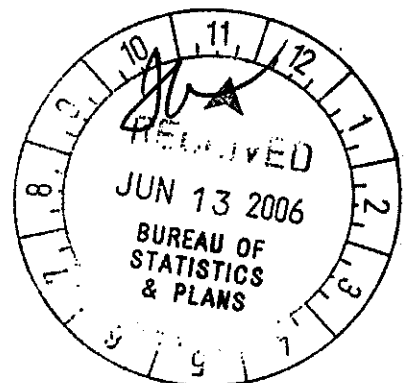


**THE**  
**DEPARTMENT OF YOUTH AFFAIRS'**  
**ANTICIPATED IMPACT**  
**OF INCREASED MILITARY PRESENCE**  
**ON GUAM**



**June 8, 2006**



**DEPARTMENT OF YOUTH AFFAIRS**  
**Government of Guam**

**DATE:** June 9, 2006  
**TO:** Director  
**FROM:** Social Service Supervisor  
**SUBJECT:** Anticipated Impact of Increased Military Presence on Guam

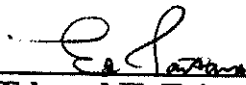
Attached with this memorandum is the completed report on "DYA's Anticipated Impact of Increased Military Presence on Guam". The report was completed by DYA's Master Planning Committee who were tasked with addressing DYA's current level of operation and providing a report on recommendations, based on the anticipated influx of military and their dependents to Guam.

Listed below are the individuals who provided assistance in compiling and reviewing this report, prior to final submission.

Trini F. Borja  
Rebecca Respicio  
John Salas  
Arlene Tedtaotao

Ed Taitano – Committee Chairperson  
Grace Taitano – Committee Member  
Pascual Artero – Committee Member  
Greg San Miguel – Committee Member  
Frank Blas – Committee Member  
Connie Santiago – Committee Member

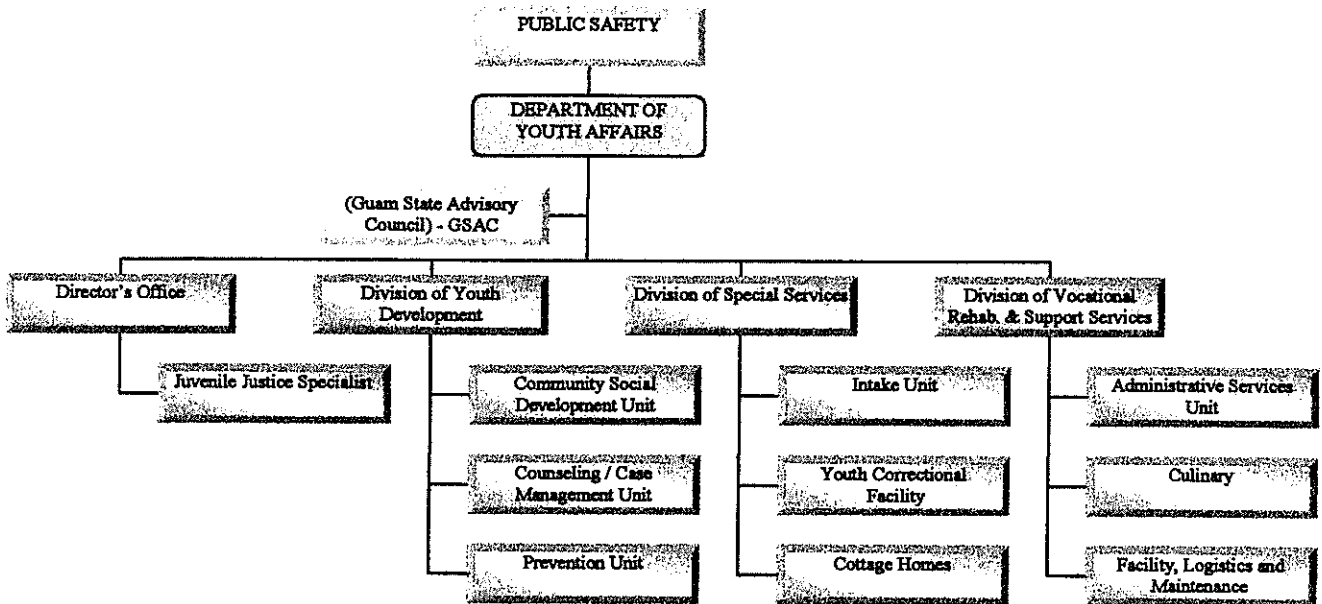
Submitted by:

  
\_\_\_\_\_  
Edward H. Taitano, SSSI  
DYA's Master Planning Committee  
Chairperson

Approved  Disapproved

  
\_\_\_\_\_  
Christopher M. Duenas  
DYA Director

# Department of Youth Affairs ORGANIZATIONAL CHART



## INTRODUCTION

DEPARTMENT OF  
YOUTH AFFAIRS

The Department of Youth Affairs (DYA) is best known by the Guam community as a “Youth Correctional Facility” where juvenile offenders are incarcerated. Since 2001 however, DYA has made a dramatic change in its direction and emphasis, where the department’s main focus has shifted towards delinquency prevention, treatment and aftercare.

Now after a decade of this new philosophy at DYA through the development and implementation of many new programs and services, DYA’s goal is as follows:

The mission of the Department of Youth Affairs is to improve the quality of life on Guam for all people by the development and implementation of programs and services that promote youth development, decrease juvenile delinquency and status offenses, strengthen the family unit, protect the public from juvenile delinquents, ensure that offenders are held accountable for their actions and are provided with appropriate treatment, and provide restitution to the victims”.

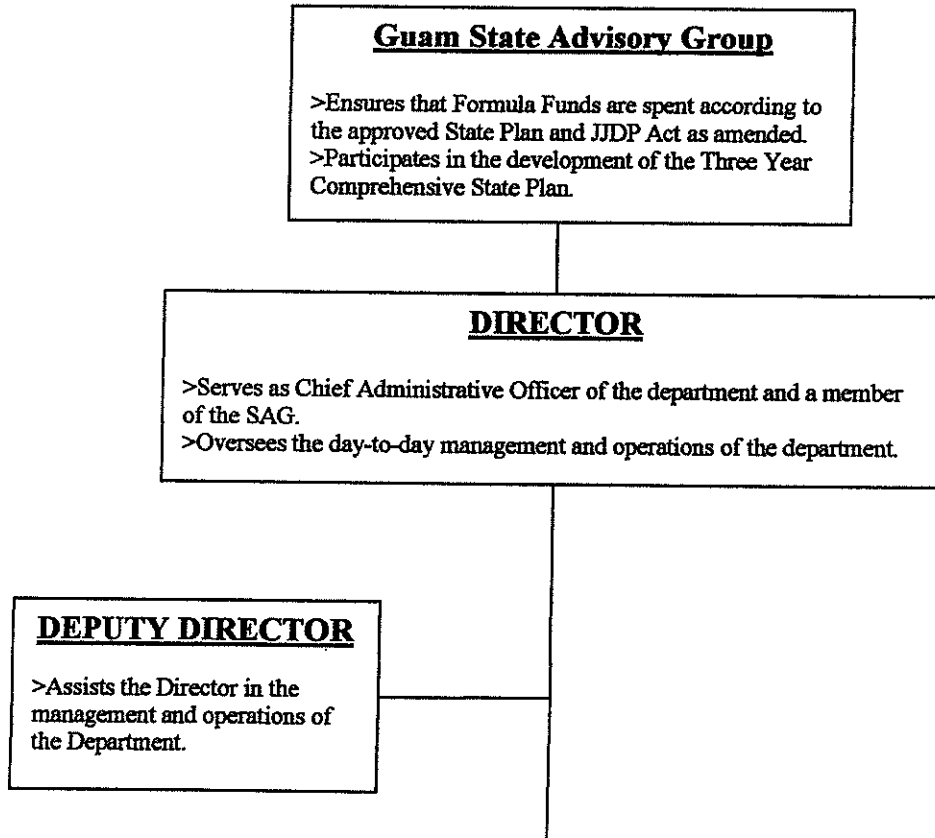
As per Public Law 14-110, the purpose for DYA is to plan, coordinate and/or implement programs, services and activities geared toward youth development, rehabilitation and involvement in the community. One of the responsibilities is to have general purview of all youth activities on Guam.

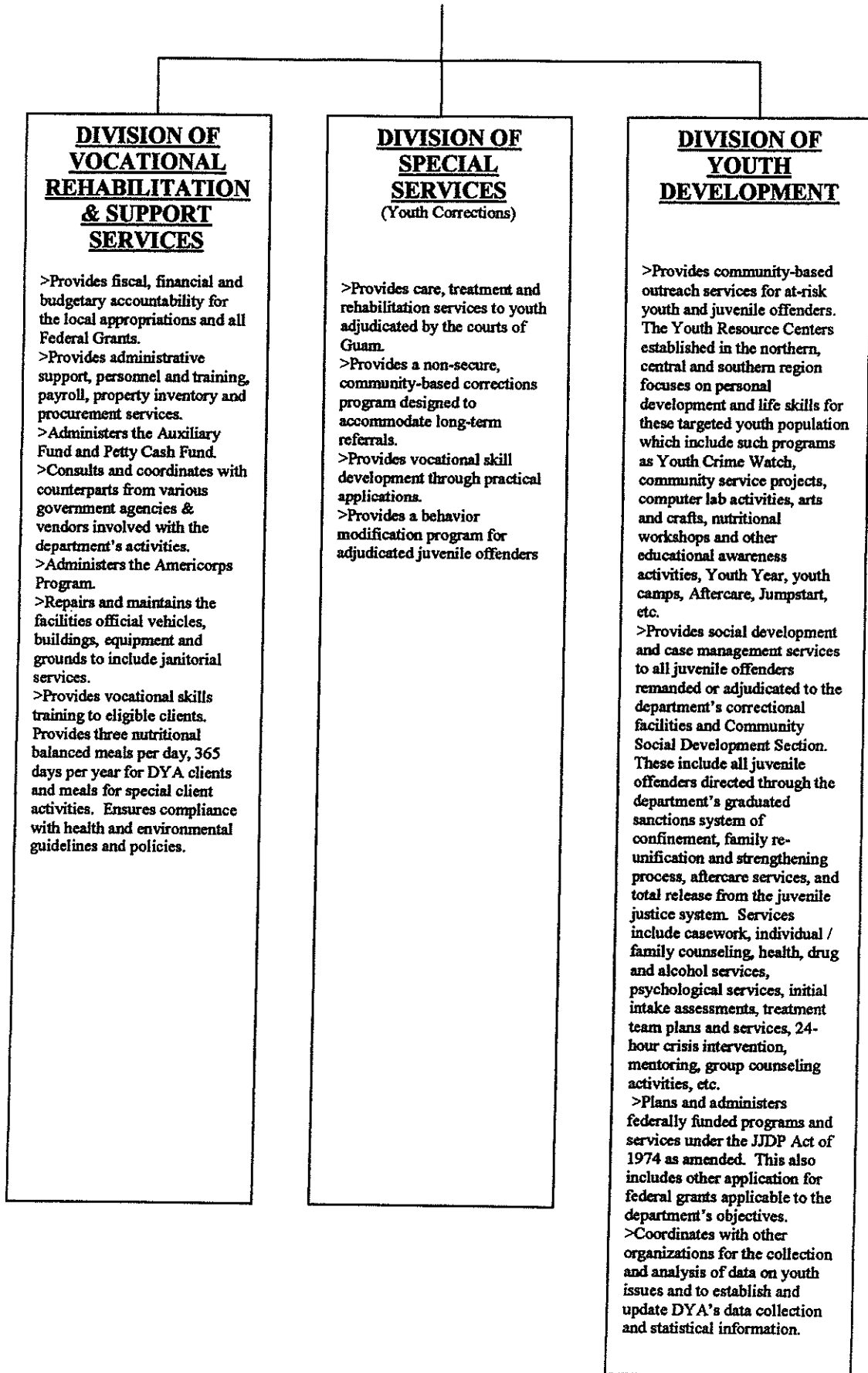
The objectives in accomplishing DYA's goal is to ensure that qualified and well-trained staff are available to develop effective and efficient programs and services; to ensure that proper facilities and equipments are available as needed; and to acquire and maintain the necessary support from both the public and private communities and organizations.

The Department of Youth Affairs has just completed its 27<sup>th</sup> year of operation on September 1, 2005, which has expanded its services to the community by opening three strategically located youth resource centers throughout Guam.

## FUNCTIONAL CHART

Listed below is a Functional Organizational Chart which explains the task and purpose of each section:





**DIVISION OF VOCATIONAL REHABILITATION & SUPPORT SERVICES**

- >Provides fiscal, financial and budgetary accountability for the local appropriations and all Federal Grants.
- >Provides administrative support, personnel and training, payroll, property inventory and procurement services.
- >Administers the Auxiliary Fund and Petty Cash Fund.
- >Consults and coordinates with counterparts from various government agencies & vendors involved with the department's activities.
- >Administers the Americorps Program.
- >Repairs and maintains the facilities official vehicles, buildings, equipment and grounds to include janitorial services.
- >Provides vocational skills training to eligible clients. Provides three nutritional balanced meals per day, 365 days per year for DYA clients and meals for special client activities. Ensures compliance with health and environmental guidelines and policies.

**DIVISION OF SPECIAL SERVICES**  
(Youth Corrections)

- >Provides care, treatment and rehabilitation services to youth adjudicated by the courts of Guam.
- >Provides a non-secure, community-based corrections program designed to accommodate long-term referrals.
- >Provides vocational skill development through practical applications.
- >Provides a behavior modification program for adjudicated juvenile offenders

**DIVISION OF YOUTH DEVELOPMENT**

- >Provides community-based outreach services for at-risk youth and juvenile offenders. The Youth Resource Centers established in the northern, central and southern region focuses on personal development and life skills for these targeted youth population which include such programs as Youth Crime Watch, community service projects, computer lab activities, arts and crafts, nutritional workshops and other educational awareness activities, Youth Year, youth camps, Aftercare, Jumpstart, etc.
- >Provides social development and case management services to all juvenile offenders remanded or adjudicated to the department's correctional facilities and Community Social Development Section. These include all juvenile offenders directed through the department's graduated sanctions system of confinement, family re-unification and strengthening process, aftercare services, and total release from the juvenile justice system. Services include casework, individual / family counseling, health, drug and alcohol services, psychological services, initial intake assessments, treatment team plans and services, 24-hour crisis intervention, mentoring, group counseling activities, etc.
- >Plans and administers federally funded programs and services under the JJDP Act of 1974 as amended. This also includes other application for federal grants applicable to the department's objectives.
- >Coordinates with other organizations for the collection and analysis of data on youth issues and to establish and update DYA's data collection and statistical information.

## The Division of Special Services

Division of Special Services

The Division of Special Services under Public Law 14-110 mandates the Division to provide the day-to-day care and custody of juveniles referred by the Guam Police Department, Truancy Office, Probation Office, and Superior Court of Guam.

The Division currently has forty one (41) *correctional personnel* who handles the day-to-day operations of the correctional facility (YCF) in Mangilao for juvenile offenders, and a residential facility (Cottage Homes) in Talafofo, for juvenile status offenders.

### INTAKE UNIT

Intake Unit  
(Control Center)

The Intake Office is where the Officer-in-Charge is stationed to monitor all incoming and outgoing processes of clients, personnel, and visitors entering the secured facility. The Officer-in-Charge controls all access to and from the facility, issues out appropriate keys to personnel from the control center vault; maintains the control center log book; maintains all appropriate information on client security, releases and movements. The control center staff checks all communication systems, surveillance systems, and the gate security at the beginning of each shift. Contacts are also made from this unit to the local police department, rescue squad, and fire department, for necessary assistance or reporting purposes.

### YOUTH CORRECTIONAL FACILITY

Youth Correctional  
Facility

The Youth Correctional Facility in Mangilao currently is using two (2) secured dormitories, one for males and one for females, with the maximum lodging capacity for the male population being at thirty-two (32), and ten (10) for the female population.

At the present time, June 6, 2006, DYA's Daily Population Report reflects a total of 32 male clients in F Unit (Male Dorm) with 29 males in-dorm and 3 clients currently on authorized leave. D Unit (Female Dorm) actively reflects a total of 6 clients, with 4 in-dorm, and 2 on authorized leave.

## **COTTAGE HOMES**



Cottage Homes in Talofofo has two (2) residential dorms for males and females as well. The current maximum lodging capacity for the male population is ten (10), and eight (8) for the female population.

At the present time however, Cottage Homes currently is housing a total of 12 males in Cottage A (Male Unit), with 11 in-dorm, and 1 on authorized leave. Cottage B (Female Unit) has a total of 8 females in-dorm, with no one on authorized leave.

DYA's normal daily population in both facilities (YCF and Cottage Homes) would average 30 clients on a daily basis. Lately however since January 2006, the admissions rate has been significant, with the total admissions from January 1, 2006 to present – June 6, 2006, totaling approximately 426 admissions.

Both facilities, the Youth Correctional Facility and Cottage Homes are currently operating at its maximum capacity. Although there is one additional dormitory (E Unit) which is used as an "Overflow" for either YCF or Cottage Homes, the personnel issues becomes another concern, which must be handled on a day by day basis, requiring over-time hours to be accrued.

### **ISSUES OF CONCERN**

With the anticipated influx of military and civilian dependents arriving on Guam, the anticipated needs for the Division of Special Services are as follows:

1. Additional Lodging Dormitories for the Youth Correctional Facility to accommodate at least forty (40) more bed spaces.
2. Additional Lodging Dormitories for Cottage Homes to accommodate at least forty (40) more bed spaces.
3. Build a new Gym or expand the existing Gym space.
4. Increase the Division of Special Services' Youth Service Workers by approximately twenty-five (25) more personnel.
5. Purchase or lease at least four (4) vehicles and two (2) seven passenger vans.
6. Build a new Cafeteria or expand the existing Cafeteria space.

7. Increase the purchase of housekeeping supplies, bedding supplies and other items to meet the needs of client population.
8. Expand the Present Intake Unit to include: 1. Infirmary, 2. CCMU offices, and 3. add more Holding Cells.
9. Expand Liheng Famagu'on School.
10. Upgrade of current generator.
11. Develop a Management Information System's Database that would communicate and share information with other units, e.g. CCMU, CSDU, Prevention Unit, etc.

## Division of Youth Development

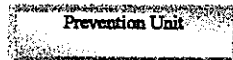


The Division of Youth Development oversees three (3) major units that provide treatment and services to clients who are confined, clients who have been released, and to the community as a whole. These units are as follows:

- I. Prevention Unit
- II. Counseling / Case Management Unit
- III. Community Social Development Unit

These units have unique tasks and target populations that are differ from each other, which are as follows:

### PREVENTION UNIT



Prevention Unit is responsible for providing the community with support systems from elementary school age children to young adults up to age 25, to pre-empt or divert at-risk youths from entering the juvenile justice system. Prevention efforts are a necessary component in discouraging at-risk behaviors amongst elementary, middle and high school students.

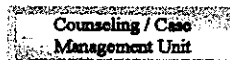
Programs currently handled by Prevention Unit are listed below with comments on the potential impact of military and civilian dependents.

- A. ***Youth Crime Watch*** – This program is designed to make Guam's youth aware that the vast majority of the various youth problems are the direct result of the actions a very small percentage of youth. This organization helps to empower the youth to take a stand and unite in this fight against youth violence and crime on Guam.

Currently, the department services almost all public schools, some private schools and village communities. We are currently experiencing difficulty maintaining and catering to the needs of all our sites and large number of members for each site. The impact we may experience from the additional military and civilian personnel would be that we would have a greater difficulty in the maintenance of all sites. We are so short in staff compared to the number of sites we have established. The positive impact may be that we will be able to establish additional sites which may end in more funding from Youth Crime Watch of America. Again, this is only if there is more funding available.

- B. **Youth Year** - Possibility of a need for a bigger program. No major impact.
- C. **SCORE** – This program is designed to inform elementary and middle school students about the realities of institution living in the Youth Correctional Facility and Cottage Homes. The program sets out to empower at-risk youth with the necessary knowledge to avoid future problems behaviors or delinquency acts. The classroom presentation is about 45 minutes.
- We are currently overwhelmed with the requests received from schools for presentations. Additional students in our system would possibly account for additional behavioral problems. We definitely will not be able to accommodate more requests for presentations, with the current resources we have.
- D. **Sports Program** – Possibility of a need for a bigger program. No major impact.
- E. **Community Beautification** - Possibility of a need for a bigger program. No major impact.
- F. **Other Activities** - The prevention unit handles various events and activities on an as needed basis. The only impact this might have is with regards to the huge numbers that our programs may have to make accommodations for. Financial resources are currently minimal and we will probably struggle to get things done with what little resources we have.

## **COUNSELING / CASE MANAGEMENT UNIT**



The Counseling / Case Management Unit (CCMU) on the other hand, was created to provide individual, group and family counseling services / case management services to individuals that are already confined in the Youth Correctional Facility. This unit was created to ensure that a continuum of services are provided to each client from confinement to release, via referrals to appropriate program in DYA or other agencies as deemed appropriate. CCMU's goal of enhancing the process of integrating the youth back into the family unit and community is being accomplished by the development of specific programs such as the Jumpstart and Safety Net programs. Through the Counseling / Case Management Unit, short and long-term counseling services are also provided and treatment plans are developed through the weekly Case Review meetings. Treatment plans are developed by collaborating with other entities in DYA, e.g. Psychologist, Therapists, Social Workers, Teachers, Youth Service Worker and DYA's Superintendent, to develop a comprehensive treatment approach, that would deter a youth away from delinquency and hopefully nurture the concept of being a contributing member of society in a positive way.

**Current Level of Operational Capacity**

CCMU is responsible for statistical information, which is obtained through the Screening Assessments done on each youth entering DYA for confinement purposes. Other services provided for by the Counseling / Case Management Unit include: Statistical Information & Database Management, Mediation Services, Case Management Services, Screening Assessments, Suicidal Assessments, Mental Status Assessments, Drug and Alcohol Assessments, Individual, Group and Family Counseling, etc. CCMU currently has a total of 5 staff workers, consisting of one (1) Licensed Individual, Marriage and Family Therapist, two (2) Social Workers, one (1) Youth Service Worker and (1) Clerk Typist.

The total number of clients that have been serviced through the Counseling / Case Management Unit either through Screening Assessments, Case Management Services, Counseling Services, etc., are based on the total number of admission which are as follows:

YEAR	NUMBER OF ADMISSION
2000	428
2001	428
2002	430
2003	506
2004	617
2005	597
January 1, 2006 – Present (June 8, 2006)	434

As evidenced by the growing number of individuals being remanded to the Department of Youth Affairs through the Guam Police Department, Probation Office, Truancy Office, and or the Superior Court of Guam, DYA's is dire need for more personnel in the Counseling / Case Management Unit, as well as other departmental units to support the existing programs and services.

**Future Needs and Resources to Meet Increased Demand for Services**

The anticipated impact of the military and civilian influx definitely warrants the need for additional buildings, vehicles, supplies and personnel to ensure that the Department of Youth Affairs is equipped to handle the potential influx of additional youths, who may encounter difficulties in their lives. Specific to CCMU's needs, we would need at least three (3) additional clinicians (Individual, Marriage and Family Therapists), three (3) additional social workers to represent clients at all court hearings, treatment team meetings, etc., and one (1) additional Youth Service Workers to adequately support the Safety Net Program and CCMU services. Although CCMU currently manages all of DYA's databases and statistics, there is a need to hire at least two (2) MIS individual, who will be responsible for the development and implementation of an MIS database

system that would handle statistical information and share information with other departmental unit, such as the Intake Unit, Prevention Unit, CSDU, CCMU, ASU, YCF, Cottage Homes, and other departmental agencies.

## **Community Social Development Unit**



The department's CSDU Resource Centers provide a unique continuum of services in the northern, central, and southern districts of Guam.

These Resource Centers offer an array of programs and services including Academic Tutoring, Aftercare Program, After School Activities, Alternatives to Suspension, AmeriCorps Program, Arts and Crafts, CHANSA Program, Community Beautifications Projects, Cottage Home's Community Integration, Community Mentoring, Computer Labs, Computer Labs, 24-hour Crisis Intervention, GED/ASVAB Preparation, Individual and Family Counseling, Jumpstart Program, Juvenile Diversion Program, Mini-Libraries, Rainbows for All Children Guam, Reading Program, School Shadowing, Sports and Recreation, Stipend Programs, Summer Youth and Employment and Training Program, and Video Programs.

In addition to these outreach programs and services, CSDU also provides case management services to the clientele of the Cottage Homes in Talofof, a non-secure facility for status offenders and non offenders who may be eligible for Resource Centers and other community-based programs and activities.

### **Current Level of Operational Capacity**

The Resource Centers receive over 100 new referrals per month and maintains ongoing community participants and clientele cases from previous months. The current level of operational capacity is at 92%. This level is presently affected by deployment and other personnel matters (i.e. medical illness and temporary hires). Of the total 24 staff assigned to CSDU, one is on an 18-month military leave, one is on medical leave, and five are temporary hires. There is approximately seven staff at each Resource Center. However the recommended level of capacity should be at a minimum of 13 staff per Resource Center. The additional staff recommended should include Clinicians, Social Workers and Youth Service Workers who provide long term treatment and other services.

### **Issues/Areas of Concern That May Affect Services**

The Resource Centers anticipate an increase of referrals as military and civilian personnel and their families make Guam their new home. An array of social issues is expected to occur as current military personnel and their dependants have already sought "off-base" services for themselves and family members, including extended family members. Many will inquire or need crisis intervention services or enter the Jumpstart and Aftercare Programs via the juvenile justice

system. Other programs often tapped are the Juvenile Diversion, Chansa, and Resource Center activities.

In addition, hundreds of off-island non-military workers needed for construction and other projects are expected to transfer their family members as well, which in turn would also impact social services and other resources in our community.

#### **Future Needs and Resources to Meet Increased Demand for Services**

There presently is an urgent need for a Northern Resource Center as staff vacated its former office across Maria Ulloa Elementary School and relocated to the department's main compound in Mangilao due to deteriorating and hazardous conditions of the buildings. Programs and services for the northern community are currently being provided out of the Astumbo Gymnasium and in partnership with the Dededo Mayor's Office.

The current office of the Central Resource Center is also inadequate as it lacks space and proper facilities such as bathrooms, offices, storage, power source, water heater, etc.

The department, through the Guam Housing and Urban Renewal Authority's Community Development Block Grant hopes to acquire a new Southern Resource Center in partnership with the Agat Mayor's Office. There may be a decision made on our grant application within the coming weeks.

With the increased population and multiple social factors expected from the ongoing transition, CSDU submits additional recommendations for operational and organizational efficiency:

**Personnel Advancement** – This will allow for career advancement of current staff and alleviate over tapping and spreading of the existing staff level. The hiring, reclassifying and/or opening of new positions affords upward mobility and fills the much needed assistance in the community.

The current services that the Resource Centers provide is already stretched thin as court referrals, schools, and community individuals continue to request for services. As plans for the construction of new schools are also underway, the Resource Centers will look to providing services at these new facilities as well.

Should the establishment of new positions become possible to prepare and address the future needs of the community, it is recommended that CSDU expands from a Unit to a Division. An Administrator would oversee this division with Social Service Supervisors assigned to each Section (Resource Center). It is further recommended that these Sections create satellite (Units) offices within their assigned villages for prompt, immediate responses to calls, intervention, etc. Should additional funding opportunities become available, a fourth Section (Resource Center) should also be established to alleviate the geographic coverage that is currently handled by the Southern Resource Center. This Section could be located in Yona or Talofofu and may also absorb the case management services of the Cottage Homes.

**Federal Grants Opportunities** – The department must continue to aggressively compete in grants application and funding opportunities. To do so, a unit should be established and dedicated to the application, compliance, implementation, and maintenance of the department's grants. The

limitations of the JJ Specialist overseeing just OJJDP grant awards would be addressed through this team of experts and would allow for more time to seek and compete for other funding sources for the department.

Funding of MIS, Clinical Services, and Personnel Training and Development are some of the critical areas needed to address our current situation. This Division would be able to assist and actively participate in the Grants Management Unit.

Other resources that would be needed to meet future demand for services are vehicles and office supplies and equipment to accommodate the increase of referrals to the Resource Centers.

## **Division of Vocational Rehabilitation & Support Services**

Division of Vocational  
Rehab. & Support Services

This division is responsible for 3 units which comprise of the Culinary, Maintenance and Administrative Services Unit.

### **CULINARY UNIT**

Culinary

The Culinary Unit provides three wholesome, nutritional, and balanced meals (breakfast, lunch, and dinner), seven days a week, for all clients remanded to the care and custody of the Department of Youth Affairs.

#### **ISSUES OF CONCERN:**

With the anticipated increase of military and civilian dependents relocating to Guam, the anticipated needs for the Culinary Unit are as follows:

1. Additional staffing of two (2) additional Cook I, and two (2) dishwashers.
2. Expansion of dining area to include upgrade of air-conditioning units.
3. Additional equipment (i.e., commercial gas stove, food warming stations, tables, etc.)
4. Larger food storage capacity – to include walk-in chillers and freezers.
5. Increase procurement of food supplies and materials.
6. Increase procurement of liquid petroleum gas.
7. Maintenance Service Contract for weekly cleaning/sanitation.
8. Monthly pesticide treatment.

### **ADMINISTRATIVE SERVICES UNIT**

Administrative Services  
Unit

The Administrative Services Unit oversees all budgetary and administrative duties which include personnel and training, procurement and financial matters.

**ISSUES OF CONCERN:**

With the anticipated increase of military and civilian dependents relocating to Guam, the anticipated needs for the Administrative Services Unit are as follows:

1. Additional administrative and clerical support staff.
2. Record/File Storage Room for the maintenance of increasing records.
3. Procurement of two Personal Computers.
4. Expansion of Supply Room for extra storage space.
5. Procurement of a Pick-up Truck (Flat-Bed) for supply pick-up and distribution.

**MAINTENANCE SECTION**



The Maintenance section is responsible for providing maintenance and repair of all official vehicles, buildings, equipment and grounds, custodial work, and in-house on the job vocational training of various trade for DYA clients who are eligible for the program.

**ISSUES OF CONCERN:**

To adequately meet the needs for the potential influx of military and civilian dependents that may become entangled in the juvenile justice system, the following needs are being recommended:

1. New Correctional Facility, 2 story buildings with indoor and outdoor recreational centers, in accordance to federal regulation building standards.
2. New Cottage Homes facility in accordance to federal regulations building standard.
3. Reconstruction of a perimeter fence line with concrete foundation and stainless steel mesh wires on top, equipped with electronic gates and a security system.
4. Upgrade the Security system in all areas.
5. Improve and expand the Parking Lot Area.
6. Recruitment of two (2) Maintenance Specialists and one (1) certified electrician.

7. Upgrade the Perimeter Lighting System.
8. Procurement of a new water facility (12 steps).
9. Repair or replacement of all DYA official vehicles.
10. Procurement of additional vehicles.
11. Purchase supplies and equipment for Vocational training (carpentry, wheel repair, plumbing, construction).
12. Ensure that all buildings have typhoon shutters.
13. Relocate the existing flag poles.
14. Upgrade all air conditioning equipments.
15. Upgrade the back-up generator system.

## **Definitions**

**Criminal-type juvenile offender:** A juvenile offender who has been charged with or adjudicated for conduct that would, under the law of the jurisdiction in which the offense was committed, be a crime if committed by an adult.

**Juvenile Offender:** An individual subject to the exercise of juvenile court jurisdiction for purposes of adjudication and treatment based on age and offense limitations as defined by State law, i.e., a criminal-type offender or a status offender.

**Nonoffender:** A nonoffender is a juvenile who is subject to the jurisdiction of the juvenile court, usually under abuse, dependency, or neglect statutes, for reasons other than legally prohibited conduct of the juvenile.

**Status offender:** A status offender is a juvenile who has been charged with or adjudicated for conduct that would not, under the law of the jurisdiction in which the offense was committed, be a crime if committed by an adult.

**PREPARED BY:**

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