



BEFORE THE GUAM PUBLIC UTILITIES COMMISSION

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|---------------------------------|---|-------------------------|
| PETITION FOR APPROVAL OF |) | GPA DOCKET 25-09 |
| PROCUREMENT OF |) | |
| COMPREHENSIVE UNARMED |) | |
| UNIFORMED SECURITY GUARD |) | ALJ REPORT |
| SERVICES BY THE GUAM |) | |
| POWER AUTHORITY |) | |
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INTRODUCTION

This matter comes before the Guam Public Utilities Commission (the “PUC”) pursuant to the March 7, 2025 Petition for Approval of Procurement of Comprehensive Unarmed Uniformed Security Guard Services (hereinafter referred to as the “Petition”) filed by the Guam Power Authority (“GPA”).

BACKGROUND

Back in 2022, GPA issued IFB GPA-033-22, which sought unarmed, uniformed security guard services for key assets and locations.¹ GPA thereafter entered into a contract for an initial term of one year (with two year-long renewal options). Based on purchase orders submitted by GPA pursuant to a Request for Information issued by the undersigned Administrative Law Judge (the “ALJ”) on March 14, 2025, the subject contract for services is set to expire in June of this year.

¹ GPA Resolution No. 2020-22, issued by the Consolidated Commission on Utilities, p. 1 (Oct. 20, 2020), filed in GPA Docket 21-02.



DISCUSSION

A. Contract Review Protocol

Pursuant to 12 G.C.A. §12105, GPA may not enter into any contractual agreements or obligations which could increase rates and charges without the PUC's express approval. Furthermore, GPA's Contract Review Protocol requires that "[a]ll professional service procurements in excess of \$1,500,000" require "prior PUC approval . . . **which shall be obtained before the procurement process is begun.**"²

B. GPA's Petition to Procure Comprehensive Unarmed Uniformed Security Guard Services, Scope of Services, and Estimated Cost

In its Petition, GPA requests that the PUC approve a procurement related to unarmed uniformed security guard services to protect GPA key assets and locations.³ Since GPA's current contract for security guard services ends in June this year, GPA seeks PUC approval to procure comprehensive unarmed uniformed security guard services for a three-year base period and two one-year option periods.⁴

GPA submits that its "critical infrastructure whose assets, systems, and networks, whether physical or virtual, are considered so vital to the island community, military and nation that the incapacitation or destruction thereof would have a debilitating effect on readiness, economic security, public health or safety, or any combination thereof"⁵

² GPA's Contract Review Protocol, Administrative Docket 00-04, p. 1 (Feb. 15, 2008) (emphasis in original).

³ Petition, p. 1.

⁴ Petition, p. 1.

⁵ Resolution, p. 1.

Indeed, an essential component to GPA's security efforts is "utilizing manned security services along with various technological solutions such as surveillance systems, intrusion detection systems, access control systems", which all together "minimizes security risks to [GPA] customers, personnel and property."⁶

Based on draft IFB documents submitted by GPA, the contractor will be required to provide standard unarmed security guard services, which involves properly vetted personnel who are trained and qualified as security guards. The services also include the provision of energy efficient transportation means, such as electric golf carts and buggies, to be used for any perimeter surveillance.

These guards must also conduct and log routine surveillance of the facility, to include perimeter fencing, windows, gates, locks, and any barriers; respond to security threats and breaches; respond to any suspicious and unpermitted activities; respond to fire and safety hazards; prepare incident reports and contact proper authorities when necessary; and also provide immediate assistance during an emergency. Other responsibilities may further include assisting with access control measures; and monitoring activities through the use of security cameras.

GPA estimates the annual cost of such a contract at \$1,055,000 to \$1,155,500, for a total of \$5,275,000 to \$5,727,500 over five years.⁷

⁶ Resolution, p. 1.

⁷ Petition, p. 2.

C. CCU Resolution No. FY2025-12

The instant Petition is supported by Resolution No. GPA FY2025-12 issued by the CCU (“Resolution”). Pursuant to the Resolution, the CCU found that the subject procurement was “reasonable, prudent and necessary”⁸ inasmuch as GPA’s “infrastructure whose assets, systems, and networks, whether physical or virtual, are considered so vital to the island community, military and nation that the incapacitation or destruction thereof would have a debilitating effect on readiness, economic security, [and] public health or safety.”⁹

The CCU found that GPA must defend against risks and threats to the agency by “utilizing manned security services[,] along with various technological solutions[,] such as surveillance systems, intrusion detection systems, access control systems” in an effort to reduce security risks to GPA customers, personnel and property.¹⁰ The CCU therefore authorized the issuance of the subject procurement.¹¹

CONCLUSION

Based on this record, the ALJ finds that the subject procurement is prudent, reasonable, and necessary. This Commission has recognized in prior dockets that the physical security of GPA’s assets, facilities, and certainly personnel are critical to its daily operations. Without a doubt, GPA should exercise its best efforts in obtaining security for GPA’s assets and personnel in order to protect its power-generation facilities from threats

⁸ Resolution, p. 2.

⁹ Resolution, p. 1.

¹⁰ Resolution, p. 2.

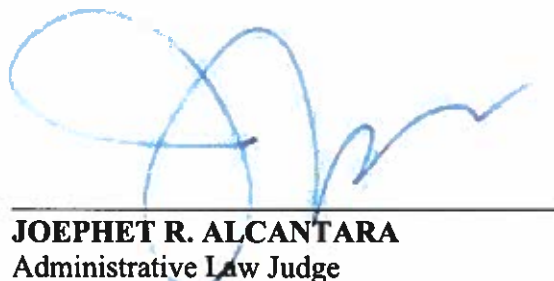
¹¹ Resolution, pp. 3-4.

of damage, tampering, vandalism, theft, and even terrorist activities, most especially during these times where generation capacity is crucial and potentially limited. Overlooking this need may risk threatening the public health, welfare and safety of the island.

RECOMMENDATION

Based on the foregoing, the ALJ recommends that the PUC approve GPA's Petition. Accordingly, GPA should be authorized to issue a procurement related to comprehensive unarmed uniformed security guard services to protect GPA key assets and locations. A proposed Order is submitted herewith for the Commissioners' consideration.

Dated this 24th day of March, 2025.



JOEPHET R. ALCANTARA
Administrative Law Judge

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