

LOURDES A. LEON GUERRERO
GOVERNOR



JOSHUA F. TENORIO
LT. GOVERNOR

UFISINAN I MAGA'HÅGAN GUÅHAN
OFFICE OF THE GOVERNOR OF GUAM

38GL-25-1050
OFFICE OF THE SPEAKER
FRANK F. BLAS JR.

Transmitted via Email to: speakerblas@guamlegislature.org

AUG 18 2025

Time: 4:30 pm
Received: [Signature]

August 18, 2025

THE HON. FRANK BLAS, JR., Speaker
I Mina'trentai Ocho Na Liheslaturan Guåhan
38th Guam Legislature
Guam Congress Building
163 Chalan Santo Papa
Hagåtña, Guam 96910

Re: Bill No. 30-38 (COR), "AN ACT TO ADD A NEW ARTICLE 11 TO CHAPTER 51A, TITLE 10, GUAM CODE ANNOTATED; AND ADD A NEW § 14104(q) TO CHAPTER 14, TITLE 12, GUAM CODE ANNOTATED, RELATIVE TO ESTABLISHING THE GUAM SOLID WASTE AUTHORITY ISLANDWIDE COLLECTION PLAN."

Håfa Adai Mr. Speaker,

Last year, I vetoed Bill No. 165-37 (COR) because the bill didn't sufficiently protect the most vulnerable in our community, while I found its goals agreeable. Many of our *manåmko'* and families living on fixed incomes expressed valid concerns that a mandatory collection service without proper support would have placed a heavy burden on their budget already constrained by the cost of living. I could not support a law that lacked financial safeguards or a way to help those who could not afford the new mandated service.

I want to thank the 38th Guam Legislature and the Guam Solid Waste Authority (GSWA) for addressing those concerns with Bill No. 30-38. The final version reflects thoughtful collaboration and includes several key provisions needed to make this policy fair and sustainable. It establishes a Customer Assistance Program funded through legislative appropriations and outside subsidies, outlines exemptions for qualified households, and recommends lifeline rates pending Public Utilities Commission approval. These steps ensure that no one is left behind as we roll out this essential service.

This bill will help curb illegal dumping, protect public health, and strengthen GSWA's ability to operate independently and efficiently. This bill also shows what good governance looks like, hearing the voices of our people, responding to their needs and working together to build better solutions. With Bill No. 30-38 (COR), we're moving closer to a cleaner, healthier, and more sustainable Guam.

To: The Hon. Frank Blas, Jr., *Speaker*
Fr: The Hon. Joshua F. Tenorio, *Acting Governor of Guam*
Date: August 18, 2025
Re: Bill No. 30-38 (COR)

Page 2 of 2

For these reasons, I sign Bill No. 30-38 (COR) into law as ***Public Law No. 38-39.***

Senseramente,



JOSHUA F. TENORIO
I Åkto Maga'låhen Guåhan
Acting Governor of Guam

Enclosure(s): Bill No. 30-38 (COR) nka P.L. 38-39
cc via email: *Honorable* Lourdes A. Leon Guerrero, *Maga'hågan Guåhan*, Governor of Guam
Compiler of Laws



38GL-25-1050
Messages and Communications

RECEIVED
COMMITTEE ON RULES
August 18, 2025

6:03 p.m.

Marie Crisostomo

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

CERTIFICATION OF PASSAGE OF AN ACT TO *I MAGA'HÅGAN GUÅHAN*

This is to certify that **Bill No. 30-38 (COR)**, “**AN ACT TO ADD A NEW ARTICLE 11 TO CHAPTER 51A, TITLE 10, GUAM CODE ANNOTATED; AND ADD A NEW § 14104(q) TO CHAPTER 14, TITLE 12, GUAM CODE ANNOTATED, RELATIVE TO ESTABLISHING THE GUAM SOLID WASTE AUTHORITY ISLANDWIDE COLLECTION PLAN,**” was on the 31st day of July 2025, duly and regularly passed.



Frank F. Blas, Jr.
Speaker

Attested:



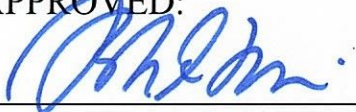
V. Anthony Ada
Acting Legislative Secretary

This Act was received by *I Maga'hågan Guåhan* this 6th day of August, 2025, at 7:58 o'clock A.M.



Assistant Staff Officer
Maga'håga's Office

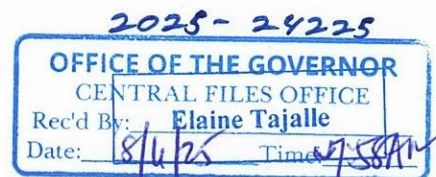
APPROVED:



JOSHUA F. TENORIO
ACTING GOVERNOR OF GUAM

Date: August 15, 2025

Public Law No. 38-39



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

Bill No. 30-38 (COR)

As amended by the Committee on Transportation, Tourism,
Customs, Utilities, and Federal and Foreign Affairs;
and substituted on the Floor.

Introduced by:

Sabina Flores Perez
V. Anthony Ada
Chris Barnett
Shelly V. Calvo
Sabrina Salas Matanane
Telo T. Taitague
Therese M. Terlaje
Frank F. Blas, Jr.
Vincent A.V. Borja
Christopher M. Dueñas
Eulogio Shawn Gumataotao
Jesse A. Lujan
Tina Rose Muña Barnes
William A. Parkinson
Joe S. San Agustin

AN ACT TO *ADD* A NEW ARTICLE 11 TO CHAPTER 51A, TITLE 10, GUAM CODE ANNOTATED; AND *ADD* A NEW § 14104(q) TO CHAPTER 14, TITLE 12, GUAM CODE ANNOTATED, RELATIVE TO ESTABLISHING THE GUAM SOLID WASTE AUTHORITY ISLANDWIDE COLLECTION PLAN.

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

2 **Section 1. Legislative Findings and Intent.** *I Liheslaturan Guåhan* finds
3 that the three main goals of Bill No. 165-37 (COR) are (1) reduction of litter in the
4 environment, (2) lowering rates for the Guam Solid Waste Authority's (GSWA)

1 customers through economies of scale, and (3) promoting long-term financial
2 stability and full autonomy by GSWA. GSWA's three main functions are (1)
3 operation of a USEPA sanitary landfill, (2) collection of municipal solid waste from
4 the community and (3) diversion of recyclables from the landfill.

5 *I Liheslaturan Guåhan* further finds that three things can happen to municipal
6 solid waste over its lifespan: (1) it could end up in the landfill, (2) certain things can
7 be recycled or composted, or (3) it can end up as litter and discarded in the
8 environment on roadsides, jungles or in the ocean. Some of the litter may be cleaned
9 up by volunteers and eventually end up in the landfill.

10 *I Liheslaturan Guåhan* further finds that according to GSWA, there are
11 approximately 40,000 households on Guam that are eligible for garbage collection
12 services yet roughly half of these households are not subscribers of GSWA services.
13 Research presented by GSWA at hearings on Bill No. 165-37 COR, a little more
14 than one-fourth or 11,000 households are on public assistance.

15 *I Liheslaturan Guåhan* acknowledges the rate-making authority of the Public
16 Utility Commission (PUC) and highly recommends GSWA to establish a lifeline
17 rate with PUC approval for households who are eligible or are receiving assistance
18 through any one of the following:

- 19 (1) Supplemental Nutrition Assistance Program (SNAP) or food
20 stamps;
- 21 Medicaid;
- 22 (2) Supplemental Security Income (SSI) benefits; or
- 23 (3) Special Supplemental Nutrition Program for Women, Infants,
24 and Children (WIC) benefits.

25 *I Liheslaturan Guåhan* further finds the GSWA's existing subscriber will see
26 a \$3.00/month increase in 2025, a \$2.00/month increase in 2026, an additional
27 increase of \$3.00 in 2028. In three years, residential rates will go from \$30/month to

1 \$38/month. These fees are used to cover the cost of collection, operation of the
2 landfill and separation of certain recyclables from the waste stream.

3 *I Liheslaturan Guåhan* further finds that according to GSWA’s plans to
4 implement Universal or Island-wide Garbage collection, that rates for individual
5 customers will drop from \$38.00 per month to \$22.50 per month, upon full
6 implementation projected to occur in January 2028.

7 It is the intent of *I Liheslaturan Guåhan* to implement an islandwide garbage
8 collection program that (1) reduce residential rate through economies of scale, (2)
9 promote long-term financial stability and full autonomy of GSWA (3) create a
10 Customer Assistance Program for low income households using external subsidies
11 and (4) recommend GSWA to establish a lifeline rate with PUC approval in order to
12 further support low income households.

13 **Section 2.** A new Article 11 is *added* to Chapter 51A, Title 10, Guam Code
14 Annotated, to read as follows:

15 **“ARTICLE 11**

16 **ISLANDWIDE GARBAGE COLLECTION**

- 17 § 51A1101. Purpose.
18 § 51A1102. Islandwide Collection Plan Goals.
19 § 51A1103. Subscription for, and Mandatory Provision for, Garbage
20 Collection Services.
21 § 51A1104. Exemptions.
22 § 51A1105. Penalties for Failure to Subscribe.
23 § 51A1106. GSWA Customer Assistance Program.
24 § 51A1107. External Subsidies.
25 § 51A1108. Disclosure on Billings.
26 **§ 51A1101. Purpose.**

1 *I Liheslaturan Guåhan* finds that if all of Guam’s residents subscribe to
2 GSWA garbage collection services, the economies of scale will result in lower rates
3 per subscriber and simultaneously ensure that every resident’s garbage will be
4 collected and properly disposed of. The implementation of islandwide collection
5 would greatly mitigate the financial and logistical challenges posed by
6 “piggybacking” and illegal dumping. Islandwide collection services for Guam would
7 also parallel the initiatives of other domestic and international jurisdictions that have
8 instituted mandatory garbage collection services. Such implementation would
9 include a Customer Assistance Program to financially support the costs of services
10 for eligible community members. Ultimately, the implementation of islandwide
11 collection services on Guam would mirror domestic and international initiatives
12 determined to increase the efficiency of garbage collection services, prevent the
13 detrimental financial consequences of “piggybacking,” and reduce illegal dumping.
14 Therefore, it is the intent of *I Liheslaturan Guåhan* to implement an Islandwide
15 Collection Plan that will be administered by the Guam Solid Waste Authority.

16 **§ 51A1102. Islandwide Collection Plan Goals.**

17 The goals and objectives of the Islandwide Collection Plan include:

- 18 (a) municipal garbage collection for all residential buildings
19 comprised of four (4) units or less;
- 20 (b) collection of unwanted appliances, electronics, and most types of
21 batteries;
- 22 (c) integration of public and private garbage collection services;
- 23 (d) reduction in tipping fees and disposal fees for old electronics and
24 batteries; and
- 25 (e) reduction of littering and dumping violations.

26 **§ 51A1103. Subscription for, and Mandatory Provision of, Garbage**
27 **Collection Services.**

1 All owners of residential buildings shall subscribe to and obtain public or
2 private garbage collection services, except as provided in § 51A1104 of this Article,
3 under the following conditions:

4 (a) Applicants for new service and existing customers of the Guam
5 Waterworks Authority (GWA) shall be enrolled in garbage collection services
6 with the Guam Solid Waste Authority (GSWA) or a private hauler. GWA
7 shall provide any GSWA forms or applications to implement this Section, and
8 provide the applicant's enrollment forms to GSWA. The applicant shall be
9 solely responsible for establishing solid waste collection services.

10 (b) The subscribed owner shall pay for garbage collection
11 services rendered to their occupied residential building.

12 Nothing in this Section is intended to prevent an arrangement, or the
13 continuance of an existing arrangement, under which payments for garbage
14 collection services are made by a lessee, or lessee's agent, on behalf of the owner;
15 however, any such arrangement shall not affect the owner's obligation to ensure
16 subscription for garbage collection services and the associated payment for such
17 services, or for any customer assistance or lifeline rate program created and operated
18 by or managed by the Authority.

19 **§ 51A1104. Exemptions.**

20 GSWA shall exempt from the requirements of § 51A1103 of this Article any
21 owner who shows, and only so long as the owner can continue to show:

22 (a) the owner of a residential building comprised of four (4) units or
23 less, or other qualifying building, may forgo subscription if the lessee is
24 obligated, by the lease contract, to subscribe for garbage collection services;

25 (b) if the building with a valid occupancy permit is vacant;

26 (c) if the building is occupied but not expected to generate any form
27 of municipal solid waste;

1 (d) if there is a contract for weekly collection services with a
2 permitted private collection hauler; or

3 (e) if the owner or lessee of a residential building registers with
4 GSWA as a self-hauler and utilizes the Residential Transfer Stations.

5 Any owner who meets the requirements of this Section may petition the
6 GSWA for an exemption. The exemption eligibility shall be renewed annually from
7 the date the initial exemption is granted.

8 **§ 51A1105. Penalties for Failure to Subscribe.**

9 Penalties for failure to subscribe, failure to pay tipping fees, late payment fees
10 and any other fees, shall be established by the Guam Solid Waste Authority Board
11 of Directors pursuant to Chapter 9, Title 5, Guam Code Annotated, and in
12 conjunction with the tipping fees established by § 51A301 of this Chapter.

13 **§ 51A1106. GSWA Customer Assistance Program.**

14 (a) GSWA shall establish a Customer Assistance program, pursuant to
15 rules and regulations promulgated through the Administrative Adjudication Law
16 (Chapter 9, Title 5, Guam Code Annotated), to provide financial assistance to
17 eligible ratepayers that shall be funded through Legislative appropriation, grants, or
18 other external subsidy. Ratepayer revenue shall not be used by GSWA without the
19 express prior approval of the Public Utilities Commission (PUC).

20 (b) The Guam Solid Waste Authority shall establish income eligibility
21 standards for a residential ratepayer to receive financial assistance under this Section
22 that includes providing discounts to low-income customers. Individuals who are
23 eligible or receiving assistance through any one (1) of the following may be eligible
24 for the customer assistance program:

25 (1) Supplemental Nutrition Assistance Program (SNAP) or food
26 stamps;

27 (2) Medicaid; or

1 (3) Special Supplemental Nutrition Program for Women, Infants,
2 and Children (WIC) benefits.

3 **§ 51A1107. External Subsidies**

4 GSWA may at any time receive subsidies from legislative appropriations or
5 federal grants. Subsidies shall be used pursuant to the appropriation or grant
6 language. Unless otherwise stated in the appropriation law or terms of the grant,
7 funds appropriated or granted for residential customers eligible for the Customer
8 Assistance Program (CAP) subsidies shall be applied equally and exclusively to
9 CAP customer billings until the funds are exhausted.

10 **§ 51A1108. Disclosure on Billings**

11 All residential customer billings shall disclose the following:

12 (a) the regular residential rate;

13 (b) the GSWA subsidy (the difference between regular and lifeline
14 rate), if applicable; and

15 (c) any external subsidies to include but are not limited, General
16 Fund Appropriations or Federal grants in aid.”

17 **Section 3.** A new § 14104(q) is *added* to Article 1 of Chapter 14, Title 12,
18 Guam Code Annotated, to read as follows:

19 “(q) The Guam Waterworks Authority shall share customer
20 information with the Guam Solid Waste Authority as necessary to be used for
21 establishing solid waste collection services. The Guam Waterworks Authority
22 shall not be held liable for any damages or disputes resulting from the sharing
23 of customer information.”

24 **Section 4. Revision of Rates and Fees.** GSWA shall review and revise
25 rates as needed to account for the implementation of Section 2 of this Act.

26 **Section 5. Promulgation of Rules and Regulations.** GSWA shall revise
27 its administrative rules and regulations, pursuant to Chapter 9 of Title 5, Guam Code

1 Annotated, to comply with the mandates of Chapter 51A, Title 10, Guam Code
2 Annotated, within one hundred eighty (180) days of enactment of this Act. The
3 default approval provisions of 5 GCA, Chapter 9, Article 3, § 9303(c) shall not apply
4 to this Act.

5 **Section 6. Implementation.** The Islandwide Collection Plan set forth in
6 Section 2 of this Act shall be implemented after *I Liheslaturan Guåhan*'s approval
7 and adoption of rules and regulations promulgated herein.

8 **Section 7. Effective Date.** The Act shall be effective upon enactment.