

#### Refer to Legislative Secretary

## APR 0 9 1998

The Honorable Antonio R. Unpingco Speaker Twenty-Fourth Guam Legislature Guam Legislature Temporary Building 155 Hesler Street Agana, Guam 96910

Dear Speaker Unpingco:

Enclosed please find a copy of Bill No. 428 (COR), "AN ACT TO APPROVE THE SCHEDULE OF FINES FOR VIOLATION OF THE UNIFORM FIRE CODE", which I have signed into law today as Public Law No. 24-158.

This schedule of fines was prepared by the Guam Fire Department, based on the adoption by law of the Uniform Fire Code by the Legislature several years ago. These fines have undergone the public hearing process after a lengthy process of development by the Guam Fire Department.

The very dry season that we are experiencing now, and the proliferation of wildland grass fires as well as other types of fires, highlights the need to put teeth into the enforcement of the provisions of our fire code. The enforcement of this code reduces the fire hazards on our island and will encourage our people to be knowledgeable about fire hazards and to acquire safe fire habits.

Very truly yours,

Carl T. C. Gutierrez

Attachment

U. 736

cc: The Honorable Joanne M. S. Brown Legislative Secretary

Office of the Speaker ANTONIO R. UNPINGCO

OFFICE OF THE LEGISLATIVE SECRETARY

ACKNOWLEDGMENT RECEIPT

Time:

Rec'd by: \_\_\_\_\_
Print Name:

## TWENTY-FOURTH GUAM LEGISLATURE 1998 (SECOND) Regular Session

## CERTIFICATION OF PASSAGE OF AN ACT TO THE GOVERNOR

This is to certify that Bill No. 428(COR), "AN ACT TO APPROVE THE SCHEDULE OF FINES FOR VIOLATION OF THE UNIFORM FIRE CODE," was on the 27<sup>TH</sup> day of March, 1998, duly and regularly passed.

Attested:	ANTONIO R. UNPINGCO Speaker
MARK FORBES Senator and Acting Legislative Secretary	
This Act was received by the Governor this	3rd day of April , 1998, at  Muzillesh  Assistant Staff Officer  Governor's Office
APPROVED:  CARL T. C. GUTIERREZ  Governor of Guam  Date: 4-9-98  Public Law No. 24-158	

### TWENTY-FOURTH GUAM LEGISLATURE 1997 (FIRST) Regular Session

#### Bill No. 428 (COR)

As amended by the Committee on Judiciary, Public Safety and Consumer Protection and further amended on the Floor.

Introduced by:

E. Barrett-Anderson

F. B. Aguon, Jr.

T. C. Ada

A. C. Blaz

J. M.S. Brown

Felix P. Camacho

Francisco P. Camacho

M. C. Charfauros

E. J. Cruz

W. B.S.M. Flores

Mark Forbes

L. F. Kasperbauer

A. C. Lamorena, V

C. A. Leon Guerrero

L. Leon Guerrero

V. C. Pangelinan

J. C. Salas

A. L.G. Santos

F. E. Santos

A. R. Unpingco

J. Won Pat-Borja

AN ACT TO APPROVE THE SCHEDULE OF FINES FOR VIOLATION OF THE UNIFORM FIRE CODE.

1	BE IT ENACTED BY THE PEOPLE OF GUAM:
2	Section 1. Legislative Intent. In Public Law Number 22-52, the
3	Guam Legislature authorized the Guam Fire Department to develop "fines
4	for creating fire hazards, disobeying permit conditions, failing to correct
5	hazardous conditions reported as a result of building inspections, or non-
6	compliance with the Fire Code." The Guam Legislature finds that it is
7	imperative to valid enforcement of fire safety codes that the schedule of fines
8	be approved.
9	Section 2. Approval of Fine Schedule. The Guam Legislature
10	approves the schedule of fines recommended in the "Guam Fire Department
11	Fine Schedule - For Non-Compliance with the Uniform Fire Code (U.F.C.),"
12	attached as "Appendix A" and incorporated by reference herein, and
13	authorizes the imposition of the fines as shown for enforcement by the Guam
14	Fire Department in accordance with Public Law Number 22-52.
15	Section 3. Fine Schedule Amendments. Amendments to this fine
16	schedule shall be made pursuant to the Administrative Adjudication Law.
17	Section 4. Grace Periods. Citations shall be issued only after:
18	(a) a facility has been inspected,
19	(b) the offender is given written notification specifying the
20	violation, and
21	(c) a reasonable amount of time, as stated in the Uniform Fire
22	Code, is afforded to the offender in order to bring the facility into
23	compliance.

## GUAM FIRE DEPARTMENT FINE SCHEDULE

#### FOR NONCOMPLIANCE WITH THE UNIFORM FIRE CODE (U.F.C.)

Public Law 22-52, "AN ACT TO ADD A NEW § 72106 TO TITLE 10, GUAM CODE ANNOTATED", enabled the Guam Fire Department to issue "...fines for [person(s)] creating fire hazards, disobeying permit conditions, failing to correct hazardous conditions reported as a result of building inspections, or non-compliance with the Fire Code." Pursuant to §72106, the Guam Fire Department recommends the following fine schedule.

"U.F.C. Section 103.4.4 Citations. Persons operating or maintaining an occupancy, premises or vehicle subject to this code who allow a hazard to exist or fail to take immediate action to abate a hazard on such occupancy, premises or vehicle when ordered or notified to do so by the chief shall be guilty of a misdemeanor." Each day is a separate offense.

U.F.C. SECTION	OFFENSE	FINE
103.4.3.1	Noncompliance with Orders or Notices	\$1000.00
103.4.3.2	Noncompliance with Condemnation Tag	1000.00
103.4.3.3	Removal and Destruction of Tags and Signs	1000.00
103.4.4	Unlawful Continuance of Hazards	1000.00

Where work for which a permit is required is started or proceeded with prior to obtaining said permit, the

following fines shall apply.

FACILITY VALUE	FINE
\$1-\$500	\$10.00
501-2,000	25.00
2,001-25,000	100.00
25,001-50,000	1,250.00
50,001-100,000	2,500.00
100,001-500,000	5,000.00
500,001-1,000,000	25,000.00
1,000,001-UP	50,000.00

All other violations are \$75.00 plus court costs. Each day is a separate offense. Fines are forfeitable on first offense and mandatory appearance is required on second offense.

## C AM FIRE DEPARTMEN FINE SCHEDULE

U.F.C. SECTION	<u>VIOLATION</u>	FINE
Section 101	Failure to comply with nationally recognized standards.	\$75.00
Section 101	Violation of provisions for the administration of laws relating to firesafety.	\$75.00
Section 103	Violation of provisions for the prevention of fires.	\$75.00
Section 104	Violation of provisions for the suppression or extinguishment of dangerous or hazardous conditions.	\$75.00
Section 103	Violation of provisions for the storage, use and handling of hazardous materials.	\$75.00
Section 103	Violation of provisions for the installation and maintenance and regulation of fire escapes.	\$75.00
Section 103	. Violation of the provisions for the maintenance of fire protection and the elimination of fire hazards on land and in buildings, structures and other property, including those under construction.	\$75.00
Section 103	Violation of the provisions for the maintenance of exits.	\$75.00
Section 104	Violation of provisions for the investigation of the cause, origin and circumstances of fire and unauthorized releases of hazardous materials.	\$75.00
Section 105	Violation of provisions for permits.	\$75.00
Section 901.1	Violation of Provisions for fire department access and water supply.	\$75.00
Section 1001.1	Violation of provisions for fire protection systems and equipment.	\$75.00
Section 1101	Violation of provisions for general safety precautions.	\$75.00
Section 1201.1	Violation of provisions for the maintenance of exits and emergency escapes.	\$75.00
Section 1301.1	Violation of provisions for reporting of emergencies, emergency plans and emergency procedures.	\$75.00
Section 2401	Violation of provisions for airports, heliports, helistops, and aircraft hangars.	\$75.00

# G M FIRE DEPARTMEN'A FINE SCHEDULE

<u>U.F.C. SECTION</u>	VIOLATION	FINE
Section 2501.1	Violation of provisions for places of assembly, including Group A Occupancies, reviewing stands, grandstands, bleachers, folding and telescoping seating, and outdoor carnivals and fairs.	\$75.00
Section 2601	Violation of provisions for the storage, uses and handling of flammable and combustible liquids and woodworking operations within bowling alleys and pinrefinishing rooms.	\$75.00
Section 2701	Violation of provisions for cellulose nitrate plastics (pyroxylin) storage and handling.	\$75.00
Section 2801	Violation of provisions for the storage and handling of combustible fibers.	\$75.00
Section 2901.1	Violation of provisions for repair garages used for service or repair of motor vehicles.	\$75.00
Section 3001	Violation of provisions for the storage, manufacturing and processing of timber, lumber, plywood, veneers and by-products.	\$75.00
Section 3201	Violation of provisions for tents, and temporary membrane structures having an area in excess of 200 sq. ft., and canopies in excess of 400 sq. ft.	\$75.00
Section 3301	Violation of provisions for the storage and handling of cellulose nitrate motion picture film.	\$75.00
Section 3401	Violation of provisions for automobile wrecking yards.	\$75.00
Section 3501	Violation of provisions for the temporary use of the common pedestrian area within a covered mall building for promotional, educational, assembly, sales or similar activities.	\$75.00
Section 3601.1	Violation of provisions for dry cleaning plants and systems.	\$75.00

## C AM FIRE DEPARTMEN'A FINE SCHEDULE

<u>U.F.C. SECTION</u>	<u>VIOLATION</u>	FINE
Section 4501.1	Violation of provisions for:  1. The application of flammable or combustible paint, varnish, lacquer, stain or other flammable. or combustible liquid applied as spray by compressed air, airless or hydraulic atomization, steam, electrostatic or other methods or means in continuous or intermittent process,  2. Dip tank operations in which articles or materials are passed through contents of tanks, vats or containers of flammable or combustible liquids, including coating, finishing, treatment and similar processes, and  3. The application of combustible powders by powder spray guns, electrostatic powder spray guns, fluidized beds or electrostatic fluidized beds.	\$75.00
Section 4601	Violation of provisions for fruit-ripening processes in heated rooms and ripening processes where ethylene gas is introduced into a room to assist the ripening.	\$75.00
Section 4701	Violation of provisions for fumigation and thermal insecticidal fogging operations.	\$75.00
Section 4801	Violation of provisions for the storage, handling and processing of magnesium, including the pure metal and alloys of which the major part is magnesium.	\$75.00
Section 4901	Violation of provisions for the use of welding, cutting and other hot-work equipment.	\$75.00
Section 5001	Violation of provisions for processes manufacturing protective and decorative finishes or coating for industrial, automotive, marine, transportation, institutional, household or other purposes, including the handling of flammable or combustible liquids, combustible solids and dusts.	\$75.00

## G \M FIRE DEPARTMEN'S FINE SCHEDULE

U.F.C. SECTION	<u>VIOLATION</u>	FINE
Section 5101.1	Violation of provisions for Semiconductor fabrication facilities and comparable research and development areas classified as Group H, Division 6 Occupancies, and the use, storage and handling of hazardous materials therein.	\$75.00
Section 5201.1	Violation of provisions for automotive, marine and aircraft motor vehicle fuel-dispensing stations, including public accessible and private operations.	\$75.00
Section 6101	Violation of provisions for oil-burning equipment other than internal combustion engines, oil lamps and portable devices such as blow torches, melting pots and weed burners.	\$75.00
Section 6201	Violation of provisions for the location, construction and operation of industrial baking and drying ovens which are heated with oil or gas fuel or which during operation contain flammable vapors from the products being baked or dried.	\$75.00
Section 6301	Violation of provisions for refrigeration unit and system installations having a refrigerant circuit containing more than 220 pounds of Group A1 or 30 pounds of any other group refrigerant.	\$75.00
Section 7401.1	Violation of provisions for the storage, use and handling of compressed gases in compressed gas containers, cylinders, tanks and systems.	\$75.00
Section 7501.1	Violation of provisions for the storage and handling of cryogenic fluids.	\$75.00
Section 7601.1	Violation of provisions for the prevention of dust explosions.	\$75.00
Section 7701.1	Violation of provisions for manufacture, possession, storage, sale, transportation and use of explosive materials.	\$75.00

## C M FIRE DEPARTMENT FINE SCHEDULE

U.F.C. SECTION	VIOLATION	FINE
Section 7801.1	Violation of provisions for fireworks and temporary storage, use and handling of pyrotechnic special effects material use in motion pictures, television, and theatrical and group entertainment productions.	\$75.00
Section 7901.1	Violation of provisions for the storage, use, dispensing, mixing, and handling of flammable and combustible liquids.	\$75.00
Section 8001.1	Violation of provisions for the prevention, control and mitigation of dangerous conditions related to storage, dispensing, use and handling of hazardous materials and information needed by emergency response personnel.	\$75.00
Section 8101.1	Violation of provisions for buildings containing high- piled combustible storage.	\$75.00
Section 8201	Violation of provisions for the storage, handling and transportation of LP-gas and the installation of equipment pertinent to systems for such uses.	\$75.00
Section 8401	Violation of provisions for the use of ribbon-type cellulose acetate and other safety film in conjunction with electric arc, xenon or other light source projection equipment which develops hazardous gases, dust or radiation and the projection of ribbon-type cellulose nitrate film, regardless of the light source used in projection.	\$75.00
Section 8501	Violation of provisions for permanent and temporary use of electrical appliances, fixtures, rnotors and wiring.	\$75.00
Section 8701	Violation of provisions for buildings undergoing construction, alteration or demolition.	\$75.00
Section 8801.1	Violation of provisions for the storage and retail display of aerosol products.	\$75.00
Section 9001.1	Violation of provisions of the <i>Uniform Fire Code</i> standards, Volume 2 of the Uniform Fire Code (U.F.C.)	\$75.00
Section 9001.2	Violation of provisions of Standard of Duty for recognized standards of Section 9003, U.F.C.	\$75.00

# C 'M FIRE DEPARTMEN, FINE SCHEDULE

U.F.C. SECTION	<u>VIOLATION</u>	<u>FINE</u>
Section 9001.3	Violation of provisions and requirements of recognized standards.	\$75.00
U.F.C. Appendix I-A Section 1	Violation of provisions for life-safety requirements for existing buildings, other than high-rise, which do not conform with the minimum requirements of the Uniform Building Code.	\$75.00
U.F.C. Appendix I-B Section 1	Violation of provisions for life-safety requirements for existing high-rise buildings constructed prior to the adoption of Appendix I-B and which house Group B Offices or Group R, Division 1 Occupancies, each having floors used for human occupancy located more than 75 above the level of fire department access.	\$75.00
U.F.C. Appendix I-C Section 1	Violation of provisions for signs to provide information to the occupants and fire department personnel to minimize confusion during emergencies.	\$75.00
U.F.C. Appendix II-A Section 1	Violation of provisions for safeguards to prevent the occurrence of fires and to provide adequate fire-protection facilities to control the spread of fire which might be caused by recreational, residential, commercial, industrial or other activities conducted in hazardous fire areas.	\$75.00
U.F.C. Appendix II-B Section 1	Violation of provisions for the protection of flammable and combustible liquids in tanks in locations subject to flooding.	\$75.00
U.F.C. Appendix II-C Section 1	Violation of provisions for marina facilities.	\$75.00
U.F.C. Appendix II-D Section 1	Violation of provisions for rifle ranges.	\$75.00
U.F.C. Appendix II-E Section 1	Violation of provisions for Hazardous Materials Management Plans (H.M.M.P.) and Hazardous Materials Inventory Statements (H.M.I.S.).	\$75.00
U.F.C. Appendix II-F Section 1	Violation of provisions for the storage and dispensing of motor fuels into the fuel tanks of motor vehicles from protected aboveground tanks located outside buildings.	\$75.00

## ( AM FIRE DEPARTMEN. FINE SCHEDULE

<u>U.F.C. SECTION</u>	<u>VIOLATION</u>	FINE
U.F.C. Appendix II-G Section 1	Violation of provisions for secondary containment for underground tank systems containing flammable or combustible liquids.	\$75.00
U.F.C. Appendix II-H Section 1	Violation of provisions for site assessments for determining the potential fire or explosion risk from a leak, spill or discharge from an underground flammable or combustible liquid storage tank.	\$75.00
U.F.C. Appendix II-I Section 1	Violation of provisions for equipment having a maximum ozone-generating capacity of ½ pound or more over a 24-hour period.	\$75.00
U.F.C. Appendix II-J Section 1	Violation of provisions for the storage of flammable or combustible liquids in tanks located with below-grade vaults.	\$75.00
U.F.C. Appendix III-A Section 1	Violation of provisions for determining fire-flow requirements for buildings or portions of buildings hereafter constructed.	\$75.00
U.F.C. Appendix III-B	Violation of provisions for fire hydrant locations and distribution for the protection of buildings, or portions of buildings.	\$75.00
U.F.C. Appendix III-C Section 1	Violation of provisions for the inspection, testing and maintenance of water-based fire-protection systems.	\$75.00
U.F.C. Appendix III-D Section 1	Violation of provisions for basement pipe inlets.	\$75.00
U.F.C. Appendix IV-A Section 1	Violation of provisions for exposed floor surfaces of buildings.	\$75.00
U.F.C. Appendix IV-B Section 1	Violation of provisions for the use of natural or resinbearing cut trees in public buildings.	\$75.00
U.F.C. Appendix V-A Section 1	Violation of provisions of nationally recognized standards of good practice when use of standards are required.	\$75.00

24-158



Senator **Elizabeth Barrett-Anderson**Chairperson

Senator John C. Salas Vice-Chairman

Senator Anthony C. Blaz Member

Senator Joanne M.S. Brown Member

Senator Mark Forbes Member

Senator Edwardo J. Cruz, M.D. Member

Senator Vicente C. Pangelinan Member

Senator Frank Blas Aguon, Jr. Member

# Committee on Judiciary, Public Safety and Consumer Protection

Twenty-Fourth Guam Legislature

February 26, 1998

SPEAKER ANTONIO R. UNPINGCO Twenty-Fourth Guam Legislature 155 Hesler St Agana, Guam 96910

Dear Mr Speaker:

The Committee on Judiciary, Public Safety and Consumer Protection, to which was referred BILL NO. 428, wishes to report back to the Legislature with its recommendation TO DO PASS BILL NO. 428 AS AMENDED BY THE COMMITTEE.

The voting record is as follows.

TO PASS

**NOT TO PASS** 

**ABSTAIN** 

TO PLACE IN INACTIVE FILE

Copies of the Committee Report and other pertinent documents are attached.

Your attention to this matter is greatly appreciated

Sincerely,

ELIZABETH BARRETT ANDERSON

Chairperson

Enclosures

# COMMITTEE ON JUDICIARY, PUBLIC SAFETY AND CONSUMER PROTECTION

TWENTY-FOURTH

GUAM

LEGISLATURE

173 ASPINALL AVENUE, ADA PLAZA CENTER SUITE 108A, AGANA, GUAM 96910

SENATOR ELIZABETH BARRETT-ANDERSON Chairperson SENATOR JOHN C. SALAS Vice-Chairperson

SPEAKER ANTONIO R. UNPINGCO Ex-Officio Member

#### **VOTING SHEET**

Bill No. 428, As Amended by the Committee. An act to approve the schedule of Fines for Violation of the Uniform Fire Code.

COMMITTEE MEMBERS	INITIALS	TO DO <u>PASS</u>	NOT TO PASS	<u>ABSTAIN</u>
Sen. Elizabeth Barrett-Ander Chairperson	rson_EMD	V		
2). Sen. John C. Salas Vice-Chairperson	Joles			
3). Sen. Frank B. Aguon, Jr. Member	Talanhi Talanhi			
4). Sen. Anthony C. Blaz Member				
5). Sen. Joanne M.S. Brown Member	~			
6). Sen. Edwardo J. Cruz M.D. Member				
7). Sen. Mark Forbes Member	A			
8). Sen. Vicente C. Pangelinan Member				
9). Speaker Antonio Unpingco Ex-Officio Member				

# COMMITTEE ON JUDICIARY, PUBLIC SAFETY AND COMSUMER PROTECTION

## ELIZABETH BARRETT-ANDERSON CHAIRPERSON

## **Twenty-Fourth Guam Legislature**

#### REPORT

on

Bill No. 428 - An Act to approve the Schedule of Fines for Violation of the Uniform Fire Code.

#### I. SUMMARY

The Committee held a public hearing on Bill 428 on Wednesday, November 12, 1997 at 9:00 a.m. at the Legislative Public Hearing room. Public Notice was published in the November 5th and 12th editions of the Pacific Daily News.

Committee members and Senators present:

Senator Elizabeth Barrett-Anderson, Chairperson
Senator John C. Salas, Vice Chairperson
Senator Frank B. Aguon, Jr. (member)
Senator Lou Leon Guerrero

Providing Oral Testimony in Support of the Bill:
Gill Reyes, Fire Chief, Guam Fire Department
Joseph Tenorio, Assistant Fire Chief, Guam Fire Department

#### Purpose:

The Bill is the means by which the legislature may approve the Guam Fire Department's (GFD) proposed schedule of fines for violation of the Uniform Fire Code. At present there is no statutory penalty for violation of the Uniform Fire Code. Although GFD is authorized to issue citations for violation of the Code, the citation carries no penalty, and therefore, is without enforcement.

#### Relationship to Existing Law:

The authority of GFD to promulgate this schedule is delegated under 10 GCA §72106(b), enacted by P.L. 22-52 (attached). A related measure, Bill 256, covers GFD's proposed classification of fire safety services, and a schedule of user fees for providing such services to the public. Those proposed rules were also promulgated by GFD pursuant to authorization under P.L. 22-52. Bill 256 was heard by this Committee on June 19, 1997, and was also heard by the Committee on Finance & Taxation. Bill 428 is distinguished from Bill 256 in that it establishes a schedule of penalties rather than a schedule of user fees for services. These penalties correlate directly

to particular violans. It establishes the neces by enforcement element to the Fire Code. Without a schedule of fines and penalties to be imposed upon those persons who violate the Code, the Guam Fire Code is an unenforceable document.

Any revenue generated by the fines proposed in Bill =428 would be deposited in the GFD Capital Outlay Revolving Fund pursuant to 10 GCA §72106(b).

#### II. SUMMARY OF TESTIMONY

Fire Chief Reyes opened the testimony with brief SUPPORTIVE remarks, and turned over the bulk of the testimony the Assistant Fire Chief Tenorio, who drafted and refined the schedule proposed under Bill 428.

Assistant Fire Chief Tenorio testified with strong SUPPORT for passage of Bill 428. He testified that the fines are important because they provide the "incentive for Code compliance" and would increase the "assurance for public safety". Bill 428 will provide the mechanism to assist in gaining Code compliance from the general public. Chief Tenorio stated: "The fines should serve a more forceful attempt to attain Code compliance. It's threat should play a more significant role in this regard... Absent fine issuance authority there is no regard given for the prompt action by Code violators to alleviate Code hazards."

He further stated that the GFD has operated for nearly twenty years without fine enforcement authority. He indicated that repeat violations occur due to the lack of penalty and fines. These fines are likely to impart the necessary economic force to stop continuous and repeat violations.

Bill 428 will encourage Code compliance, and force violators to make necessary corrections in the interest of the safety of the general public.

Senator John Salas inquired whether the fines applied to both commercial and residential facilities. Assistant Chief Tenorio indicated that residential homes are exempt from the Fire Code, but

must comply with le Uniform Building Code for construction and occupancy. Bill 428, therefore, would strictly apply to commercial facilities.

Senator Frank Aguon, Jr. clearly wanted to distinguish the user fee schedule from the fines schedule. He also expressed frustration that these fines have yet to be adopted in the entire tenure of the GFD, and that these fines are well overdue.

Senator Lou Leon Guerrero inquired as to the nature of the facilities value fine, and its relation to specific Code violations. The facilities fine is imposed where a person attempts to occupy a commercial building without the proper permit approval from the GFD, without regard to any specific violation, as a set value fine for failure to secure a permit. The fines apply to all non-exempt facilities, including government buildings. The Senator inquired as to why all the fines were the same amount, \$75.00 per violation. The Assistant Chief indicated that it would be difficult to put a price tag on the effect of the violation, and that most jurisdictions impose a set fine for the violation, and then imposes stringent penalties for failure to correct the violation or come into Code compliance pursuant to a citation order. The \$75.00 is an initial penalty for failure to abide with the Code, and is uniformly set in relation to the safety to life that it affects.

The process for imposition of the penalties is: citation with fine and order for compliance; fine for failure to comply with order to correct violation; referral for criminal prosecution (misdemanor).

There was no further testimony provided. No testimony against the Bill was received.

#### III. <u>FINDINGS AND RECOMMENDATION</u>:

The Committee on Judiciary, Public Safety and consumer Protection finds that there is sufficient testimony in support of Bill 428 as amended by the Committee, and presents the report to the Twenty-Fourth Guam Legislature with its recommendation TO DO PASS.

RECEIVED

24th Guam Legislature Committee on Judiciary, Public Safety and Consumer Protection Date:

TESTIMONY

of

Joseph T. Tenorio

Guam Fire Department

Good morning madam chair and committee senators. My name is Joseph T. Tenorio - Law an Assistant Fire Chief with the Guam Fire Department and the assigned Bureau Chief for the Fire Prevention Bureau. Thank you for the opportunity to east testimony in favor of approving the Guam Fire Department's (GFD) proposed fines for violations of the fire code.

The fines are somewhat important because it provides the incentive for code compliance which should reduce waste in the use of government provided services as well as increase the assurance of public safety. Most of the incidents that the Guam Fire Department responds to are caused or aggravated by human error. It is incumbent of each capable citizen of Guam to take responsibility for safety measures within their area of control. The Guam Fire Department is not capable of alleviating all citizen hazards potentially capable of inflicting injury or loss of property, limb or life. However, government can provide the mechanism, through fines, in which will assist in gaining code compliance.

The fines should serve a more forceful attempt to attain code compliance. Its threat should play a significant role in this regard. However, it should be an action generally reserved for those whom are repeat violators of a specific code requirement or those who create life-safety hazards though their activity and/or inactivity and/or apparent reckless disregard for safety. This is one area in which the public should not accept violators' continued existence or operation, and certainly not expect the general tax payer to shoulder the entire cost of an incident requiring fire department provided services, emergency or nonemergency, nor the cost of increased length and number of inspections and reinspections.

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The GFD has been operating for as long as it has existed, including its existence as a division of the defunct Department of Public Safety, without fine issuance authority. This is unconscionable, when you consider that LIFE-SAFETY is at stake. If there is one regard which can be assumed as universal of humans, I purport that that one issue is the demand for life-safety.

Absent fine issuance authority, there is little regard given for prompt action by code violators to alleviate hazards. Most of the cases of rode violations over not be one of inspections and reinspections aren't really free. Worst still, is that upon reinspection the hazard still exists. Furthermore, there are frequent occurrences where the actual hazard cited was found to have significantly contributed or could have even prevented an emergency situation from occurring or becoming aggravated. All this because not enough attention was given to code compliance. The fines are likely to impart the economic force along with the moral force (in which ideally should be there anyway) to cause individuals to give due regard to fire code provisions and requirements. We expect that this will cut down on inspections and reinspections and allow us to improve our coverage of fire- and life-safety programs to more occupancies. If there is added reason to fear code violations, then perhaps inspections of complaints will be reduced, or taking the extreme, injury or death may be avoided. Citations and fines will be issued immediately to individuals causing imminent hazards and repeat violations.

The strain of trying to meet all demanded services will eventually take its toll. It is already happening. We have a need for more ambulances: at least enough to where we can maintain a rotation into the mechanic shop for preventive maintenance. We have a need for vehicles, fire trucks: breathing apparatuses; gas detectors; replacement air systems; personal alert sounding systems; nomex protective hoods; safety shoes; portable radios; new radio system; a personnel medical surveillance program; hazardous material response teams and program; rescue vehicles; etc.

Tax payers pay for the time expended doing fire inspections, a good portion of the time is spent on the reinspections. Absent fees for reinspections or fines for code violations, there is very little reason for violators to make prompt corrections. It appears that less regard is given to fire- and life-safety then other matters of running a business. The opportunity cost is negligible absent fees or fines. The general tax payer shoulders this cost burden of inspections and reinspections. Reinspections are inevitable on several occasions. But, I feel that the fine's economic assistance in the use of limited resources will help in significantly increasing the regard for life- and fire-safety, and therefore, reduce the number of inspections/reinspections and amount of time involved in conducting them. The responsibility for identifying and correcting hazards is not solely the responsibility of the Guam Fire Department. It is a major duty of the department, but, it is really a duty/responsibility of every capable citizen of Guam. It is critical that this concept be reenforced with the community. Please help us bring this to the forefront of each citizen's mind by approving these fines. Safety has to be the highest regard.

There is an important concern here in which is directly or indirectly associated with fire code compliance; The safety of Firefighters. In some respects, I feel very comfortable giving testimony on this subject. However, I can not speak on behalf of those firefighters whom have encountered or experienced professional events in which their lives were taken or severely threatened. While the general public strives to get away from a dangerous situation, firefighters are called to duty to confront these dangerous situations. Firefighters have sworn to protect life and property from fire, explosion and unauthorized releases of hazardous materials. Even the firefighter's prayer acknowledges that there may be a case in which one's life or limb is sacrificed while in pursuit of duty. However, this should not be heeded blindly. Every alternative avenue should be sought before a firefighter is put to sacrifice. It is still only a job that is supposed to also provide for the Firefighter's home front. Firefighter safety is the reality of every firefighter, consciously or unconsciously. The evolution of building and fire codes are largely attributable to concern for Firefighters' safety. It can be said that the hazard is compensated for by the increased level of pay

firefighters generally receive. However, the daily anxiety is hardly just like any other job. These individuals are expected to respond to emergency calls where critical variables are unknown.

Building and Fire Codes attempt to reduce this heavy burden that firelighters and other rescue and emergency personnel are called to encounter. Sprinkler systems serve to contain or entinguish fires before firefighters arrive. They also serve as detection and alarm systems that facilitate safe and early occupant exit from endangered areas. Smoke detectors and other fire alarm devices serve similar purposes as well. There are many firefighter safety concerns within both the Uniform Building Code (UBC) and the Uniform Fire Code (UFC).

There isn't anything more destructive than uncontrolled fires. Before one actually gets burned, he is probably lifeless as the smoke and toxic fumes may have already taken its toll. When fire consumes, it consumes thoroughly. Memorabilia items are turned to ash or are not salvageable. Even massive earthquakes and floods leave salvageable items. This is not the case with uncontrolled fire.

The fines are not detached from efforts to prevent or reduce the occurrence of life or property threatening incidents. It is actually integral to it. Its line of approach is actually more pro-active by attempting to address hazards before they result in needed emergency care. The fines will elicit better regard for fire code compliance. The impact of a poor hazard prevention program will not be realized until the incidents start to occur. That is certainly not the situation in which we want to be. When there is an increase in emergency response it is not unreasonable to assume that there is a decrease in prevention effort or success. We must not be complacent. Insufficient attention to hazardous situations and necessary safety measures will result in increased injury and pain to people. This may sound apparent, why even mention it. The truth is that it is the underlying reason for many of the preventable accidents that have occurred. The following is a list of responses that frequently come about after the fact: 1) I usually am very careful; 2) I was planning on taking care of that tomorrow; 3) I didn't think it could happen to me; etc.

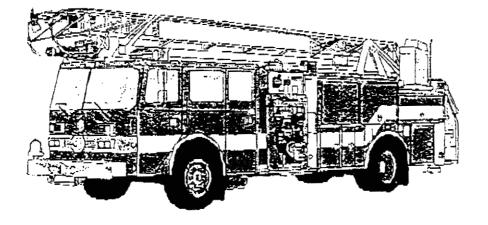
The rate of change in the world is rapid. These changes are accepted because they are apparently good for civilization. But these changes do have correlating hazards that need to be appropriately addressed in a fimely fashion to prevent inwanted events from occurring. Many of these activities are quite sophisticated. It entails that those individuals that conduct these events or processes do so in a responsible manner and within acceptable standards. It is unreasonable to expect the professional Fire Inspector to know all the details and hazards of a cermin activity off the top of his head. Even to research the specifies would be quite a task, considering the various topics and level of sophistication each may have. The codes and its acceptable standards provide the means of addressing activities with inherent hazards. The stipulation for compliance is normally there. The responsibility for compliance is usually with the owner or the individual conducting the activity. Hazard prevention is not a job reserved only for fire department personnel. It is an obligation of every capable citizen. Please approve of the Guam Fire Department's fine schedule and increase the prominence of code compliance.

## LECEIVED

24th Guam Legislature Committee on Judiciary. Public Safety and Consumer Protection Date:

#### GUAM FIRE DEPARTMENT

P.O. Box 2950, Agena Guern 96910 Tel: 472-3304 Fax: 472-3360



## **GUAM FIRE DEPARTMENT**

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## SUMMARY ACCOUNT OF THE GUAM FIRE DEPARTMENT'S PUBLIC HEARING ON ITS PROPOSED FEES AND FINES

The Notice of Public Hearing for 9 a.m. Monday, August 7, 1995 at the Governor's Cabinet Conference Room, was made through the Pacific Daily News on Friday, July 25, 1995. The Guam Fire Department conducted the hearing, as scheduled, at 9 a.m. Monday, August 7, 1995.

Department personnel conducting the hearing are as follows:

- 1. Gil P. Reyes, Fire Chief
- 2. M.F. Uncangoo, Acting Deputy Fire Chief (Fees and Fines Committee Chairman)
- 3. C. Gyulavics-Reyes, Battalion Fire Chief (Fees and Fines Committee Member)
- 4. C.C. Sanchez, Battalion Fire Chief
- 5. J.T. Tenorio, Fire Captain (Fees and Fines Committee Vice-Chairman)
- 6. Kathy Leon Guerrero

Providing oral testimony are the following:

- 1. Helen Ripple
- 2. Wadsworth Naehu
- 3. George Taylor
- 4. Alfred Manglona
- 5. Representative of Senator Lou Leon Guerrero
- 6. Raymond A. Perez

Introduction was made by the Fire Chief Gil P. Reyes stating the purpose of the hearing and further requested the public's input which will be considered in the department's final proposal of its fees and fines schedule. Captain J.T. Tenorio announced that in addition to the fees and fines schedule as authorized by Public Law 22-52, that the grace period for compliance with the Appendix portion of the Uniform Fire Code as mandated by Public Law 22-82 shall be that in which is established and written within the respective appendix. In short, the public hearing was to address issues and concerns of both public laws.

During the hearing there was no testimony given relative to opposing the imposition of fines. Most of the discussion was over fees for non-emergency use of an ambulance. Two individuals expressed that they were very involved in sports for kids, and that football events typically require that an ambulance be on site for the game to proceed. They further pointed out that if fees were to be charged, there should be no exception whether it be for the elderly, disabled or the young. One individual testified that he is in full support of the Guam Fire Department seeking fees and fines, with emphasis on Fire Code permit requirements and fines for code violations.

The meeting adjourned at 11:30 a.m.

Michael F. Uncango

### GUAM FIRE DEPARTMENT FINE SCHEDULE

#### FOR NONCOMPLIANCE WITH THE UNIFORM FIRE CODE (U.F.C.)

Public Law 22-52, "AN ACT TO ADD A NEW § 72106 TO TITLE 10, GUAM CODE ANNOTATED", enabled the Guam Fire Department to issue "...fines for [person(s)] creating fire hazards, disobeying permit conditions, failing to correct hazardous conditions reported as a result of building inspections, or non-compliance with the Fire Code." Pursuant to §72106, the Guam Fire Department recommends the following fine schedule.

"U.F.C. Section 103.4.4 Citations. Persons operating or maintaining an occupancy, premises or vehicle subject to this code who allow a hazard to exist or fail to take immediate action to abate a hazard on such occupancy, premises or vehicle when ordered or notified to do so by the chief shall be guilty of a misdemeanor." Each day is a separate offense.

U.F.C. SECTION	OFFENSE	FINE
103.4.3.1	Noncompliance with Orders or Notices	\$1000.00
103.4.3.2	Noncompliance with Condemnation Tag	1000.00
103.4.3.3	Removal and Destruction of Tags and Signs	1000.00
103.4.4	Unlawful Continuance of Hazards	1000.00

Where work for which a permit is required is started or proceeded with prior to obtaining said permit, the

following fines shall apply.

FACILITY VALUE	FINE
\$1-\$500	\$10.00
501-2,000	25.00
2,001-25,000	100.00
25,001-50,000	1,250.00
50,001-100,000	2,500.00
100,001-500,000	5,000.00
500,001-1,000,000	25,000.00
1,000,001-UP	50,000.00

All other violations are \$75.00 plus court costs. Each day is a separate offense. Fines are forfeitable on first offense and mandatory appearance is required on second offense.

## G\* \M FIRE DEPARTMENT FINE SCHEDULE

U.F.C. SECTION	<u>VIOLATION</u>	FINE
Section 101	Failure to comply with nationally recognized standards.	\$75.00
Section 101	Violation of provisions for the administration of laws relating to firesafety.	\$75.00
Section 103	Violation of provisions for the prevention of fires.	\$75.00
Section 104	Violation of provisions for the suppression or extinguishment of dangerous or hazardous conditions.	\$75.00
Section 103	Violation of provisions for the storage, use and handling of hazardous materials.	\$75.00
Section 103	Violation of provisions for the installation and maintenance and regulation of fire escapes.	\$75.00
Section 103	Violation of the provisions for the maintenance of fire protection and the elimination of fire hazards on land and in buildings, structures and other property, including those under construction.	\$75.00
Section 103	Violation of the provisions for the maintenance of exits.	\$75.00
Section 104	Violation of provisions for the investigation of the cause, origin and circumstances of fire and unauthorized releases of hazardous materials.	
Section 105	Violation of provisions for permits.	\$75.00
Section 901.1	Violation of Provisions for fire department access and water supply.	
Section 1001.1	Violation of provisions for fire protection systems and equipment.	\$75.00
Section 1101	Violation of provisions for general safety precautions.	\$75.00
Section 1201.1 Violation of provisions for the maintenance of exits and emergency escapes.		\$75.00
Section 1301.1	Violation of provisions for reporting of emergencies, emergency plans and emergency procedures.	
Section 2401	Violation of provisions for airports, heliports, helistops, and aircraft hangars.	\$75.00

### G\* M FIRE DEPARTMENT FINE SCHEDULE

<u>U.F.C. SECTION</u>	<u>VIOLATION</u>	FINE
Section 2501.1	Violation of provisions for places of assembly, including Group A Occupancies, reviewing stands, grandstands, bleachers, folding and telescoping seating, and outdoor carnivals and fairs.	\$75.00
Section 2601	Violation of provisions for the storage, uses and handling of flammable and combustible liquids and woodworking operations within bowling alleys and pinrefinishing rooms.	\$75.00
Section 2701	Violation of provisions for cellulose nitrate plastics (pyroxylin) storage and handling.	\$75.00
Section 2801	Violation of provisions for the storage and handling of combustible fibers.	\$75.00
Section 2901.1	Violation of provisions for repair garages used for service or repair of motor vehicles.	\$75.00
Section 3001	Violation of provisions for the storage, manufacturing and processing of timber, lumber, plywood, veneers and by-products.	\$75.00
Section 3201	Violation of provisions for tents, and temporary membrane structures having an area in excess of 200 sq. ft., and canopies in excess of 400 sq. ft.	\$75.00
Section 3301	Violation of provisions for the storage and handling of cellulose nitrate motion picture film.	\$75.00
Section 3401	Violation of provisions for automobile wrecking yards.	\$75.00
Section 3501  Violation of provisions for the temporary use of the common pedestrian area within a covered mall building for promotional, educational, assembly, sales or simila activities.		\$75.00
Section 3601.1	Violation of provisions for dry cleaning plants and systems.	\$75.00

# G M FIRE DEPARTMENT FINE SCHEDULE

U.F.C. SECTION	VIOLATION	FINE
Section 4501.1		
Section 4601	Violation of provisions for fruit-ripening processes in heated rooms and ripening processes where ethylene gas is introduced into a room to assist the ripening.	
Section 4701	Violation of provisions for fumigation and thermal insecticidal fogging operations.	
Section 4801	Violation of provisions for the storage, handling and processing of magnesium, including the pure metal and alloys of which the major part is magnesium.	
Section 4901	Violation of provisions for the use of welding, cutting and other hot-work equipment.	
Section 5001	Violation of provisions for processes manufacturing protective and decorative finishes or coating for industrial, automotive, marine, transportation, institutional, household or other purposes, including the handling of flammable or combustible liquids, combustible solids and dusts.	\$75.00

## G' \M FIRE DEPARTMENT FINE SCHEDULE

<u>U.F.C. SECTION</u>	<u>VIOLATION</u>	<u>FINE</u>
Section 5101.1	Violation of provisions for Semiconductor fabrication facilities and comparable research and development areas classified as Group H, Division 6 Occupancies, and the use, storage and handling of hazardous materials therein.	\$75.00
Section 5201.1	Violation of provisions for automotive, marine and aircraft motor vehicle fuel-dispensing stations, including public accessible and private operations.	\$75.00
Section 6101	Violation of provisions for oil-burning equipment other than internal combustion engines, oil lamps and portable devices such as blow torches, melting pots and weed burners.	\$75.00
Section 6201	Violation of provisions for the location, construction and operation of industrial baking and drying ovens which are heated with oil or gas fuel or which during operation contain flammable vapors from the products being baked or dried.	\$75.00
Section 6301	Violation of provisions for refrigeration unit and system installations having a refrigerant circuit containing more than 220 pounds of Group A1 or 30 pounds of any other group refrigerant.	\$75.00
Section 7401.1	Violation of provisions for the storage, use and handling of compressed gases in compressed gas containers, cylinders, tanks and systems.	\$75.00
Section 7501.1	Violation of provisions for the storage and handling of cryogenic fluids.	\$75.00
Section 7601.1	Violation of provisions for the prevention of dust explosions.	
Section 7701.1	Violation of provisions for manufacture, possession, storage, sale, transportation and use of explosive materials.	\$75.00

## G' M FIRE DEPARTMENT FINE SCHEDULE

<u>U.F.C. SECTION</u>	<u>VIOLATION</u>	FINE
Section 7801.1	Violation of provisions for fireworks and temporary storage, use and handling of pyrotechnic special effects material use in motion pictures, television, and theatrical and group entertainment productions.	\$75.00
Section 7901.1	Violation of provisions for the storage, use, dispensing, mixing, and handling of flammable and combustible liquids.	\$75.00
Section 8001.1	Violation of provisions for the prevention, control and mitigation of dangerous conditions related to storage, dispensing, use and handling of hazardous materials and information needed by emergency response personnel.	\$75.00
Section 8101.1	Violation of provisions for buildings containing high- piled combustible storage.	\$75.00
Section 8201	Violation of provisions for the storage, handling and transportation of LP-gas and the installation of equipment pertinent to systems for such uses.	\$75.00
Section 8401	Violation of provisions for the use of ribbon-type cellulose acetate and other safety film in conjunction with electric arc, xenon or other light source projection equipment which develops hazardous gases, dust or radiation and the projection of ribbon-type cellulose nitrate film, regardless of the light source used in projection.	\$75.00
Section 8501	Violation of provisions for permanent and temporary use of electrical appliances, fixtures, motors and wiring.	\$75.00
Section 8701	Violation of provisions for buildings undergoing construction, alteration or demolition.	\$75.00
Section 8801.1	Violation of provisions for the storage and retail display of aerosol products.	\$75.00
Section 9001.1	Violation of provisions of the <i>Uniform Fire Code</i> standards, Volume 2 of the Uniform Fire Code (U.F.C.)	\$75.00
Section 9001.2	Violation of provisions of Standard of Duty for recognized standards of Section 9003, U.F.C.	\$75.00

### G' 'M FIRE DEPARTMENT FINE SCHEDULE

<u>U.F.C. SECTION</u>	VIOLATION	FINE
Section 9001.3	Violation of provisions and requirements of recognized standards.	\$75.00
U.F.C. Appendix I-A Section 1	Violation of provisions for life-safety requirements for existing buildings, other than high-rise, which do not conform with the minimum requirements of the Uniform Building Code.	\$75.00
U.F.C. Appendix I-B Section 1	Violation of provisions for life-safety requirements for existing high-rise buildings constructed prior to the adoption of Appendix I-B and which house Group B Offices or Group R, Division 1 Occupancies, each having floors used for human occupancy located more than 75 above the level of fire department access.	\$75.00
U.F.C. Appendix I-C Section 1		
U.F.C. Appendix II-A Section 1	Violation of provisions for safeguards to prevent the occurrence of fires and to provide adequate fire-protection facilities to control the spread of fire which might be caused by recreational, residential, commercial, industrial or other activities conducted in hazardous fire areas.	\$75.00
U.F.C. Appendix II-B Section 1	and combustible liquids in tanks in locations subject to flooding.  U.F.C. Appendix II-C  Violation of provisions for marina facilities.	
U.F.C. Appendix II-C Section 1		
U.F.C. Appendix II-D Section 1  U.F.C. Appendix II-E Section 1  Violation of provisions for rifle ranges.  Violation of provisions for Hazardous Materials Management Plans (H.M.M.P.) and Hazardous Materials Inventory Statements (H.M.I.S.).  U.F.C. Appendix II-F Section 1  Violation of provisions for the storage and dispensing of motor fuels into the fuel tanks of motor vehicles from protected aboveground tanks located outside buildings.		\$75.00
		\$75.00
		\$75.00

### C AM FIRE DEPARTMENT FINE SCHEDULE

<u>U.F.C. SECTION</u>	VIOLATION	FINE
U.F.C. Appendix II-G Section 1	Violation of provisions for secondary containment for underground tank systems containing flammable or combustible liquids.	\$75.00
U.F.C. Appendix II-H Section 1	Violation of provisions for site assessments for determining the potential fire or explosion risk from a leak, spill or discharge from an underground flammable or combustible liquid storage tank.	\$75.00
U.F.C. Appendix II-I Section 1	Violation of provisions for equipment having a maximum ozone-generating capacity of ½ pound or more over a 24-hour period.	\$75.00
U.F.C. Appendix II-J Section 1	Violation of provisions for the storage of flammable or combustible liquids in tanks located with below-grade vaults.	\$75.00
U.F.C. Appendix III-A Section 1	Violation of provisions for determining fire-flow requirements for buildings or portions of buildings hereafter constructed.	\$75.00
U.F.C. Appendix III-B	Violation of provisions for fire hydrant locations and distribution for the protection of buildings, or portions of buildings.	
U.F.C. Appendix III-C Section 1	Violation of provisions for the inspection, testing and maintenance of water-based fire-protection systems.	\$75.00
U.F.C. Appendix III-D Section 1	Violation of provisions for basement pipe inlets.	\$75.00
U.F.C. Appendix IV-A Section 1	ection 1 buildings.  F.C. Appendix IV-B Violation of provisions for the use of natural or resinbearing cut trees in public buildings.  F.C. Appendix V-A Violation of provisions of nationally recognized	
U.F.C. Appendix IV-B Section 1		
U.F.C. Appendix V-A Section 1		

#### TWENTY-FOURTH GUAM LEGISLATURE

#### **PUBLIC HEARING**

## SENATOR ELIZABETH BARRETT-ANDERSON Chairperson, Committee on Judiciary, Public Safety and Consumer Protection

## WITNESS SIGN-IN SHEET

Committee Hearing Room, 173 Aspinall Ave., Ada Plaza Center, Suite 108A, Agana, Guam 96910 Wednesday, November 12, 1997 Public Hearing on Bill No. 428

	NAME(Please print)	ORGANIZATION	My Testimony: Oral/Written	I am For Bill 428	I am Against Bill 428
1	Joseph Tenorio	G.F.D.	Oral Written	Dill 428	DIII 428
2	Wie Reyes	GFB			
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