

GOVERNMENT OF GUAM
Office of the Governor
Agana, Guam

58-10
EXECUTIVE ORDER NO. 10-58


WHEREAS, the Guam Civil Defense Act of 1951, Chapter 6, Title IX, Government Code of Guam, created an Office of Civil Defense, and authorized preparation of a comprehensive plan for the civil defense of Guam; and

WHEREAS, Section 8505 provides that the Governor shall be responsible for carrying out the provisions of the Act;


NOW, THEREFORE, by virtue of the foregoing, the attached "Civil Defense Plan for the Territory of Guam" is hereby approved and promulgated by executive order, and all other plans or regulations are hereby rescinded.

This order shall be effective as of the 31st day of July, 1958.

Dated at Agana, Guam, this 31st day of July, 1958.


MARCELLUS GRACIE BOSS
Acting Governor of Guam

COUNTERSIGNED:


MANUEL F. L. GUERRERO
Assistant Secretary

CIVIL DEFENSE
GOVERNMENT OF GUAM
AGANA

CIVIL DEFENSE PLAN FOR THE TERRITORY
OF GUAM

PREFACE

The bitter experience of the people of Guam during the invasion in 1941, as well as during the recapture by the Armed Forces in 1944, sufficiently justify the establishment of a civil defense organization for the protection of our civilian population during any peacetime or war-caused emergency. Admittedly, we had no civil defense organization in existence at the time when the island was invaded by the enemy, and the net result was that the island, throughout the phase of attack, lasting three days, was pitifully disorganized, and panic-stricken, with several unattended injured and dying people.

The lack of defense measures was more apparent during the recapture because of the employment of newer and more effective weapons of warfare. Today it will be worse without a strong civil defense.

The same experiences will be greatly multiplied with the advent of the hydrogen age. It is a well known fact that there is no place in the world that is not vulnerable to attack. Long range bombers can cross from one country to another to unload their destructive explosives. No determined invader can be stopped.

Equally important in the preparation of this plan is the natural disaster plan. While the possibility of the occurrence of natural disasters must be fully realized, typhoon is the one which we are most concerned with. Therefore, this is contained in Annex I including the duties and responsibilities that must be carried out by all concerned if our aim, among other things, is the reduction of losses to lives and property that could be caused by natural disasters.

Civil Defense can do a great job. Although an invader might not be stopped, the destruction can be reduced significantly through a well-prepared civilian defense plan. This is our main goal in civil defense.

In preparing this plan we are cognizant that quick mobilization of volunteers for emergency work should not be hampered. Therefore, the plan is simplified, and each department head has a prescribed set of responsibilities to perform under given circumstances.

The Guam Civil Defense Plan, for the purpose of facilitating a better understanding by all concerned of the duties and responsibilities that are expected to be performed when it becomes necessary, consists of:

1. The Guam Civil Defense Plan.
2. Annex I, Natural Disaster Plan.
3. Annex II, Evacuation Plan.

The Guam Civil Defense Plan, if deligently carried out by all concerned, will greatly reduce injury, loss of life, and damage to property, will encourage farm production, which is our only means of livelihood if the importation of food stuffs is affected by war.

GLOSSARY

In order to give a clear picture of some words that may be misunderstood, the following terms are defined:

1. CIVIL DEFENSE. Civil Defense as applied in the territory of Guam is defined as the preparation for and the carrying out of all emergency functions, other than functions for which United States Armed Forces or other Federal Agencies are primarily responsible, to prevent, minimize and repair injury and damage resulting from disaster caused by enemy attack, sabotage, or other hostile action, or by fire, flood, typhoon, or other natural causes.

2. PANIC. Panic may be defined as a sudden and overpowering fright, a state of extreme anxiety that causes persons to act irrationally or that may even produce complete immobility of the stricken person. When the fright is widespread, crowds may be subjected to its effect. Panic is a state of mind in which reason and judgement are subordinated to impulse, and once panic has struck an individual or crowd the effect is so overwhelming that it is extremely difficult to alleviate the situation. Panic can be prevented, and persons or crowds that are on the verge of panic can be controlled.

3. EVACUATION. This is defined as the organized disposal or removal of civilian from a target or probable target area before or after disaster occurs, depending upon the time that the warning is given.

SECTION I.

A. Purpose.

1. The purpose of this plan is to provide for the territory a guide for civil defense organization and training in accordance with the new trend and local needs. In addition, the plan provides for the function and operation of civil defense. More specifically, the purposes of this plan are as follows:

a. To save lives first and property next in time of any emergency or disaster.

b. To develop the organization and direction of civil defense to help and guide the Chief Wardens, who are the Commissioners of the various villages.

c. To provide a uniform and coordinated system for mobilization of civil defense workers during any emergency.

d. To repair and effect immediate restoration of facilities essential to the civilian population.

e. To delineate responsibility and establish a mutual understanding of the authority, functions, responsibility, and operations of the various civil defense organizations and public agencies, including civil defense measures for natural and war-caused disaster.

f. To utilize fully the resources of the island in any disaster before resorting to outside assistance.

SECTION II.

A. Basic Concept of Civil Defense.

1. Effective civil defense organization requires the implementation of the following:

a. Strong and coherent civil defense in the island to provide for the inhabitants a safer way of living and to minimize the casualties and deaths which will be inflicted as the result of any type of emergency or disaster.

b. Civil Defense, which is basically a civilian function, must be shared by the Government of Guam, the Federal Government, and the individual citizens.

c. Every citizen must be educated and trained in self-protection and neighborly aid including mutual help at the community level.

d. Organization of all employees of the Government of Guam departments to respond as units to aid in emergency relief when called by the Director of Civil Defense.

e. Organization of other activities, private establishments, and other non-governmental agencies as volunteers to cope with any emergency that might occur.

SECTION III.

A. Public Law 21, First Guam Legislature.

1. Public Law 21, First Guam Legislature, is known as the Guam Civil Defense Act of 1951. This Act as amended appears as Chapter 6, Title LX, Government Code of Guam. This act authorizes the Governor, or the Director when delegated, to carry out the emergency powers contained in the act, when the Governor declares a state of emergency for the territory.

2. Refer to Commander Naval Forces Marianas Basic Emergency Plan-White.

3. Exchange of letters with Guam Chapter, American Red Cross.

SECTION IV.

A. Organization and Responsibility.

1. The Governor.

a. The Governor is supreme commander of all civil defense forces and resources within the territory. He presides at the meeting of the Advisory Council.

2. The Advisory Council.

a. The Advisory Council is created to advise the Governor and the Director on matters pertaining to civil defense. It is composed of fourteen (14) members appointed by the Governor. The following are included:

| | |
|------------------------------|----------------------------------|
| Director of Public Safety | Director of Agriculture |
| Director of Medical Services | Commanding Officer, Guam Militia |
| Director of Education | Chief Commissioner |

The other eight (8) members represent various welfare and civic organization. In addition to the foregoing fourteen (14) members, the Governor is authorized to request, from appropriate military authorities, the delegation of two (2) members of the Armed Forces to provide liaison between the Armed Forces and the Government of Guam in civil defense activities.

3. The Director of Civil Defense.

a. The Director of Civil Defense, who is appointed by the Governor, is Executive Head of Civil Defense organization. The Director is responsible to the Governor for civil defense activities in the territory of Guam.

SECTION V.

A. Responsibility.

1. The Federal Government.

a. It is the responsibility of the Federal Government under the Federal Civil Defense Act of 1950 to provide technical assistance to states and territories, to recommend stock-piling of essential medical supplies and equipment, and to establish a basic national civil defense. The Federal Civil Defense Administration disseminates informational materials about civil defense to the states and territories with accompanying policies.

2. The Government of Guam.

a. The Governor is responsible for carrying out the civil defense laws. The Director of Civil Defense is the Executive Head of the civil defense organization and is responsible to the Governor for the following:

(1) Coordination of civil defense matters with the military and liaison between the Government of Guam and the Federal Government.

(2) Coordination of all Government of Guam departments, the Guam Chapter, American Red Cross, and Fraternal, Civic, and Private organizations.

(3) Disposition and distribution of supplies and equipment on civil defense missions.

(4) Coordination of Civil Defense with Commander Naval Forces Marianas.

(5) Formulation of plans and policies and development of training programs for civil defense.

b. All departments and agencies that have no assigned responsibilities in this plan should prepare and submit their own plans to the Office of Civil Defense.

SECTION VI.

A. Commander Naval Forces Marianas.

1. The constitution and the laws of the United States provide that the President may employ such parts of the Military, Naval and Air Forces of the United States as may be deemed necessary to enforce the laws of the United States, or to suppress rebellion, in whatever state or territory thereof in which the laws of the United States may be forcibly opposed, or the execution thereof be forcibly obstructed.

2. Established custom requires that the Armed Services provide assistance to civilian authorities in disasters in those cases in which the relief requirements exceed the capabilities of established civilian agencies.

3. Naval aid in the suppression or prevention of violence, insurrection, or rebellion will be furnished by Commander Naval Forces Marianas, when requested by the Governor.

SECTION VII.

A. Communication.

1. It is vitally important that communication be adequate in order to disseminate information of anticipated emergency to all responsible people, such as the Commissioners, the Director of Commerce, Director of Education, Director of Medical Services, etc. Every means of communication will be used to get the information to its destination in an emergency situation. Unnecessary use of the telephone should be avoided in order to allow emergency calls to go through. The Guam Police will assist in communication, utilizing the two-way radio patrol cars. Couriers will be used to deliver messages where needed.

2. Transmittal of emergency communication that will involve civilian defense activation will usually originate from Commander Naval Forces Marianas. This communication will be channeled through the Director of Civil Defense, who will in turn notify the following:

- a. The Governor.
- b. The Secretary of Guam.

3. The Governor may establish communication with military or other agencies to ascertain the advisability and practicability of declaring an emergency. If the Governor decides that an emergency exists, he will enjoin the Director of Civil Defense to disseminate warning to all concerned, and will direct the type of action to be taken. The following will be notified of any emergency:

- a. All Department Heads.
- b. All Chief Wardens (village Commissioners.)
- c. Commanding Officer, Guam Militia.
- d. Disaster Chairman, Guam Chapter, American Red Cross.

SECTION VIII.

A. Duties and Responsibilities.

1. Department of Public Safety. The Director of Public Safety will work in close cooperation with the Director of Civil Defense. He will be responsible for assigning members of the Police Department to special duties for which they are uniquely qualified by their peace-time training and experience. The Department of Public Safety will have charge of:

- a. Maintenance of law and order.
- b. Guarding of restricted areas and prevention of looting.
- c. Control of traffic outside military reservations.
- d. Assisting in communication and minimizing panic.
- e. Assisting in rescue operations.
- f. Control and use of prisoners and prison facilities.

2. Fire Division, Department of Public Safety. The Fire Division will have charge of:

- a. Designation of areas as fire hazards and fire fighting and control.
- b. Supervision of civil defense fire fighters.

3. Department of Education. The Department of Education will be responsible and prepare plans for:

- a. Transporting pupils to their homes if time permits.
- b. Establishing a system of warning signals to be used to cover all school buildings and premises.
- c. Designating shelter areas and their capacities, and routes of movement of the people from specific places or classrooms to the respective shelter areas assigned to each.
- d. Testing plans and conducting drills regularly so that pupils will know what to do and how to do it, taking care to develop morale of the pupils and to lessen tension and fear.

e. Handling of parents who inevitably will come to the school for their children during an emergency.

4. Department of Medical Services. The Department of Medical Services will be responsible and prepare plans for:

a. Designation of public buildings at central locations as emergency hospitals for minor injuries, and provision of the necessary staff for each emergency hospital.

b. Provision of ambulance service for patients who need hospital care.

c. Provision for special patients such as pregnant women approaching delivery, psychopathic patients, and other patients who must have the help of others to move.

d. Provision for emergency handling of casualties and other patients.

e. Discharge of non-critical patients.

f. Public Health and Sanitation.

(1) Adequate inspection of food, milk, and water supply.

(2) Establishment of sanitation standards for the disposal of human wastes.

(3) Regulation of sanitation in shelters and temporary housing.

(4) Control of communicable diseases.

(5) Immunization of children from communicable diseases.

5. Department of Public Works. The Department of Public Works will be responsible and prepare plans for:

a. Organization of emergency crews; clearing of debris, and rendition of such aid as requested by the Director of Civil Defense.

b. Restoration, repair and maintenance of public roads.

c. Establishing of transportation pool and provision of emergency transportation as requested by the Director of Civil Defense.

6. Public Utility Agency. The Agency will be responsible and prepare plans for:

a. Immediate restoration of broken water mains, telephone lines, and electrical power lines essential for the public health and operation of emergency facilities.

b. Restoration, repair, and maintenance of all public utilities in cooperation with the Public Works Department.

c. Coordination with military agencies, and with the Public Works Department for assistance in the restoration of public utilities when outside aid is needed.

d. Plan for alternate communication center in the event the present communication center becomes inoperative as a result of an enemy attack.

e. Organization and direction of emergency crews and their alternates for the maintenance of water supply, power, and communication.

7. Department of agriculture. This department will be responsible and prepare plans for:

a. Defense against biological and chemical warfare involving animals and crops, prevention and control of fires in rural areas (in cooperation with the Fire Department.)

b. Maintenance and encouragement of production of local food items on an island-wide basis.

c. Preparation for immediate restoration of the agricultural economy after an attack.

d. Cooperation with Department of Commerce in conservation and rationing of scarce food items. Maintenance of consumer foods and their distribution, in cooperation with the Director of Commerce.

e. Maintenance of supplies of critical items such as seeds, insecticides, veterinary supplies, and fertilizers.

8. The Individual.

a. The individual's immediate duties when emergency strikes are as follows:

(1) Assist in the rescue of the injured and handling of the dead.

(2) Assist in fire fighting, first aid, and all other works as assigned by his Chief Warden.

9. The Chief Warden.

a. The Chief Warden's duties, before disaster, are organizational and instructional. During disaster he guides people to safety. In post disaster, he restores order. It is therefore the duty of the Chief Warden to maintain close liaison with the Director of Civil Defense, to keep informed of current civil defense plans and requirements, and to disseminate such plans and requirements to the people under his supervision.

b. The Chief Warden will utilize fully his volunteers and the resources of his community if stricken. The Director of Civil Defense will assign aid from other communities if necessary.

c. He will inform the Office of Civil Defense of his situation, the work being done, and the aid required.

d. He will evacuate inhabitants to a safer place if necessary.

e. He will provide emergency transportation for injured persons requiring hospitalization.

f. He will maintain a crew of fire fighters.

g. He will maintain a crew of first aiders.

h. He will maintain a team of rescue workers.

i. The Chief Warden (Agana Commissioner) shall report to the Office of Civil Defense to to Command Post.

10. Guam Militia. The Commanding Officer, Guam Militia will be responsible and prepare plans for:

a. Assignment and dispatch of a contingent of militiamen to each village. Contingent will be dispatched on notice from the Director of Civil Defense and will report to the warden of the villages.

b. Rendering assistance to the civil defense in the protection of life and property, and the maintaining of law and order.

c. Assisting the Chief Warden in the evacuation of the village.

d. Assisting the Guam Police in the prevention of looting and sabotage.

e. Guarding key installations and facilities; e.g., water supply, power plants, etc., outside military and naval reservations.

f. Assisting the Guam Police in traffic control, and the fire division in fire fighting.

g. Assisting in rescue service, including the handling of the dead, and communication service.

11. Attorney General.

a. The Attorney General will be prepared to assist, within his capabilities, as directed by the Governor. He will act as legal adviser to the Director of Civil Defense.

b. He will give opinions of civil defense laws when requested by officials of the government.

c. He will upon request, represent any agent or employee of the government in any proceeding arising out of performance of civil defense duties.

12. Department of Commerce. The Department of Commerce will be responsible and prepare plans for:

a. Conservation and rationing of scarce food items, in cooperation with Department of Agriculture.

b. So far as practicable, maintenance of records of food stuffs available in Guam.

c. Assembly and storage of critical food items when attack is imminent.

d. Location and relocation of food supplies.

e. Transportation of emergency food supplies from warehouses to emergency storage of localities for emergency use.

f. Coordination with the military agencies for procurement of emergency rations as required.

g. Coordination with local food distributors for the procurement of basic food items as required.

SECTION IX.

A. Mobilization of Civil Defense Forces.

Mobilization of civil defense forces will begin as soon as the Governor declares an emergency. Upon notification of any imminent emergency, the Director of Civil Defense, the Coordinator of Civil Defense (Assistant to the Director) and all employees of the Civil Defense Agency will immediately report to the Civil Defense Command Post.

The Director of Civil Defense, acting for the Governor, will activate the warning system with the help of the Director of Public Safety. All village Commissioners and Department Heads will be notified by the most expedient means of communication. In villages where civil defense sirens or other authorized devices are available warnings will be sounded in accordance with Federal Civil Defense Administration revised warning system as follows:

1. ALERT SIGNAL: This signal will consist of a steady blast of 3 to 5 minutes on sirens, whistles, horns, or similar devices.

2. TAKE COVER SIGN : This signal will consist of a ringing tone of short blasts for 3 minutes on sirens, whistles, horns, or similar devices.

When volunteers are needed, the request will be made by Radio KUAM or through the village Commissioners. The Director will inform the Chief Wardens to send volunteers when needed to Command Post. Otherwise volunteers will report to their Chief Wardens in their respective villages for assignment.

The Chief Wardens will post themselves in their village Command Posts. When it is necessary to leave the Command Post, the warden will assign someone to take his place until he gets back.

Chief Wardens not at the scene of attack or emergency are subject to call by the Office of Civil Defense.

The Coordinator (who is assistant to the Director of Civil Defense) will be in charge of the rescue details. All volunteers moving from Command Post will first receive instruction from the Coordinator. At the scene of disaster, the Chief Warden will direct and supervise rescue operations.

ANNEX I

NATURAL DISASTER PLAN

The possibility of recurrence of disaster or emergencies on the island resulting from typhoon, flood, fire, earthquake, and tidal waves is not to be disregarded. To fail to have a pre-arranged plan will be an invitation to disaster itself. Therefore, every effort will be made to prepare for all of the foregoing natural phenomena.

Although any disaster is possible, the most likely one to cause a serious destruction of property and lives is the typhoon. In order to avoid or escape as much as possible the wrath of this tropical destroyer, it is necessary to prepare and know the time when it is most likely to occur. To this end the following should guide the individual:

Typhoons have been observed in the Western Pacific in every month of the year. From January through May the average is one or less per month. The frequency begins to rise in June, increasing to an average of four a month in September. The average then decreases slowly through December, when the average is about two a month. Typhoons have their genesis normally in the area between 8 and 15 degrees north and between 130 and 180 degrees east. While the general direction of movement of an average typhoon can be determined from study of the summary of typhoon tracks, the track that one individual typhoon will follow is generally unpredictable for any movement over six hours. The destructiveness of a well-developed typhoon cannot be overemphasized, and the surest invitation to disaster is to underestimate and to be unprepared for it.

TYPHOON CONDITIONS

The following conditions of typhoon readiness are established for the Marianas area and will be set by Commander Naval Forces Marianas:

1. Typhoon Condition IV. Typhoon winds, or winds of fifty (50) knots or more, are possible within seventy-two (72) hours.
2. Typhoon Condition III. Typhoon winds, or winds of fifty (50) knots or more, are anticipated within forty-eight (48) hours.
3. Typhoon Condition II. Typhoon winds, or winds of fifty (50) knots or more, are anticipated within twenty-four (24) hours.

4. Typhoon Condition I. Typhoon winds, or winds of fifty (50) knots or more, are anticipated within twelve (12) hours.

Typhoon Condition IV. Since Guam is located in close proximity to the area of generation of typhoons, Typhoon Condition IV is in effect at all times.

OPERATIONS

I. ACTION TO BE TAKEN FOR TYPHOON CONDITIONS OR READINESS.

A. IN GENERAL.

1. Typhoon Condition III.

a. Advise all personnel of the existence of the storm.

b. Check typhoon directive to insure adequacy of materials and proper assignment of personnel to their duties.

2. Typhoon Condition II.

a. Prepare typhoon protection of equipment and materials.

b. Prepare to secure all personnel and vehicles not required during the emergency.

3. Typhoon Condition I. A.

a. Complete securing of materials and equipment.

b. Protect records, files, and office equipment.

4. Typhoon Condition I. B.

a. All essential key personnel who have special emergency assignments should remain in their area throughout this condition. Those who have no assignment will be sent home.

b. All employees of the Government of Guam who have received the special civil defense training on rescue, warden, first aid, and auxiliary police should be instructed by their supervisor to report to their village Commissioner or to Civil Defense Command Post, when requested by the Director of Civil Defense.

B. BY PARTICULAR DEPARTMENTS AND AGENCIES.

1. Department of Medical Services.

a. Provide maximum protection for patients.

b. Make special provision for taking care of pregnant women who are approaching delivery.

c. Organize medical facilities for emergency service.

d. Provide and equip four (4) emergency first aid teams, provide services of at least one medical doctor for each team. These emergency first aid teams are to standby at Guam Memorial Hospital.

e. On request of the Director of Civil Defense for first aid service, first aid teams and equipment will proceed to areas where needed.

f. Organize transportation within the department as needed for emergency.

g. Maintain or restore sanitation standards in the territory.

2. Department of Public Works.

a. Organize, coordinate, and direct all personnel assigned to Public Works to maintain, repair, or restore the normal function of the Public Works for which they are responsible.

b. Organize emergency crews for clearing of debris and be prepared to render aid when requested by the Director of Civil Defense.

c. Establish vehicular transportation pool and provide necessary transportation for emergency when requested by the Director of Civil Defense.

d. When support units from Public Works are directed to proceed to stricken area, each unit will be under its own leader but each will work in cooperation with the Chief Warden of the stricken area.

3. Public Utility Agency.

a. Immediate restoration of broken water mains, telephone lines, and electrical power lines essential for the public health.

b. Coordination with Military agencies and with the Department of Public Works for assistance in the restoration of public utilities in cases where other suitable aid is needed.

c. Provide plans for alternate communication center in the event the present communication center becomes inoperative as a result of a natural disaster.

d. Organize emergency crews and their alternates for the maintenance of water supply and power and communication.

4. Department of Education.

a. Organize and effect orderly dismissal of all school children to return to their homes on Typhoon Condition III. Execute Department Typhoon Directive.

5. Department of Public Safety.

a. Be prepared to perform other duties (such as rescue work) in addition to the regular activities of protecting the public and preserving law and order.

b. Maintain and execute communication network between Commander Naval Forces Marianas and the Government of Guam. Direct all communication to the Director of Civil Defense. Communication may be by radio, telephone, or runner.

c. Effect highway and traffic control in areas outside military reservations.

d. Be prepared to prevent panic and looting.

e. The Chief Patrolman of the sub-station and the Chief Warden of the stricken area will coordinate their efforts in the maintenance of law and order.

6. Department of Agriculture.

a. Maintain a program to encourage production of local food items on an island-wide basis.

b. Support and maintain close coordination with Food Defense Council.

c. Be prepared to aid in the immediate restoration of the agricultural economy after the disaster.

7. Department of Finance.

- a. Execute Department Typhoon Directive.

8. Commissioners.

a. The Commissioners will serve as Chief Wardens in their respective villages. The Chief Warden is the representative of the Office of Civil Defense in his area.

b. The Chief Warden and his Wardens will disseminate information to the people in the village and will coordinate efforts to insure maximum safety to personnel and equipment.

c. The Chief Warden will take full charge of the village, make reports of casualties and damages after the typhoon, and call for needed help from the Civil Defense Command Post.

d. Each Chief Warden shall prepare a Typhoon Directive for his village. The Chief Warden, working with the Director of Civil Defense, will designate adequate typhoon shelters for people of his village. These shelters will be marked and will be designated in the Typhoon Directive.

e. Some of the more evident preparations are as follows and will be provided for in Typhoon Directive:

(1) Vehicles will be checked for gas, oil, water, and air.

(2) Water tanks, carts, and other containers shall be filled to capacity. These water containers shall be clean and adequately protected from contamination.

(3) Flashlights, kerosene lanterns, and candles shall be made available.

(4) As a general rule, families shall be instructed to keep on hand a six to seven days supply of canned food which can be easily prepared.

(5) Keep a supply of water-resistant matches on hand.

f. The Chief Warden aided by his Wardens and other officials in the area will direct and supervise evacuation of personnel to shelters immediately after warning Typhoon Condition I or during Typhoon Condition II. Particular and careful attention must be given to children, expectant mothers, the sick and the aged.

9. Department of Law.

- a. Execute Department Typhoon Directive.

10. Department of Labor and Personnel.

a. Evacuate employees from unsafe government houses to pre-designated shelters.

- b. Execute Department Typhoon Directive.

11. Department of Land Management.

- a. Execute Department Typhoon Directive.

12. Department of Budget and Management.

- a. Execute Department Typhoon Directive.

13. Department of Commerce.

a. Initiate plan to encourage local merchants to open their places of business so that people may purchase essential items as soon as practicable after the typhoon.

b. Execute Department Typhoon Directive.

14. Guam Chapter, American Red Cross.

a. The Guam Chapter, American Red Cross and the Governmental units are independent of each other with separate and distinct responsibilities and financial commitments.

b. The Red Cross will make provisions for rehabilitation of damaged private homes in certain needy cases.

c. The Red Cross will assist in the provision of food, clothing, and temporary shelter during an immediate emergency period.

d. The Disaster Chairman will work in conjunction with the Office of Civil Defense during the emergency period.

15. Guam Militia.

a. The Commanding Officer, Guam Militia will make the services of the militia forces available when called for by the Governor or the Director of Civil Defense.

b. Possible employment of militia forces may be to:

(1) Help evacuate personnel to shelters.

(2) Aid Guam Police in traffic control, prevention of looting, communication service, etc.

16. Boy Scouts - Girl Scouts. Voluntary assistance of Scouts may be employed on the following basis:

a. Be prepared to help in saving life in the home and community.

b. Older scouts and leaders may be called upon to furnish messenger services in their respective communities.

c. The safety of all personnel is of paramount importance, and scouts will not be exposed to physical danger at any time during the emergency.

d. So far as practicable, Chief Wardens will make arrangements in advance with parents and scout officials.

C. THE PURPOSE OF THE TYPHOON DIRECTIVE.

1. The purpose of a Typhoon Directive is to provide for preservation of life and property, the prevention or control of damage during a typhoon, the early restoration of essential services after typhoon passes, and return to normal conditions as soon as possible.

2. One copy of each Typhoon Directive shall be turned in to the Office of Civil Defense; other copies shall be posted on bulletin boards or other appropriate places for proper promulgation to personnel concerned.

D. COMMUNICATION.

1. Civil Defense.

a. In the event the Department of Public Safety receives an emergency communication directly from Commander Naval Forces Marianas, it shall first clear the information with the Office of Civil Defense before disseminating it.

2. Department of Public Safety.

a. The Department of Public Safety will, on request of the Office of Civil Defense, assist in warning and communication and will immediately transmit emergency information to all concerned. The message to be transmitted will include the following data if available:

- (1) Nature of emergency.
 - (2) The condition (in case of typhoon) and the probable time of occurrence.
 - (3) Action to be taken.
3. To expedite the transmission of emergency communications, the following are assigned as the responsibilities of:
- a. Office of Civil Defense.
 - (1) Governor
 - (2) Secretary of Guam
 - (3) Director of Medical Services
 - (4) Commanding Officer, Guam Militia
 - (5) Disaster Chairman, Guam Chapter, American Red Cross
 - (6) Chief Officer, Public Utility Agency
 - (7) Chief Commissioner
 - (8) Director of Public Works
 - (9) Director of Education
 - (10) Director of Agriculture
 - (11) Director of Commerce
 - (12) Director of Finance
 - (13) Director of Land Management
 - (14) Director of Budget and Management
 - (15) Director of Labor and Personnel
 - (16) Attorney General
 - b. Department of Public Safety.
 - (1) Warn all Village Commissioners.
 - (2) Warn all vital areas or places that may not get warning by telephone.

ANNEX II

EVACUATION PLAN

I. FEDERAL

A. Purpose

1. To establish a plan and make the assignment of responsibilities for dispersal during emergencies, for civilian from target to safer areas,

B. Glossary.

1. Evacuation and dispersion are defined as the organized removal of civilians from any given area and may be effected either before or after disaster, depending upon the accuracy and timing of advance warning. Evacuation may be voluntary or compulsory.

C. Scope

1. Evacuation may be required as a result of enemy air attack, enemy surface attack, or acts of God.
2. Civilians in all villages and personnel with their families under Government of Guam contract will be provided for in this plan.
3. This will cover four phases of operation.
 - a. Public alerting procedure.
 - b. Movement to evacuation area.
 - c. Procedure to be followed while in the evacuation areas.
 - d. Return from the evacuation areas, to their homes or to other localities.

II. RESPONSIBILITIES

A. Commander Naval Forces Marianas.

1. Commander Naval Forces Marianas will, through the Director of Civil Defense keep the Government of Guam informed of any emergency situation which among other actions may include a recommendation for evacuation of the civilian population.

B. Government of Guam.

1. Civil Defense, upon receipt of evacuation orders from Commander Naval Forces Marianas, will immediately notify the Governor.

III. IMPLEMENTATION OF THE PLAN.

A. If the Governor decides to effect evacuation, the order to evacuate will immediately be issued through the following communication facilities:

1. Radio Kuan.
2. Public Safety radio transmitters and telephones notifying all village Commissioners.
3. Couriers whenever practicable.
4. Civil defense sirens and other audible warning devices.
5. Civil defense telephone to all Department Heads and Agencies.

B. Department Heads and Agencies.

1. Department Heads and Agencies, especially the Department of Public Works, Public Utility Agency, Medical Services, Public Safety must have a well-prepared pre-evacuation plan which will be operational when the warning to evacuate is given through any of the above means of communication.

C. Village Commissioners.

1. The Commissioners will serve as Chief Wardens in their respective villages. The Chief Warden is the representative of the Office of Civil Defense in his area.

2. The Chief Warden is responsible for the orderly evacuation or dispersion of the people in his village if and when such evacuation or dispersion becomes necessary or directed.

3. The Chief Warden will assist in counting evacuees entering reception areas, working with the Director of Civil Defense and Chief Commissioner.

4. The Chief Warden assists in administration leadership for organized self-protection and is the connecting link between the people of the village and the Office of Civil Defense.

5. The Chief Warden is responsible for:

a. Organizing and operating self-protection program including cooperation with the Guam Chapter, American Red Cross, and all other Agencies of Civil Defense.

b. Organizing and operating the group-protection program by assigning groups to designated shelter areas.

c. Instructing the people in his village on civil defense regulations; disseminating current information to the people in his village regarding civil defense developments.

d. Gathering data and recording essential area information on occupants of homes, ranches, businesses, facilities, and equipment in his village.

e. Taking full charge of the village reception area; making reports, and calling for needed help from the Civil Defense Command Post.

f. The Chief Warden shall be prepared to assume emergency status in his village on evacuation warning, or as necessary or directed.

D. Guam Chapter, American Red Cross.

1. The role of the American Red Cross in civil defense is to provide supplemental assistance and support to the responsible government authorities. American Red Cross will assist to the extent of its ability in the development and operation of the Civil Defense Evacuation Plan.

2. Disaster Chairman, Guam Chapter, American Red Cross, will set up volunteer services:

a. Home nursing aides, first aid, gray ladies service, nurse's aide service, social welfare aides, and staff aides.

IV. GENERAL PLANNING FACTORS

A. Under normal weather conditions, reception center will probably have to be in the southern end of the island. However, this choice is not to be regarded as very likely due to several factors as follows:

1. Atmospheric condition at the time of the detonation; radioactive fallout; terrain; road and highway accessibility.

2. In emergency, Civil Defense will announce location of reception center.

B. Department Heads are qualified administrators. As such they shall contribute their services to their community by cooperating with their Chief Warden. They shall, with their respective wardens, carry out evacuation operations, when the decision to evacuate is announced by the Office of Civil Defense.

C. Provision should also be made for the return to their homes of these evacuees after it has been officially announced that the particular area is safe for habitation again.

D. Provision must be made for transportation of those who do not have their own transportation.

V. SPECIAL GROUP EVACUATION

A. Evacuation under this category includes all public Schools, private, and parochial schools.

B. Evacuation is not necessarily limited to island-wide disaster, or emergency.

C. Evacuation of this group may be ordered for any disturbance which, in the opinion of the responsible authorities, makes such evacuation necessary or desirable.

VI. CONTROL POINTS

A. The Department of Public Safety is responsible for establishing and operating control points.

B. Control points will be established as necessary or as directed by the Department of Public Safety.

C. The Department of Public Safety will coordinate its efforts in establishing its control points with that of the Armed Forces.

SEISMIC SEA WAVES

I. SEISMIC SEA WAVES

A. The seismic sea wave, or tidal wave as it is more popularly called, carries within itself the potential for great destruction. A seismic sea wave originates from a major disturbance of the floor of the ocean. The cause may be earthquake, or more rarely, an underwater volcanic eruption.

B. Although this disastrous wave never has occurred in severe magnitude on Guam, there have been warnings. Hence it appears possible that such a wave will occur. To doubt the possibility of its occurrence on Guam will lull one into a false sense of security. Lack of preparation will increase the chances of destruction of lives and property.

C. It should be borne in mind that Guam is always under threat of seismic sea waves, and proper precautions should be taken as soon as possible.

II. WHAT TO DO UPON RECEIPT OF THIS WARNING

A. Upon receipt of this warning from Commander Naval Forces Marianas, the Governor or the Director of Civil Defense will establish communication with other agencies to ascertain the approximate time of its occurrence. If definite proof of the existence of seismic sea wave is anticipated, Civil Defense will immediately undertake to:

1. Warn all families residing along the beach areas to move to higher grounds.
2. Warn all residents of exposed, low-lying shore areas to vacate to higher grounds.
3. Warn the following schools to close and to dismiss all children to their homes:
 - a. George Washington, Tamuning, Adelup Pt., Asan, Piti and Agat.
4. Notify all Chief Wardens, and request that they stand by for any emergency call.

5. Warn all Department Heads to be ready to make a last minute preparation for securing all equipment, office supplies, records, and other documents when evacuation orders are directed from the Director of Civil Defense or through Radio Kuam.
6. Notify Department of Public Safety with request to assist in warning and communication by utilizing all available means of communication.
7. Notify Radio Kuam with request to flash the information over the air.

The Director of Civil Defense urges everyone to stay tuned to Radio Kuam. Evacuation orders issued through KUAM will be official. Such official orders issued over Radio Kuam will begin and end with the statement, "This is an official order from the Office of Civil Defense." Orders will be issued at the same time through other available means of communication. Since telephone communication cannot always be relied upon due to an anticipated influx of calls in time of emergency, it is urgently requested that telephone should be limited to emergency calls only.