



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

**TERRORISM / WEAPONS OF MASS  
DESTRUCTION (WMD) RESPONSE ANNEX**



## EXECUTIVE SUMMARY

This annex defines the program for the Government of Guam to prepare for, respond to and recover from a terrorist or cyber terrorist attack. It is a hazard specific annex to the Guam Comprehensive Emergency Management Plan (CEMP). This Annex governs the plans, operational concepts, and policies used to prepare for and respond to any type of, technological and/or criminal/hostile terrorist event in the Territory of Guam. The procedures and actions defined in this Annex are normally executed by the Director of Guam Homeland Security Office of Civil Defense (GHS/OCD) following the issuance of an executive order by the Governor.

The Territory of Guam is vulnerable to attacks involving “weapons of mass destruction” (WMD) and/or cyber terrorism. A terrorist attack involving a WMD could threaten lives, property, and environmental resources through physical destruction of explosions and resulting fires, and/or by contamination with chemical, biological, and/or radiological materials. A cyber terrorist attack could destroy or significantly disrupt vital computer networks, communication systems, and/or Internet services, interfering with provision of critical community services and thereby causing substantial human and economic impacts.

Response to an actual or suspected event has two phases: 1) Actions intended to prevent or end the terrorist action (known as “crisis management”), and; 2) Actions to deal with the impacts of the event (known as “consequence management”). In most cases, the first responder to a terrorist event will be the GPD and Guam Fire Department (GFD). These organizations will implement command and control of both the crisis and consequence management operations through a unified command structure established at or near the scene. If needed, additional Government of Guam and/or Federal assistance will be mobilized to support the command structure. This process is described in this Annex.

## AUTHORITIES

The authority for the development, implementation, and maintenance of this Annex is derived in accordance with the provisions of the Guam Civil Defense Act of 1951.

## SUPPORTING PLANS AND DOCUMENTS

- The Organic Act of Guam, as amended (48 USC Chapter 8A – Guam 1422) and related statutes,
- Public law 93-288, Disaster Relief Act of 1974
- Guam Government Code 8501-8515 (Public Law 1-21)
- Guam Government Code 62020
- Executive order of the Governor 91-09 (dated March 25, 1991)
- Guam Government Code 40400

## DEFINITIONS

Biological Weapon - Microorganisms or toxins from living organisms that have infectious or noninfectious properties that produce lethal or serious effects in plants and animals.

Chemical Weapon - Solids, liquids, or gases that have chemical properties that produce lethal or serious effects in plants and animals.

Consequence Management - GHS/OCD is the lead agency for Consequence Management. GHS/OCD is responsible for coordinating all Government of Guam (GovGuam) assets in support to the impacted area and recovery operations.

Crisis Management - The GPD is the lead GovGuam agency for crisis management. GPD shall be responsible to direct and coordinate the initial response under the Comprehensive Emergency Management Plan and in coordination with GHS.

Cyber Terrorist Attack - An intentional effort to electronically or physically destroy or disrupt computer network, telecommunication, or Internet services that could threaten critically needed community services or result in widespread economic consequences.

Forward Coordinating Team - A group of representatives of the Federal organizations mobilized to a terrorist incident scene to advise the local unified command.

Joint Coordinating Element (JCE) – A terrorism/WMD incident will involve the response of Federal agencies including the Federal Bureau of Investigation (FBI). Presidential Decision Directive/NSC-39 (PDD-39) outlines federal response and places the FBI as the federal lead for crisis management during a terrorism/WMD incident. Other agencies of the Federal Government provide assistance to state/territorial and local agencies as outlined in the National Response Framework, Terrorism Incident Response Annex. Federal agencies will co-locate in a Joint Coordinating Element and liaison with the local authority. Guam responders should be familiar with this operational plan in order to accommodate federal agencies in to the Unified Command structure.

Joint Information Center (JIC) - A location and/or operational unit staffed by the public information officers of all key responding agencies, impacted jurisdictions, or other groups closely involved in the incident in order to provide for coordination and consistency in media management operations.

Joint Operations Center (JOC) - The location at or near the scene of a terrorist incident from where Federal response operations in crisis management are coordinated.

Strategic National Stockpile (NPS) - A national repository of antibiotics, chemical antidotes, life-support medications, IV administration and airway maintenance supplies, and medical/surgical items that is designed to re-supply state/territorial and local public health agencies in the event of a biological and/or chemical terrorism incident anywhere, at anytime within the United States.

Potential Threat Elements (PTE) - Any group or individual regarding which there are allegations or information indicating a possibility of the unlawful use of force or violence, specifically the

utilization of a WMD, against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of a specific motivation or goal, possibly political or social in nature.

Terrorism – Terrorism is an activity that involves a violent act or an act dangerous to human life which is a violation the criminal laws of Guam or of the United States including offenses against computer users and is intended to intimidate, injure, or coerce a civilian population, influence the policy of a government by intimidation or coercion or affect the conduct of government through destruction of property, assassination, murder, kidnapping, or aircraft piracy.

Weapon of Mass Destruction (WMD) - (1) Any explosive, incendiary, bomb, grenade, rocket having a propellant charge of more than four ounces, missile having an explosive or incendiary charge of more than one-quarter ounce, mine, or device similar to the above; (2) poison gas; (3) any weapon involving a disease organism; or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

## CHAPTER I: INTRODUCTION

### I. GENERAL

The population, property, and environmental resources of the Territory of Guam are vulnerable to a threatened or actual terrorist attack. A terrorist incident could result in the release of harmful chemical, biological, or radiological materials, detonation of an explosive device, or disruption of services dependent on computers, telecommunications, and the Internet. Such an incident could impact any location on the island of Guam and have the potential to result in large numbers of fatalities, injuries, property damage, and/or economic losses. It is also possible that valuable environmental/agricultural resources necessary for the Territory's welfare could be rendered unusable through contamination or other forms of damage.

This document is one of several hazard specific annexes to the Guam Comprehensive Emergency Management Plan (CEMP). It defines the Government of Guam's (GovGuam) program to prepare for and respond to such a terrorist or cyber terrorist event.

### II. PURPOSE AND SCOPE

The Terrorism Annex establishes the policies, programs, and procedures that will be utilized by government agencies and support organizations to prepare for, respond to, and recover from a threatened or actual emergency resulting from a terrorist act. It also defines the roles federal government agencies in the development, implementation, and maintenance of this system.

Guam, as the United States' gateway to Asia and the Pacific, is vulnerable to a terrorist incident. Across the territory, there are people, facilities, locations, and systems that could be severely harmed by a terrorist event including, but not limited to:

- Densely developed, urbanized areas;
- Government owned and operated facilities;
- Military installations;
- Banks and financial centers;
- Vulnerable institutions, such as schools and health care facilities;
- Transportation networks and facilities;
- Businesses and industries;
- Major entertainment centers, tourist attractions, and recreation facilities;
- Community utilities, computer networks; communications systems, and Internet services; and
- Valuable natural resources such as drinking water sources, agricultural, and fisheries resources, beaches, etc.

A terrorist event could be localized or occur over a large area, and could originate from a remote location outside of the territory. Such an incident could endanger the health, safety, and/or general welfare of the residents of Guam.

A response to a terrorist event may quickly deplete or threaten to deplete the resources and capabilities of emergency service organizations. Depending on the type, size, or location, a terrorist incident could exceed the capabilities of the Government of Guam and necessitate support and assistance from federal and/or international organizations.

### III. ASSUMPTIONS

This section describes and sets forth the assumptions utilized to prepare this Annex and are as follows:

1. Potential threats and potential threat elements (PTE) are known.
2. There may be no warning or time to determine if the incident is a terrorist act.
3. A terrorist incident may be made readily apparent to a responding organization by the characteristics of the impact or a declaration on the part of the perpetrators, or may be very difficult to initially detect and identify because of uncertainty as to the cause or extent of the situation.
4. The resources and/or expertise of Government of Guam agencies could quickly be depleted by a response to a major terrorist incident and its consequences. Use of federal resources must be anticipated.
5. Specialized resources, as well as those normally utilized in disaster situations, will be needed to support response to a terrorist incident. Such resources may not be located in the area or in the Territory of Guam.
6. Resources from governmental agencies (Government of Guam and federal) and private organizations will be made available upon request.
8. All response agencies and organizations will establish and participate in a unified command structure at or near the scene. The Guam Emergency Operations Center (EOC) will be activated and staffed if indicated by the size or scope of the incident.
9. Federal agencies with statutory authority for response to a terrorist incident, or for the geographic location in which it occurs or has impacted, will participate in and cooperate with the unified command structure established by the responding local jurisdiction.
10. A terrorist event will result in the timely activation of the Guam CEMP and the Federal Emergency Management Agency will activate the National Response Framework.

11. This Annex assumes the resources and procedures for such related operations as hazardous material response, mass casualty incident management, law enforcement, search and rescue, etc., will be in place to be utilized when needed during a terrorist incident.
12. It is possible that the use of a WMD, such as a biological agent, could occur resulting in widespread illness, fatalities, or environmental contamination without a readily defined incident scene.
13. For terrorist events involving WMD there may be a large number of casualties. Injured or ill survivors will require specialized medical treatment, potentially including decontamination. Medical facilities near the scene capable of offering such treatment will have limited capacity to accept survivors. It will be necessary to transport survivors to distant medical facilities and may require establishing temporary medical operations in the field. Fatally injured victims may be numerous and their bodies contaminated or infectious. Special mortuary arrangements are likely to be necessary.
14. Terrorist incidents may involve damage or disruption to computer networks, telecommunication systems, or Internet systems. In addition, disturbance to vital community networks for utilities, transportation, and/or communication could endanger the health and safety of the population at risk. In addition, interruptions of emergency response operations could result in very substantial economic losses.
15. Extensive media interest in a terrorist event will necessitate media management operations and resources beyond those needed for other types of emergency management operations.
16. Management of response operations for a terrorist incident will be guided by the following:
  - a) Preserving life or minimizing risk to health;
  - b) Preventing a threatened act from being carried out or an existing terrorist act from being expanded or aggravated;
  - c) Locating, accessing, rendering safe, controlling, containing, recovering, and disposing of a WMD;
  - d) Rescuing, decontaminating, transporting, and treating survivors;
  - e) Releasing emergency public information that ensures adequate and accurate communications with the public;
  - f) Restoring essential services and mitigating suffering;
  - g) Collecting and preserving evidence;

- h) Apprehending and successfully prosecuting perpetrators;
- i) Conducting site restoration; and
- j) Protecting economic infrastructure and protecting critical infrastructure.

## CHAPTER 2: THE RESPONSE ORGANIZATION

### I. GENERAL

This chapter of the Annex describes the operational concepts and organization to be used in the management of a response to a terrorist incident occurring in or impacting the Territory of Guam.

The concept of operations incorporated into this Annex is consistent with that utilized by the federal government. The Terrorism Incident Annex of the National Response Framework establishes a general concept of operations utilizing the concepts of crisis management. Crisis and consequence management operations are very closely interrelated and success or failure in one can impact the other. Therefore, the concept of operations contains mechanisms for the close coordination of activities in both these categories of operations.

This section first describes the response organization available to manage a human induced hazard event, secondly, the concept of operations to be used by organizations for management of the response to the event.

### II. FEDERAL RESPONSE

The Federal Bureau of Investigation (FBI) is the lead federal agency for Crisis Management. All federal Consequence Management Resources will operate as defined under the National Response Framework. The Federal Emergency Management Agency is the lead federal agency for Consequence Management.

### III. OTHER PARTICIPANTS IN THE RESPONSE ORGANIZATION

It is possible that the nature of an event could necessitate other non-government participants in the emergency response organization. Examples that may need to be considered include the following:

1. Owners or operators of the facility in which the event is occurring;
2. Owners or operators of a transportation center, or modes of transportation (for example, airplane, boat, railroad), in which the event is occurring;
3. Non-government expert advisors or consultants, such as university scientists, physicians, or private contractors;
4. Non-government laboratories for threat agent identification;
5. The manufacturer of the threat agent;

6. Rental agents or contractors providing vehicles, equipment, or supplies involved in the event;
7. Health and medical care facilities and mortuaries managing the survivors of the incident; and
8. The owners, operators, clients, or support organizations for computer networks, telecommunication systems, and Internet services threatened by a cyber terrorist attack.

These organizations or officials may become participants in the Unified Command and/or have liaison personnel deployed to the Guam EOC.

## CHAPTER 3: CONCEPT OF OPERATIONS

### I. GENERAL

This chapter of the Annex describes the operational concepts to be used by the response organization.

### II. TERRORIST EVENT RESPONSE PROCESS

Two actions unique to emergency operations for both crisis and consequence management are as follows: 1) Identifying the event as a known, suspected, or threatened terrorist or cyber terrorist attack or as a crime event; and, 2) Assuring notifications to agencies are made. This section describes these initial steps.

#### A. DETECTION

Detection of an actual, suspected, or threatened terrorist or cyber terrorist incident may occur through the following types of mechanisms:

1. The Marianas Regional Fusion Center (MRFC);
2. Other communications centers;
3. Law enforcement intelligence efforts;
4. Warnings or announcements by the perpetrators;
5. Characteristics of the event, such as explosion or chemical recognition;
6. Witness accounts;
7. The medical or physical symptoms of survivors;
8. Laboratory results from samples taken at the scene or from survivors' or victims' bodies;
9. Routine surveillance monitoring of a community's morbidity and mortality;  
and
10. Unexplained disruption or failure of a computer network, telecommunications system, or Internet service.

GPD may initiate operations for routine law enforcement, hazardous materials, or mass casualty incidents without recognizing the situation as one caused by a terrorist or cyber terrorist attack.

#### B. NOTIFICATION

In the event that first responders or others suspect that the incident or threatened incident is the result of a terrorist situation and/or one involving a WMD, notification to the GPD is necessary. As a precaution, the GPD will ensure that GHS/OCD and the Federal Bureau of Investigation have been notified in addition to other appropriate agencies. As necessary the Guam Homeland Security Office of Civil Defense (GHS/OCD) will notify the appropriate emergency support functions.

Recognition of unexpected trends in morbidity or mortality from the Guam Memorial Hospital Authority (GMHA) medical monitoring activities would also require that the GPD be notified in the event that the case is a possible terrorist event.

Upon the suspicion or confirmation of a cyber terrorism attack against any Government of Guam data and technology system, especially one that causes the interruption of key services and government activities/requirements, notify immediately the lead agency for those types of incidents, the Bureau of Information Technology in the Office of the Governor (BIT), as well as GHS/OCD.

## **C. THREAT CLASSIFICATION**

### **1. Homeland Security Advisory System**

The U.S. Department of Homeland Security developed the Homeland Security Advisory System as a means to disseminate information regarding the risk of terrorist acts to federal, state/territorial, and local authorities and to the American people. The Government of Guam utilizes this classification scheme. In most cases the Territorial threat condition will mirror the national threat condition. There may, however, be instances when the territorial threat level will be either higher or lower than the national level. Examples may include threats specific to the Territory of Guam that warrant an elevated threat condition beyond the national level, or threats specific to other parts of the country or to national interests that may not be applicable to Guam. In the latter case the territorial threat level may actually be lower than the national level.

There are five threat conditions, each identified by a description and corresponding color. From lowest to highest, the levels and colors are:

- Low = Green;
- Guarded = Blue;
- Elevated = Yellow;
- High = Orange; and
- Severe = Red.

The higher the threat condition, the greater the risk there is of a terrorist attack. Risk includes both the probability of an attack occurring and its potential gravity.

The following threat conditions each represent an increasing risk of terrorist attacks. Beneath each threat condition are some suggested protective measures, recognizing that the heads of

agencies should develop and implement appropriate agency-specific protective measures:

- a. Low Condition (Green) - This condition is declared when there is a low risk of terrorist attacks. Government of Guam departments and agencies should consider the following general measures in addition to the agency-specific protective measures they develop and implement:
  - i. Refining and exercising as appropriate preplanned protective measures;
  - ii. Ensuring personnel receive proper training on the Homeland Security Advisory System and specific preplanned department or agency protective measures; and
  - iii. Institutionalizing a process to assure that all facilities and regulated sectors are regularly assessed for vulnerabilities to terrorist attacks, and all reasonable measures are taken to mitigate these vulnerabilities.
- b. Guarded Condition (Blue). This condition is declared when there is a general risk of terrorist attacks. In addition to the protective measures taken in the previous threat condition Government of Guam departments and agencies should consider the following general measures in addition to the agency-specific protective measures that they develop and implement:
  - i. Checking communications with designated emergency response or command locations;
  - ii. Reviewing and updating emergency response procedures; and
  - iii. Providing the public with any information that would strengthen its ability to act appropriately.
- c. Elevated Condition (Yellow) - An Elevated Condition is declared when there is a significant risk of terrorist attacks. In addition to the protective measures taken in the previous threat conditions, Government of Guam departments and agencies should consider the following general

measures in addition to the protective measures that they develop and implement:

- i. Increasing surveillance of critical locations;
  - ii. Coordinating emergency plans as appropriate with other departments and agencies;
  - iii. Assessing whether the precise characteristics of the threat require the further refinement of preplanned protective measures; and
  - iv. Implementing, as appropriate, contingency and emergency response plans.
- d. High Condition (Orange) - A High Condition is declared when there is a high risk of terrorist attacks. In addition to the protective measures taken in the previous threat conditions, Government of Guam departments and agencies should consider the following general measures in addition to the agency-specific protective measures that they develop and implement:
- i. Coordinating necessary security efforts with GPD or Guam National Guard (GNG) or other appropriate armed forces organizations;
  - ii. Taking additional precautions at public events and possibly considering alternative venues or even cancellation;
  - iii. Preparing to execute contingency procedures, such as moving to an alternate site or dispersing their workforce; and
  - iv. Restricting threatened facility access to essential personnel only.
- e. Severe Condition (Red) - A Severe Condition reflects a severe risk of terrorist attacks. Under most circumstances, the protective measures for a Severe Condition are not intended to be sustained for substantial periods of time. In addition to the protective measures in the previous threat conditions, Government of Guam departments and agencies also should consider the following general measures in addition to the agency-specific protective measures that they develop and implement:
- i. Increasing or redirecting personnel to address critical emergency needs;
  - ii. Assigning emergency response personnel and pre-positioning and mobilizing specially trained teams or resources;
  - iii. Monitoring, redirecting, or constraining transportation systems; and

- iv. Closing public and government facilities.

### **III. EMERGENCY RESPONSE OPERATIONS**

#### **A. ACTIVATION OF THE EMERGENCY OPERATIONS CENTER**

The Guam EOC may be activated for any human induced hazard event, including a terrorist threat, an incident involving a WMD, or a cyber terrorism event, depending on the extent of interruption. Upon receipt of an Executive Order, the Administrator of GHS/OCD will assume the role of Incident Commander.

#### **B. DEPLOYMENT OF GOVERNMENT OF GUAM PERSONNEL**

Several emergency operations facilities may be established for management of the incident. OCD, through the EOC, may deploy liaison personnel to any or all of the following:

1. Agency-specific command posts and incident command posts (ICP);
2. The Guam Emergency Operations Center (EOC)
3. The Joint Information Center (JIC); and
4. The Joint Operations Center (JOC);

#### **C. MOBILIZATION OF OTHER GOVERNMENT OF GUAM RESOURCES**

Other Government of Guam resources requested by the Unified Command through the emergency operations facilities will be mobilized through the EOC and/or the appropriate Emergency Support Function (ESF) in accordance with the provisions of the Guam Comprehensive Emergency Management Plan.

#### **D. LEAD GOVERNMENT OF GUAM AGENCIES FOR TERRORISM RESPONSE**

1. For all terrorism incidents and unexplained occurrences (UOs), except cyber-terrorism, - ESF 13/GPD is the lead agency for crisis management;
2. For all suspected or confirmed cyber-terrorism incidents – ESF 5/BIT and is the lead agency for crisis management; and
3. GHS/OCD is the lead agency for consequence management in all instances of terrorism.

**E. DEACTIVATION OF THE GOVERNMENT OF GUAM RESPONSE**

Deactivation of the Government of Guam response and demobilization of deployed personnel will be at the direction of the EOC. Deactivation of specific assets, operations, or facilities may be staged as conditions warrant.

**IV. REIMBURSEMENT/FINANCE**

The current policy and procedures as outlined in the Comprehensive Emergency Management Plan will be followed.

## CHAPTER 4: ROLES AND RESPONSIBILITIES

### I. GENERAL

The intent of this chapter is to define the responsibilities of the ESFs, and GHS/OCD under the Guam Comprehensive Emergency Management Plan (GUAM CEMP) as they specifically relate to management of terrorism/WMD response. Other responsibilities not unique to the response to a terrorist incident are addressed pursuant to the Guam CEMP and its implementing procedures. The effectiveness of the response to such an event, particularly to a terrorist or cyber terrorist incident will be contingent on the fulfillment of program and operational responsibilities of all involved organizations.

### II. GOVERNMENT OF GUAM ROLES AND RESPONSIBILITIES

The Government of Guam has the principal responsibilities for development, implementation, and maintenance of the Terrorism Response System. This section describes responsibilities either by the individual agency or by the applicable ESF. The lead Government of Guam agency for each ESF has the responsibility to coordinate the required actions of all agencies and organizations involved within that ESF.

#### A. GUAM HOMELAND SECURITY / OFFICE OF CIVIL DEFENSE (GHS/OCD)

The GHS/OCD will have the following responsibilities, with respect to coordinating the operations of this Annex:

1. Develop and maintain this Annex and assure its consistency with the Guam CEMP;
2. Prepare and maintain planning guidance for ESF agencies on the development of procedures needed for implementation of this Annex;
3. Prepare and distribute guidance and review criteria for development of consistent terrorism response annexes to agency plans and any corresponding implementing procedures;
4. Prepare and maintain procedures for the GPD regarding notifications for a known, suspected or threatened terrorist event;
5. Establish and maintain an island-wide training program for Government of Guam and local emergency response personnel in terrorism incident awareness and response operations;
6. Upon notification of suspected or reported cyber terrorism from any Government of Guam agency or affiliated organization, especially if it causes the interruption of service or data transfer, immediately alert the Bureau of Information Technology (BIT) in the Office of the Governor, which is the lead agency in technology related threats and attacks;

7. Act as the lead agency for consequence management in response to a threatened, suspected or actual terrorist incident; and
8. Ensure that pertinent threat/response information from the Marianas Regional Fusion Center (MRFC) is in a suitable format and shared with GPD, BIT and other appropriate agencies, as warranted by the situation.

## **B. ALL ESF LEAD AGENCIES AND ORGANIZATIONS**

All designated Government of Guam ESF primary agencies or organizations have the following responsibilities for implementation of this Annex:

1. Ensure development of any specialized procedures necessary to implement any applicable responsibilities of this Annex;
2. Evaluate the applicability and consistency of existing procedures under the Guam CEMP to the types of unique operations required of the ESF during the response to a UO and/or known terrorist/WMD;
3. Identify the type and number of resources likely to be needed by the ESF to support response to a WMD event;
4. Coordinate training support as needed by government personnel for the procedures developed for implementation of this Annex and the related responsibilities of the ESFs;
5. Support the Government of Guam's continuous process to assess the territory's vulnerabilities to a terrorist event and to continuously define the public agency and private sector capabilities to respond to such an incident;
6. Support the establishment of criteria for actions to protect the public from biological nuclear, incendiary, charges and explosive agents released during a terrorist attack; and
7. Support GHS/OCD in the maintenance and updating of this Annex and all corresponding implementing procedures.

## **C. SUPPORT AGENCIES RESPONSIBILITIES**

The responsibilities for the ESFs support agencies are as follows:

1. ESF 2 - Communications
  - a. Coordinates with the BIT and GHS/OCD on the assessment of the vulnerability of computer networks, data and telecommunications systems, radio and internet services used for routine and emergency

- operations to a terrorist or cyber attack and implement corrective actions as indicated;
- b. Coordinates with the GPD, GHS/OCD and BIT during operations in response to a known or suspected cyber terrorist attack;
  - c. Coordinates the use of all GHS/OCD and other Government of Guam agency assets, as well as the employment of the Joint Incident Site Communications Capability (JISCC) from the Guam National Guard (GUNG) to address communication issues during the crisis and consequence management phases of a terrorism incident; and
  - d. Provides stand-by contractor support for response to a cyber terrorist incident.
2. ESF 3 - Public Works and Engineering
- a. Supports the assessment of the water and sewage treatment services to terrorist and cyber terrorist attacks;
  - b. Develops emergency procedures for supporting efforts to close, decontaminate, and/or restore water and sewer systems to service following an event involving a WMD; and
  - c. Conducts debris management including establishing and managing the criteria and protocols for disposal of natural and man-made debris contaminated during a WMD incident.
3. ESF 4 - Fire Fighting and ESF 9 – Urban Search and Rescue
- a. Supports the assessment of the specialized personnel, equipment, and material needs of local fire fighting organizations for response to a terrorist attack using a WMD;
  - b. Supports development of the fire fighting resource, material, training and related requirements for selection, deployment and operation of the Terrorism Response System;
  - c. Defines the required and/or recommended awareness and technician level and operational training and exercise standards for fire service response to WMD incidents;
  - d. Provides search and rescue units capable of operating in an environment contaminated with CBRNE weapons of mass destruction; and
  - e. Identifies equipment, resources and training necessary to conduct Chemical, Biological, and Radiological technical decontamination of first

responders and emergency decontamination of survivors at the scene of a WMD incident.

4. ESF 5 – Emergency Management
  - a. Coordinates with the Marianas Regional Fusion Center (MRFC) as an interface between Government of Guam and U.S. intelligence / law enforcement agencies in the monitoring and coordination of the worldwide terrorism threat;
  - b. Evaluates current procedures for gathering and managing incident data, as well as operations planning for their effectiveness to support EOC actions during a WMD incident;
  - c. Takes corrective actions as indicated;
  - d. Collects situation and status information regarding the response so that a common operating picture is maintained with all Government of Guam agencies and response related organizations; and
  - e. In incidents of cyber-terrorism, coordinates with BIT, the lead agency for technology related attacks, during the crisis management phase to minimize and limit the extent of disruption of key Government of Guam capabilities and services.
  
5. ESF 6 - Mass Care, Housing and Human Services
  - a. Develops and implements plans or procedures to provide assistance and services to survivors and other populations displaced or impacted by a terrorist incident or WMD event; and
  - b. Develops and manages specialized shelter operations that may be required by a WMD attack, such as medical monitoring, decontamination, and first aid for survivors.
  
6. ESF 7 - Resource Support
  - a. Coordinates the continuity of operations for administrative, finance and personnel issues and activities during a cyber terrorist event for the consequence management phase;
  - b. Prepares and executes procedures to obtain and deploy specialized resources needed for a terrorist/WMD response from sources within and outside of Guam.

7. ESF 8 – Public Health and Medical Services
  - a. Supports the operation of a morbidity and mortality-monitoring system for early detection of terrorist attacks using a biological weapon;
  - b. Develops and implements procedures to communicate and coordinate with health care facilities and practitioners to respond to an indicated WMD event based on monitoring of morbidity and mortality;
  - c. Defines the required and/or recommended awareness, technician, and operational level training and exercise standards for emergency medical services, and hospital emergency department response to WMD incidents;
  - d. Develops and implements procedures to access and distribute medicines, including from the Strategic National Stockpile, as well as other specialized medical supplies needed for treatment of survivors of a WMD attack;
  - e. Implements and exercises patient decontamination procedures for use at hospital emergency departments. Identify equipment, resources and procedures needed to conduct these procedures;
  - f. Supports development of the emergency medical services resource, material, training, and related requirements;
  - g. Develops the laboratory capabilities to support territorial response to a known or suspected terrorist event and prepare procedures necessary for effective utilization of such laboratory services;
  - h. Prepares, exercises and activates procedures for transport or relocation of contaminated survivors to medical care facilities within and outside of Guam;
  - i. Develops procedures for disposition of contaminated remains;
  - j. Develops mass fatality procedures for terrorism/WMD incidents;
  - k. Maintains capabilities for radiological response in a terrorism/WMD incident;
  - l. For mass casualty operations, or as requested by the EOC, provides a liaison to maintain continuous communications between it and the Public Health Incident Command Center (PHICC) at DPHSS; and
  - m. Coordinates with GUNG/ESF 16 on the deployment of the Mass Casualty Decontamination System (MCDS)/TF Support, as needed.

8. ESF 10 – Oil and Hazardous Materials Response
  - a. Evaluates existing hazardous materials response procedures, protocols and equipment used in Guam for their suitability during a WMD event.
  - b. Defines the required and/or recommended levels of personal protective equipment for responders managing a WMD incident;
  - c. Defines the required and/or recommended awareness, technician, and operational level training and exercise standards for hazardous materials response to WMD incidents; and
  - d. Supports development of the hazardous materials response resource, material, equipment, training, and related requirements for response to a WMD incident.
  
9. ESF 11 – Agriculture and Natural Resources
  - a. Supports the assessment of the vulnerability of the territory's food, animal husbandry, and agricultural industries to terrorist attacks and contamination from a WMD;
  - b. Develops response criteria, policies, and procedures for confiscation, condemnation, and disposal of food and agricultural products contaminated by a WMD; and,
  - c. Coordinates mass animal care.
  
10. ESF 12 - Energy
  - a. Supports the assessment of the vulnerability of Guam's electric generation facilities, transmission lines, and substations;
  - b. Support the assessment of the vulnerability of the Guam's storage facilities for transportation fuels, gasoline and diesel fuel;
  - c. In response to a terrorist alert or terrorist incident ESF 12 will provide assistance to the effected energy supplier as needed;
  - d. Act as the liaison with GPD/federal law enforcement agencies and the GHS/OCD to protect the GPA infrastructure; and
  - e. At as the liaison between the transportation fuel suppliers and GPD and the GHS/OCD to protect the storage and transportation facilities.
  
11. ESF 13 – Public Safety and Security

- a. Coordinates, facilitates and tracks support for regional response in coordination with GHS/OCD.
- b. Serves as lead agency for crisis management, except in the case of a cyber terrorism attack;
- c. Coordinates with BIT to assess the vulnerability of computer networks, communications systems, and Internet services used for routine and emergency law enforcement operations to a terrorist or cyber terrorist attack;
- d. Assesses law enforcement response capabilities available to respond to a WMD event and define additional capability needs support investigations of known, suspected, or threatened terrorist or cyber terrorist events;
- e. Coordinates territorial and federal law enforcement operations, investigations, intelligence sharing, and analysis of known, suspected or threatened terrorist or cyber terrorist events;
- f. Coordinates the provision of security and enforcement to ensure that law and order is maintained throughout the incident.
- g. Coordinates the requests for deployment of the GUNG and other law enforcement assets (GIAA, GPA, etc.) for security missions;
- h. Defines the required and/or recommended awareness, technical, and operational level training and exercise standards for law enforcement response to incidents involving WMD;
- i. Defines required and or recommended equipment necessary for law enforcement response to incidents involving WMD;
- j. Supports the identification and assessment of critical infrastructure facilities and services as determined by intelligence analysis of the vulnerability of likely targets in coordination with the GHS/OCD;
- k. Designs and implements buffer zone security plans to ensure asset/population protection;
- l. Coordinates mutual aid and deployment; and
- m. Initiates and manages the physical evacuation of populations from the impacted/threatened area as warranted by the incident, or situation.

12. ESF 15 – External Affairs

- a. Coordinates with media interests to support the Government of Guam's operation in responding to a terrorism or WMD event;
- b. Prepares procedures for deployment of public information officers and support staff to a JIC at or near the scene of a terrorist incident;
- c. Prepares and maintains pre-incident public information materials and background briefings for the media on the operations and capabilities of the Terrorism Response System; and
- d. Develops procedures to rapidly prepare and release to the public authoritative information on the safety and health effects of WMDs and recommended protective actions.

13. ESF 16 - Military Support to Civil Authorities

- a. Supports assessment of the vulnerability of National Guard / US military facilities and operations to the impacts of a terrorist or cyber terrorist attack;
- b. Identifies resource, planning, training and equipment needs to avoid or minimize the vulnerability of military facilities and operations to a terrorist or cyber terrorist attack;
- c. Defines the required and/or recommended awareness, technical, and operational level training and exercise standards for general National Guard response to incidents involving WMDs;
- d. The Guam National Guard (GUNG) will have the following responsibilities related to preparedness for, response to, and recovery from a terrorist incident:
  - i. Define criteria for team deployment and minimum response times to locations throughout Guam;
  - ii. Provide for joint training with Government of Guam agencies;
  - iii. Provide guidance to GHS/OCD officials on the capabilities and operational protocols of these Teams;
  - iv. Establishes and maintains the WMD Civil Support Team (CST) program;
  - v. Ensures the Civil Support Team can effectively fulfill the following responsibilities:

- 1) Conduct training, planning, safety, exercise, equipment maintenance, and administrative duties in accordance with the requirements established by the National Guard.
  - 2) Maintain readiness for deployment to the scene of a known, suspected, or threatened terrorist incident.
  - 3) Maintain capabilities to provide specialized emergency response services to the designated Incident Commander.
  - 4) Support and expand the technical resources for the incident.
- vi. Upon request by GHS/OCD, deploys the CST in response to a WMD incident;
  - vii. As coordinated by ESF 8 and the incident commander, deploys the Mass Casualty Decontamination System (MCDS) and Task Force in support of WMD/terrorist incidents involving hazardous materials; and
  - viii. As needed, deploys the Quick Reaction Force (QRF) to provide security and access control to augment law enforcement in maintaining law and order.

## CHAPTER 5: TRAINING

### I. GENERAL

This chapter defines the territory's training programs needed to implement this Annex. The response any human induced hazard must be handled differently from natural hazards response as the area of impact may also be a crime scene and include valuable evidence. Response to a terrorist event will require both routine and specialized emergency operations, often in an area potentially contaminated with hazardous materials. Therefore, it is vitally important to assure that response personnel are adequately trained to fulfill their responsibilities without jeopardizing intelligence gathering and crime solving, or endangering their safety. This includes training emergency services and health care personnel in the field to recognize a possible terrorist event, as well as training those who would respond to that event.

### II. TRAINING PROGRAM DEVELOPMENT AND IMPLEMENTATION

#### A. DEVELOPMENT AND IMPLEMENTATION CONCEPTS

The training program for management of terrorist incidents is to accomplish the following objectives:

1. Provide terrorism awareness, technician, and response level training to Government of Guam and supporting private sector personnel;
2. Incorporate the operational concepts utilized in this Annex; and
3. Coordinate with other emergency preparedness training programs currently offered or coordinated by the GHS/OCD.

#### B. TRAINING PROGRAM DIRECTION AND MANAGEMENT

1. GHS/OCD will serve as the Government of Guam coordinator of the training programs needed to support for consequence management and the GPD will serve as the coordinator for crisis management. In this role, GHS/OCD is responsible for the following actions:
  - a. Cooperate with other Government of Guam agencies in establishing criteria and performance standards for training all pertinent personnel in terrorism incident preparedness and response;
  - b. Review all applicable training programs for their relevance to the management of a terrorist incident involving WMD;
  - c. Make available terrorism preparedness and response training programs for all Government of Guam agencies;

2. Under the coordination of the GHS/OCD, the following agencies are responsible for the indicated components of the Government of Guam terrorism preparedness and response-training program:
  - a. The GPD is responsible for direction and coordination of the Government of Guam and local training curricula for law enforcement, cyber terrorism response, security, and evacuation traffic control operations;
  - b. The Guam National Guard is responsible for direction and coordination of the training of guardsmen, the CST, the JISCC, the MCDS and the QRF and other support personnel in terrorism incident awareness and response;
  - c. The Guam EPA is responsible for direction and coordination of training for environmental protection officers in terrorism awareness and response, as well as for remediation of environmental damage caused by the use of a WMD;
  - d. The DPHSS and GMHA are responsible for the direction of terrorism awareness and response training programs for Territorial personnel, local health officials, and medical facility staff, as well as for the training of laboratory personnel;
  - e. Each lead agency of an emergency support function is responsible for direction and coordination of the training of personnel in that function as it relates to terrorism preparedness and response; and
  - f. Guam Fire Department is responsible for directing and coordinating Government of Guam and local training curriculum for fire service personnel.