



HON. ROBERT J. TORRES
CHIEF JUSTICE

Judiciary of Guam

Administrative Office of the Courts
Guam Judicial Center • 120 West O'Brien Dr • Hagåtña, Gu. 96910
Tel: (671) 475-3544 • Fax: (671) 475-3184



HON. ALBERTO C. LAMORENA, III
PRESIDING JUDGE

DANIELLE T. ROSETE, ESQ.
ADMINISTRATOR OF THE COURTS

**GUAM CRIMINAL LAW AND PROCEDURE REVIEW COMMISSION (CLRC)
INITIAL PLENARY MEETING
FRIDAY, JANUARY 13, 2023
Guam Judicial Center
via Videoconference (Zoom)**

MINUTES

I. CALL TO ORDER

The Initial Plenary Meeting of the Guam Criminal Law and Procedure Review Commission (CLRC) on January 13, 2023 was called to order by Chief Justice F. Philip Carbullido at the hour of 12:00 p.m. For the record, Chief Justice Carbullido indicated that this was the first meeting of the Commission. He then introduced Attorney Andrew Serge Quenga, who he appointed as the Executive Director of the Commission, and asked him to call the roll for this meeting.

ROLL CALL

Executive Director Quenga began by saying that under Public Law 36-119, this Commission consists of 15 appointed or designated members from: the three branches of government, the Guam Bar Association (GBA), the Office of the Attorney General (OAG), the Public Defender Services Corporation (PDSC), the Guam Police Department (GPD) and the Department of Corrections (DOC).

CLRC Members Roll Call:

(CJ Appointee) Magistrate Judge Jonathan R. Quan, (Present, Judiciary of Guam)
(CJ Appointee) Attorney Randall Cunliffe (No response)
(CJ Appointee) Mr. Monty McDowell, (Present, Harmon)
(Speaker Appointee) Attorney Phillip Tydingco (No response)
(Speaker Appointee) Attorney Christine Tenorio (Present, Tiyan)
(Speaker Appointee) Attorney Mike Phillips (No response)
(Governor Appointee) Hon. Elizabeth Barrett-Anderson (Present, Yona)
(Governor Appointee) Hon. Anita Sukola (Present, Tomhom)
(Governor Appointee) Ms. Valerie Reyes (No response)
(GBA President Appointee) Attorney Joseph McDonald (Present, Hagatna)
(GBA President Appointee) Attorney William Brennan (Present, Hagatna)
(Attorney General Designee) Assistant Attorney General Marianne Woloschuk (Present, Tamuning)
(PDSC Designee) Attorney John Morrison (Present, Sinajana)
(GPD Designee) Lt. David Brantley (no response)
(DOC) Director Robert Camacho (no response);

Also, Present:

Andrew S. Quenga, Executive Director and Ms. Geraldine Cepeda, Compiler of Laws

Chief Justice F. Philip Cabullido, Supreme Court of Guam
Associate Justice Robert J. Torres, Supreme Court of Guam
Senator Frank Blas, Jr., 37th Guam Legislature
Senator Telo Taitague, 37th Guam Legislature
Senator San Nicolas, 37th Guam Legislature
Senator Tom Fisher, 37th Guam Legislature
Ms. B. Ann Keith, Administrative Hearing Officer, Judiciary of Guam
Mr. Michael P. Quinata, Department of Corrections
Major Antone Aguon, Department of Corrections
Mr. John Paul Manuel
Mr. Chirag Bhojwani
Mr. Gerald Torres
Mr. Ray Bonita

II. PROOF OF DUE NOTICE OF MEETING

Due publication of the five-day and 48-hour Notices of Meeting of the Guam Criminal and Procedure Review Commission, as required under the Open Government Law, were published in the Guam Pacific Daily News. Acknowledgements are on file.

III. DETERMINATION OF QUORUM

The meeting determined a quorum with a majority of Members present. Member Lt. David Brantley (Designee of GPD Chief Stephen Ignacio) joined the meeting at 12:04 pm. Member Phillip Tydingco joined the meeting at 12:07 p.m. Member Robert Camacho joined the meeting at 12:09 p.m. Member Randy Cunliffe joined the meeting at 12:11 p.m.

Chief Justice Carbullido asked that all members turn-on their video for the meeting. He then thanked Executive Director Quenga for the roll call. Due to this being the first meeting, there were no minutes to approve.

Before continuing on with the Agenda, Chief Justice recognized the presence of Senator Frank Blas, Jr., staff from Senator Dwayne San Nicolas' Office, Senator Telo Taitague, Retired Judge Elizabeth Barrett-Anderson, Retired Judge Anita Sukola, and Senator Tom Fisher. Chief Justice Carbullido thanked Senator Frank Blas, Jr. for his foresight in introducing Bill 146 which sought to create this Commission to update Titles 8 & 9 of the Guam Code Annotated. The CLRC will conduct the first complete review of Guam's Criminal Codes and Criminal Procedure Codes in nearly 50 years. Chief Justice Carbullido stated that the work of the Commission will provide the infrastructure for the modernization of Guam's Criminal Code and complement the Judiciary's separate work towards the revision of Guam's Criminal Procedural Rules. Once this Commission completes its work, a report will be prepared and sent to the Speaker of the Legislature, the Governor and Chief Justice. The Commission has a short 24-month timeline to completely review Titles 8 & 9 of the Guam Code Annotated. The Judiciary will provide the Commission all the tools necessary to get their work done on time.

Chief Justice Carbullido stated that he appointed Attorney Serge Quenga, the former Compiler of Laws as the Executive Director and Magistrate Judge Jonathan Quan, a former prosecutor and former practitioner in private practice as the Chair of the Commission, together with the Compiler of Laws, Geri Cepeda. This team from the Judiciary will provide members with the support necessary to complete their review and present recommendations to the Legislature in 24 months, hopefully before the end of the 37th Guam Legislature. The Judiciary has also provided an office for the Commission staff at the San Ramon Building.

IV. NEW BUSINESS

A. Introduction of the Commission Chairman, Executive Director and Staff

The Chief Justice thanked the Legislature and Senator Frank Blas, Jr. for entrusting the Judiciary with this very important work. He went on to introduce the chairperson of the Commission, Magistrate Judge Jonathan Quan.

Chairperson Quan thanked Chief Justice Carbullido and then addressed the members, judicial officers, senators and all in attendance. He stated that all members were sent electronic copies of the packet for today's meeting. Everything covered at the meeting is contained in the packet. He said he was grateful that all members answered the call to serve on this Commission. Moving forward with Item IV B of the Agenda, he asked the Executive Director to introduce all members and to identify the Subcommission chairpersons.

B. Introduction of Commission Members and Subcommission Chairpersons

The Executive Director introduced the 15 members of the Guam Criminal Law and Procedure Review Commission and the authorities who appointed them as shown in the presentation materials.

Executive Director Quenga indicated that under Public Law 36-119, the Chair created four Subcommissions to focus on different areas of law (Crimes Against Persons, Crimes Relating to Property, Drugs & Other Criminal Defenses, and Criminal Procedure) and the Chair named the Chairperson and members of each Subcommission as shown in the presentation materials.¹

Executive Director thanked Chief Justice Carbullido for appointing him as Executive Director of the Commission and for providing facilities at the San Ramon Building. He also thanked the Administrator of the Courts Kristina Baird, Procurement & Facilities Administrator Carl Dominguez, MIS Administrator Robert Rabago and their hard working teams. He then turned the floor back to Chairperson Quan.

Chairperson Quan stated that any member may attend any other Subcommssion meeting but may not vote, only participate. He asked that members coordinate with the chairperson of that

¹ During the meeting, the Executive Director misspoke on the Chair of the Subcommission on Crimes Relating to Property. The presentation slides named the correct Chair. Corrections were noted to the members concerned after the meeting.

Subcommission. Meeting dates and times will be posted on the forthcoming Commission website being developed. He stated that Chief Justice and himself welcome all members to the Commission. There being no questions thus far, Chairperson Quan moved on to agenda item IV C.

C. Discussion of Statutory Mandates, Goals and Objectives of the Commission

Chairperson Quan informed the attendees of the following:

Duties of the CLRC: Public Law 36-119 mandates that the CLRC review the laws that address the criminal laws and criminal procedures of Guam and recommend enactments, amendments, and repeals to *I Liheslaturan Guahan*. Specifically, the CLRC shall conduct a comprehensive and systematic review of Guam laws, including the Guam Criminal and Correctional Code codified in Title 9 and the Guam Criminal Procedure Code codified in Title 8 of the Guam Code Annotated (GCA), and other provisions in the statutory code and session laws of Guam related to criminal law or procedure. Chairperson Quan stated that in this statutory mandated review, the CLRC shall prioritize work on Title 9 first and at the conclusion of its review, the CLRC shall submit comprehensive criminal code reform recommendations to the Chief Justice, *I Maga'hagan Guahan*, and the Speaker of *I Liheslaturan Guahan*. Thereafter, the CLRC shall, subject to additional appropriations, conduct periodic reviews of Guam's criminal laws, but not less than every five years.

Reporting Requirements: Quarterly progress reports shall be submitted to the Chief Justice, *I Maga'hagan Guahan*, and the Speaker of *I Liheslaturan Guahan*. Reports are to include comprehensive criminal code reform recommendations and proposed legislation for the revision of Title 8 and Title 9 of the GCA.

D. Presentation of the Draft Workplan

Executive Director Quenga stated that under the draft workplan, Subcommissions will be expected to meet and timely submit progress reports and recommendations to the Plenary Commission. Subcommissions may hold virtual or in-person meetings. A CLRC website will be developed where information will be posted on updates and schedule of meetings. The packets provided for the meeting today include Public Law 36-119, GCA Title 8 & 9, Commission roster and Subcommission roster, the draft workplan, proposed dates for 2023 and today's Powerpoint slide presentation.

Executive Director Quenga went on further to explain the CLRC Subcommission Assignments with the name of the chairperson, members and title and chapter for review. The forums are included in the draft workplan for a more thorough review. Each Subcommission will focus on an area of crime and will be provided an electronic version of the template for recommended changes, if any, and also the quarterly report template. For the review process, there will be three phases: Phase 1 – First Pass (Initial Review); Phase 2 – Second Pass (Proposed Amendments); Phase 3 – Plenary Commission Review. A Final Report will be submitted by the Plenary Commission after being voted on.

E. Tentative Meeting Dates for 2023

Compiler of Laws Geri Cepeda went over the tentative meeting dates scheduled for 2023 which are: February 9, April 6, June 1, August 3, October 5 and December 7.

V. Notice of Next Meeting (Thursday, February 9, 2023) Communications

Chairperson Quan asked that the members review the packets and to email or call him, the Executive Director or the Compiler of Laws for any clarification on this discussion. He also said that next week the chairs of the Subcommissions will be contacted and will provide more information on meetings and materials needed for review. The next CLRC Plenary Commission meeting will be on Thursday, February 9, 2023 as 12:00 p.m.

VI. Public Comment

Chairperson Quan asked if there were any public comments. There being none, he turned over the floor to the Chief Justice.

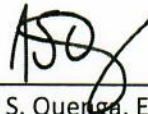
VII. Adjournment

In closing, the Chief Justice commented that there is a tremendous amount of work to be done and was extremely pleased with the representatives appointed by the Governor, Speaker and himself in reference to the knowledge, expertise and background. He offered to everyone that this task is possible within two years, although tedious. He asked the Executive Director to come up with statutes recently reviewed by other jurisdictions. He thanked everyone for stepping up to the plate and agreeing to participate in this undertaking which hasn't happened in over 50 years.

Chief Justice Carbullido gave Senator Frank Blas, Jr. the opportunity to give his closing comments. Senator Blas said he looked forward in the Legislature to be able to look at the recommendations to see how to improve the statues in both the procedures and crimes. He thanked everyone and said the subject matter experts are there.

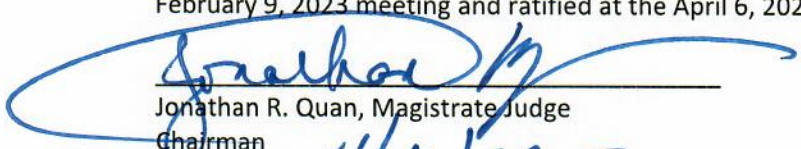
There being no other discussion, the Initial Plenary Commission Meeting of the CLRC was adjourned by Chief Justice Carbullido at 12:45 p.m.

Respectfully submitted this 9th day of February, 2023.



Andrew S. Quenga, Executive Director

As set out above, the minutes of the January 13, 2023 meeting were approved by the Commission at the February 9, 2023 meeting and ratified at the April 6, 2023 meeting.



Jonathan R. Quan, Magistrate Judge
Chairman

Dated: 4/12/23