

The cover of the Quarterly Report for the Guam Solid Waste Management Division. It features the United States Seal on the left and the Great Seal of Guam on the right. The title "Guam SOLID WASTE RECEIVER" is prominently displayed in the center. The report is titled "Quarterly Report of Receivership for the Government of Guam Solid Waste Management Division Pursuant to Order of the United States District Court of Guam". It is presented by Gershman, Brickner & Bratton, Inc. on April 16, 2009. The GBB logo (Solid Waste Management Consultants) is on the left, and a small note at the bottom left reads "Gershman, Brickner & Bratton, Inc."

**Guam SOLID WASTE RECEIVER**

Quarterly Report  
of  
Receivership for the Government of Guam  
Solid Waste Management Division  
Pursuant to Order of the  
United States District Court of Guam

Presented by  
Gershman, Brickner & Bratton, Inc.

April 16, 2009

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The Table of Contents page for the Guam Solid Waste Receiver report. It features the United States Seal and the Great Seal of Guam. The title "Guam SOLID WASTE RECEIVER" is at the top. The table of contents lists seven main sections: 1. Receiver's First Year: A Review, 2. SWMD Operations, 3. Trash Cart Rollout, 4. Community Outreach, 5. Layon Landfill: *Consent Decree Projects*, 6. Financial Issues, and 7. Next Steps. The GBB logo (Solid Waste Management Consultants) is on the left, and a small note at the bottom left reads "Gershman, Brickner & Bratton, Inc." The page number "2" is in the bottom right corner.

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## 1. RECEIVER'S FIRST YEAR: A REVIEW

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### SWMD Operations/Administration

- Purchased new equipment
- Repaired old equipment
- Achieved major savings with less leased equipment



Before: Old fleet of often inoperable trucks



Now: New trucks



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SWMD Operations/Administration  
(cont'd)

- Improved SWMD facilities

Before: Shower facilities and kitchen



Now



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SWMD Operations/Administration  
(cont'd)

- Streamlined and consolidated office operations
- Reduced SWMD staff by more than 25%

Before



Now: Organized customer service offices



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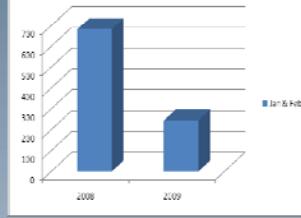
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### SWMD Collection Services

- Delivered regular, consistent collection services
- Dramatic reduction in complaints

64% fewer complaints in Jan./Feb. 2009 compared with Jan./Feb. 2008



Period	Complaints
Jan/Feb 2008	700
Jan/Feb 2009	250



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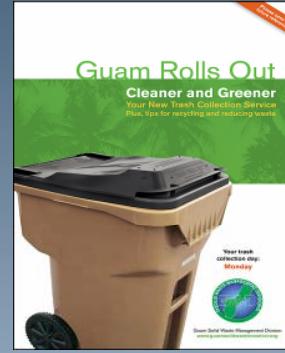
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### SWMD Collection Services (cont'd)

- Completed plans for cart-based collection
- Initiated procurement for trash carts



**Guam Rolls Out**  
Cleaner and Greener  
Your New Trash Collection Service  
Plus, tips for recycling and reducing waste

Your trash collection day: **Monday**

Guam Solid Waste Management Division  
[www.guamsolidwastereceiver.org](http://www.guamsolidwastereceiver.org)

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## Operations: Ordot Dump and Transfer Stations

- Implemented ban on materials
- Added recycling at Ordot Dump and transfer stations

Now 

Before 

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## Operations: Ordot Dump and Transfer Stations (cont'd)

- Improved operations at Ordot Dump, including odor and dust control; no fires
- Began to install new weigh scale

SWMD employees improving storm drainage 

New scale installation 

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## Layon Landfill

- Restarted design and permitting processes
- Received zone change approval and initial building permits for Layon Landfill
- Began Layon Landfill construction

2004 Consent Decree with 2007 landfill completion date

i. Within 1,320 days (approximately 44 months), DPW shall begin operations of the new MSWLF and so certify to U.S. EPA within 7 days of commencement of operation







Operations road

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## 2. SWMD OPERATIONS

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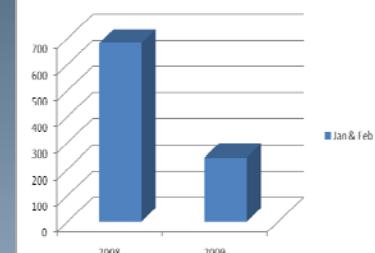
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## SWMD Operations

**Improved Service:**

- Residents now accustomed to consistent regular early morning trash collection
- Dramatic, 64% reduction in complaints
- Increase in customers:  
--12,080 (January 2009)  
--12,243 (March 16, 2009)

Complaints to the SWMD, Jan./Feb. 2008 and 2009



Year	Complaints (Jan/Feb)
2008	700
2009	300

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## SWMD Operations (cont'd)

**Improved Efficiencies:**

- 73 highly productive SWMD employees, down from 99 in March 2008
- Consolidated administrative section, locating SWMD staff in one building
- Reorganized files
- Result:
  - Improved customer service and greater efficiency
  - Improved staff morale

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Old customer service offices



Reorganized customer service offices

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## SWMD Operations (cont'd)

**Improved Service:**

- Transfer Stations now open Thursday – Monday in response to Mayors' and residents' suggestions
  - Receiver is considering closing Odot Dump on Sun.
- Proper waste management is minimizing flies, odors leaving Odot Dump; no fires

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## SWMD Operations (cont'd)



**Improved Efficiencies:**

- Reduced dependence on rental equipment:  
\$11,000/day, April 2008  
\$464/day this quarter
- Installation of new scales to be completed during April
- Residents continue to use recycling facilities at Agat, Dededo, Malojloj and Ordot Dump
  - Glass is pulverized and used as an alternative daily cover at the Dump
  - Cardboard is recycled through a local processor

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## 3. TRASH CART ROLLOUT



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## Court-approved Option: Basic Services

- ✓ SWMD customer households receive one or more rolling trash carts for waste
- ✓ Monthly charge based on number of carts
- ✓ All non-recyclable waste goes in carts
- ✓ Recyclables go to convenience centers

**Least costly option; allows Guam to build a solid foundation for achieving higher recycling levels in the future**

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## Procurement Update

- Trash carts and cart lifters for trucks
  - Procurement released and bids received April 14
- “Babypacker” trucks for special collection routes –
  - Bids due April 17
- Additional roll-off recycling containers
  - Just ordered
- Customer service software and Radio Frequency Identification Devices (RFID)
  - Procurement underway



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## New Account Management System

- The Problem
  - SWMD collects weekly from 15,900 households (HH)
  - SWMD cannot match customer accounts with collection addresses for 4,000 of these HH
  - Only 12,080 HH are invoiced for service
- Result:
  - 4,000 HH receive free service
  - 4,000 HH accounts don't match with addresses
  - SWMD does not collect sufficient revenues to cover costs of daily operations
- With new system
  - Registration for all customers
  - Verification of physical addresses
  - System to accurately track collections
  - New software for accurate billing

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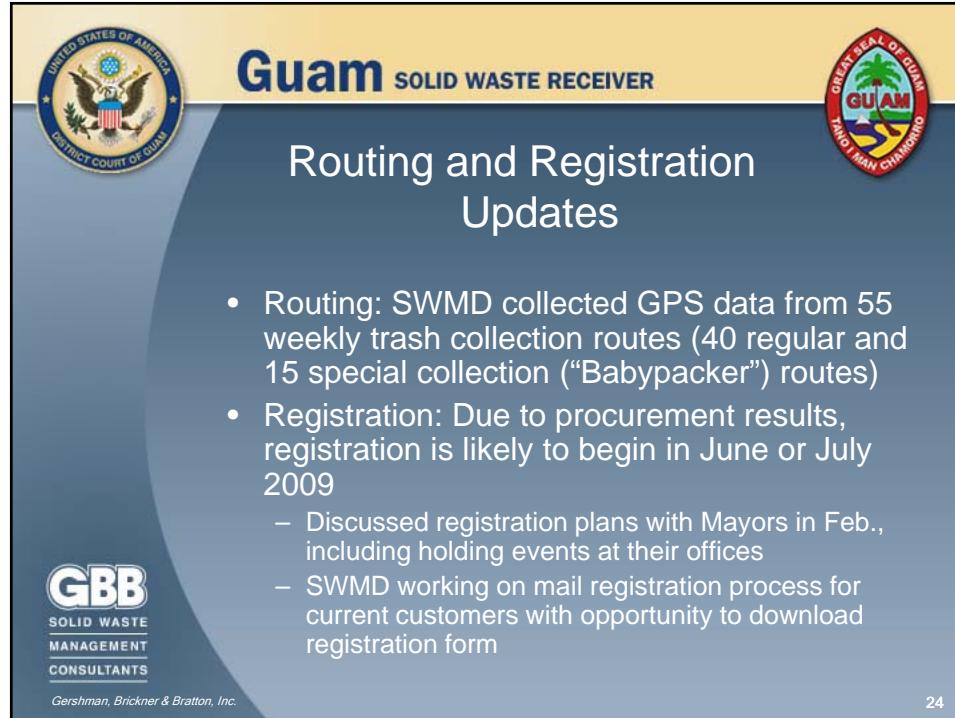
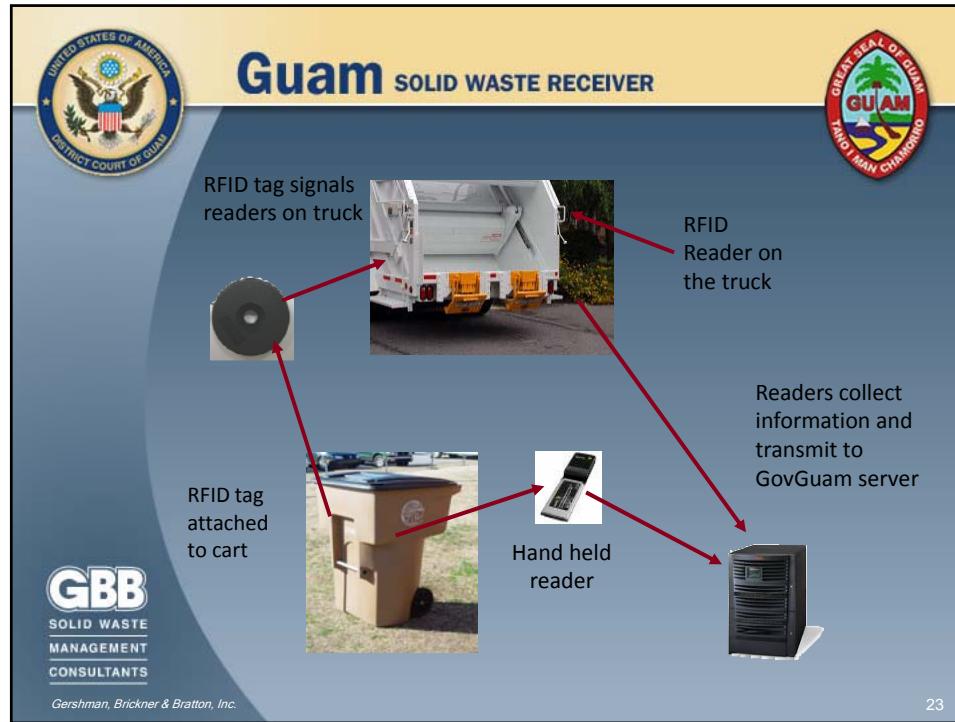
## How Do RFID Tags Work?

- Radio Frequency Identification Device tags are placed on carts at the cart factory with the serial number of that particular cart
- SWMD matches the cart number to the RFID tag
- Scanning antenna on collection truck activates tag through radio-frequency signals
- Radio-frequency signals power the tag to communicate to an electronic reader

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## Community Outreach

- Feb./March 2009 -  
Discussions held with:
  - Guam's Mayors
  - Three small groups of residents
  - Members of business, environmental and school communities
- Purpose:
  - Describe plans for trash cart rollout
  - Obtain candid feedback/opinions

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Small group discussion in Hagatna Heights

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## Timeline for Cart Rollout

**Phase 1. Infrastructure Development Now Completed  
(Included procurements, GPS routing, customer meetings and draft public education materials)**

**Phase 2. Deliveries and Implementation  
May 2009 – June 2009 (dependent on procurement results)**

Activities summary:

- Cart delivery and staging
- Truck deliveries, attaching lifters
- Delivery of products for billing and customer service
- Training customer service personnel on new billing products/software
- Media relations and publicity about the registration process
- Public education materials finalized and printed

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**Timeline for Cart Rollout (cont'd)**

**Phase 3. Registration and Service**  
**June 2009 – November 2009 (dependent on procurement results)**

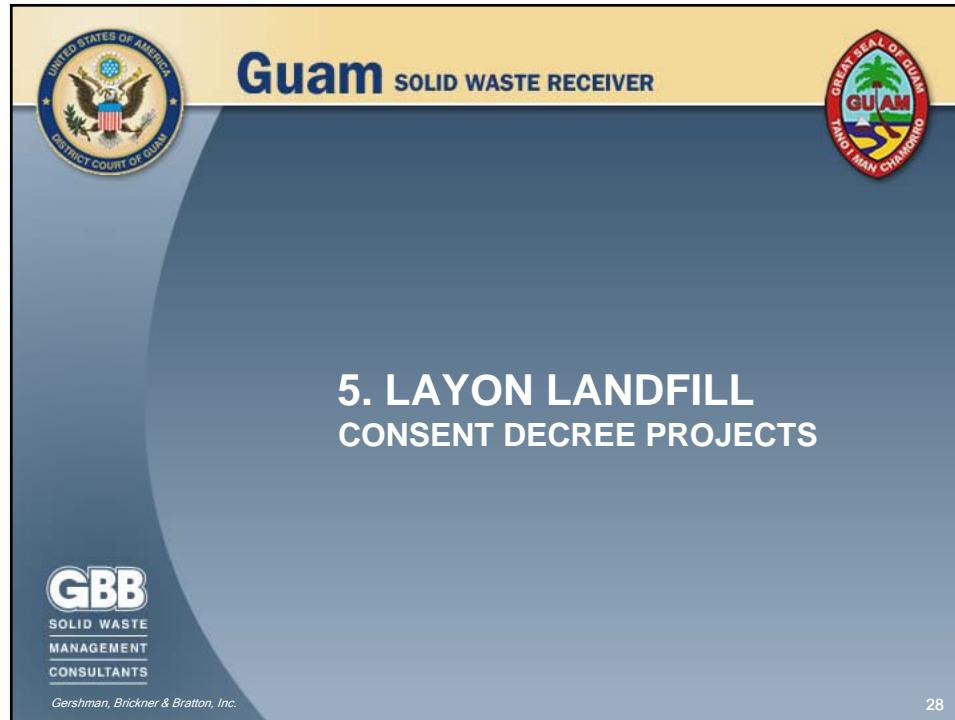
Activities summary:

- Finalize registration form
- Mail registration forms to customers
- Develop registration procedures and sequence of Villages to be registered
- Meet with each of 19 Mayors a week before registration in his/her Village
- Registrations in each Village
- Cart deliveries approximately one week after registration is completed in each Village
- Media relations to publicize cart deliveries

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**5. LAYON LANDFILL CONSENT DECREE PROJECTS**

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## Layon Landfill Design

- Continued to work closely with Guam EPA, U.S. EPA and TG Engineers, PC
- Progress made (overview):
  - GEPA reviewed and commented on the Solid Waste Facility Permit application re-submittal
  - GEPA and EPA reviewed and commented on design for landfill liner systems and entrance facilities (Phase II)
  - Receiver submitted design of sewer line for leachate management for review by GWA and GEPA.
  - Receiver initiated Leachate Treatment Feasibility Study for the Inarajan Wastewater Treatment Plant

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## Project Schedule Updates

Task	Estimated Completion Date (October Report)	Revised Estimated Completion Date	Actual Completion Date
GEPA Clearing & Grading Permit	1/2/09		12/23/08
DPW Building Permit	1/2/09		1/13/09
Earthwork Construction Cells 1 & 2	7/6/09	9/22/09	
Landfill Liner System Pre-Final Design	12/24/08		2/05/09
Bid Review & Award (Landfill Liner System)	4/30/09	8/7/09	
Permit Phase (Landfill Liner System)	4/30/09	8/29/09	
Construction Phase (Cell 1)	9/1/10	9/1/10	
Construction Phase (Cell 2)	7/26/11	7/26/11	

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## Permitting

**Receiver's Activities:**

- Responded to GEPA and EPA's preliminary review comments on the Solid Waste Facility Permit application
- Developed a revised permit processing schedule to give GEPA more time to prepare a draft permit and TG Engineers ample time to respond
  - April 20, 2009: Deadline for addressing and incorporating GEPA's comments
  - April 29, 2009: Anticipate GEPA to issue letter of Technical Adequacy
  - August 27, 2009: Target date for Notice of Decision
- Assisted TG Engineers, PC, in permit requirements for mass earthwork for the operations road and Cells 1 & 2
- Received GEPA's final approval of Integrated Hydrogeologic Assessment with its groundwater monitoring model

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## Construction

**Activities:**

- Completed bid phase and awarded construction contract for Cells 1 & 2
- Began construction on Feb. 25, 2009
- Contractor mobilized to the site through March 11, 2009



Operations road

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## Construction (cont'd)



View from South at Pond 3A to Cells 1 and 2



Silt fencing

- Set into place environmental controls (erosion and sediment, wetlands protection, bird surveys)
- Initiated full-time archaeological observation
- Initiated construction management: administration, observation and quality assurance
- Holding weekly construction meetings to track progress

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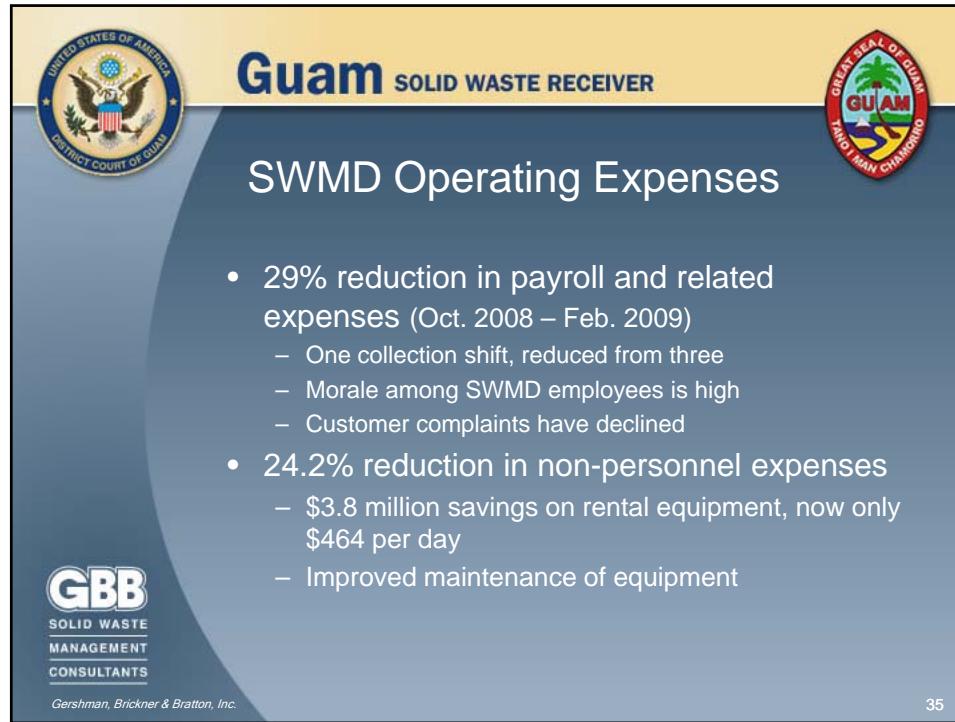
## 6. FINANCIAL ISSUES



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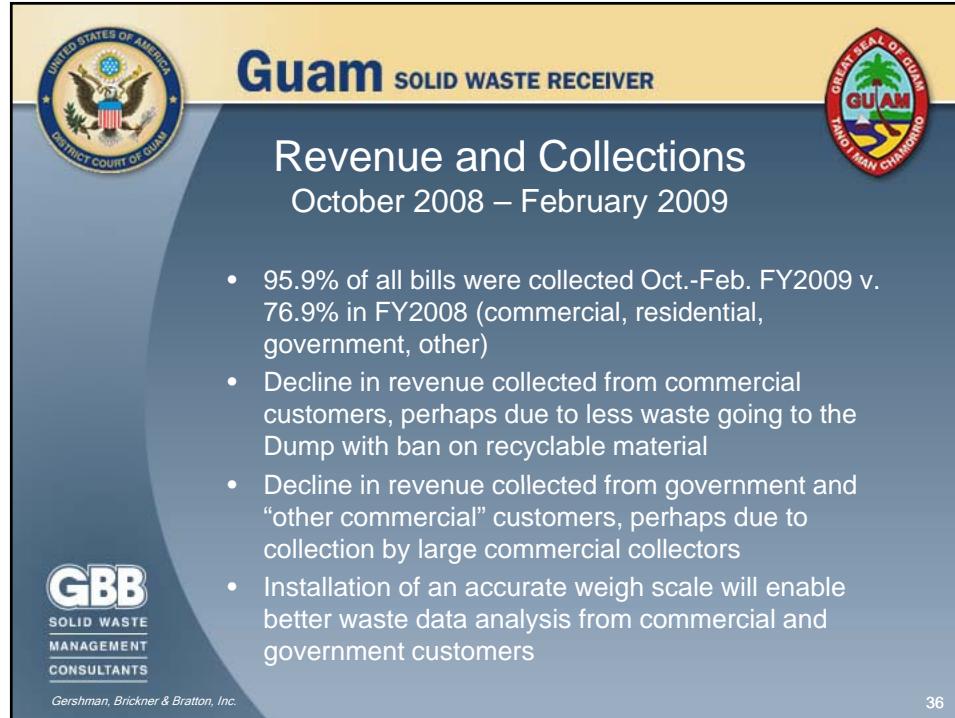
**SWMD Operating Expenses**

- 29% reduction in payroll and related expenses (Oct. 2008 – Feb. 2009)
  - One collection shift, reduced from three
  - Morale among SWMD employees is high
  - Customer complaints have declined
- 24.2% reduction in non-personnel expenses
  - \$3.8 million savings on rental equipment, now only \$464 per day
  - Improved maintenance of equipment

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**Revenue and Collections**  
October 2008 – February 2009

- 95.9% of all bills were collected Oct.-Feb. FY2009 v. 76.9% in FY2008 (commercial, residential, government, other)
- Decline in revenue collected from commercial customers, perhaps due to less waste going to the Dump with ban on recyclable material
- Decline in revenue collected from government and “other commercial” customers, perhaps due to collection by large commercial collectors
- Installation of an accurate weigh scale will enable better waste data analysis from commercial and government customers

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**Estimated Results for FY2009**

**Solid Waste Management Division Operating Account**

**Estimated Fund Balance**  
30-Sep-09  
Unaudited

Elements of Fund Balance	Amount
Fund Balance @ 9/30/08	\$ 86,375
Estimated Revenue FY 2009*	\$ 4,337,457
Estimated Expenses FY 2009**	\$ 3,690,484
Excess (Deficit) FY 2009	\$ 646,974
<b>Estimated Fund Balance @ 9/30/09</b>	<b>\$ 733,349</b>

\* Estimated FY 2009 Revenue assumes implementation of the recommended commercial fee of \$155.99 per ton on 7/1/09.  
\*\* Estimated expenses assume continuation of the current spending trends for balance of FY 2009.

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**Projected Results FY2010-FY2012**  
Based on current assumptions

**Solid Waste Management Division**  
**Estimated Results FY 2009 through FY 2012**  
(Excludes Depreciation)

Expenditures/Revenue	New Facilities Open			
	FY 2009 Estimated Results	FY 2010 Budget	FY 2011 Budget	FY 2012 Budget
<b>Expenditures:</b>				
Landfill Operations/Transfer Stations	\$ 1,367,405	\$ 1,825,043	\$ 2,820,225	\$ 3,760,300
Residential Trash Collection	\$ 1,837,379	\$ 2,452,306	\$ 3,463,575	\$ 4,618,100
Household Hazardous Waste and Convenience Centers	\$ -	\$ -	\$ 477,525	\$ 636,700
Pilot Curbside Recycling Program	\$ -	\$ -	\$ -	\$ 14,900
Administration	\$ 485,700	\$ 789,589	\$ 743,850	\$ 991,800
Community Information / Public Education and Outreach	\$ -	\$ -	\$ 174,900	\$ 174,900
Debt Service				\$ 5,422,688
<b>Total Expenditures</b>	<b>\$ 3,690,484</b>	<b>\$ 5,066,938</b>	<b>\$ 7,680,075</b>	<b>\$ 15,619,388</b>
<b>Revenue:</b>				
Tipping Fee Revenue (\$155.99 per ton)	\$ 3,198,847	\$ 12,099,052	\$ 12,099,052	\$ 12,099,052
Residential Revenue (\$30.43 per month)	\$ 1,138,610	\$ 5,112,240	\$ 5,112,240	\$ 5,112,240
<b>Total Revenue</b>	<b>\$ 4,337,457</b>	<b>\$ 17,211,292</b>	<b>\$ 17,211,292</b>	<b>\$ 17,211,292</b>
<b>Surplus/(Deficit)</b>	<b>\$ 646,974</b>	<b>\$ 12,144,354</b>	<b>\$ 9,531,217</b>	<b>\$ 1,591,904</b>
<b>Fund Balance</b>	<b>\$ 733,349</b>	<b>\$ 12,877,703</b>	<b>\$ 22,408,920</b>	<b>\$ 24,000,824</b>

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**Capital Funding**  
As of March 31, 2009

Summary of Trustee Account Citibank, N.A., Guam Branch			
<u>Cash Deposits to Date</u>			
Income			
Initial Deposit	\$ 20,000,000.00		
Interest Earnings	\$ 71,206.21		
Additional Deposits	\$ 4,968,500.00		
Total	\$ 25,039,706.21		
<u>Total Amount</u>			
	Cash Payments to Date	Obligated to Date	Balance Remaining
Expenditures			
TG Engineers, PC	\$ -	\$ 931,283.00	\$ 931,283.00
Maeda Pacific Corporation	\$ -	\$ 8,360,000.00	\$ 8,360,000.00
Cart Roll-Out	\$ -	\$ 2,318,000.00	\$ 2,318,000.00
Misc	\$ 64,828.25	\$ 64,828.25	\$ -
Bank Charges	\$ -	\$ -	\$ -
<b>Cash Balance</b>	<b>\$ 64,828.25</b>	<b>\$ 11,674,111.25</b>	<b>\$ 11,609,283.00</b>
<b>Balance Available for Consent Decree</b>	<b>\$ 13,365,594.96</b>		

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**Capital Funding**  
Flow of Capital Funds Must Continue to Stay on Schedule

**Current**

- \$20 million bridge loan from Bank of Guam
- Weekly deposits
- Interest on funds

**Potential**

- Section 30-backed bonds
- USDA loan
- Federal grants

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Capital Funding (cont'd)

Countdown to Ordot Closure

832  
DAYS

**Access to needed capital must be maintained either through the weekly payments or by the actual sale of Section 30-backed bonds**

- Any other approach, at this point, will result in delays, which are clearly inconsistent with the Court-approved construction schedule
- Delays would place Guam at great risk of running out of space at the Ordot Dump before Layon Landfill opens

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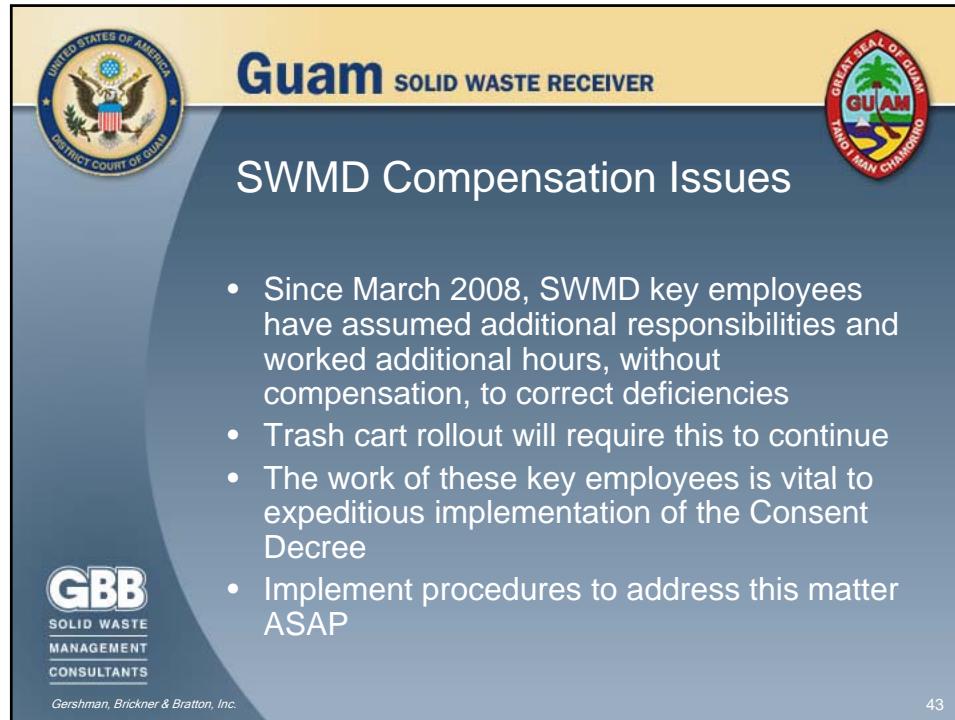
Design Consultant Contracts

- TG Engineers, PC (Landfill design/permitting)
  - \$7,942,673 total contract
  - \$5,532,527 payments as of March 31, 2009
  - \$2,410,146 remaining balance
- Shaw Environmental (Technical assistance)
  - \$367,772 total contract
  - \$263,739 payments as of March 31, 2009
  - \$104,033 remaining balance
- Future: Begin procurement for design firm for closure of Ordot Dump

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SWMD Compensation Issues

- Since March 2008, SWMD key employees have assumed additional responsibilities and worked additional hours, without compensation, to correct deficiencies
- Trash cart rollout will require this to continue
- The work of these key employees is vital to expeditious implementation of the Consent Decree
- Implement procedures to address this matter ASAP

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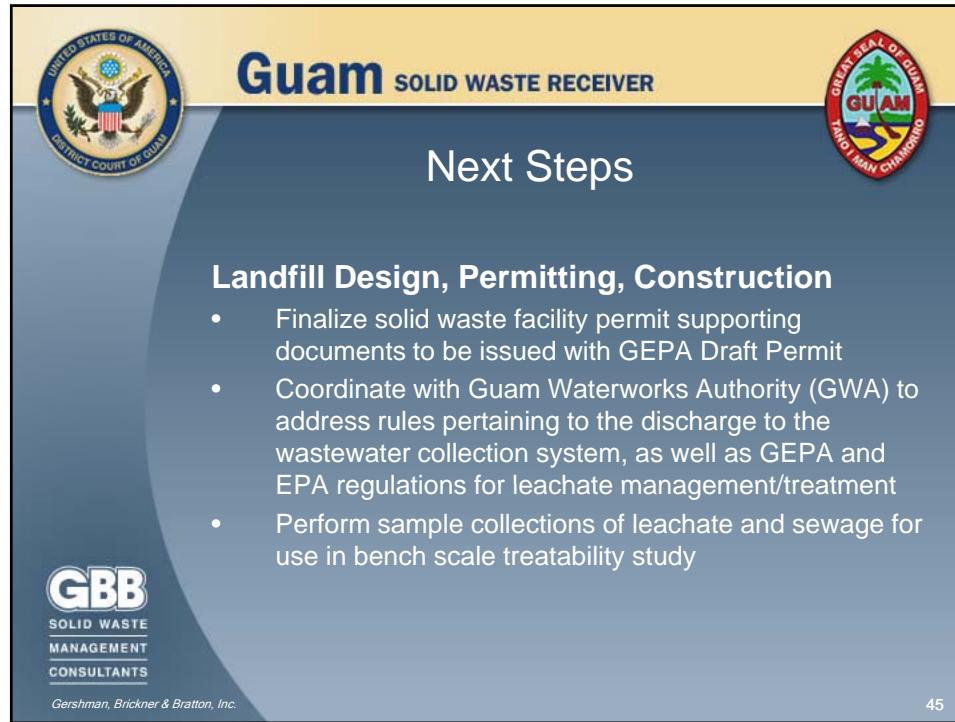
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7. NEXT STEPS

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Next Steps

**Landfill Design, Permitting, Construction**

- Finalize solid waste facility permit supporting documents to be issued with GEPA Draft Permit
- Coordinate with Guam Waterworks Authority (GWA) to address rules pertaining to the discharge to the wastewater collection system, as well as GEPA and EPA regulations for leachate management/treatment
- Perform sample collections of leachate and sewage for use in bench scale treatability study

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Next Steps

**Landfill Design, Permitting, Construction (cont'd)**

- Finalize Access Road and Utilities design package and issue for a construction bid
- Initiate construction permitting process for Access Road and Utilities
- Develop comprehensive construction management scope of work and issue a Request For Proposal
- Continue construction of operations road, cells, stormwater management pond

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Next Steps

**Capital Funding**

- Continue to assist Government of Guam as requested with bond, USDA loans and federal grants

**Implement Trash Cart System**

- Initiate interim commercial rates and develop a strategy for implementation of interim residential rates for review and approval by the court
- Take delivery of carts and stage at the coral pit
- Take delivery of Babypacker trucks, attach lifters
- Take delivery of products for billing and customer service
- Train customer service personnel on new billing products/software
- Conduct media relations and publicity about the registration process

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Next Steps

**Implement Trash Cart System (cont'd)**

- Finalize and print public education materials
- Mail registration form to current customers and post on website
- Develop registration procedures and sequence of villages to be registered
- Hold meetings with each of 19 mayors a week before registration in his/her village
- Hold registrations in each village
- Deliver carts to customers about one week after registration
- Conduct media relations to publicize cart deliveries

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