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
377-38 (LS)	Committee on Child Welfare, Youth Affairs, Senior Citizens, Women's Affairs, Disability Services, the Arts, Culture, Historic Preservation and *Hagåtña* Restoration by request of *I Kongressun Manhoben Guåhan* , the Guam Youth Congress, in accordance with 2 GCA § 7102	AN ACT TO EXTEND THE YOUTH RISK BEHAVIOR SURVEY TO INCLUDE PRIVATE AND CHARTER SCHOOLS IN GUAM, TO BE KNOWN AS THE "GUAM YOUTH RISK BEHAVIOR SURVEY INCLUSION ACT OF 2025."	10/15/26 12:58 p.m.	10/21/26	Committee on Education, Libraries and Public Broadcasting.	Request: 10/21/26 10/29/26			

COMMITTEE ON RULES

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

October 29, 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. 377-38 (LS)**

Håfa Adai!

Find the attached, Fiscal Note for the following bill:

Bill No. 377-38 (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. 377-38 (LS)

AN ACT TO EXTEND THE YOUTH RISK BEHAVIOR SURVEY TO INCLUDE PRIVATE AND CHARTER SCHOOLS IN GUAM, TO BE KNOWN AS THE "GUAM YOUTH RISK BEHAVIOR SURVEY INCLUSION ACT OF 2025."

Department/Agency Appropriation Information	
Dept./Agency Affected: Department of Public Health & Social Services	**Dept./Agency Head: Theresa C. Arriola, Director**
Department's General Fund (GF) appropriation(s) to date: Operations ($64,081,707); Health Insurance Premiums for Foster Children ($2,359,215); Child Protective Services Program ($1,839,416); Foster Care Group Home ($950,558); Bureau of Social Services Administration ($7,938,928); Grants for Homelessness ($500,000); and Child Care Subsidy from excess FY2026 General Fund Revenues ($7,630,000)	85,299,824
Department's Other Fund appropriation(s) to date: Environmental Health Fund ($1,812,482); Health Professional Licensing Office Revolving Fund ($344,376); Office of Vital Statistics Revolving Fund ($221,035); DPHSS Sanitary Inspection Revolving Fund ($510,221); Healthy Futures Fund for Guam Cancer Registry ($389,144)	3,277,258
Total Department/Agency Appropriation(s) to date:	**$88,577,082**

Fund Source Information of Proposed Appropriation			
	General Fund:	(Specify Special Fund):	Total:
FY 2026 Unreserved Fund Balance		$0	$0
FY 2027 Adopted Revenues	$0	$0	$0
FY 2027 Appro. (P.L. 38-136)	$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 2027 (if applicable)	FY 2028	FY 2029	FY 2030	FY 2031
General Fund	$0	$0	$0	$0	$0	$0
Special Fund	$0	$0	$0	$0	$0	$0
Total 1/	$0	$0	$0	$0	$0	$0

1. Does the bill contain "revenue generating" provisions? / / Yes /X/ No
   If Yes, see attachment
2. Is amount appropriated adequate to fund the intent of the appropriation? /X/ N/A / / Yes / / No
   If no, what is the additional amount required? $ _____ /X/ N/A
3. Does the Bill establish a new program/agency? / / Yes /X/ No
   If yes, will the program duplicate existing programs/agencies? /X/ N/A / / Yes / / No
   Is there a federal mandate to establish the program/agency? / / 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? If no, indicate reason: /X/ Yes / / No
   / / Requested agency comments not received by due date / / Other:

Analyst: _____ Date: 10/27/2026
Abigail R. Ofeciar, BMA Supervisor

Director: _____ Date: OCT 28 2026
Lester L. Carlson, Jr., Director

Notes:
1/ See attached comments.

BUREAU OF BUDGET AND MANAGEMENT RESEARCH
COMMENTS ON BILL NO. 377-38 (LS)

Bill No. 377-38 (LS) is an act to extend the Youth Risk Behavior Survey (YRBS) to include private and charter schools in Guam. Currently, the YRBS is only conducted biennially in middle and high schools within the Guam Department of Education (GDOE). Per the proposed legislation, the Department of Public Health and Social Services (DPHSS), in coordination with GDOE and the private and charter schools, shall extend the administration of the YRBS to include students from private and charter schools in Guam. The proposed legislation further states that the DPHSS may seek federal or local grants to support the proposed YRBS expansion.

According to comments received from the DPHSS, while the proposed legislation could result with the DPHSS gaining access to a more comprehensive youth health data to strengthen program planning, adolescent well-being initiatives, and early identification of emerging concerns, it could also significantly increase the responsibility of the DPHSS in terms of survey coordination, school engagement, technical assistance, and compliance with Centers for Disease Control (CDC) survey protocols. The DPHSS estimated the cost impact specifically for the Division of Public Health – Office of Epidemiology and Research to range from $25,000 to $60,000 annually as a direct result of additional manpower for outreach and survey administration, additional survey resources, and expanded data management. Further impact includes amplified data integration into program assessments, cross-agency coordination, and dissemination of findings.

The DPHSS also cautioned that since the CDC's YRBS funding mechanisms generally supports a single territorial agency as the primary recipient, shifting the oversight of grants traditionally designed for school districts or education agencies to the DPHSS could lead to recurring administrative responsibilities beyond its mandates.

More importantly, the DPHSS noted that the proposed mandates for the DPHSS will result in increased financial liabilities without the corresponding increase in resources. The DPHSS expressed that this proposed legislation poses significant operational expansion for the Division of Public Health, the Division of Children's Wellness, and the Office of Epidemiology and Research. Further, upfront administrative costs and ongoing oversight costs are expected to be incurred by the DPHSS relative to coordinating the proposed YRBS expansion as the proposed legislation does not expressly appropriate funding for the DPHSS. The proposed legislation only indicates that the "DPHSS may seek federal or local grants to support the expansion of YRBS implementation in private and charter schools." While additional federal funding can mitigate these impacts, the DPHSS noted that the administrative and compliance burdens remain substantial.

The Bureau similarly notes that there is no additional appropriation for the DPHSS to implement the comprehensive mandates of the "Guam Youth Risk Behavior Survey Inclusion Act of 2025." However, absent specific information from the DPHSS relative to such anticipated expenses and potential federal funding to offset such anticipated expenses, the Bureau cannot determine an exact fiscal impact at this time. The comments provided by DPHSS are attached for reference.

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

LOURDES A. LEON GUERRERO
MAGA'HAGAN GUAHAN
GOVERNOR OF GUAM

JOSHUA F. TENORIO
SEGUNDO MAGA'LAHEN GUAHAN
LT GOVERNOR OF GUAM

THERESA C. ARRIOLA, MBA
DIRECTOR

PETERJOHN D. CAMACHO, MPH
DEPUTY DIRECTOR

October 27, 2026

MEMORANDUM

TO: Director, Bureau of Budget and Management Research

FROM: Director, Department of Public Health and Social Services

SUBJECT: Fiscal Impact Statement on Bill 377-38 (LS)
Guam Youth Risk Behavior Survey Inclusion Act of 2025

Hafa Adai! Bill 377-38 (LS) proposes expanding the administration of the Youth Risk Behavior Survey (YRBS) to include private and charter schools in addition to existing implementation in Guam Department of Education schools. The bill designates the Department of Public Health and Social Services (DPHSS), in collaboration with education partners, as the lead coordinating agency. The proposed Act further authorizes the department to seek federal or local grants to support this expansion.

Impact on the Division of Public Health – Office of Epidemiology and Research

Under this measure, DPHSS is required to administer the expanded YRBS, meaning the agency must take on direct operational responsibilities for survey coordination, school engagement, technical assistance, and compliance with CDC survey protocols. This represents an increased workload beyond current YRBS activities conducted only in GDOE schools.
Using more cautious fiscal assumptions:

- Additional staff time for outreach, sampling, scheduling, and survey administration could exceed existing capacity, potentially requiring reallocation of duties or limited-term support.
- Additional resources may be needed for survey materials, digital tools, or technical support, depending on the administration method.
- Expanded data management—data entry, cleaning, weighting coordination, and reporting—may increase analytical workload.

Conservatively, unfunded costs may range from **minimal up to approximately $25,000–$60,000 annually**, contingent on implementation details, staffing availability, and whether additional school engagement or technical requirements arise.

Impact on the Division of Children's Wellness

The Division of Children's Wellness will gain access to more complete youth health datasets, strengthening program planning, adolescent well-being initiatives, and early identification of emerging concerns. However, this also increases responsibility for:

- integrating expanded data into program assessments,
- participating in cross-agency coordination, and
- supporting analysis and dissemination of findings.

Fiscal effects for this division are expected to be low to moderate, depending on the need for additional analytical support or reporting capacity.

Funding Impact: DPHSS vs. GDOE Applying for the YRBS Grant

The CDC's YRBS funding mechanisms typically support a *single state or territorial agency* as the primary recipient. Historically, many jurisdictions designate either the Department of Education or the Department of Health as the applicant.

If **DPHSS** applies:

- Pros:
  - Strengthens alignment of the survey with public-health surveillance priorities.
  - Enhances DPHSS's ability to use YRBS data for epidemiology, grant justification, and program planning.
  - Allows direct access to funding that can support staffing, data systems, and coordination.
- Cons:
  - DPHSS assumes full administrative burden, including federal reporting, grant management, sampling plans, and deliverables.
  - Increased likelihood of needing local match or in-kind support if federal funding does not cover full operational costs.

If **GDOE** applies:

- Pros:
  - GDOE has existing infrastructure for school-based surveys and may absorb operational tasks more readily.
  - DPHSS may participate as a partner with reduced administrative overhead.
- Cons:
  - Health-specific analysis, data ownership, and reporting timelines may be less aligned with DPHSS priorities.

- Funding flows may not directly support DPHSS staffing needs unless explicitly sub-awarded.

Precedent and Long-Term Fiscal Exposure for DPHSS

If the Legislature assigns DPHSS oversight for this type of federal grant—traditionally designed for school districts or education agencies—it may set a policy precedent. This precedent could lead to DPHSS being expected or required to assume administration of future federal programs intended primarily for schools, especially those involving:

- youth health surveillance,
- school-based prevention programs,
- behavior or safety monitoring systems, or
- educational health interventions that require a public-health lead.

Such a shift may bring benefits (increased public-health data and grant access) but also exposes DPHSS to:

- recurring administrative responsibilities beyond its original mandate,
- additional unfunded or partially funded federal program requirements, and
- long-term staffing and resource impacts if similar future grants default to DPHSS for oversight.

This broader fiscal implication should be considered in assessing the sustainability of assigning DPHSS responsibility for youth-survey and school-based federal programs moving forward.

Overall Fiscal Impact

Because Bill 377-38 (LS) provides **no appropriation**, DPHSS must absorb new responsibilities initially. Impacts include:

- Significant operational expansion for DPH
- Intensive new burdens for OER requiring staffing protections
- Additional demands on the Division of Children's Wellness
- Risk of systemic strain on public-health surveillance functions
- Potential long-term precedent for shifting school-program responsibilities onto DPH

With external federal funding, impacts may be partially mitigated, but administrative and compliance burdens remain substantial.

Un Dangkulu Na Si Yu'us Ma'åse.

THERESA C. ARRIOLA, MBA