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7 **BEFORE THE GUAM PUBLIC UTILITIES COMMISSION**

9 IN THE MATTER OF:

) **GPA DOCKET NO. 23-15**

10)
11)
12) GUAM POWER AUTHORITY'S PHYSICAL
13) SECURITY PROOF OF CONCEPT

) **PETITION OF THE GUAM POWER
AUTHORITY TO INCREASE THE
AMOUNT OF AWARD FOR THE
PHYSICAL SECURITY PROOF OF
CONCEPT (POC)**

14)
15 COMES NOW, the GUAM POWER AUTHORITY ("GPA"), by and through its counsel
16 of record, THERESA G. ROJAS, ESQ., and hereby files its Petition requesting the PUC's
17 approval to Increase the Amount of Award for GPA's Physical Security Proof of Concept (POC)
18 contract to Sheffield Scientific, LLC from \$1,496,670 to \$1,846,670.

19 **I. BACKGROUND**

20
21 The physical security of its assets and locations are critical to GPA's daily operations.
22 In 2020, through GPA-RFP-20-007, GPA awarded Sheffield Scientific, LLC a contract to
23 review, design, and manage build-outs of specific physical security components for select GPA
24 sites. The award to Sheffield included a review, design, and build-out portion to add video
25 surveillance, electrified locks, intrusion detection systems, fencing and fencing sensors, new
26 and improved perimeter lighting, access control, and a security operations center to increase
27

1 physical security to five (5) specific GPA sites. These sites include GPA's: (1) Talofoto Plant,
2 (2) Harmon Substation, (3) Fadian Main Office, (4) Umatac Substation, and (5) Piti Substation.
3 The review and designs performed were also intended for GPA to utilize and apply to other
4 sites in the future.

5 Initially, Sheffield Scientific, LLC was awarded the project for the contract amount of
6 \$996,670.00 utilizing bond funding; however, this amount did not include the build-out portion
7 of the contract to install and construct the physical security components determined necessary
8 for each of the five (5) sites. In February 2022, through GPA CCU Resolution FY2022-11, the
9 Consolidated Commission on Utilities ("CCU") authorized GPA to increase the total contract
10 amount from \$996,670 to \$1,496,670 and to enter a separate two-year contract term expiring
11 September 30, 2023, to fund and complete the build-out portions for each of the five (5) sites.
12 At the time, the build-outs were estimated to cost between \$70,000-\$100,000 per site and were
13 to be completed by October 2022. *See* GPA Resolution No. FY2022-11 at **Exhibit A**. Today,
14 the work on the build-outs continue but the initial cost estimates have increased by \$350,000
15 due to the delayed delivery of equipment. This delay was created by global supply chain issues
16 affecting the immediate and estimated availability of supplies and equipment which increased
17 project costs and also pushed back the anticipated project completion date. As of March 2023,
18 the build-outs were estimated to be complete by July 2023.

22 II. REQUEST FOR APPROVAL

23 GPA now seeks the PCU's approval to increase the total contract amount to Sheffield
24 Scientific, LLC by \$350,000 from \$1,496,670 to \$1,846,670 to complete its physical security
25 build-outs. The contract review protocol established by the PUC requires that all contracts in
26

1 excess of \$1.5 million be authorized by the PUC; therefore, with a contract increase of
2 \$350,000.00 to \$1,846,670 PUC approval and review is now required. Bond and revenue funds
3 have been identified and are available as the additional funding source to complete this project.
4 A presentation for the CCU providing updates to the physical security contract was prepared
5 and is attached for reference; although, critical information and specific project details for each
6 of the added security components were not included within the written presentation for the
7 safety and protection of GPA's assets. *See* CCU Physical Security Proof of Concept
8 Presentation at **Exhibit B**.
9

10 In support of this Petition, the CCU has approved and found GPA's request reasonable and
11 acceptable via GPA Resolution FY2023-15. This resolution and its supporting exhibits are
12 attached as **Exhibit C** and are incorporated by reference as if fully set forth herein.
13

14 III. CONCLUSION

15 Based on the foregoing, GPA requests the PUC approve the increased contract amount
16 of \$350,000 from \$1,496,670 to \$1,846,670 to Sheffield Scientific, LLC to complete the
17 physical security build-out of the five (5) selected sites as it is reasonable, prudent, and
18 necessary.
19

20
21 RESPECTFULLY SUBMITTED this 23rd day of July 2023.
22

23
24 By:



THERESA G. ROJAS, Esq.
GPA Interim Counsel
25
26
27



CONSOLIDATED COMMISSION ON UTILITIES

Guam Power Authority | Guam Waterworks Authority

P.O. Box 2977 Hagatna, Guam 96932 | (671) 648-3002 | guamccu.org

GPA RESOLUTION NO. FY2022-11

AUTHORIZING THE GUAM POWER AUTHORITY TO INCREASE THE AMOUNT OF AWARD FOR THE PHYSICAL SECURITY PROOF OF CONCEPT (POC)

WHEREAS, the Guam Power Authority (GPA) has identified that Physical Security of its assets is critical to its daily operations; and

WHEREAS, bond funding was identified in 2014 (GPA Docket 14-09) in the amount of \$1,350,000 to address the Physical Security needs of the Authority; and

WHEREAS, a Request for Proposal (RFP) for a Physical Security Proof of Concept (POC) was drafted to provide services for the review, design and buildout for selected GPA sites in order to increase the Physical Security posture for such sites and to develop standardized solutions to utilize for other sites; and

WHEREAS, the Procurement Officer published and provided adequate public announcement for the need for Physical Security review, design and buildout through Invitation for Multi-Step Bid No. **GPA-RFP-20-007** describing the type of services required and specifying the type of information and data required of each offeror; and

WHEREAS, Sheffield Scientific LLC, submitted a bid for GPA consideration; and

WHEREAS, Sheffield Scientific LLC was determined to be the most qualified bidder meeting the requirements of the bid solicitation; and

WHEREAS, Sheffield Scientific LLC was awarded the project for the contract amount of \$996,670.00 utilizing bond funding to include the review, design and project management of the Physical Security buildouts of the selected sites; and

31 **WHEREAS**, five (5) sites were identified for this project to include Talofofo Plant, Harmon
32 Substation, Dededo Combustion Turbine, Fadian Main Office and the Piti Substation; and
33

34 **WHEREAS**, the buildout portion of each of the selected sites is estimated at \$70,000 to \$100,000
35 for each site to include Access Control, Communications, Video Surveillance, Electrified Locks, Additional
36 Fencing, Intrusion Detection Systems, Perimeter Lighting and other solutions; and
37

38 **WHEREAS**, the buildout portion will be an additional task order(s) for each of the selected sites
39 which will increase the value of the contract to **\$1,496,670**; and
40

41 **WHEREAS**, Bond and Revenue Funds have been identified as the additional funding source.
42

43 **NOW, THEREFORE BE IT RESOLVED**, the Consolidated Commission on Utilities, as the Governing Body
44 of the Guam Power Authority, does hereby approve and authorize the following:
45

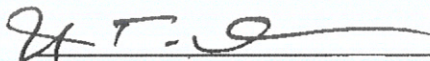
- 46 1. The General Manager of the Guam Power Authority is hereby authorized to enter into a two (2) year
47 contract commencing October 1, 2021 and expiring September 30, 2023 for a total contract cost of
48 \$1,496,670 with Sheffield Scientific LLC for the buildout of the five (5) selected sites.
49 2. The General Manager of the Guam Power Authority is hereby authorized an increase in obligating
50 authority to the annual value of the contract and execute such agreements and documents necessary
51 for a contract with **Sheffield Scientific LLC**.

52 **RESOLVED**, that the Chairman of the Commission certifies and the Board Secretary attests to the
53 adoption of this Resolution.
54

55
56 **DULY and REGULARY ADOPTED AND APPROVED THIS 22ND DAY of FEBRUARY, 2022**
57

Certified by:

Attested by:



JOSEPH T. DUENAS

Chair Person

Consolidated Commission on Utilities



MICHAEL LIMTIACO

Secretary

Consolidated Commission on Utilities

61
62 I, **Michael Limtiaco**, Secretary for the Consolidated Commission on Utilities (CCU), as evidenced by
63 my signature above do certify as follows:

64
65 The foregoing is a full, true, and correct copy of the resolution duly adopted at a regular meeting of
66 the members of Guam Consolidated Commission on Utilities, duly and legally held at the meeting place
67 properly noticed and advertised at which meeting a quorum was present and the members who were
68 present voted as follows:

69
70 Ayes:

4

71
72 Nays:

0

73
74 Absent:

1

75
76 Abstain:

0





Physical Security Proof of Concept (POC)

CCU Presentation

Exhibit B-001



Physical Security Proof of Concept (POC)

Physical Security is critical for GPA in order to protect physical and cyber assets at substations, generation plants and remote sites.

- A RFP for Physical Security Proof of Concept (POC) was issued in FY 2020.
- Scope of work includes the Physical Security review, design and buildout for selected GPA and GWA sites.
- Physical Security Designs will be used as a template for other GPA substations and remote sites.
- Sheffield Scientific LLC was awarded the contract for the amount \$996,670 for the review and design of Physical Security controls for selected GPA and GWA sites.

Physical Security POC



- GPA sites include Harmon Substation, Talofoto Plant, Piti Substation, Umatac Substation and Fadian Main Office
- GWA sites included Ugum Treatment Plant, Y15 and F18 Deep Wells and the Barrigada Tanks.
- Final designs for GPA was completed in February 2022.
- A task order for design buildouts were issued based on the cost of approx. \$70,000 to \$100,000 per site.
- The additional cost for the task order was \$500,000 with expected completion date of October 2022.
- CCU approved the Task Order on February 23, 2022.

Exhibit B-003

Physical Security POC



The buildout includes the following:

CRITICAL SECURITY INFORMATION REMOVED

Exhibit B-004



Physical Security POC

- Delays caused by supply chain issues and global logistics challenges has increased the timeline of completion and the cost of equipment, staging resources and contractor cost.
- Estimated new completion cost has increased by \$350,000 and pushed completion date to July 2023.

Phase	Cost	Notes
Design Phase	\$996,670	Initial PO
Buildout Phase	\$500,000	Task Order for Buildout (CCU Approved in Feb 23, 2022)
Revised Buildout	\$350,000	Additional Change
Total Amount	\$1,846,670	

Security Operations Center



CRITICAL SECURITY INFORMATION REMOVED

Exhibit B-006



Intrusion Detection System (Fence Sensor)

CRITICAL SECURITY INFORMATION REMOVED

Exhibit B-007

Video Surveillance Systems



CRITICAL SECURITY INFORMATION REMOVED

Exhibit B-008

Video Surveillance Systems



CRITICAL SECURITY INFORMATION REMOVED

Exhibit B-009

Video Surveillance Systems



CRITICAL SECURITY INFORMATION REMOVED

Exhibit B-010

Cast Lighting Systems



CRITICAL SECURITY INFORMATION REMOVED

IR Sensors



CRITICAL SECURITY INFORMATION REMOVED

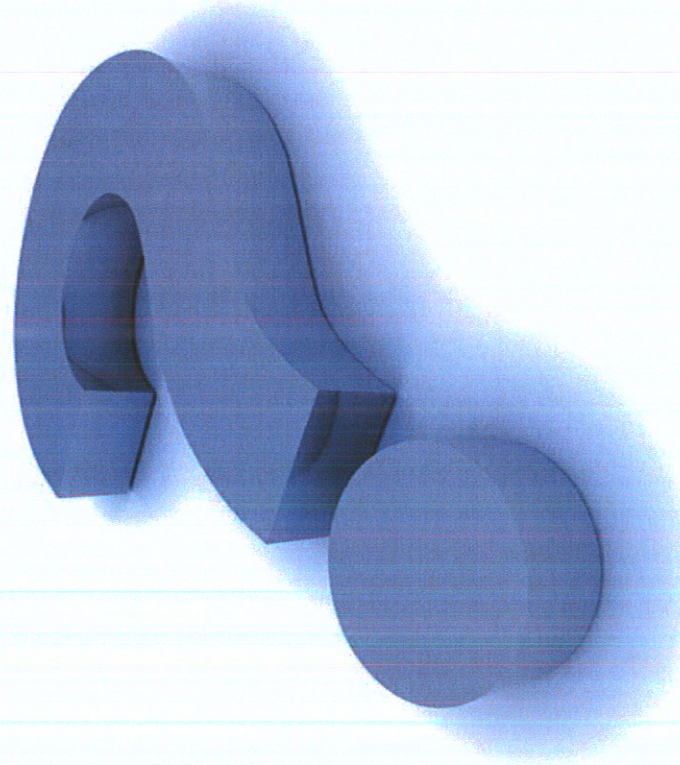
Exhibit B-012

Networking Setup



CRITICAL SECURITY INFORMATION REMOVED

Questions





CONSOLIDATED COMMISSION ON UTILITIES

Guam Power Authority | Guam Waterworks Authority

P.O. Box 2977 Hagåtña, Guam 96932 | (671) 648-3002 | guamccu.org

GPA RESOLUTION NO. FY2023-15

AUTHORIZING THE GUAM POWER AUTHORITY TO INCREASE THE AMOUNT OF AWARD FOR THE PHYSICAL SECURITY PROOF OF CONCEPT (POC)

WHEREAS, the Guam Power Authority (GPA) has identified that Physical Security of its assets is critical to its daily operations; and

WHEREAS, bond funding was identified in 2014 (GPA Docket 14-09) in the amount of \$1,350,000 to address the Physical Security needs of the Authority; and

WHEREAS, a Request for Proposal (RFP) for a Physical Security Proof of Concept (POC) was drafted to provide services for the review, design and buildout for selected GPA and GWA sites in order to increase the Physical Security posture for such sites and to develop standardized solutions to utilize for other sites; and

WHEREAS, the Procurement Officer published and provided adequate public announcement for the need for Physical Security review, design and buildout through Invitation for Multi-Step Bid No. **GPA-RFP-20-007** describing the type of services required and specifying the type of information and data required of each offeror; and

WHEREAS, Sheffield Scientific LLC, submitted a bid for GPA consideration; and

WHEREAS, Sheffield Scientific LLC was determined to be the most qualified bidder meeting the requirements of the bid solicitation; and

WHEREAS, Sheffield Scientific LLC was awarded the project for the contract amount of \$996,670.00 utilizing bond funding to include the review, design and project management of the Physical Security buildouts of the selected sites; and

WHEREAS, Sheffield Scientific LLC was awarded the project for the contract amount of \$996,670.00 utilizing bond funding to include the review, design and project management of the Physical Security buildouts of the selected sites; and

35
36 **WHEREAS**, five (5) sites were identified for GPA include the Talofofo Plant, Harmon Substation,
37 Fadian Main Office, Umatac Substation and the Piti Substation; and
38

39 **WHEREAS**, the buildout portion of each of the selected sites was estimated at \$70,000 to \$100,000
40 for each site to include Access Control, Communications, Video Surveillance, Electrified Locks, Additional
41 Fencing, Intrusion Detection Systems, Perimeter Lighting, buildout of a Security Operations Center (SOC)
42 and other related solutions; and
43

44 **WHEREAS**, the buildout portion was as an additional task order(s) for the selected sites, which
45 increased the value of the contract to \$1,496,670 and was approved on February 23, 2022 through GPA
46 Resolution No. FY2022-11, with the buildout timeline to be completed by October 2022; and
47

48 **WHEREAS**, delays caused by Supply Chain issues arising from the Pandemic and global logistics
49 challenges have increased the initial cost estimates and timely delivery of equipment causing the delay in
50 completing the buildout of the identified sites; and
51

52 **WHEREAS**, the completion of the buildout of the five (5) sites has been extended to June of 2023;
53 and
54

55 **WHEREAS**, the delay of the site buildouts and increase of equipment cost has incurred additional
56 expenses to complete the project in the amount of \$350,000 which will increase the value of the contract
57 to \$1,846,670; and
58

59 **WHEREAS**, Bond and Revenue Funds have been identified as the additional funding source; and
60

61 **WHEREAS**, the contract review protocol established by the Public Utilities Commission (PUC)
62 requires that all contracts in excess of \$1.5 million be authorized by the PUC; and
63

64 **NOW THEREFORE, BE IT RESOLVED**, by the CONSOLIDATED COMMISSION ON UTILITIES as the
65 governing body of GPA, and **subject to the review and approval of the Public Utilities Commission** as follows:
66

- 67 1. The General Manager of the Guam Power Authority is hereby authorized to amend the amount of
68 the current two (2) year contract commencing October 1, 2021 and expiring September 30, 2023 for

an estimated total contract cost of \$1,846,670 with Sheffield Scientific LLC for the buildout of the five (5) selected sites.

2. The General Manager of the Guam Power Authority is hereby authorized an increase in obligating authority to the annual value of the contract and execute such agreements and documents necessary for a contract with **Sheffield Scientific LLC**.

RESOLVED, that the Chairman of the Commission certifies and the Board Secretary attests the adoption of this Resolution.

DULY and REGULARY ADOPTED AND APPROVED THIS 3rd DAY of APRIL, 2023

Certified by:



JOSEPH T. DUENAS
Chair Person

Attested by:



PEDRO ROY MARTINEZ
Secretary

I, **Pedro Roy Martinez**, Secretary for the Consolidated Commission on Utilities (CCU), as evidenced by my signature above do certify as follows:

The foregoing is a full, true, and correct copy of the resolution duly adopted at a regular meeting of the members of Guam Consolidated Commission on Utilities, duly and legally held at the meeting place properly noticed and advertised at which meeting a quorum was present and the members who were present voted as follows:

Ayes:	<u>5</u>
Nays:	<u>Ø</u>
Absent:	<u>Ø</u>
Abstain:	<u>Ø</u>





JUSTIFICATION: GPA RESOLUTION FY2023-15

Physical Security POC

- Request for Proposal (RFP) for a Physical Security Proof of Concept (POC) was drafted to provide services for the review, design and buildout for selected GPA and GWA sites in order to increase the Physical Security posture for such sites and to develop standardized solutions to utilize for other sites.
- Five (5) sites were identified for GPA include the Talofofo Plant, Harmon Substation, Fadian Main Office, Umatac Substation and the Piti Substation.
- Delays caused by supply chain issues and global logistics challenges has increased the timeline of completion and the cost of equipment, staging resources and contractor cost.
- **Estimated new completion cost has increased by \$350,000 and pushed completion date to July 2023.**

Phase	Cost	Notes
Design Phase	\$996,670	Initial PO
Buildout Phase	\$500,000	Task Order for Buildout (CCU Approved in Feb 23, 2022)
Revised Buildout	\$350,000	Additional Change
Total Amount	\$1,846,670	Exhibit C-004