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OFFICE OF THE PUBLIC AUDITOR
PROCUREMENT APPEALS

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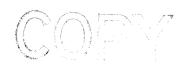
Attorneys for the Department of Public Works

BEFORE THE GUAM PUBLIC AUDITOR Procurement Appeal

IN THE APPEAL OF:) DOCKET NO. OPA-PA 09-005
GUAM COMMUNITY IMPROVEMENT FOUNDATION, INC.) MOTION FOR PROTECTIVE) ORDER; SUPPORTING) MEMORANDUM OF POINTS &
Appellant.) AUTHORITIES))

MOTION FOR PROTECTIVE ORDER

This motion is made pursuant to direction by the Hearing Officer in this Appeal during the Status Hearing on 15 September 2009. Accordingly, the Department of Public Works, Government of Guam ("DPW") hereby moves for a protective order precluding third party disclosure of the proposals and attendant negotiations occurring in this matter prior to the award of a contract. This motion is based on Procurement Regulations, 2 GAR, §§3114(h)(1), and 3116(b) which clearly prohibit disclosure of proposals until an award of a contract has been made.



An award of the contract has not yet been made in this procurement. Negotiations

leading to an award were in-progress at the time Appellant filed its 11 August 2009

protest. Accordingly, a protective order precluding disclosure of either of the three bid

proposals is entirely consistent with Guam procurement law.

MEMORANDUM OF POINTS AND AUTHORITIES SUPPORTING MOTION FOR PROTECTIVE ORDER

A. 2 GAR § 3116(b) Prohibits Pre-Award Proposal Disclosure.

As previously pointed out and argued in the Government's responses to Items 3

and 4 in the protest contained in DPW's "Appeal Response," Exhibit G-1 to the Agency

Report, Bates Numbers 000187-000188, no proposal is subject to disclosure prior to an

award of the contract for the JFK High School re-build. In this procurement, DPW was

in negotiations with IBC for the financing, construction, lease and lease back of the JFK

High School at the time of the Guam Community Improvement Foundation, Inc.

("GCIF"), 11 August 2009 protest resulting in freezing these negotiations and the

procurement process generally.

Essentially, at this stage in the procurement, GCIF is protesting the selection of

IBC as the best qualified proposer; it is not protesting an actual award. Consequently,

release of information prior to an actual award would be improper.

As DPW pointed out in the Appeal Response, 2 GAR § 3114(h)(1) directs that:

Proposals and modifications shall be time-stamped upon receipt and held in a secure place until the established due date. Proposals shall not be opened publicly nor disclosed to unauthorized persons, but shall be opened in the presence of two or more procurement officials. A Register of Proposals shall be established which shall include for all proposals. . . . The Register of Proposals shall be opened to public inspection only after award of the contract.

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In the Appeal of: Guam Community Improvement Foundation, Inc.

Motion for Protective Order by DPW

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<u>Proposals of offerors who are not awarded the contract shall not be opened to public inspection.</u> (emphasis added).

The proscription against the pre-award disclosure of proposals is further evident in 2 GAR § 3116(b), which directs that "Information furnished by a bidder or offeror pursuant to this Section shall not be disclosed outside of the General Service Agency, Director of Public Works, or the head of a Purchasing Agency without prior written consent by the bidder or offeror." It is almost universally the case that prior to an award in a solicitation based on a request for proposals, proposals will not be disclosed until some sort of final decision or award has been issued. See, generally Michaelis, Montanari & Johnson v. Superior Court, 136 P.3d 194, 44 Cal.Rptr.3d 663 (Cal. 2006) (holding that under California's Public Records Act there was a preponderant governmental interest in not disclosing proposals prior to the completion of negotiations, canvassing both state and federal precedent and noting the requirements of the Model Procurement Code with respect to Registrations of Proposals).

IBC's proposal is covered by 2 GAR § 3116(b), and because IBC has not consented to the disclosure of its proposal, IBC's Proposal cannot be disclosed until the contract is awarded.

B. 2 GAR § 3114(h)(2) Prohibits the Disclosure of Trade Secrets and Other Proprietary Data.

Title 2 GAR §3114(h)(2) provides that:

If the offeror selected for award has requested in writing the nondisclosure of trade secrets and other proprietary data so identified, the head of the agency conducting the procurement or a designee of such office shall examine the request in the proposal to determine its validity prior to entering negotiations. If the parties do not agree as to the disclosure of data in the contract, the head of the agency conducting the procurement or a designee of such officer shall inform the offeror in writing what portion of the proposal will be disclosed and that, unless the offeror withdraws the proposals or protests under 5 GCA Chapter 5

page 3 of 4 pages In the Appeal of: Guam Community Improvement Foundation, Inc. Motion for Protective Order by DPW Office of the Public Auditor – Docket No. OPA-PA 09-005 18 September 2009 Article 9 (Legal and Contractual Remedies) of the Guam Procurement Act, the proposal will be so disclosed.

IBC's proposal states on the second page of its proposal in a "Legend" as follows:

LEGEND: This proposal includes data that shall not be disclosed outside the Government and shall not be duplicated, used, or disclosed – in whole or in part – for any purpose other than to evaluate this proposal. If, however, a contract is awarded to this offeror as a result of – or in conjunction with – the submission of this data, the Government shall have the right to duplicate, use, or disclose the data to the extent provided in the resulting contract. This restriction does not limit the Government's right to use information contained in this date if it is obtained from another source without restriction. The data subject to this restriction are contained in sheets [ALL].

The regulations are perfectly clear: before the contract is awarded, the disclosure of any proprietary information or trade secrets contained in IBC's Proposal is expressly prohibited by 2 GAR § 3114(h)(2). When the OPA requested DPW to transfer all three proposals submitted by offerors, this Office designated the proposals as proprietary by filing a "Supplemental Procurement Record (Proprietary) Transmittal Cover Sheet (Filed Under Seal)" and requested that the proposals "submitted exclusively to the Office of the Auditor ("OPA") under seal herewith, [be kept] strictly confidential . . . " Supplemental Procurement Record (Proprietary) Transmittal Cover Sheet filed 8 September 2009.

Based upon the foregoing authority DPW, hereby requests that a protective order be issued, sealing the proposals and attendant negotiations prior to contract award.

Dated this 18th day of September 2009.

OFFICE OF THE ATTORNEY GENERAL Alicia G. Limtiaco, Attorney General

Bv

Benjamin M. Abrams Assistant Attorney General

EXHIBIT A

The John F. Kennedy High School community has come together to express our support of the JFK re-build project that was mandated by PL 29-114, and which has been supported by your administration through the efforts of the Department of Public Works, and the Guam Economic Development Authority.



As parents, teachers and students who are affected by the educational crisis created by the closure of the JFK campus, we are acutely aware of the hardships that are caused by every single day of delay in getting our Islanders back to their home. A major portion of the JFK High School Community has suffered enough already while we stood by and waited for the Government to follow through with re-building our Campus. We have been supportive and patient. We have endured the trials of the situation and have done so with heavy hearts, but still holding out hope that in the end, the Government would come through for us. With all of the difficulties that we have had to overcome just to get the education to which each and every one of us are entitled, it has been much like walking through a tunnel.

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Chief Public Auditor please help the Islanders get back home to our Upper Tumon campus again.

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g	Rafael Taitano	683-2666	Ragnol	V
10	Steven mendiola	637-0236	m	V
11	Rachel Cabrera	687-7701/868-0240	Rochel Do Calera	/
12	Jaquin Bas	878-3120	Jaquin Blas	
13	Jaesha Tudela	633-2420/987-1252	Fulle	/
14	Salalila, Larissa	678-1294/929-1882	28 Salalila	✓
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15	Brianna Smith	488-4685	Biangh Kl	
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24	Harrin Larasca	964-3064	[Marasea]	V
25	Mia Mira	787-3385	Mamira	√
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	Petitioner's Name	Contact No/Email	Signature	☑ Check if Student
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22	Chad De Sotu	disnactemente_14@ totmail as 929 - 7948 (cell)	Chalifa	/
23	Anne Marte Signing	marie_067@hotmail.vom	A Rawyny ng	
24	Grace Chuffat	929-9731 gracic_Choffed@live.com	HIM.	<u> </u>
25	Jo Dine R. Sentosa	ilovestors_02@hotmail.com	In Denet Sentess	V
26	Ginelyn Bactacl	anime_gin@hotmail.co	n Igaetad	
27	Remedio Runarlunian	smileu-remiyehdirail. 787-3153 (ceil)		
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	Petitioner's Name	Contact No/Email	Signature	☑ Check if Student
1	Ancien Terlaje	472-4690	o ferlij	
2	Russell murciano	632-7612	ppv	/
3	Nicko Inocencio	788 - 14 15	Menocerio	/

	Petitioner's Name	Contact No/Email	Signature	☑ Check if Student
4	Jonathan Acosta			√
5	Kimberly Bexte		Kunboy B.	V
6	Leizi F. Hegado	Rizialayamic, com	jeffydo	<i>J</i>
7	BRANDON DIAZ		Brand - Quin	· ·
8	BOLUS, KATRIMA		Kat Roh	
9	Kayla Anunzo		Jayla Avinso	V
10	Feder John Augustus	691 - (571) Esses @ yok a con	Peter Marches in	
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14	Ulvistian conner		Christian Cumer	V
15	Veriel Casopit		G Caripit	<u> </u>
16	Eugene Fernandez		jugar farrondez	
17	Cherika Garcia		chentas Daria	V
18	Mark Luo		mup love	
19	Brandon Santos		Prendon Sanfor	
20	Javil Unhahan		printlentalon	

Contact No/Email	Signature	☑ Check if Student
	Jarhua F.	
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	2 Januar 1	~
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	Petitioner's Name	Contact No/Email	Signature	☑ Check if Student
38	Frank Ingesii		achy	
39	March 19.7 A			
40	Maricon Manalac.		Marin Manalas.	/
41	ROMAK Macagba	(Morgh	
42	Jan Garcia		Jan Garcia	
43	Juli-Ann T. Cruz		July Coffee	
44	Paul-Myer Basilio		Port-Huge for ho	V
, 45	MEAGNON BURREGO	-	Moray	
46	Renemar Deliveman		Rinemar Delluyour	Person Linux
47	Daniel Déjosa		Hemil Ligar	V
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50	Carmelle Estabill		8 C. ESTULY NO	



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	Petitioner's Name	Contact No/Email	Signature	☑ Check if
├─ `	JUSTIN BALDOVIND	632-4471/just1-gamer R	Min Andrew	- J
2	Dunise Navasca	US3DSALO / denise-Was_ nereal @ holmai	um Plirinehard	/
3	CORCO, Kevin	657 4755 Syamon - Stan 15 809 @ yahoo . com	Questin	

	Petitioner's Name	Contact No/Email	Signature	☑ Check if Student
4	Andrew Aguilo	andrew aguilo Chotmail. com	and a light	
5	Jed Kitcher	483-3866	hed by	
6	Martisha Baldonado	988-9396 martisha tuk@hotmail.	m. laldonalo	✓
7	Judyfabionar	judyfabionar@notmail com	Indyfabional	
8	adame they thereby	mendoga -qdaincahotmail.com	CARCON .	✓ <u> </u>
9	Paul-Nyer Basilio	myer_13 @ hotmail.com	1	V
	Jarm Defeor	787-6721	Leon	
	Lejame Marges	13/cjane-lock Hahow com	Lymichargar	
	Dana Pabunan	637-1659 Forte_meeh@yahou.com	dopabunan	
	ANNA MARIE SOTAM	929-4705/1807amosenja	a P. Sota	V
	Monica Sudo	fanatic_freak GTIQ 188-2785 hotmail.	ion Brdo	/
15	Kayla Karsom	kay-karsom@hotmail.com	Layla	/
16	James Young	James pantoue Hootmailian	Jame Gany	V
17	Alam AR Rajalul	191 and - boy - 260 hotmail.	ord Jan	
18	Jacob Blas	483-7362	John	
19	Jaked Mendiera	969-9335	Japedmonsion	V
20	REINA GUEVARRA	987-1775 reina-camille3@yahoo.com	Fin Jus	V

-	Petitioner's Name	Contact No/Email	Signature	☑ Check if Student
21	1 Kyle Crowe	632.0790 Kyle_the_crowe@ha	1 Nowe	
22	Edwinlee	727-3700 Cluin & 1216@ hofmail	~ .	
23	Jasmine Pieper	Jmesapteperalable.com	1 a - b	/
24	Gladys Dizon	632-1170 gladysanne_dizon22@rahoo.co	m G.A. Demo	
25		988-6378	Lulan	V
26	Steven Nojadera	632-3768 Sannicolas Steven @ yahoo.com	Swarf Jidow	
27	DRAKE DIAZ	477-8037 drstedisza hofmailcon	11.1-	
, 28	Castro, Mcgan Mae M.	mcmegan 03@yakov.com (432-0790)	hxnhx(8fm	/
29	Devin Sarmiento	689-2884	Dan Sumbke	- Indiana di Casa
30	Jose Gionzales	969 8575 tamuning_shorty@hotmade	om Julyule	
31	ANISSA SMALLS	9215410	Ansylow	
32	Mara Trestas	(233-8735)	Oin Diltha	
3	Fesha Demapan	(e33-2673	U. D. Uningan	
4	Tolene Phitymus	637 - 4483	Dutyma	
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1 Melsea Perez 678-1040/898-8292 Color 2 Kevin Paco 678-5567	☑ Check if Student	Signature	Contact No/Email	Petitioner's Name	
	\checkmark	CA	678-1640 898-8292	Melsea Perez	1
	✓	A A A A A A A A A A A A A A A A A A A	642-5567	twin Paco	2
3 Carry am Fichan 0499548. Justa	2/	In the	0499548.	Carry ann Fichan	3

	Petitioner's Name	Contact No/Email	Signature	☑ Check if Student
4	Phoplyn Duran	633-1043	Theplored	
5	Viva Naka	6956-4690	Aubl	
6	Las queli he Zapt		35	1
7	Gima Faraichy	GAT 7896	ainquarties	L
8	Ruth. PHIaia	b 134. ST81	Ruth Atlain	V
9	Realica, Toninse	ur-the-teacher (a) yakov. com	Zhealica	(Teacher)
10	Bryan Misa	929-7089	Pari	
11	Katarina Benovente	631-4440	Katonina Benavene	V
12	Maria victoria d.	888.4485	PmD	Control Land
13	Stephanie Balagot	632-1294	143 alapt	/
14	annabelle Calimlim	938- 6443	A Alili	/
15	Pauleen Mateo	777-8245	Alm	<u> </u>
16	Olivia Estes	686-5446	Oliver Ste	V
17	Marcie Cruz	W9 WW	MarcinArty	
18	Mass Morth	632-4618	Jak	
19	Nelmar Cruz	787-8989	Nwy	
20	ALITA BANICO	788 7903	Off	

	Petitioner's Name	Contact No/Email	Signature	☑ Check if Student
21	Michael (in	(,49-70,137	Mic	
22	Joseph MITANO L'im Christine Ermita	788-6721 /puetka_Welotan	1.2.8.	
23	Christine Ermita	77-1709	Chefter St	<u> </u>
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	Petitioner's Name	Contact No/Email	Signature	☑ Check if Student
1	Gadia, Larden	Ninjasof He past @ Hotmail	Landa Hadia	
2	Natan Chiren	Shiren-Sakura ahotmail-	Stingmy	
3	Balbas Lilibeth	Lili-B4-Beth @ Hotmail.	L. Bulban	

	Petitioner's Name	Contact No/Email	Signature	☑ Check if Student
4	JIA IIN	WUYang citya) USV Con	A	V
5	Teiday. in	Ti-petan hofmail-com	1	
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7	Patricken los		Jahr Mo	
8	CWY 17 Klern		alph	
9	Jaines Ciny,		fame of	
10	Jasun PEDER		Janden De Dies	
11	Vandame Fypper		buch Jan	
12	Donny Sabando		Day SM	
13	Kris delalm		Kur dela bur	7/
14	Monica curterno	nhiga Chotmad.com	h d-eno	
15	20xanne Calimbahin	POXY13a @hotmail.com	to Chill.	
16	MicHAEL ELGARECO		Mind	1
17	Toni Bamba		tomba-	
18	SHY DETHON		12hy	
19	Neliza Ahrakan	717-2934	Mih	
20	Nataska Dueras		Lueras	

	Petitioner's Name	Contact No/Email	, Signature	☑ Check if Student
21	Venteth Aprigne		flux P Amorgan	J. Comment
22	Carmelle Estate //o		0.88 frb//0	V
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1	JAMES ALMAZAN	JAMES TASHIANA QYIHDO.CO	janithry	$\langle V \rangle$
2	JUGANTIN DEFEN	morningsfar_16@ notmail.com	Parguline Donon	
3	MO DUCKEON	hadw-5472@yanov	nctory	\vee

	Petitioner's Name	Contact No/Email	Signature	☑ Check if Student
4	Jo Maric Florendo	788-1884 Owicflorendo@html. 482-3818 / Chloe-regra@hotmaile	com d' florendo	/
5	Angela Platon	482-3888 / chloc_regra@hotmaila	m Angela Polaton	
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1	Adrian Villagomoz	G37-8510	adrian Vellogaray	
2	Nicholas Hermosilla	637 -4946	mufolad h.	
3	Duagne Peters in	U\$60300	Duyre Peters L	\checkmark

	Petitioner's Name	Contact No/Email	Signature	☑ Check if Student
	1 REANH GOLDBYUMN	929-7221	Ragorboan	
ţ	Johnny Loinos	646-7211	Johnny Lainos	
6	Kaelanie manibusan	868-3847	K-manib a sun	\
7	Vircent Unas	641-1796	1/2 ffirs	
8	Monique Macaracy	688 - 1344	Monique according	V
9		727-0159/jesnica_baller	S Jessica amjo	
10	Dalal Mendiala	929-0387	Dowy Wendisha	V
11	edly Lunzales	969-6841	Adlyn Sugales	
12	Peter Pareja	637-36/4	Pote forza	2
13	Jake Ramitez	488-7787	Jak Kaming	
14	Jantay Boldeo	787-8074	ર્વેસપરા દુધાવા '	
15	Brandon Diaz		Brandon Leen	
16	Mandy Lonno	456-3561	hardy Jones	/
17	Deanna Weger	1937-0313 dear deanna @hopmau.com	Deannaweger	
18	Jojamipha T. Tony 6	37-5693 Minimperos @ live.com	Jours	
19	Valene Merdiola	U88-84U8	1 April 1	/
20	Clayton Peredo 63	01-0721 Clay-jay 2005 @ Hotinail.com	Clayton Paedo	/

	Petitioner's Name	Contact No/Email	Signature	☑ Check if Student
21	SANNICOLAS, RAENA JAE	787-2053 Special_angeloz@yahoo	Daniel at	/
22	NOEL REDILA	632-7911	Medita	√
23	WILLE ROMAUTICO	637-8021	Locabela	/
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28	Ken Agran	632 - 8359 898 - 69-26	k safe	
29	NAANIERUSA GOMEZ	929-1712	turikosabromy	<i></i>
30	Mariel Hautea	632-8068	2 Hate	\checkmark
31	Slayton-lawken lare	637-3076	S. Laza	\
32	Nick Duenas	646-9169	Walf Drenal	
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	Faculty & Staff Petitioner's Name	Contact No/Email	Signature
1	Cegile PGombar	Cgombarsclass@yahco.com	n Ambu,
2	Robert A. Vagnoz	r Vaguez O. Sfkirfords.c	A RACLO
3	ANDREW MARTIN	Z LAPL JA@ Smort. con	

	Faculty & Staff Petitioner's Name	Contact No/Email	Signature
4	Vito Glvo	6880480	V
5	Tara R. Tydingco	734-9236	
6	SOWRY CHARGUAINF	707 1585	
7	Chona Iriark	797-0317	Dent
8	Florence Leon Guerrera	483 - 947 4	LO,
9	Dana Bollinger	488-0806	DN Bolly
10	Ben M. Quinata	777 5036	Br. & A
11	Lorena Montague	888-9086	Montaghe
12	Aguan Francis		7.9,
13	Sallan, Ailene	688-4494	Misis
14	BLACTOS ANINA	7273743	A).
15	Stephanie Frias	488-8199	the fire
16	Alfredo Mendora	788.2486	987.
17	Estelita V. Garrido	707-1241	Daro
18	Hedilinga Majan	898.4524	Ahr
19	Angielyn Nicholas	482-7260	Agaly .
20			9

	Faculty & Staff Petitioner's Name	Contact No/Email	Signature
21	Jem TA, TANU	6536479	2)
22	Ken Murphy MATT MUNA	477-5325	r. mg
23	MATT MUNA	689-4055	
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The John F. Kennedy High School community has come together to express our support of the JFK re-build project that was mandated by PL 29-114, and which has been supported by your administration through the efforts of the Department of Public Works, and the Guam Economic Development Authority.



As parents, teachers and students who are affected by the educational crisis created by the closure of the JFK campus, we are acutely aware of the hardships that are caused by every single day of delay in getting our Islanders back to their home. A major portion of the JFK High School Community has suffered enough already while we stood by and waited for the Government to follow through with re-building our Campus. We have been supportive and patient. We have endured the trials of the situation and have done so with heavy hearts, but still holding out hope that in the end, the Government would come through for us. With all of the difficulties that we have had to overcome just to get the education to which each and every one of us are entitled, it has been much like walking through a tunnel.

And just when there appeared to be light at the end of the tunnel, we learned of the protests that were filed against the selection of the winning bidder, International Bridge Corporation. But rather than causing is to despair, these protests have strengthened our resolve to see our Islander Home re-built. It inspired us to confront the Senators who would try to impose a change on the procurement process that would further delay the work needed to get us home. Our Islander spirit remains high, and we call upon you, as the Chief Public Auditor of our Island, to <u>concur</u> with the Declarations of Substantial Government Interests for the People of Guam, and for the good of the JFK Community; and <u>to please declare the protest did not</u> cite any direct or indirect violation of the law relating to the procurement process. Consequently, we request the appeal herein should be rejected and denied allowing the process to move forward.

Chief Public Auditor please help the Islanders get back home to our Upper Tumon campus again.

				☑ Check if
	Petitioner's Name	Contact No/Email	Signature	Student
1	Colotte Beausdiel	,	1/5/11	
2	Erric Robago		Voir prayer	
3	Nadino Biala		nadine Bissa	