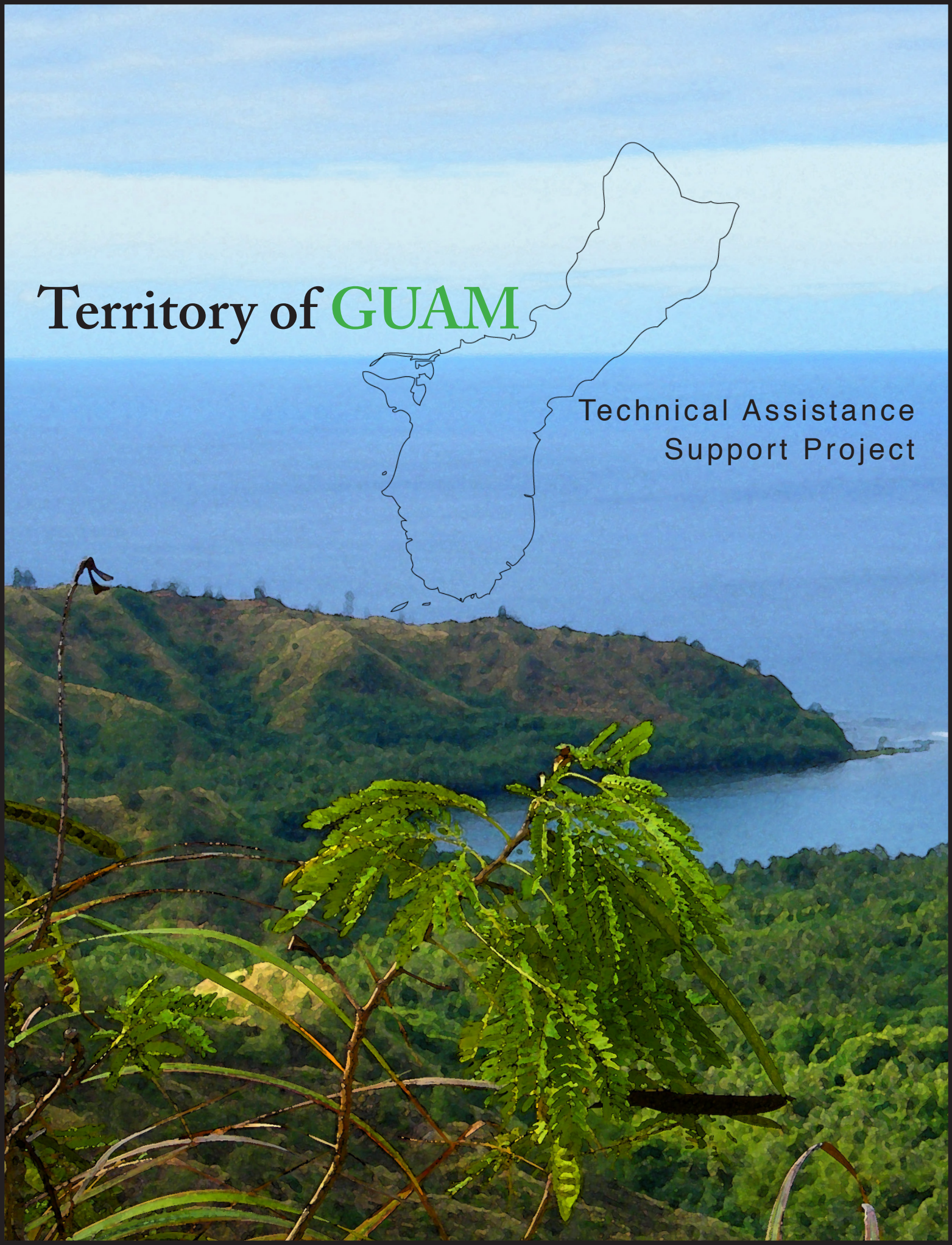
# Territory of GUAM

## Technical Assistance Support Project



# Territory of GUAM

Technical Assistance
Support Project

The Administration for Native Americans, a division of the Administration for Children and Families, Department of Health and Human Services provided the technical support for this project through ACKCO, Inc.

# TABLE OF CONTENTS


Executive Summary 1

1. General Observations 3

2. Group Meeting Summary Comments 5

    2.1 Village Mayors 5

    2.2 Traditional Leaders 6

    2.3 Nongovernmental Organizations 7

    2.4 Gov Guam Agencies 9

3. Meeting Profiles

    3.1 Village Mayors 10

    3.2 Traditional Leaders 18

    3.3 Nongovernmental Organizations 23

    3.4 Gov Guam Agencies 30

Conclusions 35

List of Acronyms and Abbreviations 36

# Executive Summary

Over the next five years (i.e., 2010 – 2014) the Department of Defense will transfer 8,000 U.S. Marines and 9,000 family dependants, along with military hardware and equipment, from Okinawa, Japan, to Guam. To prepare for this transition, the Government of Guam is actively engaged in an overall assessment to determine the long-term socio-economic impacts on Guam's civilian population and its physical infrastructure, and to anticipate the needs of its unique communities.

The Office of the Secretary, United States (U.S.) Department of Health and Human Services, requested that the Administration for Native Americans (ANA) provide technical assistance to the Government of Guam. The ANA technical assistance project encompassed: 1) a review of available human service data and impact reports, 2) the development of a methodology and protocols for gathering qualitative information from community leaders and service providers, 3) meetings with Mayors from the villages, community leaders, and representatives from community-based human service nongovernmental organizations (NGOs), 4) meetings with officials from government-sponsored human service organizations, 5) community documentation of current gaps in community-based human service delivery systems, and 6) community-identified strategies for dealing with service gaps. As a result of the technical assistance provided by ANA in close collaboration with Guam's Department of Public Health and Social Services (DPHSS), a summary report has been prepared to provide a baseline of service needs and experiences and the challenges to be addressed.

This report provides an analysis of Guam's existing human service delivery system from the perspective of community members, derived from information gathered during four group meetings with Mayors, traditional leaders, local NGOs, and the DPHSS staff during January 8 through January 15, 2009. A total of 88 attendees representing 18 of Guam's 19 village communities participated in the meetings and contributed insight, identified challenges, and proposed numerous community solutions. These insights, anticipated challenges, and possible solutions will assist the Government of Guam and DPHSS in the preparation of a five-year strategic plan to address the foreseeable growth in and demand for community-based human services to support the needs of children, youth, adults, families, and the elderly.

Even though each group had a different perspective of the challenges confronting the communities, meeting facilitators reviewed and analyzed participants' comments and concluded that all the groups shared five common views.

- The Government of Guam and community leaders need to be sensitive to Guam's history of colonization, and be cognizant that the military build-up may cause some citizens to experience trauma and a sense of vulnerability.

- The Government of Guam has a centralized model for the delivery of resources and services. This model does not provide an adequate opportunity to share responsibility for the delivery of resources and services with Mayors, community members and local service providers, or allow for community input on how to allocate human service resources.

- Guam's population is becoming increasingly dependent on the Government of Guam for human services assistance, thus significantly reducing self-sufficiency, shared responsibility, and individual productivity.

- Human service delivery programs need to be community-based and culturally appropriate.

- There is a significant need for capacity development training and technical assistance. Specific areas of need include strategic planning, program and project development and implementation, organizational development, and human and financial resource management.

This community assessment report provides the Government of Guam with observations and human service challenges identified by the meeting participants and the community representatives. It includes a summary of general observations, community-identified challenges and recommendations to increase self-sufficiency.

# General Observations

The Government of Guam (Gov Guam) currently serves as the primary human service provider for all Guam communities. In this role, Gov Guam has primary responsibility and control over all program policy and service delivery decisions, including funding, direct client services, management, and administration. The centralized governance approach does not encourage local community involvement, nor does it help build capacity or promote self-sufficiency.

The military build-up will impact Gov Guam's role as the primary provider of human resources and services. The result will be a significant increase in the workload of Gov Guam staff members whose work is constrained by a lack of time, training, and tools to adequately focus on policy guidance, program and service oversight, and Federal reporting requirements.

Participants in the group meetings urged that Gov Guam managers and community leaders be sensitive to Guam's indigenous population's history of colonization, and also be cognizant that the military build-up will cause some citizens to experience trauma and a sense of vulnerability.

Meeting participants suggested that Gov Guam partner with and utilize community networks to deliver human services and financial resources. The existing community networks include Village Mayors, local NGOs, the University of Guam, and Guam Community College.

Village Mayors and NGOs do not believe they have a strong collaborative partnership with Gov Guam. The Mayors and NGOs want to become a part of and contribute to the holistic "community solution." They would like Gov Guam to develop an interactive and inclusive process that will fully engage the talents, knowledge, and capabilities of the Mayors and community leaders to create opportunities for discussion and feedback to develop workable, sustainable solutions. Gov Guam could create formalized protocols to communicate with, seek comments from, and acknowledge contributions of the Mayors. They believe that adopting a collaborative approach with the Mayors and community leaders would be useful for building community capacity and awareness, implementing project partnerships, developing solutions, and resolving overarching systemic community needs.

There are no formalized operational policies and procedures for establishing and implementing community partnerships to help deliver resources and human services identified by the groups. If appropriate, Gov Guam could develop guidelines, policies, procedures and best practices for establishing, implementing, and sustaining community partnerships that can effectively deliver resources and human services. With a process that emphasizes community planning and collective problem solving, the Mayors, local organizations, and Gov Guam staff would be better prepared to deliver resources and human services.

There is insufficient formalized training and technical assistance available to Mayors, local organizations and Gov Guam staff. Training and technical assistance services could be expanded to allow participation by local communities so they can help build community and organizational capacity. The training and technical assistance could be ongoing and targeted for each community. Gov Guam could access resources and services from Federal agencies on how to design, manage, and implement program services.

# Group Meeting Summary Comments

## 2.1 Village Mayors

The 18 village Mayors share a vision and responsibility for safe, self-sufficient, and healthy communities. Important elements of their shared vision include safe and adequate housing, training, education, employment opportunities, youth recreation facilities and services, and reliable transportation/transit.

Challenges identified by the Mayors included the loss of community and social capital (i.e., trust, cooperation, inter-dependence), the limited availability of resources, high unemployment, high crime, dependency on government programs and services, and a loss of indigenous culture. Conflicting value systems (traditional versus Western) are further fragmenting communities. As communities fragment, individual participation in community planning activities is declining. Communication between community members is decreasing and community members no longer see themselves as supportive of or as resources available to each other.

The Mayors agreed that their communities have strengths and resources available to address the challenges they identified. The assets include their villages' natural resources and facilities. The Mayors also believe that their villages existing summer, youth, community and cultural programs and activities are strengths. The Mayors agreed that existing mechanisms to share information and insights among their villages on successful community programs are also strengths.
The Mayors discussed available prospective partners, including technical assistance resources. To support and sustain existing community initiatives often involves requesting additional resources. In order to maximize their ability to obtain additional resources, the Mayors supported the need for training and technical assistance in such areas as grant application writing, management, community assessment and strategic planning, program design, collaboration formation, capacity and team building, and cultural best practice awareness.

The Mayors agreed that it would be beneficial to enter into partnerships with both community-based and external organizations. Community partners included recreational providers, youth groups and schools, local NGOs, and faith-based organizations. The Mayors suggested that external partners could include AmeriCorps, grant application writers, other island and native communities, and service providers located outside of Guam.

The Mayors concurred that the most successful programs operating in their communities were sports programs, community beautification activities, youth activities, and elders programs. The successful programs were either population-focused activities (e.g., elders, youth) or interest-focused pursuits (e.g., community beautification, sports). Successful attributes of these programs included level of participation, effective use of program collaboration, accessibility to the user, cultural preservation components, and dynamic leadership/role modeling. These important elements were noted as essential features of all successful programs.

## 2.2 Traditional Leaders

U.S. Federal Government policy regarding Guam was the primary topic of discussion on the first day of the traditional leaders' meeting. Some of the issues that other groups covered (i.e., vision for communities, community strengths, existing resources, and partnerships) were not addressed.

The issues identified most by traditional leaders were health care and education, and these were also identified as challenges that needed to be addressed. Loss of natural resources and loss of a community's ability to engage in subsistence activities was a major concern among the participants, as was damage to traditional culture, housing shortages and economic difficulties. Gov Guam and the administration of military personnel on Guam are viewed as major contributors to these challenges.

The traditional leaders' discussion on villages' needs for technical assistance centered primarily on how to secure help for local communities to improve their proposal writing and project design skills. Participants concurred that technical assistance would be appreciated in the following areas: project evaluation, preparation of budget forms, documentation of need, problem definition, formation of goals and objectives, reading and understanding grant announcements, understanding how grant applications are evaluated and scored, the extent and content of the documentation needed to obtain matching funds and partnerships, and establishing sustainability.

The traditional leaders discussed successful programs by program areas (i.e., elders and after school) and specific agencies (i.e., Victims Advocates Reaching Out [VARO] and Guam Housing and Urban Renewal Authority [GHURA]). The program characteristic identified as a key to success was collaboration.

## 2.3 Nongovernmental Organizations

The NGOs' vision statements addressed encouraging individuals and communities to make healthy, harmonious, inclusive, and respectful lifestyle choices. The vision statements included the benefits obtained from having vibrant, self-sufficient communities rooted in cultural values and tradition. Sharing resources within and among communities and the use of local skills and services were also mentioned.

The challenges identified by NGOs included finding qualified staff, inadequate services and resources, gaps in communication, and a shortage of providers and community-based services. NGOs identified as challenges maintaining cultural identification and coping with Western influences, systems, and requirements. Other major issues identified by NGOs included geographic and political isolation and the lack of collaboration between NGOs and government at all levels. Some NGOs related that not having a vision statement or vision for the community presented a challenge.

NGOs identified several resources that play an important role in program development and operation. These included facilities and land, Guam's laws to support hiring of disabled, Guam's faith-based organizations, networking of groups, and HUD/CDBG grants for rehabilitation.

The NGOs identified needing assistance in the following areas: preparation of 501(c)(3) applications, submission of grant applications, grants management, data collection, strategic planning, financial management, ongoing training of staff, Internet research to locate, access, and obtain funding, customer service, marketing, obtaining certification for specific programs, staff development, understanding unique programs such as "healing the healer" and "training the trainers," mentoring programs, resource management technology for in-house and online training, preparing for and obtaining necessary accreditations, and obtaining a DUNS number.

The NGOs prepared a list of local, regional, and international entities that may be available partners: Guam Community College, Mayors, media outlets, government agencies, senior citizens and youth groups, churches, schools, legal services, businesses, military and civic organizations, Micronesian groups and governments, organizations on the mainland, philanthropic foundations, Trust Territories, and the United Nations.

The NGOs noted that current successful programs include positive cultural programs, programs for elders, and programs to prevent substance abuse and domestic violence. Successful programs also include those that directly address community challenges or provide accessible services in the community. The participants believed that identifying successful ongoing programs requires reviewing the depth of community support (including volunteers and donations), collaboration with other programs, and the dedication and visibility of the participants.

The following were identified as organizations that play a major role in Guam's service delivery system:

- Catholic Social Services - case management services for children, adults, and elders, including residential and day care programs.
- Erica's House - supportive care and case management for children from broken homes or family violence victims.
- Guam Legal Services Corporation - legal services and advocacy for individuals suffering from mental and/or physical disabilities and those qualifying for general legal services.
- Oasis - residential and faith-based support to women and their families suffering from alcohol and drug addiction.
- Pa'a Taotao Tano' - leadership, cultural identification and youth development services.
- Salvation Army Lighthouse Recovery Center - residential and faith-based support for adult men and their families suffering from alcohol and drug addiction.
- Sanctuary, Incorporated - residential and emergency shelter for youth and those suffering from substance abuse.
- Victim Advocates Reaching Out - advocacy services for battered women and their children.

## 2.4 Gov Guam Agencies

Gov Guam representatives' vision for developing healthy communities and community members focused on obtaining accessible, high-quality and comprehensive services. Their vision included obtaining comprehensive community-based health and human services for all people. Additionally, Gov Guam's vision included comprehensive medical and service centers accessible to all villages. Access to jobs and education also were components of the Gov Guam vision.

Challenges identified by Gov Guam representatives are resource and staff shortages and public agencies that are unable to resolve health and human services challenges at their present level of resources. Some representatives stated that NGO service capacity is limited or unknown and NGOs are not viewed as effective vehicles for problem resolution. It was also noted that NGOs often operate in "silo configurations," rather than sharing resources and moving assets into communities. Participants discussed alternative service providers and asked whether it would be possible to target resources directly to communities for project development. They recommended creation of a service delivery model that incorporates cultural components and results in better connection with community members.

The participants engaged in an extensive discussion about what does not work and concluded that many agencies are not working together. The participants did not know why some groups are unable or unwilling to coordinate their efforts, activities, and resources. They observed that the inability to coordinate probably stems from the lack of an appropriate model for creating collaborations. They recommended that creating an effective model should engage NGOs, community leaders, and other stakeholders in a discussion of community challenges and strategies for collective solutions.

Participants stated that capacity building in grants management and data management are priorities for their agencies. They also mentioned contract negotiation, best practices identification, and program evaluations as areas in which training and technical assistance would be helpful. Grant application writing, capacity building, and strategic planning are areas in which technical assistance could be offered. Participants also identified data collection, analysis and management, culturally appropriate best practices, policy development, and program review and evaluation as areas in which they would like to receive training and technical assistance.

Gov Guam representatives recognized the potential value of public-private partnerships as a problem resolution strategy. They did not discuss or identify any specific programs that demonstrated public-private partnerships as successful models.

# Meeting Profiles

## 3.1 Village Mayors

The meeting with the Guam village Mayors was held January 8 - 9, 2009, with representatives from 13 villages, the Mayor's Council of Guam, and Ayuda's Island Girl Power. The information about each village is from Census 2000. The meeting participants are listed immediately below.

**Margie Salas, Administrative Assistant from Agat (Hagat) Village.** This village is located on the southwestern side of the island and is a part of the Haya (Southern) District. The population is 6,248 with 10.7% of the population under age 5 and 5.9% over age 65; 22.4% of individuals in the village live below the poverty level; 71.3% of the residents have a high school degree or higher; 6.2% are veterans; 17.9% are foreign born; and 47% speak a language other than English at home.

**Lyn San Nicholas, Municipal Clerk from Asan Maina.** Asan Maina is located in the southern-central side of the island. The population is 2,309 with 8.9% of the population under age 5 and 6.2% over age 65; 18.3% of individuals in the village live below the poverty level; 79.4% of the residents have a high school degree or higher; 6.6% are veterans; 11.2% are foreign born; and 41.4% speak a language other than English at home.

**Juanita Blas, Program Director from Ayuda's Island Girl Power**. Island Girl Power was founded by the Ayuda Foundation, which is an NGO. Island Girl Power is the division of the organization that works to address the increasing rates of teen pregnancy, suicide, and substance and sexual abuse rates.

**Vice Mayor June U. Blas of the Village of Barrigada.** This village is located in the northeastern part of the island. The population is 9,558 with 9.1% of the population under age 5 and 5.9% over age 65; 16.0% of individuals in the village live below the poverty level; 78.4% of the residents have a high school degree or higher; 5.8% are veterans; 23.6% are foreign born; and 50.3% speak a language other than English at home.

**Mayor Jessy C. Gugue of the Village of Chalan Pago-Ordot.** Chalan Pago-Ordot is located in the eastern-central part of the island and is part of the Kattan (Eastern) District. The population is 6,543 with 9.7% of the population under age 5 and 3.7% over age 65; 25.1% of individuals in the village live below the poverty level; 77.2% of the residents have a high school degree or higher; 5.5% are veterans; 18.3% are foreign born; and 47.2% speak a language other than English at home.

**Mayor Melissa B. Savares and Yvonne S. Acda, Administrative Assistant from the Village of Dededo.** Dededo is located in the north central part of the island and is a dense population center on Guam. The population is 47,482 with 10.2% of the population under age 5 and 5.4% over age 65; 3.8% of individuals in the village live below the poverty level; 72.8% of the residents have a high school degree or higher, 3.5% are veterans; 38.7% are foreign born; and 54.0% speak a language other than English at home.

**Franklin Bugauta, Council Member from the Village of Malesso (or Merizo).** The village of Merizo is located on the southern tip of the island. The population is 2,390 with 11.4% of the population under age 5 and 3.7% over age 65; 20.0% of individuals in the village live below the poverty level; 73.6% of the residents have a high school degree or higher, 7.1% are veterans; 3.1% are foreign born; and 50.2% speak a language other than English at home.

**Angel R. Sablan, Executive Director, Mayors' Council of Guam.** The Mayors' Council of Guam provides a forum for collective deliberation among its members to support constructive recommendations to improve government services relative to the needs of the community, provide a medium for mutual advice and assistance, and to act as the communication link.

**Sonya Naputi, Administrative Assistant from the combined Villages of Mongmong-Toto-Maite (MTM).** The villages of Mongmong-Toto-Maite are located on the western side of the island. MTM total population is 6,457 with 10.2% of the population under age 5 and 5.4% over age 65; 29.7% of individuals in the village live below the poverty level; 75.5% of the residents have a high school degree or higher; 4.9% are veterans; 25.0% are foreign born; and 49.0% speak a language other than English at home.

**Mayor Vicente D. Gumataotao from the Village of Piti.** The village of Piti is located on the western shore of the island. The population is 1,840 with 7.1% of the population under age 5 and 4.8% over age 65; 13.7% of individuals in the village live below the poverty level; 80.9% of the residents have a high school degree or higher, 10.3% are veterans; 13.0% are foreign born; and 39.8% speak a language other than English at home.

**Mayor Dale E. Alvarez from the Village of Santa Rita.** Santa Rita is located on the southwestern side of Guam and is part of the Haya (Southern) District. The population is 8,285 with 9.4% of the population under age 5 and 3.7% over age 65; 7.5% of individuals in the village live below the poverty level; 87.2% of the residents have a high school degree or higher; 8.6% are veterans; 17.8% are foreign born; and 34.7% speak a language other than English at home.

**Mayor Roke B. Blas and Vice Mayor Robert R.D.C. Hofmann from Sinajaña.** The village of Sinajaña is located in the central part of the island, is part of the Kattan (Eastern) District. The population is 3,152 with 8.9% of the population under age 5 and 6.0% over age 65; 19.7% of individuals in the village live below the poverty level; 77.2% of the residents have a high school degree or higher; 7.9% are veterans; 13.4% are foreign born; and 46.5% speak a language other than English at home.

**Vice Mayor Louise C. Rivera from the Village of Tamuning-Tumon-Harmon.** The village Tamuning-Tumon-Harmon is located on the western shore of the island. The population is 19,899 with 8.6% of the population under age 5 and 5.2% over age 65; 23.5% of individuals in the village live below the poverty level; 79.8% of the residents have a high school degree or higher; 3.9% are veterans; 48.9% are foreign born; and 59.3% speak a language other than English at home.

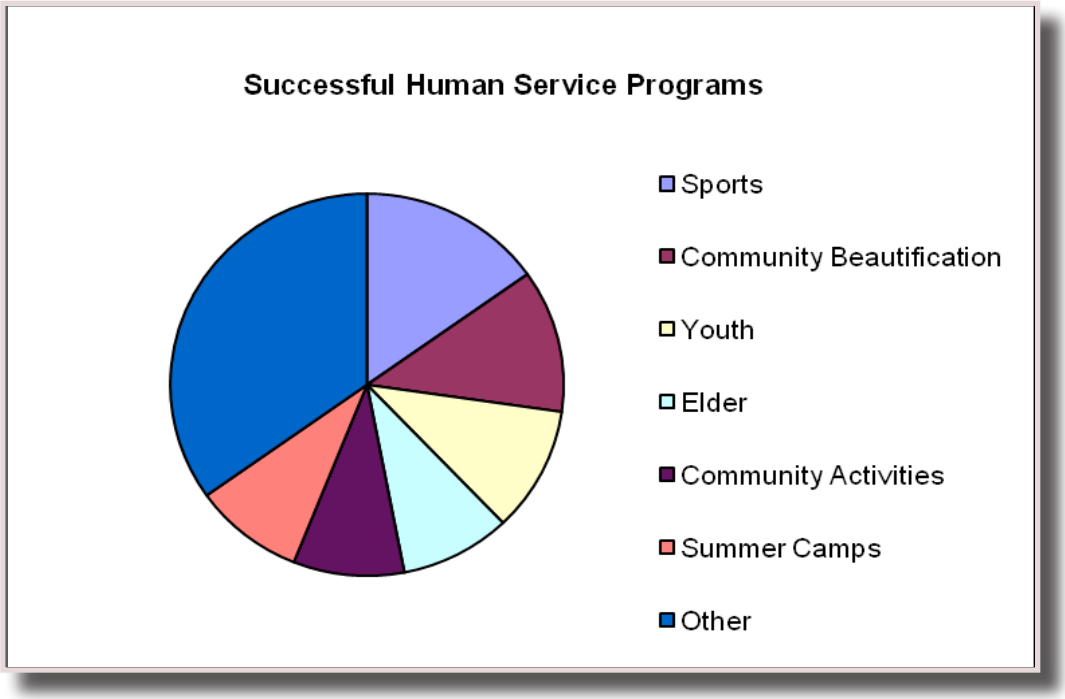
**Theresa Bahauta and Roy Cruz, Liaisons from the Village of Umatac.** The village of Umatac is located on the southwestern side of the island. The population is 980 with 12.2% of the population under age 5 and 2.4% over age 65; 28.6% of individuals in the village live below the poverty level; 71.7% of the residents have a high school degree or higher; 5.3% are veterans; 2.1% are foreign born; and 48.6% speak a language other than English at home.

**Vice Mayor Ronald J. Flores from the Village of Yigo.** The village of Yigo is the northernmost village of the island. The population is 19,899 with 8.6% of the population under age 5 and 5.2% over age 65; 23.5% of individuals in the village live below the poverty level; 79.8% of the residents have a high school degree or higher; 3.9% are veterans; 48.9% are foreign born; and 59.3% speak a language other than English at home.

## Successful Human Service Programs

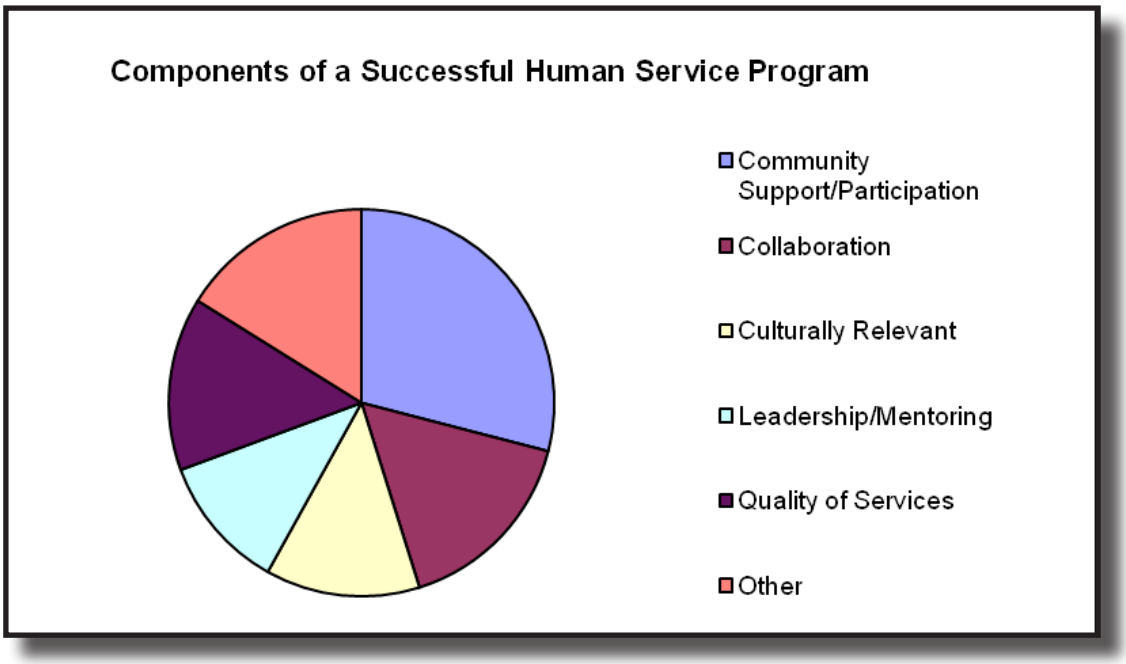
The participants identified successful human service programs and the types most frequently listed involved:

- Community Activities
- Community Beautification
- Elders
- Sports
- Summer Camps
- Youth
- Other (neighborhood associations, housing projects, holiday events, "sister squadron," festivals, recycling projects, and cultural activities)



When participants were asked, "What makes the programs successful?" responses included:

- Collaboration
- Community Support/Participation
- Culturally Relevant
- Leadership/Mentoring
- Quality of Services
- Other (education, accessibility of the service, service provided in a stress-free environment, wide variety of offerings, creativity in service design, and volunteers)



## Human Service Challenges

The challenges identified addressed a number of areas.

- "Brain Drain"
- Changing Human Behavior
- Co-dependency
- Communication
- Competition
- Cultural
- Dependency
- Education
- Environmental Health
- Functioning Collaborations
- Isolation
- Non-compliance
- Not Accepting Responsibility
- Social Economics/Behavior
- Social Norms
- Work Ethics

## Solutions for Human Service Needs

The human service needs and strategies identified for each of four populations are provided in the chart on page 16.

| Population | Need | Strategy/Solution |
|---|---|---|
| Young Children | Aftercare<br>After School Programs<br>Child Abuse/Neglect<br>Day Care<br>Development | Affordable Day Care<br>Change Child Abuse Laws<br>Conflicting Public Laws<br>Cultural Programs<br>Enforce Laws<br>Health Education for Better Nutrition<br>Incentives for Positive Behavior<br>Media<br>Outreach and Educational Programs/Services<br>Promote Positive Role Model Recognition<br>Referrals<br>Rehab Program |
| Youth | Child Abuse/Neglect<br>High Drop Out Rate<br>Lack of Parental Guidance<br>Substance Abuse Teen Pregnancy | Change Educational Policy Related to Dropouts<br>Higher Education<br>Incentives for Positive Behavior<br>Integrate Community Programs<br>Media<br>Motivate and Encourage Youth to Stay in School<br>Outreach and Educational Programs/Services<br>Promote Positive Role Model Recognition<br>Teen Pregnancy and Sex Education<br>Teach Responsibility |
| Adults | Child Care Issue<br>Economic Self-Sufficiency<br>Lack of Employment Skills<br>Single Parents<br>Substance Abuse | Availability of Jobs<br>Awareness and Enforcement<br>Counseling Programs<br>Education and Training Opportunities<br>Media<br>Outreach and Educational Programs/Services<br>Promote Positive Role Model Recognition<br>Rehab Programs |
| Elders | Grandparents Raising Grandchildren<br>Independent Living Services<br>Income Support Services<br>Support Services in Village<br>Unreliable Transportation | Adoption Option<br>Court Order Trigger Services<br>Family Counseling<br>Financial Assistance for Grandchildren<br>Health Care for Grandchildren<br>Information on Agencies Services<br>Media<br>Outreach and Educational Programs/Services<br>Promote Positive Role Model Recognition<br>Referrals to Case Workers, Agencies, Organizations |

## Resources Available to Support Human Services

The Mayors and other representatives identified the following resources for supporting the provision of human services.

- After school programs
- Cash – sumptuary taxes
- Community activities
- Cultural camps
- Land and facilities
- NGOs
- Senior citizens programs
- Sharing of best practices
- Sports activities
- Summer programs
- Volunteers

## Partnerships Needed to Support Human Services

- Faith-based organizations
- Pa' a Taotao Tano' and Big Brother and Big Sister
- Youth organizations, cultural associations, and other NGOs
- Out-of-area service providers
- Private businesses and the Chamber of Commerce
- Professional services (grant writers)
- Public facilities and programs (Swimming Pool, Library, AmeriCorps Program, Parks and Recreation)
- Schools

## Training and Technical Assistance Needs

The village Mayors and representatives identified areas where technical assistance is needed to support the provision of human services and the challenges to providing those services. The Mayors and other representatives were very interested in helping their communities build sustainable projects.

- Awareness of cultural best practices from native cultures
- Community collaboration
- Local organizational development, community assessment, strategic planning, staff development, community capacity building, and team building
- Leadership development and ethics
- Methods for sharing of best practices
- Program/project development and management
- Resource development, grant writing, grant management, and centralization of resources
- Strategic planning

## 3.2 Traditional Leaders

The meeting with the Guam traditional leaders was held January 10 - 11, 2009, with representatives from five organizations and five individual leaders. The meeting participants are listed immediately below.

**Chamorro Studies Association**. Vice-President Hofe A. Cristobol. The Chamorro Studies Association is committed to Chamorro self-determination.

**Famoksaiyan.** Delegate Adrian Cruz. Famoksaiyan means either "the time or place to nurture or grow" or "the time to paddle and move forward." Famoksaiyan promotes a progressive political, economic, and social agenda for Chamorros and their communities, at the local, national and international levels, through decolonization and cultural/historical revitalization efforts.

**Guam Legislature.** Vice Speaker Benjamin J.F. Cruz. Guam has only one legislative chamber consisting of 15 senators, serving for a two-year term. All members of the Legislature are elected.

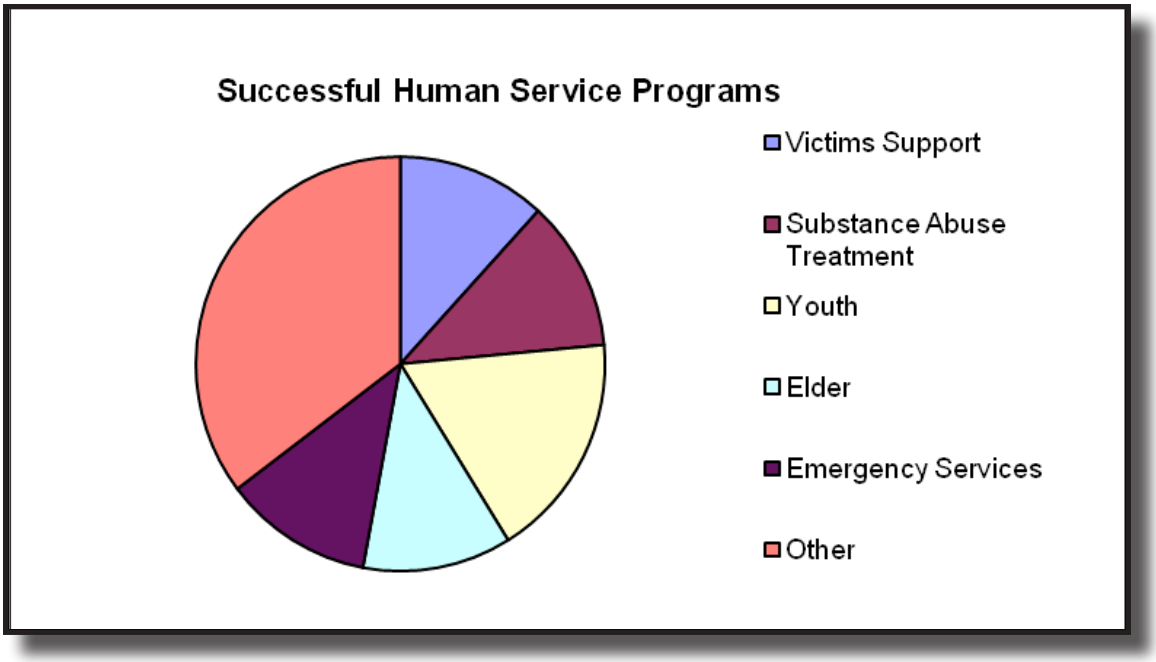
**Pa'a Taotao Tano'.** Director Frank Rabon. Pa'a Taotao Tano' is a nongovernmental organization. In 2006, they were awarded an ANA grant to support the public promotion and showcasing of the indigenous culture of the Chamorro people of Guam and the Mariana Islands through a repertoire of traditional cultural dance, lectures, and demonstrations.

**University of Guam.** Lisa Natividad. Ms. Natividad is a professor at the university and an activist for the indigenous people of Guam.

## Successful Human Service Programs

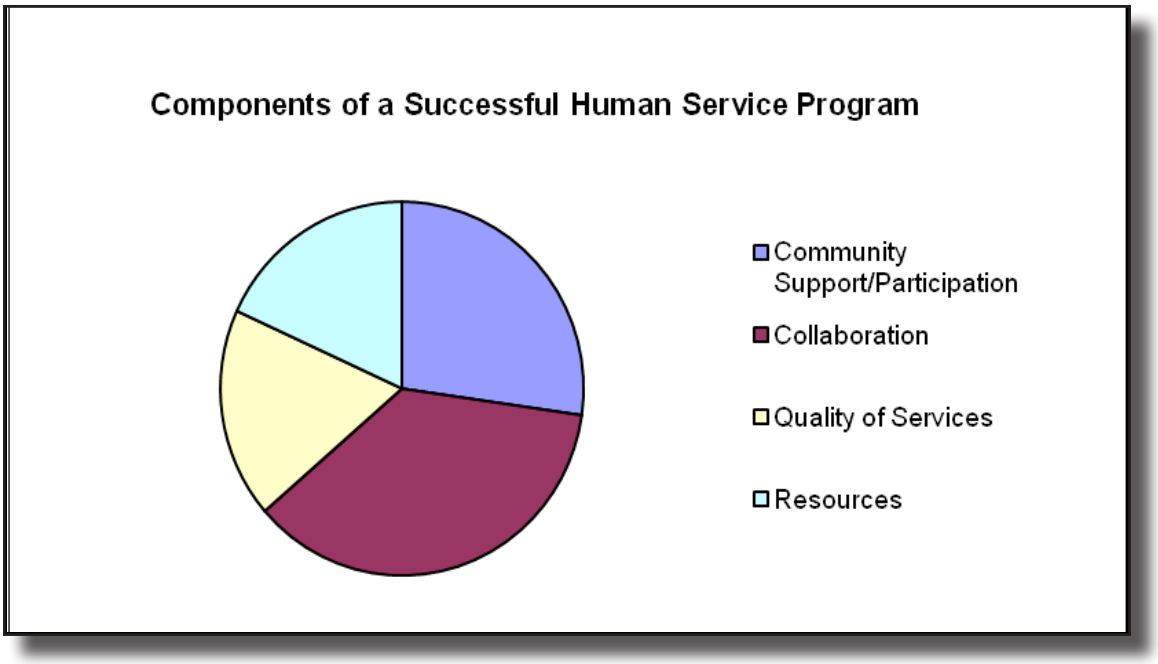
The representatives and individuals were asked to identify the most successful human service programs.

- Elders
- Emergency Services
- Substance Abuse Treatment
- Victims Support
- Youth
- Other (native schools, after school program, volunteer opportunities for retired individuals, AIDS project, and legal services)



When participants were asked "What makes the programs successful?" responses included:

- Collaboration
- Community Support/Participation
- Quality of Services
- Resources



## Human Service Challenges

The challenges identified addressed a variety of areas and are listed by the popularity of the response:

- Cost of Living
- Cultural
- Education
- Housing
- Loss of Natural Resources that Support Families
- Medical Care
- Parenting

## Solutions for Human Service Needs

The solutions identified by the traditional leaders were those that the traditional leaders felt touched on all aspects of life, including social and economic development, cultural preservation and government response and assistance.

### Solution 1: Healing

- Healing of historical traumas and intergenerational "wounds"
- Health care
- Human security
- Protection and preservation of natural resources

### Solution 2: Government Actions

- Gov Guam staff to focus full attention on community challenges
- One-stop center for services and technical assistance

### Solution 3: Cultural Programs

- Preservation and promotion of cultural art forums
- Programs that reinforce self-identity
- Programs to empower women as protectors of culture and tradition
- Re-identification of Chamorro way-of-life
- Trainings, conferences and gatherings that use the local language
- Use Western technology to promote culture, language, etc.

### Solution 4: Creating Sustainability

- Economic sustainability
- Improve legal protections to prevent loss of lands

## Resources Available to Support Human Services

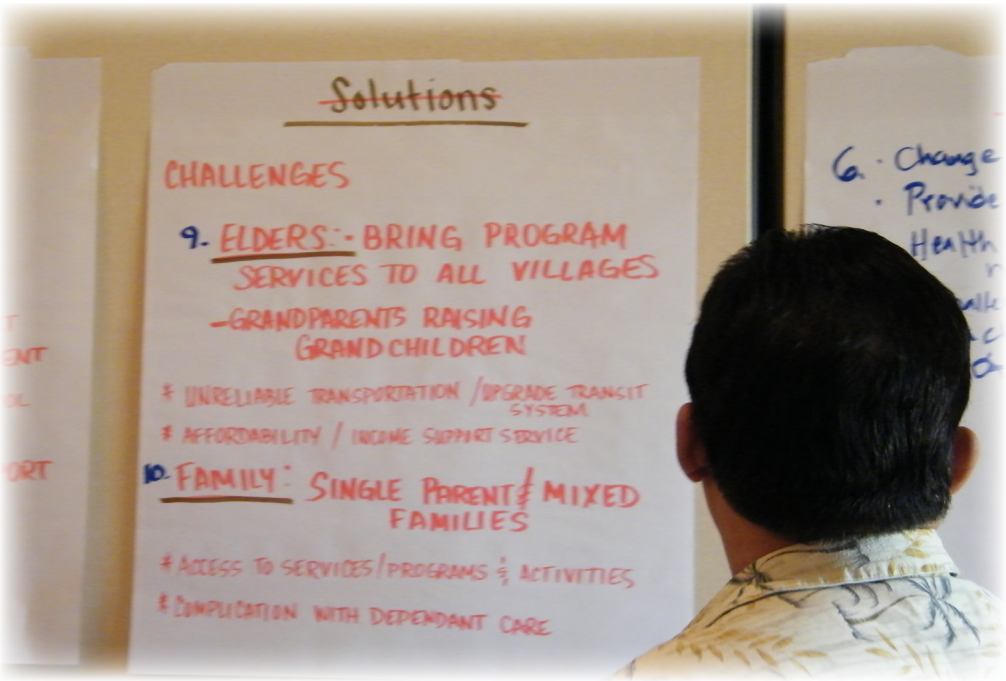
The traditional leaders did not provide input for this section.

## Partnerships Needed to Support Human Services

The traditional leaders did not provide input for this section.

## Training and Technical Assistance Needs

The traditional leaders identified grant writing and program design as the two types of technical assistance that are needed.



## 3.3 Nongovernmental Organizations

The meeting with the Guam NGOs was held January 12 - 13, 2009, with representatives from 13 NGOs participating. Meeting participants are listed immediately below.

**Ayuda Foundation**. The Ayuda Foundation's mission is to improve the delivery of health care services to Micronesia and the Western Pacific region.

**Catholic Social Services.** Catholic Social Services provides programs for the elderly, homeless, persons with disabilities, and others in need. The organization provides a number of services such as in-home care, shelters, and supportive housing, among others.

**Guam Humanities Council.** The Guam Humanities Council is an NGO dedicated to promoting community humanities programming for the people of Guam. The Guam Humanities Council provides community grants for local organizations to develop exhibitions, workshops, oral history collections, language preservation projects, and publications.

**Guam Nursing Association.** The Guam Nursing Association is a constituent member of the American Nurses' Association. The association's general purpose is to work for the improvement of health standards and the availability of health care services for all people, to foster high standards of nursing care, and to stimulate and promote the professional development and economic and general welfare of nurses.

**Inafa' Maolek.** Inafa' Maolek is a conflict resolution organization providing peer mediation training and victim offender mediation services in Guam.

**Latte Treatment Center.** Latte operates a group home and respite service. Latte programs target key behavioral, emotional and belief systems that prevent persons from being able to safely function in their home, school, and community.

**Oasis Women's Empowerment Center.** The Oasis Women's Empowerment Center provides residential recovery counseling for women, life-skills training, supportive services and job training. For individuals with disabilities, the center also operates an employment and job coaching service.

**Pa'a Taotao Tano'.** This is a culturally based NGO with a mission to promote, preserve, and perpetuate the indigenous Chamorro culture of the Pacific Island of Guam.

**Pacific Area Support Services**. The Pacific Area Support Services is a new NGO that is being established to provide comprehensive services to individuals with physical and/or mental challenges.

**Payu'ta.** Payu'ta is a newly formed NGO that will serve as an umbrella organization for other NGOs. Payut'a provides technical and other types of support to member organizations.

**Salvation Army Lighthouse Recovery Center.** The Lighthouse Recovery Center (LRC) is a residential facility that helps men transition from homelessness, substance abuse, or recent incarceration, to independent, drug-free lifestyles through a structured six-month program.

**Sanctuary, Incorporated.** Sanctuary provides comprehensive services for youth and families, which include: residential treatment and support groups such as youth and adult anger management, tobacco cessation, parenting skills, and parent support groups. They also conduct prevention and awareness presentations in schools.

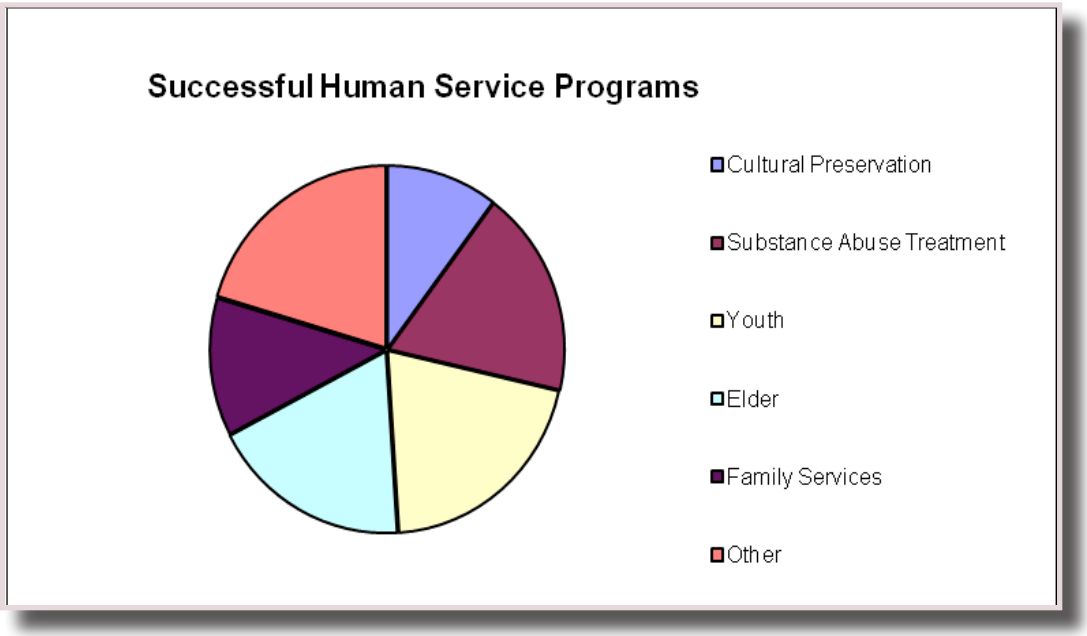
**Victim Advocates Reaching Out.** Victim Advocates Reaching Out provides response and intervention for victims of domestic violence or sexual abuse.

## Successful Human Service Programs

The NGO representatives identified successful human service programs, and the most frequently listed included:

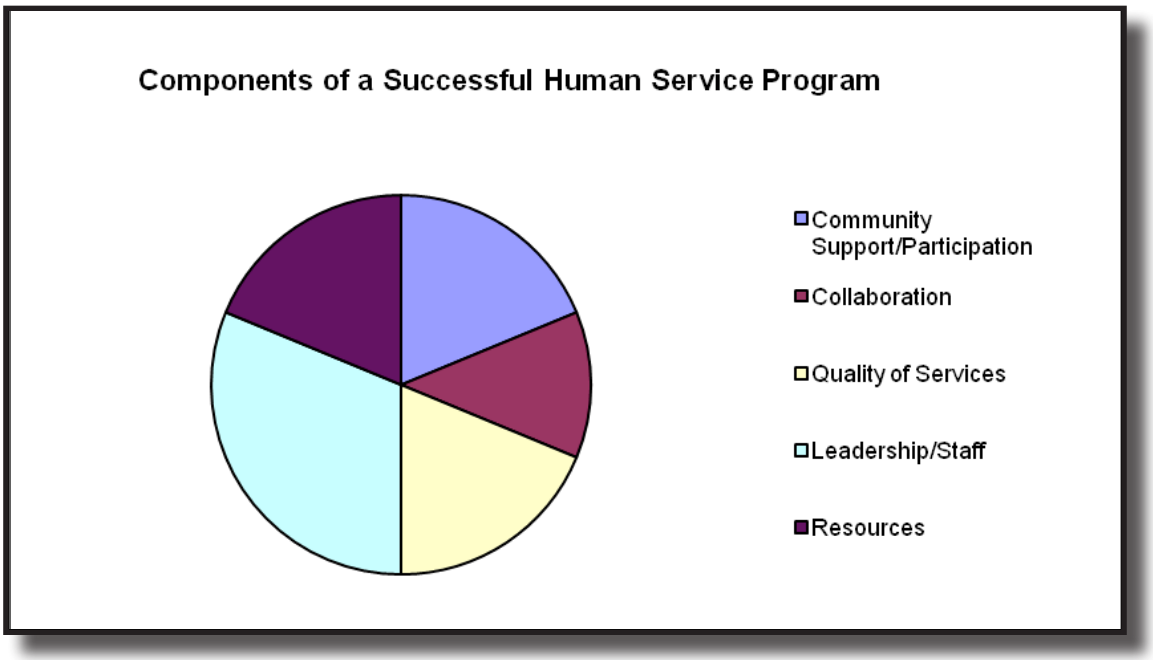
- Cultural Preservation
- Elders
- Family Services
- Youth
- Substance Abuse Treatment
- Other (domestic violence intervention, AIDS program, sports programs, and services for the disabled)

The two organizations that were specifically mentioned were the Alee Shelter and Sanctuary, Incorporated.



When asked "What makes the programs successful?" responses included:

- Collaboration
- Community Support/Participation
- Leadership/Staff
- Quality of Services
- Resources



## Human Service Challenges

The challenges identified addressed several areas.

- Community involvement and participation in program design and operations
- Education of the workforce and resources for staff development
- Establishing and maintaining productive collaborations
- Incorporating cultural knowledge and practices into service delivery to support clients that are struggling with cultural identification
- Resources are limited and reimbursement for services is slow
- Technology to support human service programs

## Solutions for Human Service Needs

The human service needs and strategies identified for each of five populations are provided on page 28.

| Population | Need | Strategy/Solutions |
|---|---|---|
| Young Children | Child Abuse/Neglect<br>Child Development<br>Day Care | Affordable day care programs<br>Build child care partnerships with TANF, volunteer, and job creation programs<br>Health education for better nutrition<br>Referral centers<br>Outreach and educational programs<br>Cultural programs<br>Village day care centers |
| Youth | Child Abuse/Neglect<br>High Drop Out Rate<br>Lack of Parental Guidance<br>Youth Development | Cultural exchanges and cultural education<br>Intercultural collaboration for youth and adults<br>Year-round schooling, and<br>Vocational High School |
| Adults | Child Care Issues<br>Economic Self-Sufficiency<br>Lack of Employment Skills<br>Transportation<br>Loss of Traditional Values<br>Poor Health | Counseling programs<br>Cultural education and activities<br>Education and training opportunities<br>Education on home ownership<br>Intercultural collaboration for youth and adults<br>Job creation in the village |
| Elders | Income Support Services<br>Independent Living Services<br>Support Services in Village<br>Unreliable Transportation | Assisted living<br>Accessible services<br>Community activities that are inclusive of elders<br>Effective transportation system<br>Health education<br>In-home services<br>Outreach and educational programs/services<br>Services provided within the village<br>Traditional forms of communication |
| Families | Community Activities<br>Conflict Resolution<br>Cultural Identification<br>Domestic Violence<br>Sexual Abuse<br>Positive Activities<br>Transportation | All services and education incorporate consistent, positive, cultural value systems<br>Community-based activities and services<br>Conflict resolution services<br>Education and awareness about domestic violence<br>Family togetherness activities<br>Physical and mental health education |

## Resources Available to Support Human Services

The NGO meeting participants identified the following resources as those that support the provision of human services.

- Community Development Block Grants
- Community members wanting to make a difference
- Existing partnerships
- Facilities and land
- Faith-based organizations
- Guam laws support hiring of the disabled
- Networking

## Partnerships Needed to Support Human Services

The participants identified 28 partnerships from the groups listed immediately below to support human services.

- Businesses
- Civic organizations
- Community organizations
- Cultural organizations and clubs
- Elected officials
- Faith-based organizations
- Funding agencies and foundations
- Government agencies
- NGOs
- Professional organizations
- Schools, universities and colleges

## Training and Technical Assistance Needs

The NGO representatives identified technical assistance needs in the list below to support the provision of human services and associated challenges.

- Certification and accreditation for program services
- Organizational development, program management, grant management, financial management, strategic planning, community assessment, public relations, and data management
- Resource development, researching potential funding sources and grant writing
- Staff development and management
- Technology

Meeting participants said that many of the training needs could be addressed by training by NGOs for NGOs.

## 3.4 GOV GUAM Agencies

The meeting with the Gov Guam was held January 14 - 15, 2009, with 32 participants.

### Meeting Participants

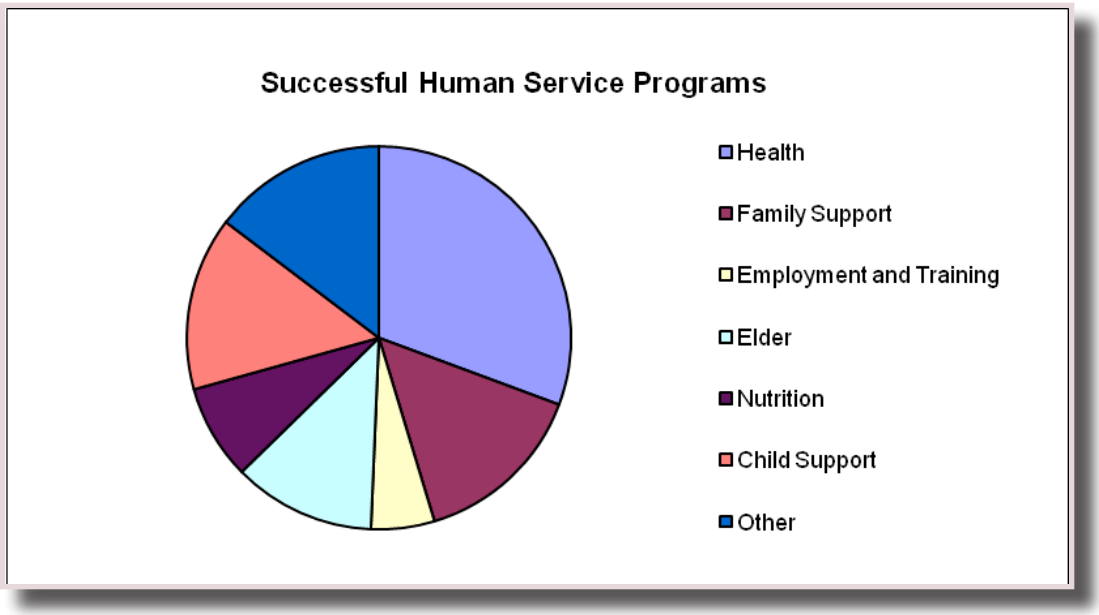
- Community Health Coordinators (3)
- Program Coordinator
- Bureau of Social Services (5)
- Bureau of Economic Security
- Management Analyst
- CDC Coordinator
- Health Education
- Infectious Diseases/ HIV
- Environmental Health (4)
- Nutrition Services (2)
- Management Support
- Family Planning
- Social Services
- Administration (2)
- Social Worker
- Hospital Chief Planner

Five others participated but did not list their agency affiliation.

## Successful Human Service Programs

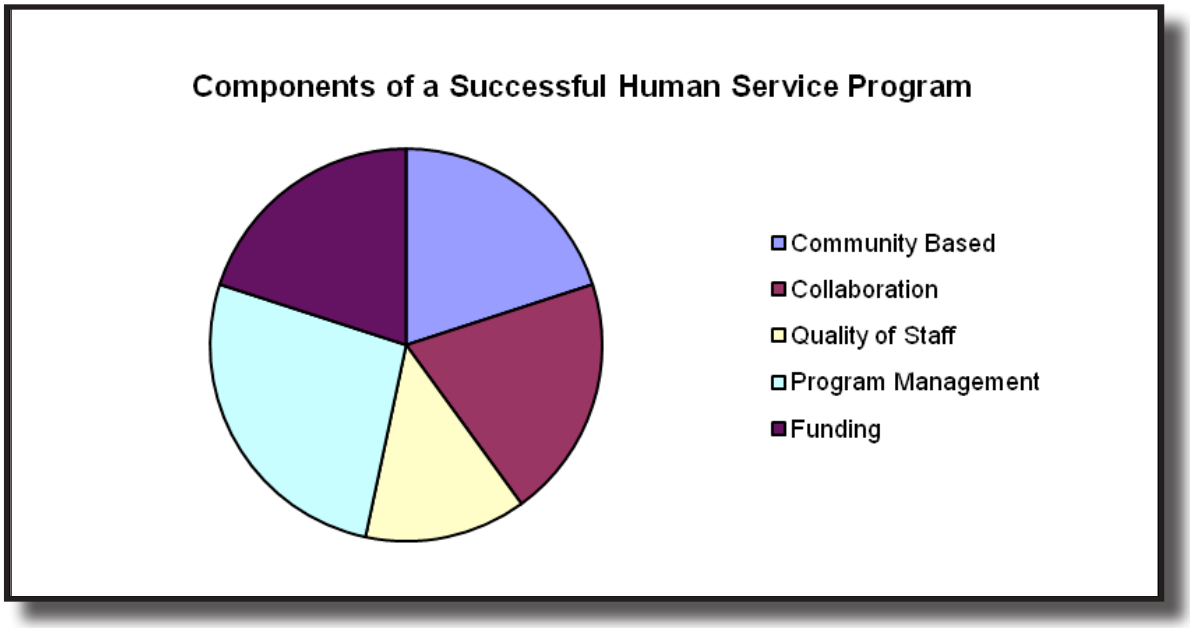
The participants identified successful human service programs, and the most frequently listed included:

- Child Support
- Elders
- Employment and Training
- Family Support
- Health
- Nutrition
- Other (vocational occupational training and counseling, services for the disabled, case management, and senior citizens)



When participants were asked "What makes the programs successful?" responses included:

- Community-based
- Collaboration
- Funding
- Program Management
- Quality of Staff



## Human Service Challenges

The major challenges to providing human services identified by the group included:

- Cultural diversity of the service-area population
- Information technology to support the delivery of human services
- Lack of resources
- Lack of skilled workforce
- Lack of collaboration between departments and with NGOs

## Solutions for Human Service Needs

Gov Guam participants identified overarching themes and actions that, if developed, will benefit children, youth, adults, elders, and families.

- Community health education
- Develop specialized NGOs to provide direct health and human services
- Increase education and career development opportunities to establish a trained workforce
- Increase resources
- Involve all stakeholders (i.e., providers, educators, and consumers)

## Resources Available to Support Human Services

The Gov Guam meeting participants identified one hundred different resources from the following groups to support human services.

- Associations (e.g., Day Care Association, Guam Hotel and Restaurant Association [GHRA])
- Businesses and the Chamber of Commerce
- Civic organizations
- Community organizations
- Cultural organizations and clubs
- Elected officials
- Faith-based organizations
- Funding agencies and foundations
- Government agencies
- Individuals
- Military civic groups
- NGOs
- Professional organizations
- Schools, universities and colleges
- Volunteer organizations

## Partnerships Needed to Support Human Services

The participants identified twenty-eight partnerships to support human services representing the following groups:

- Associations (e.g., National Association of State Medicaid Directors)
- Athletic organizations
- Civic organizations
- Community organizations
- Corporations
- Cultural organizations and clubs
- Faith-based organizations
- Funding agencies
- Government agencies
- Military
- National Resource Centers
- NGOs
- Professional organizations
- Public/private partnerships
- Schools, universities, and colleges

## Training and Technical Assistance Needs

The Gov Guam representatives identified technical assistance needs to support the provision of human services and associated challenges – both for the government and villages.

- Best practices, lessons learned and success stories
- Continuing education
- Contract negotiations (e.g., finance)
- Cultural competency and sensitivity
- Funding opportunities
- Grant management
- Information technology
- Management information systems
- Policy development and implementation
- Program evaluation
- Timely and accurate reporting

# Conclusions

The participants of the four community meetings identified three key areas of emphasis to incorporate into the development of the Government of Guam's Department of Public Health and Social Services five-year human services strategic plan:

- Incorporation of cultural and traditional values that respect all actions regarding current and future human service programs;
- Strengthening systems to address human service needs by increased communication among community leaders, NGOs, and the Government of Guam; and
- Recognition that the human service delivery system can be expanded by building the capacities of community-based organizations and NGOs.

These key areas can be used to build a framework for effective communication among the Government of Guam, Mayors, community leaders and NGOs. Such communication could result in cooperative efforts for resolving Guam's community challenges. All four groups could share responsibility for developing strategies to address those challenges. The key components can also provide a foundation for collaborations between the Government of Guam, Mayors, community leaders and NGOs that could build capacity and promote individual, family, and community self-sufficiency through the creation of local partnerships and allocation of resources.

# List of Acronyms and Abbreviations

| | |
|---|---|
| ACF | Administration for Children and Families |
| AIDS | Acquired Immune Deficiency Syndrome |
| ANA | Administration for Native Americans |
| CDC | Centers for Disease Control and Prevention |
| DPHSS | Department of Public Health and Social Services |
| DUNS | Data Universal Numbering System |
| HHS | Department of Health and Human Services |
| HIV | Human Immunodeficiency Virus |
| HUD | Housing and Urban Development |
| GHRA | Guam Hotel and Restaurant Association |
| GHURA | Guam Housing & Urban Renewal Authority |
| Gov Guam | Government of Guam |
| NGO | Nongovernmental Organization |
| VARO | Victims Advocates Reaching Out |