

3. Program Narrative

The Guam Juvenile Justice System's strategic plan is based on the analysis of the juvenile justice system, to include youth serving systems from prevention through aftercare, juvenile crime problems, juvenile needs and resource availability and gaps. It will begin with a description of the service network showing the movement of youth through the various points of the system. In reviewing each of the 32 Formula grant program areas that could be prioritized for funding, the Guam Juvenile Justice Advisory Committee (GJJAC), which serves as the State Advisory Group (SAG) concludes that the following areas will be given priority as part of the comprehensive 3-Year Plan for 2018-2020.

- After-School Programs
- Compliance Monitoring
- Disproportionate Minority Contact
- Juvenile Justice Systems Improvement
- Planning and Administration
- State Advisory Group Allocation

The Juvenile Justice Law Revision Commission (JJLRC), created through Executive Order 2008-14 in July 2008, has drafted a Juvenile Justice Comprehensive Plan to address systems improvement, including the appropriate handling of juveniles and their treatment needs. The Department of Youth Affairs is a part of the JJLRC, which consists of representatives from the Guam Police Department, Office of the Attorney General's Family Division, Guam Behavioral Health and Wellness Center (formerly Department of Mental Health and Substance Abuse), Department of Education, Department of Public Health & Social Services, Judiciary of Guam and the Guam Legislature (Committee on Early Learning, Juvenile Justice, Public Education and First Generation Initiatives). It has over the last three years, discussed gaps in existing laws and interdepartmental relationships to identify new and innovative ways of better serving the juvenile population of Guam.

Guam's plan has focused its efforts to ensure ongoing compliance with the core requirements of the JJDP Act: Deinstitutionalization of status offenders; separation of juveniles from adult offenders, removal of juveniles from adult jails and lock-ups; and plans for disproportionate minority contact.

A1. System Description: Structure and Function of the Guam Juvenile Justice System

The Department of Youth Affairs (DYA) is a governmental agency under the Government of Guam created through the enactment of Public Law 14-110 on March 2, 1978. The purpose of the department is to plan, coordinate, and implement programs, services, and activities geared towards youth development, rehabilitation and involvement in the community. DYA is responsible for the care and custody of youth remanded to the Youth Correctional Facility (YCF) and Cottage Homes. While recognizing that some juvenile offenders will require placement in the facility, a vast majority of them can be safely handled in community settings if appropriate range of graduated accountability sanctions are made available, such as the department's Jumpstart (early reunification) and Aftercare (community reintegration) Programs.

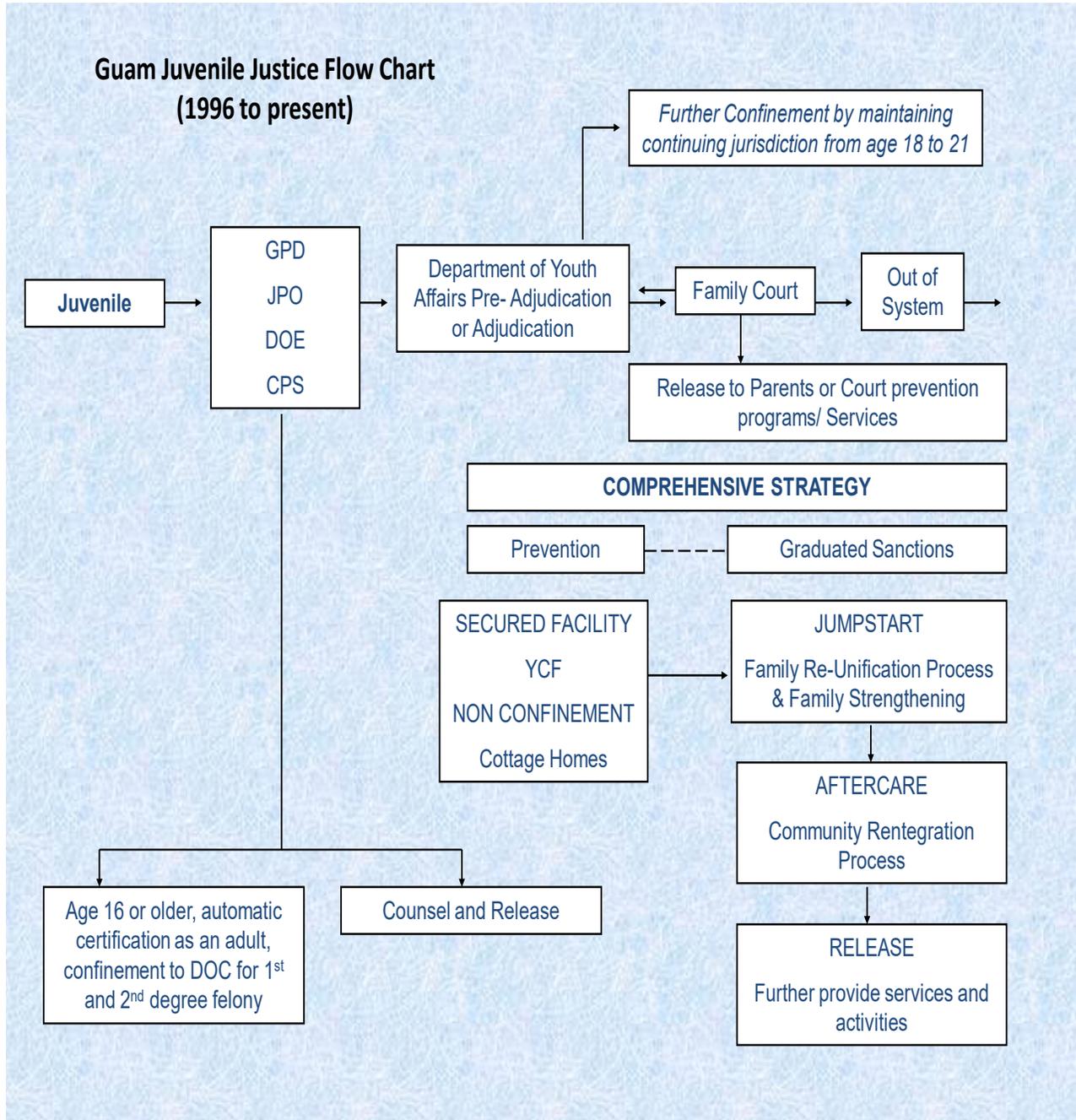
OJJDP FY 2018 Title II Formula Grants Program

One of the responsibilities of the department is to have general purview of youth activities within Guam. The department’s mission is to improve the quality of life on Guam by the development and implementation of programs and services that promote youth development, strengthen the family units and communities of these juvenile offenders, and to ensure the offenders are provided with appropriate treatment and are held accountable of their actions.

The system has a range of methods and programs for addressing juvenile crime, taking into account the severity of the offense and the background of the youth offender. Establishing a comprehensive approach to providing services and programs to youth involves coordination and collaboration within the Guam Juvenile Justice System. The system provides for escalating responses to offenses on increasing severity such as probation and incarceration. Because the system has a goal for rehabilitation, many more agencies within the Government of Guam, to include the Guam Department of Education, Guam Behavioral Health and Wellness Center, Department of Public Health and Social Services, Guam Police Department, village Mayors and other community-based organizations are key players in providing services addressing juvenile crime.

<u>Organization</u>	<u>Responsibility</u>	<u>Function</u>
Family	Pre-adjudication and adjudication of juvenile offenders, status offenders and non offenders	Pre-disposition and disposition of juvenile offenders, status offenders and non offenders
Sanctuary, Incorporated	Non-profit organization for youth, runaways, victims of abuse	Temporary shelter, parenting case management, counseling, drug and alcohol treatment
Law Enforcement Guam Police Dept.	Juvenile investigation and processing	Release or referral to appropriate service providers
Courts	Pre-adjudication and adjudication of juvenile cases and certified youth as adults	Pre-disposition and disposition of juvenile cases and certified youth as adults
Youth Correctional Facility (DYA)	Care and custody of juvenile offenders	Treatment, case management, counseling services
Cottage Homes (DYA)	Custodial care for status offenders	Treatment, case management, counseling services
Youth Resource Centers (DYA)	Youth development, prevention, intervention, treatment and rehabilitation and aftercare	Skills-development, after-school activities, mentoring, outreach, case management, crisis intervention, counseling

The following system flow chart provides an overview of the movement of juvenile offenders, status offenders and non offenders entering and exiting the system.



Accountability-based sanctions within DYA’s continuum of services are illustrated in the following chart.

DYA: System of Graduated Sanctions

Outreach, Prevention, Diversion, Intervention			Treatment & Rehabilitation, Early Reunification, Community Reintegration	
<i>CONTINUUM OF SERVICES</i>				
CSDU/RCs Programs for children/youth/families	Facility & Cottage Homes	Treatment & Rehabilitation	Early Reunification	CSDU/RCs Aftercare Community Reintegration
----- <i>Graduated Sanctions</i> -----				
<p>Programs for Children/Youth/Families</p> <ul style="list-style-type: none"> 24-hour crisis intervention After-school Activities Alternatives to Suspension Case Management (court advocacy, etc.) Case Reviews (treatment/behavioral plans) Chansa (youth/parent workshops) Clinical Psychological and Counseling Computer Labs Community Service Intake, risk/needs assessments Job training (DOL, DPHSS) Outreach counseling/psychological services SCORE (school outreach presentation) School shadowing Sports and Recreation Support counseling/groups Tutoring/Mentoring 			<p>Programs for non-status (criminal), status and non-offenders (abuse/neglect), certified youths</p> <ul style="list-style-type: none"> 24-hour crisis intervention Aftercare (community reintegration) Case Management (court advocacy, etc.) Case Reviews (treatment/behavioral plans) Clinical Psychological and Counseling GCC Basic Computer Program Intake, risk/needs assessments Jumpstart Program (early reunification) <i>Liheng Famagu'on</i> DOE School Quality time, Weekend & Extended Furlough Spiritual Organizations Support groups Step Plan Program Tutoring/mentoring UOG 4-H workshops 	

Legend: CSDU/RCs Community Social Development Unit/Resource Centers
 DOE Department of Education
 DOL Department of Labor
 DPHSS Department of Public Health and Social Services
 GCC Guam Community College
 SCORE School Children OutReach Empowerment Program
 UOG University of Guam



Analysis of juvenile delinquency and problems (youth crimes) and needs.

The island's juvenile justice system is comprised of the police, juvenile courts, Attorney General's Family Division, Youth Correctional Facility (YCF) and Cottage Homes. Key areas of concern previously identified by the GJJAC/SAG relative to the analysis of juvenile crime trends and gaps that exist within the juvenile justice system include the following: the overuse of court orders to violate youth in the juvenile justice system; difficulty of determining appropriate treatment for youth, especially those suffering from mental disorders; growing issues with migration from other islands; and limited funds for alternatives for youth. As agencies undergo changes and priorities, the GJJAC/SAG acknowledged that collecting data has also been difficult to obtain. Limited statistics have shown juvenile crime trends between periods. While data collection capacity remains challenging for Guam, the juvenile justice system continues to strengthen its collaborative tracking system for juvenile offenders from the point of entry to release into the community.

Inclusive of the 3-year planning process, as recognized by the Department of Youth Affairs (DYA), is the need for specific gender-related services for its juvenile clientele. DYAs clinicians are trained to recognize when a referral is needed for gender-specific services. If a request is made by the youth and/or the clinician/social worker believes that a female teenager needs a female therapist or female only program, they are immediately referred (e.g. Big Brothers Big Sisters, Island Girl Power, Girl Scouts). In the community, the court provides therapy services with numerous licensed therapists at the Client Services and Family Counseling Division. For alcohol and drug addicted young adult females who are incarcerated, there is an Oasis Program offered by the Salvation Army that was developed specifically for females. The social workers and clinicians employed at DYAs who work directly with juveniles within and outside of the facility have worked closely with staff to address any gender issues that may be salient for the youth.

DYA and the Guam Behavioral Health and Wellness Center (GBHWC) have been working very closely and successfully in providing appropriate assessment and treatment services for incarcerated juveniles and those placed in aftercare (transitional) services. This came as a result of direct meetings with the GBHWC administration and clinical service heads for children and adolescents. Before these meetings, there were challenges with referring youth, including follow-up by the GBHWC staff. At the current time, DYAs is very satisfied with the services provided by GBHWC as youth referred have been seen and assessed 100% of the time and most importantly, they have worked closely with DYAs staff to make follow-up clinical/medication appointments for the youth. The DYAs clinical staff (licensed clinical psychologist and licensed therapist) help facilitate the services between the two agencies. They have been instrumental in the communication and the subsequent improvements that needed to happen in the referral processes.

Information sharing among youth service providers is improving. However, DYAs continues to establish contact and as a result, the data provided in the subsequent pages were obtained from major sources involved with youth going through the system. The data shown would be the basis of the juvenile crime analysis, reflecting increases and decreases in juvenile offending.

The Guam Police Department's Juvenile Investigation Section (JIS) is responsible for the enforcement of juvenile laws and the prevention, intervention and/or investigation of crimes

committed by alleged juvenile perpetrators. JIS makes the initial contact with juveniles within the juvenile justice system.

Table 1 Juvenile Offenders by Offense 2015 – 2017 illustrates data for 2017 with offenses committed at 221 crimes with an overall increase in major crimes such as burglary, stolen property and disorderly conduct. Larceny theft, simple assaults, liquor laws and drunkenness consistently held the highest offenses from 2015 to 2017, while highest increases in 2017 were seen in burglary and liquor laws. There were no murders reported. Status offenses (runaways and beyond control) and curfew violations rose by 76% in 2017. Overall, total offense rate increased by 32% in 2017.

Table 1. Juvenile Offenders by Offense 2015 - 2017

Offense	2015	2016	2017
Murder			
Rape/Criminal Sexual Conduct	1	4	2
Robbery	2	1	
Aggravated Assault	2	3	3
Burglary	8	7	21
Larceny – Theft	19	30	10
Vehicle Theft	4	14	11
Arson			
Assaults, simple	13	19	17
Forgery and Counterfeits			
Fraud and Bad Checks			
Stolen Property	4	2	10
Vandalism	2		
Weapon Violations		1	
Sex Offenses		3	
Drug Abuse Violations	7	14	7
Offenses Against Family and Children	3	3	2
Driving Under the Influence	1	1	2
Liquor Laws	10	12	33
Drunkenness	10	14	20
Disorderly Conduct	6	4	19
All other Offenses	19	28	18
Curfew Violations	1	2	17
Runaways/Beyond Control	15	7	29
TOTAL JUVENILE OFFENDERS	125	151	221

Source: Guam Police Department

Table 2 DYA Admissions 2015 – 2017 shows total admission had decreased 24% from 474 in 2016 to 361 in 2017. The decline in admissions is attributed to various agencies’ collaborative efforts to partake in the 2016 Juvenile Justice Comprehensive Community Supervision Task Force, coordinated by the Judiciary of Guam to address juvenile justice programs and services, review current juvenile policies supported with research and seek strategies to strengthen family engagement involving evidence and community-based programs to reduce recidivism.

Table 2. DYA Admissions 2015 – 2017

Year	2015	2016	2017
Total Admission	399	474	361
1st contact	152	187	128
2nd or more contacts	247	287	233

DYA’s recidivism rate in Table 3 shows there were more justice-involved youth referred and in need of services during 2017. Efforts to address recidivism continues, to include the formula of data tracking relative to Violations of Court Orders (VCOs) being counted as a contact.

Table 3. DYA Recidivism Rate 2015 - 2017

2015	2016	2017
61.90%	60.54%	64.54%

DYA’s strategies are to continue its efforts to aid in reducing the recidivism rates. Its clinicians and social workers utilize quasi-MST (Multisystemic Therapy) as its primary model for treatment. Research has shown that MST, an evidence-based approach, reduces youth delinquent criminal behaviors. MST focuses on the factors of each youth's social network that are contributing to his or her antisocial behavior. The primary goals of MST programs are to decrease rates of antisocial behavior and other clinical problems, improve functioning (i.e. family relations, school performance) and achieve these outcomes at a cost savings by reducing the use of out-of-home placements such as incarceration, residential treatment, and hospitalization. The ultimate goal of MST is to empower families to build a healthier environment through the mobilization of existing child, family, and community resources hence, reduction of reoffending.

DYA and the court continue to unify rehabilitative treatment services, such as risk and needs assessment tools to determine the classification of juveniles as low-medium or high risk and establish programs tailored to their individual needs. Additional assessments prior to release strengthen re-entry, follow up and supervision services.

Table 4 DYA Top Five Offenses 2015 - 2017 shows consistent high numbers of VCOs, which made up 49% of juveniles admitted in 2017 for this offense. The second highest offense, beyond control has shown an increase compared to the previous year and made up about 29% of admissions.

Table 4. DYA Top Five Offenses 2015 - 2017

2015	2016	2017
Violation of Court Order (211)	Violation of Court Order (243)	Violation of Court Order (178)
Burglary (31)	Burglary (47)	Beyond Control (105)
Assault (27)	Assault (35)	Alcohol-Related (59)
Beyond Control (16)	Truancy (31)	Substance-Related (44)
Criminal Sexual Conduct (16)	Beyond Control (29)	Burglary (15)

Chronic juvenile offenders with two or more contacts continue to receive the treatment they need while confined in the Youth Correctional Facility (YCF) or Cottage Homes with consideration for placement in the early reunification or reintegration into the community through extended furloughs or the Jumpstart Program. These programs require frequent visitations and spot checks by DYA staff to gauge compliance as well as exit interviews with the youth and parents/guardians to rate personnel performance, programs and services, and address issues/concerns.

The Jumpstart Program gives the juvenile the opportunity to be on extended furlough while still under the custody of YCF or Cottage Homes. The concept of the program is to give the juvenile his or her role and responsibilities in the home and community. This will allow the strengthening of the family units while support from clinical, professional and technical staff continues for each juvenile. The juvenile is guided for eventual release from YCF. Upon release, they may be referred to Aftercare, a community reintegration program. Accordingly, the next step to assisting juveniles and their families during the reintegration phase is through the Aftercare component.

Within the community, DYA established Youth Resource Centers in the northern (Dededo), central (Mangilao) and southern (Agat) regions of Guam to offer programs and services for children, youth, and families, including those with special needs and disabilities and youth in the juvenile justice system. In efforts to support court-involved youth released from DYA, the Aftercare Program was established to help prevent them from returning to the YCF or Cottage Homes.

Table 5 DYA Aftercare Program 2015 – 2017 shows the number of clients served. In 2016, 86% of 70 clients receiving Aftercare services did not return to the YCF and Cottage Homes while in 2017, 17% of 78 clients returned to the facilities.

Table 5. DYA Aftercare Program 2015 - 2017

Program	2015	2016	2017
Aftercare	98	70	78

The Aftercare Program team consists of social workers/center supervisors, youth service workers, community program aides, and clinicians. The team also utilizes a quasi-multi-systemic therapy approach. Two critical services of the Aftercare Program are *intensive monitoring* and *counseling*. Intense monitoring occurs in the home and school settings. The youth service workers, assisted by community program aides conduct daily school monitoring, spot checks, confer with teachers and school administrators, and retrieve attendance and other reports, such as academic performance, behavioral concerns or issues. These consultations provide further insight to the respective social worker by being proactive and more responsive to the unique needs of each client and guide him/her to become academically successful.

Counseling services are accessible for clients under the Aftercare Program. Clinicians utilize the Cognitive Behavioral Therapy (CBT) as the primary model of treatment. CBT aims to affect negative behaviors into positive behaviors by changing the way a person thinks, as well as regulating emotions. Social workers and clinicians work hand in hand with the clients and their families to identify determinants of anti-social behaviors, develop treatment plans and establish goals targeting behavioral changes, reinforce treatment plans and assist in goal achievement and navigate community resources. Therefore, the quality of services rendered support positive youth development that ultimately aims to prevent the client from re-offending and re-entering YCF and Cottage Homes.

The Family Court can defer cases to this program as an alternative to incarceration. This component will allow levels of monitoring and other services for a minimum of six months up to 12 months. Additional phases of Aftercare allow families to continue services as needed.

Recent and ongoing literature and statistics have shown that upon a juvenile's release from a correctional facility setting, if no follow-up care is provided, the likelihood is that the particular juvenile will either violate again or commit another offense, which may continue into their adulthood. The recidivism rate is much higher in juveniles where no follow-up care and/or services are provided versus the ones who do receive such services. Often times, troubled youth have poor academic standings because they lack self-esteem and consequently, this usually contributes to negative anti-social behavior. DYA firmly believes that if youth are empowered with knowledge and education, then their overall sense of value and self-worth will increase, which will ultimately assist in improving their overall behavior within the classroom and school settings, homes, and within their community.

Individualized and family centered programs along with community-based programs as Big Brothers Big Sisters and Island Girl Power help to reconnect youth to their respective neighborhoods. More services require additional staff and consistent funding; therefore coordinated volunteer efforts from the general population (i.e. military, senior citizens, youth groups) should always be pursued. DYA also welcomes community volunteers.

The demographic makeup of juveniles served in DYA consists of male minors from single unwed parents and socioeconomic impoverished homes, both impacting their educational attainment and likelihood of statistical success in Guam's society. Male minors continue to make up the majority of the DYA population.

Table 6 DYA Admissions Top Five Age Groups 2015 – 2017 reflects the age of 16 as highest ranked overall.

Table 6. DYA Admissions Top Five Age Groups 2015 - 2017

	2015	2016	2017
13 y.o.	30	48	46
14 y.o.	54	68	41
15 y.o.	90	96	51
16 y.o.	109	104	66
17 y.o.	73	84	65

Table 7 illustrates Superior Court Juvenile Case Filings from 2015 to 2017. Recently, the Judiciary of Guam announced its action plan for Juvenile Justice Reform with critical focus areas and acknowledging that Chamorros and Chuukese are the highest court involved youth while Chuukese are over-represented.

Table 7. Superior Court Juvenile Case Filings 2015 – 2017

Classification	2015	2016	2017
Juvenile Delinquent	193	208	286
Juvenile Drug Court	233	200	0*
Juvenile Proceeding	609	504	395
Total	1035	912	681

*Juvenile Drug Court filed as Juvenile Delinquency Cases.

Juvenile Drug court cases which involve a drug or alcohol offense are now filed as Juvenile Delinquency cases. Juvenile Proceedings cases include juvenile guardianship matters, truancy, status offenses, and juvenile abuse and neglect cases.

The courts will continue to target risk factors and match treatment with client needs and treatment approaches, including services that are research-based. Four focus areas are: evidence-based practices, juvenile court referral process (to reduce unnecessary referrals to juvenile court), juvenile defense and prosecution, including training of attorneys working with juvenile case matters, and court language (use developmentally appropriate language in court proceedings).

Table 8 DYA Admissions Top Five Ethnic Groups 2015 – 2017 shows Chamorro and FSM juveniles, particularly Chuukese, have been severely overrepresented in the juvenile justice system and in DYA’s facilities. In 2017, Chuukese made up the largest single ethnic group at 59% followed by Chamorros at 31% of 361 admissions in DYA. Filipino and Palauan populations have remained low in admission numbers and extremely under represented.

Table 8. DYA Admissions Top Five Ethnic Groups 2015 - 2017

2015		2016		2017	
Chamorro	163	Chamorro	150	Chuukese	212
Chuukese	160	Chuukese	252	Chamorro	111
Filipino	11	Filipino	9	Filipino	9
Other FSM	9	Other FSM	9	Other FSM	9
Other	8	Other	15	Other	15

The island community continues to have over-representation of FSM nationals. Root causes of poverty, system bias, less emphasis on education, and poor community integration have been very challenging to overcome. Programs will continue to help focus and provide support and special advocacy via community partners and individuals to help deliver services to FSM youth and their families.

Although the local and FSM youth continue to make up the largest segment, DYA recognizes a disparity with juveniles of Filipino descent, as these youth account for a small percentage of the total juveniles being admitted. DYA will work diligently to address the Chuukese population in this program year and provide additional resource for the community in this language.

Other contributing factors for the youth crime trends include poor parent/child relationship, gang/peer group influences, lack of positive role models, school academic failures and lack of viable positive programs and activities in the community. Education is provided as mandated by public law for those who choose to stay in school or those who still exhibit appropriate behaviors within the school environment.

With the exception of schools, there are limited outlets and island-wide activities for youth to attend and/or positively socialize. Outlets that are available usually require fees. For single-parent homes and struggling families who are unable to afford the fees, an extra-curricular activity becomes a hardship. Many of these youth come from schools and villages located in the northern district of Guam, such as Dededo and Yigo, along with other more centrally located villages (Mangilao and Barrigada), where most of the admissions into DYA have come from.

The GJJAC/SAG is aware of the heightened existence of drugs, alcohol, tobacco and violence in the schools. It is important to identify the extent of each issue and seek alternatives to address the issues in hopes of reducing the occurrence of these issues in the schools and delinquency associated with use.

Table 9 DYA Admissions Top Five Drug Use 2015 – 2017 illustrates the majority of juveniles assessed during intake have reported alcohol-related offenses. Table 9 shows a decline of drug use reported by clients however, alcohol offenses remain prevalent as data from GPD shows violations consistently rating high in offenses charged.

Table 9. DYA Admissions Top Five Drug Use 2015 - 2017

Description	2015	2016	2017
Alcohol-Related	61	52	59
Marijuana	38	35	29
Ice	4	2	3
Tobacco	0	0	2
Other	0	0	1

Guam’s legal age to purchase and consume alcohol beverage is 21, a law that increased the drinking age in July 2010. GPD reported that most juvenile cases involving criminal behaviors were associated with alcohol. Guam recently passed a law to increase the legal tobacco consumption age to 21 and will be implemented in the year 2018.

Drug use in schools has shown that marijuana continues to be the drug choice amongst the youth with inhalants ranking second. GPD reported that the number of apprehensions have increased significantly and relatively remained within the same range over the years.

Within the Guam Department of Education (DOE), the school system continues to experience youth violence incidences on campus, however in Table 10 DYA Admissions by Schools shows George Washington High School has dropped to fifth after being previously on top and that Tiyan High School is the second highest for 2017. The establishment of this new high school for students from the central villages has alleviated overcrowding at GWHS. Through collaborative efforts between agencies and organizations, more outreach plans needs to be made as DOE will be redistricting student attendance this upcoming school year.

Table 10. DYA Admissions by Schools: Top Five Schools 2014 - 2016

Admissions: Top Five Schools		
2015	2016	2017
George Washington HS 61	THS 68	SHS 51
Tiyan HS 48	Simon Sanchez HS 58	THS 45
Southern HS 45	SHS 54	SSHS 41
John F. Kennedy HS 44	F.B. Leon Guerrero MS 47	Jose Rios MS 33
Okkodo HS 39	GWHS 39	GWHS 26

The GJJAC/SAG stated it is necessary to continue the review of the most current Guam Youth Risk Behavior Survey for guidance in establishing more after-school programs that will allow at-risk youth the opportunities to be productive members of society.

This review is part of the grant project activities as further elaborated under goals and objectives. In addressing clients’ school issues, DYA continues to work in partnership with DOE and others. DYA ongoing meetings with their administrators, offers its Alternatives to Suspension and

Expulsion Programs via the Resource Centers, outreach presentations about the realities of institutional living, follow up Aftercare services upon clients return to their home schools, etc.

Tables 11 and 12 Guam DOE Truancy Data for School Years 2015 and 2016 show the number of truancies at all levels with a decline in 2016.

Table 11. Guam DOE Truancy Data School Year 2015

	Male	Female	Total
Elementary	105	98	203
Middle School	24	29	53
High School	93	65	158
Total	222	192	414

Table 12. Guam DOE Truancy Data School Year 2016

	Male	Female	Total
Elementary	79	65	144
Middle School	70	33	103
High School	66	32	98
Total	215	130	345

With regard to the issues relating to juvenile delinquency encompasses many areas, of high concern is the island’s drug-related crimes and drugs entering Guam. The effect on youth criminal activities has heightened public concern with regards to prevention and control. The Department of Youth Affairs, its partners and the GJJAC/SAG recognize there is no one method or program of prevention that will control or curb the problems of juvenile delinquency. The prevention and control of the total juvenile delinquency problem will require several means and new alternatives methods in delinquency prevention and rehabilitation for juvenile offenders. Collaborative efforts, data collection, including training opportunities for personnel must be maintained with all current associations as we continue to strengthen our efforts to implement appropriate intervention and prevention measures for youth involved in the court system.

b. State Priority Juvenile Justice Needs/Problem Statements

After-School Programs (2 - Program Area)

The GJJAC/SAG is aware of the heightened existence of drugs, alcohol, tobacco, and violence in the schools. The members believe it is important to identify the extent of each issue and seek alternatives to address the issues. As a result, the group hopes to reduce the occurrence of these issues in the schools and delinquency associated with use.

- Review the Guam Youth Risk Behavior Survey.
- Create after school programs and positive alternatives that allow at-risk youth the opportunities to be productive members of society.

Violation of Court Order (VCO) (27 – Juvenile Justice Systems Improvement)

The GJJAC/SAG believes that too many of the incarcerations due to VCOs are unnecessary. The members plan to work closely with the judges to resolve these unnecessary incarcerations. As a

result, judges will have more alternatives and parents will have greater resources which will ultimately reduce recidivism.

- The GJJAC/SAG will collect local data for the last five (5) years on the number of VCO's and types of violations.
- The GJJAC/SAG will work with the Judiciary to develop policy on specific violations that should result in the incarceration of minors, while identifying alternatives to incarceration.

Data Collection (27 - Juvenile Justice Systems Improvement)

Data is difficult to obtain as agencies undergo changes in personnel and priorities.

- Make it a systemized process.
- Create a standardized form.
- Have an online resource guide sponsored by the GJJAC.

Compliance of the Core Requirements of the JJDP Act (19 - Compliance Monitoring)

Guam is currently in full compliance with Section 223(a)13: Removal of juveniles from adult jails and lockups and funding has been fully restored over the last two years. The Guam Juvenile Justice Advisory Committee (GJJAC), also known as the State Advisory Group (SAG), continues to work at ensuring that Guam remains in compliance through coordinated State Efforts with the Guam Police Department, the Department of Corrections, and the Superior Court of Guam.

Last review of Guam's 2014 Compliance Monitoring Report by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) determined that we were in full compliance of the four core requirements: Deinstitutionalization of Status Offenders (DSO) and removal of juveniles from adult jails and lockups has shown positive progress and reformation towards the right direction. Additionally, many members of the GJJAC/SAG have received training on their responsibilities under the JJDP Act. As a result, DYA continues to move forward with training and education of the 4 Core Requirements will all precincts, holding cell, the Courts of Guam, Criminal Justice Classes at the local college, and among new staff at the facility.

The department will continue targeted efforts at providing training and technical assistance for facilities found to be in violation of the core requirements. Monitoring of secured facilities continue to be conducted. Guam's Compliance Monitoring Policies and Procedure Manual has been finalized and will be updated as needed. The JJ Specialist, who also conducts compliance monitoring activities, will continue to work with the GJJAC/SAG to enhance the department's training efforts by improving the training curriculum and disseminating any new knowledge to personnel and ensure that all facilities receive information and updates relative to compliance issues. The documentation and data collection will be maintained and available for review. The department will consult OJJDP and notify its State Representative and any circumstances that would jeopardize its ability to maintain compliance requirements.

The Guam Police Department and the Department of Corrections managements are supportive of the department's efforts to bring Guam into compliance with the Act and address and resolve issues, to include the Superior Court of Guam.

Further, Guam's Law Revision Commission on Juvenile Justice will ensure local definitions are consistent with federal definitions while standards of the Act will be incorporated into

departmental and organizations policies and procedures to be able to comply with the core requirements.

In order to establish an effective compliance monitoring system, the department works closely with the GJJAC/SAG for any concerns and issues surrounding compliance monitoring. It was through the diligent work of the GJJAC/SAG that the Executive Order was signed.

(1) Plan for Deinstitutionalization of Status Offenders.

According to the data submitted in Guam's 2015 Compliance Monitoring (CM) Report, Guam was found to be in full compliance with Deinstitutionalization of Status Offenders (DSO). Corrective actions were taken to eliminate DSO violations in previous years.

There were collaborative efforts between DYA and the National Training and Technical Assistance Center (NTTAC) to train DYA personnel, law enforcement officers and command staff on compliance monitoring and the four core requirements in February, July and September 2010, and most recently the Development Services Group (DSG) in February 2012 to the GJJAC/SAG.

The JJ Specialist continue to perform compliance monitoring of facilities, to include consultation with Youth Correctional Facility and Cottage Homes' staff, training and technical assistance, review of policies and procedures, etc. DYA's holding logs for the Youth Correctional Facility's (YCF) Intake Unit to record all juveniles admitted and processed continues to capture necessary data. Data will be reviewed monthly and verified by the JJ Specialist/DYA staff to ensure accused status offenders, non-status offenders and federal wards are not held securely detained for more than 24 hours. Review of the Daily Population Report and classification of juveniles reflected in these reports include those adjudicated status offenders, non-offenders and federal wards to ensure they are not securely detained for any length of time. Monthly data is collected within the week the following the reporting month. Holding logs are digitally prepared at Intake and forwarded to the JJ Specialist/DYA staff.

SAG will continue to work closely with the JJ Specialist on issues concerning the DSO requirement and seek more training opportunities.

(2) Plan for Separation of Juveniles from Adult Offenders.

The collaborative efforts between DYA, NTTAC and DSG have provided critical training to personnel on Compliance Monitoring and the four core requirements of the JJDP Act.

Guam is in full compliance with separation of juveniles from adult offenders. DYA works to ensure waived juveniles are transferred within 6 months after reaching the age of 18 or are otherwise under the jurisdiction of a criminal court, be moved to an adult facility or separated from other juvenile delinquent offenders in the YCF.

In 2004, a Memorandum of Understanding was signed by DYA and the Department of Corrections (DOC) to ensure that no juveniles are detained in the Hagatna Detention Facility (HDC) and DOC). In April 2005, an executive policy between DYA and DOC was established that initiates detainment of all juvenile offenders, regardless of their offenses at the YCF and only those juvenile offenders court-certified as adults will be authorized to transfer to the HDC. DYA maintains

communication with the Adult Correctional Facility for any issues and or concerns regarding compliance with the JJDP Act.

SAG will work closely with the JJ Specialist on issues concerning compliance with the separation of juveniles from adult offenders' and seek more training opportunities.

(3) Plan for Removal of Juveniles from Adult Jails and Lockups.

Guam is in full compliance with the jail and lock up removal requirement based on its 2013 Compliance Monitoring Report.

The collaborative efforts between DYA, NTTAC and DSG have provided critical training to DYA and law enforcement personnel on compliance monitoring and the four core requirements of the JJDP Act.

The Guam Police Department (GPD) General Orders No 97-24 specifically outlines the proper handling and processing of juveniles. GPD's juvenile processing is managed by the Juvenile Investigation Section. This section's primary task is to handle all juvenile cases.

Police precinct holding logs are reviewed monthly and data verified by the JJ Specialist/DYA staff to ensure status and non-status offenders are not held securely and accused juveniles delinquents are not held in excess of the 6-hour rule. Holding logs are then prepared digitally by the four precincts (Dededo, Tumon-Tamuning, Hagatna and Agat) from the DYA desktop computers assigned to each precinct and forwarded to the JJ Specialist/DYA staff. Monthly data is submitted within the week the following the reporting month.

The Juvenile Justice Specialist will conduct compliance monitoring of facilities on an annual basis that will include the police precincts, adult detention facility, Sanctuary, Incorporated (shelter for runaways), the Judiciary Building (classified as a Court Holding Facility), etc. The Marshall of the Courts maintains the handling of juveniles at the court building, which do not expose them to adult prisoners.

The GJJAC/SAG will work closely with the JJ Specialist on issues concerning compliance with the removal of juveniles from adult jails and lockups' requirement and seek more training opportunities.

Plan for Compliance Monitoring for the First Three Core Requirements of the JJDP Act.

(5) Policy and Procedures

Refer to Guam's Compliance Monitoring Manual

(6) Monitoring Authority

In 2008 Governor Felix P. Camacho signed Executive Order (EO) No. 2008-15 designating the Department of Youth Affairs as the State Compliance Monitoring Agency. Refer to the EO in Guam's 2012 Compliance Monitoring Manual, Appendix A.

(7) Monitoring Time Line

Refer to Guam's 2012 Compliance Monitoring Manual, page 3

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(8) Violations Procedures

Refer to Guam's 2012 Compliance Monitoring Manual, page 4

(9) Barriers and Strategies

Ongoing training is needed for the department, facility administrators and staff identified in the Monitoring Universe. Frequent changes in personnel without properly disseminating procedures for compliance monitoring of juveniles entering facilities has been an ongoing barrier.

Refer to Guam's 2012 Compliance Monitoring Manual, page 7

(10) Definitions of Terms

DYA will adopt and follow OJJDP definitions for monitoring through the assistance of the Guam's Juvenile Justice Law Revision Commission. The definitions will be used exclusively for compliance monitoring and when training or providing technical assistance.

Refer to Guam's 2012 Compliance Monitoring Manual, page 17

(11) Identification of the Monitoring Universe

Refer to Guam's 2012 Compliance Monitoring Manual, page 23

(12) Classification of Monitoring Universe

Refer to Guam's 2012 Compliance Monitoring Manual, page 26

(13) Inspection of Facilities

This can be found on pages 41-44 of the Compliance Manual
Refer to Guam's 2012 Compliance Monitoring Manual, page 56

(14) Data Collection and Verification

This can be found on pages 45-47 of the Compliance Manual
Refer to Guam's 2012 Compliance Monitoring Manual, page 69

d. Plan for Compliance with the Disproportionate Minority Contact Core Requirement

The logic behind previous plans or lack thereof, to address DMC in Guam stems from statistics showing that Chamorros make up the largest single ethnic group of 37.2 % of the total population in 2010, and also represent the largest single ethnic group, number-wise, confined for delinquent and status offenses at 46.9% in 2012, 46.9% in 2013, and 48.1% in 2014. These recent numbers do reflect a slight increase for the indigenous Chamorros. Previous Formula applications revealed that Chamorros percent total in DYA had been dropping over the last thirteen years.

As in this report compared to the last DMC report, the representation of Chamorro and Chuukese are the only two ethnic groups exceeding the 1% rule or over-representation. Previously the Pohnpeian group was also over-represented but over the past three years, this group has fallen out of the top three population group and was not over-represented at DYA.

The Department of Youth Affairs' DMC plans will be addressed in the Five Phases below as outlined in the Formula Grants Program Application Kit.

Phase I: Identification

In the past, Guam’s data has shown a major DMC issue with two groups, Chamorros (the native population) and Chuukese from the Federated States of Micronesia (FSM). This group of Islanders has been allowed to come to Guam since 1986 to work and go to school.

Since 2010, there continued to be a steady increase in admission percentages culminating in the highest percentages ever seen in the last three years for Chuukese delinquents. While Chuukese percentages have increased, Chamorro percentages have initially shown a decrease at the start of the decade, however for the last three years the numbers have been trending up slightly, not as much as the Chuukese group but upward nonetheless.

In stark contrast, the Filipino population has always had low admission numbers when compared to the population percentages. They are extremely under represented.

For 2010, the total population of Guam increased only 2.8 percent. Chamorros represented 37.2% of the population in 2010 which is about the same over the past three years (37.5% in 1990 and 36.9% in 2000).

For the other over-represented group, Chuukese population percentages have grown over the past two decades starting at 1.4% in 1990, 4.0% in 2000, 7.0% in 2010 with 11,230 self-identified Chuukese on Guam in 2010. In 2016, an alarming increase to 53.2% of youth incarcerated is showing.

DYA Admissions: 2012 - 2014 Top Four Ethnic Groups

2014		2015		2016	
Total pop	476	Total pop	399	Total pop	474
Chamorro	229 (48.1%)	Chamorro	163 (40.8%)	Chamorro	150 (31.6%)
Chuukese	199 (41.8%)	Chuukese	160 (32.5%)	Chuukese	252 (53.2%)
Filipino	8	Filipino	11	Filipino	9
Palauan	18	Palauan	9	Palauan	9

Only DMC percentages for the two over-represented groups were detailed using 2010 census numbers for Chuukese (7.0% in 2010) and Chamorros (37.2% in 2010): Chamorros: +9.5 in 2012, +9.7 in 2013, and +10.9 in 2014 and for Chuukese +32.4 in 2012, +32.8 in 2013 and +34.8 in 2014.

Both ethnic groups shown above depicted slight increases in DMC percentages.

Collection of this data has little barriers and has been consistently and regularly collected by the DYA staff of Case Management Unit (CMU). The numbers from CMU are the duplicated type which is the preferred type for the US Congressional mandate.

Phase II: Assessment/Diagnosis

The Department of Youth Affairs continues to hold weekly case discussions with clinical staff, social workers and correctional staff about the current incarcerated clients. Over-representation of the above-named groups is discussed and explored. Assessments and diagnoses determination are ongoing.

The data above reflects the three ethnic categories resulting in positive average disproportion of youth confined from 2015 through 2017. As in the last report it is important to note that not all immigrant minorities to Guam are disproportionately confined. In fact, the majority of immigrant minority groups are significantly under-represented in confinement. As reported in past findings, the second largest ethnic group on Guam, the Filipinos are extremely under-represented and this has been the pattern for 15 years or more.

From the last report Chamorros over representation was decreasing but the recent data shows that Chamorro over-representation has actually increased and followed the same pattern as Chuukese delinquents who have also shown percentage increases.

Chuukese admission percentages were significantly over-represented in the YCF by far and there does not seem to be any decreasing trend despite the work being done to lower the DMC rate for Chuukese over the years.

Among the contributing mechanisms proffered as possible maintaining factors for Chuukese over-representation is poverty. For this current report, not much change has occurred in the socioeconomic status of the Chuukese. In fact it may have gotten worse as more and more Chuukese immigrants make their way to Guam in anticipation of the pending expiration of the Compact of Free Association Agreement. Many of the compact migrants (parents and children) come to Guam with little to no resources and without any compulsory education experience.

The majority of the migrants come from Chuuk in terms of numbers. Anywhere between 70 to 80 % of migrants from the FSM are from Chuuk. Without much assets to start with, they continue to struggle to meet their basic needs of shelter, food and safety on Guam. With the economic recession, virtually all people are struggling to make ends meet, but for the poorest of the poor, making it in Guam is all about survival.

Research shows that poverty is the most salient variable when it comes to determining causes for social problems like crime, violence and drug and alcohol abuse. This is likely the primary reason why Chamorros continue to be over-represented as well as a significant number of indigenous Chamorros are financially struggling and make up the majority of people receiving Federal and local entitlements.

The local government continues to fight poverty initiatives like making affordable housing available, releasing years old tax return monies amounting to millions into the economy and focusing on improving the education environment for the youth to include making pre-school and pre-K education free and compulsory.

The Government of Guam reports being fully committed to ending poverty and they are open to all possible solutions and ideas but the problems are so much more complex than just attempting a few bandaid type solutions.

Unfortunately, there still is no formal systematic DMC assessment study done throughout the Guam Juvenile Justice System due to a lack of a full or part-time DMC coordinator and need for improved coordination with other JJ agencies.

PLAN

- 1) The SAG and JJ specialist will continue to request for technical assistance specifically for DMC assessment and intervention. Government, non-government, and other community stakeholders will be invited to the training.
- 2) After the Technical Assistance, a Task Force should be spearheaded by the JJ Specialist as soon as possible to discuss formal plans for DMC assessment and interventions especially considering that the numbers are now reflecting a continuing and disturbing pattern of Chamorro over-representation in the JJ system.. The task Force will include but not be limited to available GJJAC/SAG members, DYA's clinical team, selected DYA's administration, FSM officials, FSM community members, the Governor's office, Juvenile Investigative Section of the Guam Police Department, Department of Education, the Juvenile Probation Office, selected juvenile court judges, and all other important training attendees who can make decisions and who have some power to change the status quo.

Phase III: Intervention

- 1) Progress made in FY 2017 – FSM consul generals and politicians were consulted in the with seemingly little effect because the data shows continued and slight worsening of admission percentages for Chuukese. Anecdotally, their visits into DYA at the time seemed to have lifted up the spirits and morale of the FSM delinquents but no substantive financial aid or support has ever come about from these consultations and visits. That being said, consultations with consul generals and politicians should continue with the hope that something real can come from the meetings.
- 2) The DYA director continues to meet with FSM church leaders, specifically Chuukese Christian and Catholic clergy to help develop and engender a sense of responsibility, accountability, and spirituality within these young men and women.
- 3) The DYA director has over the past two years has met with a non-profit Chuuk youth group that was formed to fight and counter stereotype views of Chuukese youth. He has appeared on radio and social network sights supporting and endorsing their efforts.

4) DMC Reduction Plan for FY 2018-2020

- DYA will continue using its FSM employees to provide translation services for current FSM detainees and Aftercare clients and their families and should look to hiring more FSM native speaking employees.
 - Activities
 - DYA administration should continue seeking FSM native speakers, especially for Chuukese. As of today's date there are four full-time DYA employees with FSM origins which is one better than the last report. For this fiscal year they must hire at least four more FSM native speakers by next year to work in the DYA dorms and in the Aftercare centers. Perhaps priority funding can be targeted for positions specific to the need for FSM workers in the corrections system.
- Target members for State Advisory Group, specifically for the DMC committee.
- Mobilize culturally representative programs targeting Chuukese and Chamorros especially:
 - Activities
 - compile a list of cultural community groups to include Church groups that can continue to participate in assessment and intervention focus groups.
 - Identify Chuukese and Chamorro professionals working in the current public and private sector who can serve as mentors and role models for the young men and women from FAS states.
 - Generate a media campaign to bring community awareness to the issue of overrepresentation and DMC for both Chamorro and Chuukese (FY18)
 - Activities
 - Gather media experts and newly formed Task Force to investigate how to bring awareness to the community and to mobilize concerted efforts to assess and intervene in the DMC problem seen in FSM groups, specifically for the Chuukese populations (FY17).

The above Proposed Activities will not use any Formula Grant Funding. Costs and will be absorbed by the respective departments as in kind contributions (meeting places, food).

Phase IV: Evaluation

“Not Applicable.”

For the next two years however, the JJ specialist will evaluate the efficacy of these plans and activities and see if there has been appreciable changes in admission percentages for each of the three groups, to continue the positive trend for Chamorros and Pohnpeians and to stop the bad trend of rising Chuukese admissions.

Phase V: Monitoring

The ultimate goal of this component is to reduce the overall level of DMC for Chuukese primarily as well as the Chamorro population who has seen a recent rise in DMC percentages over the past three years. Both Chuukese and Chamorro numbers will especially be monitored in island wide juvenile justice departments because their numbers are increasingly alarming, especially in the last three years in other enforcement agencies (e.g., GPD and Probation).

Incarceration figures specific to ethnicity will be counted every year with a trend analysis done every 3 years.

The challenging part continues to be to try and determine if any of the proposed activities had a direct effect on the admission numbers since the DMC “problem” is quite complex and full study is needed to understand and actually change societal trends.

DMC Reduction Plan for 2018-2020:

The timelines to conduct delinquency prevention, intervention and systems improvement activities, etc. are outlined in the above Phase III Intervention Section.

The funding amount will assist in the printing of fliers, brochures, pamphlets, etc. that will contain resources and information in the Chuuk and Chamorro languages.

e. Coordination of Child Abuse and Neglect and Delinquency Programs

The department will continue interagency coordination and collaboration with the Department of Public Health and Social Services’ Child Protective Services, Juvenile Investigations Section, Juvenile Probation Office and other agencies and organizations relative to mandatory reporting requirements, coordination and implementation of service plans, alternative/foster placements, etc. for the prevention and treatment of juvenile delinquency.

1. Sharing Public Child Welfare Records with Juvenile Courts

The department, through its Division of Youth Development’s Case Management Unit, Cottage Home’s case management services and the Community Social Development Unit will continue to ensure coordination and sharing of child welfare records with the family court for the treatment needs of its clientele and families.

2. Establishing Policies and System to Incorporate Child Protective Services

The department will continue to ensure that policies and systems relative to mandatory reporting requirements, sharing of information and reports, etc. are adhered to and must incorporate relevant child protective services records into clientele files necessary for the implementation and/or coordination of treatment plans and services

f. Reducing Probation Officers Caseload

The department will address as needed, issues of Juvenile Probation Officers’ caseloads to assist in reducing them as funding becomes available.

g. Disaster Preparedness Plan

Tropical Storms and Typhoons

I. Policy:

Specific procedures to be followed in emergency situations shall be made available to all personnel. They shall be reviewed and updated at least annually and sent to appropriate

local agencies. All personnel shall be trained in emergency procedures. The emergency plans shall be conspicuously posted in the facility.

II. Procedures:

A. Disaster Information:

1. Weather Watch:

A weather watch means that a certain weather condition may develop. All personnel shall be notified of the impending weather conditions. Emergency shelters should be checked to ensure that they are in the proper conditions and one telephone should remain open at all times to receive emergency calls.

2. Tropical Storms:

A tropical storm is a weather condition with winds gusting from forty (40) to seventy-five (75) miles per hour. This condition may cause substantial damage or injury.

When TROPICAL STORM conditions are set, the same precautions must be taken as those corresponding typhoon conditions.

3. Weather Warning:

A weather warning means that a certain condition has developed and will probably affect those areas stated in the weather bulletin. The superintendent with the director's concurrence shall determine whether the clients need to move to emergency shelter and if necessary, move the clients to the emergency shelter. Staff should take a head count to ensure that all clients are accounted for. All personnel should have flashlights and carry portable radios to keep informed of changes in the weather conditions.

4. Typhoons:

A typhoon is a weather condition with winds gusting in excess of seventy-five miles per hour. The conditions of readiness for typhoons are as follow:

- a) **Condition of readiness Four (COR-4)** ---- winds of seventy-five (75) miles per hour. The above are **possible** within seventy-two (72) hours;
- b) **Condition of Readiness Three (COR-3)** ---- winds of seventy-five (75) miles per hour and above are **possible** within forty-eight (48) hours;
- c) **Condition of Readiness Two (COR-2)** ---- winds of seventy-five (75) miles per hour and above are **expected** within twenty-four (24) hours; and
- d) **Condition of Readiness One (COR-1)** ---- winds of seventy-five (75) miles per hour and above are **expected** within twelve (12) hours.

B. Responsibilities:

1. Condition of readiness Three (COR-3):

The director or deputy director shall call a meeting with the administrators, superintendents and division or section heads to discuss and review the impending emergency situation, and to formulate plans of action to be taken. The following should be discussed and/or implemented:

- a) scheduling and distribution of manpower prior to, during and immediately after the typhoon;
- b) establish plans to secure necessary non-perishable food and water, along with necessary serving equipment for three days;

- c) establish plans for the distribution of supplies, equipment and other emergency requirements, including power generators, kerosene lanterns, flashlights, batteries and fuel;
- d) establish plans for maintaining communication and first aid throughout the emergency, including a hand radio, and first aid kits;
- e) superintendents shall provide a list of eligible clients who may be temporarily released to their parents or legal guardians;
- f) case management shall provide a list of all clients who are ill, and who may require medical confinement at the local hospital;
- g) on-duty personnel shall prepare to secure records, files and equipment;
- h) off-duty personnel must contact their immediate supervisors for further instructions; and
- i) all scheduled work activities shall continue as normal, unless otherwise directed by the director.

2. Condition of Readiness Two (COR-2):

Once the Governor of Guam or his/her representative officially declares the island to be in condition of readiness two, the following actions shall be taken:

- a) administrators and superintendents shall inspect their areas and brief their subordinates on typhoon emergency procedures, safe storage of records, files and equipment. All areas must be secured;
- b) arrangements shall be made to temporarily release eligible clients to their parents or legal guardians;
- c) typhoon shutters shall be installed and those areas that are not equipped with shutters shall have plywood planking secured to the windows/doors of the building;
- d) on-duty personnel shall remain on the facility for further instructions from the superintendent; and
- e) off-duty personnel shall contact the YSS/OIC on duty for further instructions.

3. Condition of Readiness One (COR-1):

When condition of readiness one is announced, the following action should be taken:

- a) all personnel on duty shall remain at their post;
- b) personnel shall be alert for any facility damage that may jeopardize the safety of the clients or personnel;
- c) personnel shall maintain control of the clients, and shall attempt to keep the clients as calm as possible; and
- d) movement of clients and personnel shall be kept to an absolute minimum.

4. Post Typhoon Operations:

As soon as the "all clear" announcement has been made by the Governor of Guam or his/her representative, the YSS/OIC shall conduct a preliminary damage assessment of the facility. Emergency repairs to areas affecting the safety and security of the clients and personnel will be performed immediately.

Earthquakes

I. Policy:

Every effort shall be made by on-duty staff to prevent escapes during an earthquake; however, safety of the juvenile shall take precedence over the matter of security.

II. Procedures:

Most injuries from earthquakes occur from falling objects and debris. The safest place in an earthquake is outdoors away from building and wires.

1. Indoor Precautions:

Personnel shall maintain control of the clients and provide encouraging techniques to prevent panic. The following actions shall be taken during an earthquake:

- a) encourage clients to be calm;
- b) if clients are in their assigned rooms, have them seek cover, under the bed, stand under the door way;
- c) should clients be outside their assigned rooms but within the unit, have them get under heavy furniture or stand against a wall in the center of the unit; and
- d) keep clients away from windows and exit doors.

2. Outdoor Precautions:

Should clients be outdoors, the personal monitoring activities shall do the following:

- a) encourage clients to be calm;
- b) maintain control of the clients and have them assembled at an area away from buildings, tree and wires; and
- c) contact the YSS/OIC immediately for further instructions and/or assistance.

3. Aftershock Precautions:

Aftershocks may occur after a severe earthquake. Immediate inspection of the facility must be conducted by the YSS/OIC. Major damages must be assessed by the superintendent, and if necessary, evacuation to a temporary holding unit must be considered and executed immediately upon the director's approval.

4. Post Earthquake Operations:

After normal activities have been announced by the YSS/OIC, the following reports will be submitted to the superintendent:

- a) Damage assessment;
- b) Client or personnel injuries; and
- c) Client status.

The superintendent must forward these reports and recommendations to the director for his/her action.

Emergency Power and Communication

I. Policy:

To provide for emergency repairs, replacement of equipment and general upkeep, a written plan for preventive and ongoing maintenance of generators and hand radios shall be developed.

II. Procedures:

1. Program Responsibility:

The superintendent shall create preventive maintenance routines for critical items and equipment to minimize out-of-service time due to failure as well as to reduce costly breakdown repairs. The superintendent shall also detect maintenance deficiencies in their early stages of the development and take corrective action as well as to respond to reports from personal regarding facility or equipment damage. The superintendent shall then plan and schedule all resulting work to provide a reasonably controlled workflow.

2. Inventory of Equipment:

The YSS/OIC shall be responsible for an inventory of all communication equipment and generators. An identification number shall be assigned to each item and affixed to the unit. The inventory shall be kept current at all times, and updated every six (6) months.

3. Inventory Records:

Inventory records shall include all installed equipment; a description of the equipment, including make, model, and serial number; and a checklist of numbers or codes that apply to each items.

4. Inspections:

The YSS/OIC shall conduct regular inspections of the equipment using an inspection checklist. Generators and hand radios shall be tested frequently.

5. Corrective Action:

Maintenance shall coordinate and perform as soon as possible all repairs or replacement of malfunctioning equipment, with emergency equipment or repairs being done immediately

h. Suicide Prevention

The Department of Youth Affairs takes the issue of suicide prevention very seriously. In January 2010, DYA partnered-up with the Guam Department of Mental Health and Substance Abuse to adopt the Applied Suicide Intervention Skills Training (ASIST) curriculum. A designated DYA staff (Program Coordinator) attended a five (5) day course and is currently a certified ASIST trainer. ASIST is specifically designed to give trainers the necessary tools to conduct suicide interventions among our youth, using a suicide intervention model which engages discussion from identification of the ideation or attempt to the development of a safe plan. It also empowers the trainers to recognize the need for further referral for services through local mental health partners. DYA has since been sending numerous staff to attend these ASIST trainings and remain committed to getting as many staff trained during this 3-Year grant period and beyond.

i. Collecting and Sharing Juvenile Justice Information

(1) The department understands the importance of gathering information and data sharing within the juvenile justice system. Continued collaborative efforts and support are made possible among the various youth-serving agencies and organizations including the Judiciary of Guam, the Substance Abuse, the Department of Public Health and Social Services, Sanctuary, Incorporated, etc. Meetings between agencies and organizations are held to further discuss trends, issues and concerns and how they can better assist one another.

Although data and research are limited among these entities, the department utilizes them as they become available. DYA is working with the Judiciary of Guam to integrate data collections systems.

Information and data are made available upon request, giving the department and the GJJAC/SAG an overview of the current trends and issues surrounding the juvenile justice system. Information and data will project and define strategies in the development of the 3-year plan. The department also utilizes online statistics made available through websites that are updated regularly.

(2) When agencies undergo changes and priorities, data collection becomes difficult to obtain. The process in which the department currently gathers juvenile justice information and data involves written correspondences from the DYA Director to said entities. Upon approval of each request, they would then be forwarded to the proper unit/section that will provide the information or data.

To date and due to budget constraints, the department is still seeking to improve its in-house Juvenile Information Database and creation of a uniform database. Although several youth service providers have already established their information systems, the department's close networking relations with them continue to be sound and cohesive.

DYA and the GJJAC/SAG continue their efforts to address the issues surrounding improvement of the collection and sharing of juvenile justice information.

j. Statement of the Problem/Program Narrative

The GJJAC/SAG is aware of the heightened existence of drugs, alcohol, tobacco, and violence in the schools, therefore, it is important to identify the extent of each issue and seek alternatives to address the issues. As a result, agencies and organizations must reduce the occurrence of these issues in the schools and delinquency associated with use.

Program Area: 2

Title: After-School Programs

Program Goal: Resources at no cost for youth to engage in positive, culturally competent and wholesome activities after-school and during breaks with emphasis on mentoring.

Objective A: Review the Guam Youth Risk Behavior Survey (YRBS).

Activities and Services

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Step 1: Contact the Guam Department of Education and or Department of Mental Health and Substance Abuse for a copy of the most recent YRBS.

By When: July – August

By Who: JJ Specialist and DYA staff

Measure: Data collected and reviewed by JJ Specialist and GJJAC/SAG

Objective B: Evaluate and modify current after school programs that allow at-risk youth the opportunities to be productive members of society.

Activities and Services

Step 1: Establish a group of students/mentors that will modify existing programs and activities.

By When: continuous

By Who: Youth SAG Members

Measure: Group formed

Step 2: Generate new ideas for after school programs that address the issues in the schools.

By When: continuous

By Who: Youth SAG Members

Measure: List of after school programs

Step 3: Put quarterly programs into action

By When: continuous

By Who: Youth GJJAC Members

Measure: Number of students that participate

Step 4: Evaluate program effectiveness

By When: continuous

By Who: Youth GJJAC Members

Measure: Number of reported incidents of violence and drug abuse

Performance Measures

#	Output Measure
	Number of program youth served

#	Outcome Measures
	Number and percent of program youth completing program requirements

Budget

Fiscal Year	Formula Grant Funds (\$)	State/Local/Private Funds (\$)	Total (\$)
2018	\$19,609.00	0	\$19,609.00
2019	\$19,609.00	0	\$19,609.00
2020	\$19,609.00	0	\$19,609.00

Statement of the Problem/Program Narrative

The GJJAC/SAG believes that too many of the incarcerations due to VCO's are unnecessary. We plan to work closely with our judges to resolve these unnecessary incarcerations. As a result, judges will have more alternatives and parents will have greater resources which will ultimately reduce recidivism. Data is also difficult to obtain as agencies undergo changes in personnel and priorities.

Program Area: 19

Title: Juvenile Justice Improvement System

Program Goal 1: Continue efforts on reforming the use of the Violation of Court Order (VCO)

Objective A: The GJJAC will collect local data for the last five (5) years on the number of VCO's and types of violations.

Activities and Services Planned:

Step 1: Collect data from DYA from the last five years for VCO's
By When: continuous
By Who: GJJAC Member
Measure: Data Collected

Step 2: Collect Data of other jurisdictions that do not support VCO's or have low number of violations resulting in remanding to correctional facilities.
By When: continuous
By Who: GJJAC Member
Measure: Data Collected

Objective B: The GJJAC will continue to work with the Judiciary to develop policy on specific violations that should result in the incarceration of minors, while identifying alternatives to incarceration.

Activities and Services Planned:

Step 1: GJJAC/SAG will work with the Family Court Judge to form a VCO Panel review committee
By When: continuous
By Who: GJJAC/SAG Sub-Committee
Measure: Policy Drafted and Adopted

Program Goal 3: Data Collection

Data is difficult to obtain as agencies undergo changes in personnel and priorities.

Objective A: Make data collection a systemized process.

Activities and Services Planned:

- Step 1: Identify data collection methods used by other states/territories that are in full compliance and localize it to suit the needs of Guam.
- By When: continuous
- By Who: JJ Specialist and GJJAC/SAG
- Measure: Method Identified

Objective B: Train all stakeholders on proper data collection for compliance reporting

Activities and Services Planned:

- Step 1: Set training venue and date
- By When: continuous
- By Who: JJ Specialist and GJJAC/SAG
- Measure: Training Complete and new use of reporting method begins

Performance Measures

#	Output Measure
1	FG funds awarded (for JJ system improvement)
3	Number of program materials developed
11	Number of program/agency policies or procedures created, amended or rescinded

#	Outcome Measures
8	Average length of time between initial court appearance and disposition
1	Percent change in the ADP in secure detention
4	Number of agencies sharing automated data

Budget

Fiscal Year	Formula Grant Funds (\$)	State/Local/Private Funds (\$)	Total (\$)
2018	\$1,000.00	0	\$1,000.00
2019	\$1,000.00	0	\$1,000.00
2020	\$1,000.00	0	\$1,000.00

State does not expect to fund sub-grant in these program areas.

Statement of the Problem/Program Narrative

The Department of Youth Affairs must develop its Juvenile Justice System by increasing compliance with the DMC Core Requirements and increasing programs and activities which will increase program support thus reducing DMC.

Program Area: 10

Title: Disproportionate Minority Contact

Program Goals

To increase improvement in compliance with the DMC core requirements, increase system capacity and improve planning and development of programs and activities support in reducing DMC.

Program Objectives

Increase and improve monitoring of compliance with DMC core requirements, improve planning and development of programs and activities which will increase knowledge and support efforts to reducing DMC.

Activities and Services

Step 1: Funds allocated will be utilized by the grantee to fund all activities that will address compliance with DMC Core Requirements, improve system effectiveness and reduce DMC.

By When: continuous
 By Who: JJ Specialist/DYA staff
 Measure: Information made available, activities held

E. Performance Measures

#	Output Measure
4	Number and percent of program staff trained
5	Number of hours of program staff training provided
12	Number of planning activities conducted
13	Number of assessment studies conducted
14	Number of data improvement projects implemented
15	Number of objective decision-making tools developed

#	Outcome Measures
1	Number and percent of program youth who offend during the reporting period
1	Number and percent of program youth who re-offend during the reporting period
7	Number and percent of program families satisfied with program.

F. Budget

Fiscal Year	Formula Grant Funds (\$)	State/Local/Private Funds (\$)	Total (\$)
2018	\$7,619.00	0	\$7,619.00
2019	\$7,619.00	0	\$7,619.00
2020	\$7,619.00	0	\$7,619.00

The state does not expect to fund sub-grantees in this program area.

Program Area: 6

Title: Compliance Monitoring

Program Goal 1: Remain in full compliance with the Core Requirements of the JJDP Act

The GJJAC/SAG recognizes that a in order to maintain full compliance with the JJDP Act, training and education needs to remain top priority alongside the constant checks at all necessary locations. Therefore with the passing of recent POST requirements, the following is planned:

Objective A: Incorporate the JJDP Act Curriculum to educational POST requirements

Activities and Services Planned:

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Step 1: Work with Post Commission to ensure adaptation and inclusion into curriculum
 By When: continuous
 By Who: JJ Specialist
 Measure: Curriculum Incorporated

Objective B: Purchase and install mobile space/office for DSO requirement.

Activities and Services Planned:

Step 1: Obtain quotes for procurement of mobile space/office
 By When: continuous
 By Who: JJ Specialist, DYA Director, General Services Agency
 Measure: Mobile space/office is installed on DYA compound.

Performance Measures

#	Output Measure
2	Number and percent of program staff trained
3	Number of hours of program staff training provided
4	Funds Allocated to adhere to Section 223(A) (14) of the JJDP Act of 2002
6	Number of activities that address compliance with Section 223(A)(14) of the JJDP Act of 2002
7	Number of facilities receiving TA

#	Outcome Measures
1	Submission of Complete Annual Monitoring Report to OJJDP

Budget

Fiscal Year	Formula Grant Funds (\$)	State/Local/Private Funds (\$)	Total (\$)
2018	\$35,531.00	0	\$35,531.00
2019	\$35,531.00	0	\$35,531.00
2020	\$35,531.00	0	\$35,531.00

The State does not expect to fund sub-grantees in this program area.

Statement of the Problem/Program Narrative

The new Juvenile Justice Special must continue to receive training, specifically in how to bring Guam back into compliance with the core requirements of the JJDP Act of 2002 and improve the overall system of handling juveniles through compliance monitoring and other program activities.

A. Program Area: 23

Title: Planning and Administration

B. Program Goals

To improve the Juvenile Justice System by maintaining compliance with the core requirements and increase the availability of prevention programs and services to the youth and their families of the island.

C. Program Objectives

To support and improve all activities and programs that improves the Juvenile Justice System and prevention and intervention efforts.

D. Activities and Services

Activities and Services Planned:

Step 1: Funds allocated will be utilized by the grantee to improve JJ System by increasing compliance with the Core Requirement and increase and improve the department’s prevention and intervention programmed activities.

By When: October 2018 – September 2020
 By Who: JJ Specialist and GJJAC/SAG
 Measure: Training and TA

E. Performance Measures

#	Output Measure
1	FG funds awarded for Planning and Administration
3	Number of FTES funded with FG \$
7	Number of subgrants awarded
11	Number and percent of programs using evidence-based models

#	Outcome Measures
1	Average time from receipt of subgrant application to date of award

F. Budget

Fiscal Year	Formula Grant Funds (\$)	State/Local/Private Funds (\$)	Total (\$)
2018	\$ 7,418.00	0	\$ 7,418.00
2019	\$ 7,418.00	0	\$ 7,418.00
2020	\$ 7,418.00	0	\$ 7,418.00

State does not expect to fund sub-grant in these program areas.

Problem Statement/Program Narrative

With leadership change in the different coordinating departments and even within the Guam Juvenile Justice Advisory Committee, also known as State Advisory Group (SAG), there is a need for training for new members on the 4 core requirements. The GJJAC./SAG believes that technical assistance (TA) annually is necessary to keep its membership and Department leaders up to date on the inherent roles and responsibilities of the GJJAC/SAG and the community's responsibility to its youth through complying with the four core requirements.

Program Area: 31

Title: State Advisory Group

Program Goal 1:

Provide training for GJJAC/SAG members to strengthen knowledge of the JJDP Act targeting the four core requirements and Guam’s need to get back into compliance.

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Objective: GJJAC/SAG will arrange for further technical assistance training for all members and community stakeholders on an annual basis through the Office of Juvenile Justice and Delinquency Prevention.

Activities and Services Planned:

- Step 1: GJJAC/SAG will request for technical assistance training with OJJDP
- By When: August of each grant year
- By Who: GJJAC/SAG Chair/Co-Chair
- Measure: OJJDP Response
- Step 2: GJJAC/SAG will coordinate with different agencies to identify personnel who are in need of training on the JJDP Act and the 4 core requirements.
- By When: September of each grant year
- By Who: GJJAC/SAG Chair/Co-Chair
- Measure: Personnel Identified to attend training
- Step 3: Identify Training Venue and Dates
- By When: To be determined by OJJDP response and identification of trainer
- By Who: GJJAC/SAG Sub-Committee
- Measure: Training Date and Venue established
- Step 4: Training Evaluations (pre and post evaluations)
- By When: Before and After Training
- By Who: Trainer
- Measure: Survey's Completed

Program Goal 2:

Develop stronger public presence for the GJJAC/SAG.

Objective: Submit an annual report to the Governor (copies to the Legislature, Judiciary and Program Manager from OJJDP).

Activities and Services Planned:

- Step 1: Establishment of GJJAC/SAG Reporting Sub-Committee
- By When: Continuous
- By Who: GJJAC/SAG Chair
- Measure: Committee Established
- Step 2: Meet to develop report outline (review Alaska model)
- By When: Continuous
- By Who: GJJAC/SAG Reporting Committee
- Measure: Outline is developed
- Step 3: Report Draft
- By When: Continuous

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By Who: GJJAC/SAG Reporting Committee
 Measure: Draft Submitted for Review to Chair, JJ Specialist and DYA Director

Step 4: Report distributed with request for feedback
 By When: Continuous
 By Who: GJJAC/SAG and DYA
 Measure: Report distributed

Step 5: Evaluate Feedback
 By When: Continuous
 By Who: GJJAC/SAG and DYA
 Measure: Evaluation results provided to GJJAC

E. Performance Measures

#	Output Measure
1	Number of SAG committee meetings held
2	Number of SAG subcommittee meetings held
3	Annual report submitted to the Governor
4	Number of grants funded with Formula Grants Fund
5	Number and percent of programs using evidence-based models

#	Outcome Measures
1	Number and percent of plan recommendations implemented.

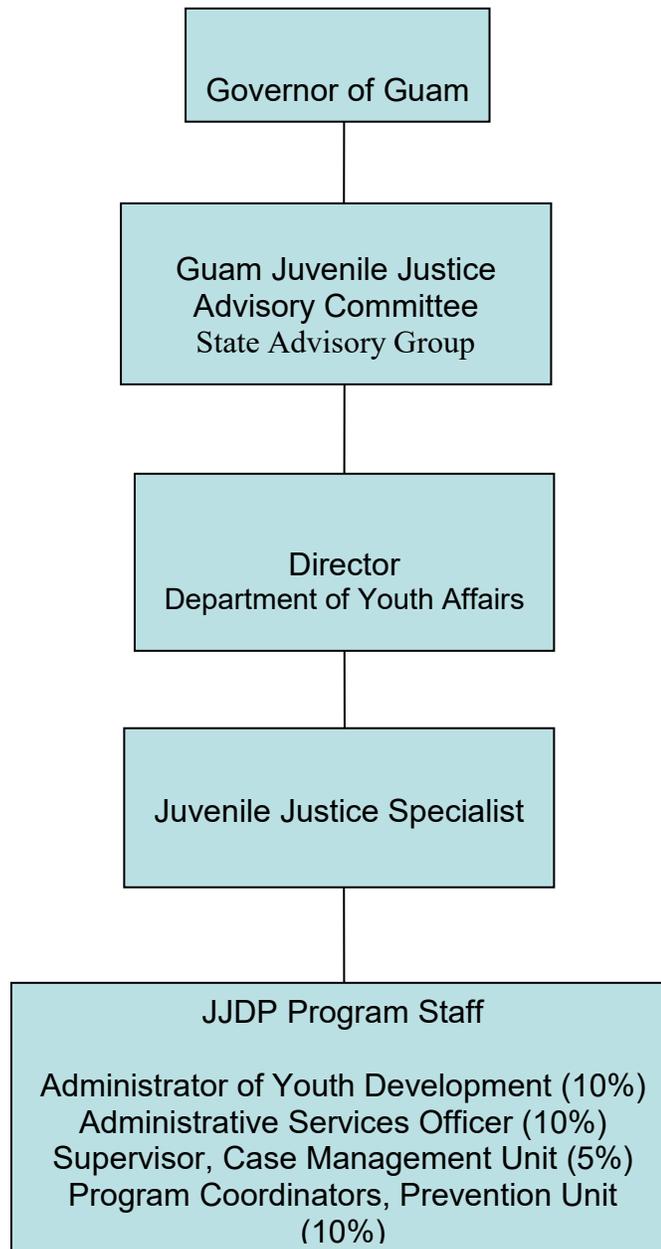
F. Budget

Fiscal Year	Formula Grant Funds (\$)	State/Local/Private Funds (\$)	Total (\$)
2018	\$3,000.00	0	\$3,000.00
2019	\$3,000.00	0	\$3,000.00
2020	\$3,000.00	0	\$3,000.00

SAG Membership

Member Name	Represent	Full-Time Government	Youth Member	Date of Appointment
Aileen Jo Artero, Chair aileenjoartero@gmail.com	F		X	May.2005
Juan Rapadas jammerphd@hotmail.com	H			May. 2005
Adonis J. Mendiola adonis.mendiola@gmail.com	B	X		Jan. 2012
Judge Auther R. Barcinas abarcinas@guamcourts.org	B	X		Dec. 2009
Senator Christopher M. Duenas christopher.duenas@dya.guam.gov	B	X		May. 2005
Senator Anthony V. Ada vanthonyada@gmail.com	B	X		Nov. 2009
Mayor Jessie C. Gogue ocp.mayor@gmail.com	B	X		Dec. 2009
Pascual V. Artero talayero58@gmail.com	F,			Jan. 2012
Francisco Reyes Reyes.frank@gmail.com	C	X		Feb. 2003
Patricia Cotton cottonpatty@gmail.com	E			May. 2005
Kristina Cruz kcruz_35@yahoo.com	F		X	Dec. 2011
Sage Derek Afaisen sage.afaisen@gmail.com	F		X	Dec. 2011
JoJean Santos jojo_santos95@hotmail.com	F		X	Dec. 2011
Jonavan B. Reyes jennifer.santos@guam.gov	F		X	Dec. 2011
Onania Snively onania.sively@disid.guam.gov	F	X		Dec. 2011
Natalia S. Faculo faculo_natalia@hotmail.com	F		X	Dec. 2011

Formula Grants Program Staff Organizational Chart



List of Other Programs Administered

The Department of Youth Affairs administers three additional grants from the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, U.S. Department of Justice: Juvenile Accountability Block Grants Program, Title V Community Prevention Grants Program and Enforcing Underage Drinking Laws Grant. In addition, the department administers the After-School Care Program from the Child Care Development Fund, Department of Public Health and Social Services and the Community Facilities Grant through the United States Department of Agriculture.

Program Staff

Rebecca J. Respicio, Juvenile Justice Specialist/Program Coordinator III

JJ Specialist Duties (percentage of time devoted to program: 90%)

- Monitors the development and implementation of all federally funded projects to ensure full compliance with federal core requirements;
- Monitors local correctional and law enforcement policies and procedures to ensure compliance with juvenile laws;
- Coordinates juvenile justice strategic planning efforts and oversees the use of federal grant monies;
- Analyzes and compiles data to show Guam's juvenile crime problems and its juvenile justice needs in order to determine program priorities and funding;
- Consults with Director and other government officials on matters pertaining to federal policies, compliance findings, corrective measures and other issues and concerns as it pertains to juvenile programs and youth support services;
- Reviews the use of federal funds for programs and activities to ensure the approval of expenditures is given under specified program areas of each grant award;
- Collaborates with staff, management and other government officials to implement, maintain, correct, or improve all federally funded programs and services;
- Plans, implements and evaluates the department's efforts to reduce disproportionate minority contact in the juvenile justice system;
- Plans and develops youth programs and activities, through the use of data gathering methods that identifies youth needs or issues in order to provide opportunities for youth development and prevention in the community;
- Assists in the planning, coordination and implementation of other federally funded projects and activities, as required by the Director;
- Maintains liaison, conducts orientation and presentations on overall departmental services to familiarize participants of program goals and objectives, and benefits;
- Consults with Director on program recommendations, policies and procedures, problems, needs, etc.; and
- Ensures that programs have a positive impact on its targeted population that is based on specific goals and objectives, timeframes, and maximum use of program staff and other personnel.

Greg Artero, Program Coordinator II

(percentage of time devoted to program: 50%)

- Monitors the development and implementation of all federally funded projects to ensure full compliance with federal requirements;
- Analyzes and compiles data to show Guam's juvenile crime problems and its juvenile justice needs in order to determine program priorities and funding;
- Consults with Director and other government officials on matters pertaining to youth and other issues and concerns as it pertains to juvenile programs and youth support services;
- Utilizes the use of federal funds for programs and activities to ensure activities are implemented under specified program areas of the grant award;

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- Collaborates with staff, management and other government officials including organizations to implement and maintain federally funded programs and services;
- Plans and develops youth programs and activities, through the use of data gathering methods that identifies youth needs or issues in order to provide opportunities for youth development and prevention in the community;
- Assists in the planning, coordination and implementation of other federally funded projects and activities, as required by the Director;
- Maintains liaison, conducts orientation and presentations on overall departmental services to familiarize participants of program goals and objectives, and benefits;
- Consults with Director on program recommendations, policies and procedures, problems, needs, etc.; and
- Ensures that programs have a positive impact on its targeted population that is based on specific goals and objectives, timeframes, and maximum use of program staff and other personnel.