

# **ANNUAL SYNAR REPORT**

**42 U.S.C. 300x-26**

**OMB № 0930-0222**

## **GUAM**

## **FFY 2008**



U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES  
Substance Abuse and Mental Health Services Administration  
Center for Substance Abuse Prevention  
[www.samhsa.gov](http://www.samhsa.gov)

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## INTRODUCTION

The Annual Synar Report (ASR) format provides the means for States to comply with the reporting provisions of the Public Health Service Act (42 U.S.C. 300x-26) and the Tobacco Regulation for the SAPT Block Grant (45 C.F.R. 96.130 (e)).

Public reporting burden for the collection of information is estimated to average 15 hours for Section I and 3 hours for Section II, including the time for reviewing instructions, completing and reviewing the collection of information, searching existing data sources, and gathering and maintaining the data needed. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing the burden, to SAMHSA Reports Clearance Officer; Paperwork Reduction Project (#####-#####); 1 Choke Cherry Road, 7<sup>th</sup> Floor Rockville, Maryland 20857

An agency may not conduct or sponsor and a person is not required to respond to a collection of information unless it displays a currently valid OMB control number. The OMB control number for this project is 0930-0222 with an expiration date of 10-31-2010.

### **How the Synar report helps the Center for Substance Abuse Prevention**

In accordance with the tobacco regulations, States are required to provide detailed information on progress made in enforcing youth tobacco access laws (FFY xxxx Compliance Progress) and future plans to ensure compliance with the Synar requirements to reduce youth tobacco access rates (FFY xxxx Intended Use Plan). These data are required by 42 U.S.C. 300x-26 and will be used by the Secretary to evaluate State compliance with the statute. Part of the mission of the Center for Substance Abuse Prevention (CSAP) is to assist States<sup>1</sup> by supporting Synar activities and providing technical assistance helpful in determining the type of enforcement measures and control strategies that are most effective. This information is helpful to CSAP in improving technical assistance resources and expertise on enforcement efforts and tobacco control program support activities, including State Synar Program support services, through an enhanced technical assistance program involving conferences and workshops, development of training materials and guidance documents, and on-site technical assistance consultation.

### **How the Synar report can help States**

The information gathered for the Synar report can help States describe and analyze sub-State needs for program enhancements. These data can also be used to report to the State legislature and other State and local organizations on progress made to date in enforcing youth tobacco access laws when aggregated statistical data from State Synar reports can demonstrate to the Secretary the national progress in reducing youth tobacco access problems. This information will also provide Congress with a better understanding of State progress in implementing Synar, including State difficulties and successes in enforcing retailer compliance with youth tobacco access laws.

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<sup>1</sup>The term State is used to refer to all the States and territories required to comply with Synar as part of the Substance Abuse Prevention and Treatment Block Grant Program requirements (42 U.S.C. 300x-64 and 45 C.F.R. 96.121).

### **Getting assistance in completing the Synar report**

If you have questions about programmatic issues, you may call CSAP's Division of State Programs at (240) 276-2413 and ask for your respective State Project Officer, or contact your State Project Officer directly by telephone or e-mail using the directory provided. If you have questions about fiscal or grants management issues, you may call the Grants Management Officer, Office of Program Services, Division of Grants Management, at (240) 276-1404.

### **Where and when to submit the Synar report**

The Annual Synar Report (ASR) must be received by SAMHSA no later than December 31, 2007. The ASR must be submitted in the **approved OMB report format**. Use of the approved format will avoid delays in the review and approval process. The chief executive officer (or an authorized designee) of the applicant organization must sign page 1 of the ASR certifying that the State has complied with all reporting requirements.

Submit one signed original of the report, one additional copy, and an electronic version on either CD-ROM or 3.5" diskette to the Grants Management Officer at the address below:

Grants Management Officer  
Office of Program Services, Division of Grants Management  
Substance Abuse and Mental Health Services Administration

#### **Regular Mail:**

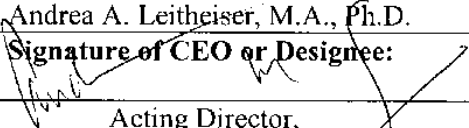
1 Choke Cherry Road, Rm.7-1103  
Rockville, Maryland 20857

#### **Overnight Mail:**

1 Choke Cherry Road, Rm.7-1103  
Rockville, Maryland 20850

### FFY 2008: FUNDING AGREEMENTS/CERTIFICATIONS

The following form must be signed by the Chief Executive Officer or an authorized designee and submitted with this application. Documentation authorizing a designee must be attached to the application.

<b>PUBLIC HEALTH SERVICES ACT AND SYNAR AMMENDMENT</b>
42 U.S.C. 300x-26 requires each State to submit an annual report of its progress in meeting the requirements of the Synar Amendment and its implementing regulation (45 C.F.R. 96.130) to the Secretary of the Department of Health and Human Services. By signing below, the chief executive officer (or an authorized designee) of the applicant organization certifies that the State has complied with these reporting requirements and the certifications as set forth below.
<b>SYNAR SURVEY SAMPLING METHODOLOGY</b>
The State certifies that the Synar survey sampling methodology on file with the Center for Substance Abuse Prevention and submitted with the Annual Synar Report for FFY 2005 is up-to-date and approved by the Center for Substance Abuse Prevention.
<b>SYNAR SURVEY INSPECTION PROTOCOL</b>
The State certifies that the Synar Survey Inspection Protocol on file with the Center for Substance Abuse Prevention and submitted with the Annual Synar Report for FFY2005 is up-to-date and approved by the Center for Substance Abuse Prevention.
<b>State:</b> Guam
<b>Name of Chief Executive Officer or Designee:</b> Andrea A. Leitheiser, M.A., Ph.D.
<b>Signature of CEO or Designee:</b> 
<b>Title:</b> Acting Director, Department of Mental Health and Substance Abuse
<b>Date Signed:</b> 12/30/2007
<b>If signed by a designee, a copy of the designation must be attached</b>

## SECTION I: FFY 2007(Compliance Progress)

### YOUTH ACCESS LAWS, ACTIVITIES, AND ENFORCEMENT

*42 U.S.C. 300x-26 requires the States to report information regarding the sale/distribution of tobacco products to individuals under age 18.*

**1. Please indicate any changes or additions to the State tobacco statute(s) relating to youth access since the last reporting year. Please attach a photocopy of the change(s) in the State law(s) if any was made since the last reporting year. (See 42 U.S.C. 300x-26)**

**a. Has there been a change in the *minimum sale age* for tobacco products?**

Yes  No

*If Yes, current minimum age:*  19  20  21

**b. Have there been any changes in State law that impact the State's *protocol for conducting Synar inspections*?  Yes  No**

*If Yes, indicate change (check all that apply):*

Changed to require that law enforcement conduct inspections of tobacco outlets

Changed to make it illegal for youth to possess, purchase or receive tobacco

Changed to require ID to purchase tobacco

Other change(s) *(please describe)*: \_\_\_\_\_

**c. Have there been any changes in the law concerning *vending machines*?**

Yes  No

*If Yes, indicate change (check all that apply):*

Total ban enacted

Banned from location(s) accessible to youth

Locking device or supervision required

Other change(s) *(please describe)*: \_\_\_\_\_

**d. Have there been any changes in State law that impact the following?**

Licensing of tobacco vendors  Yes  No

Penalties for sales to minors  Yes  No

**2. Describe how the Annual Synar Report (see 45 C.F.R. 96.130(e)) and the State Plan (see 42 U.S.C. 300x-51) were made public within the State prior to submission of the ASR. (Check all that apply)**

Placed on file for public review

- Posted on a State agency Web site (please provide exact web address)  
http://www.healthychoicesguam.org/tobacco/synar.htm
- Notice published in a newspaper or newsletter
- Public hearing
- Announced in a news release, a press conference, or discussed in a media interview
- Distributed for review as part of the SAPT Block Grant application process
- Distributed through the public library system
- Published in an annual register
- Other change(s) (*please describe*): Published in the Guam Substance Abuse Epidemiological Profile updated annually

**3. Identify the following agency or agencies. (See 42 U.S.C. 300x-26 and 45 C.F.R. 96.130)**

**a. The State agency(s) designated by the Governor for oversight of the Synar requirements:**

Department of Mental Health and Substance Abuse

Has this changed since last year's Annual Synar Report?  Yes  No

**b. The State agency(s) responsible for conducting random, unannounced Synar inspections:**

Department of Mental Health and Substance Abuse

Department of Revenue and Taxation

Has this changed since last year's Annual Synar Report?  Yes  No

Both agencies are responsible for conducting random, unannounced Synar inspections and jointly conduct inspections. Both agencies are responsible for this function according to the Guam P.L. No. 24-278, Section 6120 – Enforcement states: The primary responsibility for enforcement of the Chapter shall be the Department of Revenue and Taxation (DRT) in cooperation with the Department of Mental Health and Substance Abuse (DMHSA). Inspections are coordinated and conducted jointly as members of the site inspection teams. Both agencies are responsible for merchant and community education.

**c. The State agency(s) responsible for enforcing youth tobacco access law(s):**

Department of Revenue and Taxation

Has this changed since last year's Annual Synar Report?  Yes  No

**4. Identify the State agency(s) responsible for tobacco prevention activities.**

Department of Mental Health and Substance Abuse (DMHSA)

Department of Public Health and Social Services (DPHSS)

Has the responsible agency changed since last year's Annual Synar Report?

Yes  No

**a. Describe the coordination and collaboration that occur between the agency responsible for tobacco prevention and the agency responsible for oversight of the Synar requirements. The two agencies (check all that apply):**

Are the same

Have a formal written memorandum of agreement

Have an informal partnership

Conduct joint planning activities

Combine resources

Have other collaborative arrangement(s) (please describe): The Department of Mental Health and Substance Abuse (DMHSA) and the Department of Public Health and Social Services (DPHSS) are members of the Governor of Guam's Prevention and Early Intervention Advisory Community Empowerment (PEACE), the University of Guam Tobacco Control Research Advisory Group (TAG), the Guam State Epidemiological Work Group, and assist for conducting in the annual random, unannounced Synar inspections as members of the site inspection teams. Both DMHSA and DPHSS are involved in the Coalition for a Tobacco-Free Guam, currently led by the American Cancer Society.

**5. Please answer the following questions regarding the State's activities to enforce the youth access to tobacco law(s) in FFY 2007. (See 42 U.S.C. 300x-26 and 45 C.F.R. 96.130(e))**

**a. Which one of the following describes the enforcement of youth access to tobacco laws carried out in your State? (Check one category only)**

Enforcement is conducted exclusively by local law enforcement agencies.

Enforcement is conducted exclusively by State agency(s).

Enforcement is conducted by both local and State agencies.



- b. **The following items concern penalties imposed for violations of youth access to tobacco laws by LOCAL AND/OR STATE LAW ENFORCEMENT AGENCIES. Please fill in the number requested. If State law does not provide for tobacco retailer license/permit suspension or revocation, please mark “NA”.**

PENALTY	OWNERS	CLERKS	TOTAL
Number of <u>citations issued</u>	27		27
Number of <u>finest assessed</u>	27		27
Number of <u>permits/licenses suspended</u>	0		0
Number of <u>permits/licenses revoked</u>	0		0
<i>Other</i> (please describe):	0		0

- c. **What additional activities are conducted in your State to support enforcement and compliance with State tobacco access law(s)?** *(Check all that apply)*

- Merchant education and/or training
- Incentives for merchants who are in compliance (e.g., Reward and Reminder)
- Community education regarding youth access laws
- Media use to publicize compliance inspection results
- Community mobilization to increase support for retailer compliance with youth access laws
- Other activities *(please list)*: Oral presentations of Synar at the local, national, regional, and international Tobacco Conferences; and the publication and inclusion of Synar annual results in the Guam Substance Abuse Epidemiological Profile

*Briefly describe all checked activities:*

Tobacco Prevention and Control Program for Guam:

- 1) The implementation of the Department of Mental Health and Substance Abuse’s Three-Year Tobacco Prevention and Control Plan resulted in significant achievements to include the recruitment of a full-time Tobacco Control Technical Consultant and the sub-contracting of prevention and educational services to community-based organizations. Fact sheets and other educational resources have been developed and distributed to all 19 village mayors, members and constituents of the University of Guam’s Tobacco Advisory Group, regional representatives from the Western Pacific who attended the Chiefs’ Executive Summit on Health, the participants of the 2007 Youth-for-Youth Conference, the 2007 APPEAL National Conference, National Conference on Tobacco or Health, World Tobacco Conference, Annual Asia-Pacific Conference on Tobacco or Health, 9<sup>th</sup> National Synar Workshop, and other significant events and venues held locally, regionally and nationally. A music CD entitled Rock Against Tobacco was produced by local teens, as well as a newsletter for educating their peers about the

harmful effects of tobacco use. Television and radio airtime has been secured for promoting these efforts throughout Guam.

2) Progress made in Tobacco Prevention and Control Program:

- Recruitment of Tobacco Control Technical Consultant
- Approval and Implementation of Tobacco Prevention and Control Plan
- Secured legislative approval for MSA funding extension through June 2007
- Certification of Tobacco Cessation Facilitator
- Tobacco Cessation Workshops Conducted
- Production of Audio and Print Media Educational Resources
- Development of Mass Media Campaign Plan
- APPEAL Leaders Training-of-Trainers (18 Trainers)
- APPEAL Leadership Summit (40-60 fellows)
- Increased (90%) Tobacco Vendor Compliance (P.L. 24-278)
- Membership in UOG Tobacco Advisory Group (TAG)
- Advocacy for Local Policies that support Effective Tobacco Control Strategies
- Establishment of the “Natasha Protection Act” public law, making most public places totally smoke-free (except bars)
- Training of Brief Tobacco Cessation Intervention Training to Community and School Leaders
- Training of Facilitators for Brief Tobacco Cessation Intervention Training
- Conduct Tobacco Control Community Readiness Survey among Guam’s Community key leaders for the Tobacco Control Strategic Planning Workshop
- Establishment of “Guam Quit-Line” thru Department of Public Health and Social Services with funds from the Centers for Disease Control and Prevention (CDC) and the American Legacy Foundation
- Substance Abuse Prevention Specialist Training (SAPST) provided to various community organization leaders
- Training of Trainers for Substance Abuse Prevention Specialist Training (SAPST) conducted
- Several Government of Guam agencies became 100% tobacco-free campus policy: Department of Mental Health and Substance Abuse, Department of Corrections, Guam Memorial Hospital, Guam Community College, University of Guam, and the Office of the Governor.

3) “Selling Tobacco: Fact Sheet for Vendors and Sales Clerks” were distributed to all vendors during the actual Synar Compliance Inspection Survey. These fact sheets for tobacco vendors incorporates tobacco control messages with information on the rationale and conduct of the inspections, the need for compliance by vendors, and the consequences of non-compliance. Vendors use these resources during employee orientation sessions and are also displayed in their workplaces. These facts sheets are also provided to new vendors during the initial process of obtaining a business license and during the renewal of licenses.

4) Vendors who comply with the law are awarded a “Certificate of Compliance” on the spot.

- 5) Collaborative work continues with the National APPEAL (Asian Pacific Partners for Empowerment, Advocacy and Leadership) organization to increase tobacco control leadership training for the community of Guam and the neighboring islands in the Micronesian Region.
- 6) Other activities in preventing youth access, use and possession of tobacco: Youth Leadership and Development - annual workshops, conferences and other prevention-related programs that facilitate youth empowerment:
- Annual Youth For Youth Conference – 350-400 participants from middle and high school, throughout Guam and neighboring islands
  - Annual Summer Youth Swimming and Water Safety Instruction Program – 200 youth between the age 5 to 15 years old
  - Kick Butts Day – Annual national celebration of youth advocacy, leadership, and activism in the fight against tobacco – island-wide celebration
  - Relay for Life (American Cancer Society) – island-wide celebration (all ages)

d. **Are citations or warnings issued to retailers or clerks who sell tobacco to minors for inspections that are part of the Synar survey?**  Yes  No

e. **If “Yes” to 5.d., please describe the State’s procedure for minimizing risk of bias to the survey results:**

For the last several years Guam conducted Synar survey inspections combined with enforcement efforts during which citations were issued to violators at the time of inspection. However, there can be potential biases, for example; chain vendors such as Mobil Gas Stations, Shell Gas Stations where they have one or two stores in each village, but these stores were targeted simultaneously during inspection.

## SYNAR SURVEY METHODS AND RESULTS

*The following questions pertain to the survey methodology and results of the Synar survey used by the State to meet the requirements of the Synar Regulation in FFY 2007. (See 42 U.S.C. 300x-26 and 45 C.F.R. 96.130)*

**6. Has the sampling methodology changed from the previous year?**

Yes  No

*The State is required to have an approved up-to-date description of the Synar sampling methodology on file with CSAP. Please submit a copy of your Synar Survey Sampling Methodology (Appendix B). If the sampling methodology changed from the previous reporting year, these changes must be reflected in the methodology submitted.*

**7. Please answer the following questions regarding the State’s annual random,**

**unannounced inspections of tobacco outlets.** (See 45 C.F.R. 96.130(d)(2))

- a. **Did the State use the optional Synar Survey Estimation System (SSES) to analyze the Synar survey data?**

Yes  No

*If Yes, attach SSES summary tables 1, 2, 3 and 4 and go to Question 8. If No, continue to Question 7b.*

- b. **Report the weighted and unweighted Retailer Violation Rate (RVR) estimates, and the standard error.**

Unweighted RVR 0.094

Weighted RVR 0.0938

Standard error (s.e.) of the (weighted) RVR 0.0053

**Fill in the blanks to calculate the right limit of the right-sided 95% confidence interval.**

$$\frac{0.0938}{\text{RVR Estimate}} + (1.645 \times \frac{0.0053}{\text{Standard Error}}) = \frac{0.1025185}{\text{Right Limit}}$$

Plus (1.645 times Standard Error) equals Right Limit

- c. **Fill out Form 1 in Appendix A (Forms).** (Required regardless of the sample design)

- d. **How were the (weighted) RVR estimate and its standard error obtained?**  
(Check the one that applies)

Form 2 (Optional) in Appendix A (Forms) (Attach completed Form 2)

Other (Please specify. Provide formulae and calculations or attach and explain the program code and output with description of all variable names.)

- e. **If stratification was used, did any strata in the sample contain only one outlet or cluster this year?**

Yes  No  No stratification

*If Yes, explain how this situation was dealt with in variance estimation.*

**f. Was a cluster sample design used?**

Yes  No

*If No, go to Question 7g.*

*If Yes, fill out and attach Form 3 in Appendix A (Forms), and answer the following question:*

**Were any certainty primary sampling units selected this year?**

Yes  No

*If Yes, explain how the certainty clusters were dealt with in variance estimation.*

**g. Report the following outlet sample sizes for the Synar survey.**

	Sample Size
<b>Effective sample size</b> (sample size needed to meet the SAMHSA precision requirement assuming simple random sampling)	
<b>Target sample size</b> (the product of the effective sample size and the design effect)	
<b>Original sample size</b> (inflated sample size of the target sample to counter the sample attrition due to ineligibility and non-completion)	447
<b>Eligible sample size</b> (number of outlets found to be eligible in the sample)	318
<b>Final sample size</b> (number of eligible outlets in the sample for which an inspection was completed)	288

**h. Fill out Form 4 in Appendix A (Forms).**

**8. Did the State's Synar survey use a list frame?**

Yes  No

*If Yes, answer the following questions about its coverage:*

**a. The calendar year of the latest frame coverage study:** DMHSA has never done a coverage study. DMHSA uses a census survey design for the Synar survey and attempts to inspect all eligible tobacco outlets annually. DMHSA will need TA in designing and implementing a coverage study of tobacco retailers on Guam.

**b. Percent coverage from the latest frame coverage study:** N/A

**c. Was a new study conducted in this reporting period?**  Yes  No

*If Yes, please complete Appendix D (List Sampling Frame Coverage Study) and submit it with the Annual Synar Report.*

d. The calendar year of the next coverage study planned: \_\_\_\_\_  
\_\_\_\_\_

9. Has the Synar survey inspection protocol changed from the previous year?

Yes  No

*The State is required to have an approved up-to-date description of the Synar inspection protocol on file with CSAP. Please submit a copy of your Synar Survey Inspection Protocol (Appendix C). If the inspection protocol changed from the previous year, these changes must be reflected in the protocol submitted.*

a. Provide the inspection period: From: 09/01/07 To: 09/08/07  
MM/DD/YY MM/DD/YY

b. Provide the number of youth inspectors used in the current inspection year:

14

NOTE: If the State uses SSES, please ensure that the number reported in 9.b. matches that reported in SSES Table 4, or explain any difference.

c. **Fill out and attach Form 5 in Appendix A (Forms).** *(Not required if the State used the Synar Survey Estimation System (SSES) to analyze the Synar survey data)*

## SECTION II: FFY 2008 (Intended Use):

*Public law 42 U.S.C. 300x-26 of the Public Health Service Act and 45 C.F.R. 96.130 (e) (4, 5) require that the States provide information on future plans to ensure compliance with the Synar requirements to reduce youth tobacco access.*

**1. In the upcoming year, does the State anticipate any changes in the:**

- Synar sampling methodology     Yes     No  
Synar inspection protocol         Yes     No

*If changes are made in either the Synar sampling methodology or the Synar inspection protocol, the State is required to obtain approval from CSAP prior to implementation of the change and file an updated Synar Survey Sampling Methodology (Appendix B) or an updated Synar Survey Inspection Protocol (Appendix C), as appropriate.*

**2. Please describe the State's plans to maintain and/or reduce the target rate for Synar inspections to be completed in FFY 2008. Include a brief description of plans for law enforcement efforts to enforce youth tobacco access laws, activities that support law enforcement efforts to enforce youth tobacco access laws, and any anticipated changes in youth tobacco access legislation or regulation in the State.**

For 2007, Guam continues to conduct training of all youth and adult inspectors prior to the day of the inspections held on September 1, 2007 and September 8, 2007, respectively. Annual Synar team training is mandatory for new inspectors as well as experienced adult and youth inspectors. These protocols will continue to be adhered to in FYY 2008.

Guam will continue it's educational and advocacy efforts to enhance awareness of its youth tobacco access laws and local policies that support effective tobacco control strategies. Guam also intends to continue its current practice of citing and applying the collection of fines to ensure compliance with the law.

Guam will develop a comprehensive strategic plan for Synar that will strengthens collaboration among Synar partners that addresses all elements such as random, unannounced inspections, merchant education, community education, and enforcement.

Prevention and Training Branch's strategic plan for 2005-2009, includes goals to enhance tobacco vendor compliance and reduce the availability of tobacco to youth. Reducing youth retail access is also a component of the PEACE Project's comprehensive strategic plan for 2006-2009.

**3. Describe any challenges the State faces in complying with the Synar regulation. (Check all that apply)**

- Limited resources for law enforcement of youth access laws
- Limited resources for activities to support enforcement and compliance with youth tobacco access laws
- Limitations in the State youth tobacco access laws
- Limited public support for enforcement of youth tobacco access laws
- Limitations on completeness/accuracy of list of tobacco outlets
- Limited expertise in survey methodology
- Laws/regulations limiting the use of minors in tobacco inspections
- Difficulties recruiting youth inspectors
- Geographic, demographic, and logistical considerations in conducting inspections
- Cultural factors (e.g., language barriers, young people purchasing for their elders)
- Issues regarding sources of tobacco under tribal jurisdiction
- Other challenges (*please list*): the issue of youth access through non-commercial sources; access to military installations

*Briefly describe all checked challenges and propose a plan for each, or indicate the State's need for TA related to each relevant challenge:*

Guam faces some challenges in complying with the SYNAR regulation:

- Limited resource for law enforcement of youth access laws –The number of enforcement personnel is extremely limited within the Department of Revenue and Taxation.
- Difficulty recruiting youth inspectors – Guam's attempt to recruit and achieve a more balanced inspector distribution relative to age/gender; it was difficult to recruit specifically 16 and 17 years old males who feel that it is "not cool" to participate in a "sting operation."
- Limitation on completeness and accuracy of tobacco outlet list – The official list of Guam's tobacco outlets is still being worked on for complete accuracy, since the FFY 2006 inspection. It is difficult to locate the physical addresses of some of the listed tobacco outlets, however, the Guam Bureau of Land Management is currently developing an updated map of Guam which may prove useful in future Synar inspections.
- Geographic, demographic and logistical considerations – Because of periodic natural disasters such as typhoons, many street signs are non-existent, making identification of minor streets problematic. A significant proportion of tobacco show owners are Korean, Vietnamese, and Chinese, and occasionally, language barriers are encountered. In addition, Guam's public agencies have no jurisdiction and access to tobacco vendors inside military installations; thus these establishments are not inspected for compliance.
- Cultural factors – As a small island, many Guam residents are known to each other.



This has resulted in numerous situations where either the youth inspector and/or the adult inspector and compliance officer is recognized by the tobacco vendor. Also, it is not an uncommon practice in many villages for adults to direct children to buy cigarettes for them.

- Other factors – Data from Guam’s 2002 Youth Tobacco Survey (YTS) revealed that majority of Guam’ youth obtain their cigarettes from non-commercial sources, limiting the Synar regulation’s ability to impact in a meaningful way on youth tobacco use. Data on youth smokers who purchase cigarettes from stores indicate that about 1 in 4 purchase cigarettes from stores in 2005, down from about 1 in 3 in 2001. A significant drop in cigarette smoking among high school students occurred in 1999 and then in 2003. The drop in 1999 could be attributed to the heightened publicity about the law prohibiting sales of tobacco products to minors. However smoking rates stabilized over the next 2 years. The next drop in high school smoking occurred in 2003 when taxes on cigarettes increased by 1400% and DMHSA launched its tobacco control media campaign. Overall, Guam’s youth smoking rate is still 30% higher than the national average. This indicate the importance of consistent enforcement of the Synar law and the need and effectiveness of a comprehensive approach to tobacco use prevention among youth, utilizing both price and non-price measures to reduce demand for tobacco products.

## **APPENDIX A: FORMS**

**FORM 1 (Required for all States not using the Synar Survey Estimation System (SSES) to analyze the Synar Survey data)**

Complete Form 1 to report sampling frame and sample information and to calculate the unweighted retailer violation rate using results from the current year's Synar survey inspections.

**Instructions for Completing Form 1:** In the top right hand corner of the form, provide the State name and reporting Federal fiscal year (FFY 2007). Provide the remaining information by stratum if stratification was used. Make copies of the form if additional rows are needed to list all the strata.

Column 1: *If stratification was used:*

1(a) Sequentially number each row.

1(b) Write in the name of each stratum. All strata in the State must be listed.

*If no stratification was used:*

1(a) Leave blank.

1(b) Write "State" in the first row (indicates that the whole state is a single stratum).

*Note for unstratified samples: for columns 2-5, wherever the instruction refers to "each stratum," report the specified information for the State as a whole.*

Column 2: 2(a) Report the number of over-the-counter (OTC) outlets in the sampling frame in each stratum.

2(b) Report the number of vending machine (VM) outlets in the sampling frame in each stratum.

2(c) Report the combined total of OTC and VM outlets in the sampling frame in each stratum.

Column 3: 3(a) Report the estimated number of eligible OTC outlets in the OTC outlet population in each stratum.

3(b) Report the estimated number of eligible VM outlets in the VM outlet population in each stratum.

3(c) Report the combined total estimated number of eligible OTC and VM outlets in the total outlet population in each stratum.

*The estimates for Column 3 can be obtained from the Synar survey sample as the weighted sum of eligible outlets by outlet type.*

Column 4: 4(a) Report the number of eligible OTC outlets for which an inspection was completed, for each stratum.

4(b) Report the numbers of eligible VM outlets for which an inspection was completed, for each stratum.

4(c) Report the combined total of eligible OTC and VM outlets for which an inspection was completed, for each stratum.

Column 5: 5(a) Report the number of OTC outlets found in violation of the law as a result of completed inspections, for each stratum.

5(b) Report the number of VM outlets found in violation of the law as a result of completed inspections, for each stratum.

5(c) Report the combined total of OTC and VM outlets found in violation of the law as a result of completed inspections, for each stratum.

Totals: For each sub-column (a-c) in Columns 2-5, provide totals for the State as a whole in the last row of the table. These numbers will be the sum of the numbers in each row for the respective column.

**FORM 1 (Required for all States not using the Synar Survey Estimation System (SSES) to analyze the Synar Survey data)**

**Summary of Synar Inspection Results by Stratum**

State Guam  
FFY 2008

(1)		(2)			(3)			(4)			(5)		
STRATUM		NUMBER OF OUTLETS IN SAMPLING FRAME			ESTIMATED NUMBER OF ELIGIBLE OUTLETS IN POPULATION			NUMBER OF OUTLETS INSPECTED			NO. OF OUTLETS FOUND IN VIOLATION DURING INSPECTIONS		
(a) Row #	(b) Stratum Name	(a) Over-the-Counter (OTC)	(b) Vending Machines (VM)	(c) Total Outlets (2a+2b)	(a) Over-the-Counter (OTC)	(b) Vending Machines (VM)	(c) Total Outlets (3a+3b)	(a) Over-the-Counter (OTC)	(b) Vending Machines (VM)	(c) Total Outlets (4a+4b)	(a) Over-the-Counter (OTC)	(b) Vending Machines (VM)	(c) Total Outlets (5a+5b)
	State	447	0	447	318	0	318	288	0	288	27	0	27
	State	447	0	447	318	0	318	288	0	288	27	0	27

**RECORD COLUMN TOTALS ON LAST LINE (LAST PAGE ONLY IF MULTIPLE PAGES ARE NEEDED)**

**FORM 2 (Optional)**

**Appropriate for stratified simple or systematic random sampling designs.**

Complete Form 2 to calculate the weighted RVR. This table (in Excel form) is designed to calculate the weighted RVR for stratified simple or systematic random sampling designs, accounting for ineligible outlets and non-complete inspections encountered during the annual Synar survey.

**Instructions for Completing Form 2:**

In the top right hand corner of the form, provide the State name and reporting Federal fiscal year (FFY2008).

- Column 1: Write in the name of each stratum into which the sample was divided. These should match the strata reported in Column 1(b) of Form 1.
- Column 2: Report the number of outlets in the sampling frame in each stratum. These numbers should match the numbers reported for the respective strata in Column 2(c) of Form 1.
- Column 3: Report the original sample size (the number of outlets originally selected, including substitutes or replacements) for each stratum.
- Column 4: Report the number of sample outlets in each stratum that were found to be eligible during the inspections. Note that this number must be less than or equal to the number reported in Column 3 for the respective strata.
- Column 5: Report the number of eligible outlets in each stratum for which an inspection was completed. Note that this number must be less than or equal to the number reported in Column 4. These numbers should match the numbers reported in Column 4(c) of Form 1 for the respective strata.
- Column 6: Report the number of eligible outlets inspected in each stratum that were found in violation. These numbers should match the numbers reported in Column 5(c) of Form 1 for the stratum.
- Column 7: Form 2 (in Excel form) will automatically calculate the stratum RVR for each stratum in this column. This is calculated by dividing the number of inspected eligible outlets found in violation (Column 6) by the number of inspected eligible outlets (Column 5). The State unweighted RVR will be shown in the Total row of Column 7.
- Column 8: Form 2 (in Excel form) will automatically calculate the estimated number of eligible outlets in the population for each stratum. This calculation is made by multiplying the number of outlets in the sampling frame (Column 2) times the number of eligible outlets (Column 4) divided by the original sample size (Column 3). Note that these numbers will be less than or equal to the numbers in Column 2.
- Column 9: Form 2 (in Excel form) will automatically calculate the relative stratum weight by dividing the estimated number of eligible outlets in the population for each stratum in Column 8 by the Total of the values in Column 8.
- Column 10: Form 2 (in Excel form) will automatically calculate each stratum's contribution to the State weighted RVR by multiplying the stratum RVR (Column 7) by the relative stratum weight (Column 9). The weighted RVR for the State will be shown in the Total row of Column 10.
- Column 11: Form 2 (in Excel form) automatically calculates the standard error of each stratum's RVR (Column 7). The standard error for the State weighted RVR will be shown in the Total row of Column 11.

FFY: 2008 State: Guam  
Date: 12/01/2007

TOTAL: For Columns 2-6, Form 2 (in Excel form) provides totals for the State as a whole in the last row of the table. For Columns 7-11, it calculates the respective statistic for the State as a whole.

**FORM 2 (Optional) Appropriate for stratified simple or systematic random sampling designs.**

Calculation of Weighted Retailer Violation Rate										
										State: <b>Guam</b>
										FFY: <b>2008</b>
(1) Stratum Name	(2) N Number of Outlets in Sampling Frame	(3) n Original Sample Size	(4) n1 Number of Sample Outlets Found Eligible	(5) n2 Number of Outlets Inspected	(6) x Number of Outlets Found in Violation	(7) $p=x/n2$ Stratum Retailer Violation Rate	(8) $N'=N(n1/n)$ Estimated Number of Eligible Outlets in Population	(9) $w=N'/\text{Total}$ Column 8 Relative Stratum Weight	(10) pw Stratum Contribution to State Weighted RVR	(11) s.e. Standard Error of Stratum RVR
State	447	447	318	288	27	0.094	318	1.00000	0.0938	0.0053
<b>TOTAL</b>	447	447	318	288	27	0.094	318	1.00000	0.0938	0.0053

- N - number of outlets in sampling frame
- n - original sample size (number of outlets in the original sample)
- n1 - number of sample outlets that were found to be eligible
- n2 - number of eligible outlets that were inspected
- x - number of inspected outlets that were found in violation
- p - stratum retailer violation rate ( $p=x/n2$ )
- N' - estimated number of eligible outlets in population ( $N'=N*n1/n$ )
- w - relative stratum weight ( $w=N'/\text{Total Column 8}$ )
- pw - stratum contribution to the weighted retailer violation rate
- s.e. - standard error of the stratum RVR

**FORM 3 (Required when a cluster design is used for all States not using the Synar Survey Estimation System (SSES) to analyze the Synar survey data)**

Complete Form 3 to report information about primary sampling units when a cluster design was used for the Synar survey.

**Instructions for Completing Form 3:**

In the top right hand corner of the form, provide the State name and reporting Federal fiscal year (FF2007).

Provide information by stratum if stratification was used. Make copies of the form if additional rows are needed to list all the strata.

Column 1: Sequentially number each row.

Column 2: *If stratification was used:* Write in the name of stratum. All strata in the State must be listed.

*If no stratification was used:* write "State" in the first row to indicate that the whole state constitutes a single stratum.

Column 3: Report the number of primary sampling units (PSUs) (i.e., first-stage clusters) created for each stratum.

Column 4: Report the number of PSUs selected in the original sample for each stratum.

Column 5: Report the number of PSUs in the final sample for each stratum.

TOTALS: For Columns 3-5, provide totals for the State as a whole in the last row of the table.

<b>Summary of Clusters Created and Sampled</b>				
				<b>State:</b> _____
				<b>FFY:</b> _____
(1) Row #	(2) Stratum Name	(3) Number of PSUs Created	(4) Number of PSUs Selected	(5) Number of PSUs in the Final Sample
<b>TOTAL</b>				



**FORM 4 (Required for all States not using the Synar Survey Estimation System (SSES) to analyze the Synar Survey data)**

Complete Form 4 to provide detailed tallies of ineligible sample outlets by reasons for ineligibility and detailed tallies of eligible sample outlets with noncomplete inspections by reasons for noncompletion.

**Instructions for Completing Form 4:**

In the top right hand corner of the form, provide the State name and reporting Federal fiscal year (FF2005).

Column 1(a): Enter the number of sample outlets found ineligible for inspection by reason for ineligibility. Provide the total number of ineligible outlets in the row marked “**Total**”.

Column 2(a): Enter the number of eligible sample outlets with noncomplete inspections by reason for noncompletion. Provide the total number of eligible outlets with noncomplete inspections in the row marked “**Total**”.

<b>Inspection tallies by reason of ineligibility or noncompletion</b>			
		<b>State</b>	Guam
		<b>FFY</b>	2008
(1) INELIGIBLE		(2) ELIGIBLE	
Reason for ineligibility	(a) Counts	Reason for noncompletion	(a) Counts
Out of business	45	In operation but closed at time of visit	25
Does not sell tobacco products	25	Unsafe to access	1
Inaccessible by youth	15	Presence of police	0
Private club or private residence	0	Youth inspector knows salesperson	0
Temporary closure	0	Moved to new location	1
Unlocatable	34	Drive thru only/youth inspector has no driver's license	0
Wholesale only/Carton sale only	1	Tobacco out of stock	3
Vending machine broken	0	Run out of time	0
Duplicate	5	Other noncompletion reason(s) <i>(describe)</i>	0
Other ineligibility reason(s) <i>(describe)</i> Clerk was already informed of inspection by other stores (i.e. Chain stores such as Duty Free Shoppers); store was shut-down by Government for non-compliance.	4		
<b>Total</b>	<b>129</b>	<b>Total</b>	<b>30</b>

**FORM 5 (Required for all States not using the Synar Survey Estimation System (SSES) to analyze the Synar survey data)**

Complete Form 5 to show the distribution of outlet inspection results by age and gender of the youth inspectors.

**Instructions for Completing Form 5:**

In the top right hand corner of the form, provide the State name and reporting Federal fiscal year (FFY2007).

Column 1: Enter the number of attempted buys by youth inspector age and gender.

Column 2: Enter the number of successful buys by youth inspector age and gender.

If the inspectors are age eligible but the gender of the inspector is unknown, include those inspections in the "OTHER" row. Calculate subtotals for males and females in rows marked SUBTOTALS. Sum SUBTOTALS for male, female, and OTHER and record in the bottom row marked TOTAL. Verify that that the TOTAL of attempted buys and successful buys equal the total for Column 4(c) and Column 5(c), respectively, on Form 1. If the totals do not match, please explain any discrepancies.

Synar Survey Inspector Characteristics		State
		Guam
		FFY
		2008
	(1) Attempted Buys	(2) Successful Buys
<b><u>Male</u></b>		
15 yrs	54	2
16 yrs	58	6
17 yrs	14	1
18 yrs		
<b>MALE SUBTOTAL</b>	126	9
<b><u>Female</u></b>		
15 yrs	70	1
16 yrs	59	9
17 yrs	33	8
18 yrs		
<b>FEMALE SUBTOTAL</b>	162	18
<b>OTHER</b>		
<b>TOTAL</b>	288	27

## **Appendices B & C: Forms**

### Instructions

Appendix B (Sampling Design) and Appendix C (Inspection Protocol) are to reflect the State's CSAP-approved sampling design and inspection protocol. These appendices, therefore, should generally describe the design and protocol and are not to be modified with year-specific information. Please note that any changes to either appendix must receive CSAP's advance written approval. To facilitate the State's completion of this section, simply "cut and paste" the previously approved sampling design (Appendix B) and inspection protocol (Appendix C).

**APPENDIX B**

**STATE:** Guam  
**FFY:** 2008

**SYNAR SURVEY SAMPLING METHODOLOGY**

**1. What type of sampling frame is used?**

- List frame *(Go to Question 2)*
- Area frame *(Go to Question 3)*
- List-assisted area frame *(Go to Question 2)*

**2. List all sources of the list frame. Indicate the type of source from the list below. Provide a brief description of the frame source. Explain how the lists are updated (method), including how new outlets are identified and added to the frame. In addition, explain how often the lists are updated (cycle). (After completing this question, go to Question 4)**

*Use the corresponding number to indicate Type of Source in the table below:*

- 1** – Statewide commercial business list
- 2** – Local commercial business list
- 3** – Statewide tobacco license/permit list
- 4** – Statewide retail license/permit list
- 5** – Statewide liquor license/permit list
- 6** – Other

Name of Frame Source	Type of Source	Description	Updating Method and Cycle
Tobacco License List	3	Under Guam P.L. 24-278, a Vendor or Store must obtain a tobacco vendor license from the Department of Revenue and Taxation in order to sell tobacco products.	The owner of an establishment wishing to sell tobacco products must complete an initial tobacco license application at the Department of Revenue and Taxation. This license must be renewed annually.

**3. If an area frame is used, describe how area sampling units are defined and formed.**

a. Is any area left out in the formation of the area frame?  Yes  No

If Yes, what percentage of the State's population is not covered by the area frame?

\_\_\_\_\_ %

4. Federal regulation requires that vending machines be inspected as part of the Synar survey. Are vending machines included in the Synar survey?

Yes  No

If No, please indicate the reason they are not included in the Synar survey.

State law bans vending machines

State law bans vending machines from locations accessible to youth

State has SAMHSA approval to exempt vending machines from the survey

Other (please describe): \_\_\_\_\_

5. Which category below best describes the sample design? (Check only one)

Census (STOP HERE: Appendix B is complete)

**Unstratified State-wide sample:**

Simple random sample (go to Question 9)

Systematic random sample (go to Question 6)

Single-stage cluster sample (go to Question 8)

Multi-stage cluster sample (go to Question 8)

**Stratified sample:**

Simple random sample (go to Question 7)

Systematic random sample (go to Question 6)

Single-stage cluster sample (go to Question 7)

Multi-stage cluster sample (go to Question 7)

Other (please describe and go to Question 9): \_\_\_\_\_

6. Describe the systematic sampling methods. (After completing Question 6, go to Question 7 if stratification is used. Otherwise go to Question 9.)

**7. Provide the following information about stratification**

**a. Provide a full description of the strata that are created.**

**b. Is clustering used within the stratified sample?**

**Yes** *(go to Question 8)*

**No** *(go to Question 9)*

**8. Provide the following information about clustering**

**a. Provide a full description of how clusters are formed.** *(If multi-stage clusters are used, give definitions of clusters at each stage.)*

**b. Specify the sampling method (simple random, systematic, or probability proportional to size sampling) for each stage of sampling and describe how the method(s) is (are) implemented.**

**9. Provide the formulae for determining the effective, target, and original outlet sample sizes.**

APPENDIX C

STATE: Guam  
FFY: 2008

SYNAR SURVEY INSPECTION PROTOCOL

*Note: Attach a copy of the inspection form and protocol used to record the inspection result.*

**1. How does the State Synar survey protocol address the following?**

**a. Consummated buy attempts?**

- Required  Not Permitted  
 Permitted under specified circumstances  Not specified in protocol

**b. Youth inspectors to carry ID?**

- Required  Not Permitted  
 Permitted under specified circumstances  Not specified in protocol

**c. Adult inspectors to enter the outlet?**

- Required  Not Permitted  
 Permitted under specified circumstances  Not specified in protocol

**d. Youth inspectors to be compensated?**

- Required  Not Permitted  
 Permitted under specified circumstances  Not specified in protocol

**2. Identify the agency(s) or entity(s) that actually conduct the random, unannounced Synar inspections of tobacco outlets. (Check all that apply)**

- Law enforcement agency(s)  
 State or local government agency(s) other than law enforcement  
 Private contractor(s)  
 Other

List the agency name(s): The Department of Mental Health and Substance Abuse, the Department of Revenue and Taxation, the Youth For Youth Organization (NGO), and Community volunteers

**3. Are Synar inspections combined with law enforcement efforts (i.e., do law enforcement issue warnings or citations to retailers found in violation of the law at the time of the inspection)?**

- Always  Usually  Sometimes  Rarely  Never

**4. Describe the methods used to recruit, select, and train youth inspectors and adult supervisors.**

The methods used to recruit, select and train youth inspectors and adult supervisors are described in detail in Guam's Manual of Procedures for Tobacco Vendors Inspection, which was developed by the Department of Mental Health and Substance Abuse specifically to guide the Synar inspections process.

**5. Are there specific legal or procedural requirements instituted by the State to address the issue of youth inspectors' immunity when conducting inspections?**

**a. Legal**             **Yes**             **No** (*If Yes, please describe*):

Section 6120 of Guam P.L. 24-278 specifically states that "Participation in these enforcement activities by a minor shall *not* constitute a violation of Section 6116 of this Chapter, and the minor is immune from prosecution or penalties thereunder, or under any other provision of law prohibiting the purchase of these products by minors."

**b. Procedural**     **Yes**             **No** (*If Yes, please describe*):

Guam's Manual of Procedures includes a section on "Legal Considerations" which address issues related to confidentiality, protection of the minors' identities, immunity for youth inspectors, and non-involvement of youth inspectors of legal proceedings arising from the inspections process.

**6. Are there specific legal or procedural requirements instituted by the State to address the issue of the safety of youth inspectors during all aspects of the Synar inspection process?**

**a. Legal**             **Yes**             **No** (*If Yes, please describe*):

**b. Procedural**     **Yes**             **No** (*If Yes, please describe*):

Guam's Manual of Procedures emphasizes the importance of ensuring the safety of youth inspectors throughout the inspection process. Specifically, youth inspectors are instructed to never venture into any establishment where they may feel unsafe, and to retreat immediately if upon entry into a store, they have a reason to feel uncomfortable or unsafe. In addition, Guam's Manual of Procedures makes it mandatory for adult inspectors to always be within the vicinity of a youth inspector during an attempted buy.

**7. Are there any other legal or procedural requirements the State has regarding how inspections are to be conducted (e.g., age of youth inspector, time of inspections,**



**training that must occur)?**

**a. Legal**             **Yes**             **No** (*If Yes, please describe*):

Guam P.L. 24-278 Section 6120 outlines all of the legal requirements relating to the conduct of inspections, including the enlistment of youth inspectors from ages 12-17, the necessity for parental consent in writing, the right to use video recording equipment during inspections, the necessity to avoid entrapment by mandating all youth inspectors to answer truthfully when asked about their age, the need for adult supervision of all youth inspectors, and the role of the adult inspector in informing the vendor of non-compliance with the law only after the youth inspector has left the premises.

**b. Procedural**       **Yes**             **No** (*If Yes, please describe*):

Guam's Manual of Procedures outlines in detail the requirements for inspection, consistent with the law and with recommended CSAP protocols. One item of note is that the Manual of Procedures prescribes the recruitment of youth inspectors' aged 14-17, consistent with Federal guidelines, although Guam's law allows for youth as young as 12 to participate.

**APPENDIX D**

**STATE:** Guam

**FFY:** 2008

**List Sampling Frame Coverage Study**  
*(LIST FRAME ONLY)*

**1. Calendar year of the coverage study:** N/A

**2. Percent coverage found:** Unknown %  
*(Provide calculation of the percent coverage)*

**3. Provide a description of the coverage study methods and results.**