



# Bureau of Child Care Services (BCCS)

**Prepared By**  
BCCS



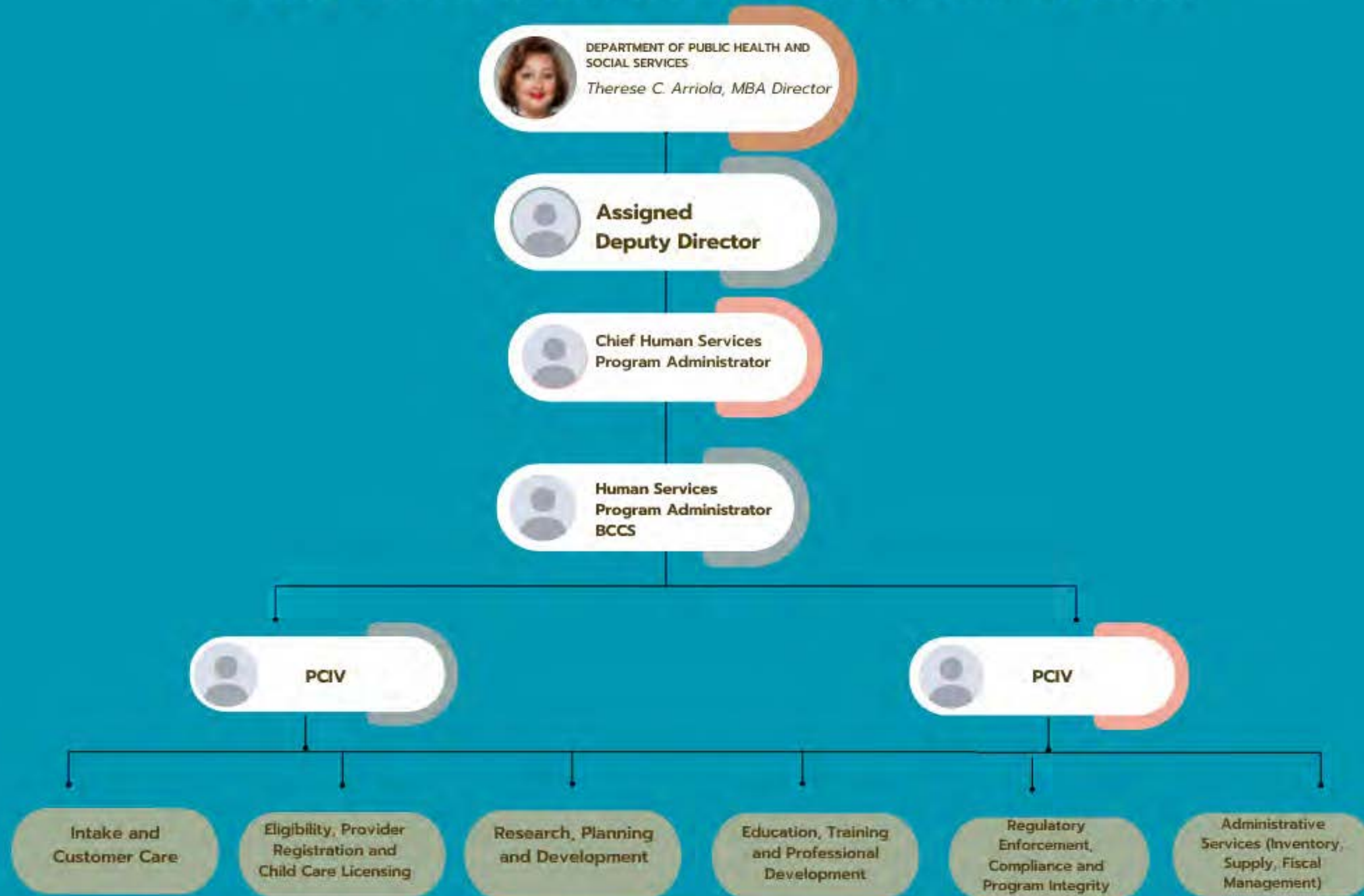
# Introduction

This presentation provides an overview of the Bureau of Child Care Services' progress and key developments from 2021 to today, including provider growth, program investments, and recent operational updates. It also includes a brief summary of the November 2025 CCDF payment delay notice to ensure transparency and shared understanding.

The goal is to offer GCCDA a clear picture of where we are, the improvements underway, and to address the concerns brought up to leadership.

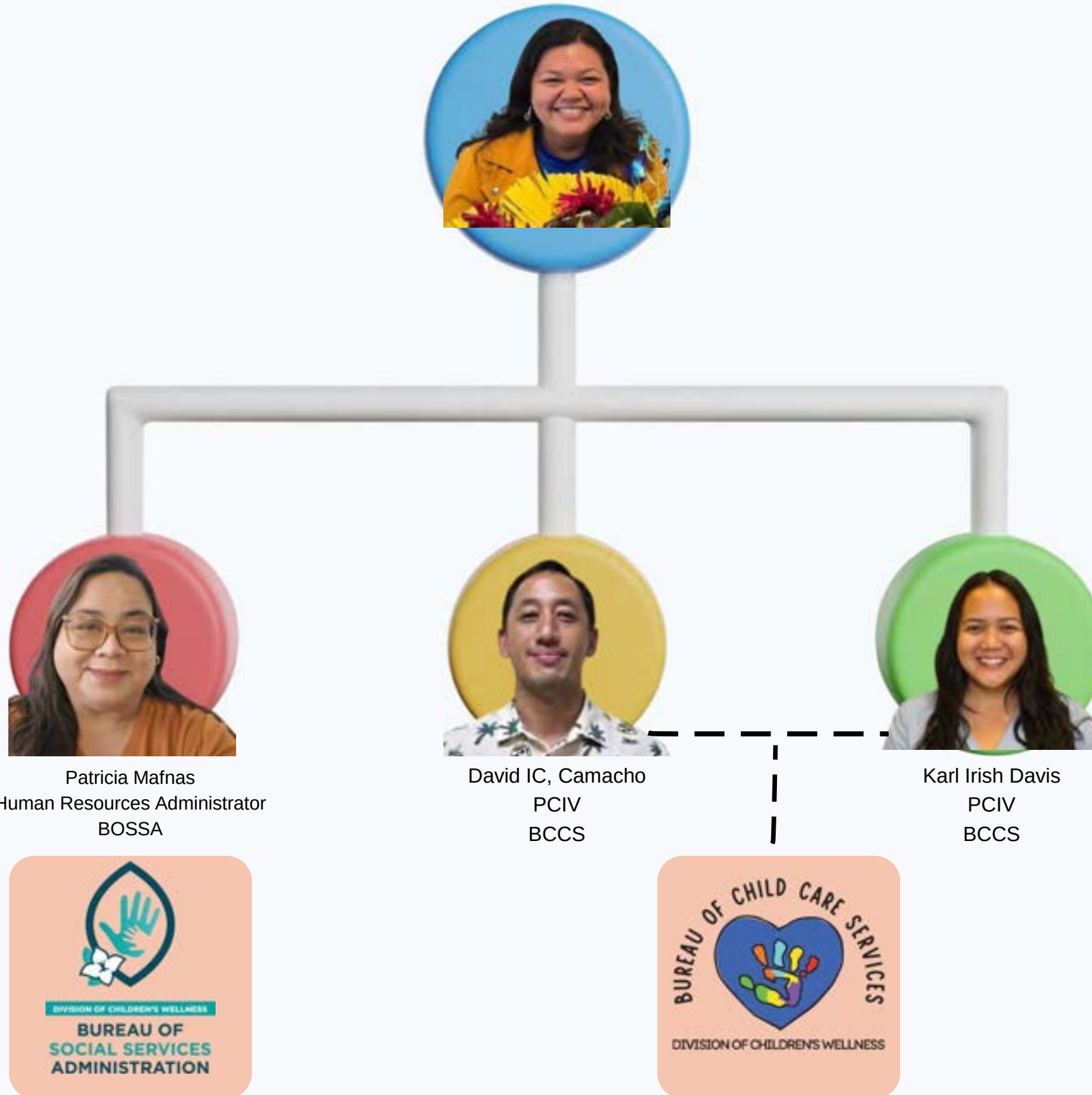


# OUR ORGANIZATIONAL FRAMEWORK



# DCW Leadership

**Ms. Heidi Quinata**  
**Chief Children's Services Administrator**







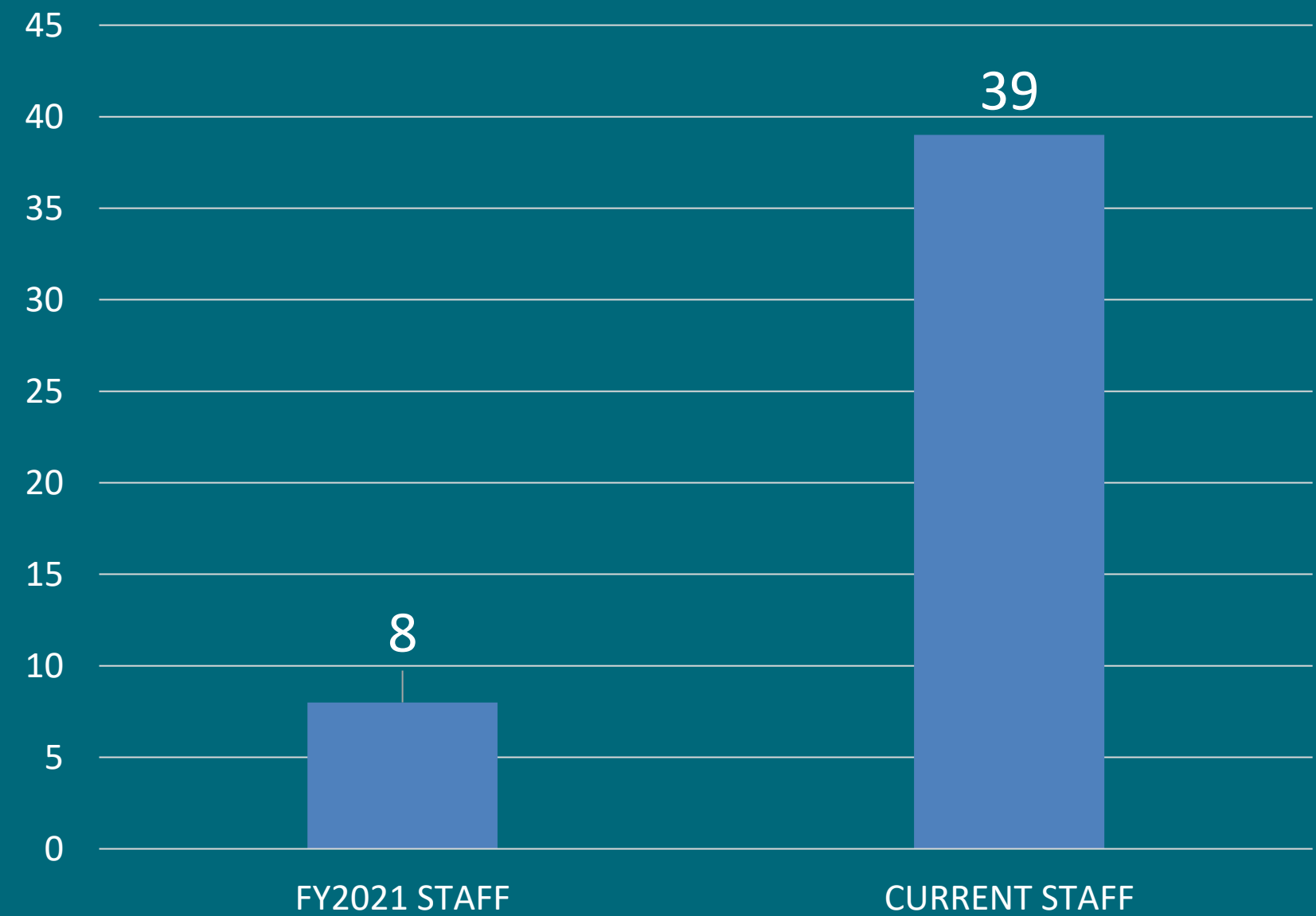
# Transforming Guam's Child Care Landscape: BCCS Growth & Industry Impact





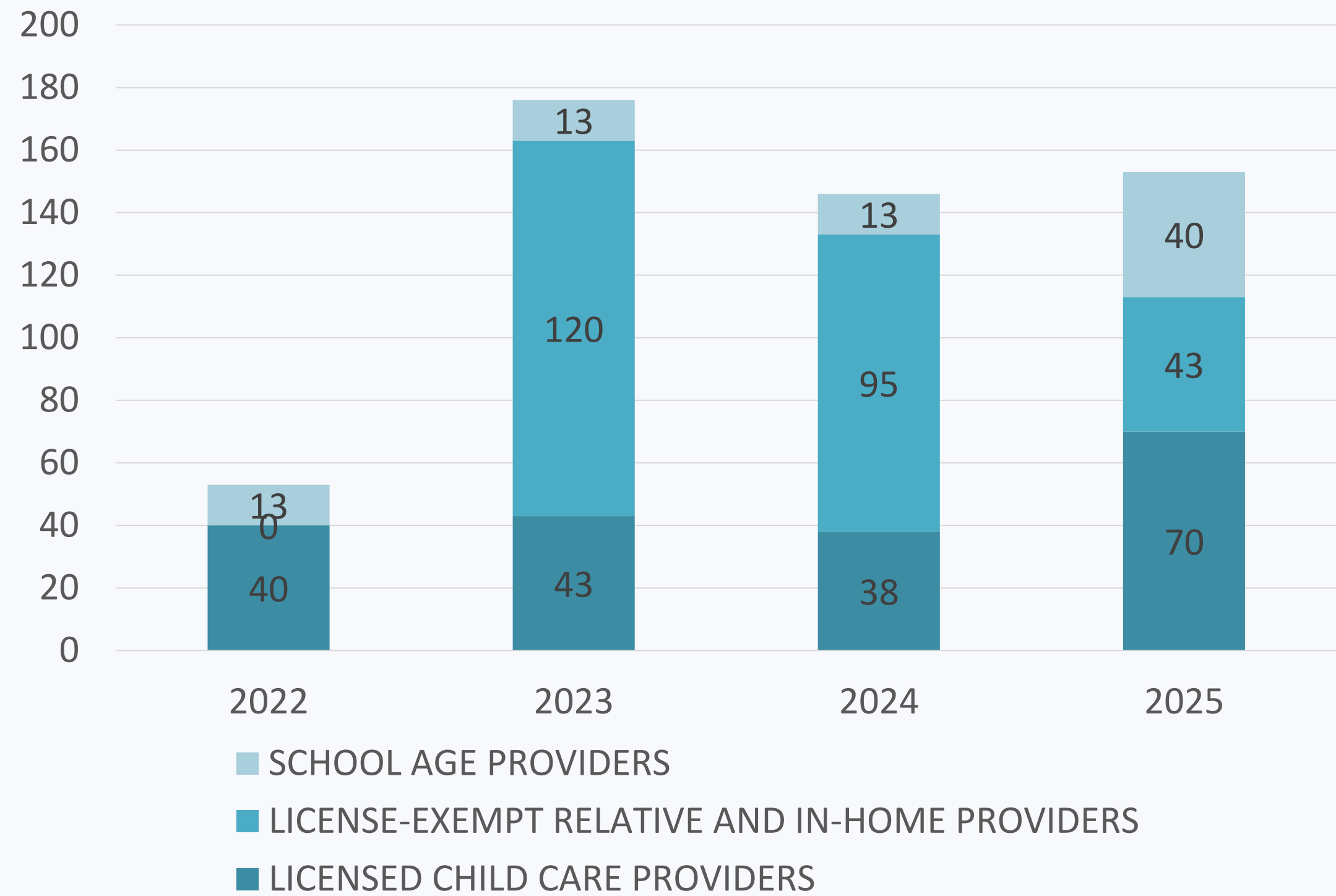
# BCCS Growth

2021 - Present (Increased Staffing and Capacity)

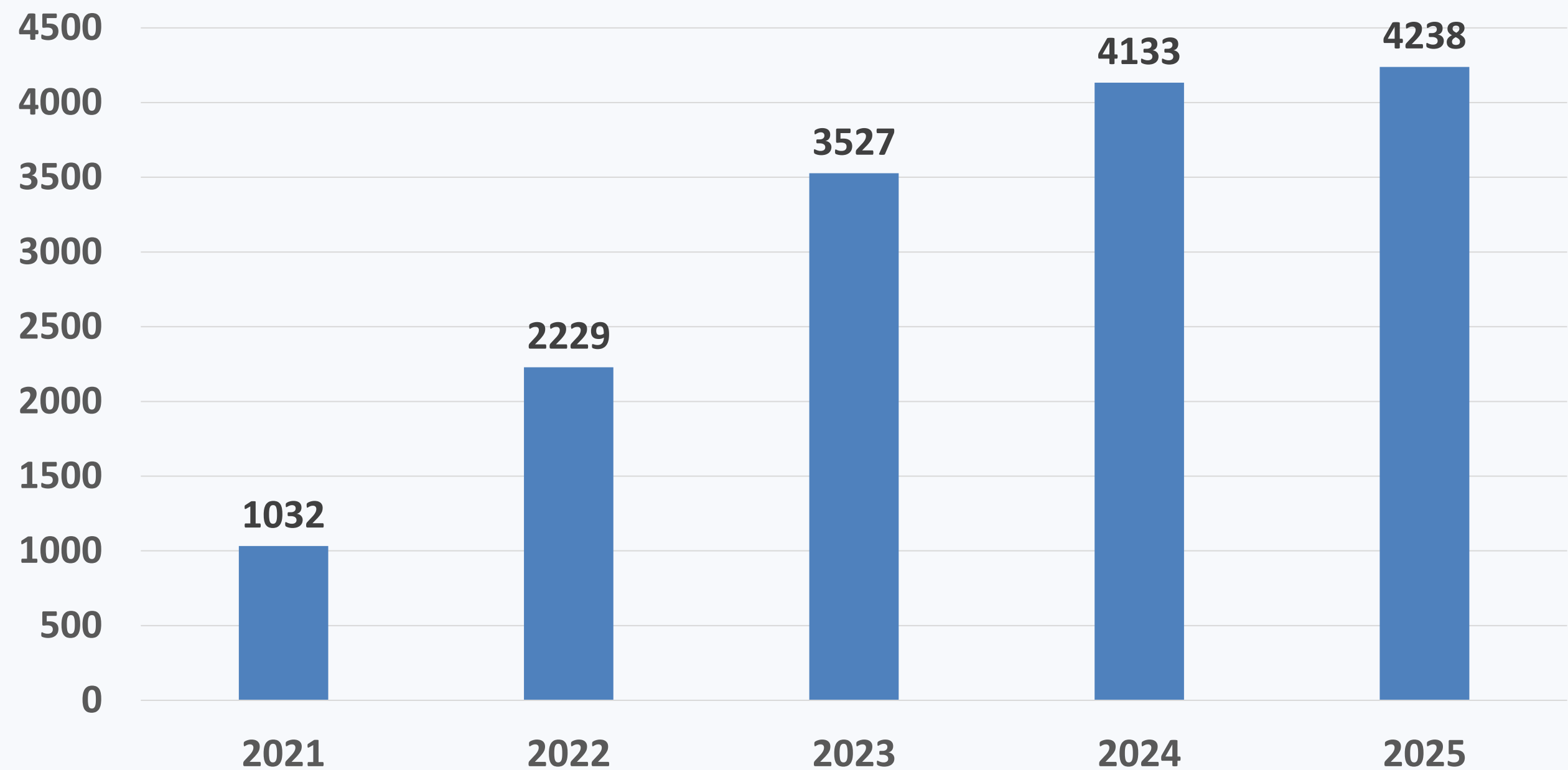


# Industry Growth

- Providers: The increase in childcare providers shows DCW/BCCS’s strategic emphasis on expanding flexible, trusted care options.
- Quality Infrastructure: Growth in licensed centers and stable family childcare homes highlight ongoing efforts to increase formal childcare capacity.



# Children under CCDF Program

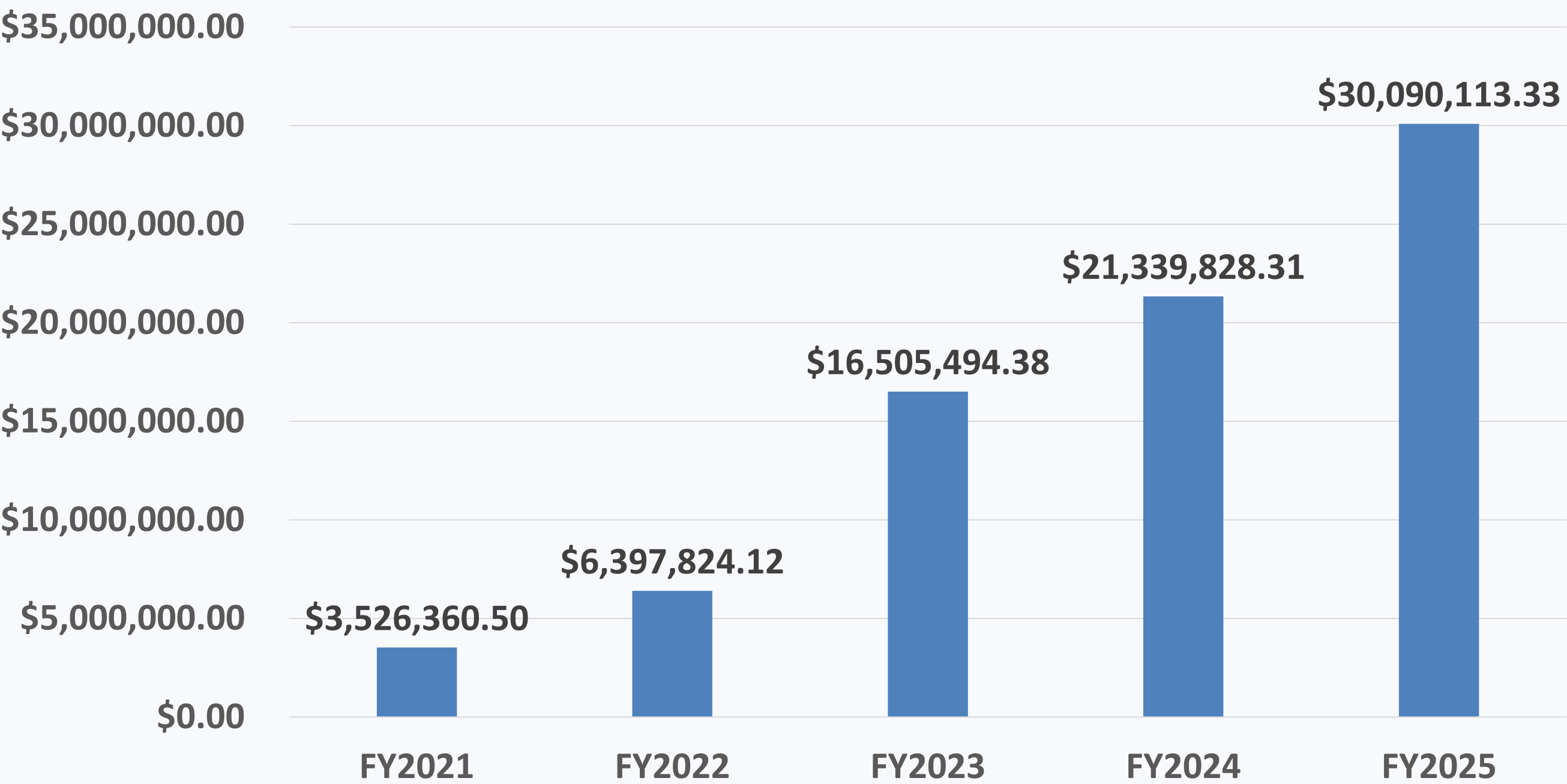


Total Enrolled Children

Significant growth in child enrollment numbers



# Subsidy Costs (2022-Present)





# Advancing Quality & Access: BCCS Recent Wins



Togel.lj



# CHILD CARE



## Workforce Registry

- Building Our First-Ever Workforce Registry
  - Planning phase of launching our first comprehensive Early Childhood Workforce Registry.
  - Designed to track qualifications, training, certifications, and professional growth.
  - Integration with our homegrown Quality.
- Improvement System (QIS), childcare licensing, and CCR&R.



# Quality Improvement System (QIS)

- Quality Improvement System that is unique to Guam. Our QIS will reflect the values that matter most: health, safety, family-centered care, and community strength inspired by our culture.
- Coaching and Empowerment - Where providers feel supported, not scored.
- Disaster Preparedness and Response - build back better. This system will help ensure that child care in Guam is resilient, responsive, and rooted in respect.





# Building Momentum; Delivering Impact

- **Significant Growth in Child Care Provider Network**
  - Expanded from a limited post-pandemic provider pool to a more stable and diversified network
- **Major Investment in Guam's Child Care Industry**
  - Distributed millions in stabilization grants, quality grants, and workforce support funds
- **Strengthened CCDF Subsidy Program**
  - Modernized internal tracking to reduce delays and strengthen fiscal management
- **Digital Modernization & Service Improvements**
  - Completed Phase 0 of the BCCS Website Revamp, including cleaner content structure and branding alignment
- **Strengthened CCR&R Foundations**
  - Reestablished the CCR&R role as an essential frontline support team for the community
- **Bureau-Level Organizational Development**
  - Launched internal branding initiative to unify BCCS identity and communication
- **Transparency & Accountability Improvements**
  - Strengthened documentation processes and compliance with Guam Sunshine Reform Act





# Financial Investment in the Industry

<b>PBS Guam</b> 9/21-9/22	\$1,500,000	Implementation of a Media Outreach Campaign for child care services targeting eligible families
<b>GBHWC</b> 12/23-9/25	\$6,486,538.00	Provide Autism Services Program, Mobile Crisis and Family Stabilization Services, and Therapeutic Foster Care and Home-Based Supports
<b>DYA</b> 5/24 - 9/25	\$2,600,436.00	Provides after-school and seasonal care services for children , establishing and implementing a Youth Transitional Program.
<b>GSAT</b> 2/24-4/25	\$1,254,000.00	Provides DPHSS with disability awareness training, technical assistance, and assistive technology awareness.
<b>SBDC</b> 7/24-9/25	\$ 80,000.00	Provide various workshops, training, and other educational opportunities for prospective and existing childcare providers that operate a licensed child care center.
<b>GEDA</b> 4/22-9/26	\$102,000,00.00	Implementation of the Prugraman i Pinilan i Famagu'on Guáhan ("Prugraman Pinilan"), for the purpose of administering federal funds to the island's child care providers.



# Collaborative Initiatives



- Halloween Fair - 4 Years Strong!
- We have hosted our spooky-fun Halloween Fair every year for 4 years and over 2,000 families have joined our exciting event.
- Teamwork With Our Island Partners
- We work together with GovGuam friends and local businesses to help families find the services they need. Because Teamwork makes the dream work!
- Helping Families Get Connected!
- We have made more than 77 successful referrals, that means families were connected to childcare help, health services, and more support!
- We Love Our Community!
- We join many outreach events to share all about the BCCS childcare program and show families how to sign up!
- Here For Guam families!
- We are always happy to help parents and providers find childcare and other great programs for their little ones.





# Discussion Items from GCCDA





# Payment Delay Update

- Email notifications issued: May 28, 2025, September 2, 2025, November 5, 2025 and November 10, 2025
- Official notification issued: November 10, 2025
- Cause of delay: Timing of the federal CCDF fund release (outside DPHSS control)
- Interim action taken:
  - One-time reallocation of allowable funds to prioritize child care provider payments
  - Temporary measure only — not sustainable long-term
- Current status:
  - Payments have been processed using reallocated funds
  - Federal funds are expected shortly; future cycles will resume as scheduled
- Commitment to providers:
  - Transparent updates
  - Ensuring minimal interruption to child care operations
  - Prioritizing timely disbursement moving forward





## 1. Delay processing time with child abuse and neglect registry (CAAN)

- The processing time can take up to 15 business days. This timeframe may vary based on the number of staff within the child care facility and the volume of requests being processed at any given time.
- Please remember that CAN requests are received from various stakeholders (not only child care providers).

## 2. CCDF renewal, can the list of requirements be less since it's a renewal?

- The requirements to be a certified CCDF Child Care Provider whether it is a new or a renewal application are set forth by federal regulations. The Bureau of Child Care Services is exploring a certification process for licensed childcare providers which would significantly reduce required document submissions.

## 3. Similar to Child Care License Renewal can the list of requirements be less?

- The requirements whether it is a new or a renewal application are set forth by P.L. 31-73. Additionally, there are provisions listed under §1102.4 as this section lists the required documentation and deadline for renewals to be submitted to BCCS.





#### 4. The co-pay and overages table, the market analysis is not realistic with the cost of living in Guam.

- The Bureau of Child Care Services is required to conduct Market Rate Surveys and or Alternative Methodologies (market analysis). The results of these surveys are utilized to guide program decisions and plans.
- Federal regulations require CCDF lead agencies to implement a co-payment. Thus, within federal guidelines, each state or territory establishes a sliding fee scale (co-pay table) based on factors like family size, income, and the number of children in care. A CCDF co-payment is the portion of child care costs that a family is responsible for paying, even when they receive federal assistance.
- State-set Rates: Lead agencies set maximum reimbursement rates for providers based on local market surveys or cost-of-care models. These rates vary significantly by state/territory, type of care (e.g., center vs. family home), and age of the child and are intended to help subsidize childcare costs.
- Provider Overages: The maximum rate set by the state is the limit the CCDF subsidy will pay. If a provider charges more than this maximum rate, the family is responsible for paying the difference (known as an "overage") in addition to their assigned co-payment.
- January 1, 2026 was meant to be a transition back to normal operations where before COVID-19 and the disaster grants like CARES, CRRSA, and ARPA were given to all states and territories. The operation items like co-pays are required in federal regulation (45 CFR §98.45(l)).





## 5. Delay in CCDF payment/reimbursements/statements to reconcile which client is paid or not

- This year, several factors contributed to slower processing times, including the upgrading of Government of Guam Line Agencies to the new Guam Financial Management System, funding allotments, and system adjustments following the conclusion of the federal government shutdown. These factors did not affect all packets uniformly, which is why some centers received partial payments at different times.
- Please be assured that no center is prioritized over another. CCDF payments are processed in batches based on case validation. When a provider submits reimbursement for multiple children, any cases with complete and verified documentation (attendance, signatures, required forms, etc.) are processed immediately. Cases still pending validation are added to a subsequent batch once all documents are in order.
- Additionally, differences in reimbursement percentages may occur because some providers submit requests in smaller batches—sometimes 10 or 20 cases at a time—depending on when they collect all required documentation. As a result, reimbursement totals may vary between cycles.
- Importantly, BCCS does not hold payments until an entire month of submissions is complete. Validated and error-free cases are processed and forwarded for payment as soon as they are cleared to avoid unnecessary delays.





6. BCCS inspection visit, if possible, to be scheduled and not random. We are operating with integrity and we would like to prepare.

- An unscheduled or unannounced inspection must be conducted per federal regulation 45 CFR §98.42(b)(2)(i)(B) that states, “(i) For licensed child care providers and facilities, (B) Not less than annually, an unannounced inspection for compliance with all child care licensing standards, which shall include an inspection for compliance with health and safety,...and fire standards...” Per Guam law, P.L. 31-73 §1102.12 states that “An inspection of a child care facility shall be conducted at least once every twelve (12) months. Additional inspections shall be conducted as often as necessary for the enforcement of these rules and regulations.” This means that BCCS does not have to conduct a scheduled inspection, but must at least conduct one unannounced inspection every year as required by both federal regulation and Guam law.





## 7. Staffing shortages (difficulty recruiting qualified caregivers and teachers, high turnover due to low wages and limited benefits.

- Please note, the agency has no direct influence on the job market or has any policy in place that sets a standard on the recruiting or hiring process for child care staff (other than compliance to background checks) or other business operations like operation hours, rates, etc. at least items not covered under P.L. 31-73 or federal regulations.
- For clarification, BCCS has no control on the process of how staff are hired other than when one or more child care staff are employed. This is where the child care provider must comply to BCCS processes and require the newly employed child care staff to meet the comprehensive background checks.





## 8. High operating cost (rising utilities, rising cost of all supplies etc.)

- Please note, the agency has no control over the costs that go into the operation of a center which relies on multiple factors that are outside of the agency's oversight. The local government has incentivized the industry by offering a tax exemption for licensed child care providers. In accordance with Guam Public Law 31-127, child care centers and group child care homes in Guam can be exempt from the business privilege tax. This exemption allows for childcare providers to utilize 100% of their income and profits without paying taxes and was created to help facilities comply with new, modernized standards for child care facilities without having to raise fees by more than 5% per year.





## 9. Financial sustainability (slow and inconsistent subsidy payments, limited access to grants.)

- CCDF is a formula grant which means that funding appropriated to lead agencies such as BCCS by the federal government (OCC) is set by a formula determined by the federal government. The Child Care and Development Fund (CCDF) is a federal grant that is spent across four primary categories to support low-income families and improve the quality of child care:
- **Direct Services:** This makes up most spending (approximately 75%). These funds are used to provide child care subsidies for eligible low-income, working parents through certificates (vouchers), grants, or contracts with child care providers. Due to local procurement barriers, BCCS is unable to directly contract with childcare providers and in turn, have offered grants.
- **Quality Improvement Activities:** States and territories are required to set aside at least 12% of their funds for activities designed to enhance the quality of child care. These activities include:
  - Training and professional development for the child care workforce.
  - Initiatives specifically for improving the quality of care for infants and toddlers.
  - Establishing and implementing health and safety standards, inspections, and criminal background checks.
  - Child care resource and referral services.
  - Evaluating programs and supporting accreditation or quality rating systems.
- **Non-Direct Services:** These expenditures support the operation of the subsidy programs, such as eligibility determinations and developing/maintaining child care information systems.
- **Administrative Activities:** There is a cap of 5% on federal funds that can be used for administrative costs related to program management.





## 10. Police and Court Clearances for license renewal with the seal? (original)

- If the question is about allowing submission of a photocopy instead of the original document, then BCCS cannot comply to this request in order to mitigate the risk of falsified documents being submitted as part of ensuring the health and safety of the children.

## 11. CCDF Co-payment of parents for next year.

- Please clarify further on the question. However, January 1, 2026 was meant to be a transition back to normal operations where before COVID-19 and the disaster grants like CARES, CRRSA, and ARPA were given to all states and territories. The operation items like co-pay were considered normal and are required to comply with federal regulation (45 CFR §98.45(l)).

## 12. More training for special needs for our staff.

- As BCCS receives invitation from our partners at the ECCE programs, BCCS will include in email or on the BCCS monthly provider newsletter found on the BCCS website so all providers will have access to these invitations/trainings.





### 13. Compressed classes for staff about Early Childhood.

- BCCS continues to invest in early childhood education for childcare providers. These opportunities are shared when available. However, providers are encouraged to engage and participate in courses and classes in their own time as they deem necessary.

### 14. Inconsistency with the rules being applied.

- We would need further information and conduct a review/investigation to address which center and what rules were deemed 'inconsistent.'

### 15. Unclear rules and regulations. with all the different requirements and policies, centers cannot keep up with unknown rules.

- Further clarification needed to address "unknown rules."





## 16. Lack of transparency and communication.

- BCCS continuously provides monthly newsletters that contains the most relevant information for your center and parents. These are sent on a monthly basis and are also posted on [www.guamchildcare.com](http://www.guamchildcare.com). Please let our office know if your email is not in our current distribution list so we may include you in these communications.
- We also thank you for your feedback that is why we will work on hosting provider meetings throughout the year for updates and feedback.

## 17. Dozens of unanswered emails even though official letters state to send emails to specific responsible parties.

- BCCS acknowledges this concern and please provide specific contact persons/emails that are unanswered so we may address.





## 18. BCCS is making up the rules as they go and not applying them fairly to all parties.

- We would need further information and conduct a review/investigation to address this concern.

## 19. Why some centers receive payments before others despite similar submission times and dates.

- Please be assured that no center is prioritized over another. CCDF payments are processed in batches based on case validation. When a provider submits reimbursement for multiple children, any cases with complete and verified documentation (attendance, signatures, required forms, etc.) are processed immediately. Cases still pending validation are added to a subsequent batch once all documents are in order.
- Additionally, differences in reimbursement percentages may occur because some providers submit requests in smaller batches—sometimes 10 or 20 cases at a time—depending on when they collect all required documentation. As a result, reimbursement totals may vary between cycles.
- Importantly, BCCS does not hold payments until an entire month of submissions is complete. Validated and error-free cases are processed and forwarded for payment as soon as they are cleared to avoid unnecessary delays.





20. Inability to follow PL31-73. Ex: PL31-73 provides for a 2 year license from date of issue, however we were provided an expiration date months earlier.

- BCCS acknowledges this concern and will look further into this. In some cases, childcare providers under provisional licensure may have a six-month licensure period until they are able to meet all licensing requirements. Once so, the full licensure period is updated inclusive of the six-month provisional licensure period. Licensing Rules and Regulations requires a sixty (60) business day minimum application period prior to license expiration (P.L. 31-73 §1102.4(g). This helps to address issues or concerns timely to avoid disruptions in operations. If you have a unique concern about your license, please contact us so that we may better address your individual need.

21. Lack of willingness to work with centers for economic successes. No genuine partnerships from BCCS.

- BCCS expresses that there is willingness and continues to invest in the childcare industry as we continue to move towards higher quality childcare. Without going through official procurement, BCCS is unable to engage in formal agreements/partnerships with private businesses but can assist in providing technical assistance and guidance.



# Contact Us

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