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Senator Pilar Cruz Lujan Twenty-First Guam Legislature

Legislative Secretary

Committee on Judiciary and Criminal Justice Chairman

August 26, 1991

The Honorable Joe T. San Agustin Speaker, Twenty-First Guam Legislature 155 Hesler St. Agana, Guam 96910

VIA: Chairperson, Committee on Rules

Dear Mr. Speaker:

The Committee on Judiciary and Criminal Justice, to which was referred Bill No. 282, wishes to report its findings and recommendations for passage of Substitute Bill No. 282.

The Committee voting record is as follows:

12	TO PASS
0	NOT TO PASS
0	ABSTAIN
0	TO PLACE IN INACTIVE FILE

A copy of the Committee report and all pertinent documents are attached for your information.

Sincerely,

Pular C. Lujan PILAR C. LUJAN

Committee Chairman

Anche a provision to cite

155 Hesler Street • Agana, Guam 96910 • Telephone (671) 472-3444/5 • Telefax (671) 477-9540

TWENTY FIRST GUAM LEGISLATURE FIRST REGULAR (1991) SESSION

Bill No. 282 (COR) As Substituted by the Committee on Judiciary and Criminal Justice

Introduced by:

F.R. Santos P.C. Lujan

AN ACT TO REPEAL AND RE-ENACT SECTION 1 OF PUBLIC LAW 20-35 RELATIVE TO DRIVING WHILE UNDER THE INFLUENCE OF ALCOHOL AND/OR DRUGS.

BE IT ENACTED BY THE PEOPLE OF THE TERRITORY OF 1 GUAM: 2 3 Section 1. Section 1 of Public Law 20-35 is hereby repealed and re-4 enacted to read: 5 6 7 "Section 1 §23405. Driving while under the influence of alcohol or drugs. 8 9 10 A. It is unlawful for any person who is under the 1. influence of alcohol or any drug or under the combined 11

influence of alcohol and any drug, to drive or be in actual or physical control of any vehicle.

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2. It is unlawful for any person who has a 0.10 percent, or more, by weight, of alcohol in his or her blood, to drive or be in actual or physical control of any vehicle.

8 3. A person convicted of violating provisions of this Section shall be guilty of a misdemeanor. Upon the conviction 9 of any violation of this Section, the person convicted shall have 10 his privilege to operate a motor vehicle suspended by the Court 11 12 for a period of not less than ninety (90) days nor more than six (6) months and/or shall have the vehicle, in which the offense 13 was committed, impounded, by the Guam Police Department 14 or its authorized and designated agent at such locations as 15 shall be nominated and designated by the Chief of Police, for 16 the same period of time as the privilege to operate a motor 17 vehicle is suspended. The towing and impoundment of vehicles 18 pursuant to the provisions of this section shall be at the 19 20 expense of the person charged with the violation of the provisions hereof, in addition to any fine and/or restitution 21 imposed and ordered by the Court. All persons convicted of 22 violating provisions of this Section shall be sentenced to a 23 24 minimum of forty-eight (48) hours imprisonment in the custody of the Department of Corrections or the Guam Police 25 26 Department; *provided, however,* that the court may waive the 27 mandatory minimum jail sentence for first time offenders and 28 impose other alternative sentencing. In addition to any other sentence imposed, the Court shall impose a mandatory 29 30 monetary fine of no less than ONE THOUSAND DOLLARS 31 (\$1000.00) upon all offenders and shall require restitution be made to persons injured or for property damaged. 32 33

4. Any person convicted of a first offense under this
Section shall have his privilege to drive suspended for the
minimum mandatory period established herein but the Court
may permit the person a limited privilege to drive if driving is

required for that person to maintain his livelihood. Any person convicted a second or subsequent time of a violation of this Section shall have his privilege to drive suspended for at least six (6) months and no limited privilege to operate a motor vehicle shall be given.

 5. Any person convicted of violating any provisions of this Act for a third time, or more, shall forfeit the vehicle in which said third offense, or more, was committed. The forfeiture and seizure of said vehicle shall be enforced by the Guam Police Department and said vehicles shall be disposed of in accordance with established provisions of law relative to assets forfeiture.

B. 1. It is unlawful for any person, while under the influence of alcohol or any drug or under the combined influence of alcohol and any drug to drive or be in actual or physical control of any vehicle and, when so driving or controlling, do any act forbidden by law or neglect any duty imposed by law, in the driving or control of the vehicle, which act or neglect proximately causes bodily injury to any person other than the driver.

2. It is unlawful for any person, while having 0.10 percent or more, by weight of alcohol, in his or her blood, to drive or be in actual or physical control of a vehicle and, when so driving, do any act forbidden by law or neglect any duty imposed by law in the driving or control of the vehicle, which act or neglect proximately causes bodily injury to any person other than the driver.

In proving the person neglected any duty imposed by law in the driving or control of the vehicle, it is not necessary to prove that any specific section of the Guam Code was violated.

36 3. A person convicted of violating Section B.1 or B.2
37 shall be guilty of a felony of the third degree.

C. The fact that any person charged with violating any of the above is or has been legally entitled to use alcohol or any drug, shall not constitute a defense, against any charge violating this Section.

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14 15 D. Upon the trial of any criminal action, or preliminary proceeding in a criminal action, arising out of acts alleged to have been committed by any person (while driving or being in control of a vehicle while under the influence of an alcoholic beverage), the amount of alcohol in the person's blood at the time a test, taken subsequent to the driving, as shown by an analysis of that person's breath, blood, or urine shall give rise to the following presumptions affecting the burden of proof:

If there was at that time less than 0.05 percent by
 weight of alcohol in the person's blood, it shall be presumed
 that the person was not under the influence of alcohol
 beverage at the time of the alleged offense.

21 If there was at that time 0.05 percent or more but 2. less than 0.10 percent by weight of alcohol in the person's 22 blood, that fact shall not give rise to any presumption that the 23 person was or was not under the influence of an alcoholic 24 beverage, but the fact may be considered with other competent 25 evidence in determining whether the person was under the 26 influence of an alcoholic beverage at the time of the alleged 27 28 offense. 29

30 3. If there was at that time 0.10 percent or more by
31 weight of alcohol in the person's blood, it shall be presumed
32 that the person was under the influence of an alcoholic
33 beverage at the time of the alleged offense.

Percent by weight of alcohol in the blood shall be based upon
grams of alcohol per 100 milliliters of blood. This subsection
shall not be construed as limiting the introduction of any other

competent evidence bearing upon the question whether the
 person ingested any alcoholic beverage or was under the
 influence of an alcoholic beverage at the time of the alleged
 offense.

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6 Section 2. Records: The Guam Police Department, in cooperation with
7 the Superior Court of Guam's Traffic Court, shall establish a record and
8 data base information system on all traffic violations which information
9 shall be made available to insurance companies upon request. The Guam
10 Police Department and the Superior Court of Guam's Traffic Court shall
11 exert all efforts to insure timely compliance with such requests.

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Section 3. Authorization for Appropriation: There is hereby authorized to be appropriated from the General Fund to the Guam Police Department the sum of TWENTY THOUSAND DOLLARS (\$20,000.00) for the purchase of field sobriety kits to be carried in GPD patrol vehicles for the conduct of field sobriety tests on drivers suspected of driving while under the influence of alcohol.

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Section 4. Severability: If any provisions of this Act or the application
thereof to any person or circumstance, is held invalid, such invalidity shall
not affect any other provision or application of this Act which can be given
effect without the invalid provision or application, and to this end the
provisions of this Act are severable.

TWENTY FIRST GUAM LEGISLATURE FIRST REGULAR (1991) SESSION

Bill No. 282

Introduced by:

F.R. /Santos M.D.A . Manibusan 774

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AN ACT TO REPEAL AND RE-ENACT SECTION 23405 OF PUBLIC LAW 20-35 RELATIVE TO DRIVING WHILE UNDER THE INFLUENCE OF ALCOHOL AND/OR DRUGS.

BE IT ENACTED BY THE PEOPLE OF THE TERRITORY OF 1 2 GUAM: 3 Section 1. §23405 of Public Law 20-35 is hereby repealed and 4 5 re-enacted to read: 6 7 Driving while under the influence of "§ 23405. 8 alcohol or drugs. 9 10 It is unlawful for any person who is under the A. 1. influence of alcohol or any drug or under the combined 11 12 influence of alcohol and any drug, to drive or be in actual 13 or physical control of any vehicle. 14 15 2. It is unlawful for any person who has a 0.10 percent or more, by weight, of alcohol in his or her blood 16 to drive or be in actual or physical control of any vehicle. 17 18 19 A person convicted of violating provisions of 3. 20 this Section shall be guilty of a misdemeanor. Upon 21 conviction of any violation of this Section, the person convicted shall have his privilege to operate a motor 22 23 vehicle suspended by the Court for a period of not less 24 than ninety (90) days nor more than six (6) months 25 and/or shall have the vehicle impounded for the same

period of time as the privilege to operate a motor vehicle is

suspended. The towing and impoundment of vehicles 1 pursuant to the provisions of this section shall be at the 2 expense of the person charged with the violation of the 3 provisions hereof, in addition to any fine and/or 4 5 restitution imposed and ordered by the Court. All persons convicted of violating provisions of this Section 6 shall be sentenced to a minimum of forty-eight (48) 7 hours imprisonment in the custody of the Department of 8 Corrections or the Guam Police Department; provided, 9 however, that the court may waive the mandatory 10 minimum jail sentence for first time offenders and 11 impose other alternative sentencing. In addition to any 12 other sentence imposed, the Court shall impose a 13 monetary fine upon the offender and shall require 14 restitution be made to persons injured or for property 15 16 damaged. 17

18 Any person convicted of a first offense under 4. this Section shall have his privilege to drive suspended for 19 a minimum mandatory period but the Court may permit 20 the person a limited privilege to drive if driving is required 21 for that person to maintain his livelihood. Any person 22 23 convicted a second or subsequent time within a five (5) year period of a violation of this Section shall have his 24 privilege to drive suspended for at least six (6) months 25 and no limited privilege to operate a motor vehicle shall be 26 27 given. 28

29 B. It is unlawful for any person, while under the 1. influence of alcohol or any drug or under the combined 30 influence of alcohol and any drug to drive or be in actual 31 or physical control of any vehicle and, when so driving or 32 controlling, do any act forbidden by law or neglect any 33 duty imposed by law, in the driving or control of the 34 vehicle, which act or neglect proximately causes bodily 35 injury to any person other than the driver. 36 37

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2. It is unlawful for any person, while having 0.10 percent or more, by weight of alcohol, in his or her blood, to drive or be in actual or physical control of a vehicle and, when so driving, do any act forbidden by law or neglect any duty imposed by law in the driving or control of the vehicle, which act or neglect proximately causes bodily injury to any person other than the driver.

In proving the person neglected any duty imposed by law in the driving or control of the vehicle, it is not necessary to prove that any specific section of the Guam Code was violated.

3. A person convicted of violating Section B.1 or B.2 shall be guilty of a felony of the third degree.

C. The fact that any person charged with violating any of the above is or has been legally entitled to use alcohol or any drug, shall not constitute a defense, against any charge violating this Section.

Upon the trial of any criminal action, or preliminary 22 D. 23 proceeding in a criminal action, arising out of acts alleged 24 to have been committed by any person (while driving or 25 being in control of a vehicle while under the influence of an alcoholic beverage), the amount of alcohol in the person's 26 blood at the time a test, taken subsequent to the driving, 27 as shown by an analysis of that person's breath, blood, or 28 29 urine shall give rise to the following presumptions 30 affecting the burden of proof: 31

1. If there was at that time less than 0.05 percent
by weight of alcohol in the person's blood, it shall be
presumed that the person was not under the influence of
alcohol beverage at the time of the alleged offense.

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2. If there was at that time 0.05 percent or more but less than 0.10 percent by weight of alcohol in the person's blood, that fact shall not give rise to any presumption that the person was or was not under the influence of an alcoholic beverage, but the fact may be considered with other competent evidence in determining whether the person was under the influence of an alcoholic beverage at the time of the alleged offense.

3. If there was at that time 0.10 percent or more by weight of alcohol in the person's blood, it shall be presumed that the person was under the influence of an alcoholic beverage at the time of the alleged offense.

Percent by weight of alcohol in the blood shall be based upon grams of alcohol per 100 milliliters of blood. This subsection shall not be construed as limiting the introduction of any other competent evidence bearing upon the question whether the person ingested any alcoholic beverage or was under the influence of an alcoholic beverage at the time of the alleged offense.

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COMMITTEE REPORT

ON

Bill No. 282

As substituted by the Committee on Judiciary and Criminal Justice

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AN ACT TO REPEAL AND RE-ENACT SECTION 1 OF PUBLIC LAW 20-35 RELATIVE TO DRIVING WHILE UNDER THE INFLUENCE OF ALCOHOL AND/OR DRUGS.

PUBLIC HEARING

The Committee on Judiciary and Criminal Justice, to which was referred Bill No. 282, scheduled a public hearing on said Bill on April 15, 1991 at 9:00 am, in the Guam Legislature Public Hearing Room. Pursuant to the Standing Rules of the Twenty First Guam Legislature, public notice was published in the Pacific Daily News prior to the public hearing. Additionally, notices of the public hearing were hand delivered to the:

> The Office of the Attorney General of Guam The Guam Police Department The Office of the Governor

Senators and Members of the Committee present at the public hearing were:

Senator Pilar C. Lujan, Chairperson Senator Francisco R. Santos, Vice Chairperson Senator Elizabeth P. Arriola Senator Martha C. Ruth Senator Doris Flores Brooks

Appearing before the Committee to present testimony were:

Ms. Frances T. Gatewood, Chief Prosecutor Office of the Attorney General

Mr. Robert Leonard Guam Fire, Casualty, and Marine Insurance Association

Mr. Adolf Sgambelluri, Chief of Police, did not appear before the Committee but did submit written testimony in support of the measure.

COMMITTEE FINDINGS

• The Committee maintains its posture that driving on the public streets and highways of Guam is a privilege, not a right. It is a privilege granted by the government representing, not one or a group of individuals but rather the community as a whole. As such the Committee finds it necessary to legislate laws and policies which will effectively govern the privilege to drive and operate a vehicle upon the streets and highways of Guam.

• The Committee finds that though Public Law 20-35 has helped in curtailing drunk driving on Guam's highways, there is still much to be accomplished in order to eliminate the threat and dangers of individuals driving while intoxicated.

• The Committee finds that greater deterrence is needed in order to prove to those who would continue to drive while intoxicated that the government fully intends to make the roads of Guam safe from the dangers of impaired drivers.

• The Committee finds that it is necessary to increase the penalties associated with drunk driving inclusive of mandatory suspension of driving privileges, fines at punitive levels, mandatory imprisonment and forfeiture of vehicles in which the offenses were committed. In this stead, the Committee finds it desireable to increase the allowable fine for DWI to the maximum allowable for a misdemeanor or ONE THOUSAND DOLLARS (\$1000.00).

• Relative to mandatory suspension of driving privileges, the Committee finds that it will be necessary to provide discretion to the Courts to permit limited driving privileges in order that offenders be able to drive to and from work. The Committee feels that denying an individual their ability to pursue gainful employment because of a first offense for DWI is too harsh and would not promote or increase the rehabilitation of the offender.

• The Committee finds it also desireable to authorize the Guam Police Department to purchase field sobriety test kits in order to conduct breathalyzer tests on the road at the time offenders are pulled over for suspected DWI. The ability of police officers to conduct on the spot breathalyzer tests will assist in the prosecution of DWI cases which may be contested.

• Lastly, the Committee believes that law-abiding motorists should not have to bear the rising costs of insurance premiums because of impaired drivers. Therefore, the Committee recommends that a record and data base of all traffic violations be established and that such information be furnished to insurance companies upon request for the purpose of fairly calculating automobile insurance.

COMMITTEE RECOMMENDATIONS

The Committee recommends the passage of Bill No. 282 with the following provisions:

• The establishment of the maximum fine permissible for misdemeanor offennses as the mandatory fine for first offenses.

• The mandatory suspension of driver's licenses for first offenses for a maximum of ninety (90) days but with the authorization to the Court to permit limited driving privileges to and from work.

• The inclusion of a forty-eight hour (48) incarceration penalty with the authorization for the Court to waive such imprisonment at its discretion for first offenses.

• Establishment of mandatory suspension of driving privileges of no less than six (6) months without limited privileges for any second offense.

• Establishment of forfeiture of vehicle for any third DWI conviction.

• For any dwi offense where there is an accident with bodily injury, establishment of said offense as a third degree felony.

• Establishment of a traffic violations record and data base to be furnished to insurance companies upon request.



JOSEPH F. ADA Governor of Guam

FRANK F. BLAS Lieutenant Governor

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Government of Guam GUAM POLICE DEPARTMENT 287 West O'Brien Drive Agana, Guam 96910 U.S. Territory of Guam



COLONEL A.P. SGAMBELLURI Chief of Police

APR 1 5 1991

The Honorable Pilar C. Lujan Chairman, Committee on Judiciary and Criminal Justice Twenty-First Guam Legislature Pacific Arcade Agana, Guam 96910

SUBJECT: BILL 282, AN ACT TO REPEAL AND RE-ENACT SECTION 23405 OF PUBLIC LAW 20-35 RELATIVE TO DRIVING WHILE UNDER THE INFLUENCE OF ALCOHOL AND/OR DRUG.

Dear Senator Lujan:

The Guam Police Department is in support of Bill No. 282 amending P.L. 20-35. We are in favor of impounding vehicles and the provision involving fines and restitution. However, Section 3 of the bill does not specify who has the authority to impound and fails to identify an area to the used for storage of impounded vehicles.

cerely, STAMBELLURI A.P.

DRUG FREE GUAM PARA TODOS 472-8911 Exts. 376, 377, 378 • FAX: (671) 472-4036

Commonwealth Now!



Doris Flores Brooks

SENATOR **Twenty-First Guam Legislature**

Suite 905, GCIC Bldg. 414 West Soledad Avenue Agana, Guam 96910

Tel: (671) 477-4560/61 472-3460 Fax: (671) 477-1100

April 24, 1991

MEMORANDUM

tuefronk K. Soutos

TO:

Chairperson, Committee on Judiciary and Criminal Justice

FROM: Senator Brooks

Testimony on Bills 282 and 289 SUBJECT:

I'm forwarding testimony submitted to my office by William Melendez, Jr. on the subject bills.

Your attention to this matter is greatly appreciated.

DORIS FLORES BROOKS

encl.

OFFICE OF THE LEGISLA	TIVE SECRETARY					
ACKNOWLEDGMENT RECEIPT						
Ranahiad nu RD						
M. 5 00: P 6/m						
Date 4 26 91	000472					





From the Office of WILLIAM MELENDEZ, JR.

Suite 600D, G.C.I.C. Bldg. 414 West Soledad Ave. • Agana, Guam 96910 Phone: 477-1389~92 • Fax: (671) 477-1077

AFR 221991 AFF 221991 EIVEN We came by different ships, but we're all in the same boat!

DORIS FICTURES SFICORS

OFFICE

1. Please allow this written testimony regarding bills 282 and 289 as introduced by Senator Santos and co-sponsors and Senator Brooks and co-sponsors.

Section 23405 of bill 282

Paragraph 1 and 2 are good as they read.

Paragraph 3 should change the suspension of privilege to operate a motor vehicle to 30 days without any special privileges for limited driving. I agree the vehicle should be impounded at the time of the arrest and that the towing service should be at the expense of the arrested violator. However, I do not agree with the vehicle being impounded for the same amount of days the driving privilege is suspended. Punishment should be imposed on the violator only and not an entire family. To impound the vehicle in the manner proposed would deprive the violators family from use of such vehicle, thus being punished for something they're not guilty Regarding the mandatory minimum forty-eight (48) hours of of. imprisonment, I disagree. In my opinion, the minimum imprisonment should be for the violators safety as well as the public. I recommend a minimum of six (6) hours from time of "booking" will be sufficient for satisfying safety and carrying out the message. Longer periods of time would be overtaxing of a facility (detention) that is already overtaxed or lots of waivers by the court that would delibitate the impact of such an initiative. I agree with imposing a monetary fine and I agree with the offender being responsible for making restitution to persons injured or for property damaged. However, this language must be clarified to allow a litigation process. It is too general and may produce prolonged court arguments thus hindering any restitution efforts by the claimants. Language to clarify an indigent should also be included to preclude abuse of this category.

ref. paragraph 4

Again I recommend as above stated that the Limited privileges be taken out for the first offense. A second violation within five years should carry a driving suspension of 60 days, a third 90 days, and a subsequent one within five years should carry a 1 year suspension. Limited driving privileges should only be considered when they period of suspension is 60 days up to 90 days. The person that would be suspended for 1 year should receive no limited driving privileges.

Paragraph D. 1 and 2 should be eliminated unless we are prepared to satisfy our presumption by having a program to address it. Depending on body weight a person could conceivably by at .05 after consumption of two (2) drinks. By this you can see how many people on Guam would potentially fall in this category.

....

D3 is recommended for rephrasing if D1 and 2 is eliminated.

Subsection 23405.01 of bill 289

"In the event a person refuses to submit to a breath or urine or blood test, none shall be given, but the arresting officer shall, as soon as practicable, submit an affidavit to a judge of the Superior Court." The "as soon as practicable" should be defined with a specific time period as "practicable" could be prolonged an decrease the legal provess and expediency of the due process. As an example, an individual arrested April 9 for DUI would be given a court hearing date of October 9 by the arresting official.

I recommend driving privilege suspensions be as I Again, recommended on my statements reference paragraph 4 of bill 282. If the person arrested is without a license or permit to operate a vehicle on Guam his/her ability to obtain one should not be allowed sooner than 6 months for first offense and 1 year for subsequent offense. In my opinion this person has disregarded our laws and safety more prominently than others. I agree with Senator Brooks that an assessment should occur for every DUI offense prior to the judge adjudicating the case. I recommend that he language reflect that qualified substance abuse counselors include the private sector as the court has not allowed such to happen thus creating the perception of declaring themselves the only qualified personnel. The assessment provided to the court should include a recommendation for education, treatment, or both. All costs for such assessment and subsequent treatment shall be borne by the penalized person except for <u>documented</u> indigent. Regarding the surrendering of a license or permit to the officer I concur. However, if the hearing is not to occur immediately then provisions should be in place to account for the time elapsed from surrendering of the license until the hearing date, and it should be credited as part of the suspension.

Overall, the bills are good initiatives. I do recommend that we could influence submittal to testing if it produced a lesser punishment than refusing to do so. I also recommend the provisions of section 23405 and all subsections be provided to every operator when renewing or applying for a license and wide dissemination of the same be accomplished via media, to preclude from having an intoxicated person from hearing about this law for the first time at his arrest location. I would also recommend language be included to require health plan recognize addictions counseling, social workers, etc... as providers to decrease impact on families. At present times most health plans recognized psychologists and psychiatrists only as counseling providers. We do not have enough to handle this workload on Guam and some of these professionals do not specialize in these areas anyway.

I thank you for your consideration.

Joseph WILLIAM MELENDEZ JR., C.A.C. Counselor/Consultant

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COMMITTEE ON JUDICIARY AND CRIMINAL JUSTICE

TESTIMONY SIGN-UP SHEET

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BILL NO. 282 - AN ACT TO REPEAL AND REENACT SECTION 23405 OF PUBLIC LAW 20-35 RELATIVE TO DRIVING WHILE UNDER THE INFLUENCE OF ALCOHOL AND/OR DRUGS.

PLEASE FILL IN EACH APPROPRIATE SPACE BELOW.			11	TESTIMONY II				
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Twenty-first Guam Legislature

155 Hesler St. Agaña, Guam 96910

Tel. (671) 472-3461

Fax: (671) 477-1715

COMMITTEE ON JUDICIARY AND CRIMINAL JUSTICE

VOTE SHEET ON: BILL 282							
COMMITTEE MEMBER	TO PASS	NOT TO <u>PASS</u>	ABSTAIN	TO PLACE IN INACTIVE FILE			
Senator Pilar C. Lujan Chaippian	\checkmark						
Senator Francisco R. Santos Vice Chairman	<u></u>						
Elizabeth P. Arriola							
Senator J. George Bamba							
Senator Anthony C. Blaz							
Senator Aerminia D. Dierking	<u> </u>						
Senator Gordon Mailloux							
Senator Don Parkinson MANA C. MAN	1/012610	<u> </u>					
Senator Martha C. Ruth		·)					
Speak Joe T. San Agustin							
Senator Thomas V.C. Tanaka	~						
Senator Antonio R. Unpingco	rent						