

FOURTEENTH GUAM LEGISLATURE
1977 (FIRST) Regular Session

CERTIFICATION OF PASSAGE OF AN ACT TO THE GOVERNOR

This is to certify that Bill No. 101, "An Act to repeal and reenact Chapter VIII of Title LXI of the Government Code of Guam relative to solid waste management and to repeal sections 9660.5, 9660.6 through 9660.11, and 9660.13 through 9660.16 of Subchapter C, Chapter VI, Title X and Sections 57170, 57171, and 57172 of Chapter VIII of Public Law 12-191, and for other purposes", was on the 16th day of June, 1977 duly and regularly passed.

Joseph F. Ada
JOSEPH F. ADA
Speaker

ATTESTED:

Ronald L. Euse

ERNESTO M. ESPALDON
Legislative Secretary

This Act was received by the Governor this _____ day of
_____, 1977, at _____ o'clock _____ A.M.

RUTH F. WOM PAT
Assistant Staff Officer
Governor's Office

APPROVED:

[Signature]
RICARDO J. BORDALLO
Governor of Guam
DATED: 6-18-77
12:30 pm

P.L. 14-37

FOURTEENTH GUAM LEGISLATURE
1977 (FIRST) Regular Session

Bill No. 101
(As Amended by the Committee
on Health, Welfare & Ecology)

Introduced by

E. M. Espaldon

AN ACT TO REPEAL AND REENACT CHAPTER VIII
OF TITLE LXI OF THE GOVERNMENT CODE OF
GUAM RELATIVE TO SOLID WASTE MANAGEMENT
AND TO REPEAL SECTIONS 9660.5, 9660.8
THROUGH 9660.11, AND 9660.13 THROUGH
9660.16 OF SUBCHAPTER Q, CHAPTER VI,
TITLE X AND SECTIONS 57170, 57171, AND
57172 OF CHAPTER VIII OF PUBLIC LAW
12-191, AND FOR OTHER PURPOSES.

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

2 Section 1. Chapter VIII of Title LXI of the Government
3 Code of Guam is hereby repealed and a new Chapter VIII is
4 hereby enacted to read as follows:

5 "CHAPTER VIII

6 SOLID WASTE MANAGEMENT AND LITTER CONTROL

7 Subchapter A

8 Solid Waste Management

9 Section 57170. Findings of Necessity and Declaration
10 of Purpose. (a) The people of this territory find:

11 (1) Continuing technological changes in
12 methods of packaging, and marketing of consumer
13 products, together with the economic and popula-
14 tion growth of this territory, the rising
15 affluence of its citizens, and its expanding
16 industrial activity have created new and ever-
17 mounting problems involving disposal of garbage,
18 refuse, and solid waste materials resulting from
19 domestic, commercial, agricultural, institutional
20 and industrial activities.

21 (2) Traditional methods of disposing of
22 solid waste in this territory are no longer

adequate to meet the ever-increasing problem. Improper methods and practices of handling and disposal of solid wastes pollute our land, air, and water resources, blight our countryside, adversely affect land values and damage the overall quality of our environment.

(b) It is hereby declared to be the purpose of
this Act to:

(1) Plan for and regulate the storage, collection, transport, separation, processing, and disposal of solid waste in order to protect the public safety, health, and welfare and to enhance the environment of the people of the territory;

(2) Continue authority to regulate solid waste storage practices within the Department of Public Health and Social Services pursuant to Sections 9660.1 through 9660.4, Subchapter Q, Chapter VI, Title X, of the Government Code of Guam to insure that such practices do not constitute a danger to human health and welfare;

(3) Provide the authority and resources to operate and maintain efficient, environmentally acceptable solid waste management systems within the Department of Public Works;

(4) Establish permanent responsibility for long range solid waste management planning with the Guam Environmental Protection Agency. Operational planning necessary for daily activities of the Solid Waste Division shall remain the responsibility of the Department of Public

1 Works. The Guam Environmental Protection Agency
2 shall be responsible to provide technical
3 assistance in Solid Waste Management and shall
4 have the authority to establish such advisory
5 committees as are necessary to carry out the
6 planning and assistance functions. Such
7 committees should be composed of representatives
8 from concerned government agencies, private
9 solid waste operators, educational groups,
10 Federal agencies when applicable, and the
11 public at large.

12 (5) Require review of the design and
13 the issuance of permits, for the operation of
14 solid waste collection, transport, processing,
15 and disposal activities by the Guam Environmental
16 Protection Agency;

17 (6) Promote the application of resource
18 recovery systems which preserve and enhance
19 the quality of air, water, and land resources;

20 (7) Promote and assist in the development
21 of markets for recovered and recycled materials;

22 (8) Support and encourage the rapid and
23 efficient removal of abandoned vehicles and
24 bulky waste from public and private premises
25 to assure that related resource recovery is
26 facilitated, and for other purposes;

27 (9) Undertake a comprehensive investigation
28 of and set minimum standards for the storage,
29 treatment, and disposal of hazardous waste;
30 conduct surveys for special disposal facilities,
31 to protect public health, other living organisms

1 and the environment through an effective and
2 efficient hazardous waste management system;

3 (10) Establish an effective enforcement
4 system and fined capability to prevent the
5 improper disposal of solid wastes.

6 Section 57171. Definitions. For the purpose
7 of this Act, the following words and phrases shall
8 have the meaning given herein unless their use in
9 the text of the Act clearly demonstrates a different
10 meaning.

11 (1) 'Administrator' shall mean the Administrator
12 of the Guam Environmental Protection Agency or
13 his designee.

14 (2) 'Agency' shall mean the Guam Environmental
15 Protection Agency.

16 (3) 'Board' shall mean the Board of Directors
17 of the Guam Environmental Protection Agency.

18 (4) 'Collection' shall mean the act of removing
19 solid waste from the central storage point of the
20 source of generation.

21 (5) 'Disposal' shall mean the orderly process
22 of discarding useless or unwanted material.

23 (6) 'Dump' shall mean a land site where solid
24 waste is disposed without a valid permit.

25 (7) 'Government' shall mean the Government
26 of Guam.

27 (8) 'Hazardous Waste' shall mean waste materials
28 that are (a) toxic or poisonem; (b) corrosive;
29 (c) irritating; (d) radioactive; (e) infectious;
30 (f) explosive; or (g) flammable and that present a
31 significant hazard to human health and/or the environment

1 or are determined to be toxic by the Administrator
2 of the Guam Environmental Protection Agency.

3 (9) 'Highway' means the entire width between
4 the boundary lines of every right-of-way or publicly
5 maintained travel way when any part thereof is open
6 to the use of the public for purposes of vehicular
7 travel.

8 (10) 'Incinerator' shall mean an engineered
9 apparatus used to burn waste substances which has
10 been approved to operate by the Agency under the Air
11 Pollution Control Act.

12 (11) 'Performance Bond' shall mean an insurance
13 agreement pledging security for financial loss
14 caused by the act of a person or default performance
15 or by some contingency.

16 (12) 'Person' shall mean any individual, partner-
17 ship, co-partnership, firm, company, corporation,
18 association, joint stock company, trust, estate,
19 agency of the government, or any other legal representa-
20 tive, agent or assigns.

21 (13) 'Pollution' shall mean the condition caused
22 by the presence in the environment of substances of
23 such character and in such quantities that the
24 quality of the environment is impaired or rendered
25 offensive to life.

26 (14) 'Public Nuisance' shall mean anything
27 which is dangerous to life, injurious to health,
28 or renders soil, air, water or food impure or unwholesome.

29 (15) 'Processing' shall mean any method, system,
30 or other treatment designed to change the physical
31 form or chemical content of solid waste.

(16) 'Resource Recovery' shall mean the act of recycling or reusing materials which still have useful physical or chemical properties after serving a specific purpose for the same or other purposes.

(17) 'Recycling' shall mean the process by which recovered resources are transformed into new products in such a manner that the original products lose their identity.

(18) 'Reusing' shall mean the reintroduction of a commodity in the economic stream without any change.

(19) 'Sanitary Landfill' shall mean an approved site where solid waste is disposed using sanitary landfilling techniques.

(20) 'Sanitary Landfilling' shall mean an engineered method of disposing of solid waste on land in an approved manner that protects the environment by spreading the waste in thin layers, compacting it to the smallest practical volume, and covering it with soil by the end of each working day.

(21) 'Separation' shall mean the systematic division of solid waste into designated components.

(22) 'Solid Waste' shall mean unwanted, or discarded material with insufficient liquid content to be free flowing.

(23) 'Solid Waste Management' shall mean the purposeful, systematic control of the generation, storage, collection, transport, separation, processing, recovery and disposal of solid waste.

(24) 'Solid Waste Management Facilities' shall mean machinery, equipment, structures or any part

1 of accessories thereof installed or acquired for primary
2 purpose of collecting, transporting, processing or
3 disposing of solid waste.

4 (25) 'Solid Waste Management Practices' shall
5 mean the actions to effectuate the generation, storage,
6 collection, transportation, processing or the ultimate
7 disposal of solid waste.

8 (26) 'Solid Waste Management System' shall mean
9 the entire process of storage, collection, transportation,
10 processing and disposal of solid waste by any person
11 engaging in such process as a business or any government
12 agency.

13 (27) 'Storage' shall mean the interim containment
14 of solid waste in an approved manner, after generation
15 and prior to collection and transport.

16 (28) 'Territorial Solid Waste Management Plan'
17 shall mean a comprehensive plan and all amendments
18 and revisions thereto for provisions of solid waste
19 management throughout the territory.

20 Section 57172. Powers and Duties. (a) The
21 Agency shall have the responsibility to:

22 (1) Administer the territorial solid
23 waste management program pursuant to provisions
24 of this Act;

25 (2) Provide technical assistance to local
26 and Federal agencies, and other persons, and
27 cooperate with appropriate local agencies and
28 private organizations in carrying out the duties
29 under this Act;

30 (3) Encourage and recommend procedures
31 for the utilization of self-financing solid waste

1 management systems and agencies in accomplishing
2 the desired objectives of this Act;

3 (4) Promote the planning and application
4 of resource recovery to preserve and enhance
5 the quality of air, water, and land resources;

6 (5) Serve as the official territorial
7 representative for all purposes of the Federal
8 Solid Waste Disposal Act, (P.L. 91-512), or as
9 subsequently amended, and for the purpose of
10 such other territorial or federal legislation
11 as has been or may hereafter be enacted to assist
12 in the management of solid waste;

13 (6) Survey the solid waste management
14 practices within the territory and prepare a
15 solid waste management plan; such plan to include
16 but not necessarily be limited to the development,
17 investigation and research, including the
18 preparation of legislative action as may be
19 required for new disposal sites, processes,
20 recycling facilities or methods. The plan shall
21 be revised at least every five (5) years, or
22 sooner as needed.

23 (7) Develop regulations in cooperation
24 with appropriate government agencies, industries
25 and private parties, for the collection, storage
26 and disposal of hazardous waste.

27 In accordance with the Administrative
28 Adjudication Act:

29 (8) Prepare, adopt, promulgate, modify,
30 update, repeal, and enforce rules and regulations
31 governing solid waste collection, transport,

separation, processing, and disposal, in order to conserve the air, water, and land resources of the territory, protect the public health, prevent environmental pollution and public nuisances, and enable it to carry out the purposes and provisions of this Act and the adopted Territorial Solid Waste Management Plan;

(9) Establish the procedures for review and issuance for permit application, governing the design and operation of solid waste management facilities;

(10) Prepare, issue, modify, revoke and enforce orders, after investigation, inspection, notice and hearing, prohibiting violation of any of the provisions of the Act or of any rules and regulations issued pursuant thereto and requiring the taking of such remedial measures for solid waste management as may be necessary or appropriate to implement or effectuate the provisions and purposes of this Act.

(b) The Department of Public Works shall be responsible for:

(1) Public solid waste collection, transport and disposal. Such collection and disposal service shall be furnished to all villages and urban areas, and may be extended to further areas by administrative action. The Director of Public Works may by regulations prescribe requirements with regard to solid waste containers, and collection of solid and bulky waste. Public sanitary landfills processing or recycling

1 plants as currently exist or may be established
2 by the Solid Waste Management Plan will be operated
3 and maintained by the Department of Public Works.
4 The Director of Public Works, with the approval
5 of the Governor, may execute a contract after
6 public bid with a private party or firm for the
7 collection and disposal of any solid or bulky
8 waste, or other offensive substances, or separate
9 items thereof including the operation of any
10 processing, recycling or storage plants
11 provided that any employee whose job is adversely
12 affected by any such contract shall be given
13 first preference for any other job for which
14 he qualifies in the government of Guam.

15 (2) The Department of Public Works shall
16 be responsible for operational and logistic
17 planning for solid and bulky waste management
18 to include collection routing equipment, material
19 and equipment procurement disposal, transfer
20 and storage site operations, processing and recycling
21 plant operations and maintenance, and engineering
22 functions related thereto.

23 Section 57173. Permits. (a) The Administrator
24 is hereby authorized and directed to issue permits
25 for solid waste management facilities, including
26 design, operation, maintenance, substantial alteration,
27 modification or enlargement. All such permits shall
28 be non-transferable and conditioned upon the observance
29 of the laws of the territory and rules and regulations
30 authorized herein.

31 (b) Each permit holder shall apply for the

1 renewal of each permit held, upon forms provided by
2 the Agency, not more than ninety (90) days nor less
3 than thirty (30) days prior to the expiration date
4 of each permit to be renewed.

5 (c) Each permit application and each permit
6 renewal application shall be submitted with proof
7 of performance bond, in a sum established by the
8 Administrator, payable to the territory and conditioned
9 on the fulfillment by the permit holder(s) of the
10 requirements of this Act and the rules and regulations
11 authorized herein. No performance bond required
12 by this Act may be cancelled by the issuing company
13 unless the Administrator has received written notice
14 thereof and there has been a lapse of ten (10) days
15 between receipt of notice and cancellation date.

16 Section 57174. Inspections. The Agency is hereby
17 authorized to inspect all solid waste management
18 facilities at all reasonable times, to insure compliance
19 with the laws of this territory, the provisions of
20 this Act and the rules and regulations authorized
21 herein. It shall be unlawful for any person to
22 interfere with such inspections.

23 Section 57175. Notice. Any notice, order or
24 other official correspondence affecting the rights
25 of any person under this Act shall be delivered by
26 personal service or sent by registered mail with a
27 return receipt to the address of such person as shown
28 by the records of the Agency. The return receipt,
29 signed by the addressee, or his agent, shall be
30 conclusive proof of delivery.

31 Section 57176. Hearings. (a) Any person who

1 received an order from the Administrator as authorized
2 by this Act and any person whose permit application is
3 disapproved by the Administrator may, within ten (10)
4 days of the date of receipt of such order or disapproval,
5 file a notice of intent to appeal with the Board,
6 setting forth in such notice a verified petition
7 outlining the basis for such appeal.

8 (b) The Board of Directors shall, not more than
9 sixty (60) days after receipt of such notice of
10 appeal, hold a public hearing at which time the
11 person appealing may appear and present evidence
12 in person or through counsel in support of his
13 petition.

14 (c) The Board is hereby authorized to administer
15 oaths and to issue subpoenas to compel the attendance
16 of witnesses and the production of evidence in all
17 such hearings. Transcripts may be made by either
18 the Agency or the person appealing.

19 (d) The Board shall affirm, modify or revoke
20 any action which is appealed and shall notify the
21 appellant of its decision not more than thirty (30)
22 days after the conclusion of the hearing. Such notice
23 shall be in writing and shall state the reasons for
24 the decision.

25 (e) Any person may appeal such decision to
26 the Superior Court of Guam by filing with the Agency
27 a written notice of such intent to appeal within
28 ten (10) days of the notice in (d) and shall have
29 a transcript of the proceedings upon request.

30 Section 57177. Prohibited Activities. (a) It
31 shall be unlawful for any person to:

32 (1) Violate any provision of this Act

or any rule, regulation, standard, or order issued pursuant to this Act;

(2) Own, operate, or use a dump for the disposal of solid waste;

(3) Place, or allow to be placed, any solid waste upon the highways, public or private property contrary to the provisions of this Act:

(4) Manage solid waste facilities without a permit issued pursuant to this Act;

(5) Collect, transport, process, or dispose of solid waste in such a manner as to degrade the environment, create a public nuisance, create a health or safety hazard, or contrary to this Act;

(6) Store, collect, transport, or dispose of hazardous waste in such a manner as to degrade the environment, create a public nuisance, create a health or safety hazard as determined by the Director of the Department of Public Health and Social Services or the Administrator or contrary to this Act;

(7) Transport any solid waste in any vehicle in any street or highway unless adequate precautions are taken to prevent such solid waste from falling from or being dislodged from such vehicle during such transportation. If any such waste falls from or is dislodged from any such vehicle upon any street, highway, or any other public or private property, it shall be the obligation of the operator of such vehicle immediately to pick up and remove such waste; and

(8) No person shall destroy or attempt

1 to destroy by burning, except in an incinerator
2 the construction and operation of which is approved
3 by the Administrator, or as may otherwise be
4 authorized by the Administrator, any garbage,
5 dead animals, or other offensive substances
6 the burning of which may give off foul and
7 noisome odors, in, or within one-fourth (1/4)
8 mile of Agana, any village, or any other urban
9 area. Nothing in this section shall preclude
10 the burning of trees, brush, grass and other
11 vegetable matter.

12 (b) Each day of continued violation of this
13 section or the provisions of this Act or rules and
14 regulations authorized herein may be deemed a separate
15 offense.

16 Section 57178. Injunction. The Agency
17 shall maintain an action to restrain the continued
18 violation of the provisions of this Act or the rules
19 and regulations authorized herein. Such right to
20 injunctive relief is in addition to any other powers
21 or penalties conferred by this Act.

22 Section 57179. Plats. All persons operating
23 a sanitary landfill or other approved disposal site
24 under permits issued pursuant to this Act shall,
25 upon completion of the sanitary landfill, file with
26 the Department of Land Management and the Building
27 Permit Section of the Department of Public Works
28 a plat of each site, together with a description of
29 the waste placed therein and in conformance with
30 rules and regulations adopted pursuant to Section
31 57172(a) (8).

1 1 Section 57180. Applicability to Government Agencies.

2 Government agencies shall comply with all provisions
3 of this Act including planning, review, and permit
4 requirements with the exception of Section 57179(d).

5 Government agencies may contract with any person to
6 carry out their responsibilities under the Act.

7 Such contractors shall also comply with the provisions
8 of the Act.

9 Section 57181. Penalties. Any person who
10 violates any provisions of this Chapter, or any
11 valid rule or regulation promulgated under this Chapter,
12 or who refuses or neglects to comply with any lawful
13 order issued by the Administrator in the carrying out
14 of the provisions of this Chapter is punishable by
15 imprisonment not exceeding six (6) months or by a
16 fine not exceeding Five Hundred Dollars (\$500.00),
17 or both.

18 Subchapter B

19 Litter Control

20 Section 57182. Declaration of Purpose. It is
21 hereby declared to be the purpose of this Subchapter
22 to define and prescribe procedures pertaining to littering,
23 and to provide authority for the regulation of littering
24 in order to enhance the environment for the people
25 of Guam.

26 Section 57183. Definitions. For the purpose
27 of this Subchapter, the following words shall have
28 the meaning given herein unless their use in the
29 text clearly demonstrates a different meaning:

30 (a) 'Apprehending Officer' shall mean any
31 designated individual within the Department of

1 Parks and Recreation, the Guam Environmental Protection
2 Agency, the Department of Public Health and Social
3 Services, the Department of Public Works and all
4 village commissioners and assistant village commissioners
5 and persons making citizens arrests.

6 (b) 'Litter' shall mean discarded, used or
7 leftover solid materials, including but not limited
8 to garbage, trash, rubbish, refuse, paper, containers,
9 packing or construction materials or carcasses of
10 dead animals.

11 (c) 'Littering' shall mean willful or negligent
12 throwing, dropping, placing, depositing, or sweeping,
13 allowing or causing such acts, of any litter on land
14 or water, in other than appropriate storage containers
15 or areas designated for such purpose.

16 Section 57184. Powers and Duties. (a) The
17 Administrator of the Guam Environmental Protection
18 Agency, in consultation with the Attorney General's
19 Office, is empowered to prescribe and amend such
20 rules and procedures as are necessary for the efficient
21 implementation of this Subchapter.

22 (b) Violations of this Subchapter will be
23 recorded on forms approved by and prosecuted within
24 the Traffic Division of the Superior Court of Guam.

25 (c) Apprehending Officers, as defined herein,
26 shall have the power to apprehend persons violating
27 this Subchapter and issue citations for such violations.

28 Section 57185. Prohibited Activities. It shall
29 be unlawful for any person to willfully or negligently
30 dump, deposit, throw, leave or abandon any litter
31 upon any public highway, street, alley or road, upon

1 public parks or recreation areas or upon any other
2 public property except as designated for such use,
3 or upon property owned by another person without
4 written permission of the owner, or into any bay,
5 channel, harbor, river, creek, stream, reservoir,
6 coastal waters, or other waters of the territory.

7 Section 57186. Enforcement. Any person apprehended
8 for violation of any of the above prohibitions shall
9 be served by the Apprehending Officer with a citation
10 and an order to appear at the Traffic Court Division
11 of the Superior Court of Guam for prosecution. Parents
12 or legal guardians will assume all responsibility
13 for any violations of this Subchapter committed by any
14 minors under their care.

15 Section 57187. Penalties. Littering shall be
16 punishable by a fine of not less than Fifty Dollars
17 (\$50.00) nor more than Two Hundred Dollars (\$200.00)
18 and which shall not be suspended by any court.

19 A person charged with a first violation may avoid
20 a court hearing by posting bail in the amount of the
21 minimum fine or paying the prescribed fine as the
22 Traffic Court Division of the Superior Court shall
23 prescribe.

24 Section 57188. Severability Clause. The
25 provisions of this Act are severable and if any
26 provision or part thereof shall be held invalid or
27 unconstitutional or inapplicable to any person or
28 circumstances, such invalidity, unconstitutionality
29 or inapplicability shall not affect or impair the
30 remaining provisions of this Act."

1 Section 2. Sections 9660.5, 9660.8 through 9660.11 and
2 9660.13 through 9660.16 of Subchapter Q, Chapter VI, Title I
3 of the Government Code are hereby repealed.

4 Section 3. Effective Date. Sections 1 and 2 of this
5 Act shall take effect sixty (60) days after its enactment.

6 Section 4. (a) The Director of Parks and Recreation
7 shall disburse the sum of Seven Thousand Nine Hundred Fifty
8 Dollars (\$7,950.00) from the Sports Fund (created by and
9 funded in Public Law 14-33) to the Saint Anthony's girls'
10 volleyball team.

11 (b) The Director of the Department of Parks and Recreation
12 shall disburse the sum of Four Thousand Two Hundred Fifty
13 Dollars (\$4,250.00) from the Sports Fund (created by Public
14 Law 14-33) to the Inarajan boys' volleyball team.

15 (c) The sums in Subsections (a) and (b) of this Section
16 shall become available upon the signing of this Act by the
17 Governor, notwithstanding other provisions of the law to the
18 contrary, and shall be used to pay the off-island transportation
19 expenses for the respective teams to attend the National AAU
20 Junior Olympic volleyball championships in Illinois on June
21 22nd through 23rd.

22 (d) The Director of the Department of Parks and Recreation
23 shall be the certifying officer for the expenditure of the
24 sums appropriated in Subsections (a) and (b).

25 (e) The effective date of this Section shall be upon
26 enactment of this Section.