



# FY 2025 - 2029

## Guam's Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement

March 28, 2025

Bureau of Statistics and Plans  
Government of Guam

P.O. Box 2950  
Hagåtña, Gu 96932  
Tel: (671) 472-4201/2/3  
Fax: (671) 477-1812  
Web: [bsp.guam.gov](http://bsp.guam.gov)



## Table of Contents

|                                                                           |            |
|---------------------------------------------------------------------------|------------|
| <b>EXECUTIVE SUMMARY .....</b>                                            | <b>4</b>   |
| <b>I. STRATEGY DEVELOPMENT PROCESS AND COORDINATION EFFORTS .....</b>     | <b>5</b>   |
| A. STRATEGY PLANNING DEVELOPMENT PROCESS.....                             | 6          |
| B. COORDINATION EFFORTS .....                                             | 8          |
| ▪ Federal Participation in Strategy Development: .....                    | 8          |
| ▪ Coordination with Other State Agencies and Funded Programs: .....       | 9          |
| ▪ Coordination among Federally-Funded Programs.....                       | 9          |
| C. STATEMENT OF THE PROBLEM .....                                         | 10         |
| ▪ Nature and Extent of the Problem.....                                   | 10         |
| ▪ Law Enforcement Priority.....                                           | 10         |
| ▪ Treatment and Rehabilitation Priority .....                             | 38         |
| ▪ Technology Improvement Priority.....                                    | 43         |
| ▪ Community Awareness Contribution to Law Enforcement Effort .....        | 49         |
| ▪ Resource Needs and Gaps in Services .....                               | 51         |
| <b>II. GUAM'S PRIORITY ISSUES AND PROPOSED PROGRAM REPOSSES.....</b>      | <b>83</b>  |
| A. Law Enforcement Priority.....                                          | 84         |
| ▪ Multijurisdictional Drug Task Forces .....                              | 84         |
| ▪ Sexual Assault and Violent Crime Programs.....                          | 87         |
| ▪ Sexual Assault Prosecution Program .....                                | 89         |
| ▪ Prison Rape Elimination Act (PREA) Program.....                         | 92         |
| ▪ National Incident-Based Reporting System (NIBRS) Compliance .....       | 95         |
| B. Planning, Evaluation, and Technology Improvement Priority.....         | 97         |
| ▪ Criminal Justice Information Systems Improvement Program.....           | 97         |
| ▪ Video Conferencing Technology .....                                     | 99         |
| C. Drug Treatment and Rehabilitation.....                                 | 102        |
| ▪ Therapeutic Community or Aftercare and or Continued Care Programs ..... | 102        |
| ▪ Correctional Treatment and Rehabilitation.....                          | 105        |
| <b>References:.....</b>                                                   | <b>108</b> |
| <b>APPENDICES .....</b>                                                   | <b>113</b> |
| <b>Appendix A: Stakeholders Meeting .....</b>                             | <b>114</b> |
| <b>Appendix B: Public Review.....</b>                                     | <b>118</b> |

## 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 State Administering Agency (SAA) for the Byrne Formula Grant Program. The Bureau of Statistics and Plans works in collaboration with Guam's Law Enforcement and Criminal Justice, Education System, Substance Abuse Treatment, Public Housing, and Public Health entities to identify areas of programmatic need (problems) related to illicit drugs and violent crime and systems improvement and methods of targeting these areas of need (solutions) through Guam's Multi Year Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement. The purpose of Guam's Multi Year Strategy 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 (JAG) 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 2025 – 2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement is a continuation of past plans to meet the grant program's objectives while also balancing significant funding reductions to the grant program. It reflects that Guam will use the Edward Byrne Memorial Justice Assistance Grant funds to address improving the functioning of Guam's criminal justice system with the limited local revenue resources. The strategy pulls together limited resources and targets them to programs to prevent or reduce crime and violence, and which permits capacity building, which could not have otherwise been implemented. The plan outlines the types of programs to be funded by JAG award and provides a brief analysis of the need for the programs. The plan identifies statewide priorities and planning, and anticipated coordination efforts involving JAG and related justice funds. It is the intent of the strategy to secure the safety of our island community based on capacity building for public safety, crime prevention programs that are effective, for preparedness, technology improvement and commitment of shared resources.

The strategic plan was developed through a ranking process by criminal justice professionals and other stakeholders using an online survey method. This method resulted in the selection of Guam's top five priorities. Based on the top five priorities, the Bureau gathered the data and information to support the plan from our criminal justice agencies and resource partners. Guam's priority areas in the FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement are:

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

## **I. STRATEGY DEVELOPMENT PROCESS AND COORDINATION EFFORTS**

### **State Administering Agency**

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

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

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

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

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

## A. STRATEGY PLANNING DEVELOPMENT PROCESS

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

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

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

- Office of the Attorney General
- Guam Police Department
- Department of Corrections
- Judiciary of Guam
- Department of Youth Affairs
- Guam Customs & Quarantine Agency
- Guam Behavioral Health & Wellness Center
- Department of Public Health and Social Services
- Guam Homeland Security
- Jose D. Leon Guerrero Port Authority of Guam, Port Police Division
- A.B. Won Pat Guam International Airport Authority, Airport Police Division
- Guam Housing & Urban Renewal Authority
- Department of Public Works, Office of Highway Safety
- Governor's Federal Programs Office
- Guam Department of Education
- Public Defender Services Corporation
- Legislative Committees on Education, Public Safety and the Arts; Emergency Response, Military and Veteran Affairs, Border Safety and Mayors Council; Environment, Revenue and Taxation, Labor, Procurement, and Statistics, Research, and Planning; and Health, Land, Justice, and Culture

The Bureau conducted an online stakeholder survey, more specifically, the Edward Byrne Memorial Justice Assistance Grant Program Stakeholder Survey on February 26, 2024. The survey

was emailed to various law enforcement, criminal justice, behavioral health and indigent services stakeholders to aid in establishing the priorities and programs and to identify unmet systems needs for Guam's FY 2025 - FY 2029 Strategy for Drug Control, Violent Crime and Criminal Justice Systems Improvement. The Bureau worked with a research associate to analyze the online survey results. The research associate used a rank value analysis to establish an ordering of importance, ranging from the top 3 to the top 8. This determination of ordering involves assigning numerical values to each rank, with higher importance ranks receiving higher values. These values are then summed to calculate a rank value, which is subsequently ordered. Resulting from the analysis, the results of the survey identified the following Priority Areas by rank:

- 1 – Law Enforcement
- 2 – Planning, Evaluation & Technology Improvement
- 3 – Drug Treatment & Enforcement
- 4 – Corrections & Community Corrections
- 5 – Prevention and Education

The Stakeholder Survey also identified the following most challenging issues facing Guam's criminal justice stakeholders by order of importance:

- 1 – Opioids/Methamphetamine/Other Drugs
- 2 – Violent Crime
- 3 – Resources for Data & Sharing
- 4 (tied) – Sexual Assault and Juvenile justice/delinquency prevention
- 5 – Jail/Prison Overcrowding

Following the conclusion of the survey and the analysis, the Bureau held a Stakeholders Meeting on June 27, 2024 to discuss the results of the survey that was conducted and to adopt the results of the survey or to determine the priority areas for Guam's FY 2025 –FY 2029 Multi Year Strategy based on the needs of Guam's law enforcement and criminal justice partners. Following the discussions of the survey results, the Bureau also addressed the Resources Needs, Gaps in Services, and Coordination of Federally Funded Programs to clearly define the needs of our criminal justice and law enforcement community and to avoid the duplication of services. The following agencies were represented at the meeting: Office of the Attorney General, Guam Police Department, Department of Corrections, Judiciary of Guam, Department of Youth Affairs, Guam Customs & Quarantine Agency, Guam Behavioral Health & Wellness Center, A.B. Won Pat Guam International Airport Authority, Airport Police Division, the Public Defender Services Corporation, and the Judiciary of Guam. The outcome of the meeting resulted in the adoption of the priorities identified from the survey to address in the development of the FY 2025-2029 Multi Year Strategy. The priority areas are the following:

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

However, due to the availability of data and information, and the resources necessary to accurately develop the Multi-Year Strategic Plan, the Bureau determined that it will focus efforts on the top three (3) priority areas and the identified programs. These priorities are Law Enforcement, Planning, Evaluation & Technology Improvement, and Drug Treatment and Rehabilitation. Depending on the changing needs and or circumstances of Guam's law enforcement and criminal justice stakeholders, the priority areas of Corrections and Community Corrections and the Prevention and Education, or another identified priority need, can be addressed in future updates to the Strategic Plan.

The priority areas identified are in line with the key points established by 2024 National Drug Control Strategy wherein Guam will address and coordinate the following:

- Expanding access to evidence-based treatment;
- Enhancing evidence-based harm reduction efforts;
- Reducing the supply of illicit substances in the Homeland; and
- Cracking Down on the Global Suppliers of Illicit Drugs and Related Criminal Networks.

Guam's ultimate long-term goals are to eliminate drug use, to reduce violent crime and to improve the functioning of the criminal justice system. The project objectives to achieve these goals include the following: (1) establishing funding priorities, distribute funds, and provide ongoing monitoring and assistance to sub recipients; (2) reducing the violent index crime rate by 3%-5% for Guam by September 30, 2029; (3) reducing the property index crime rate by 3%-5% for Guam by September 30, 2029; and (4) implement Guam's Criminal Justice Records Improvement Integration by September 30, 2029.

## B. COORDINATION EFFORTS

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

- Federal Participation in Strategy Development:

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

- Coordination with Other State Agencies and Funded Programs:

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

- Coordination among Federally-Funded Programs

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

- Additional Strategic Planning/Coordination Efforts

The Bureau of Statistics and Plans is an active member on Guam's Criminal Justice Automation Commission (CJAC) and we also work closely with the State Epidemiology Outcome Working Group. The Bureau's staff also keeps abreast of issues pertaining to Guam's Guam Coalition against Sexual Assault and Family Violence, and also works collaboratively with the Guam State Clearinghouse Program and the Governor's Public Safety Special Staff Assistant in consultation with our sub grantees.

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

## C. STATEMENT OF THE PROBLEM

- Nature and Extent of the Problem

### Guam's Profile:

Guam is the largest and southernmost island in the Mariana Archipelago. Located in the western North Pacific Ocean, it houses two of the most strategically important U.S. military installations in the Pacific. Guam also serves as a critical distribution center within Micronesia and the rest of the Pacific and Asia because of its ports of entry and air links. In comparison to most Pacific Islands, Guam is one of the most progressive, modern society in the Western Pacific. According to the 2022 Guam Statistical Yearbook, the population for Guam as reported in the 2020 Census is 153,836. Guam's population is multi ethnic and multi racial. Currently, Chamorros comprise the largest ethnic group, accounting for 33% of the total population, Filipinos make up 29%, Whites make up 7%, other Pacific Islanders make up 13% and other ethnic origin or race make up 18%.

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 corrections system, one judicial branch, and one attorney general's office.

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

The Bureau of Statistics and Plans monitors the following sources of community and criminal justice system trends to be able to identify the "Nature and Extent of the Problem in Guam": 2023 Crime In Guam Uniform Crime Report (UCR) National Incident-Based Reporting System; 2023 Correction's population; 2023 Sexual Assault Data; 2023 U.S. District Court Criminal Caseload Statistics; 2023 Judiciary of Guam Caseload Statistics; 2023 Byrne JAG Sub grantee Quarter Progress Reports; 2023 Forensic Science Narcotics Control Data; and other Environmental "scans" of other criminal justice system issues derived from routine contacts and or networking with other agencies.

- Law Enforcement Priority

### Nature and Extent of Guam's Drug Problem:

The nature and extent of Guam's drug problem has not significantly changed over the years. Crystal methamphetamine or "ice" continues to be the most commonly abused illegal drug on Guam, and it has been the prominent drug of choice on Guam over the past three decades. The drug is mostly being smuggled onto the island through the postal services, freight forwarders on Guam, the Port Authority of Guam, and through body/person carriers on flights coming to Guam. Crystal meth mostly comes through from Mexico, and makes its way to planted Guam residences in the continental U.S., which in turn send the drug parcels to dealers on Guam. In the past 5-years, crystal meth has gone from \$1000.00 per gram to the current street value of \$80.00 to \$100.00 per gram, indicating an increased influx of methamphetamines into the island. This surge in supply

likely means local authorities and communities could be facing even greater challenges in combating the meth problem on Guam.

The Guam Behavioral Health & Wellness Center (GBHWC) and law enforcement officials report that crystal methamphetamine abuse is evident throughout Guam's population. Methamphetamine abuse spans all ethnic, cultural, and age groups some as young as 10 years old.

Interdiction efforts for methamphetamine is becoming to be a daunting challenge for law enforcement with the huge quantity and influx of mail, cargo, equipment, and all other merchandise coming to Guam. The amount of daily cargo to Guam and the resources needed to stem the flow of drugs far exceeds existing and available manpower, equipment and funding, in addition to the laws and regulations that limit the efforts of law enforcement actions.

As far as illegal manufacturing of illicit drugs/narcotics on Guam, this has been few and far between in the past 10 years. There has only been a handful of small production attempts, mainly for crystal methamphetamines. Guam's pro-active approach in monitoring precursors used in such manufacturing process has helped to stem the development of illegal crystal meth laboratories. Continued funding for training, equipment, and additional manpower is still needed to maintain the low count of manufacturing attempts.

Cocaine is another alarming illegal drug that is making a resurgence in Guam as law enforcement agencies are reporting a recent rise in the volume of cocaine seizures. Presently, law enforcement agencies do not know where most of the cocaine arriving on Guam is coming from. Speculations, at this time, is that cocaine is ordered through the internet's "Dark Web" sites, where in turn, the orders go through brokers who may be getting the cocaine from a variety of sources coming from China, other Asian countries, Europe, Mexico, the Middle East, and imported through any/all means of receiving merchandise via cargo and mail into Guam. As with crystal meth, cocaine can also be imported through Guam contacts that are imbedded stateside, ordering from the Dark Web or from Mexico, then shipped to Guam via freight forwarders, U.S. Mail, body/person carriers on airlines or sea vessels.

The current street value of the drug is around \$300.00 per gram. Recent news article reported approximately 29 brick-shaped packages, each probably weighing about one kilogram, estimated to weigh about 64 pounds of cocaine were found washed up along the coastline in southern Guam back in December 2023. According to the DEA Special Agent on Guam, it is rare for the drug to wash up on Guam shores and federal officials suggest the drugs could have been from an illegal shipment possibly headed to Australia, New Zealand or elsewhere in Asia. This is not the first time that cocaine has washed up along Guam's coastlines. Back in 2018, more than six pounds of cocaine washed up on Guam's shores and led to multiple arrests in addition to a 50-gallon container filled with cocaine that was also later found on the shores of Inalåhan (southern village in Guam). Presently, cocaine is one of the party drugs that is mostly, but not exclusively, distributed/sold at the local night clubs. Although this may sound like it should not be a problem for law enforcement to catch those using, but in fact, it is even harder, because the drug dealer's control everything in the clubs and have eyes and ears throughout the club scene. According to law enforcement, you have to be a trusted client to obtain the drug.

Other news articles reported that Guam's Customs and Quarantine Agency detained a passenger with suspected cocaine in plastic straws smuggled in between clothing apparel arriving from Hawaii. Officers also found a resealable bag which contained other plastic bags with residue suspected of being drugs. Field tests performed on the suspected drugs yielded a presumptive positive for cocaine.

Fentanyl has just started to show its face on Guam. There have not been any major seizures of fentanyl, however, GPD and Federal Law Enforcement agencies are aware of this issue and are working to minimize any illegal increase in supply to Guam. According to GPD, there have been at least 7 reported overdose deaths where fentanyl, along with a combination of other illegal drugs/narcotics such as cocaine, morphine, and methamphetamines, were noted as factors leading to the overdose over the last 4 years. From 2023-2024, GPD and federal partners seized 228 pills (oxycodone/blue M30) with each pill between \$20-\$30. The estimated street value is between \$5,680 - \$6,840.

Fentanyl is a powerful synthetic opioid that is similar to morphine but 100 times more potent and 50 times more potent than heroin as an analgesic. It is a prescription drug that is also made and used illegally. Like morphine, it is typically used to treat patients with severe pain, especially after surgery, or to treat patients with chronic pain who are physically tolerant to other opioids. Drug manufacturers use fentanyl as an ingredient to 'cut' drugs because a minute amount can produce an extreme high, allowing the manufacturer to produce larger batches at a much lower cost, with a much larger profit gain. In prescription form, Fentanyl is known by such names as lollipops (Actiq®), effervescent buccal tablets (Fentora™), sublingual tablets (Abstral®), sublingual sprays (Subsys™), nasal sprays (Lazanda®), transdermal patches (Duragesic®), and injectable formulations. In its illegal form, street names include Apace, China Girl, China Town, Dance Fever, Friend, Goodfellas, Great Bear, He-Man, Jackpot, King Ivory, Murder 8, Poison and Tango & Cash.

An emerging drug problem that could potentially have a devastating effect in Guam is the rising use of opioids. The increasing use of opioids in Guam has gained attention from federal and local law-enforcement agencies, healthcare providers and non-profit organizations who are hoping to combat the issue before it grows into an epidemic similar to that being seen in the states. Although reports from our law enforcement agencies have not seen the level of opioid addiction problems experienced in the continental United States, law enforcement officials are concerned Guam might be facing similar issues as the numbers continue to climb. Both local and federal law enforcement agencies are closely monitoring opioid related cases and looking for possible crime trends or patterns to mitigate it from becoming a potential crisis on island.

Although the Guam Police Department's Forensic Science Bureau (FSB) has not seen a drastic increase in opioid related forensic cases, it is an emerging concern. Between 2021 and 2022, the FSB received 12 opioid cases, completed 10 cases, and performed 412 examinations with results for morphine, morphine sulfate, methadone, oxycodone/acetaminophen, hydromorphone, and tramadol. In 2023 alone, the FSB received 3 opioid related cases, completed 2 cases, and performed 63 examinations with results for codeine/acetaminophen, buprenorphine/naloxone, oxycodone/acetaminophen, and hydrocodone/acetaminophen.

The Salvation Army Lighthouse Recovery Center (LRC) provides residential and outpatient treatment for individuals with substance use disorders. From 2021 to 2023, a total of 482 clients were served according to Ms. Valerie Reyes, Executive Director of the LRC. The type of substances being treated include Stimulant Use Disorders, with crystal methamphetamine use being the highest. The drug trend that LRC is experiencing is more and more meth use, less alcohol use, and a steady increase in opioid use amongst the clients served.

Data provided by the Guam Department of Public Health and Social Services Prescription Drug Monitoring Program; report over 16,755 opioid prescriptions were dispensed in 2023, 18,599 in 2022 and 19,119 in 2021. It should be noted the information does not reflect all opioid use on island as it does not include the information for the Guam Memorial Hospital Authority (GMHA), Veterans Affairs, and the U.S. Naval Hospital as it is not required for them to report.

Project PATH (Preventing Addiction Through Health Empowerment) was established in 2022 under the SPF-Rx Grant awarded by the Substance Abuse and Mental Health Services Administration (SAMHSA). Project PATH aims to reduce the misuse of opioid, illicit drug, and prescription drug misuse on Guam by educating the community around the potential dangers of misusing these substances.

Project PATH partnered with the Guam State Epidemiological Outcomes Workgroup (SEOW), the longest running prevention data workgroup on the island, to collate existing data sources in Guam and create a baseline profile of opioid and other substance use in Guam. According to the Baseline Profile of Opioid Use on Guam, developed by Dr. Annette M. David and Karina Jo C. Reyes for GBHWC, approximately 10.4% of adults reported illicit drug use other than marijuana; 3.5% of adults reported taking prescription drugs that were not prescribed for them; and 3.3% reported using narcotic pain reliever.

The Youth Risk Behavior Surveillance System (YRBSS), another existing population surveillance data scan, indicates that among Guam's school students, 16% high school students and 7% middle school students reported prescription pain medication misuse such as Oxycontin without a doctor's prescription in 2019. Data is only available up to this point as Guam did not administer the YRBS in 2021 due to the COVID pandemic, and the 2023 survey data have not yet been officially released. Data provided by Guam DPHSS, resulting from a review of non-natural causes of death from 2012-2021, found that accidental drug toxicity was among the top 6 causes of non-natural deaths in 2012, 2013, 2020 and 2021.

Data from TOHGE Guam, a Guåhan Peer Support Cultivation Foundation, reports that a survey of Tohge's clients and peers revealed nearly 10% have misused opioids. TOHGE is a recovery community organization that provides peer support services for those who continue to struggle with a mental health and/or substance use disorders. The report further provides that in 2023, the Office of the Chief Examiner reported that 89 accidental deaths were investigated, of which drug overdose accounted for majority of these deaths. Of the 41 cases of accidental death by drug use and abuse, methamphetamine was involved in 37 deaths and morphine and codeine accounted for 1 death each. The report also indicated that Guam Police Department (September 2024) reported 7 deaths by fentanyl overdose over the last 4 years along with the Guam Customs and Quarantine Agency reporting seizures of fentanyl in 2022,

with subsequent amounts confiscated in 2023 and 2024.

According to the SEOW, population data indicate that a small but growing proportion of both youth and adults admit to using others' prescription drugs. Taken altogether, the data compiled indicate there is sufficient evidence to warrant heightened vigilance against opioid use and increased community outreach and education to inform the public about the potential harms from these substances.

On March 20, 2023, Governor Lou Leon Guerrero signed into law "The Guam Opioid Overdose Prevention Act of 2023" as P.L. 37-2. The Act provides Guam's first responders and community service providers with the tools they need to save the lives of individuals experiencing an opioid overdose.

On July 12, 2023, the Governor signed Public Law 37-27 that provides additional safeguards to protect the community from opioid overdoses by authorizing expedient provision and distribution of opioid antagonists to the community, expanded testing for fentanyl, and preventing higher life insurance rates for individuals rehabilitating from opioid addiction.

Under the Guam Opioid Overdose Prevention Act of 2023, Naloxone kits have been made available for public access via a vending machine free of charge, providing easy access to the medication 24/7. The vending machine is located outside the main entrance of the Guam Behavioral Health & Wellness Center and is consistently refilled on a weekly basis. According to Project PATH, 569 naloxone kits were distributed via the vending machine between March 2024-October 2024, 99 kits were distributed through in person trainings between March 2024-October 2024, and 432 individuals were trained in Opioid Overdose Response from January 2024-October 2024. However, the demand is high, and GBHWC is not able to procure more naloxone quickly enough to keep the machines filled. GBHWC is also not able to capture data on how often the naloxone kits successfully reverses opioid overdoses (reversals). The only information GBHWC has about such reversals come from reports from other clients, rather than their own data collection.

Guam legalized medical marijuana in 2014 under the Joaquin "KC" Concepcion II Compassionate Cannabis Use Act of 2013, Public Law 32-237. The rules and regulations for the Act were implemented in 2019 under 26 Guam Administrative Rules (GAR), Public Health and Social Services Division 1, Chapter 11, The Joaquin (KC) Concepcion II Compassionate Cannabis Use Act of 2013. The rules and regulations include the process for obtaining registry identification cards by qualified patients, primary caregivers, responsible officials and designated couriers; the process for obtaining medical cannabis licenses and Permits to Operate by commercial cultivation facilities, commercial manufacturing facilities, medical cannabis dispensaries and medical cannabis testing laboratories; standard operating procedures for inspecting licensed medical cannabis business facilities; procedures for the reporting, destruction, and disposal of marijuana and marijuana products; and the required standards to operate a medical cannabis testing laboratory. Under 10 Guam Code Annotated (GCA), Chapter 12, Article 25, the Medical Cannabis Regulation Commission defines the membership and duties of commission members.

In April 2019, the Guam Cannabis Industry Act of 2019 was passed under Public Law 35-5, or better known as the Recreational Marijuana Law. The new law allows individuals 21 years and older to possess up to an ounce of marijuana and adults can grow no more than six plants for their personal use. The law mandates the Cannabis Control Board, a nine-member board, to oversee the testing, manufacturing, licensing, packaging and production of marijuana. A cannabis testing facility is required before the industry can move forward, or before any legal sales could begin. Additionally, the law mandates that commercial cannabis license applications must begin processing no later than 90 days after the regulations become effective. The rules and regulations came into effect May 2022, and the Department of Revenue and Taxation (DRT) began accepting applications for responsible official cannabis identification cards on August 2022. The Guam Cannabis Industry Act of 2019 still imposes restrictions, including that it is illegal to drive under the influence of marijuana and it is also illegal to consume it in public. According to officials, the law, strengthens the protection of the youth with more directed regulations. Employers, including the Government of Guam, are still required to abide by Drug-Free Workplace policies.

The Federal Drug Enforcement Administration (DEA) policies still strictly enforce Marijuana laws under Title 21 U.S Code - Controlled Substances Act. In contrast, under the Guam Code Annotated (GCA), marijuana has been removed from the controlled substance list making the prosecution of offenders under Guam law difficult. Since the legalization of marijuana on Guam, DEA has not sequestered marijuana at the federal level, except in cases of large plantations; or significant quantities being imported to or through Guam. Guam Customs finds it difficult to charge marijuana related offenses due to the removal of marijuana as a controlled substance locally while still enforcing Federal Statutes.

In 2023, the Department of Public Health & Social Services announced to importers, distributors, manufacturers and retailers on Guam that both local and federal law prohibit selling cannabis-infused foods. The U.S. Food and Drug Administration does not recognize CBD, THC or other cannabis-derived compounds as safe for use as ingredients in food. Guam law doesn't allow the use of food additives that are not considered safe under federal law. As a result, cookies, brownies and other food products that have CBD, THC, or other cannabis-derived compounds that are manufactured or sold commercially are illegal according to the Public Health announcement. Regulatory enforcement may include fines and the suspension of sanitary permits.

Most legitimate CBD products are produced by those in the cannabis industry who follow stringent processes and applications to ensure that CBD is manufactured according to the law. These companies are required to have their CBD products undergo laboratory testing in order to screen for THC content. By law, hemp derived CBD products contain less than .03% THC. This is a legal loophole that some cannabis manufacturers exploit with other products such as Delta-8, Delta-9, and Delta-10 THC (tetrahydrocannabinol). As of now, there is no nationwide listing of manufacturers who are considered acceptable as far as being approved. The other issue with Guam receiving these items is that they violate interstate commerce laws, depending on the state that manufactured them.

The recent passage of Bill No. 250-37, An Act to Add a New Chapter 94 to Title 9, Guam Code Annotated Relative to Establishing a Multi-Agency Unified Law Enforcement Group (MAULEG) for the Purposes of Suppressing the Importation, Distribution, and Selling of Narcotics and Illicit

Drugs on Guam was signed by the Governor of Guam on December 23, 2024 (Public Law 37-134).

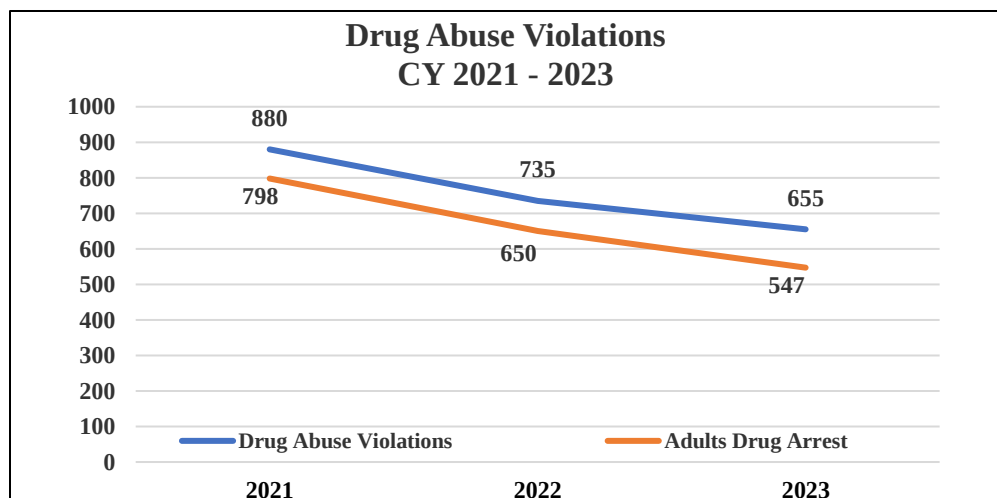
Bill No. 250-37 acknowledges the increased trafficking of narcotics and illicit drugs in Guam, and such illegal activity has had and will continue to have a substantial effect on the health and general welfare of the people of Guam. Narcotics and illicit drugs have consistently been intercepted through various methods such as air, postal, cargo, and through other means. The MAULEG program will enhance the work of the Police Officers Standards and Training (POST) Commission by standardizing training across all the law enforcement agencies on Guam. It will create a pool of resources capable of providing support and expertise in utilizing critical intelligence, sources of information and covert/undercover operations to determine areas of concerns to develop effective strategies that allow for the identifying of perpetrators, and detecting and disrupting the efforts to import, distribute and the sale of narcotics and illicit drugs in Guam.

The MAULEG Program will comprise of law enforcement personnel from local law enforcement agencies from the island of Guam, joint federal task forces, and other relevant agencies as deemed necessary to aid in the suppression, importation, distribution, and sale of narcotics and illicit drugs in Guam. MAULEG will operate with the objective of maintaining the safety and security of the people of Guam through a collaborative, proactive enforcement approach.

#### Drug-Related Incidents:

##### *Drug Arrests:*

Drug abuse encompasses all violations of Guam’s drug laws. These are offenses such as unlawful possession, sale, use, growing and manufacturing of drugs. According to the *2023 Crime in Guam Uniform Crime Report National Incident-Based Reporting System*, a total of 655 drug abuse violations were reported, and of the total amount, 547 offenders were arrested. Of the total offenders arrested, adult offenders represented 84 percent and juveniles represented 14 percent. The change in the number of offenses involving drugs decreased 11 percent when compared to the 735 drug violations reported in 2022. Adult drug arrests decreased 16 percent as compared to 650 arrests reported in 2022.



Source: Guam Police Department: 2023 UCR NIBRS

Drug abuse violations committed range from the earliest age of 10 years to 70 years old. The most predominate age reported for drug abuse violation are the age groups between 26-45 years old followed with age group as early as 10 years old to 20 years old. Of the ethnic groups reported in the UCR NIBRS, drug abuse violations are most predominate with Native Hawaiian/Pacific Islanders. The following table provides a breakdown of the drug abuse violations of arrested persons by age from 2021 - 2023.

| <b>Drug Abuse Violations, Arrested Persons by Age</b>       |             |             |             |              |
|-------------------------------------------------------------|-------------|-------------|-------------|--------------|
| <b>Age Type</b>                                             | <b>2021</b> | <b>2022</b> | <b>2023</b> | <b>Total</b> |
| 10 - 20 Years                                               | 14          | 86          | 108         | 208          |
| 21 - 25 Years                                               | 72          | 57          | 55          | 184          |
| 26 – 30 Years                                               | 120         | 91          | 100         | 311          |
| 31 - 35 Years                                               | 149         | 118         | 97          | 364          |
| 36 - 40 Years                                               | 139         | 122         | 98          | 359          |
| 41 - 45 Years                                               | 100         | 87          | 90          | 277          |
| 46 - 50 Years                                               | 74          | 78          | 41          | 193          |
| 51 - 55 Years                                               | 37          | 43          | 44          | 124          |
| 56 - 60 Years                                               | 19          | 23          | 14          | 56           |
| 61 - 65 Years                                               | 16          | 7           | 3           | 26           |
| 66 - 70 years                                               | 0           | 3           | 3           | 6            |
| 71 - 75 Years                                               | 0           | 1           | 0           | 1            |
| 76 - 80 Years                                               | 0           | 0           | 0           | 0            |
| 81+                                                         | 0           | 1           | 0           | 1            |
| <i>Source: Guam Police Department: 2021- 2023 UCR NIBRS</i> |             |             |             |              |

Of the drug abuse violation trends, illegal possession of a controlled substance is the predominate type of possession reported averaging 564 annually between 2021-2023. The following table highlights the major types of possession charges reported.

| <b>Drug Abuse Violations, Trends by Type of Possession Charge</b>                   |             |             |             |
|-------------------------------------------------------------------------------------|-------------|-------------|-------------|
| <b>Type</b>                                                                         | <b>2021</b> | <b>2022</b> | <b>2023</b> |
| Possession - Illegal Delivery, Dispensing or Manufacturing (Schedule I, II or III)  | 132         | 71          | 66          |
| Possession – Illegal Delivery, Dispensing or Manufacturing (Schedule IV or V)       | 7           | 1           | 4           |
| Possession – Illegal Delivery, Dispensing or Manufacturing w/a fraudulent Trademark | 15          | 4           | 1           |
| Illegal Possession of a Controlled Substance                                        | 668         | 555         | 469         |
| Illegal Possession of Marijuana (b)(2)(3)                                           | 13          | 28          | 13          |
| Illegal Possession with a Drug Free School Zone (Marijuana)                         | 23          | 38          | 44          |
| Illegal Possession with a Drug Free School Zone (All other Schedules)               | 6           | 14          | 14          |
| Illegal Possession – Use of an Inhalant                                             | 7           | 3           | 9           |
| Distribution of a Controlled Substance within a Drug Free School Zone               | 4           | 2           | 1           |
| Importation of a Controlled Substance                                               | 0           | 3           | 1           |

| <b>Drug Abuse Violations, Trends by Type of Possession Charge</b>    |             |             |             |
|----------------------------------------------------------------------|-------------|-------------|-------------|
| <b>Type</b>                                                          | <b>2021</b> | <b>2022</b> | <b>2023</b> |
| Manufacture or Distribution for Purposes of Unlawful Importation     | 1           | 0           | 0           |
| Possession of Cannabis by Persons under Twenty-One (21) Years of Age | 3           | 16          | 33          |
| Possession on Board Vessel or Aircraft in/or Departing from Guam     | 1           | 0           | 0           |
| <b>Total:</b>                                                        | <b>880</b>  | <b>735</b>  | <b>655</b>  |
| <i>Source: Guam Police Department: 2021- 2023 UCR NIBRS</i>          |             |             |             |

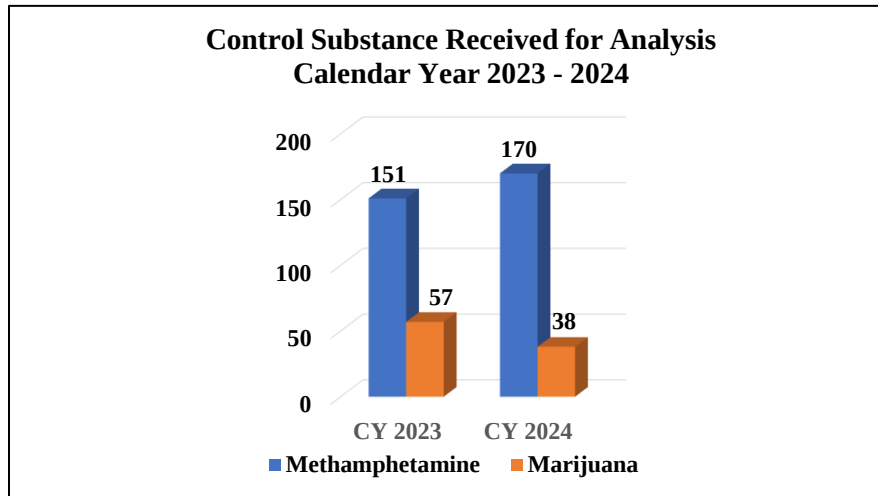
Federal and local law enforcement agencies share in the responsibility for enforcing Guam’s drug laws through multi-jurisdictional efforts. In Calendar Year 2023, the task forces made 77 drug arrests and investigated 89 drug cases. The drug arrest is a 36 percent decrease over the 121 drug arrests in 2022. Of the 77 drug arrests, 72 were for methamphetamine and 3 for cocaine. The task forces reported a 17 percent decrease in drug cases investigated in 2023 of which 85 were for methamphetamine, 2 for marijuana, 1 for cocaine and 1 for prescription medication. The following table is data as reported by the Multi-jurisdictional Task Forces funded under the Edward Byrne JAG program.

| <b>Multi-jurisdictional Task Force</b>                                    |                |                     |                |                     |                |                     |
|---------------------------------------------------------------------------|----------------|---------------------|----------------|---------------------|----------------|---------------------|
| <b>Drug Type</b>                                                          | <b>2021</b>    |                     | <b>2022</b>    |                     | <b>2023</b>    |                     |
|                                                                           | <b>Arrests</b> | <b>Investigated</b> | <b>Arrests</b> | <b>Investigated</b> | <b>Arrests</b> | <b>Investigated</b> |
| Methamphetamine                                                           | 166            | 136                 | 121            | 104                 | 72             | 85                  |
| Marijuana                                                                 | 1              | 0                   | 0              | 1                   | 2              | 2                   |
| Cocaine                                                                   | 1              | 1                   | 0              | 1                   | 3              | 1                   |
| Prescription Med                                                          | 0              | 0                   | 0              | 1                   | 0              | 1                   |
| <b>Total:</b>                                                             | <b>168</b>     | <b>137</b>          | <b>121</b>     | <b>107</b>          | <b>77</b>      | <b>89</b>           |
| <i>Source: DEA, HIS and SVCTF Task Force Quarter Progress Report 2024</i> |                |                     |                |                     |                |                     |

#### *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 2024, the Forensic Science Division received a total of 266 controlled substance cases for analysis and analyzed a total of 235 controlled substance cases submitted by local, federal and off-island law enforcement entities for analysis. Of the 266 controlled substances cases, the two predominant types of drug analyses completed were methamphetamine at 170 or 63.9% and marijuana at 38 or 14.3%.



source: GPD Forensic Science Bureau, 2024 Narcotics Control Data Sheet

Of the 266 controlled substance cases that were submitted in 2024, 88.3 percent of drug analyses were completed. Of the 235 drugs analyzed, 170 were methamphetamine cases, 38 were marijuana cases, 2 were fentanyl residue cases, and 3 were for oxycodone cases. The following table reflects the forensic division requests for drug analysis and analyses completed from Calendar Year 2023 to 2024.

| Type of Agency                                                  | Drug Analysis Submitting by Agency Requesting        |            |
|-----------------------------------------------------------------|------------------------------------------------------|------------|
|                                                                 | 2023                                                 | 2024       |
| Local: Guam Police Department                                   | 179                                                  | 217        |
| Guam Customs & Quarantine Agency                                | 2                                                    | 0          |
| Other:                                                          | 11                                                   | 6          |
| Off-Island: Commonwealth of the Northern Mariana Islands (CNMI) | 3                                                    | 6          |
| Republic of Palau                                               | 31                                                   | 31         |
| Republic of the Marshall Islands                                | 0                                                    | 6          |
| <b>Total:</b>                                                   | <b>266</b>                                           | <b>266</b> |
| Type of Agency                                                  | Drug Analyses Completed by Type of Agency Requesting |            |
|                                                                 | 2023                                                 | 2024       |
| Local: Guam Police Department                                   | 182                                                  | 198        |
| Guam Customs & Quarantine Agency                                | 2                                                    | 0          |
| Other:                                                          | 9                                                    | 3          |
| Off-Island: Commonwealth of the Northern Mariana Islands (CNMI) | 4                                                    | 5          |
| Republic of Palau                                               | 37                                                   | 29         |
| <b>Total:</b>                                                   | <b>234</b>                                           | <b>235</b> |
| Type of Drug Suspected                                          | Drug Analyses by Drug Type Completed                 |            |
|                                                                 | 2023                                                 | 2024       |
| Heroin                                                          | 1                                                    | 0          |
| Other Opiates                                                   | 2                                                    | 7          |
| Cocaine                                                         | 2                                                    | 2          |
| Benzodiazepines                                                 | 2                                                    | 3          |

| Type of Drug Suspected                                                                                                                                                                                                                                                                                                                                                                                | Drug Analyses by Drug Type Completed |            |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------|------------|
|                                                                                                                                                                                                                                                                                                                                                                                                       | 2023                                 | 2024       |
| Amphetamines                                                                                                                                                                                                                                                                                                                                                                                          | 1                                    | 1          |
| Methamphetamine                                                                                                                                                                                                                                                                                                                                                                                       | 151                                  | 170        |
| Marijuana                                                                                                                                                                                                                                                                                                                                                                                             | 57                                   | 38         |
| Fentanyl Residue                                                                                                                                                                                                                                                                                                                                                                                      | 1                                    | 2          |
| Oxycodone                                                                                                                                                                                                                                                                                                                                                                                             | 1                                    | 3          |
| Oxycodone Residue                                                                                                                                                                                                                                                                                                                                                                                     | 0                                    | 1          |
| Barbiturates                                                                                                                                                                                                                                                                                                                                                                                          | 1                                    | 0          |
| Lysergic Acid Diethylamide (LSD)                                                                                                                                                                                                                                                                                                                                                                      | 1                                    | 0          |
| Other Hallucinogen                                                                                                                                                                                                                                                                                                                                                                                    | 0                                    | 0          |
| Others/Synthetic Analgesics                                                                                                                                                                                                                                                                                                                                                                           | 6                                    | 7          |
| Unknown                                                                                                                                                                                                                                                                                                                                                                                               | 10                                   | 7          |
| <b>Total:</b>                                                                                                                                                                                                                                                                                                                                                                                         | <b>234</b>                           | <b>241</b> |
| <i>Source: Guam Police Department Crime Laboratory Narcotics Control Data Sheet , 2024.</i><br><i>Note: The Forensic Science Division is currently not conducting quantitative drug analysis to determine the purity level due to the lack of forensic criminalist. Currently, the Drug Analysis Unit has one Criminalist I processing drug cases with active lead and drug cases going to court.</i> |                                      |            |

### *Drug Seizures:*

The nature and extent of Guam's drug problem has not significantly changed over the years. Record seizures continue to be reported for crystal methamphetamine, or “ice” from postal, cargo, and other drug investigations. Crystal methamphetamine continues to be the most commonly abused illegal drug on Guam, and has been the prominent drug of choice on island for the past three decades. Marijuana remains the second drug of choice. An emerging opioid crisis involving prescription drugs, the introduction of fentanyl, and a resurgence of cocaine have also been reported in recent years. The prevalence of drugs, along with the reported rates of drug and alcohol abuse, domestic violence, and organized crime activity, negatively contribute to Guam’s violent crime problems.

Interdiction efforts for methamphetamine continue to be an overwhelming challenge for law enforcement due to the huge quantity and influx of mail and cargo, as well as passenger travel coming to Guam. The amount of daily cargo to Guam and the resources needed to stem the flow of drugs far exceeds existing and available manpower, equipment and funding. Additionally, laws and regulations limit the efforts of law enforcement actions. With COVID 19 hitting Guam in 2020 and following government-wide shutdowns, seizures particularly of methamphetamine dropped well into 2021 and continued into 2022. With the lack of meth seizures at our borders during COVID, the streets were flooded with meth, making it readily available at \$80-\$100 a gram.

Cocaine is another alarming illegal drug that is making a resurgence in Guam as law enforcement agencies are reporting a recent rise in the volume of cocaine seizures. Presently, law enforcement agencies do not know where most of the cocaine arriving on Guam is coming from. Speculations, at this time, is that cocaine is ordered through the internets "Dark Web" sites, where intern, the orders go through brokers who may be getting the cocaine from a variety of sources coming from China, other Asian countries, Europe, Mexico, the Middle East, and imported through any/all means of receiving merchandise via cargo and mail into Guam in addition to body/person carriers on airlines or sea vessels.

According to the DEA Special Agent on Guam, it is rare for the drug to wash up on Guam shores and federal officials suggest the drugs could have been from an illegal shipment possibly headed to Australia, New Zealand or elsewhere in Asia. Presently, cocaine is one of the party drugs that is mostly, but not exclusively, distributed and sold at the local night clubs. Seizures and arrests are difficult as drug dealer's control every aspect of the club's scene, and according to law enforcement, you have to be a trusted client to obtain the drug.

Fentanyl has just started to show its' face on Guam. There have not been any major seizures of fentanyl. However, the Guam Police reports 7 overdose deaths where fentanyl, along with a combination of other illegal drugs/ narcotics such as cocaine, morphine, and methamphetamines were noted as factors leading to the overdose. From 2023-2024, GPD and federal partners seized 228 pills (oxycodone/blue M30) with each pill between \$20-\$30. The estimated street value is between \$5,680 - \$6,840.

An emerging drug problem that could potentially have a devastating effect in Guam is the opioid crisis. Although reports from our law enforcement agencies have not seen the level of opioid addiction problems experienced in the continental United States, law enforcement officials are concerned Guam might be facing similar issues as the numbers continue to climb. Both local and federal law enforcement agencies are closely monitoring opioid related cases and looking for possible crime trends or patterns to mitigate it from worsening.

The following table reflects Guam's multi-jurisdictional task force drug seizures and value of drugs seized from calendar year 2021 to 2023. Methamphetamine seizures dropped considerably in 2022 due to the pandemic and the limited investigations that were conducted during that time. Most law enforcement personnel were dedicated to assist in quarantine and isolation centers and at various testing and vaccination sites. Seizures in cocaine and prescription medications significantly increased in 2023.

| Multi-jurisdictional Task Force Drug Seizures                                                                                                                                                                                                                                                                                                                                                                                    |                     |                        |                     |                       |                     |                       |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------|------------------------|---------------------|-----------------------|---------------------|-----------------------|
| Drug Type                                                                                                                                                                                                                                                                                                                                                                                                                        | CY 2021             |                        | CY 2022             |                       | CY 2023             |                       |
|                                                                                                                                                                                                                                                                                                                                                                                                                                  | Quantity<br>in gram | Value                  | Quantity<br>in gram | Value                 | Quantity<br>in gram | Value                 |
| Methamphetamine                                                                                                                                                                                                                                                                                                                                                                                                                  | 89669.39            | \$17,929,030.00        | 19213.68            | \$3,098,207.50        | 7570.29             | \$1,271,208.00        |
| Marijuana Grams                                                                                                                                                                                                                                                                                                                                                                                                                  | 11145.86            | \$378,549.20           | 4153.00             | \$83,060.00           | 17400.30            | \$177,276.00          |
| Cocaine                                                                                                                                                                                                                                                                                                                                                                                                                          | 3148.80             | \$365,060.00           | 171.60              | \$31,000.00           | 18464.40            | \$3,697,400.00        |
| Oxycodone                                                                                                                                                                                                                                                                                                                                                                                                                        | 153.10              | \$15,310.00            | 0.00                | \$0.00                | 63 pills            | \$630.00              |
| Fentanyl                                                                                                                                                                                                                                                                                                                                                                                                                         | 0.00                | \$0.00                 | 90.10               | \$18,020.00           | 0.00                | 0.00                  |
| Prescription Medications                                                                                                                                                                                                                                                                                                                                                                                                         | 1565.31             | \$0.00                 | 251.70              | \$25,190.00           | 66160.00            | \$2,976,120.00        |
| <b>TOTAL</b>                                                                                                                                                                                                                                                                                                                                                                                                                     | <b>105682.46</b>    | <b>\$18,687,949.20</b> | <b>23880.08</b>     | <b>\$3,255,477.50</b> | <b>43,434.99</b>    | <b>\$8,122,120.00</b> |
| <i>Note: 1) Oxycodone in 2023 reported in tablet form.</i><br><i>Note: 2) Drug data is compiled from Progress Reports submitted by Drug Task Forces funded under the Eward Byrne Justice Assistance Grant Program. Drug Task Forces are Narcotics Interdiction &amp; Asset Seizing Task Force, Homeland Security Investigation/US Customs Enforcement &amp; Immigration Task Force and the Violent Street Crimes Task Force.</i> |                     |                        |                     |                       |                     |                       |

The Guam Police Department's Special Investigations Section (SIS), through partnerships with business partners and community members looks to identify problem-solving techniques that will proactively address the immediate and long-term conditions that give rise to public safety issues

within our island community. From 2021 to 2023, the SIS made numerous interdiction efforts and arrests. The following table is data on seizures and arrests reported.

| Special Investigations Section (SIS)                                        |           |                |           |                |           |                |
|-----------------------------------------------------------------------------|-----------|----------------|-----------|----------------|-----------|----------------|
| Drug Type                                                                   | 2021      |                | 2022      |                | 2023      |                |
|                                                                             | Grams     | Value          | Grams     | Value          | Grams     | Value          |
| Methamphetamine                                                             | 38,750.00 | \$5,812,612.00 | 7,246.49  | \$1,102,822.00 | 33,781.66 | \$3,378,166.00 |
| Marijuana                                                                   | 8,143.00  | \$203,575.00   | 41,533.00 | \$1,038,325.00 | 17,328    | \$433,200.00   |
| Xanax                                                                       | 122       | \$1,122.00     | 0         | \$0            | 0         | \$0            |
| Cocaine                                                                     | 3,148.00  | \$365,060.00   | 171.60    | \$31,000.00    | 620.9     | \$186,270.00   |
| Opioids                                                                     | 0         | \$0            | 0         | \$0            | 0         | \$0            |
| Oxycodone                                                                   | 153.1     | \$15,310.00    | 0         | \$0            | 153.10    | \$15,310.00    |
| Fentanyl                                                                    | 0         | \$0            | 90        | \$18,020.00    | 228pills  | \$4,560.00     |
| Total:                                                                      | 50316.10  | \$6,397,679.00 | 49041.09  | \$2,190,167.00 | 51,883.66 | \$4,017,506.00 |
| Cases Initiated                                                             | 108       |                | 56        |                | 2,102     |                |
| Cases Closed                                                                | 78        |                | 47        |                | 78        |                |
| Arrest                                                                      | 110       |                | 46        |                | 70        |                |
| Source: Guam Police Department, Special Investigations Section (SIS), 2025. |           |                |           |                |           |                |

### *Patterns of Drug Trafficking and Usage:*

**Methamphetamine:** Methamphetamine is a lab-made (synthetic) stimulant that affects the central nervous system by accelerating its activities. When sold as shiny bluish-white rocks or crystals, it is called “crystal meth,” “Tina,” or “ice.” On Guam, “ice” has grown both in use and demand to become the most sought-after narcotic drug on island. The U.S. Drug Enforcement Administration (DEA) classifies crystal methamphetamine as a Schedule II stimulant, which makes it legally available only through a nonrefillable prescription. The FDA approved brand-name medication is Desoxyn®.

Mexican drug trafficking organizations have become the primary manufacturers and distributors of methamphetamine to cities throughout the United States, including in Hawaii. 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. Meth is swallowed, snorted, injected, or smoked. To intensify the effects, users may take higher doses of the drug, take it more frequently, or change their method of intake. 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. Methamphetamine is also present in many people who die from overdoses involving fentanyl.

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 rolled dollar bills, straws to snort meth, bank cards or razors to divide powder meth, glass, wood, ceramic, or metal pipes to smoke meth, syringes, one or more tie-offs, such as rope or a belt, to constrict blood flow for injection purposes and spoon or tin foil that is burned on the bottom.

Crystal meth or ice is used by all segments of society starting from the early age of twelve and up. The 2023 Uniform Crime Report National Incident-Based Reporting System reported 655 drug offenses starting at the early age of 10. The Guam Behavioral Health and Wellness Center report that the youngest client undergoing treatment for all substances is 12 and up.

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 by “stacking” (taking three or more tablets at once) or by “piggy-backing” (taking a series of tablets over a short period of time). One trend among young adults is “candy flipping,” which is the co-abuse of MDMA and LSD. MDMA is considered a “party drug.” As with many other drugs of abuse, MDMA is rarely used alone. It is common for users to mix MDMA with other substances, such as alcohol and marijuana.

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. Researchers have determined that many ecstasy tablets contain not only MDMA but also a number of other drugs or drug combinations that can be harmful, such as: Methamphetamine, ketamine, cocaine, cathinones, and caffeine. Other common street names include: Adam, Beans, Clarity, Disco Biscuit, E, Eve, Go, Hug Drug, Lover’s Speed, Peace, STP, X, and XTC.

Cocaine: Cocaine is primarily imported from the United States with the Philippines becoming a major source country. Cocaine continues to be predominantly used by upwardly mobile professionals and businessmen as the drug of choice. There appears to be a resurgence of cocaine on Guam due to reported brick sized packages washing up on the coastline shores on island. Cocaine is known to be one of the party drugs that is mostly, but not exclusively, distributed/sold at the local night clubs. Cocaine base (crack) looks like small, irregularly shaped white rocks, and when taken becomes an intense, euphoria-producing stimulant drug with strong addictive potential. Other common street names are Blow, Coca, Coke, Crack, Crank, Flake, Rock, Snow, and Soda Cot. Cocaine is snorted or dissolved in water and injected. Cocaine users usually binge on the drug until they are exhausted or run out of cocaine. Crack cocaine, however, is smoked.

Fentanyl: Fentanyl is a potent synthetic opioid. It was introduced into medical practice as an intravenous anesthetic under the trade name of Sublimaze in the 1960s. In 2023, DEA seized more than 80 million fentanyl-laced fake pills and nearly 12,000 pounds of fentanyl powder. The 2023 seizures are equivalent to more than 390 million lethal doses of fentanyl. In 2024, DEA seized 55,500,000 fentanyl pills and over 7,888 pounds of fentanyl power. The 2024 fentanyl seizures represent over 367 million deadly doses. According to the DEA, a 2 mg of fentanyl equates to a potentially deadly dose. Fentanyl pharmaceutical products are currently available as oral transmucosal lozenges, commonly referred to as fentanyl “lollipops” (Actiq®), effervescent buccal tablets (Fentora™), sublingual tablets (Abstral®), sublingual sprays (Subsys™), nasal sprays (Lazanda®), transdermal patches (Duragesic®), and injectable formulations. Fentanyl can be snorted/sniffed, smoked, orally by pill or tablet, spiked onto blotter paper, patches, sold alone or in combination with heroin and other substances, has been identified in fake pills, mimicking pharmaceutical drugs such as oxycodone.

In 2022, GPD reported 90 grams of Fentanyl seized and 228 pills in 2023. Approximately seven deaths have been recorded. According to law enforcement, fentanyl is mixed with methamphetamine and other drug substances. This is cause for grave alarm as the drug is the leading cause of overdose deaths from the age of 18-45. The drug is responsible for nearly 70% of the United States' 107,000+ drug overdose deaths and is 50 times stronger than heroin and 100 times stronger than morphine.

Marijuana: Marijuana remains the second drug of choice on Guam. Guam legalized medical marijuana in 2014 under the Joaquin “KC” Concepcion II Compassionate Cannabis Use Act of 2013, Public Law 32-237. In April 2019, the Guam Cannabis Industry Act of 2019 was passed under Public Law 35-5 or better known as the Recreational Marijuana Law. The new law allows those 21 years old to possess up to an ounce of marijuana and adults can grow no more than six plants for their personal use. The Guam Cannabis Industry Act of 2019 still imposes restrictions in that it is illegal to drive under the influence of marijuana and it is also illegal to consume it in public. The law, according to officials, strengthens rather than weakens the protection of the youth with more directed regulations.

Employers, including the Government of Guam, will still be required to abide by Drug-Free Workplace policies. The Federal Drug Enforcement Administration (DEA) policies still strictly enforce Marijuana laws under Title 21 U.S Code - Controlled Substances Act whereas under the Guam Code Annotated (GCA), marijuana has been removed from the controlled substance listing therefore making prosecution of offenders under Guam law difficult. Since the legalization of marijuana on Guam, DEA has not federally seized any marijuana, and only makes exceptions to large plantations, or large amounts being imported to or through Guam. Guam Customs finds it difficult to charge marijuana laws because of the removal of marijuana as a controlled substance on the local side but still enforces under Federal Statutes.

Prescription Drugs: Prescription drug abuse is the use of a medication without a prescription taken in a manner or dose other than prescribed by a physician. According to several national surveys, prescription medications, such as those used to treat pain, attention deficit disorders, and anxiety, are being abused at a rate second only to marijuana among illicit drug users. Prescription drug abuse has been steadily worsening as reflected in the increased data for treatment admissions, emergency room visits, and accidental overdose deaths.

According the National Center for Drug Abuse Statistics (NCDAS), young adults are the heaviest users, but older and elderly patients are at heightened risk of misuse and addiction. The Center reports that 16 million or 6 percent of Americans over the age of 12 abuse prescriptions annually and 2 million or 12 percent of prescription drug abusers are addicts. The following three prescription classes are most commonly abused: Opioids (usually prescribed to treat pain), Central nervous system (CNS) depressants (used to treat anxiety and sleep disorders); and Stimulants (most often prescribed to treat attention deficit hyperactivity disorder (ADHD)).

In 2023, multi-jurisdictional drug task forces seized approximately 66,160 grams of prescription medications at a value of \$2,976,120. Seizures continue to increase annually which mirrors the research conducted by the National Institute on Drug Abuse reflecting the data in treatment and deaths related to overdose.

**Heroin:** Over the past ten years, there has been no heroin seizures on Guam. The last reported heroin seizure was in Calendar Year 1998 when a total of .13 kilograms of heroin was seized by Guam’s law enforcement entities. Heroin is primarily imported from Thailand, Korea and the United States. Heroin is a highly addictive drug and it is a rapidly acting opioid. Using heroin with other drugs or alcohol increases the risk of an overdose, which can lead to coma or death. Heroin comes in a white or brownish powder, or a black sticky substance known as “black tar heroin.” Common street names are Big H, Black Tar, Chiva, Hell Dust, Horse, Negra, Smack, and Thunder. Heroin can be injected, smoked, or sniffed/snorted. A high purity heroin is usually snorted or smoked. According to the Centers for Disease Control and Prevention (CDC), nearly 158,000 people died from a heroin overdose during 1999-2022.

### *Price of Drugs:*

The prices of drugs on Guam are based on information provided to multi-jurisdictional task forces through confidential sources, controlled buys, defendants and discussions with other law enforcement agencies. The price for crystal methamphetamine may differ among the different law enforcement agencies especially with regards to the price per gram. The price for prescription drugs vary, and a definitive price cannot be set. The following table is the current price of drugs as provided by the Guam Police Department in 2024.

| Price of Drugs on Guam in 2024                                                                              |                                |           |
|-------------------------------------------------------------------------------------------------------------|--------------------------------|-----------|
| Type of Drug                                                                                                | Amount                         | Price     |
| Marijuana                                                                                                   | Joint (.3 g)                   | \$10      |
|                                                                                                             | Ounce                          | \$250     |
|                                                                                                             | Plant                          | \$400     |
|                                                                                                             | Pound (price of ounce x 16 oz) | \$500     |
| Methamphetamine "ICE" or Crystal meth                                                                       | .25 Grams                      | \$10-\$15 |
|                                                                                                             | 1 Gram                         | \$50      |
|                                                                                                             | 2 Grams                        | \$100     |
|                                                                                                             | 3 Grams                        | \$150     |
| Cocaine                                                                                                     | 1 Gram                         | \$300     |
| Ecstasy/MDMA                                                                                                | 1 Tablet                       | \$25-\$50 |
| Oxycodone                                                                                                   | 1 Tablet                       | \$25-\$50 |
| Fentanyl*                                                                                                   | 1 Patch/Tablet                 | \$25 - 50 |
| Prescription Medication                                                                                     | 1 Tablet                       | \$25-\$50 |
| Source: Guam Police Department, DEA Task Force, 2024                                                        |                                |           |
| *Note: According to Law Enforcement, Fentanyl seized is mixed with methamphetamine and other illicit drugs. |                                |           |

**Methamphetamine "Ice" or Crystal Methamphetamine:** Methamphetamine is most commonly sold by the gram, and current street price for a gram sells between \$50 to \$100. With COVID 19 hitting Guam in 2020 and following government-wide shutdowns, seizures particularly in methamphetamine dropped in 2021 and continuing into 2022. With the lack of meth seizures at our borders during COVID, streets were flooded with meth thus making meth readily available at \$80-\$100 a gram.

Marijuana: The common method of selling marijuana is by ounce. A joint sells for between \$10 to \$40 and an ounce sells for \$250 to \$400. On very rare occasion, marijuana is sold by the pound. A plant sells for an average yield of \$500 a plant. Since the legalization of marijuana on Guam, DEA has not federally seized any marijuana, and only makes exceptions to large plantations, or large amounts being imported to or through Guam. Guam Customs finds it difficult to charge marijuana laws because of the removal of marijuana as a controlled substance on the local side but still enforces under Federal Statutes.

Heroin: There have been no seizures of heroin over the past years, however, intelligence information indicates that dealers who have been released from prison are trying to smuggle it into Guam, however, no arrests or seizures involving heroin have been made recently. The value for a gram of heroin is unknown on Guam at this time.

Cocaine: It appears that cocaine is making a resurgence on Guam, however, seizures have not been significant aside from those reported washing up on Guam's shores. Cocaine is also known as a "party drug". Seizures are difficult to capture as drug dealers control every aspect of club activities. The price of cocaine per gram is \$300.

Ecstasy: This is a new substance on the streets that is making its name known on Guam. A tablet sells for \$25 to \$50.

Oxycodone: Seizures reported by law enforcement indicate that Oxycodone is sold in pill form ranging from \$25 to \$50.

Fentanyl: Fentanyl has made its way into Guam's market and is responsible for several recorded deaths. According to the DEA, a 2 mg of fentanyl equates to a potentially deadly dose. On Guam, fentanyl is sold in patch or tablet form and can range in price from \$25 to \$50. Other forms in which fentanyl is sold is in liquid or powder form.

Prescription Medications: Seizures for prescription medications increased in 2023. Prescription medications are sold in combinations or pill form and also range in price from \$25 to \$50.

#### *Methods and Sources of Drugs Transported into Guam:*

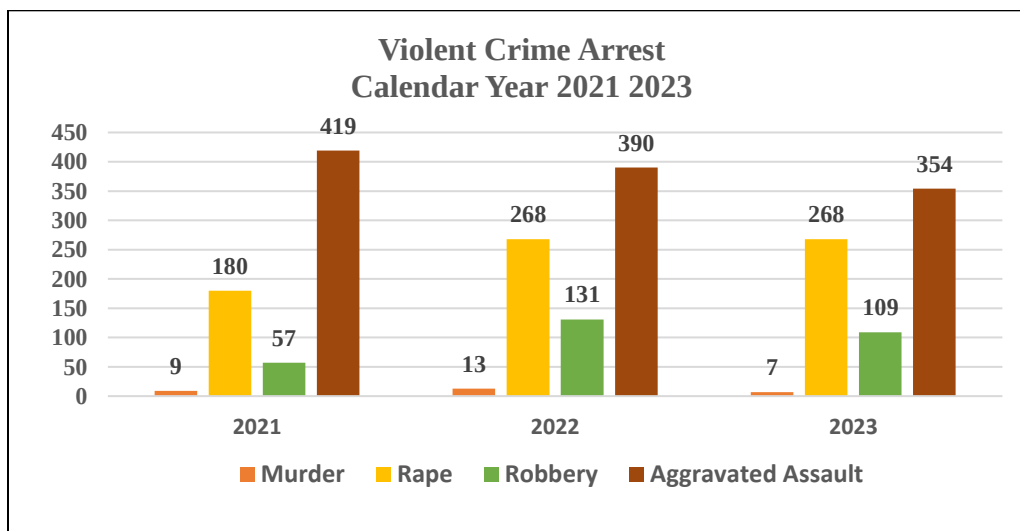
Guam is strategically located in Micronesia and holds the status of being the Hub of the Western Pacific. The island is approximately 6,000 miles west of San Francisco; 3,700 miles west-southwest of Honolulu; 1,500 miles southeast of Tokyo; 2,100 miles southeast of Hong Kong; 1,500 miles east of Manila. 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 crystal methamphetamine and other drugs 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. Drugs seized continue to be transported through the mail via Postal Services, passengers and cargo entering Guam through the Guam International Air Terminal (GIAT) and cargo entering Guam through the Port Authority of Guam (PAG). Of all drugs seized, crystal methamphetamine is the most prevalent drug intercepted. Other methods used by smugglers are body cavity and internal drug concealment techniques. This pattern continues to be utilized to this present day. The significance of this is that the smuggler is willing to use extreme measures to include risk of life. Elderly people are sometimes used as drug couriers and personnel involvement continue to be suspected in smuggling drugs into the island.

### Violent Crime:

The relationship of drug abuse, drug trafficking, alcohol abuse, domestic violence and gang related activity are important in understanding the seriousness of Guam's violent crime problem. As Guam is a small island, the effects of violent crime are magnified and negatively impact the entire island. According to the *2023 Crime in Guam Uniform Crime Report National Incident-Based Reporting System*, a total of 738 violent crime offenses of murder, forcible rape, robbery, and aggravated assault were reported. Violent crime increased by 21 percent in 2022 as compared to 655 in 2021. However, violent crime decreased 8 percent in 2023 as compared to 802 in 2022. The volume of violent crime offenses remained at an average of 735 from 2021 to 2023. Of the 738 violent crime offenses reported, murder accounted for 7 or 1 percent; forcible rape accounted for 268 or 36 percent; robbery accounted for 109 or 15 percent; and aggravated assault accounted for 357 or 48 percent.



Source: Guam Police Department: 2023 UCR NIBRS

In 2023, Guam law enforcement officers made a total of 411 arrests for murder (7), forcible rape (57), robbery (89), and aggravated assault (258) according to the *2023 Crime in Guam Uniform Crime Report National Incident-Based Reporting System*. Violent crime arrests decreased 10 percent as compared to 458 in 2022. The following table reflects the Violent Crime Offenses and Arrest from 2021 to 2023.

| Violent Crime Offenses<br>Calendar Year 2021 - 2023   |            |            |            |
|-------------------------------------------------------|------------|------------|------------|
| Violent Crimes                                        | 2021       | 2022       | 2023       |
| Murder                                                | 9          | 13         | 7          |
| Forcible Rape                                         | 180        | 268        | 268        |
| Robbery                                               | 57         | 131        | 109        |
| Aggravated Assault                                    | 419        | 390        | 354        |
| <b>TOTAL:</b>                                         | <b>665</b> | <b>802</b> | <b>738</b> |
| Violent Crime Arrests                                 |            |            |            |
| Violent Crimes                                        | 2021       | 2022       | 2023       |
| Murder                                                | 8          | 12         | 7          |
| Forcible Rape                                         | 56         | 94         | 57         |
| Robbery                                               | 38         | 91         | 89         |
| Aggravated Assault                                    | 314        | 261        | 258        |
| <b>TOTAL:</b>                                         | <b>416</b> | <b>458</b> | <b>411</b> |
| <i>Source: Guam Police Department: 2023 UCR NIBRS</i> |            |            |            |

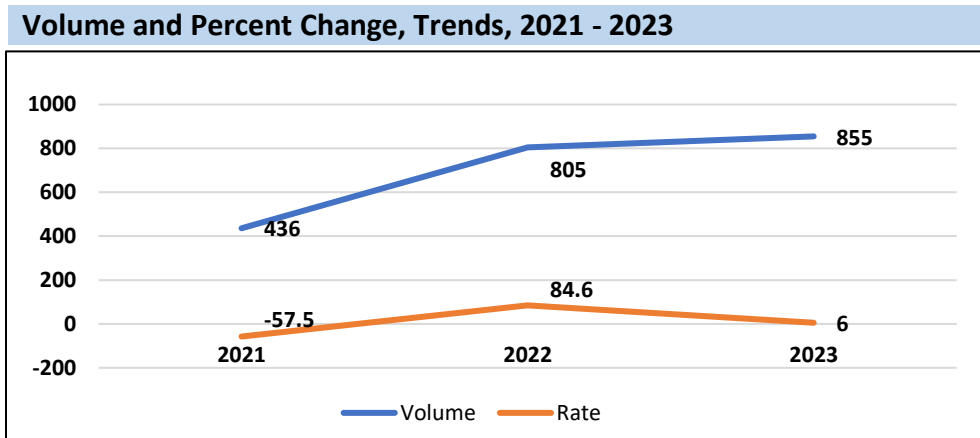
The volume rate per 1,000 inhabitants for violent crimes in 2023 was 4.4 percent, a 6 percent decrease as compared to 4.7 percent in 2022. The following table reflects the Violent Crime volume from 2021-2023.

| Violent Crimes: 2021 - 2023                           |         |         |         |
|-------------------------------------------------------|---------|---------|---------|
| Trends                                                | 2021    | 2022    | 2023    |
| Volume                                                | 665     | 802     | 738     |
| Percent Change                                        | -5.4    | 20.6    | -8.0    |
| Rate per 1,000 Inhabitants                            | 3.9     | 4.7     | 4.4     |
| Population                                            | 168,801 | 169,086 | 169,330 |
| <i>Source: Guam Police Department: 2023 UCR NIBRS</i> |         |         |         |

Crime patterns with juveniles remained constant from 2022 to 2023. Juvenile offenses can be attributed to poor parental guidance, lack of facilities in which youth can expend their energy, peer pressure, and the lack of services that will effectively teach our youth about proper anger management skills and conflict resolution techniques. Another contributing factor to consider as a salient cause in social problems like crime, violence, and drug and alcohol abuse is the economic status of the families, specifically the level of poverty. Data on juvenile offenses indicate that this segment of Guam's population are highly vulnerable and susceptible to violence and are likely to escalate as adults.

| Juvenile Offenses - Trends 2021 - 2023                      |            |            |            |
|-------------------------------------------------------------|------------|------------|------------|
| Offense Classification                                      | 2021       | 2022       | 2023       |
| Crimes Against Persons                                      | 89         | 128        | 31         |
| Crimes Against Property                                     | 63         | 204        | 53         |
| Crimes Against Society                                      | 32         | 90         | 106        |
| Other Offenses                                              | 252        | 383        | 665        |
| <b>Total</b>                                                | <b>436</b> | <b>805</b> | <b>855</b> |
| <i>Guam Police Department: Crime in Guam 2023 UCR NIBRS</i> |            |            |            |

The following linear graph shows the volume and rate of juvenile offenses from 2021 to 2023.



According to the Judiciary of Guam, from 2021 to 2023, there was an average of 1,233 criminal filings in the Superior Court of Guam. During this same period there was a slight increase in criminal felony filings and a decrease in misdemeanor case filings.

| Criminal Case Filings                  |              |              |              |
|----------------------------------------|--------------|--------------|--------------|
| Type                                   | 2021         | 2022         | 2023         |
| Criminal Felony                        | 674          | 754          | 847          |
| Criminal Misdemeanor                   | 511          | 469          | 444          |
| <b>Total Criminal Filings</b>          | <b>1,185</b> | <b>1,223</b> | <b>1,291</b> |
| <i>Source: Judiciary of Guam, 2024</i> |              |              |              |

Of the total cases filed over the last three years, the data below shows the number of offenses charged in criminal felony and misdemeanor cases. The offenses charged have resulted in various case dispositions once adjudicated including, dismissal, guilty, deferred plea, reduced to a lesser charged, or acquitted.

| Top Misdemeanor and Felony Criminal Offenses Charged      |             |            |            |
|-----------------------------------------------------------|-------------|------------|------------|
| Type of Charges Filed                                     | 2021        | 2022       | 2023       |
| <b>Misdemeanor Charges:</b>                               |             |            |            |
| Family Violence                                           | 435         | 430        | 332        |
| Assault - Recklessly Cause/Attempt to Cause Bodily Injury |             | 147        | 145        |
| Criminal Trespass                                         |             | 137        | 90         |
| Driving While Impaired                                    | 200         | 128        | 154        |
| Violation of a Court Order                                | 184         | 131        |            |
| Harassment                                                | 154         |            |            |
| Criminal Mischief                                         | 107         |            |            |
| Theft                                                     |             |            | 88         |
| <b>Total:</b>                                             | <b>1080</b> | <b>973</b> | <b>809</b> |
| <b>Felony Charges:</b>                                    |             |            |            |
| Possession of Schedule II Controlled Substance            | 245         | 231        | 334        |
| Family Violence (As a 3rd Degree Felony)                  | 122         | 110        | 78         |
| Terrorizing                                               | 107         | 139        |            |

| Top Misdemeanor and Felony Criminal Offenses Charged |            |            |            |
|------------------------------------------------------|------------|------------|------------|
| Type of Charges Filed                                | 2021       | 2022       | 2023       |
| Burglary (As a 2nd Degree Felony)                    | 84         | 110        | 128        |
| Criminal Mischief                                    | 82         |            | 89         |
| Theft of Property                                    |            |            | 70         |
| <b>Total:</b>                                        | <b>640</b> | <b>590</b> | <b>699</b> |
| Special Allegations:                                 |            |            |            |
| Deadly Weapon Use in Felony                          | 236        | 237        | 91         |
| Commission of a Felony while on Felony Release       | 153        | 110        | 146        |
| Vulnerable Victim                                    | 23         | 18         | 32         |
| Crime Against the Community                          | 4          | 2          | 58         |
| Delivery of a Controlled Substance to a Minor        | 1          |            |            |
| <b>Total:</b>                                        | <b>417</b> | <b>367</b> | <b>327</b> |

Source: Judiciary of Guam, 2024

The Judiciary is the sole entity that submits Guam's conviction data to the National Crime Information Center (NCIC). The Marshals NCIC Unit compiles and submits the data to the FBI. The National Crime Information Center (NCIC) is a computerized index of missing persons and criminal information, and is designed for the rapid exchange of information between criminal justice agencies. The following table provides the conviction data and the records submitted to the FBI from 2021-2023.

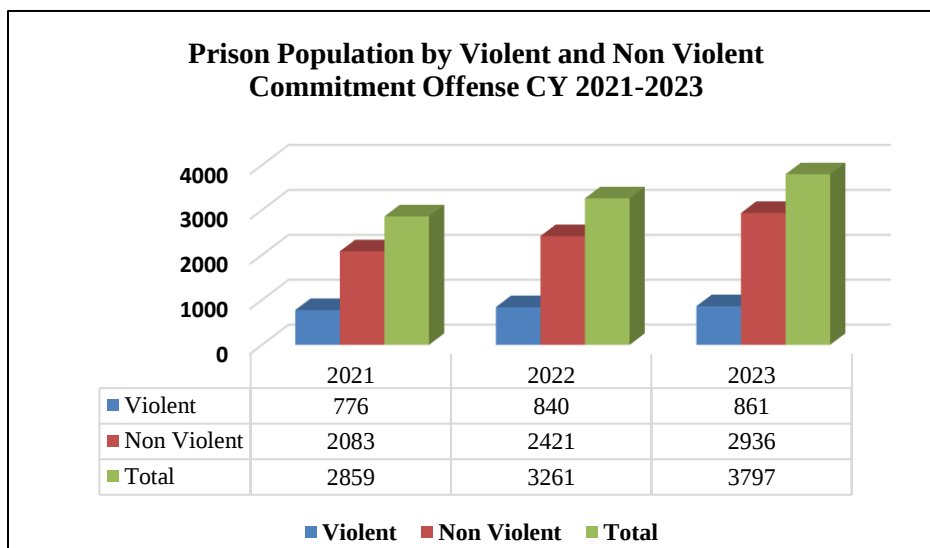
| Conviction Data to the National Crime Information Center (NCIC)                                                                       |       |       |       |
|---------------------------------------------------------------------------------------------------------------------------------------|-------|-------|-------|
| Records Submitted to the FBI                                                                                                          | 2021  | 2022  | 2023  |
| Number of dispositions available to Interstate Identification Index, including felonies and domestic violence misdemeanor convictions | 1,672 | 2,290 | 1,781 |
| Number of court dispositions reported to the repository by mail, fax, electronic, and other means of submission                       | 3,476 | 3,780 | 1,242 |
| Number of civil applicant fingerprints processed by Marshals National Crime Information Center (NCIC)                                 | 201   | 140   | 5     |
| Number of records submitted to the FBI's Protection Order File                                                                        | 289   | 264   | 129   |
| Number of records submitted to the FBI for inclusion in the FBI Wanted Person File (total warrants entered)                           | 781   | 799   | 1,063 |
| Source: Judiciary of Guam, 2024                                                                                                       |       |       |       |

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

The Department of Corrections experienced a 16 percent increase in its prison population with 3,797 in 2023 compared to 3,261 in 2022. Please note of the prison population data reported, the prison commitment is based on the highest charge and it only includes inmates that are eligible to

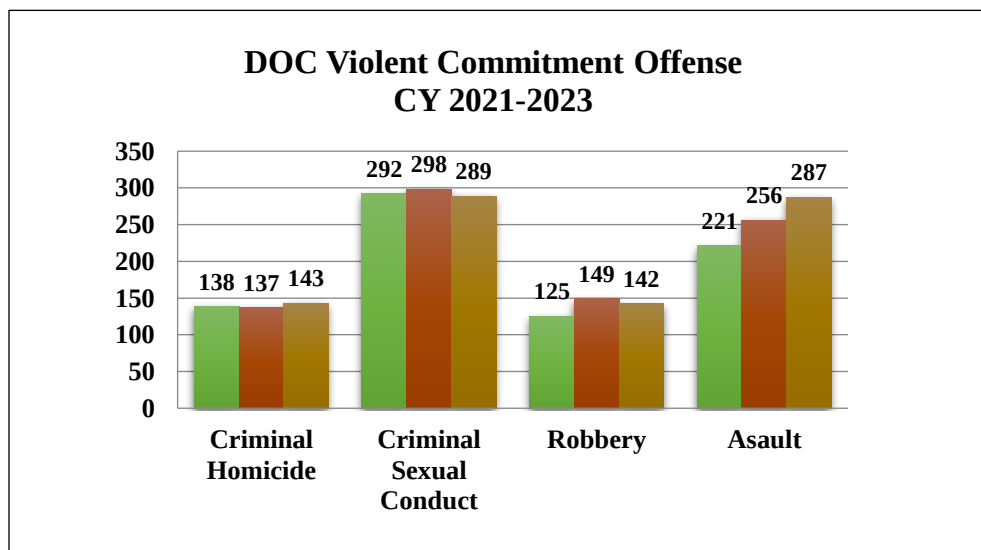
participate in programs within DOC. Of the 2023 prison population, 23 percent or 861 offenders incarcerated received a conviction for a violent offense and 77 percent or 2,936 offenders incarcerated received a conviction for a non-violent offense.

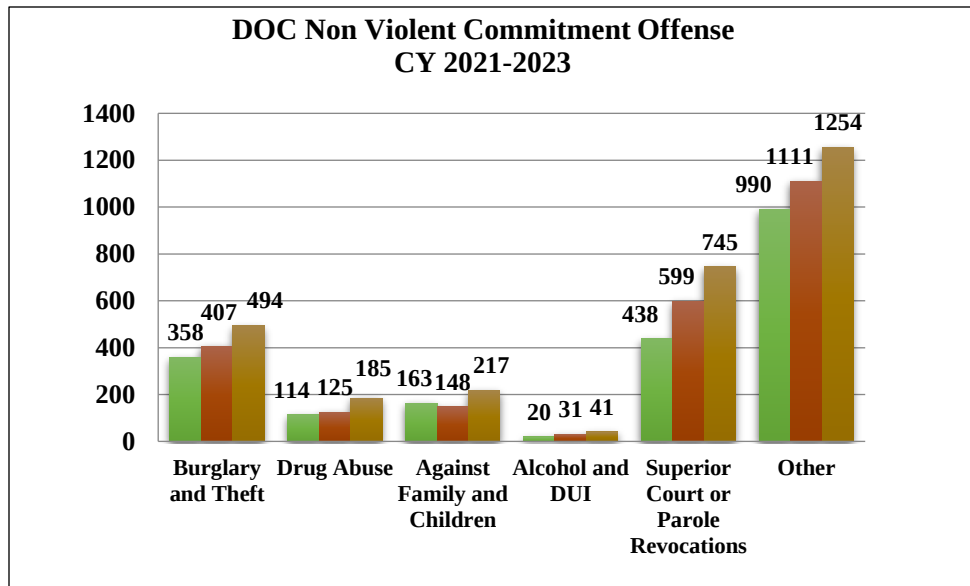
Of the violent commitment offenses, criminal homicide and criminal sexual conduct are the two leading offenses of incarcerated inmates at the Guam Department of Corrections.



Source: Department of Corrections, 2024

From 2021 to 2023, criminal homicide averaged at 139 offenders incarcerated and has remained relatively constant over the years. From 2021 to 2023 criminal homicide increased by 4 percent and criminal sexual conduct decreased 1 percent of offenders incarcerated. Assault increased by 30 percent in 2023. For non-violent commitment offenses, burglary and theft, Superior Court or Parole revocations by the Guam Parole Board, drug abuse, and alcohol and DUI are the leading offenses of incarcerated inmates. Of interest to note, approximately 20 percent of non-violent offenders are those court ordered or for parole revocations in 2023. The following table outlines the violent and non-violent commitment offenses from CY 2021-2023.

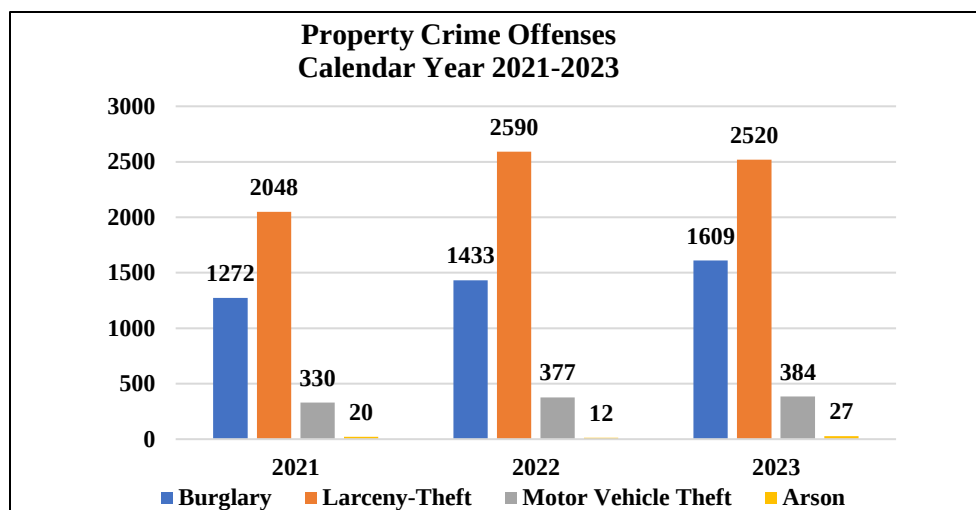




Source: Department of Corrections, Adult Correctional Management Information System 2024

### Property Crime:

The relationship of drug abuse and drug trafficking are important in understanding the seriousness of Guam's property crime problem. Guam's property crime offenses consist of burglary, larceny theft, motor vehicle theft and arson. As mentioned, crystal methamphetamine or "ice" continues to grow both in use and demand to become one of Guam's most sought after narcotic drug. The use of this drug in Guam is worsening and is linked to property crimes being committed. Since 2021, property crime has steadily increased in average by 17 percent. In 2023, there were an estimated 4,540 property crime offenses in Guam, an increase of 16 percent from 2022 at 3,925. Of the 4,540 property crimes reported, burglary accounts for 35.4 percent, larceny-theft accounts for 55.5 percent, motor vehicle accounts for 8.5 percent, and arson accounts for 0.6 percent. In 2023, the rate of property crime was estimated at 26.81 per 1,000 residents. The clearance rate for property crimes offenses decreased 17 percent in 2023.



Source: Guam Police Department 2021 - 2023 UCR NIBRS

The following table provides the property crime trends from 2020 to 2023 along with the percent change, rate per 1,000 inhabitants and population comparison.

| <b>Property Crime Trends</b>                 | <b>2020</b> | <b>2021</b> | <b>2022</b> | <b>2023</b> |
|----------------------------------------------|-------------|-------------|-------------|-------------|
| Total Property Crimes Reported               | 2861        | 3670        | 3925        | 4540        |
| % change in Property Crimes Offense Reported | -37%        | 28%         | 6.90%       | 16%         |
| Total Property Crime Arrests                 | 1356        | 1257        | 1382        | 1140        |
| Burglary                                     | 1324        | 1272        | 936         | 976         |
| % change in Burglary                         | -42%        | -4%         | -26%        | 4%          |
| Rate per 1,000 Inhabitants                   | 8.1         | 7.5         | 5.5         | 5.8         |
| Population                                   | 164,047     | 168,801     | 169,086     | 169,330     |
| Larceny-Theft                                | 1162        | 2048        | 2590        | 2520        |
| % change in Larceny-Theft                    | -35%        | 17%         | 27%         | -3%         |
| Rate per 1,000 Inhabitants                   | 7.1         | 12.1        | 15.3        | 14.9        |
| Population                                   | 164,047     | 168,801     | 169,086     | 169,330     |
| Motor Vehicle Theft                          | 364         | 330         | 377         | 384         |
| % change in Motor Vehicle Theft              | -25%        | -9%         | 14%         | 2%          |
| Rate per 1,000 Inhabitants                   | 2.2         | 2           | 2.2         | 2.3         |
| Population                                   | 164,047     | 168,801     | 169,086     | 169,330     |
| Arson                                        | 11          | 20          | 12          | 27          |
| % change in Arson                            | -15%        | 82%         | -40%        | 125%        |
| Rate per 1,000 Inhabitants                   | 0.07        | 0.1         | 0.07        | 0.16        |
| Population                                   | 164,047     | 168,801     | 169,086     | 169,330     |

Source: Guam Police Department: 2023 Crime in Guam UCR NIBRS

### Sexual Assault:

Sexual assaults are serious, violent and frightening crimes directed against women, men and children and continue to be a major community and criminal justice issue in Guam. Guam's police officers and prosecutors work in hand with Guam's only rape crisis center, the Healing Hearts Crisis Center (HHCC). HHCC was established in 1993 to provide a holistic approach consisting of treatment, support, and counseling to victims of sexual assault. The intent of the program is to provide survivors of sexual assault with "discrete, immediate, and full medical attention". Public Law 22-23 removed the program from the hospital's jurisdiction and placed the program under the Department of Mental Health & Substance Abuse, now known as the Guam Behavioral Health and Wellness Center, where it remains today.

The *Crime in Guam 2023 Uniform Crime Report National Incident-Based Reporting System* estimated 268 rape offenses reported to law enforcement. The reported rape offenses increased 49 percent in comparison to the 180 reported in 2021. On average, a total of 239 forcible rape offenses are committed following the total offenses reported within the three-year trend. The following table reflects the Forcible Rape Offense reported in Calendar Year 2021 to 2023.

| Forcible Rape Offenses Reported |      |      |      |
|---------------------------------|------|------|------|
| By Type                         | 2021 | 2022 | 2023 |
| Volume                          | 180  | 268  | 268  |
| Cleared by Arrest               | 56   | 94   | 78   |
| Percent Cleared by Arrest       | 31.1 | 35.1 | 29.1 |

*Source: Guam Police Department: 2023 UCR NIBRS*

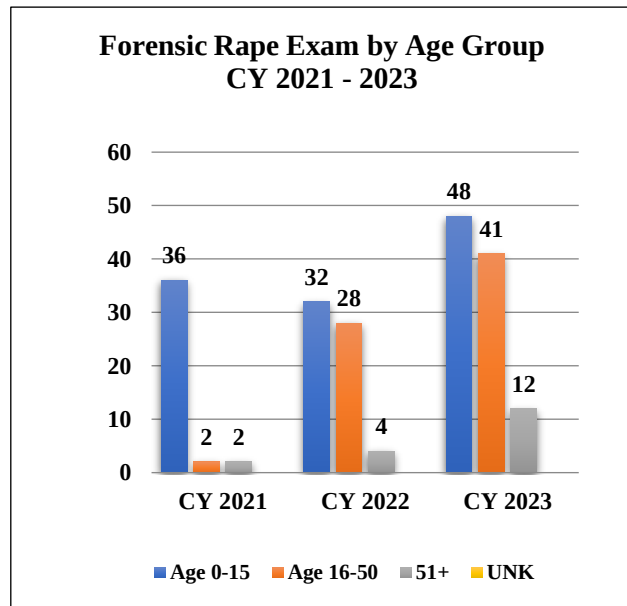
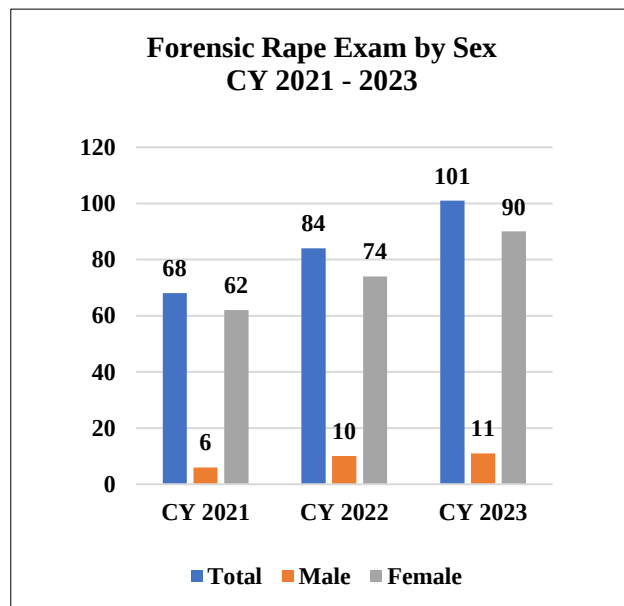
Another growing and alarming concern on Guam is the sexual assault cases involving a minor. This is significant as Guam's only rape crisis center serviced 59 sexual assault victims between the ages of 1 to 16 years of age in 2023. Overall, in 2023 HHCC serviced a total of 101 victims of sexual assault, a 20 percent increase over 2022 with 84 reported victims. Of the 101 victims that received services, 90 were female victims and 11 were male victims, 59 sexual assault victims were between the ages of 1 to over 16 years of age, 36 sexual assault victims were between the ages of 20 to over 40 years of age, and 6 sexual assault victims over the age of 50.

The following is the demographic data of the victims that were assessed at the Healing Hearts Crisis Center.

|               | No. of Victims Referred for Assistance | Age Group |          |           |           |           |           |           |           |           |           |           |          | Gender    |            |
|---------------|----------------------------------------|-----------|----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|----------|-----------|------------|
|               |                                        | 1+        | 4+       | 6+        | 8+        | 10+       | 13+       | 16+       | 20+       | 30+       | 40+       | 50+       | Unkn     | M         | F          |
| CY 2021       | 68                                     | 0         | 1        | 7         | 6         | 8         | 13        | 14        | 10        | 3         | 1         | 2         | 0        | 6         | 62         |
| CY 2022       | 84                                     | 0         | 2        | 3         | 7         | 18        | 22        | 13        | 5         | 5         | 5         | 4         | 0        | 10        | 74         |
| CY 2023       | 101                                    | 2         | 6        | 5         | 6         | 14        | 15        | 11        | 19        | 12        | 5         | 6         | 0        | 11        | 90         |
| <b>Total:</b> | <b>253</b>                             | <b>2</b>  | <b>9</b> | <b>15</b> | <b>19</b> | <b>43</b> | <b>50</b> | <b>38</b> | <b>34</b> | <b>20</b> | <b>11</b> | <b>12</b> | <b>0</b> | <b>27</b> | <b>226</b> |

*Source: Guam Behavioral Health & Wellness Center, Healing Hearts Crisis Center Quarter Progress Reports, 2024*

The following graphs and table show the total number of forensic rape examinations conducted broken down by sex, age group and exam type from Calendar Year 2021 to 2023.



*Source: Guam Behavioral Health and Wellness Center, Healing Hearts Rape Crisis Center Quarter Progress Report, 2023*

From CY 2021-2023, a total of 77 children and 45 adults were referred to counseling services. From this, approximately 4 were provided with Sexually Transmitted Disease testing, 14 were provided Sexually Transmitted Disease (STD)/Human Immunodeficiency Virus (HIV) pre and post-test counseling and with 28 Multi-disciplinary Team Interviews conducted. The following table outlines the services the HHCC provided to sexual assault victims from 2021 to 2023.

| Reporting Period | Follow Ups | Children's Counseling | Adult Counseling | HIV Testing | STD Testing | STD Tx   | STD/HIV Pre and Post Test Counseling | MDTI      |
|------------------|------------|-----------------------|------------------|-------------|-------------|----------|--------------------------------------|-----------|
| CY 2021          | 1          | 11                    | 7                | 0           | 0           | 0        | 1                                    | 7         |
| CY 2022          | 2          | 33                    | 10               | 0           | 0           | 0        | 2                                    | 14        |
| CY 2023          | 15         | 33                    | 28               | 0           | 4           | 4        | 11                                   | 7         |
| <b>Total:</b>    | <b>18</b>  | <b>77</b>             | <b>45</b>        | <b>0</b>    | <b>4</b>    | <b>4</b> | <b>14</b>                            | <b>28</b> |

*Source: Guam Behavioral Health & Wellness Center, Healing Hearts Crisis Center Quarter Progress Reports, 2024*

Of the sexual assault cases that were referred to the HHCC, a total of 11 cases went to trial. Of the total, 9 were found guilty, 1 not guilty and 1 remains under continuance. The following table provides data on the cases that were accepted for prosecution, and the cases that were declined or transferred to a higher or lower court outside of the Office of the Attorney General's (OAG) jurisdiction.

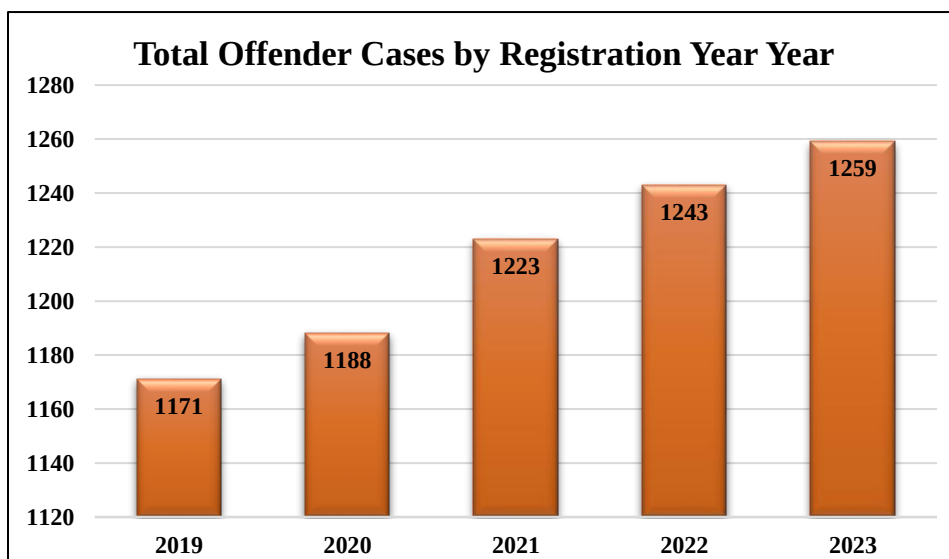
| <b>Criminal Sexual Conduct – Prosecution Data</b>                     |                |                |                 |
|-----------------------------------------------------------------------|----------------|----------------|-----------------|
| <b>Category</b>                                                       | <b>CY 2022</b> | <b>CY 2023</b> | <b>CY 2024*</b> |
| Criminal Sexual Conduct Cases Received from Guam Police               | 49             | 12             | 47              |
| Types of Cases Filed                                                  |                |                |                 |
| ▪ Felony                                                              | 45             | 26             | 52              |
| ▪ Misdemeanor                                                         | 2              | 5              | 10              |
| Number of Cases Accepted for Prosecution                              | 57             | 34             | 57              |
| Number of Cases Declined                                              | 0              | 1              | 0               |
| Transferred to higher or lower court that is outside OAG jurisdiction | 0              | 0              | 0               |
| Types of Criminal Sexual Conduct Convictions                          |                |                |                 |
| ▪ Cases Dismissed                                                     | 11             | 4              | 2               |
| ▪ Deferred Adjudications                                              | 2              | 3              | 0               |
| ▪ Plead As Charged                                                    | 11             | 5              | 18              |
| ▪ Plead To Lesser Charge in Same Category                             | 2              | 5              | 4               |
| ▪ Guilty As Charged                                                   | 3              | 4              | 9               |
| ▪ Guilty Of A Lesser Charge (In Same Category)                        | 1              | 1              | 1               |
| ▪ Guilty of A Lesser Charge (In Lower Category)                       | 0              | 2              | 0               |
| ▪ Acquitted                                                           | 3              | 2              | 1               |

Source: Office of the Attorney General, Prosecution Case Management Information System Quarter Progress Reports, 2024 \* CY 2024 Data Reported from January to June  
Note: It should be noted that not all criminal sexual conduct felony and misdemeanor cases are derived from the period completed. For various reasons, cases from prior months and years are processed as scheduled by the courts and may conclude months or even years from the first opening/filing of the case.

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

As the first U.S. Territory to substantially implement Title I of the Adam Walsh Act, the Sex Offender Registration and Notification Act (SORNA), the Judiciary of Guam aspires to maintain full compliance through the continuance of daily operations within its Sex Offender Registry (SOR) Office. The SOR Office also maintains collaborative efforts with critical partners to continuously improve SORNA compliance. The partnership with the Guam Police Department (GPD) Forensic Science Division ensures the collection of the required biological and biometric samples of registrants. In addition, work with the Office of the Attorney General (OAG) assists with the prosecution of non-compliant registrants. The Sex Offender Registry Office, which is housed under the Probation Services Division, is responsible for registering sex offenders and maintaining Guam's SOR website. Data relative to sex offender information is updated in the Guam Sex Offender Registry Registrant's FBI file, the Judiciary of Guam's Case Management System, the Guam Sex Offender Registry website, and the National Sex Offender Registry (NSOR) on the FBI's National Crime Information Center (NCIC) system.

The Sex Offender Registry Office, Judiciary of Guam, reports 1,179 registered offenders and 1,259 offender cases by the end of 2023. The table below illustrates the concerning growth in sex offender cases and registered sex offenders over the past 5 years.



Source: Judiciary of Guam, Sex Offender Registry, 2024.

Guam law organizes offenders based on a three-tier level, with Level 1 being the most severe and Level 3 being the least severe. Of the 1,179 convicted sex offenders, the following breakdown represents their levels of classification.

| Level of Offender           | Number of Offenders |
|-----------------------------|---------------------|
| Tier III Offender (Level 1) | 636                 |
| Tier II Offender (Level 2)  | 123                 |
| Tier I Offender (Level 3)   | 420                 |
| <b>Total:</b>               | <b>1,179</b>        |

- Treatment and Rehabilitation Priority

#### Substance Abuse Treatment Issues:

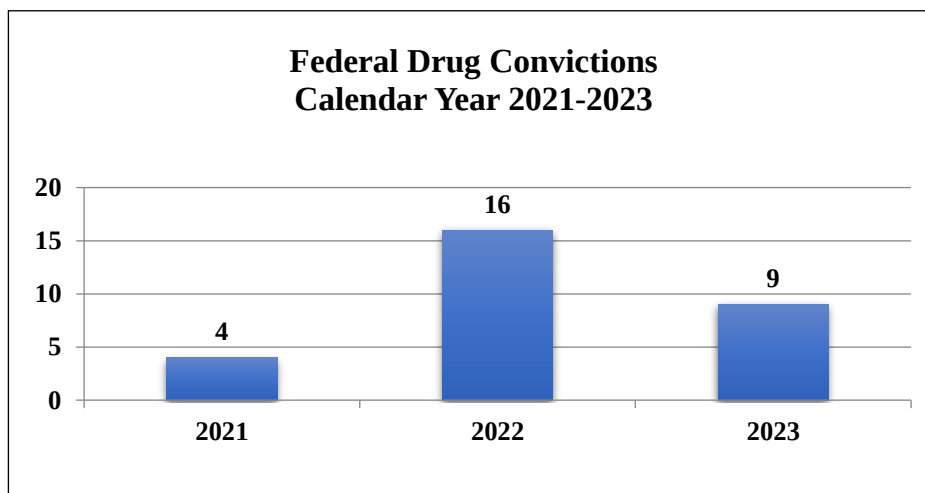
There is a significant disparity between the availability of treatment services for persons with alcohol and drug use disorders and the demand for services. According to the 2023 National Survey on Drug Use and Health, 54.2 million individuals or 19.1 percent aged 12 or older needed treatment for an alcohol or illicit drug use problem. Of this group, 12.8 million (4.5 percent of persons aged 12 or older) received any substance abuse treatment in the past year, and 9.8 million (3.5 percent) received substance use treatment at a specialty facility in the past year, and 797,000 people (or 0.3 percent) received treatment in a prison, jail, or juvenile detention center. In 2023, among the estimated 48.5 million people aged 12 or older who needed substance use treatment did not receive special treatment in the past year, and about 41.4 million people (or 85.6 percent) did not receive substance use treatment.

This disparity is also consistent for criminal justice populations with individuals who are in need of substance abuse treatment as part of their justice system supervision but did not receive the treatments due to lack of resources to implement treatment programs or services and treatment providers. By providing much needed treatment services or programs to persons with alcohol and drug use disorders, these programs can help reduce health and social costs of substance abuse and dependence, and increase the safety of citizens by reducing substance abuse related crime and violence.

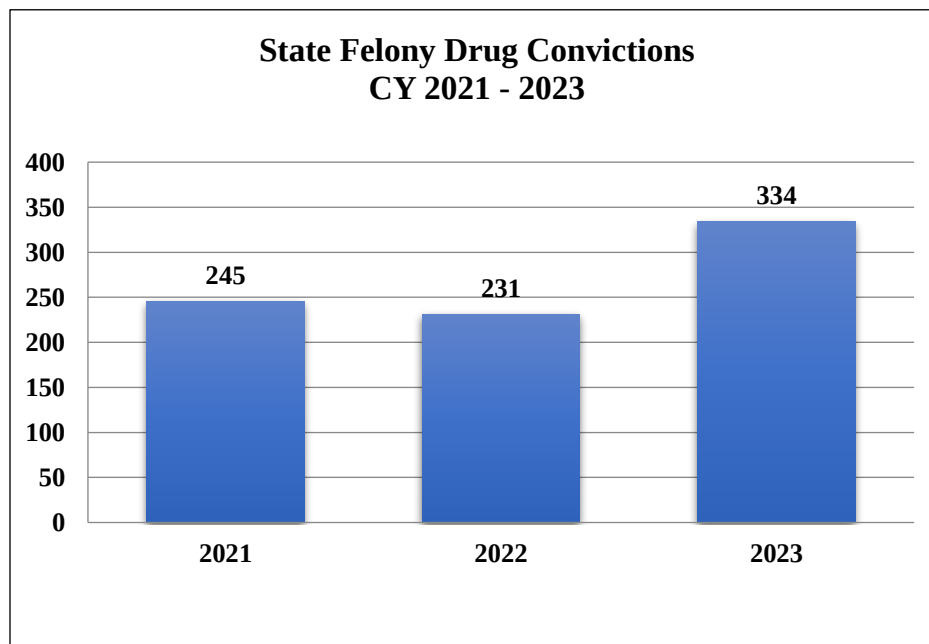
Adult and juvenile substance abuse related crimes are concerns for Guam. Drug arrests and convictions raise the demand for sanctions, which places extreme pressure on the capacity of Guam's correctional facility with incarceration. The excess spills over into community sentencing of probation and parole. The barrier can either be broken by expanding the current facility or by implementing credible intermediate sanctions and treatment for offenders that pose lower threats to society. Because the national strategy makes drug treatment a priority, and because diversion makes sense in Guam, focus on the population growth of inmates at the Guam Department of Corrections and the Judiciary of Guam is being observed and the need to continue drug courts, residential drug treatment and aftercare programs, more treatment providers and specialized training. According to the *2023 Crime in Guam Uniform Crime Report National Incident-Based Reporting System*, the average annual number of drug abuse violations reported within the three-year period on Guam is 757. Of the drug abuse arrests reported in 2023, 545 arrests were for adults and 110 reported for juveniles. The following table provides a three-year summary of Drug Abuse Violations by Adult and Juveniles in Guam.

| <b>Drug Abuse Violations by Adult and Juvenile</b>                  |                              |                              |              |                 |
|---------------------------------------------------------------------|------------------------------|------------------------------|--------------|-----------------|
| <b>Year</b>                                                         | <b>Drug Abuse Violations</b> | <b>Arrest CY 2021 - 2023</b> |              |                 |
|                                                                     |                              | <b>Total</b>                 | <b>Adult</b> | <b>Juvenile</b> |
| 2021                                                                | 880                          | 740                          | 726          | 14              |
| 2022                                                                | 735                          | 719                          | 631          | 88              |
| 2023                                                                | 655                          | 655                          | 545          | 110             |
| <i>Total Average</i>                                                | <i>757</i>                   | <i>705</i>                   | <i>634</i>   | <i>71</i>       |
| <i>Source: Guam Police Department: 2023 Crime in Guam UCR NIBRS</i> |                              |                              |              |                 |

Data provided by the U.S. District Court of Guam and the Judiciary of Guam illustrate two additional facets of the trends in substance abuse as they relate to the Federal Court and the State Court. In 2023, the U.S. District Court of Guam convicted 9 defendants for drug related offenses. The predominant convictions in the U.S. District Court were for methamphetamine. According to the Judiciary of Guam, of the total cases filed over the last three years, the data below shows the number of offenses charged in criminal felony and misdemeanor cases. The offenses charged have resulted in various case dispositions once adjudicated including, dismissal, guilty, deferred plea, reduced to a lesser charged, or acquitted.



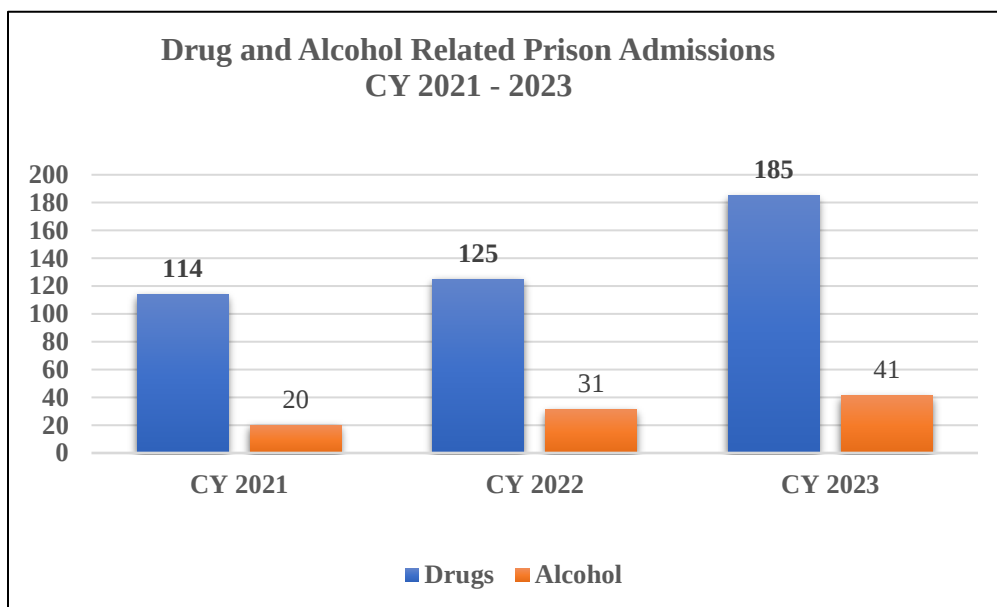
Source: U.S. District Court of Guam, 2024



Source: Judiciary of Guam, 2024

Another indicator of the levels of use and abuse of drugs and alcohol can be found in drug-related and alcohol related prison admissions collected by the Department of Corrections. Moreover, approximately half of Guam's offenders who recidivate do so with a drug crime. Offenders in the process of transitioning from institutional to community settings need careful pre-release assessment and connection to community treatment and or aftercare treatment to reduce their risk of recidivism.

The data provided shows a 48 percent increase in drug-related prison admissions from 2022 to 2023. Alcohol-related prison admissions from 2022 to 2023 increased as well by 32 percent. Although the drug and alcohol prison admissions may be relatively low compared to other correctional facilities, Guam's Department of Corrections is over 50 years old and has been dealing with several serious issues such as overcrowding, the lack of treatment programs, understaffed in all security and program areas, shortfalls in funding for operational and rehabilitative programs, and the Stipulated Order from the U.S. District Court since 1991 to correct various Constitutional violations in the confinement of prisoners. Most drug and alcohol related prison admissions are first time defendants who are either referred to Drug Court and DWI Court with more drug cases sentenced to probation; and those who do make it in probation are sentenced to a Probation Revocation sentence to include plea agreements in the hope of dropping the drug cases in exchange for a guilty plea on another charge. Data as reported by DOC show that drug and alcohol related prison admissions continue to increase.



Source: Department of Correction Adult Correction Management Information System, 2024

The Residential Substance Abuse Treatment (RSAT) Program, under the purview of the Guam Behavioral Health & Wellness Center (GBHWC), is the only program within the facility that provides substance abuse treatment for incarcerated inmates with serious substance use and addiction problems who have 6 to 12 months remaining on their sentence. Prior to 2020, the RSAT program was implemented by the DOC. However, under Executive Order 2020-021, the Governor reestablished GBHWC as the cognizant agency obligated towards achieving public policy objectives in regards to mental health, alcohol and drug programs and services.

Over the years, the RSAT Program has seen an increase in the program with inmates signing up to participate with an average of 97 from the 28<sup>th</sup> RSAT Cycle to the 31<sup>st</sup> RSAT Cycle. All inmates who do sign up for the RSAT Program have an alcohol and or substance use disorder which indicates the need for treatment and rehabilitation within the correctional facility.

The following table shows the client involvement in the RSAT Program from the 28<sup>th</sup> Cycle to the 31<sup>st</sup> Cycle. Although the GBHWC would like to increase the success rate of the RSAT Program to help reduce recidivism by living substance free lives as they reintegrate back into the community, DOC is challenged in its ability to meet the treatment needs of the clients due to the following: limited space that can only accommodate 15-18 beds, the lack of security personnel to provide oversight at the RSAT Facility, the lack of a dedicated treatment space specifically for treatment and rehabilitation programs, and the lack of adequate funding to sustain the treatment and rehabilitation needs of the clients.

| <b>Residential Substance Abuse Treatment (RSAT) for State Prisoners</b> |                    |           |           |           |
|-------------------------------------------------------------------------|--------------------|-----------|-----------|-----------|
| <b>RSAT<br/>Client Participation</b>                                    | <b>RSAT CYCLES</b> |           |           |           |
|                                                                         | <b>28</b>          | <b>29</b> | <b>30</b> | <b>31</b> |
| Clients Interested in RSAT                                              | 131                | 90        | 70        | 97        |
| Clients Found Eligible                                                  | 17                 | 25        | 20        | 23        |
| Clients Enrolled in RSAT                                                | 16                 | 15        | 13        | 12        |
| Clients Who Completed RSAT                                              | 15                 | 15        | 12        | 11        |

*Source: BSP, RSAT Progress Reports, 2021-2023*

Since the inception of the RSAT program there has been a total of 523 inmates who have entered the RSAT Program at DOC. Of this total, 446 (85%) have graduated from the program. Prior to RSAT, inmates with substance abuse problems had limited resources available. They received educational services, individual and group counseling, and were encouraged to participate in Alcoholic Anonymous (AA) and Narcotics Anonymous (NA) groups. In part, because their addiction problems received minimal treatment, inmates had a high probability of recidivism, a problem that contributed to high rates of re-incarceration. Recidivism among inmates who completed earlier RSAT programs was estimated at 20% with the likelihood to increase to 30% with no continuing or continuity of care services to follow.

The Guam Behavioral Health & Wellness Center's Alcohol Branch has taken the lead in implementing a transitional mechanism for adults who have completed the RSAT Program and released from DOC by linking them to established therapeutic community or Aftercare and or Continued Care Programs. The Recovery Oriented Systems of Care (ROSC) Program is the only aftercare program available for inmates who complete the RSAT from DOC. The overall aim is to establish strong recovery support systems for clients that results in reducing risks for relapse and recidivism.

Since 2010 thereafter, RSAT clients now have access to treatment services just prior to their release from prison and then receive aftercare services when they return to the community to reinforce positive behavior to ensure their continued success in remaining and leading substance free lives. The following is the table of RSAT clients from the 28<sup>th</sup> RSAT to the 31<sup>st</sup> RSAT Cycle who were referred to the Recovery Oriented System of Care (ROSC) Program for aftercare services.

| Recovery Oriented Systems of Care (ROSC)                                                           |             |    |    |    |
|----------------------------------------------------------------------------------------------------|-------------|----|----|----|
| Participant Data                                                                                   | RSAT Cycles |    |    |    |
|                                                                                                    | 28          | 29 | 30 | 31 |
| Clients Referred to ROSC                                                                           | 15          | 15 | 12 | 11 |
| Clients Who Graduated from ROSC                                                                    | 7           | 11 | 4  | 8  |
| Clients Who Did Not Complete ROSC*                                                                 | 8           | 4  | 8  | 3  |
| *Reasons for non-completion: Parole violation; voluntary withdrawal (none parole sanction); death. |             |    |    |    |

Of the twenty-three (23) clients referred to ROSC from the 30<sup>th</sup> and 31<sup>st</sup> RSAT Cycles, a total of 12 clients successfully completed the ROSC Program and eleven (11) clients who did not complete the 6-month Aftercare due to parole violations and voluntary withdrawal in CY 2023.

Similar to the RSAT Program, the ROSC Program would like to increase its success rate in client completion, however, it is challenged with the lack of adequate resources, services and treatment providers to include available transitional housing programs and increased parole monitoring. The shortage of treatment providers is a challenge that needs to be addressed if focused education and prevention strategies are to make a difference in the lives of substance abusing individuals. During the pandemic, the ROSC program was impacted with limited contact due to several government shut-downs and social distancing measures. As a result, a majority of clients did not complete the program despite GBHWC implementing a telephonic and or virtual system for check-ins, counseling and other services with Case Managers and Peer Specialists.

Aside from the RSAT and ROSC Programs, the Department of Corrections provides casework and counseling for the entire prison population to include forensic services. The Casework & Counseling Division provides services to inmates and their families by assessing the inmates and family's needs for treatment of causative factors, addressing emotional and psychological barriers and supportive social casework (counseling, family counseling and school/employment placement). The Forensic Unit provides for reasonable medical, dental, and psychological treatment for inmates through cognitive, behavioral and skills assessments, relapse prevention and drug and alcohol. The Department is stretched very thin in meeting the diagnostic and psychological treatment of inmates within the general prison population. The need exists for more treatment staff to provide comprehensive services and meet the treatment and rehabilitation needs of the inmates while incarcerated and for specialized training for staff and treatment providers.

- Technology Improvement Priority

The role of information technology in criminal justice systems has evolved rapidly in the past decade or so and has become increasingly vital for policing, courts, corrections, rehabilitation and juvenile justice systems. These criminal justice systems help to provide reliable, timely, and accurate offender and case-based information.

Today's technology incorporates the most cutting-edge concepts and opportunities such as artificial intelligence with facial recognition and biometrics, computer dispatching systems, DNA analysis, surveillance and monitoring technologies. These advances are designed to enhance crime prevention and detection, improve safety and situational awareness, enhance evidence collection and documentation, improve data-driven policing and predictive analytics, real-time communication and collaboration, and improve training and professional development to meet regulatory compliance and risk management.

While most of Guam's law enforcement and criminal justice partners have implemented upgrades or new technologies in the administration, management, and operations of their various responsibilities and tasks, not all upgrades have been completed or fully functional. Although advancement in technology has transformed the criminal justice field bringing new possibilities, integrating these often, disparate technological systems, has been challenging, time consuming and costly. Other factors present include data security and cybersecurity risks, digital divide and technological equity among law enforcement communities, public trust and community relations.

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

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

In May 2013, the Criminal Justice Automation Commission implemented the Virtual Computerized Criminal History System (VCCH), a virtual system to retrieve data from the Guam Police Department's Law Enforcement Records Management System (GPD LERMS), the Guam Police Department Automation Fingerprint Information System (GPD AFIS), the Office of the

Attorney General of Guam's Prosecution Case Management Information System (OAG PCMIS), the Judiciary of Guam Case Management and Probation System (JOG CMPS), and the Department of Correction's Jail Management and Parole Systems (DOC JMPS) via the message switch to reflect the criminal offender rap sheet.

The goal of the Automated Fingerprint Identification System (AFIS) Project is to upgrade the Guam Police Departments AFIS Operating System to meet current and future demands of Guam's criminal history infrastructure. The AFIS Upgrade was implemented in two phases, with Phase I focusing on equipment upgrades and Phase II on hardware and software installation and training.

The need existed to upgrade the hardware and software of GPD's AFIS to be in sync with the planned upgrades with the Judiciary's system. With the upgrades, both GPD and JOG now have the ability to improve and maintain the inputting of fingerprints, evidence prints, and criminal history data into the AFIS. The upgrade would alleviate the manual process of collecting arrestee fingerprints and criminal history information, maintain the integrity of the files, and ensure the timely submission of fingerprints and criminal history information to the FBI CJIS.

The Judiciary was successful in securing professional services with the Thales Group (Gemalto, subsidiary) for the implementation of Phase I & Phase II of the AFIS Upgrades on behalf of the Guam Police Department. The implementation of Phase I contract deliverables completed upgrades to Guam's AFIS servers, SAN Storage Array, forensic equipment upgrade and Livescan systems for GPD's Forensic Laboratory, the Hagatna Detention Facility, Records and Identification Section and the Judiciary NCIC Unit. Phase I of the AFIS Upgrades with GPD were completed in 2021. The implementation of Phase II contract deliverables completed the installation, configuration, testing and deployment of the CABIS Server Software (Central Site CAFIS Servers Software, Windows OS, CABIS 7 Server Upgrade, CABIS 7 Workstation Client Upgrade), data migration, and end-user training. Phase II of the AFIS Upgrade with GPD were completed in 2023.

The full implementation of AFIS upgrades improved the Guam Police Departments efficiency of inputting fingerprints, evidence prints, and criminal history data into the Virtual Computerized Criminal History (VCCH) system and facilitates the seamless integration of information technology in and across criminal justice records systems. The AFIS upgrades has played a critical role in Guam's ability to positively identify and link individuals to existing criminal history records. More importantly, Guam will be that much closer to achieving Triple I compliance with the Interstate Identification Index (III) reporting requirements.

As of March 16, 2022, the Guam Police Department received its NIBRS certification from the Federal Bureau of Investigation (FBI). Guam Police achieved this milestone by maintaining less than a 4% margin of error as per the FBI mandate. This is a tremendous milestone for the Guam Police Department in meeting compliance with the congressional mandate for FBI NIBRS Certification. Guam Police will continue to support maintaining NIBRS compliance to enhance the quantity, quality, and timeliness of crime data collected by law enforcement officers, to provide personnel with NIBRS/IBR training via virtual on-line courses and technical assistance training, software programming adjustments to LERMS, upgrades to computer equipment, and to continue to improve the methodology used for compiling, analyzing, auditing, and publishing the collected crime data with NIBRS requirement.

As of June 2024, the Office of the Attorney General completed the implementation of the new Prosecution Case Management Information System (PCMIS). With the JustWare operating software for the PCMIS reaching its end-of-life on June 2021, the OAG initiated the transition to a new Prosecution Case Management System to include the migration of existing data and possible migration with law enforcement agencies and the Courts. The transition is in line with the integration, collaboration and the overall improvement of the Criminal Justice Information System. The migration of data and testing of the new system was completed in May 2024.

The new system allows prosecutors to track every aspect of a criminal case from case initiation through the appellate process and generate criminal information, especially in court trials by remotely accessing to the system in the courtroom. The system would also enhance the OAG's capacity to make data-driven decisions and increase its case management functionality by developing standardized management reports. As the OAG is one of four (4) entities responsible for capturing and reporting criminal arrest information, the eProsecutor management system is a vital link to the automation of criminal arrest data and in meeting federal reporting requirements such as the National Crime Information Center (NCIC) and the Federal Bureau of Investigations (FBI). As with all new software upgrades, the challenge remains in adequately providing for the resources to meet the annual maintenance fees associated with the upgrades. Annual maintenance is important to reduce the chances of major issues in the future, improve long-term maintainability and reduce technical debt, realize cost savings over time by preventing larger issues and enhances overall software quality and performance.

In August 2024, the Department of Corrections (DOC) completed a three-phased implementation of the new Adult Correctional Management Information System (ACMIS) as upgrades will no longer be available to sustain the program. The goal of Adult Correctional Management Information System (ACMIS) is to improve the Department of Correction's (DOC) ability to effectively and efficiently manage its Correctional Facility Operations and their inmate and detainee population information by implementing a new Adult Correctional Management Information System software application. The previous ACMIS application operated the NaviLine as its jail management system. Both the software and the hardware (IBM Power 7 servers) were outdated and no longer supported.

The new ACMIS will be the information backbone of correctional services and make prison management effective, and provide ease of retrieval of not just important descriptive information such as population counts, it will allow for decision-making within correctional facilities, maintain comprehensive information about offender's risk classification, assignment to needs and support various departmental activities. Effectively managing inmate behavior is critical to maintaining a safe and secure environment for staff, inmates, and visitors.

The system will facilitate the seamless integration of information technology in and across criminal justice records systems to include the Victim Information and Notification Everyday (VINE) Configuration with the Attorney General of Guam and the Prosecution Case Management Information System, and criminal history data from the VCCH system. VINE is an automated computer program offered to crime victims to provide continuous access concerning an inmate's custody status. With the Jail-Based System operational, coordination with the Guam Police Department is ongoing for the integration with the LERMS on the migration of arrest information.

The Technology Modernization & System Upgrade would assist the Guam Airport Police (APD) in modernizing their manual reporting (hardcopy) data collection/submission of reports to a paperless approach to align with the Guam Police Department. For the past decades, APD has been behind the technology curve as a law enforcement reporting entity. Many, if not all, other local and federal LE agencies have already transitioned from submitting traditional hard copy (typed/handwritten) police reports to submitting digital reports instantaneously via a mobile records management system (i.e. MOBILE and L.E.R.M.S.) to GPD's Records and Identification Section. The modernization and digitization of the APD reporting process will reduce the redundancy of hard copy report submissions for efficient reporting and case management and with other local law enforcement agencies reporting requirements.

Coordination continues with the Office of Technology, the Guam Police Department and with Tyler Technologies regarding the purchase of the LERMS and Mobile Field Reporting software to include the installation of the software program and the necessary training in the digital capture and reporting of arrest records to GPD's Records and Identification Section and the OAG.

The COVID-19 Pandemic brought significant changes to the Judiciary of Guam with the expansion of video conferencing capabilities for electronic, virtual, and other online court services. The improvements to video conferencing technology have increased the opportunities for alternatives to in-person hearings and other court proceedings. With video conferencing capabilities, the Judiciary now provides hybrid court hearings and operate in a multi-recording environment, made possible through the integration of audio improvements, updated equipment, to include live stream cameras, tripods, noise-canceling speakers, teleconference speakerphones, and virtual conferencing platform subscriptions. In coordination with the Office of Technology (OTECH), infrastructure for video conferencing capability has also been implemented at DOC to allow for virtual court hearings as well.

Video conferencing capabilities provided through the Public Defender Service Corporation allow the opportunity for virtual conferencing stations at DOC and the Department of Youth Affairs (DYA) to allow attorneys to confer with clients, thus protecting their 6<sup>th</sup> Amendment Right to legal defense and speedy trial. Video conferencing capability has also been expanded with the Office of the Attorney General (OAG) for court proceedings, case conference or meetings, interview witnesses including expert witnesses, consult with co-counsel/opposing counsel, client agencies for civil cases, and agency partners for juvenile/restorative justice cases; to improve operational efficiencies by providing wireless access to prosecution staff and victim advocates, and by standing up a physically and technologically efficient interview room.

The GPD will undergo upgrades to its New World Public Safety System to ensure arrest records are properly imputed into the LERMS in addition to software upgrades for NIBRS, and Mobile Messaging and Field Reporting applications to achieve compliance with the FBI's NIBRS data submission requirements under the UCR Program. As of March 16, 2022 the Federal Bureau of Investigations officially certified that the Guam Police Department was NIBRS compliant. Guam was the first US Territory in the Pacific to receive this certification. GPD officers are utilizing the New World – Tyler Technology (TT) Mobile Field Reporting application to generate police reports and the Records and Identification Section import the reports into the Law Enforcement Records Management System (LERMS) of which the NIBRS is integrated.

LERMS software programming adjustments for improvement of capturing criminal data for the UCR-NIBRS were initiated November 2022 with Tyler Technologies, however, the adjustment initiated a reset or defaulted edits related to the NIBRS errors. Due to this, the error rate appears high due to software adjustments that can only be fixed by the New World TT. In order for GPD to update its LERMS Software through New World TT, a hyperconvergence must be completed. Until this update is completed, manual intervention will continue to be required

The GPD received guidance from New World TT that a SQL server is also necessary to complete the GPD's hyperconvergence. The SQL server is necessary to store and backup data. GPD completed the procurement of the "hyper-convergence" infrastructure with the intent to integrate its police records management systems and networking resources into a single platform. GPD is in the beginning stages of this transition project which includes the migration of existing data from GPD's server to the hyper-convergence; however, in order to proceed with the migration, GPD is required to back up the data residing in an existing server into a SQL Storage. This is necessary to prevent the potential loss of data while ensuring the transfer of critical information and minimizing potential disruptions to GPD's systems including the LERMS, CAD, and Field Mobile systems which are intertwined with the NIBRS.

The Guam Police Department continues to pursue any required software updates and technology improvements, to include the purchase of necessary technological equipment, as well as any required NIBRS technical training and consultation in order to maintain its NIBRS certification. This will allow GPD the opportunity to continue to capture data in line with the NIBRS reporting system.

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

- continued migration of the Offender State Identification Number (SID) and Federal Bureau of Investigation (FBI) Number from GPD AFIS to the VCCH Records;
- continued migration of firearms registration to the VCCH Records;
- migration of specific data from GPD LERMS to OAG PCMS and DOC JMPS to eliminate redundancy of having to reenter information that has been populated to reduce human error;
- need to implement an automated mug shot system that integrates with the VCCH;
- continued upgrades and integration of the AFIS System to the VCCH;
- continued software updates to DOC's new Adult Correctional Management Information System to ensure seamless migration of inmate and detainee information with planned upgrades to GPD's LERMS and the OAG PCMIS and VINE;
- need to ensure the sustainability of the law enforcement annual maintenance costs; and
- provide targeted training, including extensive practice with many types of devices, software and systems to ensure that criminal justice professionals become proficient with cutting-edge tools and techniques and are prepared to handle these solutions effectively and ethically, and be solution oriented in being able to organize and analyze evidence more effectively.

Although Guam's criminal justice system faces numerous challenges, new and innovative technology promises to provide a major edge in everything from detection to apprehension and to prosecution. Equipped with a comprehensive array of technological solutions, Guam's law

enforcement officials and departments are able to accomplish more with less. The integration of these technologies will transform traditional methods into a more dynamic, efficient, and accountable approach.

- 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 related to murder, robbery, rape, assaults, drug and firearms offenses to wanted criminals. 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 identity. The anonymous telephone calls have led to thousands of arrests and recovery of substantial amounts of property. It is a partnership between the community, the media and law enforcement.

In the past 25 years, Guam Crimes Stoppers statistics report about 383 arrests for serious crimes with 61 rewards paid out, totaling \$22,500. Moreover, the anonymous tips have helped to solve seven murders on Guam and the amount of recovered property and seized drugs in Guam over \$4 million dollars. As of 2024, the Crime Stoppers Program received a total of 1,383 caller tips and conducted four (4) outreach representation in the schools and four (4) in village watch townhall meetings. Approximately 400 students and public participants attended the outreach programs conducted. The Guam Crime Stoppers have developed partnerships with the Department of Agriculture, the Judiciary of Guam, the Department of Education, the Mayor's Council, and the Guam Chamber of Commerce.

The success of a Crime Stoppers program cannot be purely judged on statistics alone, other benefits have contributed to:

- A greater awareness in the community that there is a crime problem.
- A willingness by the community to fight back against crime if it is given the opportunity and motivation.
- Improved relationships between police, media, and the community.
- Increased educational awareness in student and communities on crime prevention.
- Fostering safer environments through partnerships.

#### *Community Policing Efforts:*

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

The Guam Police Department has implemented several types of community policing wherein a systematic approach in partnerships with business partners and community members will be utilized to identify problem-solving techniques that will proactively address the immediate and long-term conditions that give rise to public safety issues within our island community and aid in fostering positive relationships.

The Neighborhood Watch Program (NWP) is geared towards organizing pocket communities throughout the island, providing citizens basic training in information gathering and safety and security advisement on how to engage their respective neighbors in taking pro-active measures in safeguarding their individual communities. In addition to the NWP, GPD also implements the Business Watch Program (BWP) to engage different game rooms and small stores to provide crime prevention tips for the safety of customers and staff. The Business Watch Program has more businesses engaging in safety and security discussions with GPD. Officers in the field have established a robust safety network among a growing array of businesses, from "Mom & Pop" village stores to boutique shops and hotels in the tourist district. GPD's message of partnering with the community was carried throughout a broad range of age groups.

Other community centered programs include Youth Programs aimed at empowering youth through education, encouraging informed decision making. Community Education such as the Prevention Through Education is a partnership with the Guam Department of Education to teach students critical thinking and decision-making to reduce illicit drug demand. Coalitions with Non-Governmental Organizations (NGOs)/Non-Profits are partnerships aimed at fostering safer communities and reducing crime. In the effort to reach out to our migrant community, Guam has teamed up with various NGO and non-profit organizations to go out into the community and spearhead community outreach projects such as youth activities, local and federal laws education, meet and greets, community dialogues, community-oriented policing centric curriculum, and various other community outreach initiatives. A few of the coalitions formed with the Guam Police Department are the UOG/FAS Coalition, GPD/Big Brother/Big Sister/AmeriCorps Collaboration Program, the Catholic Social Services/Alee Women and Children's Shelter, the Rotary Clubs of Guam and the Chuukese Christian Churches of Guam.

Furthermore, GPD also has the Citizens Police Academy to strengthen the bond of friendship and cooperation between our citizens and our police department. The objective of the Citizens Police Academy is not to prepare graduates to become police officers, but instead to instill in citizens a greater knowledge of the many functions of the Guam Police Department. However, due to limited manpower resources, there are no active Civilian Volunteer Police Reservists (CVRP) in the program at the moment. In addition, the Guam Police Department established the Community Assisted Policing Effort (CAPE). The CAPE Program, which officially started in 2005 through the National VIPS Program, encourages residents to actively participate in crime prevention activities. The CAPE Program has trained numerous volunteers to help with community outreach and dissemination of brochures and agency volunteerism through manning of telephones and other volunteer needs. Limited manpower resources have impacted the CAPE Program as well. However, a recent agreement with the Guam Memorial Hospital gives authority to Security Personnel to issue Level II citations to hospital patrons who violate the handicap parking laws.

- Resource Needs and Gaps in Services

With the goal of creating a strategic plan that is both current and comprehensive, the Bureau strives to make every effort to address the needs of Guam’s criminal justice entities. An open-dialogue with Byrne stakeholders allows the plan to recognize these evolving needs of the island and aim to meet them.

Guam’s major resource needs were categorized under prevention, law enforcement, adjudication, corrections and treatment, and information systems and technological improvement.

#### A. Prevention

*Drug and Alcohol Awareness and Prevention:* Drug and Alcohol awareness and prevention remains at the forefront of our island community’s priorities. As substance abuse continues to be an issue on Guam, prevention, training, and education prove critical in combatting this concern. The Department of Youth Affairs conducted a client assessment for the period of January – August 2024 and reported significant data on the amount of substance use among clients. This suggests the continued need for campaigns and education efforts targeted towards the use and misuse of drugs in our community and among our youth population.

The Parole Services Division also reports on the high recidivism rates of parolees, attributing this to the island’s drug problem. With the continued increase in drug use and misuse on Guam, law enforcement sees an increase in violations and continued violations fueled by drug dependency. Therefore, it is imperative that pre-emptive measures centered around prevention efforts have the potential to avert many substance abuse issues, ones that many individuals often carry throughout their lives.

Drug and Alcohol Prevention and Awareness programs are currently funded under the following federal funds that Guam receives: Substance Abuse Prevention and Treatment Block Grant, the National Highway Traffic Safety Administration, the Juvenile Justice Delinquency Formula Grant Program, which also extends to both treatment and prevention programs at different entities on Guam, and the PEACE Partnership for Success. These programs provide the island with the opportunity to proactively address the severity of drug and alcohol use and misuse on the island, however funding constraints, manpower resources pose the significant issue of long-term funding sustainability that undermine the ability to plan effectively and achieve any substantial successes.

#### *Prevention Education and Community Empowerment (PEACE)*

Under the Guam Behavioral Health and Wellness Center, an agency of the government of Guam, Prevention Education and Community Empowerment (PEACE) continues to create activities and key strategies that aim to both educate and support the island in preventing the use and misuse of drugs and the development of substance use disorders. Through GBHWC’s Prevention and Training Branch, the Partnerships for Success (PFS) grant assists in targeting key substance abuse issues in Guam’s youth community with the assistance of community partners and education efforts.

Under the Substance Abuse Prevention umbrella, under the GBHWC, the agency pushed forward various critical programs to address substance abuse on Guam, such as Project PATH (Preventing Addiction Through Health Empowerment). Established in 2022 under the SPF-Rx Grant, PATH specifically aims to reduce opioid, illicit drug, and prescription drug misuse on Guam through education and awareness.

Other campaigns under GBHWC include the One Nation, Alcohol-Free Campaign, which targets the both youth and adult demographics to educate the population on the dire consequences associated with alcohol abuse.

#### *Prescription Drug Diversion Prevention:*

Through the Department of Public Health and Social Services, the Guam Prescription Drug Monitoring Program, under the Division of Environmental Health (DEH), provides a centralized means of regulating all prescription drugs on the island. Utilizing a central computerized database known as PMP AWARE, the PDMP allows the island to collect, monitor, and analyze data on dispensed Schedule II-V controlled substance by pharmacies and practitioners. The intent of the collected data is to assist health care professionals in providing patients with the appropriate treatments for their patients, as well as managing their prescriptions. The monitoring of prescription drugs also provides evidence of any suspicious activity to both health care professionals and law enforcement, such as when prescriptions are being misused.

While programs such as these, which involve health care professionals in the efforts to combat the misuse of drugs on our island, are crucial, more is still needed. Sufficient resources to facilitate more training and public education tailored to specific demographics will allow for a more effective approach to this issue. Resources to support law enforcement in their efforts to both regulate and capture evidence, as well as apprehend those criminals contributing to this epidemic, are also needed.

#### *Sexual Assault Awareness:*

With the release of the 2023 Uniform Crime Report under the Guam Police Department, data suggests that, although there is an overall decrease in the amount of violent crime based on a five-year trend from 2019-2023, the total amount of reported rape and sexual offenses have increased. What is more, the Department of Youth Affairs reported in their 2022 Citizen Centric Report 11 admissions due to criminal sexual conduct. This was the third highest criminal related admission offense. This is compared to a total of zero criminal sexual conduct offense admissions to DYA for the previous two years. The data suggests that there is still a need to proactively address sexual assault. Sexual assault awareness therefore remains an existing need on our island. Providing tools to educate the youth population as well as other vulnerable demographics on this sensitive topic is vital.

Guam's Healing Hearts Crisis Center currently conducts various outreach/awareness programs. According to the Center's Social Services Supervisor, HHCC continues to provide educational awareness presentations at public schools throughout the island, including Guam Community College. Outreach programs extend to both students and school staff. With regards to public

schools, curriculum includes the RED FLAG/GREEN FLAG, Personal Safety and Dating Violence topics. For 2024, HHCC conducted approximately 25 community outreach/awareness programs with 1,799 participants.

The need exists to continue to provide sexual assault awareness at the schools and to provide support services to victims and witnesses of crime. There is a need to continue to break the silence on sexual assault and to make the community aware of sexual assault issues. A need also exists to build in prevention curriculums for children to learn about protecting themselves from becoming victims of sexual abuse.

#### Sexual assault awareness

- Sexual abuse prevention program curriculum in DOE schools for children to learn about protecting themselves from becoming victims of sexual abuse. Expand to private schools. Funding is needed for periodic refresher training for the train-the-trainers; for copying of materials; procure giveaways; and fund professional services (videos, voice over) to develop PSAs.
- Continue to promote the LaniKate program - Internet Crime Against Children/Keep Safe Internet Response Tool for Schools; continue to enhance partnership with GDOE in conducting Good Touch/Bad Touch outreach efforts in all the schools.
- Purchase or lease vehicles to support the activities of the agency.
- Equipment is needed for investigative, surveillance, and educational campaign efforts used in outreach activities and DOE schools.
- Increase access to services and information by developing quality and comprehensive information that is accessible (online) and using smart technology.
- Develop a risk assessment instrument for juvenile use.

#### Juvenile Justice

To further highlight the youth involved in the criminal justice system, Guam's Supreme Court Chief Justice, the Lieutenant Governor of Guam, along with other key agencies and community partners such as the Department of Youth Affairs, reconvened the Juvenile Justice Reform Initiative and launched a campaign aimed at developing new strategies to address the challenges faced by juveniles in the criminal justice system (23 SAR JOG). Some other efforts that were made are as follows:

Juvenile Drug Court – periodically hold outreach events that target the island's youth and efforts towards a drug-free island (23SAR\_JOG)

Guam Family Recovery Program – A federally funded program under the Superior Court of Guam that aims to strengthen and reunite families by providing collaborative, culturally respectful, family-centered services and treatment through increased judicial oversight.

As discussed previously, criminal behavior among the youth of the island continues to increase – with substance abuse on the rise, as well as criminal sexual conduct. The need for initiatives like those discussed above, as well as targeted programs to tackle this alarming issue, remain.

### Juvenile Drug Prevention

- Resources needed to fund a prosecutor
- Increase public awareness and educational campaign efforts and outreach activities.

### Legislation

Efforts in legislation have been made on the island. To combat the war against opioid addiction, Governor Lou Leon Guerrero signed into law on March 20, 2023, “The Guam Opioid Overdose Prevention Act of 2023” as P.L. 37-2. Under this law, the community is armed with access to opioid antagonist. The Act also encourages outreach, education, and increases awareness of this crisis and allows the community to take an active role in combatting this epidemic on Guam. The Act provides Guam's first responders and community service providers with the tools they need to save the lives of individuals experiencing an opioid overdose.

On July 12, 2023, the Governor signed Public Law 37-27 that provides additional safeguards to protect the community from opioid overdoses by authorizing expedient provision and distribution of opioid antagonists to the community, expanded testing for Fentanyl, and preventing higher life insurance rates for individuals rehabilitating from opioid addiction.

Under the Guam Opioid Overdose Prevention Act of 2023, Naloxone kits have been made available for public access via a vending machine free of charge, providing easy access to the medication 24/7. The vending machine is located outside the main entrance of the Guam Behavioral Health & Wellness Center and consistently being filled on a weekly basis. However, the demand is high and GBHWC is not able to procure more naloxone on time enough to keep the machines filled. GBHWC is also not able to capture data regarding any reversals. The only reversals the GBHWC is aware of are those reported by other clients.

Though strides have been made, more legislation is needed. Clear legislation to address substance abuse, violence – as well as investing in the means to enforce these laws will be a substantial move in the direction of combatting the issues that plague our island.

### Restrictions on STOP VAW Program:

The Governor’s Community Outreach – Federal Programs Office, strives to address the development and coordination of the Services-Training-Officers-Prosecutors (STOP) Formula Grant Program, as well as the Sexual Assault Services Formula Grant Program (SASP). Through the Services Training Officers Prosecutors (STOP) Violence Against Women (VAW) Formula Grant Program and the Sexual Assault Services Formula Grant Program (SAS), Guam’s Federal Program’s Office receives a combined total of approximately \$700,000 to fund services to victims and assist in funding law enforcement efforts to combat sexual assault and domestic violence.

The primary focus of the Services Training Officers Prosecutors (STOP) Violence Against Women (VAW) Grant is to assist in the island’s efforts regarding domestic violence, dating violence, sexual assault and stalking. Funding is allocated among various agencies, to include the Judiciary of Guam, the Office of the Attorney General, non-profit organizations and the Guam Police Department.

The Sexual Assault Services Formula Program (ASAP) supports rape crisis centers and other non-profit and non-governmental organizations that provide core services, direct intervention and related assistance to victims of sexual assault.

While both programs are - critical for our island, more is needed. As discussed above, more community efforts are needed to address the alarming statistics regarding sexual violence on Guam.

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

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

## B. Law Enforcement

On Guam, the Department of Corrections, the island's only adult correctional facility, reports an overall increase in its inmate population by 16 percent with 3,797 in 2023 compared to 3,261 in 2022. The number of violent offenses increased from 776 in CY 2021 to 861 in CY 2023 and the number of non-violent offenses increased from 2083 CY 2021 to 2936 in CY 2023.

The Guam Department of Corrections released approximately 115 inmates from 2021-2023 who completed the terms of their prison sentence. From 2021-2023, the average number of prisoners released is 2,411. One of the reasons for the existence of the correctional institution is to rehabilitate prisoners so that upon release they may become useful members to themselves and to society. The Department provides inmates with Casework and Counseling, Education, Community Release Program, Religion, Forensic, Vocational Rehabilitation Section, Inmate Labor Work Program, Cultural Arts & Crafts, University of Guam Internship Program, and Volunteers and Program Development.

Although the Department is mandated to provide these services, the lack of adequate and trained staff support, the limited resources that are available, and the lack of adequate space within the existing facility, are contributing factors that prevent DOC in adequately handling the growing inmate and detainee population.

Since 2023, the Guam Office of Attorney General (OAG) has been aggressive in prosecuting methamphetamine-related cases. According to the Press Release from the Guam Office of the Attorney General (12/26/24), as of November 2024, of about 88 criminal cases that were charged, 1/2 of those cases included Methamphetamine-related crimes, carrying with them a crime victim. In addition, the number of pre-trial violations continue to increase with defendants being charged

with new crimes on a monthly basis. Violations include Drug Possession, Family Violence, Criminal Mischief, Harassment, Terrorizing, Resisting Arrest, Assault, Violations of Court Orders, Promoting Prison Contraband, Public Drunkenness, and Destruction of Property. According to the OAG, the Court's Probation Officers file daily violations against defendants. The OAG finds Guam's Catch, Release & Reoffend as a problem and the nexus for repeat offenders and meth addicts being released back into our community and increasing violations & crimes. The OAG believes the solution is to keep especially these 2 categories of alleged offenders in prison pending trial to protect the community against harm and or preventing people crime victims.

As such, it is becoming increasingly difficult for DOC to meet its mandates of providing security, health and welfare to those under its care. Unfortunately, with the recidivism rate of prisoners who violate their conditions of release or charged with a new offense at 74% based on current inmate population at the facility, DOC is further challenged to supervise these returning offenders. The types of offenses related with recidivism and contributing factors are parole/probation violation, drug use and abuse, burglary and theft and robbery.

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

Responding to victims of sexual assault requires a coordinated community effort. Local data continues to show the magnitude of this problem on Guam. According to the Guam Police Department Law Enforcement Records Management System, there are on average 233 Criminal Sexual Conduct arrests over the past 4 years. The Healing Hearts Crisis Center (HHCC) leads Guam's Sexual Assault Response Team (SART) which incorporates governmental and nonprofit agencies who provide services to victims of sexual assault and abuse.

The Healing Hearts Crisis Center (HHCC) is Guam's only rape crisis center and was established by public law in 1992. HHCC is a division of the Guam Behavioral Health and Wellness Center in the Government of Guam. The intent of the program is to provide survivors of sexual assault with "discrete, immediate, and full medical attention". HHCC works closely with the Guam Police Department, Child Protective Services, Advocacy agencies such as Victim Advocates Reaching Out as well as the Office of the Attorney General to provide a full continuum of care to victims. All pertinent agencies participate in Guam's Sexual Assault Response Team and work together to develop strategies based on current best practice standards to begin the healing process for victims and ensure that the necessary help and resources are available.

There are certain challenges and limitations that continue to be worked through in the community. The most significant limitation for victims of sexual assault and abuse is the limited amount of

services available for victims. HHCC continues to be the only provider on the island of Guam with specialized, trained individuals to deliver specific services to victims of sexual assault and abuse. As a result of these, HHCC has identified the following resource needs and gaps in services:

#### Training:

More training opportunities for Healing Hearts Crisis Center staff would improve services. Forensic Interviewing training and Forensic Interviewing Advance training, medical consultants to attend conferences and receive training pertinent to their area of practice, additional training from the National Sexual Assault Conference (NSAC) and again to attend those training or discussion areas that pertain to sexual assault and abuse.

#### Funding:

HHCC would greatly benefit from additional funding. According to the Social Services Supervisor for HHCC, additional funding for recently trained Sexual Assault Nurse Examiner (SANE) Nurses to allow them to be on call – this would allow them to obtain hours towards their certification (300 hours) with their currently contracted physicians. If the required hours are obtained, there would be more opportunities for RN and contracted MD to perform the forensic medical exams. Additional funding for Medical Assistance when a person is identified would also benefit HHCC.

#### Staffing:

As with many programs, the need for more resources to better equip HHCC would improve the Center greatly. Currently, HHCC operates with one Social Services Supervisor and one (1) Social Worker – though they are currently in the process of obtaining a second social worker. More staff would allow for all programs and areas of HHCC to receive detailed and dedicated attention.

- A. Increase funding to incentivize health professionals to become Forensic Examiners. Funds are extremely limited to support HHCC's efforts to maintain a pool of on-call Examiners and Examiner Assistants to be able to respond to and provide needed medical services 24 hours a day, 7 days a week.
- B. Increase training opportunities for Forensic Examiners. Hand in hand with the above need, there are currently no funds to support the training of potential Forensic Examiners in Sexual Assault Forensic Examination courses. Training opportunities have been limited to full-time HHCC staff which prevents contractual personnel from accessing needed training opportunities to work towards certification in the area of sexual assault forensic examination.
- C. Equipment upgrades/ technological improvements for medical and Forensic Interview equipment. The field of research surrounding sexual assault is constantly being innovated and as a result, technological and equipment needs to keep up with evidence-based practices and best practice standards that are changing rapidly. Medical equipment such as a colposcope, computer equipment and corresponding software, as well as forensic interviewing equipment such as audio and visual recording equipment and data storage need to be upgraded and maintained to maximize the collection of forensic evidence in sexual assault cases.
- D. Increase compliance with the Violence Against Women Act and not require any police involvement to access rape kits. Currently all sexual assault kits used to collect forensic evidence is the property of the Guam Police Department which requires a corresponding police

report number for record purposes. Although HHCC works well with GPD and utilizes mechanisms such as anonymous reporting for adult victims without disabilities, there is still a gap in access to rape kits. Exploration of the possibility of other entities such as major hospitals, clinics, or government agencies such as the Department of Public Health and Social Services or even HHCC directly being able to procure evidence collection kits would provide easier access to these kits for victims who do not want to participate in the criminal justice system which by federal law should not be required and would also potentially facilitate greater coordination between other health provider entities to be able to provide evidence collection for victims.

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

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

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

#### *Violent Crime & Sexual Assault Prosecution Program:*

The OAG experienced challenges with the loss of several staff attorneys resulting in an insufficient pool of attorneys to prosecute sexual assault cases in addition to challenges in the recruitment for an experienced attorney in sexual assault. There is a need to fund prosecutors and investigators at the Office of the Attorney General to handle cases stemming from violent crimes and sexual assault cases charged. There is also a need to fund a paralegal to provide administrative support.

#### **A. Sexual Assault Response Team (SART)**

- Resources to fund a prosecutor, investigator, and/or paralegal to handle violent crime and sexual assault cases.
- Training for prosecutors and investigators (e.g., child sexual assault forensic interviewing techniques, trauma informed training and best practices, to name a few).

- Training for victim advocates on best practices of handling sexual assault and child sexual assault victims and trauma informed advocacy training.
- Develop a risk assessment instrument for prosecutor use.

#### B. Restitution Court

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

#### Parole Services Division

Currently the Parole Services Division faces several challenges that highlight their needs:

- Personnel:
  - Administrative Staff Support: the entire Parole Services Division operates without an administrative staff. This means that Parole Officers typically carry their current caseload as well as all associated administrative duties. This in turn utilizes critical time Parole Officers could be using with their Parolees.
  - Additional Parole Officers: The current caseload for Parole Officers also includes that of inmates eligible for parole. This increases the number of cases per Parole Officer. An increase in qualified Parole Officers would significantly improve the ability for the Parole Services Division to operate more effectively and efficiently.
- Equipment: radio communication is an important means of communication for Parole Officers. Currently, the Parole Services Division utilizes I-Connect Push-to-Talk radios, which often have poor reception. This has the potential to hinder a Parole Officer's safety if they have unreliable means of communication. Updated radio communication would improve this need.
- Services: While the Parole Services Division does not offer treatment to parolees themselves, they do refer those who require specialized treatment services to community partners. Ensuring strong community collaborative relationships is key to ensuring parolees are always provided with the resources they need.

#### Training:

In response to addressing the needs of victims of criminal sexual assault cases and minimize additional trauma, a General Order 03-10 was developed by the Healing Hearts Steering Committee. The General Order was developed to provide the Guam Police Department law enforcement officers with guidelines for responding to reported criminal sexual assault cases. There is still a need for continued training for all responding officers on the proper procedures and protocol in handling a sexual assault case.

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

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

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

Confidential Informant Program: CQA officers use a wide variety of tools and services to help protect our borders. The ability to collect inside information from certain members of the community would have a lasting impact towards disrupting or even dismantling criminal networks operating within our borders. CQA would like to develop Standard Operating Procedures (SOP) to utilize the use of confidential informants. The use of human intelligence could provide actionable information on illegal activities on Guam.

The introduction and passage of legislation similar to proposed Bills 267-37 and 272-37 would help resolve this issue.

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

Border Intel Hotline/Crime Stoppers: CQA would like to establish a Hotline and email to receive tips from the community about illegal activities that may be occurring at the entry points within our community. An email address or telephone line can be put in place and advertised that it will be 100% anonymous. For people interested in continuing to relay information could be placed within the confidential informant program.

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

Specialized law-enforcement technology and equipment: CQA requires more specialized equipment in the field to combat with criminal organizations activities. Procurement in GovGuam is very cumbersome and time-consuming. However, when trying to pick a specialized item to be used by law-enforcement, it is very difficult to find a vendor willing to sell it locally.

Local vendors usually will mark up the product significantly versus vendors in the mainland.

And many local vendors do not want to do business with GovGuam. Our budgets are extremely limited. Even if allowed to go through Federal GSA, CQA will still be required to go through local GSA procurement protocol. This process might take more than a 12-month grant period would allow.

Some of the specialized equipment include: X-ray equipment, K-9s, Advanced targeting systems (ATS-G), Advance safety equipment when dealing with highly volatile substances like fentanyl, Specialize off-island training, Handheld drug analyzers and 12 Analyst Notebook.

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

While the Judiciary's law enforcement divisions comprising of the Marshals Services and the Probation Services have varied responsibilities, both, however, share one common responsibility: the transport of individuals who have been convicted of crimes and ordered by the court to be detained. These individuals range from your juvenile/adult common thief to violent drug addicts. On any given day, up to 10 individuals are court ordered to be detained at the Department of Corrections and or the Department of Youth Affairs. As custody of the Judiciary, transportation is our responsibility. In addition to transporting criminals, the Marshals Division is responsible for delivering court documents for criminal, traffic, civil, small claims and child support matters.

The Judiciary of Guam's current fleet does not meet the needs of our law enforcement officers as vehicles are not equipped with law enforcement safety features. The lack of these safety features increases the likelihood of those detained hurting themselves and our officers. In addition to the lack of safety features, these vehicles do not meet the requirements of field officers who serve court documents and execute warrants. The current fleet consists of economy sized sedans that are not capable of trekking thru Guam's remote, all terrain locations. They are not suitable for unpaved roads, rocky areas, secluded ranches, isolated hillsides and wetlands, and are likely to sustain damages resulting in costly repairs. Sport Utility Vehicles (SUVs) and transport vans equipped with officer safety features such as rear window barriers, a prisoner cage, customized rear door panels, seat belts and the capability to access remote areas throughout the island are needed.

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

Forensic Science Bureau (Laboratory).

Due to the highly detailed nature of the work conducted at the Guam Police Department's Forensic Science Bureau, there is a constant need for highly specialized equipment. Handling evidence and ensuring items are correctly analyzed requires a constant need for state of the art tools to properly analyze evidence and the data that the Forensic Science Bureau encounters on a daily basis.

The continued need exists for essential and specialized police equipment to assist in the processing, collection, analysis, and disposal of evidence. Such equipment include:

Latent Fingerprint Unit needs Digital Image Software (i.e., Photoshop): For appropriate conclusions to be drawn when the conclusion is anything other than identification, the Unit needs digital image software (i.e., Photoshop) to view and compare threshold prints.

Firearms Unit needs an updated Comparison Microscope: The comparison microscope in the FA Unit is from the early 1990's. While the scope can still provide enough details for comparison at 250x, modern scopes have magnifications of 1000x or higher. Further, the photos taken from the current scope do not accurately depict what the examiner sees, making it difficult for another competent examiner to review the photos and come to a conclusion.

Others Services, Equipment and Software needs at the Forensic Science Bureau are:

- Maintaining and expanding Scope of Accreditation
- Specialized equipment (Comparison Microscope, 3D Crime Scene Mapping System)
- Software (Adobe Photoshop, Adobe Professional, Adobe Experience Manager Forms)
- Solutions (Forensic Laboratory Information Management System - configurable)
- DNA laboratory - equipping completed lab with Forensic DNA equipment, instruments, and administrative tools (i.e. printer, telephone, and internet)
- Vehicles to respond to crime scenes

#### Radio Communications Equipment:

Judiciary of Guam. Perhaps the most critical piece of equipment for a law enforcement officer to have while performing their duties is reliable and instant communication in the form of portable radio devices which is a part of standard security gear across the nation. Portable radios enable officers to stay connected with and provide a direct link to their command center and team at all times. This link is critical to supporting officer safety and coordination when responding to emergencies. Due to a lack of funding, the Judiciary's current inventory of radio equipment is less than sufficient to support officer safety. The current communications equipment in the Marshals Division includes 18 operable portable radio systems from the Motorola XTS Series and 37 newer models of the APX Series. A total of 68 full-time marshals are on staff, which equates to 37 new models to 37 officers and almost one out dated unit for every two officers of the 31 remaining deputies, excluding the additional 13 Volunteer Deputy Marshal Reservists also employed at the Judiciary. Purchased in 2011, the XTS Series radios are outdated and difficult to repair as the manufacturer has discontinued production of this model.

The Probation Services Division currently has 16 operable radio units. Although the Probation Services Division does not conduct field work as often as the Marshals Division, they do perform weekly routine checks on probationers and offer support when needed. When in the field, probation officers without radios currently rely on personal cellular phones, specifically data messaging via WhatsApp messenger to communicate with their supervisors and team. Although any communication is better than none, cellular communication can limit an officer's access to timely information such as an individual's location and court documents. Probation officers in the field do not have access to the Marshals control center and regularly experience connectivity issues

in areas with poor reception. Communication via phone chat groups is insufficient and unsafe, especially in times of emergency.

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

Guam Police Department. In December 2024 the Guam Police Department successfully negotiated with Motorola Solutions the RFP and the contract to implement Project 25 (P25) Land Mobile Radio Communication System. P25 will replace the outdated land mobile radio system that has been in operation for 30 years. The P25 system is expected to greatly enhance coverage, reliability, and security and will benefit a range of public safety agencies, including the Department of Corrections and Department of Youth Affairs, which are expected to enjoy improved connectivity. Key features of the new system include encryption, cybersecurity, and mobile phone access.

The upgrade will be changing the entire Government of Guam LMR system from an analog system to a digital system. Other law enforcement agencies that are using the current system will be able to use the new system. However, in order to access the LMR system they will need to purchase their own radios compatible with the new system. The lack of resources to purchase the radios poses a challenge to align with the new LMR system.

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

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

Currently, the Judiciary's Marshals Training and Staff Development Section employs two deputies with ALERT user certification; however, the Judiciary lacks certified instructors and the ALERT equipment needed to fully and effectively conduct the active shooter training. Trainings conducted with non-law enforcement staff are done without active shooter training equipment. Trainings conducted with law enforcement designated positions must be coordinated and scheduled in such a way to allow for the borrowing of equipment from other law enforcement entities. Equipment needed such as the Active Attack Integrated Response (AAIR) Kit will allow certified trainers to meet 100% of the course requirements.

Due to the lack of proper Active Shooter Training equipment, The JOG has resorted to borrowing equipment from other law enforcement entities. At times, this has resulted in two negative outcomes – the canceling and rescheduling of training events when equipment is unavailable or the reduction in the number of personnel trained during an event if the necessary number of equipment is not secured for the training. With the acquisition of ALERRT Active Shooter Training equipment, the Judiciary will have the capacity to implement initial and booster Active Shooter Trainings to full fidelity as required by ALERRT and at regular intervals in order to meet and maintain POST requirements.

### Guam Police Department's Planning, Research & Development (PRD) Section

The Planning, Research and Development Section within the Administrative Division at the Guam Police Department highlight several areas in which a critical gap has been identified.

#### 1. Outdated Records Management System

The current Police Records Management System utilized by the Guam Police Department was last updated in 2017 – eight years ago. Operating with an outdated system creates challenges for the department by creating delays in report processing, creating a high error rate in the Nation Incident-Based Reporting System (NIBRS) submissions and also maintaining compliance with FBI reporting standards.

These significant challenges can be addressed through funding sources that would assist in system and software upgrades and improve overall efficiency. In turn, addressing these configuration errors will improve data accuracy for FBI Certification and ensure compliance with NIBRS standards – all critical to the department.

#### 2. Manual Error Corrections and Data Processing Delays

Currently, corrections to processing systems utilized by the Guam Police Department are done manually. This time-consuming task creates potential inefficiencies, delays and inaccuracies in critical reports, including the NIBRS report submissions. Reducing the need for manual corrections will in turn create a more effective, streamlined and automated reporting process.

Increasing staff – to include hiring dedicated management analysts as well as crime analysts specifically tasked with overseeing data preparation, reporting submissions and compliance with FBI standards will directly reduce the identified gap above.

The dedicated Crime Analysts will prove pivotal to the department. Their specific focus on analyzing crime trends, producing actionable data and creating detailed reports that have the ability to guide enforcement efforts will aid the Guam Police Department to focus their resources strategically, evaluate the effectiveness of their initiatives and prioritize more high-crime areas.

#### 3. Limited Analytical Capabilities for Data-Driven Decision Making

A critical gap in the administration division of the Guam Police Department is their lack of advanced tools specifically for data analysis and mapping, in turn significantly limiting the department's ability to make informed decisions and effectively allocate current resources based on crime data.

Resources that would allow the Guam Police Department to procure advanced Data Analysis and Mapping (DAM) and Decision Support Software (DSS) in order to equip themselves with the necessary tools for comprehensive data analysis is critical to address this need. Through the implementation of these software, as well as employing an effective training program will allow current and future personnel to equip themselves with the capabilities to utilize these advanced analytical tools. A more effective system in place – with software and trained and knowledgeable staff – will in turn improve the decision-making processes of the department through their ability to produce more actionable insight and strategies.

#### 4. Insufficient Technology/Equipment

The lack of sufficient equipment greatly hinders the Planning and Research Division at the department. By utilizing outdated technology – to include computer systems and accompanying software – contributes to an overall delay in productivity and efficient data processing. Outdated technology throughout the department hinders timely input of critical investigative data and hinders many processes throughout.

Updating the Guam Police Department and its divisions with up-to-date technology and computer and printing systems and hardware will greatly improve productivity and the timeliness, accuracy and insightfulness of the data produced.

All in all, as with other divisions within the Guam Police Department, as well as nearly all critical law enforcement agencies associated with the Byrne JAG, providing resources to update equipment, train and recruit more personnel and upgrade the necessary required technology, significant improvements can be made to address the gaps in services highlighted.

##### Maintenance of Equipment:

Nearly all criminal justice entities on Guam require specialized equipment, ranging from specific technology and software to accommodate virtual hearings, meetings, and inter-agency database systems, to task force equipment to include specialized microphones, laptops, camera systems. Forensic Laboratory requires highly valuable specialized equipment to include a Comparison Microscope and 3D Crime Scene Mapping System.

##### Personnel:

Personnel remains a critical need across all law enforcement entities. Guam Customs and Quarantine Agency officers, as an example, possess specialized training in various areas due to the nature of their work as well as the many Task Forces they are involved in. When officers retire, they will take with them their unique and specialized knowledge. A need for an increase in

personnel in order to cross-train and ensure operations experience continuity in their programs is vital to the success of their work.

They are in high demand and highly involved with various law enforcement groups involved with dismantling criminal networks operating in this region. Currently, 1/3 of CQA officers are eligible for retirement. CQA is initiating measures to increase our officer personnel numbers. But there is a great need for more saturation of qualified officers in the field versus the available number of the officers that CQA has on hand.

Guam's sole correctional facility, the Department of Corrections, lacks a sufficient roster of Correction Officers to optimally manage its agency and the ever-increasing number of inmates and detainees housed within.

The Guam Police Department needs law enforcement personnel to support their efforts:

As the street value for certain drugs decrease as well as the continued misuse of prescription substances continues to be an issue for this island, the need for additional personnel to support these interdiction efforts is vital. The need to support law enforcement personnel extends beyond those assigned to Task Forces, but also to those at other critical areas on the island. Guam Police Department law enforcement officers were previously assigned to areas including the Guam Department of Education. While officers are not currently assigned to GDOE, there are plans to revisit this program. With that in mind, the need for personnel to ensure this program operates at its optimum is imperative.

Within the Forensic Science Bureau under the Guam Police Department, the increased documentation required for accreditation, units within the Bureau are in need of skilled personnel. The Latent Fingerprint Unit currently needs approximately four (4) additional personnel. This number of staff requested is necessary in order to fulfill the verification requirements and also to meet the demand for examining latent prints, to include processing latent prints, conducting reverse searches on the Automated Fingerprint Identification System (AFIS) and overall assurance of continuity of operations during a leave of absence or retirement of existing personnel within the unit.

An increase of Criminalists is also a need in order to assist and ensure the continuity of operations within the Firearms, Drug Analysis and Biology (Serology/DNA) Units.

Additional Property Control Officers are also needed under the Evidential Control Section (ECS). Additional personnel in this area will assist in the management of the continuous submissions of evidence and the safekeeping of items, as well as the identification of items for disposal or destruction and maintaining the integrity of the evidence. Those ECS personnel will also require the necessary training in order to understand the best practices to utilize.

Regarding treatment providers, the island is severely lacking in this area as well. The Guam Behavioral Health and Wellness Center, whose agency is at the forefront of substance abuse prevention outreach with its Prevention and Training Branch discussed above, continues to face difficulty hiring and maintaining positions vital to the treatment programs they facilitate. Under

the Residential Substance Abuse Treatment for State Prisoners Program, as an example, GBHWC was unable to recruit a psychiatric technician to assist carrying out the goals of the RSAT program. Eventually, the program was forced to pivot and attempt to recruit a community aide instead, a position that has yet to be filled. Though the program maintains at least one Chemical Dependency Treatment Specialist, staff turnover is also an issue.

Because of GBHWC's status as the Single State Agency on Mental Health and Substance Abuse Prevention, Treatment and Recovery, the issue of hiring and retaining personnel is vital, as it affects their ability to optimally serve other agencies.

Beyond law enforcement officers, other entities within the criminal justice network also need to address the hiring and retention of quality staff. The Office of the Attorney General of Guam require attorneys to successfully prosecute violent crimes, sexual assault, domestic and family violence, drug and juvenile criminal cases, to name a few. In addition, legal staff to provide support and assistance to attorneys is critical to the successful prosecution of these cases. This fact is supported by data extracted from the FY 2022 Citizen Centric Report submitted by the Office of the Attorney General. According to the CCR, there was a total of 804 felony cases filed and 467 Misdemeanor Cases filed for FY 2022, both almost double the number of cases from the previous year. With 397 family violence cases, 215 Assault Cases and 199 Theft Cases, these figures only highlight the need for experienced attorneys and supporting staff to assist in fulfilling their mission to uphold the law for both the people and government of Guam.

Retaining experienced legal professionals extends to other justice agencies as well. The Public Defender Service Corporation (PDSC) provides legal services to those unable to afford private council. According to the PSDC Case Management System as provided in their FY 2022 Citizen Centric Report, the PSDC had a total of 2,418 cases.

The following are Guam's additional manpower requirements needed to effectively fight drugs and violent crime and to improve our criminal justice system:

- Attorneys to prosecute violent crimes cases and non-compliant sex offenders, including specialized training and conferences for prosecutors.
- Attorneys to prosecute sexual assault cases, domestic and family violence cases, drug cases, and juvenile crimes.
- Investigators to investigate sexual assault cases, domestic and family violence cases, drug cases, and juvenile crimes.
- Legal support staff to assist the attorneys.
- Officers to aid in narcotic interdiction efforts as the following have been noted: 1) decrease in the price and street value of methamphetamine indicative of supply-demand and supplier surplus; 2) increase in importation trends have been identified through all ports of entry (shipping, airline), postal service and private parcel couriers; 3) increase and commonality of drug trafficking organizations and individuals in the possession of illegal firearms or trade in firearms in exchange for narcotics; 4) use of businesses by drug trafficking organizations to launder cash proceeds from sales of narcotics especially in the use of electronic currency such as Bit Coin and PayPal; and 5) increase of pharmaceutical controlled substances (prescription pills) theft, use, possession and illegal sales indicates a paradigm shift from the use of synthetic substances (methamphetamine).

- Law enforcement officers in the Judiciary's Marshals and Probation Services Divisions play a vital role in the day-to-day operations of the Court. Officers provide security screening at all building entrances, security for judicial officers and ensure the safety of employees and the hundreds of patrons who conduct business at the courthouse each day. They also supervise in-custody defendants in the Judiciary's holding cells, transport and supervise defendants to and from the Department of Corrections, and oversee weapons screening stations at facility entry points. They are also mandated to supervise adult and juvenile probationers on a regular basis both on and off the court premises. Law enforcement officers also perform daily field work such as executing warrants, transporting detainees and serving court documents for criminal and civil cases.
- Additional funding and resources to Guam Police Department to support officers assigned to the Guam Department of Education for the School Resource Officer Program.
- Additional personnel needed to maintain the minimum requirements for peer and technical reviews as required by laboratory accreditation.

#### Continuation of Accreditation Requirements:

The Forensic Science Division within the Guam Police Department has been successfully accredited, however, it is imperative to maintain these accredited areas within the laboratory. Furthermore, it is important that the laboratory also seeks to expand the Scope of Accreditation.

The laboratory will be seeking accreditation under the ISO 17025 for Testing Laboratories and ISO 17020 for Inspections. The primary source of funding for this endeavor is through the Paul Coverdell Forensic Science Improvement Grant. Continued funding is crucial for subsequent assessments that will need to be addressed in the future.

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

DNA Laboratory Equipment and Overall Forensic Science Division Software and Equipment Updates: In September 2010, the Guam Police Department was awarded a Capital Improvement Project grant award in the amount of \$365,653 from the Department of Interior for the architecture and engineering design for a DNA Lab and Toxicology Facility at GCC campus. The DNA Facility was expected to be completed by September 2013, however, federal funding that was identified for the construction was diverted to another project and the DNA laboratory had been pushed back.

Although the funds were redirected, the Guam Community College (GCC) applied for funds from the U.S. Department of Agriculture Rural Development Communities Facilities Loan for the forensic laboratory extension of approximately 8,000 sq. feet that will house the DNA laboratory, classroom facilities, and faculty offices. In 2020, the GCC completed the construction of the DNA Laboratory, however, delays have been experienced in obtaining the necessary occupancy permit for GPD to begin DNA analysis. GCC is in the process of procuring the necessary safety features

to meet the occupancy certification requirements.

Once the occupancy permit is obtained, the DNA lab will need to be equipped with Forensic DNA equipment and instruments. There is a need to ensure the DNA laboratory is properly equipped with the necessary equipment, software, instruments and administrative tools in order to operate at its optimum level.

Accreditation Compliance Needs: Based on the assessors from the Forensic Science Division's recent accreditation surveillance and scope extension activity, the following needs were identified:

Latent Fingerprint Unit: the need for Digital Image Software is necessary in order for the appropriate conclusions to be drawn when the conclusion is anything other than identification. In this instance, digital imaging software will allow staff to view and compare threshold prints.

Firearms Unit: it has been identified that the Firearms Unit requires an updated Comparison Microscope. The unit currently operates on a comparison microscope from the 1990s, therefore a nearly 30-years old piece of critical equipment is utilized for their work. While the current microscope is still able to provide enough details from comparison at 250x, modern comparison microscopes have the magnification capabilities of 1000x or higher. This might prove essential for cases relying on the data from the unit. What is more, while the photos taken from the current microscope do not accurately depict what the examiner identifies – this in turn makes it extremely difficult for another competent examiner to review the photos and come to a conclusion.

#### Drug Detector Dog Teams:

The Drug Detector Dog Unit has proven vital within the criminal justice system. Various law enforcement task forces utilize Drug Detector Dogs in their efforts to combat, prevent, and detect crime on Guam. Drug Detector Dogs are highly skilled and can work in various environments and critical points of entry into the island. Their assistance contributes to successful discoveries, can provide probable cause for search warrants, facilitates potential investigations and in turn can positively contribute to successful prosecution cases. Overall, the incorporation of Drug Detector Dogs into various active law enforcement units can significantly impact large-scale drug operations and aide in combating the drug issue on this island.

Agencies, such as the Department of Corrections, the Airport Police Department, the Guam Customs and Quarantine Agency, and the Guam Police Department utilize drug detector dogs to carry out their missions in combating illegal drugs on the island. Providing the required resources to train personnel, handlers as well as ensuring the canines are properly cared for is essential. The investment into K9 Narcotics Drug Detector Dogs is significant – as the funding extends beyond the facility and into vehicle transports, medical and wellness care for all K9s and continuing to ensure they are consistently well cared for ensures both the Drug Detector Dogs, and therefore the units they partake in will perform at its optimum level. The need to maintain these standards continues to be a priority.

The need exists to deploy more canine teams through the purchase of drug detector dogs and recruitment of more dog handlers. The DDD Unit is lacking these resources due to the retirement

of several DD Dogs and subsequent transfers of handlers back as line officers. Funding under the Edward Byrne JAG Program assisted in the acquisition of the eight (8) DD in addition to funding assistance from the Opioid Recovery funds for logistical support in the shipment of the DD Dogs to Guam. Guam's Opioid Recovery Advisory Council ("ORAC") looks to assist with acquiring more drug detection canines to increase capacity at CQA and with other law enforcement agencies such as GPD, DOC, and Parks and Recreation. Funding is also needed to assist the CQA in the upkeep and maintenance of the dog kennels and for professional care such as veterinary services, pest and rodent control, waste disposal, food, training aids, medicines and supplies, and specialized transport vehicles.

#### Airport Police Department:

Incorporating Airport Police K9 Narcotics Detection dogs into an active Patrol K9 unit at the Guam International Airport Police Division has been a significant asset to combat potential illegal drug incidents. They are highly important in both discovering valuable evidence and assisting in locating illegal possession of drugs. K9 Detection Dogs also participate in outreach and education programs – providing necessary public awareness regarding the current danger of the misuse of drugs in the community and ways law enforcement attempt to counteract these crimes.

#### Legislation:

Drug Recognition Expert: A Drug Recognition Expert (DRE) is a law enforcement officer trained to identify people whose driving is impaired by drugs other than, or in addition to, alcohol. All DREs follow the same 12 step procedure called a Drug Influence Evaluation (DIE), to determine which category of drugs is causing the driver to be impaired. The Guam Police Department has developed the draft Standard Operating Procedures (SOP) and protocol for the Drug Recognition Expert Program, however, the draft has not been approved until such time that legislation is developed to provide drug testing of individuals under the influence of alcohol and narcotics. There is also a need to develop policies and procedures to prosecute individuals suspected to be under the influences of narcotics while operating a vehicle.

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

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

and 6) allow for the DREs to conduct the 12 step evaluation.

However, when P.L. 34-107, (the law that migrated the Safe Street Act from the Motor Vehicle Code to a Criminal Code), was passed, none of the amendments which were requested were included due to the request from the court and the Attorney General office to create a totally new bill focused on these amendments. GPD continues to initiate talks to do a round table discussion to amend the current law to include the above amendments and effectively implement the DRE Program.

The need to revise and enforce legislation pertaining to firearms is critical for the island. The following legislations are needed:

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

Updating of Legislation for citizens (civilian or military) moving/relocating to Guam. For citizens (civilian or military) moving/relocating to Guam must register their firearm according to Guam Law (Current law) and if the firearm is not registered in a certain amount (60 days) of time they will be seized/forfeited to the Guam Police Department (Addition to law).

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

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

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

revising so to deter these criminal organizations from conducting illegal activity. Legislation regarding Guam Asset Forfeiture Laws is critical and will require the cooperative efforts of various agencies, to include the Attorney General of Guam's Office, the Judiciary of Guam and the Guam Police Department.

The need to re-visit and update the Guam Asset Forfeiture Laws is a very important. Cooperative effort with the Attorney General's Office, Superior Court, and the Guam Police Department.

Updating of Legislation for career drug re-offenders: This would include those that currently have three drug convictions. While one perspective states that drug offenders are non-violent crimes, the long-term effects of drug use often leads to violent acts and therefore tends to be associated with other problematic crimes. Update to include: 3 drug convictions shall result in a mandatory minimum prison sentence.

Create Lawfare Penalties: CQA officers are uncovering illegal activities at our borders but no penalties are written-up. CQA Officers need to be able to hold someone accountable for these illegal actions. When human trafficking rings are uncovered, the ships leave the port without any penalties or citations. When drugs or other illegal items are found on the ships and there's no master or person in charge, the challenge remains in holding someone accountable or who to penalize. More often than not, the items get seized but the individuals involved are not held accountable for their illegal actions. CQA needs to look at new trends - Chinese nationals arriving unannounced into Guam and strengthen laws to deter these offenses.

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

### C. Adjudication

The Judiciary of Guam continues to pursue a mission of delivering justice fairly and efficiently through transparent, inclusive and accessible court services (JOG website). With this in mind, the court system also strives to improve its services and address any needs, especially due to its critical role in the legal aspect of the criminal justice system. Reducing recidivism and an efficient case system will be the natural results of an efficient running judiciary system. In the Judiciary of Guam's most recent strategic plan, the entity continues to strive to improve its operations and services by exploring additional services and court access, utilizing more data informed decisions regarding their specific needs and the resources allotted and discovering methods to ensure the court remains transparent and accountable to both employees and the public (2024-2027 JOG Strategic Plan).

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 needed to help them stop their negative behavior.

#### D. Corrections and Treatment

The misuse of drugs continues to be a significant problem on Guam. As mentioned previously, the increasing population at the Department of Corrections, combined with the current recidivism issue can be attributed to the drug dependency problem on Guam. Because of this, corrections and treatment remain a significant need for our island population.

The Department of Corrections highlights the continued need for more treatment opportunities within the prison system as well as a more formalized re-entry program for inmates to partake in prior to their release.

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

*Sexual Assault Offender Treatment:* A gap in service continues to exist with respect to an absence of specialized treatment for convicted sexual offenders. A need exists to provide treatment programs to sex offenders in order to reduce the incidence of sexual re-offense. Sexual assault is not a disease that can be cured. It can, however, be contained and managed through treatment. Specialized treatment in many states involves stringent credentialing criteria for practitioners, requiring documented and current training in specific areas to include sex offender evaluation and assessment, offender typologies, victim issues, treatment techniques/methods; and a minimum number of hours of clinical experience with the sex offender. Treatment is part of a comprehensive release plan that includes intensive therapy, medication, supervision and monitoring, polygraph examination, penile plethysmograph testing, random urine screens, and other interventions.

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

The Judiciary's Client Services and Family Counseling Division does not contract out or provide sex offender treatment to inmates in the custody of the Department of Corrections (DOC). The process for how sex offender treatment should be provided for inmates in custody at DOC is through DOC's Casework Division. The Judiciary hosted a Cognitive Behavioral Intervention for Sex Offending Training in December 2016, which was facilitated by the University of Cincinnati Corrections Institute. A total of nine (9) facilitators were trained at the time, to include 2 individuals from DOC. However, with the challenges in overcrowding and lack of staff support, the DOC is in need for resources, either to hire or contract certified sex offender counselors or to train and re-recertify staff to be certified counselors to address court orders in providing sex offender counseling while inmates are in custody. The lack of resources and other critical job duties and tasks have prevented these individuals in implementing a sex offender program within

the department.

Urinalysis Testing: Urinalysis testing is a requirement for many Justice Grant Programs targeted at combating substance abuse. The Residential Substance Abuse Treatment for State Prisoners Program incorporates regular urinalysis testing throughout their program cycles. The aftercare program, Recovery Oriented Systems of Care, relies on routine drug testing as well for its clients.

Testing is also used throughout the criminal justice system and therefore it is imperative to maintain a reliable amount of testing for inmates, paroles and other offenders – including Parole Services Division, which require urine testing from its parolees.

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

Intensive Substance Use Treatment: One major gap in service is providing intensive Substance Use Treatment in the Department of Corrections (DOC). Under Executive Order 2020-012, GBHWC took over the implementation of the Residential Substance Abuse Treatment (RSAT) Program. The program is limited in that it can only provide drug treatment to 18 individuals who meet specific criteria in their criminogenic risk level and who have six (6) to twelve (12) months remaining in their sentence prior to release. Many of the inmates in DOC are incarcerated for several years and go without any treatment for their substance use or any other behavioral health issues.

According to the Department of Corrections, they lack the personnel to provide Substance Use and Behavioral treatment for inmates. The Department of corrections has also voiced that proper security and treatment rooms will also be essential to providing substance use treatment in the department to help address the greater need of the general population.

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

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

- Increased funding to employ Certified Substance Use Counselors to provide treatment to the inmates in the prison.
- Increased funding to employ corrections officers that will be dedicated to the behavioral health and substance use treatment programs.
- Increased funding for training opportunities for Substance Use Counselors on working with individuals in the correctional and criminal justice settings.
- Increased funding for training on evidence-based treatment programs that will be utilized in the treatment programs.

- Increased funding for the Department of Corrections to provide a dedicated facility (office space and treatment group rooms) for behavioral health and substance use treatment programs.
- Equipment and other treatment resources for clinicians to provide appropriate and evidence base treatment programs (computers, desks, chairs and other office supplies). Also the purchase of Evidence Base treatment models, for example, Matrix Model for Substance Use, Matrix Model for Criminal Justice Settings, Dialectical Behavioral Therapy (DBT) and other needed treatment Models.

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

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

Aligned with the Judiciary's 2016-2019 Strategic Plan, effective community supervision in the 21st century has become the overarching goal of these reform efforts. As such, probation personnel have begun taking steps to move away from traditional surveillance and supervision methods to more data-driven practices that have been proven to produce better outcomes, reduce recidivism, and enhance community safety. However, adult community supervision reform efforts have been piecemeal, addressing issues singularly and overwhelming personnel with a multitude of trainings and little time for debriefing the process. There is an immediate need to develop a cohesive, systematic approach to these efforts, to ensure fidelity to programs and to accurately monitor and track outcomes. Improving the effectiveness and efficiency of the delivery of supervision and services requires better collaboration with and commitment by key stakeholders to address policies and procedures, leverage resources, implement EBPs and employ proven approaches that are also cost effective, such as GPS monitoring.

***Training:*** Fiscal Year 2015 Edward Byrne JAG funding was used to increase Guam's capacity to appropriately address criminogenic needs identified by the ORAS assessment tool through the successful implementation of the Cognitive Behavioral Interventions for Offenders - A

comprehensive curriculum (CBI-CC). Designed to provide a thorough intervention that broadly targets all criminogenic needs, CBI-CC relies on a cognitive behavioral approach to teach participants strategies to manage risk factors. The program places heavy emphasis on skill building activities to assist with cognitive, social, emotional, and coping skill development.

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

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

Law Enforcement and Criminal Justice Staff Treatment and Services: While much necessary efforts are placed on addressing the treatment of and required services provided for both victims and violators, there is a need to protect and provide services for the mental wellbeing of those law enforcement staff who witness and work with trauma. An example is to provide mental health services for direct services providers, such as Registered Nurses and Medical Examiners who work with criminal cases, included sexual assault victims, in addition to law enforcement officers as well.

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

Transitional Housing and Support Services: Transitional housing options has proven to be a critical need for individuals. This has been identified as a critical need for various treatment programs. The Residential Substance Abuse Treatment for State Prisoners Grant Program is one such program. When participants have successfully completed the RSAT program and are awaiting release from the Department of Corrections, transitional housing would benefit the circumstances. This also would address the need for those in treatment programs outside of the correctional facility. More specifically, a stable home is vital for the recovery of recently released individuals who partake in continued aftercare services provided by the Guam Behavioral Health and Wellness Center through the Recovery Oriented Systems of Care (ROSC) Program.

The need for housing opportunities extends beyond recently released population. It is reported that victims of sexual assault are also in need of this service.

A need exists to provide transitional housing and access to support services to inmates whom do

not meet the eligibility requirements for housing and support services through the government and nonprofit entities due to federal statutes so they have the opportunity to become productive citizens in the community.

Interagency Cooperation and Communication: A successful and effective treatment program is one that involves various agencies. From Correctional Officers in the Department of Corrections, treatment providers from Guam Behavioral Health and Wellness Services, partner agencies like the Department of Labor and other community partners, to name a few, interagency cooperation and efficient communication and collaboration among agencies remains a constant need in order to ensure the success of the operations and programs employed.

This effective collaboration also extends to the Residential Substance Abuse and Treatment for State Prisoners Program. In order to have an efficient selection process for those participants eligible for the program the selection process needs to be revisited. Participating members of the selection committee need to reach a consensus after a collaborative discussion and select inmates that are qualified and meet the requirements of the program. This will ensure the program remains effective and fulfills its objectives to aid in the treatment of substance abuse for those inmates at the Department of Corrections.

#### E. Information Systems and Technological Improvement

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

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

GPD Records: As discussed above, several of the gaps identified in the administrative division of the Guam Police Department can be addressed with the hiring of personnel for specific duties that will alleviate the workload of current staff and ensure a more effective process. Records Management Officer and data entry AEGIS, clerical for the processing of Police clearances, firearm identification, and criminal court documents.

Analyst: The Guam Police Department will upgrade to a new records management system that will aid in the data collection and records management for the department. The system, which will be an upgrade from 2017, has come with some difficulties in collecting target specific data. In regards to data collection, it is imperative that we collect data and often times it is target specific that the new system may not be able to collect. A solution to this is to acquire an Analyst who can identify, analyze and produce specific data the system is not be able to collect. The need for an Analyst is essential to the Guam Police Department in providing a more accurate and detailed data

product to interested organizations, local and federal agencies and those who request specific information. The finished product of an analyst will improve the data collection for the department in many ways but most importantly providing and reporting data that will continue to establish or enhance new programs and identify funding priorities in compliance with the Edward Byrne Memorial JAG Program.

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

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

Making better decisions improves public safety and results in the efficient use of public resources. Having the right information, in the right place, at the right time, results in better decisions. Information sharing is what enables the delivery of that information and eliminates service duplication. The virtual computerized criminal history systems have been implemented. Each of the data elements from the disparate external agency databases (Guam Police Department, Office of the Attorney General, Judiciary of Guam, Department of Corrections and Department of Revenue and Taxation) have been organized into an offender single virtual rap sheet and is accessible through the communication message processor. Although, the VCCH is implemented, a need continues to exist to maintain the hardware, software and other components of the system. There is a need to fund support services from the vendor to maintain the CJIS Message switch, the AEGIS, the ACMIS, and the Prosecution Case Management Information System. Even further, there is a need for funds to network maintenance, specifically for the firewall, which is crucial, as the CJIS will begin to allow NCIC and CJIS connections via the internet, and maintenance to protect the CJIS, AFIS, and NCIC servers from viruses and malware. In addition, funds are needed to maintain the CJIS, AEGIS, ACMIS, and PCMIS servers.

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

The Judiciary recognizes the substantial investments made using Edward Byrne Justice Assistance Grant funding. The Bureau of Statistics and Plans has been instrumental in the successful implementation of not only the Judiciary's Criminal Justice Information System but also in the implementation of a Justice Wide Area Network to allow Guam's law enforcement entities to access the CJIS, the implementation of a Aegis Law Information Management Information System for the Guam Police Department, the implementation of a Adult Correction Management

Information System for the Department of Corrections and the implementation of a Prosecution Case Management Information System. While a bulk of the funding was dedicated to the infrastructure design and implementation, maintenance and support services to preserve the system are just as critical. A dedicated local funding source and legislation is needed to ensure that these systems are maintained.

*VCCH Upgrades, Annual Maintenance:* The Bureau of Statistics and Plans has been instrumental in the successful automation of Guam's law enforcement systems. With the implementation of a Justice Wide Area Network, Guam's law enforcement entities access criminal history records via the Virtual Computerized Criminal History (VCCH) system. Continuous upgrades are needed to underlying servers' operating system and database software that Omnixx resides on. The Omnixx Enterprise Platform consists of several components that operate in concert to provide a complete suite of messaging and communications services for the Criminal Justice and Law Enforcement environments. The system is based on Microsoft Server and ".NET" technology, and makes use of Microsoft SQL Server database servers.

*Records Integration:* GPD is in the process of upgrading its Law Enforcement Records Management System (LERMS). LERMS software programming adjustments for improvement of capturing criminal data for the UCR-NIBRS were initiated November 2022, however, the adjustment initiated a reset or defaulted edits related to the NIBRS errors. In order for GPD to update its LERMS Software, a hyperconvergence must be completed. GPD is in the beginning stages of this transition project which includes the migration of existing data from GPD's server to the hyper-convergence; however, in order to proceed with the migration, GPD is required to back up the data residing in an existing server into a SQL Storage. This is necessary to prevent the potential loss of data while ensuring the transfer of critical information and minimizing potential disruptions to GPD's systems including the LERMS, CAD, and Field Mobile systems which are intertwined with the NIBRS.

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

*Governance:* While the Criminal Justice Automation Commission (CJAC) has been critical in guiding the Judiciary and its law enforcement partners to build the technology and system infrastructure currently in place, it is evident that governance is critical to functionality and consistency across entities. Draft legislation to address the need for a codified governing body to oversee this effort has been developed, however, the legislation has not been submitted as of this present date.

Guam lacks the technical expertise needed to develop and implement a long-term strategic plan for technology. While the Criminal Justice Automation Commission has been instrumental in

providing guidance to the Judiciary and its law enforcement partners to build the technology and system infrastructure currently in place, it is evident that governance is critical to functionality and consistency across entities.

*Customs and Quarantine:* Any data and analyses to define the nature and extent of the drug control, violence prevention and criminal justice system improvement problems on Guam to support the following priorities and program areas that were defined at the June 27, 2024 Stakeholders Meeting. Every quarter, the DDU and the HSI task force submit reports to BSP on drug related issues and other prevalent law-enforcement activities encountered during that period. The tables in the reports give vital statistics on the number and amounts of drugs that have been seized at our borders over the years. Currently, CQA officers compile information manually and through hardcopies. In 2021, through a collaboration with BSP, CQA was awarded a TAP grant that will allow CQA to modernize their records and provide a more effective and efficient electronic record information system. It is CQA's objective that once the new electronic information system is operational, CQA will be better able to provide stronger, vital statistics that will greatly help in future strategic planning activities.

*Information Systems & Technological Improvements Upgrades (Software/Hardware):* The Criminal Justice Information field is constantly evolving, both software and hardware upgrades in addition to maintenance is needed to allow for data exchange and interoperability.

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

Criminal Justice Information System Integration:

- training for IT personnel on maintenance and cyber security issues and best practices.
- Upgrade of virus detection technologies that affect all IT systems.
- Improve the timeliness, completeness, accuracy, and accessibility of the system with emphasis on supporting nationwide implementation of criminal justice and noncriminal justice background check systems.

*National Instant Check System:* Guam does not have an Extreme Risk Protection Order (ERPO) system in place to alert the FBI's National Crime Information Center (NCIC) and or other law enforcement stakeholders with the Judiciary of Guam's current FBI NCIC system nor does it have any proposed or existing legislation in place according to the Legislative Chairperson for the Committee on Public Safety, Emergency Response, Military and Veteran's Affairs, Mayor's Council, and Public Transit. ERPOs or as commonly call "red flag laws" essentially would allow for family members, healthcare providers, school officials and law enforcement to petition the courts to temporarily prohibit an individual from possessing firearms if they are found to be a danger to themselves or to others.

However, under the Superior Court of Guam, there exists Miscellaneous Rule 7.1 of the Local

Rules of the Superior Court of Guam that sets forth the procedures for Guam's Relief from Disabilities Program. Recently, the Superior Court of Guam, on April 14, 2022 enacted Promulgation Order No. 06-006-19 to amend existing Order No. PRM06-006-12 of the Miscellaneous Rule 7.1 to allow updated information be corrected in the *National Instant Criminal Background Check System* (NICS) accessible databases and that the United States Attorney General will be notified in order to come into compliance with the *National Instant Criminal Background Check System* (NICS) Amendment Improvement Act ("NIAA") which requires that jurisdictions have a "Relief from Disabilities Program" which allows persons who have mental disabilities to petition for relief from their prohibiting data.

Further, Promulgation Order No. 06-006-19 allows a person who has been involuntarily committed to a mental institution or otherwise formally adjudicated as mentally defective as defined in 27 C.F.R. § 478.11, may petition to the Superior Court of Guam for relief from the firearms prohibitions contained in 18 U.S.C. § 922 (d)(4), 18 U.S.C. § 922(g)(4), and 10 GCA § 60108(b)(4). The order also outlines the Petitioner's request for relief, the petitioners due process of law, record of proceedings, granting of the petitioner's request for relief if, at the conclusion of the consideration of the evidence, provision upon denial of relief, petitioners right to *de novo* appellate review of a denied Petition in the Supreme Court of Guam and upon judgment granting restoration of rights, the process of forwarding the judgment to the Marshal of the Court to revise the Petitioner's record in any information database that the Judiciary of Guam makes available to the NICS and notification of the United States Attorney General for the purpose of reporting to the NICS that the basis for the disabilities imposed by 18 U.S.C. § 922(d)(4) and (g)(4) no longer applies.

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

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

*NIBRS Outdated Records Management System:* Guam Police Department's Law enforcement Records Management System (LERMS), of which NIBRS is integrated, is outdated. The current Police Records Management System utilized by the Guam Police Department was last updated in

2017 – eight years ago. Operating with an outdated system creates challenges for the department by creating delays in report processing, creating a high error rate in the Nation Incident-Based Reporting System (NIBRS) submissions and also maintaining compliance with FBI reporting standards.

An attempt was made in 2021 to upgrade GPD's LERMS software from its outdated 2017 version to a 2020 version however this transition was unsuccessful as the server space was not sufficient for the upgrades of the new GIS server requirements. By January 2023, the Guam Police Department procured the necessary "hyper-convergence" infrastructure with the intent to integrate its police records management systems and networking resources into a single platform.

GPD is currently in the beginning stages of this transition project which includes the migration of existing data from GPD's server to the hyper-convergence. In order to proceed with this migration the Guam Police Department is required to back up all data residing in the existing server into a SQL Storage. This final server is currently still pending, as delays in the procurement process have occurred.

These significant challenges can be addressed through funding sources that would assist in system and software upgrades and improve overall efficiency. In turn, addressing these configuration errors will improve data accuracy for FBI Certification and ensure compliance with NIBRS standards – all critical to the department.

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

## II. GUAM'S PRIORITY ISSUES AND PROPOSED PROGRAM REPOSES

### FY 2024 Funding Priority Issues:

In line with the key points established by 2024 National Drug Control Strategy, Guam will address and coordinate the following:

- Expanding access to evidence-based treatment;
- Enhancing evidence-based harm reduction efforts;
- Reducing the supply of illicit substances in the Homeland;
- Cracking Down on the Global Suppliers of Illicit Drugs and Related Criminal Networks; and
- Improve Information Systems for Analysis, Assessment, and Local Management.

Guam's ultimate long-term goals are to eliminate drug use, to reduce violent crime and to improve the functioning of the criminal justice system. The project objectives to achieve these goals include the following: (1) establishing funding priorities, distribute funds, and provide ongoing monitoring and assistance to sub recipients; (2) reducing the violent index crime rate by 3%-5% for Guam by September 30, 2028; (3) reducing the property index crime rate by 3%-5% for Guam by September 30, 2028; (4) implement Guam's Criminal Justice Records Improvement Integration by September 30, 2028.

Guam's statewide priorities that support the National Drug Control Strategy are the following:

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

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

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

## A. Law Enforcement Priority

### ▪ Multijurisdictional Drug Task Forces

Purpose Area: Law Enforcement Programs

#### Description of the Program:

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

#### Brief Analysis of the Need of the Program:

The growing availability and abuse of crystal methamphetamine or “ice” as well as other illegal drugs, to include the emerging opioid abuse, has been directly related to Guam’s growing crime rates. As such, it necessitates the pursuit of strong components to prevent controlled illicit substances from entering Guam, to detect and remove them from the streets, and to vigorously prosecute the drug traffickers. A need exists to ensure Guam’s drug task forces have the necessary resources to interdict illegal drugs on Guam and the available training to keep up with the latest trends and technology. The following are drug seizures reported from progress reports from the Task Forces funded under the Byrne JAG Program.

| Drug Type                | CY 2021          |                        | CY 2022          |                       | CY 2023          |                       |
|--------------------------|------------------|------------------------|------------------|-----------------------|------------------|-----------------------|
|                          | Quantity in gram | Value                  | Quantity in gram | Value                 | Quantity in gram | Value                 |
| Methamphetamine          | 89669.39         | \$17,929,030.00        | 19213.68         | \$3,098,207.50        | 7570.29          | \$1,271,208.00        |
| Marijuana Grams          | 11145.86         | \$378,549.20           | 4153.00          | \$83,060.00           | 17400.30         | \$177,276.00          |
| Cocaine                  | 3148.80          | \$365,060.00           | 171.60           | \$31,000.00           | 18464.40         | \$3,697,400.00        |
| Oxycodone                | 153.10           | \$15,310.00            | 0.00             | \$0.00                | 63 pills         | \$630.00              |
| Fentanyl                 | 0.00             | \$0.00                 | 90.10            | \$18,020.00           | 0.00             | 0.00                  |
| Prescription Medications | 1565.31          | \$0.00                 | 251.70           | \$25,190.00           | 66160.00         | \$2,976,120.00        |
| <b>TOTAL</b>             | <b>105682.46</b> | <b>\$18,687,949.20</b> | <b>23880.08</b>  | <b>\$3,255,477.50</b> | <b>43,434.99</b> | <b>\$8,122,120.00</b> |

Notes:

1) Oxycodone in 2023 reported in tablet form

Drug data is compiled from Progress Reports submitted by Drug Task Forces funded under the Eward Byrne Justice Assistance Grant Program. Drug Task Forces are Narcotics Interdiction & Asset Seizing Task Force, Homeland Security Investigation/US Customs Enforcement & Immigration Task Force and the Street Violent Crimes Task Force

From 2022 to 2023, Guam experienced an increase in reported seizures of marijuana, cocaine and prescription medications. Although seizures for methamphetamine decreased in CY 2023, “ice” continues to be the drug of choice on Guam. Preliminary data for 2024 indicate significant increase in methamphetamine and cocaine seizures. Task Force activity increased in interdiction efforts,

arrests, investigations and the dismantling of known drug organizations on island.

#### Program Goal:

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

#### Objectives and Actions:

- Combat the threat, incidence, and prevalence of violent drug crime by leveraging strategic partnerships to investigate, arrest, and prosecute drug offenders and illegal firearms traffickers.
  - Establish and maintain an intergovernmental agreement between participating task force agencies.
- Disrupt and dismantle major drug trafficking organizations to combat the threat, trafficking, and use of illegal drugs and the diversion of illicit drugs.
  - Intercept drugs, drug proceeds, and associated instruments of violence at sea and airports of entry, within territorial coastal waters and through international mail routes before they enter Guam's drug distribution networks.
  - Increase the number of surveillance activities or suspected narcotics dealers, couriers, etc.
  - Enhance intelligence and information sharing capabilities and processes.
  - Increase the number of drug detector dogs, dog handlers and canine teams.
  - Ensure the prosecution of all significant drug trafficking, money laundering, and weapons trafficking/smuggling cases.
  - Strengthen communities and reduce the demand for drugs.
- To ensure that Task Force personnel possess the expertise in drug detection, apprehension, prosecution and to ensure operating procedures are adhered to so that effective operations are accomplished.
  - Determine types of specialized training in drug detection, apprehension, interdictions and prosecution
  - Obtain specialized training in drug detection, apprehension, interdiction and prosecution.
  - Enhance counterdrug technologies for drug detection and interdiction.

#### Guam's Performance Measure:

- The number of enforcement operations conducted by the task forces.
- Number of drug arrests by drug type.
- Quantity of drugs seized by drug type and the value of drugs seized (in grams).
- Number of drug cases initiated.
- Number of drug cases closed.
- Number of drug trafficking organizations 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, prosecutors trained during the reporting period (list training attended and the cost of each training).
- Number of canine detection dogs, dog handlers and canine teams implemented.
- Number of enforcement assistance provided upon requests from local and federal law enforcement entities as well as communities.

- Sexual Assault and Violent Crime Programs

Purpose Area: Law Enforcement Programs

Description of the Program:

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

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

A growing concern on Guam is sexual assault cases involving minors. This is significant as Guam's only rape crisis center serviced 48 sexual assault victims between the ages of 0 to 15 years of age in 2023. Overall, in 2023, HHCC serviced a total of 101 victims of sexual assault, 90 were female victims and 11 were male victims. Of the total, 48 sexual assault victims were between the ages of 0 to 15 years of age and 53 between the ages of 16 to 50 years of age. In 2023, HHCC experienced a 20% increase in the number of victims served as compared to 84 in 2022.

Responding to victims of sexual assault requires a coordinated community effort. Local data continues to show the magnitude of this problem on Guam. According to the Guam Police Department's 2023 Uniform Crime Report, on average a total of 239 Criminal Sexual Conduct offenses were reported in the past 3 years (three-year trend beginning 2021-2023). The Healing Hearts Crisis Center leads Guam's Sexual Assault Response Team (SART) which incorporates governmental and nonprofit agencies who provide services to victims of sexual assault and abuse. HHCC works closely with the Guam Police Department, Child Protective Services, Advocacy agencies such as Victim Advocates Reaching Out (VARO) to provide a full continuum of care to victims, to include the Office of the Attorney General for the prosecution of perpetrators charged with a sexual assault offense.

Program Goals:

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

Objectives and Actions:

- Continue to improve policy, protocol and training with Guam Police Department, Department of Law, Child Protective Services, advocacy groups and Healing Hearts response to domestic and family violence with emphasis on child sexual assault victims.
  - Maintain and update Memorandum of Understanding regarding policy and protocol with respective sexual assault response agencies in handling sexual assault cases to minimize additional trauma during the investigation process and delivery of medical care, especially to children.

- Ensure all children referred to Healing Hearts for allegations of sexual assault/abuse will receive forensic medical legal examination with video colposcope to minimize additional anxiety/trauma sustained while collecting forensic evidence.
  - Hire of a Family Practitioner who will serve as the medical director and consultant for child rape cases and oversee the medical-legal examination performed by forensic nurses.
  - Install and ensure and update standard operating procedures for video colposcope and all essential equipment and supplies to facilitate improved forensic evidence gathering and delivery of services.
- Acquire certification of staff forensic nurse and physician to perform medical-legal examinations on children and adults and to utilize the video colposcope on a yearly basis.
  - Provide training to family practitioner and forensic nurse at Healing Hearts to perform medical-legal examinations on children, adults and to certify them to use the video colposcope.
- Ensure the successful prosecution of sexual assault on children and adults and related crimes through the hire of an experienced Sexual Assault Prosecutor with the Office of the Attorney General.
  - Hire an experienced Sexual Assault Prosecutor to present the state's case against the accused and to establish that the accused is guilty of allegedly committing the sexual assault.

#### Guam's Performance Measures:

- Number of victims referred to Healing Hearts for medical legal examinations broken down by age group and sex.
- Number of forensic examinations conducted on the victims broken down by age group and sex.
- Number of forensic examinations conducted on the victims using the video colposcope broken down by age group and sex.
- Number of staff on hand to provide and collect forensic evidence.
- Number of specialized trainings by staff in the collection of forensic evidence.
- Hire of a Family Practitioner and Sexual Assault Prosecutor.
- SOP for video colposcope and all essential equipment and supplies to facilitate improved forensic evidence gathering and delivery of services.
- Number of child and adult sexual assault cases that go to trial.
- Number of successful child and adult sexual assault cases prosecuted.

- 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-compliant sex offenders.

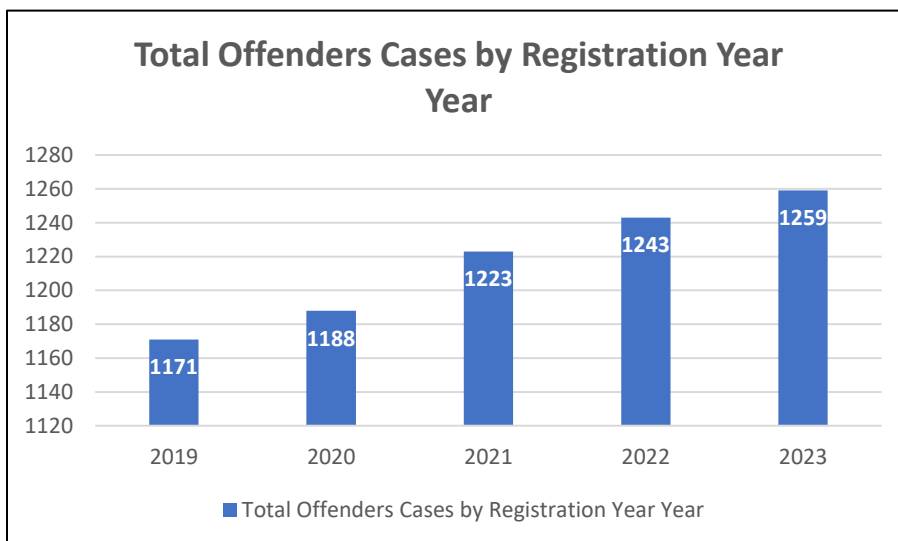
Brief Analysis of the Need of the Program and Proposed Program Activities:

Sexual assault crimes continue to be a major community and criminal justice issue on Guam. There is a need to fund prosecutors 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. The following table is the Criminal Sexual Conduct Prosecution Data from the Office of the Attorney General under the Sexual Assault and Violent Crimes Prosecution Project. Of the number of cases accepted for prosecution in CY 2023, 85% of the cases were tried in court with 7 cases or 20% guilty as charged or of a lesser charge in the same or lower category.

| CRIMINAL SEXUAL CONDUCT - PROSECUTION DATA                                                                                                                                                                                                                                                                                                                                          |         |         |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------|---------|
| Category                                                                                                                                                                                                                                                                                                                                                                            | CY 2022 | CY 2023 |
| Criminal Sexual Conduct Cases Received from Guam Police                                                                                                                                                                                                                                                                                                                             | 49      | 34      |
| Types of Cases Filed                                                                                                                                                                                                                                                                                                                                                                |         |         |
| ▪ Felony                                                                                                                                                                                                                                                                                                                                                                            | 45      | 26      |
| ▪ Misdemeanor                                                                                                                                                                                                                                                                                                                                                                       | 2       | 5       |
| Number of Cases Accepted for Prosecution                                                                                                                                                                                                                                                                                                                                            | 39      | 34      |
| Number of Cases Declined                                                                                                                                                                                                                                                                                                                                                            | 0       | 0       |
| Transferred to higher or lower court that is outside OAG jurisdiction                                                                                                                                                                                                                                                                                                               | 0       | 0       |
| Types of Criminal Sexual Conduct Convictions                                                                                                                                                                                                                                                                                                                                        |         |         |
| ▪ Cases Dismissed                                                                                                                                                                                                                                                                                                                                                                   | 6       | 4       |
| ▪ Deferred Adjudications                                                                                                                                                                                                                                                                                                                                                            | 2       | 3       |
| ▪ Plead As Charged                                                                                                                                                                                                                                                                                                                                                                  | 7       | 8       |
| ▪ Plead To Lesser Charge in Same Category                                                                                                                                                                                                                                                                                                                                           | 1       | 5       |
| ▪ Guilty As Charged                                                                                                                                                                                                                                                                                                                                                                 | 4       | 4       |
| ▪ Guilty Of A Lesser Charge (In Same Category)                                                                                                                                                                                                                                                                                                                                      | 1       | 1       |
| ▪ Guilty of A Lesser Charge (In Lower Category)                                                                                                                                                                                                                                                                                                                                     | 0       | 2       |
| ▪ Acquitted                                                                                                                                                                                                                                                                                                                                                                         | 0       | 2       |
| Note: It should be noted that not all criminal sexual conduct felony and misdemeanor cases are derived from the period completed. For various reasons, cases from prior months and years are processed as scheduled by the courts and may conclude months or even years from the first opening/filing of the case.<br>Source: Sexual Assault and Violent Crimes Prosecution Project |         |         |

The Sex Offender Registry Office, Judiciary of Guam, reports 1,179 registered offenders and 1,259 offender cases by the end of 2023. The table below illustrates the concerning growth in sex

offender cases and registered sex offenders over the past 5 years.



Guam law organizes offenders based on a three-tier level, with Level 1 being the most severe and Level 3 being the least severe. Of the 1,179 convicted sex offenders, the following breakdown represents their levels of classification.

| Level of Offender           | Number of Offenders |
|-----------------------------|---------------------|
| Tier III Offender (Level 1) | 636                 |
| Tier II Offender (Level 2)  | 123                 |
| Tier I Offender (Level 3)   | 420                 |
| <b>Total:</b>               | <b>1,179</b>        |

**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.

**Objectives and Actions:**

- Ensure the successful prosecution of sexual assault cases and related crimes through the hire of an experienced Sexual Assault Prosecutor with the Office of the Attorney General.
  - Hire an experienced Sexual Assault Prosecutor to present the state's case against the accused and to establish that the accused is guilty of allegedly committing the sexual assault.

**Guam's Performance Measures:**

- Improve the investigation and prosecution of sexual assault cases.
- Ensure the capture on the number of sexual cases prosecuted at the state level with conviction; and the number of sex offenders prosecuted for not complying with Guam's sex offender

registry in the Prosecution Case Management Information System.

- Resources implemented.
- Report the change in the prosecution caseload of rape cases.

- Prison Rape Elimination Act (PREA) Program

Purpose Area: Law Enforcement Program

Description of the Program:

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

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

Guam is not in compliance with the PREA Standards. Guam completed Audit Year 1 of all the facilities under the operational control of the executive branch on September 20, 2020. The County of Los Angeles, Office of the Inspector General, conducted the PREA Audit beginning on September 05, 2020 to September 20, 2020. The Interim Audit Report was released the latter part of November 2020 due to Guam being in Pandemic Condition of Readiness 1 (PCOR 1).

The Interim Audit Report found DOC, with each of its three facilities, meeting less than 10 of 45 standards for adult correctional facilities and DYA meeting 15 of 43 standards specific to juvenile correctional facilities. Following the 180-days corrective action period, both DOC and DYA have submitted their corrective action plan. The final audit report for DOC was released on June 20, 2021 for all three of its audited facilities. The final audit report for DYA was released June 27, 2021. It is the intent of DOC to continue with employee training, prisoner education, and addressing the corrective action plan in regards to the PREA Audit Report. Additionally, DOC will continue efforts with training of staff, officers and volunteers and contractors, as well as addressing the need to conduct background checks of all involved in the facility. DYA will also continue to review their audit results to meet the corrective action plan and continue implementing PREA education/training programs with staff, youth, volunteers and contractors and establish MOUs with existing stakeholders to address gaps in investigation and victim services protocols.

PREA Reallocation Funds Programs have been used to support both DOC and DYA to continue to comply on a regular basis with PREA standards for adequate levels of staffing within its facility with the continued maintenance of surveillance camera systems for video monitoring of isolated areas to aid in the deterrence of any possible sexual assault or other criminal intent from occurring. Funds have also been used for training opportunities to enhance knowledge and capacity on PREA standards in order to prevent, detect and respond to prison rape in confinement facilities and for education and awareness through the reproduction of posters, flyers and brochures.

The FY 2022 Implementing the PREA Standards, Protecting People Who Are Incarcerated, and Safeguarding Communities Project provided the opportunity for the recruitment of PREA Program Coordinators to develop a comprehensive plan that will guide PREA-related activities in the day-to-day operations and cultures in terms of training, education and outreach programs to employees, service providers/contractors and residents. In collaboration with the Training and Technical

Assistance (TTA) coach, both DOC and DYA achieved a tremendous milestone with the PREA Management Office approving their individual Implementation/Action Plan and Implementation Task Plan and Timeline to be implemented with fidelity in future years with the goal of achieving full compliance with the PREA Standards and reducing and preventing sexual abuse within each facility.

Eliminating prison rape remains a high priority for the Governor of Guam and PREA implementation continues to progress within the Department of Corrections (DOC) and Department of Youth Affairs (DYA). Refresher training material have been developed and is currently ongoing for existing staff. First Responder Cards have been developed and will serve as a "quick reference guide" when an incident is reported. General PREA Informational Posters, Reporting Focused Posters, and Educational Flyers for Inmates have been redesigned/updated and are awaiting production and distribution once Refresher Training has been completed. PREA Screening has been evaluated and training material have been developed as a result. Forms flagged as "high risk" are now being properly filed and tracked by the PREA Coordinator. All data tracking is being organized and will be integrated with the newly implemented database software.

In light of Prison Rape Elimination Act of 2003 (P.L. 108-79) along with the sunset provisions of the Justice for All Reauthorization Act (JFARA) of 2016, Guam will use Byrne JAG Program funds on activities intended to help Guam's correctional and juvenile facilities achieve compliance with the PREA standards, including preparing for and conducting audits.

#### Program Goal:

The goal of this program is to facilitate jurisdictional compliance with the PREA Standards by providing support for coordinated interagency efforts to reduce and prevent sexual abuse in Guam's correctional and juvenile confinement facilities.

#### Objectives and Actions:

- Increase staff capacity for preventing sexual abuse with the recruitment of dedicated PREA Program Coordinators for DOC and DYA. The primary task of the PREA Program Coordinators is to develop a comprehensive plan that will guide PREA-related activities in terms of training, education and outreach programs to employees, service providers/contractors and residents. The PREA Coordinators will also work to develop a sustainability plan to ensure the strategies and activities outlined in the comprehensive plan continue to be implemented with fidelity in future years with the goal of achieving full compliance with the PREA Standards and reducing and preventing sexual abuse within each facility.
- Provide continued training to enhance understanding of the PREA Standards and increase staff capacity to better handle violations of the standards and promote integration of the PREA standards into the day-to-day operations and cultures of confinement. New admissions will be provided with culturally relevant information during intake that includes customary practices inconsistent with PREA sexual assault and sexual harassment policies. PREA posters, brochures and other education and prevention material will also be developed and made available to residents in English, Chamorro and Chuukese to encourage a culture of "zero tolerance" of sexual abuse in all Guam confinement facilities.

- Enhance the levels of staffing and security within DOC's and DYA's facilities through the use of surveillance camera systems to aid in the monitoring of "blind spots" or isolated areas.

#### Guam's Performance Measures:

- Implementation of the PREA Coordinator positions at DOC and DYA.
- Conduct of the PREA Audits to meet compliance with the Audit Cycles and results of the standards meet.
- List of General Orders, Directives and or Policy(s) developed to meet compliance with the PREA Standards and Audit Findings.
- Implementation of Action Plan and Task Plan and Timeline to include updates/revisions to guide PREA-related activities in the day-to-day operations and cultures in terms of training, staffing patterns, education and outreach programs to employees, service providers/contractors and residents.
- Implementation of Memorandum of Agreements with stakeholders, affiliated service providers and or contractors regarding PREA requirements governing correctional and juvenile facilities.
- Implementation of PREA Learning Management Systems to increase knowledge and for capability building.
- Implementation of computer systems with associated software to allow engagement online with PREA Learning Management Systems and other on-line training programs such as webinars, workshops and or conferences for designated PREA Coordinators, staff personnel, service providers, volunteers and contractors to increase knowledge and build staff capacity on PREA standards.
- Number of posters, flyers, brochures developed and disseminated to staff, personnel, service providers/contractors, inmates, youth in custody and during intake and training programs.
- Number and type of written and or translation services performed.
- Number of sexual assault(s) reported, type of services provided to the victim, coordination with victim service providers and outcome of the investigation.
- Implementation of surveillance camera systems with the purchase, installation, maintenance of existing and new systems to monitor blind spots or isolated area and to enhance the levels of staffing and security within DOC's and DYA's facilities.
- Number of PREA meetings held (indicate dates of meetings held) and the outcome of the meetings. Provide the names of the individuals that attended the meetings and copies of minutes.
- Number of staff, personnel and or service providers/contractors trained on PREA Standards.
- Guam's PREA Status in meeting compliance with the PREA statutes.

- National Incident-Based Reporting System (NIBRS) Compliance

Purpose Area: Planning, Evaluation, and Technology Improvement Programs

Description of the Program:

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

As of March 16, 2022, FBI NIBRS informed the Guam Police that they will be officially certifying GPD in NIBRS. Guam Police achieved this milestone by maintaining less than a 4% margin of error as per the FBI mandate. This is a tremendous milestone for the Guam Police Department in meeting compliance with the congressional mandate for FBI NIBRS Certification. Guam will continue to support maintaining NIBRS compliance to enhance the quantity, quality, and timeliness of crime data collected by law enforcement officers, to provide personnel with NIBRS/IBR training via virtual on-line courses and technical assistance training, software programming adjustments to LERMS, and to continue to improve the methodology used for compiling, analyzing, auditing, and publishing the collected crime data with NIBRS requirement. Continued support will ensure that JAG eligibility is not affected in future fiscal years.

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

Guam achieved certification by the FBI for NIBRS compliance. The Guam Police transitioned to the National Incident-Based Reporting System (NIBRS) in March 2022. Guam Police Department will continue to meet NIBRS certification to include training, contractual services, software enhancement, hardware upgrades and labor.

LERMS software programming adjustments for improvement of capturing criminal data for the UCR-NIBRS were initiated November 2022 with Tyler Technologies, however, the adjustment initiated a reset or defaulted edits related to the NIBRS errors. Due to this, the error rate appears high due to software adjustments that can only be fixed by the New World TT. In order for GPD to update its LERMS Software through New World TT, a hyperconvergence must be completed. Until this update is completed, manual intervention will continue to be required.

The GPD received guidance from New World TT that a SQL server is also necessary to complete the GPD's hyperconvergence. The SQL server is necessary to store and backup data. A procurement request was initiated in January 2024 and is still pending a purchase order from the GSA.

GPD has procured and acquired a "hyper-convergence" infrastructure with the intent to integrate its police records management systems and networking resources into a single platform. GPD is in the beginning stages of this transition project which includes the migration of existing data from GPD's server to the hyper-convergence; however, in order to proceed with the migration, GPD is required to back up the data residing in our existing server into a SQL Storage. This is necessary to prevent the potential loss of data while ensuring the transfer of critical information and minimizing potential disruptions to GPD's systems including the LERMS, CAD, and Field Mobile systems which are intertwined with the NIBRS.

Program Goal:

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

Guam's Performance Measures:

- Maintain NIBRS certification with less than a 4% error of margin with software upgrades and up to date programming adjustments.
- Number of NIBRS/IBR training provided to officers.
- Implementation of computer workstations compatible with software specification and software upgrades to interface with LERMS and the Mobile Field Reporting System.

## B. Planning, Evaluation, and Technology Improvement Priority

- Criminal Justice Information Systems Improvement Program

Purpose Area: Planning, Evaluation, and Technology Improvement Programs

### Program Description:

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

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

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

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

As of 2021, the Judiciary completed the upgrades needed to integrate the SID and FBI numbers with the VCCH. To align with its AFIS upgrades, the Judiciary, on behalf of the Guam Police, implemented a two phased approach for upgrades to GPD's AFIS involving complete hardware and software integration. The Judiciary also continues to make the necessary infrastructure improvements and upgrades to its Criminal Justice Information System to meet federal reporting requirements. In 2021, both the OAG and the Judiciary initiated the Request for Proposal (RFP) procurement for a new Prosecution Case Management Information System (OAG) and a new eCourts and eProbation (Judiciary) due to the planned end of life with the JustWare Case Management System. The new PCMIS is fully operational at the Office of the Attorney General as of 2024.

The DOC also initiated the RFP Procurement for a three phased approach for a new ACMIS as upgrades will no longer be available to sustain the program. As of 2023, DOC completed Phase I

and Phase II of the ACMIS upgrades and in August 2024, DOC completed Phase III of the upgrades culminating in the GoLive of the ACMIS. The GPD will also undergo upgrades to its New World Public Safety System to ensure arrest records are properly imputed into the LERMS in addition to software upgrades for NIBRS.

Program Goal:

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

Objective and Actions:

- Ensure Prosecution Case Management Information System (PCMIS) annual upgrades for the efficient and effective case management of prosecution records; and provide training to keep abreast of upgrades and updates to the eProsecutor Software.
- Ensure the Adult Correctional Management Information System (ACMIS) upgrade for the efficient and effective collection and reporting of inmate and detainee information.
- Upgrade of hardware and software of Automated Fingerprint Identification System (AFIS) to improve and maintain the inputting of fingerprints, evidence prints, and criminal history data for the timely submission of fingerprints and criminal history information to the FBI CJIS.
- Ensure systematic improvement to the Police Records Management Information System (PRMIS) to effectively and efficiently generate and manage criminal justice information and allow electronic interface of arrest data to the Central Repository.
- Ensure the systematic improvement to the Criminal Justice Information System (CJIS) to facilitate the exchange of information among law enforcement systems through the Virtual Computerized Criminal History (VCCH) System.

Guam's Performance Measures:

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

- Video Conferencing Technology

Purpose Area: Planning, Evaluation, and Technology Improvement Programs

Program Description:

The purpose of this program is to enhance Guam's criminal justice and law enforcement agencies communications and operational continuity during this time of public health emergency through the implementation of video conferencing technology. Video conferencing at the Judiciary of Guam, the Office of the Attorney General, the Department of Corrections, the Department of Youth Affairs, the Guam Police Department and the Public Defenders Service Corporation will allow for the opportunity to conduct trial hearings, case management, client and legal consultations, and expert testimony.

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. Criminal justice systems are some of the most important institutions in governments as they provide a process for handling criminal activity in a way that aims to be as fair as possible to everyone involved. Unfortunately, one of the biggest problems facing justice systems worldwide is the backlog of cases that keeps trials, hearings, and other courtroom proceedings to be conducted in a timely manner. Potential offenders must often wait months or even years to face trial for their actions. This causes all manner of concerns, from questions of public security to jail overcrowding and much more. Video Conferencing enables any person who has an interest in court proceedings to be involved in a hearing from a remote location. With the use of technology, video conferencing can enable courtroom practices to be more efficient, increase productivity, save time, reduce travel expenses, improve security and overall promote collaboration without requiring constant travel for face-to-face communication. Video conferencing is now being used all over the world as an alternative to travel and in-person interactions between inmates, defendants, and all parties related to trials and judgment.

Public safety is also an issue each time a detainee or inmate is taken out of the correctional facility, and courthouse security is equally heightened. Video conferencing helps reduce the possible risk of sending dangerous defendants to courts which in turn reduces the stress of insufficient police or corrections officer strength, and provides a safer environment for judges and justices, court patrons and employees. Further, Defense counsels have the opportunity to consult or confer with clients remotely at the Department of Corrections and Department of Youth Affairs, and appear remotely, upon consent, with defendants for court hearings.

In April 2020, the Judiciary conducted a survey of criminal justice and other stakeholders to assess their ability to participate in remote hearings. From the survey, a total of 52 respondents from 12 agencies participated in the survey, and no less than 85% replied that they have the equipment and internet connectivity to participate in remote hearings. However, 38% indicated that they do not have the resources needed to participate in multiple simultaneous remote hearings; and 62% of respondents needing resources to participate in multiple simultaneous remote hearings indicated they would need additional equipment. Equipment and services needed to support multiple simultaneous remote hearings are critical to ensuring cases are heard timely and that the Judiciary

is able to continue to provide the access to justice that is the right of every person in our community.

The COVID-19 pandemic caused the Judiciary of Guam, Department of Corrections, Office of the Attorney General, Department of Youth Affairs, Guam Police Department and the Public Defenders Services Corporation to reevaluate its operations for the health and safety of all employees, patrons and those in confinement facilities. Remote hearings and consultations are one of the primary solutions for ensuring social distancing to prevent the spread of the coronavirus. Video conferencing is at the forefront of this solution. In 2014, the Byrne JAG funding provided the opportunity to equip trial and magistrate courtrooms with video conferencing systems, however, these systems need upgrading and additional equipment is needed to ensure court interpreter services are provided. Additionally, the video conferencing equipment needs of criminal justice partners at the Guam Police Department, Office of the Attorney General, Department of Youth Affairs, Department of Corrections, Public Defender Services Corporation and Alternate Public Defender must also be addressed for remote hearings to work.

Through Byrne JAG funding starting in 2021, the Judiciary continues to equip all trial and magistrate courtrooms with video conferencing systems for hybrid court hearings. In coordination with the Office of Technology (OTECH), infrastructure for video conferencing capability was implemented at DOC to allow for virtual court hearings. Byrne JAG funds allowed the Public Defender Service Corporation the opportunity to implement virtual conferencing stations at DOC and the Department of Youth Affairs (DYA) to allow attorneys to confer with clients, thus protecting their 6<sup>th</sup> Amendment Right to legal defense and speedy trial. Funding allowed for computer equipment, internet and Zoom access for attorneys to meet more frequently with their clients and to get their cases resolved more quickly.

#### Program Goal:

The goal of the program is to provide a method for Guam's criminal justice and law enforcement entities to virtually connect for court hearings; to consult with clients at the correctional facility and or detention facility; and to promote public safety.

#### Objective and Actions:

- Ensure the gradual development or upgrade of video conferencing technology at the Judiciary of Guam for remote court hearings, client visits, monitoring and access to treatment and support services.
- Ensure the gradual development or upgrade of video conferencing technology at the Office of the Attorney General for criminal cases, case management conferences, expert testimony, legal consultation, overseas or remote witnesses.
- Ensure the gradual development or upgrade of video conferencing technology at the Department of Corrections at the Male and Female Facilities and the Hagatna Detention Facility.
- Ensure the gradual development or upgrade of video conferencing technology at the Department of Youth Affairs at the Youth Detention Facility.
- Ensure the gradual development or upgrade of video conferencing technology at the Public

Defenders Services Corporation to allow for remote conference or consultation with defendants confined at the Guam Department of Corrections and Youth in Custody at the Department of Youth Affairs or to allow for appearance at court hearings with consent of the defendant.

- Ensure the gradual development or upgrade of video conferencing technology at the Guam Police Department for testimony in criminal cases.
- Ensure coordination with the Office of Technology on video conferencing technology implementation such as hardware, software, internet, subscriptions, headsets.

#### Guam's Performance Measures:

- Policies and procedures developed and or enhanced for video conferencing use in Guam's Criminal Justice Agencies.
- Identify the law enforcement and criminal justice agencies that have implemented video conferencing systems within their organization and provide a list of the video conferencing equipment implemented.
- Data on number of criminal cases heard via video conferencing.
- Information on improved efficiency in maintaining courts and processing criminal cases, cost savings (travel expense, security).
- Data on number of consultations and or conference and appearance in court proceedings.
- Data on the number of consultations with clients at the Department of Corrections by entity.
- Data on number of testimonies in criminal cases, expert testimony, and remote witnesses.
- Report on the efficiency of video conferencing systems.
- Number of hardware, software, internet connections, zoom subscriptions, headsets, etc.

### C. Drug Treatment and Rehabilitation

- Therapeutic Community or Aftercare and or Continued Care Programs

Purpose Areas: Drug Treatment and Enforcement Programs

Program Description:

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

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

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

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

Since the inception of the RSAT program there has been a total of 523 inmates who have entered the RSAT Program at DOC. Of this total, 446 (85%) have graduated from the program. Prior to RSAT, inmates with substance abuse problems had limited resources available. They received educational services, individual and group counseling, and were encouraged to participate in AA and NA groups. In part, because their addiction problems received minimal treatment, inmates had a high probability of recidivism, a problem that contributed to high rates of re-incarceration. Recidivism among inmates who completed earlier RSAT programs was estimated at 20% with the likelihood to increase to 30% with no continuing or continuity of aftercare services to follow.

Beginning in 2010 thereafter, RSAT clients now have access to treatment services just prior to their release from prison and then receive aftercare services when they return to the community to reinforce positive behavior to ensure their continued success in remaining and leading substance free lives. The following is the table of RSAT clients from the 28<sup>th</sup> RSAT to the 31<sup>st</sup> RSAT Cycle who were referred to the Recovery Oriented System of Care (ROSC) Program for aftercare services.

| Recovery Oriented Systems of Care (ROSC)                                                           |             |    |    |    |
|----------------------------------------------------------------------------------------------------|-------------|----|----|----|
| Participant Data                                                                                   | RSAT Cycles |    |    |    |
|                                                                                                    | 28          | 29 | 30 | 31 |
| Clients Referred to ROSC                                                                           | 15          | 15 | 12 | 11 |
| Clients Who Graduated from ROSC                                                                    | 7           | 11 | 4  | 8  |
| Clients Who Did Not Complete ROSC*                                                                 | 8           | 4  | 8  | 3  |
| *Reasons for non-completion: Parole violation; voluntary withdrawal (none parole sanction); death. |             |    |    |    |

Of the twenty-three (23) clients referred to ROSC from the 29<sup>th</sup> and 30<sup>th</sup> RSAT Cycles, a total of twelve (12) clients successfully completed the ROSC Program and eleven (11) clients who did not complete the 6-month Aftercare due to parole violations and voluntary withdrawal in CY 2023.

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

#### Program Goals:

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

#### Objective and Action:

- Implement a Recovery Oriented Systems of Care Model to provide access to intensive aftercare sessions, peer mentoring, and community support and other social service needs to adults who completed a Residential Substance Abuse Treatment and to adults incarcerated at one time who have a substance abuse issue and referred by a case manager.
  - Ensure collaboration with the Guam Behavioral Health & Wellness Center's Alcohol Branch, the Department of Corrections, the Department of Corrections Parole Services Division, the Judiciary of Guam Probation Division, the Department of Labor One Stop Career Center, the Guam Housing and Urban Renewal, the Department of Public Health & Social Services, Faith-Based organizations and Nonprofit organizations to improve access

for continued care services for adults who complete the Residential Substance Abuse Treatment Program and non-RSAT clients.

- Ensure experienced certified counselors to train peer specialists on reading ASAM results, progress notes, and treatment/recovery plans and other appropriate strategies to assist clients achieve treatment/recovery plans.
- Peer Specialist will provide 24/7 role modeling, self-help group support, and peer mentoring throughout the continued care and recovery process. In addition, assist clients develop and strengthen relapse prevention skills through self-efficacy and help build problem solving skills and assist with support services to housing, transportation, employment, access to healthcare, etc.
- Provide random drug testing, maintain program data, and consumer satisfaction surveys. Surveys will request clients to provide feedback on the services received.

#### Guam's Performance Measures:

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

- Correctional Treatment and Rehabilitation

Purpose Areas: Drug Treatment and Enforcement Programs

Program Description:

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

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

Guam has only one adult correctional facility. The facility is overpopulated with felony offenders, which include drug offenders, sex offenders and murderers, and holds a large misdemeanor offender population. Of the violent offenses committed, criminal homicide and criminal sexual conduct are the two leading offenses of incarcerated inmates at DOC. In 2023, the daily average prison population was 802, of which a total of 333 are adjudicated inmates and 421 for detainees and federal holds. Of the total population, 5,729 offenses are recorded for every prisoner held. Of the total offenses, 869 were for violent offenses and 4,860 were for non-violent commitment offenses, drug abuse, against family and children, DUI, and Superior Court or Parole revocations by the Guam Parole Board recorded for most of these offenses.

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

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

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

Pursuant to Executive Order 2020-21, GBHWC is the cognizant lead for all mental health, alcohol and drug programs and services on island. GBHWC is accredited by the Commission on Accreditation of Rehabilitation Facilities ("CARP"), which sets out certain standards for delivering programs designed to serve those involved in the criminal justice system. In addressing inpatient and outpatient mental health, alcohol and drug concerns, the need for credentialed practitioners is critical to the prevention of recidivism and relapse, and to encourage successful reintegration into the community.

#### Program Goals:

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

#### Objectives and Actions:

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

completion or exit from the program to measure changes in the participant as a result of the program. Additionally, survey participants who completed conditions of supervised release to track long term outcomes to measure the goal of reducing criminogenic risk behaviors and adoption of a healthy lifestyle.

- To reduce substance abuse and recidivism among eligible adult substance abusing offenders through drug testing and treatment services.
- Coordination with GBHWC to provide assessments for intensive inpatient therapy as well as supplemental outpatient and support services that incorporate education, group sessions and family involvement as outlined in the treatment plan.

#### Guam's Performance Measures:

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

## References:

- Guam Bureau of Statistics and Plans, Office of the Governor. 2020 Guam Statistical Yearbook.
- Guam Police Department, Planning, Research and Development Section. 2023 Uniform Crime Report National Incident-Based Reporting System.
- Guam Police Department, Federal Programs Section. Gaps in Services and Resource Needs. 2025.
- Guam Police Department, Forensic Science Bureau, Drug Analysis Data. 2024.
- U.S. District Court of Guam. Convictions Statistics Guam: 2021-2023.
- Judiciary of Guam. Convictions Statistics Guam: 2021-2023.
- Department of Corrections. Offender Population Statistics by Offense Guam: 2024.
- Department of Youth Affairs. Citizen Centric Report Guam 2021-2022.
- Department of Youth Affairs. Admissions Data. 2021-2023.
- National Institute on Drug Abuse (NIDA), Methamphetamine. Available at: <https://nida.nih.gov/research-topics/methamphetamine#overdose-crisis>. Accessed on December 2024.
- Drug Enforcement Administration (DEA), Drug Fact Sheet: Methamphetamine, Available at: [https://www.dea.gov/sites/default/files/2020-06/Methamphetamine-2020\\_0.pdf](https://www.dea.gov/sites/default/files/2020-06/Methamphetamine-2020_0.pdf). Accessed December 2024.
- National Institute on Drug Abuse (NIDA), Research Report Series, Prescription Drug Abuse. Available at: <https://nida.nih.gov/sites/default/files/rxreportfinalprint.pdf>. Accessed January 2025.
- National Center for Drug Abuse Statistics (NCDAS), Prescription Drug Abuse Statistics, 2024. Available at: <https://drugabusestatistics.org/prescription-drug-abuse-statistics/>. Accessed January 2025.
- Multi-jurisdictional Drug Task Force Progress Reports, Edward Byrne JAG Program, 2023-2024.
- 3 GAR - Business Regulations, CH. 9, Cannabis Control Board. Available at: <https://www.guamcourts.org/CompilerofLaws/GAR/03GAR/03GAR009.pdf>. Accessed November 2024.
- 10 GCA Health and Safety CH. 16 , The Guam Opioid Overdose Prevention Act of 2023. Available at: <https://www.guamcourts.org/CompilerofLaws/GCA/10gca/10gc016.PDF>. Accessed November 2024.
- The Joaquin (KC) Concepcion II Compassionate Cannabis Use Act of 2013. Available at: [https://guamlegislature.com/Public\\_Laws\\_32nd/Public%20Law%2032-237%20-%20Bill%20No%20215-32.pdf](https://guamlegislature.com/Public_Laws_32nd/Public%20Law%2032-237%20-%20Bill%20No%20215-32.pdf). Accessed November 2024.
- Bill No. 73-37 (LS1 - Governor of Guam), Relative to further expanding access to opioid antagonists by establishing an Emergency Opioid Access Bystander Program and Requiring Co prescription of opioid Antagonists. Available at: <https://governor.guam.gov/wp-content/uploads/2023/07/Bill-No.-73-37.pdf>. Accessed December 2024.
- 11 GCA Finance & Taxation, CH. 8, Guam Cannabis Industry Act. Available at: <https://www.guamcourts.org/compileroflaws/GCA/11gca/11gc008.pdf>. Accessed November 2024.

- 11 GCA Finance & Taxation, CH. 9 Cannabis Control Board. Available at: <https://www.guamcourts.org/CompilerofLaws/GAR/03GAR/03GAR009.pdf>. Accessed November 2024.
- U.S. Drug Enforcement Administration, Fentanyl. Available at: <https://www.dea.gov/factsheets/fentanyl>. Accessed December 2024.
- Guam Initiative Brief, Addressing Opioid and Stimulant Misuse and Disorders: The Impact of State Targeted Response and State Opioid Response Grants. Available at: <https://nasadad.org/wp-content/uploads/2022/07/Guam-STR-SOR-Brief-2021-PFedit.pdf>. Accessed November 2024.
- Pacific Island Times, Addressing Guam’s housing crisis: A breaking point or a blueprint for change? Available at: <https://www.pacificislandtimes.com/post/addressing-guam-s-housing-crisis-a-breaking-point-or-a-blueprint-for-change>. Accessed January 2024.
- Husson University, The Role of Technology in Criminal Justice, Published on: September 28, 2023. Available at: <https://www.husson.edu/online/blog/2023/09/technology-in-the-criminal-justice-field>. Accessed November 2024.
- A Practical Guide to Juvenile Justice Rehabilitation Programs. Available at: <https://www.jedplatform.com/2024/05/15/juvenile-justice-programs/>. Accessed November 2024.
- Bill to create new MAULEG drug task force now law. Available at: [https://www.guampdn.com/news/bill-to-create-new-mauleg-drug-task-force-now-law/article\\_4ce1dee4-c0e3-11ef-ab19-634c0863f726.html](https://www.guampdn.com/news/bill-to-create-new-mauleg-drug-task-force-now-law/article_4ce1dee4-c0e3-11ef-ab19-634c0863f726.html). Accessed January 2025.
- U.S. Drug Enforcement Administration, Fact Sheet, Methamphetamine. Available at: [https://www.dea.gov/sites/default/files/2020-06/Methamphetamine-2020\\_0.pdf](https://www.dea.gov/sites/default/files/2020-06/Methamphetamine-2020_0.pdf). Accessed December 2024.
- U.S. Drug Enforcement Administration, Fact Sheet, Fentanyl. Available at: <https://www.dea.gov/factsheets/fentanyl>. Accessed December 2024.
- U.S. Drug Enforcement Administration Website, DEA Releases 2024 Edition of Drugs of Abuse Resource Guide. Available at: <https://www.dea.gov/>. Accessed December 2024.
- National Drug Control Strategy, “The White House Executive Office of the President, Office of National Drug Control Policy.” Available at: <https://www.whitehouse.gov/wp-content/uploads/2024/05/2024-National-Drug-Control-Strategy.pdf>. Accessed November 2024.
- Guam Behavioral Health & Wellness Center (GBHWC) Press Release 2024.06.25 GBHWC Offers Resources to Effectively Respond to Fentanyl and Other Drug Overdose in Guam. Available at: <https://gbhwc.guam.gov/happenings/press-releases>. Accessed December 2024.
- Guam Behavioral Health & Wellness Center (GBHWC) Press Release 2024.03.05 Free Opioid Overdose Response Training and Naloxone Vending Machine. Available at: <https://gbhwc.guam.gov/happenings/press-releases>. Accessed December 2024.
- Guam Behavioral Health & Wellness Center (GBHWC) Press Release - 01.22.24 "Inaugural Naloxone & Prescriber Training for First Responders. Available at: <https://gbhwc.guam.gov/happenings/press-releases>. Accessed December 2024.
- Office of the Attorney General (OAG), Release from the Eagle’s Nest: 227 - Catch, Release & Re-offend Report (Monday, January 06, 2025) - (December 01, 2024 – December 31,

2024). Available at:

<https://drive.google.com/file/d/116Cw2U0gwuKsyzrx4ISWz6VJwFDoHIHT/view>. Accessed January 2025.

- Office of the Attorney General (OAG), Release from the Eagle’s Nest: Another Meth Conviction - 100% Meth Inspections Save Lives (Thursday, December 26, 2024). Available at: [https://drive.google.com/file/d/10zF6jjXEBQLqLzi\\_FAYANcE1AnpOpaeV/view](https://drive.google.com/file/d/10zF6jjXEBQLqLzi_FAYANcE1AnpOpaeV/view). Accessed January 2025.
- Office of the Attorney General (OAG), Release from the Eagle’s Nest: 100% Meth Inspection Saves Lives (Thursday, December 18, 2024). Available at: <https://drive.google.com/file/d/1HKjT9VT3YerjUT3X4KGMstPYyYwzZlNg/view>. Accessed January 2025.
- Pacific Daily News, Public Health: CBD-, THC-infused foods not legal to sell on Guam, August 27, 2022. Available at: [https://www.guampdn.com/news/public-health-cbd--thc-infused-foods-not-legal-to-sell-on-guam/article\\_96688d86-24d4-11ed-b589-63b500144600.html](https://www.guampdn.com/news/public-health-cbd--thc-infused-foods-not-legal-to-sell-on-guam/article_96688d86-24d4-11ed-b589-63b500144600.html). Accessed October 2024.
- Pacific Daily News, Joe Taitano, “DEA called after suspected cocaine washes ashore near Jeff's Pirates Cove”, December 22, 2023. Available at: [https://www.guampdn.com/news/dea-called-after-suspected-cocaine-washes-ashore-near-jeffs-pirates-cove/article\\_f515ad10-a0a1-11ee-8054-73a9c999a25d.html](https://www.guampdn.com/news/dea-called-after-suspected-cocaine-washes-ashore-near-jeffs-pirates-cove/article_f515ad10-a0a1-11ee-8054-73a9c999a25d.html). Accessed November 2024.
- KUAM News, “DEA investigates after more than 60 pounds of cocaine wash ashore”, Published Tuesday, December 26th 2023, 3:05 PM ChST. Available at: <https://www.kuam.com/story/50278241/dea-investigates-after-more-than-60-pounds-of-cocaine-wash-ashore?clienttype=mobile>. Accessed November 2024.
- Prevention Education and Community Empowerment (PEACE) Home Page. Guam Behavioral Health and Wellness Center Agency website. Available at: <https://gbhwc.guam.gov/peace> Accessed December 2024
- Guam Strategic Action Plan for Substance Misuse Prevention and Mental Health Promotion FY 2020 thru FY 2024, Guam Behavioral Health and Wellness Center, Prevention and Training Branch. Available at: [https://v2021a.peaceguam.org/sites/default/files/Prevention%20and%20Training%20Strategic%20Plan\\_FINAL%20Approved%20Jan%2012%202022.pdf?theme=peace](https://v2021a.peaceguam.org/sites/default/files/Prevention%20and%20Training%20Strategic%20Plan_FINAL%20Approved%20Jan%2012%202022.pdf?theme=peace) Accessed on December 2024.
- A Baseline Profile of Opioid Use in Guam September 2024, Guam Behavioral Health & Wellness Center. Accessed January 2025.
- Guam State Epidemiological Profile, 2021 Update. Dr. Annette M. David and Karina Jo C. Reyes on behalf of the Guam State Epidemiological Outcomes Workgroup (SEOW). Guam Behavioral Health & Wellness Center, PEACE Prevention and Training Branch. Available at: [https://v2021a.peaceguam.org/sites/default/files/2021%20Epi%20Profile\\_full\\_20230918.pdf?theme=peace](https://v2021a.peaceguam.org/sites/default/files/2021%20Epi%20Profile_full_20230918.pdf?theme=peace). Accessed January 2025.
- Guam Behavioral Health & Wellness Center, Project PATH (Preventing Addiction Through Health Empowerment). Data on Naloxone Vending Machines. 2025.

- The Salvation Army Lighthouse Recovery Centers. Residential and Outpatient Services. Drug Trends. 2025.
- Guam Behavioral Health & Wellness Center, New Beginnings, Drug and Alcohol Treatment Branch. ROSC and RSAT Statistics. Drug Trends, 2025.
- Governor’s Community Outreach -Federal Programs Office (GCO-FPO) Website. Available at: <https://fpo.guam.gov/>. Accessed on December 2024.
- GQA – Guam Customs and Quarantine Agency website. Available at: <https://cqa.guam.gov/>. Accessed December 2024.
- GPD – The Guam Police Department Agency website. Available at: <https://gpd.guam.gov/>. Accessed December 2024.
- Judiciary of Guam Website. Available at: <https://www.guamcourts.org/>. Accessed December 2024.
- 2024-2027 “Pillars of Justice” Judiciary of Guam Strategic Plan Available at: [https://www.guamcourts.org/Strategic-Plans/images/2024\\_27StrategicPlan.pdf](https://www.guamcourts.org/Strategic-Plans/images/2024_27StrategicPlan.pdf) Accessed December 2024.
- 2020-2023 Strategic Plan, Judiciary of Guam. Available at: [https://www.guamcourts.org/Strategic-Plans/images/2020\\_23StrategicPlan.pdf](https://www.guamcourts.org/Strategic-Plans/images/2020_23StrategicPlan.pdf) Accessed December 2024.
- 2023 Annual Report, Judiciary of Guam. Available at: <https://www.guamcourts.org/Annual-Report/images/2023AR.pdf> Accessed December 2024.
- The Judiciary of Guam. Citizen Centric Report FY 2022.
- Substance Abuse and Mental Health Services Administration (SAMHSA) Website. SAMHSA Grants Dashboard. Available at: <https://www.samhsa.gov/grants/grants-dashboard>. Accessed December 2024.
- Guam Department of Education, Student Support Services Division – 2023 School Safety Training Workshops. Available at: <https://gdoe.net/District/Department/9-Student-Support-Services-SSSD/2755-Untitled.html>. Accessed December 2024.
- KUAM News, GDOE has sexual assault prevention curriculum, Available at: <https://www.kuam.com/story/40357110/gdoe-has-sexual-assault-prevention-curriculum> Accessed on December 2024.
- Office of the Attorney General of Guam. Citizen Centric Report Guam 2021-2022.
- Office of the Attorney General of Guam Website. Available at: <https://guamattorneygeneral.org/>. Accessed on December 2024.
- New \$2.5M grant to help Guam deal with opioid overdose, deaths. Nov 7, 2023, Pacific Daily News. Available at: [https://www.guampdn.com/news/new-2-5m-grant-to-help-guam-deal-with-opioid-overdose-deaths/article\\_06b53094-7c72-11ee-a92e-1b3909d6a891.html](https://www.guampdn.com/news/new-2-5m-grant-to-help-guam-deal-with-opioid-overdose-deaths/article_06b53094-7c72-11ee-a92e-1b3909d6a891.html) Accessed on December 2024.
- Bill No. 73-37 – An Act to Add New §§16115, 16116, 16117, 16118, 16119, and 16120 to Chapter 16, Division 1, Title 10, Guam Code Annotated, Relative to Further Expanding Access to Opioid Antagonists By Establishing An Emergency Opioid Access Bystander Program and Requiring Co-Prescription of Opioid Antagonists by Establishing An Emergency Opioid Access Bystander Program and Requiring Co-Prescription of Opioid Antagonists. Guam Legislature. Available at: <https://governor.guam.gov/wp-content/uploads/2023/07/Bill-No.-73-37.pdf>. Accessed on December 2024.

- Criminal Victimization, 2023 Press Release. Bureau of Justice Statistics, Department of Justice. Available at: <https://bjs.ojp.gov/library/publications/criminal-victimization-2023#:~:text=In%202023%2C%20there%20were%2022.5,6.9%20per%201%2C000%20in%202023>. Accessed on December 2024.
- Public Defender Services Corporation, Citizen Centric Report, FY 2022.
- Judiciary of Guam, Marshals Services Division. 2025.
- Executive Order 2020-21: Relative to Addressing the Mental Health Drug, Alcohol and Rehabilitation Needs of the Department of Corrections Through the Establishment of the Guam Behavioral Health and Wellness Center Annex. Office of the Governor. Available at: <https://www.guam.gov/wpdev-content/uploads/2020/07/Executive-Order-2020-21-Relative-to-Addressing-the-Mental-Health-Drug-Alcohol-and-Rehabilitation-Needs-of-the-Department-of-Corrections-Through-the-Establishment-of-the-GBHWC-Annex.pdf>. Accessed December 2024.
- Executive Order 2020-02: Relative to the Establishment of the Youth Advisory Council. Office of the Governor. Available at: <https://www.guam.gov/wpdev-content/uploads/2020/01/Executive-Order-2020-02-Relative-to-the-Establishment-of-the-Youth-Advisory-Council-to-I-MagaHagan-Guahan.pdf> Accessed December 2024.
- Bureau of Justice Assistance. Office of Justice Programs. Funding Awards Listing. Available at: <https://bja.ojp.gov/funding/awards/list> Accessed December 2024.
- FY 2019 and FY 2020 NIBRS Progress Reports, Guam Police Department, 3<sup>rd</sup> Quarter Report, April-June 2024.

## APPENDICES

## **Appendix A: Stakeholders Meeting**

### **Fiscal Year 2025 - 2029 Guam's Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement Stakeholders Meeting**

Thursday, June 27, 2024, 10 am

Ricardo J. Bordallo Governor's Complex, Large Conference Room

*The following is an excerpt of the meeting and the process used to determine the funding priorities of the 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement.*

#### **ATTENDANCE:**

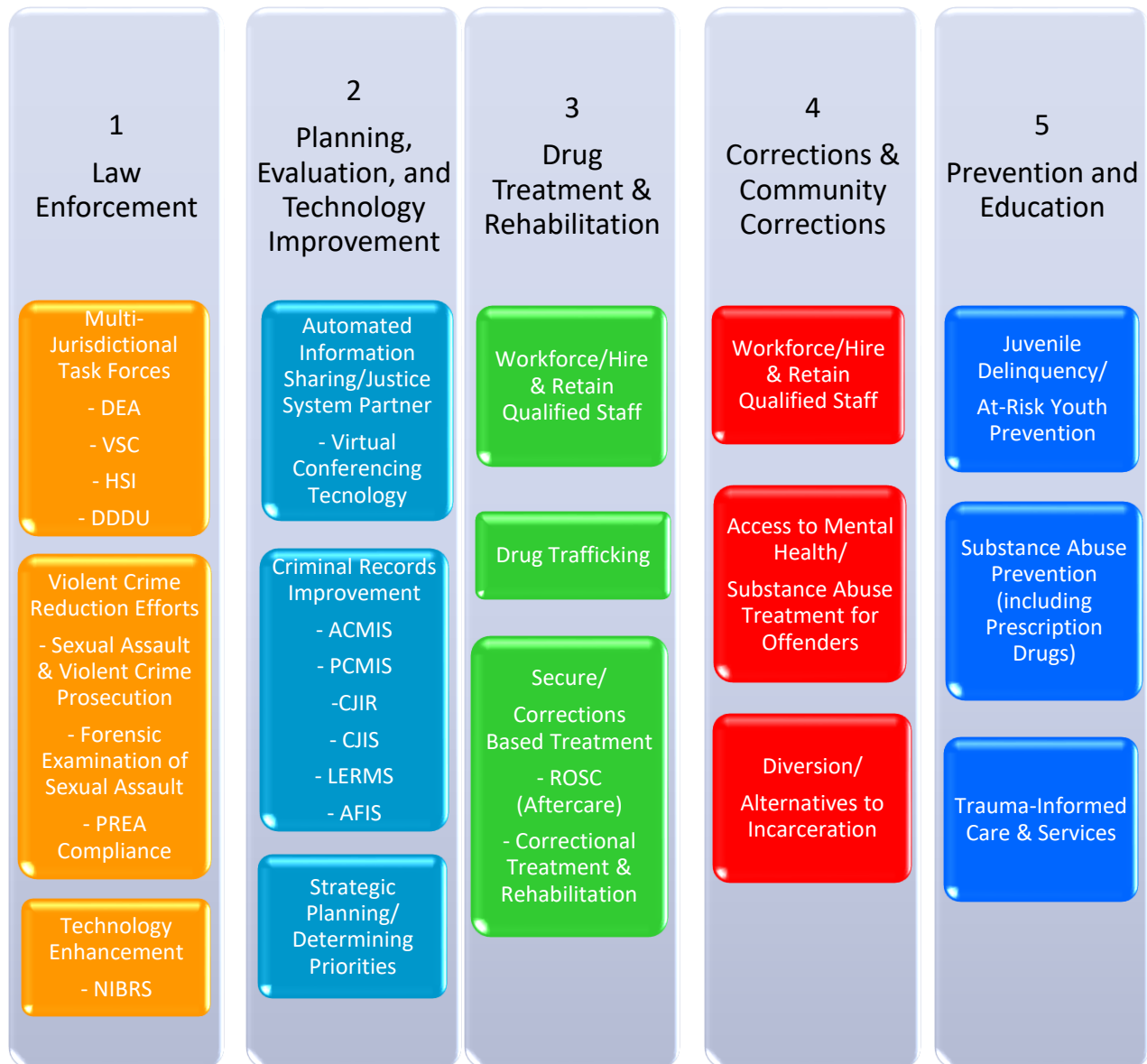
Attending the meeting were heads of the criminal justice community and appropriate program and fiscal staff to include the following:

- Chief of Police, Guam Police Department
- Chief of Staff, Office of the Attorney General
- Director, Department of Corrections
- Director, Department of Youth Affairs
- Director, Guam Behavioral Health & Wellness Center
- Administrator of the Courts, Judiciary of Guam
- Director, Guam Customs & Quarantine Agency
- Executive Director, Public Defender Service Corporation
- Director, Bureau of Statistics and Plans
- Others: Senior Staff Involved in the Program and Fiscal Administration of Byrne JAG Funds and other network partners

#### **INTRODUCTIONS/DISCUSSIONS:**

- The Director of the Bureau of Statistics and Plans provided a brief overview of the importance of the meeting and how the Byrne JAG funding has helped our criminal justice community over the years. Introductions were also made acknowledging the heads of Guam's local and federal law enforcement and criminal justice community along with resource network partners.
- Following the introductions, an overview was presented by the Guam Bureau of Statistics and Plans regarding the 2019 - 2022 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement, the projects and initiatives that were funded over the years, and the overall impact that Byrne JAG funds has done to improve the islands law enforcement efforts and criminal justice functions.

- Proceeding the presentation, the Bureau presented the results of the online stakeholder survey, more specifically, the Edward Byrne Memorial Justice Assistance Grant Program Stakeholder Survey that was conducted starting February 26, 2024. The survey was emailed to various law enforcement, criminal justice, behavioral health and indigent services stakeholders to aid in establishing the priorities and programs and to identify unmet systems needs for Guam's FY 2025 - FY 2029 Drug Control Violent Crime and Criminal Justice Systems Improvement Strategy. The Bureau worked with a research associate to analyze the online survey results. The research associate used a rank value analysis to establish an ordering of importance, ranging from the top 3 to the top 8. This determination of ordering involves assigning numerical values to each rank, with higher importance ranks receiving higher values. These values are then summed to calculate a rank value, which is subsequently ordered. Resulting from the analysis, the results of the survey identified the following Priority Areas by rank:
  - 1 – Law Enforcement
  - 2 – Planning, Evaluation & Technology Improvement
  - 3 – Drug Treatment & Enforcement
  - 4 – Corrections & Community Corrections
  - 5 – Prevention and Education
- The Stakeholder Survey also identified the following most challenging issues facing Guam's criminal justice stakeholders by order of importance:
  - 1 – Opioids/Methamphetamine/Other Drugs
  - 2 – Violent Crime
  - 3 – Resources for Data & Sharing
  - 4 (tied) – Sexual Assault and Juvenile justice/delinquency prevention
  - 5 – Jail/Prison Overcrowding
- Following the discussions of the survey results, the Bureau also addressed the Resources Needs, Gaps in Services, and Coordination of Federally Funded Programs to clearly define the needs of our criminal justice and law enforcement community and to avoid the duplication of services. The following agencies were represented at the meeting: Office of the Attorney General, Guam Police Department, Department of Corrections, Judiciary of Guam, Department of Youth Affairs, Guam Customs & Quarantine Agency, Guam Behavioral Health & Wellness Center, A.B. Won Pat Guam International Airport Authority, Airport Police Division, the Public Defender Services Corporation, and the Judiciary of Guam.
- The outcome of the meeting resulted in the adoption of the priorities identified from the survey to address in the development of the FY 2025-2029 Multi Year Strategy. The priority areas are the following:
  - Law Enforcement Priority
  - Planning, Evaluation & Technology Improvement Priority
  - Drug Treatment & Rehabilitation Priority
  - Corrections & Community Corrections Priority
  - Prevention and Education Priority



- The Byrne Justice Assistance Grant Program has expanded over the years to move beyond strictly drug related crime to include all types of serious and violent crime, as well as to making serious and systematic efforts to improve the infrastructure of the criminal justice system within the State to deal with crime, terrorism, economic crime, smart policing, and offender re-entry. To assist the Bureau in developing the FY 2025-2029 Drug Control, Violent Crime and Criminal Justice Systems Improvement Strategy and to develop the program abstract for USDOJ approval, stakeholder representatives were requested to provide information on any data and analyses to define the nature and extent of the drug control, violence prevention and criminal justice system improvement problems on Guam to support the priorities and program areas that was approved in the Stakeholders Meeting. Such data might include needs assessment of criminal justice agencies, user surveys, Uniform Crime Report, data from Byrne Funded Task Forces, and any other types of available data.

- Further, based on the data and analyses defined, representatives were asked to describe, in general, the identification of gaps in services and areas where additional resources are needed to develop a system wide capability to address the drug control, violent prevention and system improvement problems. Resource needs or gaps involving training, technical assistance, or specific legislation and any relevant discussion on the difficulty in providing these resources without Byrne funding. If a particular stakeholder recommended any one of the priorities or program areas that were listed, they were requested to provide the information needed to address the matter in full and ensure that an acceptable project abstract is developed that would be approved by the Bureau of Justice Assistance. If the information is insufficient to meet strategy requirements or to define fully the problem or need, the program will not be addressed in the strategy.
- The information requested will assist the Bureau in identifying and defining the priorities based on the issues discussed in the nature and extent of the problem, and to develop proposed program activities for the grant period.
- However, due to the availability in data and information and the resources needed to accurately develop the Multi-Year Strategic Plan, the Bureau made the executive decision to focus efforts on the top three (3) priority areas and the programs identified. These priorities are Law Enforcement, Planning, Evaluation & Technology Improvement, and Drug Treatment and Rehabilitation. Depending on the changing needs of Guam's law enforcement and criminal justice stakeholders, the priority areas of Corrections and Community Corrections and the Prevention and Education or another identified priority need can be addressed in future updates to the Strategic Plan.

## **Appendix B: Public Review**

### **Public Review**

**State Governing Body and Law Enforcement and Criminal Justice Stakeholders**

**Public Review Period Ended March 28, 2025**



LOLA E. LEON GUERRERO  
Director  
MATTHEW C. SANTOS  
Deputy Director

# BUREAU OF STATISTICS AND PLANS

*Sagan Planu Siha Yan Emfotmasion*



LOURDES A. LEON GUERRERO  
Governor of Guam  
JOSHUA F. TENORIO  
Lieutenant Governor

February 10, 2025

The Honorable Frank Blas, Jr.  
Speaker  
I Liheslaturan Guåhan  
I Mina'trentai Ocho Na Liheslaturan Guåhan  
Guam Congress Building  
163 Chalan Santo Papa  
Hagatna, Guam 96910

Subject: Public Review – FY 2025 -2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement

Dear Speaker Blas:

*Buenas yan Håfa Adai!* I am pleased to announce that the Bureau of Statistics and Plans (Bureau) has completed the draft of Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement. The development of a multi-year strategy is a requirement under the Edward Byrne Justice Assistance Grant (JAG) Program statute wherein a statewide strategic plan must be updated at least every 5 years. The 2025-2029 Multi-Year Strategy is an update to the Revised October 2023 FY 2019-2022 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement.

Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement is a continuation of past plans to meet the Byrne JAG Program's objectives while also balancing significant funding reductions to the grant program. The development of the draft strategy was made possible through the collective efforts from law enforcement and criminal justice stakeholders in providing the critical data, information and resources needed to reflect the current state of the islands drug problem, violent crime and information technology needs.

The strategy reflects how Guam will use the Byrne JAG Program funds to fund the first year of the four-year grant to address improving the functions of Guam's criminal justice system with the limited local revenue resources. The plan further outlines the types of programs to be funded by the JAG award and provides a brief analysis of the need for the programs; and also identifies statewide priorities and planning, anticipated coordination efforts involving JAG and related justice funds. It is the intent of the strategy to secure the safety of our island community based on capacity building for public safety, crime prevention programs that are effective, for preparedness, technology improvement and commitment of shared resources.

To provide the opportunity to comment, the strategic plan is being made available for review to the governing body of the state, the public and criminal justice stakeholders. Enclosed is Guam's

FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement for your review.

Should you have any comments or concerns regarding the draft strategy, please provide your written comments to the Bureau by no later than 5:00 pm, Friday, March 28, 2025. If we do not receive any comments by then, the Bureau will assume that you concur with the updated plan.

Your continued support of our JAG Program is greatly appreciated. Should you require additional information, please do not hesitate to contact either Ms. Monica Guerrero, Chief Planner, or Ms. Millie Erguiza, Senior Planner, at 472-4201/2/3 or by email at [monica.guerrero@bsp.guam.gov](mailto:monica.guerrero@bsp.guam.gov) or [millie.erguiza@bsp.guam.gov](mailto:millie.erguiza@bsp.guam.gov).

Si Yu'os Ma'åse',



**LOLA E. LEON GUERRERO**  
Director

Enclosure



LOLA E. LEON GUERRERO  
Director  
MATTHEW C. SANTOS  
Deputy Director

# BUREAU OF STATISTICS AND PLANS

*Sagan Planu Siha Yan Emfotmasion*



LOURDES A. LEON GUERRERO  
Governor of Guam  
JOSHUA F. TENORIO  
Lieutenant Governor

February 10, 2025

The Honorable V. Anthony Ada  
Vice Speaker  
I Liheslaturan Guåhan  
I Mina'trentai Ocho Na Liheslaturan Guåhan  
Guam Congress Building  
163 Chalan Santo Papa  
Hagatna, Guam 96910

Subject: Public Review – FY 2025 -2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement

Dear Vice Speaker Ada:

*Buenas yan Håfa Adai!* I am pleased to announce that the Bureau of Statistics and Plans (Bureau) has completed the draft of Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement. The development of a multi-year strategy is a requirement under the Edward Byrne Justice Assistance Grant (JAG) Program statute wherein a statewide strategic plan must be updated at least every 5 years. The 2025-2029 Multi-Year Strategy is an update to the Revised October 2023 FY 2019-2022 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement.

Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement is a continuation of past plans to meet the Byrne JAG Program's objectives while also balancing significant funding reductions to the grant program. The development of the draft strategy was made possible through the collective efforts from law enforcement and criminal justice stakeholders in providing the critical data, information and resources needed to reflect the current state of the islands drug problem, violent crime and information technology needs.

The strategy reflects how Guam will use the Byrne JAG Program funds to fund the first year of the four-year grant to address improving the functions of Guam's criminal justice system with the limited local revenue resources. The plan further outlines the types of programs to be funded by the JAG award and provides a brief analysis of the need for the programs; and also identifies statewide priorities and planning, anticipated coordination efforts involving JAG and related justice funds. It is the intent of the strategy to secure the safety of our island community based on capacity building for public safety, crime prevention programs that are effective, for preparedness, technology improvement and commitment of shared resources.

To provide the opportunity to comment, the strategic plan is being made available for review to the governing body of the state, the public and criminal justice stakeholders. Enclosed is Guam's

FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement for your review.

Should you have any comments or concerns regarding the draft strategy, please provide your written comments to the Bureau by no later than 5:00 pm, Friday, March 28, 2025. If we do not receive any comments by then, the Bureau will assume that you concur with the updated plan.

Your continued support of our JAG Program is greatly appreciated. Should you require additional information, please do not hesitate to contact either Ms. Monica Guerrero, Chief Planner, or Ms. Millie Erguiza, Senior Planner, at 472-4201/2/3 or by email at [monica.guerrero@bsp.guam.gov](mailto:monica.guerrero@bsp.guam.gov) or [millie.erguiza@bsp.guam.gov](mailto:millie.erguiza@bsp.guam.gov).

Si Yu'os Ma'åse',



**LOLA E. LEON GUERRERO**  
Director

Enclosure



LOLA E. LEON GUERRERO  
Director  
MATTHEW C. SANTOS  
Deputy Director

# BUREAU OF STATISTICS AND PLANS

*Sagan Planu Siha Yan Emfotmasion*



LOURDES A. LEON GUERRERO  
Governor of Guam  
JOSHUA F. TENORIO  
Lieutenant Governor

February 10, 2025

The Honorable Telo T. Taitague  
Chairperson  
Committee on Economic Investment, Military Buildup, Regional Relations, Technology,  
Regulatory Affairs, Justice, Elections, and Retirement  
I Liheslaturan Guåhan  
I Mina'trentai Ocho Na Liheslaturan Guåhan  
DNA Building, suite 407  
238 Archbishop Flores St.  
Hagatna, Guam 96910

Subject: Public Review – FY 2025 -2029 Strategy for Drug Control, Violent Crime and  
Criminal Justice System Improvement

Dear Senator Taitague:

*Buenas yan Håfa Adai!* I am pleased to announce that the Bureau of Statistics and Plans (Bureau) has completed the draft of Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement. The development of a multi-year strategy is a requirement under the Edward Byrne Justice Assistance Grant (JAG) Program statute wherein a statewide strategic plan must be updated at least every 5 years. The 2025-2029 Multi-Year Strategy is an update to the Revised October 2023 FY 2019-2022 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement.

Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement is a continuation of past plans to meet the Byrne JAG Program's objectives while also balancing significant funding reductions to the grant program. The development of the draft strategy was made possible through the collective efforts from law enforcement and criminal justice stakeholders in providing the critical data, information and resources needed to reflect the current state of the islands drug problem, violent crime and information technology needs.

The strategy reflects how Guam will use the Byrne JAG Program funds to fund the first year of the four-year grant to address improving the functions of Guam's criminal justice system with the limited local revenue resources. The plan further outlines the types of programs to be funded by the JAG award and provides a brief analysis of the need for the programs; and also identifies statewide priorities and planning, anticipated coordination efforts involving JAG and related justice funds. It is the intent of the strategy to secure the safety of our island community based on capacity building for public safety, crime prevention programs that are effective, for preparedness, technology improvement and commitment of shared resources.

To provide the opportunity to comment, the strategic plan is being made available for review to the governing body of the state, the public and criminal justice stakeholders. Enclosed is Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement for your review.

Should you have any comments or concerns regarding the draft strategy, please provide your written comments to the Bureau by no later than 5:00 pm, Friday, March 28, 2025. If we do not receive any comments by then, the Bureau will assume that you concur with the updated plan.

Your continued support of our JAG Program is greatly appreciated. Should you require additional information, please do not hesitate to contact either Ms. Monica Guerrero, Chief Planner, or Ms. Millie Erguiza, Senior Planner, at 472-4201/2/3 or by email at [monica.guerrero@bsp.guam.gov](mailto:monica.guerrero@bsp.guam.gov) or [millie.erguiza@bsp.guam.gov](mailto:millie.erguiza@bsp.guam.gov).

Si Yu'os Ma'åse',



**LOLA E. LEON GUERRERO**  
Director

Enclosure



LOLA E. LEON GUERRERO  
Director  
MATTHEW C. SANTOS  
Deputy Director

# BUREAU OF STATISTICS AND PLANS

*Sagan Planu Siha Yan Emfotmasion*



LOURDES A. LEON GUERRERO  
Governor of Guam  
JOSHUA F. TENORIO  
Lieutenant Governor

February 10, 2025

The Honorable Eulogio Shawn Gumataotao  
Chairperson  
Committee on Public Safety, Emergency Management, and Guam National Guard  
I Liheslaturan Guåhan  
I Mina'trentai Ocho Na Liheslaturan Guåhan  
Capitol Plaza Building Suite 103  
120 Father Duenas Avenue  
Hagatna, Guam 96910

Subject: Public Review – FY 2025 -2029 Strategy for Drug Control, Violent Crime and  
Criminal Justice System Improvement

Dear Senator Gumataotao:

*Buenas yan Håfa Adai!* I am pleased to announce that the Bureau of Statistics and Plans (Bureau) has completed the draft of Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement. The development of a multi-year strategy is a requirement under the Edward Byrne Justice Assistance Grant (JAG) Program statute wherein a statewide strategic plan must be updated at least every 5 years. The 2025-2029 Multi-Year Strategy is an update to the Revised October 2023 FY 2019-2022 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement.

Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement is a continuation of past plans to meet the Byrne JAG Program's objectives while also balancing significant funding reductions to the grant program. The development of the draft strategy was made possible through the collective efforts from law enforcement and criminal justice stakeholders in providing the critical data, information and resources needed to reflect the current state of the islands drug problem, violent crime and information technology needs.

The strategy reflects how Guam will use the Byrne JAG Program funds to fund the first year of the four-year grant to address improving the functions of Guam's criminal justice system with the limited local revenue resources. The plan further outlines the types of programs to be funded by the JAG award and provides a brief analysis of the need for the programs; and also identifies statewide priorities and planning, anticipated coordination efforts involving JAG and related justice funds. It is the intent of the strategy to secure the safety of our island community based on capacity building for public safety, crime prevention programs that are effective, for preparedness, technology improvement and commitment of shared resources.

To provide the opportunity to comment, the strategic plan is being made available for review to the governing body of the state, the public and criminal justice stakeholders. Enclosed is Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement for your review.

Should you have any comments or concerns regarding the draft strategy, please provide your written comments to the Bureau by no later than 5:00 pm, Friday, March 28, 2025. If we do not receive any comments by then, the Bureau will assume that you concur with the updated plan.

Your continued support of our JAG Program is greatly appreciated. Should you require additional information, please do not hesitate to contact either Ms. Monica Guerrero, Chief Planner, or Ms. Millie Erguiza, Senior Planner, at 472-4201/2/3 or by email at [monica.guerrero@bsp.guam.gov](mailto:monica.guerrero@bsp.guam.gov) or [millie.erguiza@bsp.guam.gov](mailto:millie.erguiza@bsp.guam.gov).

Si Yu'os Ma'åse',



**LOLA E. LEON GUERRERO**  
Director

Enclosure



LOLA E. LEON GUERRERO  
Director  
MATTHEW C. SANTOS  
Deputy Director

# BUREAU OF STATISTICS AND PLANS

*Sagan Planu Siha Yan Emfotmasion*



LOURDES A. LEON GUERRERO  
Governor of Guam  
JOSHUA F. TENORIO  
Lieutenant Governor

February 10, 2025

The Honorable Jesse A. Lujan  
Chairperson  
Committee on Transportation, Tourism, Customs, Utilities, and Federal and Foreign Affairs  
I Liheslaturan Guåhan  
I Mina'trentai Ocho Na Liheslaturan Guåhan  
Calvo Arriola Building Suite 101-A  
259 Martyr St.  
Hagatna, Guam 96910

Subject: Public Review – FY 2025 -2029 Strategy for Drug Control, Violent Crime and  
Criminal Justice System Improvement

Dear Senator Lujan:

*Buenas yan Håfa Adai!* I am pleased to announce that the Bureau of Statistics and Plans (Bureau) has completed the draft of Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement. The development of a multi-year strategy is a requirement under the Edward Byrne Justice Assistance Grant (JAG) Program statute wherein a statewide strategic plan must be updated at least every 5 years. The 2025-2029 Multi-Year Strategy is an update to the Revised October 2023 FY 2019-2022 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement.

Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement is a continuation of past plans to meet the Byrne JAG Program's objectives while also balancing significant funding reductions to the grant program. The development of the draft strategy was made possible through the collective efforts from law enforcement and criminal justice stakeholders in providing the critical data, information and resources needed to reflect the current state of the islands drug problem, violent crime and information technology needs.

The strategy reflects how Guam will use the Byrne JAG Program funds to fund the first year of the four-year grant to address improving the functions of Guam's criminal justice system with the limited local revenue resources. The plan further outlines the types of programs to be funded by the JAG award and provides a brief analysis of the need for the programs; and also identifies statewide priorities and planning, anticipated coordination efforts involving JAG and related justice funds. It is the intent of the strategy to secure the safety of our island community based on capacity building for public safety, crime prevention programs that are effective, for preparedness, technology improvement and commitment of shared resources.

To provide the opportunity to comment, the strategic plan is being made available for review to the governing body of the state, the public and criminal justice stakeholders. Enclosed is Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement for your review.

Should you have any comments or concerns regarding the draft strategy, please provide your written comments to the Bureau by no later than 5:00 pm, Friday, March 28, 2025. If we do not receive any comments by then, the Bureau will assume that you concur with the updated plan.

Your continued support of our JAG Program is greatly appreciated. Should you require additional information, please do not hesitate to contact either Ms. Monica Guerrero, Chief Planner, or Ms. Millie Erguiza, Senior Planner, at 472-4201/2/3 or by email at [monica.guerrero@bsp.guam.gov](mailto:monica.guerrero@bsp.guam.gov) or [millie.erguiza@bsp.guam.gov](mailto:millie.erguiza@bsp.guam.gov).

Si Yu'os Ma'åse',



**LOLA E. LEON GUERRERO**  
Director

Enclosure



LOLA E. LEON GUERRERO  
Director  
MATTHEW C. SANTOS  
Deputy Director

# BUREAU OF STATISTICS AND PLANS

*Sagan Planu Siha Yan Emfotmasion*



LOURDES A. LEON GUERRERO  
Governor of Guam  
JOSHUA F. TENORIO  
Lieutenant Governor

February 10, 2025

The Honorable Shelly Vargas Calvo

Chairperson

Committee on Child Welfare, Youth Affairs, Senior Citizens, Women's Affairs, Disability Services, the Arts, Culture, Historic Preservation, and Hagåtña Restoration

I Liheslaturan Guåhan

I Mina'trentai Ocho Na Liheslaturan Guåhan

Guam Congress Building

163 Chalan Santo Papa

Hagatna, Guam 96910

Subject: Public Review – FY 2025 -2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement

Dear Senator Calvo:

*Buenas yan Håfa Adai!* I am pleased to announce that the Bureau of Statistics and Plans (Bureau) has completed the draft of Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement. The development of a multi-year strategy is a requirement under the Edward Byrne Justice Assistance Grant (JAG) Program statute wherein a statewide strategic plan must be updated at least every 5 years. The 2025-2029 Multi-Year Strategy is an update to the Revised October 2023 FY 2019-2022 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement.

Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement is a continuation of past plans to meet the Byrne JAG Program's objectives while also balancing significant funding reductions to the grant program. The development of the draft strategy was made possible through the collective efforts from law enforcement and criminal justice stakeholders in providing the critical data, information and resources needed to reflect the current state of the islands drug problem, violent crime and information technology needs.

The strategy reflects how Guam will use the Byrne JAG Program funds to fund the first year of the four-year grant to address improving the functions of Guam's criminal justice system with the limited local revenue resources. The plan further outlines the types of programs to be funded by the JAG award and provides a brief analysis of the need for the programs; and also identifies statewide priorities and planning, anticipated coordination efforts involving JAG and related justice funds. It is the intent of the strategy to secure the safety of our island community based on capacity building for public safety, crime prevention programs that are effective, for preparedness, technology improvement and commitment of shared resources.

To provide the opportunity to comment, the strategic plan is being made available for review to the governing body of the state, the public and criminal justice stakeholders. Enclosed is Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement for your review.

Should you have any comments or concerns regarding the draft strategy, please provide your written comments to the Bureau by no later than 5:00 pm, Friday, March 28, 2025. If we do not receive any comments by then, the Bureau will assume that you concur with the updated plan.

Your continued support of our JAG Program is greatly appreciated. Should you require additional information, please do not hesitate to contact either Ms. Monica Guerrero, Chief Planner, or Ms. Millie Erguiza, Senior Planner, at 472-4201/2/3 or by email at [monica.guerrero@bsp.guam.gov](mailto:monica.guerrero@bsp.guam.gov) or [millie.erguiza@bsp.guam.gov](mailto:millie.erguiza@bsp.guam.gov).

Si Yu'os Ma'åse',



**LOLA E. LEON GUERRERO**  
Director

Enclosure



LOLA E. LEON GUERRERO  
Director  
MATTHEW C. SANTOS  
Deputy Director

# BUREAU OF STATISTICS AND PLANS

*Sagan Planu Siha Yan Emfotmasion*



LOURDES A. LEON GUERRERO  
Governor of Guam  
JOSHUA F. TENORIO  
Lieutenant Governor

February 10, 2025

The Honorable Vincent Anthony V. Borja  
Chairperson  
Committee on Education, Libraries, and Public Broadcasting  
I Liheslaturan Guåhan  
I Mina'trentai Ocho Na Liheslaturan Guåhan  
DNA Building Suite 502  
238 Archbishop Flores Street  
Hagatna, Guam 96910

Subject: Public Review – FY 2025 -2029 Strategy for Drug Control, Violent Crime and  
Criminal Justice System Improvement

Dear Senator Borja:

*Buenas yan Håfa Adai!* I am pleased to announce that the Bureau of Statistics and Plans (Bureau) has completed the draft of Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement. The development of a multi-year strategy is a requirement under the Edward Byrne Justice Assistance Grant (JAG) Program statute wherein a statewide strategic plan must be updated at least every 5 years. The 2025-2029 Multi-Year Strategy is an update to the Revised October 2023 FY 2019-2022 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement.

Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement is a continuation of past plans to meet the Byrne JAG Program's objectives while also balancing significant funding reductions to the grant program. The development of the draft strategy was made possible through the collective efforts from law enforcement and criminal justice stakeholders in providing the critical data, information and resources needed to reflect the current state of the islands drug problem, violent crime and information technology needs.

The strategy reflects how Guam will use the Byrne JAG Program funds to fund the first year of the four-year grant to address improving the functions of Guam's criminal justice system with the limited local revenue resources. The plan further outlines the types of programs to be funded by the JAG award and provides a brief analysis of the need for the programs; and also identifies statewide priorities and planning, anticipated coordination efforts involving JAG and related justice funds. It is the intent of the strategy to secure the safety of our island community based on capacity building for public safety, crime prevention programs that are effective, for preparedness, technology improvement and commitment of shared resources.

To provide the opportunity to comment, the strategic plan is being made available for review to the governing body of the state, the public and criminal justice stakeholders. Enclosed is Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement for your review.

Should you have any comments or concerns regarding the draft strategy, please provide your written comments to the Bureau by no later than 5:00 pm, Friday, March 28, 2025. If we do not receive any comments by then, the Bureau will assume that you concur with the updated plan.

Your continued support of our JAG Program is greatly appreciated. Should you require additional information, please do not hesitate to contact either Ms. Monica Guerrero, Chief Planner, or Ms. Millie Erguiza, Senior Planner, at 472-4201/2/3 or by email at [monica.guerrero@bsp.guam.gov](mailto:monica.guerrero@bsp.guam.gov) or [millie.erguiza@bsp.guam.gov](mailto:millie.erguiza@bsp.guam.gov).

Si Yu'os Ma'åse',



**LOLA E. LEON GUERRERO**  
Director

Enclosure



LOLA E. LEON GUERRERO  
Director  
MATTHEW C. SANTOS  
Deputy Director

# BUREAU OF STATISTICS AND PLANS

*Sagan Planu Siha Yan Emfotmasion*



LOURDES A. LEON GUERRERO  
Governor of Guam  
JOSHUA F. TENORIO  
Lieutenant Governor

February 10, 2025

## Memorandum

To: Attorney General, Office of the Attorney General  
Chief of Police, Guam Police Department  
Administrator of the Courts, Judiciary of Guam  
Chief Technology Officer, Office of Technology  
Director, Department of Corrections  
Director, Department of Youth Affairs  
Director, Department of Public Health and Social Services  
Superintendent, Guam Department of Education  
Director, Guam Behavioral Health & Wellness Center  
Director, Customs and Quarantine Agency  
Homeland Security Advisor, Guam Homeland Security/Office of Civil Defense  
General Manager, Guam International Airport Authority  
Executive Director, Guam Housing and Urban Renewal  
General Manager, Port Authority of Guam  
Director, Department of Public Works  
Attn: Administrator, Office of Highway Safety  
Administrator, Guam State Clearinghouse  
Executive Director, Governor's Federal Programs Office  
Executive Director, Public Defender Services Corporation

From: Director, Bureau of Statistics and Plans

Subject: Public Review – FY 2025 -2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement

*Buenas yan Håfa Adai!* I am pleased to announce that the Bureau of Statistics and Plans (Bureau) has completed the draft of Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement. The development of a multi-year strategy is a requirement under the Edward Byrne Justice Assistance Grant (JAG) Program statute wherein a statewide strategic plan must be updated at least every 5 years. The 2025-2029 Multi-Year Strategy is an update to the Revised October 2023 FY 2019-2022 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement.

Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement is a continuation of past plans to meet the Byrne JAG Program's objectives while also balancing significant funding reductions to the grant program. The development of the draft strategy was made possible through the collective efforts from law enforcement and criminal

justice stakeholders in providing the critical data, information and resources needed to reflect the current state of the islands drug problem, violent crime and information technology needs.

The strategy reflects how Guam will use the Byrne JAG Program funds to fund the first year of the four-year grant to address improving the functions of Guam's criminal justice system with the limited local revenue resources. The plan further outlines the types of programs to be funded by the JAG award and provides a brief analysis of the need for the programs; and also identifies statewide priorities and planning, anticipated coordination efforts involving JAG and related justice funds. It is the intent of the strategy to secure the safety of our island community based on capacity building for public safety, crime prevention programs that are effective, for preparedness, technology improvement and commitment of shared resources.

To provide the opportunity to comment, the strategic plan is being made available for review to the governing body of the state, the public and criminal justice stakeholders. Please refer to the Bureau's website at <https://bsp.guam.gov/> to access the draft of Guam's FY 2025-2029 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement for your review or download.

Should you have any comments or concerns regarding the draft strategy, please provide your written comments to the Bureau by no later than 5:00 pm, Friday, March 28, 2025. If we do not receive any comments by then, the Bureau will assume that you concur with the updated plan.

Your continued support of our JAG Program is greatly appreciated. Should you require additional information, please do not hesitate to contact either Ms. Monica Guerrero, Chief Planner, or Ms. Millie Erguiza, Senior Planner, at 472-4201/2/3 or by email at [monica.guerrero@bsp.guam.gov](mailto:monica.guerrero@bsp.guam.gov) or [millie.erguiza@bsp.guam.gov](mailto:millie.erguiza@bsp.guam.gov).

Si Yu'os Ma'åse',

*Lola E. Leon Guerrero*

**LOLA E. LEON GUERRERO**  
Director

Attached