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PROCUREMENT APPEAL

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OFFICE OF PUBLIC ACCOUNTABILITY
PROCUREMENT APPEALS
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25-006

Attorneys for Appellant:
GLIMPSES OF GUAM, INC.

BEFORE THE OFFICE OF PUBLIC ACCOUNTABILITY

IN THE APPEAL OF
GLIMPSES OF GUAM, INC.,
Appellant.

NOTICE OF SECOND PROCUREMENT APPEAL

Docket No. OPA-PA- 25-006

To: Office of Public Accountability ("OPA")

Appellant Information

Name: Glimpses of Guam, Inc. ("Glimpses")

Mailing Address: 161 US Army Juan C. Fejeran Street
Barrigada Heights, Guam 96913

For purposes of this Appeal, please direct filings and correspondence to Glimpses' legal counsel:

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Appeal Information

A. Purchasing Agency: Guam Visitors Bureau

B. Procurement No.: GVB RFP 2025-002 Integrated Communications, Advertising and Even Support Service

C. Decision being appealed was made on March 21, 2025, by Gerald S.A. Perez, Deputy General Manager, which was received by undersigned counsel on March 24, 2025. A copy of said Decision Denying Protest is attached hereto as Exhibit "7".

D. Appeal is made from the Decision Denying Protest and Award.

E. Names of competing Bidders, Offerors, or Contractors known to Appellant: "The Manhita Team"; Galaide; and, Greenlight. No bidder exists named RIMS or Ruders Integrated Marketing Strategies.

F. Only on March 21, 2025, "The Manhita Team" bid was first disclosed. This is despite the Glimpses Sunshine Law and Freedom of Information Act Request served on GVB on January 27, 2025. Exhibit "4".

G. On March 24, 2025, Decision Denying Protest was served on Glimpses. Exhibit "7".

Statement Supporting the Appeal

1. Background

Between January 1, 2024 and December 26, 2024, Glimpses was issued and held a Contract for the GVB marketing services.

On December 27, 2024, GVB issued RFP 2025-002.

On January 17, 2025, "The Manhita Team" submitted its bid. See Exhibit "1", a true and accurate excerpt copy of The Manhita Team bid, Bates No. GVB0697 through GVB074, attached. Likewise, on January 17, 2025, Glimpses also timely submitted its bid.

1 On January 17, 2025, GVB evaluated four (4) bidders was completed and The
2 Manhita Team was ranked number 1 with 271 points. *See Exhibit "2"*, GVB Evaluations
3 of four (4) bidders, attached.

4 On January 21, 2025, GVB sent Notice of Intent to Award to Glimpses and
5 advised that Ruders Integrated Marketing Strategies ("RIMS") shall be awarded the
6 new contract. *See Exhibit "3"*, GVB Notice of Intent to Award, attached.

7 On January 27, 2025, Glimpses served its Sunshine Law and FOIA Request for all
8 documents that included "1. The bid submissions of RIMS ... correspondence and
9 documents of all kind and nature related to bid submissions for GVB RFP No. 2025-
10 002". *See Exhibit "4"*, attached.

11 Yet on February 1, 2025, GVB refused to produce and concealed "The Manhita
12 Team" bid, but produced that part of the procurement record that they elected and
13 preferred to show to Glimpses.

14 On February 24, 2025, GVB Notice was issued that the Award was necessary
15 without delay to protect the substantial interests of Guam. *See Exhibit "5"*, attached.
16 However, the GVB Notice failed to comply with 5 GCA § 5425(c) Decision (2) "inform
17 the protestant of its right to administrative and judicial review".

18 On March 11, 2025, Glimpses filed its Notice of Procurement Appeal to the Office
19 of Public Accountability ("OPA"). Therein, at p. 3, Glimpses invoked the automatic
20 stay of 5 GCA § 5425(g).

21 On March 21, 2025, GVB signed its Procurement Record. *See GVB Procurement*
22 *Record cover sheet, Exhibit "6"*, attached. Glimpses received for the first time
23 disclosure of "The Manhita Team" bid. *See Exhibit "1"*. In contrast, no bid was
24 submitted individually by RIMS. Therein, Glimpses learned for the first time that on
25 March 4, 2025, GVB acted, without notice to Glimpses or the public, to allegedly execute
26 a contract with RIMS. *See Decision Denying Protest, Exhibit "7"* at ¶14, p. 3. However,
27 no such RIMS and GVB contract has been disclosed or produced to Glimpses thus far.

28

1 On March 24, 2025, service was made on Glimpses of the GVB Decision Denying
2 Protest. See Exhibit "7", Decision Denying Protest dated March 21, 2025, attached.
3 Therein, GVB made first disclosure that an actual contract was executed by GVB with
4 RIMS, although no copy of such contract has been produced or disclosed to Glimpses.

5 In the evaluation, Glimpses was ranked third with 220 points and "The Manhita
6 Team" was ranked first with 271 points. However, only RIMS received a contract from
7 GVB, not "The Manhita Team". See Exhibit "1" ("The Manhita Team" bid excerpt first 7
8 pages).

9 On April 2, 2025, Glimpses filed and served its Notice of Second Protest of this
10 procurement. GVB failed and refused to respond in any manner to Glimpses Second
11 Protest. This second appeal follows.

12 **2. No Individual RIMS Bid Was Ever Submitted in Response to the RFP**

13 Based on the surprise and belated required disclosure of the GVB Procurement
14 Record, the OPA and Glimpses may now review and see that "The Manhita Team"
15 submitted a comprehensive bid for the award of the contract. See Exhibit "1". Fourteen
16 (14) times "The Manhita Team" is named in their bid submission. Exhibit "1".
17 However, GVB has no intention and, according to its documents, will not award or
18 execute any contract with "The Manhita Team". The latest reports and documents from
19 DRT show that no such "Team" was incorporated, is not a filed partnership and nor a
20 dba of any actual companies associated with the "Team"; that are, Big Fish Creative,
21 Inc., Ruder Integrated Management Services, Inc. and SKIFT.

22 Instead, the DRT documents available reveal that corporation papers do exist for
23 a separate "Manhita Corporation" (1998) and "Manhita Guam LLC" (2012) which are
24 duly authorized and established corporations. None of the available recorded papers
25 from DRT relate to "The Manhita Team". "Manhita Guam LLC" was organized on
26 August 8, 2012 for the purpose of "coin-operated ..." laundry facilities; and, "Manhita
27 Corporation" was formed on March 27, 1997 to engage in operation of a "bar and
28

1 restaurant". See Exhibit "8", DRT filed Manhita Articles of Organization and
2 Incorporation, respectively. Review of DRT filings supports only the thesis that The
3 Manhita Team is not only an illusion, but misrepresents other duly registered and
4 existing Guam corporations with no legal connection to this "Team".

5 GVB has zero factual basis in the procurement record to assume or conclude, as it
6 did, that: "Big Fish and RIMS partnered" and "... a formal partnership, formed to
7 respond to the ICAESS RFP ..." existed. See Decision Denying Protest at pg. 2, ln. 18,
8 Exhibit "7". Moreover, GVB called the prevailing bidder as "RIMS' submission ...".
9 *Id.* at pg. 3, ln. 18-19; also, p. 4, ln. 3 ("RIMS/Manhita submission" and "Skift"). GVB
10 cannot make a case that any partnership entity of "The Manhita Team" exists; and even
11 if it did, the award could only be to "The Manhita Team" - an informal collaboration of
12 three (3) separate entities.

13 The bid documents that Manhita filed, and what GVB recognized, and was
14 received was only "The Manhita Team" bid. This is confirmed in the Evaluation sheets.
15 Specifically, the actual evaluations of GVB were made only on the understanding and
16 express finding that "Manhita" or "The Manhita Group" was a bidder on the RFP. See
17 Exhibit "2", Evaluations at GVB0243, GVB0255, GVB0256, GVB0265, GVB0266,
18 GVB0275 and GVB0276. At no time was RIMS evaluated as a sole bidder. In a final
19 analysis, it appears this group represented themselves as either a partnership or a joint
20 venture entity.

21 No stretch can be made that "The Manhita Team" may call itself a dba of RIMS.
22 It is clear that Big Fish Creative Inc. and SKIFT are significant and perhaps major parts
23 or partners in this bid. Because this "Team" is not a dba, a partnership (or a joint
24 venture) that requires identification and a government filing or approval to create such
25 fictitious entity, the bid is a misrepresentation of another individual party or company
26 who was awarded the contract; i.e. RIMS. The non-bidder RIMS has been individually
27 awarded the sole contract for the marketing services required by the RFP. GVB is not
28

1 allowed to accept, select and award a public contract to a individual party who was not
2 evaluated and had no individual bid timely submitted in response to the RFP of GVB.

3
4 **3. GVB's Purported Notice of a Public State of Emergency and Necessity to**
5 **Protect Substantial Interests of Guam Dated February 24, 2025 Is Void**

6 GVB alleges that a February 24, 2025 Notice of Determination of Award Without
7 Delay has sheltered GVB from compliance with 5 GCA § 5425(g) (Automatic Stay). See
8 Exhibit "5". However, GVB has failed to comply with the Guam Procurement Code in
9 several respects and no shelter can be recognized from the automatic stay.

10 First, GVB must comply with 5 GCA § 5425(c) Decision (2) and "inform the
11 protestant of its right to administrative and judicial review". Here, the Decision
12 Denying Protest served on March 24, 2025 (Exhibit "7") is utterly devoid and omits any
13 statutorily required language that informs Glimpses of its rights to protest and appeal.
14 Likewise, GVB's notice dated February 24, 2025 omits the critical and statutorily
15 required notice of appeal rights. See Exhibit "5".

16 Second, GVB failed to issue its Decision Denying Protest first - in the statutory
17 order - required by the code. At Section 5425(c), the Decision is required prior to use
18 and invoke Section 5425(g)(2) and (3). The reason is clear. A protestant must be
19 informed of their right to administrative and judicial review within the extremely short
20 period of two (2) days after receipt of Notice of Determination of Award Without
21 Delay.¹

22 ¹ The protestant can of course always appeal an agency decision "to the Public Auditor within fifteen (15)
23 days after receipt by the protestant of the notice of decision." See *Pac. Data Sys., Inc. v. Guam Dep't of*
24 *Educ.*, 2024 Guam 4, ¶21, citing 5 GCA § 5425(e). A protestant can challenge a procurement on "any
25 phase of solicitation or award including, but not limited to, specifications preparation, bid solicitation,
26 award, or disclosure of information marked confidential in the bid or offer." See *DFS Guam L.P. v. A.B.*
27 *Won Pat Int'l Airport Auth., Guam*, 2020 Guam 20, ¶ 84, citing 2 GAR Div. 4 § 9101(c)(2). It is possible that
28 many different events that spring from the same solicitation can trigger a protest. *Id.* citing *Guam*
Imaging, 2004 Guam 15 ¶ 28 (citing 26 GAR § 16901(c)(2)). Sometimes, the announcement of an award can
reveal new facts that form a basis for a protest. See *DFS Guam L.P. v. A.B. Won Pat Int'l Airport Auth.,*
Guam, 2020 Guam 20, ¶ 88. A challenge to the failure to legally implement the automatic stay survives the
signing of a contract because the agency acts at its peril by going forward into a contract improperly, and
will be subject on appeal to the reviewer's power to restore the status quo. *Id.* at 149.

1 Third, § 5425(g)(3) is dependent on § 5425(c)(2). Without the Decision and
2 statutorily required information given to a protestant of the right to administrative
3 review, the protestant cannot know that he has merely two (2) days to challenge a
4 finding of an alleged state of emergency or substantial interests of Guam.² In this case,
5 the override of the automatic stay was arbitrary, capricious and an abuse of agency
6 discretion. See Exhibit "5". This is because the only thing attached to justify the Notice
7 was a consultant's findings of what was advisable to procure. *Id.* GVB made no serious
8 attempt to consider the effect on the procurement system integrity when it overrode the
9 automatic stay. See *URS Fed. Servs., Inc. v. United States*, 102 Fed. Cl. 664, 673-74 (2011).

10 Fourth, to the present, GVB has not disclosed any contract executed by either
11 "The Manhita Team", or RIMS, despite the duty to do so under the procurement law
12 requiring the full record of the procurement to be filed and produced with the whole
13 GVB procurement record on appeal.

14 **4. Glimpses' Incorporation by Reference of Notice of Procurement Protest Served**
15 **February 4, 2025, Notice of Procurement Appeal filed on March 11, 2025 and**
16 **Notice of Second Protest Served April 2, 2025.**

17 Glimpses incorporates by reference as if fully set forth herein all of the terms and
18 claims made and set forth in its Notice of Procurement Protest served on February 2,
19 2025, its Notice of Procurement Appeal filed and served on March 11, 2025, and Notice
20 of Second Procurement Protest served on April 2, 2025.

21 **Ruling Requested**

22 Glimpses requests that the Requests for Proposal be voided, and that any
23 Contract awarded to non-bidder RIMS be invalidated and the contract entered be
24 terminated.

25
26
27 ² *Techconsulting, LLC v. United States*, 129 Fed. Cl. 208, 215 (2016). The automatic stay provision cannot
28 function, as intended, if potential bid protestors do not know how long they have to file before they lose
their right to an automatic stay.

Exhibit "1"



Proposal for
Integrated Communications,
Advertising, and Event Support Services
GVB RFP No. 1025-002

COPY

NAVIGATING FORWARD TOGETHER

THE MANHITA TEAM

Submitted by
The Manhita Group
Member of the Manhita Group of Companies
The Manhita Group



EXHIBIT
1



Together

"Chaimara i usq'ia, manhita Ma'iñinas"

"Our race is Chaimara, we are the Ma'iñinas together"

This document and all contents herein are proprietary and confidential. The concepts, ideas, images, photos, designs, and graphics presented in this RFP are the sole property of Rular Integrated Marketing Strategies (RIMS), Big Fun Creative (BFC) and their community partners and may not be used without their written approval.

Cover Letter

January 17, 2025

Dr. Gerald S. A. Perez
Acting President and CEO

Guam Visitors Bureau
401 Pale San Vitores Road
Tumon, Guam 96913

RE: The Manhita Team's RFP Response for Integrated Communications, Advertising, and Event Support Services (GVB RFP No. 2025-002)

Hafia Adai, Dr. Perez,

Enclosed is the Ruder Integrated Marketing Strategies (RIMS) response to GVB's Integrated Communications, Advertising, and Event Support Services (GVB RFP No. 2025-002). We are once again partnering with the team from Big Fish Creative on this pursuit. The Manhita Team of Ruder Integrated Marketing Strategies (RIMS) and Big Fish Creative, Inc., proudly served the Guam Visitors Bureau for 10 years (2011-2020) as its Local Community Brand Building Support Services contractor. This local partnership has provided a unique perspective and set of skills that are difficult to match. We are proud to have worked closely with the GVB team during that decade to further develop and expand the Guam Brand locally and internationally as we stand ready to work alongside you and your team to reposition Guam as a premier destination in the Asia-Pacific region. Additionally, we have also teamed with the global tourism strategists from SKIFT. Led by Oliver Martin, a pre-eminent global tourism authority, the SKIFT team will assist us with strategic oversight of the brand development process.

"Manhita" describes our unified and collaborative approach to supporting GVB's important task of executing Guam's Tourism Recovery Plan. Similarly, the concept of "Manhita" will be recommended throughout the plan to foster a strong strategy of collaboration among the tourism industry to share knowledge, talent, and resources for Guam's benefit. Together, we are stronger, and a strong tourism economy benefits us all. With GVB's important recovery work ahead, we believe that together – as an island, community, industry, and team – we will be *mas megor* (stronger).

We have read and understand the RFP in its entirety and agree to all terms in the outlined scope of work. We understand that GVB seeks the services of a professional team to provide fully integrated communications, branding, advertising, event management and public relations services with an emphasis on strengthening Guam's brand identity. Our team possesses the capabilities, resources and personnel necessary to confidently support GVB for the duration of this contract. Our goal is

that the Manhita RFP response will demonstrate to you and the evaluation committee that we have the depth of experience, creative vision, and administrative capabilities in place to be part of your strong tourism recovery team. We take great pride in managing campaigns and events that are On Scope, On Time and On Budget.

Selecting a trusted local partner will provide efficiencies with both cost as well as community engagement. Ruder Integrated Marketing Strategies (RIMS), owned and managed in Guam, is the lead agency for this partnership. As a locally owned and operated entity, I respectfully request to invoke the local procurement preference clause under section 3.23 Local and Veteran Procurement Preference when selecting the contractor for this RFP. In this response, we include a copy of our Guam business license and confirm that we have no pending legal issues with the government or other private companies. Work for this project will be done out of our office at Suite 207 of the Guam Finance Center in Dededo Guam.

St. Yú's Mar'ise' for the opportunity to present our proposal. We look forward to sharing our vision with you.

Senseramente,



Steve Ruder
President and Principal,
Ruder Integrated Marketing
Strategies (RIMS)



Jenevieve Soblom Ooka
Principal and Managing Director,
Big Fish Creative, Inc.

Evaluation Criteria

Proposals will be reviewed and evaluated on the detailed information provided and the qualifications to perform the services in the RFP. The table illustrates the evaluation criteria weighting of the RFP. It also identifies pages throughout the RFP response where evaluators can locate specific relevant information.

ISSUES	CRITERIA	WEIGHT
POS 4-21	QUALIFICATIONS AND EXPERIENCE <ul style="list-style-type: none"> Describe the qualifications and ability of the Offeror to perform the Scope of Services set forth in this document. Identify the team members and any other key staff personnel to be involved in this project, including their resumes and the roles of each who will perform the services pursuant to this RFP. Provide sufficient detail to support their degree or levels of expertise, job performance, and ability to perform the work contemplated. 	80 pts
POS 24-27	DEMONSTRATED CAPABILITY AND CAPACITY TO RESPOND <ul style="list-style-type: none"> Prospective offerors must demonstrate that they possess the capacity and capability to respond to the broad range of projects, challenges and opportunities that need innovative solutions. Includes a minimum of three (3) examples of similar successful projects to include, but not limited to Project Name, Project Summary, Place, Name of the Organization for whom your firm provided the work. Receipt of Past Performance Questionnaires from references, preferably from those project references. 	8 pts
POS 64-77	QUALITY AND RESPONSIVENESS <ul style="list-style-type: none"> Proof of the license to do business in Guam and statement of no pending legal issues with the government or other private companies. Affidavit (attached) notarized in the state or territory of the offeror's principal place of establishment. At a minimum the Offeror shall provide: <ul style="list-style-type: none"> (a) Name and address of offeror (b) Age of Offeror's business (c) List of all subcontractors for this project. 	8 pts
POS 31-42	PLAN OF PERFORMANCE <ul style="list-style-type: none"> Stranding/Image Building Test Scenario - Summer Event Enticing Travel to Guam 	40 pts
TOTAL MAXIMUM POINTS		136 pts

The Islands Group, Confidential Subcontract, GVB RFP for 2075-057

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Integrated Communications, Advertising, and Event Support Services

Executive Summary

Hóno Adair, the recovery of Guam's tourism economy can be best approached this pandemic, success as a team, everyone comes together to direct and steer the vessel. With The Guam Visitors Bureau (GVB) in that role, the entirety of Guam's leadership, the tourism industry, and the community must come together as a team to help and support efforts to decrease further decline in tourism arrivals and improve the Guam product. If we paddle together in unison with tactics and strategy, we can navigate through any conditions and prosper Guam's tourism vessel forward. The more we work together, the more we can learn about our strengths and cover more distance.

It is as much like the story of our Manihia team. When we joined forces in FY2017, we had to learn how to utilize our resources and skills for the benefit of GVB. We believe in the mission at hand and the importance of the work we have accomplished together. After serving GVB for nearly 10 years, we are confident in our strengths of working together and inspiring our community to get excited again about tourism. In addition to the RFPs and Big Fish collaboration, we will be working with SKIFT, the globally recognized tourism strategy and branding experts, to support the GVB contract SKIFT is well informed about Guam's tourism industry and the challenges it faces. SKIFT will assist the program by bringing a global perspective to our uniquely local challenges while offering world-class counsel on many other tourism practices and trends.

In this RFP response document, you will see that the concept is the foundation of what we propose. A spirit of collaboration and teamwork will be required from the pursuit and the community. Supporting, collaborating, and communicating with stakeholders will

be a big part of the supporting plan. We will rely on these same stakeholders to take GVB's important messages to their teams and share them through their networks.

As a first step, we recommend revisiting the Hóno Adair Pledge Program as the core of GVB's community outreach and engagement plan. This tried and true program, with its established name recognition, will reinforce the important message that tourism needs its residents and businesses to play an active role for it to be successful. The program will reward everyone of tourism's contributing details in the community, much like paddling a canoe, the team must work together so everyone has a chance to win.

As formalized in this process, this Manihia team agrees to all the listed tasks and items as required in this Communications Services RFP.

Supporting Guam's Short-Term Recovery Plan

We applied GVB for its collaborative approach in developing the short-term plan. Team Manihia is a strong proponent of collaborative efforts. We believe that every resident is a tourism stakeholder and has a responsibility to support Guam's top industry. Through the spirit of working together – Manihia – the island will strategically utilize resources, expertise, and human energy to make the plan a reality. Throughout this response document, the Manihia team will continue to stress the importance of welcoming stakeholders with diverse knowledge and experiences in and out of tourism to support the movement to bring tourism back to its glory days before the pandemic, when more than 15 million visitors landed on Guam's shores. With this

new and reframed split of working together GVB can capitalize on having talent and additional resources to support its efforts locally and in the source markets. There is so much to do. With the state of the industry, Guam needs all the support it can get from within the community and the travel and tourism industries.

The plan identified four immediate actions and initiatives to avoid further decline in arrivals to include improvements to the destination GVB has identified the need for investments in improving the Guam product to improve traveler experience, which will be a bright spot to show the island's commitment to improvements. Second, Guam needs to increase and define capacity from its source markets to offer more opportunities for visitors to travel to Guam. Third, an increase in marketing activities and a return of Guam events is a top marketing tool to attract travelers looking for unique experiences. Lastly, GVB noted the need to re-engage the community in supporting tourism.

In the pages ahead, the Manihia team outlines pathways to support the short-term goals while providing sound campaigns that will instill on a consistent strategic marketing and communications plan to put Guam back on top of the list of destinations to travel to in 2025. We include an annual campaign umbrella that focuses on a return to the Only on Guam Experiences that offer interaction with the island's culture and heritage and firsthand experience with the Hóno Adair Spirit.

A Summer 2025 campaign is also outlined to inspire the industry as a whole to participate. GVB will take the lead in conceptualizing an events-based campaign to welcome visitors in waves throughout the summer. With weekly events offered throughout the island and

Guam's tourism district, Guam will entice visitors with many unique experiences found only in Guam. The summer campaign will create an environment of fun and carefree moments in nature, enjoyed with music, and made memorable by food and drinks. Most of all, it will benefit all tourism stakeholders and GVB members who participate.

Supporting Tourism in the Long Term

The Manhita Team has been hired, and developing the Guam Brand alongside GVB, and we believe our in-depth knowledge of the market makes us uniquely qualified to plan and execute Guam campaigns locally and in the source markets. To appeal to the value, budget and luxury segments, Guam has the opportunity to welcome a wider group of visitors by tailoring island experiences to appeal to those markets. By working closely with GVB, we can craft concepts and campaigns that are specific and sustainable.

The Manhita Team will manage GVB's marketing and communications programs with the same professionalism, depth of knowledge, attention to detail, and excellence that GVB has come to trust and rely upon. In 2025, we stand ready to support GVB's short-term, urgent tactical plans with great urgency and through strong messaging and execution of marketing and events campaigns to bolster Guam's visibility in the markets and launch a community campaign to engage our community. Ultimately, our collective goal will be to decrease the further decline in arrivals through Guam's recovery period and increase awareness and support locally for Guam's number one industry and GVB's efforts.

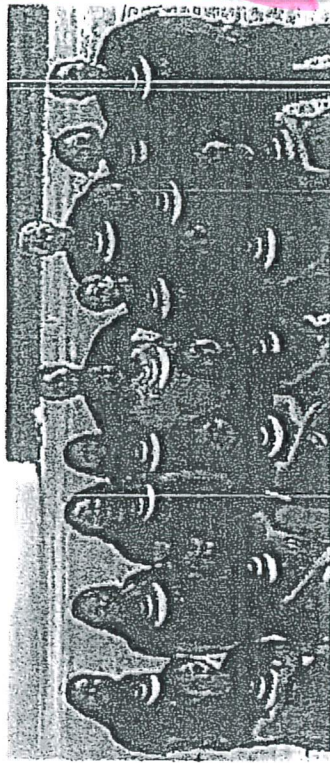
We have listed specific items in this response for how we plan to support those important initiatives and goals. As your marketing and brand partners, we are poised to begin work on long-term planning to support GVB's objectives for a long-term strategic plan:

- Support the new strategic plan that aims to identify realistic new source markets and evaluate Guam's competitive positioning
- Reimagine/brand Guam emphasizing its unique selling points, highlight Guam's unique tourist attractions and experiences, feature Guam's unique Chamorro culture, and present Guam's unique position of "Where America's Day Begins."

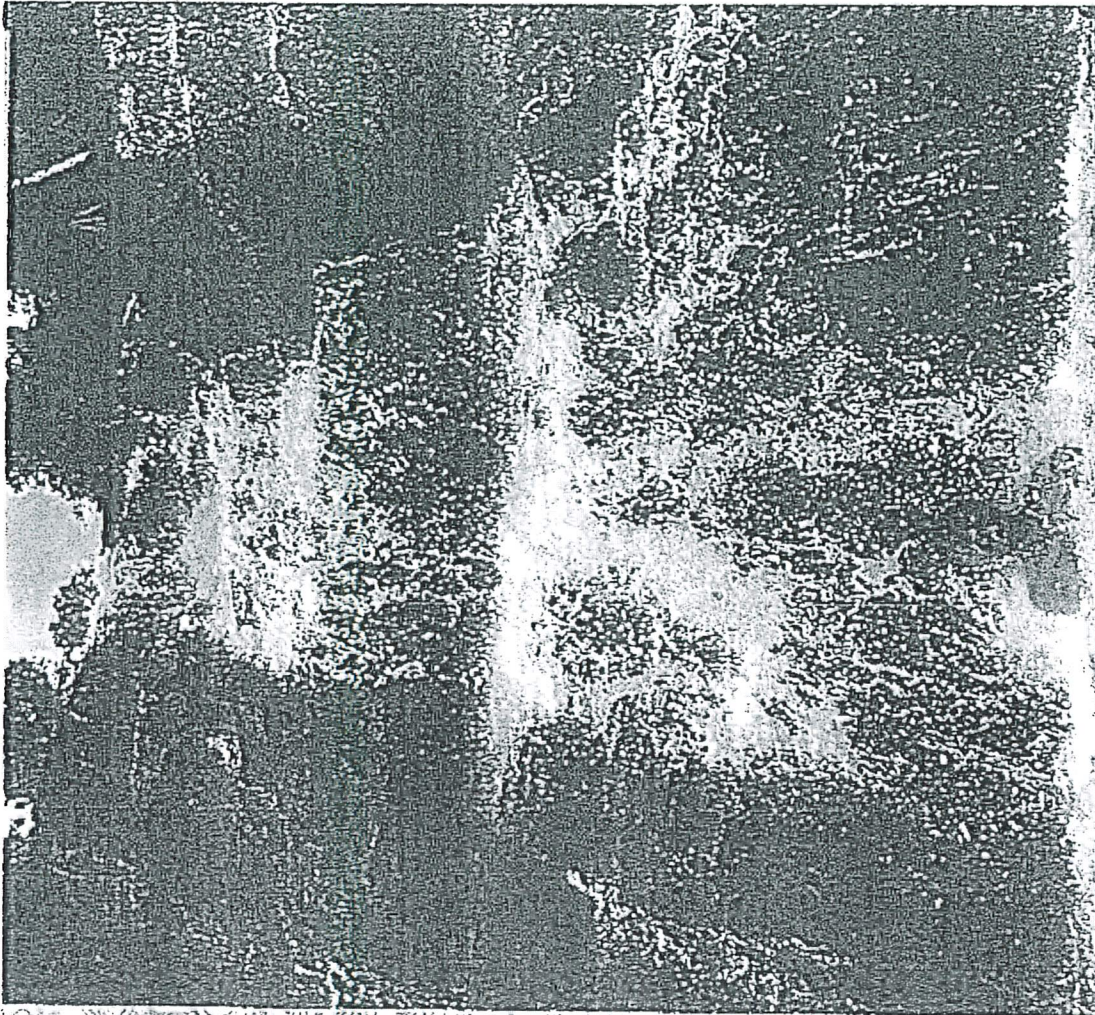
Three themes throughout this response offer a return to authenticity in the Guam experience. We present the initial need for a collaborative effort, where a

stakeholder, are working together to position Guam and support GVB and the industry's success. Second, we agree with offering every Guam visitor unique Guam experiences where they can connect with the island. We must return to warm interactions with our visitors - new or returning - to wow them with the Guam experience that can't be found elsewhere. Lastly, this can be accomplished by delivering these unique experiences through our warm Hilo Adai spirit, which encompasses the island's culture, history, traditions, and most of all, the hospitality of its people. We will work to re-engage our community not to become something different but to return to what is inherently and authentically Guam.

The Manhita Team is ready and available immediately to get to work to action the ideas outlined in this document and support GVB's path ahead.



Integrated Communications, Advertising, and Event Support Services



4

Qualifications and Experience

CHOOSING THE MANHITA TEAM

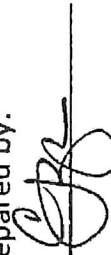
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Exhibit "2"

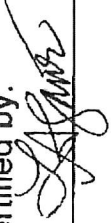
EVALUATION OF PROPOSALS

Maximum # of Points x 3 evaluators	Criteria	MANHITA	GALAIDE	GLIMPSES	GREENLIGHT
150	A. QUALIFICATIONS AND EXPERIENCE (50 points)	136	132	114	110
15	B. DEMONSTRATED CAPABILITY AND CAPACITY TO RESPOND (5 points)	15	13	11	11
15	C. QUALITY AND RESPONSIVENESS (5 points)	13	13	15	12
120	D. PLAN OF PERFORMANCE - APPROACH AND STRATEGY (40 points)	107	103	80	82
300	TOTAL SCORE:	271	261	220	215
	RANKING ORDER:	1	2	3	4

Prepared by:



Certified by:






NAME OF OFFEROR: The Manhita Group

EVALUATOR SIGNATURE: [Signature]
 DATE: 01/17/25

You may use a pencil during evaluations and scoring, but please write final points and total in pen:

EVALUATION OF PROPOSAL (WRITTEN)			
MAXIMUM No. OF POINTS	EVALUATION CRITERIA	SCORING RANGE	TOTAL SCORE
50	QUALIFICATIONS AND EXPERIENCE: All proposals submitted in response to this opportunity shall contain a Statement of Qualifications, which shall: A.1 Describe the qualifications and ability of the Offeror to perform the Scope of Services set forth in this document. A.2 Identify the team members and any other key staff personnel to be involved in this project, including their resumes and the roles of each who will perform the services pursuant to this RFP. A.3 Provide sufficient detail to support their degrees or levels of expertise, job performance, and ability to perform the work contemplated.	1-50	48
5	DEMONSTRATED CAPABILITY AND CAPACITY TO RESPOND. B.1 Prospective offerors must demonstrate that they possess the capacity and capability to respond to the broad range of projects, challenges and opportunities that need innovative solutions. B.2 Include a minimum of three (3) examples of similar successful projects to include but not limited to Project Name, Project Summary, Place, Name of the Organization for your firm provided the work. B.3 Receipt of Past Performance Questionnaires from references, preferably from those project references in Section B.2 above.	1-5	5
5	QUALITY AND RESPONSIVENESS. The quality and responsiveness of an Offeror's proposal is subject but not limited to the following: C.1. Proof of the license to do business in Guam and statement of no pending legal issues with the government or other private companies. C.2. Affidavits (attached) notarized in the state or territory of the offeror's principal place of establishment. C.3. At a minimum the Offeror shall provide:	1-5	4





	<ul style="list-style-type: none"> (a) Name and address of offeror (b) Age of Offeror's business (c) List of all subcontractors for this project. 		
40	<p>PLAN OF PERFORMANCE – APPROACH AND STRATEGY.</p> <p>To evaluate the agency's qualifications and abilities to perform the services required in this RFP, the agency shall include a detailed communication plan and event management addressing the requirements below. Price, cost data and compensation shall not be included in this plan:</p> <p>D.1. Branding/Image Building (20 points)</p> <ul style="list-style-type: none"> (a) Explain proposed strategic approach to change, alter or reinforce Guam's image (if necessary). (b) Demonstrate year-round plan for branding consistency. (c) Provide suggested creative art board, visual displays, ad layouts to support brand image and communication plan. (d) Illustrate, through a pie chart, the media mix addressing frequency, reach and message for each market segment. <p>D.2. Test Scenario – Summer Event Enticing Travel to Guam (20 points)</p> <ul style="list-style-type: none"> (a) Explain proposed positioning and communications plan for summer season travel to Guam in 2025. (b) Present campaign objectives and desired target market segments. (c) Present campaign creative images and suggested communication plan necessary to reach objectives. (d) Illustrate, through a pie chart, the media mix addressing frequency, reach and message for each market segment. <p>D.3. Proposed subcontractors (if any) it would engage to affect a full turn-key service.</p>	1-40	35
100	TOTAL EVALUATION SCORE:		92

NOTES/COMMENTS [please write your comments down, for the President's review and consideration].





NAME OF OFFEROR: Manhita

EVALUATOR SIGNATURE: [Signature]
 DATE: 1/17/25

You may use a pencil during evaluations and scoring, but please write final points and total in pen.

EVALUATION OF PROPOSAL (WRITTEN)			
MAXIMUM No. OF POINTS	EVALUATION CRITERIA	SCORING RANGE	TOTAL SCORE
50	<p>QUALIFICATIONS AND EXPERIENCE: All proposals submitted in response to this opportunity shall contain a Statement of Qualifications, which shall:</p> <p>A.1 Describe the qualifications and ability of the Offeror to perform the Scope of Services set forth in this document.</p> <p>A.2 Identify the team members and any other key staff personnel to be involved in this project, including their resumes and the roles of each who will perform the services pursuant to this RFP.</p> <p>A.3 Provide sufficient detail to support their degrees or levels of expertise, job performance, and ability to perform the work contemplated.</p>	1-50	40
5	<p>DEMONSTRATED CAPABILITY AND CAPACITY TO RESPOND.</p> <p>B.1 Prospective offerors must demonstrate that they possess the capacity and capability to respond to the broad range of projects, challenges and opportunities that need innovative solutions.</p> <p>B.2 Include a minimum of three (3) examples of similar successful projects to include but not limited to Project Name, Project Summary, Place, Name of the Organization for your firm provided the work.</p> <p>B.3 Receipt of Past Performance Questionnaires from references, preferably from those project references in Section B.2 above.</p>	1-5	5
5	<p>QUALITY AND RESPONSIVENESS. The quality and responsiveness of an Offeror's proposal is subject but not limited to the following:</p> <p>C.1. Proof of the license to do business in Guam and statement of no pending legal issues with the government or other private companies.</p> <p>C.2. Affidavits (attached) notarized in the state or territory of the offeror's principal place of establishment.</p> <p>C.3. At a minimum the Offeror shall provide:</p>	1-5	





	(a) Name and address of offeror (b) Age of Offeror's business (c) List of all subcontractors for this project.		4
40	PLAN OF PERFORMANCE – APPROACH AND STRATEGY. To evaluate the agency's qualifications and abilities to perform the services required in this RFP, the agency shall include a detailed communication plan and event management addressing the requirements below. Price, cost data and compensation shall not be included in this plan: D.1. Branding/Image Building (20 points) (a) Explain proposed strategic approach to change, alter or reinforce Guam's image (if necessary). (b) Demonstrate year-round plan for branding consistency. (c) Provide suggested creative art board, visual displays, ad layouts to support brand image and communication plan. (d) Illustrate, through a pie chart, the media mix addressing frequency, reach and message for each market segment. D.2. Test Scenario – Summer Event Enticing Travel to Guam (20 points) (a) Explain proposed positioning and communications plan for summer season travel to Guam in 2025. (b) Present campaign objectives and desired target market segments. (c) Present campaign creative images and suggested communication plan necessary to reach objectives. (d) Illustrate, through a pie chart, the media mix addressing frequency, reach and message for each market segment. D.3. Proposed subcontractors (if any) it would engage to affect a full turn-key service.	1-40	35
100	TOTAL EVALUATION SCORE:		84

NOTES/COMMENTS [please write your comments down, for the President's review and consideration].

40
 5
 4
 35
 84





NAME OF OFFEROR: Manhita Group

EVALUATOR SIGNATURE: [Signature]
 DATE: 1/17/2025

You may use a pencil during evaluations and scoring, but please write final points and total in pen:

EVALUATION OF PROPOSAL (WRITTEN)			
MAXIMUM NO. OF POINTS	EVALUATION CRITERIA	SCORING RANGE	TOTAL SCORE
50	<p>QUALIFICATIONS AND EXPERIENCE: All proposals submitted in response to this opportunity shall contain a Statement of Qualifications, which shall:</p> <p>A.1 Describe the qualifications and ability of the Offeror to perform the Scope of Services set forth in this document.</p> <p>A.2 Identify the team members and any other key staff personnel to be involved in this project, including their resumes and the roles of each who will perform the services pursuant to this RFP.</p> <p>A.3 Provide sufficient detail to support their degrees or levels of expertise, job performance, and ability to perform the work contemplated.</p>	1-50	48
5	<p>DEMONSTRATED CAPABILITY AND CAPACITY TO RESPOND.</p> <p>B.1 Prospective offerors must demonstrate that they possess the capacity and capability to respond to the broad range of projects, challenges and opportunities that need innovative solutions.</p> <p>B.2 Include a minimum of three (3) examples of similar successful projects to include but not limited to Project Name, Project Summary, Place, Name of the Organization for your firm provided the work.</p> <p>B.3 Receipt of Past Performance Questionnaires from references, preferably from those project references in Section B.2 above.</p>	1-5	5
5	<p>QUALITY AND RESPONSIVENESS. The quality and responsiveness of an Offeror's proposal is subject but not limited to the following:</p> <p>C.1. Proof of the license to do business in Guam and statement of no pending legal issues with the government or other private companies.</p> <p>C.2. Affidavits (attached) notarized in the state or territory of the offeror's principal place of establishment.</p> <p>C.3. At a minimum the Offeror shall provide:</p>	1-5	5





	<p>(a) Name and address of offeror (b) Age of Offeror's business (c) List of all subcontractors for this project.</p>		
40	<p>PLAN OF PERFORMANCE – APPROACH AND STRATEGY.</p> <p>To evaluate the agency's qualifications and abilities to perform the services required in this RFP, the agency shall include a detailed communication plan and event management addressing the requirements below. Price, cost data and compensation shall not be included in this plan:</p> <p>D.1. Branding/Image Building (20 points) (a) Explain proposed strategic approach to change, alter or reinforce Guam's image (if necessary). (b) Demonstrate year-round plan for branding consistency. (c) Provide suggested creative art board, visual displays, ad layouts to support brand image and communication plan. (d) Illustrate, through a pie chart, the media mix addressing frequency, reach and message for each market segment.</p> <p>D.2. Test Scenario – Summer Event Enticing Travel to Guam (20 points) (a) Explain proposed positioning and communications plan for summer season travel to Guam in 2025. (b) Present campaign objectives and desired target market segments. (c) Present campaign creative images and suggested communication plan necessary to reach objectives. (d) Illustrate, through a pie chart, the media mix addressing frequency, reach and message for each market segment.</p> <p>D.3. Proposed subcontractors (if any) it would engage to affect a full turn-key service.</p>	1-40	37
100	TOTAL EVALUATION SCORE:		95

NOTES/COMMENTS [please write your comments down, for the President's review and consideration].





GVB RFP #2025-002
Integrated Communications, Advertising and Event Support Services
Evaluation Summary

Date: January 17, 2025
Time: 2:00 p.m.

Location: GVB Mini Conference Room

Evaluation Team: Dee Hernandez / Nadine Leon Guerrero / Kraig Camacho

- A. Review and evaluation of submission(s):
- B. Conflict of Interest Disclosures. Acknowledged and signed by each evaluator.
- C. Administrative Review. Completed by Chris Lizama during evaluations and shared with each evaluator. No significant issues from any offeror.
- D. Proposal and contents provided to each evaluator.
- E. Points of discussion for the President and CEO's review: No additional points for discussion raised. Scored tallied and compiled for certification by Leonore Delas Alas, Acting CFO/Controller.
- F. Forwarded to Acting President and CEO for review and approval.

Submitted by: _____

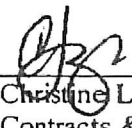

Christine Lizama
Contracts & Procurement Administrator

Exhibit “3”



January 21, 2025

Marcos W. Fong
Managing Director
Glimpses of Guam, Inc.
161 US Army Juan C. Fejeran Street
Barrigada Heights, GU 96913

Subj: Notice of Intent to Award to Ruder Integrated Marketing Strategies (RIMS)
Re: GVB RFP 2025-002 Integrated Communications, Advertising and Event Support Services

Hafa adai Mr. Fong:

Thank you for submitting a proposal GVB RFP 2025-002 Integrated Communications, Advertising and Event Support Services. The evaluation committee has completed its work and reviewed all proposals submitted by interested offerors.

GVB has elected to pursue a contract with Ruder Integrated Marketing Strategies (RIMS), but we are truly grateful for the time and effort you put in to submitting your proposal. Attached for your review is the Administrative Review and Evaluation Summary.

We hope that as other opportunities arise, you continue to engage in the process and submit a proposal.

If you have any questions or concerns, please feel free to contact our office at (671) 646-5278.

Si Yu'os Ma'åse'

GERALD S.A. PEREZ
Acting President and CEO

attachments



Exhibit “4”



GlimpsesAdvertising

January 27, 2025

VIA HAND DELIVERY; AND, CERTIFIED MAIL, RETURN RECEIPT REQUESTED

Gerald S.A. Perez
Acting President and CEO
Guam Visitors Bureau
401 Pale San Vitores Road
Tumon, Guam 96913

**Re: Sunshine Law and Freedom of Information Act Request for Documents
GVB RFP 2025-002 Integrated Communications, Adver and Event Svcs
Request of Glimpses of Guam, Inc.
Notice of Rejection/Award January 21, 2025**

To Whom It May Concern and CEO Perez:



This is a Freedom of Information Act and Sunshine Law Request.

Your response is due within four (4) days. 5 G.C.A. §10111. I request that both you and the Guam Visitors Bureau produce a copy of every document, record, letter, notes, e-mail or any other writing that constitutes the bid submission of RIMS (Ruder Integrated Marketing Strategies) with reference to GVB RFP No. 2025-002.

I request among other documents:

1. The bid submissions of RIMS (Ruder Integrated Marketing Strategies) correspondence and documents of all kind and nature related to bid submissions for GVB RFP No. 2025-002;
2. Any correspondence to and from Guam Visitors Bureau and RIMS (Ruder Integrated Marketing Strategies).
3. The entire procurement record for GVB RFP No. 2025-002.

www.glimpsesadvertising.com

 671 649 0883
 671 649 8503



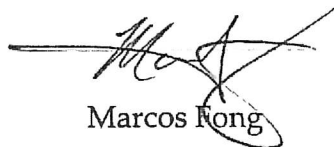
Gerald Perez
CEO
Guam Visitors Bureau
January 27, 2025
Page 2

Failure to cooperate and produce the required documents may expose you to civil liability for not complying with the law. 5 G.C.A. §10112 (\$1,000.00 fine payable by the employee, not the Government). Failure to provide the documents requested could be considered criminal, which creates an inherent conflict of interest that would prevent the Attorney General from intervening on your behalf. 5 G.C.A. §10112(c).

Unless I receive the requested documents pursuant to applicable law on or before Friday, January 31, 2025, we will assume that you are unwilling to comply with the law unless and until ordered to do so by a court of law under the threat of contempt or criminal sanction. If the request is not satisfied, we will be constrained to file an expedited proceeding with the court to seek an *in camera* review of our Petition. In addition to a civil fine, we will request that our costs of court and attorneys' fees be awarded to us and against you for having to take this drastic and unnecessary measure. 5 G.C.A. §10112(d).

Please be governed accordingly.

Very truly yours,



Marcos Rong

Cc: Glimpses of Guam Legal Counsel
GVB Board of Directors c/o Chairperson

DELIVERY RECEIPT



To: GEORGE LIU
Date: JAN. 27, 2025
Attention: _____

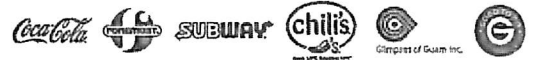
QUANTITY	DESCRIPTION
	SUNSHINE LAW AND FREEDOM OF INFORMATION ACT REQUEST FOR DOCS.

Received by: Cathryn A. Lopez
Print name and sign

161 U.S. Juan C. Fejeran St.,
Barrigada Heights, Guam 96913

www.cokeguam.com • www.foremostguam.com • www.subwaypacific.com
www.chilisguam.com • www.glimpsesofguam.com • www.goodtogowedeliver.com

DELIVERY RECEIPT



To: GERALD S.A. PEREZ
Date: JAN. 27, 2025
Attention: _____

QUANTITY	DESCRIPTION
	SUNSHINE LAW AND FREEDOM OF INFORMATION ACT REQUEST FOR DOCS

Received by: Cathryn A. Lopez
Print name and sign

161 U.S. Juan C. Fejeran St.,
Barrigada Heights, Guam 96913

www.cokeguam.com • www.foremostguam.com • www.subwaypacific.com
www.chilisguam.com • www.glimpsesofguam.com • www.goodtogowedeliver.com

Exhibit "5"



February 24, 2025

Marcos Fong
Managing Director
Glimpses of Guam Inc.
161 US Army Juan C. Fejeran Street
Barrigada Heights, Guam 96913

Daniel J Berman, Esq.
Berman Law Firm
Suite 503, Bank of Guam Building
111 Chalan Santo Papa
Hagatna, Guam 96910

BERMAN LAW FIRM
Attorneys at Law

FEB 24 2025

Time Received: 3:55 pm
Received By: Julio

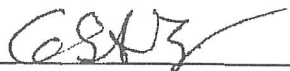
VIA: Hand Delivery

SUBJ: GVB RFP 2025-002; Notice of Determination of Award without Delay

Dear Sirs:

This is to notify Glimpses of Guam, Inc. that the Guam Visitors Bureau has determined that the award of the contract for GVB RFP 2025-002 without delay is necessary to protect substantial interests of Guam.

Sincerely,


GERALD S.A. PEREZ
GVB Acting President and CEO

Encls: GVB RFP 2025-002 Determination of Substantial Interest





MEMORANDUM TO FILE

DATE: February 18, 2025

TO: Procurement File

SUBJ: Substantial Interest Determination

RE: GVB RFP 2025-002 Integrated Communications, Advertising and Event Support Services; Protest filed by Glimpses of Guam

Introduction:

This is a determination that award of the contract for GVB RFP 2025-002 without delay to RIMS is necessary to protect substantial interests of Guam.

GVB as the Key Tourism Driver for Guam:

The Guam Visitors Bureau (GVB) is tasked with several responsibilities related to promoting and developing Guam's tourism industry. These include:

- Promoting and marketing Guam as a tourist destination.
- Encouraging local resident interest in the tourism industry.
- Promoting local culture and locally made products.
- Collecting, producing, and distributing visitor industry data.
- Developing and implementing Guam's tourism strategic and marketing plans.
- To efficiently and effectively promote and develop Guam as a safe and satisfying destination for visitors and to derive maximum benefits for the people of Guam.

Guam has a substantial interest in its tourism industry, which generates hundreds of millions of dollars of gross island product, thousands of jobs, and tens of millions of dollars in tax revenues.

Challenges facing Guam's Tourism Industry:

Currently, Guam is experiencing significant challenges in its recovery from slack tourism sector performance after the COVID-19 pandemic and persistence of weak source market currencies. At GVB's November 7, 2024 Board Meeting, the following was reported for visitor arrivals:

- In fiscal year 2023 (ending September 30, 2023), Guam recorded 602,594 total visitor arrivals.
- For the 2024 fiscal year (October to July), Guam's airport reported 775,000 passenger arrivals.



25-0067

- The Guam Visitors Bureau had forecasted approximately 900,000 visitors for fiscal year 2024, which would represent about 55.6% of pre-COVID numbers

At a board meeting on October 24, 2024, Governor Lou Leon Guerrero provided a tourism study finding issues facing the industry.¹ Among the notable issues the following were provided in the report:

- **Lack of a Unique "Must-See" Element:** Guam is seen as similar to other tropical destinations and doesn't have a compelling, unique attraction that makes it stand out.
- **Local Culture and Dining Not Top-of-Mind:** Travelers don't immediately associate Guam with its local Chamorro culture or cuisine. This represents a missed opportunity to differentiate Guam from other destinations.
- **Mixed Perceptions of Guam's U.S. Territory Status:** While some see the U.S. connection as a guarantee of safety, others are turned off by it, preferring destinations that feel less Americanized or have a stronger local identity. Some travelers expressed a dislike for America, so Guam being a US territory makes them less inclined to visit.
- **Limited Activities and Attractions:** Some potential visitors feel that Guam needs more diverse content and tourist attractions beyond just swimming and shopping. They are looking for unique experiences, local souvenir shops, museums, cultural sites, and activities in the surrounding towns.
- **Replaceable Beauty:** Some perceive Guam's beauty as "normal" and not outstanding, making it easily replaceable with other destinations. There's a feeling that Guam lacks a unique selling point that makes it a must-visit location.
- **Small Island Perception:** Some feel Guam is so small that you can see everything in one day.

The report also provided these recommendations to address Guam's tourism problems:

1. Enhance Guam's Unique Identity and Cultural Appeal:

- **Promote Chamorro Culture:** Develop and actively promote authentic cultural experiences that go beyond typical tourist activities. This could include:
 - Cultural village tours and demonstrations.
 - Interactive workshops on Chamorro crafts, dance, language, and history.
 - Partnerships with local artisans and cultural practitioners.
 - Highlighting historical sites and their significance.
- **Showcase Local Cuisine:** Elevate Guam's culinary scene by:
 - Promoting local Chamorro dishes and restaurants.
 - Organizing food festivals and cooking classes featuring local ingredients and techniques.
- Creating culinary tours that explore Guam's diverse food offerings.

¹ See Guam Tourism Recovery – Focus Group Highlights (Attached).



- Supporting local farmers and producers to ensure the availability of fresh, local ingredients.

2. Address Perceptions Related to U.S. Territory Status:

- **Emphasize Guam's Unique Blend of Cultures:** Highlight the fusion of Chamorro, American, and other cultural influences that make Guam unique. This could involve:
 - Marketing campaigns that showcase Guam's diverse cultural heritage.
 - Promoting events and festivals that celebrate Guam's multicultural identity.
- **Focus on Safety and Security:** For travelers who value the U.S. connection for safety reasons, emphasize Guam's security and stability as a U.S. territory.
- **Target Travelers Seeking American Experiences:** Market Guam to travelers specifically interested in experiencing American culture in a tropical setting.

3. Diversify Activities and Attractions:

- **Develop a Wider Range of Activities:** Offer more than just swimming and shopping. Consider:
 - Developing adventure tourism activities like hiking, diving, and water sports.
 - Creating cultural and historical tours of Guam's villages and landmarks.
 - Offering opportunities for visitors to interact with local residents.
- **Promote Local Shopping:** Support and promote local souvenir shops and businesses that offer authentic Guam products.

4. Combat the Perception of "Replaceable Beauty" and Small Size:

- **Highlight Unique Natural Features:** Showcase Guam's unique natural landscapes, such as its beaches, reefs, and forests.
- **Develop Themed Itineraries:** Create suggested itineraries that encourage visitors to explore different parts of the island and experience its diverse offerings over several days.
- **Promote Day Trips and Excursions:** Offer opportunities for visitors to explore neighboring islands or engage in unique activities off the coast of Guam.

5. Address Price Sensitivity:

- **Offer Value-Added Packages:** Create packages that combine accommodations, activities, and meals at a discounted price.
- **Promote Affordable Options:** Highlight affordable accommodations, dining options, and activities to attract budget-conscious travelers.
- **Target Markets Less Sensitive to Exchange Rates:** Focus marketing efforts on regions with stronger currencies or travelers less concerned about exchange rate fluctuations.

6. Improve Communication and Promotion:

- **Develop Targeted Marketing Campaigns:** Create marketing campaigns that specifically address the concerns and interests of travelers in Japan, South Korea, and Taiwan.
- **Utilize Digital Marketing:** Use social media and online channels to showcase Guam's unique attractions and cultural experiences.
- **Partner with Travel Agencies and Influencers:** Collaborate with travel agencies and influencers to promote Guam as a desirable travel destination.
- **Promote Guam Cuisine in Key Markets:** Introduce Guam cuisine to Japan, South Korea, and Taiwan through restaurants and food events.



The Bureau's use of communications, marketing and events management vendors to drive arrivals:

The Bureau has for a long time used events to promote Guam's tourism offering and generate visitor arrivals. Because of the challenges facing the tourism industry, GVB determined that it would be necessary to up-game its strategic marketing vendor. Selection of an appropriate vendor is key.

On December 26, 2024, the Bureau canceled for convenience its contract with its events management vendor, Glimpses of Guam, Inc. (Glimpses), pursuant to its Agreement with the company. In the termination letter, GVB stated that the purpose of seeking new offerors was to engage a firm capable of planning, developing, and executing uniquely designed signature events to attract visitors and enhance Guam's destination appeal.

On December 27th, 2024, GVB Issued RFP 2025-002 For Integrated Communications, Advertising and Event Support Services. With the introduction of the Tourism Recovery Plan and increased directives from the Governor and the Board of Directors, it was necessary to revise and expand the scope of work to meet the challenges ahead. This is clearly seen in the design of RFP 2025-002, which is intended to respond to recommendations found in the Report provided by the Governor:

RFP2021-003	RFP 2025-002
Intent 1.0	Intent 1.0
- focus on recovery	- focus on the CHamoru culture
- Education of residents on health and safety measures	- Tourism development through events
- Information to source markets on health and safety measures	- Strategic brand positioning
- Education of general public on the benefits of tourism	- Involve local communities to build pride and ensure events align
	- Digital marketing and storytelling to increase Guam's digital footprint and showcase Guam's culture

On January 17, 2025, bid submissions were closed. On January 21, 2025, a selection panel recommended award to RIMS. The contract that is contemplated is less than \$450,000.

Following a comprehensive evaluation, Ruder Integrated Marketing Strategies, Inc. (RIMS) emerged as the highest-rated offeror. Their proposal was not only complete but also visually compelling, reflecting the level of professionalism and strategic expertise necessary to support GVB's efforts in revitalizing Guam's tourism industry. Despite their recent





experience with GVB, Glimpses' proposal lacked the level of professional attention expected from a firm responsible for assisting GVB to spearhead strategic tourism initiatives.

On the whole, RIMS was chosen because of its successful track record with past events, and it has demonstrably more resources to respond to GVB's needs.² RIMS has a partnership agreement with Big Fish Creative, Inc., a branding/marketing firm, and will leverage SKIFT,³ a global tourism intelligence platform, in a venture called *Manhita*, to help GVB spur recovery of Guam's tourism sector. As compared to Glimpses, RIMS response to the solicitation provides advantages over Glimpses as shown by its ability to provide strategic recommendations and expedite communications, advertising and events support services that GVB believes will greatly increase the trajectory of Guam's tourism industry recovery.

RIMS is clearly the superior offering.

Award of GVB RFP 2025-002 without delay is necessary to protect substantial Interests of Guam:

On February 4, 2025, Glimpses protested the award to RIMS. The protest is based on two contentions. First, Glimpses believes that the scope of the work in RFP 2025-002 is identical to the scope of its cancelled contract. In other words, Glimpses is protesting that after cancellation for convenience, a procurement for the type of work it had formerly done was conducted. This is an improper basis for a protest, which is only permissible for the method of source selection, solicitation, or award of contract. The contract for RFP 2025-002 has yet to be awarded. Nevertheless, it is noteworthy that, the method of source selection and solicitation were known since the date of the issuance of the RFP (Dec. 27, 2025), and Glimpses protest on those bases are untimely.

Glimpses' second protest basis is its contention about the specifications which it claims are ambiguous and unfair. Again, Glimpses knew of the specifications since Dec. 27 but never asked for clarification or had questions about the specifications. Glimpses' protest is untimely.

Conclusion:

Glimpses response to the solicitation was inferior, its protest untimely and without merit but stays the award of the contract to RIMS. Given the economic impact of tourism—where each tourism-related job is sustained by approximately 70-75 visitors and supports an estimated 20,000 jobs—GVB cannot afford further setbacks. Owing to the need to give immediate effort to effect a recovery with a superior vendor, it is abundantly clear that award of a contract to RIMS is necessary to protect substantial interests of Guam, that is, its tourism industry.

² Glimpses may have strained working capital. GVB immediately reimburses costs on projects, but Glimpses' subvendors have complained of late payments.

³ Information about SKIFT is available here: <https://skift.com/about/>.



25-0067 f

By:

Christine Lizama
Contracts & Procurement Administrator

Date: 2/19/25

Concur:

Gerald S.A. Perez
Acting General Manager
Guam Visitors Bureau

Date: 2/19/25

Concur:

for

Douglas Moylan GVB-25-0067
Attorney General of Guam

Date: 02/20/25

END OF SUBSTANTIAL INTEREST DETERMINATION

Exhibit "6"

PROCUREMENT RECORD

GVB RFP 2025-002

IN THE APPEAL OF: GLIMPSES OF GUAM, INC.

CASE NO. OPA-PA-25-002

APPELLANT



BERMAN LAW FIRM
Attorneys at Law

MAR 21 2025

Time Received: 4:06 pm
Received By: CP

RECEIVED
OFFICE OF PUBLIC ACCOUNTANTS
PROCUREMENT DIVISION

DATE: 3/21/2025
TIME: 3:50 PM BY: JMB
RFP NO.: 25-002

1 **McDONALD LAW OFFICE, LLC**
2 173 Aspinall Avenue, Suite 207A
3 Hagatna, Guam 96910
4 Telephone: (671) 588-8866
5 Facsimile: 671-472-9616
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7 Attorneys for Purchasing Agency
8 *Guam Visitors Bureau*

9 **BEFORE THE OFFICE OF PUBLIC ACCOUNTABILITY**
10 **PROCUREMENT APPEAL**

11 IN THE APPEAL OF
12 GLIMPSES OF GUAM, INC.,
13 Appellant.

14 Appeal No. OPA-PA-25-002

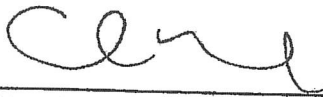
15 **AGENCY SUBMISSION OF**
16 **PROCUREMENT RECORD**

17 COMES NOW, Appellee, GUAM VISITORS BUREAU ("GVB") by and through its legal
18 counsel, McDonald Law Office, LLC by Charles H. McDonald II and submits the procurement
19 record pursuant to 2 GAR, Div. 4 § 12104(c)(3).

20 DATED this 21st day of March, 2025.

21 **McDONALD LAW OFFICE, LLC**
22 Attorneys for Purchasing Agency
23 *Guam Visitors Bureau*

24 By:

25 
26 **CHARLES H. MCDONALD II**

27 BERMAN LAW FIRM
28 Attorneys at Law

MAR 21 2025

Time Received: 4:06 pm
Received By: CP.

OFFICE OF PUBLIC ACCOUNTABILITY
PROCUREMENT APPEALS
DATE: 3/21/2025
TIME: 3:50 PM
25-002

Exhibit “7”



BERMAN LAW FIRM
Attorneys at Law

MAR 24 2025

Time Received: 10:37am
Received By: TML

LETTER OF TRANSMITTAL

DATE: March 21, 2025

ATTENTION: Mr. Daniel J. Berman, Esq. CONTACT NO.: 671-477-2778

COMPANY: Berman Law Firm

PHYSICAL ADDRESS: 111 Chalan Santo Papa, Hagåtña, Guam 96910

REGARDING: Decision Denying Protest for GVB RFP No. 2025-002

DESCRIPTION OF ITEMS TRANSMITTED HEREWITH:

Quantity	DATE	DESCRIPTION
1	March 21, 2025	• Decision Denying Protest for GVB RFP No. 2025-002

THESE ITEMS ARE TRANSMITTED (as checked below):

- | | | | |
|---------------------------------------|---------------------------------------------------|-----------------------------------|---------------------------|
| <input type="checkbox"/> For Approval | <input type="checkbox"/> Approved as Submitted | <input type="checkbox"/> Resubmit | _____ Copies for Approval |
| <input type="checkbox"/> For Your Use | <input type="checkbox"/> Approved as Noted | <input type="checkbox"/> Submit | 1 Copies for Distribution |
| <input type="checkbox"/> As Requested | <input type="checkbox"/> Returned for Corrections | <input type="checkbox"/> Return | _____ Corrected |

REMARKS

None.

Received By: _____

Sign Name Here

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Date: _____

Time: _____

Sent By: _____

Régine Biscoe Lee
Régine Biscoe Lee

President & CEO
Guam Visitors Bureau



If enclosures are not as noted, please notify us immediately.



MAR 24 2025

Time Received: 10:37am
Received By: me

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BEFORE THE GUAM VISITORS BUREAU

IN THE PROTEST OF
GLIMPSES OF GUAM, INC.
Protestant.

GVB RFP NO. 2025-002

DECISION DENYING PROTEST

This is the Guam Visitors Bureau's Decision Denying Glimpses of Guam Inc.'s Protest of Method, Solicitation and Award ("Glimpses Protest"). The facts and bases for GVB's decision denying Glimpses' Protest follow:

1. Guam faces significant challenges in its recovery from slack tourism sector performance after the Covid pandemic. At its Oct. 24, 2024 Board Meeting, Gov. Lourdes A. Leon Guerrero presented a report that showed Guam's tourism industry needed improvement and challenged GVB to work with industry to turn tourism around before it was too late. At its Nov. 7, 2024 Board Meeting, GVB forecasted FY2025 to attain to only 55.6% of pre-Covid arrivals.

2. Glimpses was awarded a contract by GVB for RFP 2021-003 for Project Support Services (the "PSS RFP") on Nov. 29, 2023. The PSS RFP centered on the Bureau's tourism focus during the Covid pandemic through education of residents on health and safety measures, providing information to source markets on Guam's health and safety measures, and education of the general public on the benefits of tourism. The PSS Contract was terminated for convenience on December 26, 2024.

3. On December 27, 2024, GVB issued RFP 2025-002 for Integrated Communications, Advertising and Event Support Services (the "ICAESS RFP"). The ICAESS RFP was specifically intended to allow Guam to pivot from pandemic-era market conditions to adapt and evolve to meet the industry's post-Covid challenges. Differing markedly with the PSS RFP, the ICAESS RFP's focus is CHamoru culture, and centers on tourism development through events,

1
2 strategic brand positioning, involvement of local communities to build pride and ensure events
3 align, and digital marketing and storytelling to increase Guam's digital footprint and showcase
4 Guam's culture.

5 4. Beginning on Dec. 27, 2025, several prospective bidders for the ICAESS RFP requested
6 copies of the RFP. Glimpses obtained the ICAESS RFP packet on Jan. 3, 2025 and, accordingly,
7 had knowledge of its contents on that date.

8
9 5. Two amendments were made to the ICAESS RFP. The deadline for submission of
10 questions for clarification of the ICAESS RFP was Jan. 2, 2025. Only Ruder Integrated
11 Marketing Strategies ("RIMS") and Big Fish Creative, Inc. ("Big Fish") timely submitted
12 questions to GVB, which GVB answered. Galaide Group, LLC ("Galaide") submitted questions
13 after the end of the business day deadline which GVB did not answer. Glimpses submitted no
14 questions.

15 6. With the second amendment, bid submissions for the ICAESS RFP were made due Jan.
16 17, 2025. Responses of note; Big Fish and RIMS partnered and submitted their proposal as
17 coming from the Manhita Group, a formal partnership, formed to respond to the ICAESS RFP,
18 while Galaide and Glimpses submitted their own individual proposals as did the Greenlight Group
19 ("Greenlight").

20
21 7. Bids responding to the ICAESS RFP were opened on Jan. 17, 2025, with Galaide,
22 Glimpses, RIMS and Greenlight's submissions being evaluated by GVB's Director of Destination
23 Development, Director of Global Marketing, and Senior Destination Specialist. These evaluators
24 ranked the submissions and scored them as follows: First – Manhita, 271; Second – Galaide, 261;
25 Third – Glimpses, 220; Fourth – Greenlight, 215.
26

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2 8. GVB notified all bidders of its intent to award the ICAESS contract to RIMS on Jan. 21,
3 2025.

4 9. On Jan. 27, 2025, Glimpses FOIA'd the ICAESS RFP procurement record and was given
5 access to it on Jan. 31, 2025.

6 10. On Feb. 4, 2025, Glimpses protested GVB's method, solicitation or award of the ICAESS
7 RFP stating the grounds that follow below.

8 11. A determination was made by GVB on Feb. 19, 2025, and on Feb. 20, 2025, the
9 designated Deputy Attorney General concurred that, award of the contract for the ICAESS RFP
10 without delay was necessary to protect the substantial interest of Guam.

12 12. GVB notified Glimpses on Feb. 24, 2025 that award of the contract for the ICAESS RFP
13 was necessary without delay to protect the substantial interest of Guam.

14 13. Glimpses failed to appeal GVB's determination of substantial interest in accordance with
15 5 GCA § 5425 (g).

16 14. GVB executed the ICAESS contract with RIMS on Mar. 4, 2025.

17 15. Glimpses' main complaint in its Protest is that RIMS/Manhita was a lesser qualified
18 bidder. Three evaluators analyzed bid submissions and found that RIMS' submission was
19 responsive and superior to Galaide's submission, which was ranked second, and superior to
20 Glimpses' submission as well. Driven by business necessity arising from industry conditions and
21 the Governor's imploring action to turn the industry around; these evaluators' scores took account
22 of the competing bidders' qualifications and experience, demonstrated capability and capacity to
23 respond, quality and responsiveness, plan of performance – approach and strategy and gave
24 objective evaluations. Glimpses' Protest failed to provide reasoning or evidence to suggest that
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1 the evaluators' scoring was deficient on any of the stated criteria. Comparison of submissions
2 shows that the RIMS/Manhita submission was to consist of the combined efforts of RIMS as the
3 lead agency, Big Fish, the creative strategist, and Skift, a global tourism strategy firm engaged by
4 RIMS and Big Fish to provide additional support. Manhita's presentation was visually appealing,
5 in-depth, comprehensive and responsive to GVB's solicitation. Manhita's submission more
6 favorably meets the intent behind the ICAESS RFP and GVB's needs. There is sufficient basis,
7 therefore, to decide that RIMS's submission was superior by 10 points to Galaide and 51 points to
8 Glimpses. Protest on this basis is denied.
9
10

11 16. Glimpses next Protest basis was that, despite the PSS contract being renewed in
12 Sep. 2024, and there being no indication of unsatisfactory work associated with that procurement,
13 the scoring was unfairly biased in favor of Manhita. Glimpses appears substantively to be
14 protesting a contract controversy involving the PSS RFP under 5 GCA § 5427 and not the
15 method, solicitation, or award of the ICAESS RFP under 5 GCA § 5425. Also, Glimpses'
16 reasoning fails to account for the intent for the ICAESS RFP, only relying on the design of the
17 PSS RFP, which is insufficient for GVB's and the tourism industry's present business reality.
18 Furthermore, each of the evaluators affirmed they had no conflicts regarding their participation in
19 the evaluation of the ICAESS RFP bid submissions. Based on the foregoing reasons, Glimpses
20 Protest this basis is denied.
21

22 17. Glimpses' next Protest basis was that it was asked to create a hypothetical scenario with
23 very little guidance on budget, expected performance outcomes, or relevant criteria for judgment.
24 All other bidders were allowed access to the solicitation packet as early as Dec. 27, 2024 and can
25 be charged with knowledge of the contents of the ICAESS RFP on that date. Glimpses obtained a
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2 copy of the solicitation packet on Jan. 3, 2025 and had actual knowledge what a responsive bid
3 would entail from that date. Its Feb. 4, 2025 protest on this specific point was untimely.
4 Nevertheless, it is clear that all bidders obtained information sufficient to complete and submit
5 their responses, with Manhita and Galaide having enough understanding of what was required for
6 bidders' submissions. As to Glimpses' contention that it had little guidance to create a
7 hypothetical scenario; to the extent that may be true—which can be doubted because Manhita and
8 Galaide had superior responses—it bears responsibility for failure to timely ask for clarification
9 regarding the requirements of the ICAESS RFP or to seek another accommodation so that it could
10 address any issues it perceived with the procurement. For the foregoing reasons, this basis of
11 Glimpses' Protest is denied.
12

13 18. GVB having decided against each basis of Glimpses Protest, denies the protest for the
14 reasons stated herein.

15 Dated this 21st day of March 2025 by:

16
17 

18 GERALD S. A. PEREZ
19 for DEPUTY GENERAL MANAGER
20 GUAM VISITORS BUREAU
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Exhibit "8"

**ARTICLES OF ORGANIZATION
OF
MANHITA GUAM, LLC**

DEPT OF REVENUE & TAXATION
GOVERNMENT OF GUAM
AUG 08 2012
BUSINESS REGISTRATION

KNOW ALL MEN BY THESE PRESENTS:

That we, the undersigned, desiring to become a limited liability company under and in accordance with the laws of Guam, and to obtain the benefits conferred by said laws upon limited liability companies, do hereby mutually agree upon and enter into the following Articles of Organization.

ARTICLE ONE

The name of the limited liability company shall be:

MANHITA GUAM, LLC

ARTICLE TWO

The limited liability company may carry on any lawful business whatsoever. Without limiting the foregoing, the limited liability company's primary purpose is:

To engage in the business of establishing, maintaining, and operating coin-operated, self-service, laundry and dry cleaning facilities in all of its phases, including, without being limited to, the buying, selling, leasing, renting, maintaining, using, operating, installing, and distributing of all materials, equipment, and personal property appurtenant or incident to and useful in laundering and dry cleaning businesses, together with the rights incident to establishing and maintain such equipment on public or private property; and to purchase, own, hold, convey, and otherwise use and enjoy real and personal property of all kinds for the operation of the business, and to acquire, construct, maintain, and operate buildings and equipment deemed necessary or convenient in connection with the business.

To act as financial, commercial, or general consultant, agent or representative of any corporation, association, firm, syndicate, or individual, and as such to develop, improve, and extend the property, trade, and business interests of those individuals or organizations. To acquire, preserve, and coordinate information on markets, developing potentials, opportunities, resources, businesses, industries and their needs, and to provide facilities for trade and the exchange of products, services, ideas, and statistical business information between companies and individuals in and between communities and trade centers throughout Guam, and other states and nations, when and as authorized by law.

The limited liability company shall have as its additional purposes:

(a) Import-Export. To export from and import into Guam, and from and into any and all foreign countries, as principal or agent, wholesaler, retailer, or agent for

