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PLANNING STUDY

DEPARTMENT OF YOUTH AFFAIRS

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The DYA's, Cottage Homes, Reality Check Wilderness Program Includes Training by the Guam National Guard in Physical Discipline, Drill and Ceremony, Leadership, Land Navigation, and Repelling

SECTION 2

BOOT CAMP RESEARCH, A MIXED PICTURE OF SUCCESS AND FAILURE

Growth In Correctional Boot Camps

In December of 1983, the State of Georgia opened the nation's first correctional boot camp. Dale Parent of Abt Associates reports that by 1987 the number of boot camps nationally had grown to only four (Parent, 1989). In 1993 according to researcher Doris McKenzie, there were 46 boot camps operating in 30 States holding more than 23,000 offenders. The General Accounting Office has projected that by the year 2000 all 50 States will operate boot camps (G.A.O., 1993).

Researcher David Hayeslip of the United States Department of Justice argues that: "Ample evidence also suggests that the boot camps of the future are likely to be programmatically different from the ones of the past in terms of both military discipline and treatment".

The proliferation of boot camps has led Doris MacKenzie to conduct a national survey to ascertain from administrators their perceptions of the goals of their programs. This survey found a wide range of goals but considerable agreement that offender rehabilitation was the foremost goal. Secondary goals reported were cost savings and reduction of crowding (McKenzie and Piquero, 1994).

It appears clear that political leadership and corrections administrators faced with ever increasing numbers of younger offenders sought to use boot camps as an intermediate sanction to relieve crowding, cut costs, and rehabilitate offenders. This solution has found its way to County level correctional services as well.

The success of these efforts has been researched nationally with reported mixed results. It is instructive to examine the conclusions:

1. In the short term, participants are demonstrating physical improvements and increased educational achievement, (Cronin, 1994).
2. Boot camp participants appear to adjust better in the community, (McKenzie et. al. 1992).
3. Boot camp participants evidence positive attitude changes, (MacKenzie, 1993; Shaw and McKenzie, 1992 and 1990).
4. Cost savings can be achieved with careful targeting of offenders and prevention of net widening (GAO, 1993).

5. Freeing up bed space for more serious offenders is possible again with careful targeting of offenders, (Parent, 1989; Nossiter,1993; Cronin,1994).

Reduced Recidivism

Do these outcomes translate into reduced recidivism? Again we find mixed results reported nationally. Researchers point out that it is very difficult to conduct valid research when the boot camp program design was not well structured initially to gather data to support an evaluation of outcome. The empirical evidence to date indicates that successfully sustaining post release behavioral change over the long term is relatively limited. David Hayeslip with the United States Department Of Justice reports that McKenzie and Souryal confirmed this conclusion across various types of programs in different jurisdictions. He writes:

“It is not clear why there has been no evidence of differences in recidivism between boot camp participants and others, but some have speculated that short term confinement in boot camps may not allow time for building participants back up after they are broken down (Osler,1991) or for providing for adequate preparation for return to the community (Gowdy, 1993). These findings have raised concerns that for boot camps to be effective they must provide adequate aftercare supervision and treatment. The importance of aftercare in goal achievement is only now beginning to receive the research interest as is the complexity of multiple influences on the future behavior of boot camp participants.”

The U.S. Dept. of Justice, Office of Justice Programs published in 1994 a National Institute of Justice Research Report entitled, “Multisite Evaluation of Shock Incarceration”.

This report was authored by Doris MacKenzie and Claire Souryal of the University of Maryland and represented an effort to study adult youthful offender boot camp programs across the United States. Eight sites were studied, Florida, Georgia, Illinois, New York, Oklahoma, South Carolina, and Texas.

Five components were studied: (1) a qualitative description of the eight programs; (2) a study of inmate attitudinal change during incarceration; (3) a study of offender recidivism; (4) a study of positive adjustment during community supervision; and (5) a study of prison bed space savings.

Only three states reported evidence of reduced recidivism compared to conventional programs for similarly classified offenders. They were Illinois, New York and Louisiana. A significant variable appeared to be the structure of the aftercare program and its relationship to an appropriate level of supervision and services. The study found that these three programs all required an intensive level of community supervision. This supervision produced a larger number of technical violators than did the other five programs but fewer

revocations for new criminal offenses.

One program, the Illinois Shock Incarceration Model actually shortened the aftercare portion based on the low rate of new offenses compared to its control group (Karr and Jones, 1994).

Dale Parent, researcher for Abt Associates observed that in the three states whose boot camp programs had lower rates of recidivism, the residential phase of those programs was longer with a richer array of both treatment and services.

Parent also notes that no studies have evaluated boot camps deterrence effects. Parent also stresses the need to integrate treatment programming from the residential phase into the community aftercare phase building a continuum of care directed by overarching case management. The key is a model that provides for a needs based, highly structured, consistent and well planned system for service delivery.

Demonstration Sites

In 1992 the United State's Department of Justice, Office of Juvenile Justice and Delinquency Prevention (O.J.J.D.P.) funded three demonstration juvenile boot camp sites to develop prototypical boot camps and aftercare programs for male delinquent offenders.

These demonstration programs were located in Cleveland, Denver, and Mobile and were intended to serve as practical alternatives to institutionalization to explore how adult boot camp strategies could be modified to serve the unique needs of juvenile offenders. Each site developed a different philosophical approach to program design, content, and staffing. Only in the Cleveland program was a youthful offender's participation voluntary.

The Cleveland program model used military organization as the structure to "build healthy pro-social norms in a safe, comfortable environment." It used military organization to provide focus supported by a therapeutic counseling model.

Mobile and Denver sites used the military model to teach socially accepted behavior while emphasizing consequences for deviant behaviors. Denver offered the most military drill, fitness and hard labor and the least education and life skill training. The Mobile program offered more educational programming than Denver but less than Cleveland.

All three programs were operated by private firms contracted to provide the services outlined following a competitive request for quotation process.

All three sites operated a 90 day residential boot camp followed by aftercare programming of up to five months. O.J.J.D.P. required all sites to use their community's employment, education, and drug testing and treatment resources and to try to provide a continuation of the discipline and character instilled in youth in the boot camp phase. The aftercare services

were varied between the sites.

In Denver and Cleveland, graduates were serviced through aftercare centers created for them. In Mobile, the graduates were "mainstreamed" to seven Boys and Girls Clubs located throughout the community.

The Denver aftercare program focused on academic instruction and youth were referred to other providers for other services including drug counseling. Cleveland provided at its center daily counseling, and support services in addition to an alternative school.

Mobile youth were expected to use the Boys and Girls Clubs after school or work and there was no central aftercare site.

The impact evaluation of the three sites was done by Caliber Associates who compared the recidivism rates for juveniles who participated in the pilot programs with control groups and compared cost effectiveness with other dispositional alternatives.

Residential program completion rates were 96% in Cleveland, 76% in Denver and 87% in Mobile.

None of the pilot programs demonstrated a reduction in recidivism over the control groups. In the Cleveland program the arrest rates were higher than in the control group.

All three sites were plagued by problems. Caliber reported that none of the sites fully implemented O.J.J.D.P. guidelines for boot camp programming and critical aftercare support services were not provided.

Caliber Associates cited the following concerns:

1. Programs experienced instability and high staff turnover.
2. The treatment program models were still evolving following their start up.
3. None of the programs had stable, well-developed aftercare services.
4. All three sites experienced difficulties in their private-public partnerships.
5. Cost issues and community resistance were major obstacle securing residential and especially aftercare facilities.
6. All sites needed better screening, selecting, and training for staff.

7. Aftercare programs are difficult to implement.
8. Treatment must be regarded as continuous between the residential and aftercare programs.
9. Aftercare programs must be flexible in order to meet youth needs.
10. Aftercare programs should not be self contained, but should form linkages with other community services.
11. A wide range of longitudinal data should be collected on participating youth to determine the true benefits of the program and potential for success and failures.

Caliber noted the following lessons:

- * Targeting should focus on those youth who would be experiencing institutional placement for the first time. Youth who had been previously placed in confinement were more likely to recidivate.
- * Facility location is important as cost issues and community resistance were major obstacles to securing residential and aftercare facilities. aftercare facilities must be located near public transportation with ease of access.
- * Staff selection criteria and training needs are critical. It is very important to reduction of turnover and consequent impact on the stability of programing to select staff who are sensitive to the programmatic and operational features of a juvenile boot camp. This is important to understanding youth development issues, cultural differences, and treatment methods.
- * The facility treatment model should be integrated fully with aftercare. Successful aftercare programs require development at the outset of a comprehensive model with the flexibility to respond to local needs and concerns. Aftercare programs are unlikely to succeed if participants do not receive the full range of services identified as necessary for their treatment. Overarching case management directed by a single case manager responsible for the youth's treatment planning and program participation in both phases is critical.
- * Measures of program success should include a broad spectrum of outcomes including accurate tracking of participation in programing and services on a continuous basis in an integrated fashion directed by a case manager with responsibility for the youth in both phases of treatment.

Critical Factors

Thomas Castellano a researcher at Southern Illinois University, believes that it is time to begin experimentation with a variety of alternative boot camp models. He suggests:

1. Don't expect to address all of the needs of the target population within one program model.
2. Select a unifying theme for the intervention that reflects program goals, target population, and realistic program resources. It can represent a focus on substance abuse treatment, or educational programming, or employment oriented programming, or leadership development, or be an experimental stress/challenge model. The program will fail if it doesn't have a distinct, well-articulated intervention philosophy and program orientation to anchor all related programming efforts.
3. It is highly desirable to establish a highly structured program with a well established daily regimentation to buttress and support programming. Avoid making the structure the program, but see it as the means to an end. Remember that the traditional boot camp elements; drill, and ceremony, physical exercise, hard labor are not associated with effective behavioral change. They are only components of structure and are not in and of themselves behavioral treatment.
4. Standardized and comprehensive assessment procedures and case management should be instituted in order to match youth to treatment services. This match should be based on the results of the assessment and serve to develop the individual treatment plan. These in turn serve as the basis for case management progress review. A "one size fits all approach tends not to be very effective."
5. Individualization of treatment should be balanced with an emphasis on the process of group change. A strong program model has a "team" and "community" building activities focus. This is done through community meetings, confrontational groups, platoon competitions and is reinforced by individual counseling and skill training.
6. Multimodal treatment services must be provided that reflect a range of quality programs. Treatment activities should address psychosocial problems and areas of deficit that represent criminogenic needs which are most directly related to the youths behavior. Cognitive and group interventions appear to be the most effective approach across offender groups.
7. The daily schedule should reflect a 5 hour period of classroom instruction followed by participation in intensive treatment programming. Time in treatment programming should be woven into the daily schedule and not be considered a break from a work, drill, exercise program. Remember these activities are components of structure and

are not a substitute for programing that is intended to change behavior.

8. Staff selection is critical to success. Staff should be screened to rule out past incidents of inappropriate behavior towards youth. A high quality professional staff who can function as role models and who have professional skills are critical. They must be supported by pre-service and in-service training that is based on the program model.
9. Staff must provide anti-criminal modeling reflecting behavior that is worth imitating. The quality of interpersonal relationships, care and concern communicates modeling to youth. The program staffing must provide direct and intense supervision at all times by professionals who are all on the same page of the program at the same time.
10. The program model should reflect a mix of compliance/control strategies with a strong emphasis on normative and remunerative rewards for positive behavior. Such a system of strategies should be a part of the aftercare phase as well.
11. Rules must be clear, concise, and consistently applied. Norm building should be a part of all staff/youth interactions. Sanctions to be applied to unacceptable behavior must be rational, and must be specific, measurable, attainable, realistic, and time-limited, (s.m.a.r.t.). Careful monitoring of sanctions must take place by program administrator to insure that they are appropriate, fairly applied, and producing the desired consequence.
12. The program model must implement strategies that give participants a stake in the success of the overall program and their progress through it. They must have opportunities to make choices and decisions that result in them seeing success or failure as their success or failure. Rigid program structures that attempt to teach obedience or discipline are not successful and limit the opportunity to use the experiences as a vehicle for self growth.
13. Aftercare must be an integral part of the treatment model. The post-release program must be viewed as an overall part of the model. It should reflect a continuity of care from what was delivered in the residential phase and must focus on comprehensive service delivery and not just surveillance. Transitional periods involving use of structured community settings should be a part of the pre-release experience. These should be supported by group processes of change and activities and program structured activities in the community. Group process sessions, group service projects in the community, mentoring programs, and family involvement are examples of targeted activities.
14. Case management planning, including aftercare, must be initiated at the beginning of the youth's stay and should involve the family in the planning including the early

identification of service needs.

15. Programs should foster both internal and external capabilities for program monitoring, evaluation, and research.

What Works: A Short Review of Current Juvenile Practice

Current juvenile practice is based upon assumptions that it is possible to assess and interpret delinquent behavior, to provide significant interventions through appropriate sanctions, supervision and services and thereby to reform youthful offenders.

This reformation concept dates back to the origins of the Juvenile Court which was conceived in the premise that it could act in the best interests of the child by fostering individualized treatment.

Donna Towberman, an Asst. Professor in the Department of Justice and Risk Administration of Virginia Commonwealth University writes:

“A fundamental precept of juvenile justice was and still is priority emphasis on individualized treatment as opposed to the punitive orientation of adult criminal justice. This emphasis on the rehabilitation of the individual offender requires identification of their specific treatment needs” (Towberman, 1992).

She further states that assessment of delinquent needs implies a definitive list of deficits that relate to and result in criminal behaviors. She argues that a plausible case can be made that offender rehabilitation efforts that target criminogenic needs deficits ought to result in lower recidivism rates.

In 1974 researcher Robert Martinson published in *The Public Interest*, a controversial article entitled “What Works? -- Questions and Answers About Prison Reform”.

Martinson postulated that based on an analysis of outcome research that treatment programs were not effective and that “nothing works”. The article touched off a controversy that still challenges justice system researchers.

Robert Palmer published a rebuttal study that suggested that treatment is effective when the type of offender and the match with the treatment modality, setting, and therapeutic worker is considered, in *Martinson Revisited, Journal of Research in Crime and Delinquency*, 1975.

Over the next 20 years more sophisticated methodologies were developed that permitted statistically improved validity and analysis of the data reported in the literature.

Don Andrews, Professor, Dept. of Psychology, Carleton University Ottawa Canada is currently the leading researcher in the analysis of effective treatment programs for high risk offenders. He and his colleagues are using sophisticated methods of meta analysis to review studies to ascertain "what works". They have processed 372 studies and have reached the following conclusions:

1. Official punishment without the introduction of correctional treatment services does not work.
2. Providing correctional treatment services that are inconsistent with the principles of risk, need, and responsivity does not work.
3. What works is the delivery of clinically and psychologically appropriate correctional treatment services under a variety of settings and conditions that may be established by the criminal sanction.
4. The delivery of appropriate correctional treatment service is dependent upon assessments that are sensitive to risk, need, and responsivity.

Defining Risk

Andrews indicates that, "Today, thanks to many truly longitudinal (predictive) studies and to meta-analysis of predictor variables, it is possible to provide a list of empirically-validated risk factors." He states that the empirically-validated major risk factors are:

- * antisocial attitudes, values, beliefs, rationalizations, and cognitive emotional states such as anger, resentment, and defiance (personal support for crime)
- * a history of antisocial behavior evident from a young age, and involving a number and variety of harmful acts in a variety of situations (knowledge of the immediate gratifications of crime and of its generally delayed punishment)
- * antisocial associates and relative isolation from anticriminal others (interpersonal support for crime)
- * weak problem solving and self management skills in combination with a temperamentally aggressive, callous, and egocentric style (the personality supports for crime)
- * a family life characterized by low levels of affection and weak discipline and supervision (inconsistent love and discipline, perhaps out right neglect or abuse)
- * generalized difficulties in the domains of school, work, and leisure (these problems

may be associated with substance abuse) and low levels of personal socioeconomic achievement (poverty)

Weaker factors with less risk are identified as:

- * lower class origins, as assessed by parental/educational/occupational/financial indices and by neighborhood characteristics
- * personal distress as assessed by measures of low self-esteem, anxiety, worry, depression, and/or by alienation, isolation, powerlessness, and/or by psychopathology (psychopathy excepted)
- * a host of biological/medical indicators which are not well integrated empirically or theoretically

Andrews' states that the impressive validities of existing risk/need assessment instruments such as the Hare Psychopathy Checklist, the L.S.I., and the Wisconsin Risk Instrument provide convincing evidence that the ability to predict criminal recidivism increases dramatically with the assessment of the number and variety of major risk factors. They have predictive ability clearly exceeding the levels of chance by 80% and this is of practical value for screening and selection of appropriate program candidates.

Use of risk instruments to assist classification and to sort lower risk cases that may not need high levels of treatment resources or costly residential bed space is a practical application.

Defining Needs

Andrews' research suggests that targeting criminogenic needs, which he defines as "dynamic risk factors" when changed in individuals through treatment, would reduce the likelihood of their recidivating. He indicates that the following are promising targets for change:

- * changing antisocial attitudes
- * managing /changing antisocial feelings
- * reducing antisocial peer associations
- * promoting familial affection /communication
- * promoting familial monitoring and supervision
- * promoting child /family protection (preventing abuse/neglect)
- * promoting identification /association with anticriminal role models
- * increasing self control, self management, and problem solving skills
- * replace the skills of lying, stealing, and aggression with prosocial alternatives
- * reduce chemical dependencies and substance abuse
- * shift the density of the interpersonal and other rewards and costs for criminal and noncriminal activities in familial, academic, vocational, and recreational and other

- * behavioral settings, so that the noncriminal alternatives are favored
- * insure that the offender is able to recognize risky situations and has a concrete and well rehearsed plan for dealing with those situations
- * confronting the personal and circumstantial barriers to service (client motivation and background stressors with which clients may be preoccupied)
- * changing the attributes of clients and their circumstances that through individualized assessments of risk and need, have been reasonably linked to criminal conduct

Andrews concludes that:

“Within the psychology of criminal conduct, the primary targets are considered to be antisocial attitudes, cognition and emotions, antisocial associates, and dynamic aspects of personality/skills such as weak problem solving and self control.”

Defining Responsivity

Andrews characterizes responsivity as programmatic and individual applications of behavioral methods that work with higher risk offenders whose criminogenic needs are properly targeted.

He points out that behavioral, cognitive behavioral, and social learning styles of treatment services produced larger and more positive impacts on offenders and reduced recidivism more effectively than did treatment approaches that focused on punishment, non-directive counseling, psychodynamics, or group programs which did not introduce concrete alternatives to antisocial styles of thinking, acting, or feeling.

In discussing responsivity, Andrews stresses the quality of interpersonal relationships between the offender and worker noting that:

“People learn more from and are more greatly influenced by others who are respectful, caring, concerned, interested, interesting, enthusiastic, and engaging.”

He explains that a major role for all correctional workers is, “the modeling and reinforcement of anticriminal alternatives to antisocial styles of thinking, feeling, and acting.” Role modeling must not only set the example but be a conscious focus of interaction.

“Concrete assistance often takes the form of concrete problem solving efforts with the offender, and/or advocacy and brokering activity in community settings as a way of fostering change.”

"Authority can be influential when exercised with respect, with explanations, with guidance on how to comply, and in a firm and fair manner."

Andrews' work suggests that properly designed and delivered treatment which has a behavioral focus and which includes modeling, graduated practice, role playing, positive reinforcement, extinction of negative acts, and which provides resources and concrete verbal suggestions can be effective in fostering positive changes in high risk offenders.

Cognitive Thinking Skills

Robert Ross, Professor of Criminology at the University of Ottawa and Elizabeth Fabiano of the Canadian Office of Correctional Services have reported the effects and outcome of an experimental cognitive thinking skills program in the *International Journal Of Offender Therapy and Comparative Criminology*, (1989).

In an article entitled "Reasoning and Rehabilitation", specific cognitive techniques were taught to high risk offenders who were on intensive supervision to test the impact of the program on recidivism. The results demonstrated a major reduction in recidivism to 16% vs. 69.5%.

This pioneering effort has been expanded and significant program development with respect to the model has been carried out in replicated research. (Porporino, Fabiano, Robinson, (1991), *Research and Statistics Branch of the Correctional Service Of Canada Report*, #19.

Aftercare Models

Consistent reference is made in juvenile program research of the need for overarching case management. This should provide supervision and services in aftercare that represent a continuum from the point of commitment, through institutional programming to the point of transition to the community, and through normalization to the point of successful termination.

Dr. Troy Armstrong has written that: "The aftercare phase of youth corrections has long been regarded as one of the major weaknesses in juvenile justice. At the heart of this widely shared perception by justice professionals and the public alike is evidence readily documentable in most jurisdictions nationwide of poorly planned steps towards reintegration and tenuous linkages to coordination with community resources and services", (Armstrong 1995).

Prototypical effective aftercare design has been the subject of several initiatives by the United States Department of Justice Office of Juvenile Justice and Delinquency Prevention.

In September of 1994, O.J.J.D.P. published *Intensive aftercare For High Risk Juveniles: A Community Care Model* in collaboration with the Johns Hopkins University Institute for Policy Studies.

This was followed in October of 1994, by the publication of the *Juvenile Intensive Supervision Planning Guide* developed by O.J.J.D.P. working in conjunction with the National Council On Crime And Delinquency.

Both models incorporate the same basic premise that high risk juvenile offenders can be safely and effectively managed in the community after their behavior has been stabilized and outline components of effective community supervision. Both models incorporate a period of institutionalization prior to community placement.

Both models cite the necessity to establish through overarching case management a continuum of surveillance, supervision and services.

Overarching case management has been defined by David Altschuler, Principle Research Scientist for the Johns Hopkins University Institute for Policy Studies writing in the 1995 Summer issue of *Perspectives* as including methods for:

1. assessment (risk), classification (need), and selection criteria (targeting);
2. individual case planning incorporating a family and community perspective; (responsivity);
3. a mix of surveillance and a programing/service provision;
4. positive incentives and graduated consequences; and
5. service brokerage with community resources and networks.

N.C.C.D. in its review of diversion assessment methodology referenced the classification scale used in its Wisconsin study of youth placed in institutions. Using the classification instrument the study estimated that only 27% of Wisconsin youth required long term secure placement, 47% required short term care followed by community placement, and 26% were appropriate for community supervision (Baird and Neufeldt, 1989).

The study noted that Milwaukee County had the most serious population of juvenile offenders but pointed out only 35% met the criteria proposed for secure care. (The data base for this study was generated in 1986 and it may be reasonable to assume that these proportions may have changed in light of the increased levels of serious juvenile crime).

The studies both recommend the adoption of a risk screening instrument which is actuarial based in order to have a basis for classification of offenders by their potential to recidivate. High risk youth are candidates for more intensive services and supervision.

Both models recommend the use of a structured needs assessment to systematically and consistently evaluate needs, screening to identify those youth with severe needs that may require further assessment or cause rejection for a specific program. They cite the use of the Alaska Youth Services' Needs Assessment Scale as an example of a competent instrument.

They point out that after acceptance for enrollment into a program based on screening and risk criteria, needs assessment results are used in case planning to identify the appropriate services or programs for a youth. They should address both deficits and strengths.

As a case planning tool they should:

1. Ensure that certain kinds of problems are considered for all cases and aid in a systematic review of needs as the basis for the case plan with attention to a youth's strengths.
2. Provide an additional measure for setting priorities (i.e. judging the amount of effort that should be expended on an individual case).
3. Provide a basis for monitoring a youth's progress.
4. Force a qualitative review of each youth through periodic reassessment and provide a basis for judging the relative effectiveness of the case plan .
5. Provide a data base for program evaluation and monitoring.

The O.J.J.D.P. aftercare model urges the adoption of a structured case assessment and planning format. The case assessment process must address those factors that are closely related to the youth's risk of reoffending. Many of these factors will have been identified previously in the risk and needs screening for eligibility to participate in the program.

The assessment should take into account youth, peer, and community strengths. Often a youth's deficits command more attention than strengths, but it is the strengths that ultimately provide a support for treatment strategies and are critical to a balanced assessment.

Strategies For Juvenile Supervision

O.J.J.D.P. cites the Strategies For Juvenile Supervision System (S.J.S.) as a useful, structured, quick way to evaluate juvenile offenders and to develop case planning and supervision strategies which are the most likely to result in positive change on the part of youthful offenders. It is both systematic and consistent.

S.J.S. provides a four category classification system with categorical strategies based on offender characteristics. It provides the caseworker with a set of predictions about the

youth's likely response to supervision and programming. It provides an immediate consult or second opinion for understanding case dynamics and formulating programming and supervision, and it allows the caseworker to be proactive rather than reactive in the development of the case programming strategy. The S.J.S. written case plan provides for a mechanism for objectives based contracting which includes the following components :

- * Problem Statement: A statement of the youth's problem areas.
- * Long Range Goal: A statement of the youth's behavior when the problem is solved.
- * Short-Range Objectives: A statement and time frame of the behaviors that the youth will complete in order to achieve the long-range goal.
- * Action Plan: The step by step detail by which each short range objective will be completed.
- * Responsibilities and Resources: A description of who is responsible and the resources available for supporting the plan and assisting the youth to met the objectives.

Objectives based contracting requires that a behavioral contract be developed for each program phase. The meaningful involvement of youth, parents, and service providers in the development of behavioral contracts is critical to the plans success and a perception of ownership by those responsible for its completion. If case plans are to be successful they must be viewed as dynamic, flexible, and responsive. A comprehensive system of rewards and sanctions should be implemented to reinforce achievement. Negative sanctions must be swiftly applied and target the specific behavior to be extinguished or contained.

O.J.J.D.P. outlines core intervention strategies that are based on a multi-phased continuum of treatment as follows:

1. Operate a phase system with a high level of initial external program control to be progressively decreased as the youthful offender displays a greater level of responsibility and internal control.
2. Deliver or access a range of services guided by a continuously monitored individualized case plan.
3. Foster and develop a constellation of relationships among youth, adults, groups, and institutions that can provide alternative role models, be source of recognition and reward, and a vehicle for disengagement from delinquent peers.
4. Teach youth the social and interpersonal skills necessary to maintain positive involvement with family, school, work, prosocial peers, and community institutions.
5. Develop youth competence in life skills.

6. Arrange and advocate for access to opportunities in education and employment that provide meaningful reward in the short and long term.
7. Address individualized risk factors that impede functioning or that have weakened the youth's prosocial attachments.
8. Consistently apply graduated rewards and sanctions that recognize youth achievement or progress and provide immediate accountability for violations.

In order to accomplish this model, O.J.J.D.P. suggests a five phase system of distinct levels:

Phase 1. Residential treatment (short term) - 3 to 6 months. The goal of this phase to provide the youth with a secure and highly structured multi- dimensional program that targets criminogenic factors and provides through an individualized case management plan a full range of treatment services including education, substance abuse programming, life skills training, job readiness and job seeking skills, decision making skills and values training, health education and pre-release preparation.

Phase 2. Day treatment - 3 to 6 months. The goal of this phase is to allow youth to function in a highly controlled program environment with an emphasis on remediation of skill deficits in the area of education and interpersonal skills supported by the development of a prosocial support network with the gradual assumption of greater responsibility and family involvement.

Phase 3. Outreach and Tracking (reintegration) - 2 to 4 months. The goal of this phase is to assure that the youth can function productively and responsibly in the community. This is done through frequent youth and ancillary contacts, direct assistance to the youth and family or community social units with which the youth is involved, maintenance of treatment for special needs, and gradual transitioning of the balance of control from the program to community institutions, the family, and the youth.

Phase 4. Reduced Supervision (transition) - 2 to 3 months. The goal of this phase is the gradual reduction of external controls while maintaining the support systems necessary to treatment as measured by continued participation and success in school or work, successful deescalation of surveillance, and the development of bonds with prosocial peer groups .

Phase 5. Discharge and follow up - 1 to 2 months. The final reduction of surveillance and control with responsibility passing in a planned or structured way to the youth and family or other community social units. The theme of effective boot camp programming stresses that no single model provides a "silver

bullet" solution to "cure" the "malady" of delinquency. The proceeding review suggests that the boot camp experience should be a vehicle to work with a youth in a motivational and structured setting, to expose the youth to a sequence of developmental skill and learning experiences in a phased process, and to lead him to his gradual return to his family and community successfully equipped with new skills and values to work with his family towards those goals that reflect their mutual aspirations for this new start.

Strength Based Programming

The reality of this scenario is that this process must be a continual learning and working experience that seeks to overcome the traditional isolation of the youth in a residential treatment setting from his family and community. Strength based programming seeks to build on an assessment of the youth's strengths and that of his family both in planning goals and developing strategies for successful behavioral change.

Deficit based assessment is only half of the assessment equation. Michael Clark, writing in the *Journal for Juvenile Justice and Detention Services*, in the Spring 1996 issue discusses strength based interviewing as part of effective case planning.

He writes:

"The strength based perspective is not a rehash of what is currently practiced in our field. It offers a real change and a true difference in how we work with delinquents and their families.

A variety of terms; competency based, resilience, wellness, strength-based, and positive focus can be found as signposts marking this territory. They have some differences, yet in practice have some common characteristics: A respectful partnership between juvenile worker and offender, a singular emphasis on strengths and resources and an eye to the future."

He points out that historically, the strength based approach to looking at juvenile offenders failed to be fully integrated into the Juvenile Court process and that deficit based explanations for a youth's behavior were easier to provide.

He states the "philosophical 'first step' is to believe that a juvenile offender has strengths and past success that can be utilized to stop delinquent behavior and exit our court system."

The origins of the strength based assessment interview method he discusses has its origin in the family therapy field. He cites the work of de Shazer, Berg, and colleagues at the Brief Family Therapy Center in Milwaukee (de Shazer, et. al., 1986, de Shazer, Berg, And Miller, 1992).

He points out that "philosophy alone is not sufficient to accomplish effective interaction and facilitate goal setting." He believes that, "for real change to happen, the offender and the family need to make a shift in how they think about and perceive the problem(s) and how to do something that is behaviorally different than before."

How delinquents and their families are helped to make this shift involves establishment of well formed goals using solution focused interview techniques to support case planning.

Berg and Miller (1992) identify characteristics of well formed goals. Clark identifies four guidelines regarding the negotiation of goals that are important for youthful offender case management. These are:

- * Goals must be meaningful to the offender, (juveniles must believe that what they find important, case managers also find important).
- * Goals must be small and concrete, (goals that describe destination are not as helpful as goals that begin "first steps" creating movement).
- * Goals should be interactional, (a solution focus looks to interaction with others and is not centered on the individual psyche).
- * Goals must be a beginning not an end, (goals have more utility if they are framed as the presence or start of a positive behavior).

Negotiation of goals works better if the process seeks a solution focused approach rather than a problem (deficit) focused approach. Problem focused assessments labor to identify and understand the problem(s) in greater detail before taking action. Solution focused processes are more direct and efficient as it views assessment as intervention, focuses on strengths and what offenders can do or have been successful at rather than just failure based intervention.

Miller (1994) states: "Over time, we have learned that asking the right question often has more impact on the client than having the correct answer."

Christian Dean of Cornell University in an article entitled Strengthening Families: From "Deficit" to "Empowerment" (Winter 1993), issue of *Empowerment and Family Support Bulletin*, 2, (3), Department of Human Development and Family Studies, Cornell University, Ithaca, New York, writes: "The empowerment model of working with families contrasts sharply with the predominant way of providing human services, which we call the "deficit" orientation. In the "deficit" orientation, the focus is on what's wrong with families, and the assumption that they are incapable of identifying their own needs or acting wisely on behalf of themselves or other family members. The "deficit" perspective continues to be very pervasive at every level of our country's human services systems, and it seldom succeeds in helping families move to independence.

Our emphasis is on the strengths and potentialities family members bring to the situation and on the processes that build on those strengths. A crucial aspect of empowerment is the central role that 'disadvantaged' families play in their own change process."

Scott W. Heneggeler, Ph.D., Director, Family Services Research Center and Professor, Department of Psychiatry and Behavioral Sciences at the Medical University of South Carolina writes in the Federation of Families for Children's Mental Health Bulletin, *Claiming Children*, (June, 1996), that "Mental health and justice systems provide services that have little to do with the functioning of youth's in the real world."

Delinquents and their families usually have very real problems at home, in school, and in their neighborhoods. Yet mental health services typically attempt to 'fix' these problems by talking with a youth in an office for 50 minutes per week.

More restrictive services such as incarceration and residential treatment attempt to address these same problems by removing youth from their home, school, and neighborhood, and providing services in a distant location. Then, the youth is returned to the exact same home, school and neighborhood where little has been done to prepare for his or her return. Even if the out-of-home placement did provide useful interventions, it is unreasonable to expect changes to be maintained if the youth's environment has not been altered to support such change.

Dr. Heneggeler is an advocate for addressing serious anti-social behavior by adolescents through a treatment process called "multisystemic therapy" or MST which he argues has proven effective in rigorous scientific studies with chronic and violent juvenile offenders in several States. MST in South Carolina when compared to usual juvenile justice services, improved family relations and peer relations of violent and chronic offenders who were at imminent risk of incarceration. MST reduced successfully criminal activity over a two and one half year study period. The key to the success of the MST model is centered with the client and the family with the following factors identified:

- * Parents are seen as the solution rather than as the problem
- * Multiple factors associated with delinquency are addressed
- * Services are provided where the problems occur
- * Providers are held accountable for engaging families in the treatment process
- * Extensive training and quality assurance features are built into the model

Benefiting From The Research

Background

The Territory of Guam is an island community of 150,000 citizens residing in 21 villages. The Guamanian people are a mixed population that reflects the ethnic history of the Island's

discovery, occupation, conquest, and immigration. It has been a U.S. Territory since 1898. The Guamanian people have rich tradition of family, community, and religious values that reflect a strong commitment to their children and to each other.

They are experiencing a transition from a traditional rural island culture that was village based to a new urban economic base that embraces both tourism and growth.

This dynamic of economic change has brought about shifts in patterns of family life and employment along with increasing amounts of crime, drug abuse and neglect.

The Guam Department of Youth Affairs is seeking to respond more effectively to the challenge of these changing patterns of youth behavior.

The Mandate

The Department Of Youth Affairs has a broad legal mandate under the 1978 law which created the Agency. The statute declares:

“The purpose of the Department is to plan, coordinate and/or implement programs, services, and activities geared toward youth development, rehabilitation and involvement in the community.”

The act further defines the Department Of Youth Affairs duties and responsibilities, stating that, “ The Department shall:

- a. formulate plans and policies, develop a comprehensive approach, coordinate and/or implement programs and services to enable the youth to develop his full potential and skills, talent, leadership ability, good sportsmanship and citizenship;
- b. provide youth services and programs to all districts of Guam;
- c. encourage, through direct or indirect means, all youths, especially those in need of guidance and motivation, to make use of existing youth facilities, services, and programs;
- d. establish a comprehensive approach to providing services and programs to youth, taking into consideration the coordination and consolidation of existing programs and services and planning with implementing new programs and services where deemed necessary;
- e. make such referrals as are necessary when certain services are best provided by other agencies within the government of Guam or by other resources within the community or abroad;
- f. provide assistance and cooperation to youth and community groups, both organized and unorganized, which provide or sponsor programs and/or services beneficial to the youth;
- g. collect and disseminate information and research data relative to youth needs and

- problems;
- h. keep the Governor, the Judges of the Courts of Guam, the Guam legislature, the District Commissioners, and the general public informed on all major youth developments and achievements; and
 - I. have general purview of youth activities within the territory of Guam."

Current youth Services and Programs

The Department Of Youth Affairs has established a mix of services and prevention through intervention programs that seek to reach out to at risk youth and their families and to provide institutional support and correctional services for the Family Court of Guam.

It operates the secure *Guam Youth Correctional facility* for youth who are detained pending Court appearance or who have been adjudicated as a delinquent.

It operates the *Cottage Homes* staff secure facility for status offenders

It provides outreach through three geographically distributed community based *Youth Resource Centers* to work with youth and families.

It provides a *Community Social Development Office* to support it's Communities That Care initiatives. This office also sponsors a peer mediation/conflict resolution program.

The *Chansa Program* is an intervention effort the targets at-risk and troubled youth who are candidates for involvement with the Juvenile Justice System and those already in the system along with their parents. This program is a cooperative effort that involves Youth Officers of the Guam Police.

A *Summer Youth Employment and Training Program* (SYETP) is provided by the Department to engage eligible youth ages 24 to 25 in constructive employment and training.

A *Juvenile Diversion Program* that targets at risk youth and their parents providing exposure to the consequences of delinquency including visitation to the *DYA Youth Correctional facility* and *Cottage Homes*.

An *Alternative to suspension Program* providing after school and weekend program and educational support as an alternative to classroom suspension.

The *DYA Counseling Unit* which provides professional assessment and treatment for *DYA* youth.

A *Step Plan Program*, offering a 50 day behavior modification program within *DYA Youth Correctional Facilities*.

Jumpstart, which is an early integration of a youth back to family, school, and community from the Step Plan Program.

Client Vocational Training Program which is a vocational exposure program intended to provide eligible youth with both OJT opportunities and career choice guidance.

Other activity programs include *Youth Crime Watch*, *1997 Youth Month*, *Parent-Child Baseball Camp*, *a youth Empowerment Rally* and a *Client Softball Tournament*.

The Guam DYA is sponsoring a five day *Pacific Conference On Youth Affairs* as a means of professional development.

The Grant

Within its mandate and supported by a U.S. Department of Justice Boot Camp Planning Grant, the Department has sought to explore the parameters and options for a "boot camp" modeled program that could address the needs of a mixed group of at risk and offending youth.

The rich blend of programs and services that DYA offers provides the experience and a foundation to link together combinations of its current administrative and program structures to support a new initiative. In addition, DYA has forged working relationships with other Departments of the Government of Guam in its continuing pursuit of its mandate that can lend support in a partnership role.

The Data

Approximately two third's of Guam's population are children.

A significant number of these children are youth who are at risk for delinquency and drug abuse. A large number are represented by a growing pool of high school dropouts. More than 800 youth dropped out of Guam public high schools in the last school year (almost one out of three youth with less than 10% achieving at the 10th grade level). A significant number of these dropouts are unemployed.

Increasing numbers of youth are being referred by the Courts for Justice services including both status offenders and youths who are adjudicated as delinquents for Part I and Part II offenses.

Juvenile Probation cases have increased 35% in the first three months of 1997 over the previous year.

Combined admissions to the Youth Correctional Facility and Talofof Cottage Homes for

year 1996 total 567.

Admission screening profile data demonstrate the following:

In the period from Sept. 9, 1996 through July 9, of 1997 there were:

Youth admitted	573
Admissions screened by Counseling Services	531
Unscreened admissions w/o assessment	042
Number of admissions reporting no substance abuse	136
Number of admissions reporting use of illegal substances	395
Total reported marijuana use	325
Total reported ice use	129
Total reported inhalant use	148
Total reported alcohol use	201
Per Cent of all assessed admissions using drugs	74%
Percent of total admissions reporting gang involvement	18%
Percent referred for Drug/Alcohol assessment	05%
Percent referred for suicidal/homicidal assessment	05%
Percent admitted to in-patient services	03%
Percent referred to child protective services	07%

The unique challenge represented by the Guam Planning Project is to establish a research based multi-phased program model that can relate in both its initial case planning, residential services, day reporting and transition and aftercare process to a blended population including voluntary participation by school drop outs who are at risk for delinquency and substance abuse, court referred youth who are status offenders and non-violent delinquent youth who face their first admission to the Youth Correctional Facility .

Thomas Castellano has suggested that there is no single model that holds the answer to designing an effective program, but notes that all successful models have combinations of similar characteristics that taken together can build a basis for change in a youth's life.

This document is intended to provide the content basis for the development of the Guam Youth Challenge Program Model. The program will include those features that reflect components of "Boot Camp Research" and "What Works" and builds on the strengths represented by the Department Of Youth Affairs current philosophy, organization, resources, facilities, and outreach programs.

A model is the basis for guiding the development and planning of the actual program. It can be a catalyst for funding and stimulate support.

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"New Recruit" waits to join in the ranks at the DYA Wilderness Camp Program

SECTION 3

DEVELOPING A CHALLENGE PROGRAM PLANNING MODEL MEETING RESEARCH BASED REQUIREMENTS FOR THE COMPONENTS OF THE YOUTH CHALLENGE PROGRAM

The Guam Youth Challenge Program is established to provide:

- (1) A local correctional sanction as an alternative to longer-term incarceration for youthful offenders who meet the approved eligibility criteria,
- (2) An intervention for at risk youth who are status offenders under the supervision of the Court and,
- (3) A voluntary alternative educational experience for eligible youth who have dropped out of school and who are recommended for enrollment by Police, Courts, Community Service Agencies, Government Agencies or concerned adults.

Guam Youth Challenge Program Purpose Statement

The purpose of the Guam Youth Challenge Program is to change the behavior of non-violent, at-risk, and delinquent youth through the use of a non-traditional, highly structured program. Youth will be challenged and held accountable while being engaged in a daily routine of physical fitness (including military style drill and ceremony), hard work, education, counseling and community service. The program is designed to serve:

- (1) 16 and 17 yr. old male, non-violent offenders who had been judicially targeted to serve their first confinement in the Guam Department Of Youth Affairs Youth Correctional Facility and,
- (2) status offenders under the jurisdiction of the Court who are 16 or 17 yrs. of age and who are at risk for serious delinquency and drug abuse, and are in violation of Court Orders.
- (3) high school drop outs who volunteer and who meet enrollment criteria.

The Guam Youth Challenge will:

- * Relieve crowding in juvenile institutions by reducing the number of non-violent offenders.
- * Offer a wider range of sentencing options to juvenile judges.
- * Incorporate Youth Challenge concepts into a new blended rehabilitation model for at risk youth and juvenile offenders.

- * Provide an additional program placement option for youths who are at high risk for committing crimes, abusing illegal substances, and failing to complete high school.
- * Develop a Youth Challenge facility with a residential component, a day reporting component, and an aftercare component to enhance early and continuous family and community involvement in a youth's treatment goals .
- * Better direct the expenditure of juvenile correctional dollars by providing a Challenge Program that effectively uses existing and available Governmental and Community resources in combinations that permit the expansion of treatment options that can serve several at risk populations in an integrated model.

The Guam Youth Challenge Program Mission

Consistent with the overall purposes of this project, the primary mission of the Youth Challenge Program is to establish an environment in which youth can learn the values of discipline, physical fitness, hard work, education, leadership, community service, empathy, and respect for the law.

This mission will be accomplished through a concentrated regimen of challenge based programming, academic and vocational training, substance abuse education and treatment, counseling, community service, and military-style drills and ceremony. The program will establish a demanding yet physically and emotionally safe environment in which individual dignity will be preserved, respect for the rights of others taught and positive change rewarded.

Guam Youth Challenge Program Overview

Consistent with its mission, the Guam Youth Challenge Program provides in a safe, secure, and humane structured environment, multi-dimensional youth based treatment services. These services, combined with strong case management planning, provide for a core residential training experience, followed by community based day reporting and then a transition to community supervision and services, forming a continuum of habilitative efforts. The model seeks community support through multi-agency cooperation and the use of volunteers and mentors.

The residential component is a staff secure facility designed to house and program up to twenty at risk or delinquent youth with a capability for future expansion. Following the completion of the Phase I residential program, the facility will, in Phase II, serve as the Challenge Day Reporting Center. Initially, only male youth, sixteen and seventeen years of age are eligible to participate who meet the screening criteria. Phase III is Aftercare. Each phase is a building block preparing for the next phase in a sequential process of evaluation, planning, learning and doing.

Youth program participation is either judicially mandated or voluntary. The program uses a military model which consists of a multi-level system of discipline, a structured daily regimen of physical training and military drill, labor instructive work projects both on public lands and within the local community, and a peer group treatment and counseling modality.

This structure is combined, with an assessment based individualized case managed program commensurate with the youth's needs. The program includes basic education or G.E.D. instruction, substance abuse education and treatment, life skills training, job readiness training and job seeking skills, training in cognitive decision making skills, life skills, anger reduction training, basic health education, (including sex education and a parenting curriculum) and family counseling.

This programming incorporates individual and group counseling, with a focus on building cognitive skills, developing acceptable norms and values, and relationship building. A continuum of services including strengthening family relationships is incorporated into both the residential counseling model, day reporting, and the aftercare services.

The programming components in each phase are targeted to teaching specific skills using the military format to organize activities and to provide for the reinforcement of the group process and motivation to the learning experience. Positive role modeling behavior is presented by staff who present themselves as constantly reinforcing positive values by both word and deed.

During the forty five day Phase I Intensive Residential Program while a youth is enrolled at the Guam Youth Challenge Facility, he must successfully participate in all required treatment, education and work project programs including the preparation for transition to Phase II Challenge Day reporting. His graduation to community based Challenge Day Reporting represents an opportunity to put into practice those core skills and values he acquired in the preceding forty-five days. The Challenge Day Reporting Program represents a continuum of those same programs, services and responsibilities which were provided in the residential phase and are now applied in the Challenge Day Reporting Center.

In the Phase III Youth Challenge Aftercare Program, Case Managers from the Department of Youth Affairs work with the youth, Probation or Community Service Workers, Mentors, volunteers, and family care givers to help the youth achieve a stable adjustment and experience success.

Individual mentors are selected and assigned to each youth to provide guidance, role modeling, and support. Mentors are recruited as community volunteers who are trained to augment the counseling format and provide each youth with an advocate and support.

The DYA will appoint a Guam Youth Challenge Program Director who is responsible for over all program administration, business and case management, service coordination and

staff and youth supervision. She or he will coordinate all support staff necessary to operate the program. The 20 man cadet platoon is directed by a Platoon Leader/Case Management Coordinator who is responsible for scheduling all activities and directing the two 10 youth cadet squads in their program participation. He/she is supported by counselors, teacher/instructors, drug specialists, and DYA Community Resource staff in providing the program elements in each phase of the Challenge Program.

The facility staffing pattern is designed to accommodate direct supervision of each squad by a Staff Squad Leader up to 16 hours per day in the core residential program and up to 12 hours per day in the day reporting component. Challenge Aftercare is individually scheduled.

Cadets are assigned to their ten man squad which forms the basic organizational program and instructional unit. The two squads which make up the platoon, are then scheduled in sequential phases of programming. Instructional programming by educators and skill group activities are squad based and the Staff Squad Leader participates in all activities. All activities are pre-scheduled and Cadet performance is rated daily. Cadets and staff wear a basic duty uniform with rank designation incorporated into the program. All Cadet performance is measured against common standards and their individual best scores.

The Challenge Program physical plant design is based on accommodation of 10 youth and 2 staff in class rooms, at dining tables, group rooms, and on the challenge and obstacle course. A drill field is sized to accommodate both squads. These twenty Cadets are housed in a dormitory setting and provided with showers, lavatories, toilets and laundry which comply with Guam DYA standards. It is expected that the Department of Youth Affairs will provide at their Cottage Homes site all the necessary housing, program, and support space for the modular units to be co-located at this facility. The Youth Challenge Program facility will be staff secure, but the design should facilitate security supervision and control with clear sight lines, staff observable exit doors, and a communications system including radios. The site has the capability to provide the following accommodations:

- * a twenty bed dormitory
- * two classrooms
- * a day room
- * a group room (could be shared as a classroom)
- * administrative offices and nurse's station
- * shared visiting/dining room and kitchen facility with the Cottage Homes facility
- * showers, toilet, lavatories
- * laundry facilities adjacent to the dormitories
- * a central control point
- * outdoor programming facilities capable of supporting a challenge course and obstacle course designed for squad based challenge programming
- * a running track and drill pad for military formations and ceremonies equipped with a flag pole(s).

Guam Youth Challenge Program Target Population

As previously stated, the Guam Youth Challenge Program will serve a specific population of youth. The characteristics of these populations generally reflect youth who are:

- * chronic status offenders with multiple court appearances
- * failures on probation
- * character disordered
- * dropped out academic underachievers several years behind their age appropriate grade level
- * gang involved or at risk
- * residing in dysfunctional families
- * substance involved or at high risk
- * hampered by low self-esteem
- * at high risk of criminally reoffending

Guam Youth Challenge Program Cooperative Multi-agency Model

1. Establishment

It is the intent of the DYA that a Youth Challenge Program established pursuant to its authority by this process, shall benefit Guam by reducing costs for the treatment and placement of selected youth. It shall help those at risk youth and youthful offenders enrolled to become productive members of their communities upon graduation from the Challenge Program by instilling in them positive attitudes, values, and self discipline; enhancing their employment skills; providing substance abuse education and intervention, increasing their educational achievement and providing individual accountability for their behavior.

The DYA has found that incarcerating an expanding number of youthful offenders in the Youth Correctional Facility brings added pressures to the facility, and believes that some youthful offenders may be effectively treated locally in a more affordable manner through exposure to structure, military-style discipline, physical training, and multi-dimensional treatment programming. By diverting some youth to a youth challenge program, additional bed space can be designated for serious, chronic and violent juvenile offenders.

The DYA endorses the joint development of a Youth Challenge Program by the Guam National Guard, The Department Of Education and the Juvenile Court.

The DYA encourages the cooperative establishment of a Youth Challenge Program that will provide a more affordable means of programming and treating certain offenders, at risk youth and high school dropouts who meet the eligibility criteria for

this alternative sanction.

2. Authorization

The DYA was the recipient of a United States Department Of Justice planning grant to evaluate the feasibility and benefits of establishing a boot camp modeled Challenge Program that is consistent with its legal mandate. The DYA, working with key stake holders, has authorized planning for the development and implementation of a three phased youth challenge program consisting of a 45 day residential program which is to be followed by a day reporting program of 110 days and a case managed community continuing supervision program of up to 365 days or more.

3. Program Goals

The goals of the Guam Youth Challenge Program initiative are to:

1. Improve youth and the safety of the public by providing a program that will reduce recidivism and address academic failure among youthful offenders and promote characteristics of good citizenship among eligible youth at risk, and high school dropouts who voluntarily enroll.
2. Divert to the Youth Challenge Program those non-violent youthful offenders who ordinarily would be placed for the first time in the Youth Correctional Facility.
3. Provide a framework of constructive discipline and structure to the daily lives of youthful offenders and at risk youth, to teach and model self discipline and positive values, and to promote these qualities in their post-residential behavior by a case managed continuum of services and supervision.
4. Hold youthful offenders accountable for their criminal actions, and promote victim awareness, empathy and healing.
5. Educate and treat youthful offenders and other youth who are at risk for substance abuse or who have abused drugs and alcohol.
6. Successfully prepare each youth for progressive reintegration into the community with a combination of case managed support services, supervision, and accountability.

Guam Youth Challenge Program Eligibility Criteria

The DYA considers (1) non-violent youthful offenders to be eligible for judicial

consideration for placement in the Youth Challenge Program as an alternative to first time placement in the Department Of Youth Affairs Youth Correctional Facility , (2) youth currently under the supervision of the Court or probation violators, and (3) high school drop outs who voluntarily enroll as follows:

1. Initially, male youth who are 16 and 17 years old and will be eligible to complete the residential portion of the Challenge Program prior to their 18th birthday and,
2. Who are under the supervision of the Court and who have re-offended or failed to comply with conditions of their probation or violated an order of the Court and /or
3. Who are school drop outs and who volunteer to participate and/or
4. Who are non-violent offenders who would be placed in the Youth Correctional Facility for the first time and,
5. Who are medically screened and deemed by a physician to meet American Academy Of Pediatrics requirements for strenuous contact sports and,
6. Who are assessed to be psychologically capable of participation in high stress programming, with an I.Q. of 70 or above, and having no serious emotional disturbance requiring the supervision and care of a mental health professional and,
7. Who are not suicidal and,
8. Who have no substance abuse problem assessed as requiring a residential substance abuse treatment program and,
9. Who have a viable family or are viable candidates for an alternative placement and,
10. Who have no current or pending court cases, warrants, or detainers from other jurisdictions that would prevent completion of the Youth Challenge residential, day reporting and aftercare phases.

Guam Youth Challenge Program Youth Selection Process

The DYA shall screen all youth referred for possible enrollment in the Guam Youth Challenge Program. Youth who may satisfy the above eligibility criteria will be assessed by the DYA to verify that they can meet the medical, psychological, physical, emotional, academic and intellectual requirements.

Those youth who meet the requirements will be certified by the Director or his designee as eligible for enrollment and be scheduled for admission to the Guam Youth Challenge

Program.

Non-adjudicated youth may volunteer for the Guam Youth Challenge Program by submitting an application on DYA forms, undergoing a criteria based assessment and submitting to a personal interview.

Judicial assignment to the Guam Youth Challenge Program will be made with the provision that if the youth is staffed and found not to be acceptable or a bed is not available, the Judge will have ordered an alternate placement in the Youth Corrections Facility or Cottage Homes as provided by law.

Guam Youth Challenge Program Enrollment Method

The DYA shall receive and process the referral, screen and staff the youth, accept or decline enrollment, and if accepted determine bed availability and establish the youths' report date. To support this process the referring authority will submit the required referral documents which can include:

1. COURT REFERRAL BY *AN ORDER FOR ASSESSMENT* (the order should direct DYA to assess the youth to determine his eligibility and suitability for enrollment in the Youth Challenge Program in lieu of placement in the Youth Correctional Facility or Cottage Homes) or,
2. SUBMISSION OF A NON-COURT VOLUNTARY REFERRAL FORMS (DYA established), PERSONAL INTERVIEW AND,
3. A YOUTHS' SOCIAL HISTORY
4. A YOUTHS' RECORD OF ARRESTS AND CONVICTIONS AND/OR ADJUDICATIONS (these should contain current information).
5. A PHYSICAL EXAM AND MEDICAL CERTIFICATION OF FITNESS AND IMMUNIZATION RECORD.
6. A MENTAL FITNESS CERTIFICATION BY DYA MENTAL HEALTH PROFESSIONAL AND A CONSENT FOR MEDICAL TREATMENT SIGNED BY PARENT, GUARDIAN, OR COURT ORDER.
7. AN INSURANCE/MEDICAL CARD/PRESCRIPTION CARD (Source of coverage for medical expenses).
8. EDUCATIONAL RECORDS (School transcripts, attendance, grades, performance, behavior and discipline record, standardized test scores, and if a special education

student, the most recent Individual Educational Plan.)

9. A RISK/NEED ASSESSMENT BY DYA EVALUATOR
10. A CASE REVIEW STAFFING BY DYA STAFF:

An admission staffing will take place within seven days of a judicial order or upon receipt of a voluntary application to review admission options and make a decision regarding admission. This review will assess the above referral packet and in addition consider the following:

- a. The family relationships and stability
- b. A description of the family members, roles and attitudes, ie. supportive, apathetic, level of involvement etc.
- c. The extended family, who are they and what is their status, ie. legal guardians, their community status, incarcerations etc.
- d. Friends including negative peers, positive and supportive adult influences and organized gang relationships.
- e. Financial/vocational status of the parent(s), self supporting, welfare or other entitlements, other aid, any other difficulties.
- f. The youths physical/mental status, good health or other health problems.
- g. The youths substance abuse history, including use, abuse, and treatment needs.
- h. Offense history including dates, type, of charges, severity, current status if on probation or parole and the authority having supervision.
- I. Demographic data.
- j. Other variables that could impact completion of aftercare.

Conditions For Enrollment In The Guam Youth Challenge Program

1. Voluntary Admission:

Youth voluntarily requesting Challenge Program enrollment will be required to sign a memorandum of understanding that indicates they agree in writing to be bound by all terms and conditions of the program including the residential phase, the day reporting phase and the aftercare program. The memorandum of understanding could read as follows:

"I accept placement in the Department Of Youth Affairs Youth Challenge Program and agree to be bound by the terms and conditions thereof. I understand that my participation in the program is a privilege that may be revoked at any time at the discretion of the Director Of Youth Affairs. I understand that I must successfully complete the entire program and in the

event that I do not successfully complete the program for any reason, I can be removed by the Director. I understand that I must consent to random drug testing and provide urine samples under staff supervision as directed and that I willingly consent to searches of my person and possessions for drugs or other contraband as a condition of participation”.

2. Judicial Admission:

If the Court, after receiving a finding of eligibility, orders the youth's placement in the Challenge Program, the Court Order shall stipulate that the youth must comply fully with the Challenge Program requirements, authorize drug testing, and require that the youth successfully complete each phase of the program or face the possibility of immediate alternate placement as provided by law.

Guam Youth Challenge Program Components

In accordance with the goals of the Challenge Program previously outlined, the program shall contain the following components:

1. The Challenge Program shall provide within a military model, a highly structured daily schedule of activities.
2. The program shall provide a rigorous military-style physical training program designed to teach personal self discipline and improve the physical and mental well being of the youth.
3. The program shall contain individualized educational programming designed to improve the basic educational skills of the youth including preparation for a General Equivalency Diploma and to provide the youth with vocational assessment and training emphasizing job readiness, job seeking and job retention skills.
4. The program shall provide instructional components designed to promote the youth's acceptance of responsibility for the consequences of the youthful offender's own decisions, and enhance the youths' cognitive skills. It shall teach the youth critical thinking and those skills needed to cope with anger and to manage stress.
5. The program shall contain a substance abuse education and intervention program presented by certified staff and integrated into the over all model. It shall require each youth to submit to an alcohol and other drug assessment which shall serve to guide the level of programming need by the youth and shall be linked to his aftercare planning and services.
6. The program shall provide health education, sex education, and parenting skills

instruction.

7. The program shall have a group focus that builds positively on the youth's adolescent peer attachments and help the youth to measure his gains against his own goals and record and that of his group. Group and individual counseling methods shall provide reinforcement and individual guidance. Victim awareness and empathy training shall be a component of this process where appropriate and the program shall provide mediation where practical.
8. The program shall offer opportunities for youth to engage in work projects that benefit both the facility and the community and/or offer restitution, and build skills, teach team work and pride.
9. The program shall engage families and seek to build on the strengths possessed by family members and the youth through assessment, counseling, pre-release activities, and community supervision.
10. Each youth shall develop during intake a comprehensive individual development plan in concert with DYA staff and his counselor that shall serve as the foundation for his case management contract and it shall include required aftercare services and supervision requirements. The plan shall include family participation and programming.

Guam Youth Challenge Program Objectives

To accomplish these program specific goals, the DYA has identified the following objectives:

- * To establish an individual case management plan for each youth which incorporates both the Challenge Program objectives and provides linkage to a continuum of aftercare services.
- * To provide eligible youth with five hours each day (M/F) of academic or specialized instruction appropriate to their educational needs and established goals.
- * To provide appropriate educational courses such that each youth will show measurable gains in academic achievement in each Phase of the program.
- * To provide substance abuse education to all Challenge Program participants in each Phase of the program.
- * To provide substance abuse treatment for those youth who are assessed as at risk to be chemically dependent or are confirmed chronic substance abusers in each Phase of the program.

- * To divert initially from their first placement in the Youth Corrections Facility eligible offenders.
- * To provide highly structured and intense physical training each day.
- * To provide scheduled military drill each day.
- * To provide life skills training.
- * To provide vocational needs assessment, work training and preparation for the world of work weekly inclusive of work projects.
- * To provide cognitive skills training .
- * To provide pro-social skills training and aggression replacement training.
- * To provide health education/sex education and parenting instruction.
- * To prepare each youth for transition sequentially from each phase of the program.
- * To provide two scheduled opportunities for each youth to perform community service, and/or restitution or a public works project.

Guam Youth Challenge Model Program Phasing

The Challenge Program Model consists of three phases which may total up to 17 months in duration for an individual youth.

The youth will be enrolled into the Guam Youth Challenge Program based on an assessment that includes approved screening criteria.

The youth will successfully participate in all intensive treatment, education, counseling, and work projects required by the program model or face possible dismissal and/or Court imposed sanctions as permitted by law.

The youth will submit on demand to testing for drug or alcohol as part of his treatment.

The youth will commit to development of a individual plan in the form of a contract for personal development and this will include his aftercare goals.

The youth's progress will be reviewed monthly and evaluated against specific outcome measures as identified in the individual plan and his program objectives.

The youth will successfully complete his current phase before he may process to the next phase of his program. It is expected that squads generally will progress as a group.

Phase One: Youth Challenge Residential Program

The 45 day Phase I residential programming at the Challenge Facility begins with a week of orientation consisting of intake procedures, followed by a familiarization with the facility organization, squad based group living, expectations for program progress and rules, testing and evaluation, and introduction to military drill, courtesy and ceremony.

This is followed by five weeks of basic training consisting of an introduction of the youth to a daily 16 hour squad based highly structured regimen of military drill and physical exercise, skill groups, counseling, education, work experience, and challenge and confidence course activities. It is a phase of building both squad cohesion and personal development. It teaches the youth the program and learning model.

Phase Two: Day Reporting & Community Reintegration

The initial intensive residential training period is followed by a transition to the community based day reporting program which consists of intense activity for 12 hours per day, Monday through Friday designed to test and reinforce the basic learning model and to provide for increasing accountability, both group and individual.

The focus is on building an internalization of program goals and values, to practice skill building, to acquire academic competencies and to work with families. The program will continue to be squad based and the squad will function as a unit in academic, counseling and challenge activities.

Community work projects will be undertaken by the squad whenever possible. Individual programming for victim reconciliation/restitution, family counseling, mentoring and employment and/or educational or vocational re-enrollment as part of the youths' case plan will be coordinated with the DYA Phase III aftercare component.

Phase two consists of 14 weeks of intensive instruction, challenge activities, community programming and case planning in preparation for the youth's transition to aftercare. Youth reside at their homes or in alternative placement and are transported daily to the Guam Youth Challenge Day Reporting Center.

The program day begins with roll call and a flag ceremony This is followed by physical training and drill. Youth are served breakfast, participate in cleanup and personnel hygiene. This is followed by a squad based focus group. Morning academic classes follow, then lunch, clean up personal hygiene, skill group and then completion of school.

Afternoon physical training and/or adventure program activities are then undertaken. This is followed by drug education or drug treatment groups. Dinner is served, followed by clean up, personal hygiene, and skills group. Study hall/counseling and/or tutorials complete the day and youth are transported home. Weekend activities may be scheduled. Cadets are required to maintain journals and to pre-plan their week end activities and have their schedules approved. Monitoring of weekend and evening activities and compliance with curfew or other restrictions will be made as approved by the Platoon Leader. Drug testing is mandatory.

In their final weeks, youth participate in community projects and/or family and victim mediation. This is also a preparation period devoted to assisting youth in developing their community aftercare plans, meeting with families, mentors, service providers, aftercare workers, and to facilitate the development of clear goals based on their individual development contract and case management objectives, building on their program progress. The active planning for continuation of services and supervision by DYA staff in the Community Treatment Centers is completed during this period.

The transition period includes a process involving testing and application of the aftercare plan. It provides for active participation in community projects, family counseling, job seeking, academic and vocational enrollment and transition to community treatment resources including building a relationship with a mentor.

The planning and participation of DYA aftercare staff and the youth's family during this transition process is a critical requirement to bring together the participants, clarify and reinforce goals, provide the planned support services and determine supervision needs. Any problems identified during this transition period must be addressed before the youth can be discharged to Phase III Aftercare.

Phase Three: Aftercare

Phase III is a twelve month program of aftercare. Youth are engaged in active community supervision, mentoring, and services provided through their local DYA Community Resource Center. The aftercare plan was established within the youth's initial orientation period, reviewed, strengthened, modified, and tested by periodic progress and case review and reinforced by structured experiences during each phase of the Challenge Program.

Each youth's community plan is individualized and incorporates a continuation of Challenge Program services, individual and family counseling and provides for a graduated reduction in levels of supervision as the youth demonstrates reliability and self governance. Lapses in technical compliance, domestic problems and relapse issues may result in a reimposition of higher levels of supervision and services or activity restrictions.

This phase links a youth to a trained community volunteer who acts as a mentor to the youth.

The mentor has frequent and multiple contacts with the youth, provides a continuing adult role model and counseling resource. The mentor focuses on the youth's program plan, and his goals for continuing education, training employment and a drug and crime free lifestyle. Mentorship is intended to last for twelve months with each mentor having responsibility for a single youth. Coordination of mentoring activity, training and support will be done through the DYA Community Resource Centers which are geographically distributed across Guam.

Administration Of The Guam Youth Challenge Program

The DYA shall establish in concert with the National Guard and the Department of Education the requirements for the selection of the staff necessary for the administration and operation of the Guam Youth Challenge Program Model.

The DYA shall have full responsibility to operate a multi-dimensional treatment program for youth enrolled in the program in compliance with the requirements of their legal mandate and Federal law.

The DYA shall recruit, screen, and train mentors and staff, implement the treatment model, provide required reports, maintain required statistical data, and maintain confidential youth master record files. It shall engage other cooperating agencies in providing services and support for the Challenge Program.

The DYA shall establish the recruitment, admission, and operating schedules for the Guam Youth Challenge Program.

Guam Youth Challenge Program Rules And Regulations.

The DYA shall promulgate rules and regulations for the operation of the Guam Youth Challenge Program which are consistent with consideration for public safety, the welfare of the youth assigned to the facility, and its legal mandates.

Such rules and regulations shall reflect the purpose and objectives of the program and shall include, but not be limited to, selection process and criteria, enrollment process, youth discipline, program requirements, supervision standards, security, training, program structure, operations, program administration and community and mentor participation.

Guam Youth Challenge Program Expulsion/withdrawal

The Youth Challenge Program administered by the DYA may impose appropriate sanctions for any violation of the conditions of the Guam Youth Challenge Program. The Department may remove a youth from the Guam Youth Challenge Program following a disciplinary board hearing and with the concurrence of the Director if the youth:

1. Commits a material violation of, or repeatedly fails to follow the rules of the program.
2. Commits any misdemeanor criminal or felony offense.
3. Presents a risk to the public, based on the youth's attitude, actions, or abuse of alcohol or controlled substances.
4. Is for any reason medically, psychologically, educationally or otherwise demonstrably unable to participate.
5. A youth who is involuntarily removed or voluntarily withdraws (drops out) may be presented to the Court for transfer to the appropriate legal alternative.

Guam Youth Challenge Program Participation Extension

The Guam Youth Challenge Program may extend a youth's period of participation in Phase II for up to 31 days to permit a youth additional time to successfully complete the Challenge Program with the permission of the Director of the DYA.

Guam Youth Challenge Program Completion

Upon certification by the Guam Youth Challenge Program Director that a delinquent or adjudicated youth has successfully completed Phase II of the Program, he shall be considered to be on active community supervision status and shall be in the continuing custody or care of the Department receiving case managed supervision and services directly by DYA staff in Phase II and in Phase III through the Community Resource Centers and mentor volunteers..

Case management and youth services coordination are the primary responsibility of the Community Resource Centers when implementing the aftercare transition planning established in conjunction with the Youth Challenge staff, the youth, his family and his mentor and/or probation officer.

Guam Youth Challenge Program Recycling/Repeat Programming

Youth in aftercare who are experiencing adjustment problems may be ordered to return to the Phase II Day Reporting Program to repeat some or all of this Phase. This decision will be made through a staffing with recommendations made to the Director. The Court shall be advised of a decision to reprogram a youth under court ordered placement. Consideration of a request to re-admit a youth to Phase II shall be based on the needs of the youth, space availability, and considerations of public safety.

Guam Youth Challenge Program Staff And Mentor Training

The DYA shall establish minimal qualifications for all Youth Challenge personnel and volunteers. The recruitment of staff, community volunteers, and mentors and their training shall be completed prior to the opening of the Challenge Program or their assignment to the program.

Guam Youth Challenge Program Behavioral Expectations For Youth

The Guam Youth Challenge Program shall establish behavioral expectations for youth conduct, including group living, education, work experience, transportation, group process, physical training, drill and military ceremony and community activities. These expectations shall be rational and shall address greetings, common courtesy, language, housekeeping and hygiene requirements, personal property, dress and grooming standards, respect for others and their possessions, dress code and hair style, and rules of conduct violations which set forth due process procedures and consequences. A cadet honor code shall be established.

Cadets shall be taught military courtesy, ceremony, drill, formation and squad movements and marching precision in order to foster pride, discipline and leadership. This training shall be viewed as a means, not an end in itself. Staff shall not employ any demeaning language, nor corporal punishment in the supervision or instruction of youth. Staff shall model correct behavior and shall use positive reinforcement, guidance, and standard curriculums to teach youth mastery of military skills, courtesy, respect for others, norms for group living, values and personal conduct.

Expectations for daily living, mealtime conduct, group meetings, classroom conduct, challenge activities, personal safety, group safety, drills and movements will be established, modeled, and taught.

Prohibitions related to noise, gang signs or graffiti, posture, borrowing or lending, gambling, extortion or theft, sexual misconduct, assault or fighting, disrespect, refusal, or physical contact shall be clearly identified in rules of conduct.

The Guam Youth Challenge Program shall establish a system for due process and appeal where sanctions imposed result in demotion, loss of privilege, or restriction or imposition of confinement.

Conduct which is law violative or threatens the safety of others can result in expulsion. Expulsion can result in the youth being returned to the Court with a recommendation for transfer to DYA Youth Correctional Facility or Cottage Homes.

Guam Youth Challenge Program Daily Operations Schedule

The Youth Challenge Program shall establish a daily schedule for all components of the program which shall provide for up to 16 hours of structured activities daily depending on the phase. All activities shall be staff planned or approved, directed and supervised.

Guam Youth Challenge Program Food Services

The Youth Challenge Program food service shall provide participating youth with three home style meals each program day supplemented by an evening snack for the residential program. In circumstances where arduous exercise occur, provision shall be made for nutritional supplements and fortified liquids.

Menus shall provide high-caloric foods that are rich in complex carbohydrates, vitamins, minerals, fiber and high quality protein. Menus shall meet the standards governing the DYA Facilities, shall be varied and provide for religious preferences and special diets.

Food Service Operations shall meet the standards established by appropriate public health authority. Youth may be assigned to food service duties as part of their training but must meet Public Health requirements.

Youth Challenge Program Housekeeping Standards

All youth are expected to contribute to the cleanliness and maintenance of the facility. Housekeeping assignments are training opportunities and are rotated among squads on a weekly basis. They are not to be used as a punishment. Youth are to be given supervision and instruction in the proper methods for cleaning, disinfecting, and general maintenance of the facility.

All use of chemical agents and cleaning equipment will be properly supervised by staff at all times. Use of power equipment shall be guided by proper instruction and supervision. Minor repairs, painting, and similar tasks are opportunities to learn proper methods and to demonstrate work habits.

Squad leaders shall prepare weekly housekeeping and work detail assignments and individual tasks to insure that all areas are properly cleaned and sanitized. Youth can be assigned to yard maintenance, vehicle maintenance, kitchen, dining room, and dish washing details, laundry, floor maintenance, shower and toilet sanitation, window washing, office, classroom, visiting and group room cleaning, trash removal, gardening, and snow removal. Make work projects are not permitted. All work must be useful and valued.

Youth are to be taught that work is both valuable and necessary with positive reinforcement for jobs well done.

Inspections of facilities and youth, proper standards for making beds, keeping orderly

lockers, and personal appearance are all part of learning self sufficiency and shared responsibility in group living.

Youth Challenge Program Laundry Service

All youth shall be taught how to properly launder and iron their clothing, operate washers and dryers and rotate on laundry assignment to launder facility linens, towels, blankets, dish towels and bulk items.

Guam Youth Challenge Program Youth Master Record Files

The Youth Challenge Program shall establish a master record file for each youth assigned to the facility. Confidentiality of these records shall be maintained in compliance with DYA regulations.

The master record file shall consist of the administrative, counseling, disciplinary and clinical records, the youths' medical file and the youth's educational record. The master record file shall be the property of the DYA which has responsibility for the youth. They shall be secured when the youth leaves the program and retained as required by law. Data collection requirements should support statistical and outcome measures as established by DYAMIS procedures.

The Guam Youth Challenge Staff, Probation Officers, the youth's parent or guardian and the Court shall have access to the contents of these files as permitted by law. Any electronic files shall be downloaded to a disk and returned with the master record file for secure storage. All youth records shall be confidential, shall be kept in a secure file with appropriate access controls and shall be disclosed only for those purposes permitted by law.

Guam Youth Challenge Program Counseling Services

1. Individual Counseling:

All Youth will receive individual counseling. Family, group, and individual strategies shall be used. Sessions will focus on issues related to delinquent behavior, including but not limited to, self awareness and decision making, substance abuse education, intervention, emotional management including anger management, conflict resolution, grief, and interpersonal relationships. The counseling model may employ tools such as reflection logs, job books, or other systems of guiding the youths response to the learning process.

2. Group Counseling:

The primary counseling technique used will be groups. Groups will meet twice daily

and will be of three types, Educational, Focus, and Helping.

Education groups will provide the youth with basic information relative to how the Boot Camp Program is organized and explain expectations for each of the program components. Education groups meet regularly to reinforce program concepts and involve the use of youth who have advanced to the transition phase.

Focus groups have two purposes: to inform and to focus the group members on specific activities that are structured and that will occur in a specific time period. Instruction and group building exercises are sequentially processed by these groups.

Helping groups are intended to address group member's problems or thinking errors and to teach specific social skills. These groups have a highly structured format and are held daily. They may be followed by one on one counseling.

Substance Abuse Groups lead by certified specialists shall provide group and individual substance abuse education for all cadets. Those youth who have extensive histories of abuse shall be evaluated and can be placed in special treatment groups. A recognized curriculum shall be used to support these efforts. Inter-agency cooperation between Dept. of Mental Health and Substance Abuse is encouraged in the development of this component. Substance abuse treatment should engage families and continue through the Phase II Challenge Day Reporting and Phase III Challenge Aftercare. Youth requiring substance abuse treatment will experience relapse and frequent testing is a requirement of any successful intervention with these at risk youth. Selection of mentors for youth with significant abuse issues may include recruitment of recovering persons.

The intent of this process is to develop a pro-treatment group culture, to review the appropriate level of privileges based on the degree of responsibility a youth has exhibited in the program and to confront youth and staff issues in a non-threatening and supportive environment.

Staff leadership is intended to model appropriate behavior and to serve to encourage each youth to maximize his potential and work successfully towards his goals. Staff Squad Leaders are trained to initiate group sessions to deal with preparations for specific activities, address behavioral problems and to give positive feed back and recognition for positive gains or accomplishments. Behavior management is to be incorporated into all skill training and group exercises.

Guam Youth Challenge Program Encouragement Of Family Involvement

Each youth's family is central to his world and encouragement of the youth to interact with

his family is critical to the Challenge Program. As soon as possible after assignment to the Challenge Program, staff will make every effort to encourage the family to visit and to participate with the youth in goal setting and progress review sessions along with the counselor and aftercare worker. The youth's initial case plan and goals will be reviewed with the family and joint planning for family counseling and services will be undertaken with the Department Of Youth Affairs Community Resource Centers staff prior to the transition to aftercare. The role of the youth's mentor in relating to the family must be carefully structured, especially where child abuse or drug abuse are factors in the family relationships. Professional guidance must be available to the mentor.

Guam Youth Challenge Program Educational Services

Educational programming is critical to a youth's future. Most youth have not experienced educational success. The Guam Youth Challenge Program places a high priority on educational achievement and experiential learning. It seeks to create a learning environment that crosses all phases of program activity.

Experiential learning is learning by doing then teaching others by example. The core academic program features an individualized curriculum that focuses on development of competencies in reading skills, language, writing, mathematics and phonics. GED preparation is offered to youth who's test scores are 9th grade or above on the T.A.B.E. assessment.

Additional instruction is provided in citizenship, social studies, and experimental challenge activities. These curriculums incorporate units addressing anger management, victim awareness, personal hygiene, health, human sexuality, understanding cultural diversity and parenting skills training. Team teaching may be done by the nurse, squad leaders, drug counselors, and teachers.

Special education services are available to each youth. Preparation for G.E.D. and completion of Carnegie units are provided for youth whose academic track merits advanced instruction. Innovative techniques, tutoring and monitoring, computerized and individual instruction will be utilized. Staff Squad Leaders will move with their squads to each squad instructional activity and will assist teachers in the classroom and youth with homework or special assignments.

The youth's educational plan will involve communication with his community school and incorporation of the educational goals as appropriate in his case plan for community transition. Pre and post testing at designated intervals supported by individual progress measures will help each youth to assess his progress. Staffing youth with special education needs to accommodate the youths individual educational plan goals will take place as an integral part of the academic plan beginning with orientation and planning for the youths return to the community educational system.

The Challenge Program strives to provide an educational environment that is orderly and conducive to learning, which employs skilled and motivated teachers, and which uses state of the art curriculum and instructional materials. It seeks to teach youth how to apply themselves, develop study skills and accept challenges.

Basic education instruction will be given for five hours each week day with provision for homework, special projects, and makeup review in the evening.

Guam Youth Challenge Program Vocational Assessment And Employment Training

The Challenge Program will not provide technical vocational classes because of the short period of time youth are in the residential program and the small size of the facility. It will provide youth with work experience, work skills and work training projects. It will provide youth with preparation for vocational class enrollment during aftercare. It will present youth with an understanding of job market opportunities, job seeking skills and will teach youth from a curriculum that addresses:

- Job applications
- Employment interviews
- Proper dress
- Proper speech
- Timeliness and tardiness
- Supervisory relationships
- Relationships with co-workers
- Sick leave
- Conduct in the workplace
- Personal financial management
- Reliability and how to get promoted

Aftercare planning for vocational training and or employment is initiated in concert with the Community Resource Centers and a youth's mentor. The Phase II Challenge Day Reporting programming will provide opportunities to initiate the plan for educational enrollment or employment or both.

This can be done while the youth has the support of the facility and before he is released to supervision in the transition to Phase III aftercare. Engaging the youth's mentor in Phase II is desirable in order that the mentor can be a part of the transition plans.

Guam Youth Challenge Program Physical Activities Programming

1. **Physical conditioning:**

The Challenge Program requires for admission that a youth has been medically certified by a physician to be capable of rigorous conditioning and demanding physical activity. Each youth will experience one and a half hours of conditioning in a fitness program each day.

The Challenge Program fitness program will begin with *Preparatory Physical Fitness* starting with an assessment followed by conditioning during the youths' orientation period at the facility. The objective is to help each youth progress from a lower level of personal fitness through gradual, planned increases in frequency, intensity, and duration of conditioning to achieve sound physical fitness.

Physical Conditioning is the advanced phase of fitness training that incorporates increased workload and strength building.

The third phase of the fitness program is the *Maintenance Phase* designed and intended to sustain a high level of fitness. Each youth's progress is measured against himself. Large muscle exercise, running, challenge course and obstacle course activities are planned both as individual efforts and as group challenge activities.

2. **Experiential, Obstacle, & Challenge Course Training:**

Youth Challenge Staff Squad Leaders will provide youth individually and in squads with challenges designed to lead groups to cooperation, organization and motivation to achieve as a group completion of training activities beyond the capability of individuals acting alone. Obstacle and challenge courses will provide a series of tasks that are increasingly more complex and require combinations of strength and group cooperation. Leadership/followership skill development promotes self worth, personal responsibility, and a sense of connection to others.

Squads are challenged to decide how problems will be solved and are encouraged to structure their own solutions, choose a leader, analyze and organize the execution of each task. Squad cohesion enables the squad to learn to settle differences give helpful feedback, evaluate group and individual performance, and support each member as he faces personal problems. The repeated use of the group process fosters insight and teaches helping skills which builds positive group norms.

The main ingredients of experiential based tasks can be summarized in the following principles:

- * The activities appear to be untenable to the participant; however challenges are carefully planned, proscribed, and directed to fit the needs and capabilities of all participants.

- * The tasks are incremental. Skill development entails a gradation of difficulty.
- * The problems are concrete. Success and failure stand out clearly, and tasks have clear beginnings and ends.
- * The activities are adaptively and/or competitively challenging. The tasks are inherently challenging to youth.
- * The problems offer real and immediate consequences and feedback to the participants that are readily apparent.
- * Problem resolution require that the youth draw upon the full compliment of their physical, emotional, and cognitive resources.
- * Group interaction, cooperation, and organization are major components of the activities.

Completion of challenge programming successfully gives youth improved self concepts, a sense of achievement, and life skills. These activities are blended into the overall program and serve to reinforce the treatment model as powerful tool which enhances the effectiveness of other services. Learning by doing is a powerful concept for young people who have had little personal success.

Staff Squad Leaders have expertise and follow rigid safety guidelines which are taught as part of each exercise to the participants.

Guam Youth Challenge Program Recreation Activities

The recreation activity model seeks to teach alternative leisure time activities that are grounded in physical activity and mental growth. It sponsors intense, creative and varied activities not revolving around television or playing cards or sedentary pastimes. Crafts projects, group games or group challenge activities are used to give exposure to concepts and are intended to:

- * Develop self-discipline
- * Build self-confidence
- * Develop trust in others
- * Teach cooperation and teamwork
- * Learn alternative ways of challenging aggressions, dealing with stress, and having fun without breaking the law.
- * Achieve and maintain physical fitness and good health
- * Develop and improve athletic skills
- * Develop good sportsmanship and learn to play by the rules

Guam Youth Challenge Program Religious Services

Youth will be encouraged to participate in a religious program of their choice. Youth's families are contacted by the Platoon Leader regarding their requests for specific religious services or counseling. Religious holidays and dietary restrictions are observed.

The Challenge Program provides training, briefing, and supervision to volunteers and visitors who volunteer and are scheduled to conduct religious services and visitation to youth within DYA guidelines.

Youth have access to religious publications and instructional materials either through volunteer clergy or the facility library. The religious needs of youth will be accommodated within the perimeters of the operation of a safe and orderly facility.

Guam Youth Challenge Program Transportation Services

Youth enrolled in the Guam Youth Challenge Program will be transported by the referring authority. After receipt of the youth at the Guam Youth Challenge Program facility, transportation is the responsibility of the facility. Transportation activities require licensed staff, mechanically safe and appropriate vehicles, communications capability, and preplanning of all trips and activities to insure adequate preparation, security, and safety.

DYA vehicles that transport youth have driver controlled electric door locks and windows for security and safety. Vehicles may be equipped with mobile phones and are regularly serviced and inspected and meet DYA security and insurance requirements. Seat belts are used in compliance with law and vehicles are driven in accordance with traffic safety requirements.

They are equipped with emergency warning markers and road flares and the Challenge Program has emergency road services available. The Guam Youth Challenge Program will provide all transportation necessary to support its program including providing youth with transportation to day reporting, to off grounds health services, jobs and job training, aftercare placements and appointments, home passes and family contacts, educational and recreational field trips, community service work, and specialized activities.

Transportation requiring security will be coordinated with DYA Administration. Transportation by a youth's family to and from the facility is generally the responsibility of the youth's family but where necessary, accommodations can be made to assist families where other options are not viable.

Youth behavioral norms are reflected in the Guam Youth Challenge Program-Transportation Policy and Procedures defining the following:

- * Acceptable levels of conduct from youth on an outing, and the penalties when violations occur.
- * Requirements for staff supervision for youth in transit and while away from the facility.
- * Procedures for notification of an emergency, a problem with a youth, mechanical failure, accident, or other unusual occurrence.
- * Staff should be at least 21 years of age and have a safe driving record with a valid drivers license for the type of vehicle to be operated.

Guam Youth Challenge Program Resident Health Care

1. All required ordinary medical, dental, and emergency services will be accessible during the youth's stay at the facility by the DYA. All youth assigned to the Guam Youth Challenge Program will have had a pre-admission physical exam and been certified by a physician to have met the standards of the American Academy of Pediatrics requirements for strenuous contact sports. The Challenge Staff who have direct contact daily with youth will have annual C.P.R. and Red Cross or other certified first aid training.

A nurse should be scheduled for sick call on a weekly basis and available on-call. Emergency dental care should also be available through licensed local providers. Emergency transportation by ambulance will be provided through local services. The best medical programs focus on prevention. The nurse can teach, in cooperation with staff, health education, sex education, and parenting as part of the life skills curriculum. All staff are given safety training and taught accident prevention through supervision and preplanning of activities.

2. Procedures psychological/psychiatric evaluation and treatment services should be established. Each youth prior to placement will have been screened by a mental health professional (licensed social worker or clinical psychologist) and those youth assessed as requiring the treatment services of a mental health professional will not be recommended for placement in the Guam Youth Challenge Program.

Youth who experience emotional difficulties while in the facility program will be referred for evaluation and a determination as to their continued suitability for participation made at that time. Youth who will require long term psychiatric or psychological intervention will be removed from the program. Provisions for crisis care services are part of the medical program, including emergency psychiatric intervention.

Guam Youth Challenge Program-safety Procedures

The Challenge Program policies and procedures integrate safety requirements and training into all aspects of both operations and programming.

1. Facility Design:

The design of the physical plant incorporates requirements for fire safety. The design also reflects good practice providing for containment, supervision sight lines, and communications capabilities.

All areas are intended to be capable of visual supervision and provide little opportunity for seclusion.

All furnishings meet standards for flammability and smoke suppression. Secure areas are provided for safe storage of caustics, cleaning supplies, flammables, tools, knives, and personal property, and keys.

Internal policies related to supervision of youth and movement of youth, accountability for all youth at all times and structured activities are intended to reduce the potential for incidents or accidents.

2. Drills :

In compliance with DYA standards, staff and youth training make provisions for emergency evacuation drills, fire safety training, use of fire suppression equipment, severe weather procedures, accident emergency response, disturbances, and facility threats.

Experiential education and challenge activities require both staff and youth to know and practice safety procedures. Emergency medical response to anywhere in the facility is required of on duty personnel and the Staff Squad Leaders within four minutes.

First aid kits are provided at all control points, in all vehicles, and are part of all activity resources when planning off grounds programming.

3. Emergency Medical Care:

All direct care staff are trained in C.P.R. and first aid and have practiced emergency response drills. All direct care staff know how to:

- * determine the nature of an injury or illness with as much detail as possible
- * notify appropriate medical or emergency ambulance services
- * if the youth or staff can be safely moved they will be assisted to the appropriate medical services for diagnosis and treatment
- * report all injuries or illness requiring emergency response to the Youth Challenge Facility Director or duty officer immediately and follow up with a written incident report
- * timely notification to parents or guardians of the nature of the injury or illness

4. Fire Safety:

The design and construction of the facility should meet or exceed the applicable fire safety codes. Policy and practice provide for all staff and youth to receive training in fire safety, fire suppression and evacuation procedures.

Policy, procedures and practice require periodic inspections at the facility level and by local or state inspectors as required by code and material standards. The facility will comply with Guam Standards for fire safety, and with N.F.P.A. guidelines for storage of all flammable, toxic, and caustic materials.

Training in fire safety shall include wilderness campfires .

5. Weather Emergencies :

Weather emergencies include typhoons, high winds, violent thunderstorms, flooding, and high heat. All staff are trained to understand the U.S. Weather Service warning and alarm terminology and the appropriate response by facility policy and procedures.

A weather warning radio alarm is part of the standard equipment of the DYA Control Center. Off campus activities by squads will be planned to avoid weather emergencies when ever possible. Youth who are outside during a weather emergency will be moved to safety.

Youth and staff will dress appropriately for both the activity and the weather conditions.

6. Experiential Education And Adventure Activities:

All experiential education and adventure activities will be under the supervision of trained Staff Squad Leaders because of the nature of experiential learning. Staff Squad Leaders will integrate safety into every aspect of the participants learning

experience with a requirement that the participant's plan for safety in the conduct of the activity.

Clear guidelines and a checklist of safety requirements will be established for each activity. Developing an attitude that demands a safe environment is a program goal that goes beyond procedure and embraces caring for each person that is a part of the group.

7. Youth Challenge Program Administrative Safety Practices:

The following Guam Youth Challenge Program Administrative Safety Practices apply to all program activities in all Phases:

1. Safety practices must meet approved standards and are applied regardless of the skill level of participants.
2. Written safety policies provide the foundation for training and the exercise of judgment; actual conditions may require more stringent precautions.
3. Any departure from specific safety practices can occur only in an emergency and must involve a carefully developed rational and defensible plan. An incident report must be given to the Commander of the facility whenever safety policies are not followed and the actions are subject to administrative review.
4. Illegal drugs and alcohol are incompatible with Challenge programming. Neither staff nor youth may partake of either drugs or alcohol. Youth or staff on prescription drugs must have medical review and permission to participate.
5. Signed "assumption of risk" statements are required for all participants and parents or guardians understanding of the inherent risk in challenge activities.
6. All program activities conform to Guam laws and regulations.
7. All activity participants can participate only with the direct approval of the on-site instructor.
8. A safety briefing will be given prior to the activity. All participants will be given a full explanation of the risks and expectations for the activity and the safety measures to be followed.
9. The Director of the Youth Challenge Program has established

staff/participant ratios for all challenge programming activities.

10. All participants will have instructions and demonstrated understanding of their roles in activities that place members of the group in a position to be responsible for the safety of others.
11. No youth will be permitted to participate without staff supervision, alone or on their own in any Phase I or Phase II challenge activity.

Guam Youth Challenge Program-security Policies And Practices

The Guam Youth Challenge Program is a staff secure operation. The security of the program facilities must address the security standards set forth in the DYA policies.

Policies and procedures are based on requirements for Residential Phase I, 24-hour per day staff secure supervision, with comprehensive control procedures related to movement, counts, supervision and searches and the establishment of a squad based positive peer culture, reinforcing group norms and acceptance of group responsibility for helping other youth meet security requirements. These practices then carry over to Phase II.

It is expected that a fully programed day will prevent most security issues that are related to idleness and non-directed activities. Security components include:

1. Active Programming:

Youth are programed in scheduled positive activities up to 16 hours per day in Phase I and up to 12 hours per day in Phase II.

2. Training For All Staff:

Staff are trained in appropriate practices and procedures. Basic staff training for direct care staff total 40 hours in addition to orientation the first year and 20 hours each successive service year. Training for mentors shall meet the same standard as for all DYA volunteers except that it shall include counseling, reporting, and case managements components.

3. Providing Adequate Reporting Systems And Equipment:

The facility provides equipment and training for continuously accessible communications between supervisors and direct care staff. Cross training for all shift assignments will be given and post orders established for all security and instructional posts including kitchen, dining room, dorms, shower and toilets rooms, classrooms, drill field and challenge courses, gym, and visiting area.

4. Supervision And Controlled Movement Of Youth:

All youth are continuously supervised as they progress through each component of the program day. Youth are never left unsupervised by a staff member until they achieve promotion to the step down phase of the program. Intensive staff supervision is an opportunity for relationship building between staff and youth. Squad Leaders and teachers are expected to participate in each activity with youth not apart from youth. As youth progress to transition they must accept increased responsibility for self regulation as a preparation for aftercare.

5. Counts:

The Guam Youth Challenge Program maintains a formal system for accounting for all youth prior to shift change and/or three times per day in Phase I and at roll call and dismissal in Phase II. At its control center the facility maintains accountability for the whereabouts of all youth and direct care staff on a continual basis. Each staff person who has youth assigned knows who they are responsible for and communicates any movement to a central control.

All youth are accounted for on each shift and all off grounds movement tracked to provide a total accounting for all youth for whom the facility has assigned responsibility, including youth on home passes or in community placement prior to graduation to Phase III Aftercare.

6. Searches:

Staff will conduct searches of buildings, grounds, vehicles, lockers, and youth to find contraband and to make the facility safe. All policies governing searches will be established in compliance with DYA Standards.

7. Control of Keys:

The Challenge facility will implement a complete key control policy for both facility keys and staff keys to insure accountability for all keys and their security.

8. Control of Tools, Caustics, Flammables, and Toxic Substances:

The Challenge facility will institute procedures to insure accountability and safe storage for all tools, knives, and potential weapons which must remain under staff control and all caustics, flammables, and toxic substances.

9. Transportation Security:

Youth in regular program status will be transported without restraints. Transportation of youth during Residential Phase I will require staff escort by two staff members in vehicles equipped with driver controlled door locks and windows. Youth shall be seated in the rear seat. Seat belts will be used with one staff seated behind the driver and next to the youth at all times. Youths being returned to a secure facility will be transported in restraints.

10. Use of Force/Physical Restraint:

Only the amount of force required to control a youth or a situation will be used. Staff intervention using physical force will result in restraint where a youth intends physical harm or has harmed someone, himself, or property and where the behavior threatens the safety of others or the security of the facility. Force may never be used as punishment. Direct care staff will have training in the proper use of restraint procedures. Use of mechanical restraints as a last resort to control a youth can be authorized by the Challenge facility Director or Duty Officer.

All use of restraint by physical force must be verbally reported immediately and documented by incident report. An administrative review will be undertaken by the appropriate DYA administrator and reported as required by law or regulation.

If a criminal complaint is lodged, the law enforcement agency will process the complaint, arrest the youth and remove him to secure detention pending a hearing. Staff will be trained to restrain only when absolutely necessary and with care and consideration.

11. Escape Plan And Drills:

A comprehensive plan for notification to authorities in the event of a youth absconding from the facility or while under supervision shall be established. The plan shall include systematic methods for timely notification, facility and grounds search, providing up to date information regarding the youth's description, the circumstances of the escape, and all known intentions to local law enforcement agencies. An incident review and follow up training for staff shall be conducted following an escape. Review of the plan shall be made annually with local law enforcement agencies. Practice drills shall be conducted.

Guam Youth Challenge Program-Management Of Youth Behavior

All effective treatment programs must target control of aggression and manage limit setting. Managing and controlling aggressive youth requires teaching and reinforcing alternative

behaviors by example, by instructional methods, by counseling, by reinforcement and by sanction.

Components of effective programming which are included in all aspects of the Challenge model, foster and internalize aggression control, provide consequences and reward compliance and teach self discipline to youth. These components are:

1. A Positive Peer Culture expectation system which confronts, handles and ends problems and misbehavior as it occurs.
2. Privilege restriction for minor misconduct or failure to comply.
3. Barracks restriction for limited periods as a way to remove a youth for a cooling off period.
4. Due process disciplinary level demotion for serious infractions.
5. Repeating or recycling phases or portions of phases.
6. A system of privileges, with recognition for positive progress.

A Seven Steps Of Accountability Intervention Technique:

Staff are to be trained to use steps of accountability or a similar technique to provide a system of analysis for problem solving in a non-escalating manner with youth's who are verbally out of control.

The technique is designed to provide youth with time to reconsider their behavior without prolonging the issue. The purposes of the steps of accountability system are to:

1. Promote positive peer pressure by encouraging peers to observe and confront behaviors which violate the rights of others or is irresponsible.
2. Accustom youth to respond immediately to a warning to check their behavior and to get into the habit of checking themselves.
3. Help peers to set limits on negative behavior.
4. Teach youth to identify negative behavior and understand how it hurts or harms others.

The seven levels of response to norm violative behavior are: The first step is a friendly non-verbal gesture of concern intended to change the behavior of the youth to prevent escalation

to a problem. The second step is a concerned non-verbal warning by gesture or expression of disapproval. The third step is a helpful verbal comment of concern communicated in a cordial manner that expresses disapproval of the behavior. The fourth step is a concerned verbal comment that communicates a concern that the behavior is becoming a major concern. The fifth step is to request assistance and support from staff/and or youth if the proceeding warning is unheeded. This alerts the youth to the high level of concern that his behavior is generating and warns him to desist. The sixth step requires staff intervention. This is the last step where the youth has a chance to desist and not lose face or level status. Step seven involves use of restraint measures by staff.

Privilege Restriction:

This response allows a variety of privileges associated with levels of performance to be temporarily withdrawn. The loss of a privilege will not interfere with regular program participation, be demeaning, or be disrespectful. No restrictions on diet, use of toilets, showers, legal mail, sleep, medical services, or religious practices or educational programming are permitted.

Barracks Restriction:

Imposition of Barracks Restriction can only be done by the Platoon Leader with the consent of the facility Director. Barracks Restriction is defined as a 24 hour period where all privileges are canceled except for basic disciplinary level privileges. Examples of conduct meriting this sanction are failure to confront negative behavior, undermining the peer process, failure to participate in platoon meetings, poor sportsmanship, rudeness or unruliness around others.

Discipline Level Demotion:

This is a sanction imposed for a major or critical offense or for refusal to cooperate or persistently demonstrating poor performance with low scores on the individual grading system. The purpose of the Discipline Level Demotion is to confront aggressive behavior by providing a clear example of consequence when individuals do not take responsibility for their behavior. Youth demoted to the Disciplinary level must in addition to loss of privilege complete a behavioral contract. The contract is for a five day period and assigns specific tasks to the youth. Successful completion results in restoration of privilege. The youth is "OFF TALK" with peers except for staff monitored conversations that are scheduled for specific purposes.

Basic Privileges On Discipline Level:

Youth placed on basic Discipline Level have two work details per day, can send and receive mail, attend school or tutorials, participate in religious services, visits, and personal hygiene,

sick call and may communicate only with staff except during scheduled discussion. Their movement is restricted and they must sit only in designated areas. They must go to bed one hour before lights out.

Earned Privileges On Disciplinary Level:

Youth with a behavioral contract can earn restoration of privileges based on contract performance. The Platoon Leader and the youth's squad establish the contract based on the infraction and the youth's particular problem. The youth's peers are expected to monitor compliance as well as the Staff Squad Leader. Frequent feedback is given to the youth and encouragement as he completes portions of his obligations.

Guam Youth Challenge Program Youth Transition To Phase III Aftercare

Planning the youths transition to Phase III Aftercare begins with the youth's arrival at the facility. During the orientation phase the youth, the Youth Challenge facility Director, the Platoon Leader and the Department Of Youth Affairs Community Resource Center staff and the youth's family review with the youth his case history, explore strengths, and jointly work to develop the case plan goals including aftercare. Care must be taken to insure that the planning reflects the programing resources and services that can realistically be provided and that the family's participation and support are critical to the establishment of goals that are strength based.

The progress towards those goals will be reviewed and reported in each phase of the program. Adjustments will be made to the plan reflecting the youth's progress and community circumstances. Family participation in the plan at each phase of a youth's program is encouraged and supported by the program structure.

Philosophy and Approach

Approximately 30 days prior to transition to aftercare as the youth prepares to leave the day reporting phase of the program, the youth will meet with his assigned DYA Worker and mentor at the Day Reporting Center to review and update the youth's transition case plan. The overall structure and content of the plan will be reviewed including all goals and time frames. This planning is a mutual effort by the youth's DYA Worker and the Challenge staff to support the youth's transition. Each DYA Community Resource Center Worker will engage their resources to support both the service component and the level of supervision mandated by the youth's level of risk.

The youth will participate in a graduated set of community activities to test gains and prepare for his return to his community placement. Youth's entering the step down transition phase will have scheduled visits to those community resources which will engage the youth in activities related to the service plan.

Squad meetings held in preparation for transition will focus on anticipating community adjustment problems and the youth will have an opportunity to confront these issues while still supported by the camp setting and peers.

Prior to discharge from day reporting his level of supervision and reporting requirements will again be reviewed. Specific performance objectives and support services will be discussed and a contract structured that contains these program requirements. Parental involvement with this process and the contract including agreement for family participation in services will be sought at this time.

Contract expectations include cooperation with parents or guardians and counseling services and, if required, daily attendance and participation in scheduled activities at a designated report center, school or alternative school and/or work site.

Cooperation with mentors, participation in mandatory restitution or community service projects, active employment seeking, group and individual counseling, curfew compliance, and no intake of illegal drugs or alcohol (as insured by random drug testing) are basic requirements.

A youth's current weekly schedule of activities will have been established in the prior week. Satisfactory contract performance can lead to reduced supervision and a greater level of individual accountability.

Basic Structure

The aftercare program will provide community treatment, mentoring, and supervision that supports a continuation of the youth's case plan goals and is designed to ensure that the gains made in the residential phase continue and are translated into long term, internalized growth and change. Community programs for aftercare services can require a combination of:

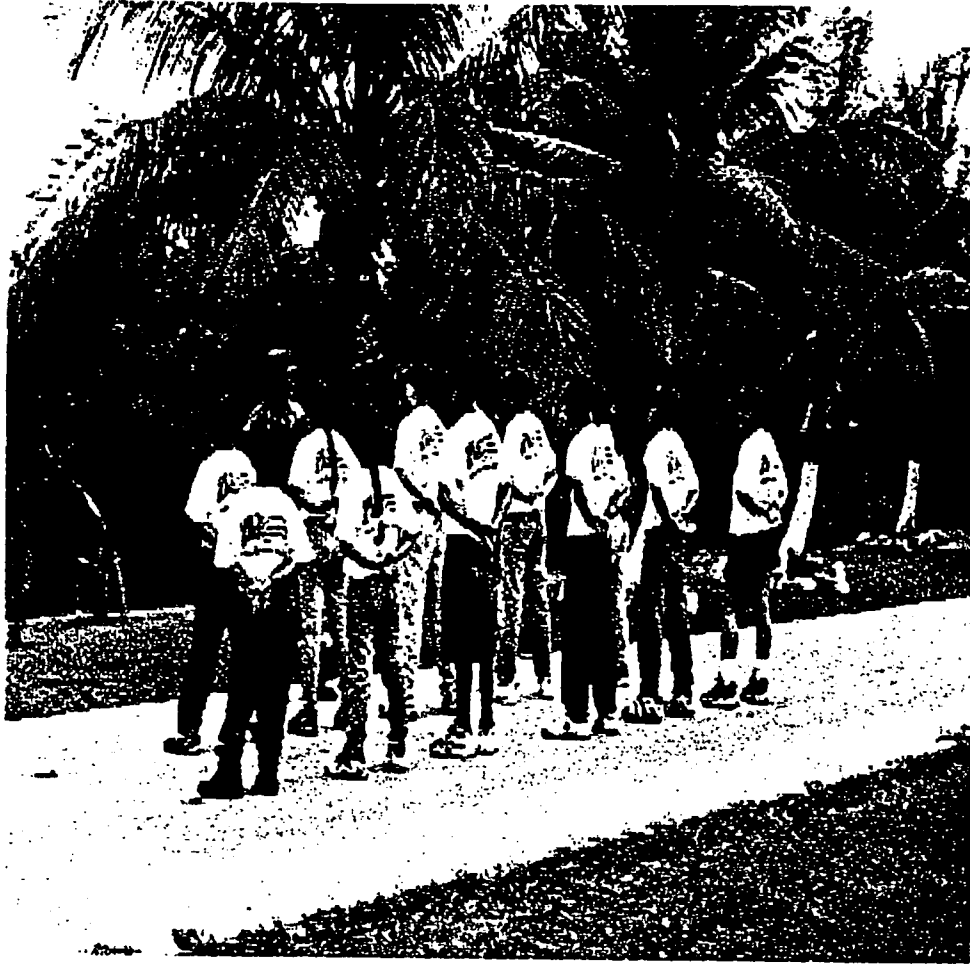
1. A Community Resource center which will provide space and staff for conduct of group meetings, a continuation of life skills classes, drug monitoring and educational and or employment support and counseling.
2. The services of a community coordinator who can manage a volunteer mentor recruitment program to enroll indigenous community members to support and supervise the Cadet.
3. Case managers who will follow each youth's individual case plan, provide group, individual and family counseling as needed and coordinate community activities.
4. Mentors who will personally visit youth at home, at work and or school, face to face as well as by phone to encourage compliance with restrictions, curfew, and monitor

adjustment. They provide modeling, support, encouragement and guidance.

5. A community service and restitution program for selected that will address youthful offender accountability and victim empathy.
6. A 24 hour hot line for assistance.
7. Brokerage to other services for both the youth and his family.
8. Relapse or intervention strategies that may include reimposition of higher levels of supervision, changed curfew or reporting requirements, telephone monitoring of home restriction, added services, or return to day reporting for a periodic stay, or revocation and return to Court.

Additional Options to Provide Aftercare Services By Contract

The DYA has an established a range of services that reflect their unique community resource systems. Contractual aftercare service options which DYA may wish to establish could further enhance their continuum care and services.



Drill and Ceremony Build Self-Esteem in the Reality Check Wilderness

**GUAM DEPARTMENT OF YOUTH AFFAIRS
YOUTH CHALLENGE PROGRAM
FUNDING SOURCES**

From the beginning of the project, the administration of the DYA expressed concern that the Youth Challenge Program would have to be a cost effective and reasonably priced effort for it to be considered "successful." While the main source of funding will probably be Guam's Budget, other alternatives should be considered to off set operational costs or to finance special projects flowing out of the Youth Challenge Program

There are other financial options DYA can consider. The first is to involve Guam's Congressional Representative in the process of finding available Federal funds for the operation of the Youth Challenge Program. Funding may not be available directly to the DYA, but it may be available through the National Guard for the salaries of the National Guard Officers. The Department of Education may also have grant funds available for special projects in special places, or just be willing to cover all or part of a teachers salary.

Private Foundations are another excellent resource. This project should appeal to a number of foundations in the United States. It is a multi-agency effort and demonstrates cooperation and efficiency in the government in Guam. Its focus is on youth and families and keeping juvenile offenders and youth at risk from getting further into the adult corrections system. It also addresses public safety by impacting on delinquent behavior when the juvenile's offense history is non-violent. Private foundations can also be approached for renovation funds and operating funds for this needed program. The library and the Internet are excellent sources of information on private foundations.

DYA officials can begin their search for private foundation funds by consulting the following foundations that are know for their support of programs that serve children, youth and families:

The Annie E. Casey Foundation
701 St. Paul Street
Baltimore, MD. 21202
Phone: 410-547-6600
Fax: 410-547-6624
E-mail: webmail@aecf.org

Edna McConnell Clark Foudation
250 Park Avenue
New York, NY 10177-0026
Phone: 212-551-9100

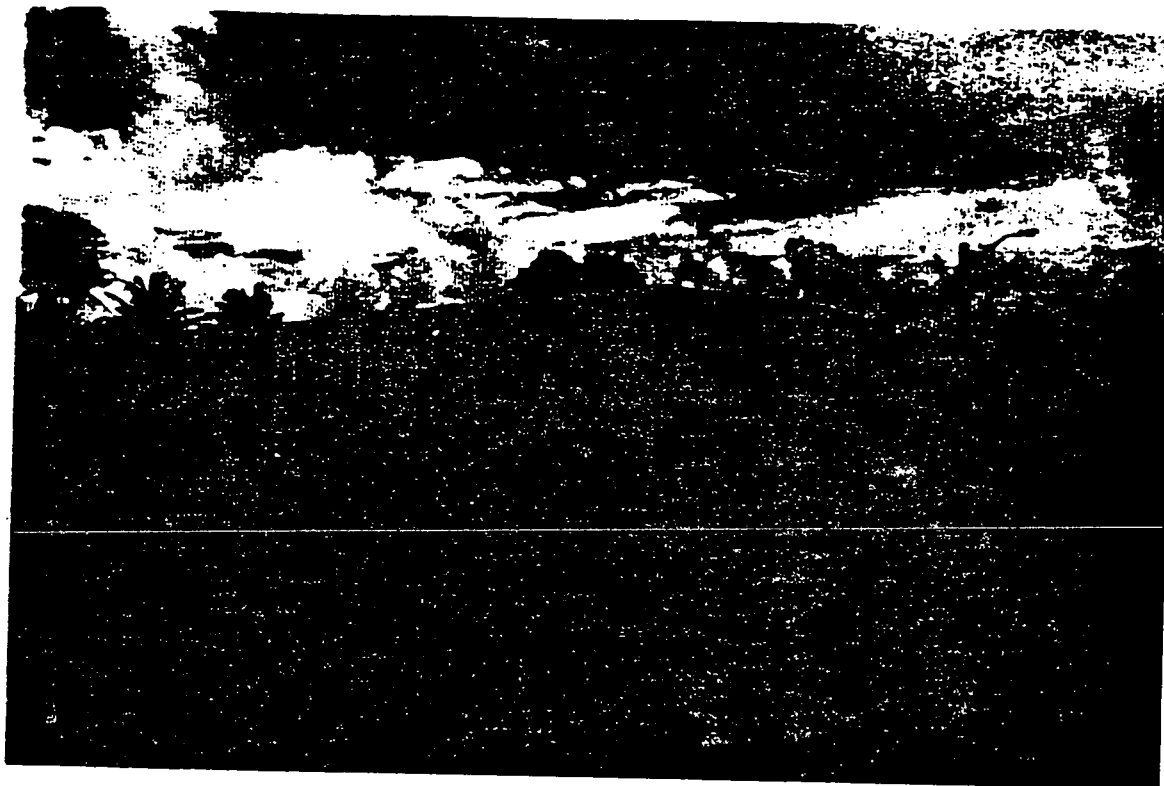
Robert Wood Johnson Foundation
P.O. Box 2316
Princeton, NJ 08543-2316
Phone: 609-452-8701
E-mail: mail@rwif.org

The Joseph P. Kennedy, Jr. Foundation
1325 G. Street, N.W. Suite 500
Washington, D.C. 200054709
Phone: 202-393-1250
Fax: 202-824-0200

The David and Lucile Packard Foundation
300 Second Street, Suite 200
Los Altos, CA 94022
Phone: 415-948-7658

SECTION 5

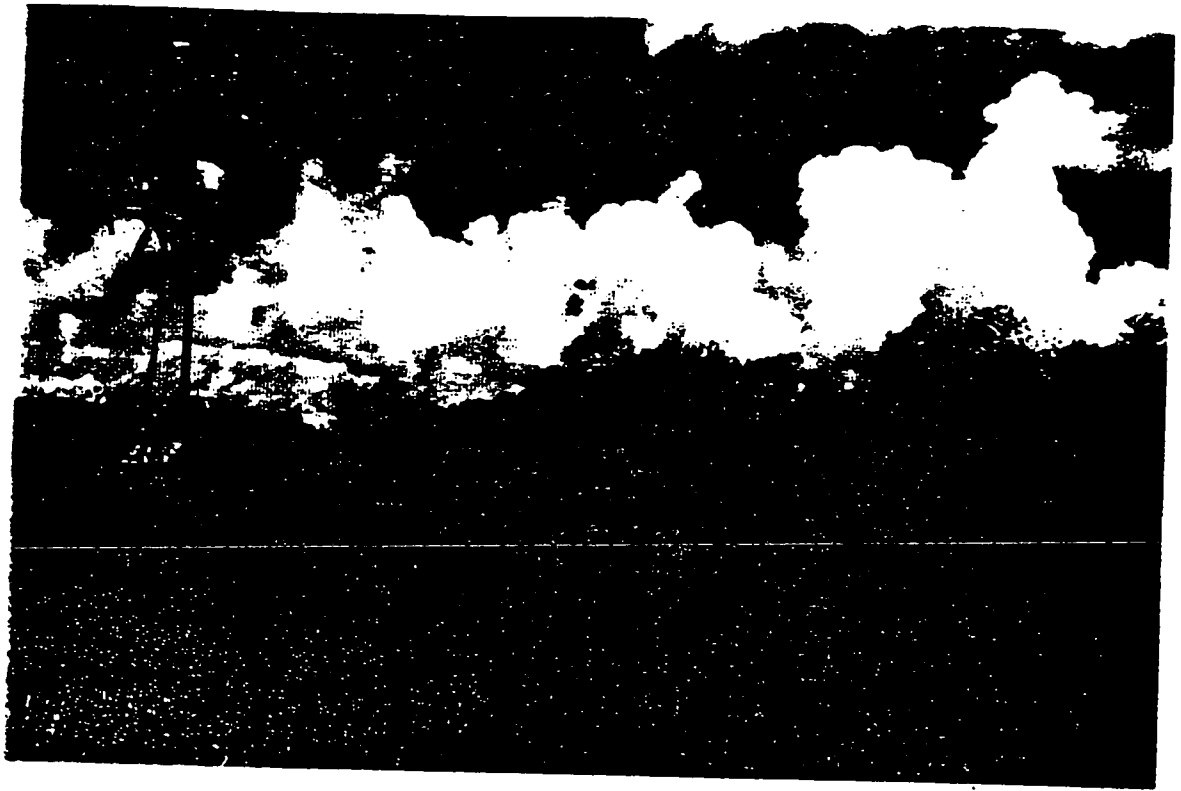
ARCHITECTURAL PLAN



EXTERIOR OF MODULAR STRUCTURE
YOUTH CHALLENGE PROGRAM FACILITY



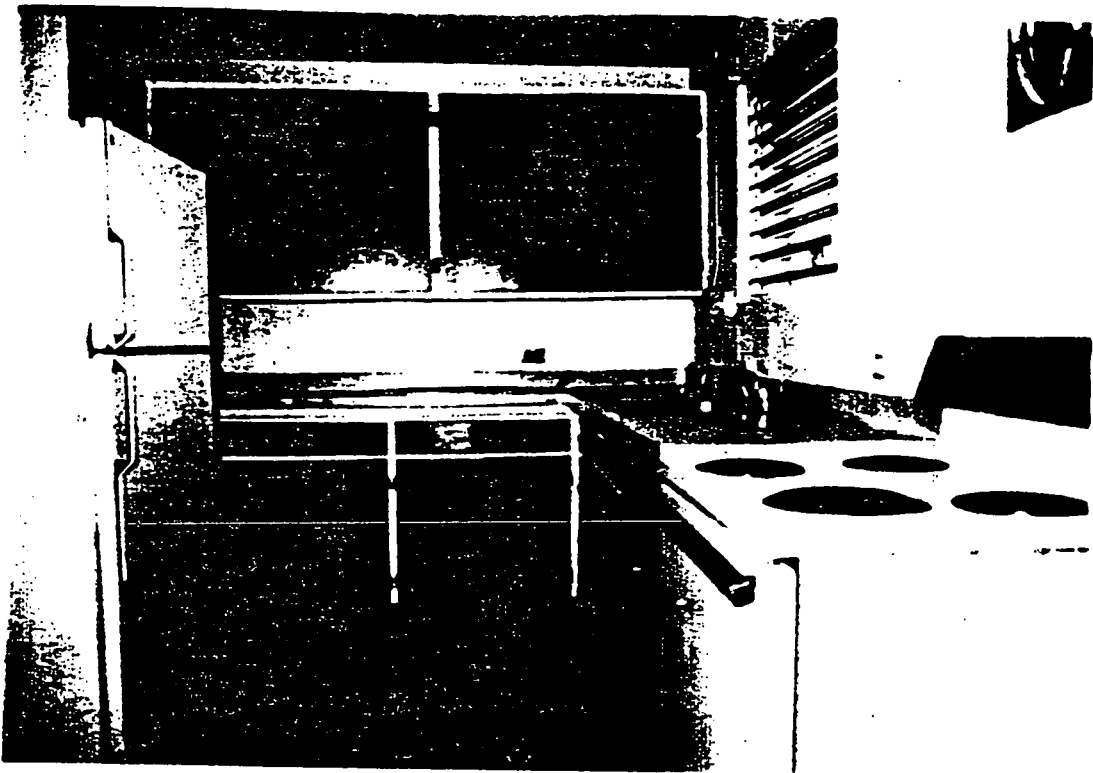
INTERIOR OF MODULAR STRUCTURE



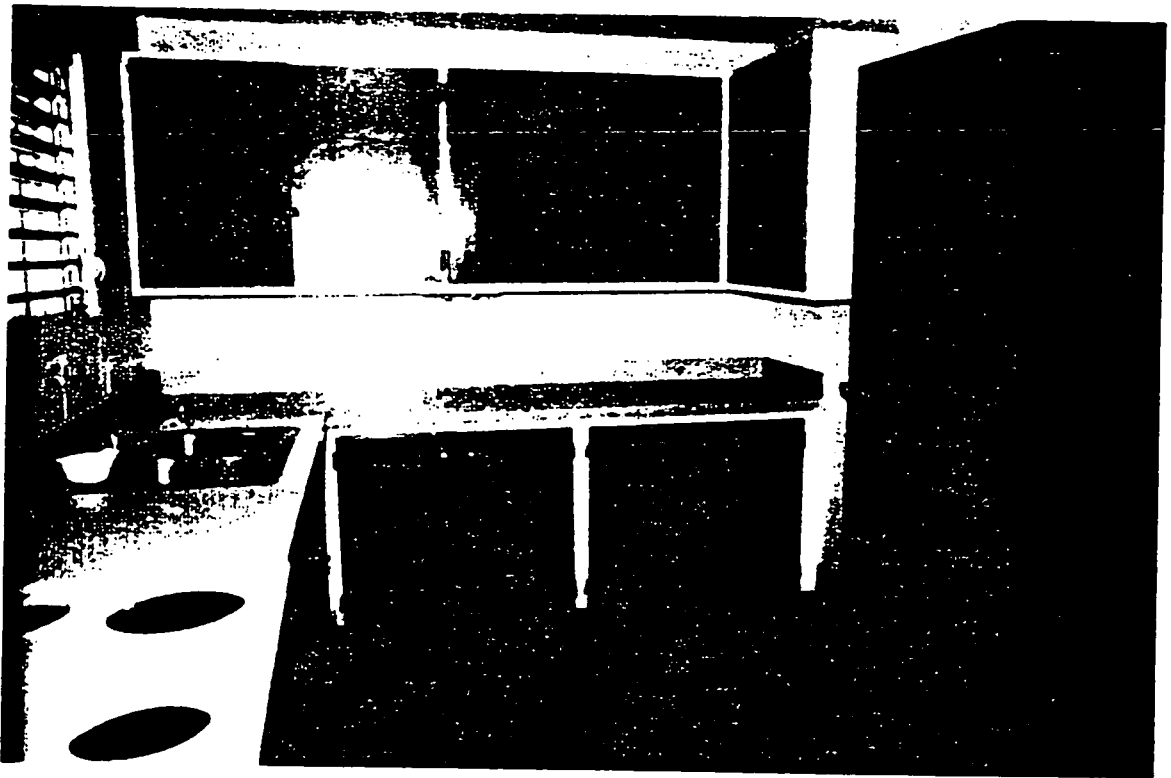
SITE FOR YOUTH CHALLENGE PROGRAM



SITE FOR YOUTH CHALLENGE PROGRAM
COTTAGE HOME ON THE LEFT OF PHOTO



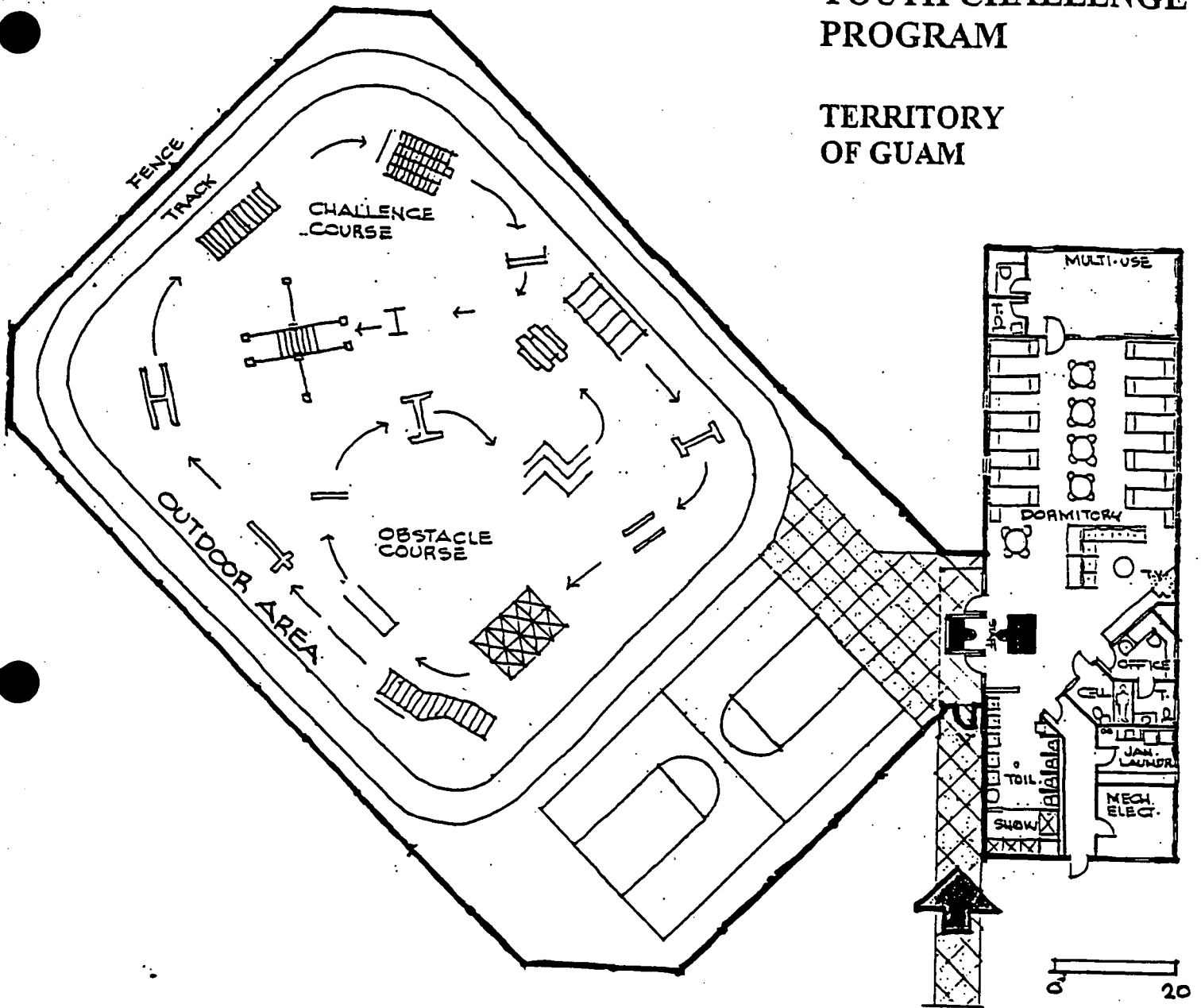
FOOD SERVICE CAN BE PROVIDED
BY THE COTTAGE HOMES



COTTAGE HOMES KITCHEN

BOOT CAMP/ YOUTH CHALLENGE PROGRAM

TERRITORY
OF GUAM



THE GOVERNMENT OF GUAM DEPARTMENT OF YOUTH AFFAIRS, RECEIVED A PLANNING GRANT FROM THE U.S. DEPARTMENT OF JUSTICE TO DEVELOP A JUVENILE CORRECTIONAL BOOT CAMP/YOUTH CHALLENGE PROGRAM

THIS PROGRAM WILL SERVE AS AN INTERMEDIATE SANCTION IN GUAM'S JUVENILE JUSTICE SYSTEM FOR ADJUDICATED JUVENILE OFFENDERS AND ALSO EXTEND SERVICES TO AT RISK YOUTH WHO HAVE DROPPED OUT OF SCHOOL.

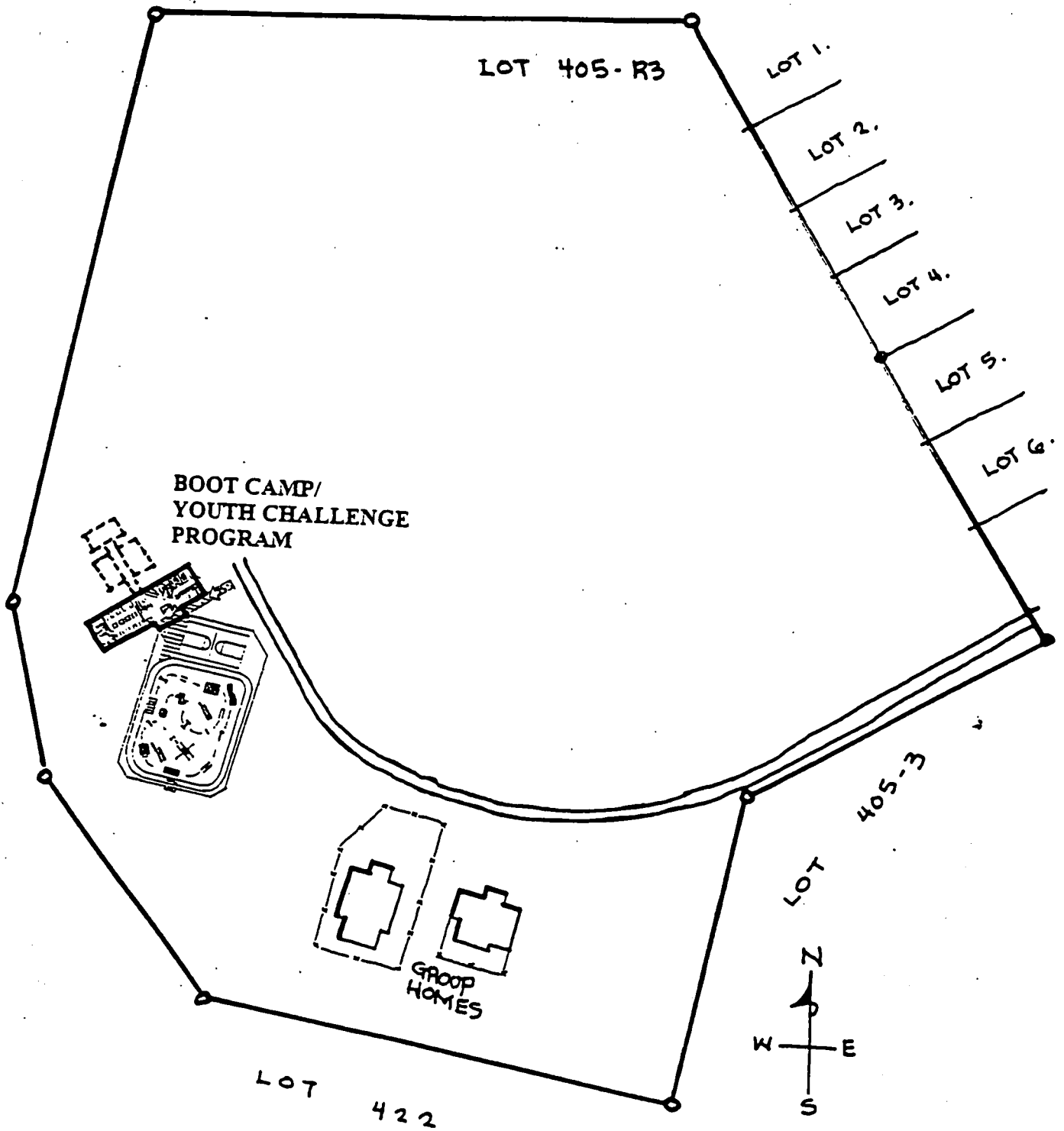
HSMM WAS SELECTED TO:

- CONDUCT PLANNING AND DESIGN WORKSHOPS
- DEVELOP THE YOUTH CHALLENGE PROGRAM PLANS, BUDGET AND CONCEPTUAL DESIGN OF THE FACILITIES

CONTINENTAL AIRLINES PARTICIPATED IN THE PROCESS BY:

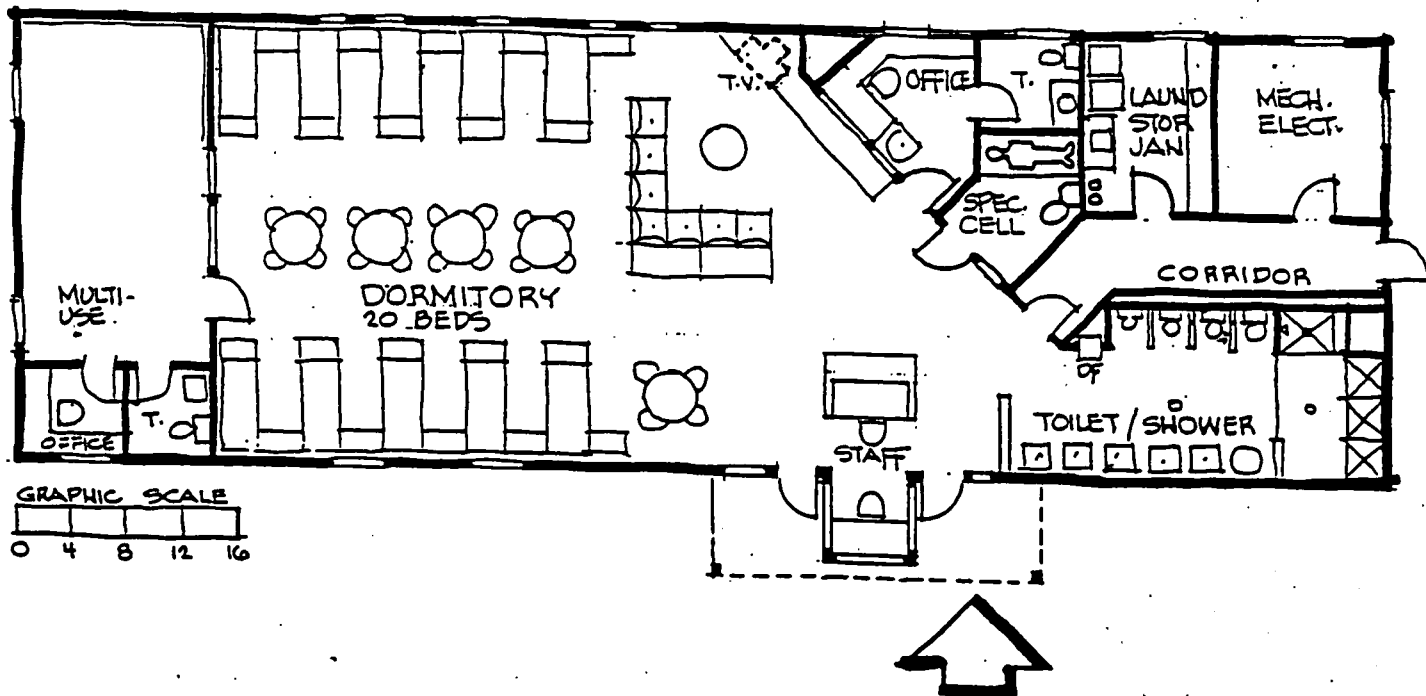
- DONATING A 32' x 100' PREVIOUSLY USED METAL BUILDING STRUCTURE

VICINITY MAP

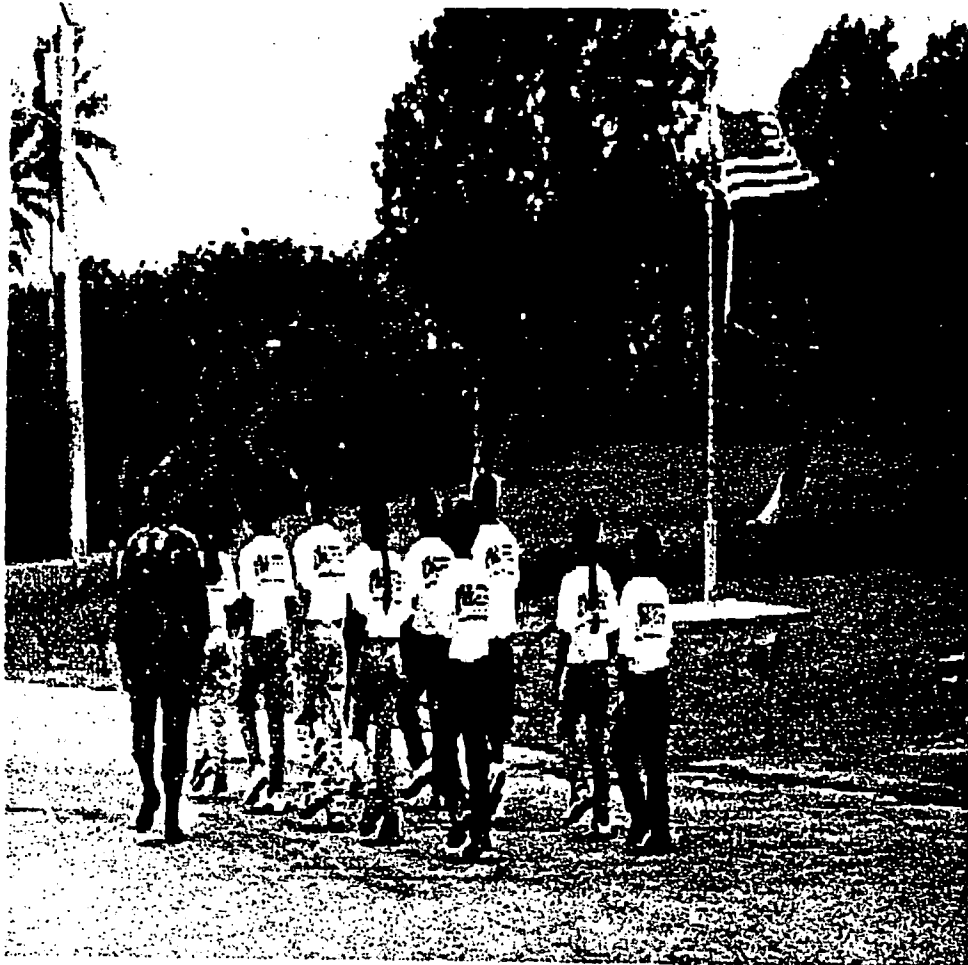


BOOT CAMP/ YOUTH CHALLENGE PROGRAM

TERRITORY OF GUAM



FLOOR
PLAN



Learning to March with the Guam National Guard

**GUAM DEPARTMENT OF YOUTH AFFAIRS
YOUTH CHALLENGE PROGRAM
PROPOSED ANNUAL BUDGET
FOR A PROGRAM CAPACITY OF 20 RESIDENTS**

Two budgets are presented here:

- Budget A** Budget A is for a 120 day program. This program includes Phase I, 45 days (6.4 weeks) of a boot camp/youth challenge residential program, and Phase II, 75 days (15 weeks) of a day reporting and community reintegration program. Two (2) 120 day programs can be conducted in a calendar year. Budget A will support a total of 40 youth in a year.
- Budget B** Budget B is for a 100 day program. This program includes Phase I, 45 days (6.4 weeks) of a boot camp/youth challenge residential program, and Phase II, 55 days (11 weeks) of a day reporting and community reintegration program. Three (3) 100 day programs can be conducted in a calendar year. Budget B will support a total of 60 youth in a year.

	BUDGET - A	BUDGET - B
I. PERSONNEL		
Personnel includes all Youth Challenge staff. A total of 14 people.		
POSITION	POSITIONS	PERSONS
		ANNUAL SALARY
Director	1	1
Platoon Leaders	1	1
Squad Leaders	4	6
Night Supervisors	2	3
Teachers	1	1
Counselor	1	1
Transportation Staff	1	1
	\$ 31,064	\$ 31,064
	\$ 21,389	\$ 21,389
	\$ 19,974	\$ 119,844
	\$ 17,635	\$ 13,226*
	\$ 28,678	\$ 19,575**
	\$ 28,678	\$ 28,678
	\$ 28,678	\$ 28,678
	\$ 17,635	\$ 17,635
II. TOTAL PERSONNEL	12	14
	\$260,514	\$266,863
* \$13,226 x 3 = \$52,905 x 25% (the per cent of time they will work in a year)		
** \$17,635 x 3 = \$52,905 x 37% (the per cent of time they will work in a year)		

	BUDGET - A	BUDGET - B
III. FRINGE BENEFITS		
Hazardous Pay - 10% of Total Salaries	\$26,686 *	\$26,686 *
Retirement - 1.860%	\$ 4,964 *	\$ 4,964 *
Life Insurance - \$115.00 Per 11 Staff/Yr.	\$ 1,265 **	\$ 1,265 **
Medical - \$74.46 Bi-weekly x11Staff	\$21,296 **	\$21,296 **
Dental - \$11.43 Bi-weekly x 11 Staff	\$ 3,269 **	\$ 3,269 **
* This represents 10% of the Total Salaries.		
** These benefits do not include the Night Supervisors since they would be considered part-time. <u>The Night Differential is also excluded for the same reason.</u>		
IV. TOTAL FRINGE BENEFITS	\$57,480	\$57,480
V. TOTAL SALARIES AND FRINGE BENEFITS	\$317,994	\$ 324,343
VI. PROGRAM SERVICES	\$ 17,000	\$ 25,500
Program services includes educational, program, resident jobs and recreational supplies, residents' trips, awards, transportation costs, equipment and vehicle expenses and other program related costs.		
VI. RESIDENT UPKEEP		
Resident upkeep includes:		
Food (Average cost per meal \$3.25 includes a daily snack)	\$ 46,800	\$ 70,200
Clothing (\$200 per resident)	\$ 8,000	\$ 12,000
Non-reimbursed Medical Costs	\$ 5,000	\$ 7,500
Other (Personal items, linens, and miscellaneous)	\$ 5,000	\$ 7,500
VIII. TOTAL RESIDENT UPKEEP	\$ 64,800	\$ 97,200

BUDGET - A**BUDGET - B****IX. TOTAL ANNUAL BUDGET**

TOTAL SALARIES AND FRINGE BENEFITS
PROGRAM SERVICES
TOTAL RESIDENT UPKEEP
TOTAL ANNUAL BUDGET

\$317,994	\$ 324,343
\$ 17,000	\$ 25,500
\$ 64,800	\$ 97,200
\$399,794	\$447,043

X. DAILY OPERATING COSTS**Days of Care/Supervision Per Youth**

Residential

45 days

45 days

Day Reporting

75 days

55days

Total Days

120 days

100 days

Cost Per Day

Total Days Per Youth

120

100

Total Youth Per Year

40

60

Total Juvenile Care Days Per Year

4800

6000

Annual Budget

\$399,794

\$447,043

Cost Per Day Per Youth

\$83.29

\$74.50