

BUREAU OF STATISTICS AND PLANS
Government of Guam
April 2026



Edward Byrne Memorial Justice Assistance Grant (JAG) Program

Guam FY 2025 Byrne JAG Program Narrative Application

Contact Information:

Lola E. Leon Guerrero, Director
513 West Marine Corp Drive,
Hagatna Guam 96910
(671) 472/4201/2/3
lolaig@bsp.guam.gov

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EXECUTIVE SUMMARY

Guam's FY 2025 Byrne JAG Program Narrative outlines the island's funding priorities, subgrant processes, stakeholder engagement, and performance-measurement approach required by the Bureau of Justice Assistance. As Guam's primary source of federal criminal justice funding, JAG supports multijurisdictional drug task forces, courts, corrections, treatment programs, and justice information-sharing initiatives, enabling the territory to address crime and strengthen system efficiency despite limited local resources. Guided by the FY 2025–2029 Multi-Year Strategy for Drug Control, Violent Crime, and Criminal Justice System Improvement—developed collaboratively with a broad range of stakeholders—the plan prioritizes evidence-based programs that reduce crime and violence, enhance technology within Guam's criminal justice information systems, and expand treatment and rehabilitation to address substance abuse and recidivism.

The strategy continues Guam's long-standing efforts to maximize limited JAG funds by targeting essential capacity-building initiatives and identifying five priority areas: Law Enforcement; Planning, Evaluation, and Technology Improvement; Drug Treatment and Rehabilitation; Corrections and Community Corrections; and Prevention and Education. It also reflects Guam's commitment to sustaining critical programs despite reductions in federal funding, ensuring that resources are directed toward initiatives that would otherwise lack support. Additionally, Guam developed its Death in Custody Reporting Act (DCRA) State Implementation Plan to ensure accurate data collection and reporting across the Guam Police Department, Department of Corrections, and Department of Youth Affairs. Together, these efforts demonstrate Guam's strategic, coordinated approach to strengthening public safety and improving the functioning of the criminal justice system.

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 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.

PROPOSAL NARRATIVE

DESCRIPTION OF THE ISSUE

Guam continues to face significant public safety challenges driven primarily by the long-standing prevalence of crystal methamphetamine, emerging opioid misuse, and the interconnected rise in violent and property crime. Guam's drug landscape remains dominated by crystal methamphetamine. We are also seeing an emerging opioid crisis involving prescription drugs and fentanyl. These substance-use trends fuel violent crime, domestic violence, and property offenses across the island. Between 2021 and 2023, Guam averaged 735 violent crimes annually, and property crime increased 15.7% in 2023, driven in part by the affordability and availability of methamphetamine.

Guam's criminal justice system also faces structural gaps in treatment access, corrections capacity, and information-sharing infrastructure. The Department of Corrections reports that "over 85% of those in DOC custody admitted to substance use or abuse prior to or during the commission of their offenses" and the recidivism rate remains 69%. Despite this need, many individuals under supervision do not receive adequate treatment due to limited providers and resources.

Critical gaps also exist in Guam's Criminal Justice Information Systems. The FY 2025-2029 Multi Year Plan notes the need to "improve the quality, timeliness, and accuracy of Guam's criminal history records" and to complete integration of police, prosecution, corrections, and court systems, including upgrades to AFIS, ACMIS, PCMIS, and VCCH systems.

Issues in Administering Previous JAG Awards

Guam has successfully used past JAG funds to support AFIS upgrades, case-management modernization, and information-sharing improvements. However, continued funding for Information Technology upgrades is critical due to software end-of-life issues, maintenance needs, and migration requirements across agencies.

Additionally, significant funding reductions to the JAG program have required Guam to prioritize only the most essential system-improvement and crime-reduction programs.

How FY 2025 Funding Priorities Address These Issues

The FY 2025–2029 Strategy identifies five statewide priority areas to address these gaps:

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

These priorities directly respond to the island's needs by strengthening enforcement, expanding treatment, modernizing justice systems, reducing recidivism, and improving prevention efforts.

GUAM'S PROJECT DESIGN AND IMPLEMENTATION

Stakeholder Engagement and Planning Process

Guam's FY 2025–2029 Strategy was developed through a collaborative ranking process involving criminal justice professionals and stakeholders. Stakeholders engaged in the planning process include: Guam Police Department, Office of the Attorney General, Judiciary of Guam, Department of Corrections, Department of Youth Affairs, Behavioral Health providers, Community organizations, Victim-service providers, Local government agencies involved in prevention, treatment, and enforcement.

This process ensures representation across all statutory JAG program areas, including law enforcement, prosecution, courts, corrections, treatment, planning, and technology.

Local communities are engaged through public review periods, open comment opportunities, and coordination with nonprofit service providers. The Bureau of Statistics and Plans (BSP), as the State Administering Agency, coordinates state and local planning efforts and integrates stakeholder feedback into funding priorities.

Coordination with State and Related Justice Funds

The Bureau coordinates JAG funds with other federal and local resources to ensure there is no duplication of funding efforts and JAG funds are targeted to programs that cannot be supported with limited local resources by:

- Consulting with the Guam State Clearinghouse and the Bureau of Budget and Management Research to prevent duplication
- Reviewing “Other Funding Sources” in each application
- Aligning JAG investments with Guam’s multi-year strategy and related justice grants

Subaward Process, Timeline, and Programs to be Funded

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 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 2025 Byrne JAG Program is as follows:

PROGRAM ACTIVITY	2026				2027				2028				2029			
	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
The Bureau of Statistics and Plans (Bureau), the State Administering Agency (SAA) will develop the <i>draft</i> FY 2025 Edward Byrne JAG Application.			X													
SAA will coordinate the Public Review of the FY 2025 <i>Draft</i> JAG Application.			X													
SAA will submit the FY 2025 JAG Program Narrative via the USDOJ JustGrants System by due date.			X													
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 2025 JAG Program Narrative.			X													

PROGRAM ACTIVITY	2026				2027				2028				2029			
	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 submit the revised FY 2025 JAG Program Narrative via the USDOJ JustGrants System.			X													
FY 2025 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 2025 JAG Program account with the Bureau of Budget and Management Research (BBMR-local OMB Office) and the Guam Department of Administration (DOA-Central Accounting Agency)					X											
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
Bureau (SAA) will prepare and submit semi-annual progress reports via the JustGrants System.				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

PROGRAM ACTIVITY	2026				2027				2028				2029			
	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 (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.																
SAA will develop the Request for Project Proposals and the announcement of available funds under the FY 2025 Byrne JAG Program – Modification of current JAG announcement						X										
JAG announcement listing of who can apply, purpose of funds, restrictions on funding, required performance measures and reporting requirements.						X										
SAA will send out and post the announcement to invite prospective subgrantees to submit project proposals for the 2025 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							X									

PROGRAM ACTIVITY	2026				2027				2028				2029			
	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
under the FY 2025 Byrne JAG Program																
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								
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						

PROGRAM ACTIVITY	2026				2027				2028				2029			
	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
Subgrantees to begin implementation of subgrant MOU and work request (October 1, 2026 to September 30, 2029) and grant funded program activities that address priority areas.										X	X	X	X	X	X	X
Subgrantees Quarter Financial Reporting (ensures all supporting documents - invoices, purchase orders, price quotations, payments, etc. included) regarding expenditure of funds following prescribed procurement policies. <i>(subgrantees submit reports 15 days after the quarter period ends.)</i>										X	X	X	X	X	X	X
Subgrantees Quarter Progress Report regarding assessment of project activities in addressing the FY 2025 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

PROGRAM ACTIVITY	2026				2027				2028				2029			
	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 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
Subgrantees Semiannual Progress Reporting regarding results of activities implemented under their award in meeting the FY 2025 Byrne JAG Program goals and objectives. <i>(subgrantees submit reports 15 days after the semiannual period ends.)</i>										X		X		X		X
SAA will submit Semiannual Reports following the completion of the PMT's and uploaded into JustGrants every six months.										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>																
SAA will complete JAG final Program and Fiscal Reporting and grant closeout package.																

Description of the Programs to Be Funded (4-Year Period)

Multijurisdictional Drug Task Forces 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. 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.

Sexual Assault and Violent Crime Programs. 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.

Sexual Assault Prosecution 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.

Prison Rape Elimination Act (PREA) 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 complying when prison facilities under its operational control meet the PREA standards.

National Incident-Based Reporting System (NIBRS) Compliance. The FBI's transition from the Summary Reporting System to NIBRS led BJA to require non-compliant JAG recipients to dedicate 3% of their awards toward achieving NIBRS compliance to maintain eligibility for future funding. Guam met this requirement, and on March 16, 2022, the FBI notified the Guam Police Department that it would be officially certified after maintaining an error rate below 4 percent. Guam will continue supporting NIBRS compliance through officer training, technical assistance, software updates, and ongoing improvements in crime-data collection and reporting to ensure continued JAG eligibility.

Criminal Justice Information Systems Improvement Program. 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.

Video Conferencing Technology Program. 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.

Therapeutic Community or Aftercare and or Continued Care Programs. 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.

Correctional Treatment and Rehabilitation Program. 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.

CAPABILITIES AND COMPETENCIES

Capacity to Deliver the Proposed Project and Meet Award Requirements

The Bureau of Statistics and Plans (BSP), as the State Administering Agency (SAA), has the organizational capacity, staffing structure, and experience necessary to implement the FY 2025 Byrne JAG Program and ensure full compliance with all federal requirements. BSP has successfully administered multiple prior JAG awards, including complex multi-agency

system-improvement projects such as AFIS upgrades, case-management modernization, and criminal justice information-sharing integration.

Performance Measure Data Collection

BSP will continue to collect and report all required performance measure data through the BJA Performance Measurement Tool (PMT). Data will be collected through:

- Subgrantee quarterly progress reports
- PMT activity data submitted by each funded agency
- Financial and programmatic monitoring
- Direct coordination with law enforcement, courts, corrections, and treatment providers

The BSP Planner IV, Planner II in the Socio Economic Planning Program, Administrative Officer and Administrative Services Officer will be responsible for ensuring timely and accurate data collection, validation, and submission with the Chief Planner and Director providing oversight.

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).

SAA Capacity for Administering the JAG Award and Subawards

BSP has a long-standing statutory mandate to coordinate planning and administer federal justice funds. BSP is responsible for establishing funding priorities, ensuring an inclusive planning process, distributing funds, monitoring sub-recipients' compliance and submitting quarterly financial and programmatic reports.

Subrecipient Monitoring

BSP conducts comprehensive monitoring that includes: Quarterly financial reviews, Quarterly PMT and progress report reviews, Semiannual programmatic reporting, Verification of procurement compliance, Review of invoices, purchase orders, and supporting documentation, On-site or virtual monitoring visits, and Closeout reviews.

Strategic Planning and Coordination with Criminal Justice Agencies

Guam engages in extensive coordination across the justice continuum. The FY 2025–2029 Strategy was developed through a “collaborative ranking process involving criminal justice professionals and stakeholders”. Participating agencies include: Guam Police Department, Office of the Attorney General, Judiciary of Guam, Department of Corrections, Department of Youth Affairs, Behavioral health and treatment providers, Victim-service organizations, and Community-based nonprofits.

Evidence-Informed Programs Implemented Successfully

Guam has successfully implemented several evidence-informed and data-driven programs that demonstrate its capacity to execute strategic priorities:

1. Criminal Justice Information System Modernization

Past JAG funds supported upgrades to AFIS, ACMIS, PCMIS, and the Judiciary's VCCH system.

The 2020 and 2021 Byrne JAG Program funds have been instrumental with the upgrades made to the Automated Fingerprint Identification System and the phased upgrades with ACMIS, PCMIS, and CJIS. These projects demonstrate Guam's ability to manage complex, multi-agency technology initiatives.

2. Treatment and Rehabilitation Programs

Guam has implemented treatment programs within corrections and community settings to address the high rate of substance use among offenders. Byrne JAG funds provided the much-needed treatment services to help reduce health and social costs and increase the safety of citizens. These programs inform future investments in MAT, rehabilitation, and recovery supports.

3. Multijurisdictional Drug Task Forces

JAG funds have long supported coordinated drug enforcement operations. The strategy emphasizes the need to remove specifically targeted mid- and upper-level narcotics trafficking through joint operations. These efforts demonstrate Guam's capacity to execute evidence-based enforcement strategies aligned with national priorities.

4. Prevention and Education Initiatives

Guam has implemented community-based prevention and education campaigns that align with the Prevention and Education Priority area. These initiatives support early intervention and community awareness strategies.