

I Mina'trentai Ocho Na Liheslaturan Guåhan
BILL STATUS

BILL NO.	SPONSOR	TITLE	DATE INTRODUCED	DATE REFERRED	CMTE REFERRED	FISCAL NOTES	PUBLIC HEARING DATE	DATE COMMITTEE REPORT FILED	NOTES
240-38 (LS)	Christopher M. Dueñas V. Anthony Ada Jesse A. Lujan Vincent A. V. Borja Sabrina Salas Matanane Eulogio Shawn Gumataotao	AN ACT TO <i>AMEND</i> SECTION 61309, ARTICLE 3, CHAPTER 61, TITLE 21, GUAM CODE ANNOTATED RELATIVE TO ADDING TEMPORARY WORKFORCE HOUSING AS A PERMITTED USE FOR M1 LIGHT INDUSTRIAL ZONES.	12/3/25 8:46 a.m. ^12/16/25 4:33 p.m.	12/18/25	Committee on Land, Environment, Housing, Agriculture, Parks, and Infrastructure.	Request: 12/18/25 12/29/25	1/8/26 2:00 p.m.	1/13/26	

OFFICE OF THE VICE SPEAKER V. Anthony Ada


I Mina'trentai Ocho Na Liheslaturan Guåhan | 38th Guam Legislature

Chairperson - Committee on Land, Environment, Housing, Agriculture, Parks, and Infrastructure



January 13, 2026

Honorable Frank F. Blas, Jr
Speaker
Mina'trentai Ocho na Liheslaturan Guåhan
163 Chalan Santo Papa
Hagåtña, Guam 96910

VIA: Honorable V. Anthony Ada 
Chairperson, Committee on Rules

Re: Committee Report on Bill No. 240-38 (LS)

Håfa adai Speaker Blas:

Transmitted herewith is the Committee Report on **Bill No. 240-38 (LS)**– “AN ACT TO *AMEND* SECTION 61309, ARTICLE 3, CHAPTER 61, TITLE 21, GUAM CODE ANNOTATED RELATIVE TO ADDING TEMPORARY WORKFORCE HOUSING AS A PERMITTED USE FOR M1 LIGHT INDUSTRIAL ZONES.” – Christopher M. Dueñas, V. Anthony Ada, Jesse A. Lujan, Vincent A.V. Borja, Sabrina Salas Matanane, Eulogio Shawn Gumataotao

Committee votes are as follows:

5 TO DO PASS
0 TO NOT PASS
1 TO REPORT OUT ONLY
0 TO ABSTAIN
0 TO PLACE IN INACTIVE FILE

Si Yu'os ma'åse',



V. Anthony Ada



COMMITTEE ON RULES

RECEIVED:

January 13, 2026 2:43 p.m.

Marie Crisostomo



OFFICE OF THE VICE SPEAKER

V. Anthony Ada

I Mina'trentai Ocho Na Liheslaturan Guåhan | 38th Guam Legislature

Chairperson - Committee on Land, Environment, Housing, Agriculture, Parks, and Infrastructure

COMMITTEE REPORT

Bill No. 240-38 (LS)

Introduced by Christopher M. Dueñas, V. Anthony Ada, Jesse A. Lujan, Vincent A.V. Borja, Sabrina Salas Matanane, Eulogio Shawn Gumataotao

“AN ACT TO *AMEND* SECTION 61309, ARTICLE 3, CHAPTER 61, TITLE 21, GUAM CODE ANNOTATED RELATIVE TO ADDING TEMPORARY WORKFORCE HOUSING AS A PERMITTED USE FOR M1 LIGHT INDUSTRIAL ZONES.”

by Vice Speaker V. Anthony Ada

OFFICE OF THE VICE SPEAKER

V. Anthony Ada

I Mina'trentai Ocho Na Liheslaturan Guåhan | 38th Guam Legislature


Chairperson - Committee on Land, Environment, Housing, Agriculture, Parks, and Infrastructure



January 13, 2026

MEMORANDUM

To: All Members
Committee on Land, Environment, Housing, Agriculture, Parks and Infrastructure

From: Vice Speaker V. Anthony Ada 
Committee Chairperson

Subject: Committee Report on Bill No. 240-38 (LS)

Transmitted herewith for your consideration is the Committee Report on **Bill No. 240-38 (LS)** – Christopher M. Dueñas, V. Anthony Ada, Jesse A. Lujan, Vincent A.V. Borja, Sabrina Salas Matanane, Eulogio Shawn Gumataotao - AN ACT TO *AMEND* SECTION 61309, ARTICLE 3, CHAPTER 61, TITLE 21, GUAM CODE ANNOTATED RELATIVE TO ADDING TEMPORARY WORKFORCE HOUSING AS A PERMITTED USE FOR M1 LIGHT INDUSTRIAL ZONES.

This report includes the following:

- Copy of COR Referral of Bill No. 240-38 (LS)
- Notices of Public Hearing & Other Correspondence
- Copy of the Public Hearing Agenda
- Public Hearing Sign-in Sheet
- Copies of Submitted Testimonies & Supporting Documents
- Committee Vote Sheet
- Committee Report Digest
- Copy of Bill No. 240-38 (LS)
- Copy of Fiscal Note from Bureau of Budget and Management Research

Please take the appropriate action on the attached vote sheet. Your attention to this matter is greatly appreciated. Should you have any questions or concerns, please do not hesitate to contact me.

Si Yu'os ma'åse'



COMMITTEE ON RULES

Vice Speaker V. Anthony Ada, Chairperson

I Mina'trentai Ocho Na Liheslaturan Guåhan

38th Guam Legislature

December 18, 2025

To: **Rennae V. C. Meno**
Clerk of the Legislature

Attorney Darleen Hiton
Legislative Legal Counsel

From: **Vice Speaker V. Anthony Ada** 
Chairperson, Committee on Rules

Subject: **Referral of Bill No. 240-38 (LS)**

Håfa Adai,

As per my authority as Chairperson of the Committee on Rules and subject to §6.01(d)(1), Rule VI of our Standing Rules, I am forwarding the referral of **Bill No. 240-38 (LS)** – Christopher M. Dueñas, V. Anthony Ada, Jesse A. Lujan, Vincent A. V. Borja, Sabrina Salas Matanane, Eulogio Shawn Gumataotao. – “AN ACT TO *AMEND* SECTION 61309, ARTICLE 3, CHAPTER 61, TITLE 21, GUAM CODE ANNOTATED RELATIVE TO ADDING TEMPORARY WORKFORCE HOUSING AS A PERMITTED USE FOR M1 LIGHT INDUSTRIAL ZONES.”

Please ensure that the subject bill is referred to Committee on Land, Environment, Housing, Agriculture, Parks, and Infrastructure chaired by Vice Speaker V. Anthony Ada. I also request that the same be copied to the Prime Sponsor of the subject bill and to Management Information Services (MIS) for posting on our website.

A copy of the bill is available on our legislative website.

Should you have any questions or concerns, please feel free to contact Kamarin Nelson, Committee on Rules Director at 671-472-2461.





FIRST NOTICE of Public Hearing: January 8, 2026

Vice Speaker V. Anthony Ada <vicespeakertonyada@guamlegislature.gov> Tue, Dec 30, 2025 at 1:45 PM
Bcc: phnotice@guamlegislature.gov, jpduenas@dcaguam.com, lduenas@remaxguam.com,
carlpete@moneyresourcesinc.com, [REDACTED], joanne@hafaadairealty.com, fabe@bluecontinentrealty.com,
ray@paclawpro.com, Clare Delgado <[REDACTED]>, [REDACTED] broker@neatmuna.com,
[REDACTED], Sheri Fejeran <sheri@guamrealtors.com>, garadmin@guamrealtors.com, "Joseph M. Borja"
<joseph.borja@land.guam.gov>, "Rossana SM. Tiston" <rossana.sm.tiston@land.guam.gov>, Jessica Urbano
<jessica.urbano@land.guam.gov>

FOR IMMEDIATE RELEASE

December 30, 2025

MEMORANDUM

To: All Senators, Stakeholders, Media
From: Vice Speaker V. Anthony Ada
Re: FIRST NOTICE of Public Hearing: January 8, 2026

The Committee on Land, Environment, Housing, Agriculture, Parks and Infrastructure will conduct a Public Hearing on **Thursday, January 8, 2026 at 2:00 pm** in the Public Hearing Room in the Guam Congress Building. The agenda is as follows:

- **Bill No. 240-38 (LS)** – Christopher M. Dueñas, V. Anthony Ada, Jesse A. Lujan, Vincent A.V. Borja, Sabrina Salas Matanane, Eulogio Shawn Gumataotao - AN ACT TO AMEND SECTION 61309, ARTICLE 3, CHAPTER 61, TITLE 21, GUAM CODE ANNOTATED RELATIVE TO ADDING TEMPORARY WORKFORCE HOUSING AS A PERMITTED USE FOR M1 LIGHT INDUSTRIAL ZONES.

If you are interested in participating in the Public Hearing to provide testimony, please contact the Office of Vice Speaker V. Anthony Ada at (671) 989-0855 or via electronic mail at vicespeakertonyada@guamlegislature.gov for further guidance.

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The Public Hearing will broadcast LIVE on local television (GTA Channel 21, Docomo Channel 117) and stream online via i Liheslaturan Guåhan's live feed. Written testimonies may be sent via email at vicespeakertonyada@guamlegislature.gov.

All government activities, programs, and services are accessible for people with disabilities in compliance with Title II of the Americans with Disabilities Act (ADA). Should you or interested parties require assistance or special accommodations to fully participate in this public hearing, please contact the Office of Vice Speaker V. Anthony Ada at (671) 989-0855 or via email at vicespeakertonyada@guamlegislature.gov.

--
Office of Vice Speaker V. Anthony Ada
38th Guam Legislature
I Mina'trentai Ocho Na Liheslaturan Guåhan
Guam Congress Building, 2nd Floor



163 Chalan Santo Papa

Hagåtña, Guam 96910


Phone: (671) 989-0855

Email: vicespeakertonyada@guamlegislature.gov

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2 attachments

 **2025-12-30 FIRST NOTICE of Public Hearing.pdf**
817K

 **Bill No. 240-38 (LS) Referred Version.pdf**
1408K

OFFICE OF THE VICE SPEAKER V. Anthony Ada

I Mina'trentai Ocho Na Liheslaturan Guåhan | 38th Guam Legislature

Chairperson - Committee on Land, Environment, Housing, Agriculture, Parks, and Infrastructure



FOR IMMEDIATE RELEASE

December 30, 2025

MEMORANDUM

To: All Senators, Stakeholders, Media

From: Vice Speaker V. Anthony Ada

Re: FIRST NOTICE of Public Hearing: January 8, 2026

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- **Bill No. 240-38 (LS)** – Christopher M. Dueñas, V. Anthony Ada, Jesse A. Lujan, Vincent A.V. Borja, Sabrina Salas Matanane, Eulogio Shawn Gumataotao - AN ACT TO AMEND SECTION 61309, ARTICLE 3, CHAPTER 61, TITLE 21, GUAM CODE ANNOTATED RELATIVE TO ADDING TEMPORARY WORKFORCE HOUSING AS A PERMITTED USE FOR M1 LIGHT INDUSTRIAL ZONES.

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FIRST NOTICE of Public Hearing: January 8, 2026

FIRST NOTICE of Public Hearing: January 8, 2026

PUBLIC HEARING

📅 **Posted on:** 12/30/2025 01:58 PM

👤 **Posted by:** Erin Grajek

📅 **Public Hearing Date:** 01/08/2026 02:00 PM

🏢 **Department(s):** GUAM LEGISLATURE (/notices?department_id=92)

🏢 **Division(s):** OFFICE OF VICE SPEAKER V. ANTHONY ADA (/notices?division_id=261)

📌 **Notice Topic(s):** PUBLIC HEARING (/notices?topic_id=74)

📌 **Types of Notice:** PUBLIC HEARING (/notices?type_id=7)

👤 **For Audience(s):** PUBLIC (/notices?public=1)

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FOR IMMEDIATE RELEASE

December 30, 2025

MEMORANDUM

To: All Senators, Stakeholders, Media

From: Vice Speaker V. Anthony Ada

Re: FIRST NOTICE of Public Hearing: January 8, 2026

The Committee on Land, Environment, Housing, Agriculture, Parks and Infrastructure will conduct a Roundtable Hearing on **Thursday, January 8, 2026 at 2:00 pm** in the Public Hearing Room in the Guam Congress Building. The agenda is as follows:

· **Bill No. 240-38 (LS)** – Christopher M. Dueñas, V. Anthony Ada, Jesse A. Lujan, Vincent A.V. Borja, Sabrina Salas Matanane, Eulogio Shawn Gumataotao - **AN ACT TO AMEND SECTION 61309, ARTICLE 3, CHAPTER 61, TITLE 21, GUAM CODE ANNOTATED RELATIVE TO ADDING TEMPORARY WORKFORCE HOUSING AS A PERMITTED USE FOR M1 LIGHT INDUSTRIAL ZONES.**
([http://guamlegislature.gov/38th_Guam_Legislature/Bills_Introduced_38th/Bill%20No.%20240-38%20\(LS\)%20Referred%20Version.pdf](http://guamlegislature.gov/38th_Guam_Legislature/Bills_Introduced_38th/Bill%20No.%20240-38%20(LS)%20Referred%20Version.pdf))

If you are interested in participating in the Public Hearing to provide testimony, please contact the Office of Vice Speaker V. Anthony Ada at (671) 989-0855 or via electronic mail at vicespeakertonyada@guamlegislature.gov for further guidance.

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The Public Hearing will broadcast LIVE on local television (GTA Channel 21, Docomo Channel 117) and stream online via i Liheslaturan Guåhan's live feed. Written testimonies may be sent via email at vicespeakertonyada@guamlegislature.gov.

All government activities, programs, and services are accessible for people with disabilities in compliance with Title II of the Americans with Disabilities Act (ADA). Should you or interested parties require assistance or special accommodations to fully participate in this public hearing, please contact the Office of Vice Speaker V. Anthony Ada at (671) 989-0855 or via email at vicespeakertonyada@guamlegislature.gov (<mailto:vicespeakertonyada@guamlegislature.gov>).



VICE SPEAKER V. ANTHONY ADA

COMMITTEE ON LAND, ENVIRONMENT, HOUSING, AGRICULTURE, PARKS, AND INFRASTRUCTURE



First Notice of Public Hearing Thursday, January 8, 2026 – 2:00 pm

The Committee on Land, Environment, Housing, Agriculture, Parks and Infrastructure will conduct a Public Hearing on Thursday, January 8, 2026, beginning at 2:00 PM, in the Public Hearing Room of the Guam Congress



Bill No. 240-38 (LS) – Christopher M. Dueñas- AN ACT TO *AMEND* SECTION 61309, ARTICLE 3, CHAPTER 61, TITLE 21, GUAM CODE ANNOTATED RELATIVE TO ADDING TEMPORARY WORKFORCE HOUSING AS A PERMITTED USE FOR M1 LIGHT INDUSTRIAL ZONES.

VICE SPEAKER V. ANTHONY ADA

COMMITTEE ON LAND, ENVIRONMENT, HOUSING, AGRICULTURE, PARKS, AND INFRASTRUCTURE



How to Participate: Written testimony may be delivered to the Office of Vice Speaker V. Anthony Ada at the Guam Congress Building, 163 *Chalan Santo Papa Hagåtña*, Guam 96910 or via email to vicespeakertonyada@guamlegislature.gov. The Committee requests that testimonies be submitted at least forty-eight (48) hours prior to the scheduled hearing.

Please confirm your attendance by contacting the Office of Vice Speaker V. Anthony Ada via email at vicespeakertonyada@guamlegislature.gov or via voice call at (671) 989-0855.

Special Accommodations: In compliance with the Americans with Disabilities Act (ADA), individuals requiring assistance or accommodations should contact the Office of V. Anthony Ada.

Watch Live/Record: The hearing will be broadcast on local television, GTA Channel 21, Docomo Channel 117, and streamed online via *Liheslaturan Guåhan's* live feed on YouTube. After the hearing, a hearing recording will also be available online via Guam Legislature Media on YouTube.



SECOND NOTICE of Public Hearing: January 8, 2026

Vice Speaker V. Anthony Ada <vicespeakertonyada@guamlegislature.gov> Tue, Jan 6, 2026 at 8:00 AM
Bcc: phnotice@guamlegislature.gov, jpduenas@dcaguam.com, lduenas@remaxguam.com,
carlpete@moneyresourcesinc.com, [REDACTED], joanne@hafaadairealty.com, fabe@bluecontinentrealty.com,
ray@paclawpro.com, Clare Delgado <[REDACTED]>, [REDACTED], broker@neatmuna.com,
[REDACTED], Sheri Fejeran <sheri@guamrealtors.com>, garadmin@guamrealtors.com, "Joseph M. Borja"
<joseph.borja@land.guam.gov>, "Rossana SM. Tiston" <rossana.sm.tiston@land.guam.gov>, Jessica Urbano
<jessica.urbano@land.guam.gov>

FOR IMMEDIATE RELEASE

January 6, 2025

MEMORANDUM

To: All Senators, Stakeholders, Media
From: Vice Speaker V. Anthony Ada
Re: SECOND NOTICE of Public Hearing: January 8, 2026

The Committee on Land, Environment, Housing, Agriculture, Parks and Infrastructure will conduct a Public Hearing on **Thursday, January 8, 2026 at 2:00 pm** in the Public Hearing Room in the Guam Congress Building. The agenda is as follows:

- **Bill No. 240-38 (LS)** – Christopher M. Dueñas, V. Anthony Ada, Jesse A. Lujan, Vincent A.V. Borja, Sabrina Salas Matanane, Eulogio Shawn Gumataotao - AN ACT TO AMEND SECTION 61309, ARTICLE 3, CHAPTER 61, TITLE 21, GUAM CODE ANNOTATED RELATIVE TO ADDING TEMPORARY WORKFORCE HOUSING AS A PERMITTED USE FOR M1 LIGHT INDUSTRIAL ZONES.

If you are interested in participating in the Public Hearing to provide testimony, please contact the Office of Vice Speaker V. Anthony Ada at (671) 989-0855 or via electronic mail at vicespeakertonyada@guamlegislature.gov for further guidance.

--
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Office of Vice Speaker V. Anthony Ada
38th Guam Legislature



I Mina'trentai Ocho Na Liheslaturan Guåhan

Guam Congress Building, 2nd Floor

163 Chalan Santo Papa

Hagåtña, Guam 96910


Phone: (671) 989-0855

Email: vicespeakertonyada@guamlegislature.gov

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2 attachments

 **2025-01-06 SECOND NOTICE of Public Hearing.pdf**
816K

 **Bill No. 240-38 (LS) Referred Version.pdf**
1408K

OFFICE OF THE VICE SPEAKER V. Anthony Ada

I Mina'trentai Ocho Na Liheslaturan Guåhan | 38th Guam Legislature

Chairperson - Committee on Land, Environment, Housing, Agriculture, Parks, and Infrastructure



FOR IMMEDIATE RELEASE

January 6, 2026

MEMORANDUM

To: All Senators, Stakeholders, Media
From: Vice Speaker V. Anthony Ada
Re: SECOND NOTICE of Public Hearing: January 8, 2026

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- **Bill No. 240-38 (LS)** – Christopher M. Dueñas, V. Anthony Ada, Jesse A. Lujan, Vincent A.V. Borja, Sabrina Salas Matanane, Eulogio Shawn Gumataotao - AN ACT TO *AMEND* SECTION 61309, ARTICLE 3, CHAPTER 61, TITLE 21, GUAM CODE ANNOTATED RELATIVE TO ADDING TEMPORARY WORKFORCE HOUSING AS A PERMITTED USE FOR M1 LIGHT INDUSTRIAL ZONES.

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SECOND NOTICE of Public Hearing: January 8, 2025

SECOND NOTICE of Public Hearing: January 8, 2025

PUBLIC HEARING

 **Posted on:** 01/06/2026 12:00 PM

 **Posted by:** Erin Grajek

 **Public Hearing Date:** 01/08/2026 02:00 PM


 **Department(s):** GUAM LEGISLATURE (/notices?department_id=92)

 **Division(s):** OFFICE OF VICE SPEAKER V. ANTHONY ADA (/notices?division_id=261)

 **Notice Topic(s):** PUBLIC HEARING (/notices?topic_id=74)

 **Types of Notice:** PUBLIC HEARING (/notices?type_id=7)

 **For Audience(s):** PUBLIC (/notices?public=1)

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FOR IMMEDIATE RELEASE

January 6, 2025

MEMORANDUM

To: All Senators, Stakeholders, Media

From: Vice Speaker V. Anthony Ada

Re: SECOND NOTICE of Public Hearing: January 8, 2026

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· **Bill No. 240-38 (LS)** – Christopher M. Dueñas, V. Anthony Ada, Jesse A. Lujan, Vincent A.V. Borja, Sabrina Salas Matanane, Eulogio Shawn Gumataotao - **AN ACT TO AMEND SECTION 61309, ARTICLE 3, CHAPTER 61, TITLE 21, GUAM CODE ANNOTATED RELATIVE TO ADDING TEMPORARY WORKFORCE HOUSING AS A PERMITTED USE FOR M1 LIGHT INDUSTRIAL ZONES.**
([http://guamlegislature.gov/38th_Guam_Legislature/Bills_Introduced_38th/Bill%20No.%20240-38%20\(LS\)%20Referred%20Version.pdf](http://guamlegislature.gov/38th_Guam_Legislature/Bills_Introduced_38th/Bill%20No.%20240-38%20(LS)%20Referred%20Version.pdf))

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VICE SPEAKER V. ANTHONY ADA

COMMITTEE ON LAND, ENVIRONMENT, HOUSING, AGRICULTURE, PARKS, AND INFRASTRUCTURE



Second Notice of Public Hearing
Thursday, January 8, 2026 – 2:00 pm

The Committee on Land, Environment, Housing, Agriculture, Parks and Infrastructure will conduct a Public Hearing on Thursday, January 8, 2026, beginning at 2:00 PM, in the Public Hearing Room of the Guam Congress



Bill No. 240-38 (LS) – Christopher M. Dueñas- AN ACT TO *AMEND* SECTION 61309, ARTICLE 3, CHAPTER 61, TITLE 21, GUAM CODE ANNOTATED RELATIVE TO ADDING TEMPORARY WORKFORCE HOUSING AS A PERMITTED USE FOR M1 LIGHT INDUSTRIAL ZONES.

VICE SPEAKER V. ANTHONY ADA

COMMITTEE ON LAND, ENVIRONMENT, HOUSING, AGRICULTURE, PARKS, AND INFRASTRUCTURE



How to Participate: Written testimony may be delivered to the Office of Vice Speaker V. Anthony Ada at the Guam Congress Building, 163 *Chalan Santo Papa Hagåtña*, Guam 96910 or via email to vicespeakertonyada@guamlegislature.gov. The Committee requests that testimonies be submitted at least forty-eight (48) hours prior to the scheduled hearing.

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Special Accommodations: In compliance with the Americans with Disabilities Act (ADA), individuals requiring assistance or accommodations should contact the Office of V. Anthony Ada.

Watch Live/Record: The hearing will be broadcast on local television, GTA Channel 21, Docomo Channel 117, and streamed online via *Liheslaturan Guåhan's* live feed on YouTube. After the hearing, a hearing recording will also be available online via Guam Legislature Media on YouTube.



GUAM LEGISLATURE
AUDIO VISUAL DEPARTMENT
PUBLIC ANNOUNCEMENT REQUEST FORM

Office Submitting Request: OFFICE OF VICE SPEAKER V. ANTHONY ADA

Date of Request: 12/29/2025

POINT OF CONTACT

Name: ERIN M. GRAJEK

Contact #: 671-989-0855

Email: erin.grajek@guamlegislature.gov

PUBLIC HEARING DETAILS

Notice Type: Public Hearing Informational Briefing Roundtable Discussion

Oversight Hearing Committee Meeting Other: _____

Notice Title / Bill(s) / Resolution(s) / Appointment:

PUBLIC HEARING - BILL NO. 240-38 (LS) FIRST NOTICE: 12/30/25 SECOND NOTICE: 01/06/2026

Date of Event: 01/26/2026 01/08/2026 Start Time: 2:00 AM/PM PM

End Time: 3:00 AM/PM PM

Location: PUBLIC HEARING RM. GUAM CONGRESS BUILDING

MEDIA HANDLING

Recording Format: MP4 MP3 Other: _____

Delivery Method: Email USB Drive Cloud Link Other: _____

CERTIFIED BY AV:

Name: Ruby Jones

Signature: [Handwritten Signature]

Posted on/Air Date: 12/30/25, ~~12/30/25~~ 1/6/26



OFFICE OF THE VICE SPEAKER

V. Anthony Ada

I Mina'trentai Ocho Na Liheslaturan Guåhan | 38th Guam Legislature

Chairperson - Committee on Land, Environment, Housing, Agriculture, Parks, and Infrastructure

Public Hearing

Public Hearing Room · Guam Congress Building
Thursday · January 8, 2026 · 2:00 pm

Agenda

Bill No. 240-38 (LS) – Christopher M. Dueñas, V. Anthony Ada, Jesse A. Lujan, Vincent A.V. Borja, Sabrina Salas Matanane, Eulogio Shawn Gumataotao - AN ACT TO *AMEND* SECTION 61309, ARTICLE 3, CHAPTER 61, TITLE 21, GUAM CODE ANNOTATED RELATIVE TO ADDING TEMPORARY WORKFORCE HOUSING AS A PERMITTED USE FOR M1 LIGHT INDUSTRIAL ZONES.

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OFFICE OF THE VICE SPEAKER V. Anthony Ada

I Mina'trentai Ocho Na Liheslaturan Guahan | 38th Guam Legislature

Chairperson - Committee on Land, Environment, Housing, Agriculture, Parks, and Infrastructure

PUBLIC HEARING SIGN-IN SHEET · Thursday, January 8, 2026 · 2:00 pm · Public Hearing Room, Guam Congress Building

Bill No. 240-38 (LS)

AN ACT TO *AMEND* SECTION 61309, ARTICLE 3, CHAPTER 61, TITLE 21, GUAM CODE ANNOTATED RELATIVE TO ADDING TEMPORARY WORKFORCE HOUSING AS A PERMITTED USE FOR MI LIGHT INDUSTRIAL ZONES.

- Christopher M. Dueñas, V. Anthony Ada, Jesse A. Lujan, Vincent A.V. Borja, Sabrina Salas Matananc, Eulogio Shawn Gumataotao

NAME	AGENCY/ORGANIZATION	POSITION	TESTIMONY	CONTACT INFO
1. Chris Felix	Realtors.	SUPPORT <input type="checkbox"/> OPPOSE <input type="checkbox"/>	WRITTEN <input type="checkbox"/> ORAL <input checked="" type="checkbox"/>	[REDACTED]
2. LIZ DUENAS	Realtors	SUPPORT <input checked="" type="checkbox"/> OPPOSE <input type="checkbox"/>	WRITTEN <input checked="" type="checkbox"/> ORAL <input type="checkbox"/>	[REDACTED]
3. CARL PETERSON	[Signature]	SUPPORT <input type="checkbox"/> OPPOSE <input type="checkbox"/>	WRITTEN <input type="checkbox"/> ORAL <input type="checkbox"/>	[REDACTED]
4.		SUPPORT <input type="checkbox"/> OPPOSE <input type="checkbox"/>	WRITTEN <input type="checkbox"/> ORAL <input type="checkbox"/>	
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9.		SUPPORT <input type="checkbox"/> OPPOSE <input type="checkbox"/>	WRITTEN <input type="checkbox"/> ORAL <input type="checkbox"/>	

Representative Charlie Balbastro

38th Guam Legislature

Public Hearing – Committee on Land, Environment, Housing, Agriculture, Parks and
Infrastructure

8 January 2026

Testimony - Bill No. 240-38 (LS)

Happy New Year and Good Afternoon to our Senators from the 38th Guam Legislature, our fellow participants, and fellow audience members watching. I'm Representative Charlie Balbastro from the 35th Guam Youth Congress, and as I'm always too proud to say, a former JROTC cadet. I stand here today once again to speak on a piece of legislation - Bill No. 240-38 (LS) introduced by Senator Christopher M. Duenas, AN ACT TO *AMEND* SECTION 61309, ARTICLE 3, CHAPTER 61, TITLE 21, GUAM CODE ANNOTATED RELATIVE TO ADDING TEMPORARY WORKFORCE HOUSING AS A PERMITTED USE FOR M1 LIGHT INDUSTRIAL ZONES.

Upon this piece of legislation, the M1 Light Industrial Zones are the key to those individuals and families serving and retired in the United States Armed Forces, seeking for housing and maintaining proper needs necessary, and showing strong support in both economic and financial growth. Having people from across the world serving and taking pride in the United States during their meritorious service has had an important impact amongst the workforce and their daily lives - leaving their families and other personal affairs behind due to deployment of duty. The M1 zones will give a significant

importance amongst the military serving the country. A temporary workforce housing opens doors for the people temporarily transferred on Guam due to their job duties, giving them the necessities and resources they need. This gives them strong support for the people and this legislation does give a strong insight to add temporary workforce housing as a permitted use.

I know most individuals and families serving and working for the armed forces staying in the housing and they overall get the most benefits they offer. I'm in strong support of them and also this piece of legislation as proposed. Military and work life seems hard for people, especially if we all don't have the capital and proper sense of the benefits and a place to stay. Giving them the resources they needed had already existed as per previous legislations on Guam including the United States government. Properly caring and supporting other people under service shows great compassion and spirit amongst lives and to the economy in general. Although the buildup for the military and also our fellow pinoy "H2 workers" has come to a rise, I'm still in support of this bill and amendment being made.

Thank you and Si Yu'os Ma'ase!!

Testimony in Support of Bill 240-38

January 8, 2025

I respectfully submit this testimony in strong support of Bill 240-38, particularly in light of the limited availability of workforce housing on Guam.

The existing housing inventory available to our local community has been significantly reduced, with a substantial portion occupied by contractors housing their construction workforce. This shortage has placed additional strain on residents and the broader housing market.

Allowing workforce housing projects as a permitted use rather than a conditional use would greatly improve efficiency by reducing unnecessary delays. This change would help accelerate construction activity and increase the availability of much-needed workforce housing. Under the current conditional use process, approvals can be tedious and prolonged—often taking months, a year, or even longer—due to the need to coordinate multiple governmental requirements and approvals.

Importantly, Bill 240-38 does not eliminate or bypass existing governmental standards. All fundamental requirements for compliance, conformance, and oversight remain fully intact. The bill simply streamlines the process while preserving regulatory safeguards.

Guam has historically missed numerous investment opportunities for various types of facilities due to restrictive and time-consuming governmental processes. As a result, many potential investors have chosen to pursue development in other locations. Bill 240-38 presents an opportunity to reverse this trend by making Guam

more competitive and attractive for investment in workforce housing.

For these reasons, I urge support for Bill 240-38 and believe it is a necessary step toward addressing Guam's workforce housing challenges and encouraging responsible development on our island.

A handwritten signature in black ink, appearing to read "Liz C. Duenas", with a long horizontal flourish extending to the right.

Liz C. Duenas

Associate Broker/Owner
RE/MAX Diamond Realty

Testimony on Bill 240-38 January 8, 2026

Good afternoon, Senators, my name is Carl Peterson. I am a certified Financial Planner (CFP) and I started a business called Money Resources 60 years ago last September, but I still have not retired!

I am here representing any of the following: the Armed Forces Committee of the Chamber; GAR -Guam Association of Realtors; or myself. I just want to talk a little bit about the past as it relates to worker housing.

I was appointed to the TPC (Territorial Planning Commission) in 1971 right after Carlos Camacho became our first elected Governor. Being asked by the Governor was so profound, I remember the Windward Hills Golf Tee box we were at

when he asked me to be member of the board. I was playing golf with Mel Illagan and the Governor at the time. Mel was my idol because he was Chief of Staff and of the Governor, earning \$1,000 a month. Earning \$1,000 a month was my goal in life! At the time, if a person made \$400 a month, you were good. There I was playing golf, I had a new house that cost \$11,975 or \$97/month, I had my first Corvette that I bought for \$3,900, I could pay the mortgage on the house, pay the loan on a 1963 Corvette, I had household expenses like a loaf of white bread at .08 and a haircut costing .50, gas at .34. and I often had beer with the boys, or with Albert Kusunoki, the owner of Kusunoki Store in Dededo. Life was fine.

2

After asking me to be on TPC board, which at that time I knew nothing about, the Governor and Mel talked about doing things right. They expected Guam would grow from our home-grown population as well as increases from off-island, (keep in mind that most of our teachers were off-island hire and part of their package then was to provide accommodations for them). This would mean Guam would need more housing. First Guam itself needed to replace lots of pre-war, post war Quonset homes and other substandard homes as defined by the laws from the 60s. Next the first planes of tourists started arriving a couple of years earlier and we hoped it would develop into a burgeoning industry that would need all the accoutrements associated with economic development

and the tourism industry. The point of the discussion was that we needed to do this in a well-thought-out process rather than do it haphazardly so we would look like a respectable place to visit with culture and not some honky tonk destination.

In addition, the small Fujita Hotel was already built (3 separate buildings with 20 rooms in each) and we expected we would be developing a number of hotels as quality accommodation would be expected. Rumors at the time were that even a Hilton was thinking of establishing on Guam.

All of this would require lots of construction and contract workers from off island so we needed to think about how we were going to accommodate those numbers. We still had the Filipino

workers camp called Masdelco, opened in the 1950s to service military projects (it closed in 1975) but we did not think we wanted to build another camp like that – the industry was changing and so was the economy, so we had to find ways to realistically support construction requirements.

I served 22 consecutive years on the TPC board. We were able to consider a large number of applicants at each meeting as the agencies, by and large, tried to be accommodating to the TPC because it meant an expansion of our economy and jobs for our citizens. We would approve projects subject to the requirements that they met power, sewer and water requirements, had the proper setbacks, proper ingress and egress, and of course

meet the specs of the new building code and other irregularities, if there were any. The idea was to get moving.

When it came to housing requirements one of the first major developments was the large Black Construction encampment right next to route 16 going up the hill to Barrigada Heights before the that development was built. The thought behind it was that the best place for barracks with kitchen facilities was in an industrial zone because it would be the least imposing for the rest of the community. They had the barracks, the dining facilities and recreation all in one area.

On a smaller scale, another example was Jose and Peter Carlos' company called Carlos Construction. Their construction

offices were on route 16 near the Micronesian Mall. But there were a couple other buildings built together where the men bunked, ate their evening and morning meals and had a basketball court. They were designed in such a way that you never saw the men unless you drove into the office.

The point is, having workforce housing in an industrial zone is the least intrusive way to accommodate the people we need to perform the projects much needed in our society.

Thank you for your attention.

Carl Peterson

OFFICE OF THE VICE SPEAKER

V. Anthony Ada


I Mina'trentai Ocho Na Liheslaturan Guåhan | 38th Guam Legislature

Chairperson - Committee on Land, Environment, Housing, Agriculture, Parks, and Infrastructure



COMMITTEE VOTE SHEET

Bill No. 240-38 (LS) – Christopher M. Dueñas, V. Anthony Ada, Jesse A. Lujan, Vincent A.V. Borja, Sabrina Salas Matanane, Eulogio Shawn Gumataotao - AN ACT TO AMEND SECTION 61309, ARTICLE 3, CHAPTER 61, TITLE 21, GUAM CODE ANNOTATED RELATIVE TO ADDING TEMPORARY WORKFORCE HOUSING AS A PERMITTED USE FOR M1 LIGHT INDUSTRIAL ZONES.

	SIGNATURE/ DATE OF SIGNATURE	TO DO PASS	TO NOT PASS	TO REPORT OUT ONLY	TO ABSTAIN	TO PLACE IN INACTIVE FILE
Vice Speaker V. Anthony Ada Chairperson	 01/13/26	✓				
Senator Christopher M. Dueñas Vice Chairperson	evote 01/13/26	✓				
Speaker Frank F. Blas, Jr. Member						
Senator Sabrina Salas Matanane Member	evote 01/13/26	✓				
Senator Shelly V. Calvo Member						
Senator Vincent A.V. Borja Member	evote 01/13/26	✓				
Senator Sabina F. Perez Member						
Senator Chris Barnett Member	evote 01/13/26			✓		
Senator Tina Muña Barnes Member						
Senator Joe S. San Agustin Member	evote 01/13/26	✓				

URGENT REQUEST for Evote: Bill No. 240-38 (LS)

Senator Chris Duenas <senator.duenas@guamlegislature.gov>

Tue, Jan 13, 2026 at 1:20 PM

To: "Vice Speaker V. Anthony Ada" <vicespeakertonyada@guamlegislature.gov>

Cc: "Speaker Frank F. Blas Jr." <speakerblas@guamlegislature.gov>, Office Senator Bri

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Senator Perez <office.senatorperez@guamlegislature.gov>, Senator Tina Muna Barnes

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To do pass



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URGENT REQUEST for Evote: Bill No. 240-38 (LS)

Senator Darrel Christopher Barnett <malafunkshun@guamlegislature.gov>

Tue, Jan 13, 2026 at 1:34 PM

To: Senator Vince Borja <vince.borja@guamlegislature.gov>

Cc: vicespeakertonyada@guamlegislature.gov, senator.duenas@guamlegislature.gov, speakerblas@guamlegislature.gov, office.senatorbri@guamlegislature.gov, officeofsenatorshellycalvo@guamlegislature.gov, office.senatorperez@guamlegislature.gov, senator.munabarnes@guamlegislature.gov, senatorjoessanagustin@gmail.com

Hafa Adai,

To report out only.

Si Yu'us Ma'ase



The Office of Senator Chris Barnett

I Mina'trentai Ocho Na Liheslaturan Guåhan

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URGENT REQUEST for Evote: Bill No. 240-38 (LS)

Joe S. San Agustin <senatorjoessanagustin@gmail.com>

Tue, Jan 13, 2026 at 2:08 PM

To: Senator Darrel Christopher Barnett <malafunkshun@guamlegislature.gov>

Cc: Senator Vince Borja <vince.borja@guamlegislature.gov>, "Vice Speaker V. Anthony Ada"

<vicespeakertonyada@guamlegislature.gov>, Chris Duenas <senator.duenas@guamlegislature.gov>, "Speaker Frank F.

Blas Jr." <speakerblas@guamlegislature.gov>, Office Senator Bri <office.senatorbri@guamlegislature.gov>, Office of

Senator Shelly Calvo <officeofsenatorshellycalvo@guamlegislature.gov>, Office Senator Perez

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To pass. Thank you.

The Office of Senator Joe S. San Agustin

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38th Guam Legislature

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Vice Speaker V. Anthony Ada <vicespeakertonyada@guamlegislature.gov>

URGENT REQUEST for Evote: Bill No. 240-38 (LS)

Office of Legislative Secretary Senator Sabrina Salas Matanane

Tue, Jan 13, 2026 at 2:29

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PM

To: "Joe S. San Agustin" <senatorjoessanagustin@gmail.com>

Cc: Senator Darrel Christopher Barnett <malafunkshun@guamlegislature.gov>, Senator Vince Borja <vince.borja@guamlegislature.gov>, "Vice Speaker V. Anthony Ada" <vicespeakertonyada@guamlegislature.gov>, Chris Duenas <senator.duenas@guamlegislature.gov>, "Speaker Frank F. Blas Jr." <speakerblas@guamlegislature.gov>, Office of Senator Shelly Calvo <officeofsenatorshellycalvo@guamlegislature.gov>, Office Senator Perez <office.senatorperez@guamlegislature.gov>, Senator Tina Muna Barnes <senator.munabarnes@guamlegislature.gov>

To do pass.

Biba Guam,

Isaiah Aguon

Director of Strategic Communications



Office of Legislative Secretary

SENATOR SABRINA SALAS MATANANE

I Mina'trentai Ocho Na Liheslaturan Guahan | 38th Guam Legislature

Chairperson, Committee on Health and Veterans Affairs

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Vice Speaker V. Anthony Ada <vicespeakertonyada@guamlegislature.gov>

URGENT REQUEST for Evote: Bill No. 240-38 (LS)

Senator Vince Borja <vince.borja@guamlegislature.gov>

Tue, Jan 13, 2026 at 1:33 PM

Reply-To: Senator Vince Borja <vince.borja@guamlegislature.gov>

To: vicespeakertonyada@guamlegislature.gov

Cc: senator.duenas@guamlegislature.gov, speakerblas@guamlegislature.gov, office.senatorbri@guamlegislature.gov, officeofsenatorshellycalvo@guamlegislature.gov, office.senatorperez@guamlegislature.gov, senator.munabarnes@guamlegislature.gov, malafunkshun@guamlegislature.gov, senatorjoessanagustin@gmail.com, vicespeakertonyada@guamlegislature.gov

To do pass

Respectfully,



Office of Senator Vincent A.V. Borja

Committee on Education, Libraries, & Public Broadcasting

38th Guam Legislature

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OFFICE OF THE VICE SPEAKER

V. Anthony Ada

I Mina'trentai Ocho Na Liheslaturan Guåhan | 38th Guam Legislature

Chairperson - Committee on Land, Environment, Housing, Agriculture, Parks, and Infrastructure

COMMITTEE REPORT DIGEST

I. OVERVIEW

Bill No. 240-38 (LS) was introduced on **December 16, 2025** by Sponsor and was subsequently referred by the Committee on Rules to the Committee on Land, Environment, Housing, Agriculture, Parks and Infrastructure on **December 18, 2025**.

The Committee on Land, Environment, Housing, Agriculture, Parks and Infrastructure convened a public hearing on **Thursday, January 8, 2026 at 2:00 pm** at the Public Hearing Room of the Guam Congress Building.

Public Notice Requirements

Public Hearing notices were disseminated via **e-mail** to all senators and all main media broadcasting outlets on **December 30, 2025** (5-Day Notice), and again on **January 6, 2026** (48-Hour Notice).

Senators Present

Vice Speaker V. Anthony Ada, Committee Chairman
Senator Eulogio Shawn Gumataotao
Senator Sabrina Salas Matanane, Committee Member
Senator Telo T. Taitague
Speaker Frank F. Blas, Jr., Committee Member

Attendees

Mr. Chris Felix
Ms. Liz Dueñas
Mr. Carl Peterson
Mr. Gerald Yingling

Written Testimony Provided by

Mr. Charlie Balbastro
Ms. Liz Dueñas
Mr. Carl Peterson

II. SUMMARY OF TESTIMONY & DISCUSSION

The **public hearing** was Called-to-Order at **2:00 pm**

Chairman, V. Anthony Ada:

Thank you for joining us today. Good afternoon. The public hearing conducted by the Committee on Land, Environment, Housing, Agriculture, Parks, and Infrastructure is called to order, and the time is 2:00 p.m. Today's date is Thursday, January 8, 2026. Notice of this hearing was disseminated to all

local media outlets on December 10, 2025, with a second notice provided on January 6, 2026. Notice of the hearing was also made known on the Guam Legislature's website and the Government of Guam Public Notice Portal.

This afternoon, the Committee will hear testimony on Bill Number 240-38 LS, introduced by Senator Chris M. Duenas and other sponsors: V. Anthony Ada, Jesse Lujan, Vincent Borja, Sabrina Salas-Matanane, and Shawn Gumataotao. This is an act to amend Section 61309, Article 3, Chapter 61, Title 21, Guam Code Annotated, relative to adding temporary workforce housing as a permitted use for M-1 Light Industrial Zones.

I would like to now introduce my colleagues and welcome them for joining here this afternoon: Senator Shawn Gumataotao and Senator Sabrina Salas-Matanane. Before we begin, I would like to go over the general rules of conduct.

Individuals testifying shall first be recognized by the Chair before speaking and shall state their name for recordkeeping purposes. Questions and testimony shall be confined to the substance or nature of the agenda. Personal interference as to the character or motive of any senator or individual testifying is not permitted.

The Chairperson of the Committee may order the removal from the hearing any member of the Legislature who fails to observe proper decorum pursuant to the 38th Guam Legislature Standing Rules. Any violation of this general rule of conduct will result in your removal by the host.

We will now proceed to hearing Bill No. 240-38 COR. Primary sponsor, Senator Chris M. Duenas, is unavailable to be here this afternoon, and I'll be delivering his sponsor statement.

Bill 240 addresses a pressing challenge created by Guam's military buildup: the demand for workforce housing has outpaced supply. This measure allows temporary workforce housing in M-1 Light Industrial Zones, enabling faster, cost-effective development near major project sites. By removing outdated restrictions, we provide certainty to developers and regulators, ensuring timely completion of infrastructure and commercial projects vital to our economy. This bill also safeguards public welfare through clear requirements for sanitation, fire safety, health compliance, and community input.

This is a practical, targeted solution that balances growth with responsibility. I look forward to working with my colleagues to advance this measure and place it on our next session agenda.

I will go ahead and get the sign-up sheet. Those who want to testify, please come up to the table. With all the thorns, we'll go ahead and start with the rose right there in the middle. Please state your name for the record, and then you may proceed with your testimony, Ms. Duenas.

Liz Duenas:

Thank you. Good afternoon. My name is Liz Duenas, and I respectfully submit testimony in strong support of Bill 240-38, particularly in light of the limited availability of workforce housing on Guam. The existing housing inventory available to our local community has been significantly reduced, with a substantial portion occupied by contractors housing their construction workforce. This shortage has placed additional strain on residents and the broader housing market.

Allowing workforce housing projects as a permitted use rather than a conditional use would greatly improve efficiency by reducing unnecessary delays. This change would help accelerate construction activity and increase the availability of much-needed workforce housing. Under the current conditional use process, approvals can be tedious and prolonged—often taking months, a year, or even longer—due to the need to coordinate multiple government requirements and approvals.

Importantly, Bill 240-38 does not eliminate or bypass existing governmental standards. All fundamental requirements for compliance, conformance, and oversight remain fully intact. The bill simply streamlines the process while preserving regulatory safeguards.

Guam has historically missed numerous investment opportunities for various types of facilities due to restrictive and time-consuming governmental processes. As a result, many potential investors have chosen to pursue development in other locations. Bill 240-38 presents an opportunity to reverse this trend by making Guam more competitive and attractive for investment in workforce housing.

For these reasons, I urge support of Bill 240-38 and believe it is a necessary step toward addressing Guam's workforce housing challenges and encouraging responsible development on our island.

I want to add that this works if it goes through the process—as long as it doesn't get sandbagged in the

governmental permitting process. Getting a permit on Guam takes forever, whether you're building a house or a project. There are so many requirements, which understandably we have to follow, but if the government was a little more efficient in timelines—like a 30-day window, not a 60-, 90-, 120-day window to get your permit through—it's ridiculous. In other areas in the States, they're able to do a lot of stuff online. We're behind the times, guys. We've got to do something about it.

So, I think it's critical for people to stand up and speak, but it has to be heard. We can say all we want, but if it doesn't get heard on the level that is needed, you guys are the people that can move things along—but it has to work hand-in-hand with other government agencies.

Chairman, V. Anthony Ada:

Thank you. Thank you. Thank you, Ms. Duenas, for your testimony this afternoon.

I'd like to welcome my colleague Senator Telo Taitague for being here. Thank you, ma'am.

Mr. Chris Felix, you'd like to go next, sir?

Chris Felix:

Thank you, Vice Speaker. Senators, thank you very much for giving us an opportunity. Like Liz, I strongly support this bill. All the reasons she gave, I don't have to repeat, but there's another point I would like to bring up.

This will speed things up to the point where a contractor can lease a warehouse and convert the warehouse into adequate barracks that meet all the requirements stated in the new bill—so all the protections are there, and all the safety requirements are there. Before, because of the time period for processing, no landlord would lease it to them: "I'm not going to wait a year that maybe you'll take it and maybe you won't."

But with this bill now, they'll be able to lease that. And what that does for Guam and for us is it opens up all these apartment buildings on the lower end—the \$900 to \$1,100 a month units—that our people really need desperately. That's what this bill will do.

It's a win-win situation. I don't see any loss in this bill. Thank you.

Chairman, V. Anthony Ada:

Thank you, Mr. Felix, for your testimony.

I'd like to also welcome my colleague, Speaker Frank Blas, for being here. Thank you, Speaker.

Mr. Carl Peterson, would you like to go next, sir? We'll save the last for Gerald "Jerry" Yingling there.

Carl Peterson:

Thank you very much. Good afternoon, Senators. My name is Carl Peterson. I'm a certified financial planner, and I started my business called Money Resources 60 years ago last September, and I'm still not retired. I'm here representing any of the following: the Armed Forces Committee of the Chamber, the Guam Association of Realtors, or myself.

I want to talk a little bit about the historical perspective of workforce housing and how it used to work. I was appointed to the TPC—Territorial Planning Commission, as it was known then—in 1971, right after Carlos Camacho became our first elected governor. Being asked by the governor was so profound, I even remember where the question was asked: it was at Windward Hills at a golf tee box when they asked me to be a member of the board.

I was playing golf with Mellie Loggin, and the governor at the time—Mel was my idol—because he was chief of staff of the governor, and he was earning \$1,000 a month. Earning \$1,000 a month was my goal in my life at that time, and if a person made \$400 a month, you were still good.

There I was playing golf. I had a new house that cost \$11,975, or \$97 a month. I had my first Corvette that I bought for \$3,900. I could pay the mortgage on the house, pay the loan on the Corvette, and had household expenses—like a loaf of white bread at 8 cents, a haircut costing 50 cents, gas at 34 cents—and I often had beer with the boys, or with Albert Kusunoki, who was the owner of Kusunoki's store in Dededo. Life was fine.

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Keep in mind that most of the teachers were off-island hires, and part of their package then was to provide accommodations for them—so there were several thousand. This would mean Guam would

need more housing. First, Guam itself needed to replace a lot of pre-war, post-war Quonset homes and other substandard homes, as defined by the laws from the 60s.

Next, the first plane load of tourists started arriving a couple years earlier, and we hoped it would develop into a burgeoning industry that would need all the accoutrements associated with economic development in the tourist industry. The point of this discussion was that we needed to do this through a well-thought-out process, rather than do it haphazardly, so we would look like a respectable place to visit with our culture—not some honky-tonk destination.

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We still had the Filipino workers' camp called Mastelco, opened in the 1950s to service military projects. It was closed in 1975, but we did not think we wanted to build another camp like that.

The industry was changing, and so was the economy, so we had to find ways to realistically support construction requirements. I served 22 consecutive years on the TPC. We were able to consider a large number of applicants at each meeting rather than one or two.

As an agency, we by and large tried to accommodate, because it meant an expansion of our economy and jobs for our citizens. We would approve projects subject to requirements that they meet power, sewer, water requirements, proper setbacks, proper egress and ingress, as well as meet the specs of the new building code and other regulations—rather than do it the other way around and make them qualify before the application. We would approve subject to you qualifying. The idea was to get things moving. When it came to housing requirements, one of the first major developments was a large black construction encampment right next to Route 16 going up the hill to Barrigada Heights—and that was before Barrigada Heights was built. The thought behind it was that the best place for barracks with kitchen facilities was in an industrial zone, because it would be the least imposing on the rest of the community. They had the barracks, the dining facilities, and recreation all in one camp.

On a smaller scale, another example was Joe, Jose, and Peter Carlos—maybe you remember some of them—a company called Carlos Construction. Their construction offices were on Route 16 near the Micronesia Mall. But there were a couple other buildings built together where the men bunked and ate their evening and morning meals, and had a basketball court. They were designed in such a way that you never saw the men unless you drove into the office.

The point of all this is: having workforce housing in an industrial zone is the least intrusive way to accommodate the people we need to perform the projects much needed in our society. Thank you very much for your attention.

Chairman, V. Anthony Ada:

Thank you, Mr. Peterson, for your testimony this afternoon.

Gerald “Jerry” Yingling, I’ll go ahead and recognize you for your testimony, sir.

Gerald “Jerry” Yingling:

Vice Speaker, Speaker, Senators—thank you for having me today. I actually came just to listen.

While I’m a member of the GLUC, I have no comments. And anything I do say is my personal opinion, and nothing reflects upon the GLUC.

When I first heard about this bill, the only concern I had—and this is no offense to my wonderful mayor in Tamuning, Tatuha—you always have these images of Harmon Industrial Park. And a little strike of fear came through me that without control of what’s going on with M-1 property, we could get into such a bind.

But now that I’m reading this, I’m much more relieved than I was when I first heard of the bill. Anyway, that’s it.

Chairman, V. Anthony Ada:

Thank you. Thank you, Mr. Yingling. Go ahead, Ms. Duenas.

Liz Duenas:

I just want to add that the Guam Association of Realtors also supports the bill. We do have a

testimony—we just have to get that signature and submit it in writing. But just for the record, the Guam Association does support the bill.

Chairman, V. Anthony Ada:

Thank you, ma'am. I truly appreciate that.

I'll open up the panel to my colleagues if they have any questions for you. I'll go ahead and start off with Senator Shawn Gumataotao. Senator Gumataotao, you're recognized.

Senator Shawn Gumataotao:

Yes, thank you, Mr. Chair. I only have a couple of questions, and I'm hoping you guys can help me answer them today.

Acknowledging the concerns that were raised by some policymakers during the discussion on a similar bill in a previous legislature—including the size of workforce housing facilities and their impact on the safety of workers and surrounding communities—what information is available regarding complaints that may have been made against workforce housing facilities, including single-family homes and apartment units, as they relate to public safety, health, or the environment?

All right, thank you so much for that, Liz.

And referencing the same bill from the previous legislature: what information is available regarding the estimated impact resulting from—call it a lack of action—to move forward with this bill as early as a couple of years ago? I know sometimes we can think of things being better late than never, but do you have any idea of the impacts—investment loss developers may have experienced, or missed opportunities across associated businesses including, but not limited to, retail stores, auto dealerships, restaurants, and other retail establishments?

Liz Duenas:

In terms of this bill, the permitted use is for M-1 zones. And M-1 zones are like off of Route 3—rural areas that were zoned M-1. But even if they wanted to build workforce housing, they have to have sewer lines and infrastructure in place.

Now, I think one of the issues is that if we allowed workforce housing in an apartment building, there are families in the building with children, and they would be affected. However, this bill reflects M-1 zoning. So if your home is built in an M-1 zone, that could be an issue, but M-1 is strictly light industrial.

I do know when we were talking about this at one time, we had some consultants proclaim concerns that, "Hey, you've got families in the neighborhood, and they would be affected." But again, if this bill showed permitted use in an apartment building—R-1, R-2—then yes, there may be issues. But in this particular case, it's M-1, which is light industrial.

I think others can also give feedback, but on my part, we're kind of behind the eight-ball. The workers are here. I do know there was a situation where contractors were sent home—and just think about it: you're a contractor, you've already put in a bid, and you've lost money if you had to send these contract workers home because a project didn't move forward, because the government didn't approve it. When that contractor comes back, he's lost a heck of a lot of money from sending them home—the airfare, bringing them back—and then the construction work that takes place.

And if they didn't have the housing that we are proposing in this bill, where are they going to go? They're going to go into apartment buildings. They're going to go into single-family homes. But even with that, there are limitations—you can only have so many unrelated people in one single-family home. Apartment buildings—and I think even hotels—there's a percentage that is allowed to house contract workers in those buildings.

So yes, there's a big loss for a contractor. Let's say he has a project today and he has to start: if they don't have housing, what's going to happen? He can't do anything, and he's losing money. So yes—investment loss, money lost. It's a triple effect. Prices go up.

Unidentified Speaker:

I'm sorry—go ahead there.

Chris Felix:

Yeah—and just to add a little: honestly, up until two or three years ago, I don't think there was very much loss, because if you remember, we were having such a hard time with the feds on getting H-2

workers here that housing them wasn't an issue—we had so few, and it was murder trying to get them here.

But the last two or three years, things changed right around, and H-2 workers became in heavy demand, and more and more came on. So that has created a demand.

And as far as fears or rumors—your first question—there was a lot of talk, a lot of fears shared about what would happen if your neighbor was a barracks, but I never heard of one complaint in all my years, and I listen to the ground a lot.

Chairman, V. Anthony Ada:

So—no, thank you so much, Chris. Carl, did you have something? Are you okay?

Unidentified Speaker:

Oh, no—I thought you wanted to make a comment.

Chairman, V. Anthony Ada:

Not a problem. That's all I had. Again, thank you to the panel for being with us today, and I appreciate the conversation.

Thank you. Senator Sabrina Salas-Matanane, you're recognized.

Senator Sabrina Salas-Matanane:

Thank you, Mr. Chair. When I saw this bill, I was like: of course I support it—especially coming from the construction industry and attending a Guam Contractors Association meeting. I think it was a couple of years ago when this entire issue was brought up, and during that meeting it was also brought up that legislation had been introduced regarding this. Senator Gumataotao kind of mentioned that.

So when I was looking back, I noticed the bill was introduced May 2023. A public hearing was held six months later by the Committee on Health and Land. But after that, I'm not sure—I don't think anything else happened.

Do you recall, Liz? Because you were in one of the videos testifying in strong support of the bill at the time. Do you recall what happened?

So then I guess my only question is: can we afford to delay action again?

Thank you. And again, I think this is just another example of this Legislature—this Republican majority—trying to push forward. We cannot continue. We cannot afford to keep postponing solutions when the impacts are already being felt in our community today. Thank you.

Liz Duenas:

Chris can probably confirm. I think what happened then was we didn't get support. We didn't have the full support, probably, from the Legislature. So it sat—and there were issues that came, right Chris?

No. My feedback is no. We need as much housing as we can get for the local market.

Just think about it: I've housed people—two or three couples—in one house. Why? Because they can't afford to go individually, or they can't find a home that could house them as a single family. So I've seen two couples with their families get together—or three couples.

Would you like that? I don't think any of you would like living with two or three other couples, but it's a necessity at this time because of the lack of rental property. So if we open that inventory, it'll make a big difference for our local community.

Chris Felix:

It never came out of committee, is my understanding. It was stuck in the committee after the public hearing. It never hit the floor as far as I know. There was no vote held on it. There just seemed to be no interest from the senators at that time.

Chairman, V. Anthony Ada:

Thank you. Senator Telo Taitague, you're recognized.

Senator Telo Taitague:

Thank you, Mr. Chair. Excuse me. Good morning to my colleagues, and of course good morning to everyone who's here testifying today.

I don't know if you had an opportunity to read the fiscal report regarding this. I know, Jerry, that you're here on behalf of the Guam Land Use Commission. The fiscal note basically says there's lost revenue to the Government of Guam. One area of lost revenue would be the Guam Land Use Commission, as well as the Guam Preservation Trust, as well as the Environmental Health Fund. Unfortunately, we

couldn't get that fiscal impact as of this time, and I'm curious to find out how much that would be. But one of my major concerns here is that we all know this military buildup is extended a little bit longer than anticipated. We stand to look at about another five years of this military buildup—but we're now at the peak, and we're going to start seeing a slope going down as far as workers and as far as the projects that have been put in place. The only thing we are going to see is the missile defense system, and that is only going to bring in about 300 people at the most.

So as we are dwindling down, my concern is that we should have done this sooner—actually from the very beginning—and bypassed all the hardships that our community has to face because of the military buildup.

But then again, here we are inviting these individuals coming from off-island—H-2 workers—to be here and housing them. And I've heard horror stories about housing developments where they're being stacked up on top of each other, and the sanitation of the building is really bad. So my concern is regarding that.

One: the timeline. This bill eliminates any timeline. This temporary, so-called temporary housing in M-1 Industrial Zones was approved for an initial two years, but it's no longer in the legislation. It's gone. So we don't have a timeline, and that's something I think we should have.

Two: we are bypassing adequate sanitary sewer system requirements—or at least it reads as “adequate.” We are clear on what is required for any kind of sewer system on this island. And Harmon is very close to the area that oversees water transfer. We all know the one across from the old Horizon Hotel is actually a well in that area. We know the airport has wells up there.

So I think there need to be precautions, even though it's temporary. We're looking at five years more in this buildup, but we're not looking at a huge increase of H-2 workers because we're already going on the downslope.

Now my concern too is on the fire hazard requirement—minimum fire flow standards—that's pretty much gone too. So there are safety mechanisms in current law that need to stay in place for the protection of these workers, because we're going to get sued, or look like we don't care and we're in a third world country or something—and we are not. So I have great concerns with taking out those things.

Other than that, I really don't have any questions. I heard your comments, and I'm looking forward to BBMR continuing to provide us other information on the financial impact. Though I believe that, you know...

...we need to find somewhere to house these individuals. I think we're really late in the game on this. We should have started in 2008 doing this, but now we're at 2026. What's left? Other than that, thank you, Mr. Chair. Thank you.

Chairman, V. Anthony Ada:

Speaker Frank Blas, you're recognized.

Speaker Frank Blas:

Thank you, Mr. Chair, and thank you very much for being here today. I appreciate that.

If anybody from the panel can basically answer this question: What is the current standard that exists today for workforce housing?

Okay. And I just want to comment: years ago, Carl and Chris would remember this—I remember a time when the buildup was really strong and we had a lot of workforce housing out there. And as time progressed, when the need was no longer there, eventually those camps—whatever they were at that time—closed. And later, as people needed them again, they would revisit. Some still remain closed, right Chris?

Do you remember up at Bello Road there was some workforce housing at one time, and they revisited—nothing happened—and they still remain closed.

So I guess as the need arises. But here's the thing: if we're talking about workforce housing, what is Guam's need right now? These people may come and they go, and the market drops.

How about our local market? What's going to happen to them? Do we need houses for the local market—yes or no? Damn right we do. We need these construction workers to build local houses. Your children, your grandchildren—they're going to need homes. Who's going to do it? You.

So with regard to the bill: how would this help the local market? And this is a projection, ma'am. I think one of the things we're looking at—and we're forgetting—is that there's a cost, like you stated earlier, with bringing these people back and forth and housing them, as opposed to putting them in workforce housing. These houses could be for the local market. How would this bill help bring down those costs for our local market?

Chris Felix:

The standard was copied into the new law.

The same standards that were drafted by DLM were put into it. If you look at the bottom of page two of the law, all those items are the standards. That is my understanding—there's been nothing removed or reduced.

Senator Telo Taitague:

Point of information—if I may, Mr. Chair. That's not true. If you look further into the legislation, you'll see that it takes out the six inches required for the fire-water area. It takes it out. It's not incorporated at the bottom of page two. Just an FYI. Thank you.

Liz Duenas:

Number one: if we have housing for the workers, then they could leave the apartment buildings and the single-family homes they're currently in, and it will free those up for our local market. So if we provide housing for them, it helps the current situation. If we don't, they'll remain where they're at, and people will have to bunk up together again and continue trying to find housing.

I think the key is: people want something decent. When I go out and inspect a home, I'm looking at what the market would be for that particular house. If it's an old-fashioned home with old-fashioned finishing, what can we get for that? Is that a \$500 rental? An \$800 rental? Chris and I evaluate these homes when we go out.

Sometimes an owner says, "Oh, I want a military tenant." Well, I'm sorry—your home does not fit the standards for a military tenant. You want \$2,200? It's not going to work.

So we go out and we evaluate. And local markets too—what is their budget? \$1,000? \$1,500 for a one-bedroom? Some of them are moving into one-bedrooms and two-bedrooms, but it's smaller than what they can afford.

So again, it will help move these people out into something—whether it be for a five-year window. We're not asking to keep it forever, because eventually, like the old barracks, they leave. They come, they do what they're needed to do, they leave, the market changes. We have to shift with the market and the changes that come before us. We can't stay stuck. We have to keep moving.

Carl Peterson:

It's simply a supply-and-demand situation. If you have a carload of oranges and you're selling oranges, the price of oranges is going to go down because there are a lot of oranges. If you have a lot of houses, the prices of houses will go down, and there will be plenty of housing for whatever use we want.

But we have to build them first, and we have to find a place to build it.

And the camp—I don't know if anybody's old enough to remember the black construction camp in Harmon—I knew Frank Delgado ran it. I was a good friend of his. That place was really pristine. They kept it very clean, it operated very well, and it was right within their operational area. So it's a logical place to build workforce housing.

Speaker Frank Blas:

Okay. And with that, Mr. Chair, thank you very much. Thank you.

Chairman, V. Anthony Ada:

Thank you, Speaker Blas. Senator Telo Taitague, you have an additional question.

Senator Telo Taitague:

Yes, I just wanted to stand corrected: yes, the six inches for the fire has been restored, as you said, Chris. But what has not been restored is the inspection from all the other regulatory agencies to ensure that this is in compliance. That's one of my biggest concerns.

And I just want to make sure that as we move forward on anything that's on a buildup—we know there are about 2,300 homes going to be built on military land. They already issued an RFP, and they're waiting on who's going to get the contract to build those 2,300 homes for the military. So I'm looking

forward to that, and to eliminating some of the hardships our community is having as far as housing. Thank you, Mr. Chair.

Chris Felix:

The housing is always inspected by the agencies. You can't get a permit unless you pass inspection.

Liz Duenas:

And if you're trying to get a military tenant in the private sector, they're really strict.

Senator Telo Taitague:

Yeah—I'm talking about the workforce housing. That's it. Not regular housing.

Gerald "Jerry" Yingling:

If I may interrupt for a second: I think Guam's biggest weakness is following up on inspections. We are woefully lacking in getting inspectors out in virtually every agency.

You know, we have apartment buildings right near my house that are jam-packed full of workers—OFWs for the most part. Some are from Saipan. But I question: what do those apartments really look like inside? I don't think anybody—maybe they went when they first took it over, when it was empty and clean and presentable—but I have serious doubts about it today. Anyway, that's it.

Chairman, V. Anthony Ada:

Thank you, Mr. Yingling. There being no further questions or comments, this concludes today's public hearing on Bill Number 240-38 LS. I thank the panel for being here this afternoon to testify.

The Committee will continue to accept written statements on today's hearing within seven (7) days from today, which may be mailed to my office at the second floor of the Guam Congress Building, [address unclear]. You may also send your statements to us at vicespeakertonyada@guamlegislature.gov.

Thank you for your participation. This public hearing is adjourned, and the time is now 2:39 p.m. We are adjourned, and we'll be going into our next bill in one minute.

The public hearing was adjourned at **2:39 pm.**

III. FINDINGS & RECOMMENDATIONS

The Committee finds that Guam's housing shortage, especially for rental units, has been exacerbated, by a consistent rise in population from the employment of temporary workers. The housing needs of temporary workers has also contributed spikes in both housing prices and rental prices.

The Committee further finds that Bill No. 240-38 (LS), if enacted, would allow the construction of temporary workers housing on employers' premises. The bill does not, however, grant nor imply any sort of waivers or dispensations for power and water infrastructure, occupancy, sanitary, construction or other safety standards associated with workforce housing.







The Committee further finds that Bill No. 240-38 (LS) that the bill was supported by everyone who testified. The bill is substantially similar to Bill No. 126-37 (COR) from the 37th Guam Legislature. This bill was never reported out of the subject matter committee and was never afforded a vote on the floor of the legislature.

The Committee on Land, Environment, Housing, Agriculture, Parks and Infrastructure hereby reports out **Bill No. 240-38 (LS)** - Christopher M. Dueñas, V. Anthony Ada, Jesse A. Lujan, Vincent A.V. Borja, Sabrina Salas Matanane, Eulogio Shawn Gumataotao - AN ACT TO AMEND SECTION 61309, ARTICLE 3, CHAPTER 61, TITLE 21, GUAM CODE ANNOTATED RELATIVE TO ADDING TEMPORARY WORKFORCE HOUSING AS A PERMITTED USE FOR M1 LIGHT INDUSTRIAL ZONES," with the recommendation **TO REPORT OUT ONLY**

I MINA'TRENTAI OCHO NA LIHESLATURAN GUÅHAN
2025 (FIRST) Regular Session

Bill No. 240-38 (LS)

Introduced by:

Christopher M. Dueñas 
V. Anthony Ada 
Jesse A. Lujan 
Vincent A. V. Borja 
Sabrina Salas Matanane 
Eulogio Shawn Gumataotao 

**AN ACT TO *AMEND* SECTION 61309, ARTICLE 3,
CHAPTER 61, TITLE 21, GUAM CODE ANNOTATED
RELATIVE TO ADDING TEMPORARY
WORKFORCE HOUSING AS A PERMITTED USE
FOR M1 LIGHT INDUSTRIAL ZONES.**

1 **BE IT ENACTED BY THE PEOPLE OF GUAM:**

2 **Section 1. Legislative Findings and Intent.** The Legislature finds that
3 Guam's military buildup has significantly increased demand for workforce housing.
4 Temporary housing solutions in M1 Light Industrial zones offer a rapid, cost-
5 effective response to this need. These developments not only support the influx of
6 workers but also stimulate economic activity through increased demand for goods,
7 services, and employment.

8 Allowing temporary workforce housing in M1 zones will help remove
9 bureaucratic barriers to responsible development, enabling faster delivery of critical
10 infrastructure and commercial projects. This Act recognizes the strategic importance
11 of such housing and its role in supporting Guam's growth.

1 **Section 2.** Amendment to §61309, Article 3, Chapter 61, Title 21, Guam
2 Code Annotated.

3 §61309 is hereby amended to read as follows:

4 **§61309. M1 Light Industrial Zone.**

5 (a) Use Permitted.

6 (1) Any use permitted with or without condition in the commercial
7 zone.

8 (2) The manufacturing, compounding, processing or treating of such
9 products as drugs, cosmetics, and food products (not including fish and
10 meat products nor the rendering of fats and oils).

11 (3) The manufacturing, compounding, assembling or treating of articles
12 or merchandise from previously prepared materials.

13 (4) Automobile repair shops including painting, body and fender work
14 and rebuilding; truck and tractor repairing; and tire retreading.

15 (5) Bottling and packaging plants.

16 (6) Ceramic products manufacturing.

17 (7) Laundries and cleaning and dyeing establishments.

18 (8) Machine shops and sheet metal shops.

19 (9) Warehouses and cold storage plants

20 (10) Temporary Workforce Housing, subject to the following:

21 i. Must conform to §26A101(b), Chapter 26A, Title 10, GCA.

22 ii. Must be served by an adequate sanitary sewer system.

23 iii. Must meet minimum fire flow standards (e.g., 6-inch water line).

24 iv. Must comply with all health and safety regulations, including
25 OSHA.

26 v. Must include a perimeter fence (minimum 6 feet, chain link
27 quality) and landscaping plan.

1 vi. Must include a development plan detailing sleeping quarters,
2 sanitation, food services, security, medical care, transportation,
3 and recreation.

4 (10) (11) Lumber yards, building materials sales yards, contractor
5 equipment storage yards, and the like.

6 (11) (12) Other uses which in the judgement of the Commissions, as
7 evidence by a resolution in writing, are similar to those listen
8 herein.

9 (12) (13) Uses customarily accessory to any of the above listed uses, and
10 accessory buildings.

11 (b) Conditional Use.

12 (1) Other industrial uses not objectionable, obnoxious or offensive by
13 reason of odor, dust, smoke, noise, gas fumes, cinders, vibration,
14 flashing lights, or water-carried waste.

15 (2) Utilities and public facilities.

16 (3) Accessory uses and buildings for the above.

17 ~~(c) Policy For Workforce Housing Facilities For Temporary Workers. The~~
18 ~~policy for the development of temporary workforce housing shall be as~~
19 ~~follows:~~

20 ~~(1) The term temporary workforce housing shall be consistent with~~
21 ~~§26A101 (b) of Chapter 26A, Title 10, Guam Code Annotated.~~

22 ~~(2) The Guam Land Use Commission (GLUC) shall liberally interpret~~
23 ~~the term temporary workforce housing in order to ensure the protection~~
24 ~~of the public's interests, safety and welfare.~~

25 ~~(3) Temporary workforce housing is hereby established as an approved~~
26 ~~conditional use under the M1 Light Industrial Zone pursuant to §61309,~~

1 and the GLUC shall not approve any workforce housing development
2 in any zoning area other than an M1 Zone.

3 ~~(4) [No Text]~~

4 ~~(A) Applications for the development of temporary workforce~~
5 ~~housing shall come before the GLUC as a “Conditional Use”~~
6 ~~subject to the review process of the Agency Review Committee,~~
7 ~~and shall be subject to specific conditions of approval as~~
8 ~~established by the GLUC.~~

9 ~~(B) In addition to other conditions imposed by the GLUC, all~~
10 ~~temporary workforce housing conditions for approvals shall~~
11 ~~include the following minimum conditions:~~

12 ~~(i) Unless specifically limited, approvals shall be for an~~
13 ~~initial term of twenty four (24) months, and thereafter shall be~~
14 ~~renewed annually. Renewals shall be on forms issued by the~~
15 ~~Chief Planner, and subject to inspection by the Chief Planner and~~
16 ~~a public hearing before the GLUC.~~

17 ~~(ii) The project must be served by an adequate sanitary 3~~
18 ~~sewer system.~~

19 ~~(iii) The project must have adequate fire flow indicated by~~
20 ~~a minimum six (6) inch diameter water line or other minimum~~
21 ~~water service conditions imposed by the Guam Waterworks~~
22 ~~Authority.~~

23 ~~(iv) The project must comply with all health and safety~~
24 ~~regulations of the government of Guam and the OSHA~~
25 ~~regulations, as applicable.~~

26 ~~(v) Each approved project shall include a substantial~~
27 ~~perimeter fence which shall be at least of “chain link” quality and~~

1 a minimum six (6) feet in height, and be subject to a complete
2 landscape plan.

3 (vi) ~~The project must include a development plan~~
4 ~~indicating specific design parameters for sleeping, toilet and~~
5 ~~shower facilities, laundry services, food services, security,~~
6 ~~medical care, transportation services and recreation areas.~~

7 (C) ~~Notwithstanding any other provision of law, applications that~~
8 ~~are pending for a Conditional Use Permit for the development of~~
9 ~~temporary workforce housing submitted to GLUC prior to February 11,~~
10 ~~2021, that have been delayed due to the prohibition on public hearings~~
11 ~~or public congregating pursuant to executive order or pandemic~~
12 ~~condition of readiness (PCOR), shall not require GLUC approval of the~~
13 ~~temporary workforce housing Conditional Use and shall be required to~~
14 ~~meet only the requirements of Subsections (c)(4)(B)(i) through (iv) of~~
15 ~~this Section, as well as all conditions imposed by the Department of~~
16 ~~Land Management at the preliminary application interview stage,~~
17 ~~including:~~

18 (i) ~~location of the temporary workforce housing facility in~~
19 ~~an M1 zone;~~

20 (ii) ~~written notice posted on a 4' x 8' sign on the property~~
21 ~~for a minimum of two (2) weeks, and notice in a Guam~~
22 ~~newspaper on two (2) separate days of the proposed project~~
23 ~~including details on the physical size and the number workers~~
24 ~~who will be housed in the temporary workforce housing facility;~~
25 ~~and~~

1 ~~(iii) a resolution in support of the project from the~~
2 ~~municipal planning council of the village where the proposed~~
3 ~~project will be located.~~

4 ~~Upon compliance with conditions for approval and certification~~
5 ~~by the Department of Land Management, the applicant may~~
6 ~~apply directly to the Department of Public Works for a building~~
7 ~~permit and to the Department of Public Health and Social~~
8 ~~Services for a sanitary permit and a workers dormitory permit.~~

9 **Section 3. Severability.** If any provision of this Act or its application to any
10 person or circumstance is found to be invalid or contrary to law, such invalidity shall
11 not affect other provisions or applications of this Act which can be given effect
12 without the invalid provision or application, and to this end the provisions of this
13 Act are severable.

14 **Section 4. Effective Date.** This Act shall be effective upon enactment.
15



COMMITTEE ON RULES

Vice Speaker V. Anthony Ada, Chairperson
I Mina'trentai Ocho Na Liheslaturan Guåhan
38th Guam Legislature

December 29, 2025

To: **Rennae V. C. Meno**
Clerk of the Legislature

From: **Senator Christopher M. Dueñas** 
Acting Chairperson, Committee on Rules

Subject: **Fiscal Note for Bill No. 240-38 (LS)**

Håfa Adai!

Find the attached, Fiscal Note for the following bill:

Bill No. 240-38 (LS).

I also request that the same be sent to the respective Chairperson of the Standing Committee, to which this bill has been referred. Kindly copy the same to Management Information Services (MIS) for posting on our website.



Bureau of Budget & Management Research
Fiscal Note of Bill No. 240-38 (LS)

AN ACT TO AMEND SECTION 61309, ARTICLE 3, CHAPTER 61, TITLE 21, GUAM CODE ANNOTATED RELATIVE TO ADDING TEMPORARY WORKFORCE HOUSING AS PERMITTED USE FOR M1 LIGHT INDUSTRIAL ZONES.

Department/Agency Appropriation Information	
Dept./Agency Affected: Department of Land Management	Dept./Agency Head: Joseph M. Borja, Director
Department's General Fund (GF) appropriation(s) to date:	\$963,078
Department's Other Fund appropriation(s) to date: Land Survey Revolving Fund	\$2,848,009
Total Department/Agency Appropriation(s) to date:	\$3,811,087

Fund Source Information of Proposed Appropriation			
	General Fund:	Special Fund:	Total:
FY 2025 Unreserved Fund Balance	\$0	\$0	\$0
FY 2026 Adopted Revenues	\$0	\$0	\$0
FY 2026 Appro. (P.L. 38-60)	\$0	\$0	\$0
Sub-total:	\$0	\$0	\$0
Less appropriation in Bill	\$0	\$0	\$0
Total:	\$0	\$0	\$0

Estimated Fiscal Impact of Bill						
	One Full Fiscal Year	For Remainder of FY 2026 (if applicable)	FY 2027	FY 2028	FY 2029	FY 2030
General Fund	\$0	\$0	\$0	\$0	\$0	\$0
Special Fund	\$0	\$0	\$0	\$0	\$0	\$0
Total	1/	\$0	\$0	\$0	\$0	\$0

- Does the bill contain "revenue generating" provisions?
If Yes, see attachment / X / Yes / / No
- Is amount appropriated adequate to fund the intent of the appropriation?
If no, what is the additional amount required? \$ _____ /X/ N/A / / Yes / / No
- Does the Bill establish a new program/agency?
If yes, will the program duplicate existing programs/agencies? /X/ N/A / / Yes /X/ No
Is there a federal mandate to establish the program/agency? / / Yes /X/ No
- Will the enactment of this Bill require new physical facilities? / / Yes /X/ No
- Was Fiscal Note coordinated with the affected dept/agency? / / Yes /X/ No
If no, indicate reason: / / Other
/X/ Requested agency comments not received by due date: Department of Land Management

Analyst: <u>Michelle Pineda</u> Michelle Pineda, BMA I	Date: <u>12/23/25</u>	Director: <u>Lester L. Carlson, Jr.</u> Lester L. Carlson, Jr., Director	Date: <u>DEC 29 2025</u>
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Notes:
 1/ See Additional Comments.

**BUREAU OF BUDGET AND MANAGEMENT RESEARCH
COMMENTS ON BILL NO. 240-38 (LS)**

Bill No. 240-38 intends to amend Section 61309, Article 3, Chapter 61, Title 21, Guam Code Annotated relative to adding temporary workforce housing as a permitted use for M1 Light Industrial Zones.

According to legislative findings, Guam's military buildup has increased demand for workforce housing, and temporary housing solutions in M1 Light Industrial zones provide a quick, cost-effective solution to this need. The Bill seeks to streamline the process for temporary housing, while repealing numerous provisions from the current statute such as the Guam Land Use Commission's (GLUC) responsibility to impose conditions and review "Conditional Use" applications, the approval and certification of the Department of Land Management (DLM), the application of a building permit from the Department of Public Works (DPW) and the application of a sanitary and workers' dormitory permit from the Department of Public Health and Social Services (DPHSS).

The Bureau notes that should the subject Bill become enacted, removing several revenue-generating provisions, such as applications and renewals with the GLUC, building permits from DPW, and sanitary and workers' dormitory permits from the DPHSS, may potentially affect revenue collections for the Guam Preservation Trust Fund from building permits and the Environmental Health Fund from sanitary permits. However, absent comment from the affected agencies and information relative to application and permit costs, the Bureau is unable to determine a specific fiscal impact at this time.