GOVERNMENT OF GUAM
DEPARTMENT OF PUBLIC HEALTH AND SOCIAL SERVICES
DIPATTAMENTON SALUT PUPBLEKO YAN SETBISION SUSIAT

EDDIE BAZA CALVO
GOVERNOR

RAY TENORIO
LIEUTENANT GOVERNOR

JAMES W. GILLAN
ACTING DIRECTOR

DEC 27 2018

Honorable Therese M. Terlaje
Acting Speaker
I Mina'trentai Kuattro Na Liheslaturan Guåhan
Guam Congress Building
163 Chalan Santo Papa
Hagåtña, Guam 96910

Dear Speaker Terlaje:

In accordance with Public Law 31-278, enclosed is the Bureau of Adult Protective Services Annual Legislative Report for Fiscal Year 2018.

Should you have any questions, you may contact Mr. Arthur U. San Agustin, MHR, Senior Citizens Administrator for the Division of Senior Citizens at 735-7421.

JAMES W. GILLAN

Vice Speaker Therese M. Terlaje
34GL-18-2695
DEC 27 2018
Time: 2:57pm
Received by:

Enclosure

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DEPARTMENT OF PUBLIC HEALTH AND SOCIAL SERVICES
DIVISION OF SENIOR CITIZENS

BUREAU OF ADULT PROTECTIVE SERVICES
ANNUAL LEGISLATIVE REPORT
FISCAL YEAR 2018

PERIOD COVERD: **OCTOBER 1, 2017 THROUGH SEPTEMBER 30, 2018**

PREPARED BY: **JOCELYNN DR CRUZ**
SOCIAL SERVICE SUPERVISOR I

Doc. No. 34GL-18-2695.

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Enclosure

I. Description of the Activities of the Bureau and All Designated Agencies During the Preceding Year

The Bureau of Adult Protective Services (BAPS) is responsible for receiving and investigating all suspected reports of elderly or adults with a disability abuse or neglect. *Elderly* refers to a person age sixty (60) years or older. *Adult with a disability* is any 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. Major Life Activities include, 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.

The mission of the BAPS is to provide protective services to the elderly and adults with a disability in a manner least restrictive with respect to their dignity and in consideration of the values and practices of their culture.

On December 28, 2012, Public Law (P.L.) 31-278 updated Guam's Adult Protective Services (APS) mandates (P.L. 19-54 and P.L. 21-33). The updates of P.L. 31-278 refined the definitions for the types of abuse reported to APS; expanded the list of Mandated Reporters to include Emergency Medical Service (EMS) 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; defines the organizational and personnel structure of the Bureau of Adult Protective Services (BAPS); and in Sub-Section 2954, a new provision was added that created the BAPS Fund which provides for all fines collected from any person required by Subsections (a) and (b) of §2952 to report a case of suspected elderly or adult with a disability abuse and fails to make a report to APS, to be deposited into the Fund and shall be expended exclusively for purposes used to support the operations of the BAPS.

The primary function of the BAPS social workers is case investigation. Upon receiving a referral of alleged abuse or neglect, the social worker(s) meets with the client to assess the situation and proceeds with investigating the allegation(s) of abuse or neglect and develops a case plan which addresses the client's needs in order to intervene if not resolve the abusive situation. Intervention strategies used by the social workers include: crisis intervention, education, protective shelter, multi-disciplinary team meetings, individual and family sessions, and networking and collaborating with other government and private agencies to provide formal support services. Another key function is outreach and prevention efforts. Outreach presentations are provided to educate and inform government, private and non-profit entities, and the general public of the services available through the BAPS for the prevention of elderly and adults with a disability abuse and neglect.



Further, BAPS administers the Guma Serenidad Program, formerly known as the Emergency Receiving Home, through a contract agreement with Catholic Social Service (CSS) for the Comprehensive Management, Operations, and Maintenance of Protective Services and 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 contract between the Department of Public Health and Social Services, Division of Senior Citizens (DPHSS, DSC) and CSS became effective January 1, 2016, upon award of Invitation for Bid No. GSA-003-16 to CSS for a period of 60 months or five (5) years; on a year to year basis. In FY 2018, the service period of October 1, 2017 through September 30, 2018 covers months 22 through 33 of the 60-month agreement between DPHSS and CSS.

The Crisis Intervention Hotline (CIH) receives, responds, and manages reports of suspected elderly or adults with 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 forwarded to the BAPS for investigation, and referrals received after 4:30 p.m., Mondays through Friday and on recognized Government of Guam holidays and weekends are managed by Guma Serenidad staff.

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 St. Dominic's Senior Care Home, Guam Memorial Hospital Authority Skilled Nursing Unit (GMHA/SNU) and the three Adult Day Care Centers. 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 while ensuring the rights of residents are safeguarded.

FY 2018 opened with the BAPS staffed with three Social Worker III and a Social Service Supervisor I. However, the retirement of Social Worker Evelyn O. Cruz, who was also the Ombudsman, on December 1, 2018, left the Bureau with a staff of three (3) to carry out its duties and mandated responsibilities for most of FY 2018. Recruitment efforts to fill the SW position vacated by Ms. Cruz were hampered by fiscal challenges; a pay-out to Ms. Cruz for her sick leave created a fiscal challenge for the recruitment packet to move forward until additional funding became available. A second attempt to move recruitment forward was halted by freeze on all recruitment due to the Government's fiscal crisis at the time. Thus, recruitment for the position was not able to move forward until clarification was obtained from DOA to re-submit a recruitment packet when the freeze was lifted. On September 17, 2018, the position was filled by Ms. Rosemarie Hermoso, a Limited Term Social Worker III, as the eligibility list for the SW III position expired and DOA announced the position to establish a new eligibility list for the SW III position. As of this writing, recruitment efforts to fill this position in FY 2019 is on-going.

OUTREACH AND ADVOCACY:

BAPS actively participated in several outreach activities in FY 2018 which include:

1. *Family & Domestic Violence Awareness Outreach* on October 7, 2017, an event coordinated by the Guam Coalition Against Sexual Assault and Family Violence (GCASAFV) and held annually to raise community awareness on Family and Domestic Violence;

2. *March/Wave Against Family & Domestic Violence* on October 25, 2017, an *event* coordinated by the Guam Coalition Against Sexual Assault and Family Violence (GCASAFV) to raise community awareness on Family Violence;

3. *Human Trafficking & Stalking Awareness Outreach* on January 13, 2018, an event coordinated by the coordinated by the Guam Coalition Against Sexual Assault and Family Violence (GCASAFV), in partnership with the U.S. Attorney's Office to raise awareness and educate the community on Human Trafficking;

4. *Crime Victim's Rights Outreach* on April 8, 2018, in conjunction with the national observance of Crime Victims' Rights Week, an event coordinated by the Office of the Attorney General of Guam to raise awareness to honor and commemorate victims of all crimes;

5. *11th Annual Passport to Services/VA Stand Down Outreach* on May 11, 2018, an event coordinated by the Department of Veteran's Affairs, in collaboration with the Guam Homeless Coalition. The event is held annually to provide the homeless community, including veterans with information on housing, employment, health screening, transportation, and other social services; and

6. *7th Annual Guam Conference on Aging* on May 31, 2018, an event led by the Division of Senior Citizens and held annually as part of the celebration of Senior Citizens Month in the month of May.

Listed in **Table 1. Outreach Activities.** are the outreach events participated by BAPS, which provided the Bureau the opportunity to disseminate information on aging services and educational brochures on APS and the Ombudsman Program to a total of 511 participants.

Table 1. Outreach Activities.

Event Title	Date/Location/Time	Sponsoring Agencies/Organizations	Number of Outreach Participants
Family & Domestic Violence Awareness Month Outreach	October 7, 2017 Agana Shopping Center 10:00 am - 2:00 pm	Guam Coalition Against Sexual Assault & Family Violence	36
Human Trafficking & Stalking Awareness Outreach	January 13, 2017 Agana Shopping Center 10:00 am - 2:00 pm	Guam Coalition Against Sexual Assault & Family Violence, in partnership with U. S. Attorney Office for the Districts of Guam	33

		and the Northern Mariana Islands	
Crime Victims' Rights Outreach	April 8, 2018 Agana Shopping Center 11:00 am - 2:00 pm	Office of the Attorney General of Guam	26
2018 Public Health Awareness Month Health Fair	April 22, 2018 Agana Shopping Center 10:00 am - 2:00 pm	Department of Public Health and Social Services	69
11th Annual Passport to Services/VA Stand Down Outreach	May 11, 2018 Chamorro Village, Festival Huts 9:00 am - 2:00 pm	Department of Veterans Affairs, in collaboration with Guam Homeless Coalition	55
Guam Conference on Aging	May 31, 2018 Pacific Star Hotel 8:00 am - 2:30 pm	Division of Senior Citizens, Department of Public Health and Social Services	292
		Total Participants for all Outreach Events	**511**

BAPS also conducted 69 awareness presentations to agencies and individuals who deliver services to seniors and adults with a disability in the community, to include home-based and facility-based settings such as the 12 Senior Citizen Centers, GMHA/SNU, Guma Asusena Group Home, St. Dominic's Senior Care Home, the three Adult Day Care Centers, volunteers for the 2018 Point-In-Time Homeless Count, Victim Advocates Reaching Out (VARO), Safe Housing Task Force, Guam Fire Department Recruits, and to advocates attending the 2018 kNOw MORE: Speak Up Against Sexual Assault & Domestic Violence Conference coordinated by the Guam Coalition Against Sexual Assault and Family Violence (GCASAFV).

Additionally, the Ombudsman made monthly visits to St. Dominic's Senior Care Home, GMHA/SNU, and the three Adult Day Care Centers and quarterly visits to the Guma Asusena Group Home for a total of 47 Ombudsman visits conducted. A total of 47 awareness presentations were conducted at the aforementioned sites for residents, clients, family members, caregivers and staff. In FY 2018, a total of six (6) Ombudsman cases were received and resolved.

BUILDING STAFF CAPACITY:

In a continual effort to build the Bureau's capacity and professional development of its employees, the BAPS attended the following trainings in FY 2018:

1. January 26, 2018 & February 2, 2018: BAPS staff William Reyes, Nilda Orencia and Jocelynn Cruz completed the mandatory *Health Insurance Portability and Accountability Act (HIPPA) Training* conducted by Suzanne Kaneshiro, DDS, MBA.

2. January 30, 2018: BAPS staff participated in the *National Adult Maltreatment Reporting System (NAMRS) "Open Mic" Webinar* in preparation for state reporting of FY 2017 APS

data on the NAMRS.

3. June 5, 2018: BAPS Supervisor Jocelynn Cruz attended the Judiciary of Guam training event on *"How Being Trauma-Informed Improves Criminal Justice System Responses"*.

4. June 6, 2018: BAPS Supervisor Jocelynn Cruz along with Senior Citizens' Administrator Arthur San Agustin attended the *Pacific Judicial Council 2018 Enhancing Judicial Skills in Elder Abuse Cases Workshop* at the Hilton Guam Resort.

5. June 26 - 28, 2018: Social Worker William Reyes along with Senior Citizens' Administrator Arthur San Agustin attended the Office on Violence Against Women - *Enhanced Services to End Abuse in Later Life, Victim Services Training* of Trainers in Denver, Colorado.

6. September 20 - 21, 2018: Social Worker William Reyes and Nilda Orencia attended the *Victim Advocacy Training* presented by the Office of Attorney General of Guam Office and co-sponsored by the Institute on Violence, Abuse and Trauma.

HIGHLIGHT OF FY 2018:

DEPARTMENT OF JUSTICE (DOJ), OFFICE ON VIOLENCE AGAINST WOMEN (OVW), ENHANCED TRAINING AND SERVICES TO END ABUSE IN LATER LIFE (ALL) GRANT PROGRAM.

In February 2016, the Division of Senior Citizens, DPHSS along with other key partner agencies of the Guam Coalition Against Sexual Assault and Family Violence (GCASAFV) submitted a grant to the U.S. Department of Justice (DOJ), Office of Violence Against Women (OVW) to administer the *"Enhanced Training and Services to End Abuse In Later Life Program"*. The team was comprised of representatives from the DPHSS/DSC/BAPS; Guam Police Department; Office of the Attorney General, Prosecution Division; Guam Coalition Against Sexual Assault and Family Violence (GCASAFV); Catholic Social Service, Alee Shelter; Judiciary of Guam; and the Governor's Community Outreach-Federal Programs Office, key partners for this grant. In submitting the grant application, the team developed a local program name, the TASI Project, which stands for *Training & Advocacy Services Initiative.* On September 15, 2016, the U. S. Department of Justice, Office of Violence Against Women (OVW), issued a notice of grant award in the amount of $375,000.00 to the DPHSS/DSC for the administration of the OVW Abuse in Later Life (ALL) grant for a period of 36 months.

The goal of the TASI Project is to enhance collaboration to better coordinate community responses and to address the training and service needs of individuals 50 years and older who are victims of abuse in later life. On June 19, 2017, the DPHSS entered into a Memorandum of Understanding with the GCASAFV, for the purpose of carrying out the goals and objectives of the TASI Project. As the DPHSS' contractor in the administration of this grant, GCASAFV will work closely with the DSC, DPHSS on the overall implementation of the grant and will collaborate with other TASI Project partners to provide training opportunities to assist law enforcement, prosecutors, government agencies, and population specific organizations, victim

service providers and advocates, in recognizing and addressing instances of elder abuse; provide or enhance services for victims of abuse in later life, including domestic violence, dating violence, sexual assault, stalking, exploitation, and neglect; create or support multidisciplinary collaborative community responses to victims of abuse in later life; conduct cross-training for law enforcement agencies, prosecutors, agencies or units of local government, attorneys, health care providers, population specific organizations, faith-based advocates, victim service providers, and courts to better serve victims of abuse in late life, individuals 50 years and older.

TASI PROJECT ACTIVITIES IN FY 2018:

- On October 25 - 26, 2017, *the kNOw MORE Training on Abuse Across the Lifespan Series I: Abuse in Later Life* was held at the Pacific Star Chamorro Ballroom. Featured speakers included Ms. Bonnie Brandl and Ms. Taunuu Ve'e from the National Clearinghouse for Abuse in Later Life (NCALL) and, Sgt. Eugene Charfauros, Detectives Mary Jane Raval and Joel Terlaje from the Guam Police Department - Domestic Assault Response Team (DART). On the first day of training, a Panel of Service Providers which included Mr. Richard Solang, from the Mayor's Council of Guam; Mr. Jeffrey Warfield, Department of Integrated Services for Individuals with Disabilities; Ms. Leticia Piper, Guam Legal Services Corporation - Disability Law Center; Mr. Jacob Perez, Guam Public Defender's Service Corporation; Detective Joseph Aguon, GPD-DART; Ms. Jocelynn Cruz, Bureau of Adult Protective Services, DSC/DPHSS; and the Honorable Judge Arthur Barcinas, Superior Court of Guam, provided attendees with an overview of the services available to elders and older adults through their respective agencies or organizations.

  On the second day of training, the TASI Project Kick-Off Event was held, which included Honorable Justice Phillip Carbullido providing opening remarks, followed by Vice Speaker Therese Terlaje and Senator Regine Biscoe Lee presenting a Legislative Resolution commending the work of the TASI Project Key Partners in their efforts to raise awareness about abuse in later life. During the afternoon, Ms. Brandl and Ms. Ve'e provided an overview of the OVW grant and engaged the group in a discussion on building successful Coordinated Community Responses (CCR) in our community, through sharing strategies and approaches toward creating networks to support victims of abuse who are 50 years and older.

  Prior to the two days of training, Ms. Brandl and Ms. Ve'e visited a few of our *Victim Service Providers*, specifically Healing Hearts Crisis Center, Alee Women's Shelter, and Guma Serenidad. They expressed their gratefulness for the opportunity to visit these sites and commended the work of the service providers helping victims of elder abuse, and family and domestic violence.

- *New Grantee Orientation (NGO):* Members of the TASI Project attended the New Grantee Orientation from January 9 - 11, 2018 in Washington, DC. The team consisted of Assistant Attorney General Terry Van Eaton from the Office of the Attorney General Prosecution Unit, TASI Project Director Mr. Arthur U. San Agustin, Senior Citizens Administrator for the Division of Senior Citizens, DPHSS, and Ms. Francesca Gatuz, GCASAFV Project Director.

The 3-day orientation provided new grantees and project coordinators with an overview of the OVW ALL Program, the Needs Assessment Process, and on-line resources and topics relevant to the day-to-day management of the grant project.

NATIONAL ADULT MALTREATMENT REPORTING SYSTEM (NAMRS)

In February 2018, BAPS submitted FY 2017 Agency Component and Key Indicators data to the National Adult Maltreatment Reporting System (NAMRS), a national reporting system for Adult Protective Services programs. 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.

II. STATISTICAL INFORMATION ON THE NUMBER AND TYPES OF REPORTS RECEIVED DURING THE YEAR FOR BAPS

BUREAU OF ADULT PROTECTIVE SERVICES (BAPS): In FY 2018, the BAPS responded to 240 Unduplicated Referrals/Intakes, averaging 20 cases per month. All 240 Referrals/Intakes received were determined to be appropriate for investigation by BAPS. The client profile of the 240 appropriate Referrals/Intakes investigated by the BAPS is illustrated in **Table 2. Client Profile.**

Table 2. Client Profile.

Client Ethnicity	Elderly		Adult With a Disability		Elderly With a Disability (Dual)		YTD by Ethnic Group
	Male	Female	Male	Female	Male	Female	
Black	-	1	-	2	-	-	3
Chamorro	29	39	16	23	31	28	166
Chuukese	-	1	1	1	-	2	5
Filipino	5	7	-	5	3	10	30
Hawaiian	-	-	-	1	-	-	1
Japanese		1				1	2
Palauan	-	-	-	-	2	-	2
Papua New Guinea (Papuan)	1	-	-	-	-	-	1
Pohnpeian	1	-	-	-	-	-	1
Vietnamese	-	1	-	-	-	-	1
White	6	4	2	1	11	1	25
Yapese	2	-	-	-	1	-	3
YTD by Gender	44	54	19	33	48	42	**240**

- Of the 240 appropriate Referrals/Intakes received:
  - 188 or 78% were Elderly [comprised of Elderly and Elderly with a Disability (Dual)];
    - Of the 189 Elderly Referrals/Intakes investigated,
      - 98 or 52% were Elderly
      - 90 or 48% were Elderly with a Disability (Dual)
  - 52 or 22% were for Adults with Disabilities.

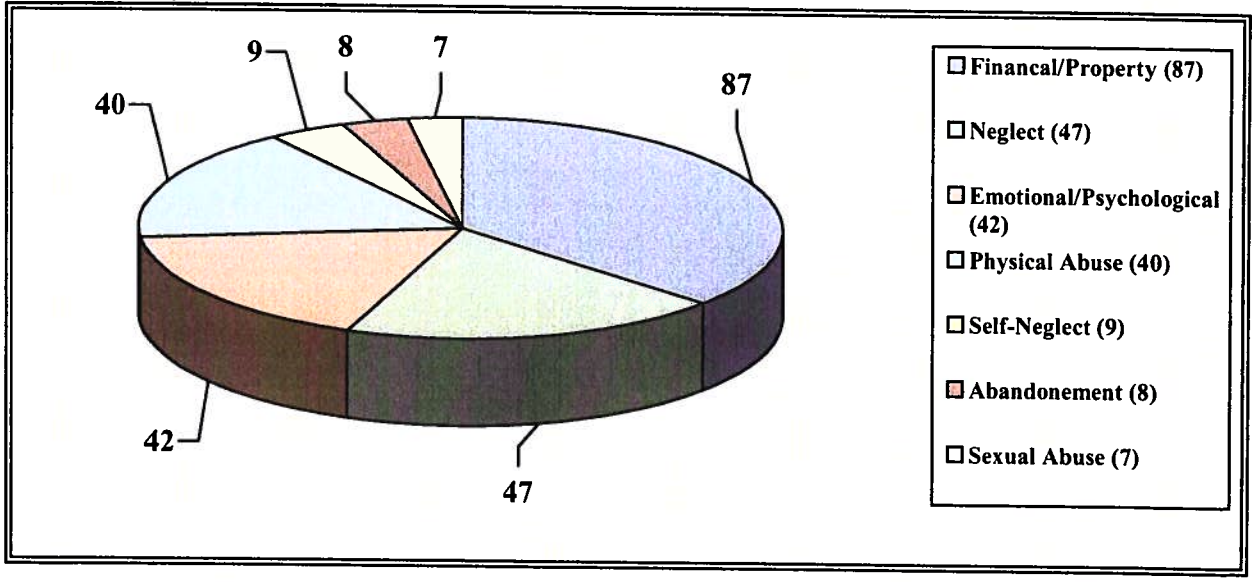
- Of the 240 appropriate Referrals/Intakes received:
  - 129 or 54% were females; and
  - 111 or 46% were males.

- Of the 240 appropriate Referrals/Intakes received, the three highest ethnic groups are :
  - Chamorro at 166 or 69%,
  - Filipino at 30 or 13%, and
  - White at 25 or 10%.

- The remaining 19 or 8% were comprised of nine (9) ethnic groups: 5 Chuukese, 3 Black, 3 Yapese, 2 Japanese, 2 Palauan, 1 Hawaiian, 1 Papuan, 1 Pohnpeian, and 1 Vietnamese.

A review of the 240 appropriate Referrals/Intakes received revealed the BAPS staff responded to a range of abuses against the elderly and adults with a disability. The 240 appropriate Referrals/Intakes as categorized by type are illustrated in **Figure 1. Types of Abuse**.

Figure 1. Types of Abuse.



- Of the 240 appropriate Referrals/Intakes received:
  - 87 or 36% were for Financial/Property Exploitation
  - 47 or 20% were for Neglect
  - 42 or 17.5% were for Emotional/Psychological Abuse

- ❖ 40 or 16.7% were for Physical Abuse
- ❖ 9 or 3.8% were for Self-Neglect
- ❖ 8 or 3% were for Sexual Abuse
- ❖ 7 or 3% were for Abandonment

Of the 240 case investigations conducted by BAPS, 3 or 1.25% of the Referrals/Intakes received were substantiated and 237 or 98.75% were determined inconclusive/unsubstantiated.

The compilation of BAPS Units of Service resulted in a total of 4,919 Units of Services performed by the BAPS this FY 2018. As illustrated below in **Table 3. BAPS Units of Service.** BAPS provided: 240 Unduplicated Referrals/Intakes Received, 1,293 Phone Calls, 53 Office Visits, 339 Home Visits, 2,465 Information and Assistance, 454 Collateral Contacts, 6 Outreach Activities and 69 Presentations.

Table 3. BAPS Units of Service.

Fiscal Year 2018	**YTD Total**
Unduplicated Referrals/Intakes Received	240
Phone Calls	1,293
Office Visits	53
Home Visits	339
Information and Assistance	2,465
Collateral Contacts	454
Outreach Activities	6
Presentations	69
Total Units of Services Performed	**4,919**

GUMA SERENIDAD PROGRAM: In FY 2018, the contracted Guma Serenidad program staff responded to 19 Unduplicated Referrals/Intakes, averaging 1.6% cases per month. All 19 Referrals/Intakes received were appropriate Referrals/Intakes for investigation. **Table 4. Client Profile.** illustrates the client profile of the 19 appropriate Referrals/Intakes investigated by Guma Serenidad:

Table 4. Client Profile.

Client Ethnicity	**Elderly**		**Adult With a Disability**		**Elderly With a Disability (Dual)**		**YTD by Ethnic Group**
	Male	Female	Male	Female	Male	Female	
Chamorro	1	2	3	3	1	5	15
Filipino		1			1	2	4
YTD by Gender	1	3	3	3	2	7	**19**

- ➢ Of the 19 appropriate Referrals/Intakes received:
  - ❖ 13 or 68% were Elderly [comprised of Elderly and Elderly with a Disability (Dual)];

- Of the 13 Elderly Referrals/Intakes investigated:
  - 4 or 31% were Elderly
  - 9 or 69% were Elderly with a Disability (Dual)

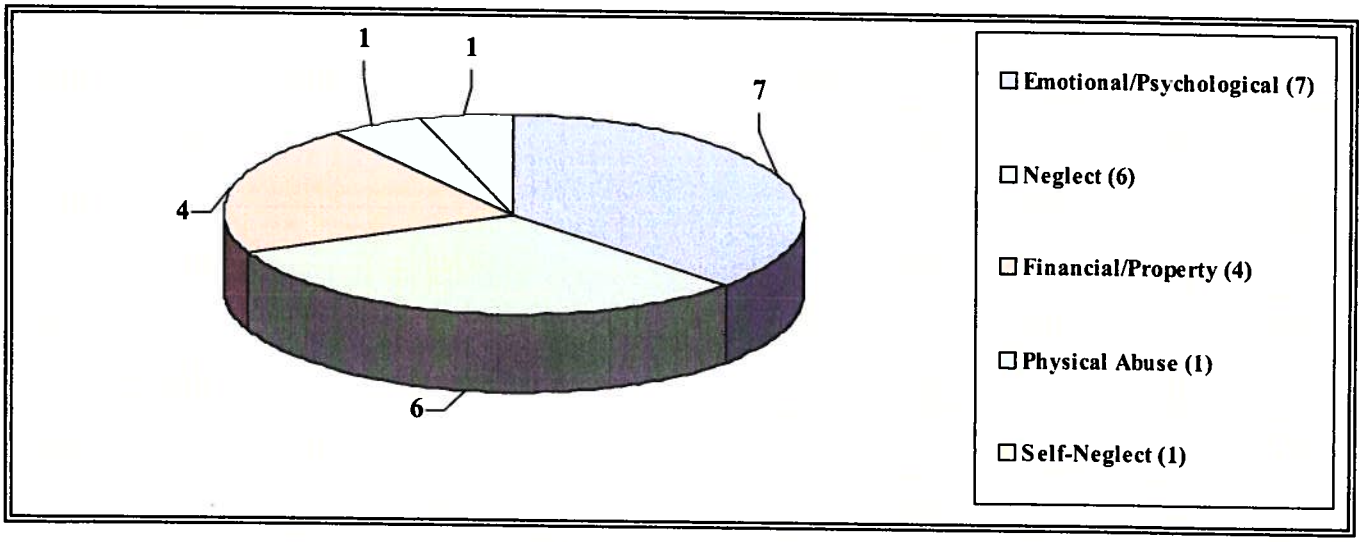
❖ 6 or 32% were for Adults with Disabilities.

➢ Of the 19 appropriate referrals/intakes received:
- ❖ 13 or 68% of the appropriate referrals/intakes were females.
- ❖ 6 or 32% were males.

➢ Of the 19 appropriate Referrals/Intakes received:
- ❖ 15 or 79% were Chamorro, and
- ❖ 4 or 21% were Filipino.

The 19 appropriate referrals/intakes as categorized by type are illustrated in **Figure 2. Types of Abuse**.

Figure 2. Types of Abuse.



➢ Of the 19 appropriate Referrals/Intakes received:
- ❖ 7 or 37% were for Emotional/Psychological Abuse
- ❖ 6 or 32% were for Neglect
- ❖ 4 or 21% were for Financial/Property Exploitation
- ❖ 1 or 5% was for Physical Abuse
- ❖ 1 or 5% was for Self-Neglect

As a result of case investigations, one or approximately 5% of the appropriate Referrals/Intakes received and investigated by the Guma Serindad Social Worker were substantiated and 18 or 95% were determined inconclusive/unsubstantiated.

There were three unduplicated clients who required protective shelter in Guma Serenidad during FY 2018. The profile of the clients admitted is illustrated in **Table 5. Clients Admitted into**

Guma Serenidad in FY 2018.

Table 5. Clients Admitted into the Guma Serenidad in FY 2018.

Client Ethnicity	Elderly		Adult With a Disability		Elderly With a Disability (Dual)		YTD by Ethnic Group
	Male	Female	Male	Female	Male	Female	
Chamorro	-	-	-	-	-	3	3
YTD by Gender	-	-	-	-	-	-	**3**

- All three clients admitted into Guma Serenidad were females, Elderly with a Disability (Dual), and of Chamorro ethnicity.

In FY 2018, the staff of the Guma Serenidad conducted a total of 1,149 Units of Services as follows: 3 Admissions, 19 Unduplicated Referrals/Intakes Received, 307 Information and Assistance, 247 Hours of Case Management, 352 Hours of Personal Care, 211 Meals Served, and 10 Outreach Contacts as illustrated in **Table 6. Guma Serenidad Units of Service.**

Table 6. Guma Serenidad Units of Service.

Fiscal Year 2018	YTD Total
Admissions at Guma Serenidad	3
Unduplicated Referrals/Intakes Received	19
Information and Assistance	307
Case Management	247
Personal Care Provided	352
Meals Provided	211
Outreach (Contacts)	10
Total Units of Services Performed	**1,149**

Five -Year Review of Three Highest Types of Abuse Referred: A review of statistical data of the three highest Types of Abuse received and investigated by the BAPS and Guma Serenidad within the past five fiscal years to include FY 2018 is illustrated in **Table 7. Three Highest Types of Abuse Referred.**

Table 7. Three Highest Types of Abuse Referred.

Fiscal Year	1st Highest Type	2nd Highest Type	3rd Highest Type
FY 2018	91 Financial/Property	53 Neglect	49 Emotional/Psychological
FY 2017	86 Financial/Property	73 Emotional/Psychological	60 Neglect
FY 2016	66 Neglect	59 Financial/Property	45 Emotional/Psychological
FY 2015	62 Financial/ Property	58 Emotional/Psychological	54 Neglect
FY 2014	87 Emotional/Psychological	71 Financial/Property	59 Neglect

- Financial/Property Exploitation ranked the highest in all types of abuse received in FY 2018 with 91 referrals, an increase of 5 referrals from FY 2017 which was 86.

- Neglect ranked the second highest in all types of abuse received in FY 2018 with 53 referrals, a decrease of 7 referrals received from FY 2017 which was 60.

- Emotional/Psychological ranked the third highest in all types of abused received in FY 2018 with 49 referrals, a decrease of 24 referrals received in FY 2017 which was 73.

- In reviewing the referrals for FY 2014 through FY 2018, Financial/Property Exploitation has ranked the highest in all types of abuse in three fiscal years, FY 2018, 2017 and FY 2015 with two years ranking as the second highest form of abuse reported, FY 2016 and FY 2014.

- For all the five years in review, Financial/Property Exploitation, Neglect, and Emotional/Psychological abuse remain as ranking within the top three types of abuse reported and investigated by BAPS.

III. Budget Information

Expenditures for FY 2018 totaled $751,431.57. A breakdown of FY 2018 expenditures is provided in **Table 8. Expenditures.**

Table 8. Expenditures.

Item	Expenditures	Percentage
Salaries	$192,111.40	25.6%
Benefits	$50,434.72	6.7%
Contractual Service	$507,927.95	67.6%
Supplies	$957.50	0.1%
Total	$751,431.57	100%

IV. Information on the Quality of Services Provided and the Results of Such Service in Terms of Alleviating Abuse

Currently, the BAPS continues 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. Oftentimes, the BAPS serves as the entry point into Guam's long term services and support system for elderly or adults with disabilities. It is the experience of the BAPS social workers that abuse and neglect are not always intentional, but rather caused by caregiver stress and a lack of knowledge on how to care for their elderly parents or family member who is an adult with a disability(ies). Through BAPS intervention, caregivers are provided with information on caregiving and linkage to relevant support systems. In most

instances, the needs of the BAPS clients are met thus, alleviating the abusive situation. Cases which have been determined by BAPS that the elderly or adult with a disability had suffered serious abuse are forwarded to the Attorney General's Office for their review and disposition, however, none of the cases investigated in FY 2018 merited being forwarded to the Attorney General for further disposition.

The BAPS addresses abuse from a social service as opposed to a law enforcement perspective. As such, this allows clients to make informed decisions as to how they can help themselves alleviate their abusive situation. The clients' basic right to self-determination is promoted while maintaining their integrity and dignity. Without the BAPS, the only recourse for elderly and adults with disabilities would be assistance from the Guam Police Department. Many incidences of abuse would not be addressed as BAPS clients are reluctant to use police enforcement as a means of resolution, especially in cases involving family members or their primary caregiver. Successful intervention is a continual learning experience of family dynamics, linking available community resources and having a neutral party facilitate through the emotionally laden journey; this has proven to be the most effective means for BAPS to serve their clients.

An important component of the BAPS is the Guma Serenidad/Crisis Intervention Hotline program. Through the Crisis Intervention Hotline, protective services are available seven days a week, 24 hours a day, ensuring that elderly and adults with disabilities have access to BAPS services at all times. Availability of the Guma Serenidad has proven essential to the safety of victims of abuse and neglect. The protective shelter affords a safe haven to clients who are in imminent danger. Without the shelter, clients of BAPS would probably remain in the abusive home environment or be placed into a homeless shelter until alternate living arrangements are made.

V. Identification of Problems That May Arise in the Implementation of This Article

1. Public Law 31-278 provides for mandated reporting of suspected elderly or adults with disabilities abuse or neglect for professionals who in the course of their employment come into contact with elderly and persons with disabilities. The law further provides immunity from liability for those individuals who make reports in good faith. However, the law does not provide sanctions for the falsifying of reports. During the course of case investigations, if it is determined by BAPS social workers that case referrals were not made in good faith, absent any provision for penalties for falsifying reports under this provision, there does not appear to be any means to discourage this action on the part of individuals committing such an act.

2. Public Law 31-278 does not address alleged perpetrators who refuse to cooperate in a BAPS investigation. Further, BAPS does not possess the authority to require alleged perpetrators to cooperate with BAPS investigations which is a contributing variable resulting in higher percentage of inconclusive/unsubstantiated case determinations.

3. Although P.L. 31-278 defines the types of abuses in the mandate, the mandate needs to add penalties for substantiated cases of abuse or neglect specific to elders or adults with disabilities, in cases of abandonment, emotional/psychological abuse and neglect. Substantiated cases of physical or sexual abuse are criminal in nature and are forwarded to the Office of the Attorney General for their disposition; to investigate and decide whether to initiate criminal proceedings or not. Cases of substantiated financial or property exploitation can be referred to other legal avenues for possible recourse; however, substantiated cases of abandonment, emotional/psychological abuse and neglect do not fall under any laws and as such, carry no penalties.

4. Expansion of Services. During the investigations, especially of alleged neglect situations, it has been determined that the neglect of BAPS clients is not of willful intent but rather due to lack of services to support family members in their role as caregivers or to assist an adult individual living in the community requiring some level of formal support that cannot be readily provided by family or friends, either due to limited or competing demands the family is managing or the local resource is limited or non-existent.

5. Long Term Care. Long Term Care needs for the elderly and adults with disabilities is a major challenge for BAPS clients and their families; clients who do not have family members to care for them on a long term basis. Additionally, many families require to be gainfully employed to maintain their household while the elderly and adults with disabilities often require supervised care, thus, families are constantly challenged with providing care for them in their homes while maintaining their employment for their own survival. The need for placement options on a long term basis for either alternative residential placement or for therapeutic purposes is a need that goes without question. At times, clients may be rotated among shelter residential type programs with the client(s) being admitted into the existing array of shelter services multiple times which is a band aid approach to the real issue and may bear liability issues in the future. This situation requires a permanent and responsive solution to this growing need (unmet need) in our community, assisted living facilities would be an option to explore.

   Further, additional funding to support existing therapeutic group homes as well as weekend provision of services for Adult Day Care services for seniors could help provide some relief to this growing need. For the latter, it could be for those families who require such services, thus, a thorough screening process would need to be implemented to ensure those approved for services meet the preset criteria and given the reality of limited funding for this service, clients could be afforded services on a rotational basis. Although this is not the preferred manner to provide services, it does provide relief and support to Guam's caregivers while ensuring care recipients are provided quality weekend service in a supervised setting.

6. Funding for Education, Prevention, and Outreach. There needs to be a commitment to fund the Program Coordinator III position in the Bureau of Adult Protective Services without impacting the other funded services of the Division of Senior Citizens, DPHSS. The practice of level funding does not support or allow for proper recruitment of staff to ensure education,

prevention and outreach work is being provided in the community at all levels to address the number one form of abuse for the past two fiscal years, Financial/Property Exploitation. The BAPS needs a full time Program Coordinator III to coordinate education and prevention efforts, and to conduct outreach, to work with the court/judicial system, the local law enforcement authorities, financial institutions, established collations for the prevention of adult abuse, senior citizens, their family, friends and caregivers to raise their awareness of financial abuse. As the financial exploitation of our man'amko is a community dilemma, BAPS needs to reach out to the community to intervene so as to reduce the number of instances seniors and adults with a disability are financially exploited.

VI. Recommendations for Action on the Part of the Legislature Whenever Deemed Vital for the Protection of the Elderly and Adults with a Disability

As recommended in prior year reports, legislation needs to be enacted to expand and fund programs for independent living, alternative/transitional homes and assisted living facilities (non-medical) to address the needs of clients admitted into the protective shelter during crisis, but due to limited resources and services in our community, are difficult to transition out of the protective shelter, as more clients are requiring therapeutic and non-medical assisted care.

A second recommendation would be for the provision of law to be enacted for Legal Assistance Services for the elderly to be provided through the Office of the Attorney General or the Public Defender's Services Corporation or both as many of the legal requests fall on ensuring the protection of the interests of our seniors; protection and advocacy to ensure legal services are provided to safeguard and protect the rights of our seniors. The partnership between the Division of Senior Citizens and a government legal arm would promote efficiency and greater access to legal services given the current cost to provide legal services and the cost of an attorney at either of the two offices noted in this recommendation.

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