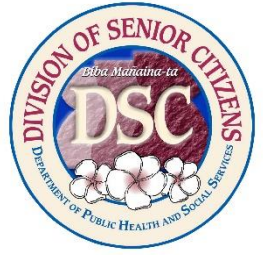




**GUAM STATE OFFICE ON AGING**  
**DIVISION OF SENIOR CITIZENS**  
DEPARTMENT OF PUBLIC HEALTH AND SOCIAL SERVICES  
GOVERNMENT OF GUAM



**GUAM STATE OPERATIONAL PLAN**  
**ADULT PROTECTIVE SERVICES**  
**2021-2024**



130 University Drive, Suite 8  
University Castle Mall, Mangilao Guam 96913  
Tel: (671) 735-7415 or 735-7421  
Fax: (671) 735-7416  
Email: [Biba.SeniorCitizens@dphss.guam.gov](mailto:Biba.SeniorCitizens@dphss.guam.gov)

# TABLE OF CONTENTS

<b>Item</b>	<b>Page Number</b>
I. Agency and Contact Information	2
Mission Statement	3
Vision for Adult Protective Services	
Guiding Principles / Core Values	
II. Introduction	4
III. Program Overview	5
A. Background	
B. Bureau of Adult Protective Services	6
C. Purpose	7
D. Population Served	
E. Major Objectives	8
F. Short-Term Goals	
G. Adult Protective Services Activities	9
H. Adult Protective Services Staffing	
I. Functions and Activities of APS Social Workers	10
J. Statistical Information on the Number and Type of Reports Received and Program Need	11
K. Getting Started and Identifying Goals	13
IV. Targeted Goals for Program Improvement	19
V. Logic Model Framework for Targeted Improvements	20
VI. Budget / Spending Plan for ARPA Funds Semi- Annually	24

## I. Agency and Contact Information

State/Territory/District:	U.S. Territory – Guam U.S.A.
Name of Federal Awarding Agency:	U.S. Department of Health and Human Services Administration for Community Living
Contact Information:	
Name of Pass-Through Entity:	Guam State Office on Aging Division of Senior Citizens Department of Public Health and Social Services
Contact Information for Federal Awarding Agency Project Officer:	Aging Services Program Specialist U.S. Department of Health and Human Services Administration for Community Living Ms. Elizabeth J. Petruy, MPA Telephone: (202) 260-0868 Email: <a href="mailto:elizabeth.petruy@acl.hhs.gov">elizabeth.petruy@acl.hhs.gov</a>
Contact Information for [Agency] Authorizing Official:	Director Department of Public Health and Social Services Mr. Arthur U. San Agustin, MHR Telephone: (671) 922-2503/04 Email: <a href="mailto:arthur.sanagustin@dphss.guam.gov">arthur.sanagustin@dphss.guam.gov</a>
Contact Information for [Agency] Project Director:	Senior Citizens Administrator Division of Senior Citizens Ms. Charlene D. San Nicolas, MPA Telephone: (671) 735-7415 or (671) 735-7421 Email: <a href="mailto:charlene.sannicolas@dphss.guam.gov">charlene.sannicolas@dphss.guam.gov</a>
Budget Allocation:	<b>\$266,000.00*</b> <i>*Includes ARPA 1 (\$86,060) + ARPA 2 Covid Funds (\$179,940) Projected to be received</i>
Timeline:	American Rescue Plan Act (ARPA) of 2021, Grant 1 August 2021 – September 2023 ARPA 1 – Grant No. 2101GUAPC6 – \$86,060.00
	American Rescue Plan Act (ARPA) of 2021, Proposed Grant 2 August 2022 – September 2024 ARPA 2 – Grant No. 2101GUAPC6 – \$ 86,060.00 Grant No. 2101GUAPC5 – <u>\$ 93,880.00</u> \$179,940.00

**GUAM STATE OFFICE ON AGING**  
**Division of Senior Citizens**  
**Guam State Operational Plan**  
**Adult Protective Services**  
**2021-2024**

**OUR MISSION STATEMENT**

To develop and maintain a coordinated system of protective services to intervene or prevent further abuse to seniors and adults with a disability; and to provide or arrange for and monitor the provision of services necessary to safeguard and ensure the clients well-being; and preserve and stabilize family life wherever appropriate. <sup>1</sup>

**OUR VISION FOR ADULT PROTECTIVE SERVICES**

Empowered people of healthy mind and body living in a safe environment throughout their lifetime.

**OUR GUIDING PRINCIPLES / CORE VALUES**

To **provide protective services** that includes Intake, Investigation, Aftercare, Emergency Protective Shelter Services for victims of abuse who are in imminent danger, and a 24-7 Crisis Intervention Hotline.

To **represent and safeguard** the interest and integrity of seniors and adults with disabilities who are victims of abuse.

To **coordinate and collaborate** with government agencies, community organizations and families for the provision of care of seniors and adults with disabilities when addressing protective services issues.

To **conduct investigations** at a 100% performance level of appropriate referrals received.

To **conduct** Adult Protective Services specific Outreach Presentations.

---

<sup>1</sup> DPHSS, Senior Citizens, Budget Act, page 5-42

**Guam State Office on Aging  
Division of Senior Citizens  
Guam State Operational Plan  
Adult Protective Services 2021-2024**

## **II. Introduction**

On April 1, 2021, the Department of Public Health and Social Services, Division of Senior Citizens (DPHSS, DSC) received the APC5 Coronavirus Response and Relief Supplemental (CRRSA) supplemental funding for Adult Protective Services (APS) under the Security Act (SSA) Title XX Section 2042(b) formula allotment grant, Grant Number 2101GUAPC5 ([CRRSA funds](#)) totaling **\$93,880.00** from the U.S. Department of Health and Human Services (DHHS), Administration for Community Living (ACL). This is a historical grant awarded for APS activities funded with 100% federal funds. The purpose of this grant is to provide one time funding to support preventing, preparing for and responding to Coronavirus Disease 2019 (COVID-19).

On August 3, 2021, DPHSS, DSC received the APC6 American Rescue Plan (ARP) for Adult Protective Services (APS) under the Social Security Act (SSA) Title XX Section 2042(b) formula allotment grant, Grant Number 2101GUAPC6 ([FY21 ARPA funds](#)) totaling **\$86,060.00** from the U.S. Department of Health and Human Services, Administration for Community Living. This is the second 100% federal grant awarded to support Guam APS activities. The purpose of this grant is to provide an opportunity to enhance and improve APS services and to expand the ability of APS to investigate allegations of abuse, neglect, and exploitation.

Both grants were received in response to Guam’s APS Grant Application submissions. Guam anticipates receiving ARP2 funds, or “ARPA 2,” upon approval by ACL and Congress to be released this fiscal year (FY 2022) before September 30, 2022. The ARPA 2 funds is projected for **\$179,940.00** and is based on the Fiscal Year 2022 allocations Guam received by adding the amount allocated in the [CRRSA funds](#) to the amount allocated in the [FY21 ARPA funds](#). The infusion of these future additional funds will supplement existing Adult Protective Services activities and enhance and expand additional program needs. The total dollar amount in federal grants commitment to the Adult Protective Services Program is anticipated to receive totaling **\$266,000.00**.

The DPHSS, DSC developed a 3–5-year plan for improving and enhancing Adult Protective Services system at the local level. The plan is required to be submitted to ACL within the first 6 months of receiving the award. The strategic plan provides the steps and goals to enhance APS on Guam. The grant funds will be used for activities consistent with the Elder Justice Act Section 2042(b); Section 9301 of the American Rescue Plan Act of 2021; and guidance provided by ACL, including but not limited to:

1. Establishing or enhancing the availability for elder shelters and other emergency, short-term housing and accompanying “wrap-around” services;

2. Establishing, expanding, or enhancing state-wide and local-level elder justice networks;
3. Working with local adult protective service efforts;
4. Improving or enhancing existing APS processes;
5. Improving and supporting remote work;
6. Improving data collection and reporting at the case worker; local and state level in a manner consistent with the National Adult Maltreatment Reporting Systems (NAMRS);
7. Establishing new or improving existing processes for responding to alleged scams and frauds;
8. Conducting and enhancing community outreach;
9. Providing goods and services to APS clients, as appropriate;
10. Acquiring personal protection equipment and supplies;
11. Compensate Social Workers for extended hours/over-time for staff, hiring temporary staff, and associated personnel costs;
12. Conducting and enhancing Training;
13. Assisting APS clients secure the least restrictive option for emergency housing and or alternative housing, and or coordinating care transitions, as appropriate.

### **III. Program Overview**

#### **A. BACKGROUND**

In 1969, the Office of Aging, referred to as the “Office”, forerunner of the State Office on Aging, existed as a section under the Department of Public Health and Social Services, Division of Social Services. The Office worked closely with the Guam Association of Retired Persons through its Servicio Para I ManAmko, a non-profit organization, for the provision of aging services. Funding to support the activities of the Office on Aging gradually became available through Title III grants funded through the Older Americans Act of 1965, as Amended. As a recipient of Federal funds under the Older Americans Act, the Office of Aging was also recognized as Guam’s State Agency on Aging.<sup>2</sup>

On August 28, 1978, Guam Public Law 14-139 created the Division of Senior Citizens, State Office on Aging (SOA) within the Department of Public Health and Social Services. The DSC is responsible for coordinating activities related to older persons on Guam. In accordance with Guam Public Law 14-139, DSC plans, coordinates and implements programs for senior citizens through a formal support system to address their needs and challenges, in an effort to maintain or attain a dignified lifestyle, as practicable.<sup>3</sup>

A key responsibility of the SOA is the development of Guam’s Four Year State Plan on Aging for the period of October 1, 2019 through September 30, 2023.<sup>4</sup> Guam’s Four Year State Plan on

---

<sup>2</sup> <http://dphss.guam.gov/wp-content/uploads/2019/09/Guams-Four-Year-State-Plan-on-Aging-2020-2023-Approved.pdf>

<sup>3</sup> DPHSS, DSC FY2022 Budget Request, page 5-40

<sup>4</sup> <http://dphss.guam.gov/wp-content/uploads/2019/09/Guams-Four-Year-State-Plan-on-Aging-2020-2023-Approved.pdf>

Aging, the “Plan”, serves as the blueprint to provide direction in planning and implementing long-term initiatives for our islands elders in accordance with the Act. The plan reflects and responds to the needs of an increasing number of older individuals with the aim to help Guam’s aging community maintain independence and dignity in their homes and communities, and address the reality of fiscal and resource limitations. The Plan represents the network of providers and various partners the State Office on Aging, the State Agency on Aging and the Bureau of Adult Protective Services work with in the provision of long-term services and supports made available for the island elders on Guam.

The Guam State Office on Aging is charged with the responsibility of administering Title III Supportive Services which is comprised of six distinct programs, the Elderly Nutrition Program which is comprised of two distinct programs, Preventive Health, and the National Family Caregiver Support Program; Nutrition Services Incentive Program; and Title VII Elder Abuse and Ombudsman Programs, as mandated by the Older Americans Act (OAA) of 1965, as Amended. In addition, the Guam SOA administers the Guam State Health Insurance Assistance Program, the Senior Medicare Patrol Project, the No Wrong Door and the Aging and Disabilities Resource Center Software and Services Initiatives.

Through the various programs administered by the Guam SOA, services have included working with and advocating for persons with disabilities under the age of 60 through the efforts of the Bureau of Adult Protective Services’ contracted service provider, the National Family Caregiver Support Program, the Guam Senior Medicare Patrol Project, and the Guam State Health Insurance Assistance Program.

The State Agency comprises of the Bureaus of Administrative Support, Community Support and Program Administration and Development along with the Bureau of Adult Protective Services which assist the State Office in carrying out its responsibilities. The Administration for Community Living formerly known as the Administration of Aging programs promotes older people to age in place, delaying if not altogether preventing premature institutionalization, with dignity, independence, and integrity.

## **B. BUREAU OF ADULT PROTECTIVE SERVICES**

On January 30, 1989, the enactment of Guam Public Law 19-54, as amended by Guam Public Law 21-33, created the Adult Protective Services (APS) Unit within the Division of Senior Citizens. Guam Public Law 19-54 includes the mandated reporting of alleged abuse, neglect and exploitation, a central registry system to record cases, definitions of abuse and provides for a comprehensive service delivery system remains an unfunded mandate since the passing of Guam Public Law 21-33 nor was it funded in prior Fiscal Years 2021 and 2022.

Subsequently, on December 28, 2012, Guam Public Law 31-278 changed the APS Unit to the Bureau of Adult Protective Services and maintained the responsibility of receiving and investigating all reports of abuse against the elderly, 60 years of age and older, or adults with a

disability, 18 to 59 years of age, pursuant to law which include and is not limited to, reports of abuse in facilities operated by the department and other public or private agencies and in private residences.

*An Adult with a Disability* is a person eighteen (18) years or older who has a physical or mental impairment which limits one (1) or more major life activities; or has a history of, or has been classified as having an impairment which substantially limits one (1) or more major life activities. A Major Life Activity includes, but are not limited to: caring for oneself, performing manual tasks, standing, walking, seeing, hearing, eating, sleeping, lifting, bending, speaking, breathing, learning, reading, concentrating, thinking and working.

Guam Public Law 31-278 amended further provided:

- Clearer definitions on the types of abuse;
- Expanding on the list of professionals under mandated reporters to include Emergency Medical Service providers, non-emergency medical transport providers, medical and allied health providers, personnel of banking or financial institutions, pension providers and practicum students in the health and human services;
- Defined the organizational and personnel structure of the Bureau of Adult Protective Services; and
- New provision was added creating the “Bureau of Adult Protective Services Fund” §2954.

### **C. PURPOSE**

The Bureau of Adult Protective Services (BAPS) is mandated to receive and investigate all reports of abuses against the elderly or adults with a disability; these specifically include but are not limited to reports of abuse in facilities operated by public or private agencies and in private residences. The types of abuse reportable to the BAPS include: abandonment, physical abuse, emotional or psychological, financial or property exploitation, neglect, self-neglect or sexual abuse. Further, the Bureau provides outreach, education, monitoring, and advocacy for vulnerable elders and adults with disabilities. (Ref. Guam P.L. 21-33)

The Bureau of Adult Protective Services also provides education, monitoring, and advocacy for vulnerable elders and adults with disabilities.

### **D. POPULATION SERVED**

The U.S. Census Bureau estimates Guam’s population in 2020 is 153,836<sup>5</sup> with 10.7% or 10,768.52 of the total population to be seniors, age 60 and older. In 2006, the onset of “baby boomers” turned 60 and will continue through 2024. We are working with baby boomers seeking assistance to meet their long-term care needs as many of them are caring for or have cared for their own aged parents bringing forth the realization that institutional care is not their preferred means

---

<sup>5</sup> U.S. Census Bureau, 2020 Guam Census Housing and Population Counts



of care should they require supervised care. Baby boomers are seeking alternatives that will enhance their physical, social and emotional well-being through personal care and assistance so they are able to continue living in their own homes as they age.

“Aging in place” is an approach to long-term care that promotes independent living, strengthening family supports, addressing home modifications and other long-term services and supports, so that older persons can continue living in their own homes or in a home-like setting in their communities, even in the event of declining mental and physical abilities.

The DPHSS, DSC strives to empower Guam’s senior community to make person-centered decisions, provide support to high-risk clients, their families and caregivers to delay the onset of institutionalization and to provide evidence-based prevention programs to reduce the risk of disease, disability and injury among older individuals. The national perspective for older individuals, as we fondly refer to as “our Mañaina-ta, or Manamko”, to age in place and to provide options and choices for home and community-based services resonates with the local landscape of our cultural practices to care for our elders in their homes; ensuring program services are culturally and linguistically appropriate while maintaining the dignity, integrity and independence of older individuals.<sup>6</sup>

Adult Protective Service clients are:

- Alleged to have been abused, neglected or exploited
- Older Individuals, age 60 and older or Individuals with a disability, age 18-59 with a disability
- Reside in the community (e.g., private residence/home, long-term care facility, emergency protective shelter or homeless)

## **E. MAJOR OBJECTIVES**

Major objectives of the Bureau of Adult Protective Services are to develop and maintain a coordinated system of protective services to intervene or prevent further abuse to the elderly, age 60 years or older and adults with a disability, age 18-59 years; and to provide or arrange for and monitor the provision of services necessary to safeguard and ensure the clients’ well-being; and preserve and stabilize family life wherever appropriate.

## **F. SHORT-TERM GOALS**

1. To provide protective services that includes Intake, Investigation, Aftercare, Emergency Protective Shelter Services for victims of abuse who are in imminent danger, and a 24-7 Crisis Intervention Hotline.
2. To represent and safeguard the interest and integrity of seniors and adults with disabilities

---

<sup>6</sup> <http://dphss.guam.gov/wp-content/uploads/2019/09/Guams-Four-Year-State-Plan-on-Aging-2020-2023-Approved.pdf>

who are victims of abuse.

3. To coordinate and collaborate with government agencies, community organizations and families for the provision of care of seniors and adults with disabilities when addressing protective services issues.
4. To conduct investigations at a 100% performance level of appropriate referrals received.
5. To conduct Adult Protective Services specific Outreach Presentations.

**G. ADULT PROTECTIVE SERVICES ACTIVITIES**

The Bureau of Adult Protective Services in addition to receiving and investigating APS referrals, administers the Guma Serenidad Program which provides a comprehensive management, operations, and maintenance of emergency protective shelter with a 24-hour Crisis Intervention Hotline (CIH) for seniors, age 60 and older, and adults with a disability, age 18-59, who are victims or alleged victims of abuse and are in immediate or imminent danger and require temporary shelter and support to protect them from further abuse or neglect. The CIH receives, responds, and manages reports of suspected elderly or adults with a disability abuse and neglect. BAPS referrals received by the CIH between the hours of 8:00 a.m. through 4:30 p.m., Monday through Friday, except on recognized Government of Guam Holidays and weekends are managed by the Guma Serenidad Program staff. The program is contracted through emergency procurement until a new bid is awarded.

BAPS also administers the Office of the Long-Term Care Ombudsman and activities related to Elder Abuse Prevention, Title VII programs. The Office of the Ombudsman provides services to the elderly at a Long-Term Care Facility and Skilled Nursing Unit, and Adult Day Care Centers. Pre-Covid the Ombudsman visits elderly residents to meet with them and/or their family members to address, advocate, and resolve concerns for the protection of the resident’s health, safety, and welfare ensuring the rights of residents are safeguarded.

**H. ADULT PROTECTIVE SERVICES STAFFING**

BAPS has several unfunded positions, namely a Human Services Administrator, Social Worker III for Intake and Aftercare, and a Program Coordinator III for education and outreach efforts, thus, has not been fully staffed.

<b>No. of Staff</b>	<b>Position Title</b>	<b>Status</b>
One (1)	Human Services Administrator	<i>Unfunded</i>
One (1)	Social Services Supervisor I	
Three (3)	Social Worker III - Case Investigation Unit	
One (1)	Social Worker III – Intake and Aftercare Unit	<i>Unfunded</i>
One (1)	Program Coordinator III – Education and Outreach Unit	<i>Unfunded</i>

In FY21, BAPS was staffed with a Social Services Supervisor I and a lone Social Worker III to carry out the duties and mandated responsibilities. On the onset of the fiscal year, the lone Social Worker III was on extended leave of absence and returned to duty on August 2021. As a result, BAPS operated solely with the coordination of the Social Services Supervisor I and the Program Manager of the Guma Serenidad-Emergency Protective Shelter to address APS referrals. The bureau actively recruited for three (3) positions to include: One (1) Program Coordinator IV and two (2) Social Worker III.

Current filled positions include:

1. 1 - Social Services Supervisor I
2. 1 - Program Coordinator IV
3. 3 - Social Worker III

The Social Services Supervisor I maintained Outreach and Prevention efforts to educate and inform government, private and non-profit entities on abuse and neglect of our elderly and adults with a disability of Adult Protective Services and prevention.

The Program Coordinator IV onboarded on April 2021. The staff is assigned grants management of Older Americans Act (OAA) Title VII Vulnerable Elder Rights Protection Activities, namely Elder Abuse Prevention and Ombudsman, Title III-B Legal Assistance Services, CRRSA and ARPA federal grants, and the Adult Protective Service-Guma Serenidad Emergency Protective Shelter program.

One (1) Social Worker III onboarded on August 2021. A portion of the staff time is spent on Ombudsman related duties. A portion of funds are used for salaries and benefits and other program needs. Staff advocates to address and resolve concerns of the elderly in regards to the protection of the resident's health, safety and welfare and to ensure the rights of residents are safeguarded.

The APS referrals for interventions continues to be received at a steady pace despite the ongoing Pandemic crisis and staff adhering to Executive Orders signed by the Governor of Guam. The BAPS provides assessments through telephone contacts as we continued to be in compliance with the response to the mandates placed upon our community during this Pandemic, as appropriate. The restrictions and mitigation practices were upheld by the Social Workers to include social distancing and mask wearing to coordinate services and face-to-face interactions.

## **I. FUNCTIONS AND ACTIVITIES OF APS SOCIAL WORKERS**

A primary function of APS Social Workers is case investigation. This begins upon the receipt of a referral of alleged abuse or neglect. The process in which the APS Social Worker(s) meets with the client to assess the situation and to proceed with an Investigation on the allegation(s) of abuse or neglect. There is a case plan that is developed which addresses the client's needs in order to provide interventions, if not resolutions to the abusive situation.

Intervention strategies used by the APS Social Workers include by are not limited to: crisis intervention, education, multi-disciplinary team meetings, individual and family sessions, networking, collaborating with other government and private agencies to provide formal support services to assessing for the need for protective shelter.

## **PROJECT ACTIVITIES**

The Bureau participated in the following projects for this reporting period to expand and enhance program activities, as follows:

### **NATIONAL ADULT MALADAPTIVE REPORTING SYSTEM (NAMRS)**

In March 2021, BAPS submitted FY2020 Agency Component and Key Indicators data to the National Adult Maladaptive Reporting System (NAMRS), a national reporting system for Adult Protective Services program. The goal of NAMRS is to provide consistent, accurate national data on the abuse and exploitation of older adults and adults with disabilities, as reported to APS agencies.

### **SENIOR CITIZENS HOUSING TASK FORCE**

The Office of Senator Amanda L. Shelton convened its Inaugural Meeting on October 21, 2021 via Zoom. In accordance to Public Law 35-140, known as the Senior Citizens Housing Task Force Act of 2020, established the Senior Citizen Housing Task Force composed of a nine (9) member task force of government officials, community stakeholders, and housing experts charged with assessing senior housing availability and needs. The BAPS participates and continues to provide input to the Task Force, as appropriate.

### **HUMAN TRAFFICKING TASK FORCE**

The BAPS continues to participate in the efforts of the Human Trafficking Task Force by participating in meetings, as appropriate. The BAPS participation will include a discussion on collaboration for the National Slavery & Human Trafficking and National Stalking Prevention & Awareness Month which will be held in January 2022.

### **STOP VIOLENCE AGAINST WOMEN FORMULA GRANT PROGRAM**

The BAPS participates in the Guam State Implementation Plan to strengthen and advocate for Elderly victims of abuse in response to violence against women.

## **J. STATISTICAL INFORMATION ON THE NUMBER AND TYPES OF REPORTS RECEIVED AND PROGRAM NEED**

In FY 2021, the BAPS responded to 243 Unduplicated Referrals/Intakes, averaging 20 cases per month. Of the 243 Referrals/Intakes received 233 were determined to be appropriate for investigation by BAPS and 10 were determined to be an Inappropriate Referral/Intake.

The Referrals/Intakes received by BAPS are categorized as Elderly, Elderly with a Disability and Adult with a Disability as illustrated in Table 2. Types of Referrals.<sup>7</sup>

---

<sup>7</sup> <https://dphss.guam.gov/wp-content/uploads/2021/12/FY-21-APS-ANNUAL-REPORT-Legislative-Speaker-12-30-21.pdf>

Of the 233 appropriate Referrals/Intakes received:

- 169 or 73% were Elderly [comprised of Elderly and Elderly with a Disability (Dual)]
- 64 or 27% were Adults with a Disability

**Table 1. Types of Adult Protective Service Referrals**

Referral Type	Elderly	Elderly with a Disability	Adult with a Disability	Year-to-Date	Percentage
Financial/Property Exploitation	54	16	8	78	34%
Physical Abuse	10	11	25	46	20%
Emotional/Psychological Abuse	21	12	10	43	18%
Neglect	12	11	2	25	11%
Self-Neglect	8	5	6	19	8%
Abandonment	2	3	3	8	3%
Other	2	2	3	7	3%
Sexual Abuse	0	0	7	7	3%
<b>Total Referrals</b>	<b>109</b>	<b>60</b>	<b>64</b>	<b>233</b>	<b>100%</b>
	47%	26%	27%		

**BY THE NUMBERS:**

- 78 or 34% were for Financial/Property Exploitation
- 46 or 20% were for Physical Abuse
- 43 or 18% were for Emotional/Psychological Abuse
- 25 or 11% were for Neglect
- 19 or 8% were for Self-Neglect
- 8 or 3% were for Abandonment
- 7 or 3% were for Other
- 7 or 3% were for Sexual Abuse

The BAPS conducted 233 case investigations, these investigations yielded 5 or approximately 2% as substantiated and 228 or approximately 98%, although have been found to be inconclusive/unsubstantiated have been referred for support services through the contracted Case Management and/or other Title III aging programs, as appropriate, and the Department of Integrated Services for Individuals with Disabilities for integrated services through the provision of vocational rehabilitation services for individuals with a disability.

A review of the 233 appropriate Referrals/Intakes received, revealed the BAPS staff responded to a range of abuses against the elderly and adults with a disability. The BAPS serves as the entry

point into Guam’s long-term services and support system for elderly or adults with disabilities and APS staff continue to meet the mandates of Public Law 31-278 by providing intervention in abusive situations and assisting clients and their families in obtaining supportive social services, as practicable.

The APS Referrals received for the fiscal years from 2018 to 2021 are ranked by the top three (3) types of abuse investigated, as illustrated in Table 2. Highest Type of Abuse.

**Table 2. Highest Type of Abuse**

<b>Fiscal Year</b>	<b>1st Highest Type of Abuse</b>	<b>2nd Highest Type of Abuse</b>	<b>3rd Highest Type of Abuse</b>
FY2021	78 Financial/Property Exploitation	46 Physical Abuse	43 Emotional/Psychological Abuse
FY2020	97 Emotional/Psychological Abuse	74 Financial/Property Exploitation	35 Neglect
FY2019	128 Financial/Property	78 Emotional/Psychological Abuse	72 Physical Abuse
FY2018	91 Financial/Property	53 Neglect	49 Emotional/Psychological

In some cases, investigated by BAPS staff, not all suspected abuse and neglect cases were intentional and may be the result of caregiver stress burnout and or a lack of skills necessary to cope with caring for their aging elderly parents or family member who is an adult with a disability. Through BAPS staff intervention, caregivers are provided with information on caregiving and appropriate referrals to other relevant support systems, thus, the needs of the clients are met thus, alleviating the abusive situation.

However, in high-risk cases involving an elderly or adult with a disability who had suffered serious abuse are forwarded to the Attorney General’s Office for their review and disposition.

An important component of the BAPS is the Guma Serenidad with a Crisis Intervention Hotline Program which provides protective services shelter 24 hours a day, seven days a week, ensuring that elderly and adults with disabilities have services accessible to them. The Guma Serenidad emergency protective shelter affords a safe haven for clients who are in imminent danger and where they receive or access optional services that address social, behavioral health, and physical needs. Without the protective shelter in place, clients of BAPS would most likely to experience, homelessness<sup>8</sup>, remain in the abusive environment or be placed into a homeless shelter until alternate stable living arrangements are made. This Protective Services Shelter is 100% locally funded.

**K. GETTING STARTED AND IDENTIFYING GOALS**

The grant from the U.S. Department of Health and Human Services (DHHS), U.S. Administration for Community Living (ACL) will assist in the development and enhancement of the Adult Protective Service (APS) State Operational Plan.

---

<sup>8</sup> Homelessness is lacking stable and appropriate housing. People can be categorized as homeless if they are living on the streets, moving between temporary shelters, including houses of friends, family and emergency accommodations; living in private boarding houses without a private bathroom or security of tenure. Wikipedia

The Division of Senior Citizens (DSC) recognizes the need for a plan that is responsive to the current environment, resources, and issues presented in the number of growing cases of abuse, neglect and financial exploitation cases.

The plan incorporates input from the Strengths, Weaknesses, Opportunities, and Threats (SWOT) - Adult Protective Service Survey Request form that was sent to staff, program providers, internal and external aging network partners.

The initial internal planning from the SWOT from the APS TARC and Guam’s assigned subject matter experts (SMEs) provided the BAPS with the foundation to identify and focus program resources to optimize and enhance services within the 3–5-year operational plan.

In November 2021, the BAPS developed its first comprehensive APS State Operational Plan.

The planning process included:

- 1) Developing a communication plan with the U.S. Administration for Community Living (ACL) contracted subject matter experts on developing a draft APS State Operational Plan;
- 2) Collecting, reviewing, and analyzing input from aging network partners through a SWOT - Adult Protective Services Survey Request; and
- 3) Incorporating feedback from DPHSS management and staff, aging network partners, and stakeholders into the plan.

#### **IV. Targeted Goals for Program Improvement**

There are challenges we face of which funding is a major issue to be able to expand services in order to meet the increasing and changing demands expected of the APS services provided. While most, including the government, are compassionate towards the APS program, it is not exempted from budgetary constraints and setbacks. Therefore, the goals of the Plan reflect this reality.

The following goals to be obtained to move the APS program to meet its vision to empower people of healthy mind and body living in a safe environment throughout their lifetime.

### **TARGETED GOALS**

- Goal 1:** To provide protective services that include Intake, Investigation, Aftercare, Emergency Protective Shelter Services for victims of abuse who are in imminent danger, and a 24-7 Crisis Intervention Hotline.
- Goal 2:** To represent and safeguard the interest and integrity of seniors and adults with disabilities who are victims of abuse.

**Goal 3:** To coordinate and collaborate with government agencies, community organizations, and families for the provision of care of seniors and adults with disabilities when addressing protective service issues.

**Goal 4:** To conduct investigations at a 100% performance level of appropriate APS referrals received.

**V. LOGIC MODEL FRAMEWORK FOR TARGETED PROGRAM IMPROVEMENTS**

<b>ARPA 1 PROJECTS</b>					
<b>Purpose/Needs to be filled by ARPA Funds</b>	<b>Inputs (Resources Deployed)</b>	<b>Activities</b>	<b>Outputs from Investment</b>	<b>Short-Term Outcomes</b>	<b>Long-Term Outcomes</b>
Need for personnel.	<p><b>\$72,717.69</b> (One (1) Fiscal Year of Funding)</p> <p>Salaries - \$40,762 Over-Time - \$2,500 Benefits - \$17,409 Other Administrative - May be reprogramed - \$12,046.69</p>	<p><b>ARPA 1 Project 1</b> Coordinate with DPHSS Human Resources to hire Social Worker APS FTE position and staff extended hours Additional benefits, as applicable</p>	<p>New person hired and overtime hours available by March 31, 2022.</p>	<p>Temporary staff Social Worker II employee in place Crisis response in place Allocating resources more efficiently (SW II to perform intake SW III two perform field work).</p>	<p>Improve existing APS processes to provide more timely service to clients and victims.</p>
Need market research to identify issues around Credentialing, Public Outreach, Short Term Shelter and Technology Infrastructure issues.	<p><b>\$8,742.31</b> Market Research</p>	<p><b>ARPA 1 Project 2</b> <b>Research Project</b></p>	<p>Inputs to ARPA 2 Training and Community Outreach Projects by year end 2022.</p>	<p>Inputs needed for ARPA 2 Training and Community Outreach projects are in place.  APS program has better understanding of Short-Term Shelter and Software issues.</p>	<p>Clients / Victims better served by FEMA Trained case workers and by greater public awareness of Abuse, Neglect and Exploitation issues and APS services.</p>



## ARPA 1 PROJECTS

Purpose/Needs to be filled by ARPA Funds	Inputs (Resources Deployed)	Activities	Outputs from Investment	Short-Term Outcomes	Long-Term Outcomes
Need to replace consumable supply and materials.	<p><b>\$1,600.00 Total</b></p> <p>\$100 in Vouchers for items such as emergency food and Nourishment.</p> <p>\$600 in vouchers for PPE for Staff and general office supplies and fuel for vehicle.</p>	<p><b>ARPA 1 Project 3</b></p> <p>Prepare Requisition for emergency nourishment and PPE and office supplies.</p>	Support provided emergency nourishment that the government had not provided in the past.	<p>Consumable for emergency nutrition assistance.</p> <p>And PPE needs of staff and client in place as needed basis. Acquire personal protection equipment and supplies for program use, as appropriate, once in-person investigations resume.</p>	<p>Provide good and services to APS clients such as nourishment, refreshment, and other supports.</p> <p>Support a healthy workforce to continue to assist APS workload and respond to crisis emergency situations. No COVID infections from field or in-person contact.</p>
Need to replace outdated equipment.	<b>\$3,000.00</b>	<p><b>ARPA 1 Project 4</b></p> <p>Procure Computer workstation</p>	Have a workstation in place in 2022	Procure computer workstation to support APS Social Worker	APS Social Worker is better equipped to manage workload through an efficient, automated and accountable system

**ARPA 2 PROJECTS**

Purpose/Needs to be filled by ARPA Funds	Inputs (Resources Deployed)	Activities	Outputs from Investment	Short-Term Outcomes	Long-Term Outcomes
Support APS Workforce Personnel.	<p><b>\$145,499.40*</b></p> <p>Salaries - \$40,762 x 2 years = \$81,524.00</p> <p>Over-Time - \$6,410 x 2 years = \$12,820</p> <p>Benefits - \$17,409 x 2 years = \$34,818.00</p> <p>Other Administrative - May be reprogramed - \$16,337.40 for grant administration.</p> <p>*Provide up to two (2) Fiscal Years of Funding.</p>	<p><b>ARPA 2 Project 1</b></p> <p>Coordinate with DPHSS Human Resources to hire or retain Social Worker FTE position and extend hours. Fund Overtime after hours APS response.</p>	<p>New person hired or Staff term extended until funds fully exhausted or until grant expiration of September 30, 2024.</p>	<p>Continue with minimal or no disruption in personnel matters Crisis response in place Allocating resources more efficiently APS (Social Worker 2 to perform intake APS Social Worker 3 two perform field work).</p>	<p>Improve existing APS processes to provide more timely service to clients and victims.</p>
Need additional APS related training.	<p><b>\$12,000.00</b></p> <p>Staff Development Training Est. \$6,000.00 cost per year Approximate \$1,500 each x 4 staff = \$6,000</p> <p>Staff development capacity training (Either conducted via remote and or in-person).</p>	<p><b>ARPA 2 Project 2</b></p> <p>Contractual Services costs for current and new APS employees on conducting investigations, interviews, and documentation during COVID-19, including certifying and providing continuing education.</p>	<p>Have remote or in-person Training taken by September 30, 2023.</p>	<p>Increase staff competency level.</p>	<p>Highly trained staff to manage APS workload more effectively for better client focused outcomes.</p>

Purpose/Needs to be filled by ARPA Funds	Inputs (Resources Deployed)	Activities	Outputs from Investment	Short-Term Outcomes	Long-Term Outcomes
<p>Inform public about APS program and capabilities.</p> <p>Increase collaboration with partners on Financial Exploitation.</p>	<p><b>\$17,300.00</b></p> <p>Community Outreach Engagement Efforts</p> <p>Mass Media Campaign Radio Advertising</p> <p>3 - 30 second radio shots at \$3,000 x 2 each x 2 Fiscal Years = \$12,000.00</p> <p>Printing of brochures \$4,000.00</p> <p>Video Conferencing Capability or equivalent media platform \$300.00</p>	<p><b>ARPA 2 Project 3</b></p> <p>Contractual Services Conduct Community Outreach campaign.</p>	<p>Create a Mass media campaign on elder abuse, neglect and or financial exploitation awareness on emerging APS trends through radio campaign efforts, network with internal and external stakeholders and information sharing.</p>	<p>Promote APS to increase public awareness, advocacy and support.</p>	<p>Mass Media Campaign on Trending APS cases reporting for vulnerable underserved aging population</p> <p>Refer cases to the Office of the Attorney General on growing level of complex financial fraud and exploitation cases creating avenue to work with experts and other agencies who have training beyond that of APS staff.</p>
<p>Need to replace outdated equipment.</p>	<p><b>\$5,140.60</b></p> <p>Replacement of Furniture (desks and or chairs) deemed to have exceed its useful life.</p> <p>Cabinets with key and lock for storage of client files inactive and active files to keep within retention period.</p>	<p><b>ARPA 2 Project 4</b></p> <p>Prepare Requisition and purchase needed office furniture and lockable cabinet(s).</p>	<p>Procure on as needed basis to replace outdated equipment.</p> <p>Annual inspection to be conducted on equipment to determine condition.</p>	<p>Functional equipment and or furniture for staff support.</p>	<p>Improve existing APS infrastructure with additional funding source.</p> <p>Enhance APS workers office environment.</p> <p>Confidential Client / Victim data is secured.</p>

**BUDGET / SPENDING PLAN FOR ARPA FUNDS SEMI-ANNUALLY  
FOR 3 TO 5 YEARS**

**ARPA 1 – FIRST GRANT ALLOCATION – AUGUST 2021 – SEPTEMBER 2023**

	Description	2022 Period 1	2022 Period 2	2023 Period 1	2023 Period 2	Total
<b>Project 1</b>	Personnel Expenses	\$ 32,377.61	\$ 34,316.67	\$ 2,042.18	\$ 3,981.23	\$ 72,717.69
<b>Project 2</b>	Contractual Services	\$ -	\$ 4,371.15	\$ 4,371.16	\$ -	\$ 8,742.31
<b>Project 3</b>	Supplies and Materials	\$ 400.00	\$ 400.00	\$ 400.00	\$ 400.00	\$ 1,600.00
<b>Project 4</b>	Equipment	\$ -	\$ 3,000.00	\$ -	\$ -	\$ 3,000.00
<b>Total</b>		<b>\$ 32,777.61</b>	<b>\$ 42,087.82</b>	<b>\$ 6,813.34</b>	<b>\$ 4,381.23</b>	<b>\$ 86,060.00</b>

**ARPA 2 – SECOND GRANT ALLOCATION – AUGUST 2022 – SEPTEMBER 2024**

	Description	2023 Period 1	2023 Period 2	2024 Period 1	2024 Period 2	Total
<b>Project 1</b>	Personnel Expenses	\$ 36,374.85	\$ 36,374.85	\$ 36,374.85	\$ 36,374.85	\$ 145,499.40
<b>Project 2</b>	Contractual Services	\$ 6,000.00	\$ -	\$ 6,000.00	\$ -	\$ 12,000.00
<b>Project 3</b>	Supplies and Materials	\$ 4,325.00	\$ 4,325.00	\$ 4,325.00	\$ 4,325.00	\$ 17,300.00
<b>Project 4</b>	Equipment	\$ 5,140.60	\$ -	\$ -	\$ -	\$ 5,140.60
<b>Total</b>		<b>\$ 51,840.45</b>	<b>\$ 40,699.85</b>	<b>\$ 46,699.85</b>	<b>\$ 40,699.85</b>	<b>\$ 179,940.00</b>

**SUMMARY OF ARPA 1 + ARPA 2 EXPENSE – SPEND PLAN ALLOCATIONS**

	2022 Period 1	2022 Period 2	2023 Period 1	2023 Period 2	2024 Period 1	2024 Period 2	Total
<b>Summary</b>	<b>\$ 32,777.61</b>	<b>\$ 42,087.82</b>	<b>\$ 58,653.79</b>	<b>\$ 45,081.08</b>	<b>\$ 46,699.85</b>	<b>\$ 40,699.85</b>	<b>\$ 266,000.00</b>