



GUAM WATERWORKS AUTHORITY

PETITION

REVISED

The Guam Waterworks Authority (GWA) hereby petitions the Consolidated Commission on Utilities (CCU) the following:

Procurement and Materials Management Administrator

This petition complies with requirements outlined in 4GCA, Chapter 6, §6303(d), which includes a justification to create a position and the requirements that the petition be posted on GWA's website for ten (10) days (Saturdays, Sundays and government of Guam holidays excepted) to allow public access. Additionally, this posting was provided via email to all newspapers with general circulation and broadcasting stations that air regular local news programs on Guam.

Digitally signed by Christopher M.
Budasi
Reason: for General Manager
Miguel C. Bordallo, P.E.

Miguel C. Bordallo, P.E.,
General Manager



**GUAM WATERWORKS AUTHORITY
PETITION FOR CREATION OF POSITION
PROCUREMENT AND MATERIALS MANAGEMENT ADMINISTRATOR**

I. REQUEST

Pursuant to 4 GCA §6303(d), the General Manager of the Guam Waterworks Authority (GWA) hereby petitions the Consolidated Commission on Utilities (CCU) for the creation of one (1) classified position entitled:

Procurement and Materials Management Administrator

The position is necessary to elevate the procurement and materials function from primarily operational administration to strategic, enterprise-level leadership. As the organization has grown in complexity, procurement and materials management now require centralized direction, broader discretion, and higher-level coordination across departments. This position formalizes executive-level oversight, strengthens governance and accountability, and provides structured strategic planning and performance management that align procurement and supply activities with the Authority's long-term operational and financial objectives. The upgraded classification reflects the increased scope, judgment, and organizational impact now required of the function.

II. AUTHORITY

Pursuant to 12 GCA §§ 14104(c) and 14104(m), the GWA is authorized to establish its internal organization and adopt rules governing selection, compensation, promotion, performance evaluation, and other terms and conditions of employment. Additionally, under 12 GCA §§ 14105 and 14106(d)(6), these powers are exercised by the CCU, with the General Manager responsible for appointing and directing employees within the approved organizational structure. This statutory authority supports the creation of the Procurement and Materials Management Administrator classification as a necessary organizational and personnel action to strengthen senior management level oversight and strategic management of the Authority's procurement and materials functions.

- A.** Pursuant to 4 GCA Chapter 6, Section 6303(d), the General Manager shall petition the Consolidated Commission on Utilities to creation new positions or classes of positions when necessary for the efficient performance of duties and functions of the GWA
- B.** The petition shall include:
 1. the justification for the new position;
 2. the essential details concerning the creation of the position;
 3. an analysis of the similarities and differences between the position to be created and positions listed pursuant to 4 GCA § 4101.1(d);
 4. the position description;
 5. the proposed pay range and demonstration of compliance with § 6301 of this Title;
 6. a fiscal note as that term is described in 2 GCA § 9101 et seq.; and any other pertinent information.
- C.** The petition shall be posted on the GWA's website for ten (10) days (Saturdays, Sundays and government of Guam holidays excepted). After the posting, the General Manager shall forward the petition, along with evidence of his compliance with 4 GCA § 6303.1(a), to the CCU who, if they approve the same, shall approve the petition by resolution and file the petition and resolution for record with the Director of Administration and the Legislative Secretary.

- D. No new position may be filled until after compliance with the provisions of this Section and thirty (30) days have elapsed from the date of filing with the Legislative Secretary.

III. AGENCY BACKGROUND

GWA is a public corporation and autonomous agency within the Government of Guam responsible for providing safe, reliable, and financially sustainable water and wastewater services to the residents and businesses of Guam.

GWA owns, operates, and maintains island-wide water production, treatment, transmission, and distribution systems, as well as wastewater collection, pumping, and treatment facilities. The Authority manages a geographically dispersed network of wells, reservoirs, booster pump stations, sewer lift stations, and treatment plants that operate continuously to protect public health, preserve environmental quality, and support economic development.

The CCU serves as the governing board of the Authority and establishes policy direction, organizational structure, and personnel oversight. The General Manager is responsible for the day-to-day administration and operational management of the Authority, including the planning, coordination, and supervision of personnel and resources necessary to fulfill its mission.

GWA is a self-supporting water utility funded through user rates and charges approved by the Public Utilities Commission. The Authority must operate its water and wastewater systems reliably, comply with applicable regulations, maintain its facilities and equipment, and manage its financial resources responsibly while carrying out daily utility operations across the island.

IV. JUSTIFICATION FOR CREATION OF POSITION

The Supply Management Administrator position was originally established in 1980 and later amended in 1989; however, the classification no longer reflects the competencies and educational standards required for modern procurement operations. The current specification does not require a degree, which is inconsistent with the level of technical knowledge, analytical skills, and professional judgment now expected in procurement and materials management role.

Over the last ten years, GWA's procurement and materials functions have expanded significantly due to:

1. Increased federal funding and reporting compliance
2. Capital Improvement Program expansion
3. Partial Consent Decree requirements
4. Inventory standardization initiatives
5. Asset lifecycle management planning, which has significantly expanded in scope and complexity.
6. Enhanced natural disaster preparedness and operational continuity planning in light of global supply chain volatility and regional logistical constraints.

Procurement, contract oversight, and materials management functions are currently performed through established operational and supervisory roles; however, the Authority now requires an administrator-level position to provide centralized strategic direction, formal governance structure, performance accountability, and senior-level coordination across the full procurement and materials lifecycle.

The proposed Procurement and Materials Management Administrator will:

- Provide centralized, enterprise-wide procurement governance by setting policy direction, structuring approval hierarchies, strengthening internal controls, standardizing processes across divisions, and ensuring measurable performance and compliance oversight.
- Establish and institutionalize authority-wide performance analytics and KPIs to measure procurement efficiency, cost management, inventory effectiveness, and contract performance, with regular executive reporting and accountability standards.
- Standardize materials and equipment specifications in coordination with division subject matter experts
- Elevate warehouse and inventory oversight from operational supervision to enterprise-level strategic management and performance accountability.
- Direct comprehensive oversight of the Authority's contract portfolio, including lifecycle management, escalation monitoring, vendor performance evaluation, renewal strategy, and proactive risk mitigation to protect operational continuity and cost stability.
- Direct enterprise-wide supply continuity planning by integrating risk assessment, contingency sourcing, inventory resilience modelling, and strengthen resiliency planning, and implement preventive safeguards to minimize service disruption and financial exposure.
- Ensure compliance with Guam Procurement Law and federal funding requirements

Without this position, GWA faces:

- Continued procurement cycle delays
- Inventory carrying inefficiencies
- Reduced cost control visibility
- Elevated compliance risk
- Existing supervisory-level structure that supports daily operations but does not provide sufficient administrative authority to fully implement long-term strategic objectives.

Additionally, the existing position, has been vacated by the former incumbent. This creates an opportunity for GWA to update its job classification standards with its modernization of the Procurement and Warehouse Sections.

V. ESSENTIAL DETAILS OF THE POSITION

Reporting Structure

Reports directly to the Assistant General Manager of Administration and Support

Supervisory Authority

Supervises procurement, warehouse, and materials personnel as assigned.

Scope

This position provides centralized, administrator-level oversight of the Authority's procurement and materials management functions, reflecting a significant increase in complexity, coordination, and decision-making responsibility. The role requires evaluation of long-term procurement strategies, contract risk exposure, cost trends, inventory safeguards, and cross-departmental operational needs. Decisions made at this level involve balancing operational reliability, financial impact, regulatory considerations, and organizational priorities. By elevating the function beyond day-to-day supervision, the position formalizes enterprise-wide governance, strengthens accountability, and ensures that procurement and materials

management activities are strategically aligned, consistently controlled, and effectively integrated across the Authority.

VI. ANALYSIS OF SIMILARITIES AND DIFFERENCES

The proposed Procurement and Materials Management Administrator position replaces the existing Supply Management Administrator classification, as established and amended by the Civil Service Commission.

The Supply Management Administrator position is primarily operational in nature. The class standard provides for administration of procurement, warehousing, inventory, and surplus property programs within an agency, with duties including:

- Administering procurement, warehousing, inventory and surplus programs
- Making technical supply decisions
- Implementing established procedures
- Managing surplus property disposal
- Serving as technical advisor on supply issues
- Conducting long-range supply requirement planning

Minimum qualifications require three (3) years of supply experience and three (3) years of supervisory experience, with a high school diploma or equivalent.

A. Similarities

The proposed position retains responsibility for:

- Procurement oversight
- Warehouse and inventory management
- Supply requirement forecasting
- Supervision of supply-related personnel
- Compliance with applicable procurement laws

These similarities reflect continuity of core supply functions within GWA operations.

B. Material Differences in Scope and Authority

1. Administrator-Level Authority vs. Supervisory-Level Administration

The former classification is structured at a supervisory level, focused on administering procurement, warehousing, and inventory activities within established procedures and delegated authority.

The proposed position elevates the function to an administrator-level classification, providing formalized authority, broader discretion, and expanded accountability for governance, performance oversight, and cross-departmental coordination within the procurement and materials management function.

This change does not reflect the absence of enterprise leadership at the executive level; rather, it recognizes that the operational scope and complexity of the function now require administrator-level authority within the department to effectively implement strategic direction and sustain enterprise-wide accountability.

2. Increased Complexity and Discretion

The former classification primarily applied established procedures and exercised delegated authority within defined guidelines.

The proposed position requires independent evaluation of long-term procurement strategies, contract risk exposure, cost trends, inventory safeguards, and competing operational priorities. Decisions involve balancing financial impact, operational reliability, regulatory considerations, and organizational objectives.

This reflects a substantially higher level of analytical complexity, judgment, and discretionary authority.

3. Strategic Governance and Performance Accountability

The former classification focused on managing supply processes.

The proposed position establishes structured governance over procurement and materials management, including:

- Development of procurement policy and internal control frameworks
- Administrator-level oversight of major contract performance and renewal planning
- Implementation of measurable performance standards and reporting mechanisms
- Authority-wide coordination of standardization and cost management efforts

These functions elevate the role from transactional oversight to performance-driven enterprise governance.

4. Organizational and Financial Impact

Under the former classification, authority was exercised primarily within the boundaries of assigned supply programs.

The proposed position carries authority-wide accountability for procurement strategy, contract oversight, cost management initiatives, and performance outcomes that directly influence operational continuity and financial stewardship.

The scope of impact, discretion, and organizational responsibility is materially greater.

C. Qualification Differences

Minimum qualifications under the Supply Management Administrator:

- High school diploma
- Three years supply experience
- Three years supervisory experience

The proposed position requires:

- Bachelor's degree in public or business administration, supply chain management, economics, accounting, logistics or related fields, or related field
- Five (5) years progressively responsible procurement/supply experience
- Two (2) years managerial-level supervision
- Allows for associate degree with increased years of experience requirement
- Knowledge of Guam Procurement Law and federal procurement compliance
- Requires Certificate(s) of Enrichment Procurement Modules 1, 2, 3 and 4

VII. POSITION DESCRIPTION

Refer to attached proposed job classification specification.

VIII. PROPOSED PAY RANGE & COMPENSATION COMPLIANCE

GWA’s and GPA’s compensation plan as authorized by Public Law 28-159 and approved by the CCU in October 2007. The proposed compensation is in accordance with the Strategic Pay Plan Methodology.

Information was obtained from public utilities affiliated with the American Public Power Association (APPA), the American Water Works Association (AWWA), and other utilities nationwide with comparable positions. The data collected was used to evaluate and develop the proposed job standard relative to the scope of work performed in support of the Consolidated Commission on Utilities (CCU) and GWA and GPA Executive Management.

The duties outlined in the proposed position description were evaluated using the Strategic Pay Job Evaluation Methodology. This methodology assesses positions across twelve (12) measurement factors: Education, Experience, Complexity, Scope of Work, Problem Solving, Freedom to Act/Supervision Received, Work Environment, Physical Demands, Impact of Discretionary Decisions, Human Relations Skills/Contact, Authority Exercised, and Supervisory/Managerial Responsibility.

In addition, market data prepared by compensation consulting firm Alan Searle & Associates, along with GPA and GWA compensation models consistent with their respective industries, were used to establish the recommended implementation salary ranges as follows:

25 th Market Percentile (2022 Market Data – 5 Sub-Steps) - GWA											
Benchmark Position	Structural Adjustment- MIN						Structural Adjustment- MIN				
	JE Points	Base Salary	Hourly	Grade	Step	Sub-Step	Base Salary	Hourly	Grade	Step	Sub-Step
Procurement and Materials Management Administrator	1055	\$110,028	\$52.90	O	4	A	\$114,495	\$55.05	O	5	A

IX. FISCAL NOTE (2 GCA §9101)

The funding source for this position is Operating Revenue

The estimated annual fiscal impact, including benefits, is:

Salary: \$110,028.

Benefits: \$60,738.88

Total Estimated Annual Cost: \$170,766.89

Total Salary and Benefits for the Supply Management Administrator for comparison:

Salary: \$102,625.

Benefits: \$58,125.62

Total Estimated Annual Cost: \$160,750.62

Funds are currently available within GWA's approved budget

X. TRANSPARENCY COMPLIANCE

Pursuant to 4 GCA §6303(d):

- This Petition shall be posted on GWA's official website for ten (10) days (excluding weekends and Government of Guam holidays).
- Notice shall be transmitted to newspapers of general circulation and local broadcasting stations.
- Documentation of posting compliance shall be submitted to the CCU.
- Upon approval, the Petition and Resolution shall be filed with the Director of Administration and the Legislative Secretary.
- No recruitment action shall occur until thirty (30) days have elapsed following filing.

XI. RECOMMENDATION

Based on the foregoing justification, fiscal review, statutory compliance, and operational necessity, it is respectfully recommended that the CCU approve the creation of the Procurement and Warehouse Manager position and to update the position to the Certified, Technical, and Professional (CTP) list of positions.



Zina Pangelinan-Charfauros
Personnel Services Administrator



Christopher M. Budasi
Assistant General Manager, Administration & Support



for: Miguel C. Bordallo, P.E.
General Manager



GUAM WATERWORKS AUTHORITY

Procurement and Materials Management Administrator

NATURE OF WORK IN THE CLASS:

Under general administrative direction, the Procurement and Materials Management Administrator is responsible for planning, directing, and overseeing the Authority's centralized procurement, contracting, inventory control, warehousing, and materials management functions.

The incumbent provides strategic leadership and operational oversight to ensure the timely, compliant, and cost-effective acquisition, storage, distribution, and lifecycle management of materials, equipment, services, and supplies critical to water and wastewater operations.

This position serves as the utility's principal authority for procurement policy implementation, warehouse operations, inventory governance, and supply-chain risk management, ensuring alignment with regulatory requirements, financial controls, and operational continuity.

ILLUSTRATIVE EXAMPLES OF WORK:

(Classification specifications are intended to present a descriptive list of the range of duties performed by employees in the class. Specifications are not intended to reflect all duties performed within the position, as illustrated in the position description questionnaire).

Develop, plan, and implement the division goals and objectives; recommend and administer policies and procedures.

Coordinate division activities with other divisions, departments and outside agencies and organizations to ensure effective delivery of services.

Directs and oversees all procurement activities, including formal solicitations (IFB, RFP, RFQ), sole-source and emergency procurements, contract negotiations, renewals, amendments, protests and close-out activities.

Ensures compliance with applicable procurement laws, regulations, policies, and audit standards, including competitive bidding requirements and documentation standards.

Develops, implements, and enforces procurement procedures, internal controls, and approval thresholds to mitigate financial, legal, and operational risk.

Advises executive management on procurement strategy, market conditions, lead times, pricing trends, and vendor risk.

Coordinates closely with Finance, Legal, Operations, and Engineering to ensure procurements align with capital improvement plans, operating budgets, and project schedules.

Review and approve purchases/contracts up to approved limits and make recommendations to the General Manager for awards of purchases/contracts beyond approved limits.

Directs centralized warehouse operations, including receiving, storage, issuance, cycle counting, reconciliation, and disposal of materials and equipment.

Responsible to ensure there are established inventory control standards, reorder points, safety stock levels, and critical spares strategies to ensure uninterrupted water and wastewater operations.

Oversees the integrity of inventory valuation, stock classification (stock vs. non-stock), and materials accounting in coordination with Finance.

Ensures proper handling and storage of regulated, hazardous, and sensitive materials in compliance with safety and environmental requirements.

Evaluates warehouse layout, workflows, and systems to improve efficiency, accuracy, and internal controls.

Prepare the procurement & warehouse division's budget; assist in budget implementation; participate in the forecast of additional funds needed for staffing, equipment, materials, and supplies; administer the approved budget.

Exercises administrative and technical supervision over procurement, warehouse, and materials management staff.

Recommend the appointment of personnel; provide or coordinate staff training; conduct performance evaluations; implement discipline procedures as required; and maintain discipline and high standards necessary for the efficient and professional operation of the department.

Works with Division Heads to develop short- and long-term supply-chain strategies to address infrastructure aging, emergency preparedness, regulatory compliance, and market volatility.

Leads procurement and warehouse planning for emergency response, disaster recovery, and continuity of operations.

Prepare market research and vendor analysis to support sourcing strategies and mitigate supply disruptions and reduce expenses.

Provides data-driven analysis and reporting to executive management and governing bodies on procurement performance, inventory health, and cost trends.

Represent the division and department to outside groups and organizations; participate in outside community and professional groups and committees; provide technical assistance as necessary.

Research, prepare, and present technical and administrative reports and studies; prepare written correspondence as necessary.

Keep current on new products, technological changes, and supply functions, new trends and innovations in the field of purchasing and contract administration.

Performs related duties as required.

KNOWLEDGE, ABILITIES, AND SKILLS

Knowledge of modern principles, practices, and methods of public and governmental purchasing and procurement programs and processes, and their application to the Authority's operations and Capital Improvement Program.

Knowledge of public procurement and contracting concepts sufficient to interpret requirements, evaluate compliance, assess risk, and exercise judgment within established authority.

Knowledge of materials and inventory management concepts sufficient to ensure availability of critical resources, internal control, and operational continuity.

Knowledge of budgeting and financial control concepts sufficient to plan, administer, and monitor division-level resources and expenditures.

Knowledge of supervisory and personnel management principles applicable to direct staff performance, accountability, and professional development.

Ability to exercise independent judgment in the administration of a complex operational support function within established legal, regulatory, and policy frameworks.

Ability to analyze information, evaluate alternatives, and make sound recommendations on matters with financial, operational, and compliance impacts.

Ability to interpret and apply laws, regulations, policies, and procedures to practical situations involving competing priorities and limited resources.

Ability to plan and organize work, set priorities, and coordinate activities across organizational units to support utility-wide objectives.

Ability to communicate effectively, both orally and in writing, to convey analysis, recommendations, and decisions to executive management, staff, and external stakeholders.

Ability to use automated systems and technology as tools to support administrative decision-making, reporting, and internal controls.

MINIMUM EXPERIENCE, EDUCATION, AND TRAINING

- A) Graduation from a recognized college or university with a bachelor's degree in public or business administration, supply chain management, economics, accounting, Logistics or related fields, and five (5) years of progressively responsible experience in procurement, supply chain, warehouse operations, or materials management, including at least two (2) years in a supervisory or managerial capacity; **or**
- B) Graduation from a recognized college or university with an associate's degree in public or business administration, supply chain management, economics, or related fields, and seven (7) years of progressively responsible experience in procurement, supply chain,

warehouse operations, or materials management, including at least two (2) years in a supervisory or managerial capacity; **or**

- C) Any equivalent combination of experience and training which provided the minimum knowledge, skills, and abilities.

LICENSES, CERTIFICATES, AND SPECIAL REQUIREMENTS

Possession of, or ability to obtain within one (1) year of hire (unless extended by the General Manager), a Certificate(s) of Enrichment (Advance), Modules 1, 2, 3 and 4, in accordance with 5GCA, Chapter 5, § 5141(i).

Must possess and maintain a valid driver's license.

Preferred:

- Experience in a public-sector, utility, infrastructure, or other highly regulated environment.
- Professional certification in public procurement issued by the Universal Public Procurement Certification Council (UPPCC), such as Certified Public Procurement Officer (CPPO).

ESTABLISHED: FEBRUARY 2026

JE POINTS: 1055

FLSA STATUS: NON-EXEMPT

Francis Santos, Chairman
Consolidated Commission on Utilities