

# THE TERRITORY OF GUAM'S



## TRIENNIAL HSP 2024-2025-2026 HIGHWAY SAFETY PLAN

# Table of Contents

Highway Safety Planning Process.....	3
Problem Identification.....	4
Public Participation and Engagement Triennial HSP Engagement Planning.....	6
Triennial HSP Engagement Outcomes.....	8
Ongoing Engagement Planning.....	11
Sociodemographic Analysis.....	14
Geospatial Analysis.....	15
Performance Plan Chart.....	17
Countermeasure Strategies for Programming Funds.....	20
<i>Program Area: Planning &amp; Administration</i> .....	21
<i>Program Area: Impaired Driving (Drug and Alcohol)</i> .....	22
<i>Program Area: Occupant Protection (Sections 402 and 405B)</i> .....	37
<i>Program Area: Police Traffic Services</i> .....	44
<i>Program Area: Traffic Records (Sections 402 and 405c)</i> .....	52
<i>Program Area: Emergency Medical Services</i> .....	55
<i>Program Area: Communications (Media)</i> .....	60
<i>Program Area: Pedestrians and Bicyclists</i> .....	63
<i>Program Area: Distracted Driving</i> .....	68
Performance Report Chart.....	70

# Highway Safety Planning Process

## TRIENNIAL (2024, 2025, 2026) PLANNING CALENDAR

MONTHS	ACTIVITIES
January to March	1. Review progress and prior year programs with Department of Public Works-Office of Highway Safety (DPW-OHS) staff as well as analyze data to identify upcoming fiscal year key program areas.
	2. Review spending and determine revenue estimates.
	3. Grant application process begins for 2025, 2026, and 2027.
	4. Obtain input from partner entities and stakeholders on program direction.
	5. Staff conducts grant oversight and monitoring visits as well as strategic planning session to create specific projects for each program areas.
April to June	1. Staff develops the kick-off events and activities to support the national Click It or Ticket (CIOT), National Bicycle Safety Month, and Distracted Driving Campaigns.
	2. Prepares Highway Safety Plans, Sections 402 and 405 grant applications.
	3. Review of project proposals.
July to August	1. Submit Triennial HSP (July 1 <sup>st</sup> ) for FY2025, 2026, and 2027 and Annual Grant Application (August 1 <sup>st</sup> ) for Fiscal Year 2025 to NHTSA Region 9 and NHTSA Headquarters.
	2. Observation of the national enforcement mobilization 4th of July – the Impaired Driving/Drug Impaired Driving.
	3. Observation of the national enforcement mobilization Speed July 10-31 <sup>st</sup> .
	4. Hold meetings with potential grantees.
September	1. Observation of the Child Passenger Safety Week.
	2. Close-out of FY2024 projects.

	3. Implement grants and contracts.
October to December	1. Initiate work on the 2024 Annual Performance Report.
	2. October 2024 – Pedestrian Safety Month Campaign.
	3. Observation of the Impaired Driving Crackdown - Bzzed Driving is Drunk Driving and Drive Sober or Get Pulled Over.
	4. DPW-Office of Highway Safety closes out their prior fiscal year accounts.
	5. DPW-OHS collects and reviews year-end reports from its sub grantees.

The Department of Public Works-Office of Highway Safety (DPW-OHS) utilizes the core performance measures to guide program and project activities in justifying resources and funding allocation. The primary highway safety goal for Guam is to reduce fatalities in all program areas. The DPW-OHS applies Countermeasures that Work (CTW): A Highway Safety Countermeasure Guide for State Highway Safety Offices, 10th Edition, 2020 and NHTSA Uniformed Guidelines as their primary reference in the selection of evidence-based countermeasure strategies for their HSP program areas.

## Problem Identification

Guam is geographically the southernmost island in what is known as the Mariana Archipelago and the largest island in Micronesia and covers a total of 210 square miles. In the 2020 Census, Guam had a population of 153,836 and covered 19 villages. Approximately, Guam’s ethnic race composition consists of Chamorro 33%, Filipino 29%, FSM 9% (Chuuk 7%, Pohnpeian 1%, Yap 1, and Kosraean .3%,) White 7%, Korean 2%, other Pacific Islander 4%, other Asian 2%, Chinese 1%, Palauan 1%, Japanese 1%, mixed 9%, and other 1%.

The mission of the DPW-OHS is to prevent motor vehicle crashes and reduce fatalities and severe injuries, by providing the safest roadways possible for residents and visitors to the island. DPW-

OHS aims to accomplish this through an evidence-based approach. DPW-OHS shall continue its improvements to programs which develop, promote and execute educational outreaches and enforcement initiatives relevant to highway safety.

DPW-OHS' top priorities are to reduce the number of traffic fatalities and serious injuries involved in traffic crashes. Speed and pedestrian fatalities are the primary factors of traffic fatalities on Guam.

The prior analysis serves to set performance measures and determine appropriate countermeasure strategies applying the Countermeasure That Works (CTW): A Highway Safety Countermeasure Guide for State Highway Safety Offices, Tenth Edition, 2020. The results of these analyses provide the basis for setting performance measures; selecting countermeasure strategies; and identifying planned activities that will be developed into projects. Likewise, sub-grantee projects are selected based on how well the applicant's proposal addresses problem identification, program targets, countermeasure strategy, project evaluation, and the proposed budget.

These are Guam's priorities, which aims to maintain and reduce traffic fatalities, is based on data analysis:

- Speed-related traffic fatalities decreased from 10 in CY2021 to 6 in CY2022
- Pedestrian traffic fatalities increased from 3 in CY2021 to 5 in CY2022
- Alcohol traffic fatalities decreased from 5 in CY2021 to 1 in CY2022
- Seatbelt traffic fatalities decreased from 6 in CY2021 to 3 in CY2022

## Public Participation and Engagement: Triennial HSP Engagement Planning

The Department of Public Works-Office of Highway Safety (DPW-OHS) will undertake Guam's public participation and engagement planning efforts in the highway safety planning process and program. This includes Guam's starting goals for the public engagement efforts. Public engagement will support our programs, projects, and related countermeasures to best meet the needs of the people of Guam. Whenever a fatal crash occurs on the island, the Guam Police Department-Highway Patrol Division submits a detailed fatality report that describes those involved in crashes to include bicyclists and pedestrians. This fatality report identifies the classification of the crash, i.e., auto-auto, auto-pedestrian, auto-motorcycle to list a few; the location, ethnicity, age, gender, as well as the contributing factors of the fatal crash such as speed, alcohol and/or drugs; jaywalking and unbelted occupants. Based on the fatality report, the DPW-OHS analyzes where the location of the fatal crashes occurs. A majority of the fatal crashes occur in the northern and central parts of the island between the hours of 6 p.m. to 6 a.m. These affected areas, also known as communities, include individuals that are senior citizens, residents originating from the Federated States of Micronesia (FSM), the Philippines, and as well as Chamorus/Guamanians. Based on the 2020 Guam census, the top three (3) ethnic groups within the total population are the Chamorus/ Guamanians (33%), Filipinos (29%), and the Federated States of Micronesia (FSM) (10%), which includes Yapese, Chuukese, Pohnpeian, and Kosraean.

As of April 2023, according to the Crash Reporting System at the Guam Police Department, a total of 1,837 traffic crashes was recorded, of which ten (10) traffic fatalities involving four (4) pedestrians and one (1) bicyclist. This is alarming as this is the first bicycle fatality since CY2016 of a total bicycle fatality was one (1).

Most of the pedestrians involved in these fatalities are found to be in violation of the Title 16, Guam Code Annotated, Chapter 3 and they are as follows:

- § 3331. Crossing at Other Than Crosswalks.
- § 3332. Jay Walking.
- § 3333. Conduct of Operators and Pedestrians on Approach of Authorized Emergency Vehicles.

The problem is that these laws are commonly violated for the sake and convenience of the pedestrian. There seems to be a blatant disregard of the nearest crosswalk approximately one hundred feet away, and therefore, the pedestrian chooses to cross the street illegally instead of utilizing the proper crosswalk.

Another concerning issue are the many pedestrians (peddlers) standing/walking in the raised concrete medians at intersections soliciting for money or food and this causes safety hazards during heavy vehicular traffic.

DPW-OHS will continue with Guam's public participation and engagement planning efforts during the three-year period in the Triennial HSP:

➤ Governmental Organizations

○ Mayors Council of Guam (MCOG)

- Comprised of 19 Mayors and 19 Vice Mayors
- Representing 19 villages and municipalities
- Identify high risk behaviors related to traffic violations
- Identify high risk areas related to traffic crashes involving fatalities and serious injuries
- Identify high risk communities
- Coordinate educational outreaches, enforcement activities,
- Identify need for improved and safer infrastructure and promote the Safe System Approach concept (educational, enforcement, engineering, etc.)

○ Military Installations

- Liaison for various military branches:
  - Anderson Air Force Base Family Support Group
  - Navy and Marine Family Support Group

Stake Holders: Operations will be conducted throughout the triennial period with strategies that may include, but are not limited to, working with Department of Public Works (DPW)-Highway Engineering Division for constructing traffic calming countermeasures and the Guam Police Department Chief of Police for their involvement with traffic crashes involving pedestrian fatalities. These include crossing medians with and without supplemental crosswalks, repainting of existing faded crosswalks, develop a "Creative" crosswalks that will encourage pedestrian to use and installation of streetlights at the identified problem areas.

Enforcement: Training will be offered for Pedestrian crash investigations to enhance dynamics, from reaction times to victim injury analysis and environmental factors. It is important to learn to recognize and interpret the evidence and correlate it with the collision sequence which will assist in identifying solutions to the pedestrians' behavior.

Pedestrian Safety Enforcement activities (Stationery and Saturation) will be scheduled throughout the triennial grant period.

Enforcement activities have been identified as "Hot Spots" include:

- Route 1 Hagatna to Dededo
- Route 4 Hagatna
- Route 10 Mangilao/Barrigada
- Route 16 Dededo/Harmon

These enforcements continue to work towards changing pedestrians' behavior and encourage compliant utilization of crosswalks. Ultimately, discouraging jaywalking through educational awareness and issuance of traffic citations to violators.

DPW-OHS will involve and engage Guam's Pedestrian and Bicycle Safety Community. Guam's Pedestrian and Bicycle Safety program focuses on the Safe System Approach for safer people through educational awareness that effectuate changed behavior of all pedestrians and drivers and passengers. The educational approach is that everyone must responsibly share the road. The program provides for enforcement to decrease fatality and serious injuries of pedestrians.

## Triennial HSP Engagement Outcomes

**Engagement 1:** Dialogue and collaborative efforts commenced early on in 2023 with non-profit organizations, namely the Guam Cycling Federation, Red Dirt Bikers and Men on Bike (MOB) with plans to expand pedestrian and bicycle safety in Guam's community. These non-profit organizations in conjunction with government agencies, such as the Mayor's Council and Guam Visitors Bureau, are the blueprint towards identifying Guam's high-risk population.



At 10:00 a.m. Friday, February 24, 2023, the DPW-OHS held a meeting in their conference room designed to reach the pedestrian and bicyclist communities. **The DPW-OHS coordinated a meeting with the Guam Cycling Federation to reach out to the bicycle community, who are a vulnerable group of individuals on Guam's roadways. In order to make the meeting more accessible, DPW-OHS hosted this gathering at its main conference room. The building is ADA compliant, wheelchair accessible, and centrally located.**

**In addition, the Guam Regional Transit Authority (GRTA) is located within the DPW compound. GRTA provides reliable, accessible, and cost-effective public transportation services to the island community, as well as being ADA compliant for individuals with disabilities. Ultimately, they provide transportation for any groups or individuals who would like to participate in OHS activities and outreaches. (Emphasis added for Triennial HSP Engagement Outcome number 1)** In attendance from the Guam Cycling Federation (GCF) was Monessa Horton, Secretary General and OHS staff. The meeting focused on how OHS can expand community engagement with GCF to include activities and educational outreaches. Discussion consisted of OHS and GCF working together on the draft proclamation verbiage to be used for the Bicycle Safety Month Proclamation Signing. Discussions were made on public service announcement that would raise awareness on “Bike Riding Safety”, “Share the Road...It’s Everyone’s Responsibility,” and Guam’s traffic laws on Bicycle Safety. This included the review of past media educational awareness campaigns that were aired on local television and radio broadcasting messages in various languages spoken on the island from Chamorro to Filipino, and FSM. Additional concerns and issues included issuance of permits and road closures for bicycling events, identified and designated biking/racing routes, and working with the MCOG establish permanent biking lanes in the villages. The HSP includes education and enforcement measures to improve the knowledge and behaviors of road users to prevent crashes.

As a result of this meeting, the DPW-OHS scheduled a proclamation signing designating the month of May as Bicycle Safety Month on May 5, 2023, which was held at the Governor’s conference room in Adelup, Guam at 2:30 p.m. This proclamation was aired on Facebook by the Governor’s office and those of attendance were: Senators from the 37<sup>th</sup> Guam Legislature, the Attorney General of Guam, the Guam Chief of Police together with officers from the Highway Patrol Division, The Acting Fire Chief and firefighters, the Director of Public Health & Social Services; Officers from the Airport Police Division, Port Police, representative from the Guam Visitor’s Bureau, Military officials from the Guam National Guard, the Guam Cycling Federation (GCF) to include the President of GCF and approximately 100 cycling

members; and various consulate offices (France, Japan, Korea, Federate States of Micronesia, Philippines and Palau.

Engagement 2: The DPW-OHS have partnered with the Mayors Council of Guam (MCOG), who represent their prospective village communities, to discuss traffic safety issues and concerns. Each village would hold a Town Meeting with partnering traffic safety advocates to hear the community's concerns through a question-and-answer session. A vast majority of the communities' concerns are often expressed on a public forum where hundreds of local residents can listen, watch, and participate on the K57 Community Programs. These programs air live on both the radio (570 am) and on their segment television shows. K-57 also streams an online show called "It's your Village with MCOG" aired on Mondays 10:00-11:00 am. The monthly MCOG segments have at least three (3) shows per month that are archived at K57.com.

The DPW-OHS collaborated with the MCOG on Friday, May 5, 2023 live on air for the K57 Community Programs hosted by the Dededo Mayor Savares and featured DPW-OHS staff Michael Poblete and Jane Almandres. They discussed educational awareness and community outreaches related to the DPW-OHS' Pedestrian and Bicycle Safety program. With feedback from both Mayor Savares and the public, DPW-OHS expressed their enthusiasm towards more community engagement with Partners for Highway Safety. Based on K-57's data, the average daily listeners of 588 or 18,245 a month listening to their radio talk show. The demographic audience were general public, motorists, and the village communities. The primary goal was to educate the communities' youth on pedestrian and bicycle safety issues, as many of them often walk or bike when commuting to school or to and from their homes.

Engagement 3: As a result of the abovementioned radio segment, another talk show was scheduled for May 15, 2023, as well as a community outreach for the Summer Youth Community Program to be held at the Tamuning Mayor's Office Community Center on June 21, 2023. Unfortunately, the engagement for the Summer Youth Community Program resulted in cancelation due to Super Typhoon Mawar took a powerful blow to Guam on Wednesday, May 24, 2023. Many other community outreaches and events were postponed or cancelled all together due to island-wide loss of power, water, internet connection, as well as scarce food and fuel supplies. Unfortunately, this would have been DPW-OHS's first time working with the Summer Youth Community Program and potentially one of Guam's Engagement Outcomes.

Enforcement: Enforcement activities have been identified as "Hot Spots" include:

- Route 1 Hagatna to Dededo
- Route 4 Hagatna
- Route 10 Mangilao/Barrigada
- Route 16 Dededo/Harmon

These enforcements continue to work towards changing pedestrians' behavior and encourage compliant utilization of crosswalks. Ultimately, discouraging jaywalking through educational awareness and issuance of traffic citations to violators.

Operations will be conducted throughout the triennial period with strategies that may include, but are not limited to, working with Department of Public Works (DPW)-Highway Engineering Division in constructing traffic calming countermeasures and the Guam Police Department Chief of Police for the enforcement and location of where crashes and fatalities occur involving pedestrian and bicyclists. These include crossing islands with and without supplemental crosswalks, repainting of existing faded crosswalks, constructing a "Creative" crosswalk(s) that will encourage pedestrian use and installation of streetlights at the identified problem areas.

Training will be offered for Pedestrian crash investigations to enhance dynamics, from reaction times to victim injury analysis and environmental factors. It is important to learn to recognize and interpret the evidence and correlate it with the collision sequence which will assist in identifying solutions to the pedestrians' behavior.

Pedestrian Safety Enforcement activities (Stationery and Saturation) will be scheduled throughout the triennial grant period.

## Ongoing Engagement Planning

DPW-OHS plans to expand its engagement with the Mayors Council of Guam (MCOG) for all Program endeavors. Participation from the different Mayors will help identify issues within each of their individual communities and help OHS to better shape their educational campaigns based on locals' feedback. Due to continuing recovery efforts for Super Typhoon Mawar, OHS plans to work with the MCOG on setting goals and organizing activities for future Public Participation and Engagement efforts. The goals for

future engagement include, but not limited to, working with MCOG to schedule a Town Hall Meeting, which will be an open forum, with the Governor's Highway Safety Representative/DPW Director, Office of Highway Safety staff and its Partners for Highway Safety and the DPW-Division of Engineering representative, to discuss traffic safety issues in their villages/communities. Topics for discussion will be: pedestrian and bicycle safety laws, bike lanes, if applicable, sidewalks, and crosswalks. The DPW-OHS will coordinate accessible community meetings and collaborations by working with the Mayors Council of Guam (MCOG). The MCOG consists of nineteen Mayors from the island's villages who provide collective deliberation among its members for the purpose of recommending improvement of government services relative to the needs of their communities. They are essentially the bridge between village residents and the Government, Military Communities and other Federal Agencies when addressing common issues.

**The DPW-OHS will work with the MCOG on utilizing their community centers. These centers are ADA compliant and allow easy and quick accessibility to accommodate all individuals. Outreaches hosted by the DPW-OHS would focus on high-risk areas where pedestrian, bicycle and speeding fatalities occur. Other concerns from residents may include streetlights, sidewalks, proper crosswalks, and enforcement of speed limits. As a result of these meetings, the DPW-OHS would assess the specific needs of each village community and collaborate with the necessary partners to resolve these issues.**

**In relation to the military stationed on Guam, the DPW-OHS plan to reach out to its military partners such the Joint Regional of the Marianas to educate and provide awareness of Guam's highway traffic laws, such as speed limit differences from the mainland and other highway safety concerns. Meetings will be coordinated with these military community groups at preferred locations, dates and times in order to make DPW-OHS outreaches more accessible to them. (Emphasis added for Ongoing Engagement number 2)**

Guam and other U.S. Territories residents are identified as underserved and affected communities, which include Senior Citizens, those who migrated from the Federated States of Micronesia (FSM) and Philippines, Chamorus, military, and also the H2 construction foreign workers. Additionally, parents and caregivers in low-income housing areas are identified as such affected communities. Based on our discussions with the various mayors, we agreed to hold town hall meetings, community outreaches, school presentations, and exhibits with other departments and agencies.

Another planned engagement activity geared towards the underserved populations in Guam would be to educate parents and caregivers from the low income and underserved communities on the importance of securing your child in the appropriate child restraint system. The DPW-OHS in collaboration with the Department of Public Health and Social Services (DPH&SS) will continue this on-going planned engagement to educate the underserved community at Ground Zero, which is located in the northern part of Guam. These outreaches will focus on the importance of properly securing child(ren) in a federally approved child restraint system. Ground Zero consist of residents from FSM, Pacific Islanders, and from other Micronesian islands. (B1CPS\_US: 405b High Underserved CPS Programs).

Guam is home to two strategic U.S. bases - Naval Base Guam in Santa Rita and Andersen Air Force Base in Yigo as well as the Guam Army National Guard. In October 1, 2020, Camp Blaz was activated becoming the first new Marine Corps facility that would house Marines relocating to Guam from installations in Okinawa Prefecture, Japan, with the final relocation planned for 2025. The DPW-OHS will establish a planned engagement with the Joint Regional Marianas (JRM). The steps to be taken is to establish an agreement with JRM to educate the incoming military personnel and their families on Guam's traffic safety laws as this may be a culture shock to most in regards to Guam's speed limit, DUI law, bicycle law, pedestrian law, seat belt and child restraint law, and distracted driving law on texting and cell phones.

With all the comments and views from the communities on pedestrian and bicycle safety, the DPW-OHS will work closely with GCF to better educate motorists and the general public on Guam's pedestrian and bicycle safety laws. Some of their feedbacks may require legislation to amend the current laws and amend DPW-OHS' countermeasures and work closely with DPW-Highway Engineering Division, who are responsible for traffic engineering, pedestrian and bicycle programs, commercial motor vehicle (CMV) safety, work zone safety, design and operational improvements, and hazardous roadway locations, and the Guam Police Department to develop a plan of action to determine if additional crosswalks are needed at locations where traffic crashes and/or fatalities of bicyclist and/or pedestrians occur. With this said, the DPW-OHS will increase their funding level in the Paid Media program area to develop and implement a comprehensive media plan and work with various media outlets and create public service announcements in various languages on pedestrian and bicycle safety.

Another program that will be developed and implemented with paid media is the

Heatstroke/Unattended Passenger Education Program. The DPW-OHS will use NHTSA’s “KNOW THE FACTS” information below:

- A Child’s body temperature rises three to five times faster than an adults. When a child is left in a vehicle, that child’s temperature can rise quickly—and the situation can quickly become dangerous.
- Heatstroke begins when the core body temperature reaches about 104 degrees.
- A child can die when their body temperature reaches 107 degrees.
- In 2022, 33 children died of heatstroke in vehicles.
- In 2018 and 2019, we saw a record number of hot car death – 53 children died each year – the most in at least 25 years, according to NoHeatstrok.org.

The DPW-OHS together with the GPD-Highway Patrol Division will educate parents and caregivers the importance that children are more vulnerable to heatstroke and that all hot car deaths are preventable. Everyone can help prevent hot car deaths (UNATTD: Heatstroke/Unattended Passenger Education Program).

Guam’s Population by Villages:

**GUAM's Population by Region\***

NORTHERN		CENTRAL		SOUTHERN	
Dededo	44908	Agana Heights	3,673	Agat	4515
Tamuning	18489	Asan	2011	Umatac	647
Yigo	19,339	Barrigada	7956	Inarajan	2317
		Chalan-Pago-Ordot	7064	Merizo	1604
		Hagatna	943	Santa Rita	6470
		Mangilao	13476	Talofofo	3550
		Mongmong-Tot-Maite	6380	Yona	6298
		Piti	1585		
		Sinajana	2611		

\* source: US Census 2020 - Guam

## **SOCIODEMOGRAPHIC ANALYSIS**

In 2020, Guam’s population was at 153,836. This number continues to grow due to the U.S. National Defense buildup and migration from other Pacific Islands and Asia. Based on the 2020 Guam census, the top three (3) ethnicity populations are the Chamorros/Guamanians (33%), Filipinos (29%), and the Federated States of Micronesia (10%), which includes Yapese,

Chuukese, Pohnpeian, and Kosraean. Based on data collected from 2018 thru 2022, there were a total of 85 traffic-related fatalities.

The majority of impaired driving crashes occur between Friday and Tuesday during the time of 6:00 AM – 12:00 PM and 12:00 PM – 6:00 AM.

CLASSIFICATION	2018		2019		2020		2021		2022		2018-2022	
	6:00 AM - 12:00 PM	12:00 PM - 6:00 AM	6:00 AM - 12:00 PM	12:00 PM - 6:00 AM	6:00 AM - 12:00 PM	12:00 PM - 6:00 AM	6:00 AM - 12:00 PM	12:00 PM - 6:00 AM	6:00 AM - 12:00 PM	12:00 PM - 6:00 AM	6:00 AM - 12:00 PM	12:00 PM - 6:00 AM
Sunday	1	2	1	0	0	1	0	0	0	0	2	3
Monday	2	1	0	1	0	0	0	1	0	0	2	3
Tuesday	0	0	0	1	0	2	1	0	0	0	1	3
Wednesday	1	0	1	0	0	0	0	1	0	0	2	1
Thursday	0	0	0	0	2	0	1	0	0	0	3	0
Friday	1	1	1	0	0	1	0	0	1	1	3	3
Saturday	0	1	0	2	0	1	0	1	1	0	1	5
TOTAL	5	5	3	4	2	5	2	3	2	1	14	18

## GEOSPATIAL ANALYSIS

Guam is 30 miles long and 9 miles wide, with an area of 212 square miles and a total of 19 villages. Its network of roads and highways has a total length of approximately 649. Roads on Guam are primarily paved out of coral and oil mixture, which tends to be slippery and dangerous when wet which is one of the reasons the speed limit on most of the island is 35 mph. However, as roads undergo repair and maintenance, a different mixture of asphalt is used so that the roads are not as slippery as before.

The following are Guam’s main thoroughfare and secondary roads and are heavily travelled by motorist:

Route 1: Naval Base Guam, Piti to Anderson Air Force Base, Yigo which is also known as Marine Corps Drive

Route 3: Yigo (Main thoroughfare to Camp Blas, the new U.S. Marine Corps Base)

Route 4: Hagatna (Chalan Kanton Tasi) to Merizo

Route 8: Hagatna (Purple Heart Memorial Highway) to Barrigada

Route 10: Barrigada (Vietnam Veteran’s Highway) to Chalan Pago

Route 14: (Chalan San Antonio – Pale San Vitores Road)

Route 16: Dededo (Army Drive) to Barrigada (Army Drive)

Based on a five-year collection of data (2018-2022), Route 1 has been the most problematic route, as it is the main road going from the U.S. Naval Base, Piti to Andersen Airforce Base, Yigo: Route 1 includes the villages of Asan, Piti, Hagåtña, Tamuning, and Dededo. Route 1 has had a total of 12 fatalities where alcohol and/or drugs were the contributing factor. Route 15, also known as the Back Road, has shown great concern as it is the second highest route from 2018 thru 2022, where alcohol/drug impaired fatality crashes have occurred. Its two-lane road stems from Mangilao thru Yigo and is often traveled as an alternate route from route 1.



GHSA/NHTSA Recommended/Optional PERFORMANCE PLAN CHART FY24-26 Highway Safety Plan <sup>1</sup>			Base Years (Historical Data)					
			2017	2018	2019	2020	2021	2022 <sup>2</sup>
<b>C-1</b>	Traffic Fatalities	Territory Annual	15	24	18	14	16	14
	Reduce total fatalities to 14 from current safety level of 17 by 18%	5-Year rolling Avg.	15	15	19	17	17	17
<b>C-2</b>	Serious Injuries in Traffic Crashes	Territory Annual	867	608	694	478	584	686
	Reduce serious traffic injuries to 686 from a current safety level of 646 by 6%	5-Year rolling Avg.	1001	997	937	729	708	646
<b>C-3</b>	Fatalities/100M VMT	Territory Annual	N/A	N/A	N/A	N/A	N/A	N/A
	Reduce fatality rate to <u>N/A</u> from current safety level <u>N/A</u> by <u>N/A</u> %	5-Year rolling Avg.	N/A	N/A	N/A	N/A	N/A	N/A
<b>C-4</b>	Unrestrained Passenger Vehicle Occupant Fatalities, All Seat Positions <sup>3</sup>	Territory Annual	3	3	5	6	6	3
	Reduce unrestrained passenger vehicle occupant fatalities, all seat positions to 3 from a current safety level of 5 by 40% by December 31, 2026	5-Year rolling Avg.	3	3	3	4	4	5
<b>C-5</b>	Alcohol-Impaired Driving Fatalities	Territory Annual	3	4	7	7	5	1
	Reduce alcohol-impaired driving fatalities to 1 from a current safety level of 5 by 80% by December 31, 2026	5-Year rolling Avg.	6	6	5	5	5	5
<b>C-6</b>	Speeding-Related Fatalities	Territory Annual	7	8	11	11	10	6

	Reduce speeding-related fatalities to 6 from a current safety level of 9 by 33% by December 31, 2026	5-Year rolling Avg.	6	6	7	9	9	9
<b>C-7</b>	Motorcyclist Fatalities	Territory Annual	3	1	4	1	1	2
	Reduce motorcyclist fatalities to 2 from a current safety level of 2 by 0% by December 31, 2026	5-Year rolling Avg.	2	2	2	2	2	2
<b>C-8</b>	Unhelmet Motorcyclist Fatalities	Territory Annual	2	1	2	1	1	1
	Reduce unhelmet motorcyclist fatalities to 1 from current safety level of 1 by 0% by December 31, 2026	5-Year rolling Avg.	2	2	2	1	1	1
<b>C-9</b>	Drivers Age 20 or Younger involved in Fatal Crashes	Territory Annual	1	0	2	1	2	0
	Reduce drivers age 20 and younger involved in fatal crashes to 0 from a current safety level of 1 by 100% by December 31, 2026	5-Year rolling Avg.	1	1	1	1	1	1
<b>C-10</b>	Pedestrian Fatalities	Territory Annual	4	14	6	3	3	5
	Reduce pedestrian fatalities to 5 from a current safety level of 6 by 17% by December 31, 2026	5-Year rolling Avg.	5	5	6	6	6	6
<b>C-11</b>	Bicyclist Fatalities	Territory Annual	0	0	0	0	0	0
	Reduce bicyclist fatality percent to 0 from a current safety level of 0 by 0% by December 31, 2026	5-Year rolling Avg.	1	1	0.4	0	0	0

<b>B-1</b>	Observed Seat Belt Use for Passenger Vehicles, Front Seat Outboard Occupants (State Survey)	Territory Annual	90.96	92.24	96.95	96.95	92.10	94.23
	Increase observed seat belt use for passenger vehicles, front seat outboard occupants to 94.23 from a current safety level of 93.84 by .42% by December 31, 2026	5-Year rolling Avg.	XXX	XXX	XXX	XXX	93.43	93.84

# **Countermeasure Strategy for Programming Funds**

***Program Area: Planning & Administration***

***Program Area: Alcohol***

***Program Area: Occupant Protection***

***Program Area: Speed Police Traffic***

***Program Area: Traffic Records***

***Program Area: EMS***

***Program Area: Paid Media***

***Program Area: Pedestrian***

***Program Area: Distracted Driving***

## ***Program Area: Planning & Administration***

The Department of Public Works – Office of Highway Safety serves as the primary department responsible for ensuring that highway safety concerns for Guam are identified and addressed through the development and implementation of programs to meet the goals and objectives to reduce, crashes, injuries, and fatalities on Guam’s roadways. The Planning and Administration is a critical function of Guam’s traffic safety program, ensuring funds are used on identified problems, towards target markets, and on strategies that made an impact on the number of crash related deaths and serious injuries.

### **Countermeasure Strategy: Highway Safety Office Program Management**

DPW-OHS’ professional and administrative staff play a vital role in determining performance measures and performance goals; setting up and coordinating administrative meetings, researching materials, disseminating materials; and coordinating general office administration. The planning administrative staff also handle fiscal duties; respond to questions from the general public; maintain records per state and federal record retention requirement; monitor projects; maintain correspondence; and perform a variety of other tasks related to support of the DPW-OHS mission and purpose.

Funding costs under this program area include: salaries for highway safety program coordinators and recruitment for one (1) Administrative Assistant. Funding will also include travel- related expenses (i.e. airfare, per diem, registration and car rental) for the Governor’s Highway Safety Representative and/or designee, Highway Safety Coordinator, Administrative Assistant, and Government of Guam department heads, i.e., Chief of Police, Fire Chief and/or designee travel (e.g., TSI training courses, conferences, and meetings) for and operating costs (e.g., printing, supplies, contractual, and equipment) directly related to the development, coordination, monitoring, evaluation, public education, marketing, and training required of this program.

### **Funding Source**

<b>Source: Fiscal Years</b>	<b>Funding Source</b>	<b>Estimated Funding Amount</b>
<b>2024-2026</b>	<b>BIL 402</b>	<b>\$859,169.27</b>

**Program Area: ALCOHOL**

CLASSIFICATION	2018	2019	2020	2021	2022	2018-2022 TOTAL
Total Traffic Fatalities	24	17	14	16	14	85
Alcohol/Drug Related Fatalities:	10	7	7	5	3	32

CLASSIFICATION	2018	M	F	2019	M	F	2020	M	F	2021	M	F	2022	M	F	2018-2022 TOTAL	M	F
Alcohol/Drug Related Fatalities:	10	8	2	7	7	0	7	7	0	5	5	0	3	3	0	32	30	2
Chamorro	6	4	2	1	1	0	1	1	0	0	0	0	2	2	0	10	8	2
Filipino	0	0	0	1	1	0	0	0	0	0	0	0	0	0	0	1	1	0
FSM (Yap, Chuuk, Pohnpei, and	4	4	0	4	4	0	5	5	0	4	4	0	1	1	0	18	18	0
Causacian	0	0	0	1	1	0	1	1	0	0	0	0	0	0	0	2	2	0
Hispanic	0	0	0	0	0	0	0	0	0	1	1	0	0	0	0	1	1	0

The Alcohol program entails program management, enforcement activities, prosecution and judicial process. This project is to deter potential impaired drivers by providing a regular and highway visible enforcement presence; to support NHTSA Region 9 Blueprint for Driving Under the Influence of Drugs (DUID), and develop appropriate educational and marketing materials and target enforcement activities to reduce impaired driving fatalities

Although Guam’s alcohol/drug impaired-related fatalities were showing a decrease from 2018 to 2022, this is still a priority program area that affects the entire community-at-large. As of June 15, 2023, the Guam Police Department – Highway Patrol Division reported three (3) alcohol/drug related traffic fatalities. Form the chart above, reflects the community that DPW-OHS must reach are those from the Federate State of Micronesia (FSM). Having to change the mindset of the people of FSM is both socially and culturally challenging.

High Visibility Enforcement (HVE) has its challenges on a daily basis, as the Guam Police Department (GPD) has a total of 257 law enforcement officers (LEO) assigned throughout 12 precincts. GPD's Highway Patrol Division (GPD-HPD) has overall jurisdiction over Guam, with 15 LEOs assigned to the division. Nevertheless, GPD continues to function to its capacity to ensure the safety of Guam's roads.

### **SOCIODEMOGRAPHIC ANALYSIS**

In 2020, Guam's population was at 153,836. This number continues to grow due to the U.S. National Defense buildup and migration from other Pacific Islands and Asia. Based on the 2020 Guam census, the top three (3) ethnicity populations are the Chamorros/Guamanians (33%), Filipinos (29%), and the Federated States of Micronesia (10%), which includes Yapese, Chuukese, Pohnpeian, and Kosraean. Based on data collected from 2018 thru 2022, there were a total of 85 traffic-related fatalities. Of the 85 traffic fatalities, 32 were alcohol/drug impaired-related. Of the 32 alcohol/drug impaired-related fatalities, 18 were of FSM ethnicity, 10 were Chamorro/Guamanians, 2 were Caucasian, 1 Filipino, and 1 Hispanic. There is a rising concern on the FSM community as 18 out of the 32 alcohol/drug impaired-related fatalities were of FSM ethnicity.

Drinking is significantly higher among male adults. The number of impaired male drivers involved in an alcohol/drug-impaired fatality crash is reflected at a much higher rate of 30, compared to females at 2 (see table below for comparison).

The majority of impaired driving crashes occur between Friday and Tuesday during the time of 6:00 AM – 12:00 PM and 12:00 PM – 6:00 AM.

CLASSIFICATION	2018		2019		2020		2021		2022		2018-2022	
	6:00 AM - 12:00 PM	12:00 PM - 6:00 AM	6:00 AM - 12:00 PM	12:00 PM - 6:00 AM	6:00 AM - 12:00 PM	12:00 PM - 6:00 AM	6:00 AM - 12:00 PM	12:00 PM - 6:00 AM	6:00 AM - 12:00 PM	12:00 PM - 6:00 AM	6:00 AM - 12:00 PM	12:00 PM - 6:00 AM
Sunday	1	2	1	0	0	1	0	0	0	0	2	3
Monday	2	1	0	1	0	0	0	1	0	0	2	3
Tuesday	0	0	0	1	0	2	1	0	0	0	1	3
Wednesday	1	0	1	0	0	0	0	1	0	0	2	1
Thursday	0	0	0	0	2	0	1	0	0	0	3	0
Friday	1	1	1	0	0	1	0	0	1	1	3	3
Saturday	0	1	0	2	0	1	0	1	1	0	1	5
<b>TOTAL</b>	<b>5</b>	<b>5</b>	<b>3</b>	<b>4</b>	<b>2</b>	<b>5</b>	<b>2</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>14</b>	<b>18</b>

### **GEOSPATIAL ANALYSIS**

Guam is 30 miles long and 9 miles wide, with an area of 212 square miles and a total of 19 villages. Its network of roads and highways has a total length of approximately 649. Roads on Guam are primarily

paved out of coral and oil mixture, which tends to be slippery and dangerous when wet which is one of the reasons the speed limit on most of the island is 35 mph. However, as roads undergo repair and maintenance, a different mixture of asphalt is used so that the roads are not as slippery as before. Nevertheless, driving while impaired by alcohol and/or drugs poses a significant threat to public safety and even fatal when driving on Guam's wet roads.

The following are Guam's main thoroughfare and secondary roads and are heavily travelled by motorist:

- Route 1: Naval Base Guam, Piti to Anderson Air Force Base, Yigo which is also known as Marine Corps Drive
- Route 3: Yigo (Main thoroughfare to Camp Blas, the new U.S. Marine Corps Base)
- Route 4: Hagatna (Chalan Kanton Tasi) to Merizo
- Route 8: Hagatna (Purple Heart Memorial Highway) to Barrigada
- Route 10: Barrigada (Vietnam Veteran's Highway) to Chalan Pago
- Route 14: (Chalan San Antonio – Pale San Vitores Road)
- Route 16: Dededo (Army Drive) to Barrigada (Army Drive)

Based on a five-year collection of data (2018-2022), Route 1 has been the most problematic route, as it is the main road going from the U.S. Naval Base, Piti to Andersen Airforce Base, Yigo: Route 1 includes the villages of Asan, Piti, Hagåtña, Tamuning, and Dededo. Route 1 has had a total of 12 fatalities where alcohol and/or drugs were the contributing factor. Route 15, also known as the Back Road, has shown great concern as it is the second highest route from 2018 thru 2022, where alcohol/drug impaired fatality crashes have occurred. Its two-lane road stems from Mangilao thru Yigo and is often traveled as an alternate route from route 1.



Alcohol/Drug Related Fatalities: ROUTES						
CLASSIFICATION	2018	2019	2020	2021	2022	TOTAL
Alcohol/Drug Related Fatalities:	10	7	7	5	3	32
Route 1	4	3	4	1	0	12
Route 3	1	0	0	0	1	2
Route 4	0	0	1	1	0	2
Route 8	0	1	0	0	0	1
Route 10	0	0	0	1	1	2
Route 14	1	0	0	0	0	1
Route 2	1	1	0	0	1	3
Route 14	1	0	0	0	0	1
Route 15	0	1	2	2	0	5
Route 24	0	1	0	0	0	1
Route 28	1	0	0	0	0	1
Route 30	1	0	0	0	0	1

When comparing regions and villages, the central part of Guam has had a total 16 alcohol/drug-impaired fatalities.

Alcohol/Drug Related Fatalities: REGIONS/ VILLAGES						
CLASSIFICATION	2018	2019	2020	2021	2022	TOTAL
Alcohol/Drug Related Fatalities:	10	7	7	5	3	32
<b>NORTHERN</b>	4	3	2	1	1	11
Yigo	0	3	1	0	0	4
Dededo	4	0	1	1	1	7
<b>CENTRAL</b>	5	3	3	4	1	16
Mongmong-Toto-Maite	0	1	0	0	0	1
Tamuning-Tumon	3	2	1	1	0	7
Mangilao	1	0	1	2	0	4
Chalan Pago – Ordot	0	0	0	1	0	1
Hågatna – Anigua	1	0	1	0	0	2
Barrigada	0	0	0	0	1	1
<b>SOUTHERN</b>	1	1	2	0	1	5
Asan-Maina	0	0	1	0	0	1
Agat	1	1	0	0	1	3
Talo'fo'fo	0	0	1	0	0	1

With Guam’s roads and drivers from different cultures, it brings different driving behaviors that may contribute to the crashes occurring in Guam. Drivers may be from a smaller island, where traffic laws are not as stringent.

Based on the problem identification, there are four (4) strategies to be used to reduce impaired-driving crashes and driving under the influence:

- Deterrence: enact, publicize, enforce, and adjudicate laws prohibiting impaired driving so people choose not to drive impaired;
- Prevention: reduce drinking and drug use and keep impaired drivers from driving;
- Communications and outreach: inform the public of the dangers of impaired driving and establish positive social norms that make driving while impaired unacceptable; and
- Alcohol and drug treatment: reduce alcohol and drug dependency or addiction among driver.

Based on the problem identification, high visibility enforcement is most needed through Route 1 (from Piti, Naval Base to Yigo, Andersen Air Force Base).

Department of Public Works – Office of Highway Safety goal is to reduce alcohol- and drug-impaired related crashes and casualties, in collaboration with the Guam Police Department-Highway Patrol Division for law enforcement, the Office of the Attorney or prosecution, and the Judiciary of Guam for treatment.

**Associated Performance Measures**

Fiscal Year	Performance measure name	Target End Year	Target Period	Target Value
2024-2026	C-5) Number of Fatalities in Crashes involving a driver or motorcycle operator with a BAC of .08 and above (Territory crash data files)	2026	3-Year	1

## CITATION/JUSTIFICATION:

These are countermeasures from Countermeasure That Works: A Highway Safety Countermeasure Guide for State Highway Safety Offices, Tenth Edition, 2020.

- 2. Deterrence: Enforcement
  - 2.1 Publicized Sobriety Checkpoints (5 stars)
  - 2.2 High-Visibility Saturation Patrols (4 stars)
  - 2.3 Breath Test Devices (4 stars)
- 3. Deterrence: Prosecution and Adjudication
  - 3.1 DWI Courts (4 stars)
- 4. Deterrence: DWI Offender Treatment, Monitoring, and Control
  - 4.1 Alcohol Problem Assessment and Treatment (5 stars)

## COUNTERMEASURE STRATEGY: Highway Safety Office Program Management

### PROGRAM AREA: ALCOHOL (Drug and Alcohol)

**Education:** Driving Under the Influence (DUI) refers to operating or attempting to operate a motor vehicle while affected by alcohol and/or drugs; including prescription drugs, over-the-counter medicines, or illicit substances. Guam's impaired driving projects focuses on individuals operating a motor vehicle under the influence of alcohol, .08 BAC and above and/or drugs. DPW-OHS impaired driving projects provides guidance and funding for various impaired driving countermeasures that include DUI enforcement activities, and awareness and education campaigns.

Impaired Driving Program Management is necessary for an Impaired Driving Projects. The Impaired Driving Program Management supports a variety of strategies to target individuals driving under the influence of drugs and alcohol as well as fatigued and distracted drivers. Under this countermeasure strategy, the coordinators will work in conjunction with the sub-grantees to ensure the success of Impaired Driving Enforcements.

Training is also an essential part of the coordinators' responsibility to ensure that the understanding of the program guidelines and best practices are followed and enforced.

Costs under this project include allowable expenditures for salaries and travel for highway safety program staff to attend trainings, meetings, and/or conferences and/or sub-grantees to conferences and trainings. Costs also include general expenditures for operating costs such as printing, supplies, contractual services, office and field equipment and supplies (i.e., laptop, desktop; equipment, dry gas for sub-grantee; upside down paint; and major equipment to support sub-grantee in their DUI project).

**Education and Training (D.U.I.D.)** The DPW-OHS' DUID (Driving Under the Influence of Drugs) Education project continues to be the largest challenge facing Guam, especially with the drug "ice" crisis and the new cannabis legalization for marijuana.

NHTSA recommends that Drug Recognition Experts (DRE) participate in High Visibility Enforcements (HVE) and checkpoints, and respond to serious and fatal crashes. DREs use a standardized procedure to observe a suspect's appearance, behavior, vital signs, and performance on psychophysical and physiological tests to determine whether and what type of drug or drug category may have been used (Talpins et al., 2018). NHTSA has developed the Advanced Roadside Impaired Driving Enforcement (ARIDE) training, which bridges the gap between the SFST and the DRE training programs.

DPW-OHS will continue to:

- Provide proper training in conducting a successful sobriety checkpoint by sending law enforcement sub-grantees, to include OHS Program Coordinators to conferences, meetings, and/or trainings relating to DUID;
- Ensure alcohol and drug testing procedures and protocols are in place;
- Increase the number of SFST/ARIDE certifications;
- Maintain Guam's two (2) DRE certification; and
- Increase the enforcement of impaired driving.

These planned activities above, Guam will be able to train and certify more officers in SFST/ARIDE to become highly effective officer skilled in the detection and identification of persons impaired and/or drugs.

## **COUNTERMEASURE STRATEGY: DUI/Impaired Driving Enforcement**

### **PROGRAM AREA: Alcohol (Drug and Alcohol)**

**Enforcement:** Four basic strategies are used to reduce impaired-driving crashes and driving under the influence. (Countermeasure That Works: A Highway Safety Countermeasure Guide for State Highway Safety Offices, Tenth Edition, 2020.)

#### ➤ Strategies to Reduce Impaired Driving

- Deterrence: enact, publicize, enforce, and adjudicate laws prohibiting impaired driving so people choose not to drive impaired;

- Prevention: reduce drinking and drug use and keep impaired drivers from driving;
- Communications and outreach: inform the public of the dangers of impaired driving and establish positive social norms that make driving while impaired unacceptable; and
- Alcohol and drug treatment: reduce alcohol and drug dependency or addiction among drivers.

The strategic process will include:

- Identification of problem area based on data analysis with high DWI crashes.
- A location within that area will be selected as a staging area for the officers and
  - vehicles participating in the enforcement.
- Officers from different divisions within GPD, (HPD, Neighborhood Patrol, Special
  - Operations, Detention, and Police Reserves) will be assigned a task (Rovers, Processing, Transport, and Logistics).
- Officers will conduct saturated patrol in area of operation to identify suspected DWI Motorists and conduct SFST and/or administer the Portable Breath Tester (PBT). Suspects who failed the SFST and PBT, will be transported to staging area for processing.
- Suspected DWI operators will be relinquished to processing officers who will administer rights advisement, interview, (report of alcohol influence form), implied consent and breath, blood, or urine test. Officers will in turn return to saturation enforcement. DRE's will conduct an evaluation if the arrestee is suspected to be impaired by a substance (drugs) other than alcohol.

<b>Law Enforcement</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>
Total serious traffic injuries	608	694	478	584	686
Total traffic fatalities	24	18	14	16	14
Total DUI fatalities	4	7	7	5	3
Total DUI arrest (grant funded and non-grant funded)	129	369	255	*108	

Sustained enforcement is a proven deterrent to bad driving behavior like impaired driving. Guam law enforcement agencies are understaffed and short of resources, making it difficult for them to cover traffic enforcement on regular basis.

**Goals:**

- To reduce the number of DUI related traffic fatalities from nine (9) in CY2021 to seven (7) by December 31, 2026.
- To decrease FY2022 DUI related fatalities compared to an average of the previous three (3) years fatalities by 10% by December 31, 2026.
- To increase FY2022 DUI arrests compared to CY2021 (345 DUI arrests) by 10% by December 31, 2026.

**Objectives:**

- To fund overtime costs to the Guam Police Department – Guam Highway Patrol Division to conduct saturation and stationary enforcement activities. GPD-HPD will conduct seven (7) DUI checkpoint operations at six (6) hours per operation during the DUI campaign and/or mobilizations over 12 months with a focus on targeting specific areas where high impaired driving crashes, injuries, and fatalities occur (Route 1, Marine Corps Drive, Tamuning/Dededo, Route 4, Hagatna/Sinajana, Route 8, Maite/Barrigada, and Route 16, Harmon, Route 15 Mangilao/Yigo).
- To conduct DUI Roving enforcement/saturation in the event that a DUI checkpoint is not possible due to inclement weather conditions.
- To conduct Standardized Field Sobriety Test (SFST) training sessions for GPD and other law enforcement agencies.
- To conduct two (2) DUI/Alcohol presentations at High Schools.
- To conduct DUI/Alcohol educational presentations at community-based organizations.
- To procure one (1) Mini DUI Van, to be mobilized island-wide for DUI Checkpoints. The current DUI Van is not operable and it's in survey status. In addition, it has maximized its lifespan of over 18 years and its blue-book value. The DUI Van will also be used as an educational tool to inform the public about the dangers and penalties for impaired driving.

**COUNTERMEASURE STRATEGY: DUI Prosecutor****PROGRAM AREA: Alcohol (Drug and Alcohol)**

**Prosecution:** The Office of the Attorney General's (OAG) Prosecution Division provides prosecution services on behalf of the Territory of Guam. Its mission is to review cases referred by law enforcement

agencies on alleged criminal acts and prosecute those cases based on the evidence presented. Since the establishment of the Judiciary of Guam's Driving While Intoxicated (DWI) Court Program in 2010, the OAG has played a major role in the prevention and reduction of drunk driving and arrests in Guam.

From 2018 through 2022, DUI/DWI reported cases have continued to be the top three (3) offenses charged overall as reported by the Superior Court of Guam. The chart below shows the number of cases referred from the Guam Police Department (GPD), the number of cases filed at the Judiciary of Guam (JOG), and the number of cases convicted by the OAG. The OAG's average rate of conviction totals 74% of the cases referred from GPD for DUI/DWI related offenses within the past 4 years.

In CY2022, Guam had a total of 9,109 crashes (including property damages), resulting in 686 serious injuries and 14 were reported as fatalities with three (3) traffic fatalities due to alcohol and drugs.

The OAG seeks to maintain the partial funding of a Prosecutor assigned to the DUI/DWI Court program. Its mission is to review cases referred by law enforcement agencies on alleged criminal acts and prosecute those cases based on the evidence presented. The role of the prosecutor is to secure convictions and to serve justice in the interest of the public by delivering effective prosecuting strategies and holding offenders accountable to ensure Guam's roads and streets remain safe

The OAG will continue its partnership with GPD and JOG as the critical enforcement and adjudication components of the criminal justice system for DUI/DWI cases and issues. Additionally, the OAG will continue to promote community awareness through media campaigns, Public Service Announcements (PSA), earned media, participation in community outreach events, etc., to reach a greater community audience.

**GOALS:**

- 1) Increase the number of DUI/DWI convictions by September 30, 2026;
- 2) Reduce recidivism by strengthening prosecution policies, strategies, and protocols in DUI/DWI traffic-related cases by September 30, 2026;
- 3) Increase by 5 percent (5%), the number of successful prosecutions of DUI/DWI cases, traffic DUI/DWI Alcohol, Drug, or Combo cases received from law enforcement agencies using new prosecution strategies, protocols, and best practices by September 30, 2026; and

4) Increase by 5 percent (5%), the rate of convictions in DUI/DWI arrests, and or impaired (AUD) traffic-related cases by September 30, 2026.

**OBJECTIVES:**

(1) Review comprehensive plans, policies, and procedures, and implement changes to ensure effective enforcement and adjudication components of the Criminal Justice System for DUI/DWI traffic-related cases and safety issues from October 1, 2023 through September 30, 2026;

(2) Attend annual conferences and or training opportunities to enhance prosecutorial skills and competency on critical topics, related to prosecutorial strategies, court treatment, traffic enforcement, and highway safety, etc. by September 30, 2026.

(3) Implement best practices in sentencing recommendations and/or pretrial diversion program options in DUI/DWI traffic-related cases by September 30, 2026;

(4) To continue to partially fund for one (1) DUI/DWI Prosecutor to the DUI/DWI Court program.

**COUNTERMEASURE STRATEGY: DWI Alcohol Education Project**

**PROGRAM AREA:** Alcohol (Drug and Alcohol)

**Adjudication:** To support effective supervision strategies and best practices, the Judiciary's FY2024-2026 DWI Alcohol Education Project will provide resources for Probation Services Division ensuring the successful supervision of DWI clients and the implementation of the Driving with Care Alcohol Education and Awareness Program and training for the current DWI Court judge and/or Probation staff.

The Guam Police Department's Crime in Guam 2021 Report defines Driving Under the Influence (DUI) as "driving or operating a motor vehicle or common carrier while mentally or physically impaired as the result of consuming an alcoholic beverage or using a drug or narcotic." The statistics published in the 2021 report documents a total of 358 offenses involving DUIs. In 2021, arrest rates for DUI were highest among Asian/Pacific Islanders encompassing 88.3% of total arrests with the second highest arrests occurring among Caucasians at 7.3%.

From 2016 to 2021, Driving While Intoxicated (DWI) cases consistently ranked within the top three offenses charged in the Superior Court of Guam for both misdemeanors and overall cases. Impaired



driving continues to be a growing concern due to the passage of the Guam Cannabis Industry Act of 2019, which decriminalized the recreational use of marijuana.

The Superior Court of Guam Probation Services Division's Alternative Sentencing Office (ASO) Unit facilitates the Driving With Care Level I Program, which aims to provide alcohol education for eligible defendants. The target population of this program is participants that are adjudicated for DWI-related offenses who are not eligible or choose not to enter the DWI Treatment Court. Participants in this program typically do not require additional extensive treatment, but must adhere to the conditions of probation, which may include requirements like mandatory alcohol testing, weekly or monthly check-ins with probation, and the successful completion of the Driving With Care Level I Program. In 2022, the ASO Unit processed 71 referrals for participants to enroll in the Driving With Care Level I Program. Of that total, 35 participants successfully completed the program, while 36 were non-compliant. With the COVID-19 worldwide pandemic extending into its third full year, the program was held primarily via a virtual platform allowing for the continuity of services.

A more intensive program for defendants with DWI charges is the Driving While Intoxicated Treatment Court (DWITC). The DWITC Program has had 126 defendants screened by prosecutors for legal eligibility from 2019 through 2022. All 126 screened were found legally eligible and referred to DWITC for further screening.

The DWI Treatment Court serves eligible defendants charged with Driving While Intoxicated (DWI) and Driving Under the Influence (DUI) offenses. Treatment aims to improve the participants' quality of life by providing holistic supervised treatment to reduce recidivism. The DWITC Program is a two-year program and since 2019, ten (10) graduations were held for 62 participants who successfully completed the program. The DWI Treatment Court participants contribute to the island's overall substance use problem and require supervision by the Probation Services Division to include alcohol and drug testing as a condition of their probation and the successful completion of the Driving With Care Level II Education and Therapy Program.

Source Data:

- 2021 Crime in Guam Report. Guam Police Department.
- 2021 and 2022 Judiciary of Guam Annual Report

- Probation Services Division. Alternative Sentencing Office Unit – Driving With Care Level I Alcohol Education Program
- Probation Services Division. DWITC Program

<b>TOP OFFENSES CHARGED OVERALL</b>						
	<b>2021</b>	<b>2020</b>	<b>2019</b>	<b>2018</b>	<b>2017</b>	<b>2016</b>
Family Violence	445	329	377	287	372	457
Possession of Schedule II Controlled Substance	251	224	150	302	217	341
Driving While Impaired	202	187	237	198	292	253

<b>TOP PRETRIAL OFFENSES SUPERVISED*</b>	
	<b>2022</b>
Family Violence	440
Drug Possessions	435
Driving While Impaired	178

**Source Data:**

2016, 2017, 2018, 2019, 2020, 2021, and 2022 Judiciary of Guam Annual Report.

\* Probation Services Division Pretrial Cases – Active Cases

<b>DRIVING WITH CARE PROGRAM - LEVEL I</b>						
	<b>2022</b>	<b>2021</b>	<b>2020</b>	<b>2019</b>	<b>2018</b>	<b>2017</b>
<b>English DWC Level I Program</b>						
Processed	51	106	134	204	285	349
Completed	23	69	82	131	199	199
Non-Compliant	28	27	52	73	86	86
<b>Chuukese DWC Level I Program</b>						
Processed	18	19	16	38	54	59
Completed	10	13	7	25	22	22
Non-Compliant	8	6	9	13	37	37
<b>Chinese DWC Level I Program</b>						
Processed	1	2	0	0	0	0
Completed	1	2	0	0	0	0
Non-Compliant	0	0	0	0	0	0
<b>Tagalog DWC Level I Program</b>						
Processed	1	0	0	0	0	0
Completed	1	0	0	0	0	0
Non-Compliant	0	0	0	0	0	0

Source Data: Probation Services Division. Alternative Sentencing Office Unit – Driving With Care Level I Alcohol Education Program.

## Goals:

1. The Judiciary of Guam proposes to continue facilitating its “Driving with Care Level I” (DWC) Education Program, which aims to help clients prevent future offenses of driving while impaired by alcohol or other drugs from reoccurring. The Driving With Care program for impaired driving offenders is based on the belief that impaired offender intervention must focus on moral responsibility toward others. The program is a cognitive-behavioral approach to implementing change, which helps prevent recidivism. The DWC Program is facilitated through the Probation Services Division’s Alternative Sentencing Office (ASO). The DWC Program helps to prevent future patterns of alcohol or other drug use that have caused problems for clients in the past, leading them to impaired driving and criminal justice involvement. Ultimately, the goal is to help to prevent relapses, change criminal behavior and thinking, and prevent future DWI offenses – leading to increased safety on Guam’s roads.

A total of 1,522 participants were referred to the English-language DWC Program since its implementation, and 315 participants were referred to the Chuukese-language DWC Program. The program has also shown its ability to accommodate other language speakers and in FY2022, the Driving With Care Level I Alcohol Education Program conducted its first Tagalog Driving with Care Level I Education cycle. The cycle comprised of one (1) participant whose primary language was Tagalog. A Judiciary Tagalog interpreter assisted the ASO Unit during this cycle.

2. The DWC Level I Program offers classes three (3) times a week, and the Alternative Sentencing Office has elected to continue offering in-person classes, while making accommodations when necessary. The ASO Unit staff are prepared to accommodate additional classes based on enrollment needs. Funding to purchase the workbooks utilized by the Driving With Care Level I participants is critical to each participant’s success.
3. To fund costs for materials and supplies for the DWC program such as: 120 Driving with Care Level I Adult Education booklets; six (6) packs of toners; two (2) cases of copier paper; five (5) packages of certificate paper; five (5) adhesive easel pads; and (5) expanding file organizers for storing DWC referral documents.
4. To fund off-island travel expenses to send one (1) DWI Judge or ASO Staff to attend NADCP, APPA, or similar training via virtual platforms or in-person to include associated registration fees.

**Objectives:**

1. Help individuals develop skills to prevent future driving while impaired by alcohol or other drugs and to avoid a future pattern of alcohol or other drug use through the continued facilitation of Driving with Care courses. Objective to be completed by September 30, 2026.
2. Support the Probation Services Division’s capability to safely administer breath alcohol testing that reduce the risk of virus transmission by providing the proper accessories compatible with the division’s existing 36 devices. Objective to be completed by September 30, 2026.

**Funding Sources**

<b>Source Fiscal Year</b>	<b>Funding Source</b>	<b>Estimated Funding Amount</b>
<b>2024-2026</b>	<b>BIL 402</b>	<b>\$1,155,888.00</b>

## ***Program Area: Occupant Protection Program (Adult and Child Passenger Safety)***

Guam's Occupant Protection program embraces the Safe System Approach for safer people through educational awareness that effectuate changed behavior of drivers and passengers to use the seatbelt and secure children in appropriate fitting car seats. The program also provides for enforcement of Guam's law (Public Law 30-33) for seatbelts and car seats.

Guam's Occupant Protection program is continually focused on educating the general public, law enforcement, school age children and families, regarding the use of seat belts and car seats. But continuous education is needed for Guam's diverse community such as foreign visitors from Japan, Korea, China, Taiwan, Singapore, Russia, and high-risk populations to maintain a high seat belt use rate. For the most, English is a second language for them, though there are some who can speak and read English, and is often requested for their assistance to interpret Guam's traffic laws. The outer islanders, especially from the Federated States of Micronesia (FSM) migrating to Guam, have a significant cultural difference from Guam's westernized culture, where there are no seat belt laws. Educational awareness is continuous for new and expectant parents on island, especially those from the military community who need to know Guam's traffic laws on seat belt and car seats. Guam has traditionally held a high seat belt usage rate, and in 2019 was the second highest in the nation at 96.9%.

Guam's 2022 annual seat belt use survey was conducted with a total 5051 drivers and 766 front-seat outboard passengers observed. The final analysis report showed 95.04% drivers and 89.36% passengers were seat belted while 5.29% drivers and 11% passengers were unbelted. Based on a five-year trend (CY2018-CY2022) on total traffic fatalities, Guam averaged 17.2 traffic fatalities per year with an average of four (4) unrestrained passenger vehicle occupant fatalities, all seat positions per year.

### **Sociodemographic and Geospatial Analysis**

Based on a five-year traffic fatality trend analysis (CY2018-CY2022), Guam recorded 86 traffic fatalities of which 22 or 25% of the total traffic fatalities were unbelted victims. High-risk areas occurred in Guam's central villages – Barrigada, Asan, Chalan Pago, Mangilao and Piti; Northern villages – Yigo, Dededo and Tamuning; and Southern villages – Talofoto, Agat, Santa Rita and Yona.

A majority of unbelted fatalities were 90% male gender and 10% female gender. There have been zero fatalities for children age 12 and below.

CY	Total Fatalities	Unbelted fatalities	Seat Belt Use Rate
2022	14	3	94.23
2021	16	6	93.88
2020	14	6	96.24
2019	18	5	96.24
2018	24	2	92.24

	2018	2019	2020	2021	2022
<b>OVERALL FATALITIES</b>	24	18	14	16	14
<b>UNBELTED FATALITIES</b>	2	5	6	6	3
<b>ADULTS</b>	2	5	6	6	3
<b>CHILD</b>	0	0	0	0	0
<b>MALE</b>	2	5	5	1	3
<b>FEMALE</b>	0	0	1	1	0

#### Fatalities by Location/Villages

CENTRAL		NORTHERN		SOUTHERN	
Village	No. of Fatalities	Village	No. of Fatalities	Village	No. of Fatalities
Barrigada	3	Yigo	4	Talofoto	2
Chalan Pago Ordot	2	Dededo	2	Agat	1

There were zero fatalities and zero serious injuries involving children during the period CY2018- - CY2022. However, of the 1564 citations issued for violations related to seatbelts and car seats,

319 citations were issued for improper use or non-use of car seats by children from infant age to 12 years old and under 4'9" tall.

### Associated Performance Measures

Fiscal Year	Performance measure name	Target End Year	Target Period	Target Value
2024-2026	C-4) Number of unrestrained passenger vehicle occupant fatalities, all seat positions (Territory Crash Data Files) –	2026	3 years	3
2024-2026	B-1) Observed seat belt use for passenger vehicles, front seat outboard occupants (survey)	2026	3 years	93.84

### Citation/Justification

This is a countermeasure from Countermeasure That Works: A Highway Safety Countermeasure Guide for State Highway Safety Offices, Tenth Edition, 2020.

### Chapter 2

- 1. Seat Belt Use Laws
  - ✓ 1.1 State Primary Enforcement Seat Belt Use Laws (5 stars)
- 2. Seat Belt Law Enforcement
  - ✓ 2.1 Short-Term High-Visibility Seat Belt Law Enforcement (5 stars)
- 3. Communications and Outreach
  - ✓ 3.1 Supporting Enforcement (5 stars)
- 5. Child Restraint/Booster Seat Law Enforcement
  - ✓ 5.1 Short-Term High-Visibility Child Restraint/Booster Law Enforcement (5 stars)

## **Countermeasure Strategies: Education (Sections 402 and 405b)**

Guam's Occupant Protection Seatbelt and Car Seat Safety programs will endeavor educational outreaches where target audiences are adults, parents, to include expectant parents. Educational venue will be coordinated in the area of parental organizations, i.e. Guam's Public School System Parent Teacher's Organization, Mayor's Council for Village Towns meetings, and Health Care Wellness Centers, i.e., Wellness Center Programs for families (Take Care Educational & Wellness Programs, Guam Regional Medical Center Educational & Wellness Program, etc.) where pamphlets and brochures on occupant protection will be distributed.

The most effective strategy for achieving and maintaining restraint use at acceptable levels is well publicized high visibility enforcement of strong occupant restraint use laws.

The DPW-OHS is the designated department that receives highway safety funds and is the lead department for the coordination of Occupant Protection Program. DPW-OHS has two program coordinators under the Section 402 Occupant Protection projects, and under Section 405B Occupant Protection Incentive projects.

Guam's Occupant Protection Seatbelt and Car Seat Safety programs will continue educational outreaches where target audiences are adults, expectant parents and families and school age children. Educational venue will be coordinated with Guam's Public School System - Parent Teacher's Organization, Head Start Headquarters, with the general public through the Mayor's Council for Village Towns meetings, and Health Care Wellness Centers to include local and military, local and private hospitals.

Guam's Occupant Protection program embraces the Safe System Approach for safer people through educational awareness that effectuates changed behavior of drivers and passengers to use the seatbelt and secure children in appropriate fitting car seats. The program also provides for enforcement of Guam's Public Law 30-33 for seatbelts and car seats.



The DPW-OHS will fund cover the costs for BIL 402 and BIL 405b for the following:

- Personnel costs for the highway safety program coordinators.
- Off-island travel- related expenses (i.e. air fare, per diem, registration and car rental) for the program coordinators and/or sub-recipients to attend conferences, meetings, and/or training with the Traffic Safety Institute (TSI).
- Operating costs: printing services, office supplies, contractual services, i.e. annual dues, produce and air and/or reproduce educational materials and radio and T.V. public service announcements in various languages on occupant protection); Equipment: desktop computers and laptops for the program coordinators and to procure one desktop computer and UPS for GPD-HPD to track statistics for quarterly and annual reports; and process of overtime documents.
- To procure various child restraint systems for their Standardized Child Passenger Safety Training, car seat inspection and for the permanent fitting stations in Guam.
- To conduct one (1) Standardized Child Passenger Training, one (1) Renewal Training, and one (1) Re-certification Training for each fiscal year (2024-2026).
- DPW-OHS will develop and implement, through a contract with a marketing and advertising vendor, a statewide paid and earned media campaign to support occupant protection efforts during CIOT mobilizations. The target audience of the paid media campaign will be based on the lowest use populations identified in the annual seat belt observation survey. Earned media funds will promote the paid campaign while incorporating Guam's traffic laws and highlighting the work of local law enforcement agencies.

**Countermeasure Strategies: Enforcement (Sections 402 and 405b):** Daytime and Nighttime enforcement will be scheduled throughout the year especially during observations of the national Click It or Ticket Mobilization Enforcement and Child Passenger Safety week. Combined zero tolerance enforcement with police traffic will be conducted throughout each grant period as part of the high visibility enforcement to decrease the unbelted fatalities, especially in risk areas as identified by Guam's analysis of the five-year base, CY2018-CY2022.

Increasing seat belt and child restraint usage is a priority area. Problems exist with the outer islanders migrating to Guam and being not familiar with Guam's traffic laws. For the most part,

English is a second language for them, though there are some who can speak and read English, it is often requested for their assistance to interpret Guam's traffic laws. The outer islanders have a significant cultural difference from Guam's westernized culture, where there are no seat belt and child restraint laws. Most of the crashes occur between the hours of 8:00 A.M. to 8:00 P.M. and on Mondays, Thursdays, Fridays and Saturdays and during the months of May, July, August, October, November and December.

Strategic focus will be made with consideration to Guam's geospatial and sociodemographic data analysis, high risk areas by locations, the affected and potential affected communities and high fatality crash areas.

The most effective strategy for achieving and maintaining restraint use at acceptable levels is well-publicized HVE of strong occupant restraint use laws. The effectiveness of HVE has been documented repeatedly in the United States and abroad. The strategy's three components – laws, enforcement, and publicity – cannot be separated: effectiveness decreases if any one of the components is weak or missing (Nichols & Ledingham, 2008; Tison & Williams, 2010).

Funding for BIL 402 and 405B will cover the costs for:

- To provide funding for Occupant Protection overtime activities to GPD-Highway Patrol Division to conduct stationery and saturation enforcement activities during FY2024. The enforcement operations are located within the villages of Hagatna, Barrigada, Mangilao, Dededo, Tamuning, Tumon and Yigo.
- To conduct fourteen (14) enforcement operations at three (3) hours per operation, totaling forty-two (42) hours.
- To conduct seat belt and child restraint enforcement activities (stationery and saturation) during the "Click It or Ticket" campaign. Seat belt enforcement activities are also programmed into their DUI Checkpoints, Red Light Running enforcement and Selective Traffic Enforcement Program activities.
- Combine Selective Traffic Enforcement Program (STEP) and Seat Belt enforcement events throughout FY2024-2026.

## FUNDING SOURCES

Source Fiscal Years	Funding Source	Estimated Funding Amount
2024-2026	BIL 402	\$433,074.00
	BIL 405B	\$349,186.02

## ***Program Area: Police Traffic Services – SPEED***

Speed has been an indicator in serious and fatal crashes in Guam and represented at least 30 percent of causation for the past decade. It is also the most common traffic violation issued by Guam law enforcement agencies during grant-funded highly visible enforcement events conducted by joining forces with other law enforcement agencies. The Guam Police Department-Highway Patrol Division's Operation H.E.A.T. (GPD-HPD), the Guam International Airport Authority-Airport Police Division's Traffic Enforcement Project (GIAA-APD) and the Port Authority of Guam-Port Police Division's Operation Ai Dai He' Hao (WATCH OUT!) (PAG-PPD) proposes an expansion of Selective Traffic Enforcement Program (STEP). These enforcement projects can be conducted at all levels of each -department/agency if properly equipped and funded to do so. Primarily enforcement occurs during the morning, afternoon commute, and evening drive home.

These highways/roadways are highly travelled by the local motorists and new comers to Guam. These motorists are inclusive of tourists from the United States, Japan, South Korea, Philippines and other Asian regions. Pretty much, Guam is a melting pot of different nationalities with different driving behaviors that may contribute to the crashes occurring in Guam.

### **Sociodemographic and Geospatial Analysis:**

According to the 2020 Census of Guam, the island's population is approximately 153,836. This number is expected to increase in the coming years due to the U.S. Military buildup and advance in tourism after the 2020 COVID19 Pandemic. This will not only result in new drivers from off-island, but what must also be taken into consideration are residents that are new drivers or those commuting at full capacity again now that the island is three years past the pandemic. Furthermore, speeding remains a dominant issue in conjunction with the increasing population. This in turn creates a mixture of differing driving behaviors on Guam's roadways and a higher chance of crashes.

Listed below are Guam's main thoroughfare and secondary roads:

1. Route 1 (Marine Corps Drive) from Naval Base Guam, Piti to Andersen Air Force Base, Yigo
2. Route 16 (Army Drive) Dededo to Route 16 (Army Drive) Barrigada
3. Route 10 (Vietnam Veteran's Highway) Barrigada to Chalan Pago
4. Route 8 (Purple Heart Memorial Highway) Hagatna to Barrigada 5.

Route 4 (Chalan Kanton Tasi) Hagatna to Merizo

6. Route 3 (Main thoroughfare to Camp Blas, the new U.S. Marine Corps Base)

7. Route 14 (Chalan San Antonio – Pale San Vitores Road)

Based on the Guam Police Department-Highway Patrol Division's (GPD-HPD) CY2022 fatal crash analysis, speed-related fatalities on Guam have occurred primarily on Route 1 (Marine Corps Drive) and Route 10 (Vietnam Veteran's Highway). Route 1 running from the northern part of the island at Anderson Air Force Base, Yigo straight towards the southern region Naval Base Guam, Piti and Route 10 through part of central Barrigada to Chalan Pago. In relation to these roadways with the highest number of speeding-related fatalities, the Guam 2020 Census states that the three villages with the highest populations are Dededo (44,908), Yigo (19,339), and Tamuning (18,489) followed by Mangilao and Barrigada as fourth and fifth highest. Each of these roadways either connect or run straight through villages with high volumes of traffic and simply frequented by drivers. The time of day where most crashes occurred were mainly between (12am-11am). These are the early to later morning hours where individuals may be working late or departing from parties, clubs, restaurants etc. The later morning hours when individuals are commuting to work/school and may be rushing while simultaneously experiencing heavier traffic.

The GPD-HPD CY2022 fatality crash analysis indicates that the speed-related fatalities involve males 30 years and under, majority Chamorro or Guamanian. Education should be targeted to younger drivers in their twenties or new teen drivers with a focus on the local schools. Although the other CY2022 traffic crashes were the result of alcohol, drugs, seatbelt use and pedestrian safety mainly from those in the FSM, speeding-related crashes primarily involve Chamorro individuals traveling in the highly-populated and high traffic areas. This creates an emphasis on the local community and the need for enforcement in these targeted areas, as well as speed-related education in both school systems and work places.

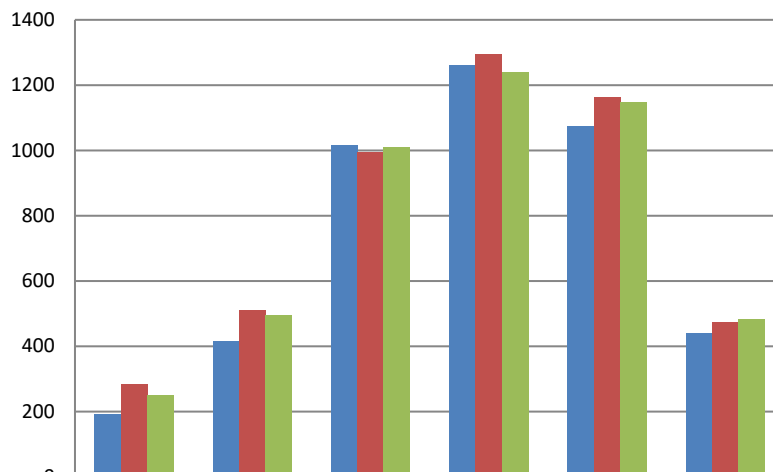
The following charts will show the problem areas where the crashes occur by month, day, time, and village:

## CY2020-CY2022 Crashes by Month



	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC
CY2020	631	578	396	179	322	324	422	328	225	315	324	385
CY2021	316	343	355	382	424	374	389	430	368	433	451	452
CY2022	445	325	401	275	336	350	410	390	320	382	415	438

## CY2020-CY2022 Crashes by TIME



	12A-4A	4A-8A	8A-12P	12P-4P	4P-8P	8P-12A
CY2020	190	416	1014	1261	1075	439
CY2021	282	509	995	1295	1162	474
CY2022	250	495	1010	1238	1147	482

NOTE: AH-Agana Heights, Aga-Agat, Asa-Asan, Bar-Barrigada, CP-Chalan Pago, Ded-Dededo, Hag-Hagatna, Har-Harmon, Ina-Inarajan, Man-Mangilao, Mer-Merizo, MTM-Mongmong Toto Maite, Pit-Piti, SR-Santa Rita, Sin-Sinajana, Tal-Talofof, Tam-Tamuning, Tum-Tumon, Uma-Umatat, Yig-Yigo, Yon-Yona, Oth-Other

In CY2022, Guam recorded 14 traffic related fatalities. Of the 14, seven (7) were speed-related. The remaining traffic fatalities were the result of miscellaneous highway safety issues such as

alcohol and drugs, seatbelt use, pedestrian and motorcycle fatalities. Although the numbers have decreased compared to the ten (10) speed-related fatalities in CY2021, speeding still remains the chief cause of fatal crashes.

Even with Guam’s maximum speed limit of 35 mph, there are still instances where drivers exceed the legal limit or drive plain recklessly. Driving behaviors, such as speeding, are developed and learned based on numerous factors such as the population of an area or the distinctive characteristics of drivers on the island’s roadways. Speed-related crashes occur on Guam’s main roadways connected to surrounding villages, many of which contain some of the highest populations throughout the island.

Guam experiences the highest amount of traffic compared to the other surrounding islands. Its roadways are highly travelled by local motorists and newcomers from places with differing traffic levels and laws like the U.S. States, Russia, Philippines, Japan, South Korea and other Asian regions. Guam is essentially a melting pot of multiple nationalities with differing driving behaviors that ultimately contribute to crashes occurring on the island.

### Speed-Related Fatalities in Guam

<b>SPEED DATA</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>
Total traffic fatalities	24	18	14	16	14
Total speed-related fatalities	8	11	11	10	7
Total speed citations issued	2836	1458	2605	2213	2038

### Associated Performance Measures

<b>Fiscal Year</b>	<b>Performance measure name</b>	<b>Target End Year</b>	<b>Target Period</b>	<b>Target Value</b>
2024-2026	C-6) Number of speeding-related fatalities (Territory crash data files)	2026	3 years	6

## **Citation/Justification**

Listed below from NHTSA's *Countermeasures That Works: A Highway Safety Countermeasure Guide for State Highway Safety Offices, Tenth Edition, 2020*:

### **Chapter 3**

- Enforcement
  - 2.1 Automated Enforcement (5 stars)

**NHTSA's Uniform Guidelines for State Highway Safety Programs include:**

#### **Highway Safety Program Guideline No. 19**

- Speed Management

#### **Highway Safety Program Guideline No. 15**

- Traffic Enforcement Services

## **Countermeasure Strategies:**

**Program Management Education:** The Department of Public Works Office of Highway Safety (DPW-OHS) manages the Police Traffic Services (SPEED) Program for the island of Guam. There are two (2) Program Coordinators who lead the administrative duties and work with sub-grantees such as GPD-HPD, the Guam International Airport Authority-Airport Police Division (APD), and the Port Authority of Guam-Port Police Division (PPD) for speed enforcement, educational outreaches, and essential training for officers.

Through the Police Traffic Education Project, DPW-OHS provides resources for law enforcement agencies to address traffic safety issues in their respective jurisdictions. The agencies identify these issues through analyses of crash data that focus on where and when crashes are occurring and the contributing factors to those crashes. A review of these analyses provides law enforcement agencies with the information they need to design and implement traffic safety education and enforcement programs that will be effective in reducing the frequency of crashes in the targeted area. The primary emphasis will continue projects which focus on unsafe speed, aggressive and distracted driving behaviors. Occupant restraint enforcement will also be eligible for PTS funding, as well as, enforcement efforts focusing on special categories of vehicles such as commercial vehicles and school buses.



Funding costs will cover the following:

- Personnel costs for the highway safety program coordinator.
- Off-island travel- related expenses (i.e., air fare, per diem, registrations and car rental) for the program coordinator and/or sub-recipients to attend conferences, meetings, and/or training with the
- Traffic Safety Institute (TSI).
- To send two HPD officers to the Traffic Crash Reconstruction Course at IPTM.
- Bring off-island instructors to teach HPD officers on the new equipment for the LTI Tru Vision Lasers. Certification is required.
- Operating costs: printing services, office supplies, contractual services, i.e. annual dues, produce and air and/or reproduce educational materials and radio and T.V. public service announcements in various languages on occupant protection); Equipment: desktop computers and laptops for the program coordinator.
- Procure one (1) laser instrument for sub-grantees; and
- Procure five (5) radars for sub-grantees.
- Procure two LTI Tru Vision Lasers hand-held instrument
- Procure radar monitoring brackets for police package vehicles that were procured with grant funding. Brackets will stabilize radar equipment in vehicle.

**Enforcement (Operation H.E.A.T.; Traffic Enforcement Project; and Operation Ai'Dai He' Hao {Watch Out!}):** The National Highway Traffic Safety Administration's (NHTSA) *Countermeasures That Works: A Highway Safety Countermeasure Guide for State Highway Safety Offices, Tenth Edition, 2020* states that automated enforcement systems are commonly used to address speeding and red-light running across the United States. Automated speed enforcement, or "photo radar" and red-light camera systems, operate as a major component in speed management and highly valued in support of enforcement efforts. It a proven countermeasure to reduce speeding and aggressive driving. Sustained enforcement, together with a robust educational component, is proven to be more effective in changing driver behavior. Speeding continues to be a factor in motor vehicle fatal crashes in all categories. High-visibility enforcement (HVE) also includes targeted enforcement focusing on specific violations such as impaired driving, failure to wear seatbelts, and speeding. The DPW-OHS continues to work diligently with local law enforcement to procure the most up-to-date radar equipment and send officers to trainings

required to effectively conduct their enforcement and ultimately prevent speed-related crashes on Guam's roadways.

Other HVE strategies may include the use of integrated enforcement during specific times of the day or night where more crashes are occurring, daytime impaired driving checkpoints; and short-term high-visibility enforcement within identified safety corridors. Choosing this countermeasure and conducting sustained speed enforcement in high crash locations will help us reduce speeding related crashes in 2024 and beyond. NHTSA lists "Applying enforcement efforts and appropriate technology that effectively target crash-producing speeders and deter speeding," as one of its speed management methods. In keeping with this method, the program will target crashes related to speeding, reckless driving, imprudent driving, and unsafe driving habits along the roadways.

In addition, the National Highway Traffic Safety Administration's (NHTSA) *Uniform Guidelines for State Highway Safety Programs* include emphasize Speed Management and Traffic Enforcement Services, which work collectively to achieve public compliance with speed limits. Speed Management focuses on identifying speed-related issues, administrative planning and delegation of countermeasures to address those issues. In Guam's case, the high speed-related fatalities on the island's roadways connected to villages with some of the highest populations and at specific times of the day require targeted enforcement in those areas. In relation, Traffic Enforcement Services takes action through coordinated high-visibility enforcement. This includes the acquisition of equipment used in these enforcement efforts, as well as essential training for law enforcement.

Speeding is a nationwide issue that plagues jurisdictions across the United States. According to the NHTSA, speeding endangers not only the life of the speeder, but all people on the road around them. As speed increases, the risk of serious injury or death in a crash rises exponentially. Greater speeds drastically reduce the time available for a driver to react and avoid a crash. This risk increases with every mile per hour over the speed limit. The NHTSA lists factors such as traffic, running late, anonymity, and disregard for others and the law as some of the factors related to speeding.

The sub-grantees under this program area, which involves the Guam Police Department-Highway Patrol Division (GPD-HPD), Guam International Airport Authority-Airport Police Division (GIAA-APD) and the Port Authority of Guam-Port Police Division (PAG-PPD) will continue focus on drivers who commit

common aggressive driving actions such as speeding, following too closely, and running red lights. Enforcement is publicized widely. The strategy is very similar to saturation patrols directed at alcohol-impaired drivers (Chapter 1, Section 2.2). Because speeding and aggressive driving are moving violations, officers cannot use checkpoints. Rather, they must observe driving behavior on the road. Several studies have reported reductions in crashes or reductions in speeding or other violations attributed to both general and targeted high-visibility speed enforcement campaigns. Although the evidence is not conclusive, the trends are promising. (Countermeasure that Works, 10<sup>th</sup> Edition).

Funding will cover the costs for the following:

- To conduct saturation and stationary enforcement activities throughout FY2024-2026.
- To conduct LASER/RADAR training sessions for partner agencies. (GPD-HPD)
- To train 30% of the precinct patrol officers on the use of speed detection equipment to enhance their knowledge and skills to perform during stationary and/or roving speed enforcement activities. (GPD-HPD)
- To procure one (1) Police SUV vehicle; one (1) Police package Pick Up Truck with lights and sirens; and one (1) Electric Police Package vehicle (GPD-HPD)
- To send law enforcement officers to conferences, meetings and/or training relating to Police Traffic Services with IPTM and TSI. Costs for travel will cover airfare, per diem, and registrations.

### Funding Sources

Source Fiscal Year	Funding Source	Estimated Funding Amount
2024-2026	BIL 402	<b>\$1,095,135.00</b>

## ***Program Area: Traffic Records (Sections 402 and 405c)***

Timely, accurate, complete, accessible, and uniform traffic records is needed to support highway and traffic safety decision making. A complete traffic records program is necessary for identifying, planning, problem identification, operational management, and evaluation of Guam's highway safety activities. The DPW-OHS and its partners collect and use traffic records data to identify the locations and causes of crashes that occur in relation to the highway safety problems. In return, the most appropriate countermeasures will be chosen and its effectiveness evaluated. In the end, improvements should be made as a result of findings to highway safety.

Traffic Records Projects are designed to increase MMUCC (Model Minimum Uniform Crash Criteria) and NEMSIS (National Emergency Medical Services Information System) compliance of core traffic systems. Projects must make data program improvements relating to quantifiable and measurable progress in the increase of timeliness, accuracy, completeness, uniformity, integration and accessibility of data in a core highway safety database system. Making crash data analysis available to the general public and providing EMS quality assurance, data analysis and Highway Safety Plan data are projects working toward accessibility of core data sets.

***NHTSA's Uniform Guidelines for State Highway Safety Programs include:*** ·

### **Highway Safety Program Guideline No. 10**

- Traffic Records

### **Countermeasure Strategies: Traffic Records (BIL 402)**

**Program Management:** The goal of the Traffic Records Coordinating Committee (TRCC) is to continue to develop a comprehensive traffic records system so we can address the highest priority highway safety issues. The TRCC prioritized projects based on the ability to: improve data quality in the core traffic records data systems, bring existing efforts currently underway to completion, make measurable progress toward the end goals of the TRCC and the Sections 405c programs using the performance areas (timeliness, consistency, completeness, accuracy, accessibility, and integration), and increase MMUCC and NEMSIS compliance.

Funding will cover the costs for:

- Personnel costs for the program coordinator.
- Off-island travel- related expenses (i.e., air fare, per diem, registration and car rental) for the program coordinator and/or sub-recipients to attend conferences, meetings, training with the Traffic Safety Institute (TSI), and any other related conferences, meetings, trainings relating to Traffic Records.

### **Countermeasure Strategies: Traffic Records (BIL 405c “Promise Project”)**

The DPW-OHS will develop a Scope of Work for the Island-wide Traffic Safety Information System (ITSIS) implementing and developing to redeploy the Crash Reporting System.

The DPW-OHS will fund the cost to hire a contractor to do the following tasks below:

Task 1 - Redeployment of Electronic Crash Reporting System/E-Citation/Report Amendment Program/Data Transmission Services/Driver and Vehicle Lookup Programs. The contractor will secure to develop and update and create all install programs needed for the redeployment of the ITSIS software. The contractor will perform the installation, testing and deployment of all the software including the data transmission services for field reporting and transmission to the centralized databases.

Task 2 - ITSIS Domain Migration – The contractor will work with agencies that were previously using the ITSIS domain account to migrate their login credentials to the Application User Management Account:

Task 3 - LERMS Interface & API - Based on the Interface Requirements, the contractor will develop and design programs that will use the Guam Police Department’s Law Enforcement Reporting and Management System (LERMS) for updating the require crash data fields. Program update frequency will be defined and process in accordance with the Interface requirements

Task 4 - ITSIS Maintenance & Support – The contractor will continue to maintain and provide upgrade as necessary for the Electronic Crash Reporting System, E-Citation System, Report Amendment and Modification Program, JustWare Application Program Interface, SafetyNet, Data

Transmission Service, Driver and Vehicle Lookup Program and the Online System for Crash Analysis Reporting (OSCAR)

Task 5 - Traffic Records Strategic Plan Update

Task 6 – E-Citation Web Viewer Application – The contractor will design and develop an E-Citation Web viewer application for the Guam Violation Bureau that will provide access to citations created in E-Citation.

Task 7 – ITSIS Server & System Database Update – The contractor will upgrade the current Island-wide Traffic Safety Information System (ITSIS) database running on a Virtual Machine using VMWare at the Guam Office of Technology (OTECH) facility.

### Funding Sources

Source Fiscal Year	Funding Source	Estimated Funding Amount
2024-2026	BIL 402	\$263,730.00
2024-2026	FAST 405C (Promise Project)	\$106,024.29

## ***Program Area: Emergency Medical Services (EMS)***

The Guam Fire Department is mandated to respond to all traffic crashes with injuries and fatalities, all traffic-related fire emergencies, and non-emergencies. Currently, the Guam Fire Department has twelve (12) Fire Stations and three (3) Rescue Units.

When there is a motor vehicle crash containing passengers with serious injuries and a call is made to 911, the fire department units are commonly the first to arrive at the scene. The average response time for a GFD Unit equipped with battery-operated extrication tools is about seven (7) to ten (10) minutes within the northern and central parts of island. However, there would be a significant time difference if the crash occurs anywhere in the southern parts of the island, about fifteen (15) to twenty-five (25) minutes. Even with the valuable time lapsed due to geographic location of the crash site, the differential time would be made up with expediently deployable battery-operated extrication tools. The battery-operated tools are in action within two minutes or less once on scene.

Gas-powered hydraulic tools have been proven inadequate compared to battery operated tools. The battery-operated tools are in service within (2) two minutes or less of an apparatus arriving on scene, and allow operators to immediately initiate the extrication process. While hydraulic-driven tools take up to 20 minutes to remove the victim, the batter-operated tools cut the time in half. These tools are easily removed from the apparatus and instantly placed into service at the scene of a traffic crash. Ultimately, increasing the survivability of those involved in a traffic crash on Guam's Highways.

### **Sociodemographic and Geospatial Analysis**

Geographically, the engine and rescue units are far spread for an expedient emergency response. At the Fire Stations, there's only one (1) Engine Unit that is equipped with hydraulic driven extrication tools, stationed on the southeast side of the island. Of the three (3) Rescue Units, the first unit stationed at the northern part of the island has the complete set of battery-operated extrication tools. The second unit stationed centrally has a combination of hydraulic and battery-operated extrication tools. Lastly, the third unit has all hydraulic driven extrication tools assigned to the southwest side of the island.

As previously stated, Guam's villages with the highest populations according to the 2020 Census

are Dededo (44,908), Yigo (19,339), and Tamuning (18,489) followed by Mangilao and Barrigada as fourth and fifth highest. Northern and central regions of the island containing the highest population with all but two fire stations with a combination of hydraulic and battery-operated extrication tools.

The end result of this dilemma would be the general public traveling on the highways of Guam and are involved in a traffic crash where vehicle extrication tools are needed to remove them from their mangled vehicles will be delayed.

### Crashes with Serious Injuries in Guam

Crash Statistics	2018	2019	2020	2021	2022
Crashes w/ Serious Injuries	608	694	478	584	585

### Associated Performance Measures

Fiscal Year	Performance measure name	Target End Year	Target Period	Target Value
2024 - 2026	C-2) Number of serious injuries in traffic crashes (Territory crash data files)	2026	5 Years	686

### Citation/Justification

- Uniform Guidelines for State Highway Safety Programs
  - Highway Safety Program Guideline No. 11
    - Emergency Medical Services

### Countermeasure Strategy: Education and Extrication

**Program Management: Education:** The DPW-OHS) manages the Emergency Medical Services (EMS) Program for the island of Guam. There are two (2) Program Coordinators who lead the administrative duties and work with the EMS sub-grantee Guam Fire Department (GFD) on acquiring the essential equipment and training needed for emergency response.



Education and outreach programs are a vital component of statewide traffic safety efforts. Activities supporting enforcement efforts greatly increase the effectiveness and ability to change driver behavior. The DPW-OHS will provide educational outreaches targeted to all age groups to raise awareness of traffic safety laws by focusing on the dangers of alcohol and drugs, not wearing seat belts, speeding, pedestrian, and using cell phones.

Additionally, education and outreach programs are a vital component of statewide traffic safety efforts for the EMS program. Activities supporting enforcement efforts greatly increase the effectiveness and ability to change driver behavior. The DPW-OHS will provide educational outreaches targeted to all age groups to raise awareness of traffic safety laws, specifically the essential nature of EMS and its contribution to highway safety efforts.

Goals and objectives will be:

- Promote the coordination and involvement of emergency services into transportation safety and injury prevention efforts.
- Work in coordination through EMS Commission members at meetings to collaborate and improve transportation safety related to trauma medical care and associated EMS/Trauma programs on Guam.
- Maintain representation at the Guam's Emergency Medical Services Commission meetings.
- To partially fund personnel costs @ 25 percent for one (1) Program Coordinator to manage the project in all aspects.
- To fund contractual services to print educational materials on Emergency Medical Services i.e., the dangers of alcohol and drugs, unrestrained vehicle occupants, and distracted driving.
- Increase education and involvement of EMS in transportation safety.
- Develop and support integrated EMS and transportation safety programs.
- Utilize patient care data to make improvements in patient care.

**EMS Extrication Equipment:** The overall goal is to provide the EMS -Guam Fire Department (GFD) with necessary equipment and training to respond to all traffic related crashes and be able to properly and safely extricate all traffic victims who are trapped or unable to remove themselves from a vehicle. The Guam Fire Department EMS will work to improve communication for

emergency response and dispatch; increase education and involvement in transportation safety; develop and support integrated EMS and transportation safety programs; facilitate rapid response, treatment, and transport of vehicle crash victims and maintain efforts to ensure ambulances are appropriately equipped and staffed with modern equipment.

The National Highway Traffic Safety Administration's (NHTSA) *Uniform Guidelines for State Highway Safety Programs* emphasizes prompt emergency medical care under the range of emergency conditions encountered for those involved in traffic crashes. This requires the DPW-OHS and GFD to work collectively to ensure that in the event of a crash, individuals receive the proper care in a timely manner with the most up-to-date equipment and proper training for Emergency Responders.

The long-term goal is to replace the old and problematic hydraulic tools with the new battery-operated extrication tools. The existing hydraulic tools are well over 12 years old and are either constantly being repaired or deemed beyond repair. The technological advancement behind the battery-operated extrication tools have proven them to be lighter, stronger, more compact and reliable. A major improvement compared to the cumbersome hoses, power units, or hydraulic and fuel issues that come with hydraulic tools. Overall increasing the survivability of those involved in a traffic crash on Guam's roadways.

There are twelve (12) fire stations and two (2) rescue bases on the island. With one main highway that runs from the northern end to the southern end and intersecting smaller roadways in between, having each fire apparatus equipped with battery powered vehicle extrication tools could be the difference between life and death. The overall goal is to provide the GFD with necessary equipment and training to respond to all traffic related crashes and be able to properly and safely extricate all traffic victims who are trapped or unable to remove themselves from a vehicle. By virtue of public law, GFD must provide emergency medical services to the people of Guam. GFD firefighters are also certified EMT's with the National Registry of Emergency Medical Technicians. Fatalities and serious injuries from motor vehicle crashes would continue and may increase without ongoing education and training for first responders and emergency medical technicians.

Funding will cover the costs for the following:

- To send one (1) GFD representative off-island to attend the 2024 Lifesavers Conference and 2024 ATSIP - Traffic Records Forum and any other related training, conferences, and/or meetings relating to Emergency Medical Services.
- Procure one (1) Battery Operated Vehicle Extrication Cutter Package
- Procure one (1) Battery Operated Vehicle Extrication Spreader Package
- Procure three (3) Battery Operated Vehicle Extrication Ram Package
- Procure eight (8) Rescue High Lift Jack kit
- Procure five (5) Vehicle Stabilization Struts
- Procure three (3) Kendricks Extrication Device
- Provide all ambulances, fire trucks and rescue units with necessary equipment to aid victims of traffic crashes.
- Conduct training for all personnel of the new battery powered extrication tools and any new extrication techniques.

### Funding Sources

Source Fiscal Year	Funding Source	Estimated Funding Amount
2024-2026	BIL 402	\$497,385.00

## ***Program Area: Communications (Media)***

For calendar year 2022, Guam experienced 14 fatalities, three (3) fatalities in the northern area; eight (8) fatalities in the central area; and three (3) fatalities in the southern area. Five (5) were attributed to speed and five (5) were pedestrians.

Guam's situation is intensified by an influx of the Federated States of Micronesia (FSM) community where alcohol consumption is a celebration affordable and cheaper on Guam versus their home island. Immigrants from the (FSM) who move to Guam from their home island come from a culture in which some behaviors associated with drinking alcohol are generally perceived as okay. This presents a unique challenge for Guam's DPW-OHS which aims to curtail residents' and visitors' safety/impaired driving and speed culture through public outreach, enforcement of relevant laws, and as well as publicizing the dangers associated with impaired/distracted driving, speeding, and unrestrained passengers. Too many of Guam's roads are widespread with potholes, uneven asphalt, faded road markings and other problems. These inadequacies damage vehicles and can result in crashes and need to be a one of the many constant priorities for the government to take care of.

### **Countermeasure Strategy: Mass Media Campaign**

Safety prevention messages will be conveyed through mediums such as radio, television advertisements, and social media (Facebook and Instagram) throughout the Territory. The countermeasures were selected with the purpose of continuing DPW-OHS' mission to reduce crashes, serious injuries and fatalities.

The following media formats will be considered for reaching target audiences in the community:

- 1) Media markets that serve areas where there are a high number of speeding, alcohol and pedestrian - related crashes will be targeted. High crash points are identified on Routes 1, 3, 4, 8, 10, and 16. This strategy was taken from "NHTSA's Countermeasures that Work: A Highway Safety Countermeasure Guide for State Highway Safety Offices, 10th Edition, 2020 (CTW) - 5.2 Mass-Media Campaigns

## Countermeasure.

- 2) DPW-OHS will work with a contractor specializing in advertising and marketing to strategize and create a plan of action to create and develop the social media arena to bring awareness and education to the community. Media insertion and management is the key to ensure that messaging is in the right target demographics and areas. Constant and consistent visibility is critical in ensuring that the mission is achieved.
- 3) DPW-OHS will continue to procure and produce educational materials in various languages, which will include bi-lingual components for Japanese, Korean, Tagalog, Chamorro, and Chuukese audiences.
- 4) DPW-OHS will continue communications and outreach strategies to inform the public of the dangers of driving while impaired by alcohol and to promote positive social norms of not driving while impaired, the dangers of speeding, the need for buckling up, and the awareness/safety for pedestrians crossing. As with prevention and intervention, education through communications and outreach strategies is especially important. Education may occur through formal classroom settings, social media, news media, paid advertisements, PSAs, and a wide variety of other communication channels such as posters, billboards, web banners, etc. While communication and outreach strategies are critical parts of many deterrence and prevention strategies, the areas of Alcohol, Speed, Occupant Protection, and Pedestrian and Bicycle Safety strategies can be found in Countermeasures that Work: A Highway Safety Countermeasure Guide for State Highway Safety Offices, 10th Edition, 2020 (CTW) 1.5.
- 5) Countermeasures for pedestrians are primarily aimed at improving safety behaviors of pedestrians and drivers through education and enforcement measures, and are organized by pedestrian sub groups:
  - Preschool-age children;
  - School-age children;
  - Alcohol-impaired pedestrians; and

- All pedestrians.

6) DPW-OHS will also select countermeasures to address particular problems identified in communities or common to a high-risk group in a community, such as: middle aged or older adults, the homeless, or children of varying ages; and address diverse populations, such as recent immigrants who may not be familiar with traffic laws, the traffic environment, and may not speak or read English, or be literate in their native language.

According to NHTSA, Effective high visibility communications and outreach are an essential part of successful highway safety programs. Paid advertising can be a critical part of the media strategy. Paid advertising brings with it the ability to control message content, timing, placement, and repetition. It enables the programs to reach specific demographics and geographic locations, consistently deliver their message to a targeted audience, involve higher engagement and website traffic, and control what budget amount needed to make it work.

### Funding Sources

Source Fiscal Year	Funding Source	Estimated Funding Amount
2024-2026	BIL 402	\$174,579.00

## *Program Area: Pedestrian and Bicycle Safety Program*

Pedestrians and bicyclists road users have become vulnerable and face safety challenges when traveling Guam's roadways. In CY2021, Guam recorded 4717 crashes of which 16 were traffic fatalities. Of the 16 traffic fatalities, three (3) involved pedestrians. In CY2022, Guam recorded 4,920 traffic crashes, of which there were 14 were traffic fatalities. Of that 14 traffic fatalities five (5) involved pedestrians. In CY2023 Guam recorded 1,837 traffic crashes, of which ten (10) were traffic fatalities involving four (4) pedestrians and one (1) bicyclist. This is alarming as the occurrence of these fatalities occurred during the onset of the year.

Most of the pedestrians involved in these fatal crashes are found to be in violation of the Title 16, Guam Code Annotated and they are as follows:

- § 3331. Crossing at Other Than Crosswalks.
- § 3332. Jay Walking.
- § 3333. Conduct of Operators and Pedestrians on Approach of Authorized Emergency Vehicles.

The problem is that these laws are commonly violated for the pedestrian's sake of convenience. There seems to be a blatant disregard of the nearest crosswalk approximately one hundred feet away just to get to the other side, and therefore the pedestrian chooses to cross the street illegally instead of utilizing the proper crosswalk.

Another concerning issue is that there are many pedestrians standing/walking in the raised concrete median at intersections soliciting for money or food and this causes safety hazards during heavy vehicular traffic.

	<b><u>2018</u></b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>
Total Traffic Fatalities	24	18	14	16	14
Total Pedestrian Fatalities	14	6	3	3	5

Guam’s Pedestrian and Bicycle Safety program focuses on the Safe System Approach for safer people through educational awareness that effectuate changed behavior of all pedestrians and drivers and passengers. The educational approach is that everyone must responsibly share the road. The program provides for enforcement to decrease fatality and serious injuries of pedestrians and in conjunction with Title 16, Guam Code Annotated, Chapter 3 Pedestrian Safety.

### **Sociodemographic and Geospatial Analysis**

During the five-year trend, majority of pedestrian fatalities occur in Guam’s northern area recording 18 fatalities that occurred in the villages of Tamuning-Tumon-Harmon, Dededo, and Yigo), and central area recording 12 fatalities that occurred in the villages of Mangilao, Anigua, Mongmong-Toto-Maite), Barrigada and Hagatna).

Guam is made up of a diverse community composed with Chamorro 37.3%, *Filipino* 26.3%, White 7.1%, *Chuukese* 7%, Korean 2.2%, other Pacific Islander 2%, other Asian 2%, Chinese 1.6%, Palauan 1.6%, Japanese 1.5%, Pohnpeian 1.4%, mixed 9.4%, other 0.6% (2010 est.). Of this population by ethnicity, a breakdown of pedestrian fatalities by ethnicity shows 12 were Chamorro, 12 were Chuukese and 3 were Filipino. 81% were male victims while 19 were female victims.

### **Associated Performance Measures**

<b>Fiscal Year</b>	<b>Performance Measure</b>	<b>Target End Year</b>	<b>Target Period</b>	<b>Target Value</b>
<b>2024-2026</b>	C-10) Number of pedestrian fatalities (Territory Crash Data Files)-2022	<b>2026</b>	<b>5 years</b>	<b>5</b>
<b>2024-2026</b>	C-11) Number of bicyclist fatalities (Territory Crash Data Files)-2022	<b>2026</b>	<b>5 years</b>	<b>0</b>

### **Citation/Justification**

1. Countermeasure That Works: A Highway Safety Countermeasure Guide for State Highway Safety Offices, Tenth Edition, 2020.
  - Chapter 8. Pedestrian Safety
    - ✓ 4.1 – Pedestrian Safety Zones (5 stars)



- Chapter 9. Bicycle Safety
  - ✓ 1.1 Bicycle Helmet Laws for Children (5 stars)
  - ✓ 2.1 Bicycle Helmet Laws for Adults (4 stars)
- 2. Uniform Guidelines for State Highway Safety Programs
  - ✓ Highway Safety Program Guideline No. 14
    - Pedestrian and Bicycle Safety

It is proven strategy to improve safety behaviors of pedestrians and drivers through education and enforcement measures aimed at improving the knowledge and behaviors of road users to prevent a crash.

### **Countermeasure Strategy: Pedestrian Education and Enforcement**

**Program Management – Education:** Increasing compliance with traffic laws for pedestrians, bicyclists, and motorists will improve road user behaviors.

Costs under this program area include: salaries, travel to send program coordinators to trainings, meetings, and/or conferences and to send sub-grantee(s) to training and/or conferences relating to Pedestrian and Bicycle safety, and operating costs (e.g., printing, supplies, equipment, i.e., laptop for program coordinator) directly related to the development, coordination, monitoring, evaluation, public education, marketing, and training required of this program.

**Program Management – Enforcement:** Pedestrians and bicyclists road users have become vulnerable and face safety challenges when traveling Guam’s roadways. In CY2021, Guam recorded 4717 crashes of which 16 were traffic fatalities. Of the 16 traffic fatalities, three (3) involved pedestrians. In CY2022, Guam recorded 4,920 traffic crashes, of which there were 14 were traffic fatalities. Of that 14 traffic fatalities five (5) involved pedestrians. In CY2023 Guam recorded 1,837 traffic crashes, of which ten (10) were traffic fatalities involving four (4) pedestrians and one (1) bicyclist. This is alarming as the occurrence of these fatalities occurred during the onset of the year.

Enforcement activities have been identified as “Hot Spots” include:

- Route 1 Hagatna to Dededo
- Route 4 Hagatna
- Route 10 Mangilao/Barrigada
- Route 16 Dededo/Harmon

These enforcements will continue towards changed pedestrians’ behavior and compliance to the use of crosswalks and discourage jaywalking through educational awareness and through the issuance of traffic citations to violators.

These operations will be conducted throughout the triennial period with strategies that may include but not limited to working with Department of Public Works (DPW) Highway Engineering Division in constructing traffic calming countermeasures such as crossing islands with and without supplemental crosswalks, repainting of existing faded crosswalks, construction of “Creative” crosswalks that will encourage pedestrian use and installation of streetlights at the identified problem areas.

Training will be offered for Pedestrian crash investigations to enhance special dynamics involved in pedestrian and bicycle traffic crashes, from reaction times to victim injury analysis to environmental factors; it is important to learn to recognize and interpret the evidence and correlate it with the collision sequence which will assist in identifying and finding solutions to the pedestrians’ behavior.

GPD-Highway Patrol Division will conduct fourteen (14) Pedestrian Safety overtime enforcement, at three (3) hours per enforcement activity at the identified “Hot Spots”:

- Route 1 Hagatna to Dededo
- Route 4 Hagatna
- Route 10 Mangilao/Barrigada
- Route 16 Dededo/Harmon

Pedestrian Safety Enforcement activities (Stationery and Saturation) will be scheduled throughout the triennial grant period.

## Funding Sources

Source Fiscal Year	Funding Source	Estimated Funding Amount
2024-2026	BIL 402	<b>\$247,929.00</b>

## ***Program Area: Distracted Driving (Section 402)***

Distracted driving is one of the leading causes of crashes nationwide, but is the most difficult to obtain data for. Driver distractions include eating, drinking, grooming, taking photos, videos, or texting while using a wireless device, and any other action that takes a motorist's eyes or minds off the road. This kind of driving compromises the safety of the driver, passengers, pedestrians, and people in other vehicles. Guam has seen an increase of drivers utilizing their cell phones even though there is a law that restricts drivers from using their cell phones (Public Law 31-194). Although distractions encompass many behaviors, electronic devices are most often targeted (cellphones).

### **Countermeasure Strategy**

Guam's Public Law 31-194, banned drivers from using cell phones while driving. First offense will result in a fine of no less than \$100.00. Repeat offenders will receive a fine of \$500.00 and if the violation results in a traffic collision, the fine would be no less than \$1,000.00 with the possibility of having their driving privileges revoked.

DPW-OHS will continue to conduct educational outreaches to middle and high school students on the dangers of cell phones and texting; distribute brochures on Guam's distracted driving law; and present documentary videos at school outreaches for FY2024-FY2026. In CY2022, Guam recorded 167 cell phone citations. The target ages are from the ages of 20 – 34, as data identifies this age bracket as the common violators.

This is a countermeasure from NHTSA's Countermeasures that Work: A Highway Safety Countermeasure Guide for State Highway Safety Offices, 10th Edition, 2020 (CTW).

#### **1.3 High-Visibility Cell Phone/Text Messaging Enforcement (four stars)**

The campaign includes an annual survey to measure the success of the project and an educational campaign using traditional and social media to inform the public about the dangers of the distracted driving.

DPW-OHS will continue to do the following:

- To encourage participation by law enforcement agencies to conduct Distracted Driving Enforcement Operations during the National Distracted Driving Awareness month and

compile statistics upon completion of this campaign. NOTE: No grant funded enforcement funds will be used.

- Evaluate and assess media coverage generated by public outreach tactics (i.e., press releases, conferences, mall displays, campaigns), including channel, estimated audience reach/impressions (anticipated, at the most, 2000 impression), tone (i.e., neutral, positive, negative), and values/advertising equivalency.
- To partially fund personnel costs @ 25 percent for one (1) Program Coordinator to manage the distracted driving project in all aspects.
- Conduct at the most, two (2) educational outreaches, one for middle and one for high schools on the dangers of cell phones and texting and distribute brochures on Guam's distracted driving law. Present documentary videos at school outreaches.
- Coordinate with our media contractor to schedule production of DPW-OHS' highway safety commercials and broadcast them on social media to promote distracted driving messages in support of education efforts to reduce distracted driving occurrences.

### Citation/Justification

Aside from enforcement, educational campaigns and printing of reading materials will be used as strategies to deter drivers from being distracted from one of the three main types of distractions while driving:

1. Visual: Looking away from the road (sightseeing, event, other people, etc.)
2. Manual: Activities that need you to take your hands off of the steering wheel (reaching for phone, grooming, food, turning knob radio, etc.)
3. Cognitive: Thinking about things other than driving (daydreaming, work, people, etc.)

### Funding Sources

Source Fiscal Year	Funding Source	Estimated Funding Amount
2024-2026	BIL 402	\$94,434.00

# Performance Report

## GHSA/NHTSA Recommended/Optional Performance Report Chart FY 2024 – FY 2026 Triennial Highway Safety Plan

	FFY 2023 HSP				
Performance Measure:	Target Period	Target Year(s)	Target Value FY23 HSP	Data Source*/ FY23 Progress Results	On Track to Meet FY23 Target YES/NO/In-Progress (Must be Accompanied by Narrative**)
C-1) Total Traffic Fatalities	5 year	2019-2023	14	2022 Local Data 14	Yes
C-2) Serious Injuries in Traffic Crashes	5 year	2019-2023	670	2022 Local Data 686	In-Progress
C-3) Fatalities/VMT	5 year	2019-2023	N/A	N/A	N/A VMT data not collected in the Territories

Note: For each of the Performance Measures C-4 through C-11, the State should indicate the Target Period which they used in the FY23 HSP.

C-4) Unrestrained Passenger Vehicle Occupant Fatalities, All Seat Positions	Annual	2023	3	2022 Local Data 3	Yes
C-5) Alcohol-Impaired Driving Fatalities	Annual	2023	1	2022 Local Data 1	Yes
C-6) Speeding-Related Fatalities	Annual	2023	5	2022 Local Data 6	In-Progress
C-7) Motorcyclist Fatalities	Annual	2023	1	2022 Local Data 2	In-Progress
C-8) Unhelmeted Motorcyclist Fatalities	Annual	2023	1	2022 Local Data 1	Yes
C-9) Drivers Age 20 or Younger Involved in Fatal Crashes	Annual	2023	0	2022 Local Data 0	Yes

C-10) Pedestrian Fatalities	Annual	2023	4	2022 Local Data 5	In-Progress
C-11) Bicyclist Fatalities	Annual	2023	0	2022 Local Data 0	Yes
B-1) Observed Seat Belt Use for Passenger Vehicles, Front Seat Outboard Occupants (State Survey)	Annual	2023	93.00	2022 Local Data 94.23	In-Progress