Suite 401 DNA Building 238 Archbishop Flores St. Hagåtña, Guam 96910



## TRANSMITTAL

	Mr. John M. Quinata Executive Manager Guam International Airport Authority P.O. Box 8770 Tamuning, Guam 96931 Phone: (671) 646-0300 Easy (671) 646 8823	From:	<b>Benjamin J.F. Cruz</b> <b>Public Auditor</b> Office of Public Accountability
То:	Fax: (671) 646-8823 Email: john.quinata@guamaiport.net Mr. William B. Brennan, Esq. Attorney for Guam International Airport Authority Arriola Law Firm 259, Martyr Street, Suite 201 Hagåtña, Guam 96910 Phone: (671) 477-9730/33 Fax: (671) 477-9734 Email: <u>attorneys@arriolafirm.com</u>	Pages:	14 (including cover page)
	Mr. R. Marsil Johnson, Esq.	Date:	October 30, 2024
CC:	Ms. Isa B. Baza, Esq. Attorney for Appellant Pacific Federal Management, Inc. Blair Sterling Johnson & Martinez A Professional Corporation 1411 Pale San Vitores Road, Suite 303 Tamuning, Guam 96913-4232 Phone: (671) 477-7857 Fax: (671) 472-4290 Email: <u>rmarsjohnson@bsjmlaw.com</u> ; <u>ibbaza@bsjmlaw.com</u>	Phone: Fax:	(671) 475-0390 x. 204 (671) 472-7951
Re:	OPA-PA-24-005 Notice of Receipt of Appeal		

## □ For Review □ Please Comment ✓ Please Reply □ Please Recycle

#### **Comments:**

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Thank you, Jerrick Hernandez, Auditor jhernandez@guamopa.com

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**OFFICE OF PUBLIC ACCOUNTABILTY** Suite 401 Pacific News Building, 238 Archbishop Flores St., Hagåtña, Guam 96910 Phone: (671) 475-0390 / FAX: (671) 472-7951

October 30, 2024

Mr. John M. Quinata Executive Manager Guam International Airport Authority P.O. Box 8770 Tamuning, Guam 96931

## VIA EMAIL: john.quinata@guamairport.net

Re: Notice of Receipt of Appeal - OPA-PA-24-005

Dear Mr. Quinata,

Please be advised that Pacific Federal Management, Inc. (hereinafter referred to as "PFM") filed an appeal with the Office of Public Accountability (OPA) on October 29, 2024, regarding the Guam International Airport Authority's (GIAA)'s denial of its protest decision related to the procurement for Terminal Building Roof Replacement and Renewable Energy System – Phase I (Invitation for Bid No. GIAA-C07-FY24, Project No. GIAA-FY22-02-1, AIP No. 3-66-0001-TBD). OPA has assigned this appeal case number OPA-PA-24-005.

Immediate action is required of GIAA pursuant to the Rules of Procedure for Procurement Appeals, found in Chapter 12 of the Guam Administrative Regulations (GAR). Copies of the rules, the appeal, and all filing deadlines are available at OPA's office and on its website at <u>www.opaguam.org</u>. The first eleven pages of the notice of appeal filed with OPA is enclosed for your reference.

Please provide the required notice of this appeal to the relative parties with instructions that they should communicate directly with OPA regarding the appeal. You are also responsible for giving notice to the Attorney General or other legal counsel for your agency. Promptly provide OPA with the identities and addresses of interested parties and a formal entry of appearance by your legal counsel.

Pursuant to 2 GAR, Div. 4, Ch. 12, §12104(3), the submission of one complete copy of the procurement record for the procurement solicitation above, as outlined in Title 5, Chapter 5, §5249 of the Guam Code Annotated is required no later than **Thursday**, **November 7, 2024**, five work days following this Notice of Receipt of Appeal. We also request one copy of the Agency Report for each of the procurement solicitations cited above, as outlined in 2 GAR, Div. 4, Chap. 12, §12105, by **Friday**, **November 15, 2024**, ten work days following receipt of this notice.

When filing all required documents with our office, please provide one original and one copy to OPA (electronic filings will be acceptable and highly encouraged, and can be emailed to jhernandez@guamopa.com), and serve a copy to PFM.

Thank you for your prompt attention to this matter. Please contact Jerrick Hernandez at <u>jhernandez@guamopa.com</u> or 475-0390 ext. 204 should you have any questions regarding this notice.

Sincerely,

Benjamin J.F. Cruz Public Auditor

Enclosure: First Eleven pages of the Notice of Appeal - OPA-PA-24-005

Cc: R. Marsil Johnson, Esq. and Isa B. Baza, Esq., Attorneys for PFM

1	R. MARSIL JOHNSON				
2	ISA B. BAZA Blair Sterling Johnson & Martinez				
3	A PROFESSIONAL CORPORATION 1411 PALE SAN VITORES ROAD, SUITE 303				
4	TAMUNING, GUAM 96913-4232				
5	Telephone: (671) 477-7857				
6	Attorneys for Appellant Pacific Federal Management, Inc.				
7					
8					
9	IN THE OFFICE OF PUBLIC ACCOUNTABILITY PROCUREMENT APPEAL				
10					
11	PAR	11			
12	In the Appeal of	) Docket No. OPA PA			
13	PACIFIC FEDERAL MANAGEMENT,				
14	INC.,	<ul> <li>NOTICE OF PROCUREMENT</li> <li>APPEAL</li> </ul>			
15	Appellant.	) )			
16	COMES NOW, Pacific Federal Manage	ment, Inc. ("PFM") and, through undersigned			
17	counsel, gives notice of its appeal from the Guam	n International Airport Authority ("GIAA") denial			
18	of its procurement protest.				
19					
20	PART II - APPELLANT INFORMATION				
21	Appellant's Name:	Pacific Federal Management, Inc.			
22	Appellant's Mailing Address:	202 Hilton Road, Unit 7			
23		Tumon, Guam 96913			
24	Appellant's Business Address:	202 Hilton Road, Unit 7			
25		Tumon, Guam 96913			
26	Appellant's Telephone Number:	(671) 989-8542			
27	Appellant is represented by legal counsel	. Please direct all correspondence to:			
28		L			

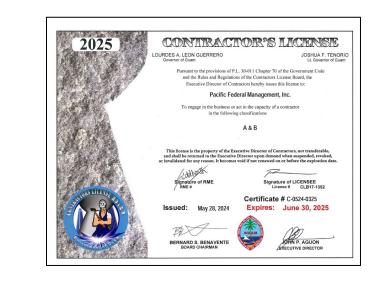
1		Counsel's Names:	R. Marsil Jol Isa B. Baza	hnson	
2			Blair Sterling	g Johnson & Martinez, P.C.	
3 4		Counsel's Mailing Address:	1411 Pale Sa Tamuning, G	an Vitores Road, Suite 303 Guam 96913	
5	Counsel's Telephone Number: $(6/1) 4//-/85/$				
6 7		Counsel's Email Addresses:	rmarsjohnson ibbaza@bsjn	n@bsjmlaw.com nlaw.com	
8	PART III - APPEAL INFORMATION				
9 10	A) Purchasing Agency: Guam International Airport Authority ("GIAA")				
11	B) Identification/Number of Procurement, Solicitation, or Contract: Invitation for Bid No. GIAA-C07-FY24, Project No. GIAA-FY22-02-1, AIP No. 3-66-0001-TBD (the "IFB").				
12	C)		-	×	,
13	C) Decision being appealed was made on October 14, 2024 by John M. Quinata, GIAA's Executive Manager. He is the Head of the Purchasing Agency.			IAA´s	
14 15	D) Appeal is made from a Decision on Protest of Method, Solicitation or Award.				
16	E) Names of Competing Bidders, Offerors, or Contractors known to Appellant:				
17		<ol> <li>Core Tech International Corporati</li> <li>Green Community Development a</li> </ol>		olutions	
18		<b>5</b> 1			
19		PART IV - STATEMENT O	F GROUNDS	FOR APPEAL	
20	А.	GROUNDS FOR APPEAL			
21		1. RELEVANT PROCEDURAL AND F.	ACTUAL HIST	TORY	
22	On May 22, 2024, GIAA issued the IFB, concerning the bid for the Terminal Building		uilding		
23	Roof Replacement and Renewable Energy System – Phase I at GIAA (the "Solicitation").				
24	Three bids were submitted:				
25	Three olds were submitted:				
26	~	Bidder	G 1 .:	Total Bid Amount	
27	Green Community Development dba Surface Solutions\$7,898,800.00Pacific Federal Management, Inc.\$15,922,865.41				
				\$1597786541	

Notably, Core Tech International Corporation's bid was nearly three times the amount of 1 2 the lowest bid. It was also only \$55,869.00 less than the \$20,124,165.00 government estimate for 3 the project. 4 On August 19, 2024 PFM was informed its bid was nonresponsive because it failed to 5 submit and did not hold all required contractor license classifications required by the Solicitation. 6 7 See Exhibit "1" ("Bid Status" Letter). 8 PFM filed a procurement protest with GIAA on August 29, 2024. See Exhibit "2" (PFM 9 Protest). 10 11 On October 14, 2025, GIAA Executive Director John Quinata issued a letter to PFM 12 denying its procurement protest, leading to the instant appeal. See Exhibit "3" (Denial of 13 Procurement Protest). 14 2. TIMELINESS OF PROTEST AND APPEAL 15 Title 5 GCA § 5425(a) requires that protests must be made within fourteen days of the 16 17 issues leading to the protest being known by the protestor. 18 PFM learned the reason why GIAA deemed it a nonresponsive bidder on August 19, 2024. 19 GIAA held that PFM "failed to submit and does not hold all required Contractor's License 20 classifications." 21 22 PFM filed its protest on August 29, 2024, which is less than fourteen days after August 19, 23 2024. Therefore, PFM's procurement protest was timely. 24 3. PFM DID HOLD AND SHOW IT HELD ALL REQUIRED LICENSES BY SHOWING 25 PROOF THAT IT HELD AN "A LICENSE" AND A "B LICENSE" 26 a. ALL "A LICENSE" HOLDERS AUTOMATICALLY HOLD LICENSES IN "B LICENSE CATEGORIES" AND "C LICENSE CATEGORIES" PURSUANT TO 25 27 GAR CH. 12 § 12107(a)(4). 28 Under the CLB rules:

1	1 Title 25 GAR Ch. 12 § 12106(a)(1) governs the G	eneral Engineering Contractor ("A		
2	License") category. Importantly, the list contained in 25 GAR Ch. 12 § 12106(a)(1) includes			
3	3 "Classified Specialties" as one of the trades or crafts Ge	neral Engineering Contractors ("A		
4				
5	5 License") are allowed to perform.			
6	6 Title 25 GAR Ch. 12 § 12106(a)(2) governs the Genera	Title 25 GAR Ch. 12 § 12106(a)(2) governs the General Building Contractor ("B License")		
7	category.			
8 9	Title 25 GAR Ch. 12 § 12106(a)(3) governs the General Engineering Contractor ("C			
10	10 License") subclassifications.	License") subclassifications.		
11	11 Title 25 GAR Ch. 12 § 12106(a) encompasses all thre	Title 25 GAR Ch. 12 § 12106(a) encompasses all three license categories.		
12	<sup>12</sup> The Solicitation required all bidders to hold the follow	ving CLB licenses: A B C-8 C-13		
13	-	The cell needses. <i>A</i> , <i>B</i> , <i>C</i> -6, <i>C</i> -15,		
14	C-33, C-37, C-41, C-42, C-48, C-51, C-55 and C-56. The foll	owing table contains a list of the "C		
15	Licongo" subalaggifications required by the IFD and the titles	License" subclassifications required by the IFB and the titles for each subclassification:		
16				
17 18	"C License" Subclassification "C Licen	se" Subclassification Title		
19	19 C-8 Ceme	ent Concrete Contractor		
20	20	lectrical Contractor		
	C-33 Painting	and Decorating Contractor		
21		umbing Contractor		
22		orcing Steel Contractors		
23		Roofing Contractor		
23		ctural Steel Contractor		
24	74	Heating, Ventilating and Air aditioning Contractor		
25		erproofing Contractor		
26	C-56	Velding Contractor		
20		erefore, under 25 GAR Ch. 12 §		
28		·		

qualifies by written examination after the effective date of these rules for a contractors license in
the general engineering contractor classification shall automatically be deemed to hold or be
qualified for a license in the specialities [sic] listed under §12106(a)." 25 GAR Ch. 12 §
12107(a)(4). Since PFM has an "A License," it also automatically holds all licenses listed under
25 GAR Ch. 12 § 12106(a), which includes all the "C License" subclassifications listed under Title
25 GAR Ch. 12 § 12106(a)(3).

Thus, when PFM submitted the following CLB License certificates showing that it held an "A License" PFM was submitting proof that, under 25 GAR Ch. 12 § 12107(a)(4), it also was licensed under all "C License" sub-classifications, including C-8, C-13, C-33, C-37, C-41, C-42, C-48, C-51, C-55, and C-56.



b. THE LISTS OF PERMITTED HEAVY CONSTRUCTION TRADES AND CRAFTS UNDER TITLE 25 GAR CH. 12 § 12107(a)(1) ("A LICENSES") AND 25 GAR CH. 12 § 12107(a)(2) ("B LICENSES") INCLUDE ALL "C LICENSE" SUBCLASSIFICATIONS REQUIRED BY THE IFB EXCEPT C-13, C-37, C-51, WHICH WERE COVERED BY PFM SUBCONTRACTORS IN THEIR BID.

In its denial letter, GIAA argued that license holders are limited to the work their license

<sup>27</sup> allows them to perform under each subsection of 25 GAR Ch. 12 § 12107(a). Even assuming this

to be true, PFM (together with its subcontractor Guam Pacific Mechanical & Electrical, LLC)
submitted proof that they were licensed to do work under all requisite subclassifications.

The following table ("Table B") includes the lists of heavy construction trades contained in 25 GAR Ch. 12 § 12107(a)(1) ("A License"), 25 GAR Ch. 12 § 12107(a)(2) ("B License"), and 25 GAR Ch. 12 § 12107(a)(3) ("C License" subclassifications"). Each column is copied and pasted from the corresponding list in 25 GAR CH. 12 § 12107(a)(1-3). The subclassifications that are covered under both a "C License" subclassification and either the "A License" or the "B License" list of permitted trades and crafts are in bold. There is much overlap between them:

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12		1	
12	§12106(a)(1)	§12106(a)(2)	§12106(a)(3)
13	General Engineering Contractor	General Building Contractor	Specialty Contractor
15	"A License"	"B License"	"C Licenses"
14	Asphalt Paving & Surfacing	Acoustical Tile	Acoustical Tile
	Cement Concrete	Aluminum Roofing & Siding	Asphalt Paving & Surfacing
15	<b>Concrete Paving &amp; Surfacing</b>	Cabinet & Millwork	Aluminum Roofing & Siding
15	Classified Specialties	Carpentry Framing	Boiler, Hot Water Heating & Steam
16	Demolition	Carpet Laying	Fitting
10	Excavating, Grading &	Cement Concrete	Cabinet g Millwork
17	Trenching	<b>Concrete Paving &amp; Surfacing</b>	Carpentry Framing
	Fencing	Demolition	Carpet laying
18	Gunite	Drywall	Cement Concrete
	Housing & Building Moving &	Fencing	<b>Concrete Paving &amp; Surfacing</b>
19	Wrecking	Floor Covering	Demolition
	Landscaping	Glazing	Drywall
20	Pile Driving & Foundation	Gunite	Electrical
	Pest Control	House a Building Moving a	Electrical Pole & Line
21	Post Tensioning/Prestress	Wrecking	Electrical Sign
22	Reinforcing Steel	Institutional a Commercial	Electronic System
22	Septic Tank	Equipment	Elevator Installation
22	Sewer: Sewage; Disposal Drain;	Insulation	Excavating, Grading &
23	Cement Pipe Laying	Landscaping	Trenching
24	Stone Masonry	Lift Slab	Fire a Burglar Alarm
24	Structural Steel	Limited House Improvement &	Fire Protection
25	Water Proofing	<b>Renovation Masonry</b>	Floor Covering
23	Welding	Ornamental Metal	Glazing
26		Painting & Decorating	Gunite
20		Pest Control	House & Building Moving &
27		Pile Driving & Foundation	Wrecking
- ·		Plastering	Institutional & Commercial
28		Post Tensioning/Prestress	Equipment
-		Prefabricated Steel Building	Insulation
		Reinforcing Steel	Landscaping
		- 6 -	

#### "Table B"

1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19		Roofing Septic Tank Sheet Metal Spray, Texture Coating Stone Masonry Structural Steel Swimming Pool Tile Water Proofing Welding Wood Flooring Wood Shingle & Shake Classified Specialties	Lathing Lift Slab Limited House Improvement & Renovation Masonry Ornamental Metal Painting & Decorating Pest Control Pile Driving & Foundation Plastering Plumbing Post Tensioning/Prestress Prefabricated Steel Building Reconditioning Concrete Water & Sewer lines Refrigeration Reinforcing Steel Roofing Septic Tank Fencing Sever; Sewage Disposal Drain: Cement Pipe Laying Sheet Metal Solar Spray, Texture Coating Structural Pest Control Structural Steel Swimming Pool Tile Warm Air Heating, Ventilating & Air Conditioning Water Chlorination Water Proofing Welding Well Drilling Wood Flooring Wood Shingle &
			Shake Classified Specialties
20		1	
21	All the "C License" subc	lassifications required by the IF	B are also contained in the lists of
22	heavy construction trades and crafts permitted to "A License" and "B License" holders by 25 GAR		
23	Ch. 12 § 12107(a)(1) and 25 GAR Ch. 12 § 12107(a)(2) except C-13, C-37, and C-51. The		
24			
25	following table ("Table C") shows all of the required categories that are covered by each license:		
26		"Table C"	
27	§12106(a)(1)	§12106(a)(2)	§12106(a)(3)
28	General Engineering Contractor "A License"	General Building Contractor "B License"	Specialty Contractor "C Licenses"
	Cement Concrete	Cement Concrete	C-8 Cement Concrete Contractor
		- 7 -	

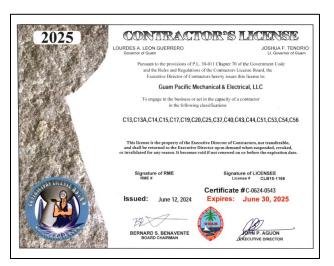
1	Reinforcing Steel	Reinforcing Steel	C-13 Electrical Contractor
-	Structural Steel	Roofing Contractor	C-37 Plumbing Contractor
2	Water Proofing	Structural Steel	C-41 Reinforcing Steel Contractors
	Welding	Waterproofing	C-42 Roofing Contractor
3		Welding	C-48 Structural Steel Contractor
			C-51 Warm Air Heating,
4			Ventilating and Air Conditioning
5			Contractor
3			C-55 Waterproofing Contractor
6			C-56 Welding Contractor
v			

In addition to its CLB "A License" and "B License", PFM submitted the license of its subcontractor: Guam Pacific Mechanical & Electrical, LLC. Guam Pacific Mechanical & Electrical, LLC's CLB license shows that holds the following licenses that are not covered by the "A License" and "B License" lists permitted heavy construction trades and crafts: C-13 (Electrical Contractor), C-37 (Plumbing Contractor), and C-51 (Warm Air Heating, Ventilating and Air Conditioning Contractor).

Thus, when PFM submitted its CLB License certificates showing that it holds both an "A License" and a "B License" as well as the Guam Pacific Mechanical & Electrical, LLC CLB license showing that Guam Pacific Mechanical & Electrical, LLC is licensed in the C-13 (Electrical Contractor), C-37 (Plumbing Contractor), and C-51 (Warm Air Heating, Ventilating and Air Conditioning Contractor) subclassifications, it successfully submitted proof that it held licenses in all required categories.



- 8 -



# 4. REQUIRING BIDDERS TO HOLD ALL CONTRACTOR LICENSES LISTED BY THE SOLICITATION AT THE TIME OF BID SUBMISSION LIMITS COMPETITION IN CONTRAVENTION OF GUAM LAW.

A policy espoused by Guam procurement law is to "foster effective broad-based competition within the free enterprise system" and to "provide increased economy in territorial activities and to maximize to the fullest extent practicable the purchasing value of public funds of the Territory." *See* 5 GCA §§ 5001(b)(5) and (6). Specifications should further seek to "encourage competition" and "shall not be unduly restrictive." 5 GCA § 5265.

Rather than following this policy, the Solicitation required all parties to provide licensure in all 12 sub-classifications listed in the Solicitation at the time of bid submission, which unduly limits competition. Requiring licensure at bid submission only enables parties who have gone through the full licensing process to bid, rather than expanding competition to parties who are capable, yet have not yet expended the cost to pay for a CLB license in a required subclassification.

It is unclear if there are any entities in Guam who hold the unique combination of the 12
 different required CLB licenses. By limiting competition only to bidders who hold this unique
 combination of 12 licenses at the time of bid submittal as opposed to the time of actual performance

1 of the contract work, GIAA unfairly limited competition in violation of Guam procurement law.

GIAA has also failed to provide increased economy in territorial activities and maximize the purchasing value of local funds, as demonstrated in this case, where the bid was ultimately awarded to the highest rather than the lowest bidder. Such an illogical result is not only uneconomical but contrary to Guam law.

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#### REQUIRING "A LICENSE" HOLDERS TO ALSO HOLD "C LICENSES" WILL RESULT IN ABSURD CONSEQUENCES.

It would not make practical sense to require an "A license" holder to also obtain "C license" 9 10 subclassifications. This is because for an entity to hold an "A license", the CLB would have had 11 to determine that the entity had specialized knowledge and skill in the following areas, among 12 others: hydro-electric projects, sewers and sewage disposal plants and systems, power plants and 13 other utility plants and installations, cement and concrete work, etc. It would be an absurd 14 15 construction of the regulations if a holder of an A license would only be able to operate sewers 16 and sewage disposal plants and systems, but incapable of performing plumbing work without a C-17 37 license. 18

An A-license holder would be capable of operating hydro-electric projects, power plants
 and other utility plants, but incapable of performing electrical contracting work without a C-13
 license. An A-license holder would be capable of performing cement and concrete work in
 conjunction with any other work allowed, but incapable of performing cement concrete contracting
 work without a C-8 license.

Such a tortured interpretation of the statute is plainly absurd.

26 **B**.

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RULING REQUESTED

PFM respectfully requests that the Office of Public Accountability ("OPA") issue an order declaring the following:

- 10 -

1	1. That PFM submitted proof of valid Contractor's license showing that it held				
2	licenses in all required categories;				
3 4	2. That Core Tech International Corporation was not the lowest responsive and				
5	responsible bidder;				
6	3. That GIAA be required to review all bid submissions, determine the responsiveness				
7	of all bidders, and award the IFB to the lowest priced responsible and responsive bidder; and				
8 9	4. For such further relief that the OPA deems appropriate.				
10	C. SUPPORTING EXHIBITS, EVIDENCE OR DOCUMENTS				
11	Submitted with this appeal are the following exhibits, evidence or documents:				
12	1. Exhibit "1" Bid Status – August 19, 2024				
13	2. Exhibit "2" Bid Protest – August 29, 2024				
14 15	3. Exhibit "3" Decision – October 14, 2024				
15 16	PART V - DECLARATION RE: COURT ACTION				
17	The undersigned does hereby confirm that to the best of his knowledge, no case or action				
18	concerning the IFB that is the subject of this appeal has been commenced in court. The undersigned				
19	party agrees to notify the Office of Public Accountability within 24 hours if court action				
20 21	commences regarding this Appeal or the underlying procurement action.				
21	DATED this 29th day of October, 2024.				
23	BLAIR STERLING JOHNSON & MARTINEZ				
24	A PROFESSIONAL CORPORATION				
25	BY: P. Marial Ad				
26	<b>R. MARSIL JOHNSON</b> Attorneys for Appellant Pacific Federal Management, Inc.				
27 28	ATTACHMENTS: EXHIBITS "1", "2" & "3"				
20	A56\60051-05//G:/Drive/Pld/RMJ/2024.10.29 - Notice of Procurement Appeal re Pacific Federal Management Inc.				
	- 11 -				



Jerrick Hernandez <jhernandez@guamopa.com>

### **OPA-PA-24-005** Notice of Receipt of Appeal

Jerrick Hernandez <jhernandez@guamopa.com>

Wed, Oct 30, 2024 at 11:09 AM

To: John Quinata <john.quinata@guamairport.net>

Cc: William Brennan <wbrennan@arriolafirm.com>, "R. Marsil Johnson" <rmarsjohnson@bsjmlaw.com>, Isa Baza <ibbaza@bsjmlaw.com>, Arriola Law Firm General Information <attorneys@arriolafirm.com>

Hafa Adai,

Please see the attached Notice of Receipt of Appeal for OPA-PA-24-005. This email will serve as an official notice in lieu of a transmittal via Fax.

Please confirm receipt of this email and the attached document. Thank you.

Best Regards,



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