

BUREAU OF STATISTICS AND PLANS
Government of Guam
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Edward Byrne Memorial Justice Assistance Grant (JAG) Program

Guam's FY 2016 Byrne JAG Grant Application
Program Narrative

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EXECUTIVE SUMMARY

The Bureau of Justice Assistance (BJA) requires applicants for the FY 2016 Edward Byrne Memorial Justice Assistance Grant (JAG) Program to submit a program narrative that identifies the state's strategy/funding priorities and provide descriptions of the sub-grant process, the programs to be funded, the state's strategic planning process, any additional coordination efforts, and to identify how performance measure data will be collected and reported.

The JAG Program is the primary provider of federal criminal justice funding to state and local jurisdictions. JAG funds support all components of the criminal justice system from multijurisdictional drug task forces to courts, corrections, treatment, and justice information sharing initiatives. JAG funded projects may address crime through the provision of services to individuals and/or communities and by improving the effectiveness and efficiency of criminal justice systems, processes, and procedures. The JAG Program allows states and local jurisdictions to support a broad range of activities to prevent and control crime based on their own local needs and conditions and provide agencies with the flexibility to prioritize and place justice funds where they are most needed.

Guam's Fiscal Year 2013 – 2016 Strategy for Drug Control, Violent Crime and Criminal Justice Systems Improvement was finalized in August 2013 and revised in June 2014 reflects that Guam will use the FY 2016 Justice Assistance Grant funds to fund the last year of the four year grant to address improving the functioning of Guam's criminal justice system with the limited local revenue resources. The strategy pulls together limited resources and targets them to programs to prevent or reduce crime and violence and which permit capacity building, which could not have otherwise been implemented. The SAA will be having a stakeholder meeting in July 2016 to begin the planning process to identify the priority areas to address Guam's new strategic plan to cover FY 2017 – FY 2020.

INTRODUCTION

State Administering Agency

The Governor of Guam has designated the Bureau of Statistics and Plans as the state administering agency (SAA) to apply for and administer the Edward Byrne Justice Assistance Grant Program. Specifically, the SAA is responsible for coordination of JAG funds among Guam's justice initiatives, preparation and submission of the Guam's JAG application, administration of JAG funds including establishing funding priorities, ensuring an inclusive planning process to include consultation with criminal justice stakeholders, distributing funds, monitoring sub-recipients' compliance with all JAG special conditions and provisions, and providing ongoing assistance to sub-recipients, and submitting quarterly financial reports (FFR425) and performance metrics reports, annual programmatic reports, and annual sub-grant information.

Initially created under Public Law 12-200, the Bureau of Planning's mission was redefined during 1990 by Public Law 20-147. In 2002 it was once again redefined by Public Law 26-76 and its name was changed to the Bureau of Statistics and Plans.

Public Law 20-147, as amended by Public Law 26-76, stipulates in statute that it is the Bureau of Statistics and Plans' responsibility to undertake any planning activity that is not being carried out or that is not the function of another department. The Bureau has the legislative flexibility to appraise, coordinate, prepare and assist in the development of a wide range of plans, policies and studies that further economic, social, land use, environmental and infrastructure goals, priorities and planning activities. This flexibility is reflected in the Bureau's mission statement. It is further mandated to disseminate and make available economic, social, and physical data and information for researches, policy makers and the public.

The Bureau of Statistics and Plans' mission is to ensure Guam's resources are effectively used for the benefit of present and future generations by ensuring consistency among various plans, policies and programs. In order to do this, the Bureau is committed to:

- Serve as a catalyst for planned and balanced economic, social, environmental and physical growth;
- Advise the Governor during the formulation of policies and on the interrelationships among laws, plans, policies and programs;
- Provide oversight during the formulation and integration of plans, policies and programs which further social, economic, environmental and physical development goals and priorities;
- Encourage private/public partnerships in the formulation and implementation of plans, policies and programs;
- Ensure the availability of information generated by the Government of Guam for policy and plan development;
- Provide technical and support to other Government of Guam entities in order that they can meet their missions; and

- Ensure the availability of timely and accurate statistical indices that are required to make sound decisions to improve Guam's economic viability.

PROGRAM NARRATIVE

Statement of the Problem

Guam's State Strategy / Funding Priorities

The Bureau held a Stakeholders meeting on April 4, 2013 to identify the priorities to address in Guam's FY 2013 – 2016 Multi Year Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement Strategies, and the following agencies were represented at the meeting: Office of the Attorney General, Guam Police Department, Department of Corrections, Judiciary of Guam, Department of Youth Affairs, Guam Customs and Quarantine Agency, Department of Mental Health and Substance Abuse, Department of Public Health and Social Services, Guam Homeland Security, Jose D. Leon Guerrero Port Authority of Guam Security Police, A.B. Won Pat Guam International Airport Authority Security Police, Public Defender Services Corporation, 32nd Guam Legislature Committee on Guam U.S. Military Relocation, Homeland Security, Veteran's Affairs and Judiciary. This multi-year strategy identified funding priorities based on the needs of the criminal justice programs throughout the island. The outcome of the meeting resulted in the following priorities identified to address in the development of the FY 2013-2016 Multi Year Strategy: Sexual Assault, Technology Improvement, Treatment and Rehabilitation, Law Enforcement, and Violent Crime.

Guam's Priority Issues and Proposed Program Responses

In line with the key points established in the 2013 National Drug Control Strategy, Guam's strategy has been developed to address and coordinate the following national priorities:

- Strengthen Efforts to Prevent Drug Use in Our Communities;
- Integrate Treatment for Substance Use Disorders into Health Care, and Expand Support for Recovery;
- Break the Cycle of Drug Use, Crime Delinquency, and Incarceration;
- Disrupt Domestic Drug Trafficking and Production; and
- Improve Information Systems for Analysis, Assessment, and Local Management.

Guam's ultimate long term goals are to eliminate drug use, to reduce violent crime and to improve the functioning of the criminal justice system. Guam's statewide priorities that support the National Drug Control Strategy are the following:

- Law Enforcement Priority
- Sexual Assault Priority
- Treatment and Rehabilitation Priority
- Technology Improvement Priority
- Violent Crime Priority

The applications that are funded will need to identify one of the purpose areas and at least one of the priority areas. Projects selected for funding should focus on:

- Evidence-based initiatives
- A comprehensive response to sexual assault and to monitor sex offenders
- Enhance the ability of federal and state criminal justice agencies using jointly controlled operations to remove specifically targeted mid and upper-level narcotics trafficking through investigation, arrest, prosecution, and conviction to disrupt the drug market, reduce drug threats and drug related crimes
- Reduce recidivism rates and Improve re-entry efforts
- Improve criminal justice information sharing and integrated systems
- Address the PREA mandate

Sub-Grant Award Process and Timeline

The Bureau of Statistics and Plans sub grant award process is as follows:

Project solicitation – After the grant award is received, the Bureau announces the availability of funds to eligible state agencies and nonprofit organization through a request for proposal process. The application deadline is established and an application kit with instructions is sent announced. The prospective applicants are encouraged to submit applications for evidence based programs and or practices and or data driven strategies and this is noted in the application kit and instructions.

The solicitations identifies the following: JAG program areas, project proposal deadline, a listing of the JAG proposed programs, goals and requirements, application contents (program abstract, program title, project title, grantee name, JAG program area, applicant agency and address, applicant agency DUNS number, applicant agency EIN number, location of project, project period, type of application, total project amount, other funding sources, project director, financial officer, project approach type - PMT, JAG activity type – PMT, recipient type, population services, target geographic location, crime type), description of project contents (problem statement, goals and objectives, project activities, performance indicators/outcome measures and BJA PM, organizational capabilities, project timeline, position descriptions, and probability to improve the criminal justice system) and budget and budget narrative contents.

Review Process – Once the applications have been received by the deadline, the application content is thoroughly reviewed, evaluated, and scored by the Bureau's staff. Applications that are not complete are returned back to the agency and not evaluated. Once this is done the budget for each applications is entered into an excel spreadsheet by requested line item. After this is completed, the Bureau will consult with the BBMR's budget analyst that has oversight of the applicant locally funded budget and law enforcement and resource agencies that administer federal funds. This collaboration ensures there is no duplication of funding efforts. Please note applicants must identify in their application under Other Funding Source if they have requested funding for this project. Upon the application evaluation, budget breakdown consultation, the

Bureau’s staff will go over the funding recommendation with the Director. The Director will make the final decision on the applications to be funded based on the scoring, the impact the project will have upon reducing crime, and if the proposed funded project permits capacity building that could not have otherwise have been implemented because of the lack of local resources.

Priority Area	Project Brief	Department	Item	Funding Request	Recommended for Funding	Not Recommended for Funding	Comments	Note
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FY 2016 Edward Byrne Memorial Justice Assistance Grant Program Timeline

	2016				2017				2018				2019			
	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec
Edward Byrne JAG Application Development	X															
Public Review of the FY 2016 JAG Application (June 30, 2016 to July 30, 2016)	X	X														
Completion of the Public Review and Submission of Changes to the FY 2016 JAG Narrative if applicable (Aug 2016)			X													
Develop RFP announcement of Available funds – Modification of current JAG announcement listing who can apply, purposes of funds, restrictions on funding, required performance measures and reporting requirements (September 2016)			X													
Announce the RFP to invite prospective sub grantees to submit an application for the 2016 JAG award (announcement emailed; instructions and application placed on BSP website)				X												
JAG grant acceptance and receipt of federal funding					X											
Subgrantee application deadline					X											
Grant applications reviewed and funding decisions made by SAA Office						X										
Successful applicants notified. Subgrantee Memorandum of Understanding executed							X									
Subgrantee Project Director/Financial Officer/Procurement Training to outline responsibility for managing a JAG subgrant at a fiscal and programmatic level, including required performance measures and reporting requirements								X								
Beginning of subgrant MOU and work request (January 1, 2016 to September 30, 2019) and grant funded program activities									X	X	X	X	X	X	X	X
Quarterly financial reporting (Sub grantee submits report 15 days after quarter ends.)									X	X	X	X	X	X	X	X
Quarterly program reporting and assessment of program activities. (Sub grantee submits report 15 days after the quarter ends.)									X	X	X	X	X	X	X	X
Quarterly performance measurement tool reporting online (Sub grantee submits report 15 days after the quarter ends). SAA will enter and submit the outcome measure by no later than 20 days after the quarter ends. SAA will complete review of the sub grantee PMT and submit by no later than 25 days after the quarter ends.									X	X	X	X	X	X	X	X
Sub-grantee final reporting and closeout (Due 30 days after project end date)																X
JAG final reporting and grant closeout																X

Description of the Programs to be funded

The projects to be funded will need to fall within one of the priority areas described and programs identified. In the past, JAG funds have supported a multitude of projects that prevented and/or reduced crime and violence throughout Guam. These projects included:

- U.S. Immigration and Customs Enforcement: Drug Interdiction, Money Laundering and Asset Forfeiture
- Drug Detector Dog Unit Task Force
- Violent Street Crime Prosecution Task Force
- Sex Offender Registry National Act Compliance Initiative
- Criminal Justice Records Improvement Integration
- Prosecution Case Management Information System
- Adult Correctional Management Information System
- Police Records Management Information System
- Forensic Laboratory Management Information System
- Crisis Center Enhancement of the Forensic Evidence in the Sexual Assault Medical-Legal Rape Examination
- Adult Drug Court
- Juvenile Drug Court
- Recovery Oriented System of Care Program for Substance Abuse Offenders

Guam's priority areas are the following:

- Law Enforcement Priority
- Sexual Assault Priority
- Treatment and Rehabilitation Priority
- Technology Improvement Priority
- Violent Crime Priority

JAG funds will be used to fund the last year of the program identified in Guam's Fiscal Year 2013-2016 Multi Year Strategy.

PROJECT DESIGN AND IMPLEMENTATION

Guam's Strategic Planning Process

In light of the Bureau of Statistics and Plans mission, the Bureau is responsible for development of Guam's drug control, violent crime and criminal justice systems strategic plan in consultation and coordination with Guam's officials whose duty it is to enforce drug and criminal law and direct the administration of justice. Moreover, the Bureau closely monitors its strategies to ensure that Guam is able to effectively and efficiently combat drug and violent crime and improve the criminal justice system to ensure that the activities conducted by one component of the criminal justice system do not adversely impact upon another. In addition to formulating Guam's strategy, the Bureau also make funding decisions. The Bureau determines which projects are to be funded and the specific items to be funded for each of the approved programs by addressing projects which have an impact upon reducing crime and which permit capacity building, that could not have otherwise have been implemented.

Annually, information on the resource needs, gaps in services and data as it relates to the overall operation of the criminal justice system are solicited and collected from Guam's criminal justice entities and the Bureau's resource entities. The information provided by the organization and the professional they represent are analyzed and utilized to support the overall plan development.

The Bureau's partners in planning are the following law enforcement entities and resource entities:

- Office of the Attorney General
- Guam Police Department
- Department of Corrections
- Judiciary of Guam
- Department of Youth Affairs
- Guam Customs and Quarantine Agency
- Department of Mental Health and Substance Abuse
- Department of Public Health and Social Services
- Guam Homeland Security
- Jose D. Leon Guerrero Port Authority of Guam
- A.B. Won Pat Guam International Airport Authority
- Guam Housing and Urban Renewal Authority
- Department of Public Works Office of Highway Safety
- Governor's Federal Program Office
- Guam Department of Education
- Public Defender Services Corporation
- 32nd Guam Legislature Committee on Guam U.S. Military Relocation, Homeland Security, Veteran's Affairs & Judiciary
- 32nd Guam Legislature Committee on Public Safety, Infrastructure & Maritime Transportation
- 32nd Guam Legislature on Health & Human Services, Health Insurance Reform, Economic Development, & Senior Citizens

The Bureau held a Stakeholders meeting on April 4, 2013 to identify the priorities to address in Guam's FY 2013 – 2016 Multi Year Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement Strategies, and the following agencies were represented at the meeting: Office of the Attorney General, Guam Police Department, Department of Corrections, Judiciary of Guam, Department of Youth Affairs, Guam Customs and Quarantine Agency, Department of Mental Health and Substance Abuse, Department of Public Health and Social Services, Guam Homeland Security, Jose D. Leon Guerrero Port Authority of Guam Security Police, A.B. Won Pat Guam International Airport Authority Security Police, Public Defender Services Corporation, 32nd Guam Legislature Committee on Guam U.S. Military Relocation, Homeland Security, Veteran's Affairs and Judiciary, and Non Profit Organization. The outcome of the meeting resulted in the following priorities identified to address in the development of the FY 2013-2016 Multi Year Strategy:

- Sexual Assault
- Technology Improvement
- Treatment and Rehabilitation
- Law Enforcement
- Violent Crime

Guam's FY 2013 – 2016 Multi Year Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement was finalized in June 2013.

Data and Analysis

Guam's strategic planning process involved the collection and analysis of data from several resources to define the problem statement from these resources: GPD's Crime In Guam Uniform Crime Reporting (UCR) Report; Guam's Corrections population data; Office of the Attorney General Sexual Assault Data; U.S. District Court Criminal Caseload Statistics; Judiciary of Guam Caseload Statistics; Sub grantee Quarter Progress Reports; Multi jurisdictional Task Force data; GPD's Forensic Science Narcotics Control Data; and Environmental "scans" of other criminal justice system issues derived from routine contacts with other state agencies.

Resource Needs and Gaps in Services

Since the development of Guam's plan and discussions with Guam's criminal justice entities, the assessment of Guam criminal justice system resource needs has continually evolved, especially with changes in technology and the lack of local resources. The identification of gaps in services and areas where additional resources are needed to develop Guam's strategic plan were categorized under prevention, law enforcement, adjudication, corrections and treatment, and information systems and technological improvement.

Guam's resource needs and gaps was developed by soliciting input from Guam's law enforcement entities, education entities, prevention entities, substance abuse entities, and Guam legislature. Coordination of JAG funds with State and Related Justice Funds Efforts have been initiated to establish coordination with other federal funded programs whose purpose is focused in drug abuse prevention, early intervention and treatment, education, prevention and other

criminal justice related areas. The Bureau of Statistics and Plans is in a good position to coordinate Byrne-funded programs with other federally funded programs in Guam as we only have one level of government and we work collaboratively with these entities, particularly those supporting state drug abuse treatment, education, prevention and other criminal justice related areas.

In addition, the Bureau of Statistics and Plans is an active member in the Public Safety semi monthly meeting, the Guam's Criminal Justice Automation Commission, the State Epidemiology Outcome Work Group, Guam's Sex Offender Registry Committee, and Prison Rape Elimination Act Committee. The Bureau's staff also keeps abreast of issues pertaining to Guam's Sexual Assault Steering Committees, Guam's Family Violence Sexual Assault Task Force, and Guam Coalition against Sexual Assault and Family Violence in consultation with our sub grantees.

Furthermore, as a member of the Guam State Clearinghouse Review process, the Bureau of Statistics and Plans reviews all drug, education, treatment, prevention, and criminal justice related grant application to coordinate the availability of grant monies to state entities from these sources to reduce duplication and fragmentation.

CAPABILITIES AND COMPETENCIES

Coordination Efforts

Developing, planning, and coordinating and facilitating multi agency statewide efforts on criminal justice issues and funding remains a primary focus of the State Administrative Agency. Efforts have been initiated to establish coordination with other justice related federally funded programs. The Bureau of Statistics and Plans reviews all proposed programs and projects for the territory wide impacts and relationship to comprehensive plans, policies, or laws through the Intergovernmental Review of Federal Programs (State Executive Order 12372) process. The department will continue to emphasize coordination and collaboration as it works to implement and administer this grant program.

Federal Participation in Strategy Development:

Federal participation in state law enforcement no longer means merely supplying money and the policy attached to it. Federal participants have become significant suppliers of expertise to Guam's governments. The Bureau of Statistics and Plans considers it both desirable and important for all concerned to have federal participation in the strategy development process through the input of U.S. Attorney Office, the Drug Enforcement Administration, the U.S. Immigration and Customs Enforcement Agency, and Bureau of Alcohol, Tobacco Firearms and Explosives. The Bureau of Statistics and Plans coordinates with these entities in the review of the Strategy.

Coordination with Other State Agencies and Funded Programs:

The Bureau of Statistics and Plans also actively pursues a cooperative, collaborative relationship with the following departments of Guam's government which receive federal funds for drug education, treatment and prevention, as well as criminal justice related issues: Office of the Attorney General, Guam Police Department, Department of Corrections, Judiciary of Guam,

Department of Youth Affairs, Guam Customs and Quarantine Agency, Department of Mental Health and Substance Abuse, Department of Public Health and Social Services, Guam Homeland Security, Guam Housing and Urban Renewal Authority, Department of Public Works Office of Highway Safety, Jose D. Leon Guerrero Port Authority of Guam, A.B. Won Pat Guam International Airport Authority, Governor's Federal Program Office, Guam Department of Education, and Public Defender Services Corporation.

GUAM'S PLAN FOR COLLECTING THE DATA REQUIRED FOR THE FY 2016 PERFORMANCE MEASURES DATA

To assist in fulfilling the accountability objectives of the JAG Formula Grant Program, as well as the Department's responsibilities under the Government Performance and Results Act of 1993 (GPRA), Public Law 103-62, applicants who receive funding under this solicitation must provide data that measure the results of their work by reporting the data on the BJA online Performance Measurement Tool (PMT). The BJA Performance Measurement Tool supports BJA grantees ability to identify, collect, and report performance measurement data on activities funded by their award.

Performance Measurement Tool

Once the Memorandum of Understanding has been established, the Bureau will create and assign a user name and password for each sub grantee. Prior to creating and assigning the user name and password, the Bureau will populate each sub grant general award information, target population, and performance indicators specific to the project. The sub grantee's project director or designated staff will then be responsible to log on to the PMT database and enter the performance indicator data 15 days after the quarter ends for the Bureau's review. The sub grantee must also attach a copy of the PMT data elements to the quarterly progress reports.

The Bureau will be responsible for collecting and reporting the outcome data for each sub grant on the PMT as this data is not readily available to the sub grants. The Bureau will review all sub grant reports on the PMT and submit the reports by no later than 30 days after the quarter ends.

Quarterly Progress Report

Quarterly Progress Report forms have been developed by the Bureau. Sub grantees must submit the quarterly progress report on funded project activities to the Bureau. The quarterly progress report is due no later than 15 days after the end of each report period that the project is funded. The report shall contain information describing progress, accomplishments, activities, problems during the reporting period, and any additional information specified by the Bureau. The sub grantee must report on the following information to the Bureau:

- Provide a brief description of the project.
- List each goal and objective, and describe the progress made towards achieving each of them.
- Describe the project activities that were accomplished during this reporting period (i.e. services/interventions provided).
- Report performance measures that document the accomplishment of the objectives. (Describe project outputs or completion of tasks (Give numeric values to: client served, individuals arrested, classes taught, etc.)) If this is the final report, describe how the project impacted/improved the criminal justice system.
- Describe in detail the outcomes related to your project. What was the results/impact of the services being provided and how was this information collected? (Again there may be a numeric value given to this information collected and a description of how it was collected.)

- Describe any problems encountered, how they impacted the program and how they were resolved.
- Are you on track to fiscally and programmatically complete your program as outlined in your project application? (Please answer YES or NO and if no, please explain.)
- What major activities are planned for the next 6 months?
- Based on your knowledge of the criminal justice field, are there any innovative programs/accomplishments that you would like to share with BJA?

Annual Performance Narrative Report

Sub grantee must submit an Annual Performance Narrative Report concerning the project activities occurring during the period of January 1st through December 31st to the Bureau. The information requested in the quarterly progress report is the same information requested in the annual performance narrative report. The annual performance narrative report is due by absolutely no later than January 10. The Annual Performance Narrative Report assists the Bureau in preparing its State Annual Report (SAR) to the Bureau of Justice Assistance. The SAR is the primary vehicle for documenting the impact of Byrne Program funding in State and local criminal justice operations.

The Bureau will create the Program Performance Measures and Narrative on the PMT for the October to September reporting period and upload the report on the GMS.

Law Enforcement Agency Training Information

The Bureau will ensure that any law enforcement agency receiving sub awarded JAG funding will submit quarterly accountability metrics data related to training on use of force, racial and ethnic bias, de-escalation of conflict, and constructive engagement with the public that officers have received.