

office of the	Speaker
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Print Name:	Laurie

CARL T.C. GUTIERREZ GOVERNOR OF GUAM

Refer to Legislative Secretary

# AUG 14 1998

The Honorable Antonio R. Unpingco Speaker Mina'Bente Kuåttro na Liheslaturan Guåhan Twenty-Fourth Guam Legislature Guam Legislature Temporary Building 155 Hesler Street Hagåtña, Guam 96910

OFFICE OF THE LEGISLATIVE SECRETARY
ACKIOWLEDGMENT RECEIPT
Received By Attomio
Time B: 45 am
Data 8 18 98

Dear Speaker Unpingco:

Enclosed please find Substitute Bill No. 604 (COR), "AN ACT TO ADD §§3103.1, 3103.2 AND 3103.3 TO ARTICLE 1, CHAPTER 3, DIVISION 1, PART 1 OF TITLE 5 OF THE GUAM CODE ANNOTATED, RELATIVE TO CREATING THE GUAM HIGHWAY PATROL AS A PERMANENT DIVISION OF THE GUAM POLICE DEPARTMENT, AND TO MANDATE MINIMUM STAFFING LEVELS AND FUNDING FOR THE GUAM HIGHWAY PATROL", which I have signed into law today as Public Law No. 24-240.

This legislation establishes a permanent division within the Guam Police Department called the Guam Highway Patrol. For staffing considerations, the Guam Highway Patrol should be a unit instead of a division. Although the legislation states that the Guam Highway Patrol has primary jurisdiction over the enforcement of the Vehicular Code, all traffic safety laws, and the investigation of traffic accidents and violations, the legislation also states that officers assigned to the Guam Highway Patrol also have the jurisdiction to investigate any other crime, effect any arrest or exercise any normal power, and likewise, any police officer not assigned to the Guam Highway Patrol can also enforce the Vehicular Code and traffic laws.

This legislation mandates that the Guam Highway Patrol must have a staffing level of no less than 30 officers. If at any time there are less than 30, the Chief of Police is directed to notify the Guam Legislature. Although

00956

Speaker/SB604/PL2--240 August, 1998 - Page 2

members of the Guam Highway Patrol may be reassigned for purposes of promotion or discipline, if more than 20% are reassigned, the Chief of Police shall also notify the Guam Legislature.

There is no provision, as there is for the Municipal Police Division, for reassignment of police officers for purposes of emergency.

The Guam Highway Patrol Division must use special insignia on their uniforms and their vehicles.

Funding for the Highway Patrol Division is not provided, except as may be available from transfers from other programs of the government. Unlike the legislation establishing the Municipal Police Program, the provisions of this legislation become effective upon enactment. There is no transition time provided, and this may provide some administrative difficulties.

Finally, a technical correction needs to be made on Page 3, line 25. The word "any" is used four times in the sentence and the sentence need rephrasing to give it meaning.

Very truly yours,

Carl T. C. Gutierrez I Maga'lahen Guåhan Governor of Guam

00356

Attachment: copy attached for signed bill original attached for vetoed bill

cc: The Honorable Joanne M. S. Brown Legislative Secretary

## MINA'BENTE KUATTRO NA LIHESLATURAN GUAHAN 1998 (SECOND) Regular Session

### CERTIFICATION OF PASSAGE OF AN ACT TO I MAGA'LAHEN GUAHAN

This is to certify that Substitute Bill No. 604 (COR), "AN ACT TO ADD §§3103.1, 3103.2 AND 3103.3 TO ARTICLE 1, CHAPTER 3, DIVISION 1, PART 1 OF TITLE 5 OF THE GUAM CODE ANNOTATED, RELATIVE TO CREATING THE GUAM HIGHWAY PATROL AS A PERMANENT DIVISION OF THE GUAM POLICE DEPARTMENT, AND TO MANDATE MINIMUM STAFFING LEVELS AND FUNDING FOR THE GUAM HIGHWAY PATROL," was on the 3<sup>rd</sup> day of August, 1998, duly and regularly passed.

ONIO R. UNPINGCO Speaker

Attested

IOANNE M.S. BRÓW

Senator and Legislative Secretary

This Act was received by I Maga'lahen Guahan this  $\underline{\mathcal{H}}_{I}$  day of  $\underline{\mathcal{H}}_{I}$  day of  $\underline{\mathcal{H}}_{I}$ , 1998, at  $\underline{\mathcal{R}}_{I}$ , 45 o'clock  $\underline{\mathcal{P}}_{I}$ .M.

Assistant Staff Officer Maga'lahi's Office

APPROVED:

CARL T. C. GUTIERREZ I Maga'lahen Guahan

8-14-98 Date:

Public Law No. 24-240

### MINA'BENTE KUATTRO NA LIHESLATURAN GUAHAN 1998 (SECOND) Regular Session

#### Bill No. 604 (COR)

As substituted by the Author and amended on the Floor.

Introduced by:

Mark Forbes A. C. Lamorena, V F. B. Aguon, Jr. E. J. Cruz T.C.Ada A. C. Blaz J. M.S. Brown Felix P. Camacho Francisco P. Camacho M. C. Charfauros W. B.S.M. Flores L. F. Kasperbauer C. A. Leon Guerrero L. A. Leon Guerrero V. C. Pangelinan I.C. Salas A. L.G. Santos F. E. Santos A. R. Unpingco J. Won Pat-Borja

AN ACT TO ADD §§3103.1, 3103.2 AND 3103.3 TO ARTICLE 1, CHAPTER 3, DIVISION 1, PART 1 OF TITLE 5 OF THE GUAM CODE ANNOTATED, RELATIVE TO CREATING THE GUAM HIGHWAY PATROL AS A PERMANENT DIVISION OF THE GUAM POLICE DEPARTMENT, AND TO MANDATE MINIMUM STAFFING LEVELS AND FUNDING FOR THE GUAM HIGHWAY PATROL.

### 1

#### BE IT ENACTED BY THE PEOPLE OF GUAM:

Section 1. Findings. Guam is experiencing rapid growth in traffic, as 2 3 the numbers of vehicles and drivers increase. Along with this increase in 4 vehicular traffic have come additional problems and accidents, resulting in damage, destruction, injury and in extreme cases, fatalities. There is little 5 6 doubt that the solutions to Guam's increasing problems on the highway are to be found in a variety of measures, of which better and more consistent 7 8 enforcement of Guam's Vehicular Code and laws pertaining to driving upon 9 Guam roads is but one, but there is little doubt that improvements can be 10 made in this area. It is noted that in the past year, the number of officers 11 assigned to the Guam Police Department's Traffic Division has been as few as 12 six (6). Although this is supplemented in theory by the presence on the roads 13 of patrol officers operating out of the precincts, this still seems a small number 14 of personnel to be assigned permanently to the enforcement of traffic laws 15 and the maintenance of safe driving on Guam. It is further noted that the 16 Guam Police Department has taken steps of late to alleviate this problem by 17 assigning additional personnel to the Traffic Division and by establishing a 18 highway patrol within this division. Inasmuch as the Guam Police 19 Department has been aware of pending legislation of this nature for some 20 months, this is an admirable move to anticipate a change in the law and in the 21 organization of the enforcement of traffic laws. However, it is found that this 22 move, although admirable, is insufficient for a number of reasons. Being 23 administrative in nature, it is easily reversed. The number of personnel

1 assigned to traffic enforcement becomes an administrative whim, and there
2 have been many initiatives embraced by one Chief of Police and then
3 abandoned by another. The body finds that enforcement of traffic laws is of
4 such importance as to require a permanent presence, with minimum staffing
5 levels and a minimum amount of casual transferring and re-assignment.

6 Section 2. Section 3103.1 is hereby *added* to Article 1, Chapter 3,
7 Division 1, Part 1 of Title 5 of the Guam Code Annotated to read as follows:

8 "Section 3103.1. Guam Highway Patrol Established. There is 9 established as a permanent division within the Guam Police 10 Department the Guam Highway Patrol. The Guam Highway Patrol 11 shall have primary jurisdiction over the enforcement of all laws on 12 Guam pertaining to vehicular traffic on Guam's roads and highways 13 that are currently enforced by the Guam Police Department, including 14 the Vehicular Code of Guam, all traffic safety laws currently enforced 15 by the Guam Police Department, and the investigation of traffic 16 accidents and violations. This shall not be construed as to transfer 17 authority for enforcement as currently resides with the Department of 18 Revenue and Taxation. The Guam Highway Patrol shall include all 19 personnel, jurisdiction, equipment and function currently assigned to 20 the Traffic Division of the Guam Police Department, which shall be 21 merged into the Guam Highway Patrol. Nothing in this Section or 22 Chapter shall be construed as in any way limiting the police powers of 23 members of the Guam Highway Patrol in the investigation of any other 24 crimes on Guam, or the powers of any member of the Guam Highway Patrol to effect any arrest or any exercise any normal power of any 25

police officer on Guam, nor is the ability of any police officer on Guam
 to enforce traffic or other laws on the roads of highways of Guam to be
 construed as diminished."

Section 3. Section 3103.2 is hereby *added* to Article 1, Chapter 3,
Division 1, Part 1 of Title 5 of the Guam Code Annotated to read as follows:

6 The "Section 3103.2. Minimum Staffing Required. Guam 7 Highway Patrol shall be maintained at a staffing level of no less than thirty (30) officers. If at any time less than thirty (30) officers are 8 9 assigned to the Guam Highway Patrol, the Chief of Police shall notify the Speaker of the I Liheslaturan Guahan, in writing, that such a condition 10 11 exists. Inasmuch as officers attached to the Guam Highway Patrol shall 12 receive specialized training and experience, the transfer of personnel 13 from the Guam Highway Patrol to other areas of the Guam Police 14 Department shall be kept to a minimum, except when such transfer 15 occurs for purposes of promotion or as a documented disciplinary 16 action. Should in any thirty (30) day period, more than twenty percent 17 (20%) of the compliment of officers attached to the Guam Highway 18Patrol be re-assigned for purposes other than promotion or documented 19 disciplinary action, the Chief of Police shall notify the Speaker in writing of this occurrence." 20

Section 4. Section 3103.3 is hereby *added* to Article 1, Chapter 3,
Division 1, Part 1 of Title 5 of the Guam Code Annotated to read as follows:

23

24

"Section 3103.3. Special Insignia and Designation.

All members and all vehicles assigned to the Guam Highway

Patrol shall wear special insignia or other prominent designation
 indicating assignment to the Guam Highway Patrol."

Section 5. Use of Transfer Authority to Fund Act. Upon passage
of this Act, the Chief of Police shall inform *I Maga'lahen Guahan* as to funding
required to achieve implementation of the Act. *I Maga'lahen Guahan* shall
utilize his existing transfer authority to transfer such funds as are required,
exclusively for the purpose of implementing this Act, to the Guam Police
Department.



241 Guam Legislature Committee on Rules, Government Reform and Federal Affairs

Senator Mark Forbes, Chairman



JUL 2 7.1998

Speaker Antonio R. Unpingco I Mína' Bente Kuåttro Na Liheslaturan Guahan 155 Hesler Street Hagåtña, Guam 96910

Dear Mr. Speaker:

The Committee on Rules, Government Reform and Federal Affairs, to which Bill No. 604 was referred, wishes to report its findings and recommendations **TO DO PASS BILL NO. 604** "An act to create the Guam Highway Patrol as a permanent division of the Guam Police Department and to mandate minimum staffing levels and funding for the Guam Highway Patrol."

The voting record is as follows:

TO PASS

NOT TO PASS

ABSTAIN

TO PLACE IN INACTIVE FILE

Copies of the Committee Report and other pertinent documents are attached.

Thank you and si Yu'os ma'ase for your attention to this matter.

MARK FORBES

Attachments

# 24tu Guam Legislature Committee on Rules, Government Reform and Federal Affairs

Senator Mark Forbes, Chairman



### MEMORANDUM

TO:	Committee	Members

FROM: Chairman

SUBJECT: Committee Report- BILL NO. 604 "An act to create the Guam Highway Patrol as a permanent division of the Guam Police Department and to mandate minimum staffing levels and funding for the Guam Highway Patrol."

Transmitted herewith for your information and action is the report on Bill No. 604 from the Committee on Rules, Government Reform and Federal Affairs.

This memorandum is accompanied by the following:

- 1. Committee Voting Sheet
- 2. Committee Report
- 3. Bill No. 604
- 4. Public Hearing Sign-in Sheet
- 5. Written Testimony
- 6. Fiscal Note / Fiscal Note Waiver
- 7. Notice of Public Hearing

Please take the appropriate action on the attached voting sheet. Your attention and cooperation in this matter is greatly appreciated.

Should you have any questions regarding the report or accompanying documents, please do not hesitate to contact me.

Thank you and si Yu'os ma'ase.

### MARK FORBES

Attachments

## Committee on Rules, Government Reform and Federal Affairs I Mina' Bente Kuåttro Na Liheslaturan Guahan

# Voting Record

**BILL NO. 604** "An act to create the Guam Highway Patrol as a permanent division of the Guam Police Department and to mandate minimum staffing levels and funding for the Guam Highway Patrol."

	TO <u>PASS</u>	NOT TO <u>PASS</u>	ABSTAIN	INACTIVE <u>FILE</u>
MARK FORBES, Chairman	1			
ANTHONK C. BLAZ, Vice-Chairman				
JOANNE M. S. BROWN, Member				
FELL P. CAMACHO, Member	~			
EDWARDO J. CRUZ, M.D., Member				
LAWRENCE F. KASPERBAUER, Member				
ADBERTO A. C. LAMORENA V., Member	<u>~</u>			
CARLOTTA A. LEON GUERRERO, Member				<u> </u>
JOHN C. SALAS, Member				
MARK C. CHARFAUROS, Member	X			
FRANZISE. SANTOS, Member			<u>-</u>	
ANTONIO R. UNPINGCO, Member	/1	o report.	ent	

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# I Mina' Bente Kuåttro Na Liheslaturan Guahan

Committee On Rules, Government Reform & Federal Affairs Senator Mark Forbes, Chairman

**Committee Report** 

on

BILL NO. 604

"An act to create the Guam Highway Patrol as a permanent division of the Guam Police Department and to mandate minimum staffing levels and funding for the Guam Highway Patrol."

### I. OVERVIEW

The Committee on Rules, Government Reform and Federal Affairs held a public hearing on Monday, June 29, 1998 at 9:00 a.m. at I Liheslaturan Guahan. Public Notice of the hearing was announced in the June 18<sup>th</sup>, 25<sup>th</sup>, 27<sup>th</sup>, 28<sup>th</sup>, 29<sup>th</sup>, 1998 issues of the Pacific Daily News.

Senators in attendance were:

Senator Mark Forbes, Chairman Senator Mark Charfauros, Member Senator Edwardo Cruz, Member Senator Larry Kasperbauer, Member Senator John Salas, Member Senator Frank Aguon

Appearing before the Committee were:

Mr. Eugene Santos Captain James Marques, Chief of Police, Guam Police Department

Submitting Written Testimony:

Mr. Joseph T. Duenas, Director, Department of Revenue and Taxation (attached)

### II. SUMMARY OF TESTIMONY

Mr. Eugene Santos, member of the Chalan Pago Municipal Council, presented oral testimony in favor of the measure. Mr. Santos stated that there should be a collaborative effort with the Guam Police Department in the design and maintenance of the highways and in educating the public on highway safety. Mr. Santos emphasized the importance of having a permanent police division to enforce vehicular traffic laws in order to reduce the number of traffic-related deaths and injuries.

Captain James Marques, Chief of Police, Guam Police Department, appeared before the Committee and presented oral testimony in favor of Bill 604. Captain Marques stated that the intentions of the measure are good.

Mr. Joseph Duenas, Director of the Department of Revenue and Taxation submitted written testimony **not in favor** of the bill. In his testimony, Mr. Duenas stated that the broad language of the bill would reorganize the Department of Revenue and Taxation and the Guam Police Department, giving GPD enforcement jurisdiction over those laws currently enforced by the Department of Revenue and Taxation and the Department of Public Works pertaining to issues such as drivers' licenses, registration, as well as size and weight limits on vehicles.

### **III. FINDINGS AND RECOMMENDATIONS**

The Committee on Rules, Government Reform and Federal Affairs finds that the purpose of Bill No. 604 is to establish a *permanent* division within the Guam Police Department that would be tasked with enforcing all the laws of Guam pertaining to vehicular traffic. Currently, the trend in law enforcement is to assign more officers to the Traffic Division of the Guam Police Department to respond to the recent overwhelming number of incidences of injury and death on Guam's roads. However, this trend is a temporary response to a problem that has grown steadily over the years.

This measure aims to provide a permanent response to the recent rapid growth in traffic and the additional problems that accompany such growth, such as accidents that result in property damage, injury and even death. In the past year, there have been as few as six (6) officers assigned to GPD's Traffic Division. Although that number has recently risen, Bill 604 would establish the Guam Highway Patrol of GPD with a minimum staffing of no less than thirty (30) police officers. This bill *permanently* establishes the minimum staffing and funding for these positions.

Accordingly, the Committee on Rules, Government Reform and Federal Affairs, to which Bill No. 604 was referred does hereby submit its findings and recommendations to I Mina' Bente Kuåttro Na Liheslaturan Guahan **TO DO PASS BILL NO. 604** "An act to create the Guam Highway Patrol as a permanent division of the Guam Police Department and to mandate minimum staffing levels and funding for the Guam Highway Patrol."

# Committee on Rules, Government Reform and Federal Affairs Senator Mark Forbes, Chairman

Public Hearing Monday June 29, 1998 9:00 a.m. I Liheslaturan Guahan, Hagåtña

Bill No. 604 "An act to establish the Guam Highway Patrol as a permanent division within the Guam Police Department and to mandate manpower levels for the division."

NAME (please print)	AGENCY/ ORGANIZATION	ORAL TESTIMONY	WRITTEN TESTIMONY	IN FAVOR	NOT IN FAVOR	CONTACT NUMBER
JAMES M. MARQUES	GPD			2		
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# Committee on Rules, Government Reform and Federal Affairs Senator Mark Forbes, Chairman

Public Hearing Monday June 29, 1998 9:00 a.m. I Liheslaturan Guahan, Hagåtña

Bill No. 604 "An act to establish the Guam Highway Patrol as a permanent division within the Guam Police Department and to mandate manpower levels for the division."

NAME (please print) EUGENE SANTOS	AGENCY/ ORGANIZATION TPHSS/GDPC	ORAL TESTIMONY	WRITTEN TESTIMONY	IN FAVOR	NOT IN FAVOR	CONTACT NUMBER
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July 1, 1998

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Senator Mark Forbes Committee on Rules, Government Reform and Federal Affairs Twenty-Fourth Guam Legislature

Re: Bill 604

Buenas yan Saluda!

I thank you for this opportunity to comment on bill 604. I have no objection to the stated intent of the bill to formally establish a traffic division within the Police Department called the Guam Highway Patrol. However, I am totally opposed to Bill 604 in its present form.

The broad language of section 2 of the bill is a sweeping reorganization of the Department of Revenue and Taxation and the Guam Police Department. Section 2 gives the new Guam Highway Patrol primary jurisdiction over the enforcement of all laws pertaining to vehicular traffic, including the Vehicle Code. The Vehicle Code is the entire Title 16 of the Guam Code Annotated.<sup>1</sup> Title 16 includes statutes covering the rules of the road, parking, accidents and the safe streets act. It is logical that the Highway Patrol would enforce these provisions. However, Title 16 also includes chapters pertaining to drivers' licenses, vehicle licensing and registration, vehicle safety inspection, mandatory insurance, motor vehicle insurance, assigned risk plans, vehicle transfer tax and tow truck specifications. It would be a massive reorganization to transfer the enforcement of these provisions to the Guam Highway Patrol.

The broad language of section 2 would also affect agencies other than the Department of Revenue and Taxation. The Department of Public Works enforces certain provisions in Title 16. DPW issues permits for vehicles which exceed size and weight limits.<sup>2</sup> And DPW may restrict the use

<sup>2</sup> 16 GCA § 5114.

<sup>&</sup>lt;sup>1</sup> 16 GCA § 1101.

of highways when conditions are unsafe.<sup>3</sup> The broad language of section 2 would also preempt the Governor's authority over traffic control in the interest of civil defense.<sup>4</sup> There may be other laws which "pertain to vehicular traffic," but are enforced by entities other than GPD.

In order to avoid the many known and unknown problems the broad language of section 2 would create, I suggest that the second sentence in § 3103.1 of the bill be changed to read: "The Guam Highway Patrol shall have primary jurisdiction over the enforcement of all laws in Guam which are currently enforced by the Guam Police Department and which pertain to vehicular traffic on Guam roads and highways, traffic safety and the investigation of traffic accidents and violations." This language would make it clear that the jurisdiction of the Guam Highway Patrol is limited by the current jurisdiction of the Guam Police Department.

Senseramente,

JOSEPH T. DUENAS

4 10 GCA § 65111.

<sup>&</sup>lt;sup>3</sup> 16 GCA § 5115.

#### FISCAL NOTE BUREAU OF BUDGET AND MANAGEMENT RESEARCH

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BBMR-F7

Bill Number: <u>604(COR)</u>				Date Receiv	ed:	06/29/98			
Amendatory Bill: Yes				Date Review	red(	06/15/98			
Department/Agency Aff									
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Total FY Appropriation	to Date: <u>5 27</u>	<u>,500,000</u>							
Bill Title (preamble):									
An act to create the Cua	m Highway Ps	ntrol as a pe	rmanent division (	of the Guam H	olice Depa	rtment and to mandate			
minimum staffing levels		-			· •				
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Change in Law: <u>Yes</u> .		Rill's Impa	rt on Present Prog	ram Funding	:				
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ANALYST Milling DATE MILLOND DATE MILLIN DIRECTOR maneer Malumeter DATE 111 17 1988 Christine D.F. Quichocho Joseph E. Rivera, Acting

**FUOTNOTE:** The proposed legislation establishes a permanent division within the Cuam Police Department created as the Guam Highway Patrol. The legislation proposes to maintain a staffing level of no less than thirty

(30) officers. The officers assigned this proposed division shall wear a special signia or some sort in order to differentiate these particular officers. The proposed legislation does not appropriate a specific amount of funits however the bill does propose the utilization of the Governor's Transfer Authority in order that this particular division be established. Per E.O. 98-14, the former Traffic Investigation Section under the Criminal Investigation Division was redesignated to the GPD Highway Patrol Section or simply the Highway Patrol Section. This proposed legislation will pose a fiscal impact for additional personnel, supplies and equipment specifically the outlitting for these officers as well as the possible costs of capital outlay. Please be apprised of the following:

W DUNK JU

#### General Fund Appropriation Status

Fiscal Year 1998 general fund adopted revenues available for appropriation, as adopted in Public Law 24-59 is \$353,292,790 (includes \$7,600,000 Autonomous Agency Fund, \$7,000,000 Use Tax, \$3,200,000 & Custom & Immigration Reimbursement). The current appropriation level against the General Fund up to P.L. 24-205 and continuing appropriations for debt service total \$390,353,559. This leaves a fiscal year budgetary shortfall of (\$37,060,769). Additionally, the prospect of collecting the \$7,600,000 Autonomous Agency Fund and the \$7,000,000 Use Tax is not likely to be realized. As such, the budgetary shortfall may increase by another \$14,000,000 adding to the budgetary shortfall.

Tiscal Year 1990 Revenues (T.L. 34-50)	\$353,202,700
Less: Appropriation to date	<u>390,353,559</u>
Revenue available for appropriation	(37.060.769)