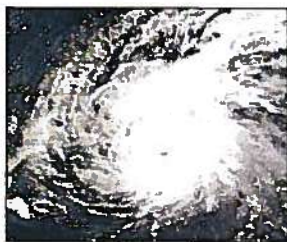


ALL-HAZARDS EMERGENCY RESPONSE PLAN

BASIC PLAN



Port Authority
of Guam



POLICY MEMORANDUM NO. 2013-01

To: All Port Employees
Effective Date: March 21, 2013
Subject: BASIC PLAN

Approved by: 
Joanne M.S. Brown, General Manager

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EXECUTIVE SUMMARY

This *All Hazards Emergency Response Plan* is a guide to how the Port Authority of Guam (PAG) will conduct its all-hazards management and response in the prevention, mitigation, preparation, response and recovery from any and all natural and man-made incidents that may potentially occur within Port properties. It is built upon scalable and flexible coordinating structures (from incident to unified command) that will align key roles and responsibilities between and amongst all Port key officials, the US Coast Guard, tenants and stakeholders with immediate interoperability and connectivity to 1) the Guam Homeland Security/Office of Civil Defense (GHS/OCD), 2) military and federal partners, 3) nonprofit organizations, and 4) private sector partners. It is intended to capture specific authorities and best practices for managing and responding to incidents that range from the serious but purely within the confines of the Port community to large-scale terrorist attacks or catastrophic natural disasters that may affect the entire island of Guam.

This core document, developed in compliance with the *Guam Area Maritime Security Plan*, the *US Coast Guard Facility Security Plan (FSP)* and patterned after the *National Response Framework*, <http://www.fema.gov/emergency/nrf/>, and the *Guam Emergency Response Plan (GERP)* (available through the GHS/OCD website, <http://www.guamhs.org>), supersedes any previous PAG response plans. The preceding Hazard Annexes will remain in effect until updated or modified at a later date. **The PAG General Manager has approved this *Port Authority of Guam All Hazards Emergency Response Plan (PAGAHERP)*.**



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ADOPTION AND COMPLIANCE REVIEW

This Port Authority of Guam All Hazards Emergency Response Plan (PAGAHERP) **Basic Plan** is hereby adopted. Authorized signature(s) below confirm that this document has been reviewed by the PAG for compliance.


Signature

Joanne M.S. Brown
Printed Name

General Manager
Title

3/6/13
Date

Signature

Printed Name

Title

Date

Signature

Printed Name

Title

Date

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RECORD OF CHANGE

Change No.	Description	Change Date	Approved By
001			

This **Basic Plan** is subject to information updates and changes. The use of this Record of Change helps manage plan modifications throughout the life of this document. All attempts have been made to ensure the accuracy of the information within this **Basic Plan** as of the initial distribution date. Any subsequent adjustments should be logged and coordinated through the Port's Strategic Planning Division.

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I. INTRODUCTION

Effective response hinges upon well-trained leaders and responders who have invested in response preparedness, developed engaged partnerships, and are able to achieve shared objectives. The players will constantly change, but a concise, common Standard Operating Procedure (SOP) is needed by all. The *PAGAHERP* is intended to supply that essential SOP. It is rooted in extensive consultation among emergency managers, practitioners and policymakers at all levels. Operational planning and response for specific types of incidents has accelerated and improved nationwide since the terrorist attacks of September 11, 2001. Such plans will continue to evolve in alignment with the *PAGAHERP*.

A. OVERVIEW

Because of its remoteness and geographical location, Guam is more vulnerable than mainland US communities to the effects of both natural and man-made disasters. With the forecasted increase in daily tourist arrivals and the impending military buildup that will not only increase Guam's population but also increase cargo and break bulk traffic exponentially at Guam's only seaport, it is critically important that the PAG implements sound principles and procedures for emergency management and response to mitigate, prepare for, respond to, and recover from the potential effects of infrastructure and asset destruction and human suffering posed by disaster threats.

B. SCOPE

The *PAGAHERP* provides structures for implementing Port-wide response policy and operational coordination for any and all types of incidents. It can be partially or fully implemented in the context of a threat, in anticipation of a significant event, or in response to an incident. Selective implementation allows for a scaled response, delivery of the resources needed, and an appropriate level of coordination. In this document, incidents include actual or potential emergencies or all-hazards events that range from accidents and natural disasters to actual or potential terrorist attacks. They include events wholly contained within the Port community and others that are catastrophic in nature and national in their scope or consequences.

C. RESPONSE DOCTRINE – (patterned after the National Response Framework)

Response doctrine defines basic roles, responsibilities, and operational concepts for preparedness and response by: 1) all PAG key officials, 2) Government of Guam agencies participating in a Unified Command, 3) military and federal partners, and 4) private sector and public non-profit organizations partners. **The overarching objective of all response activities center upon saving lives and protecting property and the environment.**

Five key principles of operations define response actions in support of the PAG's response mission. Taken together, these five principles of operation constitute how the

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PAG will manage any and all incidents that may pose a threat to the Port community's tenants and stakeholders.

PAG RESPONSE DOCTRINE

5 Key Principles

1. Engaged Partnership
2. Tiered Response
3. Scalable, Flexible and Adaptable Operational Capabilities
4. Unity of Effort through a Unified Command
5. Readiness To Act

This doctrine will evolve in response to changes in the political and strategic landscape, lessons learned, and the introduction of new technologies. Doctrine influences the way in which policy and plans are developed, forces are organized and trained, and equipment is procured. It promotes unity of purpose, guides professional judgment, and enables responders to best fulfill their responsibilities.

Response strategies and the *PAGAHERP* merit periodic review and revision, while operational plans supporting this document must be tested and improved through exercises and a process of continuous innovation.

An introductory synopsis of the five (5) key principles is as follows:

1. Engaged Partnership:

Decision makers at all levels must communicate and actively support engaged partnerships by developing shared goals and aligning capabilities so that no one is overwhelmed in times of crisis. Layered and mutually supporting capabilities within the Port community, pertinent Government of Guam response agencies, and Guam's emergency management system through the GHS/OCD allow for planning together in times of calm and responding together effectively in times of need.

Engaged partnership includes ongoing communication of incident activity among all stakeholders and shared situational awareness for a more rapid response. In particular, the potential for terrorist incidents requires a *heightened state of readiness* and availability as well as practiced capabilities etched into the heart of the PAG's preparedness and response planning.

Engaged partnerships are essential to preparedness. Effective response activities begin with a host of preparedness activities conducted well in advance of an incident. Preparedness involves a combination of planning, resourcing, training, exercising, and organizing to build, sustain and improve operational capabilities. It is the process of

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identifying the personnel, training, and equipment needed for a wide range of potential incidents and developing Port-specific plans for delivering capabilities when needed for an incident.

2. Tiered Response:

Incidents must be managed at the lowest possible jurisdictional level and supported by additional capabilities and resources when needed. It is not necessary that each level be overwhelmed prior to requesting resources from another level. Incidents begin and end locally and most are wholly managed at the PAG level. Many incidents require unified response from GovGuam response agencies, military and federal partners, the private sector and non-governmental organizations, and some may require additional support from neighboring islands or jurisdictions. A small number that may be beyond the Port's capabilities may require local and Federal support.

National response protocols recognize this and are structured to provide additional tiered levels of support when there is a need for more resources or capabilities to support and sustain the response and initial recovery that may be needed at the Port. All levels should be prepared to respond, anticipating resources that may be required.

3. Scalable, Flexible and Adaptable Operational Capabilities:

As incidents change in size, scope, and complexity, the response must adapt to meet requirements. The number, type, and sources of resources must be able to expand rapidly to meet the needs associated with a given incident. The *PAGAHERP*'s disciplined and coordinated process will provide for a rapid surge of resources from all levels of government, appropriately scaled to a particular need. Execution must be flexible and adapted to fit each individual incident.

For the duration of a response and as needs grow and change, responders must remain available and adaptable. Equally important, the overall response should be flexible as it transitions from the response to the recovery effort. The *PAGAHERP* is grounded in a doctrine that demands a tested inventory of common organizational structures and capabilities that are scalable, flexible, and adaptable for diverse operations.

Adoption of the *PAGAHERP* by the Port community, all GovGuam response agencies, military and federal partners, and private and non-profit organizations partners will facilitate interoperability and improve operational coordination.

4. Unity of Effort through a Unified Command:

Effective Unified Command is indispensable to response activities and requires a clear understanding of the roles and responsibilities of each participating organization. Success requires *unity of effort* which respects the chain of command of each participating organization while harnessing seamless coordination across response agencies in support of common objectives.

Use of the Incident Command System (ICS) is an important element across multiagency incident management activities. It provides a structure to enable agencies with different

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legal, jurisdictional and functional responsibilities to coordinate, plan, and interact effectively on scene. As a team effort, Unified Command through the GHS/OCD allows all agencies with varying functional and/or support responsibility for the incident to provide joint support through mutually developed incident objectives and strategies established at the command level. Each participating agency maintains its own authority, responsibility, and accountability.

5. Readiness to Act:

Effective response requires readiness to act balanced with an understanding of risk. From individuals themselves to Port emergency 1st responders and from the local government to its military and federal partners, response depends on the instinct and ability to act. A forward-leaning posture is imperative for incidents that have the potential to expand rapidly in size, scope, or complexity, and for no-notice incidents.

Once response activities have begun, on-scene actions are based on the *National Incident Management System (NIMS)* principles. To save lives and protect property and the environment, decisive action on scene is often required of responders. Although some risk may be unavoidable, first responders can effectively anticipate and manage risk through proper training and planning.

The Incident Commander, whether in a single or unified command, is responsible for establishing immediate priorities for the safety of not only the public but also responders and other emergency workers involved in the response. He must also ensure that adequate health and safety measures are in place. He must ensure that each incident has a designated Safety Officer who has been trained and equipped to assess the operation, identify hazardous and unsafe situations, and implement effective safety plans.

Acting swiftly and effectively requires clear, focused communication and the processes to support it. Without effective communication, action plans will be ineffectual and at best, likely perilous. An effective PAG response relies on disciplined processes, procedures and systems to communicate timely, accurate, and accessible information on the incident's cause, size, and current situation to the public, responders, and others.

Well-developed public information, education strategies, and communication plans help to ensure that lifesaving measures, evacuation routes, threat and alert systems, and other public safety information are coordinated and communicated to Port tenants and stakeholders in a consistent, accessible, and timely manner.

D. NIMS COMPLIANCE

The *PAG AHERP* employs the NIMS standardized structures and tools that enable a unified approach to be effective both on scene and at the Maritime and Port Security Operations Center (MPSOC).

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The NIMS supports response through the following elements of Unified Command: 1) developing a single set of objectives; 2) using a collective, strategic approach; 3) improving information flow and coordination; 4) creating common understanding of joint priorities and restrictions; 5) ensuring that no response agency's legal authorities are compromised or neglected; and 6) optimizing the combined efforts of all agencies under a single plan as they support incidents within Port properties.

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II. HAZARD-SPECIFIC ANNEX INTRODUCTION

A. DEFINITION

Hazard-Specific Annexes address contingency or hazard situations requiring specialized application of the *PAGAHERP*. For the intent and purpose of this document, all Hazards are organized alphabetically.

The overarching nature of functions described in these Annexes frequently involves either the management of, support to, or the cooperation of all response agencies involved in incident management efforts. In major disaster incidents, actions detailed in the Annex incorporate various components of the local GHS/OCD and the US Department of Homeland Security (DHS) and other federal agencies to ensure seamless integration of and transitions between preparedness, prevention, response, recovery, and mitigation activities.

B. HAZARD-UNIQUE PLANNING CONSIDERATIONS

Hazard-Specific Annexes offer a means of extending functional activities to address special and unique response procedures, notifications, protective actions, emergency public information and other needs generated by a particular hazard. They allow the PAG, in accordance to the GERP, to address priorities identified through hazard analysis and to meet detailed regulatory requirements associated with some hazards. Some hazards may require that annexes be prepared for various operational functions; others may affect planning for only one or two functions.

The *PAGAHERP* Hazard-Specific Annex has been developed to reflect the following format in addressing any and all potential hazards:

Introduction: Each annex is the official PAG plan to respond to a specific hazard.

Purpose: Each annex defines the actions required to respond to a specific hazard prior to, during, and immediately after an incident.

Situation and Assumptions: Each annex describes the incident situation as well as the planning assumptions and outlines the approach that will be used if key assumptions do not hold (i.e. how authorities will operate if they lose communication with senior decision makers).

Concept of Operations: Each annex describes the concept of operations appropriate to the incident, integration of operations with GERP elements, unique aspects of the organizational approach, notification and activation processes, and specialized incident-related actions.

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Each annex also details the coordination structures and positions of authority that are unique to the type of incident, the specialized response teams or unique resources needed, and other special considerations.

Command and Control: Identifies the General Manager of the PAG and its designees as having overall authority and control of any and all emergency situations.

Organization and Assignment of Responsibilities: Each Hazard Annex identifies the coordinating and cooperating divisions involved in an incident-specific response; in some cases this responsibility is held jointly by two or more divisions.

Management Checklist: Identifies a series of management and administrative actions and tasks that must be implemented and completed prior to, during, and immediately after an incident.

Division Checklist: Identifies a series of operational and security actions and tasks that must be implemented and completed prior to, during, and immediately after an incident.

Division Heads Damage Assessment: Initial identification of post typhoon damaged facilities and equipment, their locations, and estimated cost.

Infrastructure Damage Assessment: Identifies preliminary damage assessment of damaged buildings and sites, job interruption, and other significant challenges with associated estimated costs.

Authority and References: List of public laws, executive orders, existing state and federal plans, and other relevant documents that supports the Annexes.

The overarching nature of functions described in these annexes frequently involves either the support to, or the cooperation of, all Government of Guam agencies involved in the PAG's incident management efforts. In some cases, actions detailed in the annex also incorporate various components of the Guam Homeland Security/Office of Civil Defense and other Government of Guam agencies to ensure seamless integration of and transitions between preparedness, prevention, response, recovery and mitigation activities and most especially when the incident transitions from an ICS to a UCS form of management.

The responsibilities of the Primary Agency and Support agencies are identified below.

Primary Agency:

Primary agencies described in the annexes support the Guam Homeland Security/Office of Civil Defense incident management mission by providing the leadership, expertise, and authorities to implement critical and specific aspects of the response.

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The Primary Agency is responsible for:

- Orchestrating a coordinated delivery of functions and procedures identified in the annex;
- Providing staff for operations functions at fixed and field facilities;
- Notifying and sub-tasking support agencies;
- Managing tasks with support agencies, as well as appropriate Federal agencies;
- Working with appropriate private-sector organizations to maximize use of available resources;
- Supporting and keeping the Guam EOC and other organizational elements informed of annex activities;
- Planning for short-term & long-term support to incident management and recovery operations; and
- Maintaining trained personnel to provide appropriate support.

Support Agencies:

The Primary Agency will notify Support Agencies when their assistance is needed.

Support Agencies are responsible for:

- Conducting operations, when requested by the PAG through the Guam EOC or the Primary Agency, using their own authorities, subject-matter experts, capabilities, or resources;
- Participating in planning for incident management and recovery operations and development of supporting operational plans, standard operating procedures, checklists, or other tools;
- Furnishing available personnel, equipment, or other resource support as requested by the Guam EOC or the Field Incident Commander;
- Participating in training and exercises aimed at continuous improvement of prevention, response, and recovery capabilities; and
- Nominating new technologies or procedures to improve performance.

C. DEVELOPMENT OF A HAZARD-SPECIFIC ANNEX

The PAG's decision to develop a hazard-specific annex is based on special planning data and common knowledge that there exist different types of hazards. There are unique characteristics that each hazard may present to the Port community that requires special attention.

Focusing and identifying preparedness and response activities to address varying hazards is critically important as there are regulatory requirements and compliance issues that are in place and must be practiced.

D. CONTENT OF A HAZARD-SPECIFIC ANNEX

The content of a hazard-specific annex focuses on the special planning needs generated by the hazard and may include functional preparedness and response

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components to support all required activities. It contains unique and regulatory response planning details that apply to a single hazard. It addresses the essential operational actions that must be accomplished to facilitate the successful completion of a particular response function. Appropriately, the annex also quantifies the risk area, geographic and demographic considerations that apply to the hazard.

The responsibility for making the decision on what to include in a hazard specific annex is vested with the PAG in coordination with the US Coast Guard (USCG) and the Area Maritime Security Committee (AMSC). The flexibility of the planning approach described in this Introduction makes it possible to accommodate and satisfy:

- The planning requirements associated with unique aspects of hazards and with various regulatory authorities; and
- The different constituencies in the jurisdiction's emergency response organizations.

The overarching purpose of developing these annexes is to ensure that there exists a living document that will guide the PAG and its stakeholders in the effective and efficient implementation of mitigation, preparation, response and recovery activities related to any and all natural and man-made incidents.

