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# Department of Youth Affairs

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June 4, 2014

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Subject: Department of Youth Affairs Input / Comment on the  
Draft Supplemental Environmental Impact Statement (SEIS)

The following general comments are provided for your review and consideration:

The Department of Youth Affairs (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.

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. Accordingly, the next step to assisting juveniles and their families during the reintegration phase is through the Aftercare component. The Family Court can also 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.



DYA: "It's all about youth helping youth!"

Accountability-based sanctions within DYA's continuum of services are illustrated in the following Table. 1. DYA: System of Graduated Sanctions

Table 1. DYA: System of Graduated Sanctions

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

Legend: CSDU/RCs Community Social Development Unit/Resource Centers



Over the past few years, the number of re-offenders (recidivists) has consistently outnumbered first time offenders. While it is not realistic to eliminate recidivism, programs and services will help decrease the recidivism percentage, which will result in an overall reduction in admissions into YCF. Collaborative efforts have contributed toward the recent downward trend of admissions from 2011 to 2013, yet the recidivism rate is becoming a serious problem for Guam’s youth and families as DYA’s recidivism rate has increased from 63.15% in 2012 to 64.4% in 2013.

Year	Total Admissions
2007	742
2008	628
2009	491
2010	474
2011	606
2012	551
2013	385

Establishing and maintaining services, such as risk and needs assessments help to facilitate effective early intervention and the provision of comprehensive services, including mental health screening, substance abuse testing, and treatment. DYA clinicians, social workers, and paraprofessionals in the facility and DYA Resource Centers work closely with juvenile offenders and families who are prone to re-offending and provide services accordingly with the main goal of reducing recidivism. The use of Multisystemic Therapy (MST) addresses the multidimensional nature of behavior problems of troubled youth.

MST treatment 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 (e.g. 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.

MST is delivered in the natural environment (in the home, school, or community) and based on the premise of quality versus quantity. For MST to work best, a caseload of no more than 5 youth and their families is required at a time as quality of services are affected for every added youth. Therefore, additional social workers and licensed therapists are needed to effectively implement intensive follow up services for chronic juvenile offenders. At present, senior social workers manage a caseload of up to 30 in the facilities and increases as youth in the community are court ordered or referred for services at the Resource Centers. Services offered at these centers include homework assistance, computer labs, 24-hour crisis intervention and counseling, support groups, life skills development workshops, vocational programs, mentoring, sports/recreational activities, employability skills, etc.

The following specific comments with cited pages are provided for your review and consideration:

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In FY 2012, staffing for the public safety services on Guam included the following: Guam Department of Youth Affairs (GDYA) had 87 FTE staff positions, 44 of which were youth service workers (YSWs). Low pay levels and resources make it difficult for GDYA to hire and retain staff.

- As of June 6, 2014, GDYA has a total of 55 FTE positions for the Youth Correctional Facility (YCF). 45 are filled and 10 are vacant, as illustrated in Table 1. GDYA YCF Total Number of Staff. Of the 45 filled positions, 4 have medical restrictions/limitations, and 2 reassignments, leaving 39 officers to attend to 8 separate units, which require two (2) 34 man teams to cover 7 days and 12 hour shifts per day. This means our current numbers place us at a low 1.22 Youth Service Worker (YSW) per unit while 2-4 YSWs per unit is an ideal amount of staff.

Table 1. GDYA YCF Total Number of Staff

A	B	C	D	E	F	G
	FTE Positions	Filled	Vacant	Med Restriction	Reassigned	Total CURRENT Avail Staff (C+E+F)
Superintendent	1	0	1	0	0	0
YSS	5	4	1	0	0	4
YSWII	6	4	2	0	-1	3
YSWI	26	21	5	-3	-1	17
YSWA	17	16	1	-1	0	15
<b>Total</b>	<b>55</b>	<b>45</b>	<b>10</b>			<b>39</b>

The ideal client to staff ratio per unit during day and evening shifts is broken down in Table 2.

Table 2. Client to Staff Ratio

	Max Capacity	Day ratio Client to YSW 8:1	Day Guards Needed	Night ratio Client to YSW 11:1	Night Guards Needed
Delta Unit	15	8	2	11	2
Echo Unit	21	8	3	11	2
Foxtrot Unit	30	8	4	11	3
Cottage A	12	8	2	11	2
Cottage B	12	8	2	11	2
Intake	2	8	2	11	2
<b>SUBTOTAL</b>	<b>92</b>		<b>15</b>		<b>13</b>
Transport Unit			2		2
Liheng Famagu'on School			2		0
<b>Total Guards</b>			<b>19</b>		<b>15</b>

The ideal number of staff needed per shift is shown in Table 3. Thus, the following breakdown illustrates the shortage of 13 FTEs in the Youth Correctional Facility.

Table 3. Ideal Amount of Staff per Shift

	6a	6p	6p	6a			
Delta Unit	2		2				
Echo Unit	3		2				
Foxtrot Unit	4		3				
Cottage A	2		2				
Cottage B	2		2				
Intake	2		2				
Transport	2		2				
					Total	2 groups	
					Ideal # of	required	current
					Guards	Sat - Tue;	# of
					Per day	Wed - Sat	FTEs
Liheng	2		0				Short
	19		15		34	68	55
							13

With regard to other agency staff, an increase of 15 FTE's is necessary to provide adequate administrative support needs along with prevention and postvention services with the Division of Youth Development and Division of Vocational Rehabilitation and Support Services. These include 3 social workers, 5 paraprofessionals (community program aides), 3 maintenance workers, 2 program coordinators, and 2 administrative staff.

For the enhancement of treatment and rehabilitation services and full implementation of Multisystemic Therapy, an additional three (3) social workers and two (2) part time licensed therapists are needed.

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Table 4.1.15-12 provides a summary of the increase in services population projected for each public service agency. Service population numbers are expected to increase to reach a temporary maximum in either 2021 or 2023. A long-term steady-state would be reached for all agencies in 2028. The maximum number, for GDYA is 562 and steady-state at 268, represent projected increase in service population that would be generated by the proposed action for each public services agency.

- GDYA continues to receive military dependents. It has in the last year implemented inclusion of tracking offspring or status dependency of active duty or retired military service members. Recent data from the last three years reveal that some dependents may have been admitted to DYA without further inquiry as to their status of dependency. DYA is the only juvenile holding and processing facility on Guam serving the needs of both the military and regional US citizens or service member juvenile offenders. DYA has had to entertain requests from the US District Attorney General's Office as to its ability to hold juvenile offenders with military dependency within our region. Military dependents also participate in GDYA community-based Youth Resource Centers upon release from the Youth Correctional Facility or Cottage Homes. To ensure security, safety, supervision and care and custody of incoming youth as a result of the buildup, such influx warrants the need for additional personnel, construction of new buildings and equipment as staff ratios and existing facilities are already deficient.

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Public safety agencies (GPD, GFD, GDoC, and GDYA) would require a maximum of 29 additional staff, an increase of 4.6% over baseline levels for the relatively short construction period. At steady-rate, over the long-term, 20 additional staff would be required for the four agencies (an increase of 3.2% over baseline levels). From a broad perspective, looking at the entire group of GovGuam public services agencies overall, impacts would be considered significant in the short-term and less than significant in the long-term steady-state.

- Steady staffing requirements going forward must be maintained after peak staffing requirement for security, supervision, and safety of all clientele including community-based follow up and intensive outreach services as youth service workers will also provide services in the community under the Community Corrections Program via the GDYA Resource Centers.

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Impacts to public safety agencies were determined to be significant in both the short-term and long-term. The number of crimes may increase in proportion to increases in population, thereby necessitating additional police officers and custody and control personnel (combined 20 at maximum and 17 at steady-state).

- Personnel being requested for peak year staffing requirement exceeds the recommended amount as steady staffing requirements going forward must be maintained after peak staffing requirement for security, supervision, and safety of all clientele including services for youth development and other community-based activities. YSWs will also provide services in the community under the Community Corrections Program via the GDYA Resource Centers.

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Table 4.6-1. Summary of Impacts and Potential Mitigation Measures for the Cantonment/Family Housing Alternatives illustrates “SI- M = significant – mitigable” for public services. The maximum increase in staffing levels would be temporary, lasting from approximately 2021 through 2023.

- Personnel being requested for peak year staffing requirement exceed the recommended number as intensive follow up and outreach services are court ordered for juvenile clientele released to their parents/ guardians. Thus, steady staffing requirements going forward must be maintained after peak staffing requirement for security, supervision and safety of all clientele including services for youth development and other community-based activities. YSWs will also provide services in the community under the Community Corrections Program via the GDYA Resource Centers.

DYA has received many positive reviews for its achievements and impact on the lives of troubled youths on Guam. It has evolved from an agency that was publicly perceived to simply incarcerate juvenile offenders, to an agency that today provides a full array of therapeutic youth services that range from preventive to rehabilitative. However, with the impending population increase, anticipation of the familial complexities associated with the buildup, and inevitable spikes in juvenile admissions, it will be necessary to hire and maintain additional staff well after the long-term steady-state as the diverse population of people who would be considered temporary residents of our island may choose to remain on Guam and establish their families. This has been historically seen with the end of World War II, the Vietnam War, various ports of call, and prior buildups or operations wherein military service members, imported labor, or outlying migratory populations settle and come into contact with local citizens.

If you have any questions regarding these comments, please contact the undersigned at [adonis.mendiola@dya.guam.gov](mailto:adonis.mendiola@dya.guam.gov) or phone (671) 735-5010.



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