

**BUREAU OF STATISTICS AND PLANS**  
**Government of Guam**  
**April 7, 2009**



**FY 2009 RECOVERY ACT  
EDWARD BYRNE MEMORIAL JUSTICE  
ASSISTANCE GRANT PROGRAM**



***for Guam's FY 2009 – 2012***  
**Drug Control, Violent Crime and Criminal Justice  
Systems Improvement Strategy**

## Table of Contents

Executive Summary .....	ii
Data Analysis of the Problem .....	3
Law Enforcement Priority.....	4
Sexual Assault Priority .....	14
Treatment and Rehabilitation Priority .....	17
Technology Improvement Priority.....	20
Violent Crime Priority .....	21
Statewide Priorities, Planning, and Coordination Efforts.....	24
Resource Needs.....	26
Proposed Programs .....	32
Law Enforcement Priority.....	32
Multijurisdictional Drug Task Forces.....	32
Sex Offender Registration Management Program.....	34
Crime Reduction Program .....	36
Sexual Assault Priority .....	37
Forensic Medical Examination of Sexual Assault Program .....	37
Sexual Assault Prosecution Program.....	39
Treatment and Rehabilitation Priority .....	40
Correctional Treatment and Rehabilitative Program.....	40
Juvenile Drug Court Program.....	41
Adult Drug Court Program .....	43
Technology Improvement Priority.....	45
Criminal Justice Records Improvement Program.....	45
Forensic Laboratory Management Information System Program .....	47
Violent Crime Priority .....	48
Forensic Science Laboratory Improvement Program .....	48
Evaluation Priority .....	50
Evaluation Program .....	50
Organization Capabilities and Competencies .....	51
Recovery JAG Timeline .....	54
Recovery JAG Performance Measures .....	56
Budget and Budget Narrative .....	57
Review Narrative .....	58
Abstract.....	59
Certifications.....	60
References.....	61

## Executive Summary

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

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

Guam's Fiscal Year 2009 – 2012 Multi Year Strategy for Drug Control, Violent Crime and Criminal Justice Systems Improvement reflects that Guam will use the FY 2009 Recovery Act Justice Assistance Grant funds to address the priorities under *the Recovery Act* in line with improving the functioning of Guam's criminal justice system. The priority under *the Recovery Act* is to create and preserve jobs, to fund evidence based programs or evidence generating practices, and to address local needs. Awards under the FY 2009 Recovery Act Justice Assistance Grant Program will be a one time award and will fund proposed project activities and deliverables that will be accomplished without additional Department of Justice funding.

Guam's FY 2009 Recovery Act Justice Assistance Grant Program narrative describes the proposed program activities for the four year grant period. The narrative outlines the types of programs to be funded by Recovery JAG award and provide a brief analysis of the need for the programs. The narrative identifies statewide priorities, anticipated coordination efforts involving JAG and related justice funds, describes the organization capabilities and competencies and how it will track all drawdown's and grant expenditures separately from other federal funding. The narrative includes the project objectives that are linked to meaningful and measurable outcomes consistent with the goals of the Recovery Act, and the likelihood of achieving such outcomes; and a timeline or project plan identifying when the goals and objective will be completed and the performance measure to assess grant objectives are being met.

A critical part of the program narrative is the justification for the need of a program and the adequacy of resources to deal with it. Guam's program narrative addresses the following priorities: law enforcement; sexual assault; treatment and rehabilitation; technology improvement; and violent crime.

## **Data Analysis 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. The estimated population of Guam in 2007 was 173,456. Guam's population is multi ethnic and multi racial. Currently, Chamorro comprise the largest ethnic group, accounting for 37% of the total population, Filipinos make up 26.3%, White make up 6.9%, Other Pacific Islander make up 11.3%, Other Asian make up 6.3% and 12.1% of Guam's people identify themselves as belonging to two or more ethnic groups.

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 an Extent of the Problem in Guam": 2007 Crime In Guam Uniform Crime Reporting (UCR); Correction's population; Sexual Assault Data; U.S. District Court Criminal Caseload Statistics; U.S. Probation Drug Testing Results; the Judiciary of Guam Caseload Statistics; Sub grantee Semi Annual Progress Reports; Guam's 2008 State Annual Report; Forensic Science Narcotics Control Data; and Environmental "scans" of other criminal justice system issues derived from routine contacts with other state agencies and the U.S. Attorneys Office.

## Law Enforcement Priority

### Guam's Drug Problem:

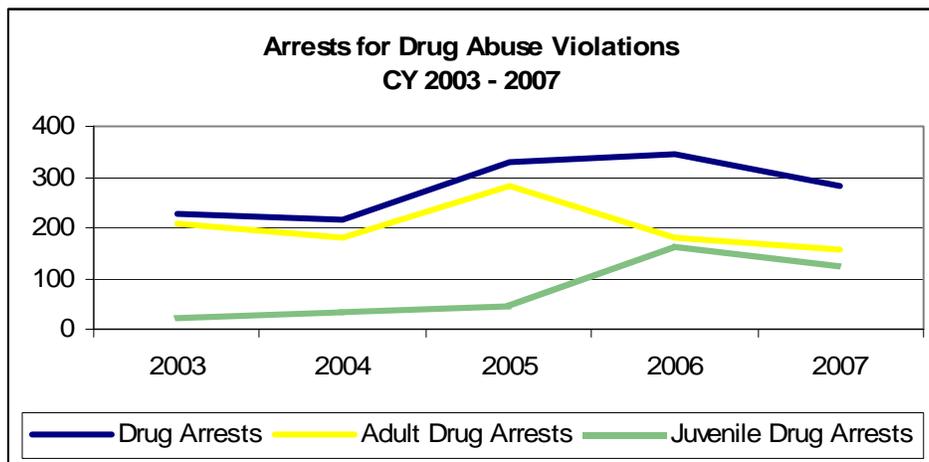
The nature and extent of Guam's drug problem have not significantly changed during the past year. The drug problem on Guam continues to be crystal methamphetamine or "ice". Crystal methamphetamine has been the prominent drug of choice on Guam over the past decade. The Philippines, which serves as both a production and transshipment area remains the main source of the crystal methamphetamine available on Guam. However, the drug is also produced in and transported from Hong Kong, Taiwan, China, Korea and Japan and the continental United States..

### 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 offenses involving drugs in 2007 was 237. According to the *2007 Crime in Guam Uniform Crime Report*, the change in the number of offenses involving drugs decreased 14 percent when compared to 2006. The number of persons arrested for drug abuse violations in 2006 was 155. This is a 15 percent decreased when compared to 2006.

According to the *2007 Crime in Guam Uniform Crime Report*, a total of 282 offenders were arrested. Adult offender represented 55 percent and juveniles represented 45 percent.



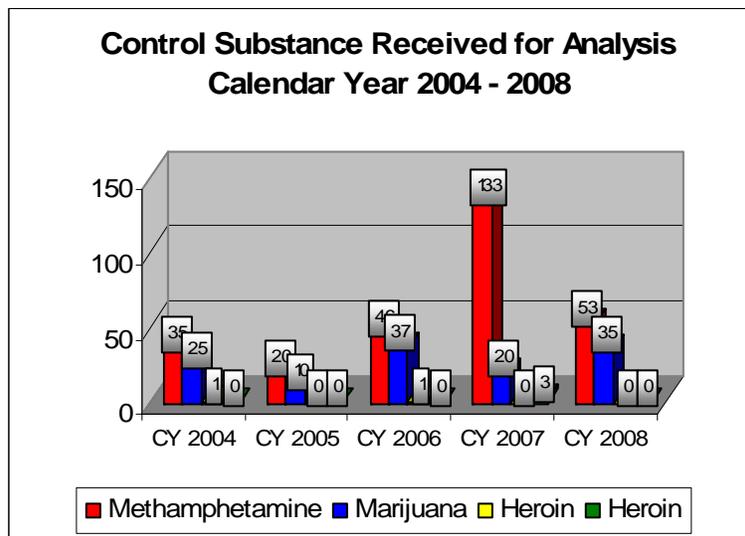
Source: Guam Police Department, 2007 Uniform Crime Report

Federal and local law enforcement agencies share in the responsibility for enforcing Guam's drug laws through multi jurisdictional efforts. In Calendar Year 2008, the task forces made 56 drug arrests and investigated 83 drug cases. The drug arrest is a 30 percent increase over the 43 drug arrest in Calendar Year 2007. Of the 56 drug arrests, 47 were for methamphetamine, 7 were marijuana, 1 was for cocaine, and 1 was for methylenedioxymethamphetamine (MDMA) or ecstasy.

Task Force Drug Interdiction Activities Calendar Year 2006 to Calendar Year 2008						
Drug Type	Calendar Year 2006		Calendar Year 2007		Calendar Year 2008	
	Multi jurisdictional Task Force		Multi jurisdictional Task Force		Multi jurisdictional Task Force	
	Arrest	Investigated	Arrest	Investigated	Arrest	Investigated
Methamphetamine	22	27	22	30	47	72
Marijuana	22	24	21	23	7	10
Heroin	1	0	0	1	0	1
Cocaine	0	0	0	0	1	0
MDMA	0	0	0	0	1	0
Total	45	51	43	54	56	83
Source: Multi jurisdictional Task Force Annual Narrative Reports, 2008						

**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 2008, the Forensic Science Division analyzed 53 methamphetamine cases and 35 marijuana cases.



A total of 60 controlled substance cases were submitted by local, federal and off-island law enforcement entities to the Guam Police Department Crime Laboratory for analysis. Of the 60 controlled substance submission, 107 drug analyses were completed. Of the 107 drugs analyzed, 53 were methamphetamine cases, 35 were marijuana cases, 15 were others, and 4 were unknown. The following table reflects the forensic division requests for drug analysis and analyses completed from Calendar Year 2004 to 2008.

Requests for Drug Analysis and Analyses Completed Calendar Year 2004 to Calendar Year 2008					
Type of Agency	Drug Analysis Submitting by Type of Agency Requesting				
	CY 2004	CY 2005	CY 2006	CY 2007	CY 2008
LOCAL: GPD	51	43	32	134	60
C&Q	4	2	1	0	0
DOC	0	0	1	0	0
MEO	0	0	0	0	0
OTHER	1	16	0	0	0
FEDERAL: DEA	0	0	0	0	0
OTHER	2	6	0	2	0
OFF-ISLAND: CNMI	11	0	0	0	0
BELAU	14	0	9	1	0
FSM	1	3	1	0	0
TOTAL	84	70	44	137	60
Type of Agency	Drug Analyses Completed by Type of Agency Requesting				
	CY 2004	CY 2005	CY 2006	CY 2007	CY 2008
LOCAL: GPD	41	34	65	185	91
C&Q	0	3	0	0	0
DOC	0	0	0	0	0
MEO	0	0	0	0	0
OTHER	0	3	0	0	0
FEDERAL: DEA	0	0	0	0	0
OTHER	2	3	0	3	3
OFF-ISLAND: CNMI	2	0	8	0	0
BELAU	10	1	14	4	11
FSM	0	2	1	0	2
TOTAL	55	46	88	192	107
Drug Analyses by Drug Type Completed					
Type of Drug Suspected	CY 2004	CY 2005	CY 2006	CY 2007	CY 2008
Heroin	0	0	0	3	0
Cocaine	1	0	1	0	0
Methamphetamine	35	20	46	133	53
Marijuana	25	10	37	20	35
Others	10	11	2	28	15
Unknown	4	5	2	8	4
Totals	75	46	88	192	107
Source: Guam Police Department Crime Laboratory Narcotics Control Data Sheet, 2008					
Note: The Forensic Science Division currently does not conduct quantitative drug analysis to determine the purity level. The Forensic Lab moved into their new facility and they need to calibrate and test their equipment. In the last four months of 2008 the forensic lab was not fully operational due to the relocation to the new forensic facility.					

## Drug Seizures:

The drugs most prevalent on Guam is methamphetamine, and in particular crystal methamphetamine also known as “ice” and marijuana. To a lesser extent, MDMA are also available. With the exception of marijuana, almost all of 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. Most drugs are transported to Guam through the Guam International Air Terminal. Drugs are seized from passengers, baggage, and cargo. 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 source of drug in its "ice" form for Guam, the Commonwealth of the Northern Mariana 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 indicate organizations are utilizing importer and exporter and postal routes 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. Ongoing intelligence information reveals that methamphetamine "cooks" continue their illegal enterprise, often using the island's hotels and motels for their illicit operation.

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 medications that could be used to produce methamphetamine. In addition, the Guam Police Department received funding under the COPS Methamphetamine Program to address clandestine laboratory investigation and closure.

After years of intense law enforcement narcotics interdiction efforts on Guam's "ice" problem, Guam is seeing a reduction in meth seizures. In Calendar Year 2008, the task force seized 2,092.72 grams of methamphetamine, a 60 percent decrease over 2007 seizure of 5168.48 grams of methamphetamine and a 48 percent decrease over 2006 seizure of 4,017 grams of methamphetamine. The following table reflects Guam's multi jurisdictional task force drug seizures and value of drugs seized from calendar year 2006 to 2008.

<b>Multi jurisdictional Task Force Drug Seizures and Value of Drugs Seized</b>						
<b>Calendar Year 2006 - Calendar Year 2008</b>						
Drug	CY 2006		CY 2007		CY 2008	
	Seizure	Value	Seizure	Value	Seizure	Value
Methamphetamine	4,017.00	\$1,254,160.00	5,168.48	\$3,330,454.00	2092.72	\$1,621,591.00
Marijuana in grams	385.3	\$7,913.85	1141.14	\$1,113,651.25	5119.65	\$93,312.00
Marijuana plants			1017	\$573,000.00	1632	\$216,200.00
Heroin	0	\$0.00	0	\$0.00	0	0
Cocaine	24.1	\$12,050.00	1464.8	\$740,200.00	0	0
MDMA <sup>2</sup> (Ecstasy)	30.74	\$6,360.00	0	\$0.00	0	\$1,931,103.00
Total in Grams	4,457.14	\$1,280,483.85	8,791.42	\$5,757,305.25	8844.37	\$3,862,206.00
Source: Guam's State Annual Report, January 1, 2008 - December 31, 2008						

## **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.

Medical and enforcement officials report that crystal meth or ice is used by all segments of society starting from the early age of 13 and up. The Judiciary of Guam reported that its youngest client undergoing treatment in the Juvenile Drug Court is 13 years old and the oldest client undergoing treatment in the Adult Drug Court is 60 years old. Intelligence information and recent seizures clearly indicate that crystal meth or ice has gained popularity.

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.

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

**Marijuana:** Marijuana remains the second drug of choice on Guam and the CNMI territories. Because locally grown marijuana is less potent, the majority of marijuana recently seized has been imported from neighboring Micronesian Islands and the Republic of the Philippines. Most

marijuana found on Guam is imported from Belau, with limited amounts being imported from Hawaii and the Federated States of Micronesia.

**Heroin:** Over the past ten years, there has been no heroin seizure on Guam. The 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 maybe 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 no significant cocaine seizure on Guam. The most recent seizures of cocaine were in Calendar Year 2006 when a total of 24.10 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 price of drugs on Guam has dramatically increased over the period of 1999 through 2008. Prior to 1990, 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 1999 through 2008 are as follows:

<b>Price of Drugs on Guam: 1999 - 2008</b>										
Type of Drug by Amount	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
<b>HEROIN :</b>										
Plate (.3g)	100-150	100-150								
Bindle (less than a gram)	100-150	100-150								
Gram										
Cap (.3 g)	1200-2000	1200-2000								
<b>COCAINE:</b>										
Gram	800-850	900-1000								
8 Ball (1/8 oz)										
Kilogram	100000	150000	14000 - 20000	14000 - 20000						
Pound										

Price of Drugs on Guam: 1999 - 2008										
Type of Drug by Amount	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
MARIJUANA										
Joint (.3 g)	20-30	30-35	20	20	20	20	20-45	20-46	20	20
Ounce	400-500	600-650	800	800	800	800			400	400
Plant			1000	1000	1000	1000				1000
Pound			12800	12800	12800	12800				
METHAMPHETAMINE "ICE" or Crystal meth:										
Ice Plate (1/10 of a gram)	100	100			100	100-125	50-100	50-100	50-100	150
2 Gram	200-300	200-300				200-300				400
3 Gram	100-200	100-200				100-150				250
Gram	300-500	300-500	350 - 500	350 - 500	350-600	350-400	350-500	350-500	550-750	800
ECSTACY: 1 tablet				60	60	40-60	60		60-80	60
Source: DEA Task Force and Street Violent Crime Task Force, 2009										

**Methamphetamine "Ice" or Crystal Methamphetamine:** Methamphetamine is only sold by the gram. A gram sells for \$800.

**Marijuana:** The common method of selling marijuana is by joint and by ounce. A joint sells for \$20 and an ounce sells for \$400. On rare occasion, marijuana is sold by pound. A plant sells for \$1,000.

**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.

**Cocaine:** There has no significant seizure of cocaine over the past years on Guam. Although 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 from \$60 to \$80 per tablet.

### **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 Guam International Air Terminal (GIAT) and seized from passengers, air freight cargo and baggage. 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.

### 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 a still a threatening problem, as it has been linked to property crime. Overall, Guam’s property crime rate decreased 2 percent from 4,177 in 2006 to 4,077 in 2007. Of the 4077 property crimes reported, burglary accounts for 26 percent, larceny theft accounts for 68 percent, motor vehicle accounts for 5 percent, and arson accounts for .39 percent. The property crime rate for Guam was 23 per 1000 residents. The clearance rate for property crimes offenses decreased 2.5 percent from 1999 clearance rate of 7.8% to 2007 clearance rate of 7.6%.

Property Crime in Guam	1999	2000	2001	2002	2003	2004	2005	2006	2007
Total Property Crimes Reported	5783	5074	4600	3533	3827	4672	4651	4177	4077
% change in Property Crimes Offense Reported		-12%	-9%	-23%	8%	22%	0%	-10%	-2%
Total Property Crime Arrests	450	325	405	299	264	282	306	307	308
Total Property Crime Clearance Rate	7.8	6.4	8.8	8.5	6.9	6.0	6.6	7.3	7.6
Burglary	1453	1157	996	913	1126	1292	1468	1292	1058
% change in Burglary		-20%	-14%	-8%	23%	15%	14%	-12%	-18%
Larceny-Theft	3875	3563	3329	2391	2459	3053	2851	2639	2792
% change in Larceny-theft		-8%	-7%	-28%	3%	24%	-7%	-7%	6%
Motor Vehicle Theft	441	343	255	221	234	311	315	213	211
% change in Motor Vehicle Theft		-22%	-26%	-13%	6%	33%	1%	-32%	-1%
Arson	14	11	20	8	8	16	17	33	16
% change in Arson		-21%	82%	-60%	0%	100%	6%	94%	-52%
Source: 2002 Crime in Guam Uniform Crime Report and 2007 Crime in Guam Uniform Crime Report Population for Guam in 2007, 173,457									

According to the *2007 Crime in Guam Uniform Crime Report*, the Guam Police Department has four precincts and oversees the precincts with manpower of 156 sworn officers. The precincts are Dededo Precinct North, Tamuning Precinct, Hagatna Precinct Central, and Agat Precinct South. In 2007, the Dededo Precinct served a population of 69,978 and reported and responded to a total of 1,267 property crime offenses. The Tamuning Precinct served a population of 20,182 and reported and responded to a total of 1,138 property crime offenses. The Hagatna Precinct served a population of 46,642 and reported and responded to a total of 1,111 property crime offenses. The Agat Precinct served a population of 36,665 and reported and responded a total of 546 property crime offenses.

It is important to note that the Dededo Precinct reported the highest burglary crime at 410 and the Tamuning Precinct reported the highest larceny theft crime at 877 and motor vehicle theft at 68.

	Dededo Precinct (North)	Tamuning Precinct	Hagatna Precinct (Central)	Agat Precinct (South)	TOTAL
Population by Precinct	69,978	20,182	46,642	36,665	173,467
Sworn Officers Assigned to Precinct	44	39	40	33	156
Burglary	410	193	297	158	1058
Larceny-Theft	799	877	761	356	2793
Motor Vehicle Theft	58	68	53	32	211
Total Property Crime by Precinct	1267	1138	1111	546	
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, Inarajan, Merizo, Piti, Santa Rita, Talofoto, Umatac and Yona					
Arson data by village is not available					
Source: 2007 Crime in Guam Uniform Crime Report, Guam Police Department					

According to the *2007 Crime in Guam Uniform Crime Report*, the village with the highest crime reported is Tamuning at 27.6 percent, Dededo at 23 percent and Yigo at 8 percent. It is important to note that the three villages represent high population villages in Guam.

Violent Crime and Property Crime by Village										
Calendar Year 2007										
	Agana Heights	Agat	Asan Maina	Barrigada	Chalan Pago - Ordot	Dededo	Hagatna	Inarajan	Mangilao	Merizo
Total Crime Offense	53	94	40	203	122	<b>1035</b>	237	32	319	32
% Total Crime	1%	2%	1%	5%	3%	<b>23%</b>	5%	1%	7%	1%
Village Population	4,415	6,337	2,342	9,694	6,637	<b>48,158</b>	1,233	3,420	14,917	2424
% Population	3%	4%	1%	6%	4%	<b>28%</b>	1%	2%	9%	1%

Violent Crime and Property Crime by Village										
Calendar Year 2007										
	MongMong -Toto-Maite	Piti	Santa Rita	Sinajana	Talofofo	Tamuning Tumon Harmon	Umatac	Yigo	Yona	Total
Total Crime Offense	233	41	84	94	73	1242	38	363	161	4496
% Total Crime	5%	1%	2%	2%	2%	28%	1%	8%	4%	100%
Village Population	6,549	1,867	8,404	3,197	3,602	20,182	994	21,820	7,265	173,457
% Population	4%	1%	5%	2%	2%	12%	1%	13%	4%	100%
Total crime offense does not include arson. Arson data not available by Village										
Source: 2007 Crime in Guam Uniform Crime Report, Guam Police Department										

### 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.

### 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.

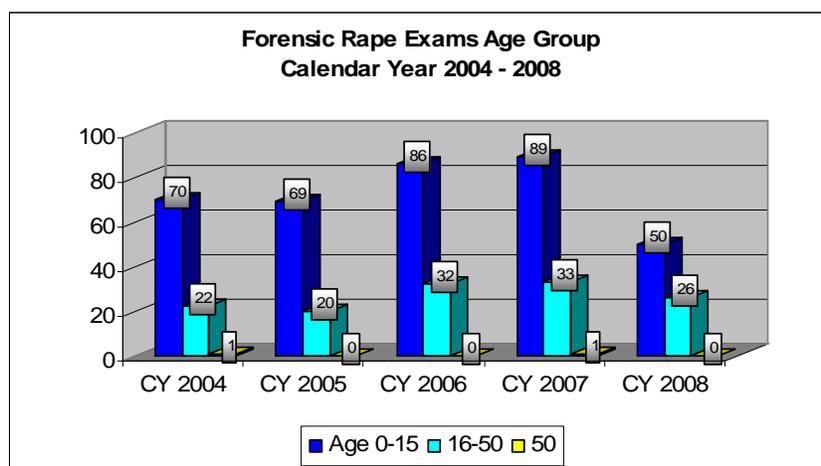
Currently, the Guam Police Department has implemented several types of community policing. They have re-established the Community Watch Program by meeting with village mayors and educating them in the philosophy of community policing, informing mayors of the command's resources and establishing coordination to address community concern such as truancy, graffiti and curfew violations. Law enforcement officers assigned to the Agana Precinct Command work with the Guam Housing and Urban Renewal Authority (GHURA) to increase the patrol presence at Total Low Cost Housing; 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.

## Sexual Assault Priority

Drugs and alcohol play an important factor in the number of reported criminal sexual conduct cases. 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. It is important to note that of the 208 reported rape cases, 55 were forcible rape and 153 was attempts to commit forcible rape. Of significance are the 52 percent decrease in the number of reported forcible rapes from 115 forcible rapes in 2006 to 55 forcible rapes in 2007 and the 8 percent decrease in arrest for rape from 141 in 2006 to 130 in 2007. The following table reflects the 2007 UCR Statistics for Rape Offense reported in Calendar Year 2003 to 2007.

2007 UCR Statistics	2003	2004	2005	2006	2007
Total Rape Offense Reported	219	161	151	180	208
% change in Rape Offense Reported		-26%	-6%	19%	16%
Forcible Rape	68	71	43	115	55
% change in Forcible Rape		4%	-39%	167%	-52%
Non Forcible Rape	151	90	108	65	153
% change in Non Forcible Rape		-40%	20%	-40%	135%
Arrests made for Rape Offense	108	95	92	141	130
% change in Arrests		-12%	-3%	53%	-8%

Another growing concern on Guam is the sexual assault cases involving a child. Although 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 victims were between the ages of zero to fifteen. Of the 76 victims that received services, 70 were female victims and 6 were male victims. There were 50 sexual assault victims between the ages of 0 to 15 years of age, 26 sexual assault victims between the age of 16 to 50 years of age, and 1 sexual assault victims over the age of 50.



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 2004 to Calendar Year 2008.

Forensic Rape Examination Calendar Year 2004 – Calendar Year 2008									
Reporting Period	Total	Male	Female	Age 0-15	Age 16-50	51+	Exam Type		
							Acute	Non Acute	No Exam
CY 2004	93	13	80	70	22	1	33	30	30
CY 2005	89	2	87	69	20	0	26	21	42
CY 2006	118	11	107	86	32	0	24	34	60
CY 2007	123	12	111	89	33	1	35	41	47
CY 2008	76	6	70	50	26	0	25	11	38

Source: Medical Examination of Child Sexual Assault Victims Program Semi Annual 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.

In 2008 the Judiciary of Guam Sex Offender Registry Management Office reported 481 convicted sex offenders. Of the 481 convicted sex offenders, the Sex Offender Registry Management Office with a staff of two manages approximately 454 registrants. Of the 454 registrants 214 are Level I registrants, 82 are Level II registrants, and 158 are Level III registrants. In 2008 approximately 27 registrants failed to comply with registration requirements. Over a period of eight years, the Guam Sex Offender Registry Management Office has seen a 234 percent increase in registered offenders from 136 in 2000 to 454 in 2008.

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			
2000	214	24	15	97	26	31	90	16	2	12	0	2	0	54	51
2001	214	24	15	97	26	31	90	16	3	16	0	0	0	54	51
2002	214	24	15	97	26	31	90	16	4	18	0	0	0	54	51
2003	288	38	19	105	31	36	123	14	6	22	0	5	0	44	84
2004	311	45	22	118	36	40	137	22	7	27	2	9	0	47	88
2005	365	51	30	126	40	41	153	47	10	31	8	12	188	43	67

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			
2006	378	92	60	132	42	49	191	61	17	36	13	15	204	31	42
2007	469	173	73	166	49	49	113	64	29	45	16	16	288	25	37
2008	481	214	82	158	43	55	210	70	41	57	26	20	454	19	27
Avg Total	326	76	37	122	35	40	133	36	13	29	7	9	126	41	55

Source: Judiciary of Guam Sex Offender Registry Management Office, 2008

The approximate number of sex offenders currently on community supervision is 98. The Department of Corrections Parole Division has 55 sex offenders managed by seven parole officers. The Judiciary of Guam Sex Offender Registration Management Office has approximately 43 sex offenders managed by one senior probation officer. The staff in the Judiciary of Guam Sex Offender Registration Management Office also monitors the 210 unsupervised sex offenders.

## 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 2007 National Survey on Drug Use and Health, 22.3 million individuals nationally needed treatment for an alcohol or illicit drug use problem. Only 10 percent of these individuals received 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 and residential drug treatment and aftercare drug program.

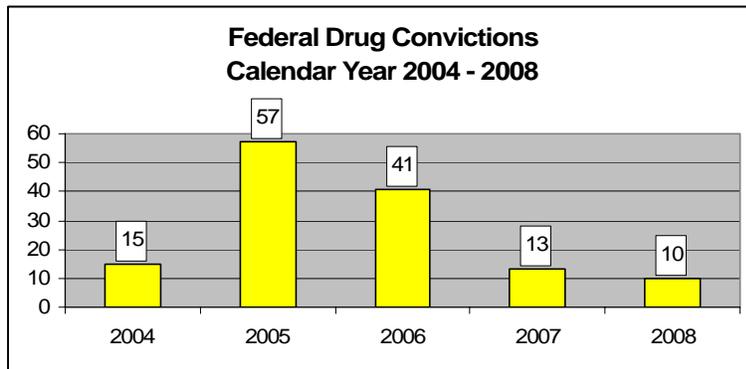
According to the *2007 Crime in Guam Uniform Crime Report* the annual number of drug-related offenses reported during the five year period of 2003 to 2008 in Guam averaged 245. Approximately 281 of those offenses resulted in arrests. Averages of 202 of those arrested were adults and averages of 79 were juveniles. The following table provided a five year summary of Drug Related Offenses and Arrests in Guam.

<b>Drug Related Offenses by Adult and Juvenile CY 2003 - CY 2007</b>				
Year	Offense	Arrest		
		Total	Adult	Juvenile
2003	300	229	206	23
2004	207	216	182	34
2005	203	331	283	48
2006	277	346	182	164
2007	237	282	155	127
Total Average	245	281	202	79

Source: 2007 Crime in Guam Uniform Crime Report, Guam Police Department

In 2008, 35% of Guam offenders in the Department of Corrections had alcohol and drug abuse problems. Moreover, approximately half of Guam’s offenders who recidivate do so with a drug crime. Offenders in the process of transitioning from institutional to community settings need careful pre-release assessment and connection to community treatment and or aftercare treatment to reduce their risk of recidivism.

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 2008 the U.S. District Court of Guam convicted 10 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.



Source: U.S. District Court of Guam

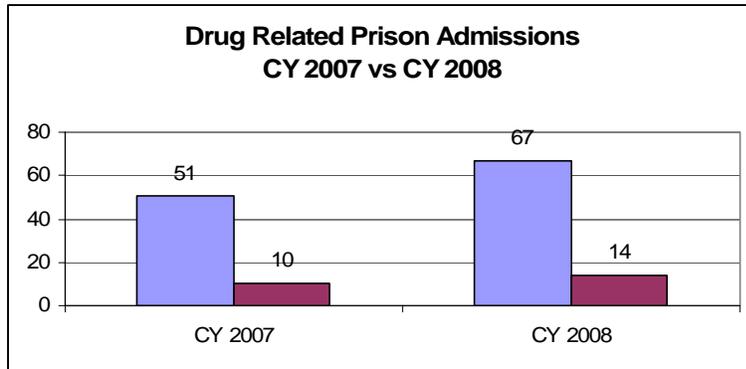
The Judiciary of Guam filed a total of 199 criminal felony drug cases in 2008. Of the 199 criminal felony drug cases filed, there were 18 convictions, 33 deferred, 48 dismissed and 100 pending. Of the 199 criminal felony drug cases filed, 2 were for importation, 1 was for manufacturing, 92 were for others, and 104 were for possession.

Criminal Felony Drug Caseload Statistics CY 2004 - 2008					
	2004	2005	2006	2007	2008
Conviction	28	33	45	47	18
Deferred	0	0	1	0	0
DEFERRED	7	29	53	105	33
Dismissed	34	67	59	99	48
Pending	68	73	72	46	100
Total	137	202	230	297	199
Criminal Misdemeanor Drug Caseload Statistics CY 2004 - 2008					
	2004	2005	2006	2007	2008
Conviction	185	212	219	251	171
Deferred	2	0	2	1	0
DEFERRED	1	1	0	3	1
Dismissed	224	228	178	280	179
Pending	108	100	103	143	579
Stipulated Judgment	1	1	0	0	0
Total	520	541	502	678	930

Source: Judiciary of Guam Drug Conviction Statistics, 2004 - 2008

Another indicator of the levels of use and abuse of drugs and alcohol can be found in drug-related

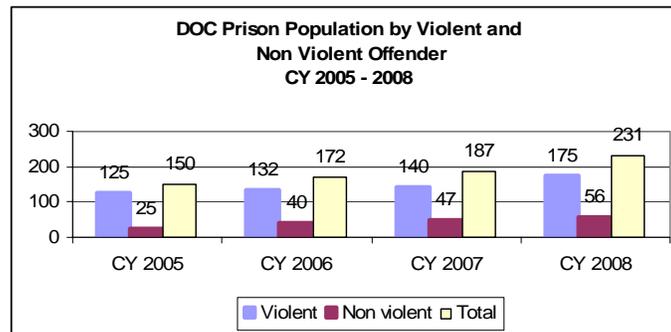
and alcohol related prison admissions collected by the Department of Corrections. This data shows a 31% increase in drug-related prison admissions and a 40% increase in alcohol-related prison admissions from 2007 to 2008.



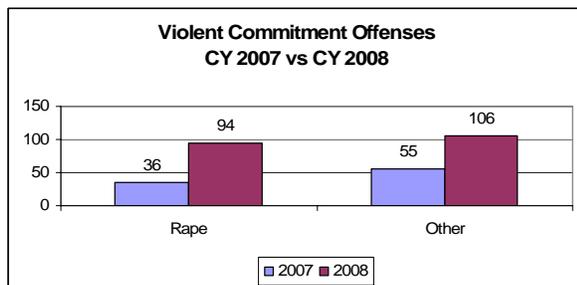
Source: Department of Corrections

### Domestic Violence, Family Violence and Violent Crime Treatment Issues:

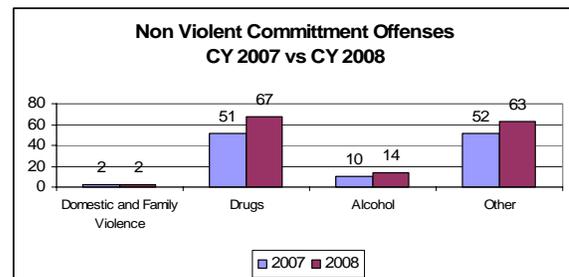
The Department of Corrections has seen a 24% growth in its prison population from 187 in 2007 to 231 in 2008, and a 54% growth from 150 in 2005 to 231 in 2008. Of the 2008 prison population, 76% of offenders incarcerated received a conviction for a violent offense and 24% of offenders incarcerated received a conviction for a non violent offense. According to the Department of Corrections clinical psychologist, the current recidivism rate of the population is 50% of which 6% are for probation and parole revocation, and 44% of returning inmates commit new crimes and generally in the violent category.



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 and/or disposition information 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.

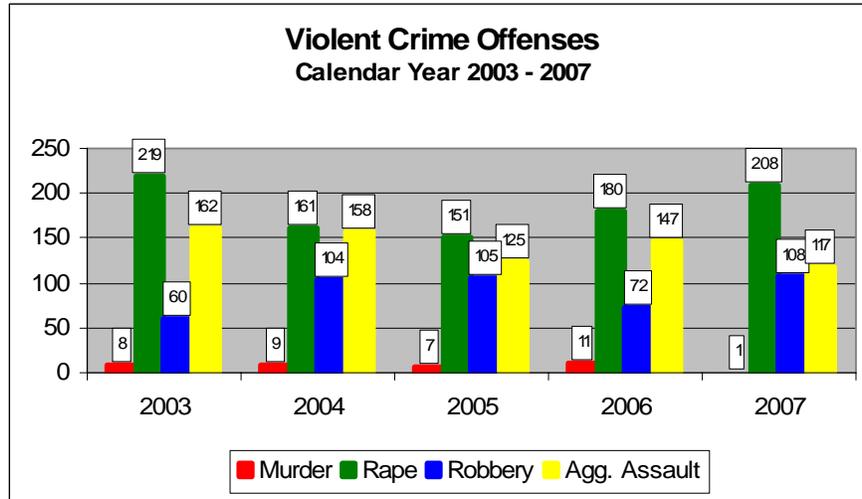
Guam's criminal justice entities require the use of criminal history records information in decisions concerning bail, offense upgrade, sentence enhancement, criminal status, probation, presentence reporting, correctional classification and firearms possession. Complete criminal history records are vital 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.

### **Forensic Laboratory Management Information Systems**

Guam's only forensic science laboratory lacks a system to manage and prioritize its evidence submitted for processing.. A great deal of the examiners' and criminalists' time is spent manually logging the crime scene reports and evidence in the various log books, preparing the multiple written reports from the submission of evidence to the delivery of results to the requesting agency, and calculating and compiling statistics data. There is a need to streamline the tracking of completed or pending crime scene reports, document and track the evidence submitted for processing, and the management of evidence pending analysis that is housed in the evidential control section in order for the forensic laboratory division to improve the timeliness and quality of the forensic services provided. A need exists to implement an automated system to manage the forensic evidence that enters the forensic laboratory.

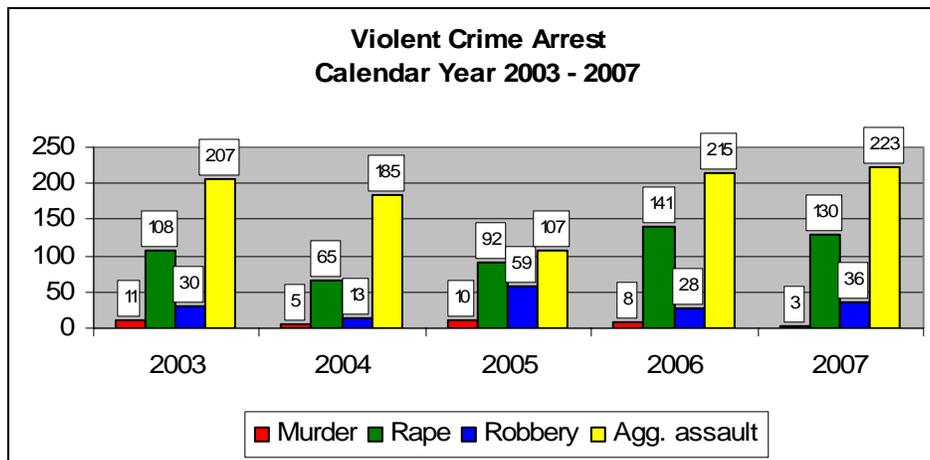
## Violent Crime Priority

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 *2007 Crime in Guam Uniform Crime Report*, a total of 434 violent crime offenses of murder, rape, robbery, and aggravated assault were reported in 2007. Of the 434 violent crime offenses reported, murder accounted for 1 or .23 percent; rape accounted for 208 or 48 percent; robbery accounted for 108 or 25 percent; and aggravated assault accounted for 117 or 27 percent.



Source: 2007 Crime in Guam Uniform Crime Report

In 2007 Guam law enforcement officers made a total of 392 arrests for murder (3), rape (130), robbery (26) and aggravated assault (223) according to the *2007 Crime in Guam Uniform Crime Report*. Aggravated assault accounted for 57 percent of the arrests, rape accounted for 33 percent of the arrests, robbery accounted for 7 percent of the arrests, and murder accounted for .76 percent of the arrests. There were no changes in the violent crime arrest rate over 2006.



Source: 2007 Crime in Guam Uniform Crime Report

The total number of violent crime offenses increased by 6 percent over 2006. The following table reflects the breakdown of the violent crime offenses and the number of arrest by violent crime from 2003 through 2007.

Violent Crime Offenses Calendar Year 2003 - Calendar Year 2007					
Violent Crime Offense	2003	2004	2005	2006	2007
Murder	8	9	7	11	1
Rape	219	161	151	180	208
Robbery	60	104	105	72	108
Aggravated Assault	162	158	125	147	117
<b>TOTAL:</b>	<b>449</b>	<b>432</b>	<b>388</b>	<b>410</b>	<b>434</b>
Violent Crime Arrest Calendar Year 2003 - Calendar Year 2007					
Violent Crime Offense	2003	2004	2005	2006	2007
Murder	11	5	10	8	3
Rape	108	65	92	141	130
Robbery	30	13	59	28	36
Aggravated Assault	207	185	107	215	223
<b>TOTAL:</b>	<b>356</b>	<b>268</b>	<b>268</b>	<b>392</b>	<b>392</b>
Source: Crime in Guam 2007 Uniform Crime Report, Guam Police Department					

### Crimes Involving Firearms:

Guam's rising rates of violent crime, drug trafficking, abuse of crystal methamphetamine, and gang related activity all have one thing in common, the increased possession and use of firearms and explosives. Most assuredly, almost none of the weapons being used in these activities are acquired through legal means. According to *the 2007 Crime in Guam Uniform Crime Report*, there were 434 Part I violent crime offense reported in 2007. Of the 434 Part I violent crimes offense, a firearm weapon was used in 26 or 6 percent of the violent crimes. The following table reflects the number of violent crimes involving a firearm from 2003 through 2007.

Violent Crime Involving a Firearm Calendar Year 2003 - Calendar Year 2007										
Violent Crime Type	2003		2004		2005		2006		2007	
	Total	F/Arm								
Murder	8	2	9	6	7	2	11	2	1	0
Rape	219	0	161	0	151	0	108	0	208	
Robbery	60	13	104	17	105	23	72	19	108	21
Aggravated Assault	162	11	158	9	125	12	147	7	117	5
<b>Total</b>	<b>449</b>	<b>26</b>	<b>432</b>	<b>32</b>	<b>388</b>	<b>37</b>	<b>338</b>	<b>28</b>	<b>434</b>	<b>26</b>
Percent Involving a Firearm		6%		7%		10%		7%		6%
Source: Crime in Guam 2007 Uniform Crime Report, Guam Police Department										

During the course of drug investigations conducted by the Guam Police Department during the past two years, it has found that the number of drug transactions involving the trade and use of firearms and explosives has increased to alarming levels. Moreover, their intelligence information suggests that in addition to stockpiling firearms and explosives for their protection, drug traffickers also traffic in illegal weapons. While, there have been no seizures of illegal gun transshipments in or out of Guam, fragmented intelligence information supports the view that guns are being illegally transshipped from Guam to foreign countries. In 2008, the Street Violent Crime Task Force seized 19 guns in a drug trafficking investigation. The following table reflects the weapons and explosives seizures by the Street Violent Crime Task Force.

<b>Weapons and Explosive Seizures in Drug Trafficking Investigations Calendar Year 2004 - Calendar Year 2008</b>					
Seizures	2004	2005	2006	2007	2008
Gun	11	98	18	12	19
Explosives	0	4	2	1	0
Source: Street Violent Crime Task Force Semi Annual Progress Report					

## **Statewide Priorities, Planning, and Coordination Efforts**

The FY 2009 Recovery Act JAG solicitation requires applicants to identify statewide priorities, planning, and anticipated coordination efforts. Listed below are the identified statewide priority areas. Also presented are relevant planning and coordination efforts.

### **STATEWIDE PRIORITIES**

Guam's statewide priorities are law enforcement; sexual assault; treatment and rehabilitation; technology improvement; and violent crime.

### **PLANNING 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.

### **COORDINATION EFFORTS**

The Bureau of Statistics and Plans believes that state participation is the backbone of the strategy development process. This Strategy results from ongoing efforts to utilize the expertise of practitioners in all components of the criminal justice system state levels, because the Bureau believes that the Guam's criminal justice agencies know more about the needs, directions, threats, opportunities, and weaknesses of these operations than anyone else.

### **BUREAU OF STATISTICS AND PLANS'S STRATEGIC PLANNING PARTNERS AND OTHER PLANNING PARTNERS**

The Bureau of Statistics and Plans considers these organizations and the professionals they represent as its partners in planning. They include the Office of the Attorney General, the Guam Police Department, the Department of Corrections, the Department of Youth Affairs, the Department of Mental Health and Substance Abuse, the Department of Public Health and Social Services, the Guam Public School System, the Office of Homeland Security/Civil Defense, the Guam Housing and Urban Renewal Authority, Guam Customs and Quarantine Agency, the Judiciary of Guam, the Department of Public Works, the Governor's Federal Program Office, Jose D. Leon Guerrero Port Authority of Guam, and the Guam International Airport Authority. These entities provide input on Guam's Multi Year Statewide Strategic Plan for Drug Control, Violent Crime and Systems Improvement.

In addition, the Bureau's is an active member in Guam's Criminal Justice Automation Commission, the Prevention and Early Intervention Advisory Community Empowerment (PEACE) Council, and Guam's Sex Offender Registry Committee, and the U.S. Attorney Project Safe Neighborhood Council. The Bureau staff also keeps abreast of issues pertaining to Guam's Sexual Assault Steering

Committees, Guam's Family Violence Sexual Assault Task Force, Guam Coalition against Sexual Assault and Family Violence, Guam's Sex Offender Management Advisory Council.

### **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 Bureau of Statistics and Plans coordinates with the U.S. Attorney's Office, especially when the strategy is being finalized.

### **Coordination among Federally-Funded Programs**

The Bureau of Statistics is in a good position to coordinate Byrne-funded programs with other federally funded programs in Guam, particularly those supporting state drug abuse treatment, education, prevention and other criminal justice related areas. This coordination extends to programs as diverse as the Residential Substance Abuse Treatment Program for State Prisoners (RSAT) Grant, Project Safe Neighborhood Program, Paul Coverdell Forensic Science Improvement Grant Program, National Criminal History Improvement Program, COPS Grant, Office of Justice and Prevention Delinquency Program, STOP Violence Against Women Grant Program, Office of Victims of Crime Program, and Prescription Drug Monitoring Program.

### **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:

- Guam Police Department
- Judiciary of Guam
- Department of Correction
- Department of Public Health and Social Services
- Department of Mental Health and Substance Abuse
- Office of the Attorney General
- Department of Youth Affairs
- Guam Public School System
- Guam Housing and Urban Renewal
- Guam Office of Homeland Security

The Bureau of Statistics and Plans staff 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 moneys to state entities from these sources to reduce duplication and fragmentation.

## Resource Needs

In Guam's FY 2009 Recovery Act Byrne Justice Assistance Grant Program Narrative, the 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 an 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 and Treatment Block Grant, the National Highway Traffic Safety Administration, Juvenile Drug Court Program, Adult Drug Court Program and Juvenile Justice Delinquency Formula Grant Program, and the Department of Mental Health and Substance Abuse Agency. 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.

### ▪ 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.

*Intelligence Information System:* There is a need to establish 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 a need for continued training for all responding officers on the proper procedures and protocol in handling a sexual assault case.

*Equipment:* There is a need to acquire investigative equipment to assist the law enforcement agency in the narcotics, domestic violence, family violence, and sexual assault and law enforcement investigation efforts.

There is a need to increase the patrol presence in the villages with high crime rates.

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 224 parolees, 31 inmates eligible for parole, 24 inmates who will be on parole after their FTR in 2009. 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. There are currently 87 pardon/commutation cases that have been received. The Department of Corrections has 1 Chief of Parole and 7 Parole Officers I.
- Forensic lab analysts for the Forensic Science Laboratory and Forensic Lab Evidence Manager or Coordinator.
- Entry level police officers to augment the current police force.
- Case Manager and Probation Officers to manage and supervise the 454 registered sex offender.

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.

Legislation:

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

The Adam Walsh Child Protection Act (AWA) of 2006 was signed into law on July 27, 2006. This law requires that all jurisdictions implement the Sex Offender Registration and Notification Act (SORNA) requirements by July 27, 2009. This law replaces the Jacob Wetterling Act and its amendments. Guam was granted a one year extension to come into compliance with the minimum AWA requirement by the SMART Office. The extension was granted up to July 26, 2010. The Office of the Attorney General is taking the lead in making amendments to Public law 29-30 along with the Judiciary of Guam Legal Counsel, the Judiciary of Guam Chief Probation Officer, the Guam Police Department Forensic Science Division, and the Bureau of Statistics and Plans.

## Guam's Firearm Statute

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

### ▪ **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 plan that includes intensive therapy, medication, supervision and monitoring, polygraph examination, penile plethysmograph testing, random urine screens, and other interventions.

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

The Department of Mental Health and Substance Abuse does not provide treatment for this population. With the more serious sex offenders who are incarcerated, Department of Corrections only provides a sex education class for convicted sexual offenders prior to release into the community.

The Judiciary of Guam received a planning grant to address implementing a treatment program for sex offenders.

Drug Court Program: The Judiciary of Guam has implemented a Juvenile Drug Court Program and Adult Drug Court Program. There is a need to continue to fund the expressive art therapy and recreational therapeutic treatment modalities, as well as conducting drug testing.

Urinalysis Testing: There is a need to continue to provide drug testing to offenders on pre trial, probation, and parole to ensure these individuals attain a lifestyle free of substance abuse.

- Information Systems and Technological Improvement

Technology Initiatives:

Extensible Markup Language - Extensible Markup Language (XML) is a computer programming language designed to transmit both data and the meaning of the data. XML accomplishes this by being a markup language by identifying difference structures within a document. Beginning in FY 2004, grantees must ensure that any funds spent on computer system must be XML compatible. There is a need to ensure that Guam's criminal justice information system is XML compatible.

What began in March 2001 as a reconciliation of data definitions evolved into a broad two-year endeavor to develop an XML-based framework that would enable the entire justice and public safety community to effectively share information at all levels - laying the foundation for local, state, and national justice inter-operability.

There is a need to ensure the compatibility of Guam's criminal justice information system with the federal systems.

Personnel: Information technology (IT) has been evolving over the years, there is a need to hire information technology personnel. Guam's criminal justice agencies lack IT personnel to oversee and develop information system.

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

NCIC Unit – Data entry clerks to submit criminal history disposition records to the FBI CJIS.

Training: Guam's criminal justice IT personnel need training on the Global Justice Extensible Markup Language (XML). There is a need to enhance the IT personnel's knowledge in GJXML to ensure that Guam's criminal justice information system integrates with the federal system XML.

*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.

*Technology Systems Upgrade:* The Guam Police Department needs to upgrade its AFIS System. It's AFIS System has exceeded its funding ability under the Byrne Formula Grant Program. There is a need to upgrade the AFIS System that conforms to the National Standards Institute (ANSI) Standard Data Format for the Interchange of Fingerprint Information (ANSI/NIST-CSK0101992) and other reporting standards of the FBI. The AFIS system is antiquated and the parts to repair the system are obsolete.

*Forensic Laboratory Information Management System:* The Guam Police Department needs to implement a forensic laboratory information management system to improve the case management operational efficiency and management of Guam's only forensic laboratory. The LIMS will provide for an efficient management of large amounts of data covering case information, evidence items, victims, suspects, and charges. Funding has been identified under the COPS Grant, the JAG Program and the Paul Coverdell Forensic Science Improvement Grant Program to implement this project.

*Geographical Information System - House and Street Number Update:* Guam's law enforcement entities need to ensure that the Sex Offender Registry, the Computer Aided Dispatch, the Aegis System have accurate house and street address information. Guam's house and street number is automated on a GIS system, however the map system has not been updated since 1998.

#### *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.

## **Proposed Programs**

### **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” 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.

#### **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 conviction the individuals, and to seize assets acquired as a result of controlled substance violations.

#### **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)

**Recovery Act Byrne JAG Funds:**

Funding under this program will be used to purchase equipment and supplies for the multi jurisdictional task forces, to acquire drug detector dogs, to provide training to the task force officers, to provide training to the drug prosecutors, to provide resource tools to drug prosecutors, and to hire a drug prosecutor.

**Estimate of the Number of Jobs that will be retained or created:**

- Prosecutor

## **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 implementing 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, the Department of Corrections, and the Bureau of Statistics and Plans.

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

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. 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. Failure to comply with the Act will result in a ten percent reduction in Byrne JAG funds. Guam was granted a one year extension to comply with the requirements under the Act. The extension was granted up to July 26, 2010.

### **Program Goal:**

The goal of this program is to facilitate jurisdictional compliance with SORNA by providing support for coordinated interagency efforts to comply; 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.

**Recovery Act Byrne JAG Funds:** Funding under this program will be used to hire a case manager and a probation officer to manage and supervise the Level I sex offenders and to update and verify Level I, II and III sex offenders; to provide professional trainings regarding SORNA to include the SMART Workshop and Symposium to the Sex Offender Registry Committee, and to ensure Guam's

Sex Offender Registry hardware meets current and future technology needs.

**Estimate of the Proposed Number of Jobs that will be retained or created:**

- Case Manager
- Probation Officer

## **Crime Reduction Program**

**Purpose Area:** Law Enforcement Program

### **Description of the Program:**

The purpose of this program is to reduce crime in villages with the high crime rate through a formal partnership with the village mayor and the Guam Police Department, to conduct targeted patrol and operations, and to coordinate and implement localized crime prevention programs in the village.

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

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 Guam, property crimes account for 90% (4077) of the total crime rate (4511). Resources are needed to increase police presence in these villages with high crime rate. Specialized units may be formed, or enhanced.

### **Program Goal:**

The goal of this program is to reduce the crime rate and to improve the law enforcement relationship with the community it serves.

### **Guam's Performance Measure:**

- Number of crime incidences responded by type of crime in the village.
- Number of crime arrests by type in the village.
- Equipments purchased by type.
- Number of targeted patrols and operations conducted in specific village area.
- Number of community meetings held.
- Number of crime prevention programs implemented and or coordinated.
- Type of crime prevention programs implemented and or coordinated.

### **Recovery Act Byrne JAG Funds:**

Funding under this program will be used to provide equipment resources.

### **Proposed Estimate of the Number of Jobs that will be retained or created:**

- No jobs will be retained or created.

## Sexual Assault 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.

**Recovery Act Byrne JAG Funds:**

Funding under this program will be used to maintain the social worker forensic interviewer positions that conducts the forensic interviews on the victims, conducts the HIV/STD testing, and conducts the multidiscipline interviews; to continue to contract out the medical consultant that oversees the victims medical records and provide examinations; to contract out counseling services for the victims of sexual assault; and to cover the stipends for the on call examiners and on call examiners assistant.

**Proposed Estimate of the Number of Jobs that will be retained or created:**

- Social Worker Forensic Interviewer
- Contractual Services for Medical Doctor
- Contractual Services for Counselors
- Stipends for on call Examiners (3)
- Stipends for Examiners Assistants (4)

## **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

### **Recovery Act Byrne JAG Funds:**

Funding under this program will be used to hire a prosecutor to prosecute sexual assault cases and to prosecute non-compliant sex offenders, to provide training, and to provide resource tools for the prosecutor.

### **Proposed Estimate of the Number of Jobs that will be retained or created:**

- Prosecutor

## **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 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 Act Byrne JAG Funds:**

Funding under this program will be used to contract out services for a forensic interviewer to provide additional educational treatment services for the inmates. Funds will also be used to purchase drug testing kits to conduct drug testing on inmates that are on parole; and to purchase additional supplies for the education treatment services at the Department of Corrections.

#### **Proposed Estimate of the Number of Jobs that will be retained or created:**

- Contractual Services for Forensic Psychologist

## **Juvenile Drug Court Program**

**Purpose Areas:** Prosecution and Court Programs

### **Program Description:**

A Juvenile Drug Court is a court that has been specifically designated and staffed to supervise non-violent juvenile drug defendants who have been referred to a comprehensive and judicially monitored program of drug treatment and rehabilitation services.

Drug Courts represent a very non-traditional approach to juvenile offenders who have been identified as moderate/heavy substance abusers. Drug Courts are built upon a unique partnership between the criminal justice system and the drug treatment community, one which structures treatment intervention around the authority and personal involvement of a single Drug Court Judge. Drug Courts are also dependent upon the creation of a non-adversarial courtroom atmosphere where a single judge and a dedicated team of court officers and staff work together toward a common goal of breaking the cycle of drug abuse and criminal behavior. This program is available to 13 to 17 year old males or females who have been charged with a first time non-violent drug or alcohol related misdemeanor or felony charge.

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

There is a need to continue the individual and group therapy component of the program, and to monitor and drug test the clients. The treatment will include relapse prevention, substance abuse education, and an array of related topics for the participant and family members of the Program.

### **Program Goal:**

The goal of this project is reduce substance abuse and recidivism among non violent juvenile substance abusing offenders by implementing continuing care and aftercare services in specific

### **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

**Recovery Act Byrne JAG Funds:**

Funding under this program will be used to cover the salary and benefits for two part time juvenile trackers, mileage reimbursement for juvenile trackers, resource equipments, and recreational equipment.

**Proposed Estimate of the Number of Jobs that will be retained or created:**

- Part time Juvenile Tracker
- Contractual Services for Licensed Individual, Marriage and Family Counselor
- Contractual Services for Group Facilitator

## **Adult Drug Court Program**

**Purpose Areas:** Prosecution and Court Programs

### **Program Description:**

Adult 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 Adult 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 Adult 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

### **Recovery Act Byrne JAG Funds:**

Funding under this program will be used to contract out services for the Adult Drug Court Recreational Therapist, Individual and Group Therapy Counseling; to hire a Case Manager; to provide Adult Drug Court Training; to purchase the recreational equipments; to purchase supplies and educational materials; and to purchase drug testing kits to conduct urinalysis testing.

**Proposed Estimate of the Number of Jobs that will be retained or created:**

- Contractual Services for Licensed Individual, Marriage and Family Counselor
- Contractual Services for Group Facilitator
- Contractual Services for Recreational Therapist
- Case Manager

## **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

#### **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.

The primary needs in this area is to upgrade Guam Criminal Justice Information System (Central Repository); to integrate the Police Records Management Information System and the Correction Information System to the Criminal Justice Information System; to implement the Prosecution Management Information System and interface it with the Criminal Justice Information System; and to submit criminal history dispositions to the FBI CJIS and to continue to populate the AEGIS system. In addition, there is a need to ensure that the systems developed are GJXDM compatible.

#### **Guam's Performance Measures:**

- Implementation of Guam's integration of its law enforcement system to facilitate the exchange of information among law enforcement systems.
- Implementation of Guam's law enforcement system to share information to improve the criminal justice system.
- Implementation of Guam's virtual computerized criminal history record.
- Maintenance of Guam's criminal justice information systems.
- Implementation of the Office of the Attorney General Prosecution Case Management System.

**Recovery Act Byrne JAG Funds:**

Funding under this program will be used to implement Guam's law enforcement integration, Guam's virtual computerized criminal history, hot files, and NLETS; to continue populating the AEGIS System and update the AEGIS maintenance; to submit criminal history dispositions to the FBI CJIS Division; to update the Adult Correctional Management Information System annual maintenance; to ensure the criminal justice agencies have access to the Criminal Justice Information System; and to implement Prosecution Case Management Information System.

**Proposed Estimate of the Number of Jobs that will be retained or created:**

- Data Entry Clerks
- Computer Systems Analyst I
- Information Technology Provider (Contractual)

## **Forensic Laboratory Management Information System Program**

**Purpose Areas:** Planning, Evaluation, and Technology Improvement Programs

### **Program Description:**

The purpose of the program is to implement a forensic laboratory management information system for Guam's only forensic laboratory to improve the quality and timeliness of forensic case processing.

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

Guam's only forensic science laboratory lacks a forensic laboratory management information system that hinders the examiners and criminalists' ability in processing the forensic cases in a timely manner. A great deal of the examiners' and criminalists' time is spent manually logging the crime scene reports and evidence in the various log books, preparing the multiple written reports from the submission of evidence to the delivery of results to the requesting agency, and calculating and compiling statistics data. There is a need to streamline the tracking of completed or pending crime scene reports, document and track the evidence submitted for processing, and the management of evidence pending analysis that is housed in the evidential control section in order for the forensic laboratory division to improve the timeliness and quality of the forensic services provided.

### **Program Goal:**

The goal of this program is to implement a Forensic Laboratory Information Management System that will enable the Forensic Science Division to improve the quality and timeliness of its evidence management

### **Guam's Performance Measures:**

- Implementation of a FLIMS system.
- Implementation of a forensic laboratory information management system.
- Improvement in maintaining the evidence chain of custody.
- Improvement in the reporting.
- Improvement in the compilation of data.

### **Recovery Act Byrne JAG Funds:**

Funding under this program will be used to implement the Forensic Laboratory Management Information Systems to cover the contractual cost.

### **Proposed Estimate of the Number of Jobs that will be retained or created:**

- No jobs will be retained or created

## **Violent Crime Priority**

### **Forensic Science Laboratory Improvement Program**

**Purpose Area:** Law Enforcement Programs

#### **Program Description:**

The purpose of this program is to provide the necessary resources for Guam's only forensic laboratory to process the forensic cases in a timely manner and to report the results to the requesting agencies.

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

While violent crime on Guam may not be at the National levels, it continues to rise. The primary need in this area is to ensure Guam's only forensic laboratory has efficient technology equipment to provide quality and timely evidence processing; to certify its forensic personnel in the various disciplines; and to reduce the backlog of forensic cases.

#### **Program Goal:**

The goal of this program is to help improve the quality and timeliness of forensic science services.

#### **Guam's Performance Measures:**

- Number of forensic evidence received by forensic discipline.
- Number of forensic evidence processed by forensic discipline.
- Report on the number of backlogged forensic cases processed during the reporting period. Identify the number of backlogged cases at the beginning of the grant less the number of backlogged cases processed.
- Report on the number of forensic cases processed and the delivery of the results to the requesting agency.
- Number of forensic personnel received training, feedback on outcome of training, cost of training and type of training received.
- Identify the resources implemented.

#### **Recovery Act Byrne JAG Funds:**

Funding under this program will be used to enhance forensic laboratory personnel as needed with respect to firearms and tool mark examination, latent prints, serology, and controlled substances; to purchase the necessary equipment and supplies for the crime scene response unit, and the forensic unit; to provide advanced training for forensic personnel in crime scene, firearms, fingerprint/latent print, drug analysis, DNA, accreditation process, ASCLD, AAFS, IAI to the forensic unit to enhance their skills and knowledge; to provide certification training for firearms, fingerprint/latent print; and to provide capacity expansion training in bloodstain pattern analysis, trace analysis, toxicology analysis, bomb/explosive analysis, DNA Internship.

**Proposed Estimate of the Number of Jobs that will be retained or created:**

- Evidence Property Manager
- Drug Forensic Analyst
- Serology Forensic Analyst
- Fingerprint/Latent Print Analyst
- Firearms Forensic Analyst

## **Evaluation Priority**

### **Evaluation Program**

**Purpose Area:** Planning, Evaluation and Technology Programs

#### **Program Description:**

The purpose of this program is to conduct an impact evaluation on the Byrne Programs.

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

There is a need to produce concrete evaluation results to benefit the criminal justice professionals, researchers, and policy makers in order to add to the current knowledge of the criminal justice system and to improve decision making and program implementation.

#### **Program Goal:**

The goal of this program is assess the effectiveness of the JAG programs funded and the extent to which funded activities have achieved stated program goals.

#### **Guam's Performance Measures:**

- Number of evaluations conducted.
- Number of evaluations completed.

#### **Recovery Act Byrne JAG Funds:**

Funding under this program will be used to contract for evaluation services to evaluate the Byrne JAG funded programs.

#### **Proposed Estimate of the Number of Jobs that will be retained or created:**

- Contractual Services

## **Organization Capabilities and Competencies**

The Bureau of Statistics and Plans is State Administrating Agency for the Edward Byrne Memorial Justice Assistance Grant Program. The management structure of the Bureau of Statistics and Plans are illustrated as follows. The Director of the Bureau oversees the Administrative Program, the Planning Information Program, the Business and Economic Statistics Program, the Socio-Economic Program, Land Use Planning Program, and Guam Coastal Management Program.

The Bureau's has five existing staff (two are funded with Byrne JAG funds), and proposes to task two existing staff in the Socio Economic Section to assist in administering the Recovery Byrne JAG funds. As resources are made available under the Recovery Byrne JAG funds, the Bureau will also contract out services to a vendor to upload Guam's quarterly financial and programmatic reports on the Bureau's website within ten days of each calendar quarter. The existing staffs are the Chief Planner (local), Planner III (federal), Administrative Office (local), Administrative Assistant (federal), Work Processing Secretary (local) and two Planner III (local).

The Chief Planner is the overall project director and will be responsible for overseeing the administration of these funds, and ensuring the quarterly financial and programmatic reports are submitted within 10 calendar days after the end of each calendar quarter. The Planner III (federal) is responsible for coordinating the Recovery Byrne JAG funds among State initiatives, preparing and submitting the state JAG application, establish the funding priorities and developing the multi year strategy, monitoring sub recipient compliance with all JAG special conditions and provisions, provide ongoing assistance to sub recipients, prepare and upload quarterly programmatic reports on the GMS within 10 calendar days after the end of each calendar quarter, prepare performance measure data, and assist the Administrative Assistant in reviewing and tracking sub recipients quarterly financial reports on the Department of Administration Budget and Accounting Information Systems (BACIS). The Administrative Officer is responsible for preparing and uploading the quarterly financial reports (269a) on the GMS within 10 calendar days after the end of each calendar quarter. The Administrative Assistant (federal) is responsible for reviewing the sub grant quarterly financial reports, and assisting the Administrative Officer in preparing and uploading the quarterly financial reports (269a) on the GMS, and reviewing and tracking the sub recipients quarterly financial reports on the BACIS. The Word Processing Secretary is responsible for receiving and logging in all Bureaus' incoming documents. The Planner III's (local) will assist the Planner III (federal) with monitoring sub recipient compliance with all Recovery JAG special conditions and provision, to provide ongoing assistance to the Recovery JAG sub recipients, and to assist in uploading the quarterly financial programmatic reports on the Bureau's website and the Guam Recovery.Gov webpage.

## **Track Drawdown's and Grant Expenditures**

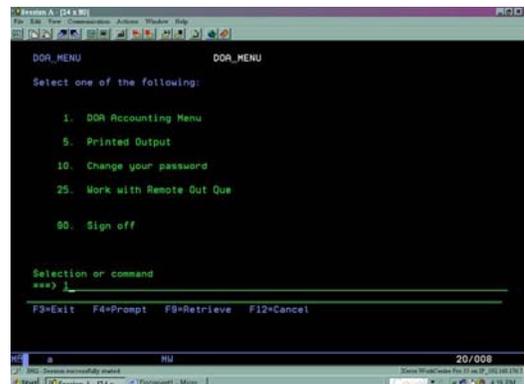
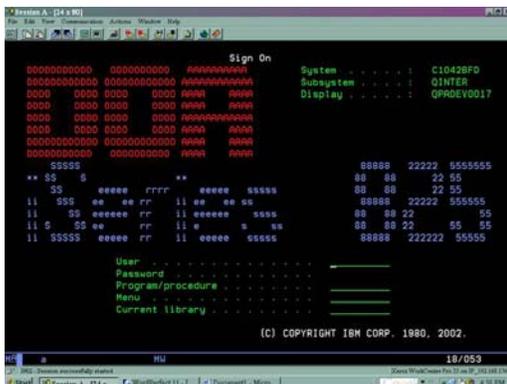
The Government of Guam Department of Administration's Financial Management System, the Financial Budget and Accounting Information Systems (BACIS), will assist the Bureau in tracking all drawdown and grant expenditures separately from other federal funds in the follow method:

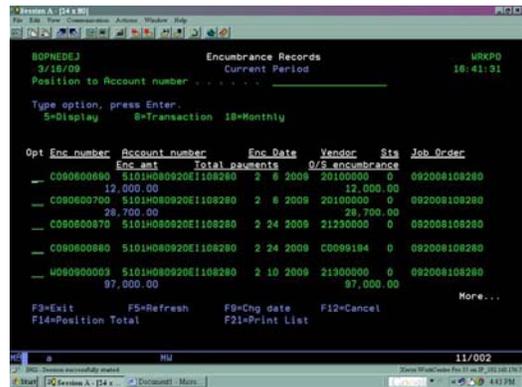
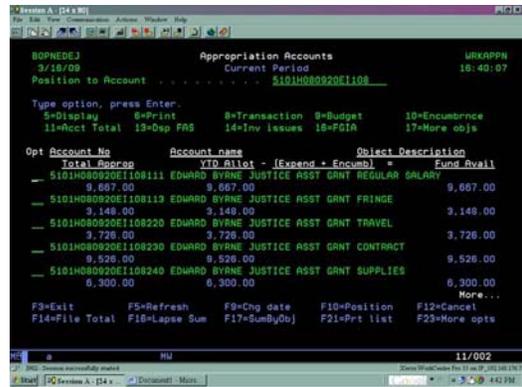
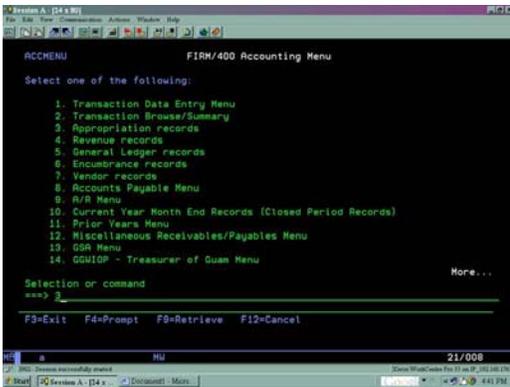
- Request for Establishment/Modification of Account. Each grant awarded to the state is assigned an appropriation account number using the Request for Establishment/Modification

of Account form. This number is unique only to the grant award number. The form is submitted along with the grant award documents, budget detail worksheet, budget narrative, and sub grant budget.

- Sub recipient Grant Award. Upon the establishment of the appropriation account number, the sub recipients grant awards are established. Each sub recipients is assigned a unique grant number that corresponds to the appropriation account number and an assigned work request number. To establish the sub recipients' account, the following documents are processed: Budget by object classification request, signed Memorandum of Understanding, signed work request, signed certifications, project proposal and project budget.
  - A Budget by Object Classification Form will be sent out to the sub grantee along with a copy of the approved budget. The sub grantee needs to indicate in the form funding amounts by object class.
  - A MOU, Work Request Form, and Certified Assurances will be prepared and submitted to the sub grantee for signature.
  - The signed MOU, Work Request Form, and Certified Assurances will be sent to Bureau of Budget and Management Research, the Office of the Attorney General, and the Governor's Office for signature.
  - The completed MOU, Work Request Form, and Certified Assurances will be sent to the Department of Administration (DOA). DOA will assign an account number to the line agencies work request, and a contract number will be assigned to the judicial branch work request.
- BACIS. An appropriation account number has been assigned. The Bureau can now view BACIS and enter the JAG Recovery Act appropriation account number to view all projects that have been established (encumbered) under the JAG Recovery Act appropriation account number.

The Bureau can also keep track of all encumbrances and expenditures for each sub grant account number.





Run Date . : 3/16/09  
 Run Time . : 16:42:55  
 Fiscal Year: 0000 Fiscal month :

PURCHASE ORDERS

Page . : 1  
 Program: PRTP0

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ACCOUNT NUMBER : 5101H080920E1108\*\*\*

Enc number	Account number	Enc date	Vendor	Sts	Job order	DpDv	Enc amt	Total payments	O/S encumbrance
C090600690	5101H080920E1108280	2/ 4/2009	20100000	0	092008108280	0600	12,000.00	.00	12,000.00
C090600700	5101H080920E1108280	2/ 4/2009	20100000	0	092008108280	0600	28,700.00	.00	28,700.00
C090600870	5101H080920E1108280	2/24/2009	C0099134	0	092008108280	0600	.00	.00	.00
C090600880	5101H080920E1108280	2/24/2009	C0099134	0	092008108280	0600	.00	.00	.00
W090900003	5101H080920E1108280	2/10/2009	21300000	0	092008108280	0900	97,000.00	.00	97,000.00
W090900004	5101H080920E1108280	3/ 9/2009	21200000	0	092008108280	0900	38,000.00	.00	38,000.00
W090900005	5101H080920E1108280	3/ 9/2009	21200000	0	092008108280	0900	54,500.00	.00	54,500.00
W090900007	5101H080920E1108280	2/16/2009	21200000	0	092008108280	0900	.00	.00	.00
W090900008	5101H080920E1108280	3/ 9/2009	21200000	0	092008108280	0900	20,500.00	.00	20,500.00
W090900010	5101H080920E1108280	2/13/2009	21200000	0	092008108280	0900	85,246.00	.00	85,246.00
FINAL TOTALS							335,946.00		335,946.00

## Recovery JAG Timeline

### FY 2009 - 2012 Recovery Act Edward Byrne Memorial Justice Assistance Grant Program

	2009				2010				2011				2012			
	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
Recovery Act Edward Byrne JAG Application Development	X	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 to be specific to Recovery Act JAG		X														
Sub grantees invited to make application for competitive grant process (announcement emailed; instructions and application placed on BSP website)		X														
Recovery Act JAG grant acceptance and receipt of federal funding			X													
Sub grant application deadline		X														
Competitive grant applications reviewed and funding decisions made by SAA Office		X														
Successful applicants notified. Sub grantee Memorandum of Understanding executed			X													
Sub grantee Project Director/Financial Officer/Procurement Training to outline responsibility for managing a Recovery JAG sub grant at a fiscal and programmatic level, including required performance measures and reporting requirements			X													
Beginning of sub grant mou and work request (October 1, 2009 to September 30, 2011) and grant funded program activities				X												
Quarterly financial reporting ( <i>Sub grantee submits report 5 days after quarter ends. SAA submission to BJA is 15 days after the quarter ends.</i> )			X	X	X	X	X	X	X	X	X	X	X	X	X	X
Quarterly program reporting and assessment of program activities. ( <i>Sub grantee submits report 5 days after the quarter ends. SAA submission to BJA is 15 days after the quarter ends.</i> )			X	X	X	X	X	X	X	X	X	X	X	X	X	X
Sub-grantee final reporting and closeout (Due 30 days after project end date)											X					
Recovery Act JAG final reporting and grant closeout																X

The Recovery JAG funds project duration is from October 1, 2009 to September 30, 2011. This time frame will give the Guam SAA staff a year in a half to re-obligate deobligated (and interest) funds by end of federal grant award period which is September 30, 2013. As with the Formula JAG funding, awards will be issued after a competitive grant solicitation process where sub grant applications are received and reviewed by SAA staff. Awards will be made to applicants whose project applications and proposals:

- Have ability to create or preserve jobs and promote economic recovery.
- Address a priority problem/program area identified in the FY 2009 – 2012 Multi Year Strategy for Drug Control, Violent Crime and Criminal Justice Systems Improvement.
- Clearly identify the need through use of statistics/information.
- Include research or evidence-based programming or activities.
- Include goals and objectives which are time-framed and measurable.
- Include a budget which is reasonable and justified including a cost basis.
- Clearly describe the method(s) to be used to measure the success of the project.
- Describe the involvement and mutual support within the community, describes the impact on other agencies and organizations and explains how the project makes the best use of resources.
- Present a clear and compelling case for funding, employs best practices, and/or demonstrates a high probability of success.
- Show evidence that the applicant has successfully managed projects in the past and those previous projects were successful, and were managed effectively and applicant complied with all administrative and reporting requirements.
- Program is innovative or addresses a significant problem in a creative way.
- Shows applicant agency ability to provide timely (within 5 days of quarter end date) and accurate quarterly financial and programmatic reports, including reporting on performance measures established under the Recovery Act (jobs saved and jobs retained by type).

## Recovery JAG Performance Measures

The Bureau of Statistics and Plans developed semi annual report forms for the JAG Formula grant program which collect project performance measures which are specific to the authorized purpose areas of the JAG to assess whether grant objectives are being met. These forms will be revised to reflect quarterly reporting of performance measures. They will be revised to include the performance measures established for the Recovery JAG funding which include number of jobs saved (by type) and number of jobs created (by type) due to Recovery Act funding and will include any new performance measures specific to the JAG Program.

Within 5 days of each quarter end date, sub grantees will be required to provide to the Bureau data regarding jobs saved and created, as well as information regarding JAG Recovery funds expended or obligated. This data will then be aggregated and reported to the Bureau of Justice Assistance within 10 days of each quarter end. The more comprehensive quarterly financial and programmatic sub grant reports will be due to the Bureau within the regularly required 30 days after the end of each calendar quarter of the sub grant.

To assist in fulfilling the accountability objectives of the Recovery Act, 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. In addition, applicants must discuss their data collection methods in the application. The following are required measures for awards made under the Recovery Act.

Objective	Performance Measures	Data the grantee provides for 3-month reporting period	Description
Recovery Act: Preserving Jobs	Number of jobs saved by type due to the Recovery Act Funding	a) How many jobs were prevented from being eliminated with the Recovery Act funding during this reporting period?	An unduplicated number of jobs that would have been eliminated if not for the Recovery Act funding during the three-month quarter. Report this data for each position only once during the grant. A job can include full time, part time, contractual, or other employment relationship.
		b) How many jobs were eliminated within the last 12 months were reinstated with Recovery Act funding?	
Recovery Act: Creating Jobs	Number of jobs created by type due to Recovery Act funding	How many jobs were created with Recovery Act funding this reporting period?	An unduplicated number of jobs that created due to Recovery Act funding during the three-month quarter. Report this data for each position only once during the grant. A job can include full time, part time, contractual, or other employment relationship.