



**DEPARTMENT OF THE NAVY**

U.S. NAVAL BASE GUAM  
PSC 455 BOX 152  
FPO AP 96540-1000

NAVBASEGUAMINST 5092.1B  
N00  
8 Mar 2024

**U. S. NAVAL BASE GUAM INSTRUCTION 5092.1B**

**From:** Commanding Officer, U.S. Naval Base Guam

**Subj:** USE OF HISTORICAL SPANISH STEPS SITE ONBOARD U.S. NAVAL BASE GUAM

**Ref:** (a) DoD Instruction 1342.22, 05AUG2021  
(b) SECNAVINST 1754.1B  
(c) OPNAVINST 1754.1B  
(d) OPNAVINST 1740.3E  
(e) JTREGMARIANASNOTE 1620

**Encl:** (1) Operational Risk Management (ORM) Worksheet  
(2) Command Duty Officer (CDO) Checklist  
(3) Spanish Steps Safety Brief & Requirements  
(4) Hiking Safety Guide  
(5) Beach Safety Guide

1. **Purpose.** To promulgate policy, procedures, and information regulating MWR hikes and command access to the historical Spanish Steps on Naval Base Guam (NBG) in accordance with references (a) through (e). The primary responsibility for coordination of reservations to visit the Spanish Steps is held by Morale, Welfare and Recreation (MWR) Guam.

2. **Cancellation.** NAVBASEGUAMINST 5092.1A

3. **Responsibilities.**

a. **NBG Installation Commanding Officer (ICO)**

- (1) Establish policy for command use of Spanish Steps.
- (2) Provide program guidance and ensure safety guidance is promulgated.

b. **MWR/Installation Safety Officer**

- (1) MWR process reservation requests for hikes along Spanish Steps.
- (2) MWR publish access schedule to Command Duty Officer (CDO) as required.

(3) MWR monitor weather and other environmental conditions for hazards. MWR Installation Program Director (IPD) cancel planned events or close access to Spanish Steps as necessary.

(4) Installation Safety Officer monitor "mission requirements" and close access to Spanish Steps as necessary. Conduct annual inspection of Spanish Steps and enter report into ESAMS.

c. CDO

(1) Serve as the primary point of contact for tracking active hikes and liaise with MWR and Installation Safety to ensure authorization to access Spanish Steps is approved.

(2) Track access to Spanish Steps by using reservation schedule and CDO checklist.

d. Requesting Command/Organization for Unit Hikes

(1) Command is defined as military or supporting federal or educational agency having access to U.S. Naval Base Guam, including all Joint Region Marianas tenant commands and visiting units.

(2) Ensure all personnel are briefed per reference (e).

(3) Ensure Operational Risk Management (ORM) is properly completed and submitted to the sponsoring Commanding Officer (CO) for approval (O-5 or senior). Other supporting federal or educational agency must have the ORM approved by the agency head or director. This cannot be delegated.

(4) Hikes may be canceled/rescheduled due to inclement weather, mission requirements or other unforeseen events with short or no notice.

(5) Contact MWR to submit ORM approval forms and schedule hike no later than three (3) business days in advance of hike. Call Sumay Cove Marina at (671) 969-1826 or email MWR.SumayCoveMarina@gmail.com or visit MWR office at building 1985. Unit hikes will normally be scheduled Monday through Wednesday from 0700-1500.

(a) Unit hikes will consist of:

1. No one under thirteen (13) years of age.

2. Only one group of three (3) to fifteen (15) hikers per day.

(6) Units contact the NBG CDO no later than 1 hour prior to entering, and immediately after exiting Spanish Steps at contact number (671) 488-7147. Ensure communication capability with CDO is maintained at all times.

(7) Remove all litter from the trail and trail head.

(8) Ensure that members do not climb Spanish Steps as an individual, but as a group or unit/organizational activity.

(9) Ensure all members remain in the authorized area and do not enter off-limit areas.

(10) Ensure all conditions of the Spanish Steps ORM, safety brief & requirements are adhered to by all participants.

(11) UNIT/ORGANIZATION CONDUCTING HIKE ASSUMES ALL RESPONSIBILITY FOR ADEQUATE ORM AND CONDUCT IN RELATION TO RISK AND HAZARDS ASSOCIATED WITH SPANISH STEPS TRAIL AND LAGOON.

e. Requesting MWR Guided Hikes

(1) Ensure all personnel are briefed per reference (e).

(2) Hikes may be canceled/rescheduled due to inclement weather, mission requirements or other unforeseen events with short or no notice.

(3) Contact MWR to schedule reservations for planned hike no later than three (3) business days in advance of hike. Call Sumay Cove Marina at (671) 969-1826 or email MWR.SumayCoveMarina@gmail.com or visit MWR at building 1985.

(a) MWR Guided Hikes will consist of:

1. No one under thirteen (13) years of age.

2. Cost is \$15 per adult and \$10 per teenager (13-17).

3. Maximum two (2) hikes per day, with no less than five (5), and no more than thirty (30) participants per hike. Normal hike hours are 0830-1100 and 1330-1600.

4. Check-in 30 minutes prior to scheduled hike at Sumay Cove Marina, building 1985. Participants who lack the proper attire or equipment (e.g., appropriate hiking shoes), will not be allowed to participate. No refunds will be given.

(4) Contact the NBG CDO no later than 30 minutes prior to entering, and immediately after exiting Spanish Steps at contact number: (671) 488-7147. Ensure communication capability with CDO is maintained at all times.

(5) Remove all litter from the trail and trail head.

(6) Ensure that members do not climb Spanish Steps as an individual, but as a group or unit/ organizational activity.

(7) Ensure all members remain in the authorized area and do not enter off-limit areas.

(8) Ensure all conditions of the Spanish Steps ORM, Safety Brief & Requirements are adhered to by all participants.

(9) BY AGREEING TO HIKE SPANISH STEPS, PERSONNEL CONDUCTING THE HIKE ASSUME ALL RESPONSIBILITY FOR ADEQUATE ORM AND CONDUCT IN RELATION TO RISK AND HAZARDS ASSOCIATED WITH SPANISH STEPS TRAIL AND LAGOON.

4. Rescheduling. MWR will notify command/hikers to reschedule when Spanish Steps is closed due to inclement weather, mission requirements or other unforeseen events.

5. Records Management. Records created as a result of this instruction, regardless of media and format, must be managed per Secretary of the Navy Manual 5210.1 of January 2012.

6. Review and Effective Date. Per OPNAVINST 5215.17A, the Installation Safety Office along with MWR will review this instruction annually on the anniversary of its effective date to ensure applicability, currency, and consistency with Federal, DoD, SECNAV, and Navy policy and statutory authority using OPNAV5215/40 Review of Instruction. This instruction will automatically expire 5 years after effective date unless reissued or canceled prior to the 5-year anniversary date, or an extension has been granted.

  
J. T. FRYE

**Releasability and Distribution:**

This instruction is cleared for public release and is available electronically only via CNIC G2 Portal at <https://g2.cnic.navy.mil/NAVBASEGUAM/Pages/default.aspx>.

OPERATIONAL RISK MANAGEMENT MATRIX									
MISSION:		Spanish Steps					DATE:		
OPERATIONAL PHASE		HAZARD	CAUSES	INITIAL RAC	DEVELOP CONTROLS	FINAL RAC	HOW TO IMPLEMENT		HOW TO SUPERVISE
Environment		Weather	Rough surf, lightning, reduced visibility <500yds.	C-II 2	Follow "No-Go" Criteria: lightning, Sea State <3, visibility <500yds.	C-III 3	Two command representatives will concur on weather conditions prior to events.		Requesting Command Participants
Swim		Drowning, Near Drowning	Lack of skill, mechanical injury, exhaustion	C-I 2	Survey water skills, active observation, limit exhaustion, check tide charts.	E-I 3	Requesting command will not allow swimming outside of skill level.		Requesting Command Participants
Swim/Hike		Dehydration, Heat Stress	Climate, lack of hydration	C-II 2	Provide hydration, ensure breaks of 15min intervals during exercise.	D-II 3	Requesting command oversight. Buddy system for all events.		Requesting Command Participants
Swim/Hike		Mechanical Injury	Improper technique, slips/trips/falls, sharp objects	C-III 3	Hike slowly and deliberately, take extra caution with the trail is wet.	D-III 4	Requesting command oversight. Buddy system for all events.		Requesting Command Participants
Swim/Hike		Wildlife Encounters	Lack of caution, touching wildlife, biting insects	B-II 2	Wear insect repellent, be mindful of where you step and place your hands, do not touch the wildlife.	E-II 4	Requesting command oversight. Review safety instructions.		Requesting Command Participants
<b>RISK ASSESSMENT MATRIX</b>  <b>SEVERITY</b> I Catastrophic (Death, Loss of Assets, Mission Capability or Unit Readiness) II Critical (Severe Injury or Damage, Significantly Degraded Capability or Readiness) III Moderate (Minor Injury or Damage, Degrade Mission Capability or Readiness) IV Negligible (Minimal Injury or Damage, Little to No Impact on Mission or Unit Readiness)		<b>PROBABILITY</b>					<b>COMMAND REVIEW &amp; APPROVAL</b>		
		<b>FREQUENCY OF OCCURRENCE OVER TIME</b>							
		<b>A</b> Frequent	<b>B</b> Likely	<b>C</b> Occasional	<b>D</b> Unlikely	<b>E</b> Unlikely	<b>SUPERVISOR</b>    <b>REVIEWING SUPERVISOR</b>    <b>COMMAND APPROVER</b>  <b>FINAL RISK ASSESSMENT LEVEL</b>		
		1	1	2	2	3			
1	2	2	3	4					
2	3	3	4	4					
3	4	4	4	4					
<b>Risk Assessment Levels</b>									
<b>Extremely High = 1 / High = 2 / Medium = 3 / Low = 4</b>									
<b>Lessons Learned:</b>									
					<b>3 - Medium</b>				



## COMMAND DUTY OFFICER CHECKLIST

<b>MISSION:</b>	<b>SPANISH STEPS</b>
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<b>COMMAND:</b>		<b>COMMAND POC:</b>	
<b>NO. OF PERSONNEL:</b>		<b>TELEPHONE NO.:</b>	
<b>PURPOSE:</b>			
<b>DATE OF EVENT:</b>		<b>REQUESTED START TIME:</b>	
<b>ENTRY NOTIFICATION:</b>		<b>EXIT NOTIFICATION:</b>	

\* Reference NAVBASEGUAMINST 5092.1A.

\* Notifications - Commands to contact the CDO at (671) 488-7147 when starting/finishing a hike.

\* Emergencies - Contact Regional Dispatch Center at: (671) 333-4357.

8 Mar 2024

## Spanish Steps Safety Brief & Requirements



\*The beach to the right is off limits due to sea turtle nesting (see above picture).

### 1. Notifications:

- a. Contact safety office two days prior to event at (671) 339-7233.
- b. Contact the Command Duty Officer (CDO) at (671) 488-7147 when starting your hike and when finished with your hike. Communications will be maintained with CDO at all times while on Spanish Steps.

### 2. Emergencies:

- a. For emergencies, contact Regional Dispatch Center at: (671) 333-4357.

### 3. Safety support lines or ropes:

a. The trail to Spanish Steps is steep and slippery when wet, exercise caution when using the trail and hand lines.

b. Use the dry treated rope and two (2) safety support lines (for descent and ascent) along the path at each side.

### 4. Trails

- a. Report any debris, obstacles, or impalement hazards such as dead branches, roots, large loose rocks, jagged edged trees and coconut leaves to the CDO, if they cannot be easily/safely removed by the unit.
- b. Do not leave the trail or disturb the wildlife.

5. Beach and Water Hazards:

- a. At the bottom of the Spanish Steps, a pristine remote beach is surrounded by a lush sandy beach with paradise blue waters which holds beneath are strong currents as you draw closer towards the reef. The type of water currents are described below.
  - i. Long Shore Current. An ocean current which moves parallel to the shore that can form at any beach at is exposed to breaking surf caused by large swells sweeping into the shoreline at an angle that pushes water down the length of the beach in one direction. These currents can sweep swimmers and surfers into rip currents, coral rocks, and the reef.  
**If caught in a long shore current, do your best to regain your footing, remain calm, yell for help, face your feet in direction of travel, and swim perpendicular to the current to the shore.**
  - ii. Rip Current. Caused by waves pushing water towards the shore, which in turn flows back to the ocean floor through a narrow channel. The rip current can move in a speed up to five (5) miles per hour. These currents have a waves break called the "Kill Zone". The waves on a Kill Zone, can slam you on top of the reef or suck you underneath the surface. Waves breaks at the top and water tucks under the reef creating a washing machine effect.  
**If caught in a rip current, the best thing to do is concentrate on being afloat, yell for help, and ride out the rip current, until it dissipates. Once in calm water, await rescue or swim to shore only if there is a safe passage.**
  - iii. Under Current. A flow of water that moves below the surface of the ocean. Similar to the long shore and rip current, only this current is under the surface.  
**If you feel an undercurrent, stay close to the surface and swim towards the shore. If you are on the beach and see someone caught in a current, call for help from a lifeguard or call 911. Don't immediately dive in and swim to the person. It's too risky, and you yourself may get caught in the rip current. Seek professional assistance from Search and Rescue Guam including Guam Fire Department, U.S. Coast Guard, Naval Base Guam Harbor Patrol, and Helicopter Sea Combat Squadron.**
- b. Be cautious of aquatic life, sea urchins, jelly fish, stone fish and other marine life which arrives on water by seasons.
  - i. Use sturdy water shoes to easily grip the sea floor and prevents foot injuries.



- ii. Use a long swim pants and rash guard to prevent cuts or bites from fishes or stings. from sea urchins or jelly fish.
- iii. Be cognizant of the lined buoy or floating water fence along reef line which prohibits swimmers from entering hazardous rip current areas as a swim warning marker.

6. Recommended Personal Protective Equipment:

- a. Gloves for hand protection for hiking.
- b. Sturdy boots or shoes descending and ascending hike.
- c. Hat or cap for sun protection.
- d. Personal Flotation Device (PFD) when swimming.
- e. Whistle as a form of communication while out swimming for emergencies.
- f. Recommended hikers refrain from carrying equipment weighing more than twenty (20) percent of their body weight and ensure ample supply of drinking water.
- g. Mobile phones as a form of communication for emergencies, as well as, contact with the CDO.

7. Unexploded Ordnance (UXO)

Do not touch any UXO as it may be very unstable. If you find a UXO, Regional Dispatch Center at: (671) 333-4357.

8. Historical and Cultural Artifacts

If you find any historical or cultural artifacts, do not touch or disturb the item(s). Call Public Works Department; Historical and report them at: (671) 339-2093.

For more information please contact the Installation Safety Office at (671) 339-7233.

## Safety Tips

(Not An All Inclusive List)

Guam's hiking activities can pose significant hazards. Always be alert and cautious. Please adhere to the safety tips below for hiking activities:

- Stay updated on the weather forecast
- Two (2) person concept for any activity
- Tell someone where you are going and what time you plan on returning
- Stay hydrated and well nourished and pack extra supplies just in case of an emergency
- Protect your skin from the sun's ultraviolet rays
- Bring a cellular phone but understand some areas might not have reception
- Read posted caution or warning signs
- Do not participate in any activity under the influence of alcohol or medication that causes drowsiness
- Have the right gear for the event
- Be aware of poisonous animals or plants

## Weather Updates

- Weather website:  
<https://www.weather.gov/gum/>
- Off Base Dial: 211
- On Base Dial: 99-211

## Media Updates



@US Naval Base Guam  
@MWR Guam



@nbguam



Download Coast Guard App  
on your mobile phone:  
<https://uscgboating.org>

## Understanding Limitations

Guam's hiking activities are considered a high-risk activity and all military personnel are required to discuss with their supervisors their plans prior to engaging in the activity. JTREG Marianas Notice 1620 Identifies Off Limits locations, Restricted Water Activities, and High Risk Activities on Guam.

## Hiking Safety Guide



Please contact U.S. Naval Base Guam Safety Office at 339-SAFE (7233) for more information on Hiking Safety.

## Additional Information

- OPNAV M-5100.23
- OPNAVINST 5100.25C
- JTREG Marianas Notice 1620
- 2019 JRM Guam Hiking Safety Video:

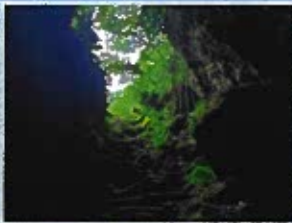
[https://drive.google.com/file/d/18933vc\\_71lh-igQELM49iuB0BTq5UvTc/view?usp=sharing](https://drive.google.com/file/d/18933vc_71lh-igQELM49iuB0BTq5UvTc/view?usp=sharing)

## Emergency Contacts

- Region Dispatch Center:  
671-333-4357
- NBG CDO: 671-488-7147

## Caves

As you prepare for your hiking



activity, please take the following, not all inclusive, items: water, insect repellent, food/snacks, knife, flashlight, rope, cell phone, whistle, good shoes, and a friend. Unless you are familiar and aware of the hazards in the area, it is recommended that you stay out of the caves on Guam. If it's your first time to explore caves, schedule with a reputable guide who knows the area and environmental hazards. Additionally, caves are not well lit, so bring a flashlight and be mindful the ground inside the cave may likely be slick with moss or mold and the rocks may be sharp. Ensure you are wearing proper footwear and take your time walking in and around the caves.



## Unexploded Ordnance (UXO)

To date, UXOs can still be found throughout the island and laying dormant. UXOs include hand grenades, land mines, bombs, bullets, antipersonnel mines, and rockets. Over time, these UXOs tend to blend in with the environment and can be hard to detect. If you find a UXO, do not touch it as it may be very unstable. If you find a UXO, call

911.



*Projectile*



*Grenade*



*Grenade*



*Grenade*

*Some grenades look like a soup can or a rock covered in the ground.*

## Wild Life & Insects

During your hike, you may encounter deer, feral pigs, frogs, brown tree snakes,



mice, bats, monitor lizards and coconut crabs. The coconut crab

when played with can amputate fingers if the claws happen to get a firm grip on you.



The calipers will need to be separated at the joint to release the claws or you can



try tickling the bottom of the crab's stomach to release the claws. While hiking, you may also

encounter several varieties of spiders, wasps, centipedes, and other harmful insects. If stung by an insect seek medical attention if pain persist.



## Safety Tips

Guam's water activities can pose significant hazards. Always remain alert and cautious. Please adhere to the safety tips below for water activities:

- Use a Personal Flotation Device (PFD) and take swimming lessons
- Wear water shoes that cover the entire foot and have thick soles to protect your feet from hot surfaces and sharp objects.
- Stay updated on the weather forecast
- Two (2) person concept for any activity
- Tell someone where you are going and what time you plan on returning
- Stay hydrated and well nourished and pack extra just in case of an emergency
- Protect your skin from the sun's ultraviolet rays
- Bring a cellular phone but understand some areas might not have reception
- Read posted caution or warning signs
- Do not participate in any activity under the influence of alcohol or medications which causes drowsiness
- Have the right gear for the activity
- Be aware of poisonous animals or plants
- Avoid touching UXO's
- Contact MWR for activities you might be interested in and participating.



## Weather Updates

- Weather website:  
<https://www.weather.gov/gum/>
- Off Base Dial: 211
- On Base Dial: 99-211

## Media Updates



@US Naval Base Guam

@MWR Guam



@nbguam



Download Coast Guard App on your mobile phone:

<https://uscgboating.org>

## Risk Assessment Code

Operational Risk Assessments are conducted for beach safety hazard awareness and corrective actions. The below Risk Assessment Matrix is used to assign the risk levels associated with the beach hazards.

RISK ASSESSMENT MATRIX		PROBABILITY				
		Frequency of Occurrence Over Time				
		A Frequent (Commonly)	B Likely (Will occur frequently)	C Occasional (Will occur several times)	D Seldom (Rarely, not to be expected to occur)	E Unlikely (Probable, but unlikely to occur)
Severity Effect of Hazard	<b>Catastrophic</b> (Death, Loss of Asset, Mission Capability or Unit Readiness)	I EH 1	EH 1	H 2	H 2	M 3
	<b>Critical</b> (Person Injury or Damage, Significantly Degraded Mission Capability or Unit Readiness)	EH 1	H 2	H 2	M 3	L 4
	<b>Moderate</b> (Minor Injury or Damage, Degraded Mission Capability or Unit Readiness)	H 2	M 3	M 3	L 4	L 4
	<b>Negligible</b> (Minimal Injury or Damage, Little or No Impact on Mission Readiness or Unit Readiness)	M 3	L 4	L 4	L 4	L 4
		Risk Assessment Levels				
		EH-Extremely High	H-High	M-Medium	L-Low	L-Low

## Beach Safety Guide



Please contact U.S. Naval Base Guam Safety Office at 339-SAFE (7233) for more information on Beach or Hiking Safety.

## Requirements

- OPNAV M-5100.23
- 2019 JRM Guam Water Safety Video:  
<https://drive.google.com/file/d/1uApqkYsSrTK841PiiKm7Wshy1cOePqus/view?usp=sharing>
- or
- <https://www.youtube.com/watch?v=fTVJsEI3wTg>
- 2019 JRM Guam Hiking Safety Video:  
[https://drive.google.com/file/d/18933yc\\_71lh-igOELM49iuB0BTg5UvTc/view?usp=sharing](https://drive.google.com/file/d/18933yc_71lh-igOELM49iuB0BTg5UvTc/view?usp=sharing)
- or
- <https://www.youtube.com/watch?v=yQOr2CtUvI8&spfreload=10>

## Emergency Contacts

- Region Dispatch Center: 671-333-4357
- NBG CDO: 671-488-7147

## Prohibited Water Activities

The JTREG Marianas Notice 1620 notifies all military personnel on Guam and in the Commonwealth of Northern Mariana Islands of the off-limits locations, other prohibitions, and restrictions.

- Cliff diving
- Water entry at Pagat Shore and Sharks Hole
- Hiking near rivers or outlets and waterfalls during or after heavy rain
- Cave diving or underwater spelunking
- Swimming in the vicinity of breakwater
- Reef walking
- Non-Recreational diving below 130 feet and wreck diving unless appropriately certified and equipped
- Limited swimming areas in CNMI

## Rip Currents

A Rip Current is a powerful, channel current that can pull you away from the shore. This water hazard has resulted in severe injuries and drownings. If caught in a Rip Current, please follow the below safety tips:

- Remain calm and don't fight the current
- Swim parallel to the shore
- Be aware of your surroundings
- Shout and wave for help if you cannot escape



## Guam Beach Map



## Marine Life

**Guam has many marine life hazards. Please be cautious while swimming.**

**Cone Snails.** Cone snails are usually found under rocks and coral or crawling along the sandy bottom. The snail's shell is most often symmetrical in a spiral coil with one or two pairs of tentacles. The cone snail has a highly developed venom apparatus that can puncture through your clothing. The sting has a burning sensation which can spread throughout your body and may be severe. Please seek medical attention if needed.

**Lionfish or Stonefish.** They are shallow-water bottom dwellers. The sting of either fish can produce excruciating pain, along with local tissue destruction. Symptoms can also include respiratory failure and cardiovascular collapse. Please seek immediate medical attention if you got stung.

**Box Jellyfish and Portuguese Man-O-War.** Found on or below the surface of the water and washed ashore. Sting can be painful and possibly fatal. Apply vinegar and isopropyl alcohol and please seek medical attention if needed.

### General Marine Life Safety:

- Wear water shoes while in the ocean
- Don't reach into holes or crevices to touch the marine life
- Do not put sea shells in your pocket
- Do not eat marine life you are unfamiliar with

