



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

**AVIATION INCIDENT / ACCIDENT
RESPONSE ANNEX**

EXECUTIVE SUMMARY

This annex defines the program for the Government of Guam to prepare for and respond to an aviation incident or accident. 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 aviation incident or accident occurring in or around 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 has already experienced a significant aviation accident that resulted in a large number of fatalities. Based on the experiences gained from that incident and the response in its aftermath, the GHS/OCD and the rest of the Emergency Operations Center Emergency Support Function (EOC ESF) Team developed a detailed plan of action and included it in the 2005 Guam Emergency Response Plan (GERP). The complexity of such an incident relative to jurisdictional control, variations in the type of response, the need for forensic analysis and other issues, required the combined efforts of many Government of Guam and federal agencies to develop a comprehensive and integrated course of action for any future events that may occur on Guam or its adjoining coastal waters.

Guam is an international hub for many commercial air carriers from the United States and nearby countries in Asia. Guam also has a significant military presence, represented by two branches that rely heavily on aircraft of various types to conduct their operations. The U.S. Air Force has a major installation on the island, and the U.S. Navy which also uses a significant number of aircraft in conducting its operations. In addition, aircraft in flight do not necessarily have to follow along a fixed route like automobiles or trains. Therefore an aviation incident in Guam will likely involve many different local and federal entities, each with their statutory, jurisdictional and functional responsibilities. The EOC will need to activate in order to coordinate the Territory of Guam's response to an aviation incident or accident, especially in the face of all the above entities and their often competing interests. 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

CHAPTER I: INTRODUCTION

I. GENERAL

An aviation incident, especially a major accident of a major foreign air carrier, such as crash of KAL Flight 801, will require a coordinated effort to synchronize the various operations that will need to occur simultaneously. Although the physical effects of such an event can be relatively localized, the response will probably have an island wide impact and involve nearly every Government of Guam agency, as well as many federal entities.

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 aviation incident or accident event.

II. PURPOSE AND SCOPE

The aviation incident or accident Annex establishes the policies, programs, and procedures that will be utilized by government agencies and support organizations to prepare for and respond to an aviation incident or accident. It also defines the roles federal government agencies in the development, implementation, and maintenance of this system.

Among the operations that will probably need to occur simultaneously in response to an aviation accident include, but are not limited to:

- Saving the lives of victims in the immediate aftermath;
- Transporting, triaging and treating survivors;
- Finding and processing the fatalities;
- Conducting firefighting and hazardous materials response;
- Search and Rescue (either for the aircraft itself, or the adjacent structures impacted at the site);
- Restoring the possible destruction of key infrastructure and facilities;
- Providing information to the affected family members and the public at large;
- Preserving the integrity of the incident site for forensic investigations;
- Controlling access to the impacted area and providing security;
- Providing human needs assistance, such as temporary housing, food and counseling to survivors, affected family members and impacted populations; and
- Processing and disposing of debris.

Depending on the size, location and other circumstances of the incident, virtually every ESF may need to be activated in response for the short and the long-term. A response to an aviation incident or accident may quickly deplete or threaten to deplete the resources and capabilities of emergency service organizations. Depending on the type, size, or location, an aviation incident or accident 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. Air accidents can occur anywhere on Guam or in the near shore coastal waters.
2. There may be no warning or pre-incident preparation time.
3. The first responders or dispatch will notify the EOC soon after occurrence or upon discovery of the accident.
4. The resources and/or expertise of Government of Guam agencies could quickly be depleted by a response to a major aviation incident or accident and its consequences. Use of federal resources must be anticipated.
5. The accident requiring some degree of a unified response by the Government of Guam will likely be:
 - a. a civilian commercial aircraft not on a military/federal installation;
 - b. a civilian commercial aircraft on a military/federal installation;
 - c. a military aircraft on non-military/federal land;
 - d. a civilian commercial aircraft at the international airport;
 - e. a military aircraft at the international airport; and
 - f. a civilian commercial aircraft in Guam's coastal waters.
6. Depending on the above scenario, each response will have different incident commanders assigned according to established protocols.
7. 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 (e.g., Federal Bureau of Investigation, Federal Aviation Administration, the National Transportation Safety Board, etc) will participate in the response, and assume the lead for any the forensic investigation into the accident.
10. All Guam government agencies with statutory authority for response to a aviation incident or accident, or for the geographic location in which it occurs, will

participate in and cooperate with the unified command structure established by the responding local jurisdiction.

11. An aviation incident or accident will result in the timely activation of the Guam CEMP.
12. 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 aviation incident or accident.
13. The accident scene will include casualties, either injuries, or fatalities.
14. The accident scene may include public and private structures in the damage swath.
15. The aviation incident or accident may impact key infrastructure and facilities and compromise their use for their intended purpose of interrupt key services.
16. Extensive media interest in aviation incident or accident will necessitate media management operations and resources.
17. That a significant fire threat and hazardous materials incident will also be present at the scene.
18. Management of response operations for an aviation incident or accident will be guided by the following:
 - a) Preserving life or minimizing risk to health;
 - b) Finding, rescuing, decontaminating, transporting, and treating survivors (both from the aircraft, as well as in structures impacted by the accident);
 - c) Preventing and or suppressing any fire or life safety/health issues caused by the presence of hazardous materials on scene.
 - d) Controlling public access to the scene to insure that unauthorized personnel do not impede response operations, subject themselves to undue danger, or tamper with any evidence and personal items of the victims.
 - e) Preserving the accident site for subsequent forensic investigations.
 - f) Releasing emergency public information that ensures adequate and accurate communications with the public;
 - g) Restoring essential services for any impacted key infrastructure and facilities; and
 - h) Conducting site restoration.

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 an aviation incident or accident occurring in or impacting the Territory of Guam.

The concept of operations incorporated into this reflects the collaborative efforts of all federal and local agencies involved in responding to any air disaster. Existing Memorandums of Understanding (MOUs) with federal agencies and the Department of Defense (DOD) will be activated to insure that any response to an aviation incident/accident is executed using a Unified Command (UC) and will include all the response agencies required to respond appropriately.

This section first describes the response organization available to manage a air accident/incident response, and secondly, the concept of operations to be used by organizations for managing this type of event.

II. FEDERAL RESPONSE

1. The Federal Bureau of Investigation (FBI) will lead a preliminary investigation to determine whether the incident is an accident, or crime related.
2. The Federal Aviation Administration (FAA) and the National Transportation Safety Board (NTSB) will lead the effort to perform the forensic investigation into the causes of the accident.
3. The Department of Defense and its appropriate military branches (U.S. Air Force and U.S. Navy) will assume the lead responsibilities for all military aircraft respectively. Once the military response personnel arrive at the accident site, their On-Scene Commander assumes responsibility of all on scene activities. Upon arrival, the Air Force On-Scene Commander will assess the situation and implement the appropriate military response as detailed in Joint Plan 101.
4. The U.S. Coast Guard (USCG) is the lead agency for aircraft accidents that occur at sea or in coastal waters. In those instances they will implement the USCG Marianas Section Guam Air/Sea Disaster Preparedness Plan.
5. The U.S. Naval Hospital (USNH) will assume either a lead or supporting role in the receipt and treatment of aviation incident casualties depending on the situation. For instances on federal property (military or civilian) and all military aircraft, the USNH is the lead agency. For those accidents that occur in coastal water, the USCG will designate the lead medical facility.

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 properties on which the accident site is located in which the event is occurring;
2. Owners or operators of any commercial civilian aircraft involved in the incident;
3. The manufacturer of the aircraft involved in the incident; and
4. Rental agents or contractors providing vehicles, equipment, or supplies involved in the response.

These organizations or officials may become participants in the Unified Command and/or have liaison personnel deployed to the Guam Emergency Operation Center (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. AVIATION INCIDENT OR ACCIDENT RESPONSE PROCESS

Depending on whether the aircraft involved in the incident is military or civilian, and where the accident is located; on the grounds of the international airport, on public/private/territorial property, on federal land, or in coastal waters, different federal or Government of Guam agencies will act as the incident commander. In most cases, except possibly those incidents occurring on military property with military aircraft, the EOC will need to be activated.

A. ACCIDENT/INCIDENT SCENARIOS AND INCIDENT COMMANDER DESIGNATIONS

1. Civilian Commercial Aircraft

- a. **On Airport** property or within its predefined buffer zone
 - i. The Guam International Airport Authority (GIAA) Assistant Fire Chief is the designated Incident Commander (IC) and assumes primary responsibility for critical emergency response and rescue.
 - ii. The GIAA IC will establish a Unified Command (UC) using the EOC and ICS.
 - iii. The EOC ESF Team will coordinate and facilitate all response agency personnel and resources for the Government of Guam and liaise with federal counterparts.
- b. **Off Airport** on private, or Territory of Guam lands
 - i. The Guam Fire Department (GFD) Fire Chief is designated IC and assumes primary responsibility for critical emergency response and rescue.
 - ii. The GFD IC will establish a UC using the EOC and ICS.
 - iii. The EOC ESF Team will coordinate and facilitate all response agency personnel and resources for the Government of Guam and liaise with federal counterparts.

c. On Federal Property

- i. The USAF is the designated IC. Upon arrival, the IC will assess the situation and implement appropriate military response levels as detailed in their Appendix and Joint Plan 101.
- ii. If the GIAA or GFD fire chief is the first responder at the accident, they act as initial on-scene commander to direct lifesaving, fire and rescue operations until the USAF IC arrives.
- iii. The first civilian response team arriving at the accident site must receive specific hazard information prior to entering the military installation, which may be obtained from the USAF Command Post and / or in aircraft hazard publications.
- iv. The EOC, unless otherwise stated, is the Government of Guam On-Scene Commander and will coordinate and facilitate all response agency personnel and resources.

d. In Coastal Waters

- i. The USCG is the Designated IC. Upon arrival, the IC USCG will implement the U.S. Coast Guard Marianas Section Guam Air/Sea Disaster Preparedness Plan.
- ii. If the GIAA or GFD fire chief is the first responder at the accident, they act as initial on-scene commander to direct lifesaving, fire and rescue operations until the USCG IC arrives.
- iii. The EOC, unless otherwise stated, is the Government of Guam On-Scene Commander and will coordinate and facilitate all response agency personnel and resources.

2. Military Aircraft**a. On Airport property or within its predefined buffer zone**

- i. The Guam International Airport Authority (GIAA) Assistant Fire Chief is the designated Incident Commander (IC) and assumes primary responsibility for critical emergency response and rescue until the USAF arrives.
- ii. Upon arrival of the USAF aircraft accident response commander on scene (approximately 30 minutes), they will assess the situation and implement appropriate military response level as detailed in their Appendix and Joint Plan 101.
- iii. Thereafter the EOC will establish a UC using ICS; the EOC ESF Team will coordinate and facilitate all response agency

personnel and resources for the Government of Guam and liaise with federal counterparts.

b. Off Airport on private, or Territory of Guam lands

- i. The Guam Fire Department (GFD) Fire Chief is designated IC and assumes primary responsibility for critical emergency response and rescue until the USAF arrives.
- ii. Upon arrival of the USAF aircraft accident response commander on scene (approximately 30 minutes), they will assess the situation and implement appropriate military response level as detailed in their Appendix and Joint Plan 101.
- iii. If civil authorities are required, the EOC, unless otherwise stated, is the Government of Guam On-Scene Commander and will coordinate and facilitate all response agency personnel and resources.

c. On Federal Property

- i. The USAF is the designated IC. Upon arrival, the IC will assess the situation and implement appropriate military response levels as detailed in their Appendix and Joint Plan 101.
- ii. If the GIAA or GFD fire chief is the first responder at the accident, they act as initial on-scene commander to direct lifesaving, fire and rescue operations until the USAF IC arrives.
- iii. The first civilian response team arriving at the accident site must receive specific hazard information prior to entering the military installation, which may be obtained from the USAF Command Post and / or in aircraft hazard publications.
- iv. If civil authorities are required, the EOC, unless otherwise stated, is the Government of Guam On-Scene Commander and will coordinate and facilitate all response agency personnel and resources.

d. In Coastal Waters

- i. The USCG is the Designated IC. Upon arrival, the IC USCG will implement the U.S. Coast Guard Marianas Section Guam Air/Sea Disaster Preparedness Plan.
- ii. If the GIAA or GFD fire chief is the first responder at the accident, they act as initial on-scene commander to direct lifesaving, fire and rescue operations until the USCG IC arrives.

- iii. The EOC, unless otherwise stated, is the Government of Guam On-Scene Commander and will coordinate and facilitate all response agency personnel and resources.

B. NOTIFICATION

The type of aircraft, civilian or military, will dictate the notification process for an aviation accident/incident. Civilian or military aircraft incidents will have different players in the notification scheme and vary slightly in the sequence they will follow.

1. Civilian Commercial Aircraft on Non-Federal Property

- a. The GIAA tower will notify the Guam E911 Dispatch Center upon notice or realization that an aviation accident or incident has occurred.
- b. The E911 Dispatch Center will deploy their assets to the scene.
- c. The E911 will also inform the EOC that an aviation accident or incident has occurred.
- d. The EOC will activate and recall appropriate support ESFs to respond to the disaster.
- e. The Government of Guam (IC and the EOC) is the lead response agency.
- f. The DOD is in support, if needed.

2. Civilian Commercial Aircraft on Federal Property

- a. The GIAA tower will notify the E911 Dispatch Center upon notice or realization that an aviation accident or incident has occurred.
- b. The E911 Dispatch Center will notify the USAF of the incident, both GFD and USAF IC entities will deploy their assets to the scene.
- c. Once USAF IC arrives at the accident scene, and makes a determination that Government of Guam support is needed, they will notify EOC of need to activate the UC.
- d. DOD is the lead response agency.
- e. The EOC is in support, if needed.
- f. The EOC will activate and recall appropriate support ESFs to respond to the disaster.

3. Civilian Commercial Aircraft in Coastal Waters

- a. The GIAA tower will notify the E911 Dispatch Center upon notice or realization that an aviation accident or incident has occurred.

- b. The E911 Dispatch Center will notify the USCG of the incident, both GFD and USCG IC entities will deploy their assets to the scene.
 - c. Once USCG IC arrives at the accident scene, and makes a determination that Government of Guam support is needed, they will notify EOC of need to activate the UC.
 - d. USCG is the lead response agency.
 - e. The EOC is in support, if needed.
 - f. The EOC will activate and recall appropriate support ESFs to respond to the disaster.
4. **Military Aircraft on Federal or Non-Federal Property**
- a. The GIAA tower will notify the E911 Dispatch Center upon notice or realization that an aviation accident or incident has occurred.
 - b. The E911 Dispatch Center will notify the USAF of the incident, both GFD and USAF IC entities will deploy their assets to the scene.
 - c. Once USAF IC arrives at the accident scene, and makes a determination that Government of Guam support is needed, they will notify EOC of need to activate the UC.
 - d. DOD is the lead response agency.
 - e. The EOC is in support, if needed.
 - f. The EOC will activate and recall appropriate support ESFs to respond to the disaster.
5. **Military Aircraft in Coastal Waters**
- a. The GIAA tower will notify the E911 Dispatch Center upon notice or realization that an aviation accident or incident has occurred.
 - b. The E911 Dispatch Center will notify the USAF and USCG of the incident, GFD, USAF and USCG IC entities will deploy their assets to the scene.
 - c. Once USCG IC arrives at the accident scene, and makes a determination that Government of Guam support is needed, they will notify EOC of need to activate the UC.
 - d. USCG is the lead response agency.
 - e. The EOC is in support, if needed.
 - f. The EOC will activate and recall appropriate support ESFs to respond to the disaster.

III. EMERGENCY RESPONSE OPERATIONS

A. ACTIVATION OF THE EMERGENCY OPERATIONS CENTER

The Guam EOC may be activated for any aviation incident or accident, upon determination that a unified command is required by the appropriate IC as designated in II.A and B. Depending on the magnitude of the event and location of the incident various ESF may be recalled to respond.

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); and
3. The Joint Information Center (JIC).

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 civil aviation accidents and incidents on airport property or within the buffer area agreed to by the GIAA and GFD:
 - a. The GIAA Assistant Fire Chief is the designated Incident Commander (IC), and
 - b. GHS/OCD is the UC.
2. For civil aviation accidents and incidents not on airport property and outside the buffer area agreed to by the GIAA and GFD:
 - a. The GFD Fire Chief is the designated Incident Commander (IC), and
 - b. GHS/OCD is the UC.
3. For all military aircraft accident/incidents and those occurring in coastal waters the GHS/OCD is the UC, upon determination from the USAF or

USCG IC on-scene that continued Government of Guam assistance is required.

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 both civilian and military aviation accidents, and whether they occur on federal land, airport property, coastal waters and all other land in the Territory of Guam. Other responsibilities not unique to the response to an aviation incident are addressed pursuant to the Guam CEMP and its implementing procedures.

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. Establish a direct line of communication with the Incident Commander on scene;
2. Develop and maintain this Annex and assure its consistency with the Guam CEMP;
3. Prepare and maintain planning guidance for ESF agencies on the development of procedures needed for implementation of this Annex;
4. Prepare and maintain procedures for the GIAA and GFD regarding notifications for an aviation accident or event;
5. Upon notification of an aircraft accident or incident that requires a UC, activate the EOC and recall the appropriate ESF according to the procedures outlined below, depending on the magnitude and scope of the situation; and
6. Act as the lead agency for the Unified Command in response to an aircraft related incident or disaster;
7. Provide an on-site liaison to the IC; and
8. Coordinate with the FBI, the FAA and the NTSB regarding their operations to conduct investigations into the aviation accident or incident.

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 the maintenance 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;
3. Identify the type and number of resources likely to be needed by the ESF to support the response to a large-scale aviation accident;
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 risk of a large-scale aircraft accident and to continuously define the public agency and private sector capabilities to respond to such an incident; and
6. 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. Ensures that communication between the on-scene incident commander/incident command post (IC/ICP) are maintained throughout the response period;
 - b. Coordinates with the GIAA, GFD, the USAF and the USCG to ensure that clear communications are established and maintained throughout the aviation accident response period; and
 - 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
2. ESF 3 - Public Works and Engineering

- a. GIAA assumes lead agency for civilian aviation incident on airport grounds according to the Airport Emergency Plan. Assumes support role when aircraft is military;
 - b. Conducts assessments and, if needed, repairs of roadways and transportation systems and facilities, especially near area impacted by the aviation accident;
 - c. Conducts assessments and, if needed, repairs of water and sewage treatment services and facilities, especially near area impacted by the aviation accident;
 - d. Conducts assessments and, if needed, repairs of port facilities and services, especially if aviation accident occurs nearby;
 - e. GIAA assumes lead agency for civilian aviation incident on airport grounds, according to agency protocols for aircraft incident. Assumes support role when aircraft is military; and
 - f. Conducts debris management operations including establishing and managing the criteria and protocols for disposal of hazardous materials.
3. ESF 4 - Fire Fighting and ESF 9 – Urban Search and Rescue
- a. GFD assumes lead agency for civilian aviation incident off airport grounds according to agency protocols for aircraft incident. Assumes support role when aircraft is military;
 - b. Responds to initial E911 Dispatch Center call to conduct on-scene and immediate life safety, search and rescue and fire suppression missions in response to any aircraft incident;
 - c. When requested by DOD Aviation Incident IC, continues to support response on federal property or when aircraft is military.
 - d. When requested by USCG Aviation Incident IC, continues to support response in coastal waters around Guam.
 - e. Conducts operations to suppress wildland or urban fires near impact area associated with aviation incident;
 - f. Conducts operations for search and rescue associated with aviation incident;
 - g. Defines the required and/or recommended awareness and technician level and operational training and exercise standards for fire service response to aviation accidents and incidents; and
 - h. Coordinates with USCG for search and rescue missions.

4. ESF 5 – Emergency Management
 - a. Assumes UC role to coordinate and document the activities of all activated Government of Guam agencies in responding to the aviation incident;
 - b. Evaluates current procedures for gathering and managing incident data, as well as operations planning to support EOC activities during the response; and
 - c. 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.

5. ESF 6 - Mass Care, Housing and Human Services - Develops and implements plans or procedures to provide assistance and services to survivors and other populations displaced or impacted by the aviation incident including:
 - a. Providing liaison to the Joint Family Support Center.
 - b. Coordinating and managing organizations and personnel who offer counseling and support services.
 - c. Documenting disaster relief operation expenses for future reimbursement.
 - d. Providing crises and grief counseling to family members and support personnel.
 - e. Assessing needs and the available resources of other agencies and coordinate with them to ensure ongoing emotional support for workers.
 - f. Establishing joint liaison with the airline at each medical facility to track patient status and to provide assistance to the injured and families.
 - g. Coordinating with the airline to establish for families to grieve privately.
 - h. Coordinating on-site childcare services.
 - i. Arranging suitable non-denominational memorial services following the aviation disaster.

6. ESF 7 - Resource Support
 - a. Coordinates the continuity of operations for administrative, finance and personnel issues and activities during an aviation incident response activation; and

- b. Prepares and executes procedures to obtain and deploy specialized resources needed for all activities associated with an aviation incident response.
7. ESF 8 – Public Health and Medical Services
- a. Assumes the lead medical role in the event of a civilian commercial aircraft incident occurring on International Airport grounds and all other properties on Guam, except federally owned land.
 - b. Supports the U.S. Naval Hospital for medical treatment of victims associated with an incident involving a military aircraft, regardless of where it occurs, or if the accident occurs on federal land.
 - c. Conducts operations for the transport, triage and treatment of any victims associated with the aviation disaster;
 - d. Coordinates with the U.S. Naval Hospital to synchronize overall medical treatment operations for victims of an aviation incident;
 - e. Conducts operations for the transport, processing and reporting of fatalities that result from the aircraft accident;
 - f. Conducts operations for on-scene and off-scene crisis counseling for survivors and impacted passenger family members;
 - e. 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 the Department of Public Health and Social Services (DPHSS); and
8. ESF 10 – Oil and Hazardous Materials Response
- a. Upon notification by the Incident Commander, performs an impact assessment of the incident area. Initial report will be submitted within 24 (twenty-four) hours. Final report will be submitted at a later time.
 - b. Develops and implements plans or procedures contain and neutralize and dispose of any hazardous materials at the accident site or resulting from the aviation incident response.
9. ESF 12 - Energy - Conducts assessments and, if needed, repairs of power generation and transmission services and facilities, especially near area impacted by the aviation accident.

10. ESF 13 – Public Safety and Security
 - a. Responds to initial E911 Dispatch Center call to conduct on-scene and immediate life safety, search and rescue missions in response to any aircraft incident;
 - b. Conducts operations for search and rescue missions associated with an aviation incident;
 - c. Conducts and manages operations for access management and security missions associated with an aviation incident; and
 - d. Coordinates with the Guam National Guard (GUNG) and federal counterparts in establishing and maintaining access management and security at aviation accident scene; and
 - e. Coordinates territorial (GIAA, GPA, etc.) and federal law enforcement (USAF and USN) operations, security, and criminal investigations (FBI) over the course of the aviation incident response period.
 - f. Initiates and manages the physical evacuation of populations from the impacted/threatened area as warranted by the incident, or situation.

11. ESF 15 – External Affairs
 - a. Prepares procedures for deployment of public information officers and support staff to a JIC at or near the scene of a aviation incident site;
 - b. Prepares and maintains public information materials and background briefings for the media on the air incident response operations and capabilities;
 - c. Acts a liaison between Government of Guam and local and foreign media regarding the emergency situation and response operations for an aviation incident; and
 - d. For military aircraft accidents and commercial incidents on federal lands, coordinates with DOD Public Affairs Offices (PAOs) relative to message regarding response operations.

12. ESF 16 - Military Support to Civil Authorities
 - a. Upon coordination with ESF 13, provides personnel to augment any security and access management missions relative to the incident scene at an aviation accident.
 - b. Augmenting local and federal response agencies with any of the following, as requested:

- i. Site Security (ESF 13)
 - ii. Search and Recovery (ESF 9)
 - iii. Basic Lifesaving (ESF 9)
 - iv. Traffic Control (ESF 1&3)
 - v. Equipment Support (Logistics)
 - vi. Logistical Support (Logistics)
- c. As needed, deploy the Quick Reaction Force (QRF) to provide security and access control to augment law enforcement.

CHAPTER 5: TRAINING AND MAINTENANCE

I. GENERAL

This chapter defines the territory's training programs needed to implement this Annex. The response any aviation incident or accident is somewhat similar to a terrorism incident in that the scene may also be a crime scene and include valuable evidence. Response to a air disaster 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.

II. TRAINING PROGRAM DEVELOPMENT AND IMPLEMENTATION

A. DEVELOPMENT AND IMPLEMENTATION CONCEPTS

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

1. Plan updates and exercises as required by the FAA for the Airport Emergency Plan;
2. Conduct periodic exercises of the operations and procedures in his annex.
3. Incorporate the operational concepts utilized in this Annex; and
4. Coordinate with other emergency preparedness training programs currently offered or coordinated by the GHS/OCD.
5. Coordinate and cooperate with other emergency training programs and exercises that may occur in concert with other non-Government of Guam agencies, such as the USAF, USCG and the USNH, that have partner roles in this Annex.

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 the EOC ESF Team relative to this annex, or their own agency statutory requirements; and

- b. Review all applicable training programs and plans for their relevance to the management of an aviation incident or accident;
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 GIAA is responsible for direction and coordination of training curricula and exercises associated with the Airport Emergency Plan;
 - b. The GFD is responsible for direction and coordination of agency training curricula associated with fire suppression, search and rescue, hazardous materials response and other relevant operations needed for their roles and responsibilities under this Annex;
 - c. ESF 8 is responsible for direction and coordination of all agency training curricula associated with mass casualty, mass fatality, medical triage and treatment and other relevant operations needed for their roles and responsibilities under this Annex;
 - d. The GPD is responsible for direction and coordination of the Government of Guam and local training curricula for law enforcement, search and rescue, security, and other relevant operations needed for their roles and responsibilities under this Annex; and
 - e. The Guam National Guard is responsible for direction and coordination, especially with GFD and GPD, of the training for guardsmen, the QRF and other support personnel that may be use in fulfilling the various assigned roles and responsibilities under this Annex.