



CARL T.C. GUTIERREZ GOVERNOR OF GUAM

MAY 1 6 1997

The Honorable Antonio R. Unpingco Speaker Twenty-Fourth Guam Legislature Guam Legislature Temporary Building 155 Hesler Street Agana, Guam 96910

OFFICE OF THE LEGISLATIVE SECRETARY	
ACKNOWLEDGMENT RECEIPT	
Received By D. S. F.	
Time 5:23pm	
Date 5-16-97	

Dear Speaker Unpingco:

Enclosed please find a copy of Substitute Bill No. 140 (COR), "AN ACT TO AMEND AND ADD A NEW SUBSECTION (b) TO §43.20, AND TO AMEND §43.51 OF CHAPTER 43 OF TITLE 9 OF THE GUAM CODE ANNOTATED, RELATIVE TO CLASSIFYING UNAUTHORIZED ELECTRICAL CONNECTIONS OR 'ILLEGAL HOOK-UPS,' AS A THEFT CONSTITUTING A FELONY OF THE THIRD DEGREE, AND TO ESTABLISH FINES AND PENALTIES FOR SUCH HOOKUPS.", which I have signed into law today as Public Law No. 24-31.

Although I forwarded draft legislation to the Legislature on this subject, a different version was passed by the Legislature.

After review of the passed version, I believe that this legislation is workable and accomplishes the aim of discouraging illegal hookups to Guam Power Authority. Most especially, I am concerned with commercial illegal hookups, well hidden from view. This theft of power causes a considerable loss of revenue to the Guam Power Authority and makes it difficult to hold down the cost of power to all of the citizens of our island.

Very truly yours,

Carl T. C. Gutierrez

Carl T. C. Gutierrez Governor of Guam

Attachment 00225

cc: The Honorable Joanne M. S. Brown Legislative Secretary

Office of the Speaker
ANTONIO R. UNPINGCO
Date: 5.14.97
Time: 4:15 Am
Rec'd by: an
Print Name: sprie

TWENTY-FOURTH GUAM LEGISLATURE 1997 (FIRST) Regular Session

CERTIFICATION OF PASSAGE OF AN ACT TO THE GOVERNOR

This is to certify that Substitute Bill No. 140 (COR), "AN ACT TO AMEND AND ADD A NEW SUBSECTION (b) TO §43.20, AND TO AMEND §43.51 OF CHAPTER 43 OF TITLE 9 OF THE GUAM CODE ANNOTATED, RELATIVE TO CLASSIFYING UNAUTHORIZED ELECTRICAL "ILLEGAL HOOK-UPS," AS THEFT CONNECTIONS, OR Α CONSTITUTING A FELONY OF THE THIRD DEGREE, AND TO ESTABLISH FINES AND PENALTIES FOR SUCH HOOKUPS," was on the 6th day of May, 1997, duly and regularly passed.

ANTONIO R. UNPINGCO Speaker Attested -JOANNE M.S. BROWN Senator and Legislative Secretary -----This Act was received by the Governor this _ & The day of _ May ___, 1997, at $\underline{12:35}$ o'clock \underline{P} .M. Assistant Staff Officer Governor's Office APPROVED:

CARL T. C. GUTIERREZ Governor of Guam

5-16-97 Date:

Public Law No. 24 - 3/

TWENTY-FOURTH GUAM LEGISLATURE 1997 (FIRST) Regular Session

Bill No. 140 (COR)

As substituted by the Committee on Power, Foreign Affairs and General Government Services.

Introduced by:

Felix P. Camacho T. C. Ada F. B. Aguon, Jr. E. Barrett-Anderson A. C. Blaz I. M.S. Brown Francisco P. Camacho M. C. Charfauros E. J. Cruz W. B.S.M. Flores Mark Forbes L. F. Kasperbauer A.C. Lamorena, V C. A. Leon Guerrero L. Leon Guerrero V. C. Pangelinan J. C. Salas A. L.G. Santos F. E. Santos A. R. Unpingco J. WonPat-Borja

AN ACT TO AMEND AND ADD A NEW SUBSECTION (b) TO §43.20, AND TO AMEND §43.51 OF CHAPTER 43 OF TITLE 9 OF THE GUAM CODE ANNOTATED, RELATIVE TO CLASSIFYING UNAUTHORIZED ELECTRICAL CONNECTIONS, OR "ILLEGAL HOOK-UPS," AS A THEFT CONSTITUTING A FELONY OF THE

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THIRD DEGREE, AND TO ESTABLISH FINES AND PENALTIES FOR SUCH HOOKUPS.

1 BE IT ENACTED BY THE PEOPLE OF THE TERRITORY OF GUAM:

Section 1. Legislative Findings and Intent. The Guam Legislature 2 finds that Guam Power Authority ("GPA") is faced with attempting to 3 recover millions of dollars in lost revenue resulting from unauthorized 4 electrical connections, or "illegal hook-ups." The problem has manifested 5 itself in various forms, perpetrated by not only residential users, but by 6 contractors and businesses as well. Between November 1995 through 7 September 1996, seventy-six (76) meter tampering cases were reported to GPA 8 and sixty-three (63) cases were reported as thefts to the Guam Police 9 Department ("GPD"). In most cases, the individuals involved were not 10 penalized because the thefts are classified as misdemeanors. The Guam 11 Legislature also finds that with the increase in delinquent accounts, 12 13 disconnections follow, which many times lead to an increase in unauthorized 14 electrical connections and inactive accounts. The cycle oftentimes recurs, 15 resulting in wasted GPA manpower and materials that, in turn, will 16 eventually lead to higher costs. The Guam Legislature also realizes that 17 illegally tapping into and tampering with the power system is a safety hazard 18 that endangers lives and property. In anticipation of continued unauthorized 19 use of electricity, the Guam Legislature finds that it is imperative that 20 stringent measures be taken to put an end to such illegal activities. The Guam 21 Legislature further finds that legislation must be enacted that will effectuate 22 the necessary steps in which the millions in lost revenues be properly _3 recovered.

1 Section 2. Definition of Unauthorized Electrical Connections or 2 Illegal Power Hook-Ups. An illegal power hook-up is any connection to 3 power lines which belong to the government of Guam, that is made without 4 the prior written permission of the Guam Power Authority, or any power 5 hook-up from a direct power line which bypasses or hinders meter 6 registration. The conditions include, but are not limited to:

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(a) External jumpers;

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(b) Bypass on meter;

9 (c) Tap ahead of electric meter;

10 (d) Inverted (electric) or reversed substitution meter;

- 11 (e) Manipulation of meter dials;
- 12 (f) Foreign materials inside electric meter;
- 13 (g) Open potential line;
- 14 (h) Unmetered theft of service;
- 15

(i) Metered theft of service; or

16 (j) Any other unauthorized or illegal hook-up.

Section 3. Section 43.20(b) of Chapter 43 of Title 9 of the Guam Code
Annotated is repealed and re-enacted to read:

"(b) Theft constitutes a felony of the third degree if the amount
involved is less than One Thousand Five Hundred Dollars (\$1,500.00)
but exceeds Five Hundred Dollars (\$500.00) or if the property stolen is a
firearm or motorized vehicle other than those set forth in Subsection (a)
of this Section, or if the theft is through an unauthorized electrical
connection."

1 Section 4. Section 43.51 of Chapter 43 of Title 9 of the Guam Code 2 Annotated is repealed and re-enacted and a new Subsection (b) is added to 3 read:

"§43.51 Theft of Utilities. (a) A person is guilty of *theft* if he
knowingly tampers with, alters or by-passes meters for the purpose of
obtaining electrical power, gas or water without paying compensation
to the entity providing such services. A person commits theft if he
knowingly diverts telephone service, electrical power, gas or water to
his own benefit or to the benefit of another not entitled thereto with the
intent to avoid payment to the entity providing such service.

(b) Unauthorized Electrical Connections; Bypass or Obstruction 11 of Meter. Every person, contractor or business who shall willfully, and 12 knowingly with intent to injure or defraud, make or cause to be made 13 any connection in any manner whatsoever with any electric wire or 14 15 electric appliance of any character whatsoever operated by any person, 16 persons, corporations or government entities authorized to generate, 17 transmit and sell electric current, or who shall so willfully and 18 knowingly with intent to injure or defraud, use or cause to be used any 19 such connection in such manner as to supply any electric current for 20 heat or light or power to any electric lamp, apparatus, or device, by or at 21 which electric current is consumed or otherwise used or wasted, 22 without passing through a meter for the measuring and registering of 23 the quantity passing through such electric wire or apparatus, or who 24 shall, knowingly or with like intent injure, alter or procure to be injured _j or altered any electric meter, or obstruct its working, or procure the

same to be tampered with or injured, or use or cause to be used any electric meter, or appliance so tampered with or injured, shall be deemed guilty of a theft constituting a felony in the third degree, and shall be subject to any and all fines, penalties, and terms of imprisonment applicable by law, as well as any and all fines payable to the Guam Power Authority."

7 Section 5. Amnesty Period. There shall be an amnesty period of ninety 8 (90) days for persons wishing for assistance in disconnection, and a one 9 hundred twenty (120) day amnesty period for actual disconnection. This 10 Section shall become effective forty-five (45) days after enactment to allow for an educational period in which the Guam Power Authority shall conduct a 11 12 public awareness campaign on the provisions of this Act. The Authority shall 13 issue a notice to each customer along with the regular power bill, for the 14 current billing period, within this forty-five (45) day period.

15 Section 6. Establishment of Reward for Persons Reporting 16 Unauthorized Electrical Connections or Illegal Hook-Ups. The Guam 17 Power Authority shall formulate a reward program inclusive of, but not 18 limited to the terms, conditions and the amount to be awarded to a person 19 who reports to GPA an illegal power hook-up resulting in the collection of 20 fines and penalties, or a conviction. The identity of the individual reporting 21 the illegal hook-up shall be kept confidential.

22 Section 7. Fine or Penalty Schedule. The General Manager of the 23 Guam Power Authority shall formulate a penalty schedule based upon a 24 minimum of Two Thousand Five Hundred Dollars (\$2,500.00) up to a 22 maximum of Twenty-five Thousand Dollars (\$25,000.00) in fines for illegal

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hook-ups, including meter tampering. GPA shall submit the penalty schedule 1 to the Guam Legislature forty-five (45) days after the enactment of this Act for 2 approval. The General Manager may formulate a payment schedule for a 3 period of up to twenty-four (24) months, in which imposed fines shall be paid 4 along with regular power bills, at twelve percent (12%) annual interest on the 5 unpaid balance. Any person who makes an unauthorized connection shall 6 have GPA service discontinued and shall be refused service until such time 7 that the aggregate amount in penalties are paid to GPA. 8

Section 8. Determination of Amount of Power Illegally Used. The 9 Guam Power Authority shall determine the estimated value of the power 10 11 utilized by the illegal power connection, or tampered meter, based upon the estimated time of placement using average consumption figures for the type 12 13 of consumption of the illegal hook-up system-wide for all consumers of that 14 set class, taking into account usage of the premises, number of occupants or 15 users, and the size of the building or area served by such illegal hook-up. It 16 shall be the burden of the recipient of the illegal hook-up to establish that the 17 estimated usage set forth by the Guam Power Authority is incorrect. A 18 possible method of determination of time period shall be the verification of 19 Guam Power Authority records bill and KWH history so as to determine 20 when the location last paid for power at a normal level of consumption 21 notwithstanding other legislative provisions on backbilling. The amount so 22 determined shall be due and payable to the Guam Power Authority.

23 Section 9. Effective Date. This Act shall become effective immediately
 24 upon enactment.

24-31 P.1.



GUAM LEGISLATURE

Senator Felix P. Camacho

155 Hesler Street Agana, Guam 96910

> Toi : (671) 472-3505 / 6 Fax : (671) 472-9747

April 11, 1997

The Honorable Antonio R. Unpingco Speaker, 24th Guam Legislature Agaña, Guam 96910

via: Committee on Rules

Dear Mr. Speaker:

The Committee on Power, Foreign Affairs & General Government Services, to which was referred Bill No.140, "An act to amend and add a new Subsection (b) to \$43.20, and amend \$43.51 of Chapter 43, Title 9, Guam Code Annotated, Relative to Classifying Unauthorized Electrical Connections or "Illegal-Hookups" as a Theft Constituting a Felony of the Third Degree, and to Establish Fines and Penalties for such Hook-Ups" as substituted by the Committee herein reports back with the recommendation **TO DO PASS**.

Votes of committee members are as follows:

 10
 To Pass

 Not To Pass
 To The Inactive File

 Abstained
 Off-Island

 4
 Not Available

Sincerely,

Felix P. Camacho

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Attachments

COMMITTEE ON POWER, FOREIGN AFFAIRS & GENERAL GOVERNMENT SERVICES TWENTY-FOURTH GUAM LEGISLATURE 155 Hesler Street, Agana, Guam 96910

Chairman: Senator Felix P. Camacho Vice Chairman: Senator Lawrence F. Kasperbauer Ex-Officio Member: Speaker Antonio R. Unpingco

VOTING SHEET ON:

BILL NO.140, "AN ACT TO AMEND AND ADD A NEW SUBSECTION (b) TO \$43.20, AND AMEND \$43.51 OF CHAPTER 43, TITLE 9, GUAM CODE ANNOTATED, RELATIVE TO CLASSIFYING UNAUTHORIZED ELECTRICAL CONNECTIONS OR "ILLEGAL HOOK-UPS" AS A THEFT CONSTITUTING A FELONY OF THE THIRD DEGREE, AND TO ESTABLISH FINES AND PENALTIES FOR SUCH HOOK-UPS"

			NOT		TO PLACE IN
COMMITTEE MEMBERS	INTIAL	<u>TO PASS</u>	<u>TO PASS</u>	<u>ABSTAIN</u>	INACTIVE FILE
Sen. Felix P. Camacho	7	<u> </u>			
Sen. Lawrence F. Kasperbauer					
Sen. Thomas C. Ada	n				
Sen. Elizabeth Barrett-Andersor	ERO				
Sen. Francisco P. Camacho	Z	_V			
Sen. Mark C. Charfauros		<i>j</i>			
Sen. Edwardo J. Cruz, MD	EL.				
Sen. William B. S.M. Flores	MR				
Sen. Carlotta A. Leon Guerrero	Cfq				
Sen. Alberto A.C. Lamorena V	Ĺ		,		
Sen. Vicente C. Pangelinan	Ą_			<u></u>	
Sen. Angel L.G. Santos	at				
Sen. Francis E. Santos					·
Sen. Judith Won Pat-Borja	Mar.				
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Good Afternoon-

MR. CHAIRMAN, MEMBERS OF THE COMMITTEE ON POWER FOREIGN AFFAIRS and GOV'T SERVICES -LADIES and GENTLEMEN:

My name is Frank S.N. Shimizu Board Chairman of the Guam Power Authority. I am here to testify in full support of Bill 140 subject to the inclusion of the proposed amendments as presented. Mr. Chairman at this time, I would like to thank you and the committee members for the expedient manner in hearing this very important bill. The Guam Power Authority is not alone. Power theft or unauthorized use of electricity has been a serious problem in many utility companies in the United States. Resulting in millions of lost revenues, GPA defines "Power Theft" as an act or acts on the part of the customer or deliberately and/or intentionally deceive GPA by obtaining unmetered or partially unmetered power without proper compensation. Based on Audit Reports by GPA's Internal Auditor section, several of the cases investigated for prohibited power thefts revealed the following different ways people received power without compensation.

- Tampering with meter seals
- Utilizing defective meters
- Illegal hookups

In almost all cases the perpetrators were not penalized. This situation exist because of the fact that a law does now exist to either levy stiff fines or establish a mechanism to recover moneys for illegal power usage. The lack of stiff penalties, economic hardships has created an environment in which people have had to find ways and means in which to supplement their everyday needs. I am sad to say this included the usage of electrical power without proper compensation. to address this serious situation, the Authority has launched a "Revenue Protection Services"(R.P.S) program. The objective of the program, will help ensure electrical power will only be delivered to those subscribers who pay for it. It will further help safeguard GPA's ratepayers from any upward movement of rates partly due to illegal power consumption. The Guam Power Authority stands in full support of Bill 140 and respectfully request the full support from the 24th Guam Legislature to pass this much needed and long awaited for Bill.

Thank You

Frank SN Shimizu GPA Board Chairman

Testimony in support of Bill #140 Theft of Service

Considering the millions of dollars lost due to energy theft, revenue recovery and protection becomes the Authority's moral and legal responsibility to all rate payers. This is in line with the Authority's policy to protect and safeguard its assets, including revenue derived from electric power services. In this connection, a Revenue Protection Program was instituted for the detection, reporting, investigating theft of service and irregular metering conditions and recovery of associated revenue due. Primarily initiated to serve as a deterrent. Revenue Protection Service was launched effective November 1995 under the Internal Audit Section.

The main objective is the recovery of revenues due our rate payers from people responsible for the infraction and/or from people who benefited from the unauthorized use of electricity without paying for it. Getting the dollars. recovered properly means we are positive contributors to each and every rate payer in our business. Revenue recovery means we are helping to keep rates reasonable. Revenue recovery means those who are receiving unmetered service are now paying for that service and they will therefore think twice before bypassing the meter again.

During the period from November 1995 to September 1996, \$2.2 million was recovered as a result of this discovery, backbilling and instituting corrective measures on power meters found with defective metering, tampered meters and unmetered services. There were 76 cases of meter tampering & illegal hookups that were reported, investigated and processed. Most of the cases occurred, after the account was terminated due to non-payment, either by breaking the seal and lockstraps, then removing the rubber boots or installaling jumper wires. Other cases involved illegal connections which bypassed the meter or tampering with the meter itself to stop or slow down the meter registration.

Based on the 76 tampering cases above a subsequent follow up resulted in the following:

- 78% of the accounts became inactive leaving their delinquent balances unpaid. Only 22% remained with active accounts.
- Back billing was based on estimated consumptions' without any other penalties for tampering.
- 83% or 63 cases were reported to GPD for theft of service and were issued police reports. Presently, meter tampering is only considered a misdemeanor.
- There are significant risk and dangers involved to lives and properties.
- Currently in this fiscal year (Jan 3 to Mar 21). 35 more meter tampering cases were reported, investigated and processed by the Revenue Protection Section. Amount backbilled totaled \$26,540 and an inactive balance of \$23,937.

As in all cases, the scenarios are similar.

The accounts were previously terminated due to non-payment; The meter became unlisted and the account balance was now inactive. Subsequent inspection of the service location revealed that the seal was cut, meter energized and consuming power.

These cases are what have been reported and investigated. How much lost revenues would have been incurred had these meters remain undetected? What about meters that have been tampered, meters that have unauthorized connections whose consumption readings have by passed the meters and for how long? How about the big users?

A new acrylic color coded seal system is now being utilized. Stainless steel lockstraps are used to protect the meters from being tampered. These measures are effective but the authority can not lockstrap all 45,000 meters out

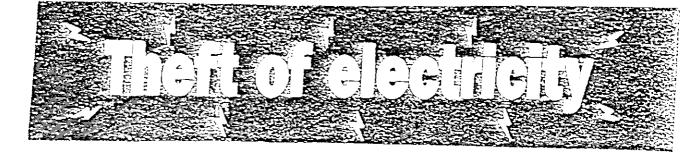
in the field. Customers who have tampered with their meters will do it again and again.

With the increase of delinquent accounts, there will be more disconnections and terminations which would mean more tampering and an increase in inactive accounts. The cycle will continue resulting in more hardships, higher costs, manpower and materials wasted unless there are more stringent efforts to monitor and enact legislation to deter those perpetrators by imposing heavier penalties.

Bill #140 is fair, necessary and will serve as a deterrent. As a rate payer, we expect others to pay as everyone else is obligated to for services that are provided. I therefore endorse passage of Bill 140. Let's not wait until theft of service is a way of life. Now is the time to put a stop to meter tampering and illegal hookups.

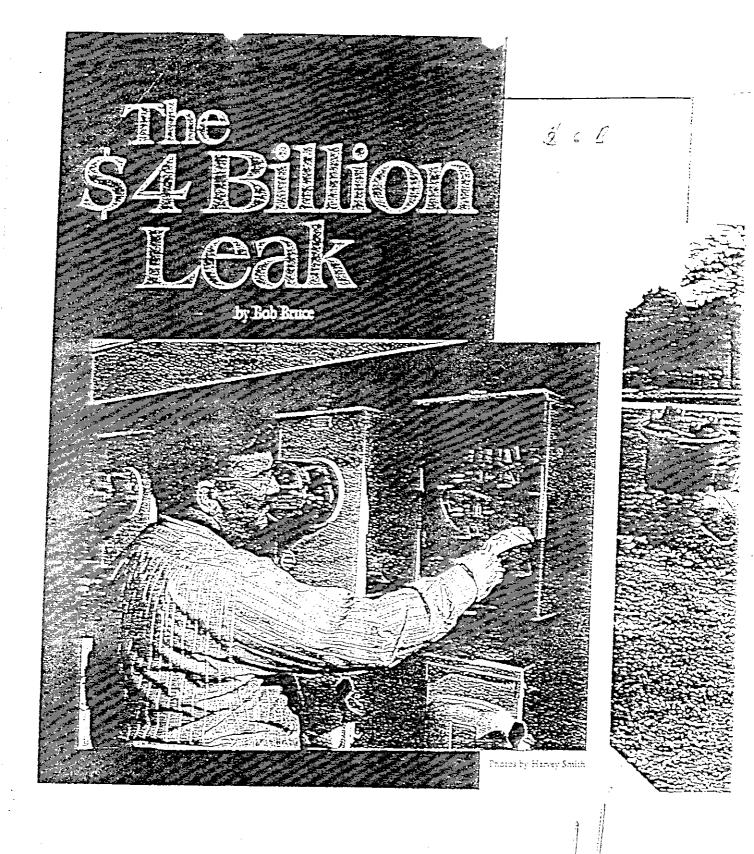
The passage of this bill, not only would save the authority millions of dollar in lost revenues but could also save the lives and properties of people engaged in this illegal act.

DIOGÉNES L. TAMONDONG Internal Auditor Guam Power Authority

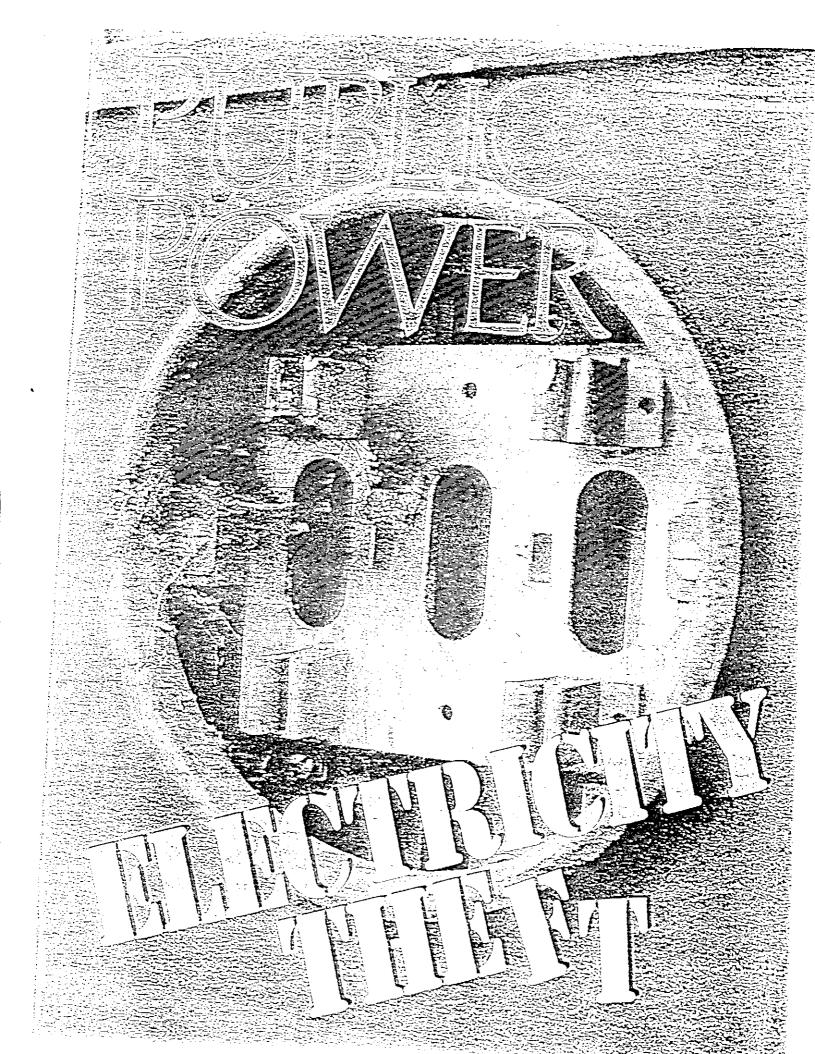


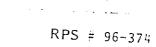
GUAM POWER AUTHORITY

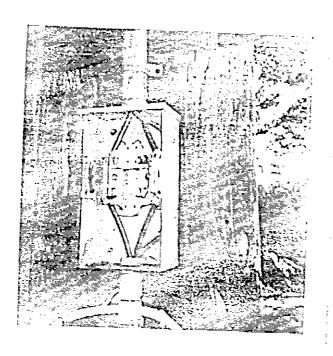
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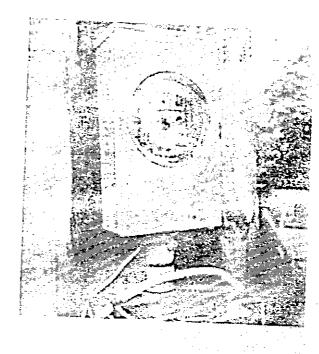


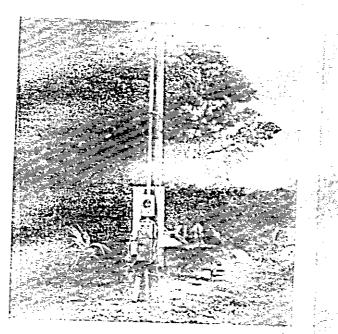
"If you think your utility doesn't have a theft problem, you're just fooling yourself." Manager of the Revenue Protection and Service











MEMORANDUM

T O:	FJH
FR:	MK
DATE:	March 12, 1997
RE:	Legislative Draft Bill No. 140 - Illegal Hookups

Section 1. Legislative Findings.

Senator Camacho's first section focuses on the problem of power outages, although his bill's true purpose is to prevent individuals, contractors, and businesses from avoiding payment while using our limited power resources. GPA's first section focuses on the bill's true purpose which is to regain the revenues and power lost to the individuals, contractors, and businesses using illegal hookups. Senator Camacho's section needs to recognize the safety hazard of illegal hookups to life and property, as drafted in GPA's section on Legislative Findings.

Section 2. This section appears to be fine.

Section 3. This section appears to be fine.

Section 4. This section appears to correspond to GPA's drafted Section 2. Definition of Illegal Power Hookup and Section 3. Felonious Theft of Power or Causing Damage to Power System; Penalty. Senator Camacho's section improved upon GPA's draft section by making it clear that an illegal power hookup is not a connection to a line solely belonging to the Government of Guam but any line under the authority of the Government of Guam. I would recommend two changes in Senator Camacho's draft of this section. First, this section needs a definition of illegal power hookup. Second, this section needs to make clear that the penalties are not limited to fines payable to the Guam Power Authority but also includes other fines, penalties, and terms of imprisonment allowed by law.

Section 5. <u>Amnesty</u>. Senator Camacho's section needs two revisions. First, this section needs to define which sections of the Act would be effective upon enactment and which sections fall under the amnesty period. Second, a ninety (90) day annesty period is too short for the GPA to accommodate all persons who may wish for assistance in disconnection. A reasonable compromise would be an annesty period of ninety (90) days for persons to notify the GPA of their wish for assistance in disconnection and one hundred twenty (120) days amnesty period for actual disconnection. Section 6. <u>Establishment of Reward for Persons Reporting Illegal Power Hookups</u>. Senator Camacho's section allows any number of people to report an illegal power hookup and for each to collect a \$500.00 reward. I would propose revising his section to read:

> A reward of Five Hundred Dollars (\$500.00) shall be paid by GPA to the first person who reports to GPA an illegal power hookup resulting in collection of fines and penalties, or a conviction. The name of any person reporting illegal power hookups shall remain confidential.

This revision will limit the reward and will require the recipient of the reward to notify an actual GPA representative. This will prevent any ambiguity caused by multiple persons contacting different entities, i.e., the Police, the Public Utilities Commission, the Attorney General, etc.

Section 7. <u>Fine or Penalty Schedule</u>. Senator Camacho's section corresponds to GPA's draft Sections 4, 6 and 7. Senator Camacho's section is silent on how to define estimated power for the purposes of determining the amount of power illegally used. I would recommend including the GPA's draft Section 7. Determination of Amount of Power Illegally Used.

Section 7. Determination of Amount of Power Illegally Used. In addition to the penalty, the Guam Power Authority shall determine the estimated value of the power used by the illegal power connection or meter tampering based upon the estimated time the illegal hook-up was in place, using average consumption figures for the type of consumption of the illegal hookup system-wide for all consumers of that set class, taking into account usage of the premises, number of occupants or users, and size of building or area served by such illegal hook-up. It shall be the burden of the recipient of the illegal hook-up to establish that the estimated usage set forth by the Guam Power Authority is incorrect. One way of determining the time period is to check Guam Power Authority records bill and KWH history and determine when the location last paid for power at a normal level of consumption notwithstanding other legislative provisions on back billing. The amount so determined will be due and payable to GPA.

Section 8. Rules and Regulations. This section appears to be fine.

A final paragraph instructing the Compiler of Laws to place this Chapter within the Guam) Code Annotated needs to be added.

BBMR-F7

FISCAL NOTE BUREAU OF BUDGET AND MANAGEMENT RESEARCH

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Bill Title (preamble):	AN ACT TO	CLASSIFY UI	VAUTHORIZE	D ELECTRI	CAL CONNE	CTION OR "ILLEG		
Cotal FY Appropriation	to Date:	<u>Autonomous</u>						
Department/Agency Hea	Agency Head: Rick Umpingco, General Manager							
)epartment/Agency Affe	ected:	<u>Guam Power A</u>	luthority					
mendatory Bill:N	0	Date Reviewed:			March 31	, 1997		
Bill Number:14				eceived:	March 17	. 1997		

FOOTNOTES: 1/ Bill 140 proposes to classify illegal power hookups as a third degree felony, and establish fines and penalties for such hookups. It appears that since the fines and penalties will benefit GPA, no direct effect will impact the General Fund.