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Attorney for Guam Power Authority

BEFORE THE GUAM PUBLIC UTILITIES COMMISSION

IN THE MATTER OF:

GPA DOCKET NO. 25-07

**GUAM POWER AUTHORITY'S
STRATEGIC PROGRAM
MANAGEMENT OFFICE**

**AMENDED PETITION OF THE GUAM
POWER AUTHORITY FOR
AUTHORIZATION TO PROCURE
STRATEGIC PROGRAM
MANAGEMENT OFFICE FOR GPA'S
FUTURE PROJECTS**

The Guam Power Authority (GPA), following consultation with PUC Legal Counsel, hereby files its Amended Petition for the Public Utilities Commission of Guam (PUC) to review and approve GPA's request to solicit for a Strategic Program Management Office (SPMO) for GPA's future projects.

I. Background

GPA intends to implement many projects with the goals of improving the Island Wide Power System, addressing growth, dealing with cyber incidents and natural disasters, and integrating renewable energy and other technologies. These projects include eleven Phase IV renewable energy projects, as well as the solicitation of Phase V renewable energy projects next year in 2026. Federal agencies have already awarded GPA grants for 22 projects, some in

1 collaboration with local agencies. Moreover, GPA is waiting to learn the fate of more than ten
2 other proposals submitted to federal agencies.

3 Due to the imminent retirement of experienced engineers who are being replaced by less
4 experienced engineers, GPA's Engineering and Technical Services (E&TS) Division will need
5 additional support to carry the planned projects through to completion. Currently, GPA has too
6 many projects and not enough employees to perform them. However, if GPA hires employees to
7 fill this need, in a few years GPA will be overstaffed.

8 GPA has determined that an SPMO can provide the necessary engineering design and
9 technical analysis, cyber and physical security planning, information technology and operational
10 technology support, and construction management services. The establishment of an SPMO will
11 provide valuable assistance to GPA's engineers on projects from start to finish. With training and
12 experience, GPA's own employees will transition into the professional organizational
13 infrastructure created by the SPMO and eventually replace the SPMO entirely as the need for it
14 becomes obsolete due to GPA's future in-house expertise.

15 GPA's first Project Management Office (PMO) was a resounding success. Contracted in
16 2011 to oversee fourteen different work streams and projects associated with the federally
17 funded Smart Grid Initiative Grant awarded to GPA in 2011, the original PMO was subject to
18 review by the then-manager of the Strategic Planning and Operations Research Division
19 (SPORD), who now holds the position of Assistant General Manager, Engineering and Technical
20 Services (AGMETs), as well as audits by the U.S. Department of Energy Technical Program
21 Officer.

22 The new SPMO will report to the AGMETs and be organized into subspecialties
23 corresponding to the RFP proposals submitted by proponents. All E&TS Divisions will make use
24 of the SPMO for projects of the most critical and strategic nature: AGMETs, Engineering,
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Information Technology(IT)/Operation Technology (OT), Planning & Regulatory, and SPORD.

The SPMO will develop and implement design-build projects, prepare multistep design-build procurement documents, and handle the solicitation of bidders. The management of the SPMO will strictly follow the methods and processes associated with the Smart Grid PMO and include the following non-exhaustive list of safeguards to ensure fiscal responsibility and regulatory compliance:

- (1) Task Orders will be individually negotiated for scope, hours, schedule, deliverables, milestones, and costs.
- (2) Weekly meetings and project performance dashboards to help team members and managers organize, track, and measure the success of team projects and tasks by displaying key performance indicators directly related to the project's success, such as task progress, resource allocation, budgets, timelines, and risks. Project reports will be shared with the General Manager, the members of the Consolidated Commission on Utilities, the PUC commissioners, and will also be made available online.
- (3) Contractor invoicing will include the task order, scope, deliverables, hours, and rate, and contractors will bill per number of hours worked according to a previously agreed fee schedule.
- (4) GPA will impose a ceiling on the SPMO services for each project, i.e., a dollar amount not to be exceeded by the contractor.
- (5) GPA will return to the PUC periodically when the cost estimate for current SPMO projects is anticipated to exceed a 20 percent threshold.

Additionally, the SPMO shall:

- (1) develop and implement procedures and standards to ensure the prudent and efficient expenditure of funds;
- (2) update GPA design and operations standards¹;
- (3) provide staff augmentation as needed;
- (4) train and mentor GPA staff for achieving Project Management Institute (PMI) Project Management Professional (PMP) certification;
- (5) provide training on Microsoft Project Professional and Primavera (Oracle);
- (6) create the organizational infrastructure that GPA staff will transition into after the SPMO contract expires;
- (7) provide a path for GPA's Civil and Environmental Engineers team to achieve professional engineering registration²;
- (8) support project certification and cyber/physical security planning;
- (9) provide IT/OT support;

¹ The SPMO will greatly accelerate this process.

² GPA currently has no civil or environmental professional engineer registered staff.

- (10) provide construction management services; and
(11) keep management apprised on the status of projects.

To date, GPA has projects worth over \$70 million in the pipeline and expects to undertake grant projects worth at least an additional \$300 million more.

II. Request for Approval

The PUC contract review protocol requires PUC authorization for all contracts in excess of \$1.5 million. For GPA's current projects, the SPMO is projected to cost approximately \$10,519,542 based on the number of projects GPA expects to undertake and their cost estimates. The costs associated with the SPMO will be covered by the same sources that fund the projects, whether grants, bonds, or revenue funds.

GPA seeks a 3-year base contract with the option to renew for two additional one-year periods. An SPMO will allow GPA to meet the challenge of obtaining professional services in a limited market in competition with military activity. GPA requests the PUC's authorization to procure the services of one or more firms on an indefinite delivery/indefinite quantity basis to establish an SPMO to provide engineering design and technical analysis, cyber and physical security planning, information technology and operational technology support, and construction management services.

In support of this petition, GPA hereby provides the PUC with CCU Resolution No. FY2025-08, attached and incorporated as if fully set forth herein, authorizing the General Manager to petition the PUC for its approval to solicit for an SPMO for future projects. *See* Exhibit A (CCU Resolution No. FY2025-08 (Jan. 28, 2025)).

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Respectfully submitted this 9th day of May, 2025.

M. Woloschuk

Marianne Woloschuk
GPA Legal Counsel



CONSOLIDATED COMMISSION ON UTILITIES
Guam Power Authority | Guam Waterworks Authority
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GPA RESOLUTION NO. FY2025-08

**RESOLUTION RELATIVE TO THE APPROVAL OF SOLICITATION
FOR STRATEGIC PROJECT MANAGEMENT OFFICE (SPMO) SERVICES**

WHEREAS, Guam Power Authority (GPA) plans to solicit services for a Strategic Program Management Office (SPMO) to provide engineering (design and technical analysis), cyber and physical security planning (design and analysis), information technology/operational technology (IT/OT) support and construction management services on potential future grant, revenue and bond-funded projects to ensure critical and time sensitive projects are successfully completed; and

WHEREAS, GPA has identified numerous projects to improve the island-wide power system, address growth and provide resiliency against cyber and natural disasters and integrate renewables and other technologies; and continue to pursue federal funding through grant programs; and

WHEREAS, GPA has 11 projects encompassing the Phase IV Renewable Energy Acquisition projects and could be soliciting for the Phase V Renewable Energy projects in 2026; and

WHEREAS, GPA has been awarded 22 grant projects by several federal agencies including Department of Interior, Environmental Protection Agency, Department of Agriculture, and Department of Energy. Additionally, GPA collaborates with several local agencies, including the Guam Energy Office, Guam Department of Education, and University of Guam, on federal grant projects; and

WHEREAS, consistent with GPA's Integrated Resource Plan (IRP), over ten (10) proposals have been submitted for critical energy projects to the Federal Emergency Management Agency, U.S. Department of Transportation, and Department of Interior, still pending decision; and

WHEREAS, these projects span across all GPA divisions and directly require GPA Engineering and Technical Services resources; and



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1 **WHEREAS**, the GPA Engineering & Technical Services Division is able to successfully
2 manage its current projects but will require increased resources to address the significant near-
3 term infrastructure projects; and

4 **WHEREAS**, approximately 26 employees within the GPA Engineering & Technical
5 Services Division are eligible to retire within the next five (5) years, of which ten (10) are
6 Professional Engineers; and

7 **WHEREAS**, GPA Engineering & Technical Services Division has recently hired new
8 engineers requiring essential years-long professional development and mentorship; and

9 **WHEREAS**, the SPMO will augment the GPA Engineering & Technical Services
10 Divisions to implement and complete near-term grant, revenue and bond-funded projects within
11 the constrained deadlines; and

12 **WHEREAS**, the SPMO will provide professional engineering and technical services,
13 including cyber and physical security, IT/OT support; train and mentor GPA staff in preparation
14 for professional certification; and assist in certifying works for the anticipated projects; and

15 **WHEREAS**, the SPMO will develop and implement project management standards,
16 delivery methods and tools for use in all projects assigned including but not limited to procurement
17 documents, status reporting, budget management and resource allocation, integrated project
18 execution, detailed audit trail, and any and all related duties to ensure that federal and local funds
19 are spent in a prudent and efficient manner; and

20 **WHEREAS**, the SPMO will prepare the documents necessary to procure all goods and
21 services necessary to execute the assigned projects including design and specification development
22 satisfactory to GPA requirements and applicable standards; and

23 **WHEREAS**, the SPMO will regularly apprise GPA management with an understanding
24 of the current state of all projects; and

25 **WHEREAS**, key factors of the qualified proponent(s) shall include but not limited to the
26 sufficient resource capacity to deliver a project and satisfactory record of past performance; and

27 **WHEREAS**, per Title 5 Guam Code Annotated, Chapter 5, issuance of a Request for
28 Proposal (RFP) for professional services, and the *Rules for Professional Conduct* promulgated by
29 the Guam Board of Registration for Professional Engineers, Architects, and Land Surveyors
30 (Guam PEALS), is the correct and proper procurement method for the aforementioned intent; and



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1 **WHEREAS**, GPA is requesting to procure an initial service contract for a base term of
2 three (3) years, with the option to extend for an additional period of three (3) years; and

3 **WHEREAS**, in consideration of the ongoing military construction activity and limited
4 availability of professional service firms, GPA may recommend multiple indefinite delivery,
5 indefinite quantity contract awards to the most responsible and responsive proposer(s) whose
6 proposal(s) best meets the needs of GPA; and

7 **WHEREAS**, the estimated cost of the SPMO services is approximately up to 15% of the
8 total project cost; and

9 **WHEREAS**, the total estimated cost of current projects is \$70,130,282 (Exhibit A); and

10 **WHEREAS**, the estimated SPMO cost for current projects is estimated at \$10,519,542;
11 and

12 **WHEREAS**, GPA Engineering and Technical Services expects more grants to be awarded
13 to GPA potentially in excess of \$300,000,000; and

14 **WHEREAS**, the SPMO will be funded through revenue funds or grants, depending on the
15 project funding source.

16 **NOW THEREFORE BE IT RESOLVED**, by the Consolidated Commission on Utilities,
17 it does hereby approve and authorize the following;

18
19 GPA General Manager is authorized to petition the Guam Public Utilities Commission for
20 authorization for GPA to procure Strategic Program Management Office (SPMO) services to
21 provide engineering (design and technical analysis), cyber and physical security planning (design
22 and analysis), IT/OT support, and project/construction management services on potential future
23 grant, revenue and bond-funded projects, estimated to cost up to 15% of the total budgeted costs
24 for a base term of three (3) years, with an option for an additional period of three (3) years.
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26 **RESOLVED**, that the Chairman certifies, and the Board Secretary attests to the adoption
27 of this Resolution.

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DULY AND REGULARLY ADOPTED AND APPROVED THIS 28th DAY OF
JANUARY, 2025.

Certified by:

FRANCIS E. SANTOS

Chairperson

Consolidated Commission on Utilities

Attested by:

MELVIN F. DUENAS

Secretary

Consolidated Commission on Utilities

I, **Melvin F. Duenas**, 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 accurate copy of the resolution duly adopted at a
regular meeting of the members of Guam Consolidated Commission on Utilities, duly and
legally held at a place properly noticed and advertised at which meeting a quorum was
present and the members who were present voted as follows:

Ayes:

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Nays:

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Absent:

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Abstain:

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A. GRANT PROJECTS						
Awarding Agency	Grant	Project	Partner	Status	Total Project Cost	Cost Share
DOI	EIC	Comprehensive Security Plan for Guam's Critical Energy Infrastructure	NREL ** Grant Funds Technical Assistance	Awarded	Direct NREL Funding	
DOI	EIC	Energy Engineering Training & Certification Program		Awarded	\$49,550.00	-
DOI	EIC	BEST Schools - GPA GEORGE WASHINGTON HS LED LIGHTING RETROFIT	Siemens Industry	Awarded	\$295,315.00	-
DOI	EIC	BEST Schools - GPA SOUTHERN HS LED LIGHTING RETROFIT	Siemens Industry	Awarded	\$1,025,787.00	-
DOI	EIC	BEST Schools - Agueda Johnston Middle School LED Lighting Retrofit	Siemens Industry	Awarded	\$595,572.00	-
DOI	EIC	BEST Schools - Maria Ulloa Elementary School LED Lighting Retrofit	Siemens Industry	Awarded	\$442,713.00	-
DOI	EIC	BEST Schools - Tamuning Elementary School LED Lighting Upgrades & Solar PV Renewable Energy Generation	Siemens Industry	Awarded	\$154,526.85	-
DOI	EIC	BEST Schools - University of Guam LED Lighting Retrofit, HVAC Control, & Solar PV Renewable Energy Generation	Siemens Industry	Awarded	\$1,291,938.00	-
DOI	EIC	BEST Schools - Ordot Chalan Pago Elementary School LED LightingUpgrades & Solar PV Renewable Energy Generation:Energy Conservation Project	Siemens Industry	Awarded	\$700,841.00	-
DOI	EIC	Guam 100 GUAM-EIC-2023-2, D23AP00290;	NREL	Awarded	\$ 3,000,000.00	\$ -
USEPA	DERA FY2021	Diesel Emissions Reduction Act (DERA) Program: Procurement of Hybrid Diesel Bucket Truck	n/a	Awarded	\$ 489,000.00	\$ 239,000.00
USEPA	DERA FY2022	Diesel Emissions Reduction Act (DERA) Program: Procurement of Hybrid Diesel Bucket Truck	n/a	Awarded	\$ 401,450.00	\$ 101,450.00
USDOE	Energy Transitions Initiative Partnership Project Community (ETIPP)	FRONTIER Project	ANL, LBNL, UOG	Awarded ** Grant Amount Estimated	\$250,000 in technical assistance	
USDOE	SESP Technical Assistance	Guam Energy Security Plan	ANL, Sheffield Scientific, NREL	Awarded	\$ 250,000.00	None but GPA to contribute \$50,000 for cyber annex
USDOE	Energy Transitions Initiative Partnership Project Community (ETIPP)	Grid Assessment for Virtual Powerplant Program Integration	Sandia	Awarded ** Grant Amount Estimated	\$250,000 in technical assistance	
USDOE	Preventing Outages and Enhancing the Resiliency of the Grid Grant	Underground Mitigation of P-087		Awarded/Released	\$ 2,455,334.00	\$ 818,444.67
				Awarded/Not Released	\$ 1,636,889.33	\$ 545,629.78
USDOE	Underserved & Indigenous Community Microgrids	Modular Microgrid Control System for Distribution Networks in Rural and Island Communities	NREL, PXISE, PNNL	Awarded	\$ 1,450,000.00	\$ 916,885.00
USDOE	Long Duration Energy Storage System for Resilience Lab+C35 Call Project	Demonstration of Clean and Replicable Hydrogen-based LDES Systems to Enable H2@Scale Deployment	NREL (Prime Applicant)	Awarded	\$ 5,000,000.00	n/a
DOI	EIC	Guam 100 Phase II	NREL	Awarded	\$ 3,000,000.00	\$ -
USDA	Broadband Technical Assistance	Broadband Feasibility Study	n/a	Awarded	\$ 500,000.00	\$ -
DOE	Utility & Grid Operator Key Assist TA	Vehicle to Grid Integration	tba	Awarded	\$ 1,000,000.00	
USDOE	Flexible and Innovative Transformer Technologies (FITT)	Solid-state transformer	GE (Prime Applicant)	Submitted	\$ 3,397,297.00	\$ 100,000.00
USDOE	Grid-Enhancing Data Analytics Demonstrations for Operations, Monitoring and Control	Sensor Data Analytics Demonstration	GPA PXiSE PNNL NREL WSU NISC Grid Protection Alliance	Submitted	\$ 1,400,000.00	\$ 400,000.00
TOTAL AWARDED					\$ 28,536,213.18	\$ 2,621,409.44

B. GRANTS AWARDEDTO GOVGUAM - GPA PARTNERSHIP						
Awarding Agency	Grant	Project	Partner	Status	Total Project Cost	Cost Share
USEPA	Solar for All	Virtual Powerplant Program	GEO, UOG, GovGuam (Prime)	Awarded	\$ 63,000,000.00	
TOTAL AWARDED - GOVGUAM PRIME RECIPIENT					\$ 63,000,000.00	\$ -

c. GRANTS APPLICATIONS SUBMITTED & PENDING						
Awarding Agency	Grant	Project	Partner	Status	Total Project Cost	Cost Share
USDOE	Distributed Energy Systems Demonstrations Program	RENEW-GRID: Renewable Energy-based Resilient Distribution Grid	NREL PXiSE	Submitted	\$ 31,000,000.00	\$ 15,500,000.00
FEMA	Hazard Mitigation Grant Program	Underground Mitigation Programs		Submitted	\$ 262,204,618.00	\$ 26,220,461.80
USDOE	Solar and Wind Interconnection for Future Transmission (SWIFTR)	Tools to Accelerate IBR Performance and Conformity Assessment (TIP)	GPA NREL PXiSE Elevate Inverter OEM Mainland Utility	Concept Paper Submitted	\$ 2,400,000.00	\$ 400,000.00
USDOE	Critical Facility Energy Resilience (CiFER)	Development of a Resilient Energy System for a Critical Facility	NREL, PXiSE	Submitted	\$6,250,000	\$ 1,250,000.00
USDOE	Connected Communities 2.0	HERMES: Demonstration of Connected Underserved Communities via Harmonizing Energy Resources for Modern Electric Systems	NREL, PXiSE	Submitted	\$8,571,429	\$ 2,571,429.00
USDOE	Solar Technologies’ Rapid Integration and Validation for Energy Systems (STRIVES)	PIONEER: Prosumer Incentive Plan and Dynamic Operating Envelope based Hierarchical Distribution Market for DERs	NREL, PXiSE	Submitted	\$ 4,051,763.00	\$ 1,051,763.00
FEMA	Public Assistance	Substation and Transmission			\$ 982,184,356.00	\$ 98,218,435.60
FEMA	Public Assistance	Distribution			\$ 787,361,183.00	\$ 78,736,118.30
FEMA	Public Assistance	Other Resiliency Projects			\$ 743,620,000.00	\$ 74,362,000.00
FEMA	Public Assistance	Conversion of All 13.8kV Feeders to Underground			\$ 4,500,000,000.00	\$ 450,000,000.00
TOTAL SUBMITTED - UNDER REVIEW					\$ 7,327,643,349.00	\$ 748,310,207.70

D. CURRENT, NEW, AND POTENTIAL PROJECTS			
Awarding Agency	Project	Funding	Total Project Cost
1	New T&D Building with Disaster Recovery Center	Revenue	\$ 20,000,000.00
2	New hospital substation with transmission lines	GovGuam	\$ 35,448,983.97
3	GPA Physical Security	Revenue	\$ 9,225,000.00
4	Underground Mitigation of P-087	USDOE	\$5,456,298
TOTAL SUBMITTED - UNDER REVIEW			\$ 70,130,281.75

E. UPCOMING PROJECTS			
Awarding Agency	Project	Funding	Total Project Cost
1	New ESS (2-45MW X 4 Hrs, 90mW)	Revenue	\$ 108,000,000.00
2	Synchronous Converter	Revenue	\$ 31,800,000.00
TOTAL SUBMITTED - UNDER REVIEW			\$ 139,800,000.00

SUMMARY					
Item	Type	Federal Funded	GovGuam Funded	GPA Funded	Total Project
A	Grants Awarded	\$ 28,536,213.18		\$ 2,621,409.44	\$ 31,157,622.63
B	GovGuam - GPA Partnership	\$ 63,000,000.00			\$ 63,000,000.00
C	Grants Submitted - Under Grantor Review	\$ 7,327,643,349.00		\$ 748,310,207.70	\$ 8,075,953,556.70
D	Current, New, and Potential Projects	\$ 4,092,223.33	\$ 35,000,000.00	\$ 31,038,058.42	\$ 70,130,281.75
E	Upcoming Projects			\$ 139,800,000.00	\$ 139,800,000.00
Total		\$ 7,423,271,785.52		\$ 921,769,675.56	\$ 8,380,041,461.08