



GUAM POLICE DEPARTMENT
DIPATTAMENTON POLISIAN GUAHAN
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June 13, 2014

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**Subject: Guam Police Department Input / Comment on the
 Draft Supplemental Environmental Impact Statement (SEIS)**

The following general comments are provided for your review and consideration:

The Guam Police Department's management staff remain concerned with the need for the capital projects such as the Forensic Science Division's construction of an evidence and property control facility, the Marine Patrol Boat facility, the Central Police Precinct, the Yigo Police Substation, and funding to acquire additional fleet of police vehicles to proceed forward even with the scale down of the Marines relocation. It has been noted within the Draft SEIS executive summary of the "population change" numerically listed with emphasis that there will be "fewer active duty Marines – compared to the 2010 Final SIAS, fewer military dependents, and an extended construction period" (page ES-3/ D-5 2013 Guam SIAS Executive Summary).

Upon the review of the Sections listed as 3.4.3 Public Safety, 3.4.3.1 Emergency Response, 3.4.3.2 Overlap of Federal and Local Public Safety, and 3.4.3.3 Guam Police Department, the information reflects an accurate assessment of areas that are critical toward the sustainability of police services by the Guam Police Department as military activities are elevated during the phases of the buildup. Guam Police Department command staff are of the consensus that with

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the change and scale down of the military buildup activities that this would also lower the impact of police services which would address a variety of security and safety issues related to military population changes and business economic activities related to military construction projects.

We agree with the information indicated within Section 2.4.2 Crime and Social Disorder (page 2-14/ D-48 Approach to Analysis) which provides an accurate relationship of the correlation of crime and social factors that could generate social stress within the community. We also believe, after discussions among staff, that to address crime and social disorder that may be attributed to changes in terms of increased population levels in the community related to the buildup, that a community policing strategy could mitigate these problems. The Guam Police Department's community policing programs, with support from military security resources and federal law enforcement resources, could mitigate the problem of crime and social disorders that may arise.

We reviewed Page B-161/D-697 entitled Guam Police Department. On the meeting record, we agree that under No. 4 Comment on Trends In – Staffing Pattern, our staffing/equipment resource require more officers to effectively cover the populated areas. We still currently deputize civilians as Civilian Police Volunteer Reservists. A majority of the funding since 2000 helps to support the recruitment of new police officers; however, the rate of retaining sworn officers in the Department has increased which is directly related to the recent across-the-board law enforcement pay hike. Since the previous study, we still rely on Compact-Impact Free Association aid in order to sustain a yearly inclusion of patrol vehicles to our fleet.

The following specific comments with cited pages are provided for your review and consideration:

Page 4-121. "Public Safety" Under Public Safety section, "GPD employed 303 sworn officers and 66 civilian personnel, these included part-time employees, those who only worked for a short period of time, and unpaid volunteers (of which there were over 100 in 2012); there were 146 FTE, paid, sworn officers as of 2012."

The staffing numbers identified were not the same number used to calculate the additional staff needed on page 4-144. For example, 4-121 indicates that there are 303 sworn officers in GPD during 2012. Yet, 146 were used to calculate the need. During SIAS interviews, GPD also reported that there were 303 sworn officers in its submission. GPD indicated that sworn personnel was not an appropriate figure to use because other

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divisions, such as Records and ID Section, would have an impact. It is not clear how the 146 was derived and why only sworn officers were used.

Page 4-122. Under Agencies Affected by Development section. " The agencies discussed in this section were selected because they would likely be impacted by increases in development and construction on Guam as a result of the proposed action. They are GovGuam agencies responsible for issuing, monitoring and enforcing development permits on Guam."

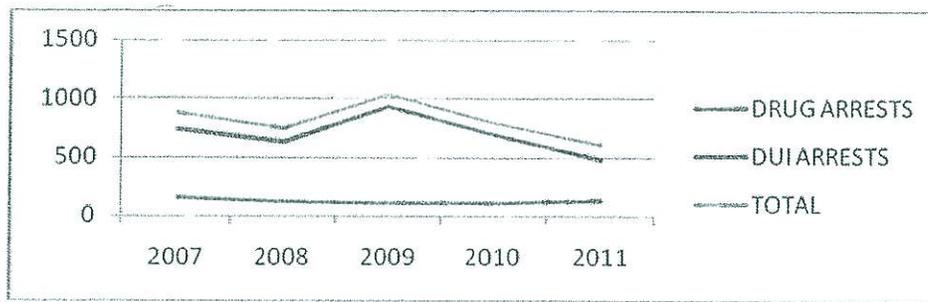
The Guam Police Department provides administrative services such as background investigations, routinely known as a Police Clearance, for companies requiring this during recruitment of potential employees. GPD also provides permit services such as the Highway Special Use Permit required for the significant use of the Highway for hauling oversized equipment. Firearms Permits are required by law for anyone choosing to possess a firearm in the territory, as well as the requirement that all firearms be registered with the local government, which altogether is a part of 28 administrative services we provide at the Guam Police Department. GPD processes an average of 51,573 transactions a year (based on total transactions from 2009-2011) with 13 unsworn personnel at the Records and Identification Section. A recent service provided for a Federal Project was a fingerprinting service that started in November 2013 and completed in June 2014. RIDS personnel fingerprinted 377 individuals involved in the construction of a federal building, as requested through a commercial entity; WebCore.

Page 4-123. Under Crime and Social Order section, "Tourism, the military, and periodic construction spikes have all been perceived to create markets for alcohol, illegal drugs, prostitution, and illegal gambling on Guam."

The Guam Police Department clears alcohol-related, Driving Under the Influence cases through arrests more than any other type of case. Through available data, a study specific to the 629 DUI arrests in 2008, GPD was able to determine that a positive correlation exists between Selective Traffic Enforcement Program (STEP) sobriety checkpoints and DUI arrests. This revealed the strong possibility that law enforcement is not detecting offenders without STEP operations, and like all other law enforcement task force operations, STEP is very costly and not a frequent option available for prevention without a significant increase in trained sworn officers.

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YEAR	2007	2008	2009	2010	2011
DRUG ARRESTS	148	119	113	109	126
DUI ARRESTS	728	629	926	693	472
TOTAL	876	744	1039	802	598



The Guam Behavioral Health and Wellness Center sponsored a survey conducted by the research firm Q-Mark Research and Polling, on tobacco, alcohol and other drug use. Q-Mark provided the first set of self-reported data on adult marijuana use on Guam in 2007 and later published the report in 2008. Of the 800 respondents, 3% used marijuana, 1% used methamphetamine, and 1% used other illicit drugs in the past month. Although Marijuana continues as the predominant illicit drug used, methamphetamine use poses a serious threat. Crystal methamphetamine is readily available, and abuse of the drug has increased over the past decade. Methamphetamine-related violence is a concern on Guam, where law enforcement officials attribute a rise in violent crime to the corresponding increase in methamphetamine abuse. Crystal methamphetamine available on Guam is produced in and transported from the Philippines, as well as from Hong Kong, China, Taiwan, and South Korea. Asian criminal groups dominate the distribution of crystal methamphetamine in the territory.

Page 4-124. Under Community Cohesion section, " Of GPD offenses charged where race was noted, the Freely Associated States of Micronesia population represented 33% of the total."

DUI arrests effectuated by GPD, categorized by ethnic population over a five year trend from 2007 to 2011 reveal that 39% or 1,368 of the arrests are of ethnicities from the Freely Associated States of Micronesia. Of the FAS ethnicities arrested for DUI, Chuukese make up 25% or 877 arrests, Palau and Pohnpei with 5% or 179 and 167 arrests respectively, Yap with 3% or 96 arrests, and Kosrae and the Marshallese with 1% or 38 and 11 arrests respectively. 21% or 746 arrests are of Chamorro ethnicity, 11% or

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406 are arrests of Filipino's, 8% or 278 are arrests of Asians, 8% or 285 are arrests of ethnic Caucasians and the remaining 13% or 455 are arrests of individuals whose ethnic background fall into the category; Other. Centering on alcohol related DUI data is the number of arrests of the ethnic Chuukese (877), the highest among all other ethnicities. Considering the total population of ethnic Chuukese 10,943, a mere 6% of the population, suggests that there exists an extremely high rate of recidivism in this one (1) public safety problem, and a need for redress to the number of needed personnel and facilities assigned GPD in this SEIS.

Page 4-127. Under Population Change section, " No potential mitigation is proposed, as the population increase would not likely result in a considerable increase in demand on Guam's public services and permitting agencies, and the estimated increases in GovGuam tax revenues would likely compensate for any increased demand on public services that would occur."

The Guam Police Department is in need of critical infrastructure programs as well as personnel increases and structuring in order to meet the needs of a population change. GPD's Evidential Control Section safeguards evidence and property (not belonging to the government) in 10,000 square feet of interior space. Vehicles involved in death investigations (fatal injury car crashes and homicides), which are located in two depositories on property total approximately 14,000 square feet. These facilities and impoundment lots are insufficient to accommodate the delivery of services and moreover, space will be needed to adequately respond to the increased requirements as a result of the buildup.

The military installations on Guam provide shoreline recreational facilities, including a boat livery specifically for use by military personnel and their guests. Together with the 10,000 tourists that are on Guam at any given time, and the local and military population that enjoy the allure of the island waters, a demand for on the water public safety is essential. A proper facility will allow for the staging of operations essential equipment such as boats, personal watercraft (jet skis), dive ensemble, and sonar and underwater ROV for search and rescue cases. High maintenance requirements for all on the water assets are a demand to ensure proper operation when needed, and an appropriate facility will allow for personnel to provide for this need, unexposed.

The Guam Police Department is in need of an appropriate Central Precinct facility and a Yigo Sub-Station facility to address the population change. GPD currently operates a single precinct, Dededo Precinct Command (DPC), which is responsible for coverage of

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the entire northern end of the island. This coverage includes Dededo, Yigo and the spot border regions of Barrigada, Mangilao and Harmon. The village of Dededo encompasses a total of thirty (30) square miles (77.7 km²), and has an estimated population of 44,983 — the single, largest community in Guam. The village of Yigo encompasses a total of thirty-five (35) square miles (90.6 km²), and has an estimated population of 20,539. The total combined estimated population for Dededo and Yigo is at 65,522. This number does not include the bordering village areas of Barrigada, Mangilao and Harmon, which could easily account for at least several hundred to a couple thousand more residents. The US Census Bureau's report established Guam's total population at 159,358, which means that DPC's area of responsibility includes approximately 40% of the island's population.

Patrol services are currently being provided to a population of 159,358 inhabitants with 50 patrol vehicles (31 patrol cars and 19 motorcycles). The Department's patrol cars and motorcycles are used 24 hours a day, 7 days a week, which is currently putting a strain on the current fleet. Their constant usage has reduced their life span at a faster rate compared to the unmarked vehicles assigned to specialized units. Prolonged use of these patrol cars and motorcycles has contributed to their reduced life span. Based on this analysis, it is advisable to replace the fleet every 3 years.

Page 4-132. Under Civilian Housing Demand section, " the peak annual civilian demand for new housing units would occur in 2021, when there would be a need for 770 new units. The annual demand for new housing units would fall to 285 units by 2028."

The center of population growth relative to the new housing units is not identified in the SEIS which is necessary to understand the increased demand by public safety to safeguard these homes. Increased military activity in the northern area provides GPD the only form of reference in posturing for the likelihood that the additional housing units will be located in the same vicinity.

Page 4-137. Under Tourism section, " mediate conflicts and work out informal or formal rules for assuring equitable access to sites equally attractive to commercial scuba dive groups, motorized boat tours, rental jet-ski users, paragliders, snorkelers, board surfers, body surfers, and swimmers.....such actions could be required sooner than they otherwise would be."

Guam law currently provides for the regulation of this concern under the Recreational Water Use Management Plan (10 GAR-Harbors and Navigation). This regulation provides a scheme that addresses the use of certain waterways for recreation. The Guam

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Police Department provides a USCG approved Water Safety Coordinator course for certain commercial entities regulated by this rule. GPD is the largest local on-the-water law enforcement asset providing for this critical public safety need. The Northwest, North, and East facing shoreline of Guam is absent of any man made access/ramps sufficient for GPD assets to launch for missions that arise in these waterways. The nearest vessel access to Northwest and Northern waters is the Hagatna Boat Basin. The nearest vessel access to Southeast and Eastern waters is the Merizo Pier, and is representative of a major gap in public safety services in these particular waterways.

Page 4-139. Under Public Services section, "Public safety agencies (GPD, GFD, GDoC, and GDYA) would require a maximum of 29 additional staff, an increase of 4.6% over baseline levels for the relatively short construction period."

We feel that 29 additional staff is a gross misrepresentation of needed agency growth in line with the military buildup.

The amount of sworn personnel in the agency over the last twenty years, from 1992 through 1999 employ an average of 341 officers with the most ever at 373 in 1999. The number drops significantly to 290 in 2000 directly related to an early retirement option enacted that same year, and the lowest ever of 255 sworn officers in 2003. The recruitment of sworn officers begins to climb to 319 in 2006 and levels off with an average of 306 sworn personnel over the five year trend from 2008 through 2012. According to US Census reports, Guam's population in 1990 was 133,152 persons which grew 16.3% to 154,805 persons in 2000. The latest census report in 2010 is 159,358 with a smaller growth of 2.9% from the 2000 report. Guam's population has grown by 26,206 persons over the last twenty years.

Current costs associated with overtime work performed over a five year trend from 2008 through 2012 indicate an average of \$1,093,381.59 annually. The agency Staff Units' perform 11%, or an average of \$120,778.08 in overtime a year performing unscheduled administrative work resulting from special events, such as the Annual Liberation Day Festivities and supporting Law Enforcement Dispatchers' or replacing sworn Desk Watch officers at the Precinct's during the Holiday Season assignment. The Line Units', Operations and Investigations Bureaus', work 89% of the total costs associated with overtime incurred by the agency, at an average of \$972,603.51per year, by sworn personnel.

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The employment of additional sworn personnel in the Line Units will reduce overtime accordingly. The potential of certifying 39 officers is equivalent to 15% of the sworn officers currently assigned to the Line Units. When certified and assigned to line units, work being performed will be distributed among 39 more officers and reduce the performance of overtime in equivalent amounts. Essentially, we expect that the inclusion of the additional sworn officers will reduce overtime work performed by 15% in the line units, which equates to a reduction of approximately \$120,778.08. In comparison to the agency's average annual overtime cost of \$1,093,381.59, we can expect that a significant reduction in this cost will only occur if we receive a much larger number of sworn officers beyond that which \$800,000.00 can provide. The benefit of a much larger force on the line is not only seen in the reduction of annual overtime costs, but also in the reduction of fatigue. Line officers will often times remain on duty beyond the scheduled 8 to 12 hour day, or will be activated to perform duty on a scheduled day off in order to augment manpower shortages, contributing to fatigued officers. An increase in manpower will reduce fatigue and increase efficiency and performance in meeting public safety goals and objectives.

A recent publication from the Department of Interior's Office of the Inspector General (OIG) issued critical information in the government's ability to meet public safety goals and objectives. The report provided a comparable presentation of workforce numbers in the police and fire departments of Guam and Maui, Hawaii. The OIG indicates that workforce numbers in Maui are suitable to meet the needs of their population size. Guam on the other hand did not perform as well and according to the report, "The increase in population following the buildup will exacerbate the staffing shortfall.....GPD needs to hire an additional 117 officers for the buildup based on the projection of the number of U.S. Marines arriving."

Our population size is much larger than what the public safety workforce can suitably protect, especially with the expected rise in the population with the upcoming military relocation. However, GPD believes a closer look at Guam's crime dynamic and public safety performance record over the years may provide a more in depth look at our capability, rather than a comparison of populations and workforce numbers.

Page 4-144. Under Public Safety section, " Table 4.1.15-21. Public Safety Services Staffing Impacts Summary. Current Staffing: 146, Max Year: 2012, Max Year Staffing Requirement: 9, Max Year Percentage Increase: 6.2%, Steady State Staffing Requirement: 7, Steady State Staffing Requirements Increase: 4.8%"

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GPD's "Current Staffing Pattern" is listed as 146 when at the time of submission is 303. While agencies submitted the higher numbers (as reflected in Appendix D) and the SEIS initially acknowledges those numbers, the impact is based off of different numbers. This is problematic because they are generating staffing needs based off calculations that are not accurate. Thus, it does not reflect an accurate impact. It is important to note that these figures are also based on a situation where the public safety agencies cannot meet the current population demand. The Guam Police Department is in need of over 100 sworn personnel and 30 unsworn civilian personnel to meet current and future staffing for the efficient delivery of public safety services.

The following specific comments are a revised response to SIAS, Appendix D, and are provided for your review and consideration:

Violent crime has fluctuated. Media attention has influenced more concerns from community members about the exact level of violent crime, prompting the need for more technology support to provide a more accurate account of crime data trends. The Department is currently involved in the recruitment of a crime analyst to provide for crime data analysis.

Vice crime such as gambling and prostitution has also fluctuated in the recent years. Video parlors are still open for business, allowing customers to gamble on Pachinko machines under the pretense of entertainment. Cockfighting is regulated to a certain extent by government and is an allowable form of gambling that has received very little public safety attention. Illicit drug use on the island is still addressing the widespread public safety concerns with the use of methamphetamines. We have also addressed the organized distribution of salvia divinorum with the ongoing investigation into a local business entity, Gallop, which was mentioned in the revised study.

Driving-Under-the-Influence (DUI) incidents have a great negative impact in our community. With the anticipated increase from the military buildup, we expect a rise in the number of licensed drivers and vehicles on the roadways. We therefore foresee an increase in the number of DUI-related arrests. Historically, the number of alcohol-related traffic fatalities remains at over fifty (50%) percent, and therefore, we expect that this percentage may possibly increase as a direct result of military expansion.

The Guam Police Department still engages in joint operations with shore patrol units and military law enforcement units in providing public safety for military members on a routine

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basis. Police and military joint operations increase when large groups of military units, such as the liberty opportunities enjoyed by visiting ships, i.e., USS Kitty Hawk or large scale military exercise groups.

CONCLUSION

The Guam Police Department does not oppose the military buildup. However, with the information that we provided in response to the Socio-economic Impact Assessment (SIAS) Report, we hope that the Department of Defense (DOD) considers the comments our Department has provided to ensure the public safety mission is accomplished.

If you have any questions regarding these comments, please contact the undersigned at fred.bordall@gpd.guam.gov; or phone (671) 475-8508/9/12.



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