

JUDICIARY OF GUAM 2012 - 2015 STRATEGIC PLAN



GUAM JUDICIAL CENTER

120 West O'Brien Drive
Hagatna, Guam 96910

"Our way forward"



Table of Contents

Acknowledgements	3
Strategic Planning Committee and External Partners	4
 Section 1: Introduction and Overview	5
 Section 2: Mission, Vision, and Core Values	6
 Section 3: Trends Summary and Implications	7
 Section 4: Assessment of the Judiciary - Results of the 2011 Strategic Planning Survey.....	17
 Section 5: Strategic Focus Areas, Goals, Objectives, and Strategic Initiatives	21
 Strategic Focus Area #1: Access to Courts and Delivery of Services	22-23
 Strategic Focus Area #2: Operational Efficiency, Effectiveness, and Timeliness	24-25
 Strategic Focus Area #3: Satisfied and Competent Personnel	26-27
 Strategic Focus Area #4: Stakeholder and Community Relations	28-39



ACKNOWLEDGEMENTS

The Judiciary of Guam acknowledges and thanks the following individuals, stakeholders and community partners for developing the Court's 2012 – 2015 Strategic Plan entitled "A Direction for the Future":

- The State Justice Institute for providing the funding to complete this project. It is through the Institute's support that the Judiciary could engage in such an arduous planning process.
- Our consultant, Dr. Brenda J. Wagenknecht-Ivey, President of PRAXIS Consulting, Inc., in developing the strategic planning methodology used to meet our needs and navigate through the strategic planning process.
- Our external partners, justices and judges, and court staff who participated in the two day strategic planning retreat for being generous with their time and providing critical information that helped formulate our direction and priorities for the future.
- The Guam Bar Association, attorneys, judicial officers, court staff, and court patrons for participating in the strategic planning survey and providing feedback and suggestions to improve the Judiciary.
- The Strategic Planning Committee, Trends Work Group, Survey Work Group, and the drafting and writing team for their assistance and outstanding work.
- The staff of the Chief Justice and Court Programs Office for their hard work over the past several months in assisting with the planning, implementation, and logistical support of the project.

Our updated Strategic Plan is built upon the foundation of your collective efforts. Your commitment to improving our Judiciary to better serve the community is recognized and appreciated.

A handwritten signature in black ink, appearing to read "F. Philip Carbullido", written over a horizontal line.

F. PHILIP CARBULLIDO
Chief Justice of Guam

A handwritten signature in black ink, appearing to read "Perry C. Taitano", written over a horizontal line.

PERRY C. TAITANO
Administrator of the Courts



STRATEGIC PLANNING COMMITTEE

The Honorable F. Philip Carbullido
Chief Justice of Guam

The Honorable Robert J. Torres
Associate Justice, Supreme Court of Guam

The Honorable Katherine A. Maraman
Associate Justice, Supreme Court of Guam

The Honorable Alberto C. Lamorena III
Presiding Judge, Superior Court of Guam

The Honorable Elizabeth Barrett-Anderson
Judge, Superior Court of Guam

Mr. Richard B. Martinez
Clerk of Court, Superior Court

Attorney Hannah G. Arroyo
Clerk of Court, Supreme Court

Attorney Marcelene Santos
Public Guardian

Attorney Geraldine A. Cepeda
Compiler of Laws

Attorney Bruce Bradley
Supreme Court of Guam Ethics Prosecutor

Mr. Edward S. Toves
Marshal of the Court

Mr. Joseph Leon Guerrero
Deputy Chief Marshal

Mr. John Q. Lizama
Chief Probation Officer

Attorney Danielle Rosete
Supreme Court of Guam Staff Attorney

Attorney B. Ann Keith
Superior Court of Guam Staff Attorney

Mr. Perry C. Taitano
Administrator of the Courts

Mr. Robert S. Cruz
Deputy Administrative Director of the Courts

Mr. Joshua F. Tenorio
Director of Policy, Planning & Community Relations

Mr. Anthony Meno
Controller

Ms. Barbara Jean T. Perez
Human Resources Administrator

Mr. Raymond L.G. Taimanglo
Procurement & Facilities Management Administrator

Ms. Jacqueline Z. Cruz
Court Programs Administrator

Ms. Virginia Yasuhiro
Client Services Family Counseling Administrator

Mr. Pete Leon Guerrero
Management Information Systems Administrator

Mr. Frank A. Perez
Administrative Services Officer

Attorney Christina Pederson
Law Clerk

Mr. Raymond A.R. Dungca
Special Projects Coordinator

Ms. Lisa Baza
Senior Individual Marriage & Family Therapist

EXTERNAL PARTNERS THAT PARTICIPATED IN THE NOVEMBER STRATEGIC PLANNING SESSION

The Honorable Leonardo Rapadas
Attorney General of Guam

Attorney Phillip Tydingco
*Chief Deputy
Office of the Attorney General*

Mr. Fred Bordallo
*Chief of Police
Guam Police Department*

Mr. Jose San Agustin
*Director
Department of Corrections*

Mr. Adonis Mendiola
*Director
Department of Youth Affairs*

Mr. Christopher Anderson
*Student Support Services Administrator
Guam Department of Education*

Ms. Lydia Tenorio
*Administrator, Child Protective Services
Department of Public Health
& Social Services*

Lieutenant Antone Aguon
Department of Corrections

Attorney Cynthia V. Ecube
Guam Bar Association President

Attorney Patrick Wolff
Ina'fa Maolek

Attorney Eric Miller
*Executive Director
Public Defender Services Corporation*

Attorney Hank Parker
*Executive Director
Guam Legal Service Corporation*

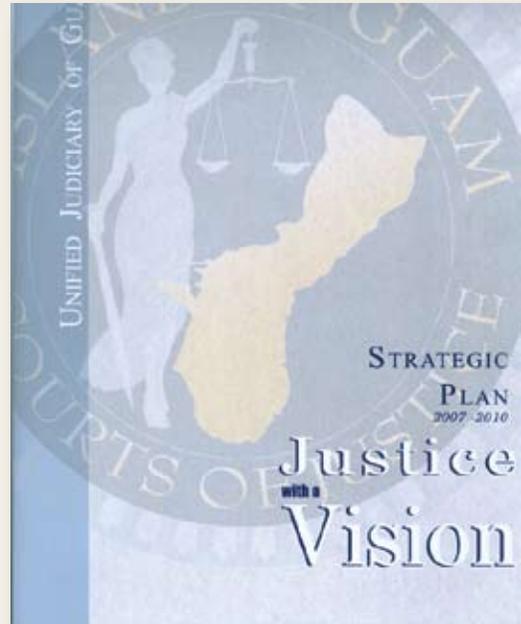
Dr. James Kiffer
*Federal Management Team
Department of Mental Health
& Substance Abuse*

Ms. Diana Nucum
*Representative
Erica's House*

SECTION 1: INTRODUCTION AND OVERVIEW

The Judiciary of Guam developed its first long-range strategic plan in late 2006. *“Justice with a Vision: The Strategic Plan for the Guam Judiciary 2007-2010”* served as a strategic roadmap for making improvements over the past several years.

In 2011, the leadership of the Judiciary wanted to review and update its strategic plan in light of challenging economic times, growing population, escalating service demands and other trends. Thus, in its quest to continue to improve Guam’s courts of justice and anticipate and prepare for the future, the Judiciary updated its long-range strategic plan in late 2011 with funding from the State Justice Institute and assistance from Dr. Brenda J. Wagenknecht-Ivey, CEO of PRAXIS Consulting, Inc.



The strategic planning process was a collaborative effort with, and inclusive of, Guam’s legal community, justice system and community partners, court users and litigants, and judicial officers and court employees. It included gathering input on the Judiciary’s performance in key areas such as accessibility, timeliness, fairness, and quality/effectiveness through an electronic survey. The survey also sought input on barriers to accessing the courts, strengths of the Judiciary, and desired future changes and improvements. Additionally, the planning process included a compilation and in-depth analysis of many trends likely to affect the Judiciary in the next few years. Finally, a planning committee comprised of external partners, judicial officers, and court employees reviewed and discussed the trends, the likely implications of the trends on the Judiciary, and the survey results to identify future priorities for the Judiciary.

This document – *“Our Way Forward: The Strategic Plan for the Guam Judiciary 2012-2015”* – is the culmination of the 2011 strategic planning process. It sets forth an updated blueprint for improving justice and court services over the next couple of years. This plan will help the Judiciary make improvements in key areas while using its limited resources efficiently and effectively in the years ahead.

“Our Way Forward: The Strategic Plan for the Guam Judiciary 2012-2015” includes the following:

- The Judiciary’s updated mission, vision, and core values;
- A summary of trends and the anticipated implications of the trends on the Judiciary;
- A summary of the survey results including strengths, areas for improvement, opportunities, and threats/obstacles; and
- The Judiciary’s updated strategic focus areas, long-range goals, and objectives.

The Judiciary’s annual strategic initiatives and projects, which are an outgrowth of this Strategic Plan, are presented in a separate document entitled: *“2012 Strategic Projects: A Companion to the 2012-2015 Strategic Plan.”* The Judiciary will update the companion document annually as it reassesses and establishes new strategic priorities/projects to achieve this Plan.

SECTION 2: MISSION, VISION, AND CORE VALUES

Below are the mission, vision, and core values of the Judiciary of Guam. The mission explains the purpose of the Judiciary, the vision conveys what the Judiciary is striving to become or do in the future, and the core values express the code of morals or ethics – the basic convictions – of the Judiciary: what it stands for, believes in, and considers acceptable.

Mission (2012)

The Judiciary's purpose is to administer justice by interpreting and upholding the laws, resolving disputes in a timely manner, and providing accessible, efficient, and effective court services.

Vision for the Future (2012)

The Judiciary will provide the highest quality of justice services, thus enhancing public trust and confidence in Guam's independent and co-equal branch of government and becoming a model of judicial excellence.

The courts will:

- 1. Resolve matters and provide court services in a timely and efficient manner;**
- 2. Be user friendly, understandable, accessible, and affordable to court users through the use of innovative resources and practices;**
- 3. Have sufficient resources to support operations, programs, and services;**
- 4. Develop highly skilled and satisfied judges and personnel; and**
- 5. Be cost effective, accountable, and fiscally responsible.**

Core Values (2012)

- Professionalism
- Integrity
- Excellence

SECTION 3: TRENDS SUMMARY AND IMPLICATIONS

Many trends will affect the Judiciary in the years ahead. The strategic planning committee reviewed many social, economic, policy/political, technological, and justice system trends impacting the Judiciary. It also examined internal trends such as caseload and workload, staff and judicial officer demographics, and attrition/turnover. A summary of the trends is below.

Included at the end of this section are the most significant, projected implications of the trends on the Judiciary. The analysis revealed that the Judiciary faces many challenges in the years ahead. It must anticipate and prepare now for the future. Further, it must proactively prepare for and shape the effects of these trends if it wants to be able to respond effectively and continue to provide the highest quality of justice services to the people of Guam.

Demographic and Social Trends

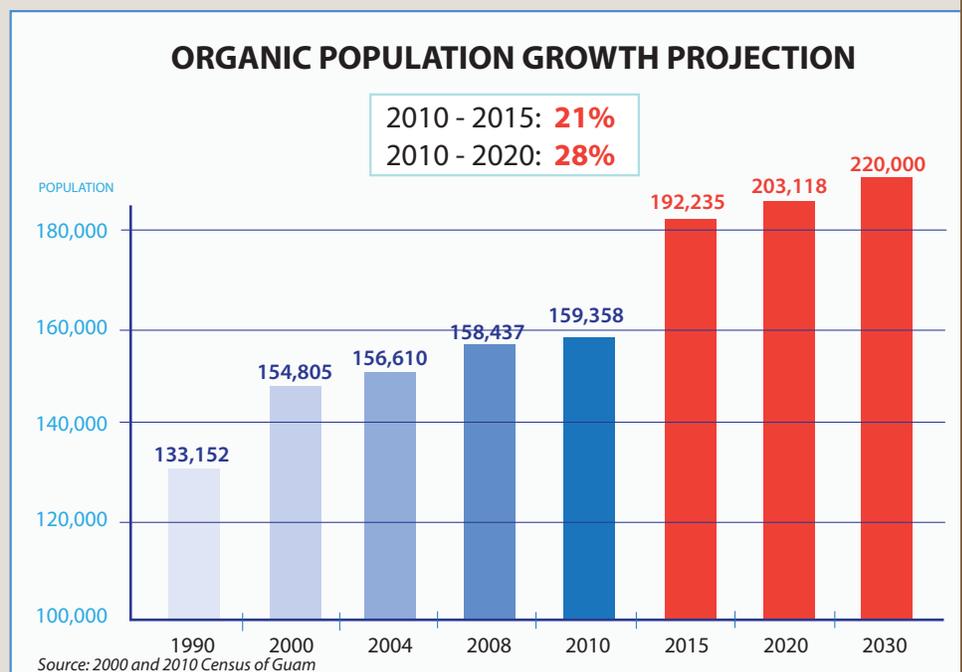
Demographic trends describe characteristics of populations. *Social trends* describe the changes in the composition, order, and structure of interactions among individuals within society. In large part, they define the size and nature of the justice system client population. A few of the most significant demographic and social trends likely to impact the Judiciary in the future are as follows.

Growing Population – Organic and with the Military Buildup

- Guam's population increased 16% between 1990 and 2000 (from 133,152 to 154,805). It increased nearly 3% between 2000 and 2010 (from 154,805 to 159,358).
- Villages that experienced sizable population growth between 2000 and 2010 were: Chalan Pago-Ordot (15% increase); Mangilao (14% increase); Mongmong-Toto-Maite (17% increase); and Tamuning (9% increase).
- Villages that experienced a sizable loss of population between 2000 and 2010 were: Agat (13% decrease); Inarajan (26% decrease); Merizo (15% decrease); Santa Rita (19% decrease); and Piti (13% decrease).
- Guam's organic population growth is projected to increase by nearly 44,000 people or 28% between 2010 and 2020 (from 159,358 to 203,118). A 21% increase is projected over the next five years (between 2010 and 2015 - from 159,358 to 192,235).

- Guam's population may increase dramatically over the next couple of decades because of a planned military buildup. These decisions are based on external factors and international agreements not within the control of the government of Guam.

- The villages expected to experience the most population growth from the Military Buildup are: Dededo; Yigo; Tamuning; Mangilao; and Agat/Santa Rita.



Racial/ethnic composition of Guam's Population

- Guam's population is increasingly diverse. A greater proportion of Guam's population is Chuukese, Kosraean, Marshallese, Pohnpeian, and Yapese.
- Guam has also experienced increases in Chinese and Filipino residents, however, to a lesser degree than the aforementioned races/ethnicities.
- Races/ethnicities that have declined in recent years include: Other Pacific Islander, Black/African American, and White.

Educational level of Guam's population

- The proportion of Guam's population completing high school, attending some college, and completing bachelor's and graduate/professional degrees is increasing.

Growing use of social media

- There has been an explosion in the use of social media over the past few years (e.g., Facebook, LinkedIn, Twitter, etc.). More people are using social media to connect and interact with family, friends, and businesses.

Crime trends

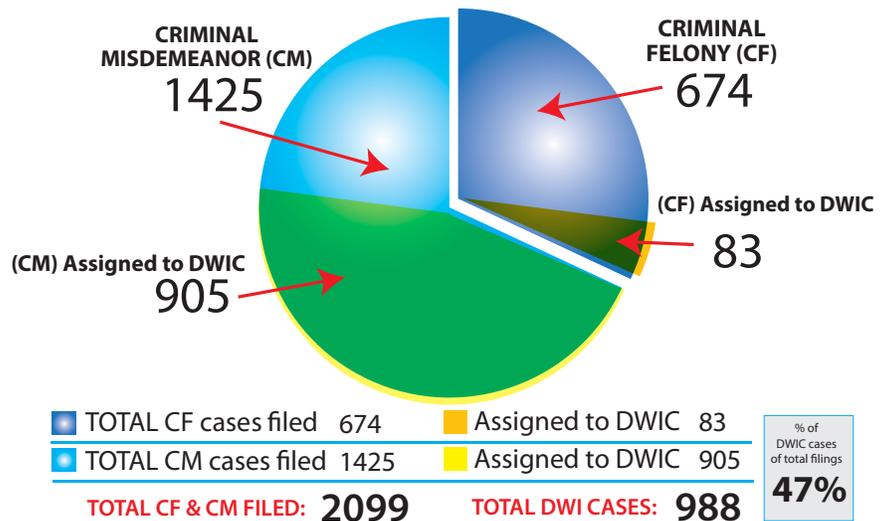
- According to Guam Police Department's records, arrests on Guam have remained constant over the past few years.
- Reported violent crimes such as murder and robbery have declined in recent years, but rape and aggravated assault have increased.
- Additionally, over the past few years, arrests for driving under the influence, disorderly conduct, and other assaults have increased, while drug abuse violations and drunkenness have declined.

ARRESTED PERSONS TREND

OFFENSES	2000	2004	% CHANGE	2008	% CHANGE
Murder	1	6	500%	2	-67%
Forcible Rape	103	95	-8%	85	-11%
Robbery	17	29	71%	17	-41%
Aggravated Assault	256	190	-26%	207	9%
Burglary	54	71	31%	60	-15%
Larceny-Theft	252	190	-25%	181	-5%
Motor Vehicle Theft	17	20	18%	20	0%
Arson	2	1	-50%	2	100%
Other Assaults	664	755	14%	833	10%
Forgery & Counterfeiting	20	10	-50%	10	0%
Fraud and Bad Checks	156	82	-47%	97	18%
Embezzlement	0	0	0%	0	0%
Stolen Property: buying, receiving, possessing	50	23	-54%	12	-48%
Vandalism	128	78	-39%	93	19%
Weapons Violation	45	16	-64%	4	-75%
Prostitution and Commercialized Vice	2	5	150%	7	40%
Sex Offenses	9	0	-100%	2	-25%
Drug Abuse Violation	497	182	-63%	118	-35%
Gambling	3	0	-100%	0	0%
Offenses Against the Family and Children	57	38	-33%	28	-26%
Driving Under the Influence	620	537	-13%	726	35%
Liquor Laws	217	118	-46%	108	-8%
Drunkenness	242	372	54%	179	-52%
Disorderly Conduct	178	19	-89%	35	84%
Vagrancy	0	0	0%	0	0%
All Other Offenses	713	362	-49%	327	-10%
Suspicion	0	0	0%	0	0%
Curfew and Loitering Law Violations	0	0	0%	0	0%
Runaways	0	0	0%	0	0%
Total:	4303	3199	-26%	3153	-1%

Source: Guam Police Department, Government of Guam.

DWI CASELOAD Nov 15, 2010 - Nov 15, 2011



* Source: Superior Court of Guam.

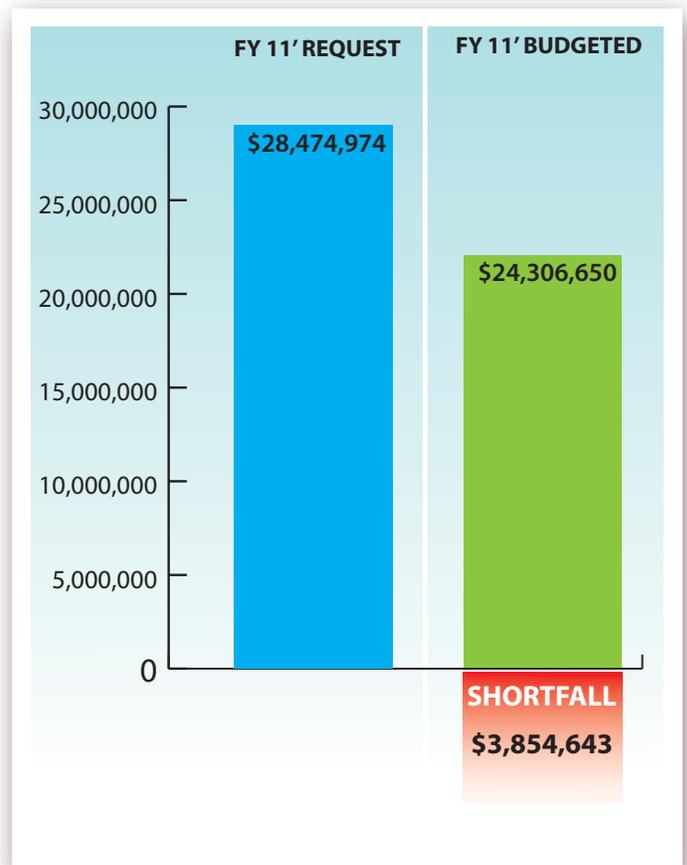
Policy and Political Trends

Policy and political trends describe the structure, receptiveness, responsiveness, priorities, and effectiveness of forums for collective, public decision-making and resource distribution. They also describe preferred responses to societal problems and the appropriate roles of individuals in developing, implementing, monitoring, and modifying actions to group responses. Below are some of the policy and political trends that will likely impact the Judiciary in the upcoming years.

FY 2011 Budget Summary

	FY 11 REQUEST	FY 11 BUDGETED	PL 30-196	SHORTFALL
Judiciary Operation	\$ 25,859,537		\$ 23,121,379	\$ 2,738,158
Adult & Juvenile Drug Courts	698,952		689,952	
Court Appointed/Client Services Fund	1,300,000		800,000	500,000
Law Enforcement Compensation	616,485			616,485
	\$ 28,474,974	\$ 24,306,650	\$ 24,620,331	\$ 3,854,643

- Declining state and local budgets and depleted reserves.
- Increasing fiscal realignment/consolidation.
- Increasing scrutiny on how public tax dollars are spent.
- Ongoing tension between increasing expectations for government solutions (e.g., public expects that courts will solve many of society's problems) and the call for less government involvement in personal lives.
- Increasing polarization and gridlock among the major political parties.
- Ongoing debate over health care reform.
- Increasing politicization of the judiciary and/or attacks on judicial independence.
- Increase in legislation for specific crimes and unfunded mandates (e.g., bullying).
- Continued pressure to help organizations suffering from economic downturn (e.g., airlines, banks/financial institutions, automobile companies).
- Ongoing debate over immigration reform/enforcing Compact agreement regarding deportation of FSM citizens who commit crimes.
- Ongoing discussion/plans for military buildup in Guam.



Technological and Scientific Trends

Technological and scientific trends describe changes in the composition, application, and broader social effects of tools and scientific developments and breakthroughs. Technological trends shape the types of demands confronting service organizations and hold the potential for dramatically altering the way organizations do their work or serve customers. Scientific trends shape new litigation areas and the need for specialized expertise.

A few of the most significant technological and scientific trends that will impact the Judiciary in the future are listed next.



- Continuing wireless revolution.
- Continued rapidly developing telecommunications and information technology (e.g., mobile devices, iPads).
- Increasing use of the Internet.
- Greater expectations and demands for access to information and ability to do business with all types of organizations from remote locations (e.g., e-filing, pay fines and fees, access to case information, video arraignments).
- Greater demands for service 24/7 (e.g., retail shopping, banking, government services).
- Increase in distance learning (e.g., online courses, webinars) and virtual meetings.
- Continued need for and progress in networking and sharing of information (information exchange standards, system integration).
- Growing use of social networking technologies (e.g., Facebook, LinkedIn, YouTube, Twitter).
- Continued scientific breakthroughs in nanotechnology, human genetics, and finding a cure and effective treatments for common diseases, etc.

Justice System Trends

Below is a summary of national, regional, and justice system trends.

- More, and changing composition of, court users (e.g., more non-English speaking and self-represented).
- Increasing and changing caseloads/workloads (e.g., increase in some types of cases, increasing demand for greater customer service and assistance, more complex cases, more fee waiver requests, more inability to pay/defaults).
- Declining budgets/funding at both the state and local levels.
- More litigants with mental health and/or addiction problems.
- Increasing consolidation of courts and court services.
- Increase in use of alternative dispute resolution (e.g., mediation, arbitration).
- Increasing need and growing demand for the use of technology to enhance access and allow for doing business remotely/electronically (e.g., e-filing, online payments, video arraignments/hearings, access to case information, access to information via the Internet/website).
- Deteriorating court infrastructure (e.g., facilities, technology, equipment).
- Increasing public scrutiny and criticism of the judicial branch generally.
- Rise in physical threats and violence against judges and prosecutors.
- Increasing use of the "private justice system."
- Growing tension between creating and maintaining specialty courts (to achieve better outcomes and resolve cases expeditiously) and inability to fund them.

COURTS AND MINISTERIAL DIVISION CASE FILINGS

Year	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Description										
Adoption	59	83	81	54	56	66	59	67	57	43
Child Support	406	272	830	579	576	575	607	476	438	499
Civil	2,197	1,875	2,121	1,322	1,322	1,529	1,569	1,553	1,897	2,064
Criminal (Felony)	654	567	615	449	485	564	618	618	671	762
Criminal (Misdemeanor)	917	1,179	1,199	975	940	1,044	1,084	1,194	1,346	1,273
Domestic (Divorce)	856	746	1,276	2,153	2,494	927	881	868	868	849
Juvenile Delinquent	234	324	340	465	242	264	362	405	276	235
Juvenile Special Proceedings	1,076	960	955	955	947	979	983	944	828	895
Juvenile Drug Court	n/a	34	58	52	141	214	169	151	141	84
Land Registration	8	4	6	4	2	4	1	3	5	6
Probate	153	133	171	146	162	157	172	215	182	176
Special Proceedings	252	267	284	273	219	199	228	247	264	260
Small Claims	3,798	2,664	2,767	3,178	2,329	3,539	2,443	2,214	2,154	1,869
Foreign Orders	n/a	n/a	n/a	2	1	3	2	0	1	6
Protective Orders	n/a	n/a	n/a	n/a	n/a	61	83	81	93	83
Restitution and Fines	n/a	0	72							
Traffic	16,622	7,928	4,910	5,295	8,682	9,814	11,472	14,191	13,605	14,875
TOTAL CASE FILINGS FOR SUPERIOR COURT OF GUAM:	27,232	17,036	15,613	15,902	18,583	19,938	20,733	23,227	22,826	24,051

* Source: Superior Court of Guam

2001 - 2010: -12% CHANGE

Superior Court Caseload Trends – 2001-2010

- Superior Court case filings declined 12% between 2001 and 2010 (from 27,232 to 24,051). Civil, juvenile special proceedings, small claims, and traffic cases declined over the decade whereas child support, felony and misdemeanor criminal, and probate cases increased.
- Since 2003, however, case filings have been trending upward.
- Case filings in Guam's specialty courts (e.g., mental health, family violence, and juvenile and adult drug courts) have increased significantly in the past decade.
- The number of bench trials declined between 2001 and 2010 from a total of 67 to 49 respectively.
- The number of jury trials increased between 2006 and 2010 (from 14 to 35). Most of the jury trials are for criminal misdemeanor and criminal felony cases.

Courts and Ministerial Division, Specialty Courts, Guam: 2001 to 2010

FAMILY COURT 1:			
	2001	2005	2010
Family Court 1 = (Juvenile Division and Special Proceedings)	5	5	238
Mental Health Court	6	12	16
Adult Guardianship/Involuntary Hospitalization	7	6	70
Juvenile Division	0	3	106
Juvenile Special Proceedings	5	2	132
TOTAL CASE FILINGS	23	28	562

FAMILY COURT 2:			
	2001	2005	2010
Family Violence Court = (Criminal Misdemeanor, Criminal Felony/Domestic/Civil)	5	120	432
Protective Orders	n/a	n/a	82
TOTAL CASE FILINGS	5	120	514

Adult Drug Court = (Criminal Misdemeanor, Criminal Felony/Domestic/Civil)			
Criminal Misdemeanor	0	0	0
Criminal Felony	1	26	44
Non Adult Drug Court = (Criminal Misdemeanor, Criminal Felony/Domestic/Civil)			
Criminal Misdemeanor	0	0	2
Criminal Felony	1	8	88
TOTAL CASE FILINGS	2	34	134

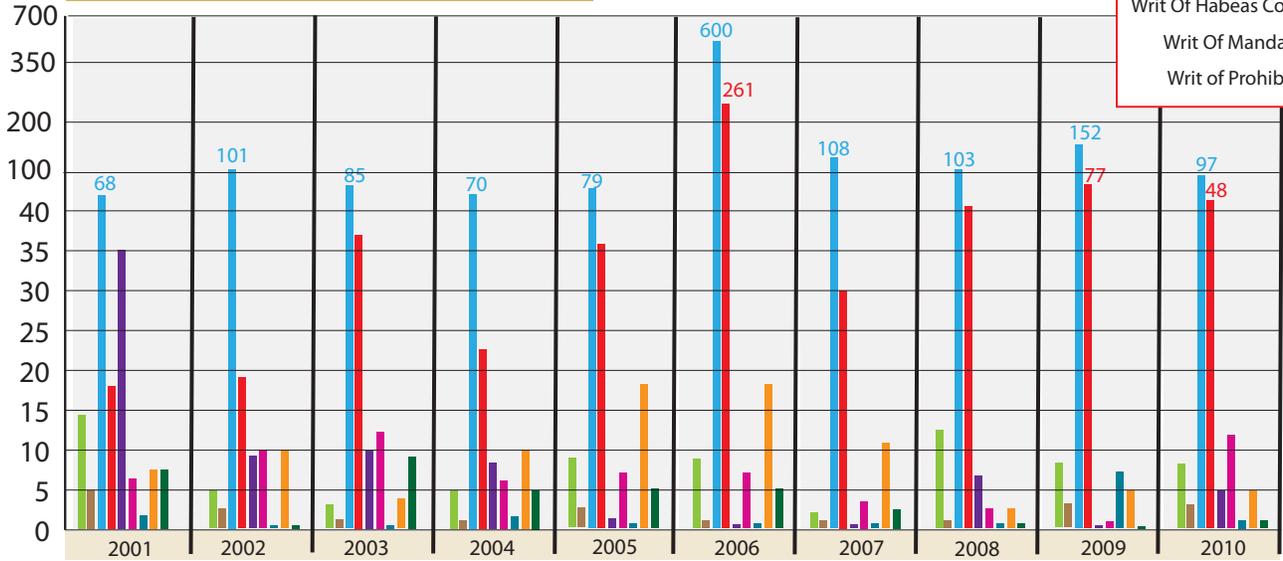
FAMILY COURT 2:			
	2001	2005	2010
Family Court 2	3	9	277
Juvenile Drug Court	0	126	84
Juvenile Division	0	7	128
Juvenile Special Proceedings	3	2	149
TOTAL CASE FILINGS	3	144	638

* Source: Superior Court of Guam

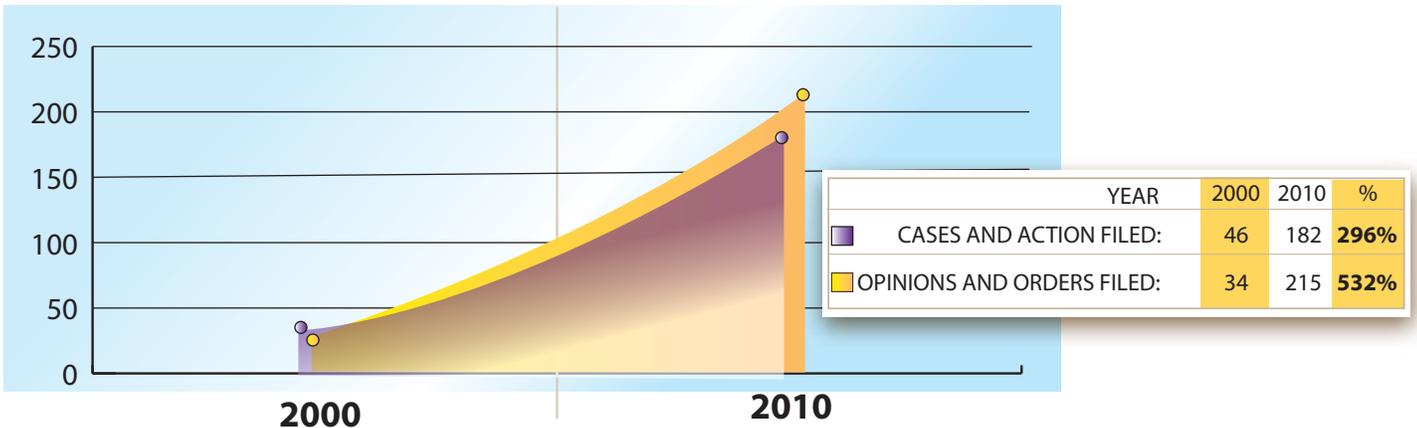
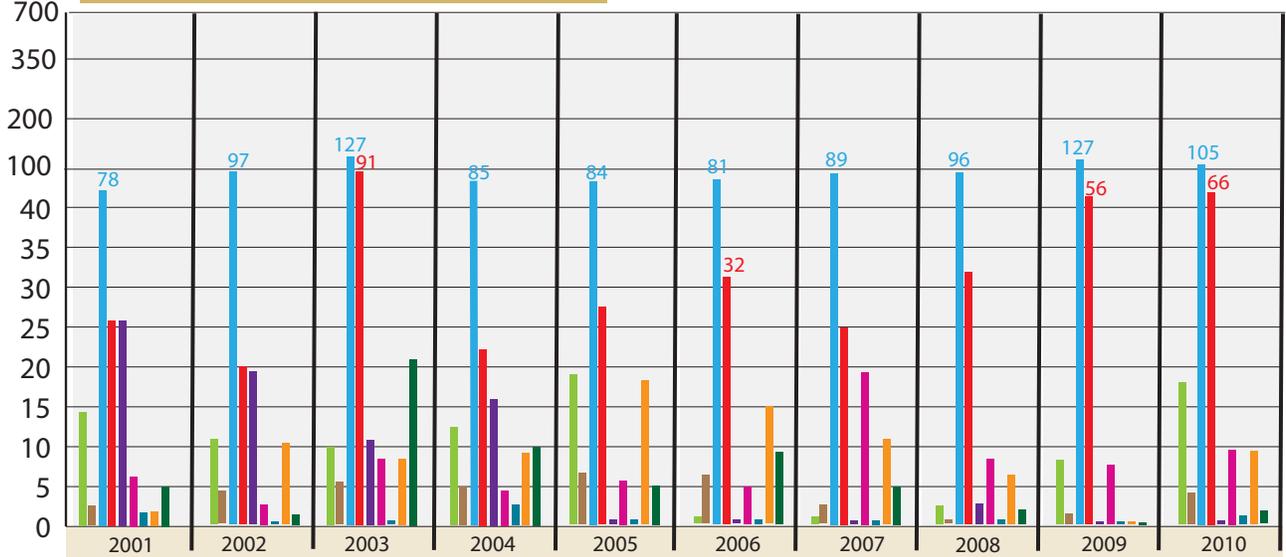
Supreme Court Caseload Trends – 2001-2010

- Atty. Discipline ■
- Certified Question ■
- Civil Case ■
- Criminal Case ■
- Pro Hac Vice ■
- Promulgation Order ■
- Writ Of Habeas Corpus ■
- Writ Of Mandamus ■
- Writ of Prohibition ■

CASES AND ACTIONS FILED

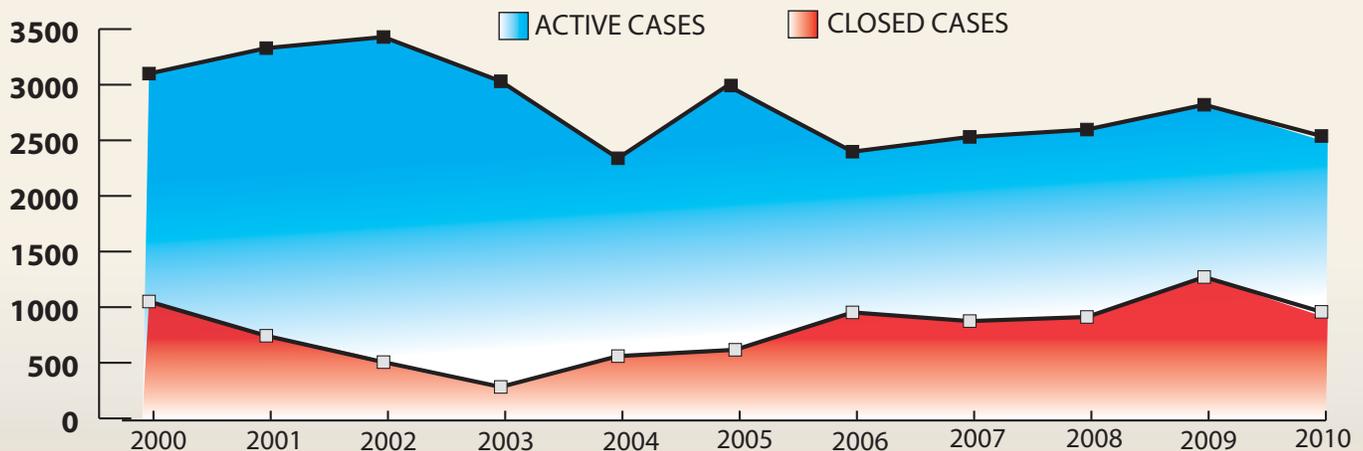


OPINIONS AND ORDERS FILED



Probation Workload Trends – 2000-2010

- The workload of the Probation Department, includes conversions, third party interviews, intakes, drug tests, and check-ins.
- The number of active adult probation cases declined 19% and the number of closed cases declined 11% between 2000 and 2010. Warrants of Arrest increased and pending/intake cases remained relatively constant over the decade. New adult probation referrals declined significantly early in the decade but have been trending upward since 2005.
- The number of monthly check-ins increased 143% between 2000 and 2010 (from 39,252 to 95,510).
- The number of monthly drug tests increased 332% between 2000 and 2010 (from 7,692 to 33,249).
- Despite several spikes in juvenile probation active cases over the decade, the number of active cases declined 38% between 2000 and 2010. The number of pick-up orders increased from 0 in 2001 to 122 in 2010.
- The number of active probation pretrial cases increased 47% from 2000 to 2010 (from 2,406 to 3,538) with the largest increase occurring since 2005.
- The number of closed probation pretrial cases declined 6% from 2000 to 2010.
- The number of probation client contacts increased 146% between 2000 and 2010.



Source: Probation Division, Judiciary of Guam

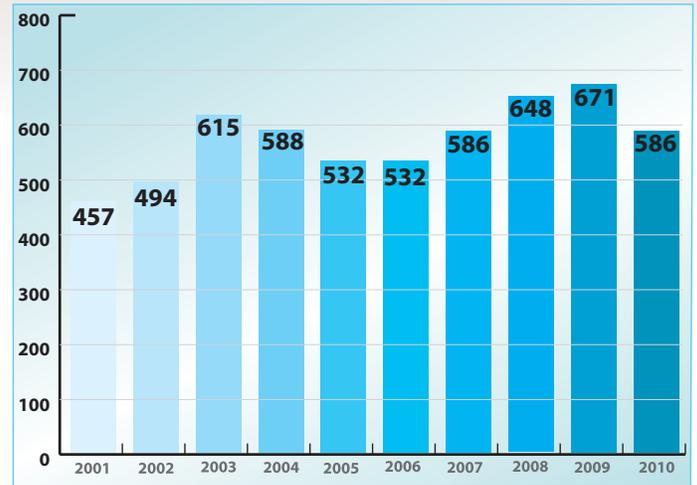
	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	% Change
ACTIVE CASES	2894	3123	3223	2825	2133	2749	2192	2325	2391	2614	2333	-19%
CLOSED CASES	845	537	300	77	354	411	747	669	706	1065	752	-11%
WARRANTS OF ARREST	69	164	255	243	198	249	268	264	109	159	232	236%
PENDING/INTAKE	20	14	5	39	3	2	30	26	31	18	20	0%
NEW REFERRALS	1074	437	698	769	875	752	788	855	804	964	1065	

* Source: Probation Division, Judiciary of Guam

Client Services and Family Counseling Workload Trends – 2001 – 2010

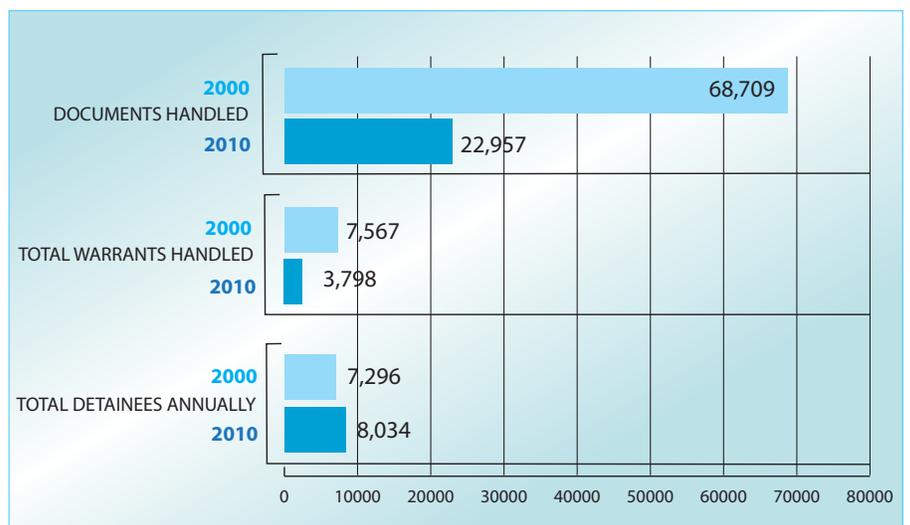
- Client Services and Family Counseling (CSFC) referrals increased 28% from 2001 to 2010 (from 457 to 586).

CSFC REFERRALS - 2001 TO 2010 % Change **28%**



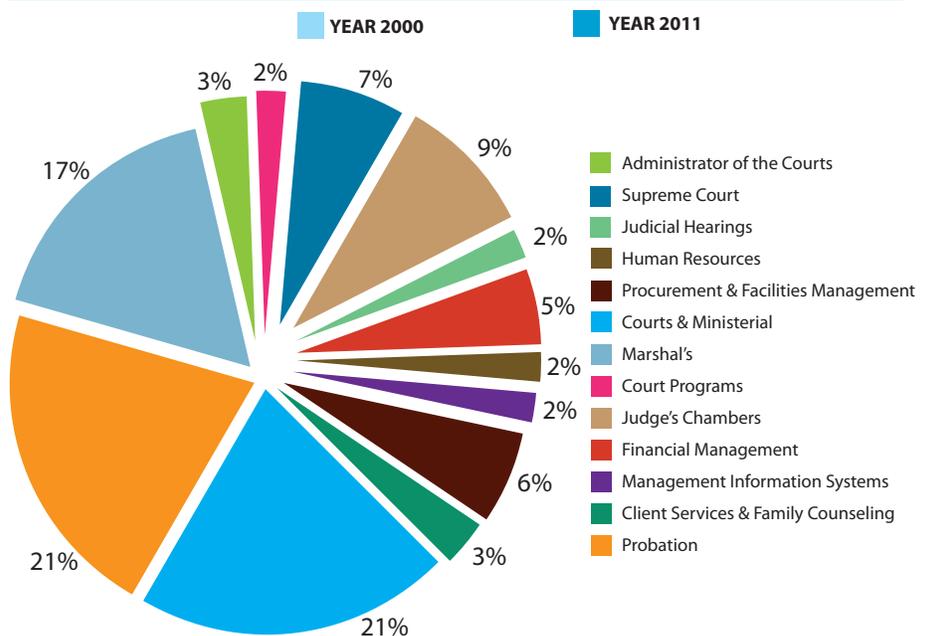
Marshals' Division Workload Trends – 2000 – 2011

- Documents handled by the Marshal's Division declined 67% between 2000 and 2011 (from 68,709 to 22,957) because of changes in court procedures that allowed for alternative methods for service.
- Total warrants handled by the Marshal's Division declined 50% between 2000 and 2011 (from 7,567 to 3,798).
- The number of detainees handled annually increased 10% between 2000 and 2011 (from 7,296 to 8,034).



Staffing Levels

- Over the past decade, the Judiciary has operated with fewer filled positions than budgeted positions. For the last several years, the Judiciary operated at an 89% staffing level.
- In 2011, the Judiciary had 12 full-time judicial officers including 3 Justices, 7 Judges, 1 Magistrate Judge, and 1 Referee and employed 316 court staff (up from 282 court staff in 2002). The number of judicial officers and court staff has remained virtually unchanged since 2007.
- Military reservists comprise about 12% of the Judiciary's workforce.



Retirement Eligibility

- Two judicial officers are eligible to retire now and 5 additional judicial officers will be eligible to retire in the next 5 years.
- Twenty five court staff are eligible to retire now and 58 additional staff will be eligible to retire in the next 5 years.

Separations from Employment

- In 2011, the Judiciary's turnover rate was approximately 7% - down from nearly 9% in 2010.

Implications of Trends on the Judiciary of Guam

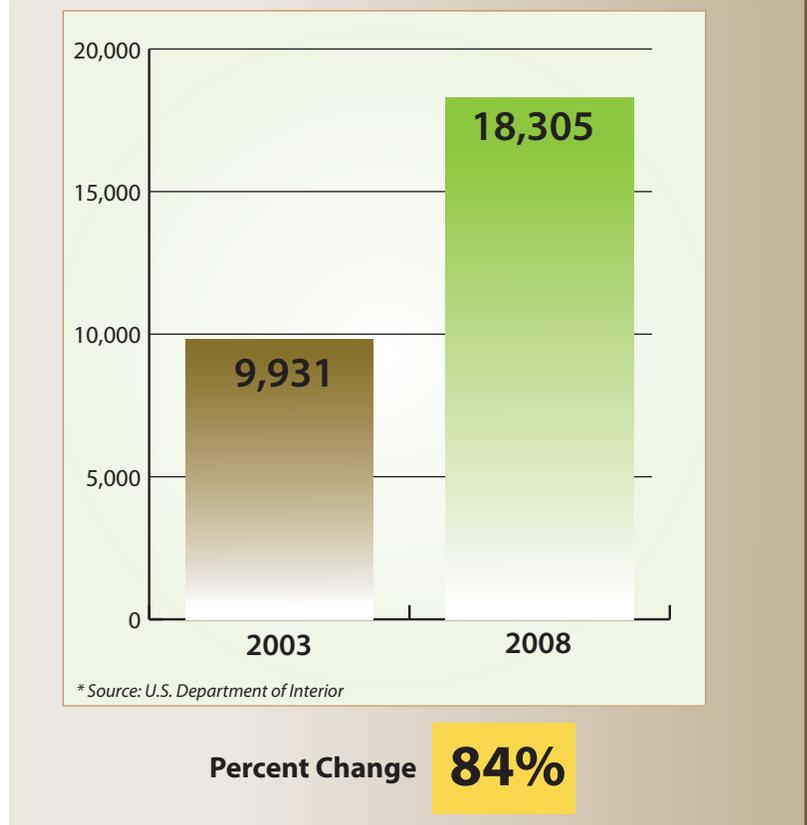
The trends noted above will occur simultaneously, interacting in a myriad of ways. The impact of the trends on the Judiciary will likely be great in the years ahead. Below are a few of the most significant consequences on the Judiciary.

Growing and more diverse population

With the projected organic population growth and growth in population due to the military buildup, the Judiciary will likely experience increasing demands for justice and court services in the years ahead. A growing population is projected to result in an increase in the Judiciary's caseloads and workloads and/or a change in the types of cases involved in the court system. Services and programs may need to be added and expanded to other locations in Guam to make the courts accessible to all. In addition, the Judiciary must continue to prepare to serve an increasingly diverse population. In the future, it will need to provide additional language services and expand culturally appropriate programs and specialized services.

In sum, the Judiciary must prepare now to increase its capacity as needed in the years ahead. It must become a nimble organization able to adjust its operations and services to respond to a growing and more diverse population.

COMPACT MIGRANTS



Challenging economic outlook and funding challenges

The national and local economies are expected to continue to suffer in the near term. Federal funding and local revenues and budgets will likely continue to be adversely impacted by the current economic conditions. Consequently, the Judiciary is expecting to continue to experience funding and budget challenges in the years ahead. The Judiciary will need to continue to find ways to be more efficient and effective, reduce costs/find savings, and/or reallocate resources. It also needs to find new ways to secure additional resources. Without additional and new funding, making needed improvements in the future (e.g., to facilities, technology, equipment, compensation and benefits, etc.) will be challenging. Finally, if the Judiciary is not funded adequately, it may have to reduce its services and programs.

Increasing and changing service need

In addition to growing or changing caseloads with Guam's population growth, the service needs of court users also are on the rise. In the future, more court users will likely be self-represented, elderly, non-English speaking, culturally diverse, disabled, and/or have complex needs such as drug and alcohol addictions, mental health problems, education and employment needs, etc. Additionally, more court users may want to use alternative dispute resolution to resolve their legal matters. The Judiciary needs to continue to be able to respond to the growing and changing needs of court users; it must prepare now for the future service needs of court users.

Need to enhance and expand facilities and parking

The Judiciary needs to continue to update, expand, and better use its facilities and parking to meet the growing demands of the people of Guam. Parking will continue to be problematic in the city center location, some office space needs to be expanded and updated, and the Judiciary may need to expand services to other locations to enhance access to the courts. Improvements to facilities and parking will continue to be a challenge with the current budget shortfalls.



Judge Steven S. Unpingco

Loss of institutional knowledge due to retirement of judges and staff

Many judges and staff will likely retire in the next 5-10 years. Other judges and court employees in key positions may leave due to normal attrition. When this happens, unless the Judiciary plans now for this time, it will likely experience a significant loss of institutional knowledge and experience. The Judiciary must develop the next generation of leaders and managers so it does not regress when experienced staff leave. The Judiciary must be astutely aware of its staffing needs and take proactive steps (e.g., train and develop staff, develop a succession plan, talent management program, mentor staff, etc.) to avoid a decline in services.

Increasing need to collaborate with justice system and community partners

The Judiciary has good relationships and a long-standing track record of collaborating with its partners. It must continue to explore new ways of collaborating (e.g., cost transfer, cost share) with justice system and community partners to provide needed services. Given the funding challenges, the Judiciary will likely not be able to continue to provide services that are traditionally Executive Branch functions.

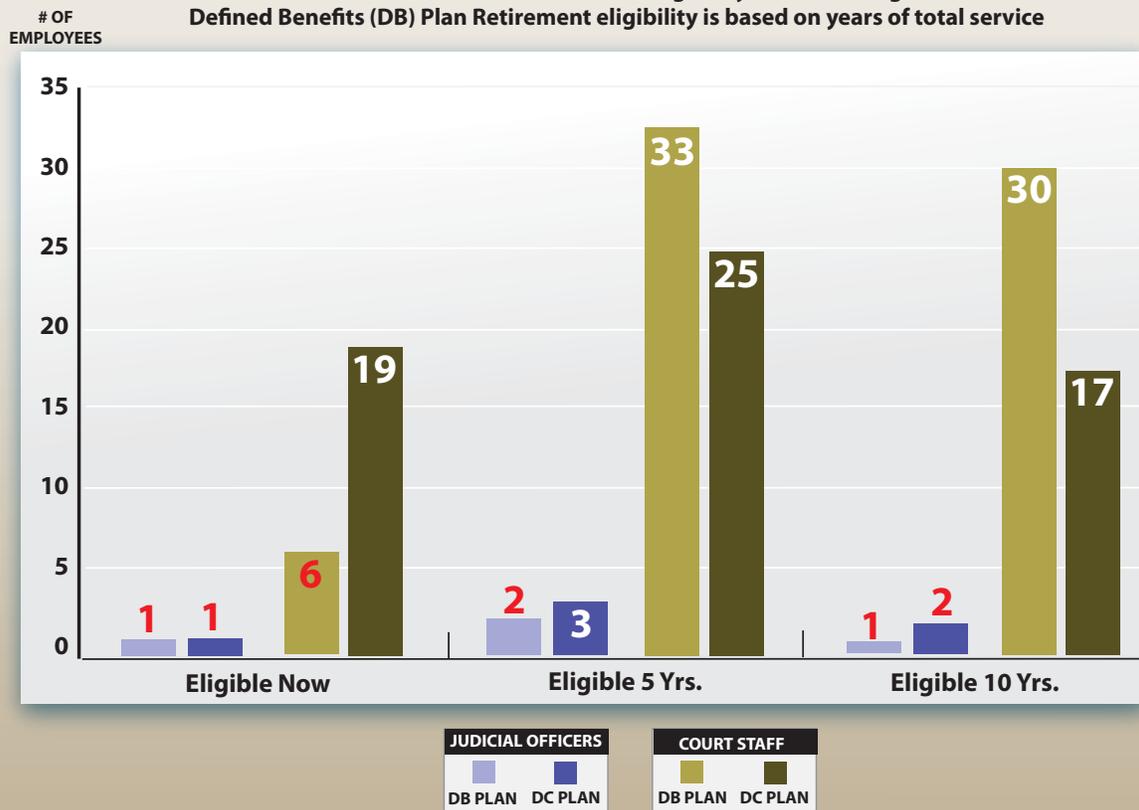


Judge Elizabeth Barrett-Anderson

Need to continue to update and expand technology

The Judiciary must continue to update and expand its uses of technology. Court users, justice system partners, the legal community, judges and staff expect the courts to use available and appropriate technology to enhance access, improve services, and improve internal operations. The Judiciary must also take advantage of and use emerging technology to be more efficient and effective (e.g., YouTube, video conferencing, Skype). Despite the cost of new and enhanced technology and equipment, the Judiciary must continue to invest and improve in this area if it is going to be able to provide the highest quality of justice services in the future.

Defined Contribution (DC) Plan Retirement eligibility is based on age
Defined Benefits (DB) Plan Retirement eligibility is based on years of total service



SECTION 4: ASSESSMENT OF THE JUDICIARY

RESULTS OF THE 2011 STRATEGIC PLANNING SURVEY

Attorneys, other external partners, court users/litigants, judges, and court employees were surveyed in late September and early October 2011 as part of the Judiciary's 2011 strategic planning process. The strategic planning committee reviewed the survey results at the November 2011 planning sessions. The results helped to assess the current performance of the Judiciary, update its long-range goals, and establish future improvement priorities.



There were several parts to the surveys specifically, survey respondents were asked to:

- Rate the courts' performance on important dimensions (e.g., accessibility, timeliness, fairness, etc.);
- Rate the courts on overall performance;
- Identify barriers to accessing and using the courts;
- Identify future priorities if new programs and services can be added in the next few years;
- Identify the greatest strengths of the Judiciary;
- Identify the most desired changes in the next 2 years; and
- Provide demographic information.

Survey Respondents

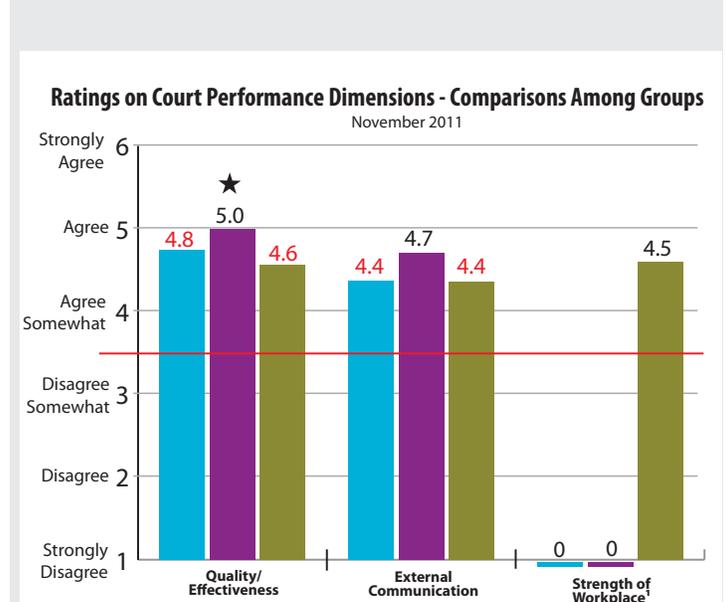
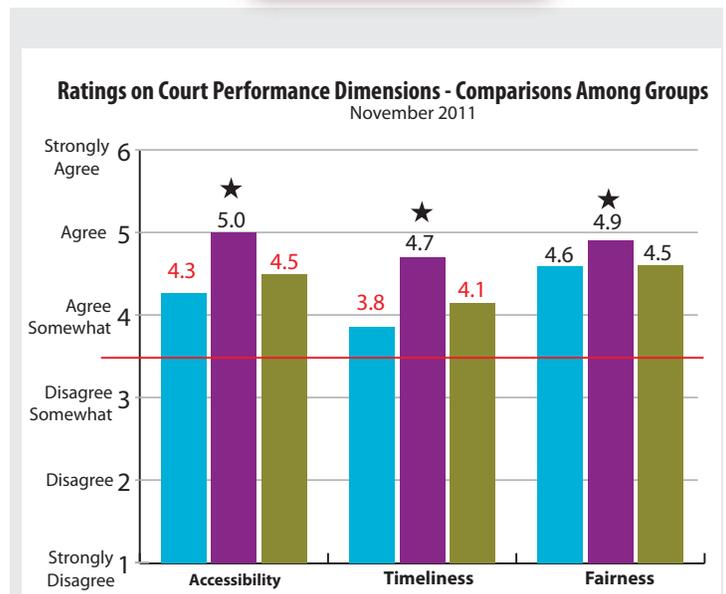
One thousand two hundred and thirty-one people (n=1,231) completed the survey at the Hagåtña Court and Northern Court Satellite.



¹ Percentages may not equal 100% due to rounding.

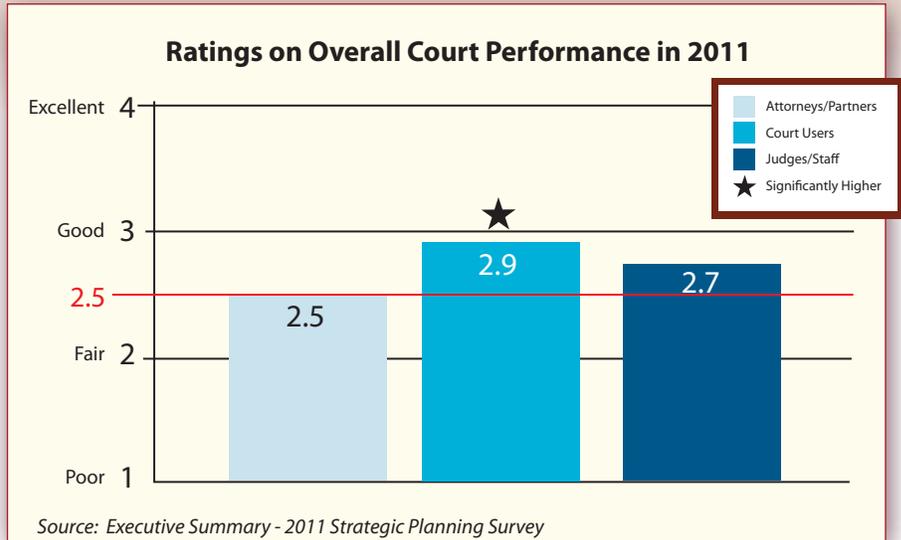
Key Findings

- Court users/litigants rated the Judiciary highest on all 5 performance dimensions (i.e., Accessibility, Timeliness, Fairness, Quality/Effectiveness, and External Communication). They rated the Judiciary highest on Accessibility and Quality/Effectiveness and lowest on Timeliness and External Communication.
- Attorneys/external partners rated the Judiciary highest on Quality/Effectiveness and lowest on Timeliness.
- Judges/court employees rated the Judiciary highest on Fairness and Quality/ Effectiveness and lowest on Timeliness.
- The average ratings of the 3 survey groups on all five key dimensions are above the mid-point of the rating scale indicating positive/favorable performance on all dimensions.
- Court users rated the Judiciary significantly higher on four of five performance areas: Accessibility, Timeliness, Fairness, and Quality/Effectiveness.
- Court users at the Northern Court gave significantly higher ratings than court users at the Hagåtña Facility Satellite on all five categories and all individual survey statements.
- External partners rated the categories of Accessibility and Timeliness significantly higher than attorneys.
- External partners agreed significantly more strongly than attorneys with two statements related to Communication:
“The Judiciary communicates effectively with external partners and stakeholders.”
“The Judiciary works with/collaborates effectively with external partners/ stakeholders to enhance services or achieve more effective case outcomes.”
- External partners rated the courts significantly higher than attorneys on most of the Timeliness and Fairness survey questions.
- Court users/litigants younger than 21 years of age gave significantly higher average ratings to Timeliness, Fairness, & Quality than did all other age groups.
- The longer it took to complete court business, the lower the average ratings.
- Court users who spent the least amount of time at the court had the highest average ratings and those who spent the second least time had the second highest average ratings. This finding is consistent across all of the performance categories: people who spent the least amount of time at the court rated the court significantly higher on all categories.
- Managers rated 1 question significantly higher than staff: “I feel informed about what is going on in the Judiciary.”



Overall court performance in 2011

- Court users gave the Judiciary significantly higher overall average performance ratings than did either attorneys/partners or judges/court employees.
- Court users who were at the court less than 30 minutes rated overall performance significantly higher than court users/litigants who were at the court an hour or longer.



Utility of the Judiciary’s website

- 81% of attorneys and external partners indicated the Judiciary’s website was extremely useful or useful.
- Slightly more than half of court users were not aware of or had not used the Judiciary’s website (or chose not to answer the survey question). Of those that were aware of and had used the Judiciary’s website, 61% indicated it was extremely useful or useful.



Barriers to accessing or using the courts

- Parking was the most frequently identified barrier (by all three survey groups) to accessing or using the courts.
- The distance people have to travel to get to court and the time it takes away from work or home were the second and third most frequently mentioned barriers by court users/ litigants.
- The second and third most frequently mentioned barriers by attorneys/external partners were the length of time it takes to get a decision/matter resolved and the cost of hiring an attorney.
- The second and third most frequently mentioned barriers by judges/court employees were the cost of hiring an attorney and difficulty understanding what needs to be done once at court.



Greatest strengths of the judiciary

- “Customer service” was mentioned most frequently by court users/litigants and judges/ court employees as the greatest strength of the Judiciary.
- Attorneys/partners identified the “Justices and Judges” as the Judiciary’s greatest strength.
- The second most frequently mentioned strength of all three survey groups was “Court Employees.”

Future priorities if new programs and services can be added in the next 3-5 years

All three survey groups identified the ability to do business with the courts remotely/electronically as the highest future priority if new programs/services can be added in the next 3-5 years.

The second and third highest priorities of court users/litigants were information booths/personal assistance and more timely resolution of cases/matters.

The second and third highest priorities of attorneys/partners were more timely resolution of cases/legal matters and improve scheduling of hearings.

Adequate facilities and more timely resolution of cases/matters were the second and third highest future priorities of judges/court employees.

Most wanted changes in the next 2 years

Court users and judges/court employees identified improvements to the Judiciary and facilities and parking as the most wanted change in the next 2 years.

The second and third more frequently mentioned desired changes by courts users/litigants in the next 2 years were improve access/customer service and expand programs/services.

The most wanted change by attorneys/partners was improvements in timeliness, scheduling, calendaring, and assignments. The second and third most frequently mentioned desired changes in the next 2 years were “improve facilities/parking” and “enhance technology.”

The second and third most frequently mentioned desired changes by judicial officers/court employees were improve management and human resource practices and improve technology and equipment.

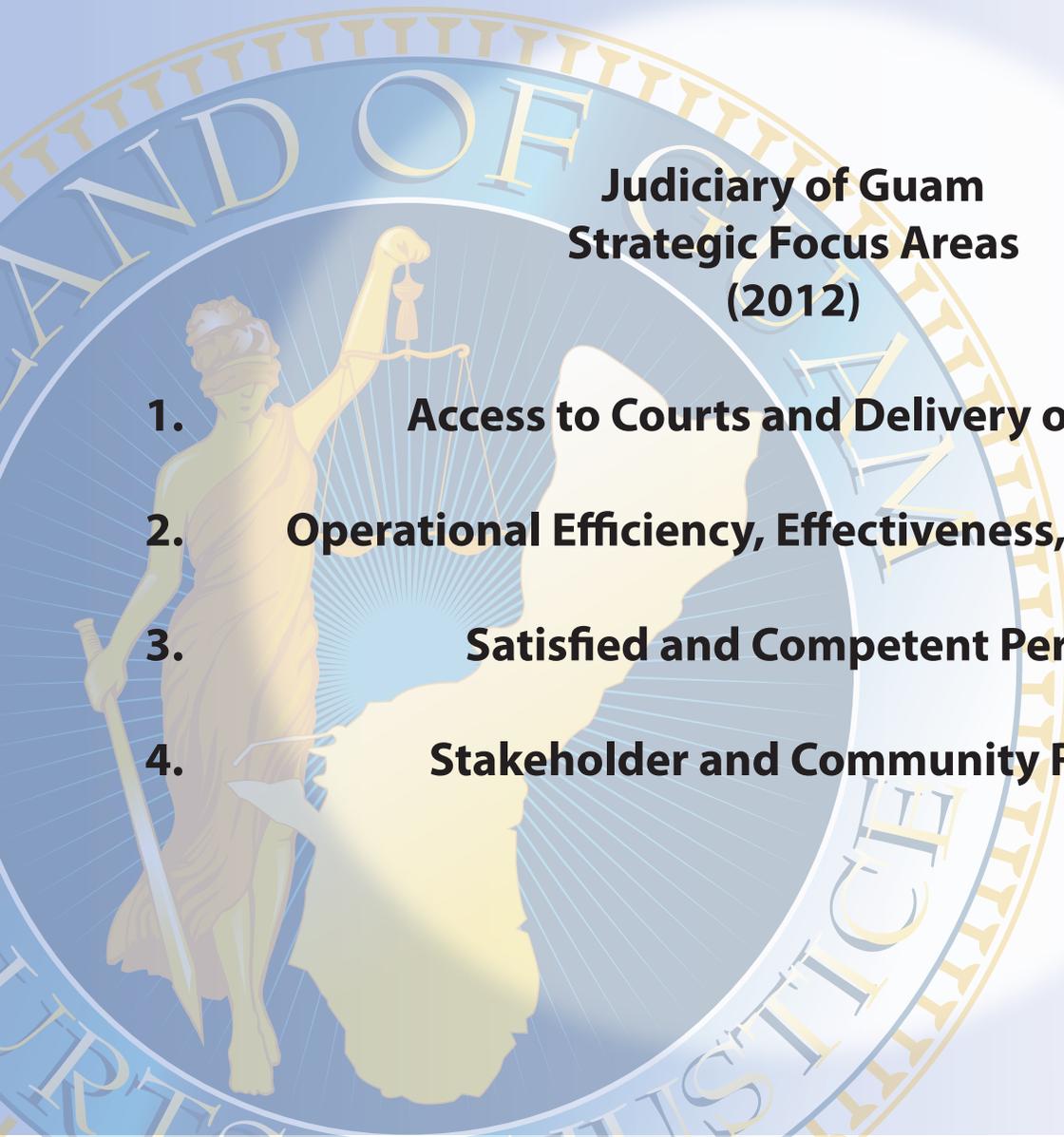
Judiciary of Guam Expansion Plan



SECTION 5: STRATEGIC FOCUS AREAS, GOALS, OBJECTIVES, AND STRATEGIC INITIATIVES

Strategic focus areas are internal or external issues that are fundamentally important to the Judiciary over the long term. Because of their magnitude, strategic focus areas must be addressed in order for the Judiciary to stay true to its mission and work toward its vision of the future. In sum, they are what the Judiciary must address to make needed improvements in the future.

Strategies are comprehensive responses to strategic focus areas. They include (1) long-range goals, which are broad statements that define the desired end, targets that the Judiciary will strive to achieve, and (2) several objectives for each of the goals. **Objectives** are general statements that describe the manner in which the end result – or goal – will be achieved. **Strategic projects or initiatives** are the shorter-term (e.g., 1 year) priorities of the Judiciary. As the projects are completed, the Judiciary will be making progress on accomplishing the long-range goals and responding effectively to the strategic focus areas.



Judiciary of Guam Strategic Focus Areas (2012)

1. **Access to Courts and Delivery of Services**
2. **Operational Efficiency, Effectiveness, and Timeliness**
3. **Satisfied and Competent Personnel**
4. **Stakeholder and Community Relations**

STRATEGIC FOCUS AREA #1:

ACCESS TO COURTS AND DELIVERY OF SERVICES

The Judiciary is committed to providing the highest quality of justice and court services. This includes continuing to improve access to, and services provided by, the courts.

Improving Access to the Courts: The Judiciary will work to eliminate barriers to accessing the courts. According to survey participants, barriers included:

1. Facilities, parking, and signage;
2. Length of time to get a decision/matter resolved (e.g., multiple postponements; delay in scheduling hearings; time it takes to get a decision);
3. Cost of hiring an attorney;
4. Time it takes away from work or home (e.g., court not starting on time, wait times to complete drug tests);
5. Distance people have to travel to complete court business;
6. Cost of fines and fees; and
7. Difficulty understanding what needs to be done once at court.

Improving facilities, resolving matters in a more expeditious manner, reducing wait times, providing more pro se and language assistance to court users, providing more informational materials, and better using technology and electronic access are examples of ways the Judiciary can reduce barriers and enhance access to the courts.

Delivering Quality Justice and Court Services: The Judiciary, while holding people accountable for their actions, will continue to enhance and expand services and programs to meet the needs of the community. Improving customer service to all court users also will continue to be a high priority.

In addition, the Judiciary will continue to enhance existing and add innovative programs that achieve effective case outcomes. Examples include a wide range of rehabilitative and other client services, such as counseling services, treatment and educational programs, and supervision services. With a focus on clients' needs, programs will be constantly evaluated and analyzed for effectiveness and sustainability.

According to strategic planning survey respondents, suggested areas for improvement included:

1. Increase services at the Northern Court (e.g., probation services and drug testing);
2. Expand court language assistance services/programs;
3. Provide additional informational materials to court users;
4. Strengthen drug aftercare and other treatment and educational programs; and
5. Enhance victim rehabilitation and trauma therapy.

Northern Court Satellite Expansion Plan





STRATEGIC FOCUS AREA #1:

Goals and Objectives

Goal 1.1: The courts will be accessible, user-friendly and convenient.

Objective 1: Use technology internally and externally to improve access to the Courts.

Objective 2: Provide court services from remote or mobile locations.

Objective 3: Provide personal assistance and resources to make the courts more user friendly and understandable.

Objective 4: Ensure that cost is not a barrier to justice.

Objective 5: Improve physical access to the Court's facilities.

Goal 1.2: The Judiciary will provide responsive and effective programs and services.

Objective 1: Assess and enhance programs and services to address changing demographics.

Objective 2: Use technology to streamline the delivery of programs and services.

Objective 3: Explore the role of multi-agency collaboration in providing programs and services.

Objective 4: Consult with stakeholders and the public to deliver the best services for clients and the public.

Objective 5: Seek innovative and effective solutions to respond to stakeholders, partners, and the public.

Objective 6: Develop a responsive plan to meet the needs of self-represented litigants.

Goal 1.3: The Judiciary will have the resources it needs to enhance Court access, services, and programs.

Objective 1: Seek adequate funding and resources from the Guam Legislature.

Objective 2: Seek grants and alternative sources of funding.

Objective 3: Contain costs and save resources.

STRATEGIC FOCUS AREA #2: OPERATIONAL EFFICIENCY, EFFECTIVENESS, AND TIMELINESS

The Judiciary is committed to resolving legal matters in a timely manner, reducing unnecessary delay, and operating more efficiently and effectively. This includes managing cases more effectively, resolving matters in a more expeditious manner, and streamlining court processes, procedures, and operations.

Timely Case Resolution: Planning survey respondents identified several areas for improvement. They included:

- **Timely scheduling of hearings;**
- **More effective assignment, calendaring, and scheduling practices;**
- **Timely issuance of decisions/deciding motions and issuing Judgments in a more timely manner;**
- **Managing cases more effectively (e.g., tighter judicial control throughout the life of the case; fewer continuances, holding attorneys accountable for being prepared to move cases forward, etc.);**
- **Starting hearings on time; and**
- **Expanding and using alternative dispute resolution (ADR).**

Additional opportunities for improvement exist in the following areas: updating rules and applying them consistently, revising time standards, monitoring case delay and adherence to judicial time standards, expanding ADR to other cases, and using and expanding technology (e.g., fully using the functions and features of Phase I and completing implementation of Phase II of the Judiciary's new case management system).

Efficient and Effective Operations: The courts must continually streamline workflow and improve how cases are processed. Eliminating redundancies, improving work processes, using technology, consolidating and updating policies and procedures, and realigning resources to meet priorities are areas for future improvement.



STRATEGIC FOCUS AREA #2: *Goals and Objectives*

Goal 2.1: Cases will be managed and resolved in a timely, effective, and efficient manner.

Objective 1: Revise and improve case assignment system, recognizing that all cases are not equal.

Objective 2: Improve timely disposition of cases and reduce unnecessary case delay.

Objective 3: Implement timely and effective case management practices.

Goal 2.2: Internal processes will be efficient, effective and timely.

Objective 1: Streamline internal work processes.

Objective 2: Reallocate and use resources more effectively.

Objective 3: Reevaluate and implement standardized policies and procedures.

Objective 4: Use existing and emerging technologies to enhance court operations.

Goal 2.3: The Judiciary's resources will be aligned with and allocated to its stated operational and strategic priorities.

Objective 4: Evaluate and realign non-financial and personnel resources according to the Judiciary's priorities.

Objective 5: Evaluate and realign the financial resources according to the Judiciary's priorities.

STRATEGIC FOCUS AREA #3: SATISFIED AND COMPETENT PERSONNEL

Maintaining a satisfied and knowledgeable workforce is a high priority of the Judiciary. In the next 5 to 10 years, many judicial officers and judiciary personnel are eligible to retire. The Judiciary will work toward retaining and cross-training existing personnel to maintain the knowledge base and avoid the loss of institutional knowledge. Doing so will ensure excellent services to the people of Guam. Attracting and hiring competent and diverse staff also are important for the future as jobs change and new skills are needed.

Judiciary employees, through the strategic planning survey, identified the following areas for continued improvement:

- **Providing additional training and educational opportunities to personnel;**
- **Offering more competitive pay and benefits;**
- **Improving communication and information dissemination;**
- **Enhancing employee morale through recognition programs, incentives, etc. (e.g., non-financial rewards);**
- **Improving recruitment, hiring, and promotional practices;**
- **Instituting mentoring and succession planning for the next generation of court leaders and managers;**
- **Revising performance evaluation procedures, forms, and job descriptions;**
- **Holding all personnel accountable for performance; and**
- **Improving management practices (e.g., fair treatment).**

While the Judiciary has made progress in some of the above areas over the past few years (e.g., adoption of the Hay Pay Study), it is committed to continuing to improve in this area in the future.



STRATEGIC FOCUS AREA #3:

Goals and Objectives

Goal 3.1: The Judiciary's workforce will be motivated, satisfied, and competent.

Objective 1: Evaluate and enhance salaries and benefits.

Objective 2: Conduct timely performance evaluations.

Objective 3: Recognize and reward employees for excellent performance and for taking the initiative to improve one's skills.

Objective 4: Provide and enhance education, training, and professional development opportunities.

Objective 5: Improve physical access to the court's facilities.

Objective 6: Solicit employee input and feedback.

Objective 7: Improve and expand facilities and security.

Objective 8: Provide court employees with adequate workspace, resources, and equipment to perform duties.

Goal 3.2: The Judiciary will optimize the use of its human resources.

Objective 1: Cross-train and better assign existing employees.

Objective 2: Modernize performance standards to meet current trends.

Objective 3: Balance workloads and reallocate human resources as needed throughout the Judiciary.

Objective 4: Recruit and mentor skilled and diverse employees.

STRATEGIC FOCUS AREA #4: STAKEHOLDER AND COMMUNITY RELATIONS

Strong stakeholder, justice system partner, and community relations are necessary for the Judiciary to provide high quality justice. Strengthening communication, cooperation, and coordination are vitally important to the Judiciary's success. Thus, the Judiciary will continue to build strong relations and collaborate effectively with its stakeholders, partners, and communities in the years ahead to respond to and meet the public's needs.

The needs of court users and the public are increasing. Periodically, the Judiciary must acknowledge and expand its stakeholders and partners, and collaborate more effectively to provide increased need-based services to the community and to achieve effective case outcomes. The Judiciary is committed to evaluating its programs, expanding successful programs, revising those not fulfilling their missions, and creating new and innovative programs as necessary (e.g., prevention, diversion, and treatment). It also will work with partners to reduce duplication of services, appropriately place programs, and explore cost-saving, cost-sharing, or cost-shifting opportunities.

Community outreach and public education also are important in the future. Strong community relations and an educated public will help to continue to build trust confidence in the courts.





STRATEGIC FOCUS AREA #4: *Goals and Objectives*

Goal 4.1: The Judiciary will have strong, collaborative relations with stakeholders and partners.

Objective 1: Identify, reach out to, and educate stakeholders and partners.

Objective 2: Share, coordinate, and save resources among stakeholders and partners.

Objective 3: Communicate more effectively with stakeholders and partners.

Goal 4.2: The Judiciary will promote public understanding and support of the court system.

Objective 1: Educate the public about the Judiciary's needs and priorities and inform the public about court functions, services, fees, and processes.

Objective 2: Instill confidence and gain public support.