



MISSION

- Facilitate trade and commerce
- Provide overall border protection



Why CQA Is Modernizing Now

CURRENT LEGACY SYSTEM

1950s

Manual entry process still running today

Urgent need to transition to modern automated trade infrastructure



Pan American Clipper Arrives at Apra Harbor, Guam

Digital Process Gap

Traders and stakeholders moved to digital processes; CQA entry procedures stayed paper-based

Clearance Efficiency

Improve clearance efficiency within a limited resource envelope

Strategic Location

Leverage Guam's geographic position to attract traders and investors

Global Standards

Adopt compliance tools built on proven global standards

Data & Policy Intelligence

Capture import and export data for policy and analysis



UN trade & development



ASYCUDA
Automated System for Customs Data



Automated SYstem for CUstoms DAta (ASYCUDA)

Modernizing Guam Customs & Preparing the Port Community

Briefing Slides

Public Law 38-109 • Proposed ASYCUDA Rules • Stakeholder Consultation
Guam Customs and Quarantine Agency | September 2026



GLOBAL REACH OF ASYCUDA

100+ countries and territories worldwide

GLOBAL REACH OF ASYCUDA 100+ countries and territories worldwide

More than four decades of Customs modernization experience,
including numerous Small Island Developing States and Pacific jurisdictions.

Guam's implementation builds upon an established international
Customs platform rather than an untested system.



Why ASYCUDA — and Why Now?

CONTEXT

The law moves Guam toward an official automated customs management environment.

Legislative Mandate

Public Law 38-109 added 5 GCA § 73157 and mandates ASYCUDA as CQA's official customs management system.

Implementation

CQA and UNCTAD executed the implementation agreement in September 2026, moving the project from authorization into implementation.

Rulemaking

The Director must promulgate AAL rules governing effective use, security, integrity, access, confidentiality, retention and continuity.

“The Director.. Shall, within 180 days of the effective date of this act, promulgate rules and regulations... to govern the effective use, security, integrity, access controls, confidentiality, data retention, and continuity of operations of ASYCUDA, and to ensure compliance with applicable local, federal, and international customs, trade, and border security requirements.”(PL 38-109 signed into law April 8, 2026)

Port users are directly affected because ASYCUDA will govern how cargo information, manifests, declarations, supporting records and release-related data are submitted and processed.

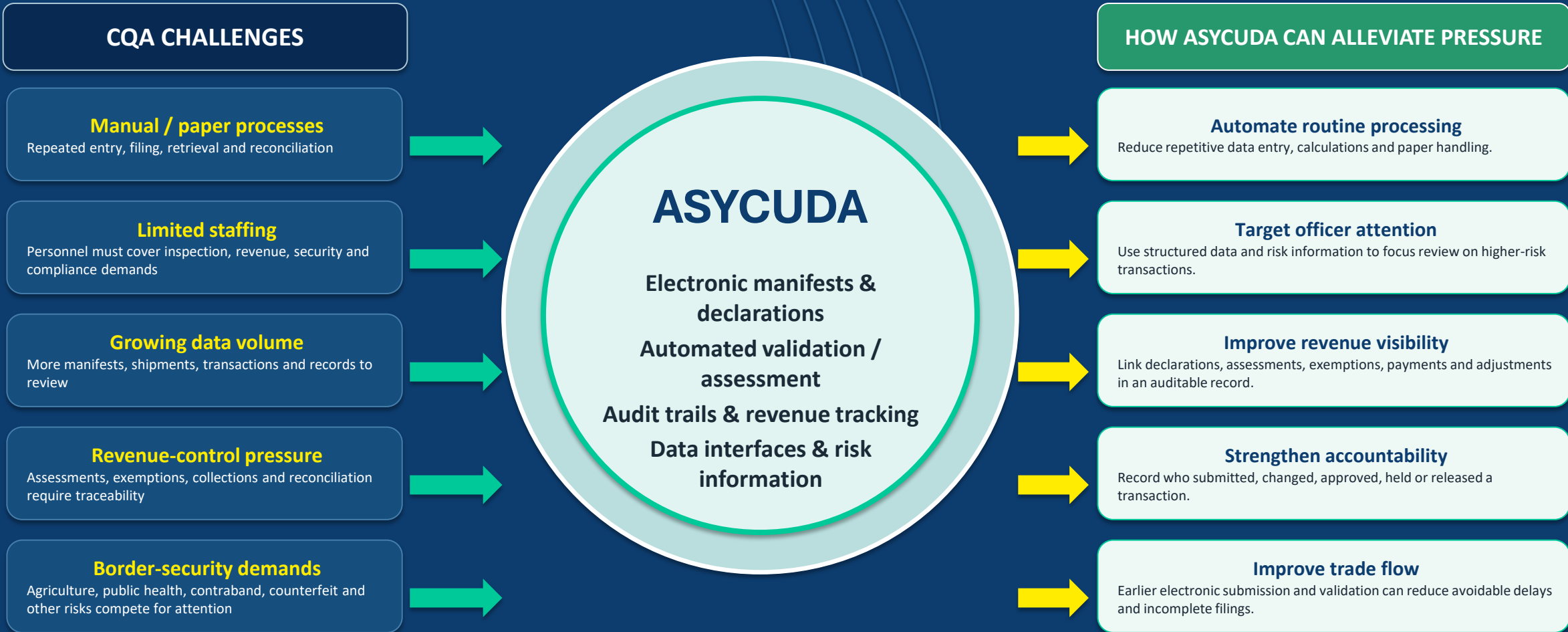
Rulemaking is the legal framework; system configuration, testing, training and phased deployment are the operational implementation.

Source: P.L. 38-109 / 5 GCA § 73157; CQA proposed ASYCUDA rules.



ASYCUDA: Technology as a Force Multiplier for CQA

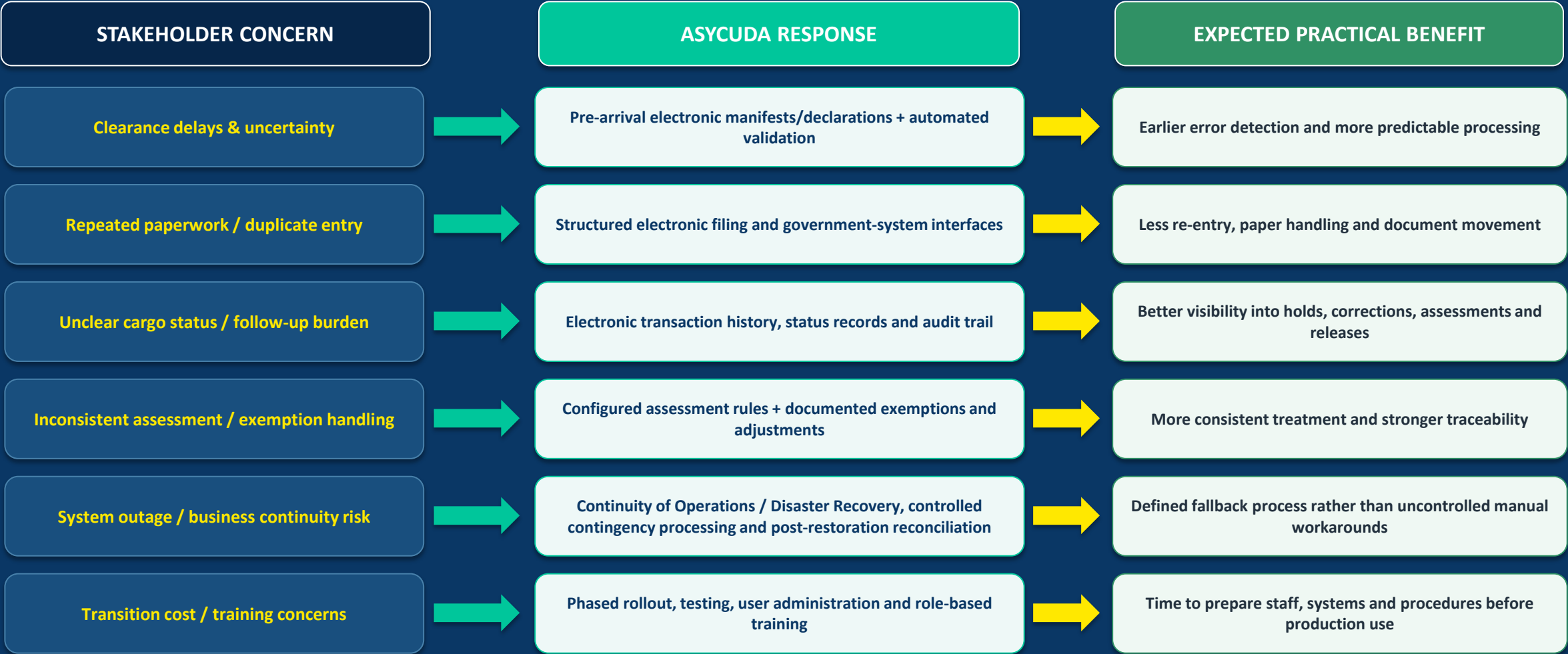
Automation can reduce repetitive administrative workload so limited personnel can focus on inspection, enforcement, compliance and higher-risk activity.



ASYCUDA does not replace Customs Officers — it helps CQA use scarce personnel, data and time more effectively.

ASYCUDA: Addressing Port Users Group Stakeholder Concerns

A more predictable, transparent and electronic customs environment — while preserving security and legal controls.



Key message: ASYCUDA should make compliance easier to understand and transactions easier to trace — not simply move existing paperwork onto a computer.

Illustrative stakeholder-impact graphic based on the current CQA proposed ASYCUDA rules; final workflows, interfaces and deployment requirements remain subject to rulemaking, configuration, testing and stakeholder consultation.

What Public Law 38-109 Requires

LAW

Key statutory requirements most relevant to the port and trade community.

Electronic Processing

Electronic receipt, processing and retention of cargo and passenger data, manifests and declarations.

Government Interfaces

Electronic interface and data sharing with DRT and government-wide financial or revenue systems to the maximum extent practicable.

Revenue Assurance

Accurate assessment, collection, accounting and reporting of duties, use taxes, fees and other revenues.

Government Data Control

Guam retains ownership, control and timely access to customs and revenue-related data regardless of hosting arrangements.

Information Sharing

Authorized MOUs and data-sharing arrangements may support customs, revenue, enforcement, border security and trade facilitation.



What the Modernization Is Intended to Fix

PURPOSE

The statute and rulemaking respond to weaknesses associated with fragmented/manual customs processing.

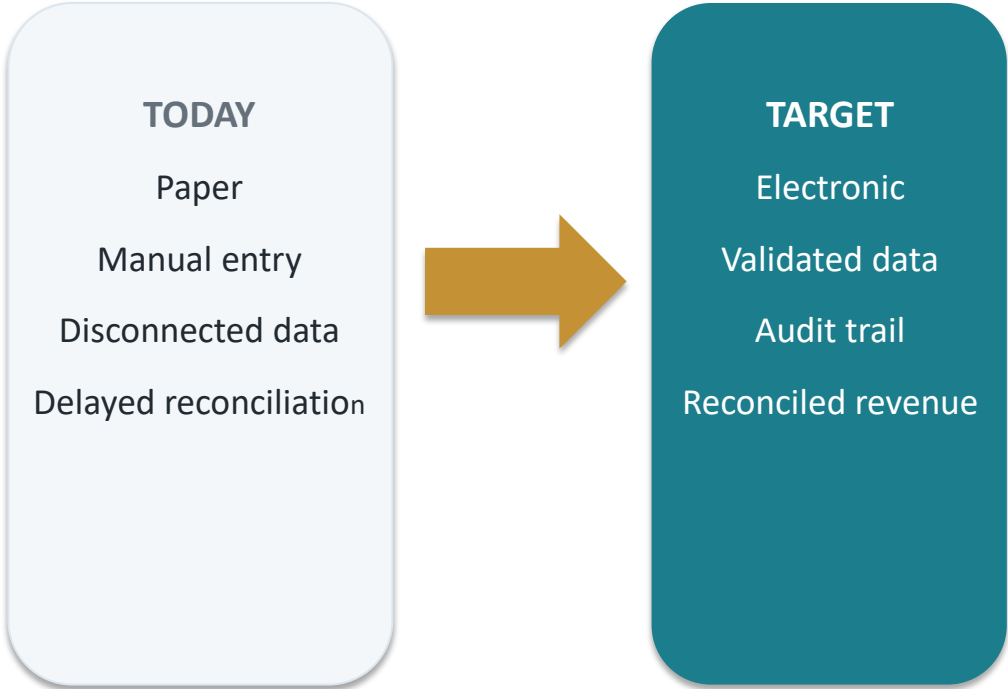
Paper-dependent and fragmented workflows that slow processing and make transaction histories difficult to reconstruct.

Unreliable or incomplete revenue information and weak linkage among assessment, exemption, payment, refund, adjustment and deposit records.

Limited system interfaces and repeated manual entry across government and trade processes.

Weak exemption documentation, collection controls and reconciliation processes.

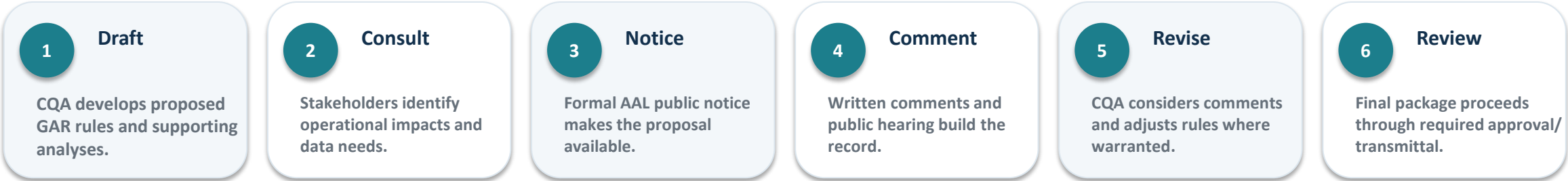
Operational exposure to error, revenue leakage, fraud, waste and abuse.



purpose reflected in the proposed rulemaking package.

Rulemaking: What It Means for Port Users

The AAL process turns the statutory mandate into enforceable operating rules.



Stakeholder consultation now is an opportunity to identify implementation issues before final operating requirements are locked in.

The proposed rules are not the same as final system configuration; technical details will also be implemented through SOPs, policies, further rulemaking and user guidance.

What the Proposed Rules Cover

DRAFT RULES

The draft creates the governance framework around the ASYCUDA system.

Electronic Filing

Manifests, declarations, supporting records, amendments and electronic transactions.

Users & Access

Registration, identity verification, roles, least privilege and account lifecycle.

Data & Audit

Validation, corrections, logs, traceability and records integrity.

Revenue Controls

Assessment, exemptions, collections, refunds, reconciliation and exception handling.

Security

Cybersecurity, confidentiality, incident response and third-party safeguards.

Continuity

Backups, disaster recovery, contingency processing and restoration reconciliation.

Interoperability

DRT, financial systems and other authorized government interfaces.

External Users

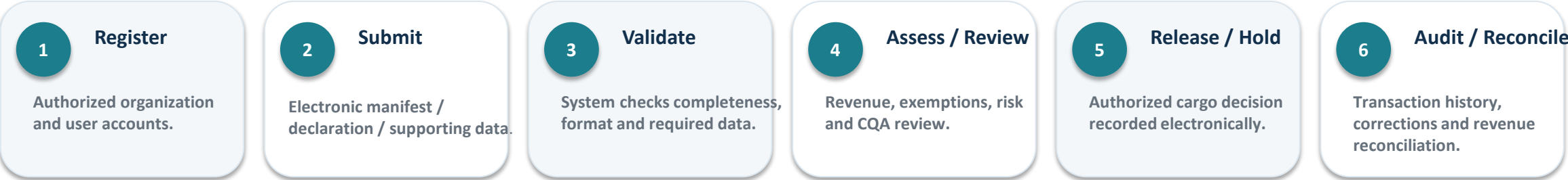
Training, terms of use, responsibilities and phased transition.

Source: CQA consolidated proposed ASYCUDA rules, including electronic processing, access, revenue, security, continuity and external-user provisions.



How Port Users May Experience the New Environment

Illustrative future-state flow based on the proposed rules; final workflows remain subject to configuration and rulemaking.



Master / House Shipment Data

The draft specifically addresses carrier, NVOCC, consolidator and deconsolidator relationships and supports master/house shipment reporting.

Electronic Does Not Mean Uncontrolled

Corrections, overrides, exemptions and release actions are intended to remain attributable, documented and auditable.

Who in the Port Community Is Affected?

STAKEHOLDERS

The rules are designed around the full cargo and customs-processing chain.

Ocean carriers

Manifest and shipment data; vessel/cargo reporting.

Non-Vessel-Operating Common Carriers (NVOCCs)

House/master shipment relationships; filing responsibility.

Freight forwarders

Electronic data submission and supporting records.

CFS operators

Cargo custody, records and system/user access.

Importers / exporters

Declarations, supporting documents, exemptions and compliance.

Customs representatives

Authorized filing, credentials and accountability.

Terminal / cargo operators

Operational data, holds/releases and coordination.

Local/Federal Government partners

Revenue, agriculture, health, environment, port and other lawful interfaces.



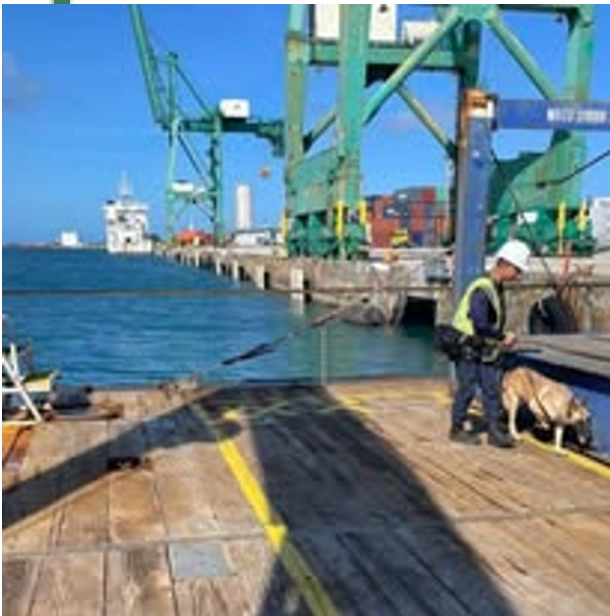
What Changes Now — and What Does Not

TRANSITION

Implementation will be phased; the contract signing does not instantly replace current procedures.

NOW

- Rulemaking and stakeholder consultation commence.
- Business-process mapping and ASYCUDA configuration proceed.
- CQA identifies external-user, data, training and interface requirements.
- Port users should identify operational dependencies, costs and transition risks.



NOT YET

- Existing procedures do not disappear solely because the UNCTAD agreement was signed.
- Final filing formats, interface specifications and production dates remain subject to development.
- No assumption should be made that every legacy paper step will simply be copied into ASYCUDA.
- Final obligations depend on adopted rules and implementation notices.

Data, Security & Accountability

CONTROL

Modernization increases electronic access — and therefore requires stronger controls.

Role-Based Access

Unique accounts, least privilege, privileged-access controls, suspension/termination and periodic review.

Confidentiality

Protection of customs, commercial, personal, law-enforcement-sensitive and security information.

Auditability

Logs and transaction histories designed to identify material submissions, changes, overrides and release actions.

Government Data Control

Guam retains ownership, control and timely access to customs and revenue data.

Continuity

Contingency transactions during outages remain controlled, numbered, auditable and reconciled after restoration.

Economic & Operational Impacts Under Review

IMPACT

CQA is assessing both compliance costs and potential efficiencies.

Potential Costs

- Staff training time
- User/account administration
- Hardware or connectivity upgrades
- Software/interface development
- Business-process transition
- Electronic recordkeeping

Economic Impact Is Still Being Assessed CQA is gathering stakeholder information to determine the anticipated costs and benefits of implementation. No conclusion has yet been made regarding annual economic impacts. Currently, CQA has invested \$1.7 M for UNCTAD to develop ASYCUDA specifically for Guam.

Potential Benefits

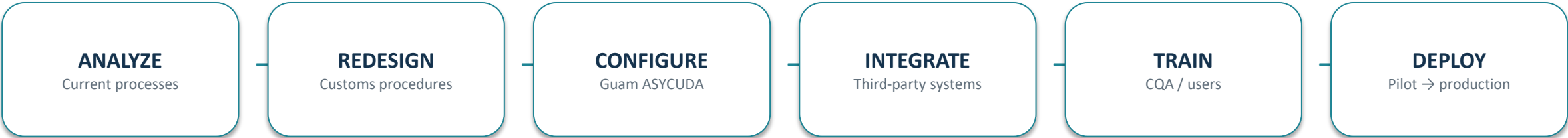
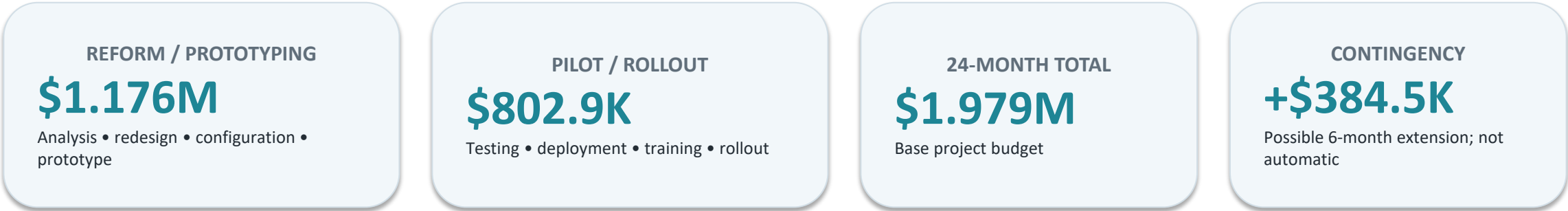
- Reduced paper and physical storage
- Less duplicate data entry
- Earlier error detection
- Faster processing and cargo visibility
- Better revenue reconciliation
- Stronger audit trails
- Improved trade facilitation

Source: CQA Preliminary Economic / Cost Impact Assessment framework prepared for the ASYCUDA rulemaking.



BLUF — Guam’s ASYCUDA Implementation Investment

The signed CQA–UNCTAD project funds a 24-month modernization effort—not merely a software purchase.



KEY MESSAGE

The project budget identifies ASYCUDA software at \$0; the public investment is primarily implementation expertise, process reform, configuration, training, integration and deployment.

BLUF — \$1.979M Is Not the Full Government Cost

CQA must separately provide personnel, facilities and enabling ICT resources; post-project support costs are not yet fixed.

KNOWN / IDENTIFIED

- **UNCTAD 24-month project**
\$1,978,827
- **Potential 6-month contingency**
\$384,465
- **CQA Project Manager + full-time National Project Team**
Government-provided
- **Facilities, local transport, communications / internet**
Government-provided
- **ICT/network, database, middleware & commercial software**
Government-provided

TO BE QUANTIFIED / BUDGETED

- CQA salary/benefit and backfill opportunity costs
- Additional infrastructure, hosting, cybersecurity and disaster recovery
- Equipment replacement and continuing training
- Interface maintenance and future system enhancements
- Post-project UNCTAD regional support agreement — cost to be finalized during implementation
- Stakeholder EDI/API, training and integration impacts — to be determined through consultation

Economic-impact framing: separate Government investment from private-sector compliance/integration impacts.

“CQA is making a substantial public investment in this modernization. We now need your assistance to make sure that investment produces a system that works not only for Customs, but for the people and businesses that interact with Customs every day.”



What CQA Needs From the Port Users Group

ENGAGEMENT

Early operational input will help shape workable rules, configuration, training and transition.

1

Which current customs steps create the greatest delay, duplication or uncertainty?

2

What cargo/manifests/declaration data can your systems already transmit electronically?

3

Do you use master/house bills, EDI, APIs or other structured electronic interfaces today?

4

What lead time would your organization need for testing, training and production transition?

5

What system-integration, staffing, equipment or recurring costs do you anticipate?

6

What contingency process is essential if ASYCUDA or connectivity is temporarily unavailable?

7

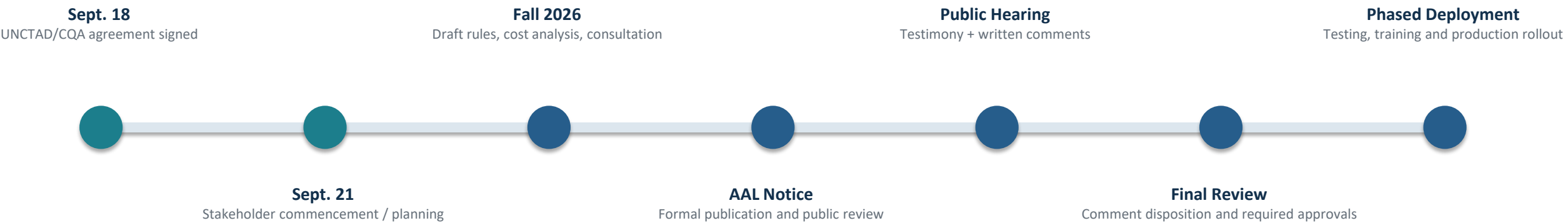
What existing process should not simply be replicated electronically?

8

What specific rule language or implementation requirement should CQA clarify?

Rulemaking & Implementation: Near-Term Roadmap

Dates are planning targets and may be adjusted as the AAL process and technical implementation proceed.

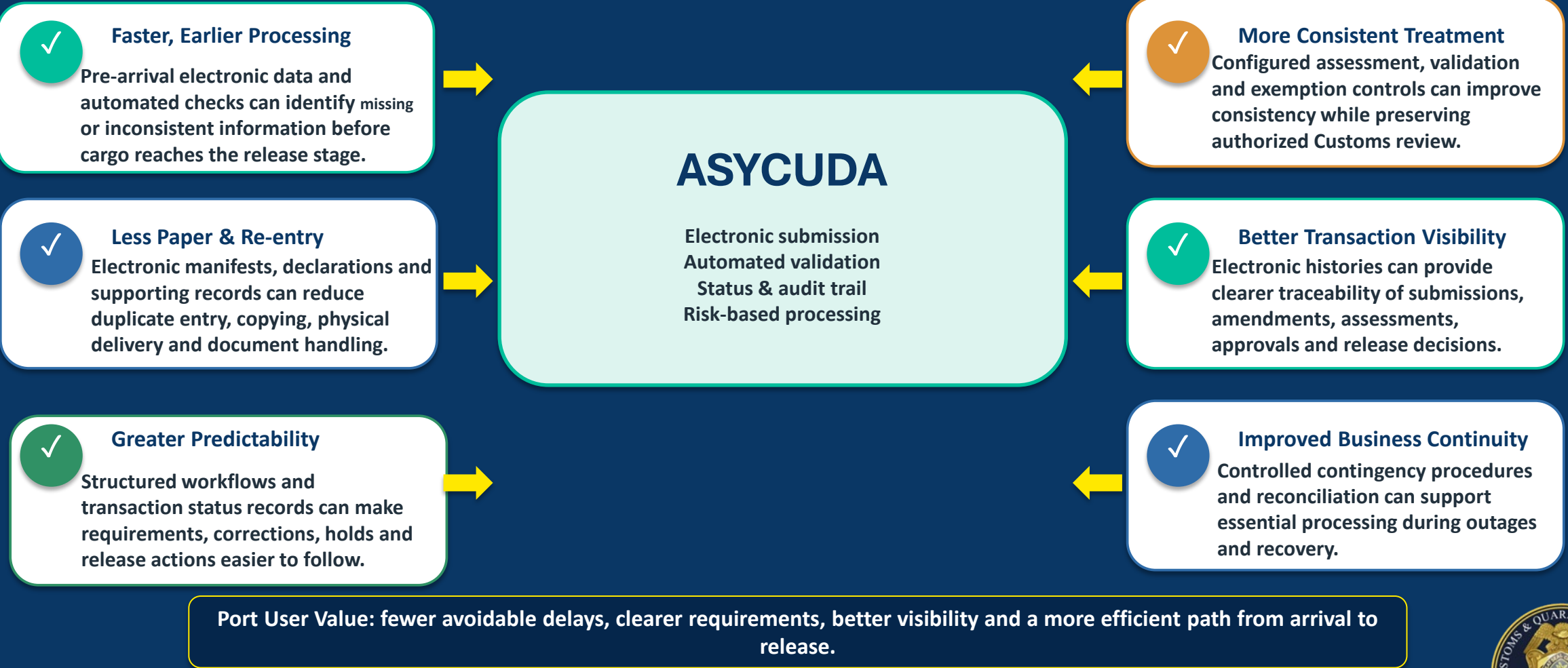


Key message

Stakeholders will receive formal notice and opportunities to comment before the proposed rules become final.

How ASYCUDA Benefits Port Users

A more predictable, transparent and efficient customs transaction — from pre-arrival submission through cargo release.



ASYCUDA Modernization Will Require Additional Rulemaking

The initial rules establish system governance. Future rulemaking will address the trade, licensing, security and compliance framework needed to fully operationalize ASYCUDA in Guam.

INITIAL RULEMAKING

- Effective use
- Security & integrity
- Access controls
- Confidentiality
- Data retention
- Continuity of operations
- Core electronic governance



SUBSEQUENT RULEMAKING / IMPLEMENTATION FRAMEWORK

Guam Commodity Coding
Develop Guam-specific use of a 6-8 digit Harmonized System commodity code framework for declarations, assessment, statistics and risk analysis.

ASYCUDA Access & Authorized Users
Define eligibility, registration, identity verification, roles, training/certification, account approval, suspension and revocation.

Customs Brokers / Representatives
Establish the authorized role, qualifications, responsibilities and accountability of persons acting for importers or filers.

Bonding Requirements
Establish when bonds are required, acceptable forms/amounts, CQA approval, liability, claims, release and enforcement procedures.

CFS Licensing & Oversight
Create licensing/renewal requirements for Container Freight Stations and conditions for operating within CQA-controlled or sterile environments.

Sterile-Area Security & Employee Vetting
Establish access authorization, background/vetting requirements, employee rosters, identification, security controls and continuing compliance.

FEE FRAMEWORK

Licensing • renewal • training/certification • authorization • inspection/service fees, where legally authorized

Goal: build the legal, licensing and fee framework around the technology — with charges tied to lawful authority, cost recovery and transparent rulemaking.

A Modern Customs System Requires Port Community Participation

CQA's goal: secure, reliable and auditable customs processing.

Port users' role: identify operational realities, transition needs and practical impacts.

Next step: review the proposed framework and provide specific, documented feedback.

Questions / Discussion

