain appropriate records for time worked and costs incurred by ESF 4 agencies during an emergency/disaster event.
  - i. Evaluate the probability and time period of the response and/or recovery phases for the event.

- j. Assist in developing and updating the Fuel Prioritization List to ensure the steady supply of fuel to all fire suppression equipment and key GFD facilities pre and post event.

## 2. Response Objectives

- a. The Incident Command System will be used to respond to all urban and brush fire incidents.
- b. The first responder will primarily be the Guam Fire Department for urban alarms; GFD and/or DOAg-FSR for fires.
- c. The Guam Fire Department will be responsible for establishing an Incident Command System and a field command post in response to the incident. When EOC activation is required, the appropriate ESF's will report to the EOC to receive initial instructions from the Guam Homeland Security/Office of Civil Defense (GHS/OCD) as requested by the Incident Commander.
- d. If additional resources are required, the primary agency or co-lead will make the request to the EOC Director/TCO. The Director will then coordinate the request with the support agencies at the EOC.
- e. Supporting agencies of ESF 4 when directed will participate in field operations.
- f. Ensure that the EOC is kept informed on the status of any situations including, but not limited to:
  - i. An urban conflagration threatening many structures;
  - ii. Fires that threaten to go out of control and extend over large areas of land;
  - iii. Hazardous materials are threatened or involved;
  - iv. Evacuations will be, or are necessary to protect lives and property;
  - v. Require the shutdown of services such as water and power to communities, especially for extended periods of time;
  - vi. Require the isolation of property to limit sightseers and other people who may interfere with operations or become endangered by the situation unfolding;
  - vii. Threaten to destroy any negatively impact any Government of Guam or federal key infrastructure, structures, or property;
  - viii. The smoke threatens the health or safety of any populations or has a negative impact on normal operations at the harbor or airport;
  - ix. Threaten any resorts, hotels or other visitor facilities and

- concentrations;
  - x. Is expected to or has caused a mass casualty situation;
  - xi. An aviation incident or accident;
  - xii. Require the activation of any other agencies to conduct an effective response at the site.
- g. Assist in developing and updating the Fuel Prioritization List to ensure the steady supply of fuel to all fire suppression equipment and key GFD facilities pre and post event.
3. Recovery Objectives
- a. The members of the GFD may be required to assign personnel to Emergency Services Branch Preliminary Damage Assessment (PDA) Teams.
  - b. Will provide fire fighting personnel and resources for recovery efforts upon request.
  - c. Monitor and report on the status of containment and mopping up operations.
  - d. Assign and schedule sufficient personnel to cover an activation of the Emergency Operations Center for an extended period of time.
  - e. Maintain appropriate records of work schedules and costs incurred by ESF 4 agencies during an event.
  - f. Seek information concerning the projected date the EOC will deactivate.

## **E. DIRECTION AND CONTROL**

As a part of the EOC ESF Team, agencies of ESF 4 may have to participate (on-island or in another jurisdiction through mutual aid) on several emergency teams and/or co-located at several emergency facilities. The following is a listing of the teams and facilities through which ESF 4 may have to function:

1. **Emergency Operations Center**
  - a. In the event that the EOC is activated for an emergency, the EOC ESF Team Emergency Support Function Coordinator for GFD or his/her designated representative, assumes responsibility as supervisor for ESF 4.
  - b. The ESF 4 supervisor coordinates with ESF 4 support agencies in order to respond to assigned requests from the villages and directives of the EOC Director.

2. **Joint Field Office**
  - a. Upon activation of the Joint Field Office (JFO), the EOC Director or his/her designated representative, coordinate with ESF 4 support agencies in order to provide an ESF 4 representative at the JFO, when required.
  - b. The ESF 4 representative at the JFO coordinates with ESF 4 support agencies.
  
3. **Emergency Operations Center Mission Tasking** - When a request for assistance is received by Emergency Support Function 4, it is assigned to the agency or agencies that have the most appropriate resources and expertise to accomplish the task. No agency will be tasked more than another to ensure a balance in "mission" tasking. Such is necessary to maximize the use of all available resources.
  
4. **Federal Resources** - Should ESF 4 foresee or have a need for resources not otherwise available, action will be taken to secure such resources through FEMA or some other federal source. Normally, an action to obtain a resource from a federal source is coordinated with/through the TCO and/or the Federal Coordinating Officer. However, if an ESF agency has no recourse through FEMA, that ESF 4 agency may coordinate directly with the federal agency that can provide the needed federal resource. Since a need for federal resources may arise early in an event, the coordination of needed federal resources is noted in Section II.D.2., as an activity to anticipate, plan for, and prepare notification systems.
  
5. **Contracts and Contractors** - Resources that are available through ESF 4 may best be obtained through an agency or Government of Guam contractor, vendors, and suppliers. Resources may also be obtained from agency related entities such as local, Government of Guam, national, public, and private entities.
  
6. **Mitigation and/or Redevelopment** - Emergency Support Function 4 does not have budgetary authority, or funds for mitigation or redevelopment needs that result from an emergency or disaster. Therefore, the primary and support agencies for ESF 4 can only provide (as in-kind or matching) professional, technical, and administrative personnel and their use of related equipment to mitigation and redevelopment efforts that may follow an event. Such in-kind or matching resources can be used to support the review, investigation, contracting, and other professional, technical, and administrative tasks generally required for mitigation and/or redevelopment activities.

### III. RESPONSIBILITIES

#### A. PRIMARY AGENCY- GUAM FIRE DEPARTMENT (GFD)

1. The Guam Fire Department is the primary agency in ESF 4 for urban responses. As the primary agency, it coordinates with the support agencies in directing fire fighting resources and response activities.
2. Provide technical and specialty support and coordination relating to the suppression/neutralization of urban, wild land (in participation with DOAg) or other fires, the potential behaviors they may exhibit, or their expected impacts to the populations and property of Guam.
3. Assign the necessary staff with technical expertise to the fielding of an Emergency Services Section Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section through the Emergency Services Branch Director. The assigned emphasis for GFD is Emergency Medical Services (EMS), and fire and structure response.
4. Maintain a Fuel Prioritization List to ensure the steady supply of fuel to all fire suppression equipment and key GFD facilities pre and post event.
5. During Aviation Incident Accident Response operations:
  - a. Assume the role of Incident Commander for off airport incidences.
    - i. In the case of military aircraft, GFD is the initial incident commander until the appropriate military agency arrives on scene and is prepared to lead the response efforts as IC.
    - ii. In ocean or coastal waters, GFD is the initial incident commander until the U.S. Coast Guard (USCG) arrives on scene and is prepared to lead the response efforts as IC.
    - iii. For commercial aircraft, the GFD remains the incident commander throughout the operation.
  - b. The Guam Fire Department is responsible for the following activities when responding to aviation incidents and accidents:
    - i. Establishing incident command, either throughout event or initially until appropriate agency can assume command of the situation.
    - ii. Providing fire suppression and HAZMAT response.

- iii. Search and rescue (SAR) operations (see ESF 9).
- iv. Medical triage, on-site stabilization and transport

## **B. CO-LEAD AGENCIES**

1. Department of Agriculture Forestry (DoAG-FSR) and Guam Fire Department (GFD)
  - a. As a preparedness and mitigation measure to minimize the likelihood of wildland fires:
    - i. Conduct fire prevention programs in island schools;
    - ii. Provide standby burning service;
    - iii. Establish firebreaks in Government of Guam conservation reserves;
    - iv. Control burning operations of forestation sites; and
    - v. Establish greenbelts and vegetative firebreaks.
  - b. Maintain communications with the EOC and ESF 4 to coordinate wildland fire issues and requirements.
  - c. Provide all available and obtainable equipment and resources for the support for the ESF 3 missions.
  - d. Provide wildland fire technical, specialty support and coordination.
  - e. Assist in developing and updating the Fuel Prioritization List to ensure the steady supply of fuel to all fire suppression equipment and key facilities pre and post event.

## **C. SUPPORT AGENCIES**

1. Guam Environmental Protection Agency (GEPA)
  - a. Maintain communications with ESF 3 to coordinate any hazardous materials issues as they relate to urban, wildland, or other fires.
  - b. Provide all available and obtainable resources for the support for the ESF 4 missions.
  - c. Assign the necessary staff with technical expertise to the fielding of an Infrastructure Section Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section through the Infrastructure Branch Director. The

assigned emphasis for GEPA is environmental issues and requirements.

2. Other Support Agencies:
  - a. Shall coordinate their efforts with their perspective ESF's through the EOC/Duty Officer as requested by ESF 4.

#### **IV. FINANCIAL MANAGEMENT**

##### **A. DOCUMENTATION OF INCURRED COSTS**

1. All requests for fire suppression and fighting support must originate through the EOC and be recorded in the Incident Management System. Once entered into Incident Management System and tasked as a mission assignment, ESF 4 will initiate action. The EOC Incident Management System will be used to provide a record of all payment to vendors.
2. Agencies must document all expenses related to their disaster activities. These include but are not limited to travel, maintenance, meals, supplies, etc. Coordinate with EOC Finance and Admin Section staff regarding expense documentation, cost recovery after the event, and communication with each agency's budget/financial sections. Agencies also work under their own accounting principles and authorities.

##### **B. NOTIFICATION OF INCURRED COSTS**

1. All agencies that have an automated financial management system must use the companion procedures and forms necessary for notification of and authorization for incurring costs.
2. All agencies that do not have an automated financial management system will use its normal financial management procedures and forms necessary for notification of and authorization for incurring costs.
3. All agencies understand that their automated financial management system, or normal financial management, procedures and forms necessary for notification of and authorization for incurring costs must be in compliance with applicable agency, territorial and federal guidelines, rules, standards, and laws.

## V. REFERENCES AND AUTHORITIES

### A. AUTHORITIES AND POLICIES

1. Guam
  - a. Guam Code Annotated Title 10, Chapter 65 § 65107;
  - b. Executive Order Number 91-09;
  - c. Executive Order Number 2011-13
  
2. Federal
  - a. Post-Katrina Emergency Reform Act (PKEMRA) of 2006
  - b. Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 USC;
  - c. Code of Federal Regulations 44;
  - d. Homeland Security Act of 2002;
  - e. Homeland Security Presidential Directive – 5, Feb 2003;
  - f. Aviation and Transportation Security Act of 2001 (P.L. 107-71 and 49 U.S.C. §114);
  - g. Part 91.137, Federal Aviation Regulation;
  - h. Pets Evacuation and Transportation Standards Act of 2006 (P.L. 109–308).

### B. REFERENCES

1. Guam
  - a. Guam Emergency Response Plan, Sep 2005;
  - b. Guam Disaster Preparedness Joint Plan 101, Jan 1999;
  - c. Guam Emergency Operations Center Standard Operating Procedures, Version 2.4;
  - d. All-Hazards Alert and Notification Operations Manual; and
  - e. Mission Assignment Standard Operating Procedure (Draft, March 2005).

2. Federal
  - a. Guam All-Hazards Catastrophic Operation Plan, August 2010;
  - b. Guam Catastrophic Typhoon Operations Plan, August 2010;
  - c. Guam Catastrophic Typhoon Plan, August 2010;
  - d. National Incident Management System, Dec 2008;
  - e. National Response Framework, Jan 2008;
  - f. National Disaster Recovery Framework, May 2013; and
  - g. Comprehensive Preparedness Guide 10 (CPG 101, Version 2.0), Developing and Maintaining Emergency Operations Plans.

## APPENDIX V: EMERGENCY SUPPORT FUNCTION 5 – EMERGENCY MANAGEMENT

**PRIMARY AGENCY:** Guam Homeland Security/Office of Civil Defense (GHS/OCD)

**SUPPORT AGENCIES:** Bureau of Information Technology (BIT); Bureau of Statistics and Plans (BSP); Department of Land Management (DLM); Governor of Guam; Department of Administration (DOA); Guam Economic Development and Commerce Authority (GEDA); Department of Revenue and Taxation; Bureau of Budget and Management Research (BBMR); Civil Service Commission (CSC)

### I. INTRODUCTION

Emergency Support Function (ESF) 5 (also referred to as the Emergency Management) coordinates overall operations, information and planning activities in the Emergency Operations Center (EOC) in support of emergency operations.

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

The primary functions of Emergency Management is to act as a clearinghouse for event information, manage response requests and mission assignments, facilitate the development of incident action plans, develop approaches and devise solutions for current and future response operations. Another important aspect of emergency management is to coordinate the information flow and activities of local and Government of Guam agencies and organizations with those of the federal government, including DOD entities. Emergency Management, as represented by the Guam Homeland Security/Office of Civil Defense (GHS/OCD) provides the following services to the Territory of Guam:

1. Maintains a 24 hour, seven days a week situational awareness of events that may require a coordinated response from multiple Government of Guam and federal agencies;
2. Receives warnings from various Guam and federal sources such as the National Weather Service (NWS), the Joint Typhoon Warning Center (JTWC), the Pacific Tsunami Warning Center (PTWC), Guam Fire/E911/Fire Dispatch, the Guam Tactical Communications Center (TCC), and other data sources;
3. Provides warnings and advisories to the public relative to impending hazards and disasters;

4. Manages the Government of Guam Emergency Operations Center (EOC) to coordinate the overall territorial response to an incident, or disaster;
5. Provides guidance, direction and coordination to other Government of Guam agencies in the formulation of emergency response plans and procedures;
6. Monitors the status of preparedness activities and capabilities of emergency response agencies, teams and resources;
7. Coordinates post-disaster assessments to rapidly determine the impacts of an incident or disaster, and establish the magnitude of the response;
8. Coordinates the allocation and employment of assets in order to support response and recovery operations in the field;
9. Coordinates the employment of disaster relief commodities to address unmet human and other needs after a disaster;
10. Requests assistance from the federal government, and other states, through such avenues as the Emergency Management Assistance Compacts (EMAC) and other mutual aid agreements;
11. Collects, analyzes, evaluates and disseminates situational, hazards, impact, operational, resource and other key information needed to develop a common operating picture and execute a more coordinated and comprehensive response to a particular hazard, event or disaster;
12. Manages mission assignments through available or obtainable resources from other ESF EOC Team agencies, the private sector, those available through mutual-aid agreements, as well as federal sources through its direct coordination with the Federal Emergency Management Agency (FEMA).
13. Releases public information in coordination with the Office of the Governor and Guam Public Information Officer until the Joint Information Center (JIC) is activated and operational;
14. Acts as a primary response agency for ESF 5 (Emergency Management) and ESF 15 (External Affairs);
15. Liaises with federal agencies to facilitate the flow of information, capabilities and resources both up and down the response chain; and
16. Coordinator for the implementation of Continuity of Government (COG) and

## Continuity of Operations (COOP) for the Territory of Guam

GHS/OCD through its managerial role of the EOC affects the above activities in cooperation with the myriad of other Government of Guam agencies and non-governmental organizations that comprise the Emergency Operations Center Emergency Support Function (EOC ESF) Team.

### **B. ORGANIZATION**

The following structure applies to the EOC and its various components, which are instituted and activated in response to an impending or occurring incident or disaster.

1. The EOC Duty Officers:
  - a. This function operates on a 24 hour/7 day a week, on call basis that maintains a territorial situational awareness of potential or developing incidents for Government of Guam leadership with information collection and analysis, and resource coordination support on a routine basis.
  - b. Operate continuously during Activation Level 4, also known as normal operations.
  - c. Can act as ESF members and staff the EOC until the activated members of the EOC ESF Team arrive from other agencies.
  
2. EOC Staff Duty Officer / EOC Director:
  - a. Ensures that the EOC is fully staffed and functional to meet evolving requirements;
  - b. Based on information from the EOC Duty Officers, the EOC Director activates the EOC to three higher activation levels based on the severity and extent of the situation.
  - c. Implements priorities, manages the activities and establishes the operational tempo of the EOC and executes plans to allocate resources, as well as keeping Government of Guam and FEMA response officials (FEMA Region IX Watch / Regional Response Coordination Center (RRCC)) apprised of events related to the incident situation and the status of response operations.
  - d. May also act as the Operations Section Chief.
  - e. If a Federal Response is declared, coordinates the reception and integration of the FEAM Region IX Incident Management Assistance Team (IMAT) upon their arrival to Guam

3. Operations Section:
  - a. Ensures that the EOC is fully staffed and functional to meet evolving requirements;
  - b. Identifies and manages priority missions, as coordinated with his/her counterparts in the field.
  - c. Coordinates with the ESF/RAC and field operations sections to identify mission-support requirements and communicates requirements to the Logistics Sections for execution.
  - d. The Section and Chief supervise the activities of:
    - i. Staging Area Group;
    - ii. Air Operations Branch;
    - iii. Response Branch;
    - iv. Emergency Services Branch which encompasses the activities of ESF 4 (Firefighting), ESF 8 (Public Health and Medical Services), ESF 9 (Urban Search and Rescue); ESF 10 (Oil and Hazardous Material Response), ESF 13 (Public Safety and Security), and ESF 16 (Military Support to Civil Authorities);
    - v. Human Services Branch, which encompasses the activities of ESF 6 (Mass Care, Housing and Human Services) and ESF 11 (Agriculture Natural Resources).
    - vi. Infrastructure Support Branch which encompasses the activities of ESF 1 (Transportation), ESF 2 (Communications), ESF 3 (Public Works and Engineering); and ESF 12 (Energy); and
    - vii. Mitigation Section.
  - e. Collects and reports on operations-specific Essential Elements of Information (EEI) including:
    - i. Boundaries of the incident;
    - ii. Affected populations and community impacts;
    - iii. Seismic and other geophysical information;
    - iv. Weather and other meteorological forecasts and their impacts;
    - v. Initial needs and damage assessments;
    - vi. Status of Emergency Operation Centers (EOC) and other remote response locations;
    - vii. Status of Government of Guam owned facilities and infrastructure;

- viii. Status of Government of Guam agency and local operations;
  - ix. Status of ESF activations;
  - x. Status of declarations and other federal or Government of Guam directives; and
  - xi. Priorities for response and future activities.
  - xii. Priorities for mitigation efforts.
4. Planning Section:
- a. Collects and analyzes information relating to the impacts of the incident, awareness of the status of response operations, and summarizing the information in briefings, reports, and displays.
  - b. Directs implementation of a Guam government COOP and ensures that all EOC briefings and reports are available and accessible to emergency leadership, staff, and media via the JIC.
  - c. Facilitates and develops plans to support EOC activities (i.e., the Incident Action Plan) and the overall response effort.
  - d. Collects and maintains information on the status of emergency teams and resources deployed to the disaster area.
  - e. Prepares, distributes and posts to the EOC information portal, briefings, maps and GIS data, reports and other documents prepared by the Planning Section.
  - f. Consolidates all preliminary damage assessment reports into a single document, which will be the basis and provide documentation for the Office of the Governor's request for a federal Disaster Declaration.
  - g. e. The Section and Chief supervise the activities of:
    - i. Situation Unit;
    - ii. Resource Unit; and
    - iii. Documentation Unit.
  - h. Collects and reports on operations specific EEI including:
    - i. Jurisdictional boundaries within the impact/incident area;
    - ii. Hazard specific information and impacts;
    - iii. Demographics of the vulnerable or affected populations;
    - iv. Results of predictive models; and
    - vi. Status of remote sensing operations/requests.
5. Logistics Section

- a. Manages the mobilization, employment and initial support of equipment, supplies and services for incident response (See ESF 7, Annex VII).
  - b. Collects and reports on administrative and personnel specific elements of information including:
    - i. Resource requests and the status of acquisition efforts;
    - ii. Current or expected unmet needs;
    - iii. Issues with deployed resources; and
    - iv. Status of staging areas and other logistical nodes/transshipment sites; and
    - v. Status of demobilization of deployed equipment and resources.
6. Finance and Administration Section – Responsible for financial management and accountability by coordinating all contracting and acquisitions operations, as well as monitoring expenditures, tracking and reporting commitments, obligations, and disbursements. Among the specific responsibilities of this Section are:
- a. Supervises the financial, administrative, and human resource staff of the EOC.
  - b. Coordinates all contracting and acquisitions operations in accordance with ESF 7.
  - c. Provides policy guidance and necessary expertise and authority essential for effective fiscal management to the EOC Director/Territorial Coordinating Officer (TCO) and staff.
  - d. Monitors expenditures, tracking and reporting commitments, obligations, and disbursements, reviewing commitments to ensure proper expenditure of funds, and reporting funding activity to the EOC Director/TCO.
  - e. Provides administrative support to the EOC including message management, telephone assistance, facsimile and mail service and office supplies.
  - f. Coordinates personnel issues in the EOC including staffing of the EOC, the resolution of personnel issues and publishing staff directories.
  - g. Manages financial concerns in the EOC including the coordination of financial status reporting, the preparation of cost analyses, and working with the Comptroller.
  - h. Assists ESF 7/Logistics Section in monitoring requests for local-to-federal support under the Mutual Aid Memoranda of Agreements.

- i. Assists ESF 7 in retrieving all deployed Government of Guam and federal resources during demobilization and after the event.
  - j. Compiles all information related to expenditures and resources deployed to assist in recovering disaster costs from FEMA.
  - k. Collects and reports on administrative and financial specific elements of information (EEI) including the status of key personnel and response-related personnel issues.
7. Marianas Regional Fusion Center (MRFC) – Acts as an interface between Government of Guam and U.S. intelligence / law enforcement agencies in the monitoring and coordination of the worldwide terrorism threat.

### **C. NOTIFICATION**

1. In the event of an emergency or disaster, the EOC Duty Officers will notify the Homeland Security Advisor and the Office of Civil Defense Administrator/EOC Director who will in turn activate the EOC and recall GHS/OCD personnel.
2. Upon activation of the EOC, GHS/OCD will activate the appropriate reporting staff and ESFs by initiating the recall list in the EOC activation manual. If necessary the EOC Duty officers and GHS/OCD personnel will act as the ESFs until the assigned Government of Guam agency representatives arrive. These activations procedures will occur using the following criteria based on the emergency situation:
  - a. Activation Level 4 – Normal operations; duty officers on call;
  - b. Activation Level 3 – GHS/OCD Manager, Command Staff and select staff members; (Coordination Staff members, Mission Assignments Manager and Action Tracker);
  - c. Activation Level 2 – Level 3 plus selected Emergency Support Functions depending on type of emergency;
  - d. Activation Level 1 – Full Activation; all team members and Emergency Support Functions.
3. At level 2 and 1, GHS/OCD will also directly notify and activate the following organizations to assist in the Planning Section in the EOC:
  - a. Bureau of Information Technology (BIT)
  - b. Bureau of Planning (BOP) and
  - c. Department of Land Management (DLM)

4. GHS/OCD will also notify and activate through the respective Operations Branch Directors the following agencies and organizations to assist conducting Preliminary Damage Assessments (PDA) immediately after the “all clear” for a particular incident or disaster is established and disseminated:
  - a. Emergency Services Section PDA Team
    - i. Department of Public Health & Social Services (DPHSS);
    - ii. Guam Environmental Protection Agency (GEPA);
    - iii. Guam Police Department (GPD); and
    - iv. Guam Fire Department (GFD).
  - b. Human Services Section PDA Team
    - i. Department of Education (DOE);
    - ii. Department of Public Health & Social Services (DPHSS);
    - iii. American Red Cross (ARC);
    - iv. Department of Labor (DOL);
    - v. Guam Housing & Urban Renewal Authority (GHURA)
    - vi. Mayor’s Council of Guam (MCOG)
  - c. Infrastructure Section PDA Team
    - i. Department of Public Works (DPW);
    - ii. Guam Power Authority (GPA);
    - iii. Guam Waterworks Authority (GWA);
    - iv. GTA;
    - v. Guam International Airport Authority (GIAA);
    - vi. Port Authority Guam (PAG);
    - vii. Guam Economic Development Authority (GEDA);
    - viii. Department of Agriculture (DOAg);
    - ix. Mayor’s Council of Guam (MCOG); and
    - x. Guam Visitors Bureau (GVB).

#### **D. OPERATIONAL OBJECTIVES AND RESPONSIBILITIES**

1. Preparedness
  - a. Maintain a trained staff to fulfill tasks associated with emergency planning and operations.

- b. Maintain a 24-hour, seven days a week (24/7) on call situational awareness of events that may generate a response during normal operations situations and response operations. Coordinate situational awareness information with territorial and federal partners, e.g., Joint Region Marianas ROC, FEMA Region IX Watch, etc.
- c. Maintain a system of communications and warning to ensure that Guam's population and emergency response agencies are warned of developing emergency situations and can exchange emergency related information and decisions.
- d. Maintain and update necessary computer data and programs, Incident Management System maps, critical facility information, emergency management and response related studies, demographics and vulnerability data for use in emergency management planning and disaster/incident response and recovery.
- e. Advise the Governor and Lt. Governor of disaster threat conditions; current and proposed emergency management actions and activities, and other information relevant to emergency preparedness efforts, mitigation projects in progress and completed, incident disaster response, and post-event recovery.
- f. Prepare a territory CEMP which shall be integrated into, and coordinated with, the emergency management plans and programs of the federal government and be consistent with the National Incident Management System (NIMS).
- g. Conduct periodic reviews of policy, plans, programs and projects related to the emergency/disaster response to ensure compliance, consistency and cooperation among the elements and functions of preparedness, operations, recovery and mitigation activities.
- h. Implement training programs to improve the ability of Guam's emergency management personnel and EOC ESF Team representatives to prepare and implement emergency management plans and programs.
- i. Establish guidelines and schedules for annual and periodic exercises that evaluate the ability of the Guam and its political subdivisions to respond to emergencies, minor, major, and catastrophic disasters.
- j. Manage and coordinate among Government of Guam agencies, efforts to establish plans and procedures to ensure continuity of operations (COOP) and continuity of government (COG) before, during and after an incident or disaster.
- k. Assist ESF 7/Logistics in coordinating and updating the priorities for a time phased deployment list of resources to FEMA/DOD in support of federal Sealift and Airlift Command efforts.

2. Response
  - a. Upon activation, immediately staff the EOC and assume the roles of the appropriate ESFs until the Government of Guam agency representatives arrive to assume their duties.
  - b. Establish a duty roster and telephone lists for all GHS/OCD managed roles and functions in the EOC.
  - c. Set up status boards and displays, obtain data/studies and electronic files, and initiate the planning and reporting processes.
  - d. Activate, test and maintain the Incident Management System throughout the period of the disaster response/EOC activation period.
  - e. Provide notification, warning and guidance to the entire community including the general populace, visitors, as well as public and private organizations for all emergencies and disasters through the Emergency Alert System (EAS).
  - f. Advise the Governor and other Government of Guam leadership on the appropriate protective actions and response courses of action as dictated by the specific hazard, incident, or disaster.
  - g. Coordinate the priorities, activities and resources of the various ESFs through the Operations Section and its respective branches (i.e., Emergency Services, Human Services, Infrastructure Support, Response, Staging Area Group).
  - h. Manage the resource requests from first responders, command posts, incident commanders, field units, Government of Guam and federal agencies through mission assignments to the appropriate ESFs.
  - i. Assist ESF 7/Logistics in implementing the priorities for a time phased deployment list of resources to FEMA/DOD in support of federal Sealift and Airlift Command efforts.
  - j. Coordinates personnel, administrative and financial affairs related to the incident or disaster response.
  - k. Maintain situational awareness on the conduct of response and recovery operations including, but not limited to the following issues and activities:
    - i. Status of public health and associated medical efforts;
    - ii. Search and rescue (SAR) operations;
    - iii. Hazardous materials activities and concerns;
    - iv. Fire suppression and containment;
    - v. Status of evacuations and population relocation;

- vi. Shelter operations;
- vii. Finding and providing temporary housing;
- viii. Mass feeding activities;
- ix. Efforts related to addressing special needs populations (PSN), pets and other specialized unmet human needs;
- x. Status of critical infrastructure such as power, water and sewage, especially if the issues may have life threatening impacts or consequences;
- xi. Port and international airport operations;
- xii. Traffic problems or roadway transportation issues;
- xiii. Fiscal and administrative issues;
- xiv. Disposition of agricultural crops and livestock;
- xv. Status of teams deployed to the field;
- xvi. Resource shortfalls and unmet needs;
- xvii. Federal response activities and coordination; and
- xviii. Events or evolving situations that may draw media attention.

This activity will require the collaborative effort of many ESFs throughout the course of the incident disaster response and will vary depending on the type and magnitude of the situation.

- I. Collect, analyze and disseminate all information related to an incident or emergency in order to create a common operating picture, establish the operational tempo, and provide a comprehensive picture of the situation at hand, as well as chart the best courses of action to respond to the threat.
- m. Coordinate the deployment, activities and priorities, as well as reporting of the Preliminary Damage Assessment (PDA) Teams, analyze the information and consolidate their reports into a summary of the overall impact of the incident or disaster on Government of Guam operations.
- n. Activate and support the Joint Information Center (JIC) to achieve clear effective communications with the media and other public outlets of incident and disaster related information.
- o. Coordinate the activation of EAS, in response to the need to provide warning and notification to all interests throughout Guam.
- p. Conduct meetings to develop Incident Action Plans (IAP) which will govern the coordinated activities of all ESFs and associated entities for the next operational period, and disseminate those IAPs to all relevant parties.

- q. Develop courses of action toward the demobilization of deployed resources and deactivation of the EOC ESF Team.
  - r. Maintain administrative and financial records to ensure that all disaster related costs are documented.
  - s. Coordinate with all federal counterparts (i.e., FEMA, DOD, and all other federal ESF's) in effecting a fully coordinated response.
  - t. Coordinate operational activities required to ensure continuity of operations and government before, during and after an incident or disaster.
3. Recovery
- a. Deploy staff in support of Joint Field Office operations, as required.
  - b. Collect and process information concerning recovery activities while the response phase of the disaster is on-going.
  - c. Develop and disseminate Incident Action Plans, Spot Reports, and Situation Reports as appropriate.
  - d. Coordinate the establishment of staging areas, points of distribution (POD) sites, a Joint Field Office, Recovery Centers, the Joint Information Center, the deployment of any ad hoc field teams, and federal recovery facilities and emergency responders/workers in the impacted area.
  - e. Disseminate recovery information, plans, and reports to all activated Government of Guam and federal agencies and organizations actively conducting or monitoring operations during this phase.
  - f. Continue to support the activation of the JIC to insure that recovery information is relayed to the general public and businesses.
  - f. Coordinate the compilation of all information to support recovery activities.
  - g. Continue to coordinate with all federal counterparts participating in the recovery phase of the incident or disaster.
  - h. Coordinate the efforts of the EOC ESF Team to retrieve all deployed Government of Guam and federal resources during demobilization and after the event.
4. Mitigation
- a. Provide any coordination and management support to mitigation and/or redevelopment activities that may begin before and continue for several months after the EOC returns to a monitoring level.

- b. Provide any coordination and management support for any requests and directives resulting from the Governor and/or the Federal Emergency Management Agency concerning mitigation and/or redevelopment activities. Probable requests and directives include establishment of review and study teams, support of local government contracting for mitigation and/or redevelopment needs, and other similar professional, technical, and administrative activities.
- c. Generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans.
- d. Evaluate the probability and time period of a mitigation and/or redevelopment phase for this event. If a mitigation and/or redevelopment phase is probable, start pre-planning actions with the appropriate Government of Guam agencies and/or federal officials.

## **E. DIRECTION AND CONTROL**

- 1. As a part of the EOC ESF Team, GHS/OCD and other Government of Guam agencies may have to participate on several emergency teams and/or co-locate at several emergency facilities simultaneously. The following is a listing of the teams and facilities through which GHS/OCD and the entire EOC ESF Team may have to function:

### **a. Emergency Operations Center**

- i. In the event that the EOC is activated for an emergency, the EOC ESF Team Emergency Support Function (ESF) Coordinator from each respective lead agency for the ESF, or his/her designated representative, assumes responsibility as Supervisor for that function.
- ii. The ESF Supervisors coordinate with ESF support agencies in order to respond to assigned requests from the villages and directives of the EOC Director.

### **b. Joint Field Office**

- i. Upon activation of the Joint Field Office, the EOC Director or his/her designated representative, coordinate with all ESF primary and support agencies and organizations in order to provide the appropriate representatives at the Joint Field Office, when required.
- ii. Each ESF representative at the Joint Field Office will coordinate with their respective counterparts in the EOC and in any other deployed field operations.

2. **Federal Resources** - Should the EOC ESF Team foresee or have a need for resources not otherwise available, action will be taken to secure such resources through the Federal Response Plan or some other federal source. Normally, an action to secure a resource from a federal source would be coordinated with/through the Territorial Coordinating Officer (TCO) and/or the Federal Coordinating Officer (FCO). However, if an Emergency Support Function agency has no recourse through FEMA, that ESF agency may coordinate through the EOC with the federal agency that can provide the needed federal resource.
3. **Contracts and Contractors - Resources** that are available through ESF 5 may best be obtained through an agency or Government of Guam contractor, vendors, and suppliers. Resources may also be obtained from agency related entities such as local, Government of Guam, national, public, and private entities.
4. **Mitigation and/or Redevelopment** - The EOC ESF Team inherently does not have budgetary authority or funds for mitigation or redevelopment needs that result from an emergency or disaster. Therefore, the primary and support agencies for any ESF can only provide (as in-kind or matching) professional, technical, and administrative personnel and their use of related equipment to mitigation and redevelopment efforts that may follow an event. Such in-kind or matching resources can be used to support the review, investigation, contracting, and other professional, technical, and administrative tasks generally required for mitigation and/or redevelopment activities.

### III. RESPONSIBILITIES

#### A. PRIMARY AGENCY

1. Guam Homeland Security/Office of Civil Defense (GHS/OCD)
  - a. Coordinate all EOC ESF Team administrative, management, planning, training, preparedness, response, and recovery activities.
  - b. During activations, assign GHS/OCD personnel to the EOC duty schedule for the entirety of the incident or emergency.
  - c. Install, maintain and test periodically all communications and computer systems in the EOC, and JIC, as well as any assets deployed to the field.
  - d. Use the mission assignment (MA) process in providing, allocating and tasking all available and obtainable resources employed in support of all EOC ESF Team missions.

- e. Provide technical and specialty support and coordination relating to the National Incident Management Systems (NIMS), the National Response Framework (NRF), the Stafford Act and all other emergency management related plans policies and processes.
- f. Facilitate coordination meetings among the EOC ESF Team members to ensure that senior leaders' intents and priorities, the operational tempo, and situational awareness are maintained throughout all phases of an incident or disaster response.
- g. Maintain continuous communications and information flow between the EOC and the JIC, the 911 Dispatch Centers, the FEMA Area Field Office (AFO)/Region IX RRCC, deployed incident command posts, the Joint Field Office if deployed, ESF agency off-site command posts, the Joint Operation Center (JOC) and the Mayor's Offices/EOCs.
- h. Maintain continuous communications between the EOC and NAWAS, the JTFO, PTWC, the Guam National Weather Service Office, Guam EAS.
- i. Coordinates with GPD to maintain 24-hour security of the EOC and adjoining buildings/area to limit access and protect on-site located assets.
- j. If requested or required, provide offices and communications capability, if available, to any agencies or organizations to customarily assign a dedicated position in or around the EOC.
- k. Support the deployment of any assets to the Joint Field Office, Recovery Centers, or any other ad-hoc off-site operations required by the disaster response.
- l. Pre-identify locations and structures that can serve as alternate EOCs, Points of Distribution (POD), staging areas, JFOs, command posts, Recovery Centers and other field operations, and if possible prepare them for their eventual role in their assigned capacities.
- m. Act as the primary agency and assume those responsibilities for:
  - i. ESF 5 (Emergency Management); and
  - ii. ESF 15 (External Affairs).
- n. Participate in the updating and other coordination activities for:
  - i. ESF 3 - Debris Task Force (DTF);
  - ii. ESF 12 - Power Restoration Task Force (PRTF); and
  - iii. ESF 1, ESF 2, ESF 3, ESF 4, ESF 6, ESF 7, ESF 8, ESF 12, ESF 13 and ESF 16 - Fuel Prioritization List.

## **B. SUPPORT AGENCIES**

1. Bureau of Information Technology (BIT)
  - a. As required assign personnel to the EOC to assist with Planning Section functions and activities;
  - b. Assist GHS/OCD in acting as a co-lead agency in managing and responding to cyber-terrorism threats or incidents;
  - c. Provide technical and specialty support and coordination relating to information technology, cyber-terrorism, data bases and Government of Guam data systems, data backup and other computer and digital communications issues and equipment.
  - d. Ensure that all critical data required for continuity of operations (COOP) and continuity of government (COG) for Guam are maintained, available for ready use and backed up.
  
2. Bureau of Statistics and Plans (BSP)
  - a. As required assign personnel to the EOC to assist with Planning Section functions and activities;
  - b. Provide technical and specialty support and coordination relating to all statistics and data compiled by the Government of Guam to ensure that figures used as the basis for planning and operational functions is accurate and the most current available.
  - c. On the second day following the event, assume the coordination responsibilities of the PDA Teams from GHS/OCD and manage the compilation of their reports for use by the TCO and the rest of the EOC ESF Team. Upon their arrival on-scene, coordinate with FEMA ERT-A Team to share the information collected by the PDA Teams.
  - d. Assign the necessary staff with technical expertise to the fielding of an Infrastructure Section Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section through the Infrastructure Branch Director. The assigned emphasis for BSP is statistics as well as labor and employment issues.
  
3. Department of Land Management (DLM)
  - a. As required assign personnel to the EOC to assist with Planning Section functions and activities;
  - b. Provide technical and specialty support and coordination relating to preparing maps, GIS tracking activities, land use and planning issues.

4. Governor of Guam
  - a. Provide overall direction and control for response activities.
  - b. Provide policy decisions as coordinated by GHS/OCD and the EOC ESF Team in the execution of response and recovery activities before, during and after a disaster *or incident*.
  - c. Declare a State of Emergency in response to a disaster, as advised or recommended by the GHS/OCD EOC ESF Team, or warranted by the extent and severity of the event.
  
5. Department of Administration (DOA)
  - a. Coordinate all Finance and Administration Section, training, preparedness, response, and recovery activities.
  - b. Assign DOA personnel to the Finance and Administration Section duty schedule in the EOC.
  - c. DOA is the prime Government of Guam agency responsible for the managerial and pecuniary aspects of the disaster response and the lead agency for the Finance and Administration Section in the EOC.
  - d. Participate in meetings and efforts of the Finance and Administration Section with other designated agencies to address any personnel, staffing, financial, budgetary and administrative issues during activation of the EOC.
  - e. Establish, as required, emergency procurement accounts for the EOC ESF Team.
  - f. Coordinate the efforts of the Finance and Administration Section in assisting ESF 7 in retrieving all deployed Government of Guam and federal resources during demobilization and after the event.
  
6. Guam Economic Development and Commerce Authority (GEDA)
  - a. As required, assign personnel to the EOC to assist with Finance and Administration Section functions and activities;
  - b. Provide technical and specialty support and coordination relating to employment opportunities and economic growth to ensure that Guam is able to transition effectively to a post-disaster economy.
  - c. Assign the necessary staff with technical expertise to the fielding of an Infrastructure Section Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section through the Infrastructure Branch Director. The

assigned emphasis for GEDA is commercial and private sector facilities.

7. Department of Revenue and Taxation
  - a. As required, assign personnel to the EOC to assist with Finance and Administration Section functions and activities;
  - b. Provide technical and specialty support and coordination regarding the specific responsibilities of the Comptroller and financial matters in general.
  
8. Bureau of Budget and Management Research (BBMR)
  - a. As required, assign personnel to the EOC to assist with Finance and Administration Section functions and activities;
  - b. Provide technical and specialty support and coordination relating to the budgetary process and ensuring that the required funding for future recovery and long-term redevelopment is considered in the development of the budget.
  
9. Civil Service Commission (CSC)
  - a. As required, assign personnel to the EOC to assist with Finance and Administration Section functions and activities;
  - b. Provide technical and specialty support and coordination relating to personnel and employment issues associated with Government of Guam employees.

#### **IV. FINANCIAL MANAGEMENT**

##### **A. DOCUMENTATION OF INCURRED COSTS**

1. All requests for emergency management related support must originate through the EOC and be recorded in the Incident Management System. Once entered into Incident Management System and tasked as a mission assignment, ESF 5 will initiate action. The EOC Incident Management System will be used to provide a record of all payment to vendors.
  
2. Agencies must document all expenses related to their disaster activities. These include but are not limited to travel, maintenance, meals, supplies, etc. Coordinate with EOC Finance and Admin Section staff regarding expense documentation, cost recovery after the event, and communication with each agency's budget/financial sections. Agencies also work under

their own accounting principles and authorities.

## **B. NOTIFICATION OF INCURRED COSTS**

1. All agencies that have an automated financial management system must use the companion procedures and forms necessary for notification of and authorization for incurring costs.
2. All agencies that do not have an automated financial management system will use its normal financial management procedures and forms necessary for notification of and authorization for incurring costs.
3. All agencies understand that their automated financial management system, or normal financial management, procedures and forms necessary for notification of and authorization for incurring costs must be in compliance with applicable agency, territorial and federal guidelines, rules, standards, and laws.

## **V. REFERENCES AND AUTHORITIES**

### **A. AUTHORITIES AND POLICIES**

1. Guam
  - a. Guam Code Annotated Title 10 Chapter 65 § 65107;
  - b. Executive Order Number 91-09;
  - c. Executive Order Number 2011-13.
2. Federal
  - a. Post-Katrina Emergency Reform Act (PKEMRA) of 2006;
  - b. Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 USC;
  - c. Code of Federal Regulations 44;
  - d. Homeland Security Act of 2002;
  - e. Homeland Security Presidential Directive – 5, Feb 2003;
  - f. Aviation and Transportation Security Act of 2001 (P.L. 107-71 and 49 U.S.C. §114);
  - g. Part 91.137, Federal Aviation Regulation;
  - h. Pets Evacuation and Transportation Standards Act of 2006 (P.L. 109–308);

- i. Public Assistance Disaster Assistance Policies related to Sheltering and Household Pets at:  
<http://www.fema.gov/government/grant/pa/9500toc.shtm>;
- j. DAP9523.15, Eligible Costs Related to Evacuations and Sheltering, April 9, 2007;
- k. DAP 9523.18, Host-State Evacuation and Sheltering Reimbursement, July 23, 2010;
- l. DAP 9523.19, Eligible Costs related to pet Evacuations and Sheltering, October 24, 2007;
- m. DAP 9523.20, Purchases and Distribution of Ice, August 26, 2009;
- n. DAP 9525.2, Donated Resources, April 9, 2007.

## **B. REFERENCES**

- 1. Guam
  - a. Guam Emergency Response Plan, Sep 2005;
  - b. Guam Disaster Preparedness Joint Plan 101, Jan 1999;
  - c. Guam Emergency Operations Center Standard Operating Procedures, Version 2.4;
  - d. All-Hazards Alert and Notification Operations Manual; and
  - e. Mission Assignment Standard Operating Procedure (Draft, March 2005).
  
- 2. Federal
  - a. Guam All-Hazards Catastrophic Operation Plan, August 2010;
  - b. Guam Catastrophic Typhoon Operations Plan, August 2010;
  - c. Guam Catastrophic Typhoon Plan, August 2010;
  - d. National Incident Management System, Dec 2008;
  - e. National Response Framework, Jan 2008;
  - f. National Disaster Recovery Framework, May 2013;
  - g. Comprehensive Preparedness Guide 10 (CPG 101, Version 2.0), Developing and Maintaining Emergency Operations Plans.

## APPENDIX VI: EMERGENCY SUPPORT FUNCTION 6 – MASS CARE

**PRIMARY AGENCIES:** Department of Education (DOE); Mayors' Council of Guam (MCOG); Office of Civil Defense (GHS/OCD)

**SUPPORT AGENCIES:** Department of Integrated Services for Individuals with Disabilities (DISID); Department of Land Management (DLM); Department of Public Health & Social Services (DPHSS); Department of Public Works (DPW); Guam Fire Department (GFD); Guam Housing & Urban Renewal Authority (GHURA); Guam National Guard (GUNG); Guam Police Department (GPD); Guam Housing Corporation (GHC); Guam Visitors' Bureau (GVB); Guam Hotel and Restaurant Association (GHRA); Guam Department of Administration/Guam Services Agency (DOA/GSA); Department of Agriculture (DOAg); Department of Correction (DOC); Behavioral Health and Wellness Center (GBHWC); Guam International Airport Authority (GIAA); Guam Waterworks Authority (GWA); Port Authority of Guam (PAG); and Support Non-Governmental Organizations: American Red Cross; The Salvation Army (SA); Guam Voluntary Organizations Active in Disasters (GuVOAD); Japan Guam Travel Association (JGTA).

### I. INTRODUCTION

#### A. PURPOSE

Emergency Support Function 6 (ESF 6) deals with the actions that are taken to protect evacuees and other disaster victims from the effects of the disaster. It is the government's role to provide for mass care of its citizens immediately prior to, during and following an emergency or disaster. The purpose of this ESF is to ensure that the needs of disaster-impacted populations are addressed by coordinating Government of Guam ESF 6 assistance to impacted areas.

ESF 6 supports and augments the territory mass care, emergency assistance, housing and select human services missions.

#### B. SCOPE

The procedures and actions provided by Functional Annex I include, but are not limited to, providing mass care to victims requiring shelter because of disaster.

When directed by the Emergency Operations Center (EOC) Director, ESF 6 services and programs are implemented to assist individuals and households

impacted by potential or actual disaster incidents.

During the Response Phase of the disaster, the Department of Education (DOE), Mayors' Council of Guam (MCOG) and the Guam Homeland Security/Office of Civil Defense (GHS/OCD) coordinate and lead territorial resources as required to support Government of Guam agencies and non-governmental organizations (NGOs) in the performance of mass care, emergency assistance and select human services missions. During the Recovery Phase of the disaster, DOE, MCOG, GHS/OCD and its Recovery Coordination Office (RCO) coordinate and lead territorial resources as required to support Government of Guam agencies and NGOs in the performance of mass care, emergency assistance and select human services missions.

ESF 6 is a component of the Human Services Branch of the Operations Section of the EOC. (See Annex D – EOC Staffing Pattern of the EOC Standard Operating Procedures Version 2.4)

ESF 6 is divided into four functional areas: Mass Care, Emergency Assistance, Housing and Human Services.

1. **Mass Care:** Includes sheltering, feeding operations, emergency first aid, distribution of relief supplies, and collecting and providing information on survivors to family members. Also included in this functional area is the safeguarding and care of visitors and tourists.
2. **Emergency Assistance:** Assistance required by individuals, families, and their communities to ensure that immediate needs beyond the scope of the traditional “mass care” services provided at the local level are addressed. These services include support to evacuations (including registration and tracking of evacuees); reunification of families; functional needs support services; and non-conventional shelter management.
3. **Housing:** Includes housing options such as rental assistance, repair, loan assistance, replacement, factory-built housing, semi-permanent and permanent construction, referrals, identification and provision of accessible housing, and access to other sources of housing assistance. This assistance is guided by the National Disaster Housing Strategy.
4. **Human Services:** Includes coordination of select programs to assist disaster survivors. These programs include the Disaster Supplemental Nutrition Assistance Program (DSNAP), disaster unemployment, and temporary disaster employment.

ESF 6's American Red Cross, The Salvation Army (SA) and Guam Voluntary Organizations Active in Disasters (GuVOAD) components provide central points for coordination of information and activities of voluntary agencies responding in

times of disaster and the effective utilization of donated goods.

ESF 11, Agriculture and Natural Resources, coordinates food and other essential services to household pets and service animals when owners are sheltered or evacuated.

Responsibility for coordination of disaster housing issues lies within the Guam Housing and Urban Renewal Authority (GHURA), Guam Housing Corporation (GHC) and GHS/OCD's Recovery Coordination Office (RCO).

### **C. NOTIFICATIONS**

1. The EOC Director or EOC Duty Officer will notify the ESF 6 primary agency, DOE, when an area or the entirety of Guam is threatened or has been impacted by an emergency or disaster event and activates the EOC to (select ESFs) or Level 1 (full activation).
2. The DOE designated personnel will report to the EOC if so advised or requested by the EOC Director or EOC Duty Officer.
3. As warranted by the scope of the impending event, ESF 6 will notify the appropriate support agencies.
4. The designated support agencies when notified will report to the EOC if so advised or requested by the primary agency.
5. The support agencies designated to report to the EOC will notify their agencies as well as any designated emergency operations personnel of the impending or actual event.

### **D. POLICIES**

1. All issues of policy, coordination of operations and the direction and control of mass care of the citizens of Guam rests with the Office of Civil Defense (GHS/OCD), in collaboration with the Department of Education (DOE) and the Mayors' Council of Guam (MCOG).
2. The basic policies where operations, direction and control of mass care are based from are as follows:
  - a. Executive Order No. 91-09;
  - b. Robert T. Stafford Disaster Relief and Emergency Assistance Act (P.L. 93-288, as amended);

- c. Post-Katrina Emergency Reform Act (PKEMRA) of 2006; and
  - d. State Administrative Plan Individuals and Households Program (IHP)/Other Needs Assistance (ONA).
3. ESF 6 will assist in coordination with impacted villages/communities, Government of Guam agencies and organizations without regard to race, color, religion, nationality, sex, age, disability, limited English proficiency, or economic status.
  4. Service animals shall remain with the persons to whom they are assigned throughout every stage of disaster assistance.
  5. ESF 6 is responsible for reporting the locations, status and populations of all shelters on Guam, to include shelters for persons with medical special needs and pet friendly shelters. ESF 6 will verify and update, as required, the territorial shelter information in the National Shelter System (NSS) database.
  6. Duplication of effort and benefits will be reduced to the extent possible.

## II. CONCEPT OF OPERATIONS

### A. GENERAL

The determination of when shelters are opened will rest with the GHS/OCD in conjunction with the guidance of the Governor. During typhoon preparations, when the Governor declares Condition 2, the shelters will be opened for those requiring sheltering.

1. There are pre-determined public schools that will serve as shelters (see Appendix A). The intent is to identify other community facilities, such as: the village gymnasiums, community and/or senior citizens' centers, and the Harmon Sports Complex as the primary shelters rather than the Department of Education's (DOE) school facilities. Until these other facilities are identified and hardened, DOE will continue to take the lead in determining which school locations will be opened as shelters and make necessary preparations at Condition 3 so the shelters are operational when Condition 2 is declared. All plans and logistics will be coordinated with the GHS/OCD at the EOC.
2. Shelteree Relocation Action Procedures (see Appendix B) outlines daily objectives for the primary and support agencies following the "All Clear" to assist in the relocation of those sheltered in the schools to temporary, alternate housing.

3. The American Red Cross and the GHS/OCD, in cooperation with the DOE, MCOG and other support agencies, provide bi-annual training and exercises as needed to staff identified to perform ESF 6 activities during preparation, response and recovery phases of a disaster.
4. ESF 6 Primary and Support Agencies conduct their activities at the GHS/OCD Emergency Operations Center, the Joint Field Office and applicable field sites.
5. When required, ESF 6 coordinates closely with DHS/FEMA, in its role in federal ESF 6, to provide federal mass care resources to assist and augment the territorial mass care capabilities.
6. Initial response activities will focus on the immediate needs of the survivors.
7. Recovery efforts are initiated concurrently with response activities.
8. Capabilities and resources of the private sector will be incorporated into ESF 6 activities.

## **B. ORGANIZATION**

DOE and Mayors Council of Guam (MCOG) in conjunction with the GHS/OCD will coordinate the provisions of this annex with support from the response agencies at the EOC.

1. Support agencies may include but not limited to:
  - a. American Red Cross;
  - b. Department of Integrated Services for Individuals with Disabilities (DISID);
  - c. Department of Public Health & Social Services (DPHSS);
  - d. Department of Public Works (DPW);
  - e. Guam Fire Department (GFD);
  - f. Guam Housing & Urban Renewal Authority (GHURA);
  - g. Guam National Guard (GUNG);
  - h. Guam Voluntary Organizations Active in Disasters (GuVOAD);
  - i. The Salvation Army (SA);
  - j. Guam Housing Corporation (GHC);

- k. Guam Behavioral Health and Wellness Center (GBHWC);
  - l. Department of Administration/General Services Agency (DOA/GSA);  
and
  - m. Guam Visitors Bureau (GVB).
2. The response structure will be island wide; when activated, representatives from ESF 6 Primary and Support agencies report to the EOC.

### **C. FUNCTIONAL AREAS**

1. Mass Care: ESF 6 works at the direction of the EOC Director and the Human Services Branch Director to ensure mass care services are provided to the affected population. The focus of mass care activities at the territorial level are:
- a. Respond to requests for mass care support from the DOE, villages or MCOG.
  - b. Report on mass care activities in a timely manner to the EOC.
  - c. Coordinate closely with American Red Cross, The Salvation Army and other non-governmental organizations (NGO) and the Guam Voluntary Organizations Active in Disaster (GuVOAD) to assist and augment their mass care capabilities, when required, through the allocation of the territorial and federal resources.
  - d. Coordinating for the safety, care, and evacuation of visitors to Guam, especially at resorts and other tourist enclaves.
2. Emergency Assistance: ESF 6 works at the direction of the EOC Director to ensure emergency assistance services are provided to the affected population. The focus of emergency assistance activities at the territorial level are:
- a. Coordinate with federal, territorial agencies, as well as non-governmental organizations, to facilitate mass evacuations, when required.
  - b. Coordinate with federal, territorial agencies, as well as non-governmental organizations, to facilitate reunification of separated family members.
  - c. Coordinate with federal, territorial agencies, as well as non-governmental organizations, to address the functional needs of non-medical special needs populations. Individuals in need of additional assistance may include those who:

- i. Have disabilities;
    - ii. Live in integrated residential settings;
    - iii. Are elderly;
    - iv. Are from diverse cultures;
    - v. Have limited English proficiency or who are non-English speaking;
    - vi. Are children;
    - vii. Are expectant mothers; and
    - viii. Are transportation disadvantaged.
  - d. Coordinate with federal, territorial agencies, as well as non-governmental organizations, in securing conventional and non-conventional mass shelter facilities when traditional mass care systems are overwhelmed. Non-conventional shelter may include:
    - i. Hotel, motels, and other single-room facilities.
    - ii. Temporary facilities such as tents, prefab module facilities, and ships.
    - iii. Other specialized congregate care areas that may include respite centers, rescue areas, and decontamination processing centers.
- 3. Human Services: ESF 6 works at the direction of the EOC Director.
  - a. Emergency food stamps: provides a means to supplement income for those families negatively impacted by the effects of a disaster through loss of food due to power loss, income loss or damages to residence. Regular Food Stamp program participants are not eligible for this program, as they receive separate benefits.
  - b. Disaster unemployment assistance: provides financial assistance to individuals whose employment or self-employment has been lost or interrupted as a direct result of a major disaster declared by the President.
  - c. Temporary disaster employment: provides temporary jobs in affected communities through the employment of federal grants for this purpose. These funds are primarily used to provide temporary employment for persons who lost their jobs as a result of these disasters.
  - d. Crisis counseling;
  - e. Legal services; and

- f. Health and wellness services.
4. Meet mission assignments through available or obtainable resources from other ESF EOC Team agencies, the private sector, those available through mutual-aid agreements, as well as federal sources including the Federal Emergency Management Agency (FEMA).

#### **D. OPERATIONAL PRIORITIES AND GOALS**

1. Preparedness
  - a. Participate in the review and revision of Appendix VI to the Guam Comprehensive Emergency Management Plan and related EOC ESF Team Standard Operating Guidelines;
  - b. Attend and participate in ESF 6 meetings, training sessions, conferences, and exercises;
  - c. Develop, test, and maintain manual or automated listings of the following:
    - i. Agency emergency points of contact that need to be contacted by agency representative(s) assigned to ESF 6;
    - ii. Primary and secondary shelter facilities including personnel responsible for opening and managing as shelters, capacities and other information critical for its use such as restrooms, kitchens and other human needs amenities;
    - iii. Points of contact for agency obtainable mass care resources (from agency contractors, vendors, etc.) such as equipment and equipment operators.
  - d. Assist in developing and updating the Fuel Prioritization List to ensure the steady supply of fuel to all emergency generators placed at mass care and shelter facilities and equipment pre and post event.
  - e. Review as necessary each support agency's automated or manual listings of emergency contacts.
  - f. Review as necessary each support agency's resource contracts or agreements with private firms to insure they will be viable for the initiation and sustainment of response and recovery operations.
  - g. Plan and prepare the notification systems and operational procedures to support an emergency disaster response.
  - h. Establish reporting procedures that generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans.

2. Response
  - a. When Condition of Readiness (COR) 3 is officially declared, plans will be implemented to prepare the shelters to receive those needing the service.
  - b. When COR 2 is officially declared, shelters will be opened so residents who need to evacuate can find safe housing until COR 4 is ordered. At that time shelters will remain open for a period of time following COR 4 until those sheltered can return to their homes or find alternate housing.
  - c. Monitor and report on:
    - i. Status of opened shelters;
    - ii. Status of feeding stations and their operations;
    - iii. Bulk distribution of emergency items;
    - iv. The need for emergency first aid;
    - v. Efforts regarding family reunification; and
    - vi. Status of non-medical special needs populations or assisted living facilities.
  - d. Evaluate and task mass care requests and coordinate the resolution of any human needs issues
  - e. Evaluate and task mass care requests for threatened and/or impacted areas.
  - f. Coordinate with the Tourist Planning Task Force (TPTF) on possible sheltering, transportation and feeding needs in response to evacuations or mass displacement of tourist populations.
  - g. Plan and prepare to support the deployment of a Preliminary Damage Assessment (PDA) and any other pre-planned or ad-hoc response teams necessitated by an incident or disaster.
  - h. Support the requests and directives resulting from a Governor declared State of Emergency and/or request for a federal emergency and/or disaster declaration.
  - i. Coordinate with ESF 1 (Transportation), ESF 3 (Public Works and Engineering), ESF 8 (Public Health and Medical) and federal ESF 7/Logistics to establish a transportation system to ensure the movement of personnel and resources from the Seaport and Airport to logistical areas such as staging areas, points of distribution (POD), shelters and other key sites for response and recovery operations.

- j. Coordinate with ESF 7 for the provision of fuel and other maintenance support for emergency generators stationed at shelters and other mass care facilities.
- k. Assist in the development, execution and updating of the Fuel Prioritization List before and after the incident to ensure that emergency generators at shelters and other mass care facilities do not run out of fuel during their operation.
- l. Coordinate with ESF 13 to establish and maintain on-site security at shelters and other facilities essential for ESF 6 operations.
- m. Generate in a timely manner, information to be included in Emergency Operations Center briefings, situation reports, and/or action plans.
- n. Activate the "Notifications" sequence listed in Section I.C (Notification) above.
- o. Assign and schedule sufficient personnel to cover an activation of the EOC for an extended period of time.
- p. Review as necessary each support agency's automated or manual listings of emergency contacts.
- q. Make and maintain contact with all mass care counterparts at the federal and local levels according to established procedures.
- r. Maintain appropriate records of work schedules and costs incurred by ESF 6 agencies and organizations during an event.
- s. Evaluate the probability and time period of the recovery phase for the event. If a recovery phase is probable, start pre-planning for recovery actions.
- t. Organize a Guam VOAD, under the auspices of the ESF 6, to identify needs, collect and distribute donations, coordinate with sources of donations, and manage a phone bank. The Guam VOAD shall also undertake the following:
  - i. Identify collection and distribution centers with the EOC and request for assistance in the setup and sustainment of these locations.
  - ii. Receive and distribute donated goods and services.
  - iii. Manage the handling of unsolicited, unwanted and non-useful donations.
  - iv. Manage the donation of pharmaceutical supplies or other medicines.
  - v. Manage monetary donations.
  - vi. Work with ESF1 to coordinate transportation, ESF 3 for

disposal, and ESF 7 for logistical support.

- u. In conjunction with GHS/OCD, ESF 8 and federal ESF 8 coordinate the use and preparation of a hardened facility to receive the Hawaii DMAT, Incident Support Team (IST), and Incident Response Coordination Team (IRCT).
- v. Coordinate the mass care requirements of resorts and other concentrations of tourists, including:
  - i. Assisting in the coordination required to integrate and implement tourist response operations and requirements into the activities of the Emergency Operations Center (EOC).
  - ii. Coordinating with the hotel industry and tourist interests to identify resource capabilities and requirements to include overall shelter space available, food and water capabilities, emergency power capabilities, and generator refueling requirements
  - iii. Providing situational awareness to the EOC and to the Guam tourism industry regarding the response activities and requirements of both parties to ensure a common operating picture is maintained throughout and emergency event or disaster.
  - iv. Coordinating the preparation and release of tourism specific public service announcement (PSA) and other broadcasted advisories to ensure the EOCs response activities pertaining to the tourism industry are known and, if necessary, complied with.
  - v. Assisting in the coordination of sheltering or evacuation operations for tourists in response to an approaching threat or an event that has already occurred.
  - vi. Coordinating the preliminary damage and impact assessments of the hotels and resorts and compiles those findings to the Human Services Branch Director in the EOC.
  - vii. Coordinating with foreign consulates in the arrangements needed for protecting on-island foreign nationals and/or evacuating them.

### 3. Recovery

- a. Monitor and report on the status of all ongoing human needs issues including the need for long-term temporary housing, sheltering, feeding or feeding operations; the disposition of food stamp and other aid programs; efforts to temporarily employ individuals who have lost their jobs to the impacts of the disaster.
- b. Evaluate any new mass care requests and coordinate the resolution of any human needs issues or concerns.
- c. Generate in a timely manner, information to be included in EOC

briefings, situation reports, and/or action plans.

- d. Plan and prepare the notification systems and operational procedures to sustain Points of Distribution (PODs), Joint Field Offices, Recovery Centers, Joint Information Centers, the deployment of PDA teams, and other Territory of Guam and federal recovery facilities and emergency workers in the impacted area.
- e. Plan and prepare for the continued support of all federal ESF 6 personnel.
- f. Assign and schedule sufficient personnel to cover an activation of the Emergency Operations Center for an extended period of time.
- g. Maintain appropriate records of work schedules and costs incurred by ESF 6 agencies during an event.
- h. Seek information concerning the projected date the EOC will deactivate.
- i. Sustain the operations of the Guam VOAD until no longer needed.

## **E. DIRECTION AND CONTROL**

As a part of the EOC ESF Team, agencies of ESF 6 may have to participate on several emergency teams and/or co-locate at several emergency facilities simultaneously. The following is a listing of the teams and facilities through which ESF 6 may have to function:

1. **Territorial Emergency Operations Center**
  - a. In the event that the EOC is activated for an emergency, the EOC ESF Team Emergency Support Function (ESF) Coordinator for the Department of Education or his/her designated representative, assumes responsibility as Supervisor for ESF 6.
  - b. The ESF 6 Supervisor coordinates with ESF 6 support agencies in order to respond to assigned requests from the villages and directives of the EOC Director.
  
2. **Joint Field Office**
  - a. Upon activation of the Joint Field Office (JFO), the EOC Director or his/her designated representative, coordinate with ESF 6 support agencies in order to provide an ESF 6 representative at the JFO, when required.
  - b. The ESF 6 representative at the JFO coordinates with ESF 6 support

agencies.

3. **Federal Resources** - Should ESF 6 foresee or have a need for resources not otherwise available, action will be taken to secure such resources through the Federal Response Plan or some other federal source. Normally, an action to secure a resource from a federal source would be coordinated with/through the Territorial Coordinating Officer (TCO) and/or the Federal Coordinating Officer (FCO). However, if an Emergency Support Function agency has no recourse through FEMA, that ESF 6 agency may coordinate directly with the federal agency that can provide the needed federal resource.
4. **Contracts and Contractors** - Resources that are available through ESF 6 may best be obtained through an agency or Territory of Guam contractor, vendors, and suppliers. Resources may also be obtained from agency related entities such as local, Territory of Guam, national, public, and private entities.
5. **Mitigation and/or Redevelopment** - ESF 6 does not have budgetary authority or funds for mitigation or redevelopment needs that result from an emergency or disaster. Therefore, the primary and support agencies for ESF 6 can only provide (as in-kind or matching) professional, technical, and administrative personnel and their use of related equipment to mitigation and redevelopment efforts that may follow an event. Such in-kind or matching resources can be used to support the review, investigation, contracting, and other professional, technical, and administrative tasks generally required for mitigation and/or redevelopment activities.

### III. RESPONSIBILITIES

#### A. PRIMARY AGENCIES

1. Department of Education (DOE)
  - a. Prepare and manage shelters from Condition 3 to such time following the "All Clear" when all those sheltered can be relocated to temporary alternate housing.
  - b. Coordinate with ESF 1 (Transportation) on the rapid deployment of school buses to undertake the transport of students back home in cases where the shelters may need to be opened in the middle of the school day.
  - c. Coordinate with ESF 1 on the disposition and use of any Populations

- with Special Needs (PSN) buses in the DOE inventory.
- d. Return schools to safe and operational conditions to allow classes to resume reasonably within 72 hours.
  - e. Maintain and revise as needed the Sheltering Appendix and the Multi-Agency Mass Feeding Appendix of this annex.
  - f. Recruit and train personnel to adequately staff and operate ESF 6 during activation, with a priority to tasks in the Preparation and Response phases of emergency events.
  - g. Maintain a roster of ESF 6 trained personnel.
  - h. Assist ESF 1 in establishing and sustaining a transportation system to ensure the movement of personnel and resources from the Seaport and Airport to logistical areas such as staging areas, points of distribution (POD), shelters and other key sites for response and recovery operations.
  - i. Assist in developing and updating a Fuel Prioritization List to insure the efficient and adequate allocation and fuel to ESF 6 open shelter, other critical facilities and equipment.
  - j. Assign the necessary staff with technical expertise to the fielding of a Human Services Section Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section through the Human Services Branch Director. The assigned emphasis for DOE is shelter facility and management issues.
2. Mayor's Council of Guam (MCOG)
- a. Maintain communications with ESF 6 to coordinate the needs of the villages, their residents and visitors and their businesses.
  - b. Coordinate the needs of the village Mayors who will identify residents needing sheltering and transportation.
  - c. Assign the necessary staff with technical expertise to the fielding of a Human Services Section PDA Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section through the Infrastructure Branch Director. The assigned emphasis for MCOG is to prepare the Village Mayor's Reports.
3. Guam Homeland Security/Office of Civil Defense (GHS/OCD)
- a. Coordinate all requests for assistance, materials and supplies made by

- the Department of Education, Mayors' Council of Guam and response agencies at the EOC.
- b. Coordinate with FEMA to assist in the pre-identification, establishment and demobilization of federal and Territory of Guam staging areas, and points of distribution (POD) for the provision of human needs materiel, as well as supplies for other response and recovery efforts.
  - c. Human Services Branch shall during activation:
    - i. Facilitate the formation of the Guam VOAD.
    - ii. Coordinate all Guam VOAD requests and missions.
    - iii. Activate plans for the identification of collection and distribution centers and the phone bank.
  - d. Preliminary Damage Assessment (PDA) Teams
    - i. Coordinate the initial operations, procedures, and priorities of all Preliminary Damage Assessment (PDA) Teams, including those of the Human Services Branch.
    - ii. Consolidate all preliminary damage reports, including those from the Human Services Section, into a single document.
    - iii. Ensure that Human Services reports and information about sheltering, mass feeding, long-term housing and other human needs issues are communicated to FEMA for the initiation of the federal response and recovery effort.
  - e. In conjunction with GHS/OCD, ESF 8 (Public Health and Medical Services) and federal ESF 8 coordinate the use and preparation of a hardened facility to receive the Hawaii DMAT, Incident Support Team (IST), and Incident Response Coordination Team (IRCT).

## **B. SUPPORT AGENCIES**

- 1. Department of Integrated Services for Individuals with Disabilities (DISID)
  - a. Maintain continuous communications with the EOC and ESF 6 to coordinate assistance to individuals with disabilities in support of assigned missions related to human needs.
  - b. Provide assistance for individuals with disabilities and coordinates/facilitates referrals.
  - c. Assess accessibility issues at shelters.

- d. Provide GHS/OCD and MCOG with a registry of individuals with disabilities who need assistance
2. Department of Land Management (DLM) - Provide technical planning requirements and/or plans for available lands for emergency mass care (temporary sites) and alternate sites.
  3. Department of Public Health & Social Services (DPHSS)
    - a. Maintain continuous communications with ESF 6 to coordinate the need for medical and health services at the shelters in support of assigned missions related to human needs.
    - b. Identify alternate shelter locations to accommodate those requiring special medical assistance and care.
    - c. Facilitate in the coordination of the transport and needs of those who are medically dependent or requiring special care.
    - d. Identify an area suitable to quarantine those with infectious diseases.
    - e. Develop an MOU with private clinics and care centers for the sheltering and care of those who are medically dependent.
    - f. Assign the necessary staff with technical expertise to the fielding of a Human Services Section PDA Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section through the Human Services Branch Director. The assigned emphasis for DPHSS is populations with special needs (PSNs) and medically dependent seniors.
  4. Department of Public Works (DPW) - Support DOE and MCOG and coordinate the transport of those needing shelter as requested.
  5. Guam Fire Department (GFD) – Assist with the provision of Emergency Medical Services (EMS) units to assist with transportation of those requiring special medical assistance.
  6. Guam Housing & Urban Renewal Authority (GHURA)
    - a. Assist the DOE and MCOG in the relocation of those people in shelters from schools facilities to temporary housing following the event.
    - b. Assist in identifying alternate temporary housing that can be used for those requiring long-term accommodations.
    - c. Establish placement procedures to relocate those requiring short or long-term accommodations.

- d. Assign the necessary staff with technical expertise to the fielding of a Human Services Section PDA Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section through the Human Services Branch Director. The assigned emphasis for GHURA is the entire housing stock.
7. Guam National Guard (GUNG)
    - a. Augment GPD and support any security and traffic direction/control requirements.
    - b. Support transportation requirements.
  8. Guam Police Department (GPD)
    - a. Coordinate with DOE on the need for shelter security.
    - b. Coordinate request for security with the GUNG.
  9. Guam Housing Corporation (GHC) – Coordinate with GHURA on the availability of private and public housing stock available for use as short or long term housing for displaced disaster populations.
  10. Guam Visitors Bureau (GVB)
    - a. Assign GVB personnel to the duty schedule in the EOC, as required by the EOC Director/TCO.
    - b. Coordinate/facilitate any efforts with other designated agencies to address any mass care and evacuation issues related to the tourism industry.
    - c. Coordinate with ESF 7 to establish, as required, emergency procurement accounts for any unmet needs of resources and equipment.
    - d. Provide staff to the JFO, as appropriate or required by the EOC Director/TCO, to partner with federal counterparts to ensure a unified response and recovery efforts.
    - e. Maintain contact with the tourism industry and foreign consulates.
    - f. If requested by ESF 6, participate in the planning and implementation efforts of the Tourist Planning Task Force (TPTF) in addressing tourism mass care and evacuations.

## **C. OTHER RESPONSE AGENCIES/FUNCTIONS**

1. ESF 1 (Transportation) - Coordinate the provision of transportation assets for any evacuation operations.
2. ESF 3 (Public Works and Engineering) - Provide status information and assistance in clearing debris and other impediments along all evacuation routes.
3. ESF 6 (Mass Care, Housing, and Human Services) and ESF 8 (Public Health and Medical Services):
  - a. In concert with GHS/OCD, assist in the movement of identified special medical needs individuals to the designated Alternate Care Facility (ACF); and
  - b. Prepare a prioritized list of special medical needs evacuations to be implemented as needed after an event of disaster.
4. ESF 15 (External Affairs)/Joint Information Center (JIC) - Provide assistance in the development and broadcast of tourist information and advisories regarding their actions during the event.
5. ESF 13 (Public Safety and Security) - Report the status of roadways (i.e., road conditions, congestion, traffic issues) along all evacuation routes.
6. Guam Hotel and Restaurant Association (GHRA)
  - a. Maintain communications with ESF 6 and the GVB to coordinate evacuation, mass care or other operations in support of any tourism and resort-related requirements.
  - b. With receipt of a mission assignment from the EOC, provide the support needed to fulfill that request.
  - c. Activate and operate the offsite GHRA command post located at a pre-designated hotel as required or directed by the EOC.
  - d. Report the status of hotels and resort facilities, as well as any unmet needs to GVB and ESF 6 during the activation, or as requested by the EOC ESF Team.
  - e. Maintain appropriate records of work schedules and costs incurred in support of the EOC response and recovery operations during an event.
  - f. Assist in the updating of any priority list or other planning efforts required by the EOC to prepare for its missions.
7. Guam Department of Administration/Guam Services Agency (GSA) – Provide assistance to ESF 6 in its efforts to fulfill mission requests and other requirements in support of mass care operations.

8. Department of Agriculture (DOAg) – Provide assistance to ESF 6 in its efforts to fulfill mission requests and other requirements in support of mass care operations.
9. Department of Correction (DOC) – Coordinate with ESF 6 to ensure that any unmet human needs issues for detainees in DOC facilities are addressed, as necessary.
10. Behavioral Health and Wellness Center (GBHWC) – Provide assistance to ESF 6 in its efforts to fulfill mission requests and other requirements in support of mass care operations, especially with respect to crisis counseling for victims and responders.
11. Guam International Airport Authority (GIAA) – Coordinate with ESF 6 to ensure that any human needs issues for airline passengers stranded at the airport facilities and evacuating tourists are addressed, as necessary.
12. Guam Waterworks Authority (GWA) – Provide assistance to ESF 6 in its efforts to fulfill mission requests and other requirements in support of mass care operations.
13. Port Authority of Guam (PAG) – Provide assistance to ESF 6 in its efforts to fulfill mission requests and other requirements in support of mass care operations.

**D. NON-GOVERNMENTAL SUPPORT AGENCIES**

1. American Red Cross
  - a. Maintain continuous communications with the EOC and ESF 6 to coordinate assistance to individuals with disabilities in support of assigned missions related to human needs.
  - b. During a Federal Disaster Declaration where ESF 6 is activated, the local chapter of the American Red Cross will assume a role to coordinate with DOE the feeding and care of those sheltered.
  - c. Provide Transient Accommodation Program for those displaced and homeless.
  - d. Coordinate with the ESF 6 and the Guam VOAD on the management donated goods.
  - e. Assign the necessary staff with technical expertise to the fielding of a Human Services Section PDA Team that will be responsible for completing an initial survey of damage in their area of responsibility

and submit a report to the Information and Planning Section through the Human Services Branch Director.

2. The Salvation Army (SA)
  - a. Maintain continuous communications with the EOC and ESF 6 to coordinate assistance to individuals with disabilities in support of assigned missions related to human needs.
  - b. Serve as the primary support agency coordinating with the Guam VOAD response activities.
  - c. Provide requested support services for additional assistance and unmet needs during long term recovery.
3. Guam Voluntary Organizations Active in Disasters (GuVOAD)
  - a. Ensure the availability of needed disaster services and to encourage uniform, impartial provision of these services.
  - b. Develop and maintain member agency profiles describing resources available and services that would be provided in disaster preparedness, response and recovery.
  - c. Ensure a collaborative, effective and timely disaster response among member organizations.
4. Japan Guam Travel Association (JGTA) - Coordinate with GVB and the GHRA to assist in addressing tourism and resort related requirements in support of the EOCs response and recovery operations.

## **VI. FINANCIAL MANAGEMENT**

### **A. DOCUMENTATION OF INCURRED COSTS**

1. All requests for shelter, housing and human needs support must originate through the EOC and be recorded in the Incident Management System. Once entered into Incident Management System and tasked as a mission assignment, ESF 6 will initiate action. The EOC Incident Management System will be used to provide a record of all payment to vendors.
2. Agencies must document all expenses related to their disaster activities. These include but are not limited to travel, maintenance, meals, supplies, etc. Coordinate with EOC Finance and Admin Section staff regarding expense documentation, cost recovery after the event, and communication with each agency's budget/financial sections. Agencies also work under

their own accounting principles and authorities.

#### **B. NOTIFICATION OF INCURRED COSTS**

1. All agencies that have an automated financial management system must use the companion procedures and forms necessary for notification of and authorization for incurring costs.
2. All agencies that do not have an automated financial management system will use its normal financial management procedures and forms necessary for notification of and authorization for incurring costs.
3. All agencies understand that their automated financial management system, or normal financial management, procedures and forms necessary for notification of and authorization for incurring costs must be in compliance with applicable agency, territorial and federal guidelines, rules, standards, and laws.

### **VII. REFERENCES AND AUTHORITIES**

#### **A. AUTHORITIES AND POLICIES**

1. Guam
  - a. Guam Code Annotated Title 10 Chapter 65 § 65107;
  - b. Executive Order Number 91-09; and
  - c. Executive Order Number 2011-13.
2. Federal
  - a. Post-Katrina Emergency Reform Act (PKEMRA) of 2006;
  - b. Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 USC;
  - c. Code of Federal Regulations 44;
  - d. Homeland Security Act of 2002;
  - e. Homeland Security Presidential Directive – 5, Feb 2003;
  - f. Public Assistance Disaster Assistance Policies related to Sheltering and Household Pets at:  
<http://www.fema.gov/government/grant/pa/9500toc.shtm>;

- g. DAP9523.15, Eligible Costs Related to Evacuations and Sheltering, April 9, 2007;
- h. DAP 9523.18, Host-State Evacuation and Sheltering Reimbursement, July 23, 2010;
- i. DAP 9523.19, Eligible Costs related to pet Evacuations and Sheltering, October 24, 2007;
- j. DAP 9523.20, Purchases and Distribution of Ice, August 26, 2009;
- k. DAP 9525.2, Donated Resources, April 9, 2007;
- l. Americans With Disabilities Act Of 1990; and
- m. Section 504 Of The Rehabilitation Act.

## **B. REFERENCES**

- 1. Guam
  - a. Guam Emergency Response Plan, Sep 2005;
  - b. Guam Disaster Preparedness Joint Plan 101, Jan 1999;
  - c. Guam Emergency Operations Center Standard Operating Procedures, Version 2.4;
  - d. All-Hazards Alert and Notification Operations Manual;
  - e. Mission Assignment Standard Operating Procedure (Draft, March 2005); and
  
- 2. Federal
  - a. Guam All-Hazards Catastrophic Operation Plan, August 2010;
  - b. Guam Catastrophic Typhoon Operations Plan, August 2010;
  - c. Guam Catastrophic Typhoon Plan, August 2010;
  - d. National Incident Management System, Dec 2008;
  - e. National Response Framework, Jan 2008;
  - f. National Disaster Recovery Framework, May 2013; and
  - g. FEMA Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters, November 2010.

## APPENDIX VII: EMERGENCY SUPPORT FUNCTION 7 – RESOURCE SUPPORT

**PRIMARY AGENCY:** Guam Department of Administration/General Services Administration (GSA)

**SUPPORT AGENCIES:** Department of Labor (DOL); Agency for Human Resources Development (AHRD); Guam Homeland Security/Office of Civil Defense (GHS/OCD); Mayor’s Council of Guam (MCOG); Revenue and Taxation (REV/TAX); Bureau of Budget Management Resources (BBMR); Bureau of Statistics and Plans (BOSP); Department of Chamorro Affairs.

### I. INTRODUCTION

The resource support functional annex describes the means, organization, and process by which the Government of Guam will find, obtain, allocate, and distribute resources to satisfy needs that are generated during an emergency.

Emergency Support Function 7 resources and management capabilities will be coordinated through the Emergency Operations Center (EOC) when activated.

ESF 7 may also obtain resources (human, technical, equipment, facility, materials, and supplies) through agency contractors, vendors, and suppliers. Resources may also be obtained from agency related local, Government of Guam, national, public, private associations, and/or groups.

### III. CONCEPT OF OPERATIONS

#### A. GENERAL

The Department of Administration/General Services Administration (GSA) will establish emergency accounts for all response agencies to accommodate pre-event preparedness expenditures and activities through deactivation of the response effort following the emergency or disaster.

GSA will provide the logistics to source, acquire and distribute all response related materials and resources. GSA will receive, record/track and manage all response related resources and request for materials by establishing areas to collect, stage and distribute all requests for response materials and resources.

In addition, ESF 7 will:

1. Provide information on the status of finding, procuring, contracting,

delivering or staging, maintaining, and demobilizing any resource requests from other ESFs, the Government of Guam or federal agencies and private organizations included in the EOC ESF Team as part of the response.

2. Provide coordination and information at the EOC for resource support to assist with any and all response and recovery efforts warranted by the situation in threatened or impacted areas during a catastrophic disaster.
3. Meet mission assignments through available or obtainable resources from other ESF EOC Team agencies, the private sector, those available through mutual-aid agreements, as well as federal sources including the General Services Administration (GSA) and/or the Federal Emergency Management Agency (FEMA).
4. Serve as liaison with federal ESF 7/General Services Administration (USGSA) in coordinating information, addressing resource shortfalls and resolving issues before during and after an emergency event.
5. Manage the ESF 7 staff assigned at the EOC, staging areas, Points of Distribution (POD) and any other location required for the storage, or transshipment to which ESF 7 personnel may be assigned.
6. Attend briefings and meetings, provide situation and status updates, and address issues relating to ESF 7 activities.
7. Serves as member of ad hoc task forces and issue teams.

## **B. ORGANIZATION**

1. ESF 7 will be organized and operate as a team, working under the direction of the EOC Director/TCO.
2. The GSA is the primary agency for ESF 7.
3. Coordinate ESF 7 activities in the EOC during periods of activation by:
  - a. Developing and maintaining the ESF 7/Logistics duty schedule;
  - b. Coordinating the receipt, evaluation, and requests from the threatened and/or impacted area, and;
  - c. Developing situation reports and action plans to be submitted to the Plans Section.
4. Support agencies, including the GSA, must ensure that:

- a. Emergency personnel have access to their agency's available and obtainable resources;
- b. The status of committed and uncommitted resources is tracked during an activation of the EOC;
- c. All personnel will participate in the evaluation and mission assignment of resource requests submitted to the EOC, and;
- d. All personnel will support the development of situation reports and action plans for ESF 5/Plans Section during activation of the EOC.

### **C. NOTIFICATIONS**

1. The EOC Director EOC Duty Officer will notify the ESF 7 primary agency, GSA, when an area or the entirety of Guam is threatened or has been impacted by an emergency or disaster event and activates the EOC to (select ESFs) or Level 1 (full activation).
2. The GSA designated personnel will report to the EOC if so advised or requested by the EOC Director or EOC Duty Officer.
3. As warranted by the scope of the impending event, the GSA personnel will notify the appropriate support agencies.
4. The designated support agencies when notified will report to the EOC if so advised or requested by the primary agency.
5. The support agencies designated to report to the EOC will notify their agencies as well as any designated emergency operations personnel of the impending or actual event.

### **D. OPERATIONAL OBJECTIVES**

Once activated in the EOC, ESF 7 team members on duty will accomplish one or more preparedness, response, recovery, and mitigation/redevelopment actions. The following is a list of those actions:

1. Preparedness Actions
  - a. Participate in the review and revision of Appendix VII to the Guam Comprehensive Emergency Management Plan (CEMP) and related EOC ESF Team Standard Operating Procedures (SOP);
  - b. Attend and participate in meetings, training, conferences, and exercises, and;

- c. Develop, test, and maintain manual or automated listings of the following:
  - i. Agency points of contact that are to be contacted by agency representative(s) assigned to ESF 7/Logistics Support;
  - ii. Agency available resources (from within the agency) such as supplies, types of equipment and equipment operators, and;
  - iii. Points of contact for agency obtainable resources (from agency contractors, vendors, etc.) and equipment.
- d. Develop procedures to maintain appropriate records for time worked and costs incurred by ESF 7 agencies during an emergency/disaster event.
- e. Evaluate the probability and time period of the response and/or recovery phases for the event.
- f. Coordinate with each ESF on the activation of any pre-need contracts.
- g. Coordinate with FEMA and federal counterparts to pre-identify potential unmet needs with respect to federal resources and equipment.
- h. Review the Emergency Management Assistance Compact (EMAC) with other states to familiarize logistical staff on processes and procedures for requisitioning resources.
- i. Assist GHS/OCD in coordinating and updating the priorities for a time phased deployment list of resources to FEMA/DOD in support of federal Sealift and Airlift Command efforts.

## 2. Response Actions

- a. Activate the "Notifications" sequence listed in Section II.C (Notifications) above.
- b. Initiate new and/or validate all existing contracts for response and recovery related resources determine the status of those assets.
- c. Assign and schedule sufficient personnel to cover an activation of the Emergency Operations Center for an extended period of time.
- d. Generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans.
- e. Provide support to Area Command/Incident Command and Municipal EOCs (Mayoral Offices) Logistics Sections.
- f. Coordinate with counterparts in the Area Command/Incident Command, Municipal EOCs (Mayoral Offices), and PODs to ensure that a unified logistics program is established.

- g. Activate as needed some or all of the 22 potential pre-identified PODs.
- h. Coordinate with ESF 1 and other agencies on the provision of transportation from Apra Harbor, the International Airport and other resource transshipment areas to the activated PODs.
- i. Serve as the single ordering point for resources and performing such actions as:
  - i. Performing source analysis;
  - ii. Recommending the best acquisition source;
  - iii. Placing orders for equipment, supplies and services through Government of Guam's internal supply channels, other federal agencies, or the Finance and Administration Section, if from the private sector or via a contract.
- j. Coordinate with ESF 1 and other Government of Guam agency partners to develop an overall traffic management plan for the movement of FEMA teams, equipment, and supplies.
- k. Support the set-up and operation of Operations Staging Areas for the receipt and distribution of commodities committed to the response operation. Three federal staging areas have been identified:
  - i. Andersen Air Force Base – will require a mission assignment (MA) to the Department of Defense (DOD).
  - ii. A.B. Won Pat Guam International Airport (GIAA) and Apra Harbor will require coordination/contracting with the ESF-1 and use agreements which will require the involvement of both the Regional Contracting Office and Office of the General Council.
- l. Assist GHS/OCD in implementing the priorities for a time phased deployment list of resources to FEMA/DOD in support of federal Sealift and Airlift Command efforts.
- m. Ensure that the Property Management Unit is deployed to the field to receive property and manage accountability.
- n. Coordinate with Area Command / Incident Command and Municipal EOCs (Mayoral Offices) Logistics staff to identify:
  - i. Number of personnel deployed or deploying;
  - ii. Quantity of team commodities; and
  - iii. Quantity and type of equipment and supplies deployed to the disaster site.
- o. Coordinate with Area Command / Incident Command and Municipal EOCs (Mayoral Offices) to ensure there are adequate services at the mobilization site to receive, store, and account for incoming assets

- p. Request ESF agencies to inventory existing agency supplies and materials and to fill initial request for response supplies and materials using existing agency inventories.
- q. Plan and prepare the notification systems and operational procedures to support the requests and directives resulting from an emergency declaration from the Governor and/or request for a federal emergency and/or disaster declaration.
- r. Coordinate with ESF 1 and ESF 3 in support of assigned missions related to providing transportation, traffic management, infrastructure restoration and repair, and debris removal operations.
- s. Coordinate with ESF 4 in support of addressing unmet needs related to fire suppression and containment as required by the emergency situation.
- t. Coordinate with ESF 6 in support of shelter supply, facility management and housing issues associated with the mass care mission.
- u. Coordinate with ESF 8 in support of procuring additional medical supplies, facility management and other unmet needs relative to public health, pharmaceutical, medical, mortuary or other human need issues.
- v. Coordinate with ESF 9 in support of addressing any unmet needs relative to search and rescue equipment.
- w. Coordinate with ESF 10 in support of addressing any unmet needs relative to the neutralization of any hazardous materials and their disposal, as well as addressing any environmental impacts associated with an incident.
- x. Coordinate with ESF 12 in support of addressing any unmet needs relative to the restoration of power and other services.
- y. Coordinate with ESF 13 in support of addressing any unmet needs relative to evacuation, public safety, crowd control and security missions required by the disaster or emergency incident.
- z. Coordinate with ESF 16 to address unmet needs from the other ESFs, or fulfill any requests for military equipment, capabilities and staffing in their support to Government of Guam during a disaster or emergency event.
- aa. Coordinate with ESF 6 and the TPTF to address any unmet needs relative to the evacuation and mass care of tourists, public safety, crowd control and security requirements required by the disaster or emergency situation.
- ab. Generate in a timely manner, information to be included in EOC

- briefings, situation reports, and/or action plans.
  - ac. Assign and schedule sufficient personnel to cover an activation of the EOC for an extended period of time.
  - ad. Maintain appropriate records of work schedules and costs incurred by ESF 7 agencies during an event.
  - ae. Evaluate the probability and time period of a recovery phase for the event. If a recovery phase is probable, start pre-planning for recovery actions.
  - af. Support the logistical needs of any PDA or other impact assessment teams deployed by the EOC ESF Team/Unified Central Command (UCF).
  - ag. Coordinate with DPW, GWA, GPA, GIAA, PAG in the execution and updating of the Fuel Prioritization List before and after the incident to ensure that emergency generators do not run out of fuel during their operation.
3. Recovery Objectives
- a. Evaluate and manage resource support requests from ESF and agencies operating in the impacted areas.
  - b. Generate in a timely manner, information to be included in the EOC briefings, situation reports, and/or action plans.
  - c. Coordinate the notification systems and operational procedures to sustain logistical sites in the field such as staging areas, PODs, a Joint Field Office (JFO), Recovery Centers, the deployment of any ad hoc field teams, and federal recovery facilities and emergency responders/workers in the impacted area.
  - d. Plan and prepare for the arrival and coordination with the FEMA ESF 7/Logistics personnel.
  - e. Assign and schedule sufficient personnel to cover an activation of the EOC for an extended period of time.
  - f. Coordinate with GHS/OCD and the Finance and Administration Section to manage the demobilization and recovery of all resources deployed out to the field, as well as the dismantling of the various logistical sites established for the response and recovery phase of the incident or disaster.
  - g. Seek information concerning the projected date the EOC will deactivate.
  - h. Compile and document all expenditures associated with the management, acquisition, storage, transport, maintenance,

contracting, repair and distribution of resources during the course of a disaster or emergency event.

- i. Assist federal ESF 7 to facilitate the demobilization and return off-island of all federal assets and operations established for the response and recovery effort.
- j. Coordinate the storage and maintenance of any unallocated or non-returned federal assets that can be used in future events.

#### 4. Mitigation/Redevelopment Objectives

- a. Plan and prepare the notification systems and operational procedures to provide preliminary resource support for mitigation and/or redevelopment activities that may begin before and continue for several months after the EOC returns to a monitoring level.
- b. Plan and prepare the notification systems and operational procedures to support the requests and directives resulting from the Governor and/or FEMA concerning mitigation and/or redevelopment activities. Probable requests and directives include establishment of review and study teams, support of local government contracting for mitigation and/or redevelopment needs, and other similar professional, technical, and administrative activities.
- c. Generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans.
- d. Evaluate the probability and time period of a mitigation and/or redevelopment phase for this event. If a mitigation and/or redevelopment phase is probable, start pre-planning actions with the appropriate Government of Guam agencies and/or federal officials.

### E. DIRECTION AND CONTROL

As a part of the EOC ESF Team, agencies of ESF 7 may have to participate (on-island or in another jurisdiction through mutual aid) on several emergency teams and/or co-located at several emergency facilities. The following is a listing of the teams and facilities through which ESF 7 may have to function:

#### 1. Emergency Operations Center

- a. In the event that the Emergency Operations Center is activated for an emergency, the EOC ESF Team Emergency Support Function Coordinator for GSA or his/her designated representative, assumes responsibility as supervisor for ESF 7.
- b. The ESF 7/Logistics supervisor coordinates with ESF 7 support

agencies in order to respond to assigned requests from the villages and directives of the EOC Director.

2. **Joint Field Office**

- a. Upon activation of the Joint Field Office (JFO), the EOC Director or his/her designated representative, coordinate with ESF 7 support agencies in order to provide an ESF 7 representative at the JFO, when required.
- b. The ESF 7 representative at the JFO coordinates with ESF 7 support agencies.

3. **Federal Resources** - Should ESF 7 foresee or have a need for resources not otherwise available, action will be taken to secure such resources through FEMA or some other federal source. Normally, an action to obtain a resource from a federal source is coordinated with/through the Tory Coordinating Officer and/or the Federal Coordinating Officer.

4. **Contracts and Contractors - Resources** that are available through ESF 7 may best be obtained through an agency or Government of Guam contractor, vendors, and suppliers. Resources may also be obtained from agency related entities such as local, Government of Guam, national, public, and private entities.

5. **Mitigation and/or Redevelopment** - ESF 7 does not have budgetary authority, or funds for mitigation or redevelopment needs that result from an emergency or disaster. Therefore, the primary and support agencies for ESF 7 can only provide (as in-kind or matching) professional, technical, and administrative personnel and their use of related equipment to mitigation and redevelopment efforts that may follow an event. Such in-kind or matching resources can be used to support the review, investigation, contracting, and other professional, technical, and administrative tasks generally required for mitigation and/or redevelopment activities.

### III. RESPONSIBILITIES

A. **PRIMARY AGENCY - DEPARTMENT OF ADMINISTRATION / GENERAL SERVICES ADMINISTRATION (GSA)**

1. Coordinate all ESF 7 administrative, management, planning, training, preparedness, response, and recovery activities.

2. Assign GSA personnel to the ESF 7 duty schedule in the EOC.
3. GSA is the prime Government of Guam agency responsible for overall logistical support and the Logistics Section in the EOC.
4. DOA is the prime Government of Guam agency responsible for the managerial and pecuniary aspects of the disaster response and the lead agency for the Finance and Administration Section in the EOC.
5. In concert with GHS/OCD, identify the type, kind, and capacity of critical resources across the island, including water and fuel trucks, emergency response equipment, refrigerated trucks, public transportation vehicles, material-handling equipment, and other equipment that may be needed in the aftermath of a disaster or emergency incident.
6. Participate in meetings and efforts of the ESF 7 / Logistics with other designated agencies to address any resource acquisition, contracting, supply management and handling, material distribution and cost documentation.
7. Establish, as required, emergency procurement accounts for GSA and other ESFs.
8. Receive, store/stage and distribute disaster or emergency materials and supplies acquired following the event.
9. Implement MOUs established to create storage and distribution centers.
10. Coordinate with ESF 3 (Public Works & Engineering) regarding the activation and staffing at the DPW Supply Warehouse and prepare it for sustained operations in support of response and recovery activities during and after the disaster event.
11. Provide staff, as appropriate to the JFO to partner with federal counterparts to ensure a unified response and recovery effort.
12. Provide all available and obtainable public works and engineering resource support for the ESF 3 mission to include public works and engineering equipment, personnel, and facilities.
13. Assist in the deployment and resourcing of damage assessment teams as soon as safety permits to evaluate and record the damage to public and private key infrastructure and facilities.
14. Maintain appropriate records of work schedules and costs incurred by ESF 7 agencies during an event.

15. Assist GHS/OCD, the other ESFs in the ESF EOC Team and federal ESF 7 in the development and updating of the Fuel Prioritization List to establish resupply requirements for critical facilities and equipment during response and recovery.

## **B. SUPPORT AGENCIES**

1. Department of Labor (DOL)
  - a. The Fiscal and Support Division shall ensure as far as feasible that worker wages and pay continue uninterrupted through the course of disaster preparedness and recovery efforts.
  - b. As required, assign personnel to the EOC to assist with ESF 7 functions and activities.
  - c. Provide technical and specialty support and coordination relating to employment opportunities and economic growth to ensure that Guam is able to transition effectively to a post-disaster economy.
  - d. Assign the necessary staff with technical expertise to the fielding of a Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section. The assigned emphasis for DOL is the Government of Guam labor force, its sustainment through the disaster period and afterward and establishing the need for Disaster Unemployment Insurance.
2. Agency for Human Resources Development (AHRD); Guam Homeland Security/Office of Civil Defense (GHS/OCD); Mayor's Council of Guam (MCOG); Revenue and Taxation (REV/TAX); Bureau of Budget Management Resources (BBMR); Bureau of Statistics and Plans (BOSP); Department of Chamorro Affairs
  - a. Maintain continuous communications with the EOC and ESF 7 to coordinate and assist in completing assigned missions.
  - b. As required, assign personnel to the EOC to assist with ESF 7 functions and activities.
3. Emergency Support Functions 1 through 17 - Provide all available and obtainable agency resources to address any unmet needs that result from requests in the disaster or incident area. The 17 other EOC ESF Team emergency support functions will aid ESF 7 by providing:
  - a. Notification of the availability of the equipment, personnel, and support

services, and;

- b. Notification of the availability of any technical and specialty support or assistance.

#### **IV. FINANCIAL MANAGEMENT**

##### **A. DOCUMENTATION OF INCURRED COSTS**

1. All requests for logistical and contractual support must originate through the EOC and be recorded in the Incident Management System. Once entered into Incident Management System and tasked as a mission assignment, ESF 7 will initiate action. The EOC Incident Management System will be used to provide a record of all payment to vendors.
2. Agencies must document all expenses related to their disaster activities. These include but are not limited to travel, maintenance, meals, supplies, etc. Coordinate with EOC Finance and Admin Section staff regarding expense documentation, cost recovery after the event, and communication with each agency's budget/financial sections. Agencies also work under their own accounting principles and authorities.

##### **B. NOTIFICATION OF INCURRED COSTS**

1. All agencies that have an automated financial management system must use the companion procedures and forms necessary for notification of and authorization for incurring costs.
2. All agencies that do not have an automated financial management system will use its normal financial management procedures and forms necessary for notification of and authorization for incurring costs.
3. All agencies understand that their automated financial management system, or normal financial management, procedures and forms necessary for notification of and authorization for incurring costs must be in compliance with applicable agency, territorial and federal guidelines, rules, standards, and laws.

#### **V. REFERENCES AND AUTHORITIES**

##### **A. AUTHORITIES AND POLICIES**

1. Guam
  - a. Guam Code Annotated Title 10 Chapter 65 § 65107;
  - b. Executive Order Number 91-09;
  - c. Executive Order Number 2011-13
  
2. Federal
  - a. Post-Katrina Emergency Reform Act (PKEMRA) of 2006
  - b. Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 USC;
  - c. Code of Federal Regulations 44;
  - d. Homeland Security Act of 2002;
  - e. Homeland Security Presidential Directive – 5, Feb 2003;
  - f. Aviation and Transportation Security Act of 2001 (P.L. 107-71 and 49 U.S.C. §114;
  - g. Part 91.137, Federal Aviation Regulation;
  - h. Pets Evacuation and Transportation Standards Act of 2006 (P.L. 109–308).
  - i. DAP9523.15, Eligible Costs Related to Evacuations and Sheltering, April 9, 2007
  - j. DAP 9523.18, Host-Tory Evacuation and Sheltering Reimbursement, July 23, 2010
  - k. DAP 9523.19, Eligible Costs related to pet Evacuations and Sheltering, October 24, 2007
  - l. DAP 9523.20, Purchases and Distribution of Ice, August 26, 2009
  - m. DAP 9525.2, Donated Resources, April 9, 2007.

## **B. REFERENCES**

1. Guam
  - a. Guam Emergency Response Plan, Sep 2005;
  - b. Guam Disaster Preparedness Joint Plan 101, Jan 1999;
  - c. Guam Emergency Operations Center Standard Operating Procedures, Version 2.4;
  - d. All-Hazards Alert and Notification Operations Manual;

- e. Mission Assignment Standard Operating Procedure (Draft, March 2005); and
  - f. Joint Field Office Aviation Branch Operations Manual v10.2 (Draft, Jan 2009).
2. Federal
- a. Guam All-Hazards Catastrophic Operation Plan, August 2010;
  - b. Guam Catastrophic Typhoon Operations Plan, August 2010;
  - c. Guam Catastrophic Typhoon Plan, August 2010;
  - d. National Incident Management System, Dec 2008;
  - e. National Response Framework, Jan 2008;
  - f. National Disaster Recovery Framework, May 2013; and
  - g. Comprehensive Preparedness Guide 10 (CPG 101, Version 2.0), Developing and Maintaining Emergency Operations Plans.

## APPENDIX VIII: ESF 8 – PUBLIC HEALTH AND MEDICAL SERVICES

**PRIMARY AGENCY:** Department of Public Health and Social Services (DPHSS) and Guam Memorial Hospital Authority (GMHA)

**SUPPORT AGENCIES:** Guam Fire Department (GFD); Guam Medical Examiner's Office; Guam Behavioral Health and Wellness Center (GBHWC); Guam Department of Integrated Services for Individuals with Disabilities (DISID)

### I. INTRODUCTION

The purpose of ESF 8, public health and medical services, is to coordinate the provision of medical care and the dissemination of public health information necessary to support an emergency response or recovery effort or other disaster assistance initiative.

Health and Medical Services includes coordinating health, behavioral and medical professionals and their disposition of care and treatment, managing medical supplies and resources, and facilitating an effective, efficient, and appropriate result. Potential operations include:

- Identifying health hazards;
- Managing vector control (epidemiology/surveillance);
- Conducting triage and providing treatment;
- Operating field hospitals;
- Controlling patient loads at hospitals;
- Importing medicines, medical professionals, or supplies into the affected area;
- Coordinating mortuary services and the disposition of remains;
- Establishing, coordinating and operating temporary morgues;
- Performing forensic examinations and completing victim identification; and
- Offering crisis behavioral counseling and organizing disaster assistance teams.

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

ESF 8 will operate under the following principles in order to implement the core missions. These principles serve as the general concept of operations for ESF 8 and are further described in supporting plans and procedures. The ESF 8 core missions are as follows:

1. Provide coordination and information at the EOC for health and medical issues to assist with any and all response and recovery efforts warranted by the situation in threatened or impacted areas during a natural/catastrophic disaster or man-made event.
2. Provide information on the status of the medical infrastructure in the affected areas.
3. Meet mission assignments through available or obtainable resources from other ESF EOC Team agencies, the private sector, those available through mutual-aid agreements, as well as federal resources or counterparts.
4. Serve as liaison with federal ESF 8 in coordinating information, addressing resource shortfalls and resolving issues before, during and after an emergency event.
5. Provide coordination and support between the EOC and the federal Disaster Medical Assistance Teams (DMAT) and Disaster Mortuary Operational Response Teams (DMORT), as needed or requested.
6. Coordinate the receipt, storage, and distribution of emergency medical supplies obtained through the Strategic National Stockpile (SNS) Plan administered by DPHSS.
7. Attend briefings and meetings, provide situation and status updates, and address issues relating to ESF 8 activities.
8. Serves as member of ad hoc task forces and issue teams.
9. Serve as the EOC liaison with the Public Health Incident Command Center (PHICC) at DPHSS, the Hospital Incident Command Centers (HICs) at GMHA and USNHG, and the GBHWC Command Center when activated.
10. Participate in the survey assessments of the functional needs population; and facilities that provide this service; as well as the report on status of medically dependent individuals.

## **B. ORGANIZATION**

1. DPHSS and GMHA are the primary agencies for ESF 8.
2. ESF 8 will be organized and operate as a team, working under the

direction of the EOC Director/TCO through the Emergency Services Branch Director who reports to the Operations Section Chief.

3. ESF 8 reports directly to the Emergency Services Branch Director.
4. When necessary, federal ESF 8 resources may be integrated into the EOC ESF Team ESF 8 response structure.
5. ESF 8 coordinates activities in the EOC during periods of activation by:
  - a. Developing and maintaining the ESF 8 duty schedule;
  - b. Coordinating the receipt, evaluation, and requests from the threatened and/or impacted area, and;
  - c. Developing situation reports and action plans to be submitted to the Planning Section.

#### **C. NOTIFICATIONS**

1. The EOC Director EOC Duty Officer will notify the ESF 8 primary agency, DPHSS and/or GMHA, when an area or the entirety of Guam is threatened or has been impacted by an emergency or disaster event and activates the EOC to (select ESFs) or Level 1 (full activation).
2. The DPHSS or GMHA designated personnel will report to the EOC if so advised or requested by the EOC Director or EOC Duty Officer.
3. As warranted by the scope of the impending event, ESF8 personnel will notify the appropriate support agencies.
4. The designated support agencies when notified will report to the EOC if so advised or requested by the primary agency.
5. The support agencies designated to report to the EOC will notify their agencies as well as any designated emergency operations personnel of the impending or actual event.

#### **D. OPERATIONAL OBJECTIVES**

1. Preparedness Objectives
  - a. Participate in the review and revision of Appendix VIII to the Guam Comprehensive Emergency Management Plan (CEMP) and related EOC ESF Team Standard Operating Procedures (SOP).

- b. Attend and participate in meetings, training, conferences, and exercises.
- c. Develop, test and maintain manual or automated listings of the following:
  - i. Agency points of contact that are to be contacted by agency representative(s) assigned to ESF 8;
  - ii. Agency available resources (from within the agency) such as drugs and pharmaceuticals, medical supplies tents and other enclosures for field units, etc.;
  - iii. Points of contact for agency obtainable resources (from agency contractors, vendors, etc.) and equipment.
- d. Review and update as needed any medical staff recall procedures and activation rosters to ensure the availability of trained medical personnel for extended periods of time, both at fixed, as well as field locations.
- e. Initiate new and/or validate all existing contracts with ESF 7/Logistics for response and recovery related resources.
- f. Follow agency procedures to maintain appropriate records for time worked and costs incurred by ESF 8 agencies during an emergency/disaster event.
- g. Coordinate with FEMA and federal counterparts to pre-identify potential unmet needs with respect to federal resources and equipment.
- h. Review the Emergency Management Assistance Compact (EMAC) with other states to familiarize logistical staff on processes and procedures for requisitioning resources.
- i. Coordinate with the U.S. Naval Hospital Guam (USNHG) to develop cooperative arrangements for the receipt of patients and mutual medical support during mass casualty events or disasters.
- j. Develop MOUs, as necessary to address such issues as the control of patient loads at hospitals; managing vector control (epidemiology/surveillance); importing medicines, medical professionals, or supplies; establishing and sustaining any field medical or mortuary operation; or coordinating behavioral crisis counseling.
- k. Assist in the development and updating of the Fuel Prioritization List to establish refueling and service maintenance requirements for the GMHA; the Skilled Nursing Facility, DPHSS Mission Essential Facilities, GBHWC, and Alternate Care Facilities (ACF) emergency generators.
- l. Coordinate with GHS/OCD to identify possible locations to be utilized as ACF/functional needs shelters.

- m. Coordinate with ESF 13 (Public Safety and Security) and ESF 16 (Military Support to Civil Authorities) to ensure on-site security at permanent medical facilities or field locations will be available.

2. Response Objectives

- a. Activate the "Notifications" sequence listed in Section II.C (Notification) above.
- b. Generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans.
- c. Assign and schedule qualified personnel to cover an activation of the EOC for the duration of the activation.
- d. Review each ESF 8 support agency's automated or manual listings of emergency contacts.
- e. Make and maintain contact with all public health, behavioral health and medical services counterparts at the federal and local levels according to established procedures.
- f. Maintain appropriate records of work schedules and costs incurred by ESF 8 agencies and organizations during an event.
- g. Evaluate the probability and time period of the recovery phase for the event. Start pre-planning for recovery actions.
- h. Coordinate with GHS/OCD and other Government of Guam agencies and private organizations to identify viable hardened facilities to support the safe bed-down of incident management teams, medical teams, and their assets.
- i. Coordinate with ESF 13 and ESF 16 to request on-site security at permanent medical facilities or at field locations, as needed by the situation or emergency event.
- j. Assist with the execution and updating of the Fuel Prioritization List before and after the incident to ensure that emergency generators at key medical and health facilities do not run out of fuel and that needed services are provided during their operation.
- k. Assist as needed in the activation of recall rosters for all hospitals, medical facilities, and behavioral health facilities engaged in the response.
- l. Activate as necessary any MOUs needed to address such issues as the control of patient loads at hospitals; managing vector control (epidemiology/surveillance); importing medicines, medical professionals, or supplies; establishing and sustaining any field medical or mortuary operation; or procuring behavioral crisis counseling.

- m. Activate the Medical Reserve Corp (MRC) and coordinate the Emergency System Advance Registration of Volunteer Health Professionals (ESAR-VHP) as needed.
- n. In coordination with ESF 6 (Mass Care, Housing, and Human Services), private tour agencies and foreign consulates, assist the Tourist Planning Task Force (TPTF) in coordinating the movement of identified special needs tourists from their hotels to the designated ACF.
- o. Activate the DPHSS Triage and Treatment Response Teams and support their operations as long as necessary during the course of an incident or disaster.
- p. In conjunction with GHS/OCD, ESF 6 and federal ESF 8 coordinate the use and preparation of a hardened facility to receive any DMAT, Incident Support Team (IST), and Incident Response Coordination Team (IRCT).
- q. Coordinate through GHS/OCD for the transport of non critical patients to skilled nursing facilities and/or Alternate Care Facility (ACF)/functional needs shelter to create capacity at hospitals.
- r. Coordinate with federal ESF 7 and federal ESF 8 to request additional support to address any apparent unmet needs including DMATs, Federal Medical Station (FMS), Strategic National Stockpile (SNS) assets, mortuary support, surgical support, dialysis support, and/or regional medical personnel, as required.
- s. Assist ESF 1, ESF 3, ESF 6, ESF 7/Logistics and federal ESF 7 to establish a transportation system to ensure the movement of personnel and resources from the Seaport and Airport to logistical areas such as staging areas, points of distribution (POD), shelters and other key sites for response and recovery operations.
- t. Coordinate with ESF 9 (Urban Search and Rescue) and ESF 7 (Logistics) to assist in assessing and requesting body bags and refrigeration (reefer) trucks in order to adequately respond to a mass casualty event and establish a temporary morgue if needed.
- u. Monitor the need for and the activities of any forensic examinations and victim identification efforts.
- v. Provide disaster assistance teams to address the need for behavioral crisis counseling and other behavioral health support, not only to impacted populations, but to first responders and other emergency personnel.
- w. Participate in a Preliminary Damage Assessment (PDA) Team as part of the Emergency Services Section, as requested or required by GHS/OCD.

- x. Monitor, document and verify all casualties and ensure these statistics are reported to the EOC ESF Team.
- y. Evaluate the probability and time period of the response and/or recovery phases for the event.

### 3. Recovery Objectives

- a. Support local communities with the restoration of the public health and medical infrastructure and assure the continuum of care.
- b. Support long term monitoring of the population's health status including such issues as vector control, disease prevalence, and other potential safety risks, and ensure that PSAs are broadcast through the Joint Information Center (JIC) to provide warning and advice to the general population.
- c. Support efforts to re-establish primary care systems and assure medical providers are operating under clinical standards.
- d. Support health and medical components of essential service centers or recovery centers.
- e. Monitor and report on the status of all ongoing public health and medical issues.
- f. Evaluate any new health and medical service requests and coordinate their resolution, as needed.
- g. Generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans.
- h. Plan and prepare a communication/notification system to provide information and awareness in order to support any long term medical care in the field and/or at permanent medical facilities.
- i. Plan and prepare for the continued support of all federal ESF 8 personnel.
- j. Assign and schedule sufficient personnel to cover an activation of the EOC for an extended period of time.
- k. Maintain appropriate records of work schedules and costs incurred by ESF 8 agencies during an event.
- l. Coordinate and assist in the demobilization of any of the following deployed operations:
  - i. The DMAT(s), IST, and IRCT;
  - ii. FMS

- iii. ACF/functional needs shelters
  - m. Coordinate and assist in the return of any patients and patient support personnel aero-medically evacuated off Guam.
  - n. Coordinate and assist in re-establishing normal medical care activities for special medical needs patients at local hospitals.
  - o. Coordinate and assist in disseminating PSAs to residents and tourists through the JIC regarding the standing down of all ACFs.
4. Mitigation Objectives
- a. Implement public health control measures to prevent widespread outbreaks.
  - b. Educate the public on measures to mitigate the spread of disease and self-management of medical needs.
  - c. Pre-identify vulnerable medical and health facilities or populations.
  - d. Identify, assess, prioritize, and protect critical infrastructure and key resources so they can detect, prevent, deter, devalue and mitigate deliberate efforts to destroy, incapacitate or exploit critical infrastructure and key resources.
  - e. Develop and implement after action reports and improvement plans based on exercises and real incidents/events to improve preparedness plans.
  - f. Plan and prepare the communication/notification systems to provide preliminary resource support for mitigation and/or redevelopment activities that may begin before and continue for several months after the EOC returns to a monitoring level.
  - g. Plan and prepare the communication/notification systems to support the requests and directives resulting from the Governor and/or FEMA concerning mitigation and/or redevelopment activities. Probable requests and directives include establishment of review and study teams, support of local government contracting for mitigation and/or redevelopment needs, and other similar professional, technical, and administrative activities.
  - h. Generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans.
  - i. Evaluate the probability and time period of a mitigation and/or redevelopment phase for this event. If a mitigation and/or redevelopment phase is probable, start pre-planning actions with the appropriate Government of Guam agencies and/or federal officials.

## E. DIRECTION AND CONTROL

As a part of the EOC ESF Team, agencies of ESF 8 may have to participate (on-island or in another jurisdiction through mutual aid) on several emergency teams and/or co-located at several emergency facilities. The following is a listing of the teams and facilities through which ESF 8 may have to function:

1. **Emergency Operations Center**
  - a. In the event that the EOC is activated for an emergency, the EOC ESF Team Coordinator for DPHSS and/or GMHA or his/her designated representative, assumes responsibility as lead for ESF 8.
  - b. The ESF 8 lead coordinates with ESF 8 support agencies in order to respond to assigned requests from the villages and directives of the EOC Director.
2. **Joint Field Office**
  - a. Upon activation of the Joint Field Office (JFO), the TCO/EOC Director or his/her designated representative, will coordinate with ESF 8 support agencies in order to provide an ESF 8 representative at the JFO, when required.
  - b. The ESF 8 representative at the JFO coordinates with ESF 8 agencies in the EOC.
3. **Federal Resources** - Should ESF 8 foresee or have a need for resources not otherwise available, action will be taken to secure such resources through FEMA or some other federal source. Normally, an action to obtain a resource from a federal source is coordinated with/through the TCO and/or the Federal Coordinating Officer (FCO).
4. **Contracts and Contractors - Resources** that are available through ESF 8 may best be obtained through an agency or Government of Guam contractor, vendors, and suppliers. Resources may also be obtained from agency related entities such as local, Government of Guam, national, public, and private entities.
5. **Mitigation and/or Redevelopment** - ESF 8 does not have budgetary authority, or funds for mitigation or redevelopment needs that result from an emergency or disaster. Therefore, the primary and support agencies for ESF 8 can only provide (as in-kind or matching) professional, technical, and administrative personnel and their use of related equipment to mitigation and redevelopment efforts that may follow an event. Such in-kind or matching resources can be used to support the review, investigation, contracting, and other professional, technical, and

administrative tasks generally required for mitigation and/or redevelopment activities.

### III. RESPONSIBILITIES

#### A. PRIMARY AGENCY - DEPARTMENT OF PUBLIC HEALTH AND SOCIAL SERVICES (DPHSS)

1. Assist GMHA to coordinate all ESF 8 administrative, management, planning, training, preparedness, response, and recovery activities.
2. Assign DPHSS personnel to the ESF 8 duty schedule in the EOC.
3. DPHSS is one of the prime Government of Guam agencies responsible for overall public health and medical services in the EOC.
4. Initiate and perform the notification procedures described above in II.C.
5. Participate in meetings and efforts of ESF 8 with other designated agencies to address any public health, medical, mass casualty and behavioral crisis counseling issues.
6. Coordinate with ESF 7 to establish, as required, emergency procurement accounts for health and medical services and equipment.
7. Coordinate with GMHA and the other ESF 8 agencies in implementing MOUs established to address such issues as the control of patient loads at hospitals; managing vector control; importing medicines, medical professionals, or supplies; establishing and sustaining any field medical or mortuary operation; or procuring behavioral crisis counseling for the affected area.
8. Activate, deploy and sustain the Triage and Treatment Response Teams when requested by GHS/OCD.
9. Provide staff, as appropriate to the JFO to partner with federal counterparts to ensure a unified response and recovery effort.
10. Provide all available and obtainable health and medical resource support for the ESF 8 mission.
11. Assign the necessary staff with technical expertise to the fielding of a Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Planning Section through the Emergency Services

Branch Director. The assigned emphasis for DPHSS is to survey the status of populations with special needs (PSN) and medically dependent individuals, as directed by the GHS/OCD.

12. Assist GMHA to maintain appropriate records of work schedules and costs incurred by ESF 8 agencies during an event.
13. In general DPHSS is responsible for:
  - a. Health and medical issues;
  - b. Medical logistics;
  - c. Internal medical support (e.g., pharmacies, labs interactions with the Centers for Disease Control (CDC), etc.);
  - d. Environmental health;
  - e. Maintaining vital statistics; and
  - f. Providing assistance to the public.

**B. PRIMARY AGENCY - GUAM MEMORIAL HOSPITAL AUTHORITY (GMHA)**

1. Assist DPHSS to coordinate all ESF 8 administrative, management, planning, training, preparedness, response, and recovery activities.
2. Assign GMHA personnel to the ESF 8 duty schedule in the EOC.
3. GMHA is one of the prime Government of Guam agencies responsible for overall public health and medical services in the EOC.
4. GMHA and DPHSS are the prime Government of Guam agencies responsible for the managerial and financial aspects of the disaster response.
5. Participate in meetings and efforts of ESF 8 with other designated agencies to address any public health, medical, mass casualty and behavioral crisis counseling issues.
6. Assist DPHSS to coordinate with ESF 7 in establishing, as required, emergency procurement accounts for health and medical services and equipment.
7. Coordinate with local hospitals to notify/alert medical staff identified for possible recall.

8. Utilize ESAR-VHP to determine availability of local and regional resources and deploy personnel to ACFs as needed.
9. Depending on the severity of the incident or disaster, GMHA will coordinate the transfer of non-critical patients to ACFs to create capacity for the influx of casualties.
10. Provide staff, as appropriate to the JFO to partner with federal counterparts to ensure a unified response and recovery effort.
11. Provide all available and obtainable health and medical resource support for the ESF 8 mission.
12. Assist in the development and updating of the Fuel Prioritization List to establish resupply requirements and maintenance services for the hospitals, and any other key medical/health facilities with emergency generators.
13. Assist DPHSS in maintaining appropriate records of work schedules and costs incurred by ESF 8 agencies during an event.

### **C. SUPPORT AGENCIES AND ORGANIZATIONS**

1. Guam Fire Department (GFD) – Coordinate the provision of Emergency Medical Services (EMS) units to assist with transportation of those requiring special medical assistance.
2. Office of the Medical Examiner
  - a. Maintain continuous communications with ESF 8 to coordinate the need for medical and health services at the shelters in support of assigned missions related to human needs.
  - b. Provide any and all statistics relative to confirmed dead.
  - c. Report the results of any forensic investigations where the findings have implications for public health and welfare.
  - d. Coordinate any requests for DMORT assistance or resources to cover unmet needs with the Human Services Branch Director and the rest of ESF 8.
  - e. Provide technical and specialty support and coordination relating to forensic and morbidity issues.
3. Guam Behavioral Health and Wellness Center (GBHWC)
  - a. Maintain continuous communications with ESF 8 to coordinate the

- need for behavioral health services at the shelters in support of assigned missions related to human needs.
- b. Provide any and all support for behavioral crisis counseling and other behavioral health services as requested by the EOC ESF Team.
  - c. Provide technical and specialty support and coordination relating to behavioral crisis counseling, behavioral health and post-traumatic stress (PTSD) issues.
4. Department of Integrated Services for Individuals with Disabilities (DISID)
- a. Maintain continuous communications with ESF 8 to coordinate the need for special medical services at the shelters in support of assigned missions related to individuals with disabilities.
  - b. Provide any and all support for individuals with disabilities as requested by the EOC ESF Team.

#### **IV: FINANCIAL MANAGEMENT**

##### **A. DOCUMENTATION OF INCURRED COSTS**

1. All requests for health, medical and related support must originate through the EOC and be recorded in the Incident Management System. Once entered into Incident Management System and tasked as a mission assignment, ESF 8 will initiate action. The EOC Incident Management System will be used to provide a record of all payment to vendors.
2. Agencies must document all expenses related to their disaster activities. These include but are not limited to travel, maintenance, meals, supplies, etc. Coordinate with EOC Finance and Admin Section staff regarding expense documentation, cost recovery after the event, and communication with each agency's budget/financial sections. Agencies also work under their own accounting principles and authorities.

##### **B. NOTIFICATION OF INCURRED COSTS**

1. All agencies that have an automated financial management system must use the companion procedures and forms necessary for notification of and authorization for incurring costs.
2. All agencies that do not have an automated financial management system will use its normal financial management procedures and forms necessary for notification of and authorization for incurring costs.

3. All agencies understand that their automated financial management system, or normal financial management, procedures and forms necessary for notification of and authorization for incurring costs must be in compliance with applicable agency, territorial and federal guidelines, rules, standards, and laws.

## V. REFERENCES AND AUTHORITIES

### A. AUTHORITIES AND POLICIES

1. Guam
  - a. Guam Code Annotated Title 10 Chapter 65 § 65107;
  - b. Executive Order Number 91-09;
  - c. Executive Order Number 2011-13
2. Federal
  - a. Post-Katrina Emergency Reform Act (PKEMRA) of 2006
  - b. Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 USC;
  - c. Code of Federal Regulations 44;
  - d. Homeland Security Act of 2002;
  - e. Homeland Security Presidential Directive – 5, Feb 2003.

### B. REFERENCES

1. Guam
  - a. Guam Emergency Response Plan, Sep 2005;
  - b. Guam Disaster Preparedness Joint Plan 101, Jan 1999;
  - c. Guam Emergency Operations Center Standard Operating Procedures, Version 2.4;
  - d. All-Hazards Alert and Notification Operations Manual; and
  - e. Mission Assignment Standard Operating Procedure (Draft, March 2005).

2. Federal
  - a. Guam All-Hazards Catastrophic Operation Plan, August 2010;
  - b. Guam Catastrophic Typhoon Operations Plan, August 2010;
  - c. Guam Catastrophic Typhoon Plan, August 2010;
  - d. National Incident Management System, Dec 2008;
  - e. National Response Framework, Jan 2008;
  - f. National Disaster Recovery Framework, May 2013; and
  - g. Comprehensive Preparedness Guide 10 (CPG 101, Version 2.0), Developing and Maintaining Emergency Operations Plans.



## APPENDIX IX: EMERGENCY SUPPORT FUNCTION 9 - SEARCH AND RESCUE

**PRIMARY AGENCY:** Guam Fire Department (GFD)

**SUPPORT AGENCIES:** Guam National Guard (GUNG); Guam Police Department (GPD);  
Guam Homeland Security/Office of Civil Defense (GHS/OCD);  
U.S. Coast Guard (USCG); Joint Region Marianas (JRM);

### I. INTRODUCTION

The purpose of Emergency Support Function 9 (ESF 9) is to manage the deployment of resources in urban, non-urban and water search and rescue in response to man-made and/or natural emergency/disaster events.

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

1. Urban Search and Rescue (SAR) activities include, but are not limited to, locating, extricating, and providing immediate medical assistance to survivors trapped in collapsed structures.
2. Maritime SAR activities include, but are not limited to, emergency incidents that involve locating missing persons and boats that are lost at sea
3. Aeronautical SAR activities include, but are not limited to, emergency incidents that involve locating downed aircraft, extrication if necessary, and treating any survivors upon their rescue.
4. Large Area/Wilderness SAR missions include, but are not limited to, locating overdue/missing boaters on inland bodies of water or rivers, locating overdue persons in wilderness areas with limited/restricted access, extrication when possible and treating any survivors upon their rescue.
5. Meet mission assignments through available or obtainable resources from other ESF EOC Team agencies, the private sector, those available through mutual-aid agreements, as well as federal sources including the U.S. Military and/or the Federal Emergency Management Agency (FEMA).

**B. ORGANIZATION**

The Guam Fire Department (GFD) is the primary agency for ESF 9. Representatives from the Department will be either present in the Emergency Operations Center (EOC) or on-call on a 24-hour basis. ESF 9 will respond directly to the Emergency Services Branch Director who reports to the Operations Section Chief.

ESF 9 must ensure that:

1. ESF 9 will be organized and operate under the direction of the Emergency Services Branch Director.
2. The GFD must ensure that through coordinated annual planning, all members of ESF 9 and SAR Teams are prepared to exercise their duties as required in the EOC.
3. Coordinate ESF 9 activities in the EOC during periods of activation by:
  - a. Developing and maintaining the ESF 9 duty schedule, and;
  - b. Coordinating the receipt and evaluation of mission assignments from the threatened and/or impacted area.
4. ESF 9 must ensure that:
  - a. All personnel have access to their agency's available and obtainable firefighting resources;
  - b. The committed and uncommitted status of such resources is continuously tracked during an activation of the EOC;
  - c. All personnel will participate in the evaluation and mission assignment of transportation resource requests submitted to the EOC, and;
  - d. All personnel will support the development of situation reports and action plans for the Planning Section during activation of the EOC.

**C. NOTIFICATIONS**

1. Should alarm be responder initiated, GFD dispatchers shall follow the established notification process to include GHS/OCD Duty Officer. Duty Officer shall then follow established GHS/OCD SOPs regarding notification of necessary entities or assets.
2. Should the alarm be initiated by information received by GHS/OCD:

- a. The EOC Director or EOC Duty Officer will notify the GFD when an area or the entirety of Guam is threatened or has been impacted by an emergency or disaster event and activates the EOC to Level 2, where select ESFs are activated, or Level 1, all ESFs must report to the EOC.
- b. The GFD designated personnel will report to the EOC if so advised or requested by the EOC Director or EOC Duty Officer.
- c. As warranted by the scope of the impending event, the GFD personnel will notify the appropriate support agencies with assistance from GHS/OCD personnel through recall roster on file at GHS/OCD.
- d. The designated support agencies when notified will report to the EOC if so advised or requested by the primary agency, the GFD coordinating personnel.
- e. The support agencies designated to report to the EOC will notify their agencies as well as any designated emergency operations personnel of the impending or actual event.
- f. The above notification process will be utilized if the impending or actual event requires any combination of preparedness, response, recovery, or mitigation/redevelopment activities.

#### **D. OPERATIONAL OBJECTIVES**

1. Preparedness Objectives
  - a. Participate in the review and revision of Appendix IX to the Guam Comprehensive Emergency Management Plan and related EOC ESF Team Standard Operating Guidelines;
  - b. As required convene ESF 9 meetings, training sessions, conferences, and exercises for the potentially assigned personnel in the GFD;
  - c. Develop, test, and maintain manual or automated listings of the following:
    - i. Agency emergency points of contact that need to be contacted by agency representative(s) assigned to ESF 9 and SAR Teams, and;
    - ii. Agency-specific available equipment and resources (from within the agency) such as types of equipment and equipment operators, and;
    - iii. Points of contact for agency obtainable resources (from agency contractors, vendors, etc.) such as equipment and equipment operators.

- d. Review as necessary each support agency's automated or manual listings of emergency contacts.
- e. Review as necessary each support agency's resource contracts or agreements with private firms to insure they will be viable for the initiation and sustainment of response and recovery operations.
- f. Plan and prepare the notification systems and operational procedures to support an emergency/disaster response. The systems should address initiating and maintaining communications between the on-site command posts and the EOC; the prioritization and dedication of SAR resources between urban, maritime, aeronautical and large area/wilderness missions, all of which may compete for the same staffing and equipment resources.
- g. Establish reporting procedures that generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans.
- h. Establish procedures that maintain appropriate records for time worked and costs incurred by ESF 9 during an emergency/disaster event.
- i. Evaluate the probability and time period of the response and/or recovery phases for the event.

## 2. Response Objectives

- a. The Incident Command System will be used to respond to all incidents requiring SAR.
- b. The first responder will be the Guam Fire Department.
- c. The Guam Fire Department will be responsible for establishing an Incident Command System and a field command post in response to the incident. When EOC activation is required, the appropriate response agencies will report to the EOC to receive initial instructions from the GHS/OCD as requested by the Incident Command Post by the Incident Commander.
- d. Assist with coordination of all initial US&R activities until the Incident Support Team (IST) is operational during major disasters or incidents.
- e. If additional resources are required, ESF 9 will make the request to the EOC Director/TCO or via the Incident Management System. The Director will then coordinate the request with the support agencies at the EOC, or the federal government.
- f. Agencies of ESF 9 may serve the EOC ESF Team in field operations.
- g. Ensure that the EOC is kept informed on the status of any situations

including, but not limited to:

- i. Any new incidents or operations at same or other locations;
  - ii. Mass casualties, or an incident requiring the intervention of ESF 8;
  - iii. Hazardous materials are threatened or involved, requiring the intervention of ESF 10;
  - iv. Require the isolation of property to limit sightseers and other people who may interfere with operations or become endangered by the situation unfolding;
  - v. Require the shutdown of services such as water and power to communities, especially for extended periods of time;
  - vi. Involve any resorts, hotels or other visitor facilities and concentrations;
  - vii. An aviation incident or accident; and
  - viii. Require the activation of any other agencies to conduct an effective response at the site.
- h. Coordinates administrative and financial functions supporting Task Force and IST deployments.
  - i. Keeps the EOC informed on the status of all SAR activities within the affected areas.
  - j. Coordinate with ESF 7/Logistics and ESF 8 (Public Health and Social Services) if concurrent health and medical operations are required by the incident or situation.
  - k. Coordinate with ESF 1 to request any transportation assets to address unmet needs relative to ongoing SAR operations.
  - l. Coordinate with ESF 13 (Public Safety and Security) for on-site security, as required or currently deployed teams need additional trained SAR personnel.
  - m. Coordinate with ESF 15 (External Affairs) to coordinate any Public service announcements relative to SAR operations.

### 3. Recovery Objectives

- a. The members of the GFD may be required to assign personnel to Emergency Services Branch Preliminary Damage Assessment (PDA) Teams.
- b. Coordinate SAR personnel and resources for recovery efforts upon request.
- c. Monitor and report on the status of any ongoing SAR operations.

- d. Assign and schedule sufficient personnel to cover an activation of the Emergency Operations Center for an extended period of time.
- e. Maintain appropriate records of work schedules and costs incurred by ESF 9 agencies during an event.
- f. Generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans.
- g. Seek information concerning the projected date the EOC will deactivate.

## E. DIRECTION AND CONTROL

As a part of the EOC ESF Team, agencies of ESF 9 may have to participate (on-island or in another jurisdiction through mutual aid) on several emergency teams and/or co-located at several emergency facilities. The following is a listing of the teams and facilities through which ESF 9 may have to function:

1. **Emergency Operations Center** - In the event that the Emergency Operations Center is activated for an emergency, the EOC ESF Team Emergency Support Function Coordinator for the GFD or his/her designated representative, assumes responsibility as supervisor for ESF 9.
2. **Joint Field Office**
  - a. Upon activation of the Joint Field Office (JFO), the EOC Director or his/her designated representative, coordinate with ESF 9 support agencies in order to provide an ESF 9 representative at the JFO, when required.
  - b. The ESF 9 representative at the JFO coordinates with ESF 9 in the EOC.
3. **Federal Resources** - Should ESF 9 foresee or have a need for resources not otherwise available, action will be taken to secure such resources through FEMA or some other federal source, through coordination with GHS/OCD.
4. **Contracts and Contractors - Resources** that are available through ESF 9 may best be obtained through an agency or Government of Guam contractor, vendors, and suppliers. Resources may also be obtained from agency related entities such as local, Government of Guam, national, public, and private entities.

### III. RESPONSIBILITIES

#### A. PRIMARY AGENCY - GUAM FIRE DEPARTMENT

1. Coordinate all ESF 9 administrative, management, planning, training, preparedness, response, and recovery activities.
2. Assign GFD personnel to the ESF 9 duty schedule in the EOC.
3. Initiate and perform the notification procedures described above in II.C. above.
4. Participate in meetings and efforts of ESF 9 with other designated agencies to address any public health, medical, mass casualty and crisis counseling issues.
5. Coordinate with ESF 7 to establish, as required, emergency procurement accounts for SAR related services and equipment.
6. Provide staff, as appropriate to the JFO to partner with federal counterparts to ensure a unified response and recovery effort.
7. Maintain appropriate records of work schedules and costs incurred by ESF 9 agencies during an event.
8. Assume the role as Incident Commander (IC) for incident/accidents involving commercial aircraft not in GIAA area of operations (AO), on federal property, or in coastal waters.
9. Provide required/requested assistance to the GIAA, JRM-Guam, and the USCG in support of their search and rescue operations conducted on scene at an aviation incident or accident.

#### B. SUPPORT AGENCIES

1. Guam National Guard (GUNG) – Coordinate with, and support ESF 9 in providing assistance for search and rescue operations, as requested or required.
2. Guam Police Department
  - a. Provide assistance, as needed, in establishing crowd control, perimeter security and access control at sites as requested or required through a mission assignment.

- b. As requested by the EOC, provide supplemental staff and equipment to assist in any search and reconnaissance requirements associated with an ESF 9 mission.
3. Guam Homeland Security Office of Civil Defense – Provide support and coordination to GFD and federal efforts in their conduct of urban, non-urban and water search and rescue operations.
4. U.S. Coast Guard (USCG) – Coordinate with, and support ESF 9 in conducting search and rescue operations, especially with respect to open water rescue missions and requirements.
5. Joint Region Marianas (JRM - Guam) – Coordinate with, and support ESF 9 in conducting search and rescue operations, especially with respect to incidents and accidents involving military aircraft.

#### **IV. FINANCIAL MANAGEMENT**

##### **A. DOCUMENTATION OF INCURRED COSTS**

1. All requests for urban search and rescue support must originate through the EOC and be recorded in the Incident Management System. Once entered into Incident Management System and tasked as a mission assignment, ESF 9 will initiate action. The EOC Incident Management System will be used to provide a record of all payment to vendors.
2. Agencies must document all expenses related to their disaster activities. These include but are not limited to travel, maintenance, meals, supplies, etc. Coordinate with EOC Finance and Admin Section staff regarding expense documentation, cost recovery after the event, and communication with each agency's budget/financial sections. Agencies also work under their own accounting principles and authorities.

##### **B. NOTIFICATION OF INCURRED COSTS**

1. All agencies that have an automated financial management system must use the companion procedures and forms necessary for notification of and authorization for incurring costs.
2. All agencies that do not have an automated financial management system will use its normal financial management procedures and forms necessary for notification of and authorization for incurring costs.
3. All agencies understand that their automated financial management system, or normal financial management, procedures and forms

necessary for notification of and authorization for incurring costs must be in compliance with applicable agency, territorial and federal guidelines, rules, standards, and laws.

## **V. REFERENCES AND AUTHORITIES**

### **A. AUTHORITIES AND POLICIES**

1. Guam
  - a. Guam Code Annotated Title 10 Chapter 65 § 65107;
  - b. Executive Order Number 91-09;
  - c. Executive Order Number 2011-13
  
2. Federal
  - a. Post-Katrina Emergency Reform Act (PKEMRA) of 2006
  - b. Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 USC;
  - c. Code of Federal Regulations 44;
  - d. Homeland Security Act of 2002;
  - e. Homeland Security Presidential Directive – 5, Feb 2003.

### **B. REFERENCES**

1. Guam
  - a. Guam Emergency Response Plan, Sep 2005;
  - b. Guam Disaster Preparedness Joint Plan 101, Jan 1999;
  - c. Guam Emergency Operations Center Standard Operating Procedures, Version 2.4;
  - d. All-Hazards Alert and Notification Operations Manual; and
  - e. Mission Assignment Standard Operating Procedure (Draft, March 2005).
  
2. Federal
  - a. Guam All-Hazards Catastrophic Operation Plan, August 2010;
  - b. Guam Catastrophic Typhoon Operations Plan, August 2010;

- c. Guam Catastrophic Typhoon Plan, August 2010;
- d. National Incident Management System, Dec 2008;
- e. National Response Framework, Jan 2008;
- f. National Disaster Recovery Framework, May 2013; and
- g. Comprehensive Preparedness Guide 10 (CPG 101, Version 2.0),  
Developing and Maintaining Emergency Operations Plans.

## APPENDIX X: EMERGENCY SUPPORT FUNCTION 10 – OIL AND HAZARDOUS MATERIAL RESPONSE

**PRIMARY AGENCIES:** Guam Fire Department (GFD)

**CO-LEAD AGENCIES:** Guam Environmental Protection Agency (GEPA) and U.S. Coast Guard (USCG)

**SUPPORT AGENCIES:** Department of Public Health and Social Services (DPHSS); Guam Police Department (GPD); Guam National Guard (GUNG); Department of Public Works (DPW); Guam Memorial Hospital Authority (GMHA); Joint Region Marianas (JRM); Guam Homeland Security/Office of Civil Defense (GHS/OCD); Office of the Governor; Department of Administration (DOA); General Services Agency (GSA); Bureau of Budget and Management Research (BBMR)

### I. INTRODUCTION

The purpose of Emergency Support Function 10 (ESF 10) is to provide a coordinated and unified response from Government of Guam agencies to neutralize oil and other hazardous materials incidents and address the potential impacts to residents, visitors and property throughout Guam. A hazardous materials (HazMat) incident can take many forms, from a randomly occurring accident on a roadway that results in a spill, to a deliberate act of terrorism or sabotage. In that regard, ESF 10 is intended to coordinate and manage a multi-agency response in two respects: to address the effects of a Nuclear, Biological, Chemical and Radiological incident at and beyond the site itself and to establish a short and long-term cleanup effort to lessen or nullify the environmental impacts of that event.

For the purposes of this annex, the definition of hazardous materials can encompass many different substances and affects on human life and property. Many federal laws and regulations exist to help the planner define the term hazardous material; however, since the various lists overlap and serve different purposes (identifying acceptable quantities for "wastes" and "pollutants," reportable quantities for "emergency releases," etc.), this chapter will use the term "hazardous materials" in a broad sense to include: explosive, flammable, combustible, corrosive, oxidizing, toxic, infectious, or radioactive materials that, when involved in an accidental or deliberate incident is released in sufficient quantities to put some portion of the general public in immediate danger through exposure, contact, inhalation, or ingestion, and/or cause damage to infrastructure, render portions of Guam and property unusable and deny residents and visitors alike the ability to enjoy the amenities and resources of Guam.

## II. CONCEPT OF OPERATIONS

### A. GENERAL

The Incident Command System will establish the initial response to all HazMat incidents. The first responder will be the Guam Fire Department (GFD) and/or the Guam Police Department (GPD). Upon arrival at the scene an Incident Commander (IC) will be identified from the responding GFD unit and establish the Incident Command Post (ICP). In all instances the IC will establish immediate communication and request representation at the ICP from the Department of Public Health & Social Service (DPHSS) and the Guam Environmental Protection Agency (GEPA), GHS/OCD; CST (as needed).

In some situations, transition of the Incident Command from the GFD to GEPA may be required depending on the IC's decision based on an on-scene assessment of the situation. Once established at the CP, the Incident Commander will communicate with the Guam Homeland Security Office of Civil Defense (OSD) so that required response agencies can establish the Unified Command Structure to support the needs of the Incident Commander.

The ESF 10 Appendix has been developed to provide an all hazards framework for response actions by GFD, to coordinate with local and federal responders, and provide for consistency with the National Response Framework (NRF) and the National Response Plan (NRP).

ESF 10 will operate under the following principles in order to implement the core missions. These principles serve as the general concept of operations for ESF 10 and are further described in supporting plans and procedures. The ESF 10 core missions are as follows:

1. Provide coordination and information support at the Emergency Operation Center (EOC) for assistance to supplement Government of Guam and local resources in order to comprehensively address all the issues associated with HazMat incidents or disasters:
  - a. Neutralize or contain the hazardous material or contagion;
  - b. Control access to the impacted area or securing an evacuated area;
  - c. Undertake protective actions such as the evacuation of residents out of the impact area;
  - d. Search and rescue (SAR);
  - e. Initiate and conduct forensic studies and collect evidence at and around the incident site;
  - f. Protect key facilities and infrastructure from contamination or damage;
  - g. Establish medical and public health measures for the affected population

and any casualties;

2. Provide information on the status of the overall response in the affected areas.
3. Meet mission assignments through available or obtainable resources from other ESF EOC Team agencies, the private sector, those available through mutual-aid agreements, as well as federal sources including the U.S. Coast Guard (USCG), the Environmental Protection Agency (EPA) and/or the Federal Emergency Management Agency (FEMA).
4. Serve as liaison with federal ESF 10/ USCG and the EPA in coordinating information, addressing resource shortfalls and resolving issues before during and after an emergency event.
5. Attend briefings and meetings, provide situation and status updates, and address issues relating to ESF 10 activities.
6. Serves as member of ad hoc task forces and issue teams.
7. Serve as the EOC liaison with GEPA's Operation Center and any other field sites established to better respond to the incident or disaster.
8. Participate in the Human Services Preliminary Damage Assessment Team (PDA) to survey populations with special needs (PSN) facilities, as well as the report on status of medically dependent seniors.

## **B. ORGANIZATION**

1. The GFD will be responsible for establishing an ICS and a field command post in response to the incident, in conjunction with GEPA and the DPHSS.
2. If additional resources are required, the primary agency will make a request to the EOC Director. The Director will then coordinate the request with the remaining support agencies on the EOC ESF Team.
3. When activated, other ESFs and response agencies will report to the Emergency Operations Center (EOC) to receive an initial briefing and instruction from Guam Homeland Security/Office of Civil Defense (GHS/OCD) unless they are directed to the ICP by the IC.
4. During an emergency or disaster, the primary and support agencies of ESF 10 will assign personnel to the EOC. ESF 10 will respond directly to

the Emergency Services Branch Director who reports to the Operations Section Chief

5. Other Government of Guam support agencies and organizations are available as needed for specific issues and are accessed through their respective ESFs at the EOC.
6. Federal support agencies staff, such as the United States Coast Guard (USCG) and the United States Environmental Protection Agency (EPA) may be integrated directly into ESF 10 to assist with response efforts.

### **C. NOTIFICATIONS**

1. If the EOC is not activated, Standard Operating Procedures regarding notification will be followed by the Fire Dispatch Office; GHS/OCD; GPD
2. If the EOC is partially or fully activated:
  - a. The EOC Director or EOC Duty Officer will notify the ESF 10 primary agency, GEPA and GFD, when an area or the entirety of Guam is threatened or has been impacted by an emergency or disaster event and activates the EOC to Level 2 (select ESFs) or Level 1 (full activation).
  - b. The GEPA and GFD designated personnel will report to the EOC if so advised or requested by the EOC Director or EOC Duty Officer.
  - c. As warranted by the scope of the impending event, the GEPA or GFD personnel will notify the appropriate support agencies.
  - d. The designated support agencies when notified will report to the EOC if so advised or requested by the primary agencies, the GEPA/GFD coordinating personnel.
  - e. The support agencies designated to report to the EOC will notify their agencies as well as any designated emergency operations personnel of the impending or actual event.
  - f. The above notification process will be utilized if the impending or actual event requires any combination of preparedness, response, recovery, or mitigation/redevelopment activities.

## D. OPERATIONAL OBJECTIVES

ESF 10 supports the EOC ESF Team through its actions and response efforts to activate and organize an effective response to an event. These objectives are further described in preparedness, response, recovery and mitigation actions.

### 1. Preparedness Objectives

- a. Participate in the review and revision of Appendix X to the Guam Comprehensive Emergency Management Plan (CEMP) and related EOC Standard Operating Procedures (SOP);
- b. Attend and participate in meetings, training, conferences, and exercises, and;
- c. Develop, test, and maintain manual or automated listings of the following:
  - i. Agency points of contact that are to be contacted by agency representative(s) assigned to ESF 10;
  - ii. Agency available resources (from within the agency) such as ambulances, drugs and pharmaceuticals, medical supplies, tents and other enclosures for field units, etc.;
  - iii. Points of contact for agency obtainable resources (from agency contractors, vendors, etc.) and equipment.
- d. Review and update as needed any activation rosters to ensure the availability of trained personnel for extended periods of time, both at fixed, as well as field locations.
- e. Initiate new and/or validate all existing contracts with ESF 7/Logistics for response and recovery related resources determine the status of those assets.
- f. Develop procedures to maintain appropriate records for time worked, and equipment costs, and equipment incurred by ESF 10 agencies during an emergency/disaster event.
- g. Coordinate with FEMA and federal counterparts to pre-identify potential unmet needs with respect to federal resources and equipment.

### 2. Response Objectives

ESF 10 will coordinate and manage the following response objectives:

- a. Activate the "Notifications" sequence listed in Section II.C (Notification) above.
- b. Assign and schedule sufficient personnel to cover an activation of the EOC for an extended period of time.

- c. Review as necessary each support agency's automated or manual listings of emergency contacts.
- d. Make and maintain contact with federal ESF 10 according to established procedures.
- e. Maintain appropriate records of work schedules and costs incurred by ESF 10 agencies and organizations during an event.
- f. Evaluate the probability and time period of the recovery phase for the event. If a recovery phase is probable, start pre-planning for recovery actions.
- g. Coordinate with ESF 13 (Public Safety and Security) and ESF 16 (Military Support to Civil Authorities) to request on-site security at permanent medical facilities or at field locations, as needed by the situation or emergency event.
- h. Generate response information in a timely manner to be included in EOC ESF Team briefings, situation reports and incident action plans.
- i. Coordinate with ESF 16 to activate the Mass Casualty Decontamination System (MCDS) from the Guam National Guard (GUNG).
- j. Coordinate with ESF1 (Transportation) if buses or other forms of mass conveyance are needed to evacuate residents from the impacted area.
- k. Coordinate with ESF 3 (Public Works and Engineering) and ESF 12 (Energy) to establish the need to protect or harden of any key of their facilities or infrastructure in the impact area, if needed.
- l. Coordinate with ESF 5 (Emergency Management), as well as ESF 15/Joint Information Center (JIC) for any alert and notification requirements in and around the impact zone.
- m. If needed, coordinate with ESF 6 (Mass Care, Housing and Human Services) for the sheltering and mass care needs for populations evacuated or displaced from the impact zone.
- n. Coordinate with ESF 8 (Public Health and Medical Services) for any medical, mortuary, and mental health needs that may arise in an around the impact area.
- o. As required, coordinate with ESF 9 (Urban Search and Rescue) to implement any SAR operations necessitated by the HazMat incident.
- p. Coordinate with ESF 13 and 16 for security in the impact/evacuation zone, as well as for access control and traffic management in the vicinity of the HazMat incident site.
- q. Coordinate, as needed, with ESF 15/JIC to arrange any public information or advisories in response to a HazMat emergency.

- r. Coordinate with ESF 6 (Tourist Evacuation/Mass Care) if the impact area for a HazMat event will include any tourist concentrations.
- s. Act as the liaison with the USCG National Response Center (NRC), to report a HazMat incident.
- t. Activate and coordinate with the GEPA Command Post for issues that relate to policies for hazardous materials response.

### 3. Recovery Objectives

- a. Generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans.
- b. Plan and prepare the notification systems and operational procedures to sustain any long term operations in the field if necessary.
- c. Plan and prepare for the continued support of all federal ESF 10 personnel.
- d. Assign and schedule sufficient personnel to cover an activation of the EOC for an extended period of time.
- e. Maintain appropriate records of work schedules and costs incurred by ESF 10 agencies during an event.
- f. Seek information concerning the projected date the EOC will deactivate.
- g. Continue to provide reports to the EOC concerning water quality and other environmental monitoring operations.

### 4. Mitigation Objectives

- a. Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.
- b. Identify, assess, prioritize, and protect HazMat storage, transshipment facilities and companies so they can detect, prevent, deter, and mitigate deliberate efforts to destroy, incapacitate or exploit critical infrastructure and key resources.
- c. Identify, assess, prioritize, and protect HazMat storage and transshipment facilities and companies so they can detect, prevent, deter, and mitigate the effects of natural and technological hazards.
- d. Plan and prepare the notification systems and operational procedures to support the requests and directives resulting from the Governor and/or FEMA concerning mitigation and/or redevelopment activities. Probable requests and directives include establishment of review and study teams, support of local government contracting for mitigation

and/or redevelopment needs, and other similar professional, technical, and administrative activities.

## **E. DIRECTION AND CONTROL**

As a part of the EOC ESF Team, agencies of ESF 10 may have to participate (on-island or in another jurisdiction through mutual aid) on several emergency teams and/or co-located at several emergency facilities. The following is a listing of the teams and facilities through which ESF 10 may have to function:

### **1. Emergency Operations Center**

- a. In the event that the Emergency Operations Center is activated for an emergency, the EOC ESF Team Emergency Support Function Coordinator for GFD or his/her designated representative, assumes responsibility as supervisor for ESF 10. In some situations, transition of the Incident Command from the GFD to GEPA may be required depending on the IC's decision based on an on-scene assessment of the situation or Joint Incident Command by both agencies may be established. Once established at the CP, the Incident Commander will communicate with the GHS/OCD so that required response agencies can establish the Unified Command Structure to support the needs of the Incident Commander.
- b. The ESF 10 supervisor coordinates with ESF 10 support agencies in order to respond to assigned requests from the villages and directives of the EOC Director.

### **2. Joint Field Office**

- a. Upon activation of the Joint Field Office (JFO), the EOC Director or his/her designated representative, coordinate with ESF 10 support agencies in order to provide an ESF 10 representative at the JFO, when required.
- b. The ESF 10 representative at the JFO coordinates with ESF 10 agencies in the EOC.

3. **Federal Resources** - Should ESF 10 foresee or have a need for resources not otherwise available, action will be taken to secure such resources through FEMA or some other federal source. Normally, an action to obtain a resource from a federal source is coordinated with/through the Territory Coordinating Officer and/or the Federal Coordinating Officer.

4. **Contracts and Contractors - Resources** that are available through ESF 10 may best be obtained through an agency or Government of Guam

contractor, vendors, and suppliers. Resources may also be obtained from agency related entities such as local, Government of Guam, national, public, and private entities.

5. **Mitigation and/or Redevelopment** - ESF 10 does not have budgetary authority, or funds for mitigation or redevelopment needs that result from an emergency or disaster. Therefore, the primary and support agencies for ESF 10 can only provide (as in-kind or matching) professional, technical, and administrative personnel and their use of related equipment to mitigation and redevelopment efforts that may follow an event. Such in-kind or matching resources can be used to support the review, investigation, contracting, and other professional, technical, and administrative tasks generally required for mitigation and/or redevelopment activities.

### III. RESPONSIBILITIES

#### A. PRIMARY AGENCY - GUAM FIRE DEPARTMENT (GFD)

1. Upon notification of a possible incident involving hazardous materials, establish an ICP and delegate an IC to manage on-site operations.
2. Assess the situation local to determine if the management of the incident should be turned over to GEPA.
3. Assist GEPA in the Coordination all ESF 10 administrative, management, planning, training, preparedness, response, and recovery activities.
4. Assign GFD personnel to the ESF 10 duty schedule in the EOC.
5. Initiate and perform the notification procedures described above in II.C. above.
6. Participate in meetings and efforts of ESF 10 with other designated agencies to address any hazardous materials response and abatement measures.
7. Coordinate with ESF 7 to establish, as required, emergency procurement accounts for HazMat response related services and equipment.
8. Provide staff, as appropriate to the JFO to partner with federal counterparts to ensure a unified response and recovery effort.
9. Maintain appropriate records of work schedules and costs incurred by ESF 10 agencies during an event.

**B. CO-LEAD AGENCY**

1. Guam Environmental Protection Agency (GEPA)
  - a. Assist GFD to coordinate all ESF 10 administrative, management, planning, training, preparedness, response, and recovery activities.
  - b. Assign GEPA personnel to the ESF 10 duty schedule in the EOC.
  - c. Assist in the activation of the GEPA Command Post and maintain continuous communications between the two locations.
  - d. Initiate and perform the notification procedures described above in II.C. above.
  - e. Assist GFD in facilitating the meetings and efforts of ESF 10 with other designated agencies to address any HazMat response issues.
  - f. Coordinate with ESF 7 to establish, as required, emergency procurement accounts for environmental testing, HazMat abatement resources and equipment.
  - g. Provide staff, as appropriate to the JFO to partner with federal counterparts to ensure a unified response and recovery effort.
  - h. Maintain contact with the USCG NRC and federal EPA.
  - i. Maintain appropriate records of work schedules and costs incurred by ESF 10 agencies during an event.
  - j. Assign the necessary staff with technical expertise to coordinate and field an Emergency Services Branch Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Branch through the Emergency Services Branch Director. The assigned emphasis for GEPA is its facilities damages and assists in assessment of water, sewer, fuel storage, solid waste and power facilities.

**C. SUPPORT AGENCIES**

1. Department of Public Health and Social Services (DPHSS)
  - a. As required assign personnel to the EOC to assist with ESF 10 functions and activities;

- b. Provide technical and specialty support and coordination relating to the public health and medical implications of exposure to hazardous materials.
    - c. At the request of the TCO/EOC Director and the ESF 10 lead agencies cited above, provide the staffing and resources necessary to establishing a medical response to a HazMat incident.
  2. Guam Police Department (GPD)
    - a. As required assign personnel to the EOC to assist with ESF 10 functions and activities;
    - b. Provide technical and specialty support and coordination relating to maintaining public order and safety, access management, areas and facility security, conducting traffic operations in support of evacuations and other law enforcement expertise.
    - c. At the request of the TCO/EOC Director and the ESF 10 lead agencies cited above, provide the staffing and resources necessary to conduct any of the operations referred to directly above.
    - d. Act as a liaison to the Federal Bureau of Investigation (FBI), if they are deployed to gather evidence at the site of an incident, as part of their crisis management mission and lead agency responsibility.
  3. Guam National Guard (GUNG)
    - a. As required assign personnel to the EOC to assist with ESF 10 functions and activities;
    - b. Provide technical and specialty support and coordination relating to the protection of people and equipment to hazardous materials and environments, and their decontamination after exposure.
    - c. At the request of the TCO/EOC Director and the ESF 10 lead agencies cited above, as well as ESF 16 (Military Support of Civilian Authorities) provide the staffing and resources necessary to activate the Mass Casualty Decontamination System (MCDS) in response to a mass exposure/casualty situation.
    - d. Assist GPD in the public safety and security missions referenced above.
  4. Department of Public Works (DPW)
    - a. As required, assign personnel to the EOC to assist with ESF 10 functions and activities;
    - b. Provide technical and specialty support and coordination relating to the impact on roadways and other infrastructure facilities caused by

- hazardous materials spills and other incidents, and how to mitigate those effects after exposure; and.
- c. As required, provide transportation assets and other equipment to assist ESF 10 in its missions to contain and clean up hazardous materials accidents.
5. Guam Memorial Hospital Authority (GMHA)
    - a. As required maintain communications with the EOC to assist with ESF 10 functions and activities;
    - b. Provide technical and specialty support and coordination relating to the medical implications of exposure to hazardous materials.
  6. Joint Region Marianas (JRM)
    - a. As required, provide technical and specialty support and coordination relating to the to the containment and cleanup of hazardous materials incidents, especially in situations where federal and territorial jurisdictional areas are simultaneously impacted; and
    - b. As required, provide assets and other equipment to assist ESF 10 in it missions to contain and clean up hazardous materials accidents.
  7. Guam Homeland Security/Office of Civil Defense (GHS/OCD);
    - a. Provide leadership and coordination with other ESFs in assisting ESF 10 accomplish it response missions; and
    - b. Assign personnel to act as the Emergency Services Branch Director during activations of the EOC.
  8. Office of the Governor; Department of Administration (DOA); General Services Agency (GSA); Bureau of Budget and Management Research (BBMR) – As requested, provide assistance to ESF 10 in helping it accomplish its response missions

#### **IV. FINANCIAL MANAGEMENT**

##### **A. DOCUMENTATION OF INCURRED COSTS**

1. All requests for hazardous materials related support must originate through the EOC and be recorded in the Incident Management System. Once entered into Incident Management System and tasked as a mission

assignment, ESF 3 will initiate action. The EOC Incident Management System will be used to provide a record of all payment to vendors.

2. Agencies must document all expenses related to their disaster activities. These include but are not limited to travel, maintenance, meals, supplies, etc. Coordinate with EOC Finance and Admin Section staff regarding expense documentation, cost recovery after the event, and communication with each agency's budget/financial sections. Agencies also work under their own accounting principles and authorities.

#### **B. NOTIFICATION OF INCURRED COSTS**

1. All agencies that have an automated financial management system must use the companion procedures and forms necessary for notification of and authorization for incurring costs.
2. All agencies that do not have an automated financial management system will use its normal financial management procedures and forms necessary for notification of and authorization for incurring costs.
3. All agencies understand that their automated financial management system, or normal financial management, procedures and forms necessary for notification of and authorization for incurring costs must be in compliance with applicable agency, territorial and federal guidelines, rules, standards, and laws.

### **V. REFERENCES AND AUTHORITIES**

#### **A. AUTHORITIES AND POLICIES**

1. Guam
  - a. Guam Code Annotated Title 10 Chapter 65 § 65107;
  - b. Executive Order Number 91-09;
  - c. Executive Order Number 2011-13
2. Federal
  - a. Post-Katrina Emergency Reform Act (PKEMRA) of 2006
  - b. Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 USC;
  - c. Code of Federal Regulations 44;
  - d. Homeland Security Act of 2002;

- e. Homeland Security Presidential Directive – 5, Feb 2003.

## **B. REFERENCES**

1. Guam
  - a. Guam Emergency Response Plan, Sep 2005;
  - b. Guam Disaster Preparedness Joint Plan 101, Jan 1999;
  - c. Guam Emergency Operations Center Standard Operating Procedures, Version 2.4;
  - d. All-Hazards Alert and Notification Operations Manual; and
  - e. Mission Assignment Standard Operating Procedure (Draft, March 2005).
  
2. Federal
  - a. Guam All-Hazards Catastrophic Operation Plan, August 2010;
  - b. Guam Catastrophic Typhoon Operations Plan, August 2010;
  - c. Guam Catastrophic Typhoon Plan, August 2010;
  - d. National Incident Management System, Dec 2008;
  - e. National Response Framework, Jan 2008;
  - f. National Disaster Recovery Framework, May 2013; and
  - g. Comprehensive Preparedness Guide 10 (CPG 101, Version 2.0), Developing and Maintaining Emergency Operations Plans.

## APPENDIX XI: EMERGENCY SUPPORT FUNCTION 11 – AGRICULTURE AND NATURAL RESOURCES

**PRIMARY AGENCY:** Guam Department of Agriculture (DOAg)

**CO-LEAD AGENCY:** Department of Public Health and Social Services (DPHSS)

**OTHER RESPONSE AGENCIES:** Guam Homeland Security Office of Civil Defense (GHS/OCD); Department of Administration, General Services Administration (GSA); Guam National Guard (GUNG); Department of Public Works (DPW); Guam Waterworks Authority (GWA); Department of Public Health and Social Services (DPHSS); Mayor's Council of Guam (MCOG); Department of Education (GDOE); American Red Cross (ARC); Department of Land Management/Chamorro Land Trust Commission (CLTC); Department of Parks and Recreation (DPR); Guam Police Department (GPD); University of Guam (UOG) Department of Chamorro Affairs (GDCA)

### I. INTRODUCTION

The Department of Agriculture is the primary lead agency with Department of Public Health and Social Services as co-lead for nutrition assistance, including the emergency food stamp program. DOAg is a key member of the EOC ESF Team in that its purview extends into aspects of ESF 4 (Firefighting), ESF 6 (Mass Care, Housing, and Human Services). In that capacity DOAg assumes the following roles in assisting Guam to prepare for, respond to and recover from emergency incidents and disaster events.

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

The ESF 11 Appendix has been developed to provide an all hazards framework for response actions, to coordinate with local and federal responders, and provide for consistency with the National Response Framework (NRF). ESF 11 will operate under the following principles in order to implement its core missions. These principles serve as the general concept of operations for ESF 11 and are further described in supporting plans and procedures.

Emergency Support Function (ESF) 11 – Agriculture and Natural Resources supports local authorities and other federal agency efforts to provide nutrition

assistance; control and eradicate, as appropriate, any outbreak of a highly contagious or economically devastating animal/zoonotic (i.e., transmitted between animals and people) disease, or any outbreak of an economically devastating plant pest or disease; ensure the safety and security of the commercial food supply; protect natural and cultural resources and historic properties (NCH) resources; and provide for the safety and well-being of household pets during an emergency response or evacuation situation. Among the specific activities undertaken by ESF 11 during emergency response operations:

1. **Providing nutrition assistance:** Includes working with agencies to determine nutrition assistance needs, obtain appropriate food supplies, arrange for delivery of the supplies, and authorize the Disaster Food Stamp Program. These efforts are coordinated by the Department of Public Health and Social Services (DPHSS) Food and Nutrition Service.
2. **Responding to animal and plant diseases and pests:** Includes implementing an integrated Federal, Territory, and local response to an outbreak of a highly contagious or economically devastating animal/zoonotic disease, or an outbreak of a harmful or economically significant plant pest or disease. ESF 11 ensures, in coordination with ESF 8 – Public Health and Medical Services, that animal/veterinary issues in natural disasters are supported.
3. **Ensuring the safety and security of the commercial food supply:** Includes the execution of routine food safety inspections and other services to ensure the safety of food products that enter commerce. This includes the inspection and verification of food safety aspects of slaughter and processing plants, products in distribution and retail sites, and import facilities at ports of entry; laboratory analysis of food samples; control of products suspected to be adulterated; plant closures; food borne disease surveillance; and field investigations. These efforts are coordinated by DPHSS.
4. **Protecting NCH resources:** Includes appropriate response actions to preserve, conserve, rehabilitate, recover, and restore NCH resources. This includes providing post-event baseline assessments of damages and providing technical assistance and resources for assessing impacts of response and recovery activities to NCH resources. These efforts are coordinated by the Department of Parks and recreation and Department of Chamorro Affairs.
5. **Providing for the safety and well-being of household pets:** Supports the Guam Homeland Security/Office of Civil Defense (GHS/OCD) with ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services; ESF 8; ESF 9 – Search and Rescue; and ESF 14 – Long-Term

Community Recovery to ensure an integrated response that provides for the safety and well-being of household pets. The ESF 11 effort is coordinated by DOAg.

6. Upon activation of the EOC to Readiness Level 2, where select ESFs may be activated, or Level 1 where all ESFs report, ESF 11 is responsible for the following missions:
  - a. Identifies and obtains bulk food supplies and ensures food safety and security;
  - b. Manages nutrition assistance, including the emergency food stamp program;
  - c. Provides information on ESF 11 activities and the food situation in the affected areas, including the disposition of food supplies and distribution;
  - d. Addresses animal and plant disease/pest response; and
  - e. Protects and restores natural and cultural resources, as well as historic properties.
  - f. Identify and manage Pet Friendly Shelters with ESF 6.
7. Provide coordination and information support at the EOC for assistance to supplement the response capabilities and local resources of Guam.
8. Provide information on the status of ESF 11 overall responsibilities listed above in the affected areas.
9. Meet resource requests through available or obtainable resources from the support agencies, including resources that are available through mutual-aid agreements, the U.S. Department of Agriculture (USDA), the Department of the Interior (DOI) and/or the Federal Emergency Management Agency (FEMA).
10. Serve as liaison with federal ESF 11 U.S. Department of Agriculture (USDA), the Department of the Interior in coordinating information, addressing resource shortfalls and resolving issues before, during and after an emergency event.
11. Attend briefings and meetings, provide situation and status updates, and address issues relating to ESF 11 activities.
12. Serves as a member of ad hoc task forces and issue teams.
13. Participate in the Infrastructure Preliminary Damage Assessment Team (PDA) to survey the impacts of a disaster or emergency incident on

agricultural concerns, coastal areas and locations of cultural/historical significance.

## **B. ORGANIZATION**

1. ESF 11 will operate under the direction of the EOC Director/TCO through the Human Services Branch Director.
2. The Department of Agriculture (DOAg) is the primary agency with Department of Public Health and Social Services (DPHSS) as Co-lead for ESF 11.
3. During an emergency or disaster, the primary agency of ESF 11 will assign personnel to the EOC. ESF 11 will respond directly to the Human Services Branch Director who reports to the Operations Section Chief.
4. Federal support agency staff and resources, such as the USDA and the U.S. DOI may be integrated directly into ESF 11 to assist with response efforts.
5. Coordinate ESF 11 activities in the EOC during periods of activation by:
  - a. Developing and maintaining the ESF 11 duty schedule;
  - b. Coordinating the receipt, evaluation, and requests from the threatened and/or impacted area, and;
  - c. Developing situation reports and action plans to be submitted to the Plans Section.
6. If additional resources are required, the primary agency will make a request to the TCO/EOC Director who will then coordinate the request with the remaining support agencies on the EOC ESF Team.
7. When activated, other ESFs and response agencies will report to the Emergency Operations Center (EOC) to receive an initial briefing and instruction from Guam Homeland Security/Office of Civil Defense (GHS/OCD).
8. Other Government of Guam support agencies and organizations are available as needed for specific issues and are accessed through their respective ESFs at the EOC.

## **C. NOTIFICATIONS**

1. The EOC Director or EOC Duty Officer will notify the ESF 11 primary agency, DOAg, when an area or the entirety of Guam is threatened or has been impacted by an emergency or disaster event and activates the EOC to Level 2 (select ESFs) or Level 1 (full activation).
2. The DOAg designated personnel will report to the EOC if so advised or requested by the EOC Director or EOC Duty Officer.
3. As warranted by the scope of the impending event, the DOAg personnel will notify the appropriate support agencies.
4. The designated support agencies when notified will report to the EOC if so advised or requested by the primary agency, the DOAg coordinating personnel.
5. The support agencies designated to report to the EOC will notify their agencies as well as any designated emergency operations personnel of the impending or actual event.

#### **D. CONCEPT OF OPERATIONS**

1. General
  - a. DOAg, as the coordinator for ESF 11 organizes the ESF staff and support agencies based upon the five core functional areas. It organizes and coordinates the capabilities and resources of the Government of Guam to facilitate the delivery of services, technical assistance, expertise, and other support for incidents requiring a coordinated response.
  - b. ESF 11 identifies, secures, and arranges for the transportation of food and/or the provision of food stamp benefits to affected areas and supports Mass Care in providing food for shelters and other mass feeding sites.
  - c. ESF 11 provides for an integrated federal and local response to an outbreak of a highly contagious or economically devastating animal/zoonotic disease, or an outbreak of a harmful or economically significant plant pest or disease deemed of federal regulatory significance.
  - d. ESF 11, through the primary agency for NCH resources (DCA) organizes and coordinates the capabilities and resources of the Government of Guam to facilitate the delivery of services, technical assistance, expertise, and other support for the protection, preservation, conservation, rehabilitation, recovery, and restoration of NCH resources through all phases of an incident requiring a coordinated federal and local response.
  - e. ESF 11 supports GHS/OCD together with ESF 6, ESF 8, ESF 9, and ESF 14 to ensure an integrated response that provides for the safety and well-

being of household pets during natural disasters and other emergency events resulting in mass displacement of civilian populations.

## E. OPERATIONAL OBJECTIVES

ESF 11 supports the EOC ESF Team through its actions and response efforts to activate and organize an effective response to an event. These objectives are further described in preparedness, response, recovery and mitigation actions.

### 1. Preparedness Objectives

- a. Participate in the review and revision of Appendix XI to the Guam Comprehensive Emergency Management Plan (CEMP) and related EOC Standard Operating Procedures (SOP);
- b. Attend and participate in meetings, training, conferences, and exercises, and;
- c. Develop, test, and maintain manual or automated listings of the following:
  - i. Agency points of contact that are to be contacted by agency representative(s) assigned to ESF 11;
  - ii. Agency available resources (from within the agency) such as boats and other agency equipment, etc.;
  - iii. Points of contact for agency obtainable resources (from agency contractors, vendors, etc.) and equipment.
- d. Review and update as needed any activation rosters to ensure the availability of trained personnel for extended periods of time, both at fixed, as well as field locations.
- e. Initiate new and/or validate all existing contracts with ESF 7/Logistics for response and recovery related resources determine the status of those assets.
- f. Develop procedures to maintain appropriate records for time worked and costs incurred by ESF 11 agencies during an emergency/disaster event.
- g. Coordinate with FEMA and federal counterparts to pre-identify potential unmet needs with respect to federal resources and equipment.
- h. Coordinate and plan for pre-event storage of bulk food supplies and other ESF 11 mission related resources, including the retention of any non-perishable food and other supplies from previous disasters.

## 2. Response Objectives

ESF 11 will coordinate and manage the following response objectives:

- a. Activate the "Notifications" sequence listed in Section II.C (Notification) above.
- b. Assign and schedule sufficient personnel to cover an activation of the EOC for an extended period of time.
- c. Review as necessary each support agency's automated or manual listings of emergency contacts.
- d. Make and maintain contact with federal ESF 11 according to established procedures.
- e. Maintain appropriate records of work schedules and costs incurred by ESF 11 agencies and organizations during an event.
- f. Evaluate the probability and time period of the recovery phase for the event. If a recovery phase is probable, start pre-planning for recovery actions.
- g. Generate response information in a timely manner to be included in EOC ESF Team briefings, situation reports and incident action plans. Specific essential elements of information (EEI) include:
  - i. Status of current and future operations, any obstacles and unmet needs relative to ESF 11 missions; and
  - ii. Status of internal damage assessments/surveys conducted by ESF 11 agencies.
- h. Coordinate with ESF1 (Transportation) if transportation assets are required to move bulk food supplies or fulfill other ESF 11 missions.
- i. Coordinate with ESF3 (Public Works and Engineering) regarding the disposal of any large agricultural debris/waste.
- j. Coordinate with ESF 13 (Public Safety and Security) and 16 (Military Support to Civilian Authorities) for security around bulk food storage sites or other feeding and distribution operations in the impacted area.
- k. Coordinate with ESF 6 (Mass Care) and ESF 7/Logistics regarding the locations of mass feeding sites, staging areas, Points of Distribution (POD), as well as addressing any feeding and meeting human needs operations.
- l. Coordinate, as needed, with ESF 15 to arrange any public information or advisories in response to information requirements relative to the food stamp program, distribution of food, or public health issues associated with disaster impacts to crops and livestock.
- m. As requested by the EOC, participate in any Preliminary Damage

Assessment (PDA) teams activated to survey incident or disaster impacts and report the findings to the EOC for further action.

- n. Coordinate with ESF 6 (Mass Care) and ESF 7/Logistics regarding the locations of pet sheltering sites, staging areas, Points of Distribution (POD), as well as addressing any feeding and meeting pet needs operations.

### 3. Recovery Objectives

- a. Generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans. ESF 11 specific essential elements of information (EEI) include the status of current and future operations, any obstacles and unmet needs relative to its missions.
- b. Plan and prepare the notification systems and operational procedures to sustain any long term operations in the field if necessary.
- c. Plan and prepare for the continued support of all federal ESF 11 personnel.
- d. Assign and schedule sufficient personnel to cover an activation of the EOC for an extended period of time.
- e. Maintain appropriate records of work schedules and costs incurred by ESF 11 agencies during an event.
- f. Seek information concerning the projected date the EOC will deactivate.
- g. Continue to provide reports to the EOC concerning water quality and other environmental monitoring operations.

### 4. Mitigation Objectives

- a. Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters, especially to fisheries and shorelines.
- b. Plan and prepare the notification systems and operational procedures to support the requests and directives resulting from the Governor and/or FEMA concerning mitigation and/or redevelopment activities. Probable requests and directives include establishment of review and study teams, support of local government contracting for mitigation and/or redevelopment needs, and other similar professional, technical, and administrative activities.

## F. DIRECTION AND CONTROL

As a part of the EOC ESF Team, agencies of ESF 11 may have to participate (on-island or in another jurisdiction through mutual aid) on several emergency teams and/or co-located at several emergency facilities. The following is a listing of the teams and facilities through which ESF 11 may have to function:

1. **Emergency Operations Center**
  - a. In the event that the Emergency Operations Center is activated for an emergency, the EOC ESF Team Emergency Support Function Coordinator for DOAg or his/her designated representative, assumes responsibility as supervisor for ESF 11.
  - b. The ESF 11 supervisor coordinates with ESF 11 support agencies in order to respond to assigned requests from the villages and directives of the EOC Director.
2. **Joint Field Office**
  - a. Upon activation of the Joint Field Office (JFO), the EOC Director or his/her designated representative, coordinate with ESF 11 support agencies in order to provide an ESF 11 representative at the JFO, when required.
  - b. The ESF 11 representative at the JFO coordinates with ESF 11 agencies in the EOC.
3. **Federal Resources** - Should ESF 11 foresee or have a need for resources not otherwise available, action will be taken to secure such resources through FEMA or some other federal source. Normally, an action to obtain a resource from a federal source is coordinated with/through the Territory Coordinating Officer and/or the Federal Coordinating Officer.
4. **Contracts and Contractors** - Resources that are available through ESF 11 may best be obtained through an agency or Government of Guam contractor, vendors, and suppliers. Resources may also be obtained from agency related entities such as local, Government of Guam, national, public, and private organizations.
5. **Mitigation and/or Redevelopment** - ESF 11 does not have budgetary authority, or funds for mitigation or redevelopment needs that result from an emergency or disaster. Therefore, the primary and support agencies for ESF 11 can only provide (as in-kind or matching) professional, technical, and administrative personnel and their use of related equipment to mitigation and redevelopment efforts that may follow an event. Such in-kind or matching resources can be used to support the review, investigation, contracting, and other professional, technical, and

administrative tasks generally required for mitigation and/or redevelopment activities.

### III. RESPONSIBILITIES

#### A. PRIMARY AGENCY - GUAM DEPARTMENT OF AGRICULTURE (DoAG)

1. Coordinate all ESF 11 administrative, management, planning, training, preparedness, response, and recovery activities.
2. Assign appropriate personnel to the ESF 11 duty schedule in the EOC.
3. Facilitate the meetings and efforts of ESF 11 with other designated agencies to address any bulk food, food stamp, crop and livestock and other agriculture associated response issues.
4. Coordinate with ESF 7 to establish, as required, emergency procurement accounts for any unmet needs of resources and equipment.
5. Provide staff, as appropriate to the JFO to partner with federal counterparts to ensure a unified response and recovery effort.
6. Maintain contact with the USDA and U.S. Department of the Interior, and FEMA.
7. Maintain appropriate records of work schedules and costs incurred by ESF 11 agencies during an event.
8. Assign the necessary staff with technical expertise to coordinate and field an Infrastructure Branch Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section through the Infrastructure Branch Director. The assigned emphasis for DOAg are agricultural issues such as Division Of Aquatic and Wildlife Resources (DAWR) fisheries and assets, assessments of marine shoreline and freshwater rivers Agricultural Development Services (ADS) and damage assessments of registered farms.

**B. CO- LEAD AGENCY - DEPARTMENT OF PUBLIC HEALTH AND SOCIAL SERVICES (DPHSS)** - Coordinate all nutrition assistance efforts of ESF 11, including the emergency food stamp program.

**C. OTHER RESPONSE AGENCIES** - Provide appropriate assistance relevant to responding agency in supporting ESF 11 missions and requirements.

#### **IV. FINANCIAL MANAGEMENT**

##### **A. DOCUMENTATION OF INCURRED COSTS**

1. All requests for agricultural or animal related support must originate through the EOC and be recorded in the Incident Management System. Once entered into Incident Management System and tasked as a mission assignment, ESF 11 will initiate action. The EOC Incident Management System will be used to provide a record of all payment to vendors. All records of payments will be recorded by the Finance and Administration Section of the EOC.
2. Agencies must document all expenses related to their disaster activities. These include but are not limited to travel, maintenance, meals, supplies, etc. Coordinate with EOC Finance and Admin Section staff regarding expense documentation, cost recovery after the event, and communication with each agency's budget/financial sections. Agencies also work under their own accounting principles and authorities.

##### **B. NOTIFICATION OF INCURRED COSTS**

1. All agencies that have an automated financial management system must use the companion procedures and forms necessary for notification of and authorization for incurring costs.
2. All agencies that do not have an automated financial management system will use its normal financial management procedures and forms necessary for notification of and authorization for incurring costs.
3. All agencies understand that their automated financial management system, or normal financial management, procedures and forms necessary for notification of and authorization for incurring costs must be in compliance with applicable agency, territorial and federal guidelines, rules, standards, and laws.

#### **V. REFERENCES AND AUTHORITIES**

##### **A. AUTHORITIES AND POLICIES**

1. Guam
  - a. Guam Code Annotated Title 10, Chapter 65, § 65107;
  - b. Executive Order Number 91-09;

- c. Executive Order Number 2011-13.
2. Federal
    - a. Post-Katrina Emergency Reform Act (PKEMRA) of 2006
    - b. Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 USC;
    - c. Code of Federal Regulations 44;
    - d. Homeland Security Act of 2002;
    - e. Homeland Security Presidential Directive – 5, Feb 2003.

## **B. REFERENCES**

1. Guam
  - a. Guam Emergency Response Plan, Sep 2005;
  - b. Guam Disaster Preparedness Joint Plan 101, Jan 1999;
  - c. Guam Emergency Operations Center Standard Operating Procedures, Version 2.4;
  - d. All-Hazards Alert and Notification Operations Manual;
  - e. Mission Assignment Standard Operating Procedure (Draft, March 2005);
  - f. Guam Pet Friendly Shelter Plan (Draft); and
  - g. Guam Animal Health Emergency Response Plan (Draft).
2. Federal
  - a. Guam All-Hazards Catastrophic Operation Plan, August 2010;
  - b. Guam Catastrophic Typhoon Operations Plan, August 2010;
  - c. Guam Catastrophic Typhoon Plan, August 2010;
  - d. National Incident Management System, Dec 2008;
  - e. National Response Framework, Jan 2008;
  - f. National Disaster Recovery Framework, May 2013; and
  - g. Comprehensive Preparedness Guide 10 (CPG 101, Version 2.0), Developing and Maintaining Emergency Operations Plans.

## APPENDIX XII: EMERGENCY SUPPORT FUNCTION 12 – ENERGY

**PRIMARY AGENCY:** Guam Power Authority (GPA)

**SUPPORT AGENCIES:** Guam Homeland Security/Office of Civil Defense (GHS/OCD); Department of Administration, General Services Administration (GSA); Guam National Guard (GUNG); Department of Public Works (DPW); Guam Waterworks Authority (GWA)

### I. INTRODUCTION

The purpose of Emergency Support Function 12 (ESF 12) is to establish the policies and procedures to be used by the Guam Power Authority, the Guam Homeland Security Office of Civil Defense (GHS/OCD) and other support agencies to respond to and recover from shortages and disruptions in the supply and delivery of electricity that can have major impacts or threaten the lives of the citizens and visitors of Guam.

The impact of electricity is pervasive in our current day society, any disruptions to the supply of that energy will have major implications on the conduct of government and business operations, the medical wellbeing of everyone on Guam, social and public safety issues, and the shutdown or degradation of other vital services such as water, sewage and transportation; virtually every aspect of life on Guam will be adversely affected or cease altogether. Shortages and disruptions in the supply of electricity may be caused by such events as periods of unusually high energy demand, natural or manmade disasters, fuel supply disruptions, and breakdowns in any part of the technical systems needed to generate, transport and distribute electricity. Disruption to the supply of other energy types, such as gasoline could have equally severe and extensive consequences. After an emergency event, the restoration of power generation and distribution and will require the intervention of many public agencies, the business sector and possibly the federal government.

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

The ESF 12 Appendix has been developed to provide an all hazards framework for response actions by GPA, to coordinate with local and federal responders, and provide for consistency with the National Response Framework (NRF) and the National Response Plan (NRP). ESF 12 will operate under the following principles in order to implement its core missions. These principles serve as the general concept of operations for ESF 12 and are further described in supporting plans and procedures.

Upon activation of the EOC to Readiness Level 2 (select ESFs) or Level 1 (full activation), ESF 12 is responsible for the following missions:

1. Provides the coordination between GPA operations and the EOC ESF Team on any and all efforts to prepare the system and infrastructure and restore the services of the Island Wide Power System (IWPS).
2. Coordinates with public agencies and private entities to assess, repair and restore the infrastructure associated with generating and transmitting power to the IWPS.
3. Develops forecasts for energy, as well as other essential information relative to providing electricity and power to the citizens and visitors of Guam.
4. Provides coordination and information support to the EOC relative to federal efforts to facilitate restoration of the Guam's energy systems following a major disaster or other significant event.
5. Serves as the liaison with the U.S. Department of Energy (USDOE) and federal ESF 7 and for the EOC ESF Team to collect information and resolve issues related to power generation and transmission.
6. Participates in the ODC/FEMA Power Restoration Task Force (PRTF) which when activated will support and augment pre-disaster efforts to protect infrastructure and to conduct post-landfall power infrastructure damage assessments, essential emergency power restoration, long-term power restoration prioritization, and long-term power restoration response and recovery.
7. Provides coordination and information support at the EOC for assistance to supplement the response capabilities and local resources of Guam.
8. Meets mission assignments through available or obtainable resources from other ESF EOC Team agencies, the private sector, those available through mutual-aid agreements, as well as federal sources including the U.S. Department of Energy (USDOE), the U.S. Army Corps of Engineers 240<sup>th</sup> Prime Power (USACE) and/or the Federal Emergency Management Agency (FEMA).
9. Attends briefings and meetings, provide situation and status updates, and address issues relating to ESF 12 activities.
10. Serves as member of other ad hoc task forces and issue teams that arise out of preparedness response and recovery efforts.

11. Participates in the Infrastructure Preliminary Damage Assessment (PDA) Team to survey the impacts of a disaster or emergency incident on the IWPS including power generation and transmission facilities and equipment.

## **B. ORGANIZATION**

1. ESF 12 RAC will operate under the direction of the EOC Director/TCO through the Infrastructure Branch Director.
2. The GPA is the primary agency for ESF 12.
3. During an emergency or disaster, the primary agency will assign personnel to the EOC. ESF 12 will respond directly to the Infrastructure Branch Director who reports to the Operations Section Chief
4. Federal support agency staff and resources, such as the USDOE, may be integrated directly into ESF 12 to assist with response efforts.
5. Coordinate ESF 12 activities in the EOC during periods of activation by:
  - a. Developing and maintaining the ESF 12 duty schedule;
  - b. Coordinating the receipt, evaluation, and requests from the threatened and/or impacted area, and;
  - c. Developing situation reports and action plans to be submitted to the Plans Section.
6. If additional resources are required, the primary agency will make a request to the EOC Director. The Director will then coordinate the request with the remaining support agencies on the EOC ESF Team.
7. When activated, will report to the Emergency Operations Center (EOC) to receive an initial briefing and instruction from Guam Homeland Security/Office of Civil Defense (GHS/OCD).
8. Other Government of Guam support agencies and organizations are available as needed for specific issues and are accessed through their respective ESFs at the EOC.

## **C. NOTIFICATIONS**

1. The EOC Director EOC Duty Officer will notify the ESF 12 primary agency, GPA, when an area or the entirety of Guam is threatened or has been

impacted by an emergency or disaster event and activates the EOC to (select ESFs) or Level 1 (full activation).

2. The GPA designated personnel will report to the EOC if so advised or requested by the EOC Director or EOC Duty Officer.
3. As warranted by the scope of the impending event, the GPA personnel will notify the appropriate support agencies.
4. The designated support agencies when notified will report to the EOC if so advised or requested by the primary agency.
5. The support agencies designated to report to the EOC will notify their agencies as well as any designated emergency operations personnel of the impending or actual event.

#### **D. OPERATIONAL OBJECTIVES**

ESF 12 supports the EOC ESF Team through its actions and response efforts to activate and organize an effective response to an event. These objectives are further described in preparedness, response, recovery and mitigation actions.

1. Preparedness Objectives
  - a. Participate in the review and revision of Appendix XII to the Guam Comprehensive Emergency Management Plan (CEMP) and related EOC Standard Operating Procedures (SOP);
  - b. Attend and participate in meetings, training, conferences, and exercises, and;
  - c. Develop, test, and maintain manual or automated listings of the following:
    - i. Agency points of contact, compiled by GHS/OCD, that are to be contacted by agency representative(s) assigned to ESF 12;
    - ii. Agency available resources (from within the agency) such as trucks and other agency equipment, etc.;
    - iii. Points of contact for agency obtainable resources (from agency contractors, vendors, etc.) and equipment.
  - d. Review and update as needed any activation rosters to ensure the availability of trained personnel for extended periods of time, both at fixed, as well as field locations.
  - e. Initiate new and/or validate all existing contracts with ESF 7/Logistics for response and recovery related resources determine the status of

those assets.

- f. Develop procedures to maintain appropriate records for time worked and costs incurred by ESF 12 agencies during an emergency/disaster event.
- g. Coordinate with FEMA and federal counterparts to pre-identify potential unmet needs with respect to federal resources and equipment.
- h. Coordinate with GHS/OCD and FEMA Logistics to:
  - i. Establish and update the prioritized list of critical facilities for power restoration;
  - ii. Monitor the status of power infrastructure requirements, capabilities, shortfalls, and operational status;
  - iii. Establish and maintain awareness of any established power restoration Memorandums of Understanding (MOUs) with off-island agencies, the resource capabilities of these agencies, and assess shipping requirements if the MOUs must be activated;

## 2. Response Objectives

ESF 12 will coordinate and manage the following response objectives:

- a. Activate the "Notifications" sequence listed in Section II.C (Notification) above.
- b. Assign and schedule sufficient personnel to cover an activation of the EOC for an extended period of time.
- c. Review as necessary each support agency's automated or manual listings of emergency contacts.
- d. Make and maintain contact with federal ESF 12 according to established procedures.
- e. Maintain appropriate records of work schedules and costs incurred by ESF 12 agencies and organizations during an event.
- f. Evaluate the probability and time period of the recovery phase for the event. If a recovery phase is probable, start pre-planning for recovery actions.
- g. Generate response information in a timely manner to be included in EOC ESF Team briefings, situation reports and incident action plans. Specific essential elements of information (EEI) include:
  - i. Status of current and future operations, any obstacles and unmet needs relative to ESF 12 missions; and
  - ii. Status and findings of internal damage assessments/surveys conducted by ESF 12 agencies.

- iii. The reports of power outages, the status of restoration to critical facilities and residences/ communities, and the disposition of emergency generators at the key water, medical and shelter facilities/locations.
- h. Coordinate the following activities with GHS/OCD, FEMA Logistics and ESFs listed below:
  - i. ESF 3 (Public Works and Engineering), ascertain the status of emergency generators located at water well and booster station sites and determine Guam's overall emergency power generation needs;
  - ii. ESF 6 (Mass Care, Housing, and Human Services) and ESF 8 (Public Health and Medical Services), ascertain the status of emergency generators located at water well and booster station sites and determine Guam's overall emergency power generation needs;
  - iii. All of the ESFs listed in i. and ii. above, source availability, location, and transportation requirements of emergency generators to augment emergency power generation requirements and shortfalls;
- i. Participate in the activities of the PRTF, as dictated by the situation or requested by GHS/OCD and FEMA, to include:
  - i. Ascertaining current status and capabilities of off-island power restoration MOU signatories;
  - ii. Sourcing and developing contracts for transportation assets to support movement of power restoration assets from off-island to Guam as needed;
  - iii. Coordinating the mobilization of GUNG generator assets, the movement of on-island FEMA generator assets, or the mission assignment of on-island DOD generator assets to replace inoperative generators at critical facilities (as available to meet generator type, kind, and capability requirements);
  - iv. Keeping other members and the EOC ESF Team informed of activities and findings regarding the deployment of GPA assessment teams conducting damage assessments of the overall electrical power infrastructure and the electrical power availability, capabilities, and requirements at critical facilities.
  - v. Coordinating with ESF 10 (Oil and Hazardous Materials Response) to source, acquire, and distribute HAZMAT Personnel and Protective Equipment (PPE) for use at HAZMAT staging and disposal sites.
  - vi. Coordinating with ESF 13 (Public Safety and Security) and ESF 16 (Military Support to Civil Authority) to provide security at

HAZMAT staging and disposal sites.

- vii. Coordinating with ESF 15 (External Affairs) to ensure that information regarding the restoration of power is continuously made available to all interests on Guam through PSA and all media outlets.
- j. Assist and monitor the deployment of all utility repair personnel and equipment to restore the power transmission system for the IWPS. Restoration will be prioritized according to the following protocols:
  - i. Efforts will start with 115 kV transmission lines followed by the 34.5kV transmission lines by listed priority and energized pending generation availability:

Priority 115 kV Transmission Lines		
Priority	Circuit Numbers	Routing
1	H-322/H-326 - H-401/H-404	Cabras - Agana
1	H-342/H-/346 - H-402/H-403	Cabras - Agana
1	H-362/H-366 – H-760/H-750	Cabras - Piti
1	H-403/H-404 - H-602	Agana - Tamuning
1	H-612 - H-502	Tamuning - Harmon
1	H-710/H760 - H-502	Piti - Harmon
Priority 34.5 kV Transmission Lines		
1	X-15/X-16 - X-6	Piti - Cabras
1	X-93/X-103	Harmon - Tanguisson
1	X-80/X-260	Harmon – San Vitores
2	X-20/X-35	Piti - Orote
2	X-23/X-43	Piti - Agana
2	X-54/X-246	Agana - Barrigada
2	X-45/X-55	Agana – Radio Barrigada
2	X-245/X-173	Barrigada - GAA
2	X-170/X-133	GAA - Macheche
2	X-130/X-98	Macheche - Harmon
2	X-174/X-175	GAA-GIAT
2	X-97/X-227	Harmon – Tumon
2	X-88/X-151/X-154	Harmon – Dedodo
2	X-83/X-73	Harmon – AAFB
2	X-222/X-67	Dedodo – Marbo
2	X-226/X-210	Tumon – Tumon

3	All remaining 34.5 kV lines	

ii. The priority for the 13.8 kV distribution circuits is as follows:

Priority	Circuit No.s	Area	Load
1	P-401	Tumon	Hospital
1	P-003	Piti	GPA PSCC
1	P-203	Tamuning	Hospital Backup
1	P-252	Agana/Sinajana	American Red Cross
1	P-250	Chalan Pago	Water wells DOC
1	P-283	Agana Heights	OCD/EOC/E-911
Priority	Circuit No.s	Area	Load
1	P-26/P-282	Agana Heights	Naval Hospital
1	P-87/P-88/P-89	Dedodo	Water wells
1	P-46	Harmon	Northern GWA Treatment Plant
2	Underground 13.8 kV Circuits	Pending load requirements to maintain generation system	
2	P-323/P-322	Mangilao	Water wells
2	P-330/P-331	Yigo – Dedodo	Water wells
2	P-221/P-340/P-341	Southern	Water wells
		Storm Shelters	
3	Remaining 13.8 kV Circuits		

- k. Provide any assistance and coordination necessary to sustain federal and off-island personnel and equipment supporting the ESF 12 mission during the entire period of their deployment to Guam.
- l. Support refueling operations during the response and recovery/pre-and post event phases all power, water, and debris clearance emergency generator and vehicle assets;
- m. Post event, in coordination with federal ESF 7 and the EOC ESF Team, ESF 12 will:
  - i. Adjust the Fuel Prioritization Plan as necessary to support prioritized critical locations based on Preliminary Damage Assessment (PDA) reports of post-storm infrastructure damage, fuel supply and distribution capability;
  - ii. Determine the location of viable prioritized commercial fuel

- stations for strict refueling of emergency/disaster response vehicles;
  - iii. Execute any MOA, vendor contracts and EMAC to procure any fuel from regular or bulk supplies, distribution assets, storage facilities and/or equipment and transport barges (in the case of off-island sources).
  - n. As requested by the EOC, participate in any PDA teams activated to survey incident or disaster impacts and report the findings to the EOC for further action.
  - o. Coordinate with the Tourist Planning Task Force (TPTF) to arrange refueling support for generators at hotels/resorts during sheltering or evacuation operations.
3. Recovery Objectives
- a. Generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans. ESF 12 specific essential elements of information (EEI) include the status of current and future operations, any obstacles and unmet needs relative to its restoration of power missions.
  - b. Plan and prepare the notification systems and operational procedures to sustain any long term operations in the field if necessary.
  - c. Plan and prepare for the continued support of all federal ESF 12 personnel.
  - d. Assign and schedule sufficient personnel to cover an activation of the EOC for an extended period of time.
  - e. Maintain appropriate records of work schedules and costs incurred by ESF 12 agencies during an event.
  - f. Seek information concerning the projected date the EOC will deactivate.
  - g. Continue to provide reports to the EOC concerning any and all efforts, as well as overall appraisal of the success of restoring power to key infrastructure, Government of Guam facilities, as well as public and private homes and businesses.
  - h. Assist the PRTF in the demobilization and/or transportation back off island of any and all non Government of Guam emergency generators and other power generation equipment, assets and personnel, including deployed security, used to accomplish the ESF 12 mission.
  - i. Assist in the demobilization and/or transportation back off island of any and all non Government of Guam fuel storage and delivery equipment used to accomplish the ESF 12 mission.

4. Mitigation Objectives
  - a. Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.
  - b. Plan and prepare the notification systems and operational procedures to support the requests and directives resulting from the Governor and/or FEMA concerning mitigation and/or redevelopment activities. Probable requests and directives include establishment of review and study teams, support of local government contracting for mitigation and/or redevelopment needs, and other similar professional, technical, and administrative activities.

## **E. DIRECTION AND CONTROL**

As a part of the EOC ESF Team, agencies of ESF 12 may have to participate (on-island or in another jurisdiction through mutual aid) on several emergency teams and/or co-located at several emergency facilities. The following is a listing of the teams and facilities through which ESF 12 may have to function:

1. **Emergency Operations Center**
  - a. In the event that the EOC is activated for an emergency, the EOC ESF Team Emergency Support Function Coordinator for GPA or his/her designated representative, assumes responsibility as supervisor for ESF 12.
  - b. The ESF 12 designated point of contact coordinates with ESF 12 support agencies in order to respond to assigned requests from the villages and directives of the GHS/OCD EOC Director.
2. **Joint Field Office**
  - a. Upon activation of the Joint Field Office (JFO), the EOC Director or his/her designated representative, coordinate with ESF 12 support agencies in order to provide an ESF 12 representative at the JFO, when required.
  - b. The ESF 12 representative at the JFO coordinates with ESF 12 agencies in the EOC.
3. **Federal Resources** - Should ESF 12 foresee or have a need for resources not otherwise available, action will be taken to secure such resources through FEMA or some other federal source. Normally, an action to obtain a resource from a federal source is coordinated with/through the Territorial Coordinating Officer and/or the Federal Coordinating Officer.

4. **Contracts and Contractors** - Resources that are available through ESF12 may best be obtained through an agency or Government of Guam contractor, vendors, and suppliers. Resources may also be obtained from agency related entities such as local, Government of Guam, national, public, and private organizations.
5. **Mitigation and/or Redevelopment** - ESF 12 does not have budgetary authority, or funds for mitigation or redevelopment needs that result from an emergency or disaster. Therefore, the primary and support agencies for ESF 12 can only provide (as in-kind or matching) professional, technical, and administrative personnel and their use of related equipment to mitigation and redevelopment efforts that may follow an event. Such in-kind or matching resources can be used to support the review, investigation, contracting, and other professional, technical, and administrative tasks generally required for mitigation and/or redevelopment activities.

### III. RESPONSIBILITIES

#### A. GUAM POWER AUTHORITY (GPA)

1. Coordinate all ESF 12 administrative, management, planning, training, preparedness, response, and recovery activities.
2. Assign GPA personnel to the ESF 12 duty schedule in the EOC.
3. Initiate and perform the notification procedures described above in II.C. above.
4. Facilitate the meetings and efforts of ESF 12 with other designated agencies to address any power generation, transmission or restoration issues.
5. Provide staff, as appropriate to the JFO to partner with federal counterparts to ensure a unified response and recovery efforts.
6. Maintain contact with the USDOE, USACE and DOD.
7. Maintain appropriate records of work schedules and costs incurred by ESF 12 agencies during an event.
8. Assign the necessary staff with technical expertise to coordinate and field an Infrastructure Branch Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning

Section through the Infrastructure Branch Director. The assigned emphasis for GPA is the IWPS and all aspects.

9. Participate in all activities related to the PRTF and its missions.
10. Designate the GPA Chief Financial Officer (CIO) as the Official FEMA Coordinating Officer (FEMAC) reporting to the TCO/EOC Director.
11. Coordinate with Department of Youth Affairs (DYA) to assist them in fulfilling their response missions and objectives to ensure the safety and security of the clients in their charge.

## **B. SUPPORT AGENCIES**

1. Guam Homeland Security/Office of Civil Defense (GHS/OCD)
  - a. Participate in the PRTF.
  - b. In accordance with GSA, DPW, GPA, GWA, ESF 6, ESF 8, ESF 16, ESF 17 and federal ESF 7 develop and update the Fuel Prioritization List.
  - c. Provide an Infrastructure Branch Director to guide and manage the activities of ESF 12 in concert with other ESFs in that branch.
  - d. Provide logistical, administrative and other support to off-island personnel and equipment during their deployment to Guam during the response and recovery portions of the disaster or incident.
  - e. In accordance with GSA, coordinate the overall allocation of fuel with other ESFs to establish supplies; refuel capabilities and requirements; storage and transportation assets; and location and specific demands of critical facilities and equipment requiring resupply.
  - f. Assist ESF 12 to coordinate with other ESFs during the conduct of preparedness, response recovery and mitigation efforts.
2. Department of Administration, General Services Administration (GSA)
  - a. In accordance with GHS/OCD, DPW, GPA, GWA, ESF 6, ESF 8, ESF 16 and federal ESF 7, develop and update the Fuel Prioritization List.
  - b. In accordance with GHS/OCD, coordinate the overall allocation of fuel with other ESFs to establish supplies; refuel capabilities and requirements; storage and transportation assets; and location and specific demands of critical facilities and equipment requiring resupply.
  - c. Provide logistical, administrative and other support to off-island

- personnel and equipment during their deployment to Guam during the response and recovery portions of the disaster or incident.
- d. Assist in the updating of any priority lists or other planning efforts required by ESF 12 to preparing for its missions.
  - e. Assist ESF 12 to coordinate with other ESFs during the conduct of preparedness, response recovery and mitigation efforts.
3. Guam National Guard (GUNG)
- a. In response to a mission assignment from the EOC ESF Team, provide generators and equipment support to help augment emergency energizing of key infrastructure during a disaster or incident.
  - b. In response to a mission assignment from the EOC ESF Team, provide trained security staff and equipment to secure HazMat disposal sites of GPA waste or other requirements relative to power restoration.
  - c. Provide all available and obtainable public works and engineering resources for the support of Emergency Support Function 12 missions.
4. Department of Public Works (DPW)
- a. Participate in the PRTF.
  - b. Assist ESF 12 in developing and maintaining a list of key infrastructure facilities and the priority in which they must be energized.
  - c. Provide status information and any support for DPW emergency generators located at key infrastructure locations.
  - d. Provide technical expertise, equipment and support for ESF 12 missions according to DPW resources and capabilities.
  - e. Provide all available and obtainable public works and engineering resources for the support of Emergency Support Function 12 missions.
5. Guam Waterworks Authority (GWA)
- a. Participate in the PRTF.
  - b. Assist in developing and maintaining a list of key infrastructure facilities and the priority in which they must be energized during emergencies.
  - c. Provide status information and any support for DPW emergency generators located at key infrastructure locations.
  - d. Provide technical expertise, equipment and support for ESF 12 missions according to GWA resources and capabilities.

- e. Provide all available and obtainable agency resources for the support of Emergency Support Function 12 missions.

#### **IV. FINANCIAL MANAGEMENT**

##### **A. DOCUMENTATION OF INCURRED COSTS**

1. All requests for power related support must originate through the EOC and be recorded in the Incident Management System. Once entered into Incident Management System and tasked as a mission assignment, ESF 12 will initiate action. The EOC Incident Management System will be used to provide a record of all payment to vendors.
2. Agencies must document all expenses related to their disaster activities. These include but are not limited to travel, maintenance, meals, supplies, etc. Coordinate with EOC Finance and Admin Section staff regarding expense documentation, cost recovery after the event, and communication with each agency's budget/financial sections. Agencies also work under their own accounting principles and authorities.

##### **B. NOTIFICATION OF INCURRED COSTS**

1. All agencies that have an automated financial management system must use the companion procedures and forms necessary for notification of and authorization for incurring costs.
2. All agencies that do not have an automated financial management system will use its normal financial management procedures and forms necessary for notification of and authorization for incurring costs.
3. All agencies understand that their automated financial management system, or normal financial management, procedures and forms necessary for notification of and authorization for incurring costs must be in compliance with applicable agency, territorial and federal guidelines, rules, standards, and laws.

##### **C. COORDINATION OF COSTS WITH FEMA**

1. The FEMAC will obtain proper documentation and approval from the FEMA for all work including, but not limited, to environmental reconstruction, repair and rerouting work performed on the IWPS, to include streetlight repairs that may be necessary as restoration is completed.
2. The FEMAC will, as part of the documentation of work performed, having

obtained the correct permissions, and costs incurred, provide the following:

- i. Approval letter for the restoration/rebuilding of GPA facilities to ensure compliance with GPA construction standards, NESC regulatory codes. FEMA 406 mitigation standards and local laws; and
- ii. Letter of notification to FEMA when costs exceed 15% of latest estimate.

## V. REFERENCES AND AUTHORITIES

### A. AUTHORITIES AND POLICIES

1. Guam
  - a. Guam Code Annotated Title 10 Chapter 65 § 65107;
  - b. Executive Order Number 91-09;
  - c. Executive Order Number 2011-13.
2. Federal
  - a. Post-Katrina Emergency Reform Act (PKEMRA) of 2006
  - b. Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 USC;
  - c. Code of Federal Regulations 44;
  - d. Homeland Security Act of 2002;
  - e. Homeland Security Presidential Directive – 5, Feb 2003.

### B. REFERENCES

1. Guam
  - a. Guam Emergency Response Plan, Sep 2005;
  - b. Guam Disaster Preparedness Joint Plan 101, Jan 1999;
  - c. Guam Emergency Operations Center Standard Operating Procedures, Version 2.4;
  - d. All-Hazards Alert and Notification Operations Manual; and
  - e. Mission Assignment Standard Operating Procedure (Draft, March 2005).

2. Federal
  - a. Guam All-Hazards Catastrophic Operation Plan, August 2010;
  - b. Guam Catastrophic Typhoon Operations Plan, August 2010;
  - c. Guam Catastrophic Typhoon Plan, August 2010;
  - d. National Incident Management System, Dec 2008;
  - e. National Response Framework, Jan 2008;
  - f. National Disaster Recovery Framework, May 2013; and
  - g. Comprehensive Preparedness Guide 10 (CPG 101, Version 2.0), Developing and Maintaining Emergency Operations Plans.

## APPENDIX XIII: EMERGENCY SUPPORT FUNCTION 13 – PUBLIC SAFETY AND SECURITY

**PRIMARY AGENCY:** Guam Police Department (GPD)

**SUPPORT AGENCIES:** Guam International Airport Authority (GIAA) Police; Port Authority of Guam (PAG) Police; Department of Revenue and Taxation (DRT); Department of Corrections (DOC); Guam National Guard (GUNG), Customs and Quarantine Agency (CQA); Department of Youth Affairs (DYA); Department of Parks & Recreation (DPR) Park Rangers; Guam Department of Education (GDOE); Department of Agriculture (DOAg) Conservation Officers; Mayor's Council of Guam (MCOG); Mariana Regional Fusion Center-Guam (MRFC-Guam); Department of Public Works (DPW); Superior Court of Guam (Marshals & Probation); Attorney General's Office; Guam Fire Department (GFD)

### I. INTRODUCTION

The purpose of Emergency Support Function 13 (ESF 13) is to establish the policies and procedures to be used by the Guam Police Department, the Guam Homeland Security Office of Civil Defense (GHS/OCD) and other support agencies to respond to the public safety and security concerns that may threaten the lives of the citizens and visitors of Guam. These issues can be especially acute after emergency incidents, disasters and other disruptions to the routine services and activities that are the fabric of daily life.

Jurisdictional Law Enforcement Agencies during normal times and in routine operations are charged with maintaining public safety by ensuring that law and order are enforced uniformly throughout the island. Impending disasters and incidents can strain that public safety mission.

### II. RESPONSIBILITIES

ESF 13 is responsible for the following activities during response operations:

- Establishing and/or maintaining law and order throughout Guam;
- Providing security for critical infrastructure and key resources and operations;
- Managing traffic, and enforcing government orders during evacuations;
- Controlling access to dangerous, operationally important or vacated areas;
- Providing technical expertise regarding security and in forensic situations;
- Assist in warning and notifying the public of any government public safety related orders that may pertain to them.

Fulfilling the above responsibilities in response to an impending threat and or in the aftermath will require a coordinated effort from the Government of Guam, the private sector, and the federal government.

### III. CONCEPT OF OPERATIONS

#### A. GENERAL

The ESF 13 Appendix has been developed to provide an all hazards framework for response actions by GPD, to coordinate with local and federal responders, and provide for consistency with the National Response Framework (NRF) and its core missions, which are further described in the local supporting plans and procedures.

Upon activation of the EOC to Readiness Level 2 (select ESFs) or Level 1 (full activation), ESF 13 is responsible for the following missions:

1. Provides the coordination between GPD on-scene Incident Command Post (ICP), the Tactical Operations Center (TOC) and any other law enforcement operations occurring on Guam.
2. In coordination with the EOC Safety Officer, arranges for and/or provides the personnel and equipment needed for EOC security.
3. As needed, coordinates the deployment of units to assist in alerting, notifying and advising the citizenry and visitors of Guam of any official public safety orders requiring their compliance or of impending dangers.
4. As the liaison to federal ESF13, provides coordination and information support to the EOC relative to federal law enforcement efforts and specifically the U.S. Department of Justice (DOJ), the lead agency.
5. Coordinates the demobilization efforts of law enforcement assets deployed in response to an incident or disaster.
6. Coordinates the management and direction of traffic during evacuations to expedite the mass relocation of vulnerable populations or areas.
7. Coordinates the control of public and private access to endangered areas, evacuated communities and other operations that may pose hazards or be otherwise interfered with during incident or disaster response operations.
8. Coordinates the deployment of security assets and equipment to guard critical infrastructure and key resources, response field sites and any other locations or operations necessary for response and recovery efforts.
9. Coordinates the deployment of law enforcement personnel to provide on-site

security at any public shelters opened in response to a disaster or incident.

10. Coordinates, as needed, the activation of the Field Detention Unit at or near mass arrest sites and for other operations that may require the temporary custody of any population.
11. Manages and coordinates any local efforts regarding the forensic collection and analysis, or investigation efforts at an incident site or other scene during a real or suspected event or disaster.
12. Meets mission assignments through available or obtainable resources from other ESF EOC Team agencies, the private sector, those available through mutual-aid agreements, as well as federal sources including the FEMA, DOJ and DOD.
13. Attends briefings and meetings, provides situation and status updates, and addresses issues relating to ESF 13 activities and operations.
14. Serves as member of other ad hoc task forces and issue teams that arise out of preparedness, response and recovery efforts.
15. Participate in the Emergency Services Preliminary Damage Assessment (PDA) Team to survey the impacts of a disaster or emergency incident on the IWPS including power generation and transmission facilities and equipment.

## **B. ORGANIZATION**

1. ESF 13 will operate under the direction of the EOC Director/TCO through the Emergency Services Branch Director.
2. The GPD is the primary agency for ESF 13.
3. During an emergency or disaster, the primary agency will assign personnel to the EOC. ESF 13 will respond directly to the Infrastructure Branch Director who reports to the Operations Section Chief.
4. Federal support agency staff and resources, such as the DOJ, may be integrated directly into ESF 13 to assist with response efforts.
5. Coordinate ESF 13 activities in the EOC during periods of activation by:
  - a. Developing and maintaining the ESF 13 duty schedule;
  - b. Coordinating the receipt, evaluation, and requests from the threatened

and/or impacted area, and;

- c. Developing situation reports and action plans to be submitted to the Plans Section.
6. If additional resources are required, the primary agency will make a request to the EOC Director who will then coordinate the request with the remaining support agencies on the EOC ESF Team.
  7. When activated, other ESFs and response agencies will report to the Emergency Operations Center (EOC) to receive an initial briefing and instruction from Guam Homeland Security/Office of Civil Defense (GHS/OCD).

### **C. NOTIFICATIONS**

1. The EOC Director or EOC Duty Officer will notify the ESF 13 primary agency, GPD, when an area or the entirety of Guam is threatened or has been impacted by an emergency or disaster event and activates the EOC to (select ESFs) or Level 1 (full activation).
2. The GPD designated personnel will report to the EOC if so advised or requested by the EOC Director or EOC Duty Officer.
3. As warranted by the scope of the impending event, the GPD personnel will notify the appropriate support agencies.
4. The designated support agencies when notified will report to the EOC if so advised or requested by the primary agency.
5. The support agencies designated to report to the EOC will notify their agencies as well as any designated emergency operations personnel of the impending or actual event.

### **D. OPERATIONAL OBJECTIVES**

ESF 13 supports the EOC ESF Team through its actions and response efforts to activate and organize an effective response to an event. These objectives are further described in preparedness, response, recovery and mitigation actions.

1. Preparedness Objectives
  - a. Participate in the review and revision of Appendix XIII to the Guam Comprehensive Emergency Management Plan (CEMP) and related

EOC Standard Operating Procedures (SOP);

- b. Attend and participate in meetings, training, conferences, and exercises, and;
- c. Develop, test, and maintain manual or automated listings of the following:
  - i. Agency points of contact that are to be contacted by agency representative(s) assigned to ESF 13;
  - ii. Agency available resources (from within the agency) such as boats and other agency equipment, etc.;
  - iii. Points of contact for agency obtainable resources (from agency contractors, vendors, etc.) and equipment.
- d. Review and update as needed any activation rosters to ensure the availability of trained personnel for extended periods of time, both at fixed, as well as field locations.
- e. Initiate new and/or validate all existing contracts with ESF 7/Logistics for response and recovery related resources determine the status of those assets.
- f. Develop rosters of and train sufficient personnel to cover an activation of the EOC for an extended period of time.
- g. Develop and/or maintain appropriate methodologies to record time worked and costs incurred by ESF 13 agencies during an emergency/disaster event.
- h. Coordinate with FEMA and federal counterparts to pre-identify potential unmet needs with respect to federal resources and equipment.
- i. Coordinate with Guam GHS/OCD to:
  - i. Establish and update the prioritized list of critical facilities under the ESF 13 agencies' purview for power restoration;
  - ii. Establish and update the list of pre-designated sites for such activities as the deployment of mobile command posts, Field Detention Unit; evacuation traffic control points, etc.
  - iii. Formats and content for any pre-arranged field observations and other on-scene reports;

## 2. Response Objectives

ESF 13 will coordinate and manage the following response objectives:

- a. Activate the "Notifications" sequence listed in Section II.C (Notification) above.

- b. Assign and schedule sufficient personnel to cover an activation of the EOC for an extended period of time, namely the designated Law Enforcement Response Activity Coordinator (LE RAC) or, if the LE RAC is not needed, an EOC Liaison Officer. Either of these lead positions must represent the Chief of Police in all emergency response and recovery matters.
- c. Review annually, or as necessary, each support agency's automated or manual listings of emergency contacts.
- d. Make and maintain contact with federal ESF 13 according to established procedures.
- e. Maintain appropriate records of work schedules and costs incurred by ESF 13 agencies and organizations during an event.
- f. Evaluate the probability and time period of the recovery phase for the event. If a recovery phase is probable, start pre-planning for recovery actions.
- g. Generate response information in a timely manner to be included in EOC ESF Team briefings, situation reports and incident action plans. Specific essential elements of information (EEI) include:
  - i. Status of current and future operations, any obstacles and unmet needs relative to ESF 13 missions; and
  - ii. Field reports from the incident site, or field observations of significant developments that may change the operational tempo, nature, or priorities of the response or recovery effort.
  - iii. Any appropriate/releasable intelligence from federal and other law enforcement agency reports that may have significant ramifications on current or future response or recover operations.
- h. If an Incident Command is deployed to an Unusual Occurrence (UO) or disaster-related site, maintain communications and information flow between it and the EOC.
- i. During evacuation operations:
  - i. Coordinate with ESF 1 regarding any maintenance of traffic (MOT), such as barricades/barrels, traffic cones, etc., or other equipment needed to effect traffic control at key segments and intersections or in response to an accident or other issue on the roadway network.
  - ii. Coordinate with ESF 6 the location of shelters to be opened for any directional sign placement, on-site security needs.
  - iii. Coordinate with GHS/OCD on the hazard specific vulnerable/protective action areas needing notification and warning, evacuation assistance and access control.

- iv. Coordinate with GHS/OCD on the types and timing of forecast hazards to establish a pull-back time for any units at remote locations and or nearby refuges.
- j. Coordinate with GHS/OCD regarding:
  - i. Recommendations to the Governor/TCO/EOC from the Chief of Police and/or the Incident Commander regarding the need for and timing of evacuation orders in response to an evolving situation at an Unusual Occurrence (UO) or other incident site.
  - ii. When and where Preliminary Damage Assessment (PDA) Teams will require access to evacuated/vacated areas;
  - iii. When the all clear order for a zone will occur.
- k. Participate in a Preliminary Damage Assessment (PDA) Team as part of the Emergency Services Section, as requested or required by GHS/OCD.
- l. Provide logistical coordination in concert with GHS/OCD regarding the human needs, logistical and support requirements for federal law enforcement personnel and their equipment deployed during the incident or disaster period.
- m. If needed to conduct tourist evacuations, coordinate with ESF 6 regarding the following:
  - i. Reporting the status of routes (i.e., roadway condition, congestion, traffic issues) between evacuating hotels/resorts and A.B. Won Pat International Airport;
  - ii. Directing traffic around hotels, along the transport route and at the airport during evacuation operations; and
  - iii. Providing security and access control requirements at hotels/resorts and other tourist-related sites.

### 3. Recovery Objectives

- a. Generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans. ESF 13 specific essential elements of information (EEI) include the status of current and future operations, any obstacles and unmet needs relative to its public safety and security mission.
- b. Plan and prepare the notification systems and operational procedures to sustain any long term operations in the field if necessary.
- c. Plan and prepare for the continued support of all federal ESF 13 personnel and associated law enforcement organizations assisting in the recovery effort.

- d. Assign and schedule sufficient personnel to cover an activation of the EOC for an extended period of time.
- e. Maintain appropriate records of work schedules and costs incurred by ESF 13 agencies during an event.
- f. Seek information concerning the projected date the EOC will deactivate.
- g. Provide coordination and assistance in demobilization of any security operations at remote response and/or recovery sites and operations.

## **E. DIRECTION AND CONTROL**

As a part of the EOC ESF Team, agencies of ESF 13 may have to participate (on-island or in another jurisdiction through mutual aid) on several emergency teams and/or co-located at several emergency facilities. The following is a listing of the teams and facilities through which ESF 13 may have to function:

1. **Emergency Operations Center**
  - a. In the event that the Emergency Operations Center is activated for an emergency, the EOC ESF Team Emergency Support Function Coordinator for GPD or his/her designated representative, assumes responsibility as supervisor for ESF 13.
  - b. The ESF 13 supervisor coordinates with ESF 13 support agencies in order to respond to assigned requests from the villages and directives of the EOC Director.
2. **Joint Field Office**
  - a. Upon activation of the Joint Field Office (JFO), the EOC Director or his/her designated representative, coordinate with ESF 13 support agencies in order to provide an ESF 13 representative at the JFO, when required.
  - b. The ESF 13 representative at the JFO coordinates with ESF 13 agencies in the EOC.
3. **Federal Resources** - Should ESF 13 foresee or have a need for resources not otherwise available, action will be taken to secure such resources through FEMA or some other federal source. Normally, an action to obtain a resource from a federal source is coordinated with/through the Territorial Coordinating Officer (TCO), Defense Coordinating Officer (DCO), and/or the Federal Coordinating Officer (FCO).

4. **Contracts and Contractors** - Resources that are available through ESF13 may best be obtained through an agency or Government of Guam contractor, vendors, and suppliers. Resources may also be obtained from agency related entities such as local, Government of Guam, public, and private organizations.
5. **Mitigation and/or Redevelopment** - ESF 13 may provide (as in-kind or matching) professional, technical, and administrative personnel and their use of related equipment to mitigation and redevelopment efforts that may follow an event. Such in-kind or matching resources can be used to support the review, investigation, contracting, and other professional, technical, and administrative tasks generally required for mitigation and/or redevelopment activities.

#### IV. RESPONSIBILITIES

##### A. GUAM POLICE DEPARTMENT (GPD)

1. As primary, coordinates with GHS/OCD on ESF 13 administrative, management, planning, preparedness, response, and recovery activities.
2. Assign GPD personnel to the ESF 13 duty schedule in the EOC.
3. Initiate and perform the notification procedures described above in III.C. above.
4. Facilitate the meetings and efforts of ESF 13 with other designated agencies to address any power generation, transmission or restoration issues.
5. Coordinate with ESF 7 to establish, as required, emergency procurement accounts for any unmet needs of resources and equipment.
6. Provide staff, as appropriate to the JFO to partner with federal counterparts to ensure a unified response and recovery efforts.
7. Maintain appropriate records of work schedules and costs incurred by ESF 13 agencies during an event.
8. Assign the necessary staff with technical expertise to coordinate and field an Emergency Services Section Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section through the Emergency Services Section Chief. The assigned emphasis for GPD is safety and security, as well as traffic

management issues.

## **B. SUPPORT AGENCIES**

1. Guam Airport Police
  - a. Maintain communications with ESF 13 to coordinate security issues in support of their assigned missions.
  - b. With receipt of a mission assignment from the EOC, provide the support needed to fulfill that request from ESF 13.
  - c. Maintain and provide to ESF 13 appropriate records of work schedules and costs incurred in support of ESF 13 response and recovery operations during an event.
  - d. Assist in the updating of any priority list or other planning efforts required by ESF 13 to prepare for its missions.
  
2. Port Authority Police
  - a. Maintain communications with ESF 13 to coordinate security issues in support of their assigned missions.
  - b. With receipt of a mission assignment from the EOC, provide the support needed to fulfill that request from ESF 13.
  - c. Maintain appropriate records of work schedules and costs incurred in support of ESF 13 response and recovery operations during an event.
  - d. Assist in the updating of any priority list or other planning efforts required by ESF 13 to prepare for its missions.
  
3. Department of Revenue and Taxation (Officers)
  - a. Maintain communications with ESF 13 to coordinate security issues in support of their assigned missions.
  - b. With receipt of a mission assignment from the EOC, provide the support needed to fulfill that request from ESF 13.
  - c. Maintain appropriate records of work schedules and costs incurred in support of ESF 13 response and recovery operations during an event.
  - d. Assist in the updating of any priority list or other planning efforts required by ESF 13 to prepare for its missions.
  
4. Department of Corrections (DOC)

- a. Maintain standard communications and interoperable channel with ESF 13 to coordinate security issues in support of their assigned missions, as well as provide periodic updates regarding facility status or unmet needs during the disaster or incident.
  - b. With receipt of a mission assignment from the EOC, provide the support needed to fulfill that request from ESF 13.
  - c. As required, coordinate any augmentation of security caused by an incident or disaster impacting any correctional facilities such as: Adult Correctional Facility (ACF), the Hagatna Detention Facility, the Women's Facility, and the Community Correctional Center (C3) in Mangilao, etc.
  - d. Maintain appropriate records of work schedules and costs incurred in support of ESF 13 response and recovery operations during an event, or any response driven actions at the agency's facilities.
  - e. Assist in the updating of any critical infrastructure priority list or other planning efforts required by ESF 13 to prepare for its missions.
5. Guam National Guard (GUNG)
- a. Maintain communications with ESF 13 to coordinate security issues in support of their assigned missions.
  - b. With receipt of a mission assignment from the EOC, provide the support needed to fulfill that request from ESF 13 and ensure mission assignment is not in violation of Posse Comitatus Act.
  - c. Maintain appropriate records of work schedules and costs incurred in support of ESF 13 response and recovery operations during an event.
  - d. Assist in the updating of any priority list or other planning efforts required by ESF 13 to prepare for its missions.
6. Customs and Quarantine Agency (CQA)
- a. Maintain communications with ESF 13 to coordinate security issues in support of their assigned missions.
  - b. With receipt of a mission assignment from the EOC, provide the support needed to fulfill that request from ESF 13.
  - c. Maintain appropriate records of work schedules and costs incurred in support of ESF 13 response and recovery operations during an event.
  - d. Assist in the updating of any priority list or other planning efforts required by ESF 13 to prepare for its missions.

7. Department of Youth Affairs
  - a. Maintain communications with ESF 13 to coordinate security issues in support of their assigned missions, as well as provide periodic updates regarding facility status or unmet needs during the disaster or incident.
  - b. With receipt of a mission assignment from the EOC, provide the support needed to fulfill that request from ESF 13.
  - c. Coordinate any augmentation of security required by an incident or disaster impact at the Youth Correctional Facility (YCF) in Mangilao and Cottage Homes (CH) in Talofofo.
  - d. Maintain appropriate records of work schedules and costs incurred in support of ESF 13 response and recovery operations during an event, or any response driven actions at the agency's facilities.
  - e. Assist in the updating of any priority list or other planning efforts required by ESF 13 to prepare for its missions.
  - f. Review as necessary each support agency's automated or manual listing of emergency contacts.
  - g. Assist in the updating of any priority list or other planning efforts required by ESF 13 to prepare to provide security to agency facilities, equipment or emergency generators, especially for those facility designated as shelters.
  - h. Coordinate with Guam Waterworks Authority, Guam Power Authority and ESF 2 in fulfilling the agency's response missions and objectives to ensure the safety and security of the clients in their charge.
8. Department of Parks and Recreation (DPR) Park Rangers - Assist ESF 13 in planning for and providing security resources to agency facilities, equipment or emergency generators.
9. Guam Department of Education (GDOE) School Resource Officers (SRO) - Assist ESF 13 in planning for and providing security resources to agency facilities, equipment or emergency generators.
10. Guam Department of Agriculture (DoAG) Conservation Officers - Assist ESF 13 in planning for and providing security resources to agency facilities, equipment or emergency generators.
11. Mayors Council of Guam - Coordinate with ESF 13 to maintain current information and status of public safety and security requirements within the villages.
12. Marianas Regional Fusion Center (MRFC) - Coordinate with ESF 13 to maintain current information and intelligence regarding any terrorist or other law enforcement threats.

**C. OTHER RESPONSE AGENCIES**

1. Department of Public Works (DPW) - Assist in the updating of any priority list or other planning efforts required by ESF 13 to prepare to provide security to agency facilities, equipment or emergency generators.
2. Superior Court of Guam (Marshals & Probation)
  - a. Maintain communications with ESF 13 to coordinate security issues in support of their assigned missions.
  - b. With receipt of a mission assignment from the EOC, provide the support needed to fulfill that request from ESF 13.
  - c. Maintain appropriate records of work schedules and costs incurred in support of ESF 13 response and recovery operations during an event.
  - d. Assist in the updating of any priority list or other planning efforts required by ESF 13 to prepare for its missions.
3. Attorney General's Office (Investigators)
  - a. Maintain communications with ESF 13 to coordinate security issues in support of their assigned missions.
  - b. With receipt of a mission assignment from the EOC, provide the support needed to fulfill that request from ESF 13.
  - c. Maintain appropriate records of work schedules and costs incurred in support of ESF 13 response and recovery operations during an event.
  - d. Assist in the updating of any priority list or other planning efforts required by ESF 13 to prepare for its missions.
4. Guam Fire Department (GFD) – Coordinate with ESF 13, as required, to support alert and notification procedures associated with conducting evacuations in threat vulnerable areas.

**V: FINANCIAL MANAGEMENT****A. DOCUMENTATION OF INCURRED COSTS**

1. All requests for law enforcement, public safety and security support must originate through the EOC and be recorded in the Incident Management System. Once entered into Incident Management System and tasked as a

mission assignment, ESF 13 will initiate action. The EOC Incident Management System will be used to provide a record of all payment to vendors.

2. Agencies must document all expenses related to their disaster activities. These include but are not limited to travel, maintenance, meals, supplies, etc. Coordinate with EOC Finance and Admin Section staff regarding expense documentation, cost recovery after the event, and communication with each agency's budget/financial sections. Agencies also work under their own accounting principles and authorities.

#### **B. NOTIFICATION OF INCURRED COSTS**

1. All agencies that have an automated financial management system must use the companion procedures and forms necessary for notification of and authorization for incurring costs.
2. All agencies that do not have an automated financial management system will use its normal financial management procedures and forms necessary for notification of and authorization for incurring costs.
3. All agencies understand that their automated financial management system, or normal financial management, procedures and forms necessary for notification of and authorization for incurring costs must be in compliance with applicable agency, territorial and federal guidelines, rules, standards, and laws.

### **VI. REFERENCES AND AUTHORITIES**

#### **A. AUTHORITIES AND POLICIES**

1. Guam
  - a. Guam Code Annotated Title 10 Chapter 65 § 65107;
  - b. Executive Order Number 91-09;
  - c. Executive Order Number 2011-13.
2. Federal
  - a. Post-Katrina Emergency Reform Act (PKEMRA) of 2006
  - b. Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 USC;

- c. Code of Federal Regulations 44;
- d. Homeland Security Act of 2002;
- e. Homeland Security Presidential Directive – 5, Feb 2003.

## **B. REFERENCES**

- 1. Guam
  - a. Guam Emergency Response Plan, Sep 2005;
  - b. Guam Disaster Preparedness Joint Plan 101, Jan 1999;
  - c. Guam Emergency Operations Center Standard Operating Procedures, Version 2.4;
  - d. All-Hazards Alert and Notification Operations Manual;
  - e. Mission Assignment Standard Operating Procedure (Draft, March 2005); and
  - f. Guam Tactical Interoperable Communications Plan ver. 3.3 (Draft, April 2010).
  
- 2. Federal
  - a. Guam All-Hazards Catastrophic Operation Plan, August 2010;
  - b. Guam Catastrophic Typhoon Operations Plan, August 2010;
  - c. Guam Catastrophic Typhoon Plan, August 2010;
  - d. National Incident Management System, Dec 2008;
  - e. National Response Framework, Jan 2008;
  - f. National Disaster Recovery Framework, May 2013;
  - g. U.S. Department of Homeland Security-FEMA Region IX 2012 Emergency Communications Plan Territory of Guam (Draft Aug 2012); and
  - h. Comprehensive Preparedness Guide 10 (CPG 101, Version 2.0), Developing and Maintaining Emergency Operations Plans.



## APPENDIX XIV: EMERGENCY SUPPORT FUNCTION – LONG-TERM COMMUNITY RECOVERY

**PRIMARY AGENCY:** Guam Homeland Security/Office of Civil Defense (GHS/OCD)

**SUPPORT AGENCIES:** Office of the Governor; Bureau of Statistics and Plans; Department of Land Management (DLM); Department of Administration (DOA); Department of Revenue and Taxation; Bureau of Budget and Management Research (BBMR); Guam Economic Development and Community Authority (GEDA); Department of Agriculture (DOAg); Guam Housing and Urban Renewal Authority (GHURA); Department of Labor; Guam Visitors Bureau (GVB)

### I. INTRODUCTION

Emergency Support Function (ESF) 14: Short-Term Recovery describes disaster response actions. This ESF compliments the other components that comprise the Long-Term Recovery actions. Both phases are aligned with the National Response Framework (NRF) and the National Disaster Recovery Framework (NDRF) which establishes an operational structure to develop a common planning framework. The NDRF replaced the NRF Emergency Support Function #14 (ESF #14) - Long-Term Community Recovery in May 2013. Key ESF #14 concepts are expanded in the NDRF and include recovery-specific leadership, organizational structure, planning guidance and other components needed to coordinate continuing recovery support to individuals, businesses and communities. This ESF will serve as the foundation to assist the Government of Guam and its agencies in transitioning from short-term and intermediate recovery operations to long term recovery activities.

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

The NDRF recognizes that the recovery process is best described as a sequence of interdependent and often concurrent activities that progressively advance a community toward a successful recovery. Decisions made and priorities set early in the recovery process by a community will have a cascading effect on the nature and speed of the recovery progress.

Short-term and intermediate recovery begins with pre-disaster preparedness and includes a wide range of planning activities. The NDRF further clarifies the roles

and responsibilities for stakeholders in recovery, both pre- and post-disaster. It recognizes that recovery is a continuum and that it is an ongoing and continuous process that after a disaster occurs may progress in various distinct phases stretching from days to years. It also recognizes not all disasters will have impacts that will require years of concerted effort to overcome.

Short-term and intermediate recovery provides a continuum of care to meet the needs of the affected community members who have experienced the hardships of financial, emotional or physical impacts as well as positioning the community to meet the needs of the future.

Among the recovery activities occurring during the short and intermediate terms are:

1. Mass Care and Sheltering – providing integrated mass care and emergency services;
2. Housing – provide accessible interim housing solutions;
3. Debris – clearing primary transportation routes and initiating debris removal;
4. Infrastructure – planning immediate infrastructure repair and restoration;
5. Business – establishing temporary or interim infrastructure to support business re-openings and/or supporting the establishment of business recovery one-stop centers;
6. Public Health and Medical Care – providing emergency and temporary medical care, establishing appropriate surveillance protocols and ensuring continuity of care through temporary facilities; and
7. Emotional/Psychological/Behavioral – Initiating and sustaining counseling and behavioral health services for affected populations.

Long-term community recovery is the process of establishing a community based, post-disaster vision, identifying projects and project funding strategies best suited to achieve that vision, while employing a mechanism to implement those projects. The community, the damages sustained, the issues identified, and the community's post-disaster vision for the future shape the focus of each community long-term recovery program.

Among the recovery activities occurring during the short and intermediate terms are:

1. Housing – developing permanent housing solutions;
2. Infrastructure – rebuilding infrastructure to meet future needs;
3. Business – applying economic revitalization strategies and facilitate funding to rebuilding business and industry;
4. Public Health and Medical Care – reestablishing disrupted health care

facilities and capabilities; and

5. Emotional/Psychological/Behavioral – developing follow-on efforts to provide counseling, public health and case management services.

Guam Homeland Security/Office of Civil Defense (GHS/OCD) coordinates the following activities in facilitating the Long-Term Community Recovery process:

1. Participating with federal, territorial and local partners facilitate the Long-Term Community Recovery process. The GHS/OCD will identify and facilitate availability and use of recovery funding.
2. Providing technical assistance in:
  - a. Community and territorial planning;
  - b. Recovery and mitigation grant and insurance programs; and
  - c. Outreach, public education, and community involvement in recovery planning.

## **B. ORGANIZATION**

GHS/OCD will coordinate all requests for assistance and communicate with the Government of Guam agencies to identify the appropriate actions and Government of Guam resources to be used in the long-term recovery process.

The Governor's Office will identify Government of Guam leadership, legislative leadership, federal and local leadership, and others as required by the specific circumstances. Upon finding that circumstances require extraordinary levels of assistance for emergency recovery, the Governor may prioritize projects in highly impacted recovery areas.

## **C. NOTIFICATION:**

1. Upon notification by the EOC of a potential or actual event requiring response, ESF 14 will notify all support agency Response Activity Coordinators (RAC) by email or telephone.
2. All support agency RACs will be instructed to notify their networks to ensure all available resources are on standby.
3. ESF 14 will immediately notify National Voluntary Organizations Active in Disaster (NVOAD) and the Corporation for National and Community Service of the potential need for NVOAD and national service support for the recovery efforts.

**D. OPERATIONAL OBJECTIVES**

1. Prevention Function Objectives - Provide public information on appropriate ways to volunteer and donate for disaster relief efforts, to prevent a secondary disaster of unneeded donated goods and an influx of unneeded volunteers or volunteers for whom the impacted community is unable to provide basic support and management.
  
2. Preparedness Function Objectives
  - a. To act as a conduit to the villages for key federal assistance programs;
  - b. Develop programs or secure funding that can help finance and implement recovery projects;
  - c. Keeping the public informed through strategic messaging and working with all other stakeholders to provide an information distribution process;
  - d. Assisting in the development of agency specific continuity of operations and recovery plans;
  - e. Maintaining and, when necessary, implementing a territorial mitigation plan:
  - h. Developing territory Recovery Support Functions (RSF) or an equivalent recovery framework that addresses housing, economic, environmental, infrastructure, and health and social services needs – at a minimum;
  - i. Establishing a Disaster Housing Task Force to develop a disaster housing strategy that outlines potential approaches in response to specific disasters; and
  - j. Developing and aiding in the enforcement of building and accessibility codes and land use standards, which can reduce vulnerability to future disasters.
  
3. Mitigation Function Objectives
  - a. Assist in increasing public awareness of the importance of mitigation, the various types of mitigation, and opportunities to participate in mitigation projects.
  - b. Promote citizen involvement in Mitigation Strategy Committees. Disseminate information on mitigation programs to ESF 14 Support Agencies and Coordinators.
  - c. Emergency Support Function 14 may be represented on the Guam Hazard Mitigation Team. The Hazard Mitigation Team considers

possible rule and ordinance changes and activities that would reduce disaster-related costs through proper mitigation activities. ESF 14 will coordinate information and related activities with its Support Agencies and Coordinators.

4. Response Function Objectives

- a. Identify and activate a Territory Disaster Recovery Coordinator (TDRC).
- b. Implement the Guam recovery and mitigation plan.
- c. Distribute situation updates to ESF 14 support agencies and points of contact.
- d. Monitor ESF 14 staffing levels and request resources through local mutual aid and EMAC, in anticipation of needs. Deploy Voluntary Agency Liaisons (VAL) to impacted communities as needed to support local efforts.

5. Recovery Function Objectives

- a. Assist in identifying stakeholders for long-term community recovery task force and designate which recovery support functions (RSF) will need to sustain operations beyond the response.
- b. Coordinate representation of active long-term recovery organizations in Essential Services Centers/Disaster Recovery Centers to connect survivors with additional recovery resources.
- c. Coordinate with Government of Guam agencies, private businesses and nonprofit organizations to lead and facilitate state recovery planning and assistance to the impacted communities.
- d. Develop and implement strategies for raising and leveraging recovery funds through private investments, charitable donations and territory sources such as emergency funds, taxes, fees and bonds that are within the Government of Guam's authority to seek.
- e. Provide timely and accessible public information and manage expectations, in coordination with local, Tribal and Federal stakeholders.
- f. Enact new or existing exemptions to Government of Guam laws and/or regulations to requirements that facilitate rebuilding activities and promote safer, stronger and smarter building.
- g. Coordinate with federal law enforcement to prosecute disaster-related fraud, waste, discrimination and abuse and recover lost funds.

- h. Establish metrics in coordination with the impacted communities to evaluate recovery progress and the achievement of Guam's disaster recovery objectives.
- i. Ensure the safety and health of all workers involved or associated with recovery related activities.

## E. DIRECTION AND CONTROL

1. As a part of the Long-Term Community Recovery Task Force, GHS/OCD and other Government of Guam agencies may have to co-locate at various facilities simultaneously. The following is a listing of the teams and facilities through which GHS/OCD and the entire EOC ESF Team may have to function:
  - a. **Emergency Operations Center**
  - b. **Joint Field Office** - Upon activation of the Joint Field Office, the EOC Director or his/her designated representative, coordinate with all ESF primary and support agencies and organizations in order to provide the appropriate representatives at the Joint Field Office, when required.
2. **Federal Resources** - Should the EOC ESF Team foresee or have a need for resources not otherwise available, action will be taken to secure such resources through the Federal Response Plan or some other federal source. Normally, an action to secure a resource from a federal source would be coordinated with/through the Territorial Coordinating Officer (TCO) and/or the Federal Coordinating Officer (FCO). However, if an Emergency Support Function agency has no recourse through FEMA, that ESF agency may coordinate directly with the federal agency that can provide the needed federal resource.
3. **Mitigation and/or Redevelopment** - The EOC ESF Team inherently does not have budgetary authority or funds for mitigation or redevelopment needs that result from an emergency or disaster. Therefore, the primary and support agencies for any ESF can only provide (as in-kind or matching) professional, technical, and administrative personnel and their use of related equipment to mitigation and redevelopment efforts that may follow an event. Such in-kind or matching resources can be used to support the review, investigation, contracting, and other professional, technical, and administrative tasks generally required for mitigation and/or redevelopment activities.

### III. RESPONSIBILITIES

#### A. PRIMARY AGENCY

1. Guam Homeland Security Office of Civil Defense (GHS/OCD)
  - a. Coordinate all Long-Term Community Recovery administrative, management, planning, training and outreach
  - b. Act as the primary agency and assume those responsibilities for:
    - i. ESF 5 (Emergency Management);
    - ii. ESF 14 (Long Term Community Recovery); and
    - iii. ESF 15 (External Affairs).

#### B. SUPPORT AGENCIES

1. Governor of Guam
  - a. Provide overall direction and control for response and recovery activities.
  - b. Provide policy decisions as required by GHS/OCD and the Long-Term Community Recovery Team in the execution of post disaster recovery activities.
2. Bureau of Statistics and Plans (BSP)
  - a. Provide technical and specialty support and coordination relating to all statistics and data compiled by the Government of Guam to ensure that figures used as the basis for recovery planning and redevelopment actions are accurate.
  - b. Assign the necessary staff with technical expertise to provide statistics as well as labor and employment issues to the long-term recovery task force.
3. Department of Land Management (DLM)
  - a. Provide technical and specialty support and coordination relating to preparing maps, land use and planning issues during the long-term recovery process.
  - b. Administers Guam's island-wide land use planning program and federally-approved coastal-management program.
  - c. May streamline or alter permitting, and land use development approval

- process to meet long term recovery needs.
- d. Provide technical planning requirements and/or plans for available lands for long-term care (temporary sites) and alternate sites.
3. Department of Administration (DOA)
    - a. DOA is the prime Government of Guam agency responsible for the managerial and pecuniary aspects of the long-term recovery coordination.
    - b. Participate in meetings with other designated agencies to address any personnel, staffing, financial, budgetary and administrative issues during the long-term recovery process.
    - c. Establish, as required, disaster relief funds accounts for the recovery process.
  4. Department of Revenue and Taxation - Provide technical and specialty support and coordination regarding the specific responsibilities of the Comptroller and financial matters in general.
  5. Bureau of Budget and Management Research (BBMR)
    - a. As required assign personnel to the Long-Term Community Recovery task force to assist with Finance and Administration matters;
    - b. Provide technical and specialty support and coordination relating to the budgetary process and ensuring that the required funding for future recovery and long-term redevelopment is considered in the development of the budget.
  6. Guam Economic Development and Commerce Authority (GEDA):
    - a. Provides economic and community development and cultural enhancement throughout the island, and administers programs that assist businesses, communities and people.
    - b. GEDA's Infrastructure Finance Authority Board administers territory and federal programs that provide funding to assist communities working toward long-term recovery following a disaster that impacts Guam business continuity, and communities' ability to provide the necessary infrastructure to comply with the federal and territorial economic redevelopment efforts.
    - c. Provide technical and specialty support and coordination relating to employment opportunities and economic growth to ensure that Guam is able to transition effectively to a post-disaster economy.

- d. Assign the necessary staff with technical expertise to the fielding of an Infrastructure Team that will be responsible for identifying commercial and private sector facilities that could be a part of the long-term recovery process.
7. Guam Department of Agriculture (DOAg)
    - a. Advises the Governor on matters pertaining to the safety and conservation of agricultural resources. The DOAg provides guidance and assistance to local jurisdictions for response to disasters that involve domestic animals.
    - b. The DOAg will license and inspect all facets of the food processing and distribution system, except restaurants, to ensure that food is safe for distribution and consumption. This includes shellfish harvesting, dairy, retail grocers, bakeries, non-alcoholic beverages, custom meat, eggs, warehouses and food manufacturing. DOAg coordinates with the State Health Officer on milk and other food products in commerce and works closely with the Guam Public Health Division in response to all food emergencies.
    - c. The DOAg will conserve, protect, and develop natural resources on public and private lands. Primary program areas include: water quality, confined animal feeding operations, smoke management, land use, and soil and Water Conservation Districts.
    - d. The DOAg will ensure redevelopment activities detect, exclude, control or eradicate serious insect pests and plant diseases.
  8. Guam Housing & Urban Renewal Authority (GHURA)
    - a. Provides financial and program support to create and preserve opportunities for quality, affordable housing and supportive services for moderate, low, and very-low income households.
    - b. The GHURA can assist in locating vacancies in housing following a disaster where housing is an issue. GHURA can provide financing programs and certain grant funds relevant to housing during a long-term recovery process.
  9. Department of Labor
    - a. Coordinate assistance with long-term recovery for businesses dealing with financial services, insurance, workers' compensation and worker safety health protection issues.
    - b. Provide coordination and consultation on worker safety and health protection issues and long-term financial sector recovery planning.

10. Guam Visitors Bureau (GVB) - Provide coordination and consultation on resort and tourism industry issues with respect to long-term community recovery planning.

#### **IV. FINANCIAL MANAGEMENT**

Agencies must document all expenses related to their Long-Term Community Recovery activities. These include but are not limited to travel, maintenance, meals, supplies, etc. Agencies will coordinate with EOC budget and accounting staff regarding expense documentation, cost recovery after the event, and communication with each agency's budget/financial sections. Agencies also work under their own accounting principles and authorities.

#### **V. REFERENCES AND AUTHORITIES**

##### **A. AUTHORITIES AND POLICIES**

1. Guam
  - a. Guam Code Annotated Title 10 Chapter 65 § 65107;
  - b. Executive Order Number 91-09;
  - c. Executive Order Number 2011-13.
  
2. Federal
  - a. Post-Katrina Emergency Reform Act (PKEMRA) of 2006
  - b. Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 USC;
  - c. Code of Federal Regulations 44;
  - d. Homeland Security Act of 2002;
  - e. Homeland Security Presidential Directive – 5, Feb 2003.

##### **B. REFERENCES**

1. Guam
  - a. Guam Emergency Response Plan, Sep 2005;
  - b. Guam Disaster Preparedness Joint Plan 101, Jan 1999;
  - c. Guam Emergency Operations Center Standard Operating Procedures,

- Version 2.4;
- d. All-Hazards Alert and Notification Operations Manual;
  - e. Mission Assignment Standard Operating Procedure (Draft, March 2005); and
  - f. Guam Tactical Interoperable Communications Plan ver. 3.3 (Draft, April 2010).
2. Federal
- a. Guam All-Hazards Catastrophic Operation Plan, August 2010;
  - b. Guam Catastrophic Typhoon Operations Plan, August 2010;
  - c. Guam Catastrophic Typhoon Plan, August 2010;
  - d. National Incident Management System, Dec 2008;
  - e. National Response Framework, Jan 2008;
  - f. National Disaster Recovery Framework, May 2013; and
  - g. Comprehensive Preparedness Guide 10 (CPG 101, Version 2.0), Developing and Maintaining Emergency Operations Plans.



## APPENDIX XV: EMERGENCY SUPPORT FUNCTION 15 – EXTERNAL AFFAIRS

**PRIMARY AGENCY:** Guam Homeland Security/Office of Civil Defense (GHS/OCD)

**SUPPORT AGENCIES:** Office of the Governor/Unified Command Group (UCG)

### I. INTRODUCTION

The purpose of Emergency Support Function 15 (ESF 15) is to establish the policies and procedures to be used by Guam Homeland Security/Office of Civil Defense (GHS/OCD) and other support agencies to respond to interact with legislators, the media and the public during EOC activations. This function, especially with respect to communicating with the public, is vital to the safety and well being of the citizens and visitors of Guam. It will also have huge implications as to whether a particular response and recovery operation/activation is considered a success in the eyes of the public and legislators alike. Furthermore, by working directly with the media, the intent is to use this outlet as an information force multiplier, allowing the EOC to disseminate important information to everyone on Guam, with a clear, concise and pervasive message regarding appropriate actions during an incident or disaster.

During a crisis such as a disaster, ESF 15 plays a pivotal role in every aspect of a response operation. The specific objectives of ESF 15/Joint Information Center (JIC) are to:

- Instill confidence that the Government of Guam will conduct response and recovery operations quickly, effectively and efficiently;
- Communicate steps being taken to reduce any threats to the health of the public at large;
- Outreach with all residents;
- Keep local elected officials informed during a major disaster or emergency;
- Provide authoritative information to deal with unsubstantiated rumors.

Fulfilling the above roles in response to an approaching threat and or in the aftermath will require a coordinated effort on the part of many agencies and entities, Government of Guam and local, public and private sector, and the federal government.

### II. CONCEPT OF OPERATIONS

#### A. GENERAL

The ESF 15 Appendix has been developed to provide an all hazards framework for response actions by GPD, to coordinate with local and federal responders, and

provide for consistency with the National Response Framework (NRF) and the National Response Plan (NRP). ESF 15 will operate under the following principles in order to implement its core missions. These principles serve as the general concept of operations for ESF 15 and are further described in supporting plans and procedures.

Guam Homeland Security Office of Civil Defense (GHS/OCD) is primarily responsible for the coordination and notification of the community, public and private, in all emergencies and disasters.

ESF 15 will be responsible for activation of The Emergency Alert System (EAS) upon approval of the Homeland Security Advisor (HSA). The Emergency Alert System (EAS) will be implemented when an imminent threat has been identified such that an immediate alert or warning notice is required. Subsequent time sensitive notices will be transmitted using the Emergency Alert System (EAS) and the Emergency Information System (EIS) as identified in the protocols and procedures of the draft EAS Plan.

Upon activation of the EOC to Readiness Level 2 (select ESFs) or Level 1 (full activation), ESF 15 is responsible for the following missions:

1. Activates the Joint Information Center (JIC), near the emergency operations center (EOC) as a central point for coordination of emergency public information and media access for all response and recovery information.
2. During a major disaster or emergency, acts through the JIC, as the central point for coordination for emergency public information and media access for all response and recovery information. The JIC serves as the focal point where all Government of Guam agencies collaborate to ensure the coordination and release of accurate and consistent information that is disseminated quickly to the media and the public.
3. Works closely with the EOC Planning Section to gather all information about response and recovery operations develops and produces information for dissemination by the JIC by attending daily Incident Command System General Staff and command staff meetings as well as informal meetings with Unified Commanders and the EOC Director/Territorial Coordination Officer (TCO).
4. As needed, coordinates the activation of RACES and manages its operations during periods when long distance communication is compromised due to disaster impacts or other unusual events.
5. Coordinates with the Incident Commander (IC) and/or the Response Activity Coordinators in assigning a lead Public Affairs Officer (PAO) to deploy to the emergency incident or disaster site, as well as assume public

information responsibilities at the Joint Information Center.

6. Interacts with other Government of Guam agency and private response organizations PAOs, as well as those for:
  - a. Federal Emergency Management Agency (FEMA);
  - b. U.S. Navy,
  - c. U.S. Air Force; and
  - d. Other deployed federal agencies, depending on the disaster/incident and situation.
7. Provides technical support and advises the EOC on matters pertaining to communicating with the public and the media.
8. Provides advice and support to activated members of the EOC ESF Team and keep them apprised of all public information actions and messages.
9. Controls access to and information from the EOC by:
  - a. Managing the scheduling of all media and elected officials briefings at the EOC;
  - b. Handling all on-scene interviews;
  - c. Supervising the media desk and all phone inquiries;
  - d. Preparing and disseminating press releases and advisories;
  - e. Monitoring media coverage to ensure critical messages are being reported;
  - f. identifies potential issues or problems that could have an impact on public confidence in the response and recovery effort;
  - g. Acting to correct misunderstandings, misinformation, and incorrect information that appears in the news media and quells false rumors regarding the emergency response and recovery operations; and
  - h. Providing official responses to outside inquiries from the local and national news media on all the emergency response and or recovery efforts of the Government of Guam.

## **B. ORGANIZATION**

GHS/OCD will have the initial responsibility for gathering emergency information. The Public Information Officer (PIO) from the Office of the Governor will issue subsequent formal notices and/or warnings. All actions and notices will be made from the Joint Information Center (JIC) after the activation of the Emergency Operations Center (EOC).

1. ESF 15 will operate under the direction of the EOC Director/TCO through the Emergency Services Branch Director.
2. GHS/OCD is the lead agency for the preparedness, planning and operational activities of ESF 15.
3. Upon activation of the JIC, the ESF 15 lead becomes the Director of Communications of the Office for the Governor of Guam, or a designee who will act as the Lead Public Information Officer.
4. The JIC Coordinator is the Press Aide of the Governor of Guam, or an appointed representative.
5. Other Government of Guam support agencies and organizations PIO/PAOs are available as needed for specific issues and are coordinated through their respective ESFs at the EOC.
6. Depending on the type and magnitude of the incident or disaster, the following positions will be designated by the Lead PIO to manage specific responsibilities within the JIC:
  - a. Operations Lead, designated by Lead PIO;
  - b. Plans Lead, designated by Lead PIO; and
  - c. Logistics Lead, designated by Lead PIO.
7. Financial and Administrative Lead, designated by Administrator, GHS/OCD.

### **C. NOTIFICATIONS**

On notification that a disaster or emergency is imminent or has occurred, the Administrator of the Office of Civil Defense will:

1. Contact the Director of Communications of the Office of the Governor or a designee to determine whether there is to be a unilateral response to news media or a coordinated response, to communicate the Government of Guam response
2. Determine the need for a Joint Information Center after consulting with the Office of the Governor or designee in concert with other Government of Guam agency PIO/PAOs, the U.S. Navy and U.S. Air Force Public Affairs Officers.

3. Coordinate with the Incident Commander and or the ESFs in assigning a Lead PAO to deploy to the emergency incident or disaster site and assume public information responsibilities at the Joint Information Center.
4. The above notification process will be utilized if the impending or actual event requires any combination of preparedness, response, recovery, or mitigation/redevelopment activities.

#### **D. OPERATIONAL OBJECTIVES**

ESF 15 supports the EOC ESF Team through its actions and response efforts to activate and organize an effective response to an event. These objectives are further described in preparedness, response, recovery and mitigation actions.

1. Preparedness Objectives
  - a. Participate in the review and revision of Appendix XV to the Guam Comprehensive Emergency Management Plan (CEMP) and related EOC Standard Operating Procedures (SOP);
  - b. Attend and participate in meetings, training, conferences, and exercises, and;
  - c. Develop, test, and maintain manual or automated listings of the following Government of Guam and federal agency PIO/PAOs who may be assigned to, or need to coordinate with ESF 15.
    - ii. Agency available resources (from within the agency) such as boats and other agency equipment, etc.;
    - iii. Points of contact for agency obtainable resources (from agency contractors, vendors, etc.) and equipment.
  - d. Update and exercise the "Notifications" sequence listed in Section II.C (Notifications) above.
  - e. Review and update as needed any activation rosters to ensure the availability of trained personnel for extended periods of time, both at fixed, as well as field locations.
  - f. Develop procedures to maintain appropriate procedures to record time worked and costs incurred by ESF 15 agencies during an emergency/disaster event.

#### **2. Response Objectives**

ESF 15 will coordinate and manage the following response objectives:

- a. Activate the "Notifications" sequence listed in Section II.C (Notification)

above.

- b. Assign and schedule sufficient personnel to cover an activation of the EOC for an extended period of time.
- c. Maintain appropriate records of work schedules and costs incurred by ESF 15 agencies and organizations during an event.
- d. Evaluate the probability and time period of the recovery phase for the event. If a recovery phase is probable, start pre-planning for recovery actions.
- e. Generate response information in a timely manner to be included in EOC ESF Team briefings, situation reports and incident action plans. Specific essential elements of information (EEI) include:
  - i. Status of current and future operations, any obstacles and unmet needs relative to ESF 15 missions.
  - ii. The types and nature of questions received and answered from the media, legislators or the public.
  - iii. Any indication from data obtained from media sources, the public or legislators that will have an impact on response or recovery operations or require special action from one or more members of the EOC ESF Team.
- f. Coordinate with ESF 5/GHS/OCD in the generation of public service announcements (PSA) or other public advisories regarding:
  - i. The issuance of Emergency Declaration from the Governor's Office;
  - ii. Special weather and natural hazard related advisories or warnings requiring a special alert or instructions to the public;
  - iii. Special technologically induced or manmade hazards/incident advisories or warnings requiring a special alert or instructions to the public;
  - iv. Evacuation Orders or other protective actions to be heeded by the general public;
  - v. A Presidential Disaster Declaration from the federal government regarding an incident or disaster;
  - vi. Other special declarations, orders or decisions that may have importance to the public and private sectors;
  - vii. Information regarding the closure and reopening of Government of Guam and local government offices or other organizations and functions;
  - viii. Situational information regarding hazards, response or recovery efforts and activities;

- ix. Public outreach efforts and other attempts to communicate with the public and private sectors relative to an incident or disaster; and
  - x. Locations of any Government of Guam or federal operations (e.g., recovery centers, etc.) that concern the public relative to the response or recovery effort.
- g. Coordinate with ESF 1 (Transportation) regarding:
- i. Road closures, traffic management and maintenance issues or operations; and
  - ii. Other special instructions regarding the roadway network.
- h. Coordinate with ESF 2 (Communications) regarding:
- i. Any important information the public and private sector must be aware of relative to communications and the flow of information; and
  - ii. Dates and times regarding expected or imminent restoration of communications and other data conveyance capabilities.
- i. Coordinate with ESF 3 (Public Works and Engineering) regarding:
- i. Any important information regarding the cessation or restoration of public works and critical facilities related to human needs;
  - ii. Any important instructions about water quality and boil water orders;
  - iii. Any special or important instructions relative to the sewer system, disposal of household solid waste and other sanitary concerns;
  - iv. Any special instructions regarding debris management and disposal; and
  - v. Dates and times regarding expected or imminent restoration of public works services and capabilities;
- j. Coordinate with ESF 6 (Mass Care, Housing, and Human Services) regarding:
- i. Any important information regarding public shelters, their locations, status and important instructions for admittance;
  - ii. Information regarding the closure and reopening of schools, and any special instructions or advisories from the school board;
  - iii. Information about mass feeding operations, such as locations, as well as food provision efforts such as the food stamp program, etc.;
  - iv. Temporary housing and provision thereof, or special instructions

- regarding temporary accommodation arrangements;
  - v. Information regarding volunteers and donations;
  - vi. Types of services, assistance and locations of points of distribution (POD) and other operations addressing unmet human needs;
  - vii. Any special instructions regarding unmet human needs and the measures in place to address them;
  - viii. Advisories, notices and instructions to visitors or the hotels and resorts regarding protective actions, health and safety issues and other important information dealing with evacuation off island or other measures undertaken during response and recovery; and
  - ix. Information to visitors regarding the cessation of public services, as well as their forecast restoration/resumption.
- k. Coordinate with ESF 8 (Public Health and Medical Services) regarding:
- i. Any important information regarding public health issues in general, including boil water orders, disease prevention, sanitation advisories, etc.:
  - ii. Critical information about the Guam Memorial Hospital or other medical clinics and facilities;
  - iii. Health and safety advisories about cleanup and recovery operations;
  - iv. Instructions or information regarding the Alternate Care Facility (ACF) and the populations at that facility;
  - v. Mortality data and casualty figures; and
  - vi. Locations and other activities associated with mental health efforts underway in response to the adverse conditions during the event or disaster.
- l. Coordinate with ESF 13 (Public Safety and Security) regarding:
- i. Any important information regarding law enforcement, public safety, or public order issues, advisories and instructions;
  - ii. Evacuation orders, traffic instructions, road closures and other information regarding protective actions in response to an incident or disaster;
  - iii. Special instructions and information about security, timing and status of reentry to evacuated/vacated villages/neighborhoods;
  - iv. Notices concerning martial law, or other types of curfews; and
  - v. Information relative to any dangerous areas/issues that may have adverse impact to public safety and security.

- m. In addition to generating and disseminating the public advisories, notices and PSAs referenced above, respond to media inquiries and requests regarding the status, measures and operations expected or underway relative to the response and recovery effort.
- n. As needed, respond to inquiries and requests from legislators regarding the status, measures and operations expected or underway relative to the response and recovery effort.
- o. Assign and schedule sufficient personnel to cover an activation of the EOC for an extended period of time.
- p. Generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans.
- q. Maintain appropriate procedures to record time worked and costs incurred by ESF 15 agencies during an emergency/disaster event.

### 3. Recovery Objectives

- a. Generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans. ESF 15 specific essential elements of information (EEI) include
  - i. Status of legislative and media inquiries;
  - ii. Efforts to generate and broadcast any PSAs; and
  - iii. Information relating to the public response toward the response and recovery efforts.
- b. Plan and prepare the notification systems and operational procedures to sustain any long term operations in the field if necessary.
- c. Plan and prepare for the continued support of all federal ESF 15 personnel and associated law enforcement organizations assisting in the recovery effort.
- d. Assign and schedule sufficient personnel to cover an activation of the EOC for an extended period of time.
- e. Maintain appropriate records of work schedules and costs incurred by ESF 15 agencies during an event.
- f. Coordinate with ESF 14, regarding:
  - i. Efforts or information relative to long-term reconstruction efforts within vulnerable/impacted communities;
  - ii. Notices to the communities regarding any local special meetings or other activities requiring public participation, input and involvement.

- g. Seek information concerning the projected date the EOC will deactivate.
- h. Provide coordination and assistance in demobilization of any security operations at remote response and/or recovery sites and operations.

## **E. DIRECTION AND CONTROL**

As a part of the EOC ESF Team, agencies of ESF 15 may have to participate (on-island or in another jurisdiction through mutual aid) on several emergency teams and/or co-located at several emergency facilities. The following is a listing of the teams and facilities through which ESF 15 may have to function:

### **1. Emergency Operations Center**

- a. In the event that the Emergency Operations Center is activated for an emergency, the Communications Director of the Governor's Communication Office or his/her designated representative, assumes responsibility as Lead PIO.
- b. The ESF 15 Lead PIO coordinates with other assigned PIO/PAOs from the designated support agencies in order to respond to assigned requests from the villages and directives of the EOC Director.

### **2. Joint Field Office**

- a. Upon activation of the Joint Field Office (JFO), the EOC Director or his/her designated representative, coordinate with ESF 15 support agencies in order to provide an ESF 15 representative at the JFO, when required.
- b. The ESF 15 representative at the JFO coordinates with ESF 15 agencies in the EOC.

- 3. **Federal Resources** - Should ESF 15 foresee or have a need for resources not otherwise available, action will be taken to secure such resources through FEMA or some other federal source. Normally, an action to obtain a resource from a federal source is coordinated with/through the Territory Coordinating Officer and/or the Federal Coordinating Officer.

## **III. RESPONSIBILITIES**

### **A. PRIMARY AGENCY - GUAM HOMELAND SECURITY OFFICE OF CIVIL DEFENSE (GHS/OCD)**

1. Coordinate all ESF 15 administrative, management, planning, training, preparedness, response, and recovery activities.
2. Initiate and perform the notification procedures described above in II.C. above.
3. With receipt of a mission assignment from the EOC, provide the support needed to fulfill that request from ESF 15.
4. Facilitate the meetings and efforts of ESF 15 with other designated agencies to address any public information issues and concerns, as needed.
5. As needed, coordinate with ESF 7 to establish, as required, emergency procurement accounts for any unmet needs of resources and equipment.
6. Maintain appropriate records of work schedules and costs incurred in support of ESF 15 response and recovery operations during an event.
7. Provide continuous information flow and coordination between the TCO/EOC Director and the JIC to ensure a clear, concise and unified message to the media, legislators and the public alike.
8. Provide continuous information flow and coordination between the Operations and the Planning Sections, as well as the activated ESFs and the JIC to ensure that situational awareness of the incident or disaster is maintained, so that the EOC presents a clear, concise and unified message to the media, legislators and the public alike.
9. Coordinate the generation of public service announcements (PSA) or other public advisories regarding:
  - a. The issuance of Emergency Declaration from the Governor's Office;
  - b. Special weather and natural hazard related advisories or warnings requiring a special alert or instructions to the public;
  - c. Special technologically induced or manmade hazards/incident advisories or warnings requiring a special alert or instructions to the public;
  - d. Evacuation Orders or other protective actions to be heeded by the general public;
  - e. A Presidential Disaster Declaration from the federal government regarding an incident or disaster;
  - f. Other special declarations, orders or decisions that may have importance to the public and private sectors;

- g. Information regarding the closure and reopening of Government of Guam and local government offices or other organizations and functions;
- h. Situational information regarding hazards, response or recovery efforts and activities;
- i. Public outreach efforts and other attempts to communicate with the public and private sectors relative to an incident or disaster; and
- j. Locations of any Government of Guam or federal operations (e.g., recovery centers, etc.) that concern the public relative to the response or recovery effort.
- k. Efforts or information relative to long-term reconstruction efforts within vulnerable/impacted communities; and
- l. Notices to the communities regarding any local special meetings or other activities requiring public participation, input and involvement.

**B. SUPPORT AGENCY - OFFICE OF THE GOVERNOR**

- 1. Assign the Director of the Communications Office, or other designated person, to the ESF 15 duty schedule in the EOC to act as the Lead PIO and assume supervisory duties of ESF 15 and the JIC. The position responds to inquiries from the local and national news media on all emergency response and or recovery efforts for the Government of Guam.
- 2. Assign the Governor's Press Aide, or other designated person, to the ESF 15 duty schedule in the EOC to act as the JIC Coordinator. The JIC Coordinator coordinates the preparation and dissemination of public information, providing media representatives with access to information sources during emergency response and or recovery operations for the Government of Guam.
- 3. Provide staff, as appropriate to the JFO to partner with federal counterparts to ensure a unified response and recovery efforts.
- 4. Participate in the meetings and efforts of ESF 15 with other designated agencies to address media and legislative relations and information flow

**C. OTHER RESPONSE AGENCIES/FUNCTIONS**

- 1. ESF 1, coordinate on the language and distribution requirements for public notices and advisories relating to:

- a. Road closures and other roadway/bed problems to be avoided.
  - b. Traffic management and maintenance issues or operations; and
  - c. Other special instructions regarding the roadway network.
  
2. ESF 2, coordinate on the language and distribution requirements for public notices and advisories relating to:
  - a. Any important information the public and private sector must be aware of relative to communications and the flow of information; and
  - b. Dates and times regarding expected or imminent restoration of communications and other data conveyance capabilities.
  
3. ESF 3, coordinate on the language and distribution requirements for public notices and advisories relating to:
  - a. Any important information regarding the cessation or restoration of public works and critical facilities related to human needs;
  - b. Any important instructions about water quality and boil water orders;
  - c. Any special or important instructions relative to the sewer system, disposal of household solid waste and other sanitary concerns
  - d. Any special instructions regarding debris management and disposal; and
  - e. Dates and times regarding expected or imminent restoration of public works services and capabilities.
  
4. ESF 6, coordinate on the language and distribution requirements for public notices and advisories relating to:
  - a. Any important information regarding public shelters, their locations, status and important instructions for admittance:
  - b. Information regarding the closure and reopening of schools, and any special instructions or advisories from the school board;
  - c. Information about mass feeding operations, such as locations, as well as food provision efforts such as the food stamp program, etc.;
  - d. Temporary housing and provision thereof, or special instructions regarding temporary accommodation arrangements;
  - e. Information regarding volunteers and donations;
  - f. Types of services, assistance and locations of points of distribution (POD) and other operations addressing unmet human needs; and
  - g. Any special instructions regarding unmet human needs and the

- measures in place to address them.
- h. Advisories, notices and instructions to visitors or the hotels and resorts regarding protective actions, health and safety issues and other important information dealing with evacuation off island or other measures undertaken during response and recovery; and
  - i. Information to visitors regarding the cessation of public services, as well as their forecast restoration/resumption.
5. ESF 8, coordinate on the language and distribution requirements for public notices and advisories relating to:
- a. Any important information regarding public health issues in general, including boil water orders, disease prevention, sanitation advisories, etc.:
  - b. Critical information about the Guam Memorial Hospital or other medical clinics and facilities;
  - c. Health and safety advisories about cleanup and recovery operations;
  - d. Instructions or information regarding the Alternate Care Facility (ACF) and the populations at that facility;
  - e. Mortality data and casualty figures; and
  - f. Locations and other activities associated with mental health efforts underway in response to the adverse conditions during the event or disaster.
6. ESF 13, coordinate on the language and distribution requirements for public notices and advisories relating to:
- a. Any important information regarding law enforcement, public safety, or public order issues, advisories and instructions;
  - b. Evacuation orders, traffic instructions, road closures and other information regarding protective actions in response to an incident or disaster;
  - c. Notices and warnings of road closures; congestion, accidents or other traffic flow and management issues;
  - d. Special instructions and information about security, timing and status of reentry to evacuated/vacated villages/neighborhoods;
  - e. Notices concerning martial law, or other types of curfews; and
  - f. Information relative to any dangerous areas/issues that may have adverse impact to public safety and security.

#### **IV. FINANCIAL MANAGEMENT**

##### **A. DOCUMENTATION OF INCURRED COSTS**

1. All requests for public communications and media related support must originate through the EOC and be recorded in the Incident Management System. Once entered into Incident Management System and tasked as a mission assignment, ESF 15 will initiate action. The EOC Incident Management System will be used to provide a record of all payment to vendors.
2. Agencies must document all expenses related to their disaster activities. These include but are not limited to travel, maintenance, meals, supplies, etc. Coordinate with EOC Finance and Admin Section staff regarding expense documentation, cost recovery after the event, and communication with each agency's budget/financial sections. Agencies also work under their own accounting principles and authorities.

##### **B. NOTIFICATION OF INCURRED COSTS**

1. All agencies that have an automated financial management system must use the companion procedures and forms necessary for notification of and authorization for incurring costs.
2. All agencies that do not have an automated financial management system will use its normal financial management procedures and forms necessary for notification of and authorization for incurring costs.
3. All agencies understand that their automated financial management system, or normal financial management, procedures and forms necessary for notification of and authorization for incurring costs must be in compliance with applicable agency, territorial and federal guidelines, rules, standards, and laws.

#### **V. REFERENCES AND AUTHORITIES**

##### **A. AUTHORITIES AND POLICIES**

1. Guam
  - a. Guam Code Annotated Title 10 Chapter 65 § 65107;
  - b. Executive Order Number 91-09;
  - c. Executive Order Number 2011-15.

2. Federal
  - a. Post-Katrina Emergency Reform Act (PKEMRA) of 2006
  - b. Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 USC;
  - c. Code of Federal Regulations 44;
  - d. Homeland Security Act of 2002;
  - e. Homeland Security Presidential Directive – 5, Feb 2003.

## **B. REFERENCES**

1. Guam
  - a. Guam Emergency Response Plan, Sep 2005;
  - b. Guam Disaster Preparedness Joint Plan 101, Jan 1999;
  - c. Guam Emergency Operations Center Standard Operating Procedures, Version 2.4;
  - d. All-Hazards Alert and Notification Operations Manual;
  - e. Mission Assignment Standard Operating Procedure (Draft, March 2005); and
  - f. Guam Tactical Interoperable Communications Plan ver. 3.3 (Draft, April 2010).
  
2. Federal
  - a. Guam All-Hazards Catastrophic Operation Plan, August 2010;
  - b. Guam Catastrophic Typhoon Operations Plan, August 2010;
  - c. Guam Catastrophic Typhoon Plan, August 2010;
  - d. National Incident Management System, Dec 2008;
  - e. National Response Framework, Jan 2008;
  - f. National Disaster Recovery Framework, May 2013;
  - g. U.S. Department of Homeland Security-FEMA Region IX 2012 Emergency Communications Plan Territory of Guam (Draft Aug 2012); and
  - h. Comprehensive Preparedness Guide 10 (CPG 101, Version 2.0), Developing and Maintaining Emergency Operations Plans.

## **APPENDIX XVI: EMERGENCY SUPPORT FUNCTION 16 – MILITARY SUPPORT TO CIVIL AUTHORITIES**

**PRIMARY AGENCY:** Guam National Guard (GUNG)

**SUPPORT AGENCIES:** None

### **I. INTRODUCTION**

The purpose of Emergency Support Function 16 (ESF 16) is to establish the policies and procedures to be used by the Guam National Guard (GUNG), the Guam Homeland Security/Office of Civil Defense (GHS/OCD) and other support agencies to capitalize on the vast resources, manpower and capabilities of the U.S. Military and all of its branches, including the National Guard.

On order of the Governor of Guam, the Guam National Guard provides forces and capabilities to support Government of Guam in response to natural or man-made disasters, chemical, biological, radiological, nuclear or high-yield explosives (CBRNE) and terrorist threats or incidents in order to protect life and property, and assist the Government of Guam in restoration of essential government operations. Therefore, the GUNG and the U.S. Military do not have a lead function or area of specific responsibility in the response efforts of Government of Guam, rather this ESF provides the coordination link to use the resources and capabilities of the military in all aspects of emergency management and response operations. This ESF also provides for Government of Guam coordination with the Commander, Joint Region Marianas, U.S. Naval Force Marianas (COMNAVMAR), the U.S. Coast Guard and the Department of Defense (DOD), which all have representation in the EOC during activations.

### **II. CONCEPT OF OPERATIONS**

#### **A. GENERAL**

The ESF 16 Appendix has been developed to provide an all hazards framework for response actions by GUNG and indirectly the U.S. Military, to coordinate with local and federal responders, and provide for consistency with the National Response Framework (NRF) and the National Response Plan (NRP). ESF 16 will operate under the following principles in order to implement its core missions. These principles serve as the general concept of operations for ESF 16 and are further described in supporting plans and procedures.

Upon activation of the EOC to Readiness Level 2 (select ESFs) or Level 1 (full activation), ESF 16 is responsible for the following missions:

1. Supporting an immediate response to threats or incidents involving weapons of mass destruction (WMD).
2. Allowing the use of GUNG forces as a Quick Reaction Forces (QRFs) capable of responding and supporting the Governor of Guam and the EOC ESF Team against any threats or emergency with minimal notice.
3. Allows the EOC to task through a mission assignment the use of GUNG resources to supplement and augment Government of Guam capabilities for various emergency response operations. Among the specialized equipment and capabilities available through the GUNG is:
  - a. Mass Casualty Decontamination System (MCDS); and
  - b. Joint Incident Site Communications Capability (JISCC)
4. Among other missions ESF 16 will undertake in support of Government of Guam efforts to provide a cogent response to an incident or disaster includes:
  - a. Transporting supplies and equipment;
  - b. Providing security of critical infrastructure;
  - c. Undertaking general engineering tasks;
  - d. Establishing temporary encampments;
  - e. Transporting mass casualties;
  - f. Conducting ground search and rescue/recovery (SAR);
  - g. Communications; and
  - h. General support of Chemical, Biological, Radiological, Nuclear and high-yield Explosives (CBRNE) operations.
5. Provides coordination and information support between the EOC and the Joint Operations Center (JOC) in the conduct of GUNG operations and assigned missions.
6. Provides coordination and information support to the EOC relative to federal efforts to initiate and sustain U.S. Military operations for such emergency functions as search and rescue (SAR) and oil and hazardous materials (HazMat) response for which the DOD and the USCG respectively are lead federal agencies.

**B. ORGANIZATION**

1. ESF 16 will operate under the direction of the EOC Director/TCO through the Emergency Services Branch Director.
2. Upon activation, the GUNG is the primary agency for ESF 16 and is subordinate to the EOC, except in matters relating to military affairs.
3. If federalized, the GUNG or identified GUNG capabilities will come under the authority of the National Guard Bureau (NGB) and integrate with the established Joint Task Force or existing military area command with jurisdiction over the incident.
4. The Adjutant General (TAG) is the Joint Force Commander (JFC) for the GUNG.
5. Upon EOC notification to the TAG at Joint Force Headquarters (JFHQ-GU) and a Governor's Emergency Declaration, the TAG will appoint a commander of the Joint Task Force (JTF-GUNG).
6. The GUNG will establish command and control of their operations from the Joint Operations Center (JOC) at Building 300, Army Readiness Center Compound, but will establish dedicated coordination through a branch specific GUNG Liaison dispatched directly to the EOC.
7. Federal support agency staff and resources from the Department of Defense (DOD) as requested through Joint Plan 101 through the Joint Region Marianas, such as the USCG and the COMNAVMAR, may interface directly with ESF 16 to assist with response efforts.
8. Coordinate ESF 16 activities in the EOC during periods of activation by:
  - a. Developing and maintaining the ESF 16 Liaison duty schedule;
  - b. Coordinating the receipt, evaluation, and requests from the threatened and/or impacted area, and;
  - c. Developing situation reports and action plans to be submitted to the Plans Section.

**C. NOTIFICATIONS**

1. During an emergency or disaster, the EOC will notify the continuously operational Joint Force Headquarters (JTHQ-GU) of the activation and the TAG, who will appoint a commander of the Joint Task Force (JTF-GUNG).

2. The JTF Commander, or his designated representative, will report to the Emergency Operations Center (EOC) to receive an initial briefing and guidance from OCD.
3. The JTF will designate an event specific GNG Liaison(s) to establish a dedicated link between the JOC and the EOC.
4. The JTF-GUNG is activated upon the Governor of Guam declaring a State of Emergency in response to a particular incident, event or disaster.
5. The above notification process will be utilized if the impending or actual event requires any combination of preparedness, response, recovery, or mitigation/redevelopment activities.

#### **D. OPERATIONAL OBJECTIVES**

ESF 16 supports the EOC ESF Team through its actions and response efforts to activate and organize an effective response to an event.

1. Preparedness Objectives
  - a. Participate in the review and revision of Appendix XVI to the Guam Comprehensive Emergency Management Plan (CEMP) and related EOC Standard Operating Procedures (SOP).
  - b. Attend and participate in meetings, training, conferences, and exercises.
  - c. Develop, test, and maintain manual or automated listings of the following:
    - i. Agency points of contact that are to be contacted by agency representative(s) assigned to ESF 16; and
    - ii. Agency available resources (from within the agency) such as trucks and other agency equipment, etc.
  - d. Review and update as needed any activation rosters to ensure the availability of trained personnel for extended periods of time, both at fixed, as well as field locations.
  - e. Establish procedures to maintain appropriate records for time worked and costs incurred by ESF 16 agencies during an emergency/disaster event.

#### **2. Response Objectives**

ESF 16 will coordinate and manage the following response objectives:

- a. Activate the "Notifications" sequence listed in Section II.C (Notification) above.
- b. Assign and schedule sufficient liaison and JOC personnel to cover an activation of the EOC for an extended period of time.
- c. Maintain appropriate records of work schedules and costs incurred by ESF 16 during an event.
- d. Evaluate the probability and time period of the recovery phase for the event. If a recovery phase is probable, start pre-planning for recovery actions.
- e. Generate response information in a timely manner to be included in EOC ESF Team briefings, situation reports and incident action plans. Specific essential elements of information (EEI) include:
  - i. Status of current and future operations, any obstacles and unmet needs relative to ESF 16 missions;
  - ii. Findings of any investigations or recommendations relating to matters of which the GUNG has specific and specialized technical expertise or capabilities, such as CBRNE and Weapons of Mass Destruction (WMD);
  - iii. Status and findings of internal damage assessments/surveys conducted by ESF 16 agencies.
- f. Among the support missions ESF 16 will undertake in support of Government of Guam mission assignments (MA):
  - i. The provision of general transportation support for supplies and equipment as coordinated by ESF 1 (Transportation);
  - ii. Undertaking general engineering support as coordinated by ESF 3 (Public Works and Engineering);
  - iii. Establishing temporary encampments in support of ESF 6 (Mass Care, Housing, and Human Services) missions, or those of ESF 8 (Public Health and Medical Services);
  - iv. Transporting mass casualties as coordinated by ESF 1 and ESF 8;
  - v. Conducting ground search and rescue/recovery (SAR), as coordinated by ESF 9 (Urban Search and Rescue);
  - vi. Communications assistance as coordinated by ESF 2;
  - vii. Providing access security and protection as coordinated by ESF 13;
  - viii. Identifying CBRNE agents/substances; assessing current and projected consequences; advising on response and mitigation

measures; and assisting with appropriate requests for support.

- g. Provide any assistance and coordination necessary to sustain federal and off-island personnel and equipment supporting the ESF 16 mission during the entire period of their deployment to Guam.
- h. As requested by the EOC, participate in any PDA teams activated to survey incident or disaster impacts and report the findings to the EOC for further action.

### 3. Recovery Objectives

- a. Generate in a timely manner, information to be included in EOC briefings, situation reports, and/or action plans. ESF 16 specific essential elements of information (EEI) include the status of current and future operations, any obstacles and unmet needs relative to its restoration of power missions.
- b. Plan and prepare the notification systems and operational procedures to sustain any long term operations in the field if necessary.
- c. Plan and prepare for the continued support of all federal ESF 16 personnel.
- d. Assign and schedule sufficient personnel to cover an activation of the EOC for an extended period of time.
- e. Maintain appropriate records of work schedules and costs incurred by ESF 16 agencies during an event.
- f. Seek information concerning the projected date the EOC will deactivate.
- g. Continue to provide reports to the EOC concerning any and all efforts, as well as overall appraisal of the success of restoring power to key infrastructure, Government of Guam facilities, as well as public and private homes and businesses.
- h. Assist in the demobilization and/or transportation back off island of any organic and non-GUNG personnel, equipment and assets, or any materiel no longer required for response or recovery activities associated with the declared emergency.

### 4. Mitigation Objectives

- a. Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.
- b. Plan and prepare the notification systems and operational procedures to support the requests and directives resulting from the Governor, the Federal Emergency Management Agency (FEMA) or Joint Region

Marianas concerning after action reviews (AAR), mitigation and/or redevelopment activities.

## **E. DIRECTION AND CONTROL**

As a part of the EOC ESF Team, agencies of ESF 16 may have to participate (on-island or in another jurisdiction through mutual aid) on several emergency teams and/or co-located at several emergency facilities. The following is a listing of the teams and facilities through which ESF 16 may have to function:

1. **Emergency Operations Center** - In the event that the Emergency Operations Center is activated for an emergency, the GUNG Liaison assigned to the EOC ESF Team or his/her designated representative, assumes responsibility as supervisor for ESF 16.
2. **Joint Field Office**
  - a. Upon activation of the Joint Field Office (JFO), the EOC Director or his/her designated representative, coordinate with ESF 16 in order to provide an ESF 16 representative at the JFO, when required.
  - b. The ESF 16 representative at the JFO coordinates with ESF 16 agencies in the EOC.

## **III. RESPONSIBILITIES**

### **A. GUAM NATIONAL GUARD (GUNG)**

1. Upon the Governor declaring a State of Emergency, activate the JOC and the TAG designate the JTF Commander for the event or disaster.
2. Assign GUNG Liaisons to the EOC to provide a direct connection between the JOC and the EOC in order to effect coordination and exchange event relevant information.
3. Coordinate with the TCO/EOC Director in addressing MAs and other event /disaster specific activities.
4. Facilitate the meetings and efforts of ESF 16 with other designated agencies to address any power generation, transmission or restoration issues.
5. Provide staff, as appropriate to the JFO to partner with federal counterparts to ensure a unified response and recovery effort.

6. Maintain contact with the other U.S. Military organizations in the Joint Region Marianas.
7. Maintain appropriate records of work schedules and costs incurred by ESF 16 agencies during an event.
8. Assign the necessary staff with technical expertise to coordinate and field a Preliminary Damage Assessment (PDA) Team that will be responsible for completing an initial survey of damage in their area of responsibility and submit a report to the Information and Planning Section.

## **B. OTHER RESPONSE AGENCIES**

1. Governor of Guam
  - a. Provide overall direction and control for response activities.
  - b. Provide policy decisions as coordinated by GHS/OCD and the EOC ESF Team in the execution of response and recovery activities before, during and after a disaster or incident.
  - c. Declare a State of Emergency in response to a disaster, as advised or recommended by the GHS/OCD EOC ESF Team, or warranted by the extent and severity of the event.
2. Guam Homeland Security Office of Civil Defense (GHS/OCD)
  - a. Coordinate all EOC ESF Team administrative, management, planning, training, preparedness, response, and recovery activities.
  - b. During activations, assign GHS/OCD personnel to the EOC duty schedule for the entirety of the incident or emergency.
  - c. Install, maintain and test periodically all communications and computer systems in the EOC, and JIC, as well as any assets deployed to the field.
  - d. Use the mission assignment (MA) process in tasking ESF 16 to provide resources and/or support to another ESF in support of all EOC ESF Team activities related to an activation or event.
  - e. Provide technical and specialty support and coordination relating to the National Incident Management Systems (NIMS), the National Response Framework (NRF), the Stafford Act and all other emergency management related plans policies and processes.

- f. Facilitate coordination meetings between ESF 16 and other EOC ESF Team members to ensure that senior leaders' intents and priorities, the operational tempo, and situational awareness are maintained throughout all phases of an incident or disaster response.
- g. Maintain continuous communications and information flow between the EOC and the Joint Operations Center (JOC), the Joint Information Center (JIC), deployed incident command posts, the Joint Field Office (JFO) if deployed.
- h. Support the deployment of any assets to the Joint Field Office, Recovery Centers, or any other ad-hoc off-site operations required by the disaster response for which ESF 16 must participate.

#### **IV. FINANCIAL MANAGEMENT**

##### **A. DOCUMENTATION OF INCURRED COSTS**

1. All requests for GUNG military support must originate through the EOC and be recorded in the Incident Management System. Once entered into Incident Management System and tasked as a mission assignment, ESF 16 will initiate action. The EOC Incident Management System will be used to provide a record of all payment to vendors.
2. Agencies must document all expenses related to their disaster activities. These include but are not limited to travel, maintenance, meals, supplies, etc. Coordinate with EOC Finance and Admin Section staff regarding expense documentation, cost recovery after the event, and communication with each agency's budget/financial sections. Agencies also work under their own accounting principles and authorities.

##### **B. NOTIFICATION OF INCURRED COSTS**

1. All agencies that have an automated financial management system must use the companion procedures and forms necessary for notification of and authorization for incurring costs.
2. All agencies that do not have an automated financial management system will use its normal financial management procedures and forms necessary for notification of and authorization for incurring costs.
3. All agencies understand that their automated financial management system, or normal financial management, procedures and forms necessary for notification of and authorization for incurring costs must be in compliance with applicable agency, territorial and federal guidelines, rules, standards, and laws.

## V. REFERENCES AND AUTHORITIES

### A. AUTHORITIES AND POLICIES

1. Guam
  - a. Guam Code Annotated Title 10 Chapter 65 § 65107;
  - b. Executive Order Number 91-09;
  - c. Executive Order Number 2011-13.
  
2. Federal
  - a. Post-Katrina Emergency Reform Act (PKEMRA) of 2006
  - b. Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 USC;
  - c. Code of Federal Regulations 44;
  - d. Homeland Security Act of 2002;
  - e. Homeland Security Presidential Directive – 5, Feb 2003.

### B. REFERENCES

1. Guam
  - a. Guam Emergency Response Plan, Sep 2005;
  - b. Guam Disaster Preparedness Joint Plan 101, Jan 1999;
  - c. Guam Emergency Operations Center Standard Operating Procedures, Version 2.4;
  - d. All-Hazards Alert and Notification Operations Manual; and
  - e. Mission Assignment Standard Operating Procedure (Draft, March 2005).
  
2. Federal
  - a. Guam All-Hazards Catastrophic Operation Plan, August 2010;
  - b. Guam Catastrophic Typhoon Operations Plan, August 2010;
  - c. Guam Catastrophic Typhoon Plan, August 2010;
  - d. National Incident Management System, Dec 2008;

- e. National Response Framework, Jan 2008;
- f. National Disaster Recovery Framework, May 2013; and
- g. Comprehensive Preparedness Guide 10 (CPG 101, Version 2.0),  
Developing and Maintaining Emergency Operations Plans.