Radoslovich | Parker, PC
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Via Facsimile & US Mail
(916) 227-6282

February 12, 2015

Frank M. Radoslovich
Port J. Parker
Marcus L. Turner
Joseph F. Klatt
Tejvir S. Grewal
Richard D. Shoemaker-Moyle
Megan A. Shapiro
Marjan Hajimirzaee
Andrea M. Hsu
James R. Ling
Myles G. Taylor
R. Shane Quigley

Ms. Molly Yumikura
Contract Awards Analyst / Office Engineer
Department of Transportation
Division of Engineering Services
P.O Box 168041, MS-43
Sacramento, CA 95816-8041

Re: RESPONSE OF SHASTA SERVICES, INC. d/b/a TIMBERWORKS TO BID PROTEST OF MYERS & SONS
Caltrans Contract No.: 03-0F6904

Dear Ms. Yumikura:

Please be advised that I have been retained by Shasta Services, Inc., d/b/a Timberworks (hereafter "Timberworks") with regard to the above-referenced bid protest. We are in receipt of Myers & Sons Construction's (hereafter "Myers & Sons") bid protest letter dated February 3, 2015, and your letter dated February 10, 2015. This letter shall serve as a formal response to Myers & Sons' bid protest.

Despite Timberworks' bid being the lowest responsive and responsible bid, which included an accurate Subcontractor Listing in compliance with Public Contract Code §4104 *et. seq.*, and no post-bid deviations in contract or subcontract amounts, Myers & Sons' protest disingenuously attempts to improperly convert a minor, inconsequential clerical error into a violation of the Subletting and Subcontracting Fair Practices Act. Myers & Sons' position has no merit, factually or legally, and should be rejected.

In stark contrast to the allegations of Myers & Sons, the real facts are:

1. **S.T. Rhoades**: Timberworks' Subcontract List is correct and accurate with regard to subcontractor S.T. Rhoades. Timberworks did not expand or reduce the scope of work for S.T. Rhoades post bid. In fact, immediately prior to bid Timberworks and S.T. Rhoades agreed to eliminate bid items 47, 61, and 66, which yielded a revised bid for bid items 60, 67, and 71 of $272,988.00. (See "**Exhibit A**" enclosed herewith.) Timberworks properly listed S.T. Rhoades on its Subcontractor List for bid items 60, 67, and 71 (See "**Exhibit B**" enclosed); however, inadvertently made a clerical error when transferring the actual bid item numbers for S.T. Rhoades onto its DBE commitment form, and included reference to bid items 61 and 66. However, no dollars were included for the same. The clerical error at issue did not alter S.T. Rhoades' bid amount of $272,988.00 for bid items 60, 67, and 71, and the correct value of $272,988.00 was listed accurately on Timberworks' DBE form. (See "**Exhibit C**" enclosed.)

2. **AC Dike:** Timberworks' Subcontract List is correct and accurate with regard to subcontractor AC Dike. Timberworks did not expand or reduce the scope of work for AC Dike's post bid. AC Dike is performing all items as listed on the Subcontractor List (Bid Items 62, 63, 64, 65, and 66) for $15,084.50. (See **"Exhibit D"** enclosed.) Bid Item 61 was intentionally not listed by Timberworks on the Subcontractor List because Bid Item 61 consists of supplying asphalt for the work that AC Dike is performing, and Timberworks is supplying the asphalt material. Accordingly, Timberworks was not required to list Bid Item 61.

3. **Bid Item 96:** Myers & Sons allege that Timberworks failed to sufficiently describe the vegetation control work in its original electronic bid. However, Myers & Sons conveniently omits that vegetation control & minor concrete are a part of the guardrail system.

The vegetation control & minor concrete specifications are described in Section 83-1-02B(1), which falls under Section 83, entitled "Rails and Barriers". As Caltrans has repeatedly held, when the description of work at the time of bid corresponds to the items listed on the 24-hour submittal, and a nexus is found between those bid item numbers and the work described, the bid is responsive. (See **"Exhibit E"** enclosed, Caltrans' finding of bid responsiveness in response to protest on Caltrans Contract No 08-3401U4.) This is the case here, Timberworks reasonably interpreted that a nexus existed between the "guardrail" description of work and the applicable bid items. As such, Timberworks properly noted "guardrail" in the description on its Subcontractor Listing form and referenced the correct bid item numbers. It should also be noted, that the Caltrans electronic bid form does not require bid item numbers or percentage of bid items to be listed in the original submission, so they were not included at that time; however, they were submitted timely thereafter in compliance with the bid instructions.

Timberworks' minor, clerical error of inadvertently identifying bid item 66 twice on the DBE form, which in no way affected the price or integrity of Timberworks' bid, or the subcontractors' scope and price as agreed to pre-bid, is exactly what the California Appellate Court had in mind when it stated:

> "[I]t certainly would amount to a disservice to the public if a losing bidder were to be permitted to comb through the bid proposal or license application of the low bidder after the fact, [and] cancel the low bid on minor technicalities, with the hope of securing acceptance of his, a higher bid. Such construction would be adverse to the best interests of the public and contrary to public policy."
>
> (Ghilotti Construction Co. v. City of Richmond, (1996) 45 Cal.App.4th 845, 908-908; Judson Pacific-Murphy Corp. v. Durkee, (1956) 144 Cal.App.2d 377, 383.)

A bid is responsive if it promises to do what the bidding instructions demand. (Taylor Bus Service, Inc. v. San Diego Bd. of Education, 195 Cal.App.3d 1331, 1987.) Technical or minor variations in the bid may be waived. (Konica Business Machines v. Regents of the University of California, (1988) 146 Cal.App.4th 3d 449, 454.) The defect cannot have, "(1) affected the amount of the bid; or (2) given the bidder an advantage or benefit not allowed others." (Id.)

As set forth above, the defect did not affect the amount of the bid or give Timberworks an advantage. Several cases have discussed the concept of "unfair economic advantage" in the context of bid

responsiveness. In Valley Crest Landscape, Inc. v. City Council, (1996) 41 Cal.App.4th 1432, 1438, the Court held that the validity of a bid is dependent on whether the low bidder had an unfair competitive advantage over other bidders, such as the ability to withdraw its bid without forfeiting its bid bond. The Ghilotti Court reasoned that the public agency must weigh several factors when determining bid responsiveness. Those factors include: whether or not the bid price is changed, whether waiving an inconsequential deviation is in the agency's best interest; whether the agency's ability to make bid comparisons is affected; and, whether the bidder is given an unfair competitive advantage. Myers & Sons conveniently ignore these factors, because of the minor, inconsequential clerical error of inadvertently listing bid item 66 twice on its DBE form, which: (1) in no way affected the price or the integrity of Timberworks' accurate Subcontractor List; (2) in no way affected the price of Timberworks bid; (3) in no way affected the price or scope of Timberworks' subcontracts; (4) did not affect Caltrans' ability to make bid comparisons; and, (5) in no way gave Timberworks an unfair economic advantage.

Further evidence related to the lack of merit of Meyer & Sons' protest, can be found in Meyers & Sons' attempt to misdirect Caltrans to its prior decision regarding a bid protest levied against Teichert on Caltrans Contract No.: 03-4F3404. The irregularity contained in the Teichert bid, is an "apples to oranges" comparison to what is before Caltrans in the bid at hand. Caltrans was well within its rights and, in fact, obligated to find Teichert's bid nonresponsive because Teichert failed to list a subcontractor that was performing more than half of 1% of the work (See **"Exhibit F"**) – which *is a violation* of the Subletting and Subcontracting Fair Practices Act.

With regard to the Teichert protest, although minor deviations may be waived, a public entity may not waive a material variance. It is settled law that a determination of materiality hinges on whether the deviation would permit a contractor to withdraw its bid, without forfeiting its bid bond, under the mistake provisions of Public Contract Code §5103. If the deviation could have allowed the contractor to withdraw under §5103, then it is termed material. (See Ghilotti Construction Co. v. City of Richmond, (1996) 45 Cal.App.4th 897.)

The requirement to include and list accurately the subcontractors that will perform in excess of half of 1% of the contract value (which is what was at issue in the Teichert protest), are material and subject to the mistake provisions of §5103, if accidentally omitted from a bid, thereby permitted withdrawal.

The Teichert facts are not even close to being similar to the protest at hand. Timberworks' Subcontractor List is accurate and correct. A minor, inconsequential clerical error occurred in the listing of bid item 66 twice on the DBE form. However, even if Caltrans' position is that the DBE form must be addressed in the same manner as the Subcontractor List, duplicating a bid item does not render a bid nonresponsive. In fact, Public Contract Code §4106, contemplates such an error and provides a remedy that, again, does not deem the bid nonresponsive. Public Contract Code §4106 provides:

> "If a prime contractor fails to specify a subcontractor or *if a prime contractor specifies more than one subcontractor for the same portion of work to be performed under the contract in excess of one-half of 1 percent of the prime contractor's total bid,* the prime contractor agrees that he or she is fully qualified to perform that portion himself or herself, and that the prime contractor shall perform that portion himself or herself."

Timberworks holds a "Class B" general building contractor license, and a "Class A" general engineering contractor license, and, as such, is duly qualified to perform the work required of bid item 66 if Caltrans elects such a remedy. Further, removing the value of bid item 66 ($11,408.00) from Timberworks' DBE commitment would result in a Timberworks total DBE commitment of $506,751.00, which equates to 20.6%, and still exceeds the contractual DBE goal of 17%. Timberworks is prepared to perform the work if Caltrans so elects, however, Timberworks would prefer that the minor, clerical error be waived so that the work can be given to the DBE subcontractor and further the interests of the DBE program.

My client looks forward to being awarded the contract and working with Caltrans on this project. Please do not hesitate to contact me if you need any additional information to facilitate your review of Myers & Sons' protest.

Regards,

Marcus L. Turner
MLT:fj

Enclosures

EXHIBIT "A"

S.T. RHOADES CONSTRUCTION INC.

8585 COMMERCIAL WAY, REDDING, CA 96002
P.O. BOX 494520, REDDING, CA., 96049
530-223-9322, Fax 530-223-9222, License # 930684
MBE/SBE- 1247344,U/DBE-37693, UNIONS-OPERATORS, LABORERS

PROPOSAL

To: General Contractors
Attn:
Project: CT 03-0F6904
Bid date: 1/21/2015

Date: 1/21/2015

Item	Description	Quantity	UM	Unit Price	Amount
47	Cold Plane Asphalt Concrete Pavement	180	sqyd	$ 30.00	$ 5,400.00
60	Hot Mix Asphalt (type A)	1900	ton	$ 142.00	$ 269,800.00
61	Minor Hot Mix Asphlat (for overside drains only)	34.4	ton	$ 140.00	$ 4,816.00
66	Place Hot Mix Asphalt (misc. area)	184	sqyd	$ 70.00	$ 12,880.00
67	Tack Coat	1.2	ton	$ 1,000.00	$ 1,200.00
71	Temporary Bridge (Hot Mix Asphalt (bridge)	14	ton	$ 142.00	$ 1,988.00
				Total:	$ 296,084.00

Notes
- Proposal valid for 30 days, Allow 10 days for scheduling
- Payment to be made 15 days after work is completed
- Price includes furnishing and installation unless otherwise noted.
- Addendum 1 - 3 acknowledged
- Traffic Control is excluded for all our work.
- 4 Mobilizations included in work. Additional mobilizations to be billed at $4,500.00/each
- Quote is non seperable.
- Excludes QC Testing/QC Plan

Exc.
- Bonds
- Permits
- Raising/Lowering Iron
- Fees
- Striping
- Staking
- Engineering
- Referencing

Respectively Submitted,
Brian Zarr
Estimator
BRIAN@STRHOADESINC.COM

Handling $30,000.-

EXHIBIT "B"

STATE OF CALIFORNIA - DEPARTMENT OF TRANSPORTATION

SUBCONTRACTOR LIST

DES-OE-01G2.2B (REV 5/2014)

Bidding Firm: Shasta Service Inc., DBA Timberworks

Under Public Contract Code § 4100 et seq., the Bidder must set forth in the bid the name, the location of the place of business, the California contractor license number, and the portion of work of each subcontractor who will perform work or labor or render service to the prime contractor in or about the construction of the work or improvement, or a subcontractor licensed by the State of California who, under subcontract to the prime contractor, specially fabricates and installs a portion of the work or improvement according to detailed drawings contained in the plans and specifications, in an amount in excess of one-half of 1 percent of the prime contractor's total bid or ten thousand dollars ($10,000), whichever is greater.

The Bidder must submit within 24 hours of the bid opening, the bid item numbers with percentages of the portion of work subcontracted.

Business Name and Location	California Contractor License Number [a]	Description of Portion of Work	Bid Items Numbers	Percentage of Bid Item Subcontracted
E.P Jarrett Foundation Co. Inc, Sacramento, CA	999006	H Piles	75,76	100% of all
A.C. Dike Co. Lincoln, CA	407417	Place HMA Dike and HMA Misc. areas	62,63,64,65 66	100% of all
Green Growth Industries Citrus Heights, CA	662718	Temporary erosion control, erosion control	21,22,23,24 25,26,27,28 29,34,53,54 55.56.57	100% of all
Frank Medina Engineering Oroville, CA	644373	Barricades, drums, fencing, signs, guardrail	5,9,36,39,40 42,82,83,90 91,92,93,94	100% of all
Frank Medina Engineering Oroville, CA DBE	644373	Barricades, drums, fencing, signs, guardrail	95,96,97,98 99,100	100% of all
T and S DVBE DBE Susanville, CA	983087	Flagging and PCMS	4,12	70%,100%
Veridico Group, Inc DBE	N/A	SWPPP, Lead Compliance Plan, Stormwater Annual Report	1,17,20	38%,100% 100%
S. T. Rhoades Construction DBE Redding, CA	930684	Asphalt Paving	60,67,71	100% of all
Tyrrell Resources DBE Redding, CA	938998	Grub & pile felled trees & stumps; grind / chip	49	80%
Sierra Nevada Construction, Sacramento, CA	593393	Slurry Seal	4,59,106	5%,100% 5%

[a] Not required on contracts with Federal-Aid

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EXHIBIT "C"

STATE OF CALIFORNIA - DEPARTMENT OF TRANSPORTATION

CALTRANS BIDDER - DBE - COMMITMENT

DES-OE-0102.10C (NEW 06/2012)

PAGE 2 of 2

This information may be submitted with your bid proposal. If it is not, and you are the apparent low bidder or the second or third low bidder, it must be submitted and received as specified in section 2 of the specifications. Failure to submit the required DBE information will be grounds for finding the bid nonresponsive.

CONTRACT NO:
03-0E6904

BID AMOUNT:
$2,428,544.69

BID OPENING DATE:
1/21/15

BIDDER'S NAME:
Guardrail Service, Inc. DBA Timberworks

DBE GOAL FROM CONTRACT, %:
17%

DBE PRIME CONTRACTOR CERTIFICATION[1]:
N/A

BID ITEM NO.	ITEM OF WORK AND DESCRIPTION OF SERVICES TO BE SUBCONTRACTED OR MATERIALS TO BE PROVIDED[2]	FOR CALTRANS USE ONLY	NAME OF DBEs (Must be certified on the date bids are opened - include Caltrans certification #, DBE address and phone number) (Indicate 2nd and lower tier subcontractors)	DOLLAR AMOUNT DBE[3]
10, 11, 12, 67, 71	COLD PLANE ASPHALT; HOT MIX ASPHALT; TACK COAT		J.T. RHOADES CONSTRUCTION 8585 COMMERCIAL WAY, REDDING, CA 530) 223-9300 CT#37492	$272,988.00
5, 9, 36, 39, 40, 42, 82, 83, 90, 91, 92, 93, 94, 95, 96, 97, 98, 99, 100	TYPE III BARRICADES; TEMPORARY PLASTIC DRAINS; TREATED WOOD WASTE; REMOVE FENCE AND GUARDRAIL; REMOVE ROADSIDE SIGN; ROADSIDE SIGNS; FENCE (TEMP AND PERMANENT); HIGHWAY MARKERS; GUARDRAIL SYSTEM; TRANSITION RAILING; END CAP AND ANCHOR SYSTEMS; ALTERNATIVE FLARED TERMINAL SYSTEM; VEGETATION CONTROL	—	FABIAN MEDINA GEN. ENG. 10046 ARNOT RD, OROVILLE, CA	$59,997.50

IMPORTANT: Identify all DBE firms being claimed for credit, regardless of tier. Names of the First Tier DBE Subcontractors and their respective items(s) of work listed above must be consistent, where applicable, with the names and items of work in the "Subcontractor List" submitted with your bid. Copies of the DBE quotes are required.

Total Claimed Participation: $ ____ %

1. DBE prime contractors must enter their certification number and indicate all work to be performed by DBEs including work performed by its own forces.
2. If 100% of item is not to be performed or furnished by DBE, describe exact portion of item to be performed or furnished.
3. See section 2-1.12 of the specifications to determine the credit allowed for DBE firms.

Signature of Bidder: SEE PAGE 1

Date: ____ (Area Code) Tel. No.: ____

Person to Contact: ____ (Please Type or Print)

Submit to:

MSC 43
OFFICE ENGINEER
DEPARTMENT OF TRANSPORTATION
1727 30TH STREET
SACRAMENTO, CA 95816-7006

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EXHIBIT "D"

A. C. DIKE CO.

Specialty Paving Inc.

SPECIALTY PAVING CONTRACTOR

QUOTATION: CDOT 03-0F6904 BUTTE COUNTY RT 70

BIDS: 1/21/15

"PLACE ONLY"* 774 LF ASPHALT DIKE (TYPES A,C,E,F) @ $4.75 PER LF
184 SQYD MISCELLANEOUS ASPHALT AREAS @ $62.00 PER SQYD

PRICE INCLUDES TACK AND ONE MOBILIZATION.
ASPHALT AND TRUCKING BY PRIME CONTRACTOR.
TRAFFIC CONTROL BY PRIME CONTRACTOR.

* **PLACE ONLY ASPHALT DIKE. SPECIFICALLY EXCLUDES SURFACE PREPARATION, BACKFILL, OR FOGSEAL.**

QUALIFIED MINORITY CONTRACTOR, DBE/WBE/UDBE # CT 000219
CAL. LIC. # 407417 NEV. LIC. #24188
2788 VENTURE DR. LINCOLN, CA. 95648
(916) 652-0159 FAX (916) 645-9618
WWW.ACDIKE.COM

EXHIBIT "E"

STATE OF CALIFORNIA—CALIFORNIA STATE TRANSPORTATION AGENCY EDMUND G. BROWN Jr., Governor

DEPARTMENT OF TRANSPORTATION
DIVISION OF ENGINEERING SERVICES
OFFICE ENGINEER
P.O. BOX 168041, MS-43
SACRAMENTO, CA 95816-8041
PHONE (916) 227-6299
FAX (916) 227-6282
TTY 711
www.dot.ca.gov

Serious drought. Help save water!

September 10, 2014

Facsimile: (951) 788-2449

Tim Wilson, Vice President
Skanska USA Civil West CA District
1995 Agua Mansa Road
Riverside, CA 92509-2405

08-3401U4
08-SBd-2, 138-6.2/6.4,2.3/R15.2
B.O. 07/24/2014

Dear Mr. Wilson:

The Department of Transportation (Caltrans) received the attached letter dated August 13, 2014, from Skanska USA Civil West California District (Skanska), protesting the Subcontractor List form submitted by Flatiron/Hardy Harper A Joint Venture (Flatiron/Hardy). The protest alleges that Flatiron/Hardy failed to comply with the Caltrans Subcontractor Listing Requirements by revising the 24 hour Subcontractor List form. Specifically, Skanska argues that Flatiron/Hardy listed the description of work as Cold Plane AC and Related on the Subcontractor List form submitted on bid day but on the 24 hour listing, added bid items 49 (Remove Asphalt Concrete Surfacing) and 99 (Rumble Strip), neither of which are related to the description of Cold Plane AC and Related (Partial). Skanska requests that Caltrans find Flatiron/Hardy nonresponsive and award the contract to Skanska.

Caltrans reviewed the bid documents submitted by Flatiron/Hardy. The description of subcontracted work was described as *"Cold Plane AC and Related"* is considered responsive. When the description of work at time of bid corresponds to the items listed on the 24 hour submittal, and a nexus is found between those bid item numbers and the work described, the bid is responsive. In this case, it is the determination of Caltrans that bid items 49 (Remove Asphalt Concrete Surfacing) and 99 (Rumble Strip) sufficiently correspond or are related to the work described as Cold Plane AC and Related (Partial).

Caltrans finds Skanska's protest does not have merit and will proceed to award the contract to the lowest responsible bidder.

If you have any questions, please contact Mulissa Smith, Contract Awards Branch Manager, at (916) 227-6228.

Sincerely,

JOHN C. McMILLAN
Deputy Division Chief
Office Engineer
Division of Engineering Services

Attachment

EXHIBIT "F"

DEPARTMENT OF TRANSPORTATION
DIVISION OF ENGINEERING SERVICES
OFFICE ENGINEER
P.O. BOX [illegible], MS-43
SACRAMENTO, CA 95816-8041
PHONE (916) 227-6299
FAX (916) 227-6282
TTY 711
www.dot.ca.gov

[illegible]
Arnold Schwarzenegger, Governor

November 21, 2014

Facsimile: (530) 273-4396

Eric Steward, Director of Public Relations
A. Teichert & Sons, Inc. dba Teichert Construction
4401 Dutch Avenue
Roclin , CA 95765

08-4F3404
08-Pla,Nev-80-69.3/85.8, 0.0/R2.3
B.O. 10/15/14

Dear Mr. Steward:

The Department of Transportation (Caltrans) received a bid from A. Teichert & Sons, Inc. dba Teichert Construction (Teichert) for contract 08-4F3404 on October 15, 2014. By this letter, Caltrans notifies Teichert that its bid is nonresponsive because the Disadvantaged Business Enterprise (DBE) form submitted in connection with the Subcontractor List form in violation of the bidding instructions.

The DBE Commitment Form expressly states that "Names of the First Tier DBE Subcontractors and their respective item(s) of work listed must be consistent, where applicable, with the names and items of work in the Subcontractor List." Teichert listed the subcontractor ABSL, on its DBE Commitment form to perform Bid Item 15 (Roadway Excavation), but failed to list ABSL on the Subcontractor List form. ABSL is listed for performing work in the amount of $16,305 which, on a bid of $3,161,385, meets the listing threshold of ½ of 1 percent or $10,000.

Caltrans reviewed all of the documents submitted by Teichert, and based on the description of work provided in the quote submitted by ABSL, determined that ABSL provides the equipment, as well as the operator to perform the scope of work. In addition, the work being performed by ABSL requires a contractor's license. It is therefore, Caltrans' determination that ABSL is a subcontractor performing more than 1/2 of 1 percent of the work and not merely an equipment supplier and must be listed on the subcontractor list form.

Based on the above findings, Caltrans will proceed to award the contract to the lowest responsive and responsible bidder provided that all requirements have been met.

If you have any questions, please contact Melissa Smith, Contract Awards Branch Chief, at (916) 227-6228.

Sincerely,

JOHN C. McMILLAN
Deputy Division Chief
Office Engineer
Division of Engineering Services

"Provide a safe, sustainable, integrated and efficient transportation system to enhance California's economy and livability"

Radoslovich | Parker, PC
Attorneys

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Sacramento, CA 95825

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radparkerlaw.com

Facsimile Transmittal

Date: February 13, 2015

To: Ms. Molly Yumikura
Contract Awards Analyst / Office Engineer
Department of Transportation
Division of Engineering Services

Fax No.: (916) 227-6282

From: Felicia Jachim,
Assistant to Marcus L. Turner

Re: **RESPONSE OF SHASTA SERVICES, INC. d/b/a TIMBERWORKS TO BID PROTEST OF MYERS & SONS**
Caltrans Contract No.: 03-0F6904

No. of Pages: 17 (including cover)

Message: **Transmitted herewith is correspondence of today's date.**
Original ☒ will / ☐ will not follow via U.S. Mail.

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