

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, annual programmatic reports, and annual sub-grant information.

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 and 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.

STRATEGY PLANNING DEVELOPMENT PROCESS

In light of the Bureau of Statistics and Plans mission, the Bureau is responsible for 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 make 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 organization and the professional 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
- 32nd Guam Legislature Committee on Guam U.S. Military Relocation, Homeland Security, Veteran's Affairs & Judiciary
- 32nd Guam Legislature Committee on Public Safety, Infrastructure & Maritime Transportation
- 32nd Guam Legislature on Health & Human Services, Health Insurance Reform, Economic Development, & Senior Citizens

The Bureau held a Stakeholders meeting on April 4, 2013 to identify the priorities to address in Guam's FY 2013 – 2016 Multi Year Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement Strategies, and 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, 32nd 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 2013-2016 Multi Year Strategy:

- Sexual Assault
- Technology Improvement
- Treatment and Rehabilitation
- Law Enforcement
- Violent Crime

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.

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 U.S. Attorney Office, the Drug Enforcement Administration, the U.S. Immigration and Customs Enforcement Agency, and Bureau of Alcohol, Tobacco Firearms and Explosives. The Bureau of Statistics and Plans coordinates with these entities in the review of the Strategy.

Coordination with Other State Agencies and Funded Programs:

The Bureau of Statistics and Plans also actively pursues a cooperative, 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, Department of Mental Health and Substance Abuse, 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.

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 and Plans 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. Furthermore, as a member of the Guam State Clearinghouse Review process, the Bureau of Statistics and Plans reviews all drug, education, treatment, prevention, and criminal justice related grant application.

ADDITIONAL STRATEGIC PLANNING / COORDINATION EFFORTS

The Bureau of Statistics and Plans is an active member in the Public Safety semi monthly meeting, the Guam's Criminal Justice Automation Commission, the State Epidemiology Outcome Work Group, Guam's Sex Offender Registry Committee, U.S. Attorney Project Safe Neighborhood Council, and Prison Rape Elimination Act 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 the 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.

STATEMENT OF THE PROBLEM

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 one 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 societies in the Western Pacific. According to the *Guam Facts and Figures at a Glance 2011*, the estimated population of Guam in 2011 was 170,853.

Guam's population is multi ethnic and multi racial. Currently, Chamorro comprise the largest ethnic group, accounting for 42.01% of the total population, Filipinos make up 26.3%, White make up 6.8%, other Pacific Islander make up 6.8 and other ethnic origin or race make up 17.2.

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 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": 2012 Crime In Guam Uniform Crime Reporting (UCR) Report; 2012 Correction's population; 2012 Sexual Assault Data; 2012 U.S. District Court Criminal Caseload Statistics; 2012 Judiciary of Guam Caseload Statistics; 2012 Sub grantee Quarter Progress Reports; 2012 Forensic Science Narcotics Control Data; and Environmental "scans" of other criminal justice system issues derived from routine contacts with other state agencies.

Law Enforcement Priority

Guam's Drug Problem:

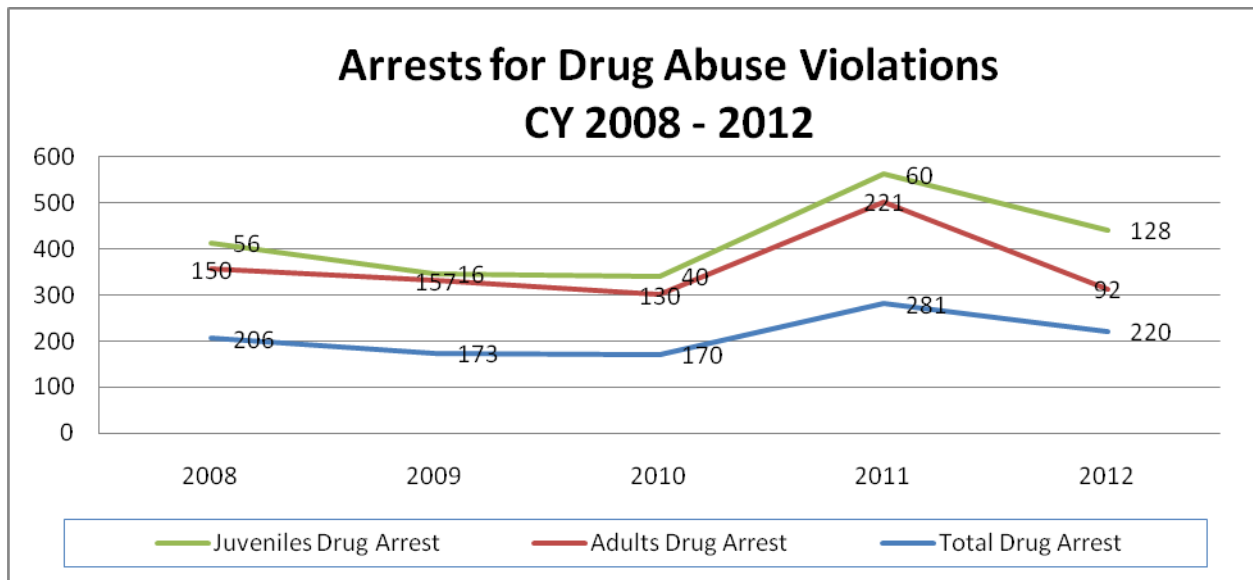
The nature and extent of Guam's drug problem have not significantly changed during the past year. The drug problem on Guam continues to be crystal methamphetamine or “ice”. Crystal methamphetamine has been the prominent drug of choice on Guam over the past decade. The continental United States is becoming the main source of production and transshipment area for Guam. The drug is mostly being smuggled onto the island through the postal services. The Philippines, which serves as both a production and transshipment area, continues to be one of the main sources of the crystal methamphetamine available on Guam. However, the drug is also produced in and transported from Hong Kong, Taiwan, China, Korea and Japan.

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. The estimated number of adult offenses involving drugs in 2012 was 293. According to the *2012 Crime in Guam Uniform Crime Report*, the change in the number of offenses involving drugs increased 33 percent when compared to the 221 drug violations reported in 2011. The number of adult persons arrested for drug abuse violations in 2012 was 92. This is a 25 decrease when compared to 2011.

According to the *2012 Crime in Guam Uniform Crime Report*, a total of 220 offenders were arrested. Of the 220 offenders arrested in 2012, adult offender represented 92 arrest or 42 percent and juveniles offenders represented 128 arrest or 58 percent.



Source: Guam Police Department, 2012 Uniform Crime Report

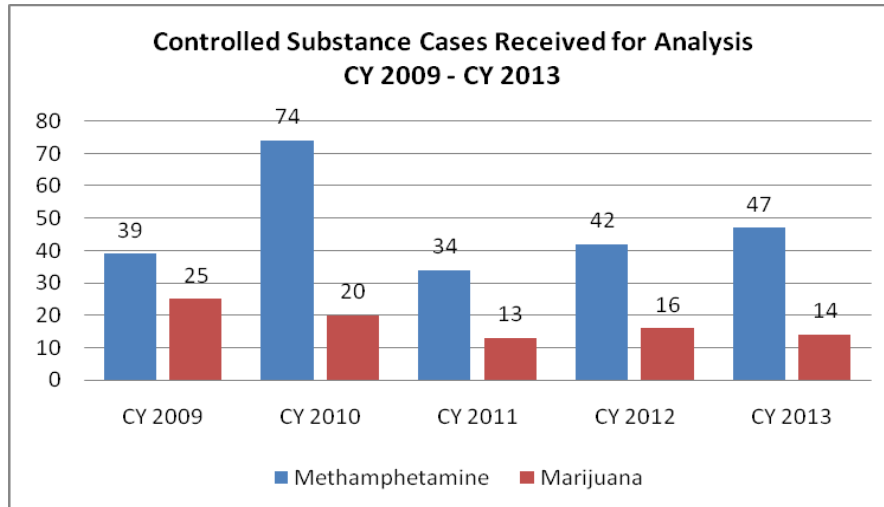
Federal and local law enforcement agencies share in the responsibility for enforcing Guam’s drug laws through multi jurisdictional efforts. In Calendar Year 2013, the task forces made 60 drug arrests and investigated 85 drug cases. The drug arrest is a 88 percent increase over the 32 drug arrest in Calendar Year 2012. Of the 60 drug arrests, 56 were for methamphetamine, and 4 were for marijuana. In Calendar Year 2013, the task forces investigated 85 drug cases. Of the 85 drug cases, 79 were for methamphetamine, 5 were for marijuana, and 1 was for MDMA.

Task Force Drug Interdiction Activities Calendar Year 2009 to Calendar Year 2013										
Drug Type	CY 2009		CY 2010		CY 2011		CY 2012		CY 2013	
	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	38	58	6	10	25	36	25	36	56	79
Marijuana	11	10	6	6	7	2	7	2	4	5
Heroin	0	0	0	0	0	0	0	0	0	0
Cocaine	1	1	0	0	0	0	0	0	0	0
MDMA	0	0	0	0	0	2	0	2	0	1
Spice	0	0	0	0	0	1	0	1	0	0
Total	50	69	12	16	32	41	32	41	60	85

Source: DEA and US Ice Task Force CY 2013 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 2013, the Forensic Science Division received 64 controlled substance cases submitted by local, federal and off-island law enforcement entities for analysis. Of the 64 controlled substance cases received, a total of 72 drug analyses were completed.



Source: GPD Forensic Science Laboratory, 2013 Narcotics Control Data Sheet

Of the 72 drugs analyzed, 47 or 65% were methamphetamine cases, 14 or 19% were marijuana cases, 5 or 7% were others, and 6 or 8% were unknown. The following table reflects the forensic division requests for drug analysis and analyses completed from Calendar Year 2009 to 2013.

Requests for Drug Analysis and Analyses Completed Calendar Year 2009 to Calendar Year 2013					
Type of Agency	Drug Analysis Submitting by Type of Agency Requesting				
	CY 2009	CY 2010	CY 2011	CY 2012	CY 2013
LOCAL: GPD	49	84	30	55	56
C&Q	0	0	5	1	3
DOC	0	0	0	0	0
MEO	0	0	0	0	0
OTHER	0	7	2	1	0
FEDERAL: DEA	0	0	0	0	0
OTHER	13	5	4	1	1
OFF-ISLAND: CNMI	0	35	6	11	4
BELAU	0	4	0	0	0
FSM	1	0	0	0	0
TOTAL	63	135	47	69	64
Type of Agency	Drug Analyses Completed by Type of Agency Requesting				
	CY 2009	CY 2010	CY 2011	CY 2012	CY 2013
LOCAL: GPD	62	76	35	42	65
C&Q	1	0	5	2	1
DOC	0	0	0	0	0
MEO	0	0	0	0	0
OTHER	0	9	4	0	1
FEDERAL: DEA	0	0	0	0	0
OTHER	13	3	4	1	1
OFF-ISLAND: CNMI	0	23	18	27	4
BELAU	1	4	0	0	0
FSM	1	0	0	0	0
TOTAL	78	115	66	72	72

Type of Drug Suspected	Drug Analyses by Drug Type Completed				
	CY 2009	CY 2010	CY 2011	CY 2012	CY 2013
Heroin	0	0	0	0	0
Cocaine	0	0	0	0	0
Methamphetamine	39	74	34	42	47
Marijuana	25	20	13	16	14
Others	8	6	7	5	5
Unknown	6	15	12	9	6
Totals	78	115	66	72	72

Source: Guam Police Department Crime Laboratory Narcotics Control Data Sheet, 2013

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. LE 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 Island (CNMI) Territories and Palau. In addition to importing ice directly into Guam from the Philippines, it is also smuggled into Guam through CNMI and Palau.

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 October 2003 to December 2008, the multi jurisdictional investigated 12 methamphetamine laboratory cases. Despite recent 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 this year. 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.

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 2013, the task force seized 34,922.39 grams of methamphetamine with a street value of \$20,281,477.82; 2,267 grams of marijuana with a street value of \$62,898; 87 plants with a street value of \$87,000; 499 grams of spice with a street value of \$24,950; and 1,982 grams of spice with a street value of \$19,190. The following table reflects Guam's multi jurisdictional task force drug seizures and value of drugs seized from calendar year 2011 to 2013.

Multi jurisdictional Task Force Drug Seizures and Value of Drugs Seized						
Calendar Year 2011 - Calendar Year 2013						
Drug in Grams	CY 2011		CY 2012		CY 2013	
	Seizure	Value	Seizure	Value	Seizure	Value
Methamphetamine	3,305.20	\$2,616,760.00	34,557.43	\$25,916,656.00	34,922.39	\$20,281,477.82
Marijuana	1,004.41	\$29,982.00	3,000.00	\$80,463.00	2,267.00	\$62,898.00
Marijuana plants	0	\$0.00	424	\$424,000.00	87	\$87,000.00
Heroin	0	\$0.00	0	\$0.00	0	\$0.00
Cocaine	0	\$0.00	0	\$0.00	0	\$0.00
MDMA ² (Ecstasy)	548	\$27,400.00	0	\$0.00	499	\$24,950.00
Spice/Salviya	0	\$0.00	25,064.99	\$179,844.65	1,982.00	\$19,190.00
Spice/Salviya: vials	100	\$3,000.00	320	\$16,000.00	0	\$0.00
Total Drugs Seized in Grams	4,957.61	\$2,677,142.00	63,366.42	\$26,616,963.65	39,670.39	20,388,515.82
	0 plants		424 plants		87 plants	\$87,000.00
	100 vials		320 vials			

Source: Guam's Multi Jurisdictional Task Force CY 2013 Quarter Progress Report

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 twelve years of age. The Guam Behavioral Health and Wellness Center reported the oldest client undergoing treatment in is fifty six years old. Intelligence information and recent seizures clearly indicate that crystal meth or ice has gained popularity.

Ecstasy: In a relatively short period of time, methylenedioxyamphetamine (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 most recent 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: Over the past years, there has been no significant cocaine seizure on Guam. Historically, the most recent seizures of cocaine were in Calendar Year 2007 when a total of 1,464.80 grams of cocaine was seized. 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 street value of drugs on Guam remained relatively stable. Due to aggressive enforcement and interdiction activities, the street price of drugs increased significantly in the 1990s and has remained high. The street value of drugs on Guam for the ten year period of 2003 through 2012 are as follows:

Price of Drugs on Guam: 2003 - 2013											
Type of Drug by Amount	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
MARIJUANA											
Joint (.3 g)	20	20	20-45	20-46	20	20	20	20	20-40	20-40	20-40
Ounce	800	800			400	400	400	400-1200*	400	500	500
Plant	1000	1000				1000	1000	1000	1000	1000	1000
Pound	12800	12800							6400	8000	8000
METHAMPHETAMINE "ICE" or Crystal meth:											
Ice Plate (1/10 of a gram)	100	100-125	50-100	50-100	50-100	150	150	100-150	50	50	100
2 Gram		200-300				400	400	250-400	1200	1200-1500	1500-2000
3 Gram		100-150				250	250		1800	1800-2250	2500-3000
Gram	350-600	350-400	350-500	350-500	550-750	800	800	800-900	600	600-750	750
ECSTACY: 1 tablet	60	40-60	60		60-80	60	60	40-60	50	50	50
SPICE/SALVIYA								30-60	\$35 (g)	\$35(g)	\$40 (g)
SOURCE: DEA Task Force and Street Violent Crime Task Force											

Methamphetamine "Ice" or Crystal Methamphetamine: Methamphetamine is most commonly sold by the gram, and a gram sells for \$750.

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 \$500. On very rare occasion, marijuana is sold by the pound. A plant sells for an average yield of \$1,000 a plant.

Heroin: There has not been any seizures of heroin over the past years, however, intelligence information indicate 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 over the past years on Guam. Although in the past the Drug Task Force seized 24.10 grams of cocaine that originated from the mainland, the value in grams is unknown at this time.

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

Salvia 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 gram sells for \$40.

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 noted in the late 1990’s were that the smugglers used body cavity and internal drug concealment techniques. 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.

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. Although the number of crystal methamphetamine or “ice” arrest cases and seizures has decreased since 1990. The use of this drug in Guam is still a threatening problem, as it has been linked to property crime. In 2012, there were an estimated 4,417 property crime offenses in Guam. The two year trend showed that property crime increased 16 percent in 2012 compared with the 2011 estimate. The five year trend, comparing 2012 data with that of 2008, showed a 59 percent increase in property crime.

Overall, Guam’s property crime rate increased 16 percent from 4,417 in 2012 to 3,810 in 2011. Of the 4,417 property crimes reported, burglary accounts for 52 percent, larceny theft accounts for 37

percent, motor vehicle accounts for 10 percent, and arson accounts for .18 percent. In 2012, the rate of property crime was estimated at 27.62 per 1000 residents. The clearance rate for property crimes offenses decreased 2 percent from 2012 clearance rate of 5.3% to 2011 clearance rate of 5.2%.

Crime in Guam UCR Statistics	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Total Property Crimes Reported	3533	3827	4672	4651	4177	4077	2782	2670	2665	3810	4417
% change in Property Crimes Offense Reported		8%	22%	0%	-10%	-2%	-32%	-4%	0%	43%	16%
Total Property Crime Arrests	299	264	282	306	307	308	331	297	167	198	236
Total Property Crime Clearance Rate	8.5%	6.9%	6.0%	6.6%	7.3%	7.6%	11.9%	11.1%	6.3%	5.2%	5.3%
Burglary	913	1126	1292	1468	1292	1058	647	972	1165	1945	2304
% change in Burglary		23%	15%	14%	-12%	-18%	-39%	50%	20%	67%	18%
Larceny-Theft	2391	2459	3053	2851	2639	2792	1960	1497	1264	1631	1651
% change in Larceny-theft		3%	24%	-7%	-7%	6%	-30%	-24%	-16%	29%	1%
Motor Vehicle Theft	221	234	311	315	213	211	155	217	220	218	454
% change in Motor Vehicle Theft		6%	33%	1%	-32%	-1%	-27%	40%	1%	-1%	108%
Arson	8	8	16	17	33	16	20	15	16	16	8
% change in Arson		0%	100%	6%	94%	-52%	25%	-25%	7%	0%	-50%
Source: 2002 Crime in Guam Uniform Crime Report, 2012 Crime in Guam Uniform Crime Report and Guam Demographic Profile Summary of 2010 Census Population and Housing, December 2012											
Guam's Population in 2010: 159,358											

According to the *2012 Crime in Guam Uniform Crime Report*, the Guam Police Department has four precincts and oversees the precincts with manpower of 137 sworn officers. The precincts are Dededo Precinct North, Tamuning Precinct, Hagatna Precinct Central, and Agat Precinct South. In 2012, the Dededo Precinct served a population of 65,482 and reported and responded to a total of 1362 property crime offenses. The Tamuning Precinct served a population of 19,685 and reported and responded to a total of 1240 property crime offenses. The Hagatna Precinct served a population of 45,164 and reported and responded to a total of 1180 property crime offenses. The Agat Precinct served a population of 29,027 and reported and responded a total of 635 property crime offenses.

It is important to note that the Dededo Precinct reported the highest burglary crime at 693, the highest motor vehicle theft at 189, and highest arson at 4; and the Tamuning Precinct reported the highest larceny theft crime at 525.

	Dededo Precinct (North)	Tamuning Precinct	Hagatna Precinct (Central)	Agat Precinct (South)	TOTAL
Total Population	65,711	19,754	45,322	29,128	159,915
Sworn Officers Assigned to Precinct	36	40	34	33	143
Burglary	693	597	659	355	2304
Larceny-Theft	476	525	400	250	1651
Motor Vehicle Theft	189	116	120	29	454
Arson	4	2	1	1	8
Total Property Crime by Precinct	1362	1240	1180	635	4417
Dededo Precinct: Dededo and Yigo					
Tamuning Precinct: Tamuning, Tumon and Harmon					
Hagatna Precinct: Agana, Agana Heights, Barrigada, Chalan Pago, Mangilao, MongMong Toto Maite and Sinajana					
Agat Precinct: Agat, Asan, Inajaran, Merizo, Piti, Santa Rita, Talofofo, Umatac and Yona					
Source: 2012 Crime in Guam Uniform Crime Report					

According to the *2012 Crime in Guam Uniform Crime Report*, the villages with the highest crime reported is Tamuning at 28 percent, Dededo at 25 percent and Mangilao at 8 percent. It is important to note that the two of three villages represent high population villages in Guam.

Violent Crime and Property Crime by Village											
Calendar Year 2012											
	Agana Heights	Agat	Asan Maina	Barrigada	Chalan Pago - Ordot	Dededo	Hagatna	Inarajan	Mangilao	Merizo	Mong Mong-Toto-Maite
Total Crime Offense	88	135	41	271	119	1217	189	59	368	35	205
% Total Crime	2%	3%	1%	6%	2%	25%	4%	1%	8%	1%	4%
Village Population	3,821	4,934	2,144	8,906	6,846	45,100	1,055	2,281	15,244	1856	6,849
% Population	2%	3%	1%	6%	4%	28%	1%	1%	10%	1%	4%
	Piti	Santa Rita	Sinajana	Talofofo	Tamuning Harmon Tumon	Umatac	Yigo	Yona	Unknown	Total	
Total Crime Offense	72	77	65	54	1365	16	312	159	34	4881	
% Total Crime	1%	2%	1%	1%	28%	0%	6%	3%	1%	100%	
Village Population	1,459	6,105	2,601	3,061	19,754	785	20,611	6,503	0	159,915	
% Population	1%	4%	2%	2%	12%	0%	13%	4%	0%	100%	
Source: 2012 Crime in Guam Uniform Crime Report (Preliminary) and Guam Demographic Profile Summary of 2010 Census Population and Housing, December 2012											

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.

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.

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.

As of July 8, 2013, Guam Crime Stoppers reported the following statistics: 373 arrests made, 1,275 cases cleared, \$20,026 rewards paid, \$2,082,081 property recovered, \$1,788,890 drugs seized.

Community Policing:

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 case loads, 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 partnership to resolve serious problems in neighborhood.

Currently, the Guam Police Department has implemented several types of community policing. They have re-established the Community Watch Program by meeting with village mayors and educating them in the philosophy of community policing, informing mayors of the command's resources and establishing coordination to address community concern such as truancy, graffiti and curfew violations. 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 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. Furthermore, discussions are underway between GHURA and GPD for the placement of a Resident Police Officer in each of GHURA's four (4) Asset Management Properties at a reduced rent in exchange for patrolling and security service in order to promote a safe living environment in the GHURA Public Housing.

The Guam Police Department 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. 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 160 *trained* volunteers. Of the 160 trained volunteers, 80 are active volunteers that conduct community volunteerism through outreach and dissemination of brochures and agency volunteerism through manning of telephone, etc.

Sexual Assault Priority

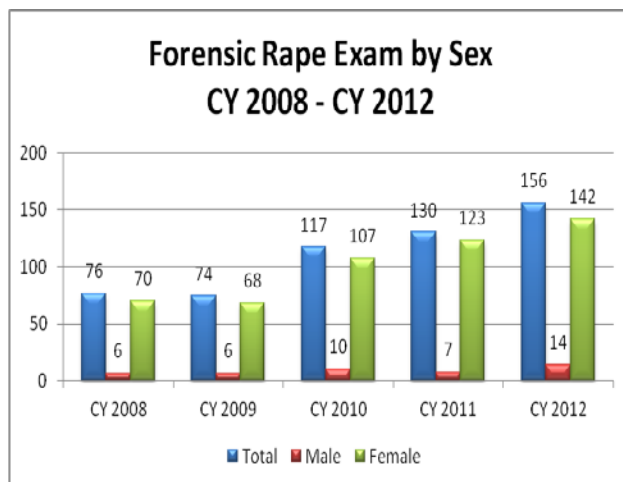
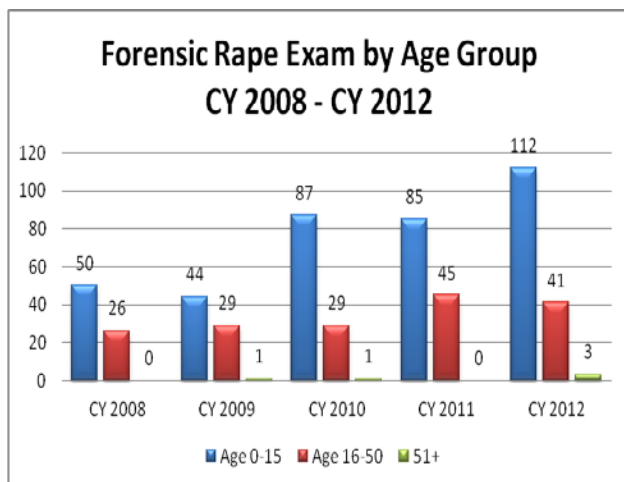
Sexual assaults are serious, violent and frightening crimes directed against women, men and children and continue to be a major community and criminal justice issue in Guam. Guam’s police officers and prosecutors work in hand with Guam’s only rape crisis center, Healing Hearts Crisis Center (HHCC). HHCC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

The *Crime in Guam 2012 Uniform Crime Report* estimated 107 forcible rapes reported to law enforcement in 2012. This estimate is 29 percent lower than the 2011 estimate and 31 percent lower than the 2008 estimate. The following table reflects the 2012 UCR Statistics for Forcible Rape Offense reported in Calendar Year 2008 to 2012.

	2008	2009	2010	2011	2012
Total Forcible Rape Offense Reported	154	29	40	151	107
% change in Forcible Rape Offense Reported		-81%	38%	278%	-29%

Source: Crime in Guam 2012 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 112 sexual assault victims between the ages of 0 to 15 years of age in 2012, a 32 percent increase over 2011 and 124 percent increase over 2008. In 2012 HHCC serviced 156 victims of sexual assault, a 20 percent increase over 2011 and 105 percent increase over 2008. Of the 156 victims that received services, 142 were female victims and 14 were male victims, 112 sexual assault victims were between the ages of 0 to 15 years of age, 41 sexual assault victims were between the age of 16 to 50 years of age, and 3 sexual assault victims were over the age of 50.



Source: Guam Behavioral Health and Wellness Center

The following table shows the total number of forensic rape examination conducted over the past reporting periods broken down by sex, age group and exam type from Calendar Year 2008 to Calendar Year 2012.

Forensic Rape Examination									
Calendar Year 2008 to 2012									
Reporting Period	Total	Male	Female	Age 0-15	Age 16-50	51+	Exam Type		
							Acute	Non Acute	No Exam
CY 2008	76	6	70	50	26	0	25	11	38
CY 2009	74	6	68	44	29	1	26	15	33
CY 2010	117	10	107	87	29	1	23	34	30
CY 2011	130	7	123	85	45	0	26	21	83
CY 2012	156	14	142	112	41	3	34	22	100

Source: Guam's State Annual Report January 1, 2011 to December 31, 2011 and CY 2012 Healing Hearts Crisis Center 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 2012, the Judiciary of Guam Sex Offender Registry Management Office reported 752 convicted sex offenders, 367 are Level I registrants, 106 are Level II registrants, 279 are Level III registrants, 636 registered sex offenders are reported on website, 12 registered sex offenders absconded, and 6 sex offenders failed to register. The Sex Offender Registry Management Office has seen a 13 percent increase in the number of offenders convicted of a sex offense from 665 in 2011 to 752 in 2012.

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			
2010	630	287	97	246	37	42	237	74	64	90	59	27	537	23	9
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
<p>Level I A person convicted of a sexually violent offense</p> <p>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.</p> <p>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.</p>															
Source: Judiciary of Guam Sex Offender Registry Management Office															

The Judiciary of Guam Sex Offender Registration Management Office has approximately 35 sex offenders managed by one senior probation officer and one probation officer; and monitors the 266 unsupervised sex offenders. The Department of Corrections Parole Division has 52 sex offenders managed by six parole officers.

Prison Rape Elimination Act (PREA)

The Prison Rape Elimination Act of 2003 (PREA) was signed into law by President George W. Bush on September 4, 2003. The law (P.L. 108-79) seeks to eliminate sexual abuse in correctional facilities by setting standards for the physical space and for the training, assignment, and conduct of personnel in the facility. All public and private prisons, jails, lock-ups, community corrections, and juvenile detention facilities must meet the PREA standards. A state is in compliance when prison facilities under its operational control meet the PREA standards.

Governors certify compliance, based in large part on audits done by Department of Justice (DOJ)-certified auditors. The first auditors are being trained and the first audits are underway in the Bureau of Prisons' facilities. State facility audits are expected to begin in 2014. The statute envisions a three-year audit cycle, whereby audits are conducted on one-third of the state's facilities each year. Therefore, a state could be expected to complete the first audits by 2017.

Congress mandated that the penalty for noncompliance is 5 percent of any DOJ grant funds "that it would otherwise receive for prison purposes," a term left undefined in statute. DOJ is interpreting this to mean any grant program eligible to be used for prison construction, administration or programming, which in FY14 will include the Byrne Justice Assistance Grant program, the Juvenile Justice and Delinquency Prevention Act's Title II Formula grants, and the Office on Violence Against Women's STOP grants.

In light of the federal mandate, a PREA Committee comprised of the Lt. Governor's Office, the

Department of Corrections, the Department of Youth Affairs, the Governor's Office Federal Programs Office, and the Bureau of Statistics and Plans was formed this year to coordinate and collaborate to address the PREA Standards. The PREA Committee is in support of adopting and achieving full compliance with the National PREA Standards for Guam's Adult and Juvenile Correctional Facility; and concurs that 5% of the Byrne Justice Assistance Grant Program, the Juvenile Justice and Delinquency Prevention Act Title II Formula grant, and the Office on Violence Against Women's STOP grants will be utilized to adopt and to work towards achieving compliance as these grants will be penalized 5% every year the Governor does not certify full compliance with the PREA standards.

Guam will use the five percent allocation on Byrne JAG on activities intended to help Guam's correctional facilities achieve compliance with the PREA standards, including preparing for and conducting audits.

Treatment and Rehabilitation Priority

Substance Abuse Treatment Issues

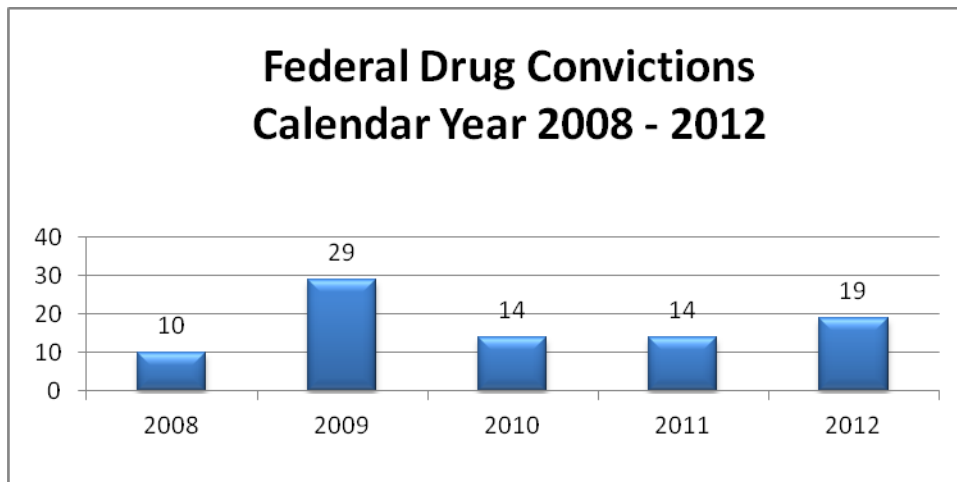
There is a significant disparity between the availability of treatment services for persons with alcohol and drug use disorders and the demand for services. According to the 2011 National Survey on Drug Use and Health, 21.6 million individuals aged 12 or older needed treatment for an alcohol or illicit drug use problem. Of this group, only 11 percent (2.3 million) of these individuals received treatment at a specialty facility in the past year, and 89 percent (19.3 million) needed treatment for an illicit drug or alcohol use problem but did not receive treatment at a specialty facility in the past year. This disparity is also consistent for criminal justice populations, as estimates show only 10 percent of individuals involved with the criminal justice system who are in need of substance abuse treatment receive it as part of their justice system supervision. By providing needed treatment services, this program is intended to reduce the health and social costs of substance abuse and dependence to the public, and increase the safety of America’s 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 prison. 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, the Bureau is monitoring the population growth in the Department of Corrections and the need to continue drug courts, residential drug treatment and aftercare drug program.

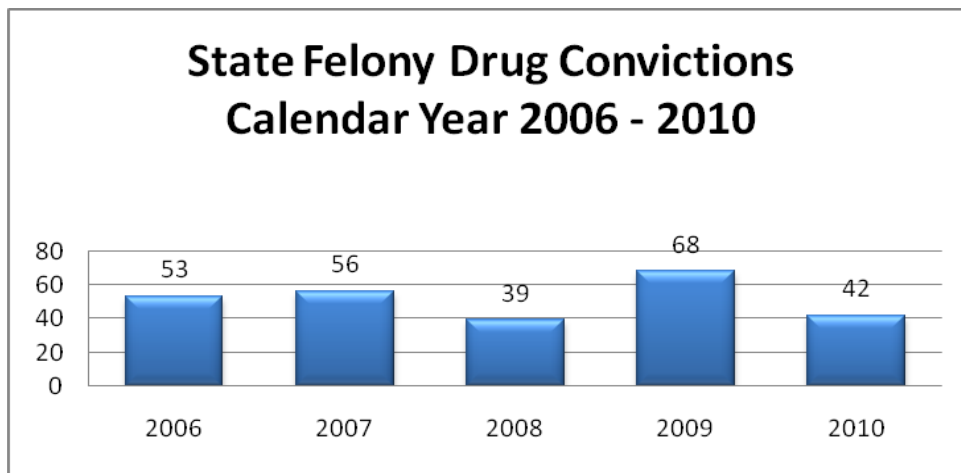
According to the *2012 Crime in Guam Uniform Crime Report*, the annual number of drug abuse violations reported during the five year period of 2008 to 2012 in Guam averaged 250. In 2012, there were 421 drug abuse violations. Of the 421 drug abuse violations, a total of 220 arrests were made. Of the 220 arrest, 92 were adults and 128 were juveniles. The number of drug abuse violations and drug arrests increased 50 percent and 20 percent from 2012 to 2011, respectively. The following table provided a five year summary of Drug Abuse Violations by Adult and Juveniles in Guam.

Drug Abuse Violations by Adult and Juvenile CY 2008 - CY 2012				
Year	Drug Abuse Violations	Arrest		
		Total	Adult	Juvenile
2008	206	168	112	56
2009	173	129	113	16
2010	170	136	96	40
2011	281	183	123	60
2012	421	220	92	128
Total Average	250	167	107	60
<i>Source: 2012 Crime in Guam Uniform Crime Report, Guam Police Department</i>				

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 2012 the U.S. District Court of Guam convicted 19 defendants for drug related offenses. The predominant convictions in the U.S. District Court were for methamphetamine. Please note that several defendants in the U.S. District Court were convicted of more than one charge, so there may be multiple cases for a single defendant. In 2010 the Judiciary of Guam convicted 42 defendants for drug related felony offenses.



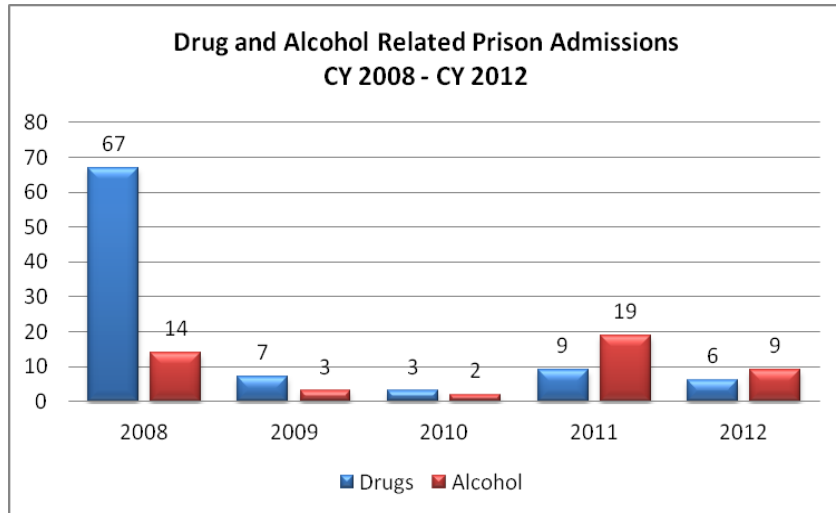
Source: U.S. District Court of Guam



Source: Judiciary of Guam

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. Please note the data is based on the highest charges of inmates whom are eligible to participate in correctional programs. This data shows a 91 percent decrease in drug-related prison admissions and a 36 percent decrease in alcohol-related prison admissions from 2008 to 2012. The decrease in the number of drug and alcohol related prison admissions in 2008 and 2012 are a result of first time defendants

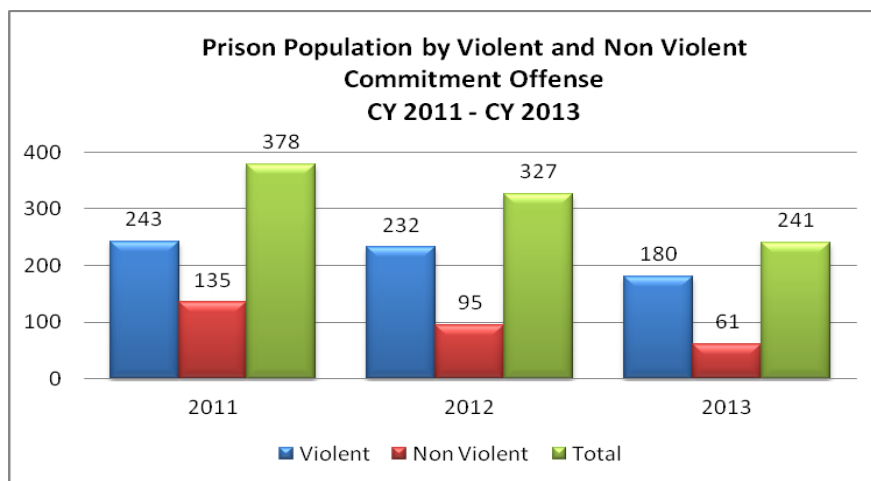
being referred to Drug Court and DWI Court; more drug cases are being sentenced to probation, and those who do make it in probation are sentenced to a Probation Revocation sentence; and more plea agreements are dropping the drug cases in exchange for a guilty plea on another charge.



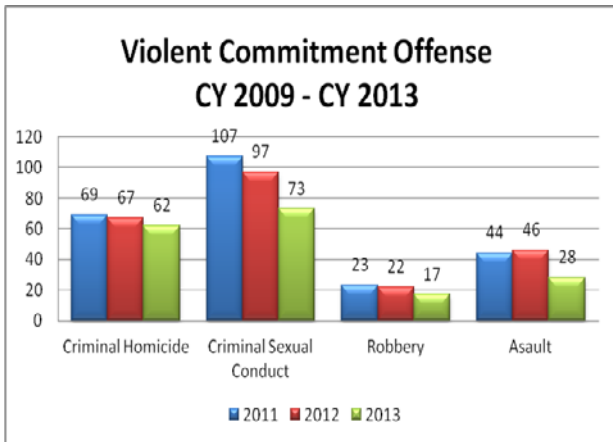
Source: Department of Correction Adult Correction Management Information System

Domestic Violence, Family Violence and Violent Crime Treatment Issues:

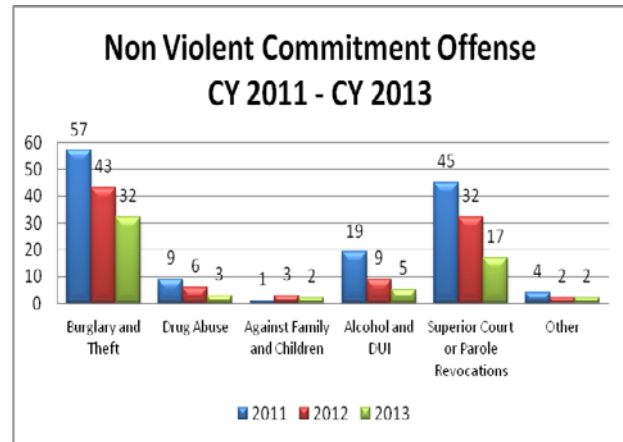
The Department of Corrections has seen a 26% decrease in its prison population in 2013 from 241 to 327 in 2012, and a 36% decrease over 2011. Please note of the prison population data reported, the prison commitment is based on the highest charge and it only includes inmates that are eligible to participate in programs within DOC. Of the 2013 prison population, 75% of offenders incarcerated received a conviction for a violent offense and 25% of offenders incarcerated received a conviction for a non violent offense.



Source: Department of Corrections



Source: Department of Corrections



Source: Department of Corrections

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.

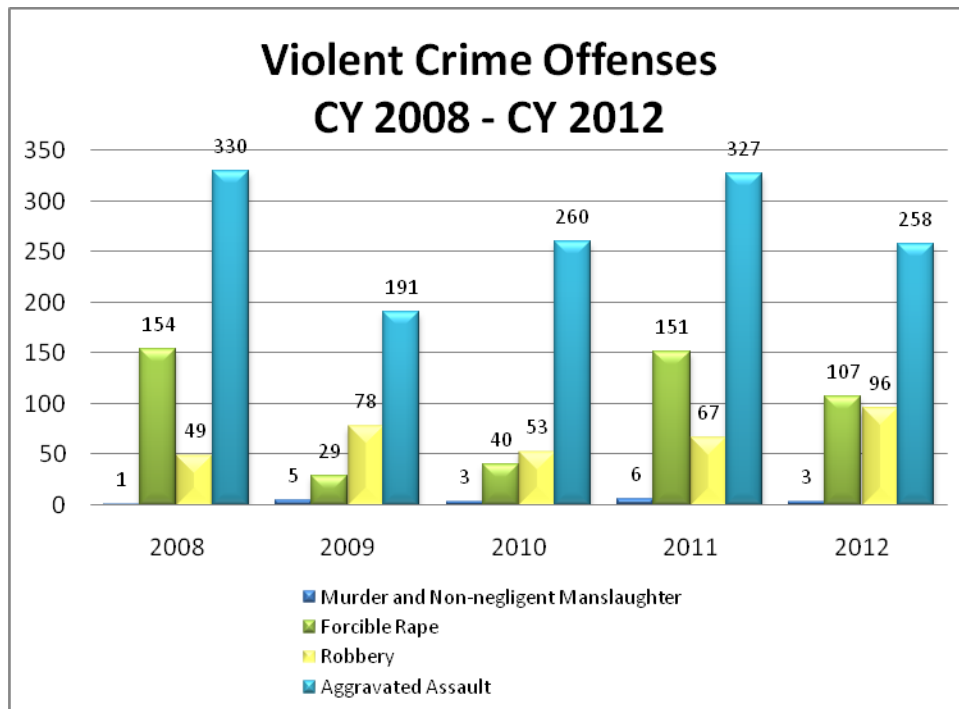
In May 2013, the Criminal Justice Automation Commission implemented the virtual Computerized Criminal History System (vCCH), a virtual system to pull data from the Guam Police Department's Law Enforcement Records Management System (GPD LERMS), the Guam Police Department Automation Fingerprint Information 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.

Although the vCCH was recently 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 migration of specific data from GPD LERMS to OAC PCMS and DOC JMPS to eliminate redundancy of having to re enter information that has been populated to reduce human error;
- the need to implemented an automated mug shot system that integrates with the vCCH;
- the need to integrate the AFIS System to the vCCH; and
- the need to ensure the sustainability of the law enforcement annual maintenance cost.

Violent Crime Priority

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 *2012 Crime in Guam Uniform Crime Report*, a total of 464 violent crime offenses of murder and non-negligent manslaughter, forcible rape, robbery, and aggravated assault were reported in 2012. A two year violent crime total show a 15 percent decrease in 2012 when compared to 2011, and a five year violent crime total show a 13 percent decrease when compared to 2008 violent crime offenses. Of the 464 violent crime offenses reported, murder and non-negligent manslaughter accounted for 3 or .65 percent; forcible rape accounted for 107 or 23 percent; robbery accounted for 96 or 21 percent; and aggravated assault accounted for 258 or 56 percent.



Source: 2012 Crime in Guam Uniform Crime Report, Guam Police Department

In 2012 Guam law enforcement officers made a total of 191 arrests for murder and non-negligent manslaughter (3), forcible rape (24), robbery (24), and aggravated assault (140) according to the *2012 Crime in Guam Uniform Crime Report*. A two year arrest trends show violent crime arrests increased 3 percent in 2012 with the 191 violent crime arrests when compared with the 186 violent crime arrests reported in 2011, and a five year arrest trends show violent crime arrests decreased 38 percent when compared with the 309 violent crime arrests reported in 2008. The following table reflects the Violent Crime Offenses and Violent Crime Arrest from 2008 to 2012.

Violent Crime Offenses Calendar Year 2008 - 2012					
	2008	2009	2010	2011	2012
Murder and Non-negligent Manslaughter	1	5	3	6	3
Forcible Rape	154	29	40	151	107
Robbery	49	78	53	67	96
Aggravated Assault	330	191	260	327	258
TOTAL:	534	303	356	551	464
Violent Crime Arrest Calendar Year 2008 – 2012					
	2008	2009	2010	2011	2012
Murder and Non-negligent Manslaughter	0	2	7	10	3
Forcible Rape	85	11	14	14	24
Robbery	17	24	28	14	24
Aggravated Assault	207	207	145	148	140
TOTAL:	309	244	194	186	191
Source: 2012 Crime in Guam Uniform Crime Report, Guam Police Department					

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.

Prevention

Drug and Alcohol Awareness and Prevention: Drug and Alcohol awareness and prevention is 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 Safe and Drug Free Schools and Communities Grant, the Substance Abuse Prevention Grant, the National Highway Traffic Safety Administration, and Juvenile Justice Delinquency Formula Grant Program. 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 Healing Hearts Rape Crisis Center and Victim Witness Ayuda Services are in need of additional people 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 exist for the Department of Education 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 upon implementation will utilize 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 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 drugs abuse and diversion; and to hire personnel for investigative and regulatory purposes.

Aggressive Campaign in Crime Prevention

An aggressive campaign in crime prevention efforts needs to be undertaken amongst the entire criminal justice system to reduce the number of referrals for prosecution. Increases in personnel and training will enable the criminal justice system achieve a successful resolution to prosecute referrals.

When the law enforcement system can manage the increase in the number of criminal incidents through additional manpower and training, it assists the prevention efforts by making would be criminal think twice before acting on their impulses.

Law Enforcement

Sexual Assault Response Team (SART): Guam Sexual Assault Response Team is in place along with the Sexual Assault Response Team manual. The SART is a community based team response group for responding to crimes of sexual violence. The core members of SART include the Healing Hearts Rape Crisis Center, Guam Police Department, Office of the Attorney General, and the Child and Adult Protective Services.

Due to changes in the Division Heads throughout the Guam Police Department, it has caused the Sexual Assault Steering Committee to reintroduce the topic of forming a group to take care of conflicting General Orders within the department. These changes are necessary in order to make revisions to the SART manual. Guam Sexual Assault and Abuse Resource Center Association (Guam SAARCA) has approached the new Chief of Police to introduce the subject of Conflicting General Orders so that in the coming periods, work can be done to identify a group to tackle making the changes. The Steering Committee still needs to make contact with the new Attorney General to clarify the AG's role in the SART so that necessary changes can be made.

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.

Sexual Assault: There is a need to assist in the LaniKate Task Force prevention efforts to provide funding for educational materials for the school system from Pre-K to 12 grade.

Intelligence Information System: There is a need 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.

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

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.

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.

Provide continuing education opportunities for the Guam Police Department forensic analysts in the areas of their disciplines and forensic examiners and crime scene investigators

Provide funding for off-island presenter to train Guam's legal, judicial and law enforcement professional on sexual assault prevention, investigations and forensic interviewing skills.

Equipment: There is a need to acquire intelligence software to track, document and update critical information into the complex criminal organization that are operating on Guam with ties to the U.S. Mainland and other foreign countries for Guam's Drug Task Forces. In addition, the Drug Task Forces need state of the art surveillance equipment and vehicles for the Drug Task Force to replace their obsolete surveillance equipment and deficient vehicles.

There is a need to acquire investigative and surveillance equipment to assist Guam's law enforcement agency in the narcotics, domestic violence, family violence, and sexual assault investigation efforts.

There is a need to increase the patrol presence in the villages with high crime rates and police cruisers and police motorcycles are needed.

There is a need to acquire system support vehicles for the 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 operation.

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.

There is a need to ensure the law enforcement officers, drug task forces, and investigators are provided with drug testing field kits to be able to test and validate the drugs seized in an incidence.

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 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.
- Parole officers to oversee 216 parolees on supervision and 35 off island parolees' caseload. This does not include inmates with a sentence computation pending or release from the Main Prison or Detention Facility that are processed as walk-ins because of delayed judgments. The Department of Corrections has 1 Officer in Charge and 5 Parole Officers I.
- Forensic lab analysts for the Forensic Science Laboratory and Forensic Lab Evidence Manager or Coordinator.
- Forensic Analyst for processing of DNA evidence.
- Technicians to assist the forensic analyst with evidence transfers and returns.

In addition, 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.

DNA Laboratory Equipment: There is need to equip the Guam's DNA lab with state of the art DNA equipment and instrument once the DNA facility is constructed. To date, the DNA Facility has not been constructed as the funds identified for the facility was diverted to another project of higher priority..

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

Currency Dogs: A need exist for Guam to explore a currency detector dog pilot project to assist the drug task forces with detection of drug proceeds leaving the islands borders. Implementing a currency detector dog project will be a useful tool in combating money laundering of drug proceeds and stopping the support of terrorist financing; and assist task force officers in conducting examinations and eliminating labor intensive searches.

Explosives Dog: A need exist for Guam to continue to implement the Guam Police Department Explosives Dog program as GPD two explosives dog will be retiring within the end of the year. In 2013, the GPD Explosives Canine Unit responded to 15 terroristic conduct (bomb threat or suspicious package) and retired one of the three explosives dog.

Sex Offender Monitoring and Treatment: While Guam is in compliance with AWA/SORNA, it continually faces numerous challenges in complying and implementing the requirements under

SORNA due to the lack of adequate resources and personnel to efficiently monitor the seven hundred twenty-six (726) Sex Offenders registered on Guam. As is the case with many states and other territories, Guam is faced with a huge budget deficit. As the economic climate continues to be distressed, recovery is anticipated to be at a slower than normal rate.

The Governor's Office has been forced to make cuts to the budget across the board, with more to come. Elected officials, administrators, and policy makers continue their analysis of the budget to find the areas where more cuts can be made to existing essential local programs. It is because of these difficult and unfortunate circumstances that make it challenging to ensure and maintain sex offender compliance, especially since they come at a time when Guam has made a commitment to implement the Sex Offender Registration and Notification Act (SORNA). The funds from this grant will help to continue fulfilling our commitment to fully implement SORNA guidelines.

The Judiciary of Guam is the central repository for all registration information gathered pursuant to Guam Public Law 30-223. Guam is now in compliance with the Adam Walsh Act based on passage of Public Law 30-223. Unfortunately, the budget shortfalls that have been affecting the executive and legislative branches of the Government of Guam have not spared the Judiciary. The Judiciary's continuously strained budget, coupled with an inadequate number of staff with proper sex offender monitoring training, makes the task of updating, validating the registry information, and conducting more home and employment visitations very difficult. Anyone convicted of any type of sexual offense as well as offenses against victims who are minors, regardless of the type of supervision (probation, incarceration, parole, etc.) must register with Judiciary of Guam, Sex Offender Registry. The following challenges are currently being faced by the Judiciary in its role as the central repository for all sex offender information:

1. There is a shortage of staff to manage all seven hundred twenty-six (726) [Level 1: 411; Level 2: 103; Level 3: 212] registered sex offenders, leading to constant non-compliance issues. Offenders are either not reporting in and/or not providing changes in information within the required three (3) day maximum time limit as mandated by both federal and local law.
2. There is an inadequate number of SOR staff to conduct home and employment visits to verify offender information. Due to Guam's infrastructure limitations, and the fact that many street signs are not properly posted, it is essential that SOR staff conduct home and employment visits to verify the addresses of registered offenders, which requires additional staff.
3. The Judiciary needs to continue to work closely with the Attorney General's Office as well as federal and local law enforcement officers to locate and prosecute noncompliant offenders and absconders.
4. There is a need to increase public awareness, safety, and SORNA compliance by implementing collaborative efforts with the broader and culturally diverse community.
5. The digitization of SOR documents is needed in order to streamline the registry's operation. This will also allow for more frequent updates to registry information.
6. The development of a non-public database strictly for the registration of juvenile sex offenders who are required to register under the Guam SORNA is needed so that Guam complies with the federal mandates of registration of juvenile sex offenders.

In order to ensure full compliance and implementation of the provision of SORNA Guam needs:
(a) one (1) case manager to maintain and update the non-public juvenile registration and adult

sex offender registration information at the Probation Division; (b) one (1) probation officer to conduct frequent monitoring of registrants under close community supervision (e.g. probation and parole), and physical address verification at the Probation Services Division; (c) a prosecutor for the Office of the Attorney General to prosecute non-compliant registrants to include adjudication of juvenile offenders; (d) training for SOR staff, stakeholders and law enforcement responsible for sex offender registration, notification, and monitoring as it relates to SORNA implementation, including attendance at the annual SMART symposium; (e) additional resources to collect biological samples (DNA) and biometric data (fingerprint).

7. The availability of community-based sex offender treatment is extremely limited in Guam.

Legislation:

Drug Recognition Expert

The Guam Police Department is not able to develop standard operating procedures and protocol for the Drug Recognition Expert Program 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 vehicle.

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). 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.

Guam's Firearm Statute

Guam's firearm statute still needs to be reviewed and strengthened.

HU-210, JWH-018, JWH-073, and Salvia Divinorum or Salvinorm A

On July 26, 2010, Bill 396-30 (P.L. 30-174) making it illegal to possess HU-210, JWH-018, JWH-073, the chemicals found in the product commonly known as "spice" and Salvia Divinorum or Salvinorum.

Test Kits Supplies

With the passing of Bill 396-30, the law enforcement agencies are going to be in need of chemical test kits for the detection of HU-210, JWH-018, JWH-073. Currently, there are no kits available for the detection of these chemicals. Associated with the test kits is the need for proper use and application of these test kits.

Fines, Penalties, Incarceration, Probation, Parole, Restitution, Community Service and Treatment

The Office of the Attorney General needs to continue to work with the 32nd Guam Legislature to craft legislation or revise the current laws to obtain the intended outcomes the community seeks for fines, penalties, incarceration, probation, parole, restitution, community services and treatment.

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.

Corrections and Treatment

Data on Illicit Drug Use among Adults: Guam does not participate in SAMHSA's National Survey on Drug Use and Health, formerly called the National Household Survey on Drug Abuse. Neither does it have any State-levels surveillance system in place to monitor illicit drug use among adults in the general population. This is an area where surveillance capacity needs to be established in the near future. Towards this objective, the Guam PEACE project is in the process of negotiating for a research firm to undertake a survey of selected NSDUH questions among the adult population on Guam.

Domestic and Family Violence Offender Treatment: 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 exists 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 plant 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 Department of Mental Health and Substance Abuse does not have trained staff to provide treatment for this population. With the more serious sex offenders who are incarcerated, Department of Corrections will be providing sex offender treatments programs in the fall.

Urinalysis Drug Testing: There is a need to continue to provide drug testing to offenders on pre trial, probation, and parole, inclusive of offenders enrolled in therapeutic courts, 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 refractometer that measures specific gravity, to ensure that the urine samples have not tampered with.

Reentry Court: The Judiciary of Guam, under the leadership of Presiding Judge Alberto C. Lamorena III, is exploring the feasibility of a Reentry Court for Guam. There exists an opportunity to review and address the needs of previously incarcerated offenders upon release from prison to ensure gaps in services are reduced or eliminated. Identifying and addressing the gaps will reduce recidivism and costs by providing effective continued care programs and services available for this population.

The Judiciary of Guam created a Reentry Court Task Force and has collaborated with key stakeholders for this effort. A Reentry Grant proposal was submitted to the Bureau of Justice Assistance under the Second Chance Act on April 24, 2012, but was not funded.

Guam's only prison is overpopulated with inmates and detainees, and has been inundated with repeat offenders. A Reentry Court would immediately address the overcrowding, and services provided pre and post incarceration would address recidivism. A Reentry Court would also address the need for parole officers to conduct risk assessments to determine monitoring and supervision needs (e.g., low, medium or high risk). Evidence-based practices such as risk assessments would be introduced and required to be standardized among the community supervision agencies of parole and probation. Risk assessments will allow these agencies to shift manpower resources commensurate with risk level, and avoid mixing the low, medium and high risk offenders in one general pool.

Veterans Treatment Court (VTC): The Judiciary of Guam explored the feasibility of establishing a Veterans Treatment Court or VTC. Probation Division is currently serving over 70 probationers who are veterans of our Armed Services.

There is a moral and ethical obligation that exists nationwide to assist veterans who intersect the criminal justice system. By diverting our veterans from prison and into appropriated treatment and services, this will avoid the unnecessary criminalization and extended incarceration of our veterans.

Guam has the highest number of veterans per capita in the United States. According to the 2010 U.S. Census, the number of individuals in Guam who were on active military duty in the past was 8,041. However, the Guam Veterans Affairs Office asserts that number is vastly underreported with the actual number of veterans ranging from 14,000 to 16,000. This accounts for 9% to 10% of

Guam's population of 159,358. In February 2013, Guam had its largest deployment in history with 600 Guam National Guard members deployed to Afghanistan, and a majority, if not all, have returned in December 2013.

Many returning veterans suffer from mental health issues such as post-traumatic stress disorder, depression and traumatic brain injury. These issues are usually compounded by substance abuse, family strife, unemployment and homelessness. The unemployment rate for Guam as of September 2013 was 10%, more than 3% higher than the national average of 7.2%. In contrast, the unemployment rate for National Guard soldiers and airmen is about 35%, according to data from the Guam National Guard. This is a significant challenge that this program seeks to address.

A VTC will be based on the 10 Key Components of a Drug Court, and will address veterans charged with non-violent crimes who qualify for this specialty court. Eligible charges may include, but are not limited to, possession of a schedule II controlled substance, harassment, stalking, driving under the influence of alcohol, criminal trespass, public drunkenness, disorderly conduct, and theft of property. Criminogenic risk level will be assessed per participant by probation officers using Risk Prediction Index; all risk levels will be accepted, and frequency of monitoring adjusted to meet individual and criminogenic risk need. Each participant's substance abuse treatment needs will be assessed and met through their treatment plan. Currently, Guam statute dictates minimum and maximum allowable sentences for each offense type and count, which can range from 6 months up to 10 years in prison. There are enhanced sentencing options for repeat offenders.

If funding is available and a VTC is established, our goal would be to provide services with grant funds to approximately **40 participants per year** or 120 over the 3 year grant period. These numbers are based on Guam's current Adult Drug Court program, which has an average of 40 individuals participating in each cycle from arrest to graduation. We believe that this figure is achievable based on the current capacity of our Probation Services Division and stakeholders.

Enhancement to Community Supervision Practices: The Guam criminal justice system is inundated with repeat offenders. **One in every 25 people** is on community supervision. The cyclical life of crime is evidenced by the overcrowding of Guam's only prison, and the growing number of defendants on pretrial status. Criminal sexual conduct cases are on the rise, as with burglaries, robberies and home invasions. Coincidentally, homelessness is on the rise.

Guam's criminal justice and mental health systems are in dire need of transformation to address recidivism. Guam's rate of recidivism is high. Quite often, clients return either during supervision or after successful completion of a term of probation or parole for a re-arrest/reoffend on new charges. Decisions with regard to sentencing, probation, parole and pretrial conditions are made without the use of critical risk assessment or evidence based data. Court-ordered educational classes and certain treatment are not evidence-based or best practices, and thus fail to meet the needs of probationers or pre-trial defendants. Best practices in supervision recommend that in addition to determining risk levels, supervision should be coupled with relevant programs and activities that support probationers and parolees while in the community. Clients should be organized in classes and treatment based on risk assessment level, a sharp contrast to Guam's current procedures of combining all risk levels together.

The Probation Services Division provides judicial monitoring and supervision to criminal offenders who are adjudicated and court-ordered to comply with probation conditions. They currently employ 60 probation officers supervising 7,143 clients.

Department of Corrections (DOC) has a staff of 162 uniformed correction officers to provide security to the 720 inmates and detainees. DOC currently monitors 240 parolees with a staff of only 6 parole officers, a ratio of 40 parolees to 1 officer.

Risk-based supervision is new to the Probation Services Division and is only currently provided to a limited number of clients in therapeutic courts (in a trial basis) since October 2013. The Risk Prediction Index (RPI) is software provided by the Federal Probation Office, District Court of Guam, and the version is somewhat obsolete. Officers were not trained in its use.

Parole conditions frequently go unmonitored due to a critical shortage of parole officers. There is a lack of risk assessment instruments and training necessary to effectively address recidivists.

The Judiciary of Guam applied for a grant to transform the criminal justice response to recidivism. The **goal** of this program is to transform Guam's criminal justice response to recidivism by using data for evidence-based sentencing of offenders to assess and determine risk levels of probationers and parolees, and implement evidence based or best practices in treatment and education of offenders. This will be accomplished by procuring and utilizing risk assessment instruments, developing new curriculum for alternative sentencing clients, institute evidence-based or best practices in treatment, and strengthen support services to set offenders up for success. Community supervision of offenders requires a **joint effort** from the Executive and Judicial branches of government: the Department of Corrections Parole Division, the Guam Parole Board, the Guam Behavioral Health and Wellness Center, and support agencies, as with the Judiciary of Guam's Probation Services Division, and Client Services and Family Counseling Division.

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

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, provided an additional year of funding for the Case Manager in Adult Drug Court.

Funding for Juvenile Trackers are 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 fund 2 Tracker positions.

DWI Court emerged in November 2010 with partial funding provided by the Office of Highway

Safety through National Highway Traffic Safety Administration. Initial case load included 60% of filings are Notices to Appear Complaints, 35% are Magistrate Book and Confine, and 5% are felony indictments. The average monthly caseload is 80 cases, which equates to an average of 960 cases anticipated per year.

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.

The focus of this input is to provide an avenue for future funding of language services under the Edward Byrne Justice Assistance Grant (JAG) programs (e.g., therapeutic courts). Funding language services in the courts is a permissible use of Justice Assistance Grant funds. Funding to contract interpreters in therapeutic courts and court managed offices is a continuing need.

The major goals stated in the narrative of the Edward Byrne Justice Assistance Grant are to provide treatment for adult offenders who are substance abusers, who commit domestic and family violence, terroristic conduct, and assault and sex offences. The focus is to reduce the recidivism rate upon release and for these individuals to maintain a healthy lifestyle. These goals all relate to mental health. A majority of MHC clients have a dual diagnosis of substance abuse, family violence and terroristic conduct are common issues with our clients. Therefore, it is requested to add the need to address Mental Health issues in the goals of the Justice Assistance Grant.

Recovery Oriented Systems of Care (ROSC)

A need exist to implement a Recovery Oriented Systems of Care for substance abuse offenders who have been released from prison. The specific target group is the adult offenders that have completed the Residential Substance Abuse Treatment Program. ROSC will require collaboration with the Department of Mental Health and Substance Abuse Drug 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 in the planning of a ROSC Program. The Department of Mental Health and Substance Abuse Drug and Alcohol Branch has taking 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 used is ASAM. The outcome of the assessment will determine the level of care needed for each RSAT client.

Personnel: The DMHSA needs the following positions in the implementation of the Recovery Oriented Systems of Care Program: 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 the public and private organizations on Guam for the RSAT client; and peer specialist to provide peer mentoring for the RSAT client while they proceed through the aftercare and or continuum of care.

Due to the increase in population in the Guam's only correctional facility, the Department of Corrections needs additional treatment staff (chemical dependency treatment specialist II, psychiatric social worker II) to provide additional treatment program (anger management, stress management, conflict resolution, and substance abuse and alcohol abuse programs) to the convicted inmates and detainees to prevent relapse in crime upon their release. Currently, the department is conducting the following programs: anger management, human sexuality, drug and alcohol, and successful corrections.

Training: 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.

Key members of the Judiciary staff (e.g., programmatic staff, therapeutic court Judges and staff, etc.) among others, to keep abreast of the latest therapeutic treatment, sex offenders registry needs, and related laws.

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.

Furthermore, funding is needed to expand the cottage homes to include a division designed as a transitional placement for non criminal offenders.

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.

Interpretation and Translation Services:

A need exist 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.

Prison Rape Elimination Act:

A need exist to address the detection, prevention, reduction and prosecution of sexual harassment and sexual assault in Guam's correctional facilities through the implementation of the Prison Rape Elimination Act. Five percent of the Byrne JAG resources will be set aside to provide resources for Guam's correctional facilities to achieve compliance with the PREA standards, including preparing for and conducting audits.

Information Systems and Technological Improvement

Technology Initiatives:

National Information Exchange Model

The National Information Exchange Model is a partnership of the U.S. Department of Justice and the Department of Homeland Security. It is designed to develop, disseminate and support enterprise-wide information exchange standards and processes that can enable jurisdictions to effectively share critical information in emergency situations, as well as support the day-to-day operations of agencies throughout the nation. BJA funding stipulate grantees must use the NIEM specifications and guidelines for any JAG funded information technology project.

Grantee shall publish and make available without restrictions all schemas generated as a result of the grant funds to the component registry as specified in the guidelines.

All information technology funded projects must be NIEM compliant.

Personnel: Information technology (IT) has been evolving over the years, there is a need to hire information technology personnel. The Guam Police Department and Department of Corrections lack IT personnel to oversee their records management information technology system that has been implemented with Byrne JAG funds. Currently, the Department of Administration has assigned two Computer Systems Analyst to provide 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.

Training: There is a continuing need to fund travel and training opportunities for Guam's criminal justice IT personnel to keep abreast of the latest criminal justice information system 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.

There is a need to inter-phase the Guam Police Department Police Records Management Information System, the Prosecution Management Information System, and the Adult Correctional Management Information system to Guam's Criminal Justice Repository. Upon completion of the integration, there will be a need 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 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.

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.

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 Information Management System: The Guam Police Department implemented its forensic laboratory information management system to improve the case management operational efficiency and management of Guam's only forensic laboratory. A need exist to ensure the system is maintained annually.

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:

- Has been convicted in any court of a crime punishable by imprisonment for a term exceeding one year;
- Is a fugitive from justice;

- Is an unlawful user of or addicted to any controlled substance;
- Has been adjudicated as a mental defective or who has been committed to a mental institution;
- Is an illegal or unlawful alien or a non-immigrant alien (with certain exceptions);
- Has been discharged from the Armed Forces under dishonorable conditions;
- Having been a citizen of the United States, has renounced his citizenship;
- Is subject to a domestic violence protection order that meets certain requirements;
- Has been convicted in any court of a misdemeanor crime of domestic violence; or
- 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 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.

Case Management System and Virtual Computerized Criminal History Records System: The Judiciary launched a Case Management System (CMS) in October 2011. Annual software maintenance of the message switch, virtual computerized criminal history (vCCH) and National Law Enforcement Telecommunications System (NLETS) is necessary. The message switch will facilitate data exchange among law enforcement, which will allow officers to view an offender's complete criminal history record from arrest through to correctional status.

There is also a need for funds to provide network maintenance specifically for the firewall, hardware and related software, which is crucial, as the CMS will begin to allow NCIC connections via the internet, and maintenance to protect the VCCH, AFIS, and NCIC servers from viruses and malware. In addition, funds are needed to maintain the servers that store CMS and fingerprints data.

The State Identification (SID) number is an issue that requires resources to hire personnel under the auspices of the CJRI Project. The SID number is associated with an individual's tenprints upon arrest, and never changes regardless of multiple arrests. It is a means of positively identifying arrested persons, and is an absolute necessity. The SID number is currently not generated by GPD's AFIS live scans. Once tenprints are submitted via the live scans to IAFIS, the IAFIS sends back a SID. The Bureau of Statistics and Plans approved the Judiciary's budget request to reprogram funds to temporarily hire data entry clerks to enter State Identification numbers, FBI numbers and firearms registration data into GPD's Law Enforcement Records Management System.

The overarching goal is to become III compliant, and 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.

Family Violence Registry: There is a need to upgrade and maintain the Office of the Attorney General Family Violence Registry and to provide resources for staff to input the data.

Guam's Priority Issues and Proposed Program Responses

FY 2014 Funding Priority Issues

In line with the key points established in the 2013 National Drug Control Strategy, Guam's strategy has been developed to address and coordinate the following national priorities:

- Strengthen Efforts to Prevent Drug Use 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;
- Disrupt Domestic Drug Trafficking 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
- Sexual Assault and Violent Crime Priority
- Treatment and Rehabilitation Priority
- Technology Improvement 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 and to monitor sex offenders
- 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
- Reduce recidivism rates and Improve re-entry efforts
- Improve criminal justice information sharing and integrated systems
- Address the PREA mandate

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 the 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 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 forces is to interdict illegal drugs at our ports of entry, to reduce the availability and use of illegal drugs and money laundering activities on Guam through collaborative investigations with State and Federal agencies in order to apprehend, arrest, and convict the individuals, and to seize assets acquired as a result of controlled substance violations thus to disrupt the drug market, reduce drug threats and drug related crimes on Guam.

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 drug 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)

Sex Offender Registration Management Program

Purpose Area: Law Enforcement Program

Description of the Program:

The program calls for enhancing Guam's sex offender registry by continuing to maintain the requirements of the Sex Offender Registration and Notification Act (SORNA) under AWA through coordinated and collaborative efforts with the Sex Offender Registration Management Office, Judiciary of Guam, the Office of the Attorney General, the Guam Police Department, and the Department of Corrections in order to protect the public from sex offenders and offenders against children through effective sex offender registration and notification.

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

Although Guam is in compliance with AWA/SORNA with the passage of Public Law 30-223, a need exist to continue to maintain our status as substantially implemented the provision of the Sex Offender Registration and Notification Act (SORNA) as well as to continue to work towards meeting the provisions of SORNA as they continue to evolve and to work with the SMART office personnel to bring Guam into full compliance with SORNA. The Judiciary of Guam

To increase public safety and to improve the monitoring of sex offenders, a need exist to continue to substanttp provide 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. This law was repealed by the federal Adam Walsh Child Protection and Safety Act of 2006, also known as the Sex Offender Registration and Notification Act (SORNA). The Act re-established and expands the Jacob Wetterling, Megan Nicole Kanka and Pam Lychner Sex Offender Registration and Notification Program and sets forth strict guidelines for jurisdictions to develop and maintain a jurisdiction wide sex offender registry.

Program Goal:

The goal of this program is to facilitate substantial jurisdictional compliance with SORNA by providing support for coordinated interagency efforts to comply and implement the SORNA requirements; and to enhance Guam's efforts to ensure victims and public safety.

Guam's Performance Measures:

- Number of SORNA meetings held (indicate dates meetings have been held) and the outcome of the meetings. Provide the names of the individuals that attended the meetings.
- Number of policies/procedures or laws established or amended to comply with SORNA.
- Number of SORNA requirement implemented.
- Number of jurisdiction personnel trained on SORNA compliance.
- Number of records/data to include sex offender case files, registration information,

finger/palm print cards, DNA captured.

Sexual Assault and Violent Crime Priority

Forensic Medical Examination of Sexual Assault Program

Purpose Area: Law Enforcement Program

Description of the Program:

Healing Hearts Crisis Center 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 collection of forensic evidence is critical to the successful prosecution of the perpetrators of sexual assault on children.

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

Another growing concern on Guam is sexual assault cases involving a child. The *Crime in Guam 2007 Uniform Crime Report* reported a 16 percent increase in reported rape offenses from 180 reported rape offenses in 2006 to 208 reported rape offenses in 2007. Guam's only rape crisis center serviced 76 victims of sexual assault in 2008, a 38 percent decrease over the 123 victims that received services from the center in 2007. It is important to note that 65 percent of the 76 victims serviced were between the ages of zero to fifteen. There is need to collect the forensic evidence from the victims in a safe and comfortable environment, to conduct the multidisciplinary team interview, to increase sexual assault awareness to the community, and to provide counseling services to the victim.

Program Goals:

The goals of the project are to improve the collection of evidence in sexual assault cases that will assist with the successful prosecution of criminal sexual assault cases; and to ensure that survivors of sexual assault are provided with the necessary support/resources to report and participate in the investigation and prosecution of criminal sexual conduct cases.

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 victims referred out and received counseling broken down by age group and sex
- Number of sexual assault cases that go to trial.
- Number of staff on hand to provide and collect forensic evidence.

Sexual Assault Prosecution Program

Purpose Area: Prosecution and Court Program

Description of the Program:

The purpose of this program is to increase the operational effectiveness of the Office of the Attorney General by providing resources to prosecute sexual assault cases and non compliance sex offenders.

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

Sexual assault crimes continue to be a major community and criminal justice issue on Guam. There is a need to fund prosecutor to prosecute the growing number of sexual assault cases and to prosecute sex offenders who failed to update and verify the information on Guam's sex offender registry.

Program Goal:

The goal of this program is to prosecute sexual assault cases and convict the offender; and to prosecute sex offenders who fail to update and verify their information on the registry.

Guam's Performance Measures:

- Improve the investigation and prosecution of sexual assault cases
- Number of sexual cases prosecuted at the state level with conviction
- Number of sex offenders prosecuted for not complying with Guam's sex offender registry
- Resources implemented
- Report the change in the prosecution caseload of rape cases

Prison Rape Elimination Act (PREA) Program

Purpose Area: Law Enforcement Program

Description of the Program:

The program calls for to eliminate sexual abuse in correctional facilities by setting standards for the physical space and for the training, assignment, and conduct of personnel in the facility. All public and private prisons, jails, lock-ups, community corrections, and juvenile detention facilities must meet the PREA standards. A state is in compliance when prison facilities under its operational control meet the PREA standards.

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

Guam is not in compliance with PREA. However, Guam's Governor signed and submitted Guam's Certification Regarding Adoption and Full Compliance with the National Standards to Prevent, Detect, and Respond to Prison Rape, or Assurance to Utilize Department of Justice Grants to Achieve Full Compliance with the National Standards to Prevent, Detect, and Respond to Prison Rape by the Governor on May 15, 2014 to the U.S. Attorney General's Office.

In light of this federal mandate, Guam will use the five percent allocation on Byrne JAG on activities intended to help Guam's correctional facilities achieve compliance with the PREA standards, including preparing for and conducting audits.

Program Goal:

The goal of this program is to facilitate jurisdictional compliance with PREA by providing support for coordinated interagency efforts to comply and implement the PREA.

Guam's Performance Measures:

- PREA Coordinator identified.
- Number of PREA meetings held (indicate dates meetings have been held) and the outcome of the meetings. Provide the names of the individuals that attended the meetings.
- List of correctional facilities general order updated.
- Number of jurisdiction personnel trained on PREA.
- Guam's PREA Status.

Treatment and Rehabilitation Priority

Correctional Treatment and Rehabilitative Program

Purpose Areas: Corrections and Community Corrections Programs

Program Description:

The purpose of this program is to prevent further penetration into Guam's criminal justice system by improving and providing therapeutic treatment programs in the areas of substance abuse, violent tendencies abuse, and family violence.

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

The nature of violent offender, drug offender and family violence offender is presenting unique problems to the Guam correctional system. Guam's correctional system needs program in place to detect, counsel, monitor and rehabilitate violent, drug abusing, and domestic and family violence offender before they are released to the community to prevent further penetration into the criminal justice system.

Program Goals:

The goals of the program is to provide substance abuse treatment, domestic and family violence treatment, sex offender treatment, and terrorizing and assault treatment to adult offenders to reduce the recidivism rate upon release and to maintain a healthy lifestyle.

Guam's Performance Measures:

- Reduce Recidivism Rate
- Reduce Prison Population

Recovery Oriented System of Care Program for Substance Abuse Offenders

Purpose Areas: Corrections and Community Corrections 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 the 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:

A need exist to implement a Recovery Oriented Systems of Care for substance abuse offenders who have been released from prison as the outcome of the program have been proven effective. There are two specific target group for this program and they are the adult offenders that have completed the Residential Substance Abuse Treatment Program, and adult offenders that have been referred by their case workers. ROSC will require collaboration with the Department of Mental Health and Substance Abuse Drug 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 in the planning of a ROSC Program. The Department of Mental Health and Substance Abuse Drug and Alcohol Branch has taking 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 the public and private organizations on Guam for the RSAT client; and peer specialists to provide peer mentoring for the RSAT client while they proceed through the aftercare and or continuum of care.

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 citizen of the community with the aim to reduce recidivism.

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 referrals services and type of services provided
- Number of participants that have been successful in the program to become productive citizens in the community and maintained a healthy lifestyle one to year after they have participated in the program
- Feedback on the outcome of the services provided for the participants

Drug Court Program

Purpose Areas: Prosecution and Court Programs

Program Description:

Drug Court is a Court-supervised, comprehensive drug-alcohol treatment program for non-violent offenders. The goal of the program is to help the offender achieve total abstinence from drugs and alcohol, with the final responsibility of program completion being with the offender. The focus of the Drug Court is on replacing addictive behaviors with a clean and sober lifestyle.

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

There is a need to expand the Drug Court Program to allow other clients who have not been charged for drug possession but have been charged for burglary to support their habits to enter the program; and to create a track to treat repeat and long time drug offenders. A need still exists to continue to provide for the recreational therapeutic component of the Drug Court.

Program Goal:

The goal of this program is reduce substance abuse and recidivism among non violent adult substance abusing offenders.

Guam's Performance Measures:

- Number of clients participating in program
- Number of clients graduated from drug court program
- Number of review/status hearings conducted
- Number of drug testing conducted and the frequency conducted
- Number of positive drug results
- Number of negative drug results
- Sanctions imposed on negative results
- Sanctions imposed on positive results
- Number of participants that were terminated from the program. Why were they terminated from the program

Technology Improvement Priority

Criminal Justice Records Improvement Program

Purpose Area: Planning, Evaluation, and Technology 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.

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.

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 exist 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 exist 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 exist 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.

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.

- Integration of GPD AEGIS data element with OAG PCMIS and DOC ACMIS.
- Integration and automation of SID and FBI Number.
- Maintenance of Guam's criminal justice information systems.

Sub-Grant Award Process and Timeline

The Bureau of Statistics and Plans sub grant award process is as follows:

Project solicitation – After the grant award is received, the Bureau announces the availability of funds to eligible state agencies and nonprofit organization through a request for proposal process. The application deadline is established and an application kit with instructions is sent announced. The prospective applicants are encouraged to submit applications for evidence based programs and or practices and or data driven strategies and this is noted in the application kit and instructions.

The solicitations identifies the following: JAG program areas, project proposal deadline, a listing of the JAG proposed programs, goals and requirements, application contents (program abstract, program title, project title, grantee name, JAG program area, applicant agency and address, applicant agency DUNS number, applicant agency EIN number, location of project, project period, type of application, total project amount, other funding sources, project director, financial officer, project approach type - PMT, JAG activity type – PMT, recipient type, population services, target geographic location, crime type), description of project contents (problem statement, goals and objectives, project activities, performance indicators/outcome measures and BJA PM, organizational capabilities, project timeline, position descriptions, and probability to improve the criminal justice system) and budget and budget narrative contents.

Review Process – Once the applications have been received by the deadline, the application content is thoroughly reviewed, evaluated, and scored by the Bureau’s staff. Applications that are not complete are returned back to the agency and not evaluated. Once this is done the budget for each applications is entered into an excel spreadsheet by requested line item. After this is completed, the Bureau will consult with the BBMR’s budget analyst that has oversight of the applicant locally funded budget and law enforcement and resource agencies that administer federal funds. This collaboration ensures there is no duplication of funding efforts. Please note applicants must identify in their application under Other Funding Source if they have requested funding for this project. Upon the application evaluation, budget breakdown consultation, the Bureau’s staff will go over the funding recommendation with the Director. The Director will make the final decision on the applications to be funded based on the scoring, the impact the project will have upon reducing crime, and if the proposed funded project permits capacity building that could not have otherwise have been implemented because of the lack of local resources.

Priority Area	Project Brief	Department	Item	Funding Request	Recommended for Funding	Not Recommended for Funding	Comments	Note
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**FY 2014 Edward Byrne Memorial Justice Assistance Grant Program Timeline
Fiscal Year 2014 - 2017**

	2014				2014				2016				2017			
	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec
Edward Byrne JAG Application Development	X	X														
Public Review of the FY 2014 JAG Application (June 2, 2014 to July 7, 2014)		X	X													
Completion of the Public Review and Submission of Changes to the FY 2014 JAG Narrative if applicable (July 2014)			X													
Develop Request for Proposal announcement of Available funds – Modification of current JAG announcement listing who can apply, purposes of funds, restrictions on funding, required performance measures and reporting requirements (September 2014)			X													
Announce the RFP to invite prospective sub grantees to submit an application for the 2014 JAG award (announcement emailed; instructions and application placed on BSP website)				X												
JAG grant acceptance and receipt of federal funding					X											
Subgrantee application deadline					X											
Grant applications reviewed and funding decisions made by SAA Office						X										
Successful applicants notified. Subgrantee Memorandum of Understanding executed							X									
Subgrantee Project Director/Financial Officer/Procurement Training to outline responsibility for managing a JAG subgrant at a fiscal and programmatic level, including required performance measures and reporting requirements								X								
Beginning of subgrant mou and work request (October 1, 2014 to September 30, 2017) and grant funded program activities									X	X	X	X	X	X	X	X

	2014			2015				2016				2017			
	Apr - Jun	Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec
Quarterly financial reporting (Sub grantee submits report 15 days after quarter ends.)						X		X	X	X	X	X	X	X	X
Quarterly program reporting and assessment of program activities. (Sub grantee submits report 15 days after the quarter ends.)						X		X	X	X	X	X	X	X	X
Quarterly performance measurement tool reporting online (Sub grantee submits report 15 days after the quarter ends). SAA will enter and submit the outcome measure by no later than 20 days after the quarter ends. SAA will complete review of the sub grantee PMT and submit by no later than 25 days after the quarter ends.								X	X	X	X	X	X	X	X
Sub-grantee final reporting and closeout (Due 30 days after project end date)															X
JAG final reporting and grant closeout															X

Guam's Plan for Collecting and Submitting Performance Measures Data

To assist in fulfilling the accountability objectives of the JAG Formula Grant Program, as well as the Department's responsibilities under the Government Performance and Results Act of 1993 (GPRA), Public Law 103-62, applicants who receive funding under this solicitation must provide data that measure the results of their work by reporting the data on the BJA online Performance Measurement Tool (PMT). The BJA Performance Measurement Tool supports BJA grantees ability to identify, collect, and report performance measurement data on activities funded by their award.

Performance Measurement Tool

Once the Memorandum of Understanding has been established, the Bureau will create and assign a user name and password for each sub grantee. Prior to creating and assigning the user name and password, the Bureau will populate each sub grant general award information, target population, and performance indicators specific to the project. The sub grantee's project director or designated staff will then be responsible to log on to the PMT database and enter the performance indicator data 15 days after the quarter ends for the Bureau's review. The sub grantee must also attach a copy of the PMT data elements to the quarterly progress reports.

The Bureau will be responsible for collecting and reporting the outcome data for each sub grant on the PMT as this data is not readily available to the sub grants. The Bureau will review all sub grant reports on the PMT and submit the reports by no later than 30 days after the quarter ends.

Quarterly Progress Report

Quarterly Progress Report forms have been developed by the Bureau. Sub grantees must submit the quarterly progress report on funded project activities to the Bureau. The quarterly progress report is due no later than 15 days after the end of each report period that the project is funded. The report shall contain information describing progress, accomplishments, activities, problems during the reporting period, and any additional information specified by the Bureau. The sub grantee must report on the following information to the Bureau:

- Provide a brief description of the project.
- List each goal and objective, and describe the progress made towards achieving each of them.
- Describe the project activities that were accomplished during this reporting period (i.e. services/interventions provided).
- Report performance measures that document the accomplishment of the objectives. (Describe project outputs or completion of tasks (Give numeric values to: client served, individuals arrested, classes taught, etc.)) If this is the final report, describe how the project impacted/improved the criminal justice system.
- Describe in detail the outcomes related to your project. What was the results/impact of the services being provided and how was this information collected? (Again there may be a numeric value given to this information collected and a description of how it was collected.)

- Describe any problems encountered, how they impacted the program and how they were resolved.
- Are you on track to fiscally and programmatically complete your program as outlined in your project application? (Please answer YES or NO and if no, please explain.)
- What major activities are planned for the next 6 months.
- Based on your knowledge of the criminal justice field, are there any innovative programs/accomplishments that you would like to share with BJA?

Annual Performance Narrative Report

Sub grantee must submit an Annual Performance Narrative Report concerning the project activities occurring during the period of January 1st through December 31st to the Bureau. The information requested in the quarterly progress report is the same information requested in the annual performance narrative report. The annual performance narrative report is due by absolutely no later than January 10. The Annual Performance Narrative Report assists the Bureau in preparing its State Annual Report (SAR) to the Bureau of Justice Assistance. The SAR is the primary vehicle for documenting the impact of Byrne Program funding in State and local criminal justice operations.

The Bureau will create the Program Performance Measures and Narrative on the PMT for the October to September reporting period and upload the report on the GMS.