

BEFORE THE GUAM PUBLIC UTILITIES COMMISSION

**PETITION TO AWARD CONTRACT)
FOR COMPREHENSIVE UNARMED)
UNIFORMED SECURITY GUARD)
SERVICES BY THE GUAM)
POWER AUTHORITY)
_____)**

**GPA DOCKET 25-18
ORDER**



INTRODUCTION

This matter comes before the Guam Public Utilities Commission (the “PUC”) pursuant to the September 5, 2025 Petition to Award Contract for Comprehensive Unarmed Uniformed Security Guard Services to Pacific Island Security Agency (“PISA”) (hereinafter referred to as the “Petition”) filed by the Guam Power Authority (“GPA”).

On September 22, 2025, the Administrative Law Judge of the PUC (the “ALJ”) assigned to this matter filed an ALJ Report that included his findings and recommendations based on the administrative record before the PUC. The ALJ found the following.

DETERMINATIONS

In GPA Docket 25-09, this Commission authorized GPA to solicit services for comprehensive unarmed, uniformed security guard services for key assets and locations.¹ Thereafter, on May 8, 2025, GPA issued Invitation For Bid GPA-059-25 (“IFB 59-25”), which solicited bids for the security services.² On June 12, 2025, GPA opened three bids that responded to IFB 59-25.³ On June 30, 2025, GPA’s current contract for security

¹ PUC Order, GPA Docket 25-09, p 5 (Mar. 27, 2025).

² Petition, p. 2.

³ Petition, p. 2.

services expired, requiring GPA to enter into a month-to-month contract with its current vendor, PISA.⁴

After a review of the submitted bids, GPA's evaluation committee concluded that PISA was the lowest responsible and responsive bidder at \$100,039.20 per month, and \$1,200,470.40 per year.⁵ On August 26, 2025, the Consolidated Commission on Utilities (the "CCU") approved the contract award to PISA and authorized the expenditure of \$3,601,411.20 for an initial three-year term; and \$2,400,940.80 for an additional two-year option term, for a total of \$6,002,352.00 for the contract.

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."⁶

B. GPA's Petition to Approve the Contract Award for Comprehensive Unarmed Uniformed Security Guard Services

In its Petition, GPA requests that the PUC approve its contract award to PISA for comprehensive unarmed uniformed security guard services. GPA submitted that its "power system is "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,

⁴ Petition, p. 2.

⁵ Petition, p. 2.

⁶ GPA's Contract Review Protocol, Administrative Docket 00-04, p. 1 (Feb. 15, 2008) (emphasis in original).

economic security, public health or safety, or any combination thereof”⁷ Indeed, an essential component to GPA’s security efforts in defending “against risks and threats” 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.”⁸

Based on IFB 59-25, the contractor will be required to provide standard unarmed security guard services, which involves properly vetted personnel who are trained and qualified as roving security guards. The contract requires guards to be assigned to the Gloria B. Nelson building in Fadian; the Supply Warehouse and Storage Yards, and the Transmission and Distribution building in Dededo; the Dededo Combustion Turbine Power Plant and Substation Warehouse Compound; the Yigo Diesel/Yigo Combustion Turbine Power Plant; and the Cabras Power Plant compound in Piti.

These guards will be posted in their assigned compound premises and must enforce access control policies and procedures; conduct routine surveillance of the facility; 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.

⁷ GPA Resolution No. FY2025-24, issued by the CCU, p. 1 (Aug. 26, 2025).

⁸ Resolution, p. 1.

C. Term and Cost

GPA seeks authorization of \$3,601,411.20 for the initial three-year contract term; and \$2,400,940.80 for the two-year option term, for a total of \$6,002,352.00 for entire five-year life of the contract. GPA submits that the funding source for the security services will be drawn from its revenues.

D. CCU Resolution No. FY2025-24

The instant Petition is supported by Resolution No. GPA FY2025-24 issued by the CCU. Pursuant to the Resolution, the CCU found that the contract is “reasonable, prudent and necessary”⁹ inasmuch as GPA’s “power system” is “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.”¹⁰

The CCU found that GPA’s Comprehensive Security Strategy and Plan, which was developed in partnership with federal agencies such as the Department of Homeland Security, Department of Energy, Department of Defense, the Federal Bureau of Investigation, and Guam Homeland Security, contemplates “multiple layers of protection to defend against risk and threats” by employing “manned security services and technological solutions such as surveillance systems, intrusion detection systems, [and] access control systems” in an effort to reduce security risks to GPA customers, personnel

⁹ Resolution, p. 2.

¹⁰ Resolution, p. 1.

and property.¹¹ The CCU therefore authorized GPA to enter into a contract with PISA, at a cost of \$3,601,411.20 for an initial three-year term. The CCU further authorized GPA to exercise two additional option years at a cost of \$2,400,940.80 if it elects to do so.¹²

CONCLUSION

Based on this record, the ALJ found that the subject contract is prudent, reasonable, and necessary. The ALJ further found that 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. Additionally, the ALJ found that, 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 of damage, tampering, vandalism, theft, and even terrorist activities, most especially during these times where generation capacity is crucial. Overlooking this need may risk threatening the public health, welfare and safety of the island. In addition, the contract award was based on the submission of three bids, which appears to have been fairly competitive.

RECOMMENDATION

Based on the foregoing, the ALJ recommended that the PUC approve GPA's Petition. Accordingly, GPA should be authorized to enter into a contract with PISA related to comprehensive unarmed uniformed security guard services to protect GPA's key assets and locations. Correspondingly, the PUC should authorize the expenditure of \$3,601,411.20 for an initial three-year term; and \$2,400,940.80 for the two additional option years at a cost of \$2,400,940.80, for a total of \$6,002,352.00.

¹¹ Resolution, p. 1.

¹² Resolution, p. 2.

The Commission hereby adopts the findings in the September 22, 2025 ALJ Report and therefore issues the following.

ORDERING PROVISIONS

Upon careful consideration of the record herein, and for good cause shown, on motion duly made, seconded and carried by the affirmative vote of the undersigned Commissioners, the Commission hereby ORDERS the following:

1. That the instant Petition is hereby APPROVED.
2. GPA is authorized to expend \$3,601,411.20 for an initial three-year term; and \$2,400,940.80 for the two additional option years at a cost of \$2,400,940.80, for a total of \$6,002,352.00 with Pacific Island Security Agency.
3. GPA is ordered to pay the PUC's regulatory fees and expenses, including and without limitation, consulting and counsel fees, and the fees and expenses associated with this matter. Assessment of the PUC's regulatory fees and expenses is authorized pursuant to 12 G.C.A. §§ 12103(b) and 12125(b), and Rule 40 of the Rules of Practice and Procedure before the PUC.

[SIGNATURES TO FOLLOW ON NEXT PAGE]

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SO ORDERED this 25th day of September, 2025.



JEFFREY C. JOHNSON
Chairman

ROWENA E. PEREZ-CAMACHO
Commissioner

JOSEPH M. McDONALD
Commissioner

MICHAEL A. PANGELINAN
Commissioner

PETER MONTINOLA
Commissioner

DORIS FLORES BROOKS
Commissioner

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