



**Edward Byrne Memorial Justice Assistance Grant (JAG) Program**

**Draft**

**Guam FY 2024 Byrne JAG Program Narrative Application**

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## **EXECUTIVE SUMMARY**

The Bureau of Justice Assistance (BJA) requires applicants for the FY 2024 Edward Byrne Memorial Justice Assistance Grant (JAG) Program to submit a program narrative that identifies the state's funding priorities and provide descriptions of the sub-grant process, the programs to be funded, stakeholder engagement, 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 on Guam. JAG funds have been used to support all components of the criminal justice system from multijurisdictional drug task forces to courts, corrections, treatment, and justice information sharing initiatives. The JAG projects funded have addressed 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 has allowed the island of Guam to support a broad range of activities to prevent and control crime based on our own local needs and conditions and has provided local agencies with the flexibility to prioritize and place justice funds where they are most needed.

Guam is in the process of developing a new Strategy for Drug Control, Violent Crime and Criminal Justice Systems Improvement to address improving the effectiveness and efficiency of Guam's criminal justice systems and will be used to guide Byrne Justice Assistance Grant Program funds in support of critical programs needed to prevent or reduce crime and violence on Guam, information technology to improve Guam's Criminal Justice Information Systems and treatment and rehabilitation programs to address substance abuse and recidivism. The strategic plan will be developed with input from a broad range of identified stakeholders, will describe evidence-based approaches that will be used for planning, program implementation, and evaluation; and will illustrate how Guam will allocate or prioritize funding.

Guam's Multi-year Strategy will address improving the functioning of Guam's criminal justice system with the limited local revenue resources. The new updated strategy, when completed, will pull together limited resources and target them to programs to prevent or reduce crime and violence and which permit capacity building, which could not have otherwise been implemented. The updated plan will outline the types of programs to be funded by JAG award and will provide a brief analysis of the need for the programs. The plan will also identify statewide priorities and planning, and the anticipated coordination of efforts involving JAG and related justice funds. It is the intent of the strategy to ensure the safety of our island community based on capacity building for public safety, crime prevention programs that are effective, for preparedness, for treatment and rehabilitation, technology improvement and commitment of shared resources.

In the interim of a new updated Strategy for Drug Control, Violent Crime and Criminal Justice Systems Improvement for Guam, the Bureau of Statistics and Plans (Bureau), State Administering Agency (SAA), will update the its State Annual Report to provide a summary update of program implementation efforts as detailed in the statewide strategic plan and will 1) discuss the changing circumstances in the state, if any, since the strategic plan was adopted; 2) describe how the state plans to adjust funding within and among each of the JAG Program areas; 3) provide an ongoing assessment of need; 4) discuss the accomplishment of the goals identified in the strategic plan; and

5) reflect how the plan influenced funding decisions in the previous year.

In addition, as called for in the FY 2024 Edward Byrne Memorial Justice Assistance Grant (JAG) Program State Solicitation, the Bureau will also make updates to the Death in Custody Reporting Act (DCRA) State Implementation Plan. The DCRA Implementation Plan addresses the process that Guam utilizes for collecting and reporting DCRA program data with the Guam Police Department, the Guam Department of Corrections and the Guam Department of Youth Affairs.

The FY 2024 Edward Byrne Memorial Justice Assistance Grant (JAG) Program Narrative will continue to address the funding priorities identified in the 2019-2022 Strategy for Drug Control, Violent Crime and Criminal Justice Systems Improvement until a new updated strategy is in place. The priorities identified were based on the needs of Guam's criminal justice programs throughout the island. The priority areas identified are Technology Improvement, Treatment and Rehabilitation, Law Enforcement, Prevention and Education, and Corrections and Community Corrections.

## **INTRODUCTION**

### **State Administering Agency**

The Governor of Guam has designated the Bureau of Statistics and Plans as the State Administering Agency 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 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, 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 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**

The nature and extent of Guam's drug problem has not significantly changed over the years. Record seizures continue to be reported for crystal methamphetamine or “ice” from postal, cargo, and other drug investigations. Crystal methamphetamine continues to be the most commonly abused illegal drug on Guam, and it has been the prominent drug of choice on Guam over the past three decades. Marijuana is another prevalent illegal drug on Guam in addition to an emerging opioid crisis in prescription drugs and the introduction of fentanyl, and a resurgence of cocaine. The prevalence of drugs and the reported rates of drug and alcohol abuse, domestic violence and organized related activity negatively contribute to Guam’s violent crime problems.

As Guam is a small island, the effects of violent crime are magnified and negatively impact the entire island. The latest 2023 Uniform Crime Report from the Guam Police Departments (GPD) reports an average of 735 (3-year average beginning with 2021 to 2023) instances of violent crimes each year to the Federal Bureau of Investigation (FBI). The violent crimes include murder, rape, robbery, and aggravated assault. In 2023, violent crime decreased to 738 or 8% as compared to 802 in 2022.

The average property crimes reported in 2023 is 4,045 (3-year average beginning with 2021 to 2023) each year. The property crimes include burglary, larceny-theft, motor vehicle theft and arson. In 2023, property crime increased to 4,540 or 15.7% as compared to 2022 at 3,925 Property crime continued to steadily increase 6.9% from 2021 at 3,670 to 2022 at 3,925 as well. The reported increase in property crime can be attributed to the affordability of drugs in the market to include methamphetamine. Thus, funding of critical programs is needed to address prevention and reduction of crime and violence on Guam.

The need exists to continue to improve Guam’s Criminal Justice Information Systems by integrating the police, court, prosecution, and corrections criminal justice systems component to improve the quality, timeliness, and accuracy of Guam’s criminal history records. With new and changing updates in software requirements in addition to the annual maintenance for criminal justice information sharing and integration of systems, critical funding is needed to ensure the smooth migration of the New World Public Safety (formerly known as *Aegis Public Safety*) data from the Guam Police to the Office of the Attorney General’s Prosecution Case Management Information System (PCMIS), the Department of Corrections Adult Correctional Management Information System (ACMIS) and the Judiciary of Guam’s Virtual Computerized Criminal History (VCCH) Records System. Byrne JAG funding has been critical in the planned upgrades of these law enforcement information systems. The 2020 and 2021 Byrne JAG Program funds have been instrumental with the upgrades made to the Automated Fingerprint Identification System (AFIS) with the Guam Police Department, the phased upgrades with the ACMIS with DOC, the PCMIS upgrade with the OAG due to the end of life with JustWare and the upgrades with the Judiciary with the Criminal Justice Information System (CJIS) and the Criminal Justice Records Improvement (CJRI) tied to the VCCH. Continued funding for Information Technology upgrades is critical to ensure compliance with federal data reporting requirements and other mandates for criminal history arrest records and information.

There is a significant disparity also between the availability of treatment services for persons with alcohol and drug use disorders and the demand for services. This disparity is also consistent for criminal justice populations with individuals who are in need of substance abuse treatment as part of their justice system supervision but did not receive the treatments due to lack of resources to implement treatment programs or services and treatment providers. According to the Department of Corrections' Casework & Counseling Services Division and Forensic Unit, the average population of local inmates/detainees in 2023 is 830 and statistics continue to show that over 85% of those in DOC custody admitted to substance use and abuse prior to or during the commission of their arrest/crime. This number also represents individuals whose parole or probation status were revoked and incarcerated due to their substance use and abuse. The current recidivism rate of the population continues to remain at 69% (of this percentage, 18% can be attributed to parole or probation revocation, 54% for new crimes committed with violence, and 28% for non-violent offenses). With a new aggressive Attorney General, the population of local inmates/detainees has increased significantly in the past couple of months for new crimes and non-violent offenses.

By providing the much-needed treatment services or programs to persons with alcohol and drug use disorders, these programs can help reduce health and social costs of substance abuse and dependence, and increase the safety of citizens by reducing substance abuse related crime and violence.

### **Guam's State Strategy/Funding Priorities**

Guam's Fiscal Year 2019-2022 Strategy for Drug Control, Violent Crime and Criminal Justice Systems Improvement addressed improving the effectiveness and efficiency of Guam's criminal justice systems. The strategic plan was developed with input from a broad range of identified stakeholders, describes evidence-based approaches that will be used for planning, program implementation, and evaluation; and illustrates how Guam will allocate or prioritize funding.

A new Strategy for Drug Control, Violent Crime and Criminal Justice Systems Improvement is in the process of being updated. Until a new updated Strategy is in place, the funding priorities that were based on the needs of the criminal justice programs throughout the island will continue to be identified in the FY 2024 Edward Byrne Memorial Justice Assistance Grant Program Narrative. The priority areas identified are Technology Improvement, Treatment and Rehabilitation, Law Enforcement, Prevention and Education, and Corrections and Community Corrections. These funding priorities continue to remain viable and are critical to addressing Guam's criminal justice needs and will guide the development and implementation of Guam's FY 2024 Byrne JAG Program.

### **Guam's Priority Issues, Proposed Program Responses and Project Identifiers**

In line with the key points established by 2024 National Drug Control Strategy, Guam will address and coordinate the following:

- Expanding access to evidence-based treatment;
- Enhancing evidence-based harm reduction efforts;
- Reducing the supply of illicit substances;

- Cracking Down on the Global Suppliers of Illicit Drugs and Related Criminal Networks; 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. The project objectives to achieve these goals include the following: (1) establishing funding priorities, distribute funds, and provide ongoing monitoring and assistance to sub recipients; (2) reducing the violent index crime rate by 3%-5% for Guam by September 30, 2028; (3) reducing the property index crime rate by 3%-5% for Guam by September 30, 2028; (4) implement Guam’s Criminal Justice Records Improvement Integration by September 30, 2028.

Guam’s statewide priorities that support the National Drug Control Strategy are the following:

- Law Enforcement Priority
- Treatment and Rehabilitation Priority
- Planning, Evaluation & Technology Improvement Priority
- Corrections and Community Corrections Priority
- Prevention and Education Priority

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

- Evidence-based initiatives
- A comprehensive response to sexual assault
- 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
- Increase treatment and rehabilitation programs
- Develop effective criminal justice prevention and education campaigns
- Reduce recidivism rates and improve reentry efforts
- Improve criminal justice information sharing and integrated systems

The project identifiers associated with the proposed project activities are as follows:

Prosecution, justice information sharing, drug testing, drug treatment, computer software and hardware, canine drug detection, reentry, conferences and training, equipment – general, systems improvement.

**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 organizations through a request for proposal process.



The application deadline is established and an application guideline with instructions is prepared and disseminated to all eligible state agencies and nonprofit organizations. The announcement is also posted on the Bureau’s website for public interest. The prospective applicant(s) are encouraged to submit applications for evidence-based programs and or practices and or data driven strategies as noted in the application kit and instructions.

The following is identified in the project solicitation: 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 UEI number, applicant agency EIN number, location of project, project period, type of application, total project amount, other funding sources, OCR approved EEOP, LEP plan, project director, financial officer, project approach type (PMT, JAG activity type, 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 detail and budget narrative contents.

Review Process: Once project proposals are received by the deadline, the proposal content is thoroughly reviewed, evaluated, and scored by the Bureau’s staff. Applicant proposals that are not complete are returned back to the agency and not evaluated. Once this is done, the budget for each proposal is entered into an excel spreadsheet by requested line item. After this is completed, the Bureau will consult with the Bureau of Budget and Management Research’s (BBMR) Budget Analyst that has oversight of the applicant’s 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 similar funding for this project. Upon evaluation of the proposal and budget breakdown, the Bureau’s staff will go over the funding recommendation with the Director.

The Director will make the final decision on the project proposals 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. The following is the outline for the spreadsheet to guide in the funding recommendations.

Priority Area	Project Brief	Department	Item	Funding Request	Recommended for Funding	Not Recommended for Funding	Comments	Notes
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Upon the decision for subawards, the Bureau will prepare for Program Office Approval the Federal Authorization request to subaward using Byrne JAG funds in addition to the Budget Detail and Budget Narrative of the proposed subawards. The Bureau will also provide the Federal Funding Accountability and Transparency Act (FFATA) identifiers for the subwards requested for Federal

Authorization. The FFATA identifiers will include Approved Program Area, Project Brief, Agency, Point of Contacts, Mailing Address, Email Addresses, UEI Number, Work Request Number, Subgrant Account Number, and Funding Amount.

Project Timeline: Project timeline for the implementation of the FY 2023 Byrne JAG Program is as follows:

**Fiscal Year 2024 - 2028**

PROGRAM ACTIVITY	2024				2025				2026				2027				2028			
	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	Jan -Mar	Apr - Jun	Jul - Sep	Oct - Dec
<b>Bureau of Statistics and Plans (SAA) Grant Administration Activities</b>																				
The Bureau of Statistics and Plans (Bureau), the State Administering Agency (SAA) will develop the <i>draft</i> FY 2024 Edward Byrne JAG Application.			X																	
SAA will coordinate the Public Review of the FY 2024 <i>Draft</i> JAG Application.			X																	
SAA will coordinate the development of the DCRA Implementation Plan as part of the FY 2024 Edward Byrne Memorial Justice Assistance Grant Program State Solicitation			X																	
SAA will prepare the State Annual Report (required in the years between full statewide strategic plan updates) as part of the FY 2024 Edward Byrne Memorial Justice Assistance Grant Program State Solicitation			X																	
SAA will submit the FY 2024 JAG Program Narrative via the			X																	

**Fiscal Year 2024 - 2028**

PROGRAM ACTIVITY	2024				2025				2026				2027				2028			
	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	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec
USDOJ JustGrants System by due date.																				
Completion of the Public Review, Certifications regarding 8 U.S. C. 1373 and 1644, other certifications and incorporate any suggested changes to the <i>draft</i> FY 2024 JAG Program Narrative.			X																	
SAA will submit the revised FY 2024 JAG Program Narrative via the USDOJ JustGrants System.			X																	
SAA will submit the DCRA Implementation Plan to meet the requirements of the FY 2024 Edward Byrne Memorial Justice Assistance Grant Program State Solicitation.			X																	
SAA will submit the State Annual Report to meet the requirements of the FY 2024 Edward Byrne Memorial Justice Assistance Grant Program State Solicitation.			X																	
FY 2024 JAG Program award is released; SAA will accept the federal funding award via the JustGrants System and address the clearance of special award conditions, and receipt of federal funding.				X	X															
SAA will establish the FY 2024 JAG Program account with the					X															

**Fiscal Year 2024 - 2028**

PROGRAM ACTIVITY	2024				2025				2026				2027				2028			
	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	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec
Bureau of Budget and Management Research (BBMR-local OMB Office) and the Guam Department of Administration (DOA-Central Accounting Agency)																				
Bureau (SAA) will prepare and submit the quarter Performance Measurement Tool (PMT).				X	X	X	X	X	X	X	X	X	X	X	X	X	X	X		
Bureau (SAA) will prepare and submit semi-annual progress reports via the JustGrants System.				X		X		X		X		X		X		X		X		
Bureau Administrative Services Officer will prepare and submit the quarter FFR 425.				X	X	X	X	X	X	X	X	X	X	X	X	X	X	X		
Bureau (SAA) will initiate the close-out process for the grant program and will ensure final financial and progress reports are completed and in compliance with special award conditions.																			X	X
<b>Goal:</b> To eliminate drug use, to reduce violent crime and to improve the functioning of the criminal justice system.																				
<b>Objective 1:</b> To establish funding priorities, distribute funds, and provide ongoing monitoring and assistance to sub recipients.																				
SAA will develop the Request for Project Proposals and the announcement of available funds under the FY 2024 Byrne JAG Program – Modification of current JAG announcement						X														

**Fiscal Year 2024 - 2028**

PROGRAM ACTIVITY	2024				2025				2026				2027				2028			
	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	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec
JAG announcement listing of who can apply, purpose of funds, restrictions on funding, required performance measures and reporting requirements.																				
SAA will send out and post the announcement to invite prospective subgrantees to submit project proposals for the 2024 JAG award (announcement will be emailed; instructions and application placed on the Bureau website) that identifies the approved priority areas.						X														
SAA project proposal deadline from prospective Subgrantees for funding under the FY 2024 Byrne JAG Program							X													
SAA will review project proposals submitted and determine subawards that meet grant requirements and address a criminal justice or law enforcement need.							X	X												
SAA will prepare for Program Office Approval the Federal Authorization to subaward funds to include the Budget Detail & Narrative and FFATA Identifiers								X												

**Fiscal Year 2024 - 2028**

PROGRAM ACTIVITY	2024				2025				2026				2027				2028			
	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	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec
SAA will notify successful applicants; SAA will develop the Memorandum of Understanding (MOU); initiate MOU review and approval process; and establishment of subaward accounts.							X	X	X											
SAA will conduct a Subgrantee Administrative Workshop with designated Project Director and Financial Officer to outline responsibility for managing a JAG subgrant at a fiscal and programmatic level, including required performance measures and reporting requirements									X											
<b>Objective 2:</b> To reduce the violent index crime rate by 5% for Guam by September 30, 2028.																				
<b>Objective 3:</b> To reduce the property index crime rate by 5% for Guam by September 30, 2028.																				
<b>Objective 4:</b> To implement Guam’s Criminal Justice Records Improvement Integration Project by September 30, 2028.																				
Subgrantees to begin implementation of subgrant MOU and work request (October 1, 2024 to September 30, 2028) and grant funded program activities that address priority areas.										X	X	X	X	X	X	X	X	X	X	
Subgrantees Quarter Financial Reporting (ensures all supporting documents - invoices, purchase orders, price quotations, payments, etc. included) regarding										X	X	X	X	X	X	X	X	X	X	

**Fiscal Year 2024 - 2028**

PROGRAM ACTIVITY	2024				2025				2026				2027				2028			
	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	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec
expenditure of funds following prescribed procurement policies. <i>(subgrantees submit reports 15 days after the quarter period ends.)</i>																				
Subgrantees Quarter Progress Report regarding assessment of project activities in addressing the FY 2024 Byrne JAG Program goals and objectives; Subgrantees submit Performance Measurement Tool (PMT) data online that measure the results of their work through activities funded under their award. <i>(subgrantees submit reports 15 days after the quarter ends.)</i>									X	X	X	X	X	X	X	X	X	X		
SAA will complete review of outcome measures, subgrantee PMT's and Progress Reports and complete quarter reporting requirements and submit on-line via the BJA PMT by no later than 28 days after the quarter period ends.									X	X	X	X	X	X	X	X	X	X		
Subgrantees Semiannual Progress Reporting regarding results of activities implemented under their award in meeting the FY 2024 Byrne JAG Program goals and objectives. <i>(subgrantees submit</i>									X		X		X		X		X	X		

**Fiscal Year 2024 - 2028**

PROGRAM ACTIVITY	2024				2025				2026				2027				2028			
	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	Jan - Mar	Apr - Jun	Jul - Sep	Oct - Dec
<i>reports 15 days after the semiannual period ends.)</i>																				
SAA will submit Semiannual Reports following the completion of the PMT's and uploaded into JustGrants every six months.									X		X		X		X		X			
Subgrantees will submit final Quarter Progress, PMT and Financial reports in compliance with the closeout process. <i>(subgrantees submits reports 15 days after project period end date)</i>																			X	X
SAA will complete JAG final Program and Fiscal Reporting and grant closeout package.																				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. Those projects included:

- Homeland Security Investigations-U.S. Immigration and Customs Enforcement Task Force
- Narcotics Interdiction and Asset Seizing Task Force
- Drug Detector Dog Unit Task Force
- Street Violent Crimes Task Force
- Sex Offender Registry National Act Compliance Initiative
- Criminal Justice Records Improvement Integration
- Criminal Justice Information System
- Prosecution Case Management Information System
- Adult Correctional Management Information System
- Police Records Management Information System
- Forensic Laboratory Management Information System
- 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 – Aftercare
- Correctional Treatment and Rehabilitation

Guam’s priority areas for FY 2024 Byrne JAG Program will continue to focus on the following:

- Law Enforcement Priority
- Treatment and Rehabilitation Priority
- Planning, Evaluation & Technology Improvement Priority
- Corrections and Community Corrections Priority
- Prevention and Education Priority

The project identifiers associated with the proposed project activities are as follows:

Prosecution, justice information sharing, drug testing, drug treatment, computer software and hardware, canines, reentry, conferences and training, equipment – general, systems improvement.

## Law Enforcement Priority

### Multijurisdictional Drug Task Forces

Purpose Area: Law Enforcement Programs

Description of the Program:

This program calls for integrating Federal and local drug law enforcement and prosecution to enhance interagency coordination among the task forces; to facilitate multi-jurisdictional investigations to facilitate the curtailment of narcotics interdiction and money laundering activities on Guam through the apprehension, arrest, and conviction of individuals smuggling narcotics into Guam, and the seizure of assets acquired as a result of a controlled substance violation. In order to proactively interdict the narcotics distribution system and to seize assets gained through the sale of narcotics, there is need to continue to utilize interagency, multi-disciplinary task forces; to fund prosecutors to prosecute drug cases; and to increase the drug detector canine detection teams to detect narcotics.

Brief Analysis of the Need of the Program:

The growing availability and abuse of crystal methamphetamine or “ice” as well as other illegal drugs, to include the emerging opioid abuse, has been directly related to Guam’s growing crime rates. As such, it necessitates the pursuit of strong components to prevent controlled illicit substances from entering Guam, to detect and remove them from the streets, and to vigorously prosecute the drug traffickers. A need exists to ensure Guam’s drug task forces have the necessary resources to interdict illegal drugs on Guam and the available training to keep up with the latest trends and technology. The following are drug seizures reported from progress reports from the Task Forces funded under the Byrne JAG Program.

Drug Type	CY 2021		CY 2022		CY 2023	
	Quantity in gram	Value	Quantity in gram	Value	Quantity in gram	Value
Methamphetamine	89669.39	\$17,929,030.00	19213.68	\$3,098,207.50	7570.29	\$1,271,208.00
Marijuana Grams	11145.86	\$378,549.20	4153.00	\$83,060.00	17400.30	\$177,276.00
Cocaine	3148.80	\$365,060.00	171.60	\$31,000.00	18464.40	\$3,697,400.00
Oxycodone	153.10	\$15,310.00	0.00	\$0.00	63 pills	\$630.00
Fentanyl	0.00	\$0.00	90.10	\$18,020.00	0.00	0.00
Prescription Medications	1565.31	\$0.00	251.70	\$25,190.00	66160.00	\$2,976,120.00
<b>TOTAL</b>	105682.46	\$18,687,949.20	23880.08	\$3,255,477.50	43,434.99	\$8,122,120.00

Notes:

1) Oxycodone in 2023 reported in tablet form

Drug data is compiled from Progress Reports submitted by Drug Task Forces funded under the Edward Byrne Justice Assistance Grant Program. Drug Task Forces are Narcotics Interdiction & Asset Seizing Task Force, Homeland Security Investigation/US Customs Enforcement & Immigration Task Force and the Street Violent Crimes Task Force

From 2022 to 2023, Guam experienced an increase in reported seizures of marijuana, cocaine and prescription medications. Although seizures for methamphetamine decreased in CY 2023, “ice”

continues to be the drug of choice on Guam. Task Force activity increased in interdiction efforts, arrests, investigations and the dismantling of known drug organizations on island.

#### Program Goal:

The goal of the multi-jurisdictional task force programs is to integrate Federal and State law enforcement agencies for the purpose of enhancing interagency coordination and intelligence and facilitating multi-jurisdictional investigations in narcotics interdiction, asset seizing, prosecution, conviction and apprehension of individuals smuggling narcotics into Guam.

#### Objectives and Actions:

- Combat the threat, incidence, and prevalence of violent drug crime by leveraging strategic partnerships to investigate, arrest, and prosecute drug offenders and illegal firearms traffickers.
  - Establish and maintain an intergovernmental agreement between participating task force agencies.
- Disrupt and dismantle major drug trafficking organizations to combat the threat, trafficking, and use of illegal drugs and the diversion of illicit drugs.
  - Intercept drugs, drug proceeds, and associated instruments of violence at sea and airports of entry, within territorial coastal waters and through international mail routes before they enter Guam's drug distribution networks.
  - Increase the number of surveillance activities or suspected narcotics dealers, couriers, etc.
  - Enhance intelligence and information sharing capabilities and processes.
  - Increase the number of drug detector dogs, dog handlers and canine teams.
  - Ensure the prosecution of all significant drug trafficking, money laundering, and weapons trafficking/smuggling cases.
  - Strengthen communities and reduce the demand for drugs.
- To ensure that Task Force personnel possess the expertise in drug detection, apprehension, prosecution and to ensure operating procedures are adhered to so that effective operations are accomplished.
  - Determine types of specialized training in drug detection, apprehension, interdictions and prosecution
  - Obtain specialized training in drug detection, apprehension, interdiction and prosecution.
  - Enhance counterdrug technologies for drug detection and interdiction.

#### Guam's Performance Measure:

- The number of enforcement operations conducted by the task forces.
- Number of drug arrests by drug type.
- Quantity of drugs seized by drug type and the value of drugs seized (in grams).
- Number of drug cases initiated.
- Number of drug cases closed.
- Number of drug trafficking organizations investigated and penetrated (identify the level of the drug trafficking organization by street, low, mid, high and the ethnicity of the organization).

- Number of weapons and explosives seized (identify the type of weapon).
- Number of drug offenders prosecuted at the state level with conviction.
- Number of drug offenders prosecuted at the federal level with conviction.
- Number of offenders prosecuted for firearm violation at the state level with conviction.
- Number of offenders prosecuted for firearm violation at the federal level with conviction.
- Number of asset seizures and total value of funds and asset forfeited.
- Number of law enforcement officers, prosecutors trained during the reporting period (list training attended and the cost of each training).
- Number of canine detection dogs, dog handlers and canine teams implemented.
- Number of enforcement assistance provided upon requests from local and federal law enforcement entities as well as communities.

## **Sexual Assault and Violent Crime Programs**

Purpose Area: Law Enforcement Programs

### Description of the Program:

The Healing Hearts Crisis Center (HHCC) is Guam's only rape crisis center that provides comprehensive forensic medical examination on child and adult sexual assault victims to collect forensic evidence. The intent of the center is to provide survivors of sexual assault with "discrete, immediate, and full medical attention". To ensure the successful prosecution of perpetrators of sexual assault on children and adults, the collection of forensic evidence is critical to begin the healing process for victims.

### Brief Analysis of the Need of the Program and Proposed Program Activities:

A growing concern on Guam is sexual assault cases involving minors. This is significant as Guam's only rape crisis center serviced 48 sexual assault victims between the ages of 0 to 15 years of age in 2023. Overall, in 2023, HHCC serviced a total of 101 victims of sexual assault, 90 were female victims and 11 were male victims. Of the total, 48 sexual assault victims were between the ages of 0 to 15 years of age and 53 between the ages of 16 to 50 years of age. In 2023, HHCC experienced a 20% increase in the number of victims served as compared to 84 in 2022.

Responding to victims of sexual assault requires a coordinated community effort. Local data continues to show the magnitude of this problem on Guam. According to the Guam Police Department's 2023 Uniform Crime Report, on average a total of 239 Criminal Sexual Conduct offenses were reported in the past 3 years (three-year trend beginning 2021-2023). The Healing Hearts Crisis Center leads Guam's Sexual Assault Response Team (SART) which incorporates governmental and nonprofit agencies who provide services to victims of sexual assault and abuse. HHCC works closely with the Guam Police Department, Child Protective Services, Advocacy agencies such as Victim Advocates Reaching Out (VARO) to provide a full continuum of care to victims, to include the Office of the Attorney General for the prosecution of perpetrators charged with a sexual assault offense.

### Program Goals:

The goals of sexual assault and violent crime programs are to provide comprehensive forensic medical examination services to victims of sexual assault and to improve the investigation and prosecution of child and adult sexual assault cases.

### Objectives and Actions:

- Continue to improve policy, protocol and training with Guam Police Department, Department of Law, Child Protective Services, advocacy groups and Healing Hearts response to domestic and family violence with emphasis on child sexual assault victims.
  - Maintain and update Memorandum of Understanding regarding policy and protocol with respective sexual assault response agencies in handling sexual assault cases to minimize additional trauma during the investigation process and delivery of medical care, especially

to children.

- Ensure all children referred to Healing Hearts for allegations of sexual assault/abuse will receive forensic medical legal examination with video colposcope to minimize additional anxiety/trauma sustained while collecting forensic evidence.
  - Hire of a Family Practitioner who will serve as the medical director and consultant for child rape cases and oversee the medical-legal examination performed by forensic nurses.
  - Install and ensure and update standard operating procedures for video colposcope and all essential equipment and supplies to facilitate improved forensic evidence gathering and delivery of services.
- Acquire certification of staff forensic nurse and physician to perform medical-legal examinations on children and adults and to utilize the video colposcope on a yearly basis.
  - Provide training to family practitioner and forensic nurse at Healing Hearts to perform medical-legal examinations on children, adults and to certify them to use the video colposcope.
- Ensure the successful prosecution of sexual assault on children and adults and related crimes through the hire of an experienced Sexual Assault Prosecutor with the Office of the Attorney General.
  - Hire an experienced Sexual Assault Prosecutor to present the state's case against the accused and to establish that the accused is guilty of allegedly committing the sexual assault.

Guam's Performance Measures:

- Number of victims referred to Healing Hearts for medical legal examinations broken down by age group and sex.
- Number of forensic examinations conducted on the victims broken down by age group and sex.
- Number of forensic examinations conducted on the victims using the video colposcope broken down by age group and sex.
- Number of staff on hand to provide and collect forensic evidence.
- Number of specialized trainings by staff in the collection of forensic evidence.
- Hire of a Family Practitioner and Sexual Assault Prosecutor.
- SOP for video colposcope and all essential equipment and supplies to facilitate improved forensic evidence gathering and delivery of services.
- Number of child and adult sexual assault cases that go to trial.
- Number of successful child and adult sexual assault cases prosecuted.

## Sexual Assault Prosecution Program

**Purpose Area:** Prosecution and Court Program

Description of the Program:

The purpose of this program is to increase the operational effectiveness of the Office of the Attorney General by providing resources to prosecute sexual assault cases and non-compliant sex offenders.

Brief Analysis of the Need of the Program and Proposed Program Activities:

Sexual assault crimes continue to be a major community and criminal justice issue on Guam. There is a need to fund prosecutors to prosecute the growing number of sexual assault cases and to prosecute sex offenders who failed to update and verify the information on Guam’s sex offender registry. The following table is the Criminal Sexual Conduct Prosecution Data from the Office of the Attorney General under the Sexual Assault and Violent Crimes Prosecution Project. Of the number of cases accepted for prosecution in CY 2023, 85% of the cases were tried in court with 7 cases or 20% guilty as charged or of a lesser charge in the same or lower category.

<b>CRIMINAL SEXUAL CONDUCT - PROSECUTION DATA</b>		
<b>Category</b>	<b>CY 2022</b>	<b>CY 2023</b>
Criminal Sexual Conduct Cases Received from Guam Police	49	34
Types of Cases Filed		
▪ Felony	45	26
▪ Misdemeanor	2	5
Number of Cases Accepted for Prosecution	39	34
Number of Cases Declined	0	0
Transferred to higher or lower court that is outside OAG jurisdiction	0	0
Types of Criminal Sexual Conduct Convictions		
▪ Cases Dismissed	6	4
▪ Deferred Adjudications	2	3
▪ Plead As Charged	7	8
▪ Plead To Lesser Charge in Same Category	1	5
▪ Guilty As Charged	4	4
▪ Guilty Of A Lesser Charge (In Same Category)	1	1
▪ Guilty of A Lesser Charge (In Lower Category)	0	2
▪ Acquitted	0	2
<p>Note: It should be noted that not all criminal sexual conduct felony and misdemeanor cases are derived from the period completed. For various reasons, cases from prior months and years are processed as scheduled by the courts and may conclude months or even years from the first opening/filing of the case.  Source: Sexual Assault and Violent Crimes Prosecution Project</p>		

The Sex Offender Registry Office, Judiciary of Guam, reports 1,179 registered offenders and 1,259 offender cases by the end of 2023. The table below illustrates the concerning growth in sex offender cases and registered sex offenders over the past 5 years.



Guam law organizes offenders based on a three-tier level, with Level 1 being the most severe and Level 3 being the least severe. Of the 1,179 convicted sex offenders, the following breakdown represents their levels of classification.

Level of Offender	Number of Offenders
Tier III Offender (Level 1)	636
Tier II Offender (Level 2)	123
Tier II Offender (Level 3)	420
<b>Total:</b>	<b>1,179</b>

Program Goal:

The goal of this program is to prosecute sexual assault cases and convict the offender; and to prosecute sex offenders who fail to update and verify their information on the registry.

Objectives and Actions:

- Ensure the successful prosecution of sexual assault cases and related crimes through the hire of an experienced Sexual Assault Prosecutor with the Office of the Attorney General.
  - Hire an experienced Sexual Assault Prosecutor to present the state’s case against the accused and to establish that the accused is guilty of allegedly committing the sexual assault.



Guam's Performance Measures:

- Improve the investigation and prosecution of sexual assault cases
- Number of sexual cases prosecuted at the state level with conviction
- Number of sex offenders prosecuted for not complying with Guam's sex offender registry
- Resources implemented
- Report the change in the prosecution caseload of rape cases

## **Prison Rape Elimination Act (PREA) Program**

**Purpose Area:** Law Enforcement Program

### **Description of the Program:**

This program seeks to eliminate sexual abuse in correctional and juvenile confinement facilities by setting standards for the physical space and for the training, assignment, and conduct of personnel in the facility. All public and private prisons, jails, lock-ups, community corrections, and juvenile detention facilities must meet the PREA standards. A state is in compliance when prison facilities under its operational control meet the PREA standards.

### **Brief Analysis of the Need of the Program and Proposed Program Activities:**

Guam is not in compliance with the PREA Standards. Guam completed Audit Year 1 of all the facilities under the operational control of the executive branch on September 20, 2020. The County of Los Angeles, Office of the Inspector General, conducted the PREA Audit beginning on September 05, 2020 to September 20, 2020. The Interim Audit Report was released the latter part of November 2020 due to Guam being in Pandemic Condition of Readiness 1 (PCOR 1).

The Interim Audit Report found DOC, with each of its three facilities, meeting less than 10 of 45 standards for adult correctional facilities and DYA meeting 15 of 43 standards specific to juvenile correctional facilities. Following the 180-days corrective action period, both DOC and DYA have submitted their corrective action plan. The final audit report for DOC was released on June 20, 2021 for all three of its audited facilities. The final audit report for DYA was released June 27, 2021. It is the intent of DOC to continue with employee training, prisoner education, and addressing the corrective action plan in regards to the PREA Audit Report. Additionally, DOC will continue efforts with training of staff, officers and volunteers and contractors, as well as addressing the need to conduct background checks of all involved in the facility. DYA will also continue to review their audit results to meet the corrective action plan and continue implementing PREA education/training programs with staff, youth, volunteers and contractors and establish MOUs with existing stakeholders to address gaps in investigation and victim services protocols.

PREA Reallocation Funds Programs have been used to support both DOC and DYA to continue to comply on a regular basis with PREA standards for adequate levels of staffing within its facility with the continued maintenance of surveillance camera systems for video monitoring of isolated areas to aid in the deterrence of any possible sexual assault or other criminal intent from occurring. Funds have also been used for training opportunities to enhance knowledge and capacity on PREA standards in order to prevent, detect and respond to prison rape in confinement facilities and for education and awareness through the reproduction of posters, flyers and brochures.

The FY 2022 Implementing the PREA Standards, Protecting People Who Are Incarcerated, and Safeguarding Communities Project provided the opportunity for the recruitment of PREA Program Coordinators to develop a comprehensive plan that will guide PREA-related activities in the day-to-day operations and cultures in terms of training, education and outreach programs to employees, service providers/contractors and residents. In collaboration with the Training and Technical

Assistance (TTA) coach, both DOC and DYA achieved a tremendous milestone with the PREA Management Office approving their individual Implementation/Action Plan and Implementation Task Plan and Timeline to be implemented with fidelity in future years with the goal of achieving full compliance with the PREA Standards and reducing and preventing sexual abuse within each facility.

Eliminating prison rape remains a high priority for the Governor of Guam and PREA implementation continues to progress within the Department of Corrections (DOC) and Department of Youth Affairs (DYA). Refresher training material have been developed and is currently ongoing for existing staff. First Responder Cards have been developed and will serve as a "quick reference guide" when an incident is reported. General PREA Informational Posters, Reporting Focused Posters, and Educational Flyers for Inmates have been redesigned/updated and are awaiting production and distribution once Refresher Training has been completed. PREA Screening has been evaluated and training material have been developed as a result. Forms flagged as "high risk" are now being properly filed and tracked by the PREA Coordinator. All data tracking is being organized and will be integrated with the newly implemented database software.

In light of Prison Rape Elimination Act of 2003 (P.L. 108-79) along with the sunset provisions of the Justice for All Reauthorization Act (JFARA) of 2016, Guam will use Byrne JAG Program funds on activities intended to help Guam's correctional and juvenile facilities achieve compliance with the PREA standards, including preparing for and conducting audits.

### **Program Goal:**

The goal of this program is to facilitate jurisdictional compliance with the PREA Standards by providing support for coordinated interagency efforts to reduce and prevent sexual abuse in Guam's correctional and juvenile confinement facilities.

### **Objectives and Actions:**

- Increase staff capacity for preventing sexual abuse with the recruitment of dedicated PREA Program Coordinators for DOC and DYA. The primary task of the PREA Program Coordinators is to develop a comprehensive plan that will guide PREA-related activities in terms of training, education and outreach programs to employees, service providers/contractors and residents. The PREA Coordinators will also work to develop a sustainability plan to ensure the strategies and activities outlined in the comprehensive plan continue to be implemented with fidelity in future years with the goal of achieving full compliance with the PREA Standards and reducing and preventing sexual abuse within each facility.
- Provide continued training to enhance understanding of the PREA Standards and increase staff capacity to better handle violations of the standards and promote integration of the PREA standards into the day-to-day operations and cultures of confinement. New admissions will be provided with culturally relevant information during intake that includes customary practices inconsistent with PREA sexual assault and sexual harassment policies. PREA posters, brochures and other education and prevention material will also be developed and made available to residents in English, Chamorro and Chuukese to encourage a culture of "zero tolerance" of sexual abuse in all Guam confinement facilities.

- Enhance the levels of staffing and security within DOC's and DYA's facilities through the use of surveillance camera systems to aid in the monitoring of "blind spots" or isolated areas.

### **Guam's Performance Measures:**

- Implementation of the PREA Coordinator positions at DOC and DYA.
- Conduct of the PREA Audits to meet compliance with the Audit Cycles and results of the standards meet.
- List of General Orders, Directives and or Policy(s) developed to meet compliance with the PREA Standards and Audit Findings.
- Implementation of Action Plan and Task Plan and Timeline to include updates/revisions to guide PREA-related activities in the day-to-day operations and cultures in terms of training, staffing patterns, education and outreach programs to employees, service providers/contractors and residents.
- Implementation of Memorandum of Agreements with stakeholders, affiliated service providers and or contractors regarding PREA requirements governing correctional and juvenile facilities.
- Implementation of PREA Learning Management Systems to increase knowledge and for capability building.
- Implementation of computer systems with associated software to allow engagement online with PREA Learning Management Systems and other on-line training programs such as webinars, workshops and or conferences for designated PREA Coordinators, staff personnel, service providers, volunteers and contractors to increase knowledge and build staff capacity on PREA standards.
- Number of posters, flyers, brochures developed and disseminated to staff, personnel, service providers/contractors, inmates, youth in custody and during intake and training programs.
- Number and type of written and or translation services performed.
- Number of sexual assault(s) reported, type of services provided to the victim, coordination with victim service providers and outcome of the investigation.
- Implementation of surveillance camera systems with the purchase, installation, maintenance of existing and new systems to monitor blind spots or isolated area and to enhance the levels of staffing and security within DOC's and DYA's facilities
- Number of PREA meetings held (indicate dates of meetings held) and the outcome of the meetings. Provide the names of the individuals that attended the meetings and copies of minutes.
- Number of staff, personnel and or service providers/contractors trained on PREA Standards.
- Guam's PREA Status in meeting compliance with the PREA statutes.

## **Treatment and Rehabilitation Priority**

### **Therapeutic Community or Aftercare and or Continued Care Programs**

Purpose Areas: Drug Treatment and Enforcement Programs

Program Description:

The purpose of this program is to prevent further penetration into Guam's criminal justice system by providing a continuum of care for adult offenders who have completed the Residential Substance Abuse Treatment Program and released from prison based on the level of care needed, and to link them with the services and supports needed to sustain their recovery as well as providing a continuum of care for the adult offenders with substance abuse problems and released from prison.

Brief Analysis of the Need of the Program and Proposed Program Activities:

Adult offenders with substance abuse problems need constant support and attention to prevent relapse. Relapse can occur at any point in the recovery process. Individuals and families who have completed a treatment regimen will have been exposed to relapse prevention strategies. However, even with this knowledge, relapse can occur due to a myriad of biological, physiological, psychological, emotional, life circumstances, societal or peer pressure. An aftercare or continue care or recovery component is needed that is especially sensitive to the way in which shame and embarrassment can be attached to relapse, and must have services that are non-judgmental, welcoming, flexible, supportive, and easily accessible and available. These services can take the form of case/care management, outreach, drop-in centers, or informal and formal support networks. Treatment programs utilize self-help programs to provide recovery support. The primary focus for Continued Care programs is for providers to facilitate recovery plans and to further stability in patient lives.

The Guam Behavioral Health & Wellness Center and Alcohol Branch has taken the lead in implementing a transitional mechanism for adults who have completed the Residential Substance Abuse Treatment Program and been released from Corrections by linking them to established therapeutic community or Aftercare and or Continued Care Programs. The Program involves conducting an assessment two months prior to release. The assessment tool that will be used is the American Society of Addiction Medicine (ASAM) model. The assessment tool will determine the level of care needed for each RSAT client upon release.

Since the inception of the RSAT program there has been a total of 523 inmates who have entered the RSAT Program at DOC. Of this total, 446 (85%) have graduated from the program. Prior to RSAT, inmates with substance abuse problems had limited resources available. They received educational services, individual and group counseling, and were encouraged to participate in AA and NA groups. In part, because their addiction problems received minimal treatment, inmates had a high probability of recidivism, a problem that contributed to high rates of re-incarceration. Recidivism among inmates who completed earlier RSAT programs was estimated at 20% with the likelihood to increase to 30% with no continuing or continuity of care services to follow.

Beginning in 2010 thereafter, RSAT clients now have access to treatment services just prior to their release from prison and then receive aftercare services when they return to the community to reinforce positive behavior to ensure their continued success in remaining and leading substance free lives. The following is the table of RSAT clients from the 28<sup>th</sup> RSAT to the 31<sup>st</sup> RSAT Cycle who were referred to the Recovery Oriented System of Care (ROSC) Program for aftercare services.

<b>Recovery Oriented Systems of Care (ROSC)</b>				
<b>Participant Data</b>	<b>RSAT Cycles</b>			
	<b>28</b>	<b>29</b>	<b>30</b>	<b>31</b>
Clients Referred to ROSC	15	15	12	11
Clients Who Graduated from ROSC	7	11	4	8
Clients Who Did Not Complete ROSC*	8	4	8	3
*Reasons for non-completion: Parole violation; voluntary withdrawal (none parole sanction); death.				

Of the twenty-seven (27) clients referred to ROSC from the 29<sup>th</sup> and 30<sup>th</sup> RSAT Cycles, a total of 15 clients successfully completed the ROSC Program and twelve (12) clients who did not complete the 6-month Aftercare due to parole violations and voluntary withdrawal in CY 2023.

The program will require a case manager to coordinate recovery support services (short term housing, transportation, faith-based services, basic needs, case management, childcare, and vocational and educational services) with public and private organizations on Guam; and peer specialists to provide peer mentoring as they undergo the requirements of aftercare and or continuum of care.

Program Goals:

The goal of the program is to improve the access to substance abuse services for adults who completed the Residential Substance Abuse Treatment Program and for adults have been referred by their case manager to provide a continuum of care and support services so they do not re-offend, and to maintain a healthy lifestyle and become productive citizens of the community with the aim to reduce recidivism.

Objective and Action:

- Implement a Recovery Oriented Systems of Care Model to provide access to intensive aftercare sessions, peer mentoring, and community support and other social service needs to adults who completed a Residential Substance Abuse Treatment and to adults incarcerated at one time who have a substance abuse issue and referred by a case manager.
  - Ensure collaboration with the Guam Behavioral Health & Wellness Center and Alcohol Branch, the Department of Corrections, the Department of Corrections Parole Services, the Judiciary of Guam Probation Division, the Department of Labor One Stop Career Center, the Guam Housing and Urban Renewal, the Department of Public Health & Social Services, Faith-Based organizations and Nonprofit organizations to improve access for

continued care services for adults who complete the Residential Substance Abuse Treatment Program and non-RSAT clients.

- Ensure experienced certified counselors to train peer specialists on reading ASAM results, progress notes, and treatment/recovery plans and other appropriate strategies to assist clients achieve treatment/recovery plans.
- Peer Specialist will provide 24/7 role modeling, self-help group support, and peer mentoring throughout the continued care and recovery process. In addition, assist clients develop and strengthen relapse prevention skills through self-efficacy and help build problem solving skills and assist with support services to housing, transportation, employment, access to healthcare, etc.
- Provide random drug testing, maintain program data, and consumer satisfaction surveys. Surveys will request clients to provide feedback on the services received.

Guam's Performance Measures:

- Interagency memorandum of understanding in place with the network agencies.
- Number of assessments completed.
- Drug testing results.
- Number of participants in the ROSC program.
- Number of participants provided referral services and type of services provided.
- Number of participants that have been successful in the program to become productive citizens in the community and maintain a healthy lifestyle one year after they have participated in the program.
- Feedback on the outcome of the services provided to the participants.

## **Correctional Treatment and Rehabilitation**

### Purpose Areas: Drug Treatment and Enforcement Programs

#### Program Description:

The purpose of this program is to provide intensive treatment and rehabilitation services to clients in the Department of Correction (DOC) with serious drug, domestic and family and sexual assault violence problems. Clients are provided with a variety of treatment services such as clinical assessment of inmates' needs and problem areas and planning of interventions and treatment goals to achieve while incarcerated to help prepare them to lead productive lives following release from prison. Following release from prison, strong community partners will help clients transition back to their families and community with continued treatment services, counseling, social services, employment and other services. The Department of Corrections will look to increase treatment providers and community partners in providing the intensive treatment and rehabilitation services needed and will ensure staff continue to increase and enhance skills through specialized training programs.

#### Brief Analysis of the Need of the Program and Proposed Program Activities:

Guam has only one adult correctional facility. The facility is overpopulated with felony offenders, which include drug offenders, sex offenders and murderers, and holds a large misdemeanor offender population. Of the violent commitment offenses, criminal homicide and criminal sexual conduct are the two leading offenses of incarcerated inmates at DOC. In 2023, the daily average prison population was 802, of which a total of 333 are adjudicated inmates and 421 for detainees and federal holds. Of the total population, 5,729 offenses are recorded for every prisoner held. Of the total offenses, 869 were for violent offenses and 4,860 were for non-violent commitment offenses, drug abuse, against family and children, DUI, and Superior Court or Parole revocations by the Guam Parole Board recorded for most of these offenses.

The trafficking and abuse of drugs within the facility is an ongoing problem that is now growing even more rapidly. The demand for illicit drugs is fueled by psychological and physiological addictions the drugs cause. In order for drug control efforts to be successful, demand must be eliminated through substance abuse treatment for adult drug dependent offenders. Although the Department of Corrections provides substance abuse assessments and treatment to prisoners, it is limited in the number of trained staff to meet the overall needs of the general population. Although interest in the Residential Substance Abuse Treatment Program increases for every RSAT Cycle, the program is limited to less than 18 participants due to space limitations and available bed space capacity and further challenged with available treatment providers and security personnel.

There is a need to provide domestic and family violence treatment to offenders while they are incarcerated, on probation, and on parole to ensure that their tendency to commit domestic and family violence against a family member or a person is minimized. In addition, a strong need also exists to provide treatment and services to domestic and family violence offenders immediately after they are released from prison.



A gap in service continues to exist with respect to an absence of specialized treatment for convicted sexual offenders. A need exists to provide treatment programs to sex offenders in order to reduce the incidence of sexual re-offense. Sexual assault is not a disease that can be cured. It can, however, be contained and managed through treatment. Specialized treatment in many states involves stringent credentialing criteria for practitioners, requiring documented and current training in specific areas to include sex offender evaluation and assessment, offender typologies, victim issues, treatment techniques/methods; and a minimum number of hours of clinical experience with the sex offender. The Department of Corrections with the more serious sex offenders who are incarcerated will need to address trained staff to provide these specialized treatment services. The Guam Behavioral Health and Wellness Center also does not have the trained staff to provide treatment for this segment of the population.

Pursuant to Executive Order 2020-21, GBHWC is the cognizant lead for all mental health, alcohol and drug programs and services on island. GBHWC is accredited by the Commission on Accreditation of Rehabilitation Facilities ("CARP"), which sets out certain standards for delivering programs designed to serve those involved in the criminal justice system. In addressing inpatient and outpatient mental health, alcohol and drug concerns, the need for credentialed practitioners is critical to the prevention of recidivism and relapse, and to encourage successful reintegration into the community.

#### Program Goals:

The goal of this program is to provide specialized treatment and rehabilitation services to adult offenders with serious drug, domestic and family and sexual assault violence to enable them to attain a lifestyle free of abuse, and upon release, maintain that lifestyle through strong community support programs to help with treatment needs, parenting classes, relationship classes, structured visits, education, employment and other services.

#### Objectives and Actions:

- Contract subject matter experts to assist with providing pre-release programs to help address the criminogenic needs of offenders who are assessed as medium to high risk for recidivism at the Department of Corrections. Subject matter expert providers are certified in Cognitive Behavioral Interventions for Offenders – A Comprehensive Curriculum (CBI-CC), Moral Reconciliation Therapy (MRT) and MRT-Domestic Violence and the Matrix Model for Criminal Justice (Matrix CJ) Settings to provide programs within DOC prior to release to reduce criminogenic risk behaviors and encourage healthy lifestyles. The CBI-CC, MRT/MRT-DV and Matrix CJ are all evidence-based programs proven to reduce offender risk, which in turn reduces new crime and improves public safety.
  - Type of Cognitive Behavioral Interventions implemented and tracking of participants enrolled in the programs.
  - Type of training and number of staff trained on Cognitive Behavioral Interventions programs to build capacity.
  - Memorandum of Understanding with agencies and support organizations for access to support services including the treatment of mental illnesses and substance use disorders and assistance with housing, education, employment and other services.
  - Development of pre- and post-program survey to be conducted prior to entry and upon

completion or exit from the program to measure changes in the participant as a result of the program. Additionally, survey participants who completed conditions of supervised release to track long term outcomes to measure the goal of reducing criminogenic risk behaviors and adoption of a healthy lifestyle.

- To reduce substance abuse and recidivism among eligible adult substance abusing offenders through drug testing and treatment services.
- Coordination with GBHWC to provide assessments for intensive inpatient therapy as well as supplemental outpatient and support services that incorporate education, group sessions and family involvement as outlined in the treatment plan.

Guam's Performance Measures:

- Type of Cognitive Behavioral Interventions implemented.
- Memorandum of Understanding with agencies and support organizations for access to support services including the treatment of mental illnesses and substance use disorders and assistance with housing, education, employment and other services.
- Reduce Recidivism Rate.
- Reduce Prison Population.
- Number of credentialed practitioners/specialized treatment providers and community organizations.
- Number of clients who were assessed with a risk/needs assessment.
- Type of specialized training received by staff to increase and enhance knowledge and skills
- Number of clients with an individualized treatment plan and coordinated supervision.
- Number of clients receiving domestic and family violence treatment, sex offender treatment, and substance abuse treatment through prevention programs, including cognitive-based therapy, relapse prevention and others.
- Number of clients receiving community support programs to follow through with treatment needs, parenting classes, relationship classes, structured visits between inmates and their children, education, employment, etc.
- Feedback from pre- and post-program surveys on the outcome of the services provided to participants and tracking of long-term outcomes.

## **Corrections and Community Corrections Priority**

### **Reentry Program**

Purpose Areas: Corrections, Community Corrections and Reentry Programs

Program Description:

The purpose of this program is to prevent further penetration into Guam's criminal justice system by reducing recidivism and improving and preparing inmates to transition back into the community. The program aims to help prisoners acquire marketable skills while incarcerated to improve their readiness for post-release employment and provide coordinated assistance with established community partners who can assist with locating, securing, and retaining employment.

Brief Analysis of the Need of the Program and Proposed Program Activities:

Guam's correctional system needs a program in place to detect, counsel, monitor and rehabilitate offenders before they are released to the community to prevent further penetration into the criminal justice system. In 2023, the daily average prison population was 802, of which 333 were adjudicated inmates and 421 were detainees and federal holds. Of the total population, 5,729 offenses are recorded for every prisoner held. Of the total offenses, 869 were for violent offenses and 4,860 were for non-violent commitment offenses, drug abuse, against family and children, DUI, and Superior Court or Parole revocations by the Guam Parole Board recorded for most of these offenses.

The Guam Department of Corrections releases approximately 100-120 incarcerated inmates annually who complete the terms of their prison sentence. Within the next five years, DOC will release approximately 600 clients back to the community with the expectation that upon release they will become useful members to themselves and to society. Although the Department is mandated to provide the security, health and welfare to those under its care, the lack of adequate and trained support staff, funding, and space has made it increasingly difficult to meet those mandates, and with recidivism at over sixty percent, the department also is challenged with how to supervise offenders returning back to the community after incarceration.

The traditional process for supervising offenders in the community is overwhelming with the lack of parole officers and in providing the kind of close supervision and coordinated services that are needed to protect our community from recidivism. Many offenders who are released are illiterate or undereducated and they have few job skills or life skills, little education, little work experience, and little prospect of legitimate success in the community into which they return.

There is a need to develop and implement a Reentry Program that will look at best practices being utilized that target those at the highest risk to reoffend, those with criminogenic needs, tailoring conditions of supervision, balancing surveillance with treatment, and incorporating skill-building, ongoing education, vocational training, and networking with established agencies and community partners who can assist offenders with job placement to include other services such as substance abuse treatment, housing assistance, and family counseling to ease the challenges of reentry upon release.

### Program Goal:

The overall goal of the program is to develop comprehensive and collaborative strategies to address reentry challenges for people who are assessed as having a medium to high risk of recidivism in the effort to improve inmates' transition back to the community.

### Objective and Action:

- Forming or supporting a reentry task force/committee to develop a reentry strategic plan.
  - Evaluating the jurisdiction's approach to contracting reentry services and assessing whether or not contracted services are achieving positive results.
- Supporting a comprehensive range of reentry services that target criminogenic risk, including cognitive-behavioral programming; educational, vocational, and job placement services; transitional employment; substance use treatment; supportive housing; mental health and medical care; programs that promote family reunification; mentoring and peer support; and civil legal aid.
  - Targeting criminogenic needs through evidence-based interventions and services.
  - Provide sustained case planning and management in the Department of Corrections and community.
  - Providing staff training, coaching, and performance evaluations on adopted evidence-based practices.
  - Planning and implementing strategies to expand options for access to educational, vocational, and job placement services, transitional employment, substance use treatment, supportive housing, mental health and medical care.
  - Develop or enhancing data systems to capture and assess reentry data for planning purposes
- Comprehensive services for people returning to their communities from incarceration in order to increase accountability and lower overall recidivism.
  - Collaboration across agencies and systems, including mental health and substance use treatment providers, prosecutors, nonprofit organizations, and law enforcement.
  - Engagement with target populations to increase program retention, enhance community support, and respond with appropriate services before release, including the treatment of mental illnesses and substance use disorders and assistance with housing, education, and employment.
  - Development of tailored pre- and post-release programs to address individual criminogenic needs that affect the risk of recidivism.

### Guam's Performance Measures:

- Development of Reentry Task Force/Committee and a reentry strategic plan.
- Development of evidence-based intervention and services programs.
- Number of program staff (case workers) hired in DOC focused on providing reentry case planning and management.

- Type of training and number of staff trained on adopted evidence-based reentry programs/practices implemented.
- Memorandum of Understanding with agencies and support organizations for access to support services including the treatment of mental illnesses and substance use disorders and assistance with housing, education, and employment.
- Development of tailored pre- and post-release programs to address individual criminogenic needs that affect the risk of recidivism.
- Reduction of Recidivism Rate.
- Reduction of Prison Population.
- Number of clients released who participated in the Reentry Program.
- Number of clients who participated in the Reentry program who were assessed with a risks/needs assessment/job skills assessment.
- Number of clients with an individualized reentry plan and coordinated supervision.
- Number enrolled in educational programs such as literacy classes, GED classes, peer tutoring, and adult basic education.
- Number of clients enrolled in employment programs with life skills and vocational training, and who received assistance with the job search process (skills assessments, drafting resumes, job-searching techniques, and interviewing skills).
- Number of clients receiving substance abuse treatment through prevention programs, including cognitive-based therapy, relapse prevention and others.
- Number of clients gainfully employed.
- Number of clients receiving community support programs such as housing, social services, health care, parenting classes, relationship classes, and structured visits between inmates and their children, etc.

## **Planning, Evaluation, and Technology Improvement Priority**

### **Criminal Justice Information Systems Improvement Program**

Purpose Area: Planning, Evaluation, and Technology Improvement Programs

Program Description:

The purpose of this program is to improve Guam's Criminal Justice Information Systems by integrating the police, court, prosecution, corrections and criminal justice systems components to improve the quality, timeliness, and accuracy of Guam's criminal history records.

Brief Analysis of the Need of the Program and Proposed Program Activity:

Technology system improvement applies to using technology to improve the criminal justice system. This includes improving management of criminal justice data that is current, accurate, and accessible in a timely manner by applicable criminal justice agencies. The lack of accurate, reliable criminal history information that can be shared expeditiously among a variety of stakeholders in the criminal justice community has been a significant obstacle to the effective apprehension and prosecution of offenders.

A need exists to eliminate the duplication of data entry by migrating the New World Public Safety (formerly known as *Aegis Public Safety*) data to the Office of the Attorney General Prosecution Case Management Information System and the Department of Corrections Adult Correctional Management Information System. Data should be captured once and used many times. Rather than have agencies duplicate data which has already been captured and automated by others, efforts should be implemented that will enable users to share common information and thereby eliminate the potential of subsequent data entry errors and delays in processing. Another need exists to integrate the State Identification Number (SID) and FBI number from the Guam Police Department AFIS System to populate the GPD New World Public Safety, the OAG PCMIS System, the Judicial Case Management System, and the ACMIS System. Finally, a need exists to ensure resources are available for the annual maintenance of the law enforcement case management systems to improve criminal justice information sharing and integrated systems.

As of 2021, the Judiciary completed the upgrades needed to integrate the SID and FBI numbers with the VCCH. To align with its AFIS upgrades, the Judiciary, on behalf of the Guam Police, implemented a two phased approach for upgrades to GPD's AFIS involving complete hardware and software integration. The Judiciary also continues to make the necessary infrastructure improvements and upgrades to its Criminal Justice Information System to meet federal reporting requirements. In 2021, both the OAG and the Judiciary initiated the Request for Proposal (RFP) procurement for a new Prosecution Case Management Information System (OAG) and a new *eCourts* and *eProbation* (Judiciary) due to the planned end of life with the JustWare Case Management System. The new PCMIS is fully operational at the Office of the Attorney General.

The DOC also initiated the RFP Procurement for a three phased approach for a new ACMIS as upgrades will no longer be available to sustain the program. As of 2023, DOC completed Phase I

and Phase II of the ACMIS upgrades and in August 2024, DOC completed Phase III of the upgrades and the new ACMIS went live August 20254. The GPD will also undergo upgrades to its New World Public Safety System to ensure arrest records are properly imputed into the LERMS in addition to software upgrades for NIBRS.

Program Goal:

The goal of the program is to make systematic improvement in the quality, timeliness, and accuracy of Guam criminal history records to facilitate integration of information technology in the criminal justice system and to share information across systems thus to improve criminal justice information sharing and integrated systems.

Objective and Actions:

- Ensure Prosecution Case Management Information System (PCMIS) annual upgrades for the efficient and effective case management of prosecution records; and provide training to keep abreast of upgrades and updates to the eProsecutor Software.
- Ensure the Adult Correctional Management Information System (ACMIS) upgrade for the efficient and effective collection and reporting of inmate and detainee information.
- Upgrade of hardware and software of AFIS to improve and maintain the inputting of fingerprints, evidence prints, and criminal history data for the timely submission of fingerprints and criminal history information to the FBI CJIS.
- Ensure systematic improvement to the Police Records Management Information System (PRMIS) to effectively and efficiently generate and manage criminal justice information and allow electronic interface of arrest data to the Central Repository.
- Ensure the systematic improvement to the Criminal Justice Information System (CJIS) to facilitate the exchange of information among law enforcement systems through the Virtual Computerized Criminal History (VCCH) System.

Guam's Performance Measures:

- Implementation of Guam's integration of its law enforcement system to facilitate the exchange of information among law enforcement systems through the Virtual Computerized Criminal History (VCCH) system.
- Integration of GPD AEGIS data element with OAG PCMIS and DOC ACMIS.
- Implementation of ACMIS upgrades for efficient and effective collection and reporting of inmate and detainee information and integration with GPD AEGIS and OAG PCMIS and VCCH.
- Implementation of AFIS upgrades to meet Triple I compliance.
- Implementation of the PCMIS for effective prosecution records.
- Integration and automation of SID and FBI Number.
- Maintenance of Guam's criminal justice information systems.

## **Video Conferencing Technology**

Purpose Area: Planning, Evaluation, and Technology Improvement Programs

### Program Description:

The purpose of this program is to enhance Guam's criminal justice and law enforcement agencies communications and operational continuity during this time of public health emergency through the implementation of video conferencing technology. Video conferencing at the Judiciary of Guam, the Office of the Attorney General, the Department of Corrections, the Department of Youth Affairs, the Guam Police Department and the Public Defenders Service Corporation will allow for the opportunity to conduct trial hearings, case management, client and legal consultations, and expert testimony.

### Brief Analysis of the Need of the Program and Proposed Program Activity:

Technology system improvement applies to using technology to improve the criminal justice system. Criminal justice systems are some of the most important institutions in governments as they provide a process for handling criminal activity in a way that aims to be as fair as possible to everyone involved. Unfortunately, one of the biggest problems facing justice systems worldwide is the backlog of cases that keeps trials, hearings, and other courtroom proceedings to be conducted in a timely manner. Potential offenders must often wait months or even years to face trial for their actions. This causes all manner of concerns, from questions of public security to jail overcrowding and much more. Video Conferencing enables any person who has an interest in court proceedings to be involved in a hearing from a remote location. With the use of technology, video conferencing can enable courtroom practices to be more efficient, increase productivity, save time, reduce travel expenses, improve security and overall promote collaboration without requiring constant travel for face-to-face communication. Video conferencing is now being used all over the world as an alternative to travel and in-person interactions between inmates, defendants, and all parties related to trials and judgment.

Public safety is also an issue each time a detainee or inmate is taken out of the correctional facility, and courthouse security is equally heightened. Video conferencing helps reduce the possible risk of sending dangerous defendants to courts which in turn reduces the stress of insufficient police or corrections officer strength, and provides a safer environment for judges and justices, court patrons and employees. Further, Defense counsels have the opportunity to consult or confer with clients remotely at the Department of Corrections and Department of Youth Affairs, and appear remotely, upon consent, with defendants for court hearings.

In April 2020, the Judiciary conducted a survey of criminal justice and other stakeholders to assess their ability to participate in remote hearings. From the survey, a total of 52 respondents from 12 agencies participated in the survey, and no less than 85% replied that they have the equipment and internet connectivity to participate in remote hearings. However, 38% indicated that they do not have the resources needed to participate in multiple simultaneous remote hearings; and 62% of respondents needing resources to participate in multiple simultaneous remote hearings indicated they would need additional equipment. Equipment and services needed to support multiple



simultaneous remote hearings are critical to ensuring cases are heard timely and that the Judiciary is able to continue to provide the access to justice that is the right of every person in our community.

The COVID-19 pandemic caused the Judiciary of Guam, Department of Corrections, Office of the Attorney General, Department of Youth Affairs, Guam Police Department and the Public Defenders Services Corporation to reevaluate its operations for the health and safety of all employees, patrons and those in confinement facilities. Remote hearings and consultations are one of the primary solutions for ensuring social distancing to prevent the spread of the coronavirus. Video conferencing is at the forefront of this solution. In 2014, the Byrne JAG funding provided the opportunity to equip trial and magistrate courtrooms with video conferencing systems, however, these systems need upgrading and additional equipment is needed to ensure court interpreter services are provided. Additionally, the video conferencing equipment needs of criminal justice partners at the Guam Police Department, Office of the Attorney General, Department of Youth Affairs, Department of Corrections, Public Defender Services Corporation and Alternate Public Defender must also be addressed for remote hearings to work.

Through Byrne JAG funding starting in 2021, the Judiciary continues to equip all trial and magistrate courtrooms with video conferencing systems for hybrid court hearings. In coordination with the Office of Technology (OTECH), infrastructure for video conferencing capability was implemented at DOC to allow for virtual court hearings. Byrne JAG funds allowed the Public Defender Service Corporation the opportunity to implement virtual conferencing stations at DOC and the Department of Youth Affairs (DYA) to allow attorneys to confer with clients, thus protecting their 6<sup>th</sup> Amendment Right to legal defense and speedy trial. Funding allowed for computer equipment, internet and Zoom access for attorneys to meet more frequently with their clients and to get their cases resolved more quickly.

#### Program Goal:

The goal of the program is to provide a method for Guam's criminal justice and law enforcement entities to virtually connect for court hearings; to consult with clients at the correctional facility and or detention facility; and to promote public safety.

#### Objective and Actions:

- Ensure the gradual development or upgrade of video conferencing technology at the Judiciary of Guam for remote court hearings, client visits, monitoring and access to treatment and support services.
- Ensure the gradual development or upgrade of video conferencing technology at the Office of the Attorney General for criminal cases, case management conferences, expert testimony, legal consultation, overseas or remote witnesses.
- Ensure the gradual development or upgrade of video conferencing technology at the Department of Corrections at the Male and Female Facilities and the Hagatna Detention Facility.
- Ensure the gradual development or upgrade of video conferencing technology at the Department of Youth Affairs at the Youth Detention Facility.

- Ensure the gradual development or upgrade of video conferencing technology at the Public Defenders Services Corporation to allow for remote conference or consultation with defendants confined at the Guam Department of Corrections and Youth in Custody at the Department of Youth Affairs or to allow for appearance at court hearings with consent of the defendant.
- Ensure the gradual development or upgrade of video conferencing technology at the Guam Police Department for testimony in criminal cases.
- Ensure coordination with the Office of Technology on video conferencing technology implementation such as hardware, software, internet, subscriptions, headsets.

Guam's Performance Measures:

- Policies and procedures developed and or enhanced for video conferencing use in Guam's Criminal Justice Agencies.
- Identify the law enforcement and criminal justice agencies that have implemented video conferencing systems within their organization and provide a list of the video conferencing equipment implemented.
- Data on number of criminal cases heard via video conferencing.
- Information on improved efficiency in maintaining courts and processing criminal cases, cost savings (travel expense, security).
- Data on number of consultations and or conference and appearance in court proceedings.
- Data on the number of consultations with clients at the Department of Corrections by entity.
- Data on number of testimonies in criminal cases, expert testimony, and remote witnesses.
- Report on the efficiency of the video conferencing
- Number of hardware, software, internet connections, zoom subscriptions, headsets, etc.

## **Prevention and Education Priority**

### **Criminal Justice System Prevention & Education Program**

Purpose Area: Prevention and Education Programs

Program Description:

The purpose of this program is to improve Guam's Criminal Justice System by strengthening prevention efforts through school-based and community crime prevention programs or strategies that target changes in behavior, culture and community infrastructure of young adults to prevent or lead a life of crime resulting in an arrest.

When a young adult commits an act that would be criminal if committed by an adult, the juvenile is determined to be delinquent. Delinquent acts may include crimes against persons, crimes against property, drug offenses, and crimes against public order. Delinquency prevention efforts seek to redirect youth who are considered at-risk for delinquency or who have committed a delinquent offense from deeper involvement in the juvenile justice or criminal justice system.

Brief Analysis of the Need of the Program and Proposed Program Activity:

According to the 2023 Guam Uniform Crime Report, a total of 5,077 offenses were reported. Of this total, 2,794 arrests were reported for violent and property crimes and other crimes against society. The total arrest for 2023 is a 17 percent decrease from the 6,101 arrests reported in 2022. On average from 2021 to 2023, a total of 6,192 individuals were arrested on island for criminal offenses annually. In comparison to juvenile offenses, a total of 855 juvenile offenses were reported in 2023, a 6.2% increase from 2022 at 805 offenses. Juvenile crimes increased significantly from 2021 at 436 to 2022 at 805 and in 2023 at 855. Of the total juvenile offenses, 190 are for violent, property and other crimes against society.

The Department of Youth Affairs, a youth correctional facility, is responsible for the care and custody of both status offenders and delinquent offenders. In 2022, the total admissions of youth in custody at DYA was 239, a significant increase from the 2021 overall admissions of 74 or 223% as compared to the admissions in 2020 of 212 or 13%. Recurring criminal related offenses are assault, burglary, criminal sexual conduct, robbery, theft of motor vehicle and family violence. Recurring non-criminal related offenses are violations of court order, beyond control, and curfew violations.

Most of the individuals arrested have had some sort of encounter with the criminal justice system, mostly for relatively minor, nonviolent offenses, and sometimes from decades in the past. Whether an arrest occurred recently or long ago, individuals with criminal records, and particularly recently incarcerated individuals, have a juvenile record and will face serious and complex obstacles to reentry into the community.

These barriers can ultimately contribute to a cycle of incarceration that makes it difficult for even the most well-intentioned individuals to stay on the right path and stay out of the justice system.

Across the country, communities face high recidivism rates for a number of reasons. Many justices involved individuals return to the community with considerable deficits, such as limited education, few marketable job skills, no stable housing, chronic health issues, substance abuse needs, and fragile support networks.

The long-term impact of an individual's criminal record prevents many motivated people from obtaining employment, housing, higher education, and a better way of life. These barriers affect returning individuals even if they have turned their lives around and are unlikely to reoffend.

The need exists to develop an effective Criminal Justice System Prevention and Education Program to redirect youth who are considered at-risk for delinquency or who have committed a delinquent offense from deeper involvement in the juvenile justice or criminal justice system. The diversity of approaches can include a network of law enforcement partners involved in neighborhood watch, community policing, and comprehensive or multi-disciplinary efforts. These strategies can engage residents, community and faith-based organizations, and local government agencies in addressing the factors that contribute to the community's crime, delinquency, and disorder.

The program should be designed to: 1) increase students' perceptions of competence and self-worth; 2) improve participant identification with positive roles; 3) reduce disciplinary actions in school; 4) improve participants' communication and refusal skills; 5) increase knowledge of and negative attitudes about substance abuse and violence; 6) teach anger and impulse control for effective behavioral skills for reducing aggressive and delinquent behavior in promoting healthy youth development and reducing levels of youth drug use, violence, delinquency, and problems with the criminal justice system in the future; and 7) increase community involvement in promoting the healthy development of youth and the valuing of adolescents.

#### Program Goal:

The goal of the program is to develop a criminal justice education campaign program that will target school-based students to educate on the negative consequences of having a juvenile or prison record. The program is designed to deter and effect a positive impact on deterring the use of alcohol, drugs, and involvement in other risky behaviors among participants leading to a criminal justice record.

#### Objectives and Actions:

- Creation of a Youth Prevention and Education Committee to examine existing school-based and community crime prevention programs or strategies that target changes in behavior, culture and community infrastructure of young adults to prevent or lead a life of crime resulting in an arrest.
  - Evaluating the jurisdiction's approach to youth prevention and education programs and assessing whether or not programs or services are achieving positive results.
  - Develop effective Youth Criminal Justice Prevention and Education Program
  - Planning and implementing strategies that target changes in behavior, culture and community infrastructure of young adults to prevent or lead a life of crime resulting in an arrest

- Develop or enhancing data systems to capture and assess effectiveness of program for planning purposes
- Comprehensive services for young adults returning to their communities from incarceration in order to increase accountability and lower overall recidivism.
  - Collaboration across agencies and systems, including mental health and substance use treatment providers, prosecutors, nonprofit organizations, and law enforcement.
  - Engagement with target populations to increase program retention, enhance community support, and respond with appropriate services before release, including the treatment of mental illnesses and substance use disorders and assistance with housing, education, and other services.
  - Development of tailored pre- and post-survey instruments to evaluate effectiveness of youth prevention and education programs in reducing juvenile crime related offenses.

Guam's Performance Measures:

- Development of a comprehensive or multi-disciplinary network of criminal justice agencies and community services stakeholders to include treatment providers, community groups, police services and other professionals in the community in the reduction of risk factors and social problems.
- Performance of needs assessment (identify risk and protective factors) to evaluate information about crime and delinquency, available resources, and previous interagency cooperation to determine what types of delinquent behavior and youth violence are causing the greatest concern in the community to help focus the intervention.
- Development and implementation of Criminal Justice System Prevention and Education Program.
- Development of a core of juvenile or adult offenders who will commit to promote successful integration into the community by providing support, advocacy, and a way to be meaningfully accountable.
- Number of prevention and education campaigns or outreach conducted in the schools, community events, print/media campaigns to effectively reduce, for example, anti-social behavior, aggression, delinquency, substance abuse and violent crime among adolescents; number of participants; number of stakeholder participation
- Types of intervention services, referrals or programs provided to youths.
- Data to support improved youth's school performance; reduction on reported violent and property crimes and other assaults; reduction in prison sentencing.

## **National Incident-Based Reporting System (NIBRS) Compliance**

Purpose Area: Planning, Evaluation, and Technology Improvement Programs

### Description of the Program:

In FY 2016, the Federal Bureau of Investigation (FBI) formally announced its intention to sunset the Uniform Crime Reporting (UCR) Program's traditional Summary Reporting System (SRS) and replace it with the UCR Program's National Incident-Based Reporting System (NIBRS). By January 1, 2021, the FBI intends for NIBRS to be the law enforcement crime data reporting standard for the nation. In preparation for the FBI's 2021 NIBRS compliance deadline, U.S. territories and tribal jurisdictions, BJA beginning in FY 2019 will require, through the application of a special condition, direct JAG award recipients not certified by the FBI as NIBRS compliant to dedicate 3 percent of their JAG award toward achieving full compliance with the FBI's NIBRS data submission requirements under the UCR Program. The 3 percent requirement will assist state and local jurisdictions in working toward compliance, to ensure they continue to have critical criminal justice funding available through JAG when SRS is replaced by NIBRS in FY 2021.

As of March 16, 2022, FBI NIBRS informed the Guam Police that they will be officially certifying GPD in NIBRS. Guam Police achieved this milestone by maintaining less than a 4% margin of error as per the FBI mandate. This is a tremendous milestone for the Guam Police Department in meeting compliance with the congressional mandate for FBI NIBRS Certification. Guam will continue to support maintaining NIBRS compliance to enhance the quantity, quality, and timeliness of crime data collected by law enforcement officers, to provide personnel with NIBRS/IBR training via virtual on-line courses and technical assistance training, software programming adjustments to LERMS, and to continue to improve the methodology used for compiling, analyzing, auditing, and publishing the collected crime data with NIBRS requirement. Continued support will ensure that JAG eligibility is not affected in future fiscal years.

### Brief Analysis of the Need of the Program and Proposed Program Activities:

Guam achieved certification by the FBI for NIBRS compliance. The Guam Police transitioned to the National Incident-Based Reporting System (NIBRS) March 2022. Guam Police Department will continue to meet NIBRS certification to include training, contractual services, software enhancement, hardware upgrades and labor.

LERMS software programming adjustments for improvement of capturing criminal data for the UCR-NIBRS were initiated November 2022 with Tyler Technologies, however, the adjustment initiated a reset or defaulted edits related to the NIBRS errors. Due to this, the error rate appears high due to software adjustments that can only be fixed by the New World TT. In order for GPD to update its LERMS Software through New World TT, a hyperconvergence must be completed. Until this update is completed, manual intervention will continue to be required.

The GPD received guidance from New World TT that a SQL server is also necessary to complete the GPD's hyperconvergence. The SQL server is necessary to store and backup data. A

procurement request was initiated in January 2024 and is still pending a purchase order from the GSA.

GPD has procured and acquired a "hyper-convergence" infrastructure with the intent to integrate its police records management systems and networking resources into a single platform. GPD is in the beginning stages of this transition project which includes the migration of existing data from GPD's server to the hyper-convergence; however, in order to proceed with the migration, GPD is required to back up the data residing in our existing server into a SQL Storage. This is necessary to prevent the potential loss of data while ensuring the transfer of critical information and minimizing potential disruptions to GPD's systems including the LERMS, CAD, and Field Mobile systems which are intertwined with the NIBRS.

Program Goal:

The goal of this program is to continue to facilitate jurisdictions compliance with NIBRS.

Guam's Performance Measures:

- Maintain NIBRS certification with less than a 4% error of margin
- Number of NIBRS/IBR training provide officers
- Implementation of computer workstations compatible with software specification and software upgrades to interface with LERMS and the Mobile Field Reporting System.

## **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 makes 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, 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 professionals they represent are analyzed and utilized to support the overall plan development.

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

- Office of the Attorney General
- Guam Police Department
- Department of Corrections
- Judiciary of Guam
- Department of Youth Affairs
- Guam Customs and Quarantine Agency
- Guam Behavioral Health and Wellness Center
- 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
- Guam Legislature Committee on Education, Public Safety and the Arts
- Guam Legislature Committee on Federal, Foreign & Regional Affairs, Innovation & Development, Human Resources & Public Libraries
- Guam Legislature Committee on Emergency Response, Military and Veteran Affairs, Border Safety and Mayors Council



- Committee on Environment, Revenue and Taxation, Labor, Procurement, and Statistics, Research, and Planning
- Committee on Health, Land, Justice, and Culture

The Fiscal Year 2019-2022 Strategy for Drug Control, Violent Crime and Criminal Justice Systems Improvement addressed improving the effectiveness and efficiency of Guam's criminal justice systems. The strategic plan was developed with input from a broad range of identified stakeholders; describes evidence-based approaches that will be used for planning, program implementation, and evaluation; and illustrates how Guam will allocate or prioritize funding. The Multi-year strategy was a continuation of past plans designed to meet the grant program's objectives while also balancing significant funding reductions to the grant program.

Since the Strategic Plan adoption, the COVID-19 pandemic, also known as the coronavirus pandemic, has changed the circumstances of Guam's original FY 2019-2022 Strategy for Drug Control, Violent Crime and Criminal Justice System Improvement (Strategic Plan) that was submitted in FY 2019. In May 2020, the Bureau of Statistics and Plans and its criminal justice and law enforcement partners have had to reevaluate its operations for the health and safety of all employees, patrons and especially those in confinement facilities. In the effort to comply with social distancing measures, the Judiciary of Guam (JOG) and the Public Defender Service Corporation (PDSC) requested for funding assistance to implement video conferencing technology to allow for the opportunity to conduct remote court trials, civil hearings, case management conferences, expert testimony, legal consultation, overseas or remote witnesses or in any civil cases in which the courts direct the use of video and the parties involved consent to its use. As technology system improvement applies to using technology to improve the criminal justice system, the Strategic Plan was revised to address the inclusion of video conferencing under the Planning, Evaluation and Technology Improvement Program.

Following the conclusion of the First Public Review on September 21, 2023 for the FY 2023 JAG Program Narrative, the Bureau was made aware of sunset provisions under the Justice for All Reauthorization Act (JFARA) of 2016 in regards to the Prison Rape Elimination Act (PREA) of 2003. Since 2014, the Governor of Guam has taken the approach to certify Guam's commitment to use the 5% mandated set-aside under the Byrne JAG Program to meet compliance with the PREA Standards in future years. To ensure that resources are available to meet the PREA Standards, the Bureau will address the inclusion of a new program initiative under the Law Enforcement Priority in regards to the Prison Rape Elimination Act (PREA) Standards to prevent, detect, and respond to sexual abuse and sexual harassment in adult and juvenile confinement facilities.

The FY 2024 Edward Byrne Memorial Justice Assistance Grant (JAG) Program Narrative will continue to address the funding priorities identified in the 2019-2022 Strategy for Drug Control, Violent Crime and Criminal Justice Systems Improvement until a new updated strategy is in place. The priorities identified were based on the needs of Guam's criminal justice programs throughout the island. The priority areas identified are Technology Improvement, Treatment and Rehabilitation, Law Enforcement, Prevention and Education, and Corrections and Community Corrections.

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. 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.

The FY 2024 Byrne JAG Solicitation imposed two program requirements wherein states must submit a comprehensive statewide strategic plan with their applications in addition to the Death in Custody Reporting Act (DCRA) State Implementation Plan. The Bureau convened a Stakeholder's Meeting on June 27, 2024 to discuss the results of the survey that was conducted to determine the priority areas for Guam's FY 2024 –FY 2028 Multi Year Strategy based on the needs of Guam's law enforcement and criminal justice partners. Following Stakeholder approval on the priority areas, Bureau is in the process of coordinating with network partners for the collection of information in regards to Federally Funded Programs to ensure there are no duplication of cost efforts, and also the request for data and gaps in services and resource needs. The strategic plan will be developed in consultation with a diverse group of stakeholders, address resource allocation, use of data and implementation of evidence-based practices. It is the intent of the strategy to ensure the safety of our island community based on capacity building for public safety, crime prevention programs that are effective, for preparedness, for treatment and rehabilitation, technology improvement and commitment of shared resources.

In the interim as the new Strategic Plan is being developed, the Bureau will make updates to the State Annual Report that was developed to meet compliance with the FY 2023 Byrne JAG solicitation. The State Annual Report provided a summary update of program implementation efforts as detailed in the Fiscal Year 2019-2022 Strategy for Drug Control, Violent Crime and Criminal Justice Systems Improvement that 1) discusses the changing circumstances in the state, if any, since the strategic plan was adopted; 2) describes how the state plans to adjust funding within and among each of the JAG Program areas; 3) provides an ongoing assessment of need; 4) discusses the accomplishment of the goals identified in the strategic plan; and 5) reflects on how the plan influenced funding decisions in the previous year.

In addition, as called for in the FY 2024 Edward Byrne Memorial Justice Assistance Grant (JAG) Program State Solicitation, the Bureau will also be making updates to the Death in Custody Reporting Act (DCRA) State Implementation Plan. The DCRA Implementation Plan was developed to meet compliance with the FY 2023 Byrne JAG solicitation which addresses the process that Guam utilizes for collecting and reporting DCRA program data with the Guam Police Department, the Guam Department of Corrections and the Guam Department of Youth Affairs.

The FY 2024 Edward Byrne JAG Program will be subawarded to selected law enforcement or criminal justice, non-profit or faith-based organizations that meet the program criteria and addresses one of the purpose areas and at least one of the priority areas identified in the 2019-2022 Multi Year Strategy. A subrecipient that is selected for a subaward will ensure to have a valid UEI number, especially for non-line agency, non-profit or faith-based organizations. However, as the Guam Department of Administration (DOA) is the recognized central accounting agency for the

Government of Guam, all line agencies for the Government of Guam are under the Guam Department of Administrations Employee Identification Number (EIN) of 980018947 and UEI number of J5DHQHSHTJE7. As the funds will be subawarded, the detailed description to carry out the award and reporting requirements are depicted in the Project Timeline, the Budget Detail Worksheet and the Budget Narrative. The Bureau of Statistics and Plans qualifications is noted in the Organizational Capabilities and Competencies section of the narrative.

### **Data and Analysis**

Guam's strategic planning process will involve the collection and analysis of data from several resources to define the problem statement from these resources: GPD's Crime In Guam National Incident-Based Report System (NIBRS); 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; Department of Youth Affairs regarding youth in custody; the Department of Education for school enrollment and outreach programs targeting at risk youth; Sub grantee Quarter Progress Reports; Multijurisdictional 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's 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 will be 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 will be 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 a member of Guam's Criminal Justice Automation Commission, the State Epidemiology Outcome Work Group, and the Lieutenant Governors Public Safety Committee. The Bureau's staff also keeps abreast of issues pertaining to Guam's Coalition against Sexual Assault and Family Violence.

## **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 Administering 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 the 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, Guam Behavioral Health and Wellness Center, 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 the Public Defender Services Corporation.

## **PLAN FOR COLLECTING FY 2023 EDWARD BYRNE JAG PROGRAM PERFORMANCE MEASUREMENT TOOL (PMT) DATA**

To assist in fulfilling the accountability objectives of the JAG Formula Grant Program, as well as USDOJ'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 for subawards, the Bureau will create and assign a username and password for each sub grantee. Prior to creating and assigning the username 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 quarterly progress reports 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?

### **Semi-Annual Performance Narrative Report**

Sub grantees must submit a Semi-Annual Performance Narrative Report concerning the project activities occurring during the period of January 1st through June 30<sup>th</sup> and July 1<sup>st</sup> to December 31st to the Bureau. The information requested in the quarterly progress report is the same information requested in the semi-annual performance narrative report. The semi-annual performance narrative report is due by absolutely no later than January 10 and July 10. The Semi-Annual Performance Narrative Report assists the Bureau in 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 January to June and July to December 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 the training on the use of force, racial and ethnic bias, de-escalation of conflict, and constructive engagement with the public that officers have received.

### **Coordination for Death in Custody Reporting Act (DCRA)**

The Bureau will ensure compliance with the Death in Custody Reporting Act wherein data will be captured on the death of any person occurring during interaction with law enforcement officers or while in custody. The data will be captured every quarter and will be submitted in the Performance Measurement Tool (PMT).

In FY 2023, to meet compliance with the Byrne JAG Program solicitation requirements, the Bureau developed the Death in Custody Reporting Act (DCRA) State Implementation Plan for Guam. The DCRA Implementation Plan addressed the process that Guam utilizes for collecting and reporting DCRA program data to the U.S. Department of Justice. The DCRA State Implementation Plan developed by the Bureau was initially approved by OJP having met compliance with the DCRA requirements. However, in a recent letter from the Deputy Director of Programs, Office of Justice Programs, dated August 29, 2024, it was determined that Guam is not in full compliance with the Guidelines by not consistently submitting comprehensive, complete and accurate DCRA data submissions.

As such, the Bureau will be provided technical assistance to meet these requirements from the DCRA Training and Technical Assistance Center at the Justice Information Resource Network. On October 3, 2024, Ms. Alexa Singer, Research Associate, JIRN DCRA TTA Center and Mr.

Jimmy Steyee, the Program Analyst, BJA Budget and Performance Division conducted a virtual meeting to discuss Guam's DCRA reporting. Through discussions on Guam's DCRA reporting, it was disclosed that part of the reason that Guam is not in full compliance with the Guidelines was the number of zero unreported deaths in the PMT. Guam disclosed to the Research Associate and the Program Analyst that Guam has only one layer of government with only one police department and one adult and one juvenile correctional facility. These entities are the cognizant law enforcement agencies of individuals detained due to arrest or incarceration. Since 2019, Guam has been reporting into the DCRA PMT with a total of 18 DCRA entries. The majority of the DCRA data is reported from the Department of Corrections. In addition to the small reporting numbers, it was recommended to further clarify on the DCRA Data Form for "Reporting Agency" to identify the type of facility specifically within the Department of Corrections where the death occurred, such as the Men's Facility, the Women's Facility or the Hagåtña Detention Facility.

As part of the FY 2024 Edward Byrne Memorial Justice Assistance Grant (JAG) Program State Solicitation requirements, the Bureau is also in the process of updating the Death in Custody Reporting Act (DCRA) State Implementation Plan. In updating the DCRA State Implementation Plan, the Bureau is in the process of coordinating with other law enforcement agencies to address the DCRA Guidelines regarding the data collection infrastructure, data collection methods, and data reporting methods. These entities will include the Guam Police Department, the Department of Corrections, the Department of Youth Affairs, the Department of Agriculture (Law Enforcement Section), the Department of Parks and Recreation (Territorial Parks Protection – Park Patrol), the Guam Customs & Quarantine Agency, Judiciary of Guam (Marshals Division), the Guam Airport Authority (Airport Police), the Port Authority of Guam (Port Police Division). These law enforcement entities have been determined to have the authority to arrest and or detain as part of their enabling legislation. The Bureau will enter into a Memorandum of Agreement (MOA) with these law enforcement agencies indicated to ensure sound quality and completeness of the DCRA data reported. Following the full execution as of the last signature and date written on the Interagency Agreement, the Bureau will update the DCRA State Implementation Plan for review and approval with BJA.

## BUDGET DETAIL WORKSHEET AND BUDGET NARRATIVE

### *State Administrative Agency Cost*

Guam's State Administering Agency (SAA) is the Bureau of Statistics and Plans. The allocation for the FY 2024 JAG Program is \$648,705. The SAA will use the maximum 10% or \$64,871 for administrative costs for the following: personnel and fringe benefits (Administrative Assistant position); general agency operating expenses (telephones, copier lease, printer service, email account user access, procurement training); programmatic and or financial training through BJA Sponsored Training events, technical assistance events or conferences held by BJA or its designees; supplies for general administration of the grant and membership dues to NCJA to continue to be a voice to promote a balanced approach to communities' with complex public safety and criminal justice system problems, to provide information to criminal justice agencies statewide and applicable entities on topics and emerging issues relevant to the JAG program, sub grant training, technical assistance, and resource materials.

#### Personnel

The State Administering Agency will use the administrative funds to budget for an administrative assistant who will be responsible for providing administrative and office support services for the financial responsibilities of the Edward Byrne Memorial Justice Assistance Grant. The individual will be responsible for preparing the original and amended work requests for the projects, sending out the final correspondence to the sub recipients, reviewing the financial expenditures of the projects, and maintaining the sub recipient grant files. The Administrative Assistant is a letter Grade J Step X1 at \$37,913 per annum when referencing the Civil Service Commission's Grade A-X of the Competitive Wage Act Schedule (Public Law 37-3, signed into law on March 31, 2023, approved the update to the Competitive Wage Act which changes the pay scale for positions under the General Pay Plan (GPP) factoring a 22% increase. The new General Pay Plan salary schedule took effect on April 1, 2023). The Administrative Assistant salary will be prorated among current JAG active grants. The estimated total for Administrative Assistant salary is  $\$37,913 \text{ per annum} \times 50\% = \$18,957$  or  $\$18.23 \times 1040 \text{ hours}$  (13 pay periods) (rounded to the nearest dollar). The estimated total salary is \$18,957.

#### Fringe Benefits

The Administrative Assistant fringe benefits will total approximately \$10,847 for the life of the grant and prorated among current JAG active grants at 80 hours per pay period for 13 pay periods. The fringe benefits breakdown includes the following (rounded to the nearest dollar):

- 1) Retirement: \$5,833 prorated among current active JAG grants ( $\$18,957 \times 30.77\%$ ).
- 2) Medicare: \$275 prorated among current active JAG grants ( $\$18,957 \times 1.45\%$ ).
- 3) Retire (DDI): \$248 prorated among current active JAG grants ( $\$495 \times 50\%$ ).
- 4) Life: \$94 prorated among current active JAG grants ( $\$1187 \times 50\%$ ).
- 5) Medical: \$4,155 prorated among current active JAG grants ( $\$8,310 \times 50\%$ ).
- 6) Dental: \$243 prorated among current active JAG grants ( $\$486 \times 50\%$ ).



## Travel

The State Administering Agency will use the 10% administrative cost to allow any two of the following Bureau staff, Director, Chief Planner, Planner IV (2 staff), Planner III (2 staff), Administrative Services Officer, Administrative Officer and or Administrative Assistant, and or a Budget Analyst from the local OMB Office or a DOA Federal Programs Accountant from the central accounting agency providing the programmatic and financial support to the Byrne JAG grant to attend BJA Sponsored Training events, technical assistance events or conferences held by BJA or its designees or National Criminal Justice Association (NCJA) Conference or DOJ Financial Management Training or NCJA Regional Strategic Planning Training located in Washington, D.C. or in the Western Region. The estimated travel cost is \$11,768 inclusive of airfare and per diem. Airfare estimate is based on full Y fare and will be adjusted at the time of travel. Full Y Fare (full fare economy class ticket) is estimated from \$3500 to \$5500 as current market rates have substantially increased due to increased travel worldwide with the lifting of restrictions. Current market rates are adjusted real time on a daily basis due to increased cost of imported fuel to the island, geographic distance and competition as there is only one U.S. carrier servicing Guam and the timing of purchase and timing of flight which will include service fees for processing. Applicant travel regulations will be applied and airfare will be determined at the adjusted rate at the time of purchase and per diem will be adjusted according to prescribed GSA rates on the month of anticipated travel.

- Airfare: \$7,000 (\$3500 x 2 persons)
- Per Diem for lodging and meals: \$4,768
  - Washington, D.C.: \$2720 ((\$261 lodging + \$79 M&IE) x 3 training days + 1 travel day = \$1360 x 2 persons)
  - Western Region (California): \$2048 ((\$182 lodging + \$74 M&IE) x 4 days = \$1024 x 2 persons)

## Supplies

The State Administering Agency will use the 10% administrative cost to budget for general office supplies (photo copy paper, external drives, flash drives, network and computer supplies) for the general operations of the program. The estimated office supplies budget is \$1,579 for the life of the grant.

## Contractual Services

- Copier Lease Agreement

Copier lease cost is budgeted at \$1,920 for the life of the grant for reproducing documents related to the program. A portion of the true cost for copier lease services will be charged based on estimated usage ( $\$640 \times 12 \text{ months} = \$7680 \times 25\% = \$1920$  ( $\$160 \times 12 \text{ months}$ ) of the monthly cost.

- Printer Maintenance

Printer Maintenance is budgeted for \$1,500 for the life of the grant. Printer maintenance to include parts and materials and labor for the service and repair of color laser printers used in

the reproduction of documents, reports, correspondences and email threads as part of the grant administration of the program.

- Video Conferencing Subscription

Video conference subscription is budgeted for \$1,000 for the life of the grant to meet the cost for monthly subscription of a video conferencing application to allow the SAA to conduct meetings remotely with subrecipients, participate in stakeholder meetings remotely, and participate in video conferencing sessions of particular interest or importance by BJA, NCJA or other organizing body affiliated with criminal justice or law enforcement. The monthly video conferencing subscription is estimated at \$83.33 for 12 months.

### Other

- Telephone Services

Telephones are budgeted for six regular extensions annually for the Director, Chief Planner, Planner IV, Planner III, Planner II, and Administrative Assistant (\$45 x 24 months x 6 lines). Estimated total for telephone is \$6,480.

- Registration Cost

The State Administering Agency will use the administrative cost for any two of the following Bureau staff - Director, Chief Planner, Planner IV, Planner III, Administrative Services Officer, Administrative Officer and or Administrative Assistant and Budget Analyst providing the programmatic and financial support to the Byrne JAG grant for registration fee for any one of following BJA Sponsored Training events, technical assistance events or conferences held by BJA or its designees or National Criminal Justice Association (NCJA) Conference or DOJ Financial Management Training or NCJA Regional Strategic Planning Training (\$350 x 2persons). The estimated registration fee is \$700.

- Procurement Training and Certification Program Fee

A total of \$2,500 in funds is budgeted to cover the cost for two (2) procurement or administrative/fiscal or programmatic staff to attend and complete the Procurement Training and Certification Program pursuant to Government of Guam Public Law 32-131 as mandated by the Office of Public Accountability. A total of four (4) procurement modules are required to be taken by all procurement or administrative/fiscal staff tasked with procurement functions within the agency. The estimated cost for the Procurement Training and Certification Program is \$1,500 (\$750 x 2 staff).

- Membership Dues

The State Administering Agency will use the administrative cost for Guam's Annual NCJA Membership Dues. NCJA serves as the voice of state, tribal, and local governments and criminal justice practitioners on issues of crime control and public safety. As the representative of state, tribal and local criminal justice practitioners, the NCJA works to promote a balanced

approach to communities with complex public safety and criminal justice system problems. The NCJA recognizes the importance of interrelationships among criminal justice agencies and between these agencies and the community and a strong, steady advocate necessary to achieve comprehensive planning and policy coordination goals. The NCJA serves as its members' formal mechanism for informing on Congress, state, tribal and local criminal justice needs and accomplishments. The estimated cost for NCJA Membership Dues is \$3,800.

Indirect Cost

Indirect Cost at 35.95% (current FY 2023 Indirect Negotiated Rate Agreement): \$18957 x 22.52% = \$4,270 (rounded to the nearest dollar). The estimated cost for Indirect for salaries only is \$4,270.

***Sub recipient Cost***

The Bureau anticipates announcing the requests for proposals for the FY 2024 Edward Byrne Justice Assistance Grant Program approved program upon approval of the Byrne JAG Program Narrative. The proposed JAG funding will be allocated across the following approved JAG purpose areas by the following anticipated approved programs: Multi-jurisdictional Drug Task Force Program, Forensic Medical Examination of Sexual Assault Program, Sexual Assault & Violent Crime Prosecution, Prison Rape Elimination Act (PREA) Program, Reentry, Correctional Treatment and Rehabilitative Program, Recovery Oriented System of Care Program for Substance Abuse Offenders, Criminal Justice Information Systems, Video Conferencing, and Criminal Justice System, and Prevention and Education Program.

<b>Law Enforcement Programs</b>	\$223,834.00
Multi-jurisdictional Task Force Program	
Forensic Medical Examination of Sexual Assault Program	
Sexual Assault & Violent Crime Prosecution Program	
Prison Rape Elimination Act (PREA) Program	
<b>Corrections and Community Corrections Programs</b>	\$30,000.00
Reentry Program	
<b>Drug Treatment and Enforcement Programs</b>	\$100,000.00
Recovery Oriented Systems of Care for Substance Abuse Offenders	
Correctional Treatment and Rehabilitation	
<b>Planning, Evaluation, and Technology Improvement Programs</b>	\$200,000.00
Criminal Justice Information Systems (CJRI, LERMS, AFIS, ACMIS, PCMIS, NIBRS)	
Video Conferencing	
<b>Prevention and Education Programs</b>	\$30,000.00
Criminal Justice Systems Prevention and Education Program	

The total proposed subrecipient cost under the FY 2024 JAG Program Areas is \$583,834.

## **APPENDICES**

## **FY 2024 Byrne JAG Additional Application Components**

- Budget Worksheet and Narrative
- Financial Management and System of Internal Controls Questionnaire
- Indirect Cost Rate Agreement
- Research and Evaluation Independence and Integrity
- State Annual Report
  - Pending submission upon final updates
- DCRA State Implementation Plan Annual Update
- FY 2024 Certifications and Assurances by the Chief Executive of the Applicant Governor
  - Note: Pending submission following the completion of the Public Review period and upon review and approval by the Governor certifying compliance with the provisions of the certification and assurance.
- Survey Questions

## **FY 2024 Byrne JAG Narrative Disclosures and Assurances**

- Disclosure of Lobby Activities
- Applicant Disclosure of Duplication in Cost Items
- DOJ Certified Standard Assurances
- DOJ Certifications Regarding Lobbying, Debarment, Suspension and other Responsibility Matters; Drug-Free Workplace Requirements; Law Enforcement and Community Policing
- Applicant Disclosure and Justification – DOJ High-Risk Grantees

## **FY 2024 Byrne JAG Narrative Public Review Documents**

Note: Pending upon completion of the Public Review Period