# I MINA'TRENTAI SIETTE NA LIHESLATURAN GUÅHAN 2024 (SECOND) Regular Session VOTING RECORD

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				<b>J</b>	July 10, 2024
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Aye		Abstained	Roll Call	Absent	Excused
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Clerk of the Legislature

#### I MINA'TRENTAI SIETTE NA LIHESLATURAN GUÅHAN 2023 (FIRST) Regular Session

Bill No. 175-37 (COR)

As substituted; and amended on the Floor.

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Introduced by:

1

Christopher M. Dueñas
Frank Blas, Jr.
Jesse A. Lujan
Thomas J. Fisher
Dwayne T.D. San Nicolas

AN ACT TO *AMEND* § 48101(c) AND *ADD* NEW §§ 48101 (f) THROUGH (l); TO AMEND §§ 48104(a), (b)(3) AND (4), (c) AND (d), AND *ADD* A NEW § 48104(e), TO *AMEND* AND *RENUMBER* §§ 48106 AND 48112.1, TO *ADD* NEW §§ 48112.1(b) AND 48112.2, TO REPEAL AND REENACT §§ 48125 AND 48126, AND TO ADD NEW §§ 48127, 48128, 48129, AND 48130, ALL OF CHAPTER 48, TITLE 10, ANNOTATED, TO **GUAM** CODE RELATIVE **INCLUDING NITROGEN** REDUCING SYSTEMS, **ADMINISTRATIVE** PROCESS, ESTABLISHING AN AND **CREATING** THE **SEWAGE DISPOSAL** ASSISTANCE AND THE NGLA STUDY FUND.

#### BE IT ENACTED BY THE PEOPLE OF GUAM:

- 2 Section 1. Legislative Findings and Intent. I Liheslaturan Guåhan finds
- 3 that the use of residential septic systems is one of several main threats to the Northern
- 4 Guam Lens Aquifer (NGLA) which supplies eighty percent (80%) of Guam's
- 5 drinking water. Studies by the University of Guam's Water and Environmental
- 6 Research Institute of the Western Pacific (WERI) from 2002 and 2020 reveal a
- 7 trending increase in nitrate concentrations attributable to the management of sewage.

I Liheslatura, therefore, intends to establish a new Type 4 toilet facility to provide options for landowners who under existing laws cannot develop their property where sewer is unavailable, to encourage sewer connections for existing dwellings having access to new sewer lines, to empower GEPA to modernize the regulation of onsite wastewater disposal on Guam and to authorize GEPA to permit the installation, operation, and maintenance of Type 4 toilet facilities, and to mandate GEPA to promulgate rules and regulations, further installation, operation, and maintenance as soon as practicable, in order to protect our drinking water supply and the health of our people.

**Section 2.** § 48101(c) of Chapter 48, Title 10, Guam Code Annotated, is hereby *amended* to read:

- "(c) Septic tank means a water-tight receptacle which receives the discharge of untreated sewage designed and constructed so as to retain solids, digest organic matter through a period of detention, and allows the liquids to discharge into an exterior soil absorption system. They shall be fabricated or constructed of welded steel, monolithic concrete, fiberglass or an approved material. Tanks shall be watertight and fabricated to constitute an individual structure and shall be designed and constructed to withstand anticipated loads. The design of prefabricated septic tanks, the materials from which septic tanks may be constructed or fabricated, and the approval of plans for site-constructed tanks prior to construction shall be approved by the Guam EPA."
- **Section 3.** New §§ 48101(f) through (l) of Chapter 48, Title 10, Guam Code Annotated, are hereby *added* to read:
- "(f) Administrator for the purpose of this Chapter is the Administrator of the Guam Environmental Protection Agency.
- (g) *Board* for the purpose of this Chapter is the Board of Directors of the Guam Environmental Protection Agency.

1 (h) *Fund* for the purpose of this Chapter means the Sewage Disposal 2 Assistance and the NGLA Study Fund formed pursuant to this Chapter.

- (i) GEPA shall mean the Guam Environmental Protection Agency.
- system serving a single structure with a septic tank and soil absorption field located on the same parcel as the structure. This term also means an alternative sewage disposal system, including a substitute for the septic tank or soil absorption field, a holding tank, a system serving more than one structure, or a system located on a different parcel than the structure. A private sewage disposal system is permitted to be owned by the property owner. A private sewage disposal system excludes cesspools.
- (k) Advanced nitrogen-reducing onsite disposal system means an onsite wastewater treatment and disposal system that reduces total nitrogen in effluent by at least fifty percent (50%) and that is certified by the Guam Environmental Protection Agency.
- (l) Soil absorption system means a subsurface system of piping where effluent from septic tanks and other approved treatment tanks may seep into the surrounding porous soil by gravity. The piping is backfilled with the finished grade blending into adjacent grade level. This term can encompass leaching systems, as well as other systems for soil absorption."
- **Section 4.** § 48104(a) of Chapter 48, Title 10, Guam Code Annotated, is hereby *amended* to read:
- 23 "(a) The following types of toilet facilities are permitted under the 24 terms and conditions as hereinafter provided:
- Type 1: Toilets flushed with water and connected to a public sewer.
- 27 Type 2: Toilets flushed with water and connected to a

l	private sewage disposal system, not including cesspools.
2	Type 3: Privy type, including pit privy, trench latrine and
3	bored hole latrine.
4	Type 4: Toilets flushed with water and connected to an
5	advanced nitrogen-reducing residential onsite disposal system."
6	Section 5. § 48104(b)(3) and (4) of Chapter 48, Title 10, Guam Code
7	Annotated, are hereby amended to read:
8	"(b) (3) Any such building existing at the time a public sewer first
9	becomes available and being served by Type 2 or Type 4 toilet facilities which
10	are entirely adequate and without defect may continue to be served by such
11	existing facilities for a maximum period of two (2) years' time upon the
12	following conditions:
13	(a) No additions of or to such buildings that generate
14	additional sewage loading will be permitted.
15	(b) Whenever any such toilet facility becomes defective or
16	inadequate, connection to the public sewer must be made within thirty
17	(30) days after notice given by the Administrator, who may, however,
18	upon application, extend the time to not more than six (6) months if
19	he/she finds that the defect or inadequacy is not hazardous to health.
20	(c) Whenever a public sewer becomes available, the
21	Administrator, as soon as possible, shall make or cause to be made an
22	inspection of all Type 2 or Type 4 facilities on lands abutting the road,
23	street, or other way or easement in which such sewer is located and
24	shall promptly notify the persons concerned of his determination of
25	which such facilities may continue to be used as above provided.
26	(d) In situations within the Groundwater Protection Zone
27	where the density of Type 2 and Type 4 facilities exceeds four (4) septic

tank and soil absorption systems per acre and public sewer is available, in order to protect the groundwater, the *Administrator*, upon documenting the feasibility of connecting the toilet facilities to the sewer line, has discretion in requiring building owners to connect to the public sewer within six (6) months of being served proper notice.

Annotated, are hereby amended to read:

- (4) The *Administrator* may inspect or cause to be inspected any toilet facility at any time and shall make or have made suitable inspections with such frequency as may be necessary to assure compliance with this Chapter."

  Section 6. § 48104(c) and (d) of Chapter 48, Title 10, Guam Code
- "(c) Where water is available from a public water system as defined by 10 GCA, Chapter 53, § 53102, but a public sewer is not available, toilet facilities shall be of Type 2 or 4 pursuant to regulations promulgated by GEPA. With respect to buildings in existence on the effective date of this Act, this Subsection shall apply to all such buildings, except dwellings, from and after six (6) months after the promulgation of rules and regulations by GEPA, or after water becomes available, whichever is sooner. This Subsection shall apply to dwellings from and after one (1) year after the promulgation of rules and regulations by GEPA, or after water becomes available, whichever is

sooner. This Subsection shall not apply to any such existing building where

the size of the lot or the soil permeability of the lot, as may be determined by

the Administrator, is inadequate and unsuitable for the installation and

operation of toilet facilities of Type 2 or Type 4.

- (d) In all other cases, toilet facilities shall be of Type 2 or Type 4 pursuant to regulations promulgated by GEPA. In no case shall the construction of new cesspools be allowed."
- **Section 7.** A new § 48104(e) is hereby *added* to Chapter 48, Title 10, Guam

1 Code Annotated, to read:

- "(e) Only for land covered by 21 GCA, Chapter 62, § 62104(a) (land which is an asset of the estate of decedent) that is located within the Groundwater Protection Zone (GPZ) as established under 10 GCA, Chapter 47, § 47108.1:
  - (1) the minimum lot size on which a Type 2 facility serving a single dwelling unit shall be nineteen thousand two hundred (19,200) square feet;
  - (2) the minimum lot size on which a Type 4 nitrate reducing system facility serving a single dwelling unit shall be nine thousand six hundred (9,600) square feet."
  - **Section 8.** § 48106 of Chapter 48, Title 10, Guam Code Annotated is hereby *amended* and *renumbered* as § 48106(a), (b) and (c) to read:
    - "(a) No septic tank, soil absorption system, or privy be located within a horizontal distance of three hundred (300) feet of any river, creek, pond, reservoir, stream, well, spring, or body of fresh water, or within a horizontal distance of five (5) feet of the boundary line of any lot or located in position not easily accessible for emptying or cleaning. No septic tank or soil absorption system shall be constructed, located, or maintained within a horizontal distance of ten (10) feet and no privy shall be constructed, located, or maintained within a horizontal distance of twenty (20) feet, of any dwelling, school, public building, or a building used for commercial or industrial purposes, or as a place of assembly.
    - (b) Additional location requirements for all other components of Type 2 or Type 4 systems may be established pursuant to regulations promulgated by GEPA.
    - (c) Provided, however, that the limitation with regard to location of any privy, septic tank, or soil absorption system within five (5) feet of the boundary line of any lot shall not apply to any privy, septic tank, or soil

absorption system now so located."

**Section 9.** § 48112.1 of Chapter 48, Title 10, Guam Code Annotated, is hereby *amended* and *renumbered* as § 48112.1(a) and (b) to read:

#### "§ 48112.1. Ordering of Replacement, Repair, etc.: Procedure.

- (a) Any toilet or sewage facilities, sewage disposal system, septic tank, soil absorption system, or privy which fails to comply with the provisions of this Chapter, or which has become dangerous to human life or health, shall be replaced, removed, repaired, altered, cleaned, or emptied by the owner of the premises, as may be ordered by the *Administrator*, so as to comply with the provisions of this Chapter. If the owner of such premises does not comply within fifteen (15) days after service of written notice of such order, upon the request of the *Administrator* work shall be done by the Department of Public Works, using the appropriations of the Agency. The Director of Public Works shall determine a reasonable charge for such work and such amount shall be entered upon the real estate tax duplicate, shall be a lien upon such real estate from the date of entry, and shall be collected in the same manner as real estate taxes.
- (b) Authority to Disconnect Water Service. If notice prior to disconnecting is not feasible due to the existence of an emergency, the *Administrator* shall notify the owner, the owner's authorized agent, or the occupant of the building structure or service citizen in writing as soon as practical thereafter. The *Administrator* shall notify the public water system as defined by 10 GCA, Chapter 53, § 53102, and wherever possible the owner or the owner's authorized agent and occupant of the building, structure or service system of the decision to disconnect prior to taking such action. If not notified prior to disconnecting, the owner,

the owner's authorized agent or occupant of the building, structure or service system shall be notified in writing, as soon as practical thereafter."

**Section 10.** A new § 48112.2 is hereby *added* to Chapter 48, Title 10, Guam Code Annotated, to read:

#### "§ 48112.2. Hearings.

- (a) Any person who receives an order from the *Administrator*, as authorized by this Chapter, and any person whose permit application is disapproved or denied by the *Administrator*, may within fifteen (15) days of the date of receipt of the order or disapproval, file a notice of intent to appeal with the Board, setting forth in the notice the basis for the appeal.
- (b) The Board shall, not more than sixty (60) days after filing of the notice of appeal, hold a public hearing consistent with the Administrative Adjudication Law. A decision shall be rendered by the Board within five (5) working days of such a hearing.
- (c) The Board shall either affirm, modify or revoke any action or determination of the *Administrator* which is appealable, or issue an appropriate order or orders for the prevention, abatement or control of the sewage involved or for the taking of any other corrective action as may be appropriate to prevent, abate or control the sewage of pollutants.
- (d) In the same manner as services provided in civil actions any person adversely affected by a decision of the Agency may have judicial review by filing a petition with the Superior Court of Guam in accordance with the Administrative Adjudication Law, and by simultaneously sending a copy of the filing by serving the *Administrator*. The petitioner shall reimburse the Agency for the expenses associated with the preparation of the record for judicial review."

1	<b>Section 11.</b> §§ 48125 and 48126 of Chapter 48, Title 10, Guam Code							
2 Annotated, are <i>repealed</i> and <i>reenacted</i> to read as follows:								
3	"§ 48125. Permitting of Type 4 Facilities and Holding Tanks.							
4	(a) Interim Permitting Authority.							
5	(1) GEPA has the authority to grant construction and							
6	operating permits for Type 4 facilities and holding tanks prior to the							
7	issuance of regulations for such systems, pursuant to the requirements							
8	under this Section.							
9	(2) This authority, through GEPA, shall expire upon the							
10	issuance of such regulations, and in no case no later than twelve (12)							
11	months after enactment of this Section.							
12	(3) Interim Fees. Applications for construction permits under							
13	this Section shall be charged a fee of One Hundred Dollars (\$100.00),							
14	payable to The Fund. The interim fee for an operating permit shall be							
15	Forty Dollars (\$40.00), also payable to The Fund. The fees for							
16	construction permit applications and operating permits shall be							
17	established by GEPA after its due diligent inquiry into the							
18	administrative expenses necessary for the administration of permits.							
19	(b) Approval of Type 4 Facilities and Holding Tanks.							
20	(1) All Type 4 facilities must be listed as approved under							
21	NSF/ANSI Standard 245, Wastewater Treatment Systems - Nitrogen							
22	Reduction.							
23	(2) All applications for a holding tank must include a five (5)-							
24	year economic cost analysis comparing the cost of constructing and							
25	pumping the holding tank to the cost of connecting to public sewer.							
26	(3) Holding Tanks. Construction of all holding tanks shall be							
27	subject to the requirements of Section 805 of the International Private							

- Sewage Disposal Code, as adopted under 21 GCA, Chapter 67, § 67101.4.

  (c) Operating Permits Required.

  (1) Operation of Type 4 facilities shall require issuance of an
  - operation of Type 4 facilities shall require issuance of an operating permit at a frequency determined by the *Administrator* and pursuant to § 48125(a)(3) of this Chapter. The operating permit shall include conditions as required by regulation and shall require the owner of the building to submit a maintenance contract with a GEPA-approved contractor covering the oversight, maintenance and repairs of the Type 4 facility for the time period covered by the permit subject to regulations to be promulgated by GEPA pursuant to this Chapter.
  - (2) Operation of holding tanks shall require annual issuance of an operating permit by the *Administrator*. The operating permit shall include conditions as required by regulations promulgated by GEPA, and shall also require the owner of the building to submit a pumping and disposal contract with a GEPA approved contractor to remove and dispose of all wastewater as needed.
  - (3) Failure to timely renew an operating permit for a Type 4 facility shall be a violation of this Chapter.
  - (d) Permit Fees. GEPA shall establish fees for permits, inspections, and related services by regulation."

#### "§ 48126. Service Utilities.

- (a) Connection of Service Utilities. No person shall make connections from a water or sewer system to any building or system that is regulated by this Chapter for which a permit is required until authorized in writing by the *Administrator*.
  - (b) Temporary Connection. The Administrator shall have the

authority to authorize, in writing, the temporary connection of the building or system to the water or sewer system for the purpose of testing systems or for use under a temporary approval."

**Section 12.** A new § 48127 is hereby *added* to Chapter 48 of Title 10, Guam Code Annotated, to read:

#### "§ 48127. Violations and Penalties.

- (a) Unlawful Acts. It shall be unlawful for any person, firm or corporation to erect, construct, alter, repair, remove, demolish or use any toilet facility, or cause same to be done, in violation of any of the provisions of this Chapter.
- (b) Notice of Violation. The *Administrator* shall serve a notice of violation on (1) any person, firm, or corporation responsible for the erection, installation, alteration, extension, repair, removal, or demolition of any toilet facility in violation of the provisions of this Chapter; (2) any person, firm, or corporation in violation of a detailed statement or the approved construction documents thereunder; or (3) any person, firm, or corporation in violation of a permit or certificate issued under the provisions of this Chapter. The *Administrator* shall also issue an order directing the discontinuance of the illegal action or condition and the abatement of the violation by the person, firm, or corporation responsible.
- (c) Prosecution of Violation. For violations not cured or abated within the time prescribed by the *Administrator* in the notice of violation order, the *Administrator* may request the Office of the Attorney General of Guam to institute the appropriate proceeding at law or in equity to restrain, correct or abate such violation, or to require the removal or termination of the unlawful system in violation of the provisions of this Chapter or of the order or direction made pursuant thereto.

(d) Administrative Penalties. Any person who shall violate a provision of this Chapter or fail to comply with any of the requirements thereof or who shall erect, install, alter or repair any toilet facility in violation of the approved construction documents or directive of the *Administrator*, or of a permit or certificate issued under the provisions of this Chapter, shall be guilty of an administrative violation, punishable by a fine of not more than One Thousand Dollars (\$1,000.00), payable to the Sewage Disposal Assistance and the NGLA Study Fund. Each day that a violation continues after due notice has been served shall be deemed a separate offense.

- (1) In determining the amount of any penalty assessed, the severity of penalties shall be commensurate to the severity of infractions. The *Administrator* shall take into account the nature, circumstances, extent and gravity of the violation or violations and with respect to the violator, ability to pay, good faith efforts to comply or an agreement to a compliance schedule, any prior history of such violations, the degree of culpability, economic benefit or savings if any resulting from the violation, and such other matters as justice may require. GEPA shall promulgate rules and regulations to further define the nature and severity of violations and punitive actions,
- (e) Criminal Penalties. Any person who knowingly violates any provision of this Chapter, or any rule or regulation promulgated under this Chapter, or who refuses or neglects to comply with any lawful order issued by the *Administrator* in carrying out the provisions of this Chapter shall be guilty of a misdemeanor and/or be fined not more than Five Thousand Dollars (\$5,000) per day for each violation or noncompliance, payable to the Sewage Disposal Assistance and the NGLA Study Fund, and shall make restitution.
  - (1) In determining the amount of any penalty assessed, the

severity of penalties shall be commensurate to the severity of infractions.

- (f) Abatement of Violation. The imposition of the penalties herein prescribed shall not preclude the Office of the Attorney General of Guam from instituting appropriate action to prevent unlawful construction, or to join in or prevent unlawful construction, to restrain, correct or abate a violation, to prevent illegal occupancy of a building, structure or premises, or to stop an illegal act, conduct, business or use of any toilet facility on or about any premises.
- (g) Unsafe Systems. Any toilet facility regulated by this Chapter that is unsafe or constitutes a health hazard, is in an unsanitary condition or is otherwise dangerous to human life is hereby declared unsafe. Any use of toilet facilities regulated by this Chapter constituting a hazard to safety, health or public welfare by reason of inadequate maintenance, dilapidation, obsolescence, disaster, damage or abandonment is hereby declared an unsafe use. Any such unsafe equipment is hereby declared to be a public nuisance and shall be abated by repair, rehabilitation, demolition or removal."
- **Section 13.** A new § 48128 is hereby *added* to Chapter 48, Title 10, Guam Code Annotated, to read:

## "§ 48128. Stop Work Order.

- (a) Authority. Where the *Administrator* finds that any work regulated by this Code is being performed in a manner contrary to the provisions of this Chapter or in a dangerous or unsafe manner, the *Administrator* is authorized to issue a stop work order.
- (b) Service and Effect. The stop work order shall be in writing and shall be given to the owner of the property, the owner's authorized agent or the person performing the work. Upon service of the stop work order, the cited

work shall immediately cease. The stop work order shall state the reason for the order and the conditions under which the cited work is authorized to resume.

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(c) Failure to Comply. Any person who shall continue any work after having been served with a stop work order, except such work as that person is directed to perform to remove a violation or unsafe condition, shall be subject to penalties as specified in § 48127."

**Section 14.** A new § 48129 is hereby *added* to Chapter 48, Title 10, Guam Code Annotated, to read:

### "§ 48129. Sewage Disposal Assistance and the NGLA Study Fund.

There is established a non-lapsing fund, hereafter referred to as the "Sewage Disposal Assistance and the NGLA Study Fund" (Fund), which shall be maintained separate and apart from any other funds of the government of Guam, are not subject to the transfer authority of *I Maga'hågan Guåhan*, and shall be administered by the Administrator of the Guam Environmental Protection Agency. The Administrator shall submit to the Guam Environmental Protection Agency Board of Directors a quarterly report which shall include how such funds are being used in the implementation of this Chapter; and independent records and accounts shall be maintained in connection therewith. All fees, reimbursements, assessments, fines, and other funds collected or received pursuant to this Chapter shall be deposited in this Fund. The *Administrator* shall make every effort to apply for grants to provide financial assistance to increase access to compliant sewage disposal systems or sewer connections. Furthermore, the *Administrator* shall make every effort to apply for grants to fund a comprehensive study of the Northern Guam Lens Aquifer (NGLA) relative to evaluating nitrate levels in the NGLA, evaluating the levels of other contaminants as determined by GEPA, the impacts of such levels upon the aquifer, and for the purposes of revising minimum lot size for septic system density

allowable within the Groundwater Protection Zone (GPZ) pursuant to 10 GCA, Chapter 47, § 47108.1. Monies in the Fund shall be used for the following purposes:

- (a) The administration and implementation of this Chapter including, but not limited to, purchase of equipment, payment of personnel costs, public outreach, training, and contracts.
  - (b) The provision of grants for a sewage disposal system or sewer connection for eligible applicants.
  - (c) The provision of grants to fund a study of the NGLA relative to evaluating its nitrate levels, the levels of other contaminants as determined by GEPA, the impacts of such levels upon the aquifer, and for the purposes of revising minimum lot size for septic system density allowable within the GPZ pursuant to 10 GCA, Chapter 47, § 47108.1.

All monies in the Sewage Disposal Assistance and the NGLA Study Fund are hereby appropriated, and shall continue to be deemed appropriated, to the Guam Environmental Protection Agency (GEPA) to be expended in accordance with this Chapter."

**Section 15.** A new § 48130 is *added* to Chapter 48, Title 10, Guam Code Annotated, to read:

# **"§ 48130.** Reporting of Nitrate Testing Results.

(a) All tests of drinking water sources (ground water and surface water) for nitrates shall be posted on the Guam Waterworks Authority (GWA) and the Guam Environmental Protection Agency (GEPA) website and shall be maintained for a period of not less than ten (10) years. The test shall include, but not be limited to, tests performed by any agency of the government of Guam including, but not limited to, GWA and GEPA and the Water Environmental Research Institute (WERI). The report posted shall include the date of test, the location of the water source (well or river) and the

quantity of nitrates in the tests sample expressed in milligrams per liter (mg/L).

- (b) In the event that any test sample reveals nitrate levels that exceed five milligrams per liter (5 mg/L), GWA shall advise customers that are supplied water from the affected source with notices, included with their billings, of the dangers of excess nitrate ingestion and that nitrate levels may be reduced or eliminated by home filtration systems including, but not limited to, ion exchange units, reverse osmosis filters, or distillation units."
- **Section 16. Promulgation of Rules and Regulations.** GEPA shall promulgate rules and regulations to permit the installation, maintenance, and operation of Type 2 and Type 4 facilities as soon as practicable and no later than twelve (12) months after the enactment of this Act.
- **Section 17.** The Guam Compiler of Laws is authorized to update the table of contents of Chapter 48, 10 GCA, consistent with the numbering within this Chapter.
- Section 18. Short Title. This Act shall be known as the *Santos Land Act of* 2024.
- **Section 19. Effective Date.** This Act shall be effective upon enactment.
  - Section 20. Time Extension for Connection to Public Sewer. The timelines under § 48104(b) of Chapter 48, 10 GCA for connection to sewer for all existing buildings shall not begin at the date public sewer originally became available, but shall instead begin ninety (90) days following the effective date of enactment of this Act.
  - **Section 21. Severability.** If any provision of this Act or its application to any person or circumstance is found to be invalid or inorganic, such invalidity shall not affect other provisions or applications of this Act that can be given effect without the invalid provision or application, and to this end the provisions of this Act are severable.