

GUAM WATERWORKS AUTHORITY

# Fiscal Year 2024 Citizen Centric Report

ISSUED JULY 2025

**GWA MISSION:** We will provide outstanding customer service in delivering excellent water and wastewater services in a safe, reliable, responsible, and cost-effective manner. **GWA VISION:** To be a world class provider of water and wastewater services.

## ABOUT GWA

Guam Waterworks Authority (GWA) is a public authority governed by the Consolidated Commission on Utilities (CCU). They are subject to the regulations of the Guam Public Utilities Commission (PUC). GWA provides water to all of the civilian population of Guam. They also provide sewer service to a large percentage of the civilian population, Andersen Air Force Base and several smaller United States Navy facilities. During FY2024, GWA served more than 43,650 water customers and 31,150 wastewater customers.

GWA's water supply consists of 120 production wells, one surface water treatment plant, one active production spring, and one "Maui" well. GWA's water distribution system consists of 30 booster pump stations, 25 reservoirs/tanks in service, approximately 586 miles of water distribution lines, and approximately 3,814 fire hydrants, all in the agency's effort to provide more efficient and reliable service to its customers while meeting regulatory requirements.

GWA's wastewater collection system consists of approximately 306 miles of gravity sewer network, 84 sewer pump stations, and approximately 34 miles of force main. GWA's wastewater treatment system consists of five wastewater treatment plants and associated 3 outfalls, one shared with DoD.

GWA has undergone significant transformation over the last several years by working to improve the management and operations, including decreasing expenditures, decreasing leak repair times, implementing a meter replacement program and launching a computerized maintenance management system, which includes mobile capabilities, and upgrading its financial management system. These efforts have all contributed to significantly improved operating results since FY2011.

Full-Time Employees	FY'21	FY'22	FY'23	FY'24	FY'23-FY'24 % Change
Administration and Support	73	80	77	72	-6%
Compliance & Safety	17	19	19	18	-5%
Engineering	34	28	29	28	-3%
Executive Management	47	46	43	43	0%
Operations: Construction & Maintenance	35	31	32	27	-16%
Operations: Water Distribution	49	51	48	49	2%
Operations: Water Production & Treatment	36	36	31	34	10%
Operations: Wastewater Collection	48	45	48	48	0%
Operations: Wastewater Treatment	30	30	29	28	-3%
<b>Total</b>	<b>369</b>	<b>366</b>	<b>356</b>	<b>347</b>	<b>-3%</b>

## GWA CUSTOMER SERVICE

**Gloria B. Nelson Public Service Bldg.**  
688 Route 15 Fadian  
Mangilao, Guam 96913  
Customer Service Hours:  
Mon - Fri | 7am - 5pm

**Upper Tumon Satellite Office**  
578 N. Marine Corps Drive  
Upper Tumon, Guam 96911  
Customer Service Hours:  
Mon - Fri | 7:30am - 6pm  
Sat | 8am - 12pm  
Drive thru window: Service Hours: Mon - Fri |  
7:30am to 3:30pm Sat | 8:00am to 12:00pm

**Julale Satellite Office Hagatna**  
424 W. O'Brien Drive  
Hagatna, Guam 96910  
Customer Service Hours: Mon - Fri | 8am - 5pm

**Customer Service: (671) 647-7800/3**  
**Pay by Phone: (671) 647-4729**  
**Pay Online: PayGWA.com**  
**Water Outages/Leaks (24/7): (671) 646-4211**

**GWA Website:**  
[guamwaterworks.org](http://guamwaterworks.org)  
**GWA Customer Service Online Portal:**  
[gwa.custhelp.com/](http://gwa.custhelp.com/)

## GWA LEADERSHIP

Miguel C. Bordallo, P.E.  
**GENERAL MANAGER**

Theresa V.C. Rojas  
**GENERAL COUNSEL**

Taling M. Taitano,  
CPA, CGFM, CGMA  
**CHIEF FINANCIAL OFFICER**

Christopher M. Budasi  
**ASSISTANT GENERAL MANAGER**  
**ADMINISTRATION & SUPPORT**

Paul J. Kemp, M.S.  
**ASSISTANT GENERAL MANAGER**  
**COMPLIANCE & SAFETY**

Thomas A. Cruz, P.E.  
**ASSISTANT GENERAL MANAGER**  
**OPERATIONS**

Brett E. Bailey, P.E.  
**ASSISTANT GENERAL MANAGER**  
**ENGINEERING**

## CONSOLIDATED COMMISSION ON UTILITIES

Joseph (Joey) T. Duenas  
**CHAIRMAN**

Francis E. Santos  
**VICE CHAIRMAN, CHAIRMAN OF FINANCE & BUDGET**  
**COMMITTEE**

Peter Roy Martinez  
**SECRETARY, CHAIRMAN OF PHYSICAL**  
**AND CYBER SECURITY COMMITTEE**

Michael T. Limtiaco  
**COMMISSIONER, CHAIRMAN OF RULES COMMITTEE, AND**  
**CHAIRMAN OF AUDIT COMMITTEE**

Simon A. Sanchez  
**COMMISSIONER, CHAIRMAN OF COMMUNICATIONS COMMITTEE**

## GWA ALERTS



**EMAIL OR TEXT FOR**  
Outage Information or Road  
Closures

**SIGN UP AT**  
[guamwaterworks.org/textalerts](http://guamwaterworks.org/textalerts)

## Fiscal Year 2024 Citizen Centric Report

What would you like to see reported on this page? Please let us know by contacting GWA at (671) 300-6851 or at [ccr@guamwaterworks.org](mailto:ccr@guamwaterworks.org).

## CAPITAL ASSETS & IMPROVEMENT PROJECTS

The Authority had about \$811.4 million (net of accumulated depreciation) invested in utility capital assets as of September 30, 2024. In FY2024, GWA's capital assets decreased by \$1.5 million over FY2023.

The decrease is explained by the addition of \$27.5 million in assets placed in service, \$2.9 million in capital asset disposals due to replacements, a decrease in accumulated depreciation by \$28 million, and an increase in Construction Work in Progress (CWIP) by \$1.2 million.

The investment in capital assets includes building improvements, water treatment plants, water transmission and distribution mains, sewer lines, water reservoirs, pump stations, wastewater treatment facilities, deep wells, meter replacements, fire hydrant replacements, machinery and equipment as shown in the Table below identified by text color (Water Projects are in Blue, Wastewater in Green and all others in Purple. MG = million gallons).



Picture of Agat No. 1 tank after the 1 MG steel water tank was fully repaired and coated. The Agat No. 1 Water Tank was completed and put into service in November 2023. This project ensures compliance with potable water standards, improves corrosion resistance, and extends the useful life of the water tank; enhancing system reliability and safeguarding public health.

Region	In Design/Design Procurement	In Construction/Construction Procurement	Completed
Island-wide	<ul style="list-style-type: none"> <li>• Pressure Zone Realignment Design</li> <li>• Systemwide District Metered Area Project</li> <li>• ACP Waterline Replacement Design (8 mi. - Inarajan/Merizo)</li> <li>• Undersized Waterline Replacement Design Procurement</li> <li>• General Waterline Replacement Design Procurement</li> <li>• Waterline Bridge Crossing Assessment &amp; Repair</li> <li>• Fire Hydrant Replacement, Phase II</li> <li>• Misc. BPS Improvements</li> <li>• Deep Well Abandonment</li> <li>• Tank Inspection (5-year plan)</li> <li>• Tank Design (Malojloj No. 2, Agana No. 2, Asan, Santa Rita, Piti, Pagchao)</li> <li>• Ugum WTP Intake Upgrade</li> <li>• Island Wide Well Inspections</li> <li>• A-02, A-07, A-12, D-05, F-03 Rehabilitation</li> <li>• Islandwide Sewer Collection/Transmission System Repair, Rehabilitation, and Replacement</li> <li>• Northern District Wastewater Treatment Plant Fats, Oil, and Grease Receiving Station</li> <li>• GWA SCADA Implementation</li> </ul>	<ul style="list-style-type: none"> <li>• Pressure Zone Realignment Phase 2 Construction</li> <li>• Steel Water Tank Inspection &amp; Repair</li> <li>• GWA Islandwide Real Property Survey and Mapping – Phase 2</li> </ul>	
Southern Villages	<ul style="list-style-type: none"> <li>• Inarajan &amp; Agfayan Booster Pump Station</li> <li>• Santa Rita Spring Rehabilitation Design</li> <li>• Sarmiento Street Booster Pump Station and Line Replacement</li> <li>• Southern Guam Water Study</li> </ul>	<ul style="list-style-type: none"> <li>• Brigade II Booster Pump Station Improvement</li> <li>• Umatac Subdivision Water Tank (0.5 MG) Rehabilitation</li> <li>• Pigua Water Tank (0.5 MG) Rehabilitation</li> <li>• Sinifa #1 Water Tank (1 MG) Steel Repair</li> <li>• Ugum SWTP Rehabilitation</li> <li>• Manenggon #2 Water Tank (2 MG) Construction</li> <li>• Ugum #2 Water Tank (2 MG) Construction</li> <li>• Southern Sewer System Evaluation Survey Rehabilitation Phase II</li> <li>• Aplacho Drainage and Roadway Improvements</li> </ul>	<ul style="list-style-type: none"> <li>• Agat No. 1 (Santa Ana Lower) Water Tank (1 MG) Rehabilitation</li> </ul>
Northern Villages	<ul style="list-style-type: none"> <li>• New Production Wells AG-10, AG-12, &amp; Y-8</li> <li>• Mataguac BPS Rehabilitation</li> <li>• Y-15, D-17, M-4 GAC System</li> <li>• Adacao Water &amp; Sewer Project</li> <li>• GilBreeze Water &amp; Sewer Project</li> <li>• Fujita Sewage Pump Station Redundant Force Main</li> <li>• GWA/GPA Customer Services Center and Information Technology Renovation, Upper Tumon</li> <li>• GWA/GPA Transportation Building</li> </ul>	<ul style="list-style-type: none"> <li>• Water Wells Rehabilitation (A-Series)</li> <li>• Santa Rosa #1 Water Tank (1 MG) Repair</li> <li>• Tamuning #2 (Airport) Water Tank (3 MG)</li> <li>• Yigo Sewer Pump Station Flood Mitigation and Rehabilitation</li> <li>• Upper Tumon Warehouse Renovation</li> </ul>	<ul style="list-style-type: none"> <li>• Astumbo No. 2 Water Tank (2 MG) Rehabilitation</li> <li>• Kaiser Water Tank Rehabilitation</li> </ul>
Central Villages	<ul style="list-style-type: none"> <li>• Asan Springs Rehabilitation</li> <li>• Piti Water Tank (1 MG) Rehabilitation</li> <li>• Pago Bay 12-inch Waterline Replacement</li> <li>• Dungca Beach Sewer Line Relocation</li> <li>• Hagatna Main Sewage Pump Station Redundant Force Main</li> <li>• Hagatna Wastewater Treatment Plant and Causeway Structural Assessment</li> </ul>	<ul style="list-style-type: none"> <li>• Well A23 and A25 GAC System</li> <li>• Hagatna Wastewater Treatment Plant Interim Disinfection</li> </ul>	<ul style="list-style-type: none"> <li>• Tumon San Vitores &amp; St Johns Pressure Regulating Valves</li> <li>• Tai Road Waterline Replacement</li> <li>• Toto-Canada Road/Blas Street Waterline Replacement</li> </ul>



# GUAM WATERWORKS AUTHORITY

## Fiscal Year 2024 Citizen Centric Report

An independent audit conducted by Ernst & Young LLP has yielded a favorable outcome for FY2024, resulting in a clean audit opinion on GWA's financial statements for the twelfth consecutive year. GWA also received a clean compliance audit for all its major federal programs with one audit finding that did not result in any questioned costs. The audited financial statements for GWA were officially issued on May 26, 2025. For a comprehensive overview of our financial details, please visit our website at <https://guamwaterworks.org/financial-reports/>. To provide a comparative analysis of key metrics spanning FY2022 to FY2024, we've included the tables below showcasing Revenues, Expenses, Water Demand, and Wastewater Flows.

**Water revenues**, excluding System Development Charges (SDC), increased by \$13.1 million (19%) compared to the prior year. This growth was primarily driven by increased customer demand and a PUC-approved rate adjustment that took effect on October 1, 2023.

- Residential water revenue rose by \$5.5 million, despite a 2% decrease in overall usage, reflecting the impact of the rate change.
- Hotel sector revenue increased by \$3.1 million, supported by a 15% rise in water consumption, largely due to higher visitor arrivals.
- Commercial sector revenue grew by \$3.0 million, with demand increasing by 3%.

**Wastewater revenues** grew by \$8.4 million (22%) during the same period:

- Hotel sector accounted for the largest increase, contributing an additional \$2.7 million (34%).
- Federal sector revenues rose by \$2 million (28%).
- Residential wastewater revenue increased by \$1.7 million (18%) despite a 3% reduction in flow.

Non-residential wastewater charges are closely tied to consumption, billed at 80% of metered water use, while residential customers pay a flat rate, independent of usage.

**Operating expenses** increased by \$4 million (4%) compared to the previous year. While overall costs rose, there were some key offsets and contributing factors:

- Power purchase costs decreased by \$2.5 million (10%) due to lower wastewater treatment demand and changes in the Levelized Energy Adjustment Clause (LEAC) rate.
- Water purchases from the Navy increased by \$1.6 million (23%) as GWA sourced additional supply to meet customer needs.
- Salaries rose by \$1.5 million (6%) due to a year-end pension adjustment and a structural pay increase implemented in the final quarter of FY2024.
- Retiree healthcare costs increased significantly by \$4 million (87%). This surge was driven by accounting standards that require the recognition of future post-employment benefits. It is important to note that these adjustments do not involve any current cash outlays.

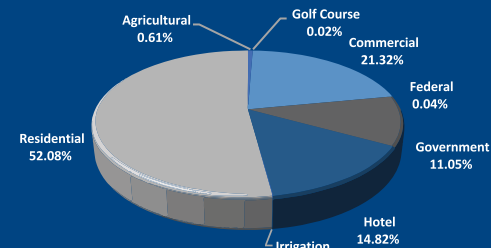
Net Operating Income rose to \$20 million in FY2024 from \$1.9 million in FY2023. Additionally, liabilities declined by \$5.7 million, reflecting stronger financial performance and operational efficiency. GWA also added \$27.5 million in new utility assets to service including key projects that enhance water and wastewater system performance.

Operating Revenues (excluding SDC)	FY2022	FY2023	FY2024	FY24 to FY23 Comparison	
				Increase / (Decrease)	%Change
<b>Water Revenues</b>					
Agricultural	\$ 431,070	\$ 368,471	\$ 501,463	\$ 132,992	36%
Golf Course	70,280	116,491	18,620	(97,871)	-84%
<b>Commercial</b>	13,720,269	14,461,167	17,467,530	3,006,363	21%
Federal	28,145	25,097	33,854	8,757	35%
Government	7,611,024	7,514,091	9,053,937	1,539,846	21%
<b>Hotel</b>	7,125,401	9,046,164	12,143,153	3,096,989	34%
Irrigation	39,113	34,965	38,727	3,762	11%
<b>Residential</b>	37,709,793	37,209,436	42,668,267	5,458,831	15%
<b>Total Water Revenues</b>	<b>\$ 66,735,095</b>	<b>\$ 68,775,882</b>	<b>\$ 81,925,551</b>	<b>\$ 13,149,669</b>	<b>19%</b>
<b>Wastewater Revenues</b>					
Commercial	\$ 8,373,667	\$ 8,538,306	\$ 9,280,158	\$ 741,852	9%
<b>Federal</b>	6,110,211	7,094,928	9,093,663	1,998,735	28%
Government	4,391,010	4,356,099	5,583,721	1,227,622	28%
<b>Hotel</b>	6,523,248	8,100,157	10,835,621	2,735,464	34%
<b>Residential</b>	9,327,418	9,389,071	11,077,096	1,688,025	18%
<b>Total Wastewater Revenues</b>	<b>\$ 34,725,554</b>	<b>\$ 37,478,561</b>	<b>\$ 45,870,259</b>	<b>\$ 8,391,698</b>	<b>22%</b>
<b>Operating Expenses</b>					
<b>Power purchases</b>	\$ 18,577,440	\$ 24,397,961	\$ 21,892,448	\$ (2,505,513)	-10%
<b>Water purchases</b>	5,656,471	7,038,954	8,662,002	1,623,048	23%
Sludge (waste) disposal fees	658,813	676,362	1,099,837	423,475	63%
Depreciation	28,462,573	30,911,997	30,172,311	(739,686)	-2%
<b>Salaries, wages and benefits</b>	22,191,629	24,470,756	25,922,460	1,451,704	6%
Administrative and general	7,297,610	8,346,930	8,213,661	(133,269)	-2%
Contractual	4,492,845	5,421,883	5,237,504	(184,379)	-3%
<b>Retiree benefits</b>	8,864,985	4,621,864	8,661,999	4,040,135	87%
<b>Total Operating Expenses</b>	<b>\$ 96,202,366</b>	<b>\$ 105,886,707</b>	<b>\$ 109,862,222</b>	<b>\$ 3,975,515</b>	<b>4%</b>

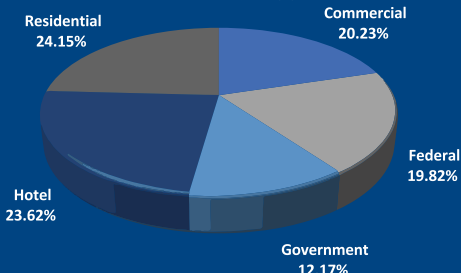
Water Demand and Wastewater Flows by Rate Class	FY2022	FY2023	FY2024	FY24 to FY23 Comparison	
				Increase / (Decrease)	% Change
<b>Water Demand (in '000 gallons)</b>					
Agricultural	65,719	49,748	59,551	9,803	20%
Golf Course	3,796	6,415	158	(6,257)	-98%
<b>Commercial</b>	818,460	816,393	840,261	23,868	3%
Federal	1,389	1,099	1,317	218	20%
Government	471,943	445,116	462,968	17,852	4%
<b>Hotel</b>	462,757	554,767	635,654	80,887	15%
Irrigation	4,888	3,242	3,460	218	7%
<b>Residential</b>	3,450,574	3,185,230	3,115,717	(69,513)	-2%
<b>Total Water Demand</b>	<b>5,279,526</b>	<b>5,062,010</b>	<b>5,119,086</b>	<b>57,076</b>	<b>1%</b>

Wastewater Flows (in '000 gallons)	FY2022	FY2023	FY2024	FY24 to FY23 Comparison	
				Increase / (Decrease)	% Change
Commercial	585,512	570,488	548,241	(22,247)	-4%
Federal	508,438	558,530	607,799	49,269	9%
Government	365,856	341,718	375,420	33,702	10%
Hotel	318,491	376,947	425,057	48,110	13%
<b>Residential</b>	2,051,330	1,906,036	1,849,134	(56,902)	-3%
<b>Total Wastewater Flows</b>	<b>3,829,627</b>	<b>3,753,719</b>	<b>3,805,651</b>	<b>51,932</b>	<b>1%</b>

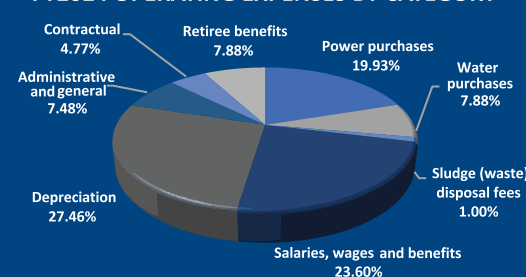
FY2024 WATER REVENUES BY RATE CLASS



FY2024 WASTEWATER REVENUES BY RATE CLASS



FY2024 OPERATING EXPENSES BY CATEGORY





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With the close of FY2024, GWA completed its 3rd Five-Year Financial (Rate) Plan & Capital Improvement Program (CIP). Each Five-Year Rate Plan is designed to support the operation of our water and wastewater systems, and more importantly, to provide the financial support needed to make critically needed upgrades, improvements and capital replacement of those systems. This demonstrates the Authority's proven ability to effectively plan and execute. Looking ahead, GWA's FY2025 – FY2029 Five Year Rate Plan and CIP will address:

- **Completion of 2011 Court Order:** with 98% of compliance items completed, GWA will achieve 100% completion in FY2026
- **Water Treatment Challenges for PFAS and Other Emerging Contaminants:** GWA has already started to construct additional water treatment systems to address PFAS in advance of new federal regulations taking effect. Over \$200M has been allocated in the Five-Year CIP to design and construct new centralized treatment systems for these drinking water challenges
- **Water Loss Control Program:** GWA will continue its advancement of our comprehensive program for water loss through:



» **Pressure Zone Realignment** – completion of Phase 2 construction and Phase 3 design to bring service pressures within our targeted Levels of Service (LOS)



» **District Metered Areas (DMA)** – new capital improvements to add 15 new DMAs to the existing 21 DMAs for a total of 36 DMAs island-wide



» **Pipe Replacements** – advancement of multiple design and construction packages for replacement of pipelines that are well beyond their useful service life



» **Pilot Testing and Implementation of Advance Metering Infrastructure** – deployment and testing of hundreds of advanced meters to provide real-time consumption data to improve system monitoring, leak detection and repair response

» **Water Production Control** – advancement of production well control system modernization to align production to consumption needs as water loss reductions are realized

- **Partial Consent Decree:** GWA will continue to meet compliance milestones for assessment, planning, design and construction of improvements to our wastewater collection system (sewer pipes, pump stations, etc.) as well as for operational and maintenance improvements.

GWA will also take positive action to address recent workforce challenges to employee attraction and retention, including competition from the private sector and federal agencies/contractors. The CCU has authorized regular updating of GWA's employee compensation studies, and has provided for bringing the Authority's pay scales more in line with national medians to improve employee retention and recruitment.

## WE WANT TO HEAR FROM YOU!

Do you like this report? Do you believe it should include different or additional information? Please let us know by contacting our General Manager at [mcbordallo@guamwaterworks.org](mailto:mcbordallo@guamwaterworks.org). More information is available on GWA's website, [www.guamwaterworks.org](http://www.guamwaterworks.org) or [www.guamccu.org](http://www.guamccu.org)

