

*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
<b>281-38 (COR)</b>	Therese M. Terlaje	AN ACT TO ADD A NEW § 3101.5 TO ARTICLE 1, CHAPTER 3, TITLE 16, GUAM CODE ANNOTATED RELATIVE TO EXPANDING GUAM'S WORKFORCE THROUGH A DIRECT DRIVER'S LICENSE PATHWAY FOR ADULTS.	2/24/26 9:43 a.m.	3/5/26	Committee on Economic Investment, Military Buildup, Regional Relations, Technology, Regulatory Affairs, Justice, Elections, and Retirement.	Request: 3/5/26  3/11/26			




## COMMITTEE ON RULES

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

March 11, 2026

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

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

**Subject:** **Fiscal Note for Bill No. 281-38 (COR)**

---

*Håfa Adai!*

Find the attached, Fiscal Note for the following bill:

**Bill No. 281-38 (COR).**

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. 281-38 (COR)**

<b>AN ACT TO ADD A NEW § 3101.5 TO ARTICLE 1, CHAPTER 3, TITLE 16, GUAM CODE ANNOTATED RELATIVE TO EXPANDING GUAM'S WORKFORCE THROUGH A DIRECT DRIVER'S LICENSE PATHWAY FOR ADULTS.</b>	
<b>Department/Agency Appropriation Information</b>	
Dept./Agency Affected: Department of Revenue and Taxation (DRT)	Dept./Agency Head: Lizama, Marie P., Director
Department's General Fund (GF) appropriation(s) to date:	\$14,713,861
Department's Other Fund appropriation(s) to date: Banking and Insurance Enforcement Fund (\$447,761); Better Public Service Fund (\$1,402,033); Tax Collection Enhancement Fund (\$1,171,834)	\$3,021,628
<b>Total Department/Agency Appropriation(s) to date:</b>	<b>\$17,735,489</b>

<b>Fund Source Information of Proposed Appropriation</b>			
	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
<b>Total:</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

<b>Estimated Fiscal Impact of Bill</b>						
	One Full Fiscal Year	For Remainder of FY 2026	FY 2027	FY 2028	FY 2029	FY 2030
General Fund	\$0	\$0	\$0	\$0	\$0	\$0
Special Fund	\$0	\$0	\$0	\$0	\$0	\$0
<b>Total</b>	<b>1/</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

- |   |                         |         |        |
|---|-------------------------|---------|--------|
| 1. Does the bill contain "revenue generating" provisions?<br>If Yes, see attachment   |                         | // Yes  | /X/ No |
| 2. Is amount appropriated adequate to fund the intent of the appropriation?<br>If no, what is the additional amount required? \$ _____  | /X/ N/A                 | // Yes  | // No  |
| 3. Does the Bill establish a new program/agency?<br>If yes, will the program duplicate existing programs/agencies?<br>Is there a federal mandate to establish the program/agency? | /X/ N/A                 | // Yes  | /X/ No |
| 4. Will the enactment of this Bill require new physical facilities?   |                         | // Yes  | /X/ No |
| 5. Was Fiscal Note coordinated with the affected dept/agency?<br>// Requested agency comments not received by due date:   | If no, indicate reason: | /X/ Yes | // No  |

Analyst: <u>Raymond Rieta, BMA IV</u>	Date: <u>3/10/26</u>	Director: <u>Lester L. Carlson, Jr., Director</u>	Date: <u>MAR 11 2026</u>
---------------------------------------	----------------------	---	--------------------------

Notes:  
1/ See attached Comments.

**Bureau of Budget & Management Research**  
**Comments on Bill No. 281-38 (COR)**

The intent of Bill No. 281-38 is to provide a streamlined, safe, and efficient pathway for eligible adults to obtain a driver's license while preserving all existing testing standards that ensure competency and public safety. The Bill proposes to achieve this by establishing a limited exemption for adults twenty-one (21) years of age and older who have demonstrated responsible behavior by maintaining a clean traffic record for at least three years and who remain subject to all existing written, vision, and on-road skills testing requirements necessary to ensure public safety. Should an eligible adult meet the requirements of this "Adult Direct Licensing Pathway" as proposed in the Bill, the applicant may obtain a valid driver's license without having to complete the current mandatory driver education courses as well as the supervised driving-hour requirements.

The following are direct comments received from the Department of Revenue and Taxation (DRT) on how Bill No. 281-38 will fiscally impact their department.

DRT lists the negative fiscal and operational impacts of the Bill to the departments as follows:

- 1) Increased administrative processing volume from a condensed surge in direct-to-road test applications with possible extended wait times for appointments and requiring additional manpower and staff hours;
- 2) Verification and compliance costs relative to verification of traffic clearances which will necessitate creating an SOP for manual verification, and/or procuring a system to link with the Judiciary of Guam's Records branch;
- 3) Existing systems upgrade to accommodate the addition of "Adult Direct Licensing" category updating internal database for tracking exemptions and identification of eligible applicants;
- 4) Testing resource strain caused from bypassing the Learner's Permit/Graduated Permit periods with expected higher volume of applicants attempting on-road skills test without formal driver education/supervised practice with the potential for higher failure rates for initial road tests necessitating re-testing; and
- 5) Potential revenue neutrality concerns; specifically, to language within subject bill: "payment of applicable fees", eliminating fees associated with the issuance of Learner's/Graduated Permits for the specific demographic.

DRT estimates a 2% Year-over-Year (YoY) growth rate for FY26 fiscal impacts to the General Fund and the Better Public Service Fund (BPSF) using provided FY24 and FY25 DRT internal reports.

As per DRT, they advise that without a detailed cost-benefit analysis, the government cannot surmise how the proposed legislation will impact current and future fund levels especially for personnel and/or IT upgrades necessary to support the proposed legislation and without incurring further degradation or strain to existing DRT service and infrastructure levels.