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75 GL-19-0485
Speaker Tina Rose Muña Barnes MAY 02 2019

MAY 06 2019
Time 2:14 ( )AM (X)PM
Received By: Matt

The Honorable Tina Muña Barnes
Speaker
I Liheslaturan Guåhan
I Mina'trentai Singko Na Liheslaturan Guåhan
Committee on Public Accountability, Human Resources, and the Guam Buildup
Guam Congress Building
163 Chalan Santo Papa
Hagatna, GU 96910

2019 MAY -6 PM 3:23

Dear Speaker Muna Barnes:

Håfa Adai! I am pleased to announce that the Bureau of Statistics and Plans (Bureau) has completed the draft of Guam's FY 2019-2022 Strategy for Drug Control, Violent Crime and Criminal Justice Systems Improvement. A recent amendment to the Edward Byrne Memorial Justice Assistance Grant (JAG) Program statute requires that states create and submit a strategic plan with their FY 2019 JAG grant applications.

The FY 2019 Byrne JAG solicitation was released on April 24, 2019 and the Bureau, as the designated State Administering Agency, will be submitting its application. In compliance with the JAG Program statute, the strategic plan was developed with input from a broad range of identified stakeholders; describes evidence-based approaches that will be used for planning, program implementation, and evaluation; and illustrates how Guam will allocate or prioritize the funding. By law, strategic plans are to be reviewed annually and updated every 5 years.

Guam's Fiscal Year 2019-2022 Strategy for Drug Control, Violent Crime and Criminal Justice Systems Improvement is a continuation of past plans to meet the grant program's objectives while also balancing significant funding reductions to the grant program. It reflects that Guam will use the FY 2019 Justice Assistance Grant funds to fund the first year of the four year grant to address improving the functioning of Guam's criminal justice system with the limited local revenue resources. The strategy pulls together limited resources and targets them to programs to prevent or reduce crime and violence and which permit capacity building, which could not have otherwise been implemented. The plan outlines the types of programs to be funded by JAG award and provides a brief analysis of the need for the programs. The plan also identifies statewide priorities and planning, anticipated coordination efforts involving JAG and related justice funds. It is the intent of the strategy to secure the safety of our island community based on capacity building for public safety, crime prevention programs that are effective, for preparedness, technology improvement and commitment of shared resources.

To provide the opportunity to comment, the strategic plan is being made available for review to the governing body of the state, the public and criminal justice stakeholders. Enclosed is Guam's FY 2019-2022 Strategy for Drug Control, Violent Crime and Criminal Justice Systems Improvement for your review.

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Should you have any comments or concerns with Guam's FY 2019-2022 Strategy for Drug Control, Violent Crime and Criminal Justice Systems Improvement, please provide your written comments to the Bureau by no later than 5:00 pm on Monday, May 20, 2019. If we do not receive any comments by then, the Bureau will assume that you concur with the updated plan.

Your continued support of our programs is greatly appreciated. Should you require additional information, please do not hesitate to contact Ms. Lola E. Leon Guerrero, Chief Planner, at 472-4201/2/3 or by email at lolalg@bsp.guam.gov. *Si Yu'os Ma'åse*.

Sincerely,

TYRONE J. TAITANO
Director

Enclosure

BUREAU OF STATISTICS AND PLANS
Government of Guam
May 2019

Edward Byrne Memorial Justice Assistance Grant (JAG) Program

Draft
Guam's FY 2019-2022 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement

Doc. No. 35GL-19-0485.

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DRAFT EXECUTIVE SUMMARY

The Edward Byrne Memorial State and Local Law Enforcement Formula Grant Program (Byrne Formula Grant Program), created by the Anti-Drug Abuse Act of 1988 (Public Law 100-690) to help states reduce illicit drug use and violent crime, is administered by the Bureau of Justice Assistance (BJA), Office of Justice Programs, U.S. Department of Justice. The Bureau of Statistics and Plans is the administering agency for the Byrne Formula Grant Program. The Bureau of Statistics and Plans works in collaboration with Guam's Law Enforcement Entities, Guam's Education System, Guam's Substance Abuse Treatment entity, Guam's Public Housing entity, and Guam's Public Health entity to identify areas of programmatic need (problems) related to illicit drugs and violent crime and systems improvement and methods of targeting these areas of need (solutions) through Guam's Multi Year Strategy for Drug Control, Violent Crime and Criminal Justice Systems Improvement. The purpose of Guam's Multi Year Strategy for Drug Control, Violent Crime and Criminal Justice Systems Improvement is to describe these problems and solutions, and provide a framework for implementation and evaluation of the projects funded with Guam's Byrne Formula Grant Program.

This program was replaced by the Edward Byrne Memorial Justice Assistance Grant Program (Justice Assistance Grant Program) in Fiscal Year 2005 to support all components of the criminal justice system, from multi-jurisdictional drug and gang task forces to crime prevention and domestic violence programs, court, corrections, treatment, and justice information sharing initiatives.

Guam's Fiscal Year 2019 – 2022 Strategy for Drug Control, Violent Crime and Criminal Justice Systems Improvement is a continuation of past plans to meet the grant program's objectives while also balancing significant funding reductions to the grant program. It reflects that Guam will use the FY 2019 Justice Assistance Grant funds to fund the first year of the four year grant to address improving the functioning of Guam's criminal justice system with the limited local revenue resources. The strategy pulls together limited resources and targets them to programs to prevent or reduce crime and violence and which permit capacity building, which could not have otherwise been implemented. The plan outlines the types of programs to be funded by JAG award and provide a brief analysis of the need for the programs. The plan identifies statewide priorities and planning, anticipated coordination efforts involving JAG and related justice funds. It is the intent of the strategy to secure the safety of our island community based on capacity building for public safety, crime prevention programs that are effective, for preparedness, technology improvement and commitment of shared resources. The strategic plan was developed through a ranking process by the criminal justice professionals and other stakeholders using cumulative voting (dot voting). This method resulted in the selection of Guam's top five priorities. Based on the top five priorities, the Bureau gathered the data and information to support the plan from our criminal justice agencies and resource partners.

Guam's priority areas under this Byrne JAG plan are the following:

- Law Enforcement Priority
- Treatment and Rehabilitation Priority
- Technology Improvement Priority
- Prevention and Education Priority
- Corrections and Community Corrections Priority

I. STRATEGY DEVELOPMENT PROCESS AND COORDINATION EFFORTS

State Administering Agency

The Governor of Guam has designated the Bureau of Statistics and Plans as the State Administering Agency (SAA) to apply for and administer the Edward Byrne Justice Assistance Grant Program. Specifically, the SAA is responsible for coordination of JAG funds among Guam's justice initiatives, preparation and submission of the Guam's JAG application, administration of JAG funds including establishing funding priorities, distributing funds, monitoring sub-recipients' compliance with all JAG special conditions and provisions, and providing ongoing assistance to sub-recipients, and submitting quarterly financial reports (FFR425) and performance metrics reports, and semi-annual programmatic reports.

Initially created under Public Law 12-200, the Bureau of Planning's mission was redefined during 1990 by Public Law 20-147. In 2002 it was once again redefined by Public Law 26-76 and its name was changed to the Bureau of Statistics and Plans.

Public Law 20-147, as amended by Public Law 26-76, stipulates in statute that it is the Bureau of Statistics and Plans' responsibility to undertake any planning activity that is not being carried out or that is not the function of another department. The Bureau has the legislative flexibility to appraise, coordinate, prepare and assist in the development of a wide range of plans, policies and studies that further economic, social, land use, environmental and infrastructure goals, priorities and planning activities. This flexibility is reflected in the Bureau's mission statement. It is further mandated to disseminate and make available economic, social, and physical data and information for researches, policy makers and the public.

The Bureau of Statistics and Plans' mission is to ensure Guam's resources are effectively used for the benefit of present and future generations by ensuring consistency among various plans, policies and programs. In order to do this, the Bureau is committed to:

- Serve as a catalyst for planned and balanced economic, social, environmental and physical growth;
- Advise the Governor during the formulation of policies and on the interrelationships among laws, plans, policies and programs;
- Provide oversight during the formulation and integration of plans, policies and programs which further social, economic, environmental and physical development goals and priorities;
- Encourage private/public partnerships in the formulation and implementation of plans, policies and programs;
- Ensure the availability of information generated by the Government of Guam for policy and plan development;
- Provide technical support to other Government of Guam entities in order that they can meet their missions; and
- Ensure the availability of timely and accurate statistical indices that are required to make sound decisions to improve Guam's economic viability.

Doc. No. 35GL-19-0485.

A. STRATEGY PLANNING DEVELOPMENT PROCESS

In light of the Bureau of Statistics and Plans mission, the Bureau is responsible for the development of Guam's drug control, violent crime and criminal justice systems strategic plan in consultation and coordination with Guam's officials whose duty it is to enforce drug and criminal law and direct the administration of justice. Moreover, the Bureau closely monitors its strategies to ensure that Guam is able to effectively and efficiently combat drug and violent crime and improve the criminal justice system to ensure that the activities conducted by one component of the criminal justice system do not adversely impact upon another. In addition to formulating Guam's strategy, the Bureau also makes funding decisions. The Bureau determines which projects are to be funded and the specific items to be funded for each of the approved programs by addressing projects which have an impact upon reducing crime and which permit capacity building, that could not have otherwise have been implemented.

Annually, information on the resource needs, gaps in services and data as it relates to the overall operation of the criminal justice system are solicited and collected from Guam's criminal justice entities and the Bureau's resource entities. The information provided by the organizations and the professionals they represent are analyzed and utilized to support the overall plan development.

The Bureau's partners in planning are the following law enforcement entities and resource entities:

- Office of the Attorney General
- Guam Police Department
- Department of Corrections
- Judiciary of Guam
- Department of Youth Affairs
- Guam Customs and Quarantine Agency
- Department of Mental Health and Substance Abuse
- Department of Public Health and Social Services
- Guam Homeland Security
- Jose D. Leon Guerrero Port Authority of Guam
- A.B. Won Pat Guam International Airport Authority
- Guam Housing and Urban Renewal Authority
- Department of Public Works Office of Highway Safety
- Governor's Federal Program Office
- Guam Department of Education
- Public Defender Services Corporation
- 33rd Guam Legislature Committee on Guam U.S. Military Relocation, Homeland Security, Veteran's Affairs & Judiciary
- 33rd Guam Legislature Committee on Public Safety, Infrastructure & Maritime Transportation
- 33rd Guam Legislature on Health & Human Services, Health Insurance Reform, Economic Development, & Senior Citizens

Doc. No. 35GL-19-0485.

The Bureau held a Stakeholders meeting on October 20, 2016 to identify the priorities to address in Guam's FY 2019–2022 Multi Year Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement Strategies. Guam's top priorities was selected through a ranking process by criminal justice professionals and other stakeholders using cumulative voting (dot voting). The Bureau similarly held a meeting in September 18, 2018 to address the Resources Needs, Gaps in Services, and Coordination of Federally Funded Programs to clearly define the needs of our criminal justice and law enforcement community and to avoid the duplication of services. The following agencies were represented at the meeting: Office of the Attorney General, Guam Police Department, Department of Corrections, Judiciary of Guam, Department of Youth Affairs, Guam Customs and Quarantine Agency, Department of Mental Health and Substance Abuse, Department of Public Health and Social Services, Guam Homeland Security, Jose D. Leon Guerrero Port Authority of Guam Security Police, A.B. Won Pat Guam International Airport Authority Security Police, Public Defender Services Corporation, 33rd Guam Legislature Committee on Guam U.S. Military Relocation, Homeland Security, Veteran's Affairs and Judiciary. The outcome of the meeting resulted in the following priorities identified to address in the development of the FY 2019-2022 Multi Year Strategy:

- Prevention and Education
- Corrections and Community Corrections
- Planning, Evaluation and Technology Improvement
- Drug Treatment and Rehabilitation
- Law Enforcement

B. COORDINATION EFFORTS

Developing, planning, and coordinating and facilitating multi agency statewide efforts on criminal justice issues and funding remains a primary focus of the State Administrative Agency. Efforts have been initiated to establish coordination with other justice related federally funded programs. The Bureau of Statistics and Plans reviews all proposed programs and projects for the territory wide impacts and relationship to comprehensive plans, policies, or laws through the Intergovernmental Review of Federal Programs (State Executive Order 12372) process. The department will continue to emphasize coordination and collaboration as it works to implement and administer this grant program.

1. Federal Participation in Strategy Development:

Federal participation in state law enforcement no longer means merely supplying money and the policy attached to it. Federal participants have become significant suppliers of expertise to Guam's governments. The Bureau of Statistics and Plans considers it both desirable and important for all concerned to have federal participation in the strategy development process through the input of the U.S. Attorney's Office, the Drug Enforcement Administration, the U.S. Immigration and Customs Enforcement Agency, and the Bureau of Alcohol, Tobacco Firearms and Explosives. The Bureau of Statistics and Plans coordinates with these entities in the review of the Strategy.

Doc. No. 35GL-19-0485.

2. Coordination with Other State Agencies and Funded Programs:

The Bureau of Statistics and Plans also actively pursues a cooperative and collaborative relationship with the following departments of Guam's government which receive federal funds for drug education, treatment and prevention, as well as criminal justice related issues: Office of the Attorney General, Guam Police Department, Department of Corrections, Judiciary of Guam, Department of Youth Affairs, Guam Customs and Quarantine Agency, Guam Behavioral Health and Wellness Center, Department of Public Health and Social Services, Guam Homeland Security, Guam Housing and Urban Renewal Authority, Department of Public Works Office of Highway Safety, Jose D. Leon Guerrero Port Authority of Guam, A.B. Won Pat Guam International Airport Authority, Governor's Federal Program Office, Guam Department of Education, and Public Defender Services Corporation.

3. Coordination among Federally-Funded Programs

Efforts have been initiated to establish coordination with other federal funded programs whose purpose is focused in drug abuse prevention, early intervention and treatment, education, prevention and other criminal justice related areas. The Bureau of Statistics is in a good position to coordinate Byrne-funded programs with other federally funded programs in Guam as we only have one level of government and we work collaboratively with these entities, particularly those supporting state drug abuse treatment, education, prevention and other criminal justice related areas.

4. Additional Strategic Planning/Coordination Efforts

The Bureau of Statistics and Plans is an active member on Guam's Criminal Justice Automation Commission, the State Epidemiology Outcome Work Group, and the Guam's Sex Offender Registry Committee. The Bureau's staff also keeps abreast of issues pertaining to Guam's Sexual Assault Steering Committees, Guam's Family Violence Sexual Assault Task Force, and Guam Coalition against Sexual Assault and Family Violence in consultation with our sub grantees.

In addition, the Bureau of Statistics and Plans participates in kind with similar planning bodies sponsored by our partners; in writing and reviewing Office of Justice Program grants solicitation; and in providing technical assistance pertaining to Office of Justice Programs. Information sharing, networking, joint planning and evaluation are some of the ways that agencies coordinate their federally funded program efforts. Concerted efforts are made each year to coordinate availability of grant monies to state entities from these sources to reduce duplication and fragmentation.

II. STATEMENT OF THE PROBLEM

A. The Nature and Extent of the Problem

Guam's Profile:

Guam is the largest and southern most islands in the Mariana Archipelago. Located in the western North Pacific Ocean, it houses two of the most strategically important U.S. military installations in the Pacific. Guam also serves as a critical distribution center within Micronesia and the rest of the Pacific and Asia because of its ports of entry and air links. In comparison to most Pacific Islands, Guam is one of the most progressive, modern society in the Western Pacific. According to the *2017 Guam Statistical Yearbook*, the projected population for Guam in 2017 is 163,875. Guam's population is multi ethnic and multi racial. Currently, Chamorros comprise the largest ethnic group, accounting for 37.3% of the total population, Filipinos make up 26.3%, Whites make up 7%, other Pacific Islanders make up 12% and other ethnic origin or race make up 17.3%.

Guam is an organized, unincorporated territory of the U.S. with policy relations under the jurisdiction of the Office of Insular Affairs, U.S. Department of Interior. The island is unique as it has only one level of government that includes one police department, one correction system, one judicial branch, and one attorney general office.

Available Data on Guam's Population and Socio-Economic Conditions:

The Bureau of Statistics and Plans monitors the following sources of community and criminal justice system trends to be able to identify the "Nature and Extent of the Problem in Guam": 2017 Crime In Guam Uniform Crime Reporting (UCR) Report; 2017 Correction's population; 2017 Sexual Assault Data; 2017 U.S. District Court Criminal Caseload Statistics; 2017 Judiciary of Guam Caseload Statistics; 2017 Byrne JAG Sub grantee Quarter Progress Reports; 2017 Forensic Science Narcotics Control Data; and Environmental "scans" of other criminal justice system issues derived from routine contacts with other agencies.

B. Law Enforcement Priority

Nature and Extent of Guam's Drug Problem:

The nature and extent of Guam's drug problem has not significantly changed over the years. Crystal methamphetamine or "ice" continues to be the most commonly abused illegal drug on Guam, and it has been the prominent drug of choice on Guam over the past three decades. The continental United States is the growing source of production and transshipment for Guam. The drug is mostly being smuggled onto the island through the postal services and private express mail. The Philippines, which serves as both a production and transshipment area, continues to be one of the main sources of the crystal methamphetamine being available on Guam. Crystal methamphetamine is also produced in and transported from our neighboring Asian countries such as Hong Kong, Taiwan, China and Korea.

Marijuana is another prevalent illegal drug on Guam. Reports from law enforcement indicate that marijuana cultivated on Guam is done more in grow houses within residential homes rather than marijuana being grown outdoors in the jungle. Marijuana is shipped to Guam via postal packages or transported via commercial air flights from the U.S. mainland and Honolulu. It has attained a social status similar to other jurisdictions dealing with legalized or medical marijuana laws. Guam legalized medical marijuana in 2014 under the Joaquin "KC" Concepcion II Compassionate Cannabis Use Act of 2013, but it has yet to get off the ground due to the lack of a testing laboratory and enforcement resources. Guam also enacted public law 34-125 that will allow qualified patients and their eligible caregivers to grow their own medical marijuana until the government medical cannabis program is established. The new law will allow patients and caregivers to obtain a grower's permit from the Department of Public Health and Social Services, allowing them to cultivate and possess as many as six flowering plants and 12 juvenile plants at a time. With the recent legalization of medicinal marijuana on Guam, there has been a significant amount of seizures originating from the mainland.

Multi-jurisdictional task forces are also starting to see an influx of CBD (cannabidiol) products coming from the mainland and being transported via USPS, and other freight forwarding companies such as FedEx and DHL. CBD is a new product and upon field testing these products, task forces are obtaining presumptive positive test results for the presence of THC. CBD products have just been introduced into the market as recent as January 2019 and currently do not have an approved manufacturer's listing. As with the recent legalization of medicinal marijuana on Guam, there have been significant seizures of several types of marijuana products such as oils, vape juices, edibles (gummies, baked goods), and "dabs" (BHO - butane honey oil), which shows that the marijuana industry has become so sophisticated with the diversity of products available on the market.

An emerging drug problem that could potentially have a devastating effect in Guam is the opioid crisis. Although reports from our law enforcement agencies have not seen the level of opioid addiction problems experienced in the continental United States, law enforcement officials are concerned Guam might be facing similar issues and they are closely monitoring the opioid related cases and looking for possible crime trends or pattern to mitigate it from becoming a potential crisis on Guam. Health care professionals are also concerned. According to a KUAM news article, the

Guam Memorial Hospital (GMH) "health care professionals are discussing ways to battle an opiate epidemic which has become a growing problem here in Guam." Guam's only public hospital reported that it is experiencing an increase in incidences of opioid related cases seen at its Emergency Room. GMH reported a total of 12 opioid related cases beginning January 1, 2018 to March 31, 2018. This is a 100% increase from the 12 opioid related cases in calendar year 2017. This reported increase in addition to the abuse of prescription drugs such as codeine, morphine and others is a growing concern for healthcare professionals in Guam.

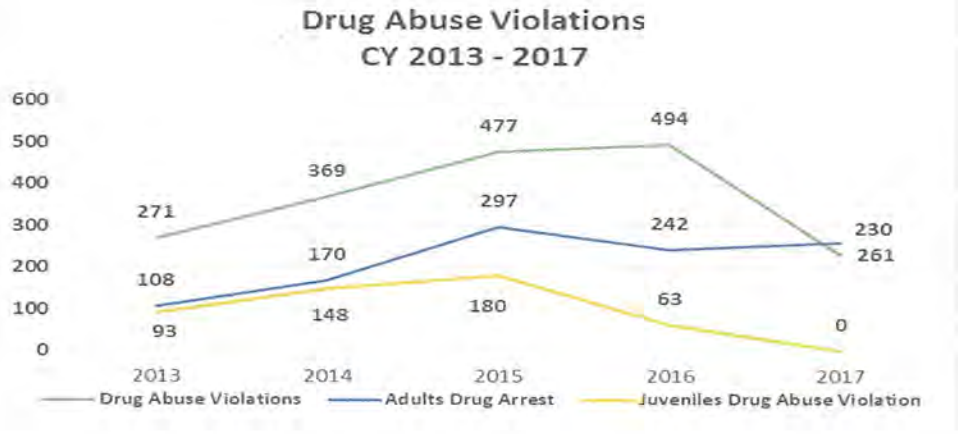
Law enforcement has recently been educated on the dangers and exposure to fentanyl due to the increase in exposure in the mainland. Fentanyl is a powerful synthetic opioid that is similar to morphine but is 50 to 100 times more potent. It is a prescription drug that is made and used illegally. Like morphine, it is a medicine that is typically used to treat patients with severe pain, especially after surgery, or to treat patients with chronic pain who are physically tolerant to other opioid. Guam's local hospital may not be prepared with the required antidotes in the event of a mass exposure. Drug manufacturers are using fentanyl as an ingredient to "cut" drugs because a minute amount can produce an extreme high, therefore allowing the manufacturer to produce larger batches at a much lower cost, with a much larger profit gain. Currently there has not been any reports of fentanyl cases on Guam, but it is only a matter of time when this will happen. In prescription form, Fentanyl is known by such names as Actiq®, Duragesic®, and Sublimaze®. In its illegal form, the street names include Apache, China Girl, China White, Dance Fever, Friend, Goodfellas, Jackpot, Murder 8, and Tango & Cash.

Furthermore, cocaine is another alarming illegal drug that is making a resurgence in Guam as law enforcement agencies are reporting a recent rise in the volume of cocaine seizures. Recent news article reported a total of six packages of suspected cocaine were recovered along the coast line from March to Aril 2018. These packages were later tested and determined to be cocaine. In addition, law enforcement officers have conducted several drug raids that have led to seizures of cocaine by the pounds and have seen an increase in the number of cocaine related arrests since the recovery of the suspected packages of cocaine. According the resident Drug Enforcement Agency in charge for the Marianas "the amount seized is quite significant" and they are "pursuing investigative leads involving the sale and distribution of cocaine on island, and within the region."

Drug-Related Incidents:

Drug Arrests:

Drug abuse encompasses all violations of Guam's drug laws. These are offenses such as unlawful possession, sale, use, growing and manufacturing of drugs. According to the *2017 Crime in Guam Uniform Crime Report*, a total of 2,881 offenders were arrested. Of the total offenders arrested, adult offenders represented 97 percent and juveniles represented 31 percent. The estimated number of offenses involving drugs in 2017 was 230. According to the *2017 Crime in Guam Uniform Crime Report*, the change in the number of offenses involving drugs decreased 53.4 percent when compared to the 494 drug violations reported in 2016. The number of adult persons arrested for drug abuse violations in 2017 was 261. This is an 8 percent increase when compared to 2016 with 242.



Source: Guam Police Department, 2017 Crime in Guam Uniform Crime Report

Federal and local law enforcement agencies share in the responsibility for enforcing Guam's drug laws through multi-jurisdictional efforts. In Calendar Year 2017, the task forces made 76 drug arrests and investigated 69 drug cases. The drug arrest is a 19 percent increase over the 64 drug arrest in 2016. Of the 76 drug arrests, 69 were for methamphetamine and 7 were for marijuana. In Calendar Year 2017, the task forces investigated 69 drug cases of which 59 were for methamphetamine, 9 for marijuana, and 1for Spice.

Task Force Drug Interdiction Activities
Calendar Year 2013 to Calendar Year 2017

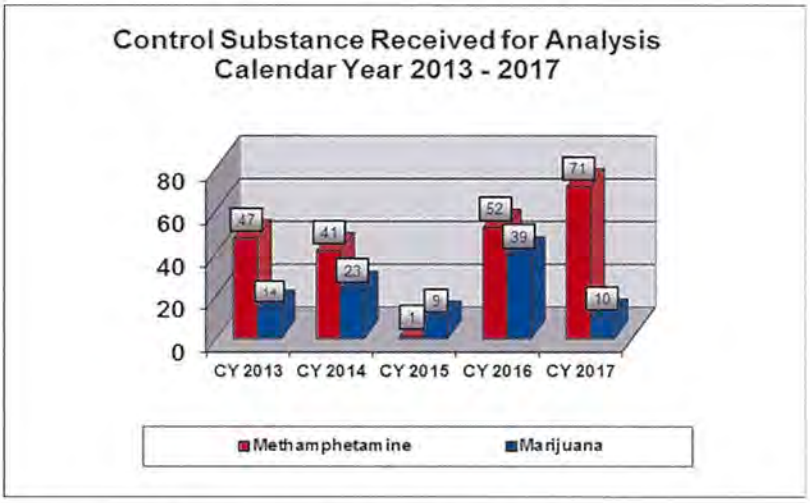
Drug Type	Calendar Year 2013		Calendar Year 2014		Calendar Year 2015		Calendar Year 2016		Calendar Year 2017	
	Multi jurisdictional Task Force		Multi jurisdictional Task Force		Multi jurisdictional Task Force		Multi jurisdictional Task Force		Multi jurisdictional Task Force	
	Arrest	Investigated	Arrest	Investigated	Arrest	Investigated	Arrest	Investigated	Arrest	Investigated
Methamphetamine	83	107	72	77	68	72	49	56	69	59
Marijuana	4	5	1	13	3	4	14	23	7	9
Cocaine	0	1	2	1	0	0	0	0	0	0
Heroin	0	0	0	0	0	0	0	0	0	0
MDMA	0	0	2	1	0	0	0	0	0	0
Steroids	0	0	0	0	0	0	0	0	0	0
Ecstacy	0	1	0	0	0	0	0	0	0	0
Prescription Drug	0	0	2	2	0	0	0	0	0	0
Spice	0	0	0	0	0	0	0	1	0	1
LSD	0	0	0	0	0	0	1	1	0	0
Total	**87**	**113**	**79**	**94**	**71**	**76**	**64**	**81**	**76**	**69**

Source: DEA, HIS and SVCTF Task Force Quarter Progress Report

Drug Analysis:

The Guam Police Department's Forensic Science Division is the only U.S. police forensic laboratory west of Hawaii. In addition to receiving evidence for analysis from Guam's law enforcement entities, it also receives evidence for analysis from various federal enforcement entities located on Guam and from neighboring political jurisdictions (i.e. Belau, Commonwealth of the Northern Mariana Islands and the Federated States of Micronesia). In Calendar Year 2017, the Forensic Science Division

received and analyzed a total of 75 controlled substance cases submitted by local, federal and off-island law enforcement entities for analysis. Of the 75 controlled substances cases, the two types of drug analyses that were predominately completed include methamphetamine at 71 or 84% and marijuana at 10 or 12%.



Source: GPD Forensic Science Laboratory, 2016 Narcotics Control Data Sheet

Of the 75 controlled substance cases that were submitted in 2017, 85 drug analyses were completed. Of the 85 drugs analyzed, 71 were methamphetamine cases, 10 were marijuana cases, 2 were others/Synthetic Analgesics, and 2 for unknown. The following table reflects the forensic division requests for drug analysis and analyses completed from Calendar Year 2012 to 2017.

Requests for Drug Analysis and Analyses Completed Calendar Year 2012 to Calendar Year 2017						
Type of Agency	Drug Analysis Submitting by Type of Agency Requesting					
	CY 2012	CY 2013	CY 2014	CY 2015	CY 2016	CY 2017
LOCAL: GPD	55	56	36	13	70	36
C&Q	1	3	5	0	1	0
DOC	0	0	0	0	0	0
MEO	0	0	0	0	0	0
OTHER	1	0	0	1	1	0
FEDERAL: DEA	0	0	0	0	0	0
OTHER	1	1	1	0	0	0
OFF-ISLAND: CNMI	11	4	9	0	19	12
BELAU	0	0	11	18	57	27
FSM	0	0	1	0	0	6
TOTAL	69	64	63	32	148	75
Type of Agency	Drug Analyses Completed by Type of Agency Requesting					
	CY 2012	CY 2013	CY 2014	CY 2015	CY 2016	CY 2017
LOCAL: GPD	42	65	51	11	68	31
C&Q	2	1	3	0	1	0
DOC	0	0	0	0	0	0
MEO	0	0	0	0	0	0
OTHER	0	1	0	0	0	0

FEDERAL: DEA	0	0	0	0	0	0
OTHER	1	1	1	0	1	0
OFF-ISLAND: CNMI	27	4	17	0	11	19
BELAU	0	0	10	0	24	35
FSM	0	0	1	0	0	0
TOTAL	72	72	83	11	105	85
Type of Drug Suspected	Drug Analyses by Drug Type Completed					
	CY 2012	CY 2013	CY 2014	CY 2015	CY 2016	CY 2017
Heroin	0	0	0	0	0	0
Other Opiates	3	1	0	0	0	0
Cocaine	0	0	2	1	0	0
Benzodiazepines	0	1	0	0	1	0
Amphetamines	0	1	0	0	2	0
Methamphetamine	42	47	41	1	52	71
Marijuana	16	14	23	9	39	10
Other Hallucinogen	0	0	5	0	0	0
Others/Synthetic Analgesics	2	2	6	0	10	2
Unknown	9	6	6	0	1	2
Totals	72	72	6	11	105	85

Source: Guam Police Department Crime Laboratory Narcotics Control Data Sheet December 2019

Note: The Forensic Science Division is currently not conducting quantitative drug analysis to determine the purity level due to the lack of forensic criminalist. Currently, the Drug Analysis Unit has one Criminalist I processing drug cases with active lead and drug cases going to court.

Drug Seizures:

The drugs most prevalent on Guam are methamphetamine and marijuana. Law Enforcement (LE) officials frequently encounter crystal methamphetamine also known as "ice". To a lesser extent MDMA is also available. Law Enforcement officials have discovered multiple marijuana cultivation sites as well as successful small quantity mobile methamphetamine production attempts. The other drugs are produced elsewhere and imported into Guam.

The drug-of-choice is predominantly methamphetamine which the Task Force has been conducting most of its investigations on. The trends of narcotics trafficking have significantly changed during the reporting period. Historically, most drugs are transported to Guam through the Guam International Air Terminal. Drugs are seized from passengers, baggage, and cargo. Today, smuggling intelligence compiled revealed the U.S. Post Office as the popular method of smuggling ice from the U.S. mainland and the Philippines. Guam's location provides opportunities for Pacific Rim smugglers to transport drugs via maritime vessels. The United States, Philippines, Korea, and the People's Republic of China are the source countries for the drug. The Philippines continues to prevail as the major drug source of "ice" for Guam, the Commonwealth of the Northern Marianas Islands (CNMI) and Palau. In addition to importing ice directly into Guam from the Philippines, it is also smuggled into Guam through the CNMI.

Current trends corroborate intelligence information. Drug smuggling organization are utilizing legitimate freight importers, express consignments and mailed articles to smuggle "ice" shipments into Guam. In addition, with the assistance of GPD, DEA Guam Resident Office has infiltrated a

major organization that assembled a clandestine laboratory in a bedroom of a residence. The investigations are anticipated to reveal conspirators that are associated with the organization and other targets that emulate the organization. From 2013 to 2017, the multi-jurisdictional investigated 3 methamphetamine laboratory cases. Despite legislation maximizing precursors for methamphetamine to individuals, ongoing intelligence information reveals that methamphetamine "cooks" continue their illegal enterprise, "smurfing" pseudoephedrine, and still use the island's hotels and motels for their illicit operation.

According to intelligence information, a new mobile and easy to make method of manufacturing crystal methamphetamine has finally surfaced on Guam that is known as "Shake and Bake" labs. Through a joint collaborative effort, the drug task force made two seizures of "Shake and Bake" labs. With this method, criminals can make small batches of methamphetamine using a plastic soda bottle.

To address the production of crystal methamphetamine on island, Guam passed the Pseudoephedrine Control Law (Public Law 28-88, Title 9 G.C.A. Chapter 67 Section 401). This law regulates the over- the- counter (OTC) medications that could be used to produce methamphetamine. In addition, the Drug Enforcement Administration contracts out a vendor for clandestine laboratory clean up.

According to the Guam Customs and Quarantine Agency Special Enforcement Division, a potential threat to Guam is the abuse of a combination of legal herbal mixtures and synthetic chemical compounds marketed as a "legal high". This product known as HU-210, JWH-018, JWH-073, and Salvia Divinorum or Salvinorum, commonly retailed under the names of Spice, Mojo, K2, or Genie, has become increasingly abused by teens and young adults and has gained the attention of law enforcement authorities and legislators. Until recently, the "legal weed" was exclusively purchased over the internet; however, due to its popularity, it is becoming increasingly sold at smoke shops, gas stations and convenience stores. The plants used to create this legal high include baybean, blue lotus, pink lotus and lion's tail. They were used by ancient cultures as a sedative or for euphoric effects. In addition to the natural herbal contents, these products also contain several synthetic chemical compounds that are potentially hazardous. These products, designed to be smoked, are produced internationally and imported in the United States.

Law enforcement authorities are encountering these herbal incenses with greater frequency and some cities in the United States have witnessed an increase in hospitalization due to the adverse effects of the herbs. Reports indicate that this combination of herbs has similar effects to that of cannabis. These adverse side effects include, but not limited to, pain attacks, heart palpitation, hallucinogens, delusions, vomiting, and increased agitation and dilated pupils. There are no accepted urine drug testing or field test kits able to detect the chemicals; however, laboratory testing can detect the presence of synthetics. Chemical testing has revealed that some of the synthetic chemicals found in these products are controlled substance schedule I drugs. One of these synthetics, HU-210, is similar to, but is reportedly 100 times more potent than THC, the active ingredient in cannabis.

Both the Guam law and Federal law ban the use, possession and distribution of "Spice" with the passage of Guam Public Law 31-164 and the Synthetic Drug Abuse Prevention Act is part of the FDA Safety and Innovation Act of 2012 that signed into law by President Obama. The law permanently places 26 types of synthetic cannabinoids and cathinones into Schedule I of the

Controlled Substances Act (CSA). It also doubled the maximum period of time that the Drug Enforcement Administration (DEA) can administratively schedule substances under its emergency scheduling authority, from 18 to 36 months.

The following table reflects Guam's multi-jurisdictional task force drug seizures and value of drugs seized from calendar year 2015 to 2017.

Multi-jurisdictional Task Force Drug Seizures and Value of Drugs Seized Calendar Year 2015 - Calendar Year 2017						
Drug in Grams	CY 2015		2016		2017	
	Seizure	Value	Seizure	Value	Seizure	Value
Methamphetamine	33,957.92	$24,542,384.00	76,550.96	$45,398,372.00	20,576.37	$9,902,994.50
Marijuana	7,172.80	$148,684.00	283,546.40	$8,408,889.00	16,582.41	$312,348.20
Marijuana plants	1.00	$1,000.00	644	$643,000.00	0.00	$0.00
Cocaine	0.00	$0.00	0.00	$0.00	0.00	$0.00
Heroin	0.00	$0.00	0.00	$0.00	0.00	$0.00
MDMA[2] (Ecstasy)	0.00	$0.00	0.00	$0.00	0.00	$0.00
Spice	500.00	$12,500.00	7	$100.00	940	$9,400.00
LSD	0.00	$0.00	6	$480.00	0.00	$0.00
Steroids	0.00	$0.00	0.00	$0.00	184.25	$2,211.00
Total Drugs Seized in Grams	41,630.72	$24,709,568.00	360,754.30	$54,450,841.00	$38,283.03	$10,226,956.70
Source: 2015-2017 Multi-jurisdictional Task Force Quarter Progress Reports						

After years of intense, law enforcement narcotics interdiction efforts on Guam's "ice" problem, criminal organizations have changed their methods of importation by reducing the quantity of "ice" shipments into smaller quantities with higher frequency as insurance against interdiction operations. Previous imports of "ice" ranged from 1-2 kilogram quantities. In Calendar Year 2017, the task force seized 20,576.37 grams of methamphetamine with a street value of $9,902,994.50; 16,582.41 grams of marijuana with a street value of $312,348.20; and 940 grams of spice with a street value of $9,400.00.

Through the MANDAÑA Community Oriented Policing Services (COPS) Strategy, the Guam Police Department implemented several types of community policing wherein a systematic approach in partnerships with business partners and community members was utilized to identify problem-solving techniques that will proactively address the immediate and long-term conditions that give rise to public safety issues within our island community. MANDAÑA is the Chamorro word for "together."

One of the initiatives that was implemented was the MANDAÑA Task Force which allowed partnerships with other local law enforcement entities to address crime at the street level. Since 2017 numerous interdiction efforts and arrest were made by the Task Force. The following table is data on seizures and arrests reported in 2017 to 2018.

MANDAÑA Task Force Activity				
Type of Seizure/Activity	2017		2018	
	Seizure	Value	Type	Value
Methamphetamine	1.429 pounds	$324,140.00	.941 pounds	$217,557.50
Marijuana	3.141 pounds	$47,500.00	.580 pounds	$78,781.16
Opioids	7543 pills	UND		
Firearms	7	UND	16	UND
Cocaine			39,882 pounds	$2,709,493.50
Cash	$207,289.00			
Arrests	94		96	
Spice			.947 pounds	UND
Methamphetamine: $500 gram				
Marijuana: $100 – 3 gram				
Cocaine: $150 gram				
Spice: $10 joint				
UND: Undetermined				
Source: GPD, MANDANA Task Force				

Patterns of Drug Trafficking and Usage:

Methamphetamine: Methamphetamine is a highly addictive form of amphetamine, which is a stimulant that affects the central nervous system by accelerating its activities. Also known on the street as meth, poor man's cocaine, crystal meth, ice, glass and speed and it is now the "drug of choice" for many people. "Ice" has grown both in use and demand to become one of Guam's most sought after narcotic drugs.

Methamphetamine typically looks like a white, odorless powder that easily dissolves in water, or it is in a clear chunky crystal called crystal meth or ice. An "ice" high is said to be anywhere from 7 to 24 hours, depending upon the dosage. The resulting effect is a feeling of euphoria and tremendous energy. However, its continued and prolonged usage can lead to paranoid and violent behavior, nausea, vomiting, rapid respiratory and cardiac rates, increased body temperature, coma, and rapid weight loss. An overdose is common since it is difficult for the user to control the amount of smoke being inhaled.

Crystal meth or ice is being sold on island in quantities ranging from grams to pounds. The most common method of using crystal meth or ice is through paraphernalia such as a simple plastic pen, a tin foil, a glass vial, cellophane wrapper which can be taken from an ordinary cigarette pack, and a lighter. These are simple objects which can be found in a typical desk drawer, but to a drug user, these represent the means by which a high can be obtained.

According to intelligence information, the law enforcement officers with the Los Angeles Police Department are reporting a high quality form of methamphetamine that is being used in "ice". This high quality form is being called "glass". Glass is manufactured in Mainland China and is reportedly smuggled into the U.S. diluted in Chinese calligraphy ink or in rice sake. Because of the Sake concealment, it is believed that Glass is transshipped through Japan.

Medical and enforcement officials report that crystal meth or ice is used by all segments of society starting from the early age of twelve and up. Sanctuary Inc. of Guam reported the youngest client undergoing treatment for methamphetamine use is 15 to 17 years of age. The Guam Behavioral Health and Wellness Center reported that the youngest client undergoing treatment for all substances is 11 and up. Intelligence information and recent seizures clearly indicate that crystal meth or ice has gained popularity.

Ecstasy: In a relatively short period of time, methylenedioxymethamphetamine (MDMA), also known on the street as "Ecstasy", has secured a prominent place for itself in the world of substance abuse. It is a synthetic drug with amphetamine like and hallucinogenic properties. Intelligence information reveals that "Ecstasy" is taken in pill form and used at "rave parties". A rave party is an all night dance party, older teens and college student frequent these rave parties. Intelligence information reveals that "Ecstasy" is not manufactured on Guam, but is being shipped from the mainland. Evidence of its use and distribution of "Ecstasy" has been revealed through seizures made on Guam.

Marijuana: Marijuana remains the second drug of choice on Guam and the CNMI territories. Because locally grown marijuana is less potent, the majority of marijuana recently seized has been imported from neighboring Micronesian Islands and the Republic of the Philippines. Most marijuana found on Guam is imported from Belau, with limited amounts being imported from Hawaii and the Federated States of Micronesia.

Heroin: Over the past ten years, there has been no heroin seizure on Guam. The last reported heroin seizure was in Calendar Year 1998 when a total of .13 kilograms of heroin was seized by Guam's law enforcement entities. Heroin is primarily imported from Thailand, Korea and the United States. Based upon recent intelligence information, law enforcement officials are concerned there may be a resurgence of heroin on the streets. Because incarcerated heroin dealers have been released or will soon be released, their concern is further heightened.

Cocaine: Since 2007 when a total of 1,464.80 grams of cocaine was seized, there has no significant cocaine seizures on Guam up to 2017. However, preliminary data from Guam's Multi-jurisdictional task forces in 2018 indicate that cocaine is making its way into Guam's market. According to preliminary data, approximately 24,350.02 grams of cocaine were seized with a street value of $1,704,501.20. Task forces initiated two investigations resulting in 11 arrests. Further, as part of the annual DEA National Take Back Initiative (NTBI), task forces also yielded the seizure of over 494 pounds of used, expired or unwanted prescription medications throughout the island with a value of $2,240,740. Further, during the month of May 2018, the Multi-jurisdictional Task Forces working collaboratively with the Guam Police Department' local Mandana Drug Task Force (MDTF) seized approximately 30 pounds of suspected cocaine.

Cocaine is primarily imported from the United States with the Philippines becoming a major source country. Cocaine continues to be predominantly used by upwardly mobile professionals and businessmen as the drug of choice. At this time, Guam's only forensic science laboratory does not conduct quantitative drug analysis to determine the purity level of the drugs seized.

Price of Drugs:

The prices of drugs on Guam are based on information provided to multi-jurisdictional task forces through confidential sources, controlled buys, defendants and discussions with other law enforcement agencies. The price for crystal methamphetamine may differ among the different law enforcement agencies especially with regards to the price per gram. The price for prescription drugs also vary and a definitive price cannot be set. The street price for a 2 ml pill for Xanax and a 5ml pill for Percocet can sell for $10 or more depending on the demand or need. The following table is the price of drugs as provided by the DEA Task Force on island in 2017.

Price of Drugs on Guam in 2017		
Type of Drug	**Amount**	**Price**
Marijuana	Joint (.3 g)	$20-$30
	Ounce	$300
	Plant	$1,200
	Pound (price of ounce x 16 oz)	$4800-$5000
Methamphetamine "ICE" or Crystal meth	.1 Gram (1/10 of a gram)	$100
	.25 Grams	$250
	1 Gram	$250-$350
	2 Grams	$500-$700
	3 Grams	$750-$1200
Spice	Joint	$10
	Packet (5 grams)	$50-$60
Powder Cocaine	1 Gram	$80-$100
	1 Kilo (Brick @ wholesale)	$55,000
Ecstasy/MDMA	1 Tablet	$50
Source: DEA Task Force		

Methamphetamine "Ice" or Crystal Methamphetamine: Methamphetamine is most commonly sold by the gram, and current street price for a gram sells between $250 to $350 (the highest price for a gram of crystal meth reported was based on average of $700 to $950 cost at user level).

Marijuana: The common method of selling marijuana is by joint and by ounce. A joint sells for between $20 to $40 and an ounce sells for $300 to $400. On very rare occasion, marijuana is sold by the pound. A plant sells for an average yield of $1,200 a plant.

Heroin: There has not been any seizures of heroin over the past years, however, intelligence information indicates that dealers who have been released from prison are trying to smuggle it into Guam, however, no arrests or seizures involving heroin have been made recently. The value for a gram of heroin is unknown on Guam at this time.

Cocaine: There have been no significant seizures of cocaine from 2007 to 2017. However, preliminary data from multi-jurisdictional task forces in 2018 reported that approximately 24,350.02 grams of cocaine were seized with a street value of $1,704,501.20. The price of cocaine per gram is noted between $80-$100. Cocaine purity level has yet to be determined as recent seizures are pending further analysis/comparison.

Ecstasy: This is a new substance on the streets that is making its name known on Guam. A tablet sells for $50.

Salviya divinorum: This is a newly designated illegal drug since a new law was passed in June 2010 making hallucinogenic herb called Salvia and a synthetic cannabinoid called Spice illegal. Before this new law took effect, these drugs were viewed as a legal alternative to marijuana. A joint of spice sells for $10 and a packet (5 grams) sells between $50-$60.

Methods and Sources of Drugs Transported into Guam:

Guam is strategically located in Micronesia and holds the status of being the Hub of the Western Pacific. The island is approximately 6,000 miles west of San Francisco; 3,700 miles west-southwest of Honolulu; 1,500 miles southeast of Tokyo; 2,100 miles southeast of Hong Kong; 1,500 miles east of Manila. It is because of her natural border, the Pacific Ocean, that drug concealment methods and smuggling techniques must be used in the trafficking of controlled substances. Illicit traffickers, having the ability just like any other bonafide person with knowledge in travel, shipping, and other similar regulations, will use any means to bring the drug crystal methamphetamine, commonly known as "ice", into Guam for distribution on island.

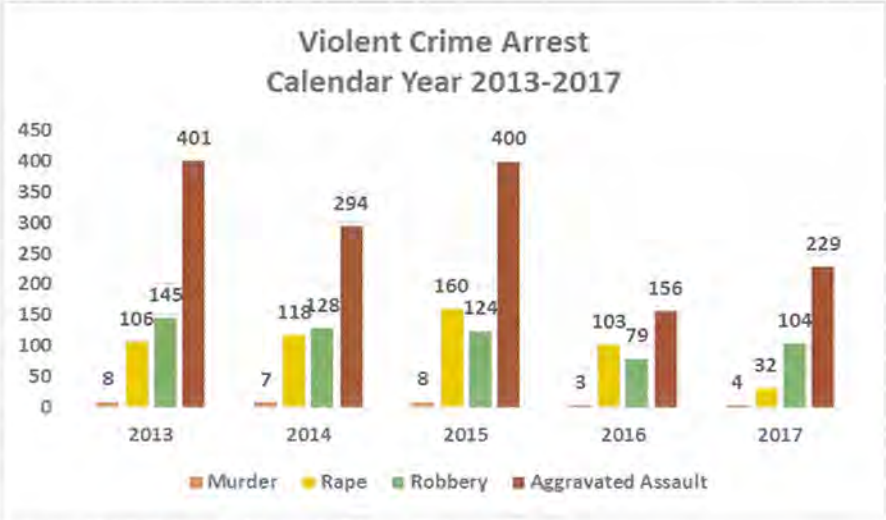
Guam's law enforcement agencies experience all forms of drug concealment and smuggling techniques. The only exception is that Guam does not have a land-border. Hence, vehicles and other similar forms of transportation like that which passes through the Southwest border of the United States limits Guam's exposure when discussing the subject of smuggling.

Drugs are smuggled and transported into Guam through the airport, mail, and seaports. The majority of the drugs being seized continue to be transported through the mail and seized from passengers entering Guam through the Guam International Air Terminal (GIAT). Of all drugs seized, crystal methamphetamine is the most prevalent intercepted drug. Significant trends in the late 1990's noted that the smugglers used body cavity and internal drug concealment techniques. This pattern continues to be utilized to this present day. The significance of this is that the smuggler is willing to use extreme measure to include risk of life. Elderly people are sometimes used as drug couriers. In addition, airline and airport personnel continue to be suspected to be involved in drug smuggling. In addition, intelligence information indicates that another method of importation or smuggling of illegal drugs is through the Port Authority of Guam via maritime vessels. It has been reported that drugs are being smuggled in via vehicles that is being shipped to Guam through containers and consignments.

Violent Crime:

The relationship of drug abuse, drug trafficking, alcohol abuse, domestic violence and gang related activity are important in understanding the seriousness of Guam's violent crime problem. As Guam is a small island, the effects of violent crime are magnified and negatively impact the entire island. According to the *2017 Crime in Guam Uniform Crime Report*, a total of 369 violent crime offenses of murder, forcible rape, robbery, and aggravated assault were reported. Violent crime in 2017 increased to 8.2 percent as compared to 341 in 2016. The volume of violent crime offenses remained

at an average of 633 from 2013 to 2015. However, a two-year violent crime trend shows a 47 percent decrease in 2017 when compared to 2015. Of the 369 violent crime offenses reported, murder accounted for 4 or 1 percent; forcible rape accounted for 32 or 9 percent; robbery accounted for 104 or 28 percent; and aggravated assault accounted for 229 or 62 percent.



Source: 2017 Crime in Guam Uniform Crime Report

In 2017, Guam law enforcement officers made a total of 277 arrests for murder (3), forcible rape (46), robbery (41), and aggravated assault (187) according to the *2017 Crime in Guam Uniform Crime Report*. Violent crime arrests increased 12 percent as compared to 248 in 2016. A two-year arrest trend show violent crime arrests decreased by 25 percent when compared with 2015 arrests at 367. The following table reflects the Violent Crime Offenses and Arrest from 2013 to 2017.

Violent Crime Offenses Calendar Year 2013 - 2017					
Violent Crimes	2013	2014	2015	2016	2017
Murder	8	7	8	3	4
Forcible Rape	106	118	160	103	32
Robbery	145	128	124	79	104
Aggravated Assault	401	294	400	156	229
TOTAL:	660	547	692	341	369
Violent Crime Arrest Calendar Year 2013 - 2017					
Violent Crimes	2013	2014	2015	2016	2017
Murder	7	7	3	3	3
Forcible Rape	41	55	62	23	46
Robbery	57	84	85	63	41
Aggravated Assault	194	159	217	159	187
TOTAL:	299	305	367	248	277
Source: 2017 Crime in Guam Uniform Crime Report, Guam Police Department					

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The volume rate per 1,000 inhabitants for violent crimes in 2017 was 2.3, a percent increase as compared to 2.1 percent in 2016. The following table reflects that Violent Crime volume from 2013-2017.

Violent Crimes: 2013 - 2017					
Trends	2013	2014	2015	2016	2017
Volume	660	547	692	341	369
Rate per 1,000 Inhabitants	4.1	3.4	4.2	2.1	2.3

Source: 2017 Crime in Guam Uniform Crime Report, Guam Police Department



Property Crime:

The relationship of drug abuse and drug trafficking are important in understanding the seriousness of Guam's property crime problem. Guam's property crime offenses consist of burglary, larceny theft, motor vehicle theft and arson. As mentioned, crystal methamphetamine or "ice" continues to grow both in use and demand to become one of Guam's most sought after narcotic drug. The use of this drug in Guam is still a threatening problem, as it has been linked to property crime. In 2017, there were an estimated 3,656 property crime offenses in Guam. Guam's property crime rate decreased 2.3 percent from 3,656 in 2017 to 3,741 in 2016. Of the 3,656 property crimes reported, burglary accounts for 46.1 percent, larceny theft accounts for 45 percent, motor vehicle accounts for 8.7 percent, and arson accounts for .2 percent. In 2017, the rate of property crime was estimated at 22.3 per 1000 residents. The clearance rate for property crimes offenses increased from 8.7 percent in 2016 to 9.7 percent clearance rate in 2017.

Crime in Guam UCR Statistics	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
Total Property Crimes Reported	2782	2670	2672	3810	4417	4532	3873	3696	3741	3656
% change in Property Crimes Offense Reported	-32%	-4%	.07%	43%	16%	2.6	-14.5	-4.6	1.2	-2.3
Total Property Crime Arrests	468	313	321	198	236	436	388	383	327	355
Total Property Crime Clearance Rate	16.8	11.7	12.0	5.2	5.3	9.6	10.0	10.4	8.7	9.7
Burglary	648	972	1165	1945	2304	1620	1574	1211	1612	1689
% change in Burglary	-39%	50%	20%	67%	18%	-30%	-3%	-23%	33%	5%
Larceny-Theft	1963	1497	1264	1631	1651	2521	2024	2251	1866	1638
% change in Larceny-theft	-30%	-24%	-16%	29%	1.2%	53%	-20%	11%	-17%	-12%
Motor Vehicle Theft	146	217	227	218	454	378	258	222	256	320
% change in Motor Vehicle Theft	-31%	49%	5%	-4%	108%	-17%	-32%	-14%	15%	25%
Arson	18	13	16	16	8	13	17	12	4	9
% change in Arson	13%	-28%	23%	0%	-50%	63%	31%	-29%	67%	125%
Source: 2008 Crime in Guam Uniform Crime Report to 2017 Crime in Guam Uniform Crime Report										
Source: 2017 Statistical Yearbook, Bureau of Statistics and Plans, Projected population for Guam in 2017 was 162,627										

According to the *2017 Crime in Guam Uniform Crime Report*, the Guam Police Department has four precincts and oversees the precincts with manpower of 365 employees, 289 sworn officers and 76 civilians. The four precincts are the Dededo Precinct (North), Tamuning Precinct, Hagatna Precinct (Central), and Agat Precinct (South). In 2017, the Dededo Precinct served a population of 66,824 and reported and responded to a total of 966 property crime offenses. The Tamuning Precinct served a population of 20,089 and reported and responded to a total of 1,028 property crime offenses. The Hagatna Precinct served a population of 46,090 and reported and responded to a total of 782 property crime offenses. The Agat Precinct served a population of 29,624 and reported and responded a total of 573 property crime offenses.

The Dededo Precinct reported the highest burglary crime at 500 and the Tamuning Precinct second at 415. The Tamuning Precinct also had the highest larceny theft crime at 515 and the highest motor vehicle theft at 96. The Hagatna Precinct reported the highest arson crime of 5.

Property Crimes By Precinct	Dededo Precinct (North)	Tamuning Precinct	Hagatna Precinct (Central)	Agat Precinct (South)	Ukn – N/S	TOTAL
Total Population	66,824	20,089	46,090	29,624	0	162,627
Sworn Officers Assigned to Precinct	39	34	36	35	0	144
Burglary	500	415	358	298	118	1,689
Larceny-Theft	382	515	337	244	160	1,638
Motor Vehicle Theft	84	96	82	29	29	320
Arson	0	2	5	2	0	9
Total Property Crime by Precinct	966	1028	782	573	307	3656

Dededo Precinct: Dededo and Yigo
Tamuning Precinct: Tamuning, Tumon and Harmon
Hagatna Precinct: Hagatna, Agana Heights, Barrigada, Chalan Pago, Mangilao, MongMong Toto Maite and Sinajana
Agat Precinct: Agat, Asan-Maina, Inajaran, Merizo, Piti, Santa Rita, Talofofo, Umatac and Yona

Source: 2017 Crime in Guam Uniform Crime Report

According to the *2017 Crime in Guam Uniform Crime Report -*, the villages with the highest crime reported is Tamuning at 27.95 percent, Dededo at 19.48 percent and Mangilao at 5.42 percent. It is important to note that all three villages represent high population villages in Guam.

Violent Crime and Property Crime by Village
Calendar Year 2017

Type	Agana Heights	Agat	Asan Maina	Barrigada	Chalan Pago - Ordot	Dededo	Hagatna	Inarajan	Mangilao	Merizo	Mongmong -Toto- Maite
Total Crime Offense	28	121	37	164	95	784	172	39	218	36	136
% Total Crime	0.70%	3.01%	0.92%	4.07%	2.36%	19.48%	4.27%	0.97%	5.42%	0.89%	3.38%
Village Population	3,886	5,018	2,181	9,057	6,962	45,864	1,073	2,320	15,502	1,888	6,965
% Population	2.39%	3.09%	1.34%	5.57%	4.28%	28.20%	0.66%	1.43%	9.53%	1.16%	4.28%

	Piti	Santa Rita	Sinajana	Talofofo	Tamuning Harmon Tumon	Umatac	Yigo	Yona	Unknown	Total
Total Crime Offense	54	77	45	57	1125	19	314	180	324	4025
% Total Crime	1.34%	1.91%	1.12%	1.42%	27.95%	0.47%	7.80%	4.47%	8.05%	100%
Village Population	1,484	6,209	2,645	3,113	20,089	798	20,960	6,613	0	162,627
% Population	0.91%	3.82%	1.63%	1.91%	12.35%	0.49%	12.89%	4.07%	0.00%	100%

Source: 2017 Crime in Guam Uniform Crime Report

Domestic and Family Violence:

Alcohol and drug abuse can be a significant factor in family violence. Alcohol increases the risk of a situation escalating into physical violence. Although, not all people who abuse alcohol or drugs will become violent, but statistically, family abusers are far more likely to also abuse drugs or alcohol,

and violent abuse is far more likely to occur while the abuser is intoxicated and, there is no evidence that the violence will stop with the end of alcohol or drug abuse. Family violence includes all types of violent crimes committed by an offender who is related to the victim either biological or legally through marriage or adoption. Guam's family violence offense consists of criminal homicide, completed or attempted rape, sexual assault (including threats), robbery, assaults (including threats), kidnapping, intimidation, illegal abortion, extortion, cruelty towards a child or wife, hit-and-run driving with bodily injury, and miscellaneous crimes against persons (as opposed to crimes against property).

In 2017, there were an estimated 796 offenses involving family violence in Guam. The five-year trend, comparing 2017 data with that of 2013, showed an 89 percent increase in family violence. Overall, Guam's family violence rate increased 49 percent in 2017 as compared to 535 in 2016. Of the 796 family violence reported, Part I offenses (violent crime and property crime) accounted for 10 percent, and Part II offenses (other assaults (simple) and offense against family and children) accounted for 90 percent. The 2017 offenses reported for family violence is the highest within the five-year trend and considerably high for a small island community.

Family Violence, Offenses Involving Family Violence, Trends 2013 - 2017

Offense Classification	2013	2014	2015	2016	2017
Violent Crime	103	88	82	92	70
Property Crime	2	1	1	6	8
Part I Offenses	105	89	83	98	78
Part II Offenses	316	263	213	437	718
Total	421	352	296	535	796
percent change	*-1*	*-16.4*	*-16*	*80.7*	*48.8*
Rate Per 1,000 Inhabitants	2.6	2.2	2	3.3	4.8

Source: 2017 Crime in Guam Uniform Crime Report

Sexual Assault:

Sexual assaults are serious, violent and frightening crimes directed against women, men and children and continue to be a major community and criminal justice issue in Guam. Guam's police officers and prosecutors work in hand with Guam's only rape crisis center, Healing Hearts Crisis Center (HHCC). HHCC was established in 1993 to provide a holistic approach consisting of treatment, support, and counseling to victims of sexual assault.

The *Crime in Guam 2017 Uniform Crime Report* estimated 32 rape offenses reported to law enforcement. This estimate is approximately 69 percent lower than the 103 rape offenses reported in 2016. In 2013 the total rape offense reported was 106. In 2015, the percent change in forcible rape offense drastically changed and increased to 160 or 35.6 percent. On average, a total of 104 forcible rape offenses are committed following the total offenses reported in the last five years. The following table reflects the Forcible Rape Offense reported in Calendar Year 2013 to 2017.

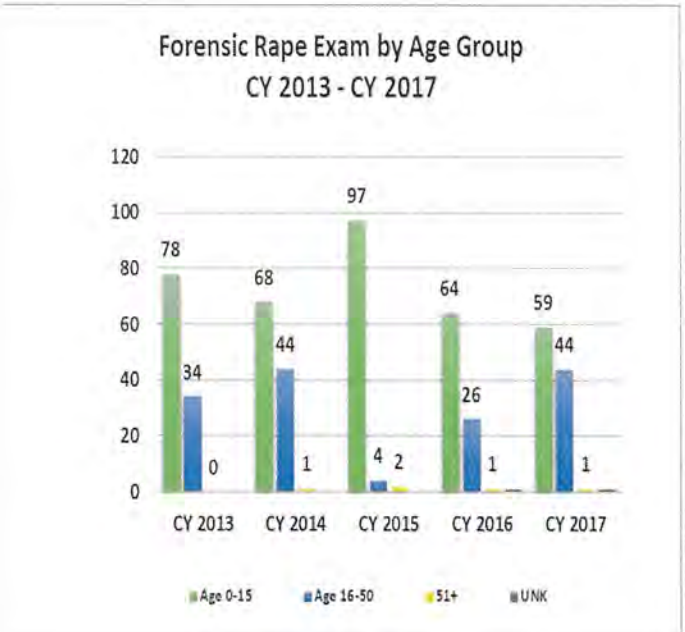
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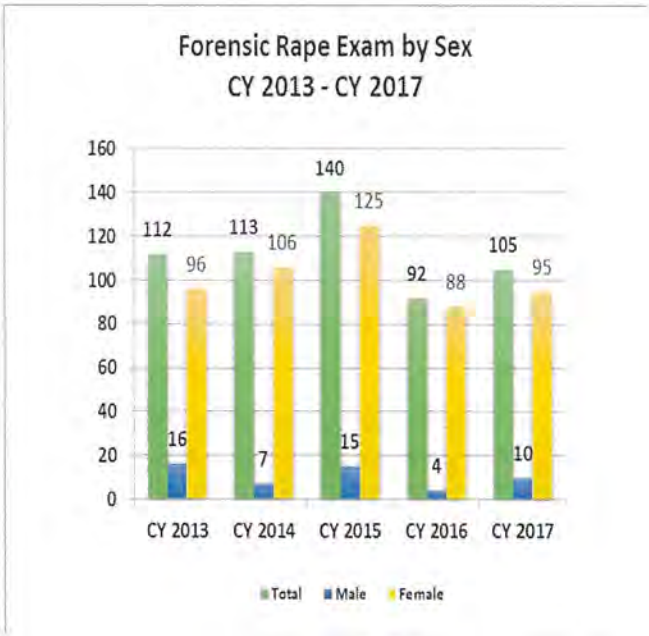
Forcible Rape Offenses Reported					
By Type	2013	2014	2015	2016	2017
Rape by force	95	109	121	46	30
Attempts to commit forcible rape	11	9	39	57	2
Total	106	118	160	103	32
% Change in Forcible Rape Offense Reported	*-1.0%*	*11.3%*	*35.6%*	*-35.6%*	*-69%*

Source: 2017 Crime in Guam Uniform Crime Report

Another growing concern on Guam is the sexual assault cases involving a minor. This is significant as Guam's only rape crisis center serviced 59 sexual assault victims between the ages of 0 to 15 years of age in 2017. Overall, in 2017 HHCC serviced a total of 105 victims of sexual assault, a 14 percent increase over 2016 with 92 reported victims. Of the 105 victims that received services, 95 were female victims and 10 were male victims, 59 sexual assault victims were between the ages of 0 to 15 years of age, 42 sexual assault victims were between the ages of 16 to 50 years of age, 1 sexual assault victim over the age of 50 and 1 unknown who did not state his/or her gender.

The following graph and table show the total number of forensic rape examinations conducted over the past reporting periods broken down by sex, age group and exam type from Calendar Year 2013 to Calendar Year 2017.





Source: Guam Behavioral Health and Wellness Center, Healing Hearts Rape Crisis Center Quarter Progress Report 2017

Forensic Rape Examination Calendar Year 2013 to 2017										
Year	Total	Gender		Age Group				Type of Exam		
		Male	Female	0 - 15	16 - 50	51+	Unk	Acute	Non Acute	No Exam
CY 2013	112	16	96	78	34	0	0	22	9	81
CY 2014	113	7	106	68	44	1	0	26	4	83
CY 2015	140	15	125	99	39	2	0	23	9	108
CY 2016	92	4	88	64	26	1	1	15	4	73
CY 2017	105	10	95	59	44	1	1	11	7	75
Source: GBHWC, Healing Hearts Crisis Center 2013 - 2017 Quarter Progress Report										

Sex Offender Registration Management:

To increase public safety and to improve the monitoring of sex offenders, the federal Jacob Wetterling Crimes against Children and Sexual Violent Offender Registration Program, enacted in 1994, requires states to establish registration programs for persons who have been convicted of certain sex crimes. Guam's Sex Offender Registry (SOR) was enacted in November 1999 under Public Law No. 25-75. To close potential gaps and loopholes that existed under prior law and to generally strengthen the nationwide network of sex offender registration and notification program, U.S. Congress passed SORNA, Public Law 109-248. SORNA refers to the Sex Offender Registration and Notification Act which is Title I of the Adam Walsh Child Protection and Safety Act of 2006. Guam became the seventh jurisdiction to become SORNA compliant with the passage of Public Law 30-223.

In 2017, the Judiciary of Guam's Sex Offender Registry Management Office reported 1,093 convicted sex offenders of which 583 are Level I registrants, 132 are Level II registrants, and 378 are Level III registrants. The number of offenders convicted of a sex offense increased by 5.1 percent in 2017 as compare to the 1040 reported in 2016.

The Guam Sex Offender Registry Management Office reported a total of 883 registered sex offenders on website, 14 registered sex offenders who are absconders, and 4 sex offenders who failed to register. The Judiciary of Guam Sex Offender Registration Management Office has approximately 92 sex offenders managed by one probation officer and 494 managed by three case managers with approximately 543 unsupervised sex offenders. The Department of Corrections Parole Division has 74 sex offenders managed by six (6) parole officers. The following table provides data from 2013 – 2017 regarding Guam's Sex Offender Registry.

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Judiciary of Guam Sex Offender Registry															
Year	Convicted Sex Offenders	Convicted Sex Offenders who Registered			Registered Sex Offenders on Probation, Parole, Unsupervised, Incarcerated, Relocated, Deported, Expired Term, & Deceased								Registered Sex Offenders on Website	Registered Sex Offenders who are absconders	Convicted Sex Offenders who failed to register
		Level I	Level II	Level III	Probation	Parole	Unsupervised	Incarcerated	Relocated	Deported	Expired Term	Deceased			
2011	665	303	102	260	36	48	241	71	67	91	60	28	544	26	9
2012	752	367	106	279	35	52	266	104	81	98	77	39	636	12	6
2013	857	434	113	310	36	54	272	159	95	110	84	50	726	10	6
2014	937	484	125	328	32	71	291	185	96	117	93	55	792	12	5
2015	983	514	127	342	29	61	312	199	101	118	104	65	820	12	5
2016	1040	546	131	363	30	65	306	208	116	126	117	78	851	12	4
2017	1093	583	132	378	33	60	308	202	130	150	128	88	883	14	4

Level I A person convicted of a sexually violent offense78

Level II A person not otherwise classified as a Level One Offender and is convicted of:

(1) criminal sexual conduct involving two (2) or more victims; (2) two (2) or more separate criminal sexual conduct offenses; (3) a criminal offense against a victim who is a minor, involving two (2) or more minors; (4) two (2) or more separate criminal offenses against a victim who is a minor; or (5) one (1) or more separate criminal sexual conduct offenses and one (1) or more separate criminal offenses against a victim who is a minor.

Level III A person not otherwise classified as either a Level One or a Level Two Offender and is convicted of: (1) criminal sexual conduct; or (2) a criminal offense against a victim who is a minor.

Source: Judiciary of Guam Sex Offender Registry Management Office, 2019

C. Treatment and Rehabilitation Priority

Substance Abuse Treatment Issues:

There is a significant disparity between the availability of treatment services for persons with alcohol and drug use disorders and the demand for services. According to the 2017 National Survey on Drug Use and Health, 20.7 million individuals aged 12 or older needed treatment for an alcohol or illicit drug use problem. Of this group, 4.0 million (1.5 percent of persons aged 12 or older) received any substance abuse treatment in the past year, and 2.5 million (0.9 percent) received substance use treatment at a specialty facility in the past year. In 2017, among the estimated 18.2 million people aged 12 or older who needed substance use treatment but did not receive special treatment in the past year, about 1.0 million perceived they had a need for substance use treatment. This disparity is also consistent for criminal justice populations with individuals who are in need of substance abuse treatment as part of their justice system supervision but did not receive the treatments due to lack of resources to implement treatment programs or services and treatment providers. By providing much needed treatment services or programs to persons with alcohol and drug use disorders, these programs can help reduce health and social costs of substance abuse and dependence, and increase the safety of citizens by reducing substance abuse related crime and violence.

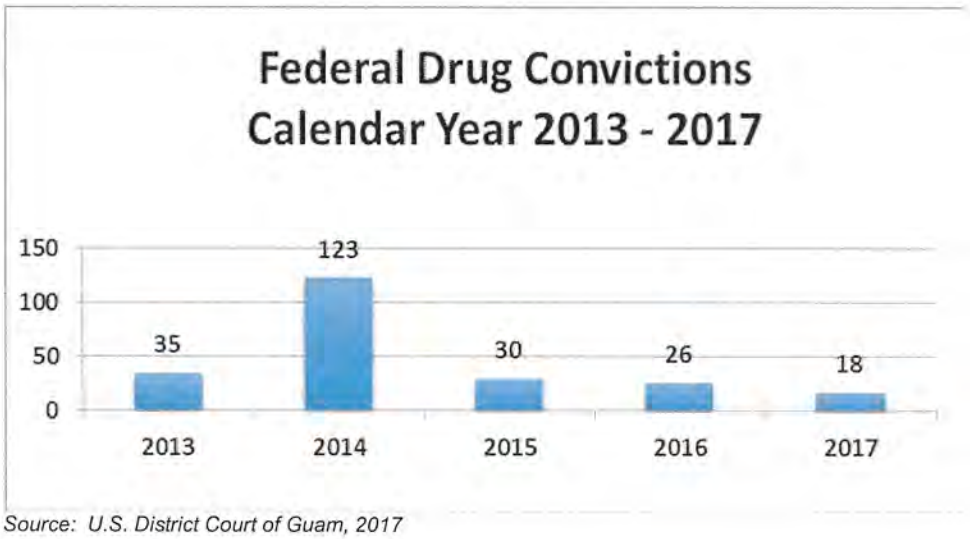
Adult and juvenile substance abuse related crimes are concerns for Guam. Drug arrests and convictions raise the demand for sanctions, which places extreme pressure on the capacity of Guam's correctional facility with incarceration. The excess spills over into community sentencing of probation and parole. The barrier can either be broken by expanding the current facility or by implementing credible intermediate sanctions and treatment for offenders that pose lower threats to society. Because the national strategy makes drug treatment a priority, and because diversion makes sense in Guam, focus on the population growth of inmates at the Guam Department of Corrections and the Judiciary of Guam is being observed and the need to continue drug courts, residential drug treatment and aftercare programs, more treatment providers and specialized training. According to the *2017 Crime in Guam Uniform Crime Report,* the average annual number of drug abuse violations reported within the five year period 2013-2017 on Guam is 368. In 2017, there were 230 drug abuse violations, a 53.4 percent decrease over the 494 violations reported in 2016. Of the drug abuse arrests reported in 2017, all 261 arrests were for adults with no arrests reported for juveniles. The following table provides a five-year summary of Drug Abuse Violations by Adult and Juveniles in Guam.

Drug Abuse Violations by Adult and Juvenile

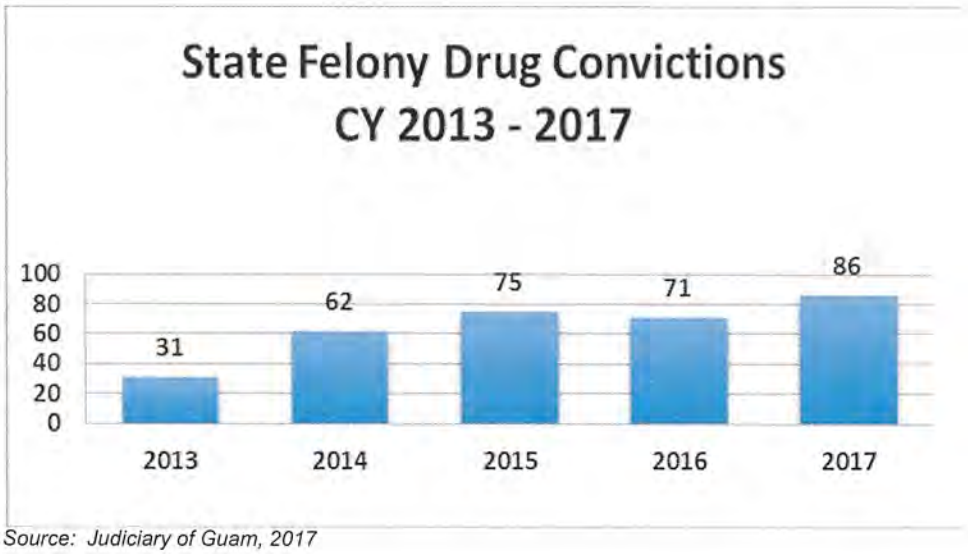
Year	Drug Abuse Violations	Arrest CY 2013-2017		
		Total	Adult	Juvenile
2013	271	201	108	93
2014	369	318	170	148
2015	477	477	297	180
2016	494	305	242	63
2017	230	261	261	0
Total Average	*368.2*	*312.4*	*215.6*	*96.8*

Source: 2017 Crime in Guam Uniform Crime Report, Guam Police Department

Data provided by the U.S. District Court of Guam and the Judiciary of Guam illustrate two additional facet of the trends in substance abuse as they relate to the Federal Court and the State Court. In 2017 the U.S. District Court of Guam convicted 18 defendants for drug related offenses. The predominant convictions in the U.S. District Court were for methamphetamine. In 2017 the Judiciary of Guam convicted 86 defendants for drug related felony offenses.



Source: U.S. District Court of Guam, 2017

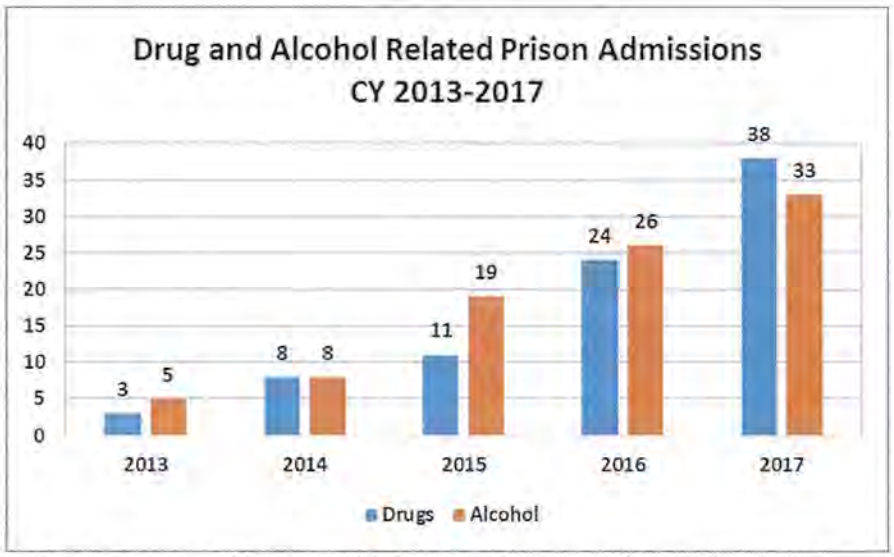


Source: Judiciary of Guam, 2017

Another indicator of the levels of use and abuse of drugs and alcohol can be found in drug-related and alcohol related prison admissions collected by the Department of Corrections. Moreover, approximately half of Guam's offenders who recidivate do so with a drug crime. Offenders in the process of transitioning from institutional to community settings need careful pre-release assessment and connection to community treatment and or aftercare treatment to reduce their risk of recidivism. Please note the data is based on the highest charges of inmates whom are eligible to participate in correctional programs. This data shows a 58 percent increase in drug-related prison admissions from

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2016 to 2017. Alcohol-related prison admissions from 2013 to 2017 increased as well by 27 percent. Although the drug and alcohol prison admissions may be relatively low compared to other correctional facilities, Guam's Department of Corrections is over 30 years old and has been dealing with several serious issues such as overcrowding, the lack of treatment programs, understaffed in all security and program areas, shortfalls in funding for operational and rehabilitative programs, and the Stipulated Order from the U.S. District Court since 1991 to correct various Constitutional violations in the confinement of prisoners. Most drug and alcohol related prison admissions are first time defendants who are either referred to Drug Court and DWI Court with more drug cases sentenced to probation; and those who do make it in probation are sentenced to a Probation Revocation sentence; to include plea agreements in the hope of dropping the drug cases in exchange for a guilty plea on another charge. Data as reported by DOC show that drug and alcohol related prison admissions continue to increase.



Source: Department of Correction Adult Correction Management Information System. 2017

The Department of Corrections Residential Substance Abuse Treatment (RSAT) Program is the only program within the facility that provides substance abuse treatment for incarcerated inmates with serious substance use and addiction problems who have 6 to 12 months remaining on their sentence. Over the years, the RSAT Program has seen an increase in the program with inmates signing up to participate with an average of 117 from the 22nd RSAT Cycle to the 25th RSAT Cycle. All inmates who do sign up for the RSAT Program have an alcohol and or substance use disorder which indicates the need for treatment and rehabilitation within the correctional facility.

The following table shows the client involvement in the RSAT Program from the 19th Cycle to the 25th Cycle. Although the Department of Corrections would like to increase the success rate of the RSAT Program to help reduce recidivism by living substance free lives as they reintegrate back into the community, DOC is challenged in its ability to meet the treatment needs of its clients due to the following: limited space that can only accommodate 18 beds, the lack of a sustainable treatment provider, and the lack of adequate funding to sustain the treatment and rehabilitation needs of the clients.

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Residential Substance Abuse Treatment (RSAT) for State Prisoners							
RSAT	RSAT CYCLES						
Client Participation	19	20	21	22	23	24	25
Clients Interested in RSAT	45	55	76	98	140	138	93
Clients Found Eligible	30	23	15	18	72	36	40
Clients Enrolled in RSAT	18	15	8	17	17	15	15
Clients Who Completed RSAT	17	12	5	12	13	12	N/A

Source: BSP, RSAT Progress Reports 2013-2017; N/A – Not available (program on hold)

The Department of Corrections has only one Clinical Psychologist for the entire prison population. As such, the Department is stretched very thin in meeting the diagnostic and psychological treatment of inmates within the general prison population. The need exist for more treatment staff to provide comprehensive services and meet the treatment and rehabilitation needs of the inmates while incarcerated and for specialized training for staff and treatment providers.

The Guam Behavioral Health and Wellness Centers Recovery Oriented Systems of Care (ROSC) Program is designed to improve access to aftercare and continued substance abuse care services for individuals who completed the Department of Corrections RSAT Program and clients who were incarcerated at DOC at one point and had a substance abuse issue and are referred for services. The ROSC is the only aftercare program available for inmates who complete the RSAT from the Department of Corrections. The overall aim is to establish strong recovery support systems for clients that results in reducing risks for relapse and recidivism. Similar to the RSAT Program, the ROSC Program would like to increase its success rate in client completion, however, it is challenged with the lack of adequate resources and treatment providers and services.

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D. Technology Improvement Priority

Criminal Justice Records Improvement Program:

Information technology systems include automated information systems used by the various criminal justice system components (law enforcement, courts, prosecution, corrections, probation, and parole). During the past decade, criminal justice agencies have come to rely on automation and information technologies to provide reliable, timely, and accurate offender and case based information. While most of these agencies have implemented these new technologies in the administration, management, and operations of their various responsibilities and tasks, not all upgrading has been completed or is fully functional. Integrating these often disparate technological systems has been challenging, time consuming and costly.

The goal of the Guam Criminal Justice Records Improvement Program is to improve the timeliness, completeness, accuracy, and accessibility of the state's criminal justice information systems, with an emphasis on criminal history information; and to support the nationwide implementation of criminal justice and noncriminal justice background check systems. High priority is given to encouraging automation, and establishing uniform, automated procedures for reporting arrests, prosecution status to charge to decline, disposition, and correctional status to the criminal history records Central State Repository. Criminal justice agencies are strongly encouraged to integrate and share criminal justice records data with other criminal justice agencies in an effort to increase efficiency and improve the quality of criminal justice information.

Guam's criminal justice entities require the use of criminal history records information in decisions concerning bail, offense upgrade, sentence enhancement, criminal status, probation, presentence reporting, correctional classification and firearms possession. Complete criminal history records are vital to all components of the criminal justice system, as well as the many non-criminal justice users that utilize the information for employment and licensing decisions. The ability to routinely exchange timely information across the justice flow remains a priority for Guam. Guam's criminal justice community is committed to preserving the integrity of criminal history record and criminal justice information by improving information systems and processes.

In May 2013, the Criminal Justice Automation Commission implemented the Virtual Computerized Criminal History System (VCCH), a virtual system to pull data from the Guam Police Department's Law Enforcement Records Management System (GPD LERMS), the Guam Police Department Automation Fingerprint Information System (GPD AFIS), the Office of the Attorney General of Guam's Prosecution Case Management System (OAG PCMS), the Judiciary of Guam Case Management and Probation System (JOG CMPS), and the Department of Correction's Jail Management and Parole Systems (DOC JMPS) via the message switch to reflect the criminal offender rap sheet.

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Although the VCCH has been implemented, there are still issues that need to be addressed such as:

- the migration of the Offender State Identification Number (SID) and Federal Bureau of Investigation (FBI) Number from GPD AFIS to the VCCH Records;
- the upgrade of the GPD LERMS and the migration of specific data from GPD LERMS to OAG PCMS and DOC JMPS to eliminate redundancy of having to reenter information that has been populated to reduce human error;
- the need to implement an automated mug shot system that integrates with the VCCH;
- the need to upgrade and integrate the AFIS System to the VCCH;
- the need to upgrade DOC's Adult Correctional Management Information System to ensure seamless migration of inmate and detainee information with planned upgrades to GPD's LERMS; and
- the need to ensure the sustainability of the law enforcement annual maintenance costs.

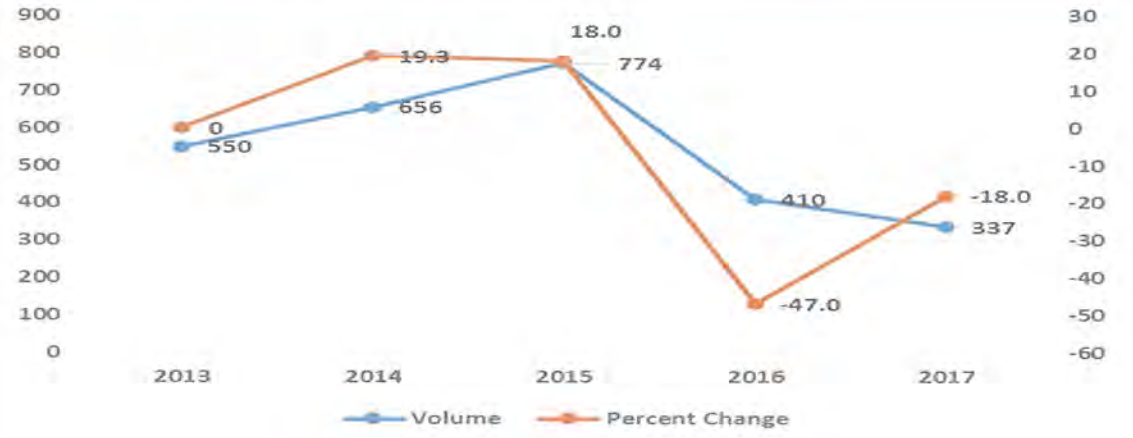
E. Prevention and Education Priority

Although Guam does not have the level of juvenile violent crimes and other offenses as other jurisdictions, violence by juveniles, in itself, is a great concern to law enforcement and to community leaders. From 2013 to 2015, juvenile offenses steadily increased with an average of 660 offenses and violent crimes were becoming more pronounced amongst juveniles. However, in 2016, juvenile offenses decreased 47 percent as compared to 2015 and further decreased in 2017 by 18 percent. Although violent, property, assaults and other simple crimes may have decreased, the shift in juvenile offenses indicate well over 60 percent increase in liquor law violations and reported runaways. The demographics of Guam's juvenile offense patterns show either extreme high and low and can be attributed as mentioned previously to any or a combination of factors such as aggressive law enforcement and community efforts, increased collaboration and services among network partners, revenue shortfalls and or the lack of law enforcement resources to name a few. However, the change in demographics, the rate of juvenile offenses is considerably high for a small island community.

Although 2018 juvenile patterns are not available, crime patterns with juveniles remain constant and are attributed to poor parental guidance, lack of facilities in which youth can expend their energy, peer pressure, and the lack of services that will effectively teach our youth about proper anger management skills and conflict resolution techniques. Another contributing factor to consider as a salient cause in social problems like crime, violence, and drug and alcohol abuse is the economic status of the families, specifically the level of poverty. Although many service providers, both non-profit and government, attempt intervention by conducting outreach events at schools, the lack of resources have adversely affected how these organizations conduct prevention programs. Most prevention programs are aimed at adolescents already involved in the criminal justice system while "ignoring" the needs of other high risk children who are not in the system. Data on juvenile offenses indicate that this segment of Guam's population are highly vulnerable and susceptible to violence and are likely to escalate as adults.

Juvenile Offenses CY 2013 - 2017					
Offense Classification	**2013**	**2014**	**2015**	**2016**	**2017**
Violent Crimes	52	48	94	26	1
Property Crimes	131	109	113	139	14
Assaults, Simple	52	78	132	47	1
Vandalism	34	42	31	12	9
Drug Abuse Violations	93	148	180	63	0
Liquor Laws	35	87	94	46	122
Runaways	18	57	43	25	165
All Other Offenses	153	144	130	52	25
Total	***550***	***656***	***774***	***410***	***337***
Guam Police Department: Crime in Guam 2017 Uniform Crime Report					

Volume and Percent Change, Trends, 2013 - 2017

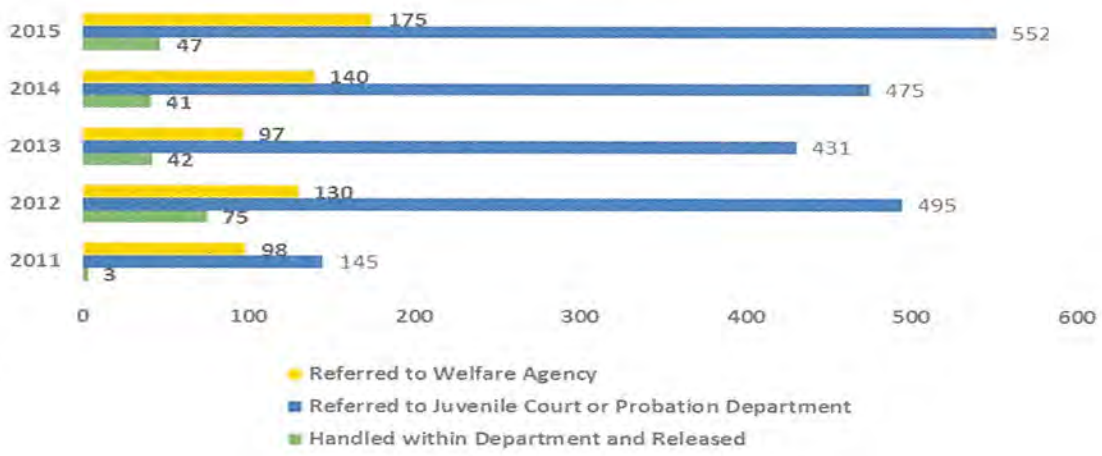


Law enforcement disposition of juveniles who are taken into custody or arrested depends on the seriousness of the offense and the offender's prior criminal record. A juvenile may be warned by the police and released to parents, relatives, friends, or guardians or may also be referred to the probation department or some other branch of the juvenile court, to welfare agencies, to other law enforcement agencies, or in the case of serious offenders, to criminal or adult court by waiver of the juvenile court. The 2016 and 2017 UCR did not report any police disposition on juvenile offenses. Available data is reported from 2011-2015. Of the total 774 offenses reported in 2015, 47 were handled by Guam Police and released, 552 were referred to Juvenile Court or to the Probation Department, and a total of 175 were referred to a Welfare Agency for advocacy services.

Juvenile Offenses: Police Disposition

Type of Disposition	2011	2012	2013	2014	2015
Handled within Department and Released	3	75	42	41	47
Referred to Juvenile Court or Probation Department	145	495	431	475	552
Referred to Welfare Agency	98	130	97	140	175
Total	*246*	*700*	*570*	*656*	*774*

Guam Police Department: Crime in Guam 2015 Uniform Crime Report



The Department of Youth Affairs, a youth correctional facility, is responsible for the care and custody of both status offenders and delinquent offenders. From data available, DYA experienced a 20 percent increase in admissions from 396 in 2015 to 475 in 2016. The increase as reported is attributed to a major loss in federal funding which resulted in the attrition of personnel and resources that affected community integration and after school services. In 2015, DYA experienced a 16 percent decrease in status offender admissions as compared to 2014 with 471. The decrease is attributed to the department's involvement with the Judiciary of Guam's Juvenile Justice System Reform and continuing collaboration with other community partners. The recidivism rate decreased by .73 percent from the 61.36 percent reported in 2015.

DYA Admissions, Recidivism and Community-Based Resource Center Data					
Data Type	2012	2013	2014	2015	2016
DYA Total Admissions	551	384	471	396	475
1st Contact	203	136	205	153	187
2nd or more Contacts	348	248	266	243	288
DYA Recidivism	63.15%	64.58%	55.88%	61.36%	60.63%
DYA Community-Based Resource Centers:					
Jumpstart/Extended Furlough	12	14	16	11	N/A
Aftercare	165	99	92	98	70

Source: DYA 2012-2016 Citizen Centric Reports

The top offenses by admissions are illustrated in the following chart.

DYA Type of Admissions	**CY 2015**			**CY 2016**		
Type of Offense	Total	Male	Female	Total	Male	Female
Violation Related	354	288	66	282	232	50
Violation of Court Order	212	174	38	104	82	22
Beyond Control	107	86	21	149	125	24
Suspension	35	28	7	29	25	4
Criminal Related	83	75	8	169	154	15
Theft or a Motor Vehicle	17	16	1	63	56	7
Burglary	28	28	0	58	54	4
Assault	38	31	7	48	44	4
Total	*437*	*363*	*74*	*451*	*386*	*65*

Source: DYA 2016 Citizen Centric Reports

DYA is hopeful that with the implementation of new risk assessment tool such as the Structured Assessment of Violence Risk in Youth (SAVRY) during intake processing which assist to formulate clinical/rehabilitative treatment plans, case management, supervision and other programs and services, will continue to avert the rise of recidivism by strengthening re-entry programs for chronic juvenile offenders. Through its Community-Based Resource Centers, the Jumpstart/Extended Furlough Programs helps guide the juvenile for eventual release from the Youth Correctional Facility, and the Aftercare Program assists youths and their families through the reintegration phase. The Family Court may defer cases to this program as an alternative to incarceration.

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As reported by DYA in 2016, 86% of 70 clients receiving Aftercare services did not return to the Youth Correctional Facility (YCF) and or Cottage Homes; while in 2015, 3% of 98 clients returned to the facilities.

In 2016, Chuukese made up the largest single ethnic group at 18.31% followed by Chamorros at 13.68% of 475 admissions in DYA. The focus continues to remain with these two ethnic populations as the largest ethnic groups involved in the juvenile and criminal justice systems. Filipino, Palauan and Caucasian populations have remained relatively low in admission numbers and extremely under represented.

DYA Admissions By Ethnicity

Type	Chamorros	Chuukese	Filipino	Palauan	Caucasian
2012	258	218	33	0	19
2013	198	168	12	0	12
2014	229	199	12	18	0
2015	193	168	13	23	0
2016	65	87	3	2	0
Total:	*943*	*840*	*79*	*33*	*31*

Source: DYA 2016 Citizen Centric Report

Although DYA actively engages and coordinates with its resources partners to address treatment and rehabilitative programs and services, individualized care, and other needs to address the increasing youth crime rate on island, the problems are much more complex and individual with each case. Many juvenile and adult justice offenders face many challenges as they return back to society, to homes, schools and or jobs. Whether an arrest occurred recently for relatively minor, nonviolent offenses, and sometimes from decades in the past, individuals with criminal records face serious and complex obstacles as they transition back to society. For most, they lack or have limited education, few life skills, no stable housing, substance abuse needs, and fragile support networks. These barriers can ultimately contribute back to a cycle of incarceration that makes it difficult for even the most well-intentioned individuals to stay on the right path and stay out of the criminal justice system.

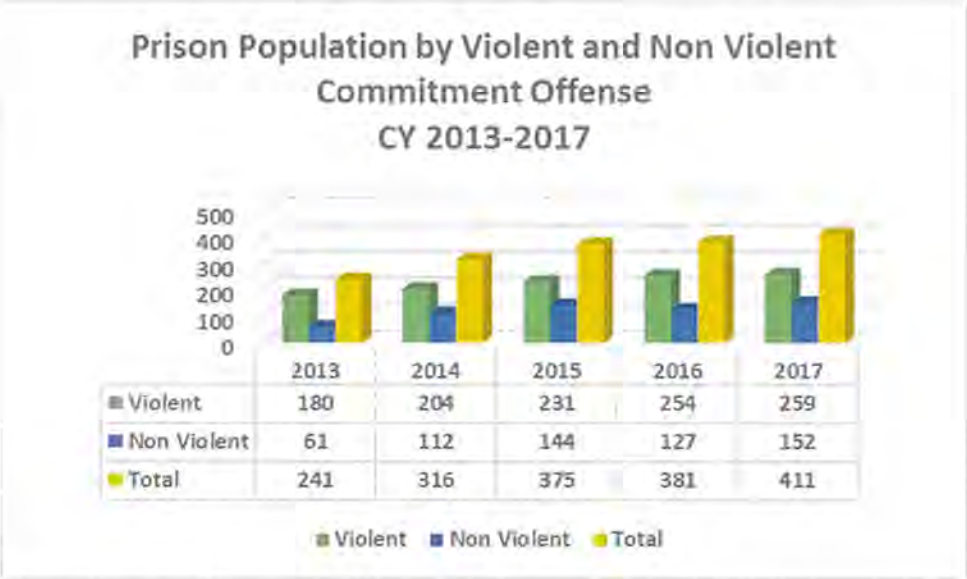
To help improve recidivism rates, a focused education and prevention strategy is needed to educate on the realities of having a criminal justice record, being incarcerated and the serious and complex obstacles many experience as they transition back to society. A focused education and prevention strategy can help improve recidivism outcomes, hold individuals accountable for their behaviors and directly advance public safety objectives.

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F. Corrections and Community Corrections Priority

Most adult criminals begin their criminal careers as juveniles. Preventing delinquency prevents the onset of adult criminal careers and thus reduces the burden of crime on its victims and on society. Delinquents and adult offenders take a heavy toll, both financially and emotionally, on victims and on taxpayers, who must share the costs. The cost of arresting, prosecuting, incarcerating, and treating offenders, the fastest growing part of most state budgets over the past decade, now runs into the billions of dollars a year. Research and analyses have shown that investments in appropriate delinquency-prevention programs can save taxpayers seven to ten dollars for every dollar invested, primarily in the form of reduced spending on prisons.

The Department of Corrections experienced a 3% decrease in its prison population with 722 in 2017 compared to 755 in 2016. Please note of the prison population data reported, the prison commitment is based on the highest charge and it only includes inmates that are eligible to participate in programs within DOC. Of the 2017 prison population, 36% or 259 offenders incarcerated received a conviction for a violent offense and 21% or 152 offenders incarcerated received a conviction for a non-violent offense.

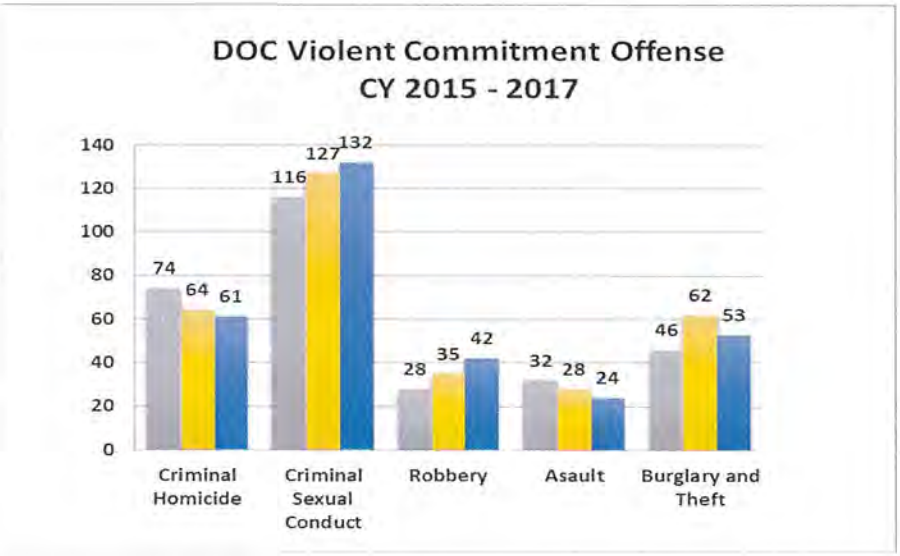


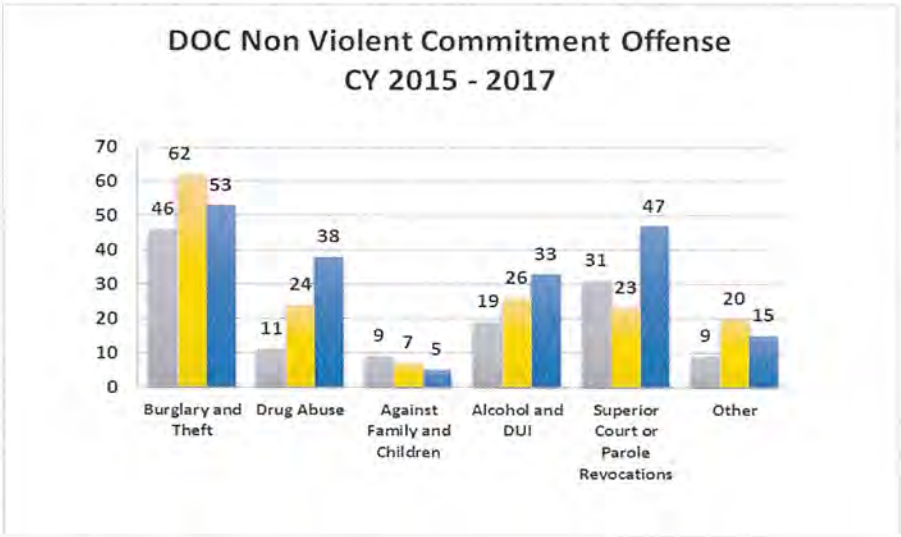
	2013	2014	2015	2016	2017
Violent	180	204	231	254	259
Non Violent	61	112	144	127	152
Total	241	316	375	381	411

Source: Department of Corrections, 2017

Of the violent commitment offenses, criminal homicide and criminal sexual conduct are the two leading offenses of incarcerated inmates at the Guam Department of Corrections. From 2013 to 2017, criminal homicide averaged at 66 offenders incarcerated and has remained relatively constant over the years. From 2016 to 2017, criminal homicide decreased by 5 percent and criminal sexual conduct increased by 4 percent of offenders incarcerated. For non-violent commitment offenses, burglary and theft, Superior Court or Parole revocations by the Guam Parole Board, drug abuse, and alcohol and DUI are the leading offenses of incarcerated inmates. Of interest to note, approximately 63 percent of non-violent offenders are those court ordered or for parole revocations. The following table outlines the violent and non-violent commitment offenses from CY 2013–2017.

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Source: Department of Corrections, 2017

The Guam Department of Corrections releases approximately 100-120 incarcerated inmates annually who complete the terms of their prison sentence. Within the next five years, DOC will release approximately 600 clients back to the community. One of the reasons for the existence of the correctional institution is to rehabilitate prisoners so that upon release they may become useful members to themselves and to society. The Department provides inmates with Casework and Counseling, Education, Residential Substance Abuse Treatment, Community Release Program, Religion, Forensic, Vocational Rehabilitation Section, Inmate Labor Work Program, Cultural Arts & Crafts, University of Guam Internship Program, and Volunteers and Program Development.

Although the Department is mandated to provide these services, the lack of adequate and trained staff support, the limited resources that are available, and the lack of adequate space within the existing facility, are contributing factors that prevent DOC in adequately handling the growing inmate and detainee population. It is becoming increasingly difficult for DOC to meet its mandates of providing security, health and welfare to those under its care, and with recidivism at over sixty

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percent, the department also is challenged with how to supervise offenders returning back to the community after incarceration.

The traditional process for supervising offenders in the community is overwhelming with the lack of parole officers and in providing the kind of close supervision and coordinated services that are needed to protect our community from recidivism.

The pressure to release prisoners, even violent and other serious offenders, early because of overcrowding and budget challenges, is increasing. State legislative bodies faced with difficult economic times are looking for ways to reduce large Corrections budgets, and since they cannot control the influx of inmates into the system, they seek to speed the departure of inmates back into society.

The Parole Services Division of the Department of Corrections is responsible for the supportive social work treatment of conditional release offenders, assist with the reintegration process, the monitoring for compliance of parole conditions and evaluation of behavioral patterns, and the determination of continued parole or re-commitment. The division is comprised of 6 parole officers, one division chief and 5 officers, and is responsible for supervising a total of 314 paroles on island and 45 off-island on caseload. On average, the five officers have a caseload of 50 or more. Many parolees today see their parole officer for less than 15 minutes once or twice a month and receive no intensive supervision or services. Many offenders who are released are illiterate or undereducated and have few job skills or life skills, little education, little work experience, and little prospect of legitimate success in the community to which they will return to. Furthermore, they generally return to the same environment which enabled, or encouraged, their criminal activity in the first place.

There is a need to develop and implement a reentry program to help change the way the Department of Corrections prepares offenders returning back to the community after incarceration in the effort to reduce recidivism and improving public safety.

Title 9 of the Guam Code Annotated, Crimes & Corrections, Ch. 90 Corrections, Article 4, § 90.91, gave the Guam Department of Corrections the authority to establish a prison industries program as may be feasible to provide a means for inmates to receive job training and skills development; to provide opportunities for the earning of wages to be used to pay restitution to victims of crime, and payment of fines and court costs; and, to provide additional means for funding certain recurring expenses of the Department. Further, the recently passed Public Law 33-225 allows for inmate compensation to be at the prevailing minimum wage. However, this mandate remains unfunded due to limited resources available.

Reentry support is most critical when the risk of recidivism is high. DOC will look at best practices being utilized that target those at the highest risk to reoffend, those with criminogenic needs, tailoring conditions of supervision, balancing surveillance with treatment, and incorporating skill-building, ongoing education, vocational training, and networking with established agencies and community partners who can assist offenders with substance abuse treatment, job placement, housing assistance, and family counseling to help offenders use their time while incarcerated productively and ease the challenges of reentry upon release.

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G. Community Awareness Contribution to Law Enforcement Effort

With the rise of crime and drugs on the island, there is a heightened awareness by citizens of the community of the need to assist law enforcement's efforts in combating the drug problem. Anonymous telephone calls and mediums such as the Crime Stoppers have proven to be excellent aids in the reporting of narcotics trafficking, especially in regard to marijuana cultivation. These anonymous telephone calls are credited with providing critical intelligence information on many marijuana growing operations. Crime Stoppers in Guam was formally organized in 1985. It has grown successfully to serve Guam's island community by providing means of communication for members of the public to provide law enforcement agencies with information on crimes or suspects without having to reveal their identify. It is a partnership between the community, the media and law enforcement.

In 2017, a total of 138 caller tips to the Guam Crime Stoppers Program were made, of which 64 were for drugs alone. In 2018, Guam Stoppers Program received a total of 586 caller tips of which 48 % or 286 were regarding drug tips, to include 28 for theft, 27 for warrants, 20 for sexual assault, 21 for robbery, 16 for vehicle theft and 14 for homicide. Guam Crime Stoppers statistics show that in the past 25 years its efforts have led to about 383 arrests for serious crimes with 61 rewards paid out, totaling about $22,500. Crime Stoppers tips have helped solve seven murders on Guam. The amount of recovered property and seized drugs in Guam is more than $4 million.

In addition, Guam Crime Stoppers conducted outreach presentations to a total of 15 schools in 2017 with over 3,900 student participants. The Guam Crime Stoppers also partnered with GPD's Fade Away from Violence Youth Outreach that focused on "at risk" kids within our middle school on March 2017. A total of 150 school children attended the 2-day event.

The success of a Crime Stoppers program cannot be purely judged on statistics, however, other benefits have come to notice:

- A greater awareness in the community that there is a crime problem.
- A willingness by the community to fight back against crime if it is given the opportunity and motivation.
- Improved relationships between police, media, and the community.

Community Policing Efforts:

The problems that are associated with the rising crime rate affect every neighborhood, community and person, regardless of age, race, or sex. Police services are stretched to the limit, and local police services are limited by increasing caseloads, decreasing budgets, manpower and resources. The demands of crime prevention have led to an interest in a newer, modernized form of police work: Community Policing. Community policing is a concept that offers a way for the police and the community to work together in a proactive partnership to resolve serious problems in the neighborhood and to work cooperatively with people in the community to identify their concerns and implement effective programs to deal with these problems.

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Through the MANDAÑA Community Oriented Policing Services (COPS) Strategy, the Guam Police Department implemented several types of community policing wherein a systematic approach in partnerships with business partners and community members will be utilized to identify problem-solving techniques that will proactively address the immediate and long-term conditions that give rise to public safety issues within our island community. MANDAÑA is the Chamorro word for "together."

Several MANDAÑA COPS Programs have been established that provide opportunities for uniformed and civilian personnel to engage the community and business establishments and maintain open lines of communication as the MANDAÑA COPS Strategy continues to grow and evolve.

The Mandaña Watch Programs presently has three Neighborhood Watch Programs (NWP) in place that are geared toward organizing pocket communities throughout the island, providing citizens basic training in information gathering and safety and security advisement on how to engage their respective neighbors in taking pro-active measures in safeguarding their individual communities. The Guam Police Department in conjunction with the Office of the Lt. Governor of Guam have implemented the following: 1) the Neighborhood Watch Program (NWP); 2) the Business Watch Program; and 3) the Apartment Complex Watch Program. Through these partnerships, the Barrigada and the Agana Heights NWP are the two most successful programs implemented and have seen a decrease in the occurrence of burglary, larceny, and assault. The NWP looks to see further reduction in all villages as Barrigada and Agana Heights serve as the models for successful NWPs.

The Coffee with a Cop Program is an effort to break down barriers between the police and the community. Every last Wednesday of the month, GPD, in conjunction with local restaurants or coffee shops, meet one-to-one with members of the community to discuss public safety concerns in their community. This is a nationally acclaimed program which GPD is proud to be a participating member. The GPD Community Resource Unit (CRU) is a program/patrol unit actively involved in all the precincts whose primary duty is to actively engage members of the community to create open dialogue in an effort to hear first-hand what the needs, wants and desires of the populace are concerning public safety and also participate in various community events and outreach programs.

To help foster better relationships with our island youths as role models, Guam Police is also engaged with the following youth community programs. The Cookies with a Cop Program allows for the police to engage youth in a school environment over cookies and milk to discuss issues of school violence, bullying, sexual assault, cyber-bullying and alcohol and tobacco use and abuse amongst other offenses that may be committed by minors. The cookies and milk are donated by business partners, police officers, teachers and school administrators. The Police Activities League (PAL) program establishes various sports related activities that provide the opportunity for our island's youth to engage directly with the police in a friendly and neutral environment, to also include the Youth-Outreach Program, the Youth Crime Watch Program, the Junior Police Cadet Program, and the Mission Guardian Angel in coordination with the Governor's Office to address alcohol and alcohol related incidents.

Further, law enforcement officers assigned to the Agat, Hagatna, and Dededo Precinct Command work with the Guam Housing and Urban Renewal Authority (GHURA) to increase the patrol

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presence at all federal housing projects to develop a more community friendly police image with the community; to involve the officers with other community related activities such as sports and reading to elementary age children; and to implement a log to account for all incidents occurring at all Federal Project Homes. Housing developments such as Iron Wood and Spring Field have implemented a Community Watch Program.

In the effort to reach out to our migrant community, Guam has teamed up with various non-governmental organizations and non-profit organizations to go out into the community and spearhead community outreach projects such as youth activities, local and federal laws education, meet and greets, community dialogues, community oriented policing centric curriculum, and various other community outreach initiatives. A few of the coalitions formed with the Guam Police Department are the UOG/FAS Coalition, GPD/Big Brother/Big Sister/AmeriCorps Collaboration Program, the Catholic Social Services/Alee Women and Children's Shelter, the Rotary Clubs of Guam and the Chuukese Christian Churches of Guam.

Furthermore, GPD has also implemented the Citizens Police Academy to strengthen the bond of friendship and cooperation between our citizens and our police department. The objective of the Citizens Police Academy is not to prepare graduates to become police officers, but instead to instill in citizens a greater knowledge of the many functions of the Guam Police Department. Approximately 93 Civilian Volunteer Police Reservists are in the program, with 20 who are actively volunteering hours. In addition, the Guam Police Department established the Community Assisted Policing Effort (CAPE). The CAPE Program, which officially started in 2005 through the National VIPS Program, has 16 trained volunteers. Of the 16 trained volunteers, 6 are active volunteers that conduct community volunteerism through outreach and dissemination of brochures and agency volunteerism through manning of telephone and other volunteer needs.

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H. Resource Needs and Gaps in Services

Since the development of Guam's plan and discussions with Guam's criminal justice entities, the assessment of Guam criminal justice system resource needs has continually evolved, especially with changes in technology and the lack of local resources. Guam's major resource needs were categorized under prevention, law enforcement, adjudication, corrections and treatment, and information systems and technological improvement.

A. Prevention

Drug and Alcohol Awareness and Prevention: Drug and Alcohol awareness and prevention continues to be a priority, there is a need to continue to fund drug and alcohol awareness programs in our community. Drug and Alcohol Prevention and Awareness program continues to be funded under the following federal funds that Guam receives: The Substance Abuse Prevention Grant, the National Highway Traffic Safety Administration, the Juvenile Justice Delinquency Formula Grant Program, and the PEACE Partnership for Success. Without these programs, future generation will be uninformed and unaware of the dangers and consequences of alcohol use and illegal drug use.

Sexual Assault Awareness: The need exists to continue to provide sexual assault awareness at the schools and to provide support services to victims and witnesses of crime. There is a need to continue to break the silence on sexual assault and to make the community aware of sexual assault issues.

A need also exists to build in prevention curriculums for children to learn about protecting themselves from becoming victims of sexual abuse. Guam's institutions of higher education also need to build into their courses, prevention programs to educate professionals about identifying and reporting cases of child abuse.

Prescription Drug Diversion Prevention: The Division of Environmental Health (DEH) through the Department of Public Health and Social Services has two programs: the Controlled Substances Program (CSP) and the Guam Prescription Drug Monitoring Program. The Controlled Substances Program within DEH is responsible for administering Title 9, Guam Code Annotated, Chapter 67, the "Guam Uniform Controlled Substances Act," relating to the manufacture, distribution, and dispensing of controlled substances. CSP conducts inspections, record audits, and investigations of registered practitioners and institutions authorized to handle pharmaceutical controlled substances to ensure compliance of the act and to prevent the abuse and diversion of these programs.

The Guam Prescription Drug Monitoring Program is a computerized database system to collect, monitor, and analyze electronically transmitted data on pharmaceutical controlled substances that are dispensed in Guam. This information is intended for pharmacists and practitioners to use in the treatment of patients, and will allow for a more efficient means for early detection of abuse trends and possible sources of diversion.

These two programs cannot combat this problem alone, and therefore a unified effort from

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regulatory, healthcare, law enforcement, and public health officials is needed. To address this need, resources are needed to educate and train these stakeholders to detect, prevent and implement intervention for pharmaceutical drug abuse and diversion; and to hire personnel for investigative and regulatory purposes.

Juvenile Restorative Justice and Drug Prevention Program: The purpose of this program is to promote the safety and well-being of our children by bringing justice to individuals who inflict upon them undue harm and danger. Family Division attorneys participate in efforts to strengthen legislation relevant to juveniles, juvenile justice reformation efforts, restorative justice, juvenile drug court, and public educational campaigns to address sexting, bullying, mutual combat and related trends. Identified juveniles are diverted from the earliest stage possible in the juvenile justice system into the OAG Restorative Justice Program, "Healing Empowering Rehabilitating Overpowering" or H.E.R.O. Referrals to community programs will guide Guam's youth to make better law-abiding choices, receive educational support (e.g., tutoring, mentoring), and overall reduce recidivism.

Based on the calendar year 2017 statistics from Prosecution's Case Management Information System, the number of cases filed for Juvenile Drug Court and Special Proceedings showed a decrease from 2016 filings by 35 cases or 27 %. To provide support and resources to handle issues relevant to juveniles, juvenile justice reformation efforts, restorative justice, juvenile drug court, and public educational campaigns to address sexting, bullying, mutual combat and related trends and to keep up with emerging juvenile crime trends and seek best practices in this field to reduce the number of cases filed. The goal of this program is to enhance public education, community outreach and strengthen collaborative relationships with the Guam Behavioral Health and Wellness Center through the following efforts:

A. Sexual assault awareness

- Sexual abuse prevention program curriculum in DOE schools for children to learn about protecting themselves from becoming victims of sexual abuse. Expand to private schools. Funding is needed for periodic refresher training for the train-the-trainers; for copying of materials; procure giveaways; and fund professional services (videos, voice over) to develop PSAs. Link to "It's the Law."
- Enhance the LaniKate program - Internet Crime Against Children/Keep Safe Internet Response Tool for Schools.
- A fund for victim advocates are needed to support the increasing number of crime victims served. Develop a risk assessment instrument for victim advocates use.
- Purchase or lease vehicles to support the activities of the agency.
- Equipment is needed for investigative, surveillance, and educational campaign efforts used in outreach activities and DOE schools.
- Increase access to services and information by developing quality and comprehensive information that is accessible (online) and using smart technology, e.g., informational kiosks that are strategically placed or displayed.
- Develop a risk assessment instrument for juvenile use.

B. Juvenile Drug Prevention

- Resources needed to fund a prosecutor

- Increase public awareness campaign through technology used for investigative, surveillance, and to deter crime in Law Enforcement, e.g., purchase of equipment (Drug Display kits) and Driving Under the Influence (DUI) goggles for group presentations for educational campaign efforts and outreach activities.

Restrictions on STOP VAW Program: The Governor's Community Outreach-Federal Programs Office (GCO-FPO) applies for and administers federal grant from the Office on Violence Against Women, U.S. Department of Justice. Currently, GCO-FPO has three active programs, the Services*Training* Officers* Prosecution (STOP) Violence Against Women (VAW) and the Sexual Assault Services Formula Grant Program, and the Rural Sexual Assault, Domestic Violence, Dating Violence and Stalking Assistance Planning Grant.

The STOP VAW program provides funding to subprojects within the community and faith-based organizations, and criminal justice agencies such as the Guam Police Department, Office of the Attorney General's and the Judiciary of Guam. Funding is used to support services for victims of Domestic Violence, Sexual Assault, Dating Violence and Stalking.

GCO-FPO, in coordination with STOP VAW subprojects and collaboration with community partners, participates in various community prevention and outreach events. However, because of restrictions within the STOP VAW program, only 5% from the discretionary funding category can be used towards prevention purposes. With this limitation, there is a need for more resources for prevention efforts to address violence against women and their family.

B. Law Enforcement

Sexual Assault Services: Sexual assault continues to be one of the most underreported violent crime according to U.S. National statistics. The Bureau of Justice Statistics, under the Office of Justice Programs National Institute of Justice, estimates that 60%-85% of rape and sexual assault go unreported. Some reasons identified by victims for underreporting are guilt and self-blaming, shame, humiliation, fear of not being believed, fear of the perpetrator, lack of trust in the law enforcement or the judicial process, lack of clarity or understanding that a crime did in fact occur and not knowing who to turn to for help. Some survivors state that the initial disclosure of the sexual assault is the hardest step in the process. This statement stresses how crucial it is to have trained, competent individuals responding to the needs of survivors.

Responding to victims of sexual assault requires a coordinated community effort. Local data continues to show the magnitude of this problem on Guam. According to the Guam Police Department Law Enforcement Records Management System, there are on average 255 Criminal Sexual Conduct arrests over the past 4 years. The Healing Hearts Crisis Center (HHCC) leads Guam's Sexual Assault Response Team (SART) which incorporates governmental and nonprofit agencies who provide services to victims of sexual assault and abuse.

The Healing Hearts Crisis Center (HHCC) is Guam's only rape crisis center and was established by public law in 1992. HHCC is a division of the Guam Behavioral Health and Wellness Center in the Government of Guam. The intent of the program is to provide survivors of sexual assault with

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"discrete, immediate, and full medical attention". HHCC works closely with the Guam Police Department, Child Protective Services, Advocacy agencies such as Victim Advocates Reaching Out as well as the Office of the Attorney General to provide a full continuum of care to victims. All pertinent agencies participate in Guam's Sexual Assault Response Team and work together to develop strategies based on current best practice standards to begin the healing process for victims and ensure that the necessary help and resources are available.

There are certain challenges and limitations that continue to be worked through in the community. The most significant limitation for victims of sexual assault and abuse is the limited amount of services available for victims. HHCC continues to be the only provider on the island of Guam with specialized, trained individuals to deliver specific services to victims of sexual assault and abuse. As a result of these, HHCC has identified the following resource needs and gaps in services:

A. Increased funding to incentivize health professionals to become Forensic Examiners. Funds are currently very limited to support HHCC's efforts to maintain a pool of on-call Examiners and Examiner Assistants to be able to respond to and provide needed medical services 24 hours a day, 7 days a week.
B. Increased training opportunities for Forensic Examiners. Hand in hand with the above need, there are currently no funds to support the training of potential Forensic Examiners in Sexual Assault Forensic Examination courses. Training opportunities have been limited to full-time HHCC staff which prevents contractual personnel from accessing needed training opportunities to work towards certification in the area of sexual assault forensic examination.
C. Equipment upgrades/ technological improvements for medical and Forensic Interview equipment. The field of research surrounding sexual assault is constantly being innovated and as a result, technological and equipment needs to keep up with evidence-based practices and best practice standards that are changing rapidly. Medical equipment such as a colposcope, computer equipment and corresponding software, as well as forensic interviewing equipment such as audio and visual recording equipment and data storage need to be upgraded and maintained to maximize the collection of forensic evidence in sexual assault cases.
D. Increase compliance with the Violence Against Women Act and not require any police involvement to access rape kits. Currently all sexual assault kits used to collect forensic evidence is the property of the Guam Police Department which requires a corresponding police report number for record purposes. Although HHCC works well with GPD and utilizes mechanisms such as anonymous reporting for adult victims without disabilities, there is still a gap in access to rape kits. Exploration of the possibility of other entities such as major hospitals, clinics, or government agencies such as the Department of Public Health and Social Services or even HHCC directly being able to procure evidence collection kits would provide easier access to these kits for victims who do not want to participate in the criminal justice system which by federal law should not be required and would also potentially facilitate greater coordination between other health provider entities to be able to provide evidence collection for victims.

Another major limitation is the need for other available services. Immediate services provided to sexual assault survivors is critical to not only the healing process, but also to the survivor's willingness to cooperate with the criminal justice system, culminating in the prosecution of the alleged perpetrator. Appropriate referrals and resources identified within the community provide the

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survivor with the necessary tools to facilitate healing and navigate through the criminal justice system.

The prosecution of criminal sexual conduct cases historically takes an average of two years after the initial reporting. Although the matter has somewhat improved through a ruling passed by the Guam Court system that requires these cases to be prosecuted within a shorter time frame, the HHCC is still working through trials for cases dating back to as far as 2012. The time lapse between reporting and trail highlights the importance of ensuring that survivors obtain all services needed throughout all stages of the process. If an alleged perpetrator is released pending court trail, the survivor may be in fear of danger of further assault and may recant in the hope that the alleged perpetrator will not harass them. Linkages to systems to mitigate this is critical wherein the victim is referred to agencies where they can obtain protective or restraining orders will help deter recanting and increase their sense of security. It is critical that the prosecution of sexual assault cases takes place within a reasonable time frame to provide a safe, supportive and healing response to survivors not only during the rape exam and the intake/interview process, but to also have closure through successful prosecution.

A need exist to ensure the officers trained in child sexual assault forensic interviewing remain constant to ensure there is a seamless working relationship with all parties involved.

Violent Crime & Sexual Assault Prosecution Program: Based on an analysis of previous year's filing, the growing trend is the number of drug cases filed at 162 cases or 17% of the total cases filed. Among violent crimes committed against persons, assault had the highest number of cases filed at 285 or 30%. Sexual assault crimes continue to be one of the top crimes committed against women and children at 78 or 8%.

There is a need to fund prosecutors and investigators at the Office of the Attorney General to handle cases stemming from violent crimes and sexual assault cases charged. There is also a need to fund a paralegal to provide administrative support for this project to also include the following:

A. Sexual Assault Response Team (SART)

- Resources to fund a prosecutor, investigator, and/or paralegal to handle violent crime and sexual assault cases.
- Training for prosecutors and investigators (e.g., child sexual assault forensic interviewing techniques, trauma informed training and best practices, to name a few).
- Training for victim advocates on best practices of handling sexual assault and child sexual assault victims and trauma informed advocacy training.
- Develop a risk assessment instrument for prosecutor use.

B. Restitution Court

- Resources to fund a coordinator to identify restitution cases (defendants with expired probation terms), track restitution paid for victims, and coordinate payments due to victims.

Training: In response to addressing the needs of victims of criminal sexual assault cases and minimize additional trauma, a General Order 03-10 was developed by the Healing Hearts Steering

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Committee. The General Order was developed to provide the Guam Police Department law enforcement officers with guidelines for responding to reported criminal sexual assault cases. There is still a need for continued training for all responding officers on the proper procedures and protocol in handling a sexual assault case.

There is still a need to ensure all precinct police officers, commanders, and patrol are trained in the dynamics of domestic violence and sexual assault cases, its victims and the services available to them as they are the first to respond to a reported case; and to grow the capacity of first responders to be trained to interview children of sexual abuse. Law enforcement needs continuous training on how to deal with sexual assault cases and forensic interviewing.

Prescription Drug and Diversion. Educate and train police officers, detectives, and investigators in the investigation of prescription drug abuse and diversion. Attorneys need training and assistance in prosecuting controlled substance diversion cases that involve healthcare providers.

Covert Investigations. Provide specialized training opportunities in covert investigations, advanced electronic audio and video surveillance and other counter intelligence to the Guam Police Department task forces. The need for all police officers to be properly trained and educated with new and upcoming illegal narcotics that have been trafficked into Guam. Some of these illegal narcotics can be fatal even at the slightest contact with skin. The need for specialized training regarding narcotic investigations due to its evolving techniques and methods. Organize crime has always been II step ahead due to its vast amount of money they use to further their criminal activity.

Forensic Laboratory. All laboratory personnel to be properly trained and educated in the processing of crimes scenes, analysis of controlled substance, analysis of body fluids, examination of firearms and fingerprint/latent prints. After completion of the basic training course, personnel need to be further developed with advance training in new, advanced and upcoming techniques for the various specialties in the laboratory.

Equipment: There is a need to acquire advanced counter-electronic audio/video and surveillance equipment to assist Guam's law enforcement agency to conduct investigations on drug traffickers for narcotics and firearms to include other investigative and surveillance equipment to aid in investigation efforts.

Vehicles (Marked and Unmarked). There is a need to increase the patrol presence in the villages with high crime rates and police cruisers and police motorcycles are needed by the Guam Police Department. The need also exists to acquire system support vehicles for Multi-Jurisdictional Task Forces. Most of the vehicles being utilized are ready to be surveyed because they cannot be repaired. System support vehicles are essential to the task forces operations.

The Judiciary's law enforcement divisions have varied responsibilities but both share one: the transport of individuals who have been convicted of crimes and ordered by the court to be detained. These individuals range from your juvenile/adult common thief to violent drug addicts. On any given day, up to 10 individuals are court ordered to be detained at the Department of Corrections and or the Department of Youth Affairs. As custody of the Judiciary, transportation is our responsibility. In

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addition to transporting criminals, the Marshals Division is responsible for delivering court documents. In 2016, the field services section comprised of the Warrant and Intelligence Section, and the Criminal and Civil sections, handled more than 35,000 documents for criminal, traffic, civil, small claims and child support matters.

The Judiciary of Guam's current fleet does not meet the needs of our law enforcement officers. Our current fleet of vehicles is primarily comprised of Kia Optimas and Hyundai Elantras, but none are equipped with law enforcement safety features. The lack of these safety features increases the likelihood of those detained hurting themselves and our officers. In addition to the lack of safety features, these vehicles do not meet the requirements of field officers who serve court documents and execute warrants. The current fleet consists of economy sized sedans that are not capable of trekking thru Guam's remote, all terrain locations. They are not suitable for unpaved roads, rocky areas, secluded ranches, isolated hillsides and wetlands, and are likely to sustain damages resulting in costly repairs. Sport Utility Vehicles (SUVs) and transport vans equipped with officer safety features such as rear window barriers, a prisoner cage, customized rear door panels, seat belts and the capability to access remote areas throughout the island are needed.

Suppression Equipment. There is a need to acquire less than lethal weapons such as distraction devices, electronic controlled devises and rubber bullets for the Guam Police Department Special Weapons and Tactics Section to ensure the safety of the officer and the suspects when responding to a situation.

Forensic Laboratory. The Guam Police Department in all areas have aging and deteriorating equipment There is a continuing need for essential and specialized police equipment to assist in the processing, collection, analysis, and disposal of evidence. Such equipment include:

1. 3D Crime Scene Mapping System, Digital Cameras, and Digital Video Recorders for the documentation of crime scenes; Portable Incinerator for drug disposal;
2. Fourier Transform Infrared Spectrometer & Gas Chromatograph Mass Spectrometer, High Precision Analytical Scale for the analysis of controlled substances;
3. Alternate Light Source for the identification of body fluids and fingerprints; and
4. Dry Air Compressor to maintain a moisture free environment in specialized equipment

Radio Communications Equipment: Perhaps the most critical piece of equipment for a law enforcement officer to have while performing their duties is reliable and instant communication in the form of portable radio devices which is a part of standard security gear across the nation. Portable radios enable officers to stay connected with and provide a direct link to their command center and team at all times. This link is critical to supporting officer safety and coordination when responding to emergencies.

Due to a lack of funding, the Judiciary's current inventory of radio equipment is less than sufficient to support officer safety. The current communications equipment in the Marshals Division includes 25 operable portable radio systems from the Motorola XTS Series. A total of 73 full-time marshals are on staff, which equates to almost one unit for every three officers, excluding the additional 40 Volunteer Deputy Marshal Reservists also employed at the Judiciary. Purchased in 2011, these radios are outdated and difficult to repair as the manufacturer has discontinued production of this model.

The Probation Services Division has not had operable radio units in the past four years. Although officers in this section do not conduct field work as often as the Marshals Division, they do perform weekly routine checks on probationers and offer support, when needed, to School Resource Officers assigned to high schools throughout the island. When in the field, probation officers currently rely on personal cellular phones, specifically data messaging via WhatsApp messenger to communicate with their supervisors and team. Although any communication is better than none, cellular communication can limit an officer's access to timely information such as an individual's location and court documents. Probation officers in the field do not have access to the Marshals control center and regularly experience connectivity issues in areas with poor reception. Communication via phone chat groups is insufficient and unsafe, especially in times of emergency.

In 2015, the National Center for State Courts (NCSC) conducted a security assessment of the Judiciary. Its recommendations include an upgrade of existing radio communications equipment to ensure that law enforcement personnel are equipped to respond in times of emergencies.

Active Shooter Training Equipment/Supplies: In 2013, Advanced Law Enforcement Rapid Response Training (ALERRT) was named the National Standard in Active Shooter Response Training by the Federal Bureau of Investigations. The curriculum is designed to train all responding officers, regardless of employing agency, to operate on a common response plan to active threats.

Upon the passing of Guam Public Law 32-232 on December 30, 2014, Active Shooter Training became one of the mandated trainings under the Peace Officer Standards and Training (POST) certification. A total of 406 Judiciary of Guam employees completed Active Shooter Training - 300 in 2016 and 106 in 2017. Among these, 100% of the 172 law enforcement designated Judiciary personnel who must maintain POST certification on an annual basis have completed the training. In addition, instructors from the Judiciary of Guam's Marshals Training and Staff Development Section have facilitated this training for other Federal, Military, Government of Guam, and private agencies to include US District Court, Commander Naval Forces Marianas - Navy Police, Guam International Airport Authority, Guam Memorial Hospital, University of Guam, Guam Community College, and Guam Department of Education.

Currently, the Judiciary's Marshals Training and Staff Development Section employs three certified ALERRT instructors; however, the Judiciary lacks the ALERRT equipment needed to fully and effectively conduct the active shooter training. Trainings conducted with non-law enforcement staff are done without active shooter training equipment. Trainings conducted with law enforcement designated positions must be coordinated and scheduled in such a way to allow for the borrowing of equipment from other law enforcement entities.

Due to the lack of proper Active Shooter Training equipment, the Judiciary of Guam has resorted to borrowing equipment from other law enforcement entities. At times, this has resulted in two negative outcomes - the canceling and rescheduling of training events when equipment are unavailable or the reduction in the number of personnel trained during an event if the necessary number of equipment is not secured for the training. With the acquisition of ALERRT Active Shooter Training equipment, the Judiciary will have the capacity to implement initial and booster Active Shooter Trainings to full

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fidelity as required by ALERRT and at regular intervals in order to meet and maintain POST requirements.

Maintenance of Equipment: The existing specialized equipment such as the Fourier Transform Infrared Spectrometer, Gas Chromatograph Mass Spectrometer, and Automated Fingerprint Identification System are in need of regular maintenance.

Personnel: Even though federal funds are generally not being used for personnel costs, the following are Guam's additional manpower requirements needed to effectively fight drugs and violent crime and to improve our criminal justice system:

- Attorneys to prosecute violent crimes cases and non-compliant sex offenders, including specialized training and conferences for prosecutors.
- Attorneys to prosecute sexual assault cases, domestic and family violence cases, drug cases, and juvenile crimes.
- Investigators to investigate sexual assault cases, domestic and family violence cases, drug cases, and juvenile crimes.
- Legal support staff to assist the attorneys.
- Officers to aid in narcotic interdiction efforts as the following have been noted: 1) decrease in the price and street value of methamphetamine indicative of supply-demand and supplier surplus; 2) increase in importation trends have been identified through all ports of entry (shipping, airline), postal service and private parcel couriers; 3) increase and commonality of drug trafficking organizations and individuals in the possession of illegal firearms or trade in firearms in exchange for narcotics; 4) use of businesses by drug trafficking organizations to launder cash proceeds from sales of narcotics especially in the use of electronic currency such as Bit Coin and PayPal; 5) increase of illegal indoor marijuana grow houses as a result of recent passage of medical marijuana on island; and 6) increase of pharmaceutical controlled substances (prescription pills) theft, use, possession and illegal sales indicates a paradigm shift from the use of synthetic substances (methamphetamine).
- Law enforcement officers in the Judiciary's Marshals and Probation Services Divisions play a vital role in the day-to-day operations of the Court. Officers provide security screening at all building entrances, security for judicial officers and ensure the safety of employees and the hundreds of patrons who conduct business at the courthouse each day. They also supervise in-custody defendants in the Judiciary's holding cells, transport and supervise defendants to and from the Department of Corrections, and oversee weapons screening stations at facility entry points. They are also mandated to supervise adult and juvenile probationers on a regular basis both on and off the court premises. Law enforcement officers also perform daily field work such as executing warrants, transporting detainees and serving court documents for criminal and civil cases.
- Additional personnel is needed to maintain the minimum requirements for peer and technical reviews as required by laboratory accreditation.
- Intelligence gaps concerning the threat of illegal drugs to Guam are numerous and wide ranging. Government officials lack the resources necessary to track trends in drug trafficking and abuse; therefore, the picture of the drug situation on Guam is incomplete. The Guam Police Department's Planning and Research Division lacks data entry personnel and statisticians to prepare and complete the Uniform Crime Report in a timely manner.

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Accreditation: The laboratory is seeking accreditation under the ISO 17025 for Testing Laboratories and ISO 17020 for Inspections. The primary source of funding for this endeavor is through the Paul Coverdell Forensic Science Improvement Grant. Once the initial accreditation is achieved, funding for the subsequent assessments will need to be addressed.

Vehicles: The laboratory is in need of a mobile major crime scene response van. When the laboratory responds to major crime scenes, it is difficult to transport all the specialize equipment to the scenes in the existing vehicles. Often times, several trips are required to perform specialized tasks as there is not enough space in the vehicle to bring all the equipment at once.

DNA Laboratory Equipment: In September 2010, the Guam Police Department was awarded a Capital Improvement Project grant award in the amount of $365,653 from the Department of Interior for the architecture and engineering design for a DNA Lab and Toxicology Facility at GCC campus. The DNA Facility was expected to be completed by September 2013, however, federal funding that was identified for the construction was diverted to another project and the DNA laboratory has been pushed back. Although the funds were redirected, the Guam Community College (GCC) has reapplied for funds from the U.S. Department of Agriculture Rural Development Communities Facilities Loan for the forensic laboratory extension of approximately 8,000 sq. feet that will house the DNA laboratory, classroom facilities, and faculty offices. GCC's USDA loan is undergoing its final review by USDA. Thus far, the Architectural and Engineering Design for the DNA laboratory and the Request for Proposal (RFP) for the construction of the DNA facility is completed. The DNA Facility is a collaborative effort between the Guam Community College and the Guam Police Department for the expansion of the Gregorio G. Perez Crime Laboratory to include the DNA laboratory, GCC will construct the facility and provide limited maintenance and the Crime Laboratory will allow students to intern at the Crime Laboratory. The Guam Police Department will be responsible for the purchase of equipment for the DNA facility when construction begins.

Once the DNA lab is completed, the DNA lab will need to be equipped with Forensic DNA equipment and instruments.

Drug Detector Dog Teams: The goal of the project is to enhance the capability and efficiency of the DDDU in narcotics interdiction, seizures and apprehension efforts at all Guam Ports of Entry. The DDDU in FY 2017-2018 detected 9,723 grams of marijuana at a value of $194,463 and 21,628.78 grams of ice at $10,814,390. DDDU conducted 166 saturation operations at the U.S. Postal Services; 425 interdictions at the Airport/Air Cargo and 16 at the Port Authority of Guam; 30 live seizure runs; 54 federal search warrants; and 511 Proficiency Maintenance Training Assessments; and provided 14 to US Homeland Security Investigation (HSI). The need exists to deploy more canine teams through the purchase of drug detector dogs and recruitment of more dog handlers. The DDD Unit is lacking these resources due to the retirement of several DD Dogs and subsequent transfers of handlers back as line officers.

Communication Gaps with Port Authority of Guam.

1. Gap in Technology Improvements:

- Recommend to continue collaboration and show the forward learning position that the Port is engaged in the Cyber Security Program Initiatives that is closely tracked by the Area

Maritime Security Committee. Port Security Grant provides for funding to conduct various areas of concern, outlined by Presidential Directives.

- Compare or join with what technology already exists in large LE Agencies into one database for accessibility.
- The Port Police is not afforded access to criminal information sharing that other LEA's may have access to.
- Virtual Computerized Criminal History (VCCH)
- GPD Criminal Repository
- Department of Motor Vehicles Repository
- National Crime Information Center (NCIC)
- Fusion Center Information Exchange

2. Coordination between Port Programs office with outside agencies in real time and coordinated interaction.
3. Challenges in coordination to partake in Port Security Grant participation.
4. Resource/Staffing needs- Consistent with Cyber Security Initiatives as a priority against cyber threats.
5. Full disclosure to Guam LE entities on the strict adherence or requirements outlined by US Code of Federal Regulations; requirements needed to fulfill Port Police fiduciary duties; not readily available for deployment without prior coordination and Internal impacts as it relates to the goods and services the port provides the island of Guam as a whole.
6. Legislation expanding the jurisdiction of Port Police to the GCA and Maritime Law enforcement, safety for threats against port security.
7. Establishing a Port Authority of Guam- Police Blotter and Record Keeping System
8. Port Authority of Guam already engages in Joint Operations with local and federal partners in the Multi-Agency Strike Force Operations (MASFO) for the protection and inspection of cargo incoming and outgoing. PAG has been highly successful in partnering with federal LE entities in the interdiction, protection, presence and enforcement of the PAG waters that receive shipping and commerce. However, participation in the task force has only shown Guam Customs and Quarantine as the major participant with other LE entity participation at a minimum. With the exception of Guam Fire Department, other LE participation m the Area Maritime Security Committee shows uncomfortable gaps.
9. The Port Authority of Guam identifies mission Port Police Officers as a main gap that is in need of attention; provide the level of service to the community that is expected of the Port.

Implementation of Executive Orders continue to tap the already stretched and struggling pool of Category I Police Officers at the PAG. Other coordination's that Port Authority by its organic nature with the sharing of the Apra Harbor requires additional services requiring additional federal and military partnerships in the protection of the Port Facilities and it properties closely adjacent to shipping lanes, docks, waterways; commerce movement essential to Guam. PAG is in need of additional resources for Port Police Officers to carry-out its missions and for maritime security.

Legislation:

Drug Recognition Expert: A Drug Recognition Expert (DRE) is a law enforcement officer trained to identify people whose driving is impaired by drugs other than, or in addition to, alcohol. All DREs

follow the same 12 step procedure called a Drug Influence Evaluation (DIE), to determine which category of drugs is causing the driver to be impaired. The Guam Police Department has developed the draft Standard Operating Procedures (SOP) and protocol for the Drug Recognition Expert Program, however, the draft has not been approved until such time that legislation is developed to provide drug testing of individuals under the influence of alcohol and narcotics. There is also a need to develop policies and procedures to prosecute individuals suspected to be under the influences of narcotics while operating a vehicl.

The Guam Safe Street Acts law is titled P.L. 22-020:02, and this law pertains to: Article 1: Offenses involving Alcohol and Controlled Substances; Article 2: Implied Consent and Suspension or revocation of driving privileges and licenses and DWI Treatment Court; and Article 3: Ignition Interlock Devices.

Following the certification of three (3) Drug Recognition Experts, GPD was working with the DWI Treatment Court Coalition to request an amendment to the Safe Streets Act to allow for the DRE's to conduct the 12 step evaluation due to the current implied consent law which only allows for one (1) test to be conducted and the subject has the option of what type of test he/she will submit to. Other amendments to the Act would assist in the enforcement of the law and ultimately assist the Attorney General's Office in the prosecution of the drug cases when it goes to trial. The additional amendments include the following: 1) use of the portable breath testers (GPD currently has 7 units); 2) use of saliva screener test kits as part of the DRE 12 step evaluation (GPD has purchased 100 units from Alcolock.); 3) enact an illegal per se law for drugs; 4) give the investigating officer the option of which test or tests to administer to the subject; 5) increase the penalty for refusal, since the revocation process with Department of Motor Vehicle is inadequate; and 6) allow for the DREs to conduct the 12 step evaluation.

However when P.L. 34-107, (the law that migrated the Safe Street Act from the Motor Vehicle Code to a Criminal Code), was passed, none of the amendments which were requested were included due to the request from the court and the Attorney General office to create a totally new bill focused on these amendments.

Following the election of a new Legislative body in 2019, GPD has initiated talks to do a round table discussion to amend the current law to include the above amendments and effectively implement the DRE Program.

Adam Walsh Child Protection Act: On January 7, 2011, the U.S. Department of Justice's Office of Sex Offender Sentencing, Monitoring, Apprehending, Registering, and Tracking (SMART) have determined that Guam has substantially implemented the provisions of the Sex Offender Registration and Notification Act (SORNA). However, due to Guam's budget deficit, additional resources are needed for the Judiciary of Guam Probation Division, the Office of the Attorney General Prosecution Division, and the Guam Police Department Forensic Science Division to implement the requirements.

Legislations to create and enforce 2-3 year inspection of registered firearms: The legislation to have a mandatory re-inspection of firearms of registered owners during renewal of firearms identification. This will assist the Guam Police Department in the accountability of firearms on Guam. In addition to existing policy and laws relative to individuals owning firearms and relocating to Guam, civilian or military, the business or agency with initial knowledge of any firearm entering Guam shall forward a report of the firearm(s) to the Guam Police Department in a specific amount of time. This will allow the Guam Police Department to have documentation of that firearm. Through the Guam Police Department's documented complaints of stolen and recovered firearms, it was discovered that an alarming number of people have not registered their firearms on Guam. Further investigations into these firearms reveal the owners failed to register them for a number of personal reasons. These firearms were seized during criminal investigations that only proves the dangers of not having accountability of these weapons.

Legislation to create Felon in Possession Gun Law: Legislation to help strengthen gun laws to deter and/or prosecute these repeated and career criminals. There are laws in the U.S. Federal Code that automatically enhances additional sentencing times and/or charges for these offenders. The Guam Code does not have a law that enforces these violations.

Legislation to create Drug User in Possession of Firearms Gun Law: Legislation to help strengthen gun laws to deter and/or prosecute users of illegal substance in possession of a firearm. There are laws in the U.S. Federal Code that automatically enhance additional sentencing times and/or charges for these offenders. The Guam Code does not have a law that enforces these violations.

Create Legislation to amend and create effective local Asset Forfeiture Laws: In addition to §79102 Chapter 79 Title 10 Guam Code Annotated, additional legislation can be written to enhance existing policy and procedures to assist in the efficient and effective process for Asset Forfeitures relating to criminal or civil cases. In recent years, the Guam Police Department has seized assets and U.S. currency relative to narcotic trafficking only proving once again that illegal drug trafficking is profitable and run by organized crime. The current local law for Asset Forfeiture is in need of updating and revising so to deter these criminal organizations from conducting illegal activity.

Test Kits Supplies: The need for drug test kits are essential in identifying illegal narcotics. Associated with the test kits is the need for proper use and application of these test kits. These test kits will aid in investigations and determination if a drug is positive for unknown or suspected material that may be used as evidence.

A. Adjudication

Prosecutors, judges, and court personnel are faced with increasing challenges to find approaches that will help them not only clear cases and decrease dockets but also focus more on tailoring services to lower recidivism. In Guam, we are finding that crimes that involve juveniles, domestic violence, sexual assault, and family violence require special efforts. These efforts help ensure accountability on the part of the offenders while also ensuring that offenders return to the community with the services and supervision they need to help them stop their negative behavior.

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B. Corrections and Treatment

Domestic and Family Violence Offender Treatment: There is a continued need to provide domestic and family violence treatment to offenders while they are incarcerated, on probation, and on parole to ensure that their tendency to commit domestic and family violence against a family member or a person is minimized. In addition, a strong need continues to exist to provide treatment and services to the domestic and family violence offenders immediately after they are released from prison.

Sexual Assault Offender Treatment: A gap in service continues to exist with respect to an absence of specialized treatment for convicted sexual offenders. A need exists to provide treatment programs to sex offenders in order to reduce the incidence of sexual re-offense. Sexual assault is not a disease that can be cured. It can, however, be contained and managed through treatment.

Specialized treatment in many states involves stringent credentialing criteria for practitioners, requiring documented and current training in specific areas to include sex offender evaluation and assessment, offender typologies, victim issues, treatment techniques/methods; and a minimum number of hours of clinical experience with the sex offender. Treatment is part of a comprehensive release plan that includes intensive therapy, medication, supervision and monitoring, polygraph examination, penile plethysmograph testing, random urine screens, and other interventions.

Comprehensive programs and policies exist nationwide to address sexual violence to include punishment (confinement), community notification (registration), management (probation supervision and monitoring) and community based treatment. These policies, most especially treatment, are designed to rehabilitate the offender and to address community safety.

The Guam Department of Corrections is in need for resources, either to hire or contract certified sex offender counselors or training of staff to be certified counselors to address court orders in providing sex offender counseling while inmates are in custody. Although training was provided in 2016 to DOC to train two individuals, the lack of resources and other critical job duties and tasks have prevented these individuals in implementing a sex offender program within the department.

Urinalysis Testing: There is a need to continue to provide drug testing to offenders on pre-trial, probation, and parole to ensure these individuals attain a lifestyle free of substance abuse. Additionally, there is a need to ensure that accurate testing occurs. Specialized equipment is needed, such as a refract meter that measures specific gravity, to ensure that the urine samples have not been tampered with.

Reentry Court: In 2015, the Judiciary received a BJA Second Chance Act grant to establish Guam's first Reentry Court. Led by Presiding Judge Alberto Lamorena, the Guam Adult Reentry Court (GARC) Task Force worked with the Council of State Governments Justice Center (CSG) to plan the GARC Program. The lengthy planning process and concerns regarding the Judiciary having jurisdiction over post-adjudicated persons resulted in delayed implementation. Recognizing the GARC as an official court at the Judiciary, which could only be done through the passing of legislation was the required solution. In 2018, the GARC was codified as 7 Guam Code Annotated §2101, Chapter 2, pursuant to P.L. 32-82; and approved by the Supreme Court through Promulgation

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Since implementation, the GARC has assisted 19 participants with pre-release and 19 post-release services. The existing grant that funds the current program will expire in June 2019 and needed services will be hindered. However, the Judiciary currently has a pending application with the Bureau of Justice Assistance (BJA) to continue the services provided by the case manager, certified evidence based treatment providers, drug and alcohol certified group therapists; transitional housing benefits; and implement peer recover support services.

The Judiciary's pending application with BJA for continued funding of the GARC includes these enhancements: targets incarcerated persons with co-occurring substance abuse and mental health illness; improves coordination of and access to treatment; provides peer recovery support services; and wrap around services, such as transitional housing, education and valid identification. If the Judiciary's application is unsuccessful, resources will be needed to sustain the program with enhancements.

Therapeutic Courts: The Judiciary of Guam implemented a Juvenile Drug Court in 2000, an Adult Drug Court in 2001, a Domestic Violence in 2005 and in November 2010 a DWI Court. There is a need to review our existing treatment and identify evidence based practices best suited for the target population served by these respective therapeutic courts.

Additionally, funding is necessary to fund various continued care components, such as expressive art therapy, recreational therapeutic treatment modalities, conducting frequent random drug and alcohol testing, as well as multidisciplinary training for the Drug Court judges and key stakeholders.

The JAG program has funded treatment, art therapy supplies, and as of last year, providing an additional year of funding for the Case Manager in Adult Drug Court. Funding for Juvenile Trackers is needed to continue the Juvenile Drug Court efforts. Trackers conduct home and school visits, and administer drug testing to juveniles enrolled in the program to ensure abstinence from drugs. It is requested that resources be identified to continue funding 2 juvenile trackers positions.

Veterans Court: The Judiciary established the Veterans Treatment Court (VTC) in 2015 after being awarded an Adult Drug Court enhancement grant through the U.S. Department of Justice's Bureau of Justice Assistance. The goal of the Guam VTC is to intercept justice-involved veterans and divert them into treatment, judicial monitoring, and supervision with the goal of reintroducing them as productive members of the community. The court aims to address homelessness, unemployment, substance abuse, medical issues, and injuries of veterans through a collaborative network of service providers committed to fostering sustained recovery. The grant which currently funds the VTC ended September 30, 2018.

In June 2018, the judiciary submitted a proposal to enhance its existing VTC operations under the FY20lS Adult Drug Court Discretionary Grant Program. If awarded, enhancements to VTC will include expansion of the target population to allow violent offenders; targeted services for high risk/ high need offenders; improvement of mentor services and implementation of peer recovery support services; and implementation of a mandatory aftercare component for all VTC clients. The program

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will serve 15 clients per year for a total of 60 clients over a 4S-month project period, beginning January 2019.

Guam has the highest number of veterans per capita in the United States, highlighting the need for a well-functioning VTC on the island. Without a VTC, justice-involved veterans on Guam face delayed treatment, an insufficient level of monitoring, and a lack of judicial supervision. The presence of a VTC allows these veterans to avoid the traditional court system, benefiting instead from intense monitoring, judicial supervision, and veteran-specific services. The VTC intends to ensure that each of their veteran participants receive the support system necessary for successful treatment and rehabilitation. If the Judiciary's application for the FY2018 Adult Drug Court Discretionary Grant Program is unsuccessful, resources will be needed to sustain the program with enhancements.

Interpretation and Translation Services: In August 2010, the U.S. Department of Justice Civil Rights Division have impressed upon us the need to ensure meaningful access for persons who are Limited English Proficient (LEP) in courtroom proceedings, and this extends to court functions that are conducted outside the courtroom as well, such as court managed offices, operations, and programs, et cetera. A need exist to provide an avenue for future funding of language services.

The need also exists for translation and interpreter services to be made available to Guam's law enforcement entities to ensure individuals with limited English proficiency have meaningful access to funded programs or activities. Furthermore, criminal justice related program materials will need to be translated from English to Chuukese, Pohnpeian, or other FAS languages.

Intensive Substance Use Treatment: One major gap in service is providing intensive Substance Use Treatment in the Department of Corrections (DOC). DOC currently provides the Residential Substance Abuse Treatment (RSAT) program which is only provided to up to 18 individuals who meet specific criteria and complete the program within six (6) months prior to their release. Many of the inmates in DOC are incarcerated for several years and go without any treatment for their substance use or any other behavioral health issues.

According to the Department of Corrections, they lack the personnel to provide Substance Use and Behavioral treatment for inmates. Providing Certified Substance Use Counselors or Chemical Dependency Specialists with training specific to working with individuals in the correctional facility is essential. The Department of corrections has also voiced that proper security and treatment rooms will also be essential to providing substance use treatment in the department.

With the Department of Corrections not able to provide proper rehabilitation services in the prison, most inmates will continue to recidivate back to crime and substance use and get re-incarcerated resulting in the never-ending cycle of overcrowding at the correctional facility. The overcrowding will continue to leave the department in a shortage of corrections officers.

As a result of these, the Guam Behavioral Health & Wellness Center's New Beginnings Program has identified the following resource needs and gaps in services:

- Increased funding to employ Certified Substance Use Counselors to provide treatment to the inmates in the prison.
- Increased funding to employ corrections officers that will be dedicated to the behavioral health and substance use treatment programs.
- Increased funding for training opportunities for Substance Use Counselors on working with individuals in the correctional and criminal justice settings.
- Increased funding for training on evidence based treatment programs that will be utilized in the treatment programs.
- Increased funding for the Department of Corrections to provide a dedicated facility (office space and treatment group rooms) for behavioral health and substance use treatment programs.
- Equipment and other treatment resources for clinicians to provide appropriate and evidence base treatment programs (computers, desks, chairs and other office supplies). Also the purchase of Evidence Base treatment models, for example, Matrix Model for Substance Use, Matrix Model for Criminal Justice Settings, Dialectical Behavioral Therapy (DBT) and other needed treatment Models.

Criminal Justice Reform: In 2016, recognizing that traditional probation strategies were minimally effective at changing criminal thinking and behavior, the Judiciary initiated adult probation reform. The implementation of evidence-based tools and practices (EBPs) such as risk-needs-responsivity screening and assessments; individualized assessment driven case plans and supervision; and cognitive behavioral interventions were priority strategies. By leveraging grant and local funding, the Judiciary has successfully trained JOG, Department of Corrections (DOC), Guam Behavioral Health and Wellness Center, and University of Guam staff, as well as community-based treatment providers. Training included Cognitive Behavioral Interventions (CBI) for Sexual Offending, Criminal Justice Evaluation, the Ohio Risk Assessment System (ORAS), Case Planning, and Effective Practices in Community Supervision (EPICS), Core Correctional Practices, and CBI Core Curriculum (CBI-CC). To build local capacity and for long term sustainability, train-the-trainer curricula was included for ORAS, EPICS and CBI-CC. Similar efforts have been made with juvenile justice partners.

Pretrial Justice Improvement was also initiated in June 2016, when the Judiciary became one of the first U.S. jurisdictions to join the Pretrial Justice Institute's (PH) 3DaysCount Campaign. Working closely with PH and the National Institute of Corrections, key Judiciary leadership and staff continue to receive technical assistance and training to implement pretrial reform efforts that reduce unnecessary arrests that destabilize families and communities, replace discriminatory money bail with practical, risk-based decision making, and restrict detention (after due process) to the small number of people who pose unmanageable risks if released.

Aligned with the Judiciary's 2016-2019 Strategic Plan, effective community supervision in the 21st century has become the overarching goal of these reform efforts. As such, probation personnel have begun taking steps to move away from traditional surveillance and supervision methods to more data-driven practices that have been proven to produce better outcomes, reduce recidivism, and enhance community safety. However, adult community supervision reform efforts have been piecemeal, addressing issues singularly and overwhelming personnel with a multitude of trainings and little time for debriefing the process. There is an immediate need to develop a cohesive,

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systematic approach to these efforts, to ensure fidelity to programs and to accurately monitor and track outcomes. Improving the effectiveness and efficiency of the delivery of supervision and services requires better collaboration with and commitment by key stakeholders to address policies and procedures, leverage resources, implement EBPs and employ proven approaches that are also cost effective, such as GPS monitoring.

Training: Fiscal Year 2015 Edward Byrne JAG funding was used to increase Guam's capacity to appropriately address criminogenic needs identified by the ORAS assessment tool through the successful implementation of the Cognitive Behavioral Interventions for Offenders - A comprehensive curriculum (CBI-CC). Designed to provide a thorough intervention that broadly targets all criminogenic needs, CBI-CC relies on a cognitive behavioral approach to teach participants strategies to manage risk factors. The program places heavy emphasis on skill building activities to assist with cognitive, social, emotional, and coping skill development.

Staff from the Judiciary and DOC completed the CBI-CC End User training and successfully implemented two cohorts of CBI-CC training at DOC before completing the CBI-CC Train-the-Trainer training in August, thus qualifying them to train others on Guam in CBI-CC. A coordinated approach to training staff from government, non-profit and private entities who work with criminal justice-involved individuals in CBI-CC and other cognitive behavioral interventions, as well as resources to conduct training and implement programs is needed.

The Department of Corrections needs training to ensure its treatment staff and social workers are trained to facilitate the following programs: anger management, drug and alcohol programs, suicide prevention and domestic and family violence, and specialized sexual assault treatments.

Juvenile in Youth Correctional Facility and Cottage Home: The Department of Youth Affairs (DYA) has been seeing an increase in Violation of Court Orders followed by Beyond Control. DYA offers a limited number of services for their clients with special needs in YCF and Cottage Home. A need exist to modify their current curriculum to accommodate the special needs clients; and to implement decision making and life skills programs for its status and non-status offenders by incorporating programs such as "Building Decisions Skills" and "Life Skills for Vocational Success". These programs would enable Youth Correctional personnel as well as Juvenile Mentors to work directly with clientele involved under the proposed services and ensure more successful transition through follow up in the community.

Transitional Housing and Support Services: A need exist to provide transitional housing and access to support services to inmates whom do not meet the eligibility requirements for housing and support services through the government and nonprofit entities due to federal statutes so they have the opportunity to become productive citizens in the community.

C. Information Systems and Technological Improvement

The need exists to implement an intelligence system for the purpose of sharing criminal intelligence information among local and federal law enforcement entities, in order to prevent crime, pursue and apprehend offenders and obtain evidence necessary for conviction. The following gaps and resources are:

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Personnel: Information technology (IT) has been evolving over the years, there is a need to increase the government of Guam information technology personnel. Currently, the Department of Administration' Office of Technology has oversight and direction for activities relating to information technology to all agencies across GovGuam, specifically it provides technical assistance in the implementation and management of GPD's Aegis System and DOC's ACMIS System.

GPD Records – Records Management Officer and data entry AEGIS, clerical for the processing of Police clearances, firearm identification, and criminal court documents.

Analyst: The Guam Police Department recently upgraded to a new records management system that will aid in the data collection and records management for the department. The system, which is an upgrade from the past, has come with some difficulties in collecting target specific data. In regards to data collection, it is imperative that we collect data and often times it is target specific that the new system may not be able to collect. A solution to this is to acquire an Analyst who can identify, analyze and produce specific data the system is not be able to collect. The need for an Analyst is essential to the Guam Police Department in providing a more accurate and detailed data product to interested organizations, local and federal agencies and those who request specific information. The finished product of an analyst will improve the data collection for the department in many ways but most importantly providing and reporting data that will continue to establish or enhance new programs and identify funding priorities in compliance with the Edward Byrne Memorial JAG Program.

Training: Guam's criminal justice IT personnel needs training on the National Information Exchange Model as this has evolved from the Global Justice Extensible Markup Language (XML) to enhance the IT personnel's knowledge in NIEM compliance to ensure that Guam's criminal justice information systems are NIEM compliant. In addition, there is a need to fund travel and training opportunities for the key members of Guam's law enforcement entities directly involved in the Criminal Justice Records Improvement Program to keep abreast of the latest criminal information systems news, improvements, systems updates and related laws.

Criminal Justice Information System Integration: Every day, within the justice community, judgments are made that affect the life, liberty, property, and safety of our citizens. The quality of these decisions is a direct consequence of the quality and amount of information available at the time a decision is made.

Making better decisions improves public safety and results in the efficient use of public resources. Having the right information, in the right place, at the right time, results in better decisions. Information sharing is what enables the delivery of that information and eliminates service duplication. The virtual computerized criminal history systems has been implemented. Each of the data elements from the disparate external agency databases (Guam Police Department, Office of the Attorney General, Judiciary of Guam, Department of Corrections and Department of Revenue and Taxation) have been organized into an offender single virtual rap sheet and is accessible through the communication massage processor. Although, the VCCH is implemented, a need continues to exist to maintain the hardware, software and other components of the system. There is a need to fund support services from the vendor to maintain the CJIS Message switch, the AEGIS, the ACMIS, and

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the Prosecution Case Management Information System. Even further, there is a need for funds to network maintenance, specifically for the firewall, which is crucial, as the CJIS will begin to allow NCIC and CJIS connections via the internet, and maintenance to protect the CJIS, AFIS, and NCIC servers from viruses and malware. In addition, funds are needed to maintain the CJIS, AEGIS, ACMIS, and PCMIS servers.

The integration will improve the timeliness, completeness, accuracy, and accessibility of Guam's criminal justice information systems, with emphasis on criminal history information and support nationwide implementation of criminal justice and noncriminal justice background check systems.

In addition, the Judiciary of Guam has received funding to install a new Court Case Management System (CMS). Once completed, there will be a need to obtain an Interface Development (IEDP) and implementation to connect the CMS to Guam's new Criminal Justice Information System (Central Repository) message switch. The message switch will facilitate data exchange among law enforcement entities, which will allow officers to view an offender's complete criminal history record from arrest to correctional status.

In addition, the need also exists to develop and maintain an Automated Victim Information Notification System (AVINS) for victims of crime and fund personnel to maintain proposed systems.

The Judiciary recognizes the substantial investments made using Edward Byrne Justice Assistance Grant funding. The Bureau of Statistics and Plans has been instrumental in the successful implementation of not only the Judiciary's Criminal Justice Information System but also in the implementation of a Justice Wide Area Network to allow Guam's law enforcement entities to access the CJIS, the implementation of a Aegis Law Information Management Information System for the Guam Police Department, the implementation of a Adult Correction Management Information System for the Department of Corrections and the implementation of a Prosecution Case Management Information System. While a bulk of the funding was dedicated to the infrastructure design and implementation, maintenance and support services to preserve the system are just as critical. A dedicated local funding source and legislation is needed to ensure that these systems are maintained.

VCCH Upgrades, Annual Maintenance: The Bureau of Statistics and Plans has been instrumental in the successful automation of Guam's law enforcement systems. With the implementation of a Justice Wide Area Network in 2009, Guam's law enforcement entities access criminal history records via the Virtual Computerized Criminal History (VCCH) system. Since its implementation close to a decade ago, servers for the VCCH platform have not been upgraded. In order to upgrade to the latest version of Omnixx Enterprise from DataMaxx, our NCIC switch and VCCH software, the JOG needs to upgrade the underlying servers' operating system and database software that Omnixx resides on. The Omnixx Enterprise Platform consists of several components that operate in concert to provide a complete suite or messaging and communications services for the Criminal Justice and Law Enforcement environments. The system is based on Microsoft Server and ".NET" technology, and makes use of Microsoft SQL Server database servers.

Records Integration: The Judiciary continues to assist GPD by providing procurement services for its LERMS and AFIS systems. With upgrades to GPD LERMS now in its final stages, the focus will now shift to securing services, hardware and software to implement a full upgrade of the AFIS. Once this is accomplished, the need to integrate LERMS and AFIS will be critical. With up-to-date systems in place at GPD, a protocol needs to be established to populate SIDs and FBI numbers in the databases administered by JOG, OAG and DOC. These elements should be mandatory components of future criminal history records. The Judiciary needs resources to work with its current VCCH vendor to test data quality across local law enforcement databases. This will bring Guam closer to achieving its overall goal of compliance with the FBI's Interstate Identification Index.

NICS: Guam's mental health records are currently not accessed during a background check because there are no data sharing agreements with the Guam Behavioral Health and Wellness Center (GBHWC) for criminal justice use at this time. GBHWC is responsible for the maintaining confidentiality of this data. While the Judiciary's NCIC Division assists with the FBI's state, county and city level background checks in compliance with the Brady Act, Full Faith and Credit Act, Misdemeanor Crimes of Domestic Violence and Federal Firearms Prohibition, we do not currently contribute records into the National Instant Criminal Background Check System. Local legislation to codify the integration of federal requirements into Guam law is needed.

Governance: While the Criminal Justice Automation Commission (CJAC) has been critical in guiding the Judiciary and its law enforcement partners to build the technology and system infrastructure currently in place, it is evident that governance is critical to functionality and consistency across entities. Draft legislation is currently with senators to address the need for a codified governing body to oversee this effort.

Guam lacks the technical expertise needed to develop and implement a long term strategic plan for technology. While the Criminal Justice Automation Commission has been instrumental in providing guidance to the Judiciary and its law enforcement partners to build the technology and system infrastructure currently in place, it is evident that governance is critical to functionality and consistency across entities.

Data management: The Judiciary recognizes the need for better collection, extraction, analysis and timely reporting of accurate data. The recent implementation of the new JustWare case management system is a major success in this effort; however, the system still requires a significant amount of tailoring to capture all relevant data for all service areas. As a result, some data collection is still conducted manually. Additionally and of great importance is a clear need for internal expertise in data management, led by a much needed Statistician.

Information Systems & Technological Improvements Upgrades (Software/Hardware): The Criminal Justice Information field is constantly evolving; there is an anticipated need to upgrade the law enforcement entities hardware to allow for data exchange and interoperability.

Forensic Laboratory (FLIMS). The Forensic Science Division is in need of a Forensic Laboratory Information Management System (FLIMS) to assist in the tracking and management of all laboratory activities including case management, inventory, training profiles, quality control, laboratory reports,

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inventory and more. Similarly, the Evidential Control Section is in need of Evidence Tracking Software. Both software need to be supported by updated workstations, barcode readers, scanners, etc. With the laboratory's goal of attaining accreditation by 2020, the FLIMS *I* Evidence Management Software will be vital in ensuring quality control of the laboratory services.

Jail Based Information System. The need exists for upgrades of DOC database system which provides continuous information in all ranges of inmate movement and treatment, to include automated victim notification. DOC's current database is 12 years old and does not have any major upgrades planned by its parent company. DOC needs an upgraded database which provides a mechanism to track inmate information; pictures; victims; medical information; and parole data.

Family Violence Registration Enhancement: The purpose of this program is to upgrade the OAG Family Violence Registry to ensure that information is current and maintained. The web-based system should allow for the integration of emerging local and Federal regulations and be integrated with other automated systems used by other law enforcement agency or court systems. The OAG Family Violence Registry needs to be improved to ensure integration of the Criminal Justice Information Systems by integrating the police, court, prosecution, and corrections criminal justice systems. The following needs include:

- Fund personnel to maintain data as timely, accurately, complete and accessible to the public.
- Upgrade technology to enhance access and increase internal efficiencies.
- Build capacity, e.g. training for staff to improve knowledge and skills in the criminal justice information systems.

Prosecution Case Management Information System (PCMIS): The purpose of this program is to enhance and upgrade the Prosecution Case Management Information System (PCMIS) with the Office of the Attorney General. The Prosecution Division utilizes the PCMIS database purchased and maintained with Byrne Justice Assistance Grant (JAG) funding. The PCMIS is an integral part of the virtual computerized criminal history records system. The data collected from the PCMIS allow prosecutors, program staff, and division managers to analyze and make data informed decisions. The goal of the program is to deploy cutting-edge automation, technology, and equipment to enhance internal and organizational efficiencies.

- Technology: Criminal Justice Information System Integration
  - Replacement and upgrade of PCMIS network and firewall; training for IT personnel on maintenance and cyber security issues and best practices.
  - Upgrade of OAG virus detection technologies that affect the PCMIS.
  - Purchase a proxy server for business continuity, protect historical information by archiving data, and backup and disaster recovery efforts.
  - Purchase desktop computers.
  - Implement video conferencing for prosecutorial use (OAG-JOG-DOC).
  - Improve the timeliness, completeness, accuracy, and accessibility of the system with emphasis on supporting nationwide implementation of criminal justice and noncriminal justice background check systems.

Evidence-based tools and practices: The Judiciary recognizes the value of evidence-based tools and practices; however, the use of evidence-based tools and practices is currently limited to therapeutic courts and services. Efforts are underway to procure such tools and implement practices that are assessment/data-driven and are proven to be effective. As with any effort, the implementation of tools and practices will require staff training. In November 2016, the Judiciary contracted the services of the University of Cincinnati (UC), a state institution of higher education organized under Section 3361 of the Ohio Revised Code on behalf of its College of Education, Criminal Justice and Human Services, University of Cincinnati Corrections Institute (UCCI) to provide training on evidence based practices.

Monitoring and Evaluation: During the past two years, the Judiciary has improved the collection and management of program and client level data. Much of this work included standardizing the data elements and indicators captured by the different sections in the Probation Services Division and federally funded grant programs. Simultaneously, federal grant programs have consistently encouraged and/or required the implementation of regular monitoring and evaluation of grant programs. Efforts now must focus on utilizing the collected program and client data for monitoring and evaluation activities. The data should be consistently analyzed and used to drive program decisions and improvement of services, not only for federally funded programs but locally funded services as well. Additional training is needed.

National Instant Check System: The NICS Improvement Amendments Act of 2007 was signed into law by President Bush on January 8, 2008. The NICS Improvement Act amends the Brady Handgun Violence Prevention Act of 1993 that established the National Instant Criminal Background Check System (NICS). The Brady act requires Federal Firearm Licensees (FFLs) to contact the NICS before transferring a firearm to an unlicensed person for information on whether the proposed transferee is prohibited from receiving or possessing a firearm under state or federal law. The Gun Control Act of 1968, as amended, 18 U.S.C. 921, et seq., established the following categories of persons who are prohibited from receiving or possessing a firearm - any person pursuant to 18 U.S.C. 922(g) and (n) who:

1. Has been convicted in any court of a crime punishable by imprisonment for a term exceeding one year;
2. Is a fugitive from justice;
3. Is an unlawful user of or addicted to any controlled substance;
4. Has been adjudicated as a mental defective or who has been committed to a mental institution;
5. Is an illegal or unlawful alien or a non-immigrant alien (with certain exceptions);
6. Has been discharged from the Armed Forces under dishonorable conditions;
7. Having been a citizen of the United States, has renounced his citizenship
8. Is subject to a domestic violence protection order that meets certain requirements;
9. Has been convicted in any court of a misdemeanor crime of domestic violence; or
10. Is under indictment for a crime punishable by imprisonment for a term exceeding one year.

This act requires electronic submission of records to Attorney General (FBI) on individuals prohibited by federal law from possessing firearms. The covered included automated information needed by the NICS to identify felony convictions, felony indictments, fugitives from justice, drug

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arrests and convictions, prohibiting mental health adjudications and commitments, domestic violence protection orders, and misdemeanor crimes of domestic violence.

The Judiciary of Guam Legal Counsel and the Office of the Attorney General Assistant Attorney are spearheading Guam's effort to enact the Relief from Disabilities Program that is required by the NICS Act of 2007. Court Rules for the Relief from Disabilities Program have been drafted and pre-reviewed and approved by the Bureau of Alcohol Tobacco Firearms and Explosives Legal Counsel in June 2010.

Law Enforcement Information Technology Statute: The Byrne Formula Grant Program and the Byrne Justice Assistance Grant Program has been instrumental in providing funding to Guam's law enforcement entities in the implementation of the following: Police Records Management Information System (AEGIS), the Adult Correction Management Information System and Parole Module (ACMIS), and the soon to be implemented NCIC message switch and Prosecution Case Management Information System. The implementation of these systems is expensive and introduces a good deal of risk when it is not supported properly. Funding must be identified to maintain and upkeep the system, as a result, legislative must be in place to support the maintenance and hardware upgrade of Guam's law enforcement technology systems.

Privacy, Civil Rights and Civil Liberties: As the completion of the CJIS nears, issues regarding the security of data and access to the system have arisen. Therefore, there is a need to establish privacy, civil rights, and civil liberties policy and a government of Guam wide Memorandum of Understanding to ensure the safety and privacy of the system, and the information collected in the systems. A government wide MOU has been implemented among the users of the CJIS.

Juvenile Correctional Management Information System: Although juvenile records are sealed, a need exist to implement a juvenile correctional management information system for Guam's only youth facility. The CJ Automation Commission will explore how juvenile charged as adults can be electronically captured through the Prosecution Case Management Information System and the Courts Case Management Information System. It is important to capture juvenile charged as an adult for a felony conviction and to capture their fingerprints.

Mobile Forensic Technology: The purpose of this program is to enhance the capacity of prosecuting investigators with certification training for investigators, mobile forensic equipment and licenses to retrieve, decode and analyze information from mobile devices such as phones, tablets, and laptops. Mobile devices such as smart phones, tablets and laptop computers are vastly used. As mobile devices rise in popularity and sophistication, so does its use among people conducting illegal activities. For that reason, evidence from mobile devices has become increasingly important to law enforcement in prosecuting crime. With these handheld, portable devices, social media and instant messaging are a common use of transmitting media and messages to anyone anywhere and anytime, through mobile internet services. This common practice has played an increasing role in solving crimes. Deleted text messages or tweets leave hidden data trails that a digital forensic analyst can uncover to reveal the intimate details of a criminal's life. OAG investigators need tools that can recover system files, operating system information, applications, and deleted files, which is extremely valuable to produce comprehensive evidence for successful prosecution. To date, three (3)

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out of twelve (12) OAG investigators are certified in mobile forensic training. Implementation of this technology will lead to successfully prosecuting criminal cases with enhanced training, equipment, and required licensing; and will provide certification training for investigators to enhance their capacity and knowledge to gather and analyze digital data.

Compliance with the Interstate Identification Index (III). Necessary system upgrades by the Judiciary's law enforcement partner agencies and issues with the State Identification Number (SID) have affected the search parameters with the VCCH. The Judiciary and its vendor have had to limit search queries to Name, Date of Birth/Social Security Number until such time that all of Guam's law enforcement entities can integrate SIDs into their respective systems. Triple I compliance will be met when the entire mechanism (VCCH, Hot Files, and NLETS interface) is operational and all law-enforcement entities integrate SIDs into their respective systems. A SID is a means of positive identification and will be linked to an individual's fingerprints. Following the planned upgrades for the hardware and software of AFIS, this will further efforts to improve and maintain the inputting of fingerprints, evidence prints, and criminal history data for the timely submission of fingerprints and criminal history information to the FBI CJIS.

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III. GUAM'S PRIORITY ISSUES AND PROPOSED PROGRAM REPONSES

FY 2019 Funding Priority Issues

In line with the key points established by National Drug Control Strategy, Guam's strategy was developed to continue to address and coordinate the following national priorities to also address the emerging opioid crisis:

- Strengthen Prevention and Education efforts to Prevent Drug Use and Crime Prevention in Our Communities;
- Integrate Treatment for Substance Use Disorders into Health Care, and Expand Support for Recovery;
- Break the Cycle of Drug Use, Crime Delinquency, and Incarceration;
- Improve access to services for offenders re-entering the community;
- Enhancing efforts to counter domestic drug trafficking networks and production; and
- Improve Information Systems for Analysis, Assessment, and Local Management.

Guam's ultimate long term goals are to eliminate drug use, to reduce violent crime and to improve the functioning of the criminal justice system. Guam's statewide priorities that support the National Drug Control Strategy are the following:

- Law Enforcement Priority
- Treatment and Rehabilitation Priority
- Planning, Evaluation & Technology Improvement Priority
- Corrections and Community Corrections Priority
- Prevention and Education Priority

The data and analysis and the resource needs sections of the plan highlighted priority areas for use of Guam's JAG funds. Programs selected for funding should focus on:

- Evidence-based initiatives
- A comprehensive response to sexual assault
- Enhance the ability of federal and state criminal justice agencies using jointly controlled operations to remove specifically targeted mid and upper-level narcotics trafficking through investigation, arrest, prosecution, and conviction to disrupt the drug market, reduce drug threats and drug related crimes
- Increase treatment and rehabilitation programs
- Develop effective criminal justice prevention and education campaigns
- Reduce recidivism rates and improve reentry efforts
- Improve criminal justice information sharing and integrated systems

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A. **Law Enforcement Priority**

Multijurisdictional Drug Task Forces

Purpose Area: Law Enforcement Programs

Description of the Program:

This program calls for integrating Federal and local drug law enforcement and prosecution to enhance interagency coordination among the task forces; to facilitate multi-jurisdictional investigations to facilitate the curtailment of narcotics interdiction and money laundering activities on Guam through the apprehension, arrest, and conviction of individuals smuggling narcotics into Guam, and the seizure of assets acquired as a result of a controlled substance violation. In order to proactively interdict the narcotics distribution system and to seize assets gained through the sale of narcotics, there is need to continue to utilize interagency, multi-disciplinary task forces; to fund prosecutors to prosecute drug cases; and to increase the drug detector canine detection teams to detect narcotics.

Brief Analysis of the Need of the Program:

The growing availability and abuse of crystal methamphetamine or "ice" as well as other illegal drugs, to include the emerging opioid abuse, has been directly related to Guam's growing crime rates. As such, it necessitates the pursuit of strong components to prevent controlled illicit substances from entering Guam, to detect and remove them from the streets, and to vigorously prosecute the drug traffickers. A need exist to ensure Guam's drug task forces have the necessary resources to interdict illegal drugs on Guam and the available training to keep up with the latest trends and technology.

Program Goal:

The goal of the multi-jurisdictional task force programs is to integrate Federal and State law enforcement agencies for the purpose of enhancing interagency coordination and intelligence and facilitating multi-jurisdictional investigations in narcotics interdiction, asset seizing, prosecution, conviction and apprehension of individuals smuggling narcotics into Guam.

Objectives and Actions:

- Combat the threat, incidence, and prevalence of violent drug crime by leveraging strategic partnerships to investigate, arrest, and prosecute drug offenders and illegal firearms traffickers.
  - Establish and maintain an intergovernmental agreement between participating task force agencies.
- Disrupt and dismantle major drug trafficking organizations to combat the threat, trafficking, and use of illegal drugs and the diversion of licit drugs.
  - Intercept drugs, drug proceeds, and associated instruments of violence at sea and air ports of

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entry, within territorial coastal waters and through international mail routes before they enter Guam's drug distribution networks.
  - Increase the number of surveillance activities or suspected narcotics dealers, couriers, etc.
  - Enhance intelligence and information sharing capabilities and processes.
  - Ensure the prosecution of all significant drug trafficking, money laundering, and weapons trafficking/smuggling cases.
  - Strengthen communities and reduce the demand for drugs.
- To ensure that Task Force personnel possess the expertise in drug detection, apprehension, prosecution and to ensure operating procedures are adhered to so that effective operations are accomplished.
  - Determine types of specialized training in drug detection, apprehension, interdictions and prosecution
  - Obtain specialized training in drug detection, apprehension, interdiction and prosecution.
  - Enhance counterdrug technologies for drug detection and interdiction.

Guam's Performance Measure:

- The number of enforcement operations conducted by the task forces.
- Number of marijuana plants eradicated.
- Number of drug arrests by drug type.
- Quantity of drugs seized by drug type and the value of drugs seized (in grams).
- Number of drug cases initiated.
- Number of drug cases closed.
- Number of drug trafficking organization investigated and penetrated (identify the level of the drug trafficking organization by street, low, mid, high and the ethnicity of the organization).
- Number of weapons and explosives seized (identify the type of weapon).
- Number of drug offenders prosecuted at the state level with conviction.
- Number of drug offenders prosecuted at the federal level with conviction.
- Number of offenders prosecuted for firearm violation at the state level with conviction.
- Number of offenders prosecuted for firearm violation at the federal level with conviction.
- Number of asset seizures and total value of funds and asset forfeited.
- Number of law enforcement officers, prosecutor trained during the reporting period (list training attended and the cost of each training).
- Number of enforcement assistance provided upon requests from local and federal law enforcement entities as well as communities.

Enhance intelligence and information sharing capabilities and processes associated with air and maritime domains and with the borders;
• Interdict drugs, drug proceeds, and associated instruments of violence at the ports of entry

Sexual Assault and Violent Crime Programs

Purpose Area: Law Enforcement Programs

Description of the Program:

The Healing Hearts Crisis Center (HHCC) is Guam's only rape crisis center that provides comprehensive forensic medical examination on child and adult sexual assault victims to collect forensic evidence. The intent of the center is to provide survivors of sexual assault with "discrete, immediate, and full medical attention". To ensure the successful prosecution of perpetrators of sexual assault on children and adults, the collection of forensic evidence is critical to begin the healing process for victims.

Brief Analysis of the Need of the Program and Proposed Program Activities:

A growing concern on Guam is sexual assault cases involving minors. This is significant as Guam's only rape crisis center serviced 59 sexual assault victims between the ages of 0 to 15 years of age in 2017. Overall, in 2017 HHCC serviced a total of 105 victims of sexual assault, a 14 percent increase over 2016 with 92 reported victims. Of the 105 victims that received services, 95 were female victims and 10 were male victims, 59 sexual assault victims were between the ages of 0 to 15 years of age, 42 sexual assault victims were between the ages of 16 to 50 years of age, 1 sexual assault victim over the age of 50 and 1 unknown who did not state his/or her gender. For the first six months of 2018, HHCC experienced a dramatic increase in the number of victims served compared with the past 5 years. HHCC reported a total of 90 victims that were served, of which 54 were between the ages of 0-15 years and 36 between 16-50+ years, with 84 being females and 6 being males.

Responding to victims of sexual assault requires a coordinated community effort. Local data continues to show the magnitude of this problem on Guam. According to the Guam Police Department Law Enforcement Records Management System, there are on average 255 Criminal Sexual Conduct arrests over the past 4 years. The Healing Hearts Crisis Center (HHCC) leads Guam's Sexual Assault Response Team (SART) which incorporates governmental and nonprofit agencies who provide services to victims of sexual assault and abuse.

HHCC works closely with the Guam Police Department, Child Protective Services, advocacy agencies such as Victim Advocates Reaching Out (VARO) to provide a full continuum of care to victims, to include the Office of the Attorney General for the prosecution of perpetrators charged with a sexual assault offense.

Program Goals:

The goals of sexual assault and violent crime programs are to provide comprehensive forensic medical examination services to victims of sexual assault and to improve the investigation and prosecution of child and adult sexual assault cases.

Objectives and Actions:

- Continue to improve policy, protocol and training with Guam Police Department, Department of Law, Child Protective Services, advocacy groups and Healing Hearts response to domestic and family violence with emphasis on child sexual assault victims.
  - Maintain and update Memorandum of Understanding regarding policy and protocol with respective sexual assault response agencies in handling sexual assault cases to minimize additional trauma during the investigation process and delivery of medical care, especially to children.
- Ensure all children referred to Healing Hearts for allegations of sexual assault/abuse will receive forensic medical legal examination with video colposcope to minimize additional anxiety/trauma sustained while collecting forensic evidence.
  - Hire of a Family Practitioner who will serve as the medical director and consultant for child rape cases, and oversee the medical-legal examination performed by forensic nurses.
  - Install and ensure and update standard operating procedures for video colposcope and all essential equipment and supplies to facilitate improved forensic evidence gathering and delivery of services.
- Acquire certification of staff forensic nurse and physician to perform medical-legal examinations on children and to utilize the video colposcope on a yearly basis.
  - Provide training to family practitioner and forensic nurse at Healing Hearts to perform medical-legal examinations on children, and to certify them to use the video colposcope.
- Ensure the successful prosecution of sexual assault on children and adults and related crimes through the hire of an experienced Sexual Assault Prosecutor with the Office of the Attorney General.
  - Hire an experienced Sexual Assault Prosecutor to present the state's case against the accused and to establish that the accused is guilty of allegedly committing the sexual assault.

Guam's Performance Measures:

- Number of victims referred to Healing Hearts for medical legal examinations broken down by age group and sex.
- Number of forensic examination conducted on the victims broken down by age group and sex.
- Number of forensic examination conducted on the victims using the video colposcope broken down by age group and sex.
- Number of staff on hand to provide and collect forensic evidence.
- Number of specialized training by staff in the collection of forensic evidence.
- Hire of a Sexual Assault Prosecutor
- Number of child and adult sexual assault cases that go to trial.
  Number of successful child and adult sexual assault cases prosecuted.

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B. **Treatment and Rehabilitation Priority**

Therapeutic community or Aftercare and or Continued Care Programs

Purpose Areas: Drug Treatment and Enforcement Programs

Program Description:

The purpose of this program is to prevent further penetration into Guam's criminal justice system by providing a continuum of care for adult offenders who have completed the Residential Substance Abuse Treatment Program and released from prison based on the level of care needed, and to link them with the services and supports needed to sustain their recovery as well as providing a continuum of care for the adult offenders with substance abuse problems and released from prison.

Brief Analysis of the Need of the Program and Proposed Program Activities:

Adult offenders with substance abuse problems need constant support and attention to prevent relapse. Relapse can occur at any point in the recovery process. Individuals and families who have completed a treatment regimen will have been exposed to relapse prevention strategies. However, even with this knowledge, relapse can occur due to a myriad of biological, physiological, psychological, emotional, life circumstance, societal or peer pressure. An aftercare or continue care or recovery component is needed that is especially sensitive to the way in which shame and embarrassment can be attached to relapse, and must have services that are non-judgmental, welcoming, flexible, supportive, and easily accessible and available. These services can take the form of case/care management, outreach, drop-in centers, or informal and formal support networks. Treatment programs utilizes self-help programs to provide recovery support. The primary focus for Continued Care programs is for providers to facilitate recovery plans and to further stability in patient lives.

The Guam Behavioral Health & Wellness Center and Alcohol Branch has taken the lead in implementing a transitional mechanism for adults who have completed the Residential Substance Abuse Treatment Program and being released from Corrections by linking them to established therapeutic community or Aftercare and or Continued Care Programs. The Program involves conducting an assessment two months prior to release. The assessment tool that will be used is the American Society of Addiction Medicine (ASAM) model. The assessment tool will determine the level of care needed for each RSAT client upon release.

The program will require a case manager to coordinate recovery support services (short term housing, transportation, faith based services, basic needs, case management, childcare, and vocational and educational services) with public and private organizations on Guam; and peer specialists to provide peer mentoring as they undergo the requirements of aftercare and or continuum of care.

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Program Goals:

The goal of the program is to improve the access to substance abuse services for adults who completed the Residential Substance Abuse Treatment Program and for adults have been referred by their case manager to provide a continuum of care and support services so they do not re-offend, and to maintain a healthy lifestyle and become productive citizens of the community with the aim to reduce recidivism.

Objective and Action:

- Implement a Recovery Oriented Systems of Care Model to provide access to intensive aftercare sessions, peer mentoring, and community support and other social service needs to adults who completed a Residential Substance Abuse Treatment and to adults incarcerated at one time who have a substance abuse issue and referred by a case manager.
  - Ensure collaboration with the Guam Behavioral Health & Wellness Center and Alcohol Branch, the Department of Corrections, the Department of Corrections Parole Services, the Judiciary of Guam Probation Division, the Department of Labor One Stop Career Center, the Guam Housing and Urban Renewal, faith based organizations and nonprofit organizations to improve access for continued care services for adults who completed the Residential Substance Abuse Treatment Program and non-RSAT clients
  - Ensure experienced certified counselors to train peer specialist on reading ASAM results, progress notes, and treatment/recovery plans and other appropriate strategies to assist clients achieve treatment/recovery plans.
  - Peer Specialist will provide role modeling, self-help group support, and peer mentoring throughout the continued care and recovery process. In addition, assist clients develop and strengthen relapse prevention skills through self-efficacy and help build problem solving skills and assist with support services to housing, transportation, employment, access to healthcare, etc.
  - Provide random drug testing, maintain program data, and consumer satisfaction surveys. Surveys will request clients to provide feedback on the services received.

Guam's Performance Measures:

- Interagency memorandum of understanding in place with the network agencies.
- Number of assessments completed.
- Drug testing results.
- Number of participants in the ROSC program.
- Number of participants provided referral services and type of services provided.
- Number of participants that have been successful in the program to become productive citizens in the community and maintain a healthy lifestyle one year after they have participated in the program.
- Feedback on the outcome of the services provided for the participants.

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Correctional Treatment and Rehabilitation

Purpose Areas: Drug Treatment and Enforcement Programs

Program Description:

The purpose of this program is to provide intensive treatment and rehabilitation services to clients in the Department of Correction with serious drug, domestic and family and sexual assault violence problems. Clients are provided with a variety of treatment services such as clinical assessment of inmates' needs and problem areas and planning of interventions and treatment goals to achieve while incarcerated to help prepare them to lead productive lives following release from prison. Following release from prison, strong community partners will help clients transition back to their families and community with continued treatment services, counseling, social services, employment and other services. The Department of Corrections will look to increase treatment providers and community partners in the providing the intensive treatment and rehabilitation services needed and will ensure staff continue to increase and enhance skills through specialized training programs.

Brief Analysis of the Need of the Program and Proposed Program Activities:

Guam has only one adult correctional facility. The facility is overpopulated with felony offenders, which include drug offenders, sex offenders and murderers, and holds a large misdemeanor offender population. Of the violent commitment offenses, criminal homicide and criminal sexual conduct are the two leading offenses of incarcerated inmates at the Guam Department of Corrections. From 2013 to 2017, criminal homicide averaged at 66 offenders incarcerated and has remained relatively constant over the years. From 2016 to 2017, criminal homicide decreased by 5 percent and criminal sexual conduct increased by 4 percent of offenders incarcerated. For non-violent commitment offenses, burglary and theft, Superior Court or Parole revocations by the Guam Parole Board, drug abuse, and alcohol and DUI are the leading offenses of incarcerated inmates. Of interest to note, approximately 63 percent of non-violent offenders are those court ordered or for parole revocations.

The trafficking and abuse of drugs within the facility is an ongoing problem that is now growing even more rapidly. The demand for illicit drugs is fueled by psychological and physiological addictions the drugs cause. In order for drug control efforts to be successful, demand must be eliminated through substance abuse treatment for adult drug dependent offenders. Although the Department of Corrections provides substance abuse assessments and treatment to prisoners, it is limited in the number of trained staff to meet the overall needs of the general population. Although interest in the Residential Substance Abuse Treatment Program increases for every RSAT Cycle, the program is limited to less than 18 participants due to space limitations and available bed space capacity and further challenged with available treatment providers and security personnel.

There is a need to provide domestic and family violence treatment to offenders while they are incarcerated, on probation, and on parole to ensure that their tendency to commit domestic and family violence against a family member or a person is minimized. In addition, a strong need also exists to provide treatment and services to domestic and family violence offenders immediately after they are released from prison.

A gap in service continues to exist with respect to an absence of specialized treatment for convicted sexual offenders. A need exists to provide treatment programs to sex offenders in order to reduce the incidence of sexual re-offense. Sexual assault is not a disease that can be cured. It can, however, be contained and managed through treatment. Specialized treatment in many states involves stringent credentialing criteria for practitioners, requiring documented and current training in specific areas to include sex offender evaluation and assessment, offender typologies, victim issues, treatment techniques/methods; and a minimum number of hours of clinical experience with the sex offender. The Department of Corrections with the more serious sex offenders who incarcerated will need to address trained staff to provide these specialized treatment services. The Guam Behavioral Health and Wellness Center also does not have the trained staff to provide treatment for this segment of the population.

Program Goals:

The goal of this program is to provide specialized treatment and rehabilitation services to adult offenders with serious drug, domestic and family and sexual assault violence to enable them to attain a lifestyle free of abuse, and upon release, maintain that lifestyle through strong community support programs to help with treatment needs, parenting classes, relationship classes, structured visits, education, employment and other services.

Objectives and Actions:

- Contract subject matter experts to assist with providing pre-release programs to help address the criminogenic needs of offenders who are assessed as medium to high risk for recidivism at the Department of Corrections. Subject matter expert providers are certified in Cognitive Behavioral Interventions for Offenders – A Comprehensive Curriculum (CBI-CC), Moral Reconation Therapy (MRT) and MRT-Domestic Violence and the Matrix Model for Criminal Justice (Matrix CJ) Settings to provide programs within DOC prior to release to reduce criminogenic risk behaviors and encourage healthy lifestyles. The CBI-CC, MRT/MRT-DV and Matrix CJ are all evidence-based programs proven to reduce offender risk, which in turn reduces new crime and improves public safety.
  - Type of Cognitive Behavioral Interventions implemented and tracking of participants enrolled in the programs.
  - Type of training and number of staff trained on Cognitive Behavioral Interventions programs to build capacity.
  - Memorandum of Understanding with agencies and support organizations for access to support services including the treatment of mental illnesses and substance use disorders and assistance with housing, education, employment and other services.
  - Development of pre- and post-program survey to be conducted prior to entry and upon completion or exit from the program to measure changes in the participant as a result of the program. Additionally, survey participants who completed conditions of supervised release to track long term outcomes to measure the goal of reducing criminogenic risk behaviors and adoption of a healthy lifestyle
- To reduce substance abuse and recidivism among eligible adult substance abusing offenders through drug testing and treatment services.

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- Coordination with GBHWC to provide assessments for intensive inpatient therapy as well as supplemental outpatient and support services that incorporate education, group sessions and family involvement as outlined in treatment plan.

Guam's Performance Measures:

- Type of Cognitive Behavioral Interventions implemented.
- Memorandum of Understanding with agencies and support organizations for access to support services including the treatment of mental illnesses and substance use disorders and assistance with housing, education, employment and other services.
- Reduce Recidivism Rate.
- Reduce Prison Population.
- Number of specialized treatment providers and community organizations.
- Number of clients who were assessed with a risk/needs assessment.
- Type of specialized training received by staff to increase and enhance knowledge and skills
- Number of clients with an individualized treatment plan and coordinated supervision.
- Number of clients receiving domestic and family violence treatment, sex offender treatment, and substance abuse treatment through prevention programs, including cognitive-based therapy, relapse prevention and others.
- Number of clients receiving community support programs to follow through with treatment needs, parenting classes, relationship classes, structured visits between inmates and their children, education, employment, etc.
- Feedback from pre- and post-program surveys on the outcome of the services provided to participants and tracking of long-term outcomes.

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C. Corrections and Community Corrections Priority

Reentry Program

Purpose Areas: Corrections, Community Corrections and Reentry Programs

Program Description:

The purpose of this program is to prevent further penetration into Guam's criminal justice system by reducing recidivism and improving and preparing inmates to transition back into the community. The program aims to help prisoners acquire marketable skills while incarcerated to improve their readiness for post-release employment and provide coordinated assistance with established community partners who can assist with locating, securing, and retaining employment.

Brief Analysis of the Need of the Program and Proposed Program Activities:

Guam's correctional system needs a program in place to detect, counsel, monitor and rehabilitate offenders before they are released to the community to prevent further penetration into the criminal justice system. The Department of Corrections experienced a 3% decrease in its prison population with 722 in 2017 compared to 755 in 2016. Of the 2017 prison population, 36% or 259 offenders incarcerated received a conviction for a violent offense and 21% or 152 offenders incarcerated received a conviction for a non-violent offense.

The Guam Department of Corrections releases approximately 100-120 incarcerated inmates annually who complete the terms of their prison sentence. Within the next five years, DOC will release approximately 600 clients back to the community with the expectation that upon release they will become useful members to themselves and to society. Although the Department is mandated to provide the security, health and welfare to those under its care, the lack of adequate trained support staff, funding, and space has made it increasingly difficult to meet those mandates, and with recidivism at over sixty percent, the department also is challenged with how to supervise offenders returning back to the community after incarceration.

The traditional process for supervising offenders in the community is overwhelming with the lack of parole officers and in providing the kind of close supervision and coordinated services that are needed to protect our community from recidivism. Many offenders who are released are illiterate or undereducated and they have few job skills or life skills, little education, little work experience, and little prospect of legitimate success in the community into which they return.

There is a need to develop and implement a Reentry Program that will look at best practices being utilized that target those at the highest risk to reoffend, those with criminogenic needs, tailoring conditions of supervision, balancing surveillance with treatment, and incorporating skill-building, ongoing education, vocational training, and networking with established agencies and community partners who can assist offenders with job placement to include other services such as substance abuse treatment, housing assistance, and family counseling to ease the challenges of reentry upon release.

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Program Goal:

The overall goal of the program is to develop comprehensive and collaborative strategies to address reentry challenges for people who are assessed as having a medium to high risk of recidivism in the effort to improve inmates' transition back to the community.

Objective and Action:

- Forming or supporting a reentry task force/committee to develop a reentry strategic plan.
  - Evaluating the jurisdiction's approach to contracting reentry services and assessing whether or not contracted services are achieving positive results.
- Supporting a comprehensive range of reentry services that target criminogenic risk, including cognitive-behavioral programming; educational, vocational, and job placement services; transitional employment; substance use treatment; supportive housing; mental health and medical care; programs that promote family reunification; mentoring and peer support; and civil legal aid.
  - Targeting criminogenic needs through evidence-based interventions and services.
  - Provide sustained case planning and management in the Department of Corrections and community.
  - Providing staff training, coaching, and performance evaluations on adopted evidence-based practices.
  - Planning and implementing strategies to expand options for access to educational, vocational, and job placement services, transitional employment, substance use treatment, supportive housing, mental health and medical care.
  - Develop or enhancing data systems to capture and assess reentry data for planning purposes
- Comprehensive services for people returning to their communities from incarceration in order to increase accountability and lower overall recidivism.
  - Collaboration across agencies and systems, including mental health and substance use treatment providers, prosecutors, nonprofit organizations, and law enforcement.
  - Engagement with target populations to increase program retention, enhance community support, and respond with appropriate services before release, including the treatment of mental illnesses and substance use disorders and assistance with housing, education, and employment.
  - Development of tailored pre- and post-release program to address individual criminogenic needs that affect the risk of recidivism.

Guam's Performance Measures:

- Development of Reentry Task Force/Committee and a reentry strategic plan.
- Development of evidence-base intervention and services program.
- Number of program staff (case workers) hired in DOC focused on providing reentry case planning and management.
- Type of training and number of staff trained on adopted evidence-based reentry programs/practices implemented.

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- Memorandum of Understanding with agencies and support organizations for access to support services including the treatment of mental illnesses and substance use disorders and assistance with housing, education, and employment.
- Development of tailored pre- and post-release program to address individual criminogenic needs that affect the risk of recidivism.
- Reduce Recidivism Rate.
- Reduce Prison Population.
- Number of clients released who participated in the Reentry Program.
- Number of clients who participated in the Reentry program who were assessed with a risk/needs assessment/job skills assessment.
- Number of clients with an individualized reentry plan and coordinated supervision.
- Number enrolled in educational programs such as literacy classes, GED classes, peer tutoring, and adult basic education.
- Number of clients enrolled in employment programs with life skills and vocational training, and who received assistance with the job search process (skills assessments, drafting resumes, job-searching techniques, and interviewing skills).
- Number of clients receiving substance abuse treatment through prevention programs, including cognitive-based therapy, relapse prevention and others.
- Number of clients gainfully employed.
- Number of clients receiving community support programs such as housing, social services, health care, parenting classes, relationship classes, and structured visits between inmates and their children, etc.

D. **Planning, Evaluation, and Technology Improvement Priority**

Criminal Justice Records Improvement Program

Purpose Area: Planning, Evaluation, and Technology Improvement Programs

Program Description:

The purpose of this program is to improve Guam's Criminal Justice Information Systems by integrating the police, court, prosecution, corrections criminal justice systems component to improve the quality, timeliness, and accuracy of Guam's criminal history records.

Brief Analysis of the Need of the Program and Proposed Program Activity:

Technology system improvement applies to using technology to improve the criminal justice system. This includes improving management of criminal justice data that is current, accurate, and accessible in a timely manner by applicable criminal justice agencies. The lack of accurate, reliable criminal history information that can be shared expeditiously among a variety of stakeholders in the criminal justice community has been a significant obstacle to the effective apprehension and prosecution of offenders.

A need exists to eliminate the duplication of data entry by migrating the AEGIS data to the Office of the Attorney General Prosecution Case Management Information System and the Department of Corrections Adult Correctional Management Information System. Data should be captured once and used many times. Rather than have agencies duplicate data which has already been captured and automated by others, efforts should be implemented that will enable users to share common information and thereby eliminate the potential of subsequent data entry errors and delays in processing. Another need exists to integrate the State Identification Number and FBI number from the Guam Police Department AFIS System to populate the GPD AEGIS System, the OAG PCMIS System, the Judicial Case Management System, and the ACMIS System. Finally, a need exists to ensure resources are available for the annual maintenance of the law enforcement case management systems to improve criminal justice information sharing and integrated systems.

Program Goal:

The goal of the program is to make systematic improvement in the quality, timeliness, and accuracy of Guam criminal history records to facilitate integration of information technology in the criminal justice system and to share information across systems thus to improve criminal justice information sharing and integrated systems.

Objective and Actions:

- Ensure Prosecution Case Management Information System (PCMIS) annual upgrades for the efficient and effective prosecution of criminals; and provide training to keep abreast of upgrades and updates to the JustWare application.

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- Ensure the Adult Correctional Management Information System (ACMIS) upgrade for the efficient and effective collection and reporting of inmate and detainee information.
- Upgrade of hardware and software of AFIS to improve and maintain the inputting of fingerprints, evidence prints, and criminal history data for the timely submission of fingerprints and criminal history information to the FBI CJIS.
- Ensure systematic improvement to the Police Records Management Information System (PRMIS) to effectively and efficiently generate and manage criminal justice information and allow electronic interface of arrest data to the Central Repository.
- Ensure the systematic improvement to the Criminal Justice Information System (CJIS) to facilitate the exchange of information among law enforcement systems through the Virtual Computerized Criminal History Record (VCCR).

Guam's Performance Measures:

- Implementation of Guam's integration of its law enforcement system to facilitate the exchange of information among law enforcement systems through the Virtual Computerized Criminal History Record (VCCR).
- Integration of GPD AEGIS data element with OAG PCMIS and DOC ACMIS.
- Implementation of ACMIS upgrades for efficient and effective collection and reporting of inmate and detainee information and integration with GPD AEGIS and OAG PCMIS and VCCH.
- Implementation of AFIS upgrades to meet Triple I compliance.
- Integration and automation of SID and FBI Number.
- Maintenance of Guam's criminal justice information systems.

E. National Incident-Based Reporting System (NIBRS) Compliance

Purpose Area: Planning, Evaluation, and Technology Improvement Programs

Description of the Program:

In FY 2016, the Federal Bureau of Investigation (FBI) formally announced its intention to sunset the Uniform Crime Reporting (UCR) Program's traditional Summary Reporting System (SRS) and replace it with the UCR Program's National Incident-Based Reporting System (NIBRS). By January 1, 2021, the FBI intends for NIBRS to be the law enforcement crime data reporting standard for the nation. In preparation for the FBI's 2021 NIBRS compliance deadline, U.S. territories and tribal jurisdictions, BJA beginning in FY 2019 will require, through the application of a special condition, direct JAG award recipients not certified by the FBI as NIBRS compliant to dedicate 3 percent of their JAG award toward achieving full compliance with the FBI's NIBRS data submission requirements under the UCR Program. The 3 percent requirement will assist state and local jurisdictions in working toward compliance, to ensure they continue to have critical criminal justice funding available through JAG when SRS is replaced by NIBRS in FY 2021.

Guam will use up to 4% of its award towards NIBRS compliance by January 01, 2021. The funds will be sub awarded to the Guam Police Department for contractual services to enhance the quantity, quality, and timeliness of crime data collected by law enforcement officers, and to improve the methodology used for compiling, analyzing, auditing, and publishing the collected crime data to achieve NIBRS certification.

Brief Analysis of the Need of the Program and Proposed Program Activities:

Guam is not certified by the FBI for NIBRS compliance. The Guam Police Department is currently utilizing the Uniform Crime Reporting (UCR) format. However, with the FBI's sunset provision to transition to National Incident-Based Reporting System (NIBRS) by January 1, 2021, the Guam Police Department has initiated the planning process to ensure that the imposed deadline is met and all necessary training and equipment are in place.

To comply with the JAG solicitation requirements for FY 2019, Guam will use the 3 percent Byrne JAG set aside on activities intended to help the Guam Police Department meet the NIBRS compliance by January 1, 2021. The proposed funding will be used for project related cost to meet NIBRS implementation at the Guam Police Department to include training, contractual services, software enhancement, hardware upgrades and labor.

Program Goal:

The goal of this program is to facilitate jurisdictions compliance with NIBRS.

Guam's Performance Measures:

- Guam Police Department NIBRS status.

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F. **Prevention and Education Priority**

Criminal Justice System Prevention & Education Program

Purpose Area: Prevention and Education Programs

Program Description:

The purpose of this program is to improve Guam's Criminal Justice System by strengthening prevention efforts through school-based and community crime prevention programs or strategies that target changes in behavior, culture and community infrastructure of young adults to prevent or lead a life of crime resulting in an arrest.

When a young adult commits an act that would be criminal if committed by an adult, the juvenile is determined to be delinquent. Delinquent acts may include crimes against persons, crimes against property, drug offenses, and crimes against public order. Delinquency prevention efforts seek to redirect youth who are considered at-risk for delinquency or who have committed a delinquent offense from deeper involvement in the juvenile justice or criminal justice system.

Brief Analysis of the Need of the Program and Proposed Program Activity:

According to the *2017 Crime in Guam Uniform Crime Report* a total of 9,517 offenses were reported in 2017. Of this total, 2,873 arrests were reported for violent and property crimes and other assaults. The total arrest for 2017 is a 12 percent increase from the 2566 arrests reported in 2016. On average from 2013 to 2017, a total of 2,669 individuals are arrested on island for criminal offenses annually. Of the total offenders arrested, adult offenders represented 97 percent and juveniles represented 31 percent. The Department of Youth Affairs, a youth correctional facility, is responsible for the care and custody of both status offenders and delinquent offenders. From data available, DYA experienced a 20 percent increase in admissions from 396 in 2015 to 475 in 2016.

Most of the individuals arrested have had some sort of encounter with the criminal justice system, mostly for relatively minor, nonviolent offenses, and sometimes from decades in the past. Whether an arrest occurred recently or long ago, individuals with criminal records, and particularly recently incarcerated individuals, have a juvenile record and will face serious and complex obstacles to reentry into the community.

These barriers can ultimately contribute to a cycle of incarceration that makes it difficult for even the most well-intentioned individuals to stay on the right path and stay out of the justice system. Across the country, communities face high recidivism rates for a number of reasons. Many justices involved individuals return to the community with considerable deficits, such as limited education, few marketable job skills, no stable housing, chronic health issues, substance abuse needs, and fragile support networks.

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The long-term impact of an individuals criminal record prevents many motivated people from obtaining employment, housing, higher education, and a better way of life. These barriers affect returning individuals even if they have turned their lives around and are unlikely to reoffend.

The need exists to develop an effective Criminal Justice System Prevention and Education Program to redirect youth who are considered at-risk for delinquency or who have committed a delinquent offense from deeper involvement in the juvenile justice or criminal justice system. The diversity of approaches can include a network of law enforcement partners involved in neighborhood watch, community policing, and comprehensive or multi-disciplinary efforts. These strategies can engage residents, community and faith-based organizations, and local government agencies in addressing the factors that contribute to the community's crime, delinquency, and disorder.

The program should be designed to: 1) increase students' perceptions of competence and self-worth; 2) improve participant identification with positive roles; 3) reduce disciplinary actions in school; 4) improve participants' communication and refusal skills; 5) increase knowledge of and negative attitudes about substance abuse and violence; 6) teach anger and impulse control for effective behavioral skills for reducing aggressive and delinquent behavior in promoting healthy youth development and reducing levels of youth drug use, violence, delinquency, and problems with the criminal justice system in the future; and 7) increase community involvement in promoting the healthy development of youth and the valuing of adolescents.

Program Goal:

The goal of the program is to develop a criminal justice education campaign program that will target school based students to educate on the negative consequences of having a juvenile or prison record. The program is designed to deter and effect a positive impact on deterring the use of alcohol, drugs, and involvement in other risky behaviors among participants leading to a criminal justice record.

Objectives and Actions:

- Creation of a Youth Prevention and Education Committee to examine existing school-based and community crime prevention programs or strategies that target changes in behavior, culture and community infrastructure of young adults to prevent or lead a life of crime resulting in an arrest.
  - Evaluating the jurisdiction's approach to youth prevention and education programs and assessing whether or not programs or services are achieving positive results.
  - Develop effective Youth Criminal Justice Prevention and Education Program
  - Planning and implementing strategies that target changes in behavior, culture and community infrastructure of young adults to prevent or lead a life of crime resulting in an arrest
  - Develop or enhancing data systems to capture and assess effectiveness of program for planning purposes
- Comprehensive services for young adults returning to their communities from incarceration in order to increase accountability and lower overall recidivism.
  - Collaboration across agencies and systems, including mental health and substance use treatment providers, prosecutors, nonprofit organizations, and law enforcement.

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- Engagement with target populations to increase program retention, enhance community support, and respond with appropriate services before release, including the treatment of mental illnesses and substance use disorders and assistance with housing, education, and other services.
- Development of tailored pre- and post-survey instrument to evaluate effectiveness of youth prevention and education programs in reducing juvenile crime related offenses.

Guam's Performance Measures:

- Development of comprehensive or multi-disciplinary network of criminal justice agencies and community services stakeholders to include treatment providers, community groups, police services and other professionals in the community in the reduction of risk factors and social problems.
- Performance of needs assessment (identify risk and protective factors) to evaluate information about crime and delinquency, available resources, and previous interagency cooperation to determine what types of delinquent behavior and youth violence are causing the greatest concern in the community to help focus the intervention.
- Development and implementation of Criminal Justice System Prevention and Education Program.
- Development of a core of juvenile or adult offenders who will commit to promote successful integration into the community by providing support, advocacy, and a way to be meaningfully accountable.
- Number of prevention and education campaigns or outreach conducted in the schools, community events, print/media campaigns to effectively reduce, for example, anti-social behavior, aggression, delinquency, substance abuse and violent crime among adolescents; number of participants; number of stakeholder participation
- Types of intervention services, referrals or programs provided to youths.
- Data to support improved youth's school performance; reduction on reported violent and property crimes and other assaults; reduction in prison sentencing.

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Fiscal Year 2019-2022 Guam's Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement
Stakeholders Meeting

Thursday, October 20, 2016, 9 am
Ricardo J. Bordallo Governor's Complex, Large Conference Room

The following is an excerpt of the meeting and the process used to determine the funding priorities of the 2019-2022 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement.

ATTENDANCE:

Attending the meeting were heads of the criminal justice community and appropriate program and fiscal staff to include the following:

- Lt. Governor Tenorio and special staff assistants
- Judiciary of Guam - Chief Justice Robert Torres, Administrator of the Court and Court Programs staff
- Attorney General, Office of the Attorney General
- Chief of Police, Guam Police Department
- Director, Department of Corrections
- Director, Department of Public Health and Social Services
- Director, Department of Youth Affairs
- Director, Guam Customs & Quarantine Agency
- Fire Chief, Guam Fire Department
- Executive Director, Public Defender Service Corporation
- Administrator, Guam Homeland Security
- Administrator, Guam State Clearinghouse
- Chief Port Police, Guam Port Authority
- Assistant Chief, Guam Airport Authority
- Chief Technology Officer, Office of Technology
- Others: Senior Staff Involved in the Program and Fiscal Administration of Byrne JAG Funds and other network partners

INTRODUCTION:

- The Lt. Governor provided a brief overview of the importance of the meeting and how the Byrne JAG funding has helped our criminal justice community over the years. Introductions were also

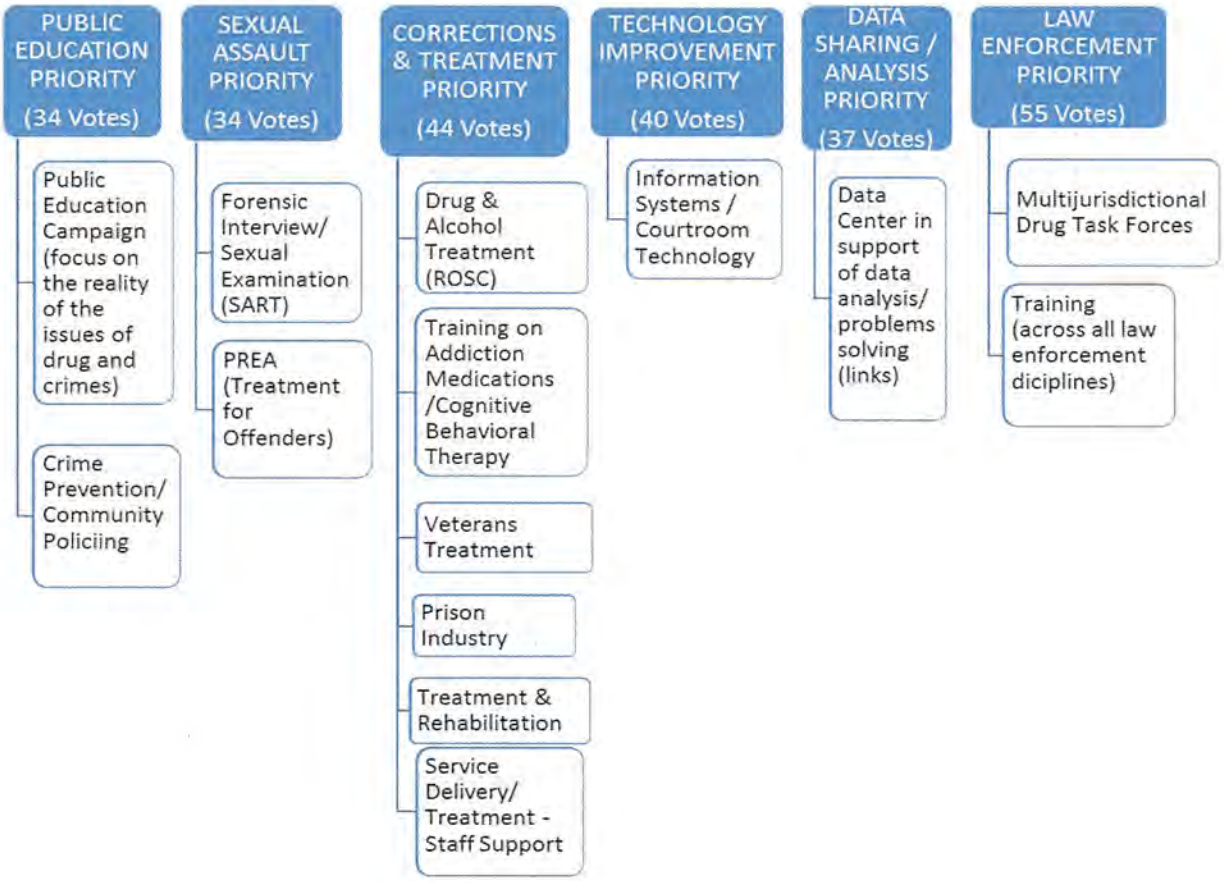
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made acknowledging the heads of Guam's local and federal law enforcement and criminal justice community along with resource network partners.

- Following the introductions, an overview was presented by the Guam Bureau of Statistics and Plans regarding the 2013-2016 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement, the projects and initiatives that were funded over the years, and the overall impact that Byrne JAG funds has done to improve the islands law enforcement efforts and criminal justice functions.
- Proceeding the presentation, open discussions from the stakeholders was engaged regarding the issues and or areas of concern in the community along with discussion on the resource needs and gaps in services. The discussions also provided the opportunity for networking and the sharing of resources among law enforcement and criminal justice partners.

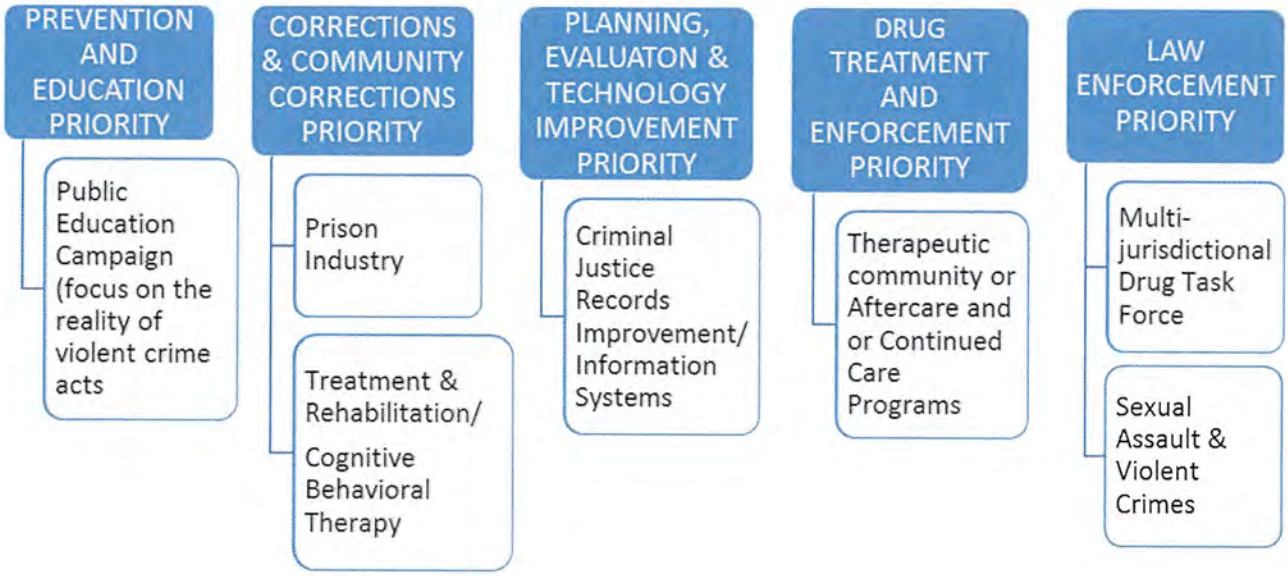
STAKEHOLDER VOTING PROCESS & RECOMMENDATION:

- The strategic plan was developed through a ranking process by the criminal justice professionals and other stakeholders using cumulative voting (dot voting). This method resulted in the selection of six (6) priorities. With the six (6) priority areas identified, a total of thirteen (13) programs were categorized and voted by the stakeholders who were present for funding consideration in the multi-year strategy. The priority areas and programs are as follows:



- Following the Stakeholders meeting on October 20, 2016 which identified the priorities to address in Guam's FY 2019–2022 Multi Year Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement Strategies, the Bureau similarly held a follow-up meeting in September 18, 2018 to address the Resources Needs, Gaps in Services, and Coordination of Federally Funded Programs to clearly define the needs of our criminal justice and law enforcement community and to avoid the duplication of services. The following agencies were represented at the meeting: Office of the Attorney General, Guam Police Department, Department of Corrections, Judiciary of Guam, Department of Youth Affairs, Guam Customs and Quarantine Agency, Department of Mental Health and Substance Abuse, Department of Public Health and Social Services, Guam Homeland Security, Jose D. Leon Guerrero Port Authority of Guam Security Police, A.B. Won Pat Guam International Airport Authority Security Police, Public Defender Services Corporation, 33rd Guam Legislature Committee on Guam U.S. Military Relocation, Homeland Security, Veteran's Affairs and the Judiciary of Guam.
- The Byrne Justice Assistance Grant Program has expanded over the years to move beyond strictly drug related crime to include all types of serious and violent crime, as well as to making serious and systematic efforts to improve the infrastructure of the criminal justice system within the State to deal with crime, terrorism, economic crime, smart policing, and offender re-entry. To assist the Bureau in developing the FY 2019-2022 Drug Control, Violent Crime and Criminal Justice Systems Improvement Strategy and to develop the program abstract for USDOJ approval, stakeholder representatives were requested to provide information on any data and analyses to define the nature and extent of the drug control, violence prevention and criminal justice system improvement problems on Guam to support the following priorities and program areas that were defined at the October 20, 2016 Law Enforcement Stakeholders Meeting. Such data might include needs assessment of criminal justice agencies, user surveys, Uniform Crime Report, data from Byrne Funded Task Forces, and any other types of available data.
- Further, based on the data and analyses defined, representatives were asked to describe, in general, the identification of gaps in services and areas where additional resources are needed to develop a system wide capability to address the drug control, violent prevention and system improvement problems. Resource needs or gaps involving training, technical assistance, or specific legislation and any relevant discussion on the difficulty in providing these resources without Byrne funding. If a particular stakeholder recommended any one of the priority(s) or program areas that were listed, they were requested to provide the information needed to address the matter in full and ensure that an acceptable project abstract is developed that would be approved by the Bureau of Justice Assistance. If the information is insufficient to meet strategy requirements or to define fully the problem or need, the program will not be addressed in the strategy.
- The information requested will assist the Bureau in identifying and defining the priorities based on the issues discussed in the nature and extent of the problem, and to develop proposed program activities for the grant period.
- With the outcome of the meeting in September 2018 and based on the information that was provided resulted in the following priorities and programs that were defined and identified to address in the development of the FY 2019-2022 Multi Year Strategy: Prevention and Education, Corrections and Community Corrections, Planning, Evaluation and Technology Improvement, Treatment and Rehabilitation, and Law Enforcement

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PREVENTION AND EDUCATION PRIORITY
Public Education Campaign (focus on the reality of violent crime acts
CORRECTIONS & COMMUNITY CORRECTIONS PRIORITY
Prison Industry
Treatment & Rehabilitation/
Cognitive Behavioral Therapy
PLANNING, EVALUATON & TECHNOLOGY IMPROVEMENT PRIORITY
Criminal Justice Records Improvement/ Information Systems
DRUG TREATMENT AND ENFORCEMENT PRIORITY
Therapeutic community or Aftercare and or Continued Care Programs
LAW ENFORCEMENT PRIORITY
Multi-jurisdictional Drug Task Force
Sexual Assault & Violent Crimes