#### CAMACHO CALVO LAW GROUP LLC

GERI E. DIAZ gdiaz@camachocalvo.law 356 E. Marine Corps Drive, Suite 201 Hagåtña, GU 96910 Tel No. 671.472.6813 Fax No. 671.477.4375 PROCUREMENT APPEALS
DATE: July 1, 2020
TIME: 4:43 CIAM KIPM BY: Chins
FILE NO OPA-PA: 19-01/20-003

Attorney for Appellant
BASIL FOOD INDUSTRIAL SERVICES CORPORATION

#### BEFORE THE OFFICE OF PUBLIC ACCOUNTABILITY

In the Appeal of

BASIL FOOD INDUSTRIAL SERVICES CORPORATION,

Appellant.

Appeal No. OPA-PA-19-011 Appeal No. OPA-PA-20-003 CONSOLIDATED

APPELLANT BASIL FOOD INDUSTRIAL SERVICES CORPORATION'S OPPOSITION TO GSA'S MOTION FOR SUMMARY JUDGMENT DATED JUNE 10, 2020

COMES NOW, Appellant Basil Food Industrial Services Corporation, by and through its counsel of record, Camacho Calvo Law Group, with its Opposition to General Services Agency's Motion for Summary Judgment dated June 10, 2020.

## I. INTRODUCTION

General Services Agency's ("GSA") Motion for Summary Judgment should fail as SH Enterprises' donation of the Hakubotan building to the Government of Guam is in direct contravention to the terms and conditions of GSA-056-19<sup>1</sup>. Despite GSA's contention, it was the

<sup>&</sup>lt;sup>1</sup> GSA-056-19 is the contract for Nutrition Services for the Comprehensive Management, Operations, and Maintenance of the Elderly Nutrition Program, Congregate Meals and Home-Delivered Meals Components

Purchasing Agency for GSA-056-19, and it is, therefore, the proper entity to whom Basil should direct the protest and appeal under 5 G.C.A. § 5425.

## II. BASIL PROPERLY FILED ITS PROTEST AND THIS APPEAL AGAINST GSA

As indicated in Basil's Notice of Procurement Appeal dated February 27, 2020, GSA issued an Invitation for Bid No. GSA-056-19 on September 25, 2019. The bid packet was replete with affidavits<sup>2</sup> and contract clauses discussing the prohibition of ethical violations, and references to the Guam Procurement Code and the Guam Administrative Rules which prohibit gratuities, kickbacks, and **favors** to the Government of Guam.

SH Enterprises' donation of the Hakubotan building to the Government of Guam for use as the War Claims Processing Center (*See* Exhibit E, Notice of Procurement Appeal), violated both 5 G.C.A. § 5630(d) and 2 G.A.R. Div. 4, § 11107(4) which explicitly prohibits favors to the government during the contract performance period.<sup>3</sup>

SH Enterprises' donation also violated a myriad of provisions explicitly outlined in the contract, including 1) No. 6 of the General Terms and Conditions requiring compliance with all the specifications in the bid; 2) No. 31 of the General Terms and Conditions requiring that the contractor will not violate the prohibition against gratuities and kickbacks in Chapter 11 of the Guam Procurement Act and Chapter 11 of the Guam Procurement Regulations, which both deal with ethics in public contracting; 3) Section 16.8 (of the General Specification on Item 16.0 Contract Clauses Required by 2 C.F.R. Part 200) which requires compliance with 5 G.C.A.

<sup>&</sup>lt;sup>2</sup> These affidavits include the Affidavit Disclosing Ownership and Commissions, the Affidavit Regarding No Gratuities or Kickbacks and the Affidavit Regarding Ethical Standards. These affidavits were completed and signed by SH Enterprises' representatives.

<sup>&</sup>lt;sup>3</sup> On November 8, 2019, GSA awarded the contract (GSA-056-19) to SH Enterprises. The term of this contract was three (3) years with the option to renew for two (2) additional years.

Chapter 5, Articles 9 and 11 (Ethics in Public Contracting); and 4) Section 22.2 which prohibits gratuities and kickbacks outlined in the Guam Procurement Regulations.

By providing the Government of Guam with the free use of the Hakubotan building, SH Enterprises knowingly and willfully offered a favor, which violated the terms and conditions outlined in GSA-056-19. Accordingly, Basil properly filed the Protest against GSA because GSA was the Purchasing Agency for GSA-056-19. Consequently, the appropriate remedy is for the Public Auditor to deny GSA's motion for summary judgment.

# III. GSA'S ARGUMENT REGARDING THE GOVERNOR'S AUTHORIZATION TO ACCEPT DONATIONS IS A RED HERRING

In support of its Motion for Summary Judgment, GSA argues that there was no ethical violation because the Governor of Guam is authorized to accept donations. This argument is irrelevant because it is not the basis for Basil's protest. Accordingly, the Public Auditor should reject GSA's argument.

Basil does not deny that Guam law permits the Governor to accept donations. This authority resides in 5 G.C.A. § 22408. However, the act at issue here is not the Governor's acceptance of the Hakubotan building for government use, but rather, SH Enterprises' donation of the building three months after GSA awarded SH Enterprises a multimillion-dollar contract for IFB GSA-056-19. As stated above, both 5 G.C.A. § 5630(d) and 2 G.A.R. Div. 4, § 11107(4) prohibit favors to the government during the contract performance period<sup>4</sup>. Here, SH Enterprises' donation violated the procurement law and regulations.

<sup>&</sup>lt;sup>4</sup> The contract performance period for GSA-056-19 commenced in November 2019.

Further, the fact that the Governor can accept donations does not negate the prohibition set out in 5 G.C.A. § 5630(d) and 2 G.A.R. Div. 4, § 11107(4). The procurement ethics provision is a strict liability statute. If it weren't, then bidders, offerors, and contractors could circumvent the ethical standards set out not only in the Procurement Law but in the individual procurement contacts issued by the numerous local government entities. For example, any potential contractor or actual contractor can circumvent the procurement laws and regulations but merely making all donations to the Governor of Guam without any restrictions.

Here, the Public Auditor should hone in on SH Enterprises' actions, which violated the strict liability language of the law, regulations, and IFB GSA-056-19, and deny GSA's Motion for Summary Judgment.

# IV. SH ENTERPRISES' SUBSEQUENT ACTIONS FURTHER MAGNIFY ITS ETHICAL VIOLATIONS

The Public Auditor should place significant weight on the ethical violations discussed in Basil's protest dated February 7, 2020, and its Notice of Procurement Appeal dated February 27, 2020. Approximately one month after it donated the Hakubotan building to the Government of Guam, SH Enterprises was awarded a second multi-million dollar contract by GSA (GSA-001-20) to provide food services to the Department of Corrections.

The award of this new contract should cause concern about the impropriety of SH Enterprises' actions as the cornerstone of Guam's Procurement Law is to ensure the fair and equitable treatment of those involved in and who participate in the procurement system. In the procurement process, there is a critical need to preserve the integrity of government contracting to ensure the fair treatment of bidders, offerors, and contractors. Any violation of the ethical rules in

the procurement process can lead to a bid protest and undermine the public's confidence in the Government, both of which have occurred here.

The significant events that transpired in this case are as follows:

On September 25, 2019, GSA issued an Invitation for Bid No. GSA-056-19 Nutrition Services For the Comprehensive Management, Operations, and Maintenance of the Elderly Nutrition Program Congregate Meals and Home-Delivered Meals Components.

GSA awarded the contract (GSA-056-19) to SH Enterprises on November 8, 2019.

On December 30, 2019, GSA issued another Invitation For Bid, namely, GSA-001-20 Food Services for Department of Corrections Inmates and Detainees. GSA set the bid opening date for January 14, 2020. Exhibit A.

SH Enterprises' memorialized its intent to donate the Hakubotan building in a letter to the Governor of Guam dated January 22, 2020.

In Amendment #5 to GSA-001-20, GSA amended the Bid Opening Date to February 14, 2020. Exhibit B.

Then, on February 25, 2020, GSA informed Basil that it had awarded GSA-001-20 to SH Enterprises. Exhibit C.

Based on SH Enterprises' actions and the chronology of events, there is a clear violation of the procurement law and regulations. SH Enterprises' efforts call to question the fairness, equality, and impropriety in the procurement process, which Guam's Procurement Code has continually aimed to prevent.

SH Enterprises cannot now claim that it was not aware of the law. IFB GSA-056-19 required all offerors and bidders to attest to and sign the Affidavit Regarding No Gratuities or Kickbacks and the Affidavit Regarding Ethical Standards. Similarly, GSA-001-20 also required all offerors and bidders to certify to and sign the very same affidavits. **Exhibit D.** Interestingly, despite its actions relating to the Hakubotan building, SH Enterprises attested to and signed these affidavits as part of its bid packet for GSA-001-20.

In a nutshell, SH Enterprises' actions significantly violate the ethical provisions of Guam's Procurement laws. The events that occurred in this case not only calls into question the integrity of the award of the contracts, but it also decreases the public's confidence in the procurement

#### V. CONCLUSION

system.

GSA does not provide a legally sound basis to support its request for summary judgment. SH Enterprises' actions violated the terms of GSA-056-19 and the Procurement Laws, and as the procuring agency for this contract, GSA is the proper party for Basil's protest and appeal. Based on the aforementioned reasons, GSA's Motion for Summary Judgment should be denied.

DATED: Hagåtña, GU, July 1, 2020.

CAMACHO CALVO LAW GROUP LLC

GERI E. DIAZ

Attorney for Appellant

BASIL FOOD INDUSTRIAL SERVICES

CORPORATION

# EXHIBIT A



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# DEPARTMENT OF ADMINISTRATION

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December 30, 2019

# INVITATION FOR BID GSA-001-20

Food Services for Dept. of Corrections Immates and Detainees.

# \*\*\* Amendment 1

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# EXHIBIT B





# DEPARTMENT OF ADMINISTRATION

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GENERAL SERVICES AGENCY

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February 4, 2020

# INVITATION FOR BID GSA-001-20 FOOD SERVICES FOR DOC IMMATE AND DETAINEES

AMENDMENT# 5

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# EXHIBIT C

# 发自我的iPhone

## 以下是转发的邮件:

发**件人:** Christine Tedtaotao < Christine. Tedtaotao@gsadoa.guam.gov>

日期: 2020年2月25日 GMT+10 下午5:17:01

收件人: Michael Zhao <erhongzhou@hotmail.com>,

"jameszheng0724@gmail.com" <jameszheng0724@gmail.com> 抄送: gsaprocurement <gsaprocurement@gsadoa.guam.gov>

主题: GSA-001-20 Bid Status

## Buenas yan Hafa Adai,

Please see attach document in reference to GSA-001-20 Bid Status I kindly ask upon receiving this email and reviewing the attachment to please fill out "Acknowledgement Receipt" and you may forward back to GSA via email to gsaprocurement@gsadoa.guam.gov or fax to 475-1727.

Your Response to this matter is Urgent and Greatly Appreciated.

### Thank you

Christine M. Tedtaotao
Buyer II
General Services Agency
Department of Administration
Phone No. 671-475-1705
Email: <a href="mailto:christine.tedtaotao@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsaprocurement@gsadoa.guam.govgsapr

Web Site: www.gsa.doa.guam.gov

# GENERAL SERVICE AGENCY

# (Ahensian Setbision Hinirat) Government of Guam

148 Route 1 Marine Corps Drive, Piti, Guam 96915 Tel: 477-1707-10 Fax: 472-4217 / 475-1716/27

Accountability \* Impartiality \* Competence \* Openness \* Value

# **BID STATUS**

#### **BASIL FOOD INDUSTRIAL SERVICES**

Attn: Michael Zhou, President 530 West O'Brien Drive Hagatna, Guam 96932

Tel: (671) 475-8888 / Fax: (671) 475-0088

Email: erhongzhou@hotmail.com

BID INVITATION NO.: GSA-001-20 OPENING DATE: February 17, 2020

### FOOD SERVICES FOR: DOC INMATES AND DETAINEES

The following is the result of the above-mentioned bid. Refer to the items checked below.

- [ ] Cancelled (in its entirety), or partially cancelled due to:
  ( ) Insufficient funds:
  - ( ) Change of specifications; or( ) Insufficient number of bidders.
- [X] Rejected due to:
  - ( ) Late submission of bid;
  - No bid security or <u>insufficient bid security</u>;
  - ( ) Not meeting the delivery requirement as stated in the IFB;
  - ( ) Non-conformance with requirement of IFB; (See Remarks)
  - (X) High price
  - (X) Others

**REMARKS:** Failed to submit resumes for Food Service Manager, Food Service Supervisor, and Registered Dietician. Failed to provide certified copy of a current financial report of the successful company for the last three (3) years.

[X] Bid recommended for: S.H. ENTERPRISE INC. IN THE TOTAL AMOUNT OF \$5,978,700.00

For a contract term of three (3) years with an option to renew for two (2) additional years upon availability of funds.

REMARKS: Thank you for your participation with this bid, Please send your authorized representative to pickup your original bid status and cashier check/bid bond or Standby Letter of Credit.

CLAUDIA S. ACFALLE Chief Procurement Officer

Please Print
ACKNOWLEDGEMENT COPY (Re-fax to GSA)
Received By:
Dute:
Company Name:
Fax to: 475-1727 or 472-4217
E-mail to: gsaprocurement@gsadoa.guam.gov

# EXHIBIT D

# GSA GENERAL SERVICES AGENCY

(Ahensian Setbision Hinirat)
Government of Guam

590 S. Marine Corps. Drive, Ste. 219, Tamuning Guam 96913 Tel: 475-1713 \* Telefax: 472-4217; 475-1716; 475-1727

Accor	ıntability	*	Impartiality	*	Competence	#:	Openness	*	Value
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# FOOD SERVICES FOR: DOC INMATES AND DETAINEES

### ACKNOWLEDGEMENT RECEIPT FORM

Please be advised that to be considered a prospective bidder you must fill out this Acknowledgement receipt form. Please submit by fax form to 475-1727 and email to gsaprocurement@gsadoa.guam.gov

Acknowledgement Receipt Form n package.	oust be submitted no later than three (	3) days upon receipt of IFB
Name		
Signature		
Date		
Time		
Contact Number		
Fax Number		
Contact Person regarding IFB		
Title		
E-Mail Address		
Company/Firm		
Address	The state of the s	
receive any notices regarding any cha	ctive bidders register current contact Inf anges or update to the IFB. The procurir arty who did not register current contact	ng agency and GSA will not be liable
	s to this bid must be submitted to the Ge Officer no later than close	

#### INVITATION FOR BID

ISSUING OFFICE:

CLAUDIA S. ACFALLE
Chief Procurement Officer

GOVERNMENT OF GUAM 590 S. MARINE CORPS DRIVE, STE. 219 TAMUNING, GUAM 96913

GENERAL SERVICES AGENCY

DATE ISSUED: <u>December 30,2019</u> BID INVITATION NO: GSA-001-20 BID FOR: FOOD SERVICES FOR: DOC INMATES AND DETAINEES SPECIFICATION: SEE ATTACHED DESTINATION: DEPARTMENT OF CORRECTIONS REQUIRED DELIVERY DATE: The term of this contract shall commence upon signing of contract for Three (3) Years with the option to renew for two (2) additional fiscal years. Renewal options will be one fiscal year at a time, subject to funding availability. Renewal will be at the Sole Discretion of the Government Bidder may not refuse renewal if the government exercises its option to renew (Refer to page 35 of 47 \pi7b) INSTRUCTION TO BIDDERS: INDICATE WHETHER: \_\_\_\_ INDIVIDUAL \_\_\_\_ PARTNERSHIP \_\_\_\_ CORPORATION INCORPORATED IN: \_\_\_\_\_ This bid shall be submitted in duplicate and scaled to the issuing office above no later than (Time) 10:00am. Date: 1/14/20, and shall be publicly opened. Bid submitted after the time and date specified above shall be rejected. See attached General Terms and Conditions, and Scaled Bid Solicitation for details. The undersigned offers and agrees to furnish within the time specified, the articles and services at the price stated opposite the respective items listed on the schedule provided, unless otherwise specified by the bidder. In consideration to the expense of the Government in opening, tabulating, and evaluating this and other bids, and other considerations, the undersigned agrees that this bid remain firm and irrevocable within 20 calendar days from the date opening to supply any or all the items which prices are quoted. NAME AND ADDRESS OF BIDDER: SIGNATURE AND TITLE OF PERSON AUTHORIZED TO SIGN THIS BID: AWARD: CONTRACT NO.: \_\_\_\_\_ AMOUNT: \_\_\_\_ DATE: \_\_\_\_ AWARDED:\_\_\_ ITEM NO(S). CONTRACTING OFFICER: CLAUDIA S. ACFALLE Chief Procurement Officer NAME AND ADDRESS OF CONTRACTOR: SIGNATURE AND TITLE OF PERSON AUTHORIZED TO SIGN THIS CONTRACT:

## AFFIDAVIT DISCLOSING OWNERSHIP and COMMISSIONS

CITY	OF_	)			
ISLA	ND OF	GUAM ) ss.			
A.	I, the	undersigned, being first or or and that [please check on	luly sworn, depose an ly one]:	nd say that I am an authorized representative of the	ıc
	[]	The offeror is an indivi- business,	dual or sole proprietor	r and owns the entire (100%) interest in the offering	ıΩ
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AG Procurement Form 002 (Rev. Nov. 17, 2005)

## AFFIDAVIT RE NON-COLLUSION

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AG Procurement Form 003 (Jul. 12, 2010)

## AFFIDAVIT RE NO GRATUITIES OF KICKBACKS

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ISLAND OF GUAM	) ss. )					
and says that:		[sta	te name of affic	ont signing l	below], being fi	rst duly sworn, deposes
1. The name offeror, a partner of the offer	of the offering	g firm or Affrant is	individual i	s [state	name of [state one	Offeror Company of the following: the
offeror, a partner of the offero 2. To the best of subcontractors, or employees Division 4 § 11107(c). Further as set forth in 2 GAR Division	affiant's knowledge s have violated, are er, affiant promises,	e, neither affian violating the pr	t, nor any of ohibition agair	the offere ist gratuitie	or's officers, r s and kickbac	epresentatives, agents. ks set forth in 2 GAR
3. To the best of subcontractors, or employee employee, any payment, gift, i	s have offered, give	en or agreed to g	dve, any gover	nment of C	luam employed	· ·
4. I make these state representatives, agents, subcor			esentative of th	e offeror, a	and on behalf	of the offeror's officers
		Signature of one	•	-	San Park danah Tha	
			a partnership; (			rtner, if the offeror is orporation.
Subscribed and sworn to before	e me					
this day of	, 201					
NOTARY PUBLIC						
My commission expires						

AG Procurement Form 004 (Jul. 12, 2010)

## AFFIDAVIT RE ETHICAL STANDARDS

CITY OF	—— <sup>J</sup> .	
ISLAND OF GUAM	) ss. )	
		[state name of affiant signing below], being first duly sworn, deposes
and suys that:		
The affiant is		[state one of the following: the offeror, a partner of the oregoing identified bid or proposal. To the best of affiant's knowledge, neither affiant
offeror, an officer of the offer	or making the fo	oregoing identified bid or proposal. To the best of affiant's knowledge, neither affiant
		econtractors or employees of offeror have knowingly influenced any government of standards set forth in 5 GCA Chapter 5, Article 11. Further, affiant promises that
	•	lative, agent, subcontractor, or employee of offeror will knowingly influence any
		ethical standards set forth in 5 GCA Chapter 5, Article 11. These statements are made
pursuant to 2 GAR Division 4	§ 11103(b).	
		Signature of one of the following:
		Offeror, if the offeror is an individual; Partner, if the offeror is a partnership; Officer, if the offeror is a corporation.
Subscribed and swom to before	e me	
this day of	, 201,	
NOTARY PUBLIC		
My commission expires		

AG Procurement Form 005 (Jul. 12, 2010)

# AFFIDAVIT RE CONTINGENT FEES

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AG Procurement Form 007 (Jul. 15, 2010)

# DECLARATION RE COMPLIANCE WITH U.S. DOL WAGE DETERMINATION FOR GUAM FOOD SERVICES FOR: DOC INMATES AND DETAINEES

I, hereby certify under penalty of perjury:
That I am [please select one: the offeror, a partner of the offeror, an officer of the offeror] making the bid or proposal in the foregoing identified procurement;
That I have read and understand the provisions of 5 GCA § 5801 and § 5802 which read:
§ 5801. Wage Determination Established.
In such cases where the government of Guam enters into contractual arrangements with a sole proprietorship, a partnership or a corporation ("contractor") for the provision of a service to the government of Guam, and in such eases where the contractor employs a person(s) whose purpose, in whole or in part, is the direct delivery of service contracted by the government of Guam, then the contractor shall pay such employee(s) in accordance with the Wage Determination for Guam and the Northern Mariana Islands issued and promulgated by the U.S. Department of Labor for such labor as is employed in the direct delivery of contract deliverables to the government of Guam.
The Wage Determination most recently issued by the U.S. Department of Labor at the time a contract is awarded to a contractor by the government of Guam shall be used to determine wages, which shall be paid to employees pursuant to this Article. Should any contract contain a renewal clause, then at the time of renewal adjustments, there shall be made stipulations contained in that contract for applying the Wage Determination, as required by this Article, so that the Wage Determination promulgated by the U.S. Department of Labor on a date most recent to the renewal date shall apply.
§ 5802. Benefits.
In addition to the Wage Determination detailed in this Article, any contract to which this Article applies shall also contain provisions mandating health and similar benefits for employees covered by this Article, such benefits having a minimum value as detailed in the Wage Determination issued and promulgated by the U.S. Department of Labor, and shall contain provisions guaranteeing a minimum of ten (10) paid holidays per annum per employee.
That the offeror is in full compliance with 5 GCA $\S$ 5801 and $\S$ 5802, as may be applicable to the procurement referenced herein;
That I have attached the most recent Wage Determination applicable to Guam issued by the U.S. Department of Labor. (INSTRUCTIONS - The actual USDOL Wage Determination, No. 2015-5694, Revision No.: 8, Date of Revision: 12/26/2018 is an attachment to this form. The attached applicable USDOL Wage Determination consists of 10 pages and