

Office of the Attorney General
Leonardo M. Rapadas
 Attorney General of Guam
 Civil Division
 287 West O'Brien Drive
 Hagåtña, Guam 96910 • USA
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RECEIVED
 OFFICE OF PUBLIC ACCOUNTABILITY
 PROCUREMENT APPEALS
 MAY 15 2012
 TIME 4:55 PM BY [Signature]
 FILE NO. OPA-PA-12-007

Attorneys for the General Services Agency

**BEFORE THE OFFICE OF PUBLIC ACCOUNTABILITY
 PROCUREMENT APPEAL**

IN THE APPEAL OF)	DOCKET NO. OPA-PA-12-007
)	
DATA MANAGEMENT RESOURCES,)	
LLC.)	
)	REBUTTAL TO
)	APPELLANT'S COMMENTS ON
Appellant.)	AGENCY REPORT
)	

Now comes the Department of Administration, General Services Agency, by and through its attorneys, the Office of the Attorney General, and offers this Rebuttal to Appellant's Comments to Agency Report filed in this matter on May 4, 2012. Initially it is relevant to point out that all of the procurement record in this matter is not yet filed herein. On May 15, 2012, the Office of the Attorney General became aware of and gained possession of electronic records pertinent to this procurement. The full import of these records, and whether there may be additional records that have not yet been located is the subject of an on-going investigation. See the Declaration of Bryan Cruz filed contemporaneously herewith.

I. Amount Authorized and Appropriated.

This is an appeal by Data Management Resources, LLC., ("DMR") from the decision by the General Services Agency, Department of Administration ("GSA") to cancel a solicitation

ORIGINAL

intended to procure the design, development and implementation of a Point-of-Sale fully integrated payment processing system for all Treasurer of Guam transactions. This solicitation is referred to as RFP/DOA-014-11. The solicitation was cancelled as a result of insufficient funds. See **Exhibit A**,¹ a letter from GSA to DMR, dated February 28, 2012.

As a matter of record, there was only the amount of Three Hundred and Eighty Three Thousand, Four Hundred Eighty Three Dollars, and Eighty Eight Cents (\$383,483.88) available. See **Exhibit B**,² which is a line of emails forwarded to GSA from DOA to advise of the amount of funds available for this acquisition of a Point-of-Sale processing system.

II. A Counter Offer from GSA to DMR is Subject of Investigation.

As the Procurement Record shows, on September 28, 2011, GSA made a counter offer to DMR, in response to DMR's price offer dated June 17, 2011, and subsequent clarifications of the details of the offer, entitled First Counter Offer (Request for Proposal No.: RFP/DOA-014-11 Point-of-Sale) in the amount of Two Million, Two Hundred Ninety Five Thousand, Five Hundred Eighty Two Dollars, and Sixty Nine Cents (\$2,295,582.69). The basis for this counter offer, and the authority for making this offer are the subject of an investigation. There are no documents in the record produced to date which give a basis for this counter offer. It is necessary to note that as of this writing at least one and possibly more electronic documents that are a part of the Procurement record are being gathered by an investigator in the Office of the Attorney General.³

¹ Exhibit A can be found at the Procurement Record, Tab 12; and at the Agency Report, Tab 13.

² Exhibit B can be found at the Procurement Record, Tab 14; and at the Agency Report, Tab 15.

³ The Chief Procurement Officer has been off of Guam since March 16, 2012 and returned to Guam on May 14, 2012. She has brought with her an electronic device that has recordings of one or more meetings relevant to this solicitation that may shed light on the basis for the Counter Offer of September 28, 2012. These documents will be filed with the

III. Guam Law Does Not Permit an Award in this Case.

It is a fundamental principle of Guam law that the government may not enter into a contract for which there is not an appropriation. It is contrary to law and to procurement policy for an official of the government of Guam to take any action to commit the government to the purchase of a supply or service without an appropriation available to pay for the purchase. See the FY 2012 Budget Act at P.L. 31-77: XII: 13 which states: “No agency shall contract or agree to spend any money for goods or services ...in excess of the amount appropriated by *I Liheslatura* to that agency for such goods, services...” Consistent with this provision of the FY 2012 Budget Act, Guam law at 5 GCA § 22401 setting out fiscal policies and budget control states:

“(a) No officer or employee of the government of Guam ... shall:

- (1) Make or authorize any expenditure from, or create or authorize any obligation under, any appropriation or fund in excess of the amount available therein, or for other than an authorized purpose;
- (2) Commence, continue, or proceed with any operational activity, construction, improvement, contract, or obligation without an appropriation or fund for the payment thereof; or after any such appropriation or fund is exhausted;
- (3) Involve the government of Guam in any contract or other obligation, for the payment of money for any purpose, in advance of the appropriation made for such purpose; ...”

Although it is not clear on the procurement record to date the means or manner in which the September 28, 2011 counter offer came to be, it is clear that there is no document or record produced to date that supports this offer. It is the position of the Department of Administration

Office of Public Accountability as soon as they can be identified and produced in a format that can be filed at the Office of Public Accountability.

that there are insufficient funds for this solicitation, and as such, it is in the interest of the Territory of Guam that the solicitation be cancelled.

The reliance by the Appellant on *In the Appeal of Joeten Development, Inc.*, OPA-PA-11-012 is not well founded. In that case, which was a solicitation for an office lease, the Department of Revenue and Taxation was found to have an appropriation for the lease of office space greater than the amount of the bid that was being rejected. That is not the circumstance here. This case is more akin to *In the Appeal of Pacific Data Systems, Inc.*, OPA-PA-11-011, in which the Public Auditor held, in part, that Guam Community College had a cogent and compelling reason to reject bids as the bids exceeded the available funding. In the instant case, although a procurement for professional services, and therefore a solicitation through proposals and not through bids, the price quoted by DMR as a best and final offer “exceeds available funds and it would not be appropriate to adjust quantities to come within available funds ...” 2 GAR, Div. 4 §3115(d) (2) (A) (iv). It was in the best interest of the Territory to reject the offer of DMR due to insufficient funds. Under the facts of this case, no other option was available or legal.

IV. Appellant Must Do More than Assert Bad Faith in Order to Proceed on Claim of Such.

Appellant states that the Government failed to act in good faith in the negotiation of the RFP, and is prepared to present proof thereof at the hearing on the protest. Appellant’s Comments to Agency Report, p.6 of 6. The government is left to guess what the basis of the bad faith is and is expected to wait until the day of hearing to know of the facts that support such a claim, or the theory upon which Appellant relies. Fundamental concepts of due process provide that a party has the minimum right to notice of the accusations being made against it so

that the accusations can be defended against. The Rules for Procurement Appeals to the Public Auditor, 2 GAR, Div. 4, §12101 – 1260, are not silent on this issue. The rule states that “(c)omments on the agency report by the Appellant or an Interested Party, including testimony and evidence by any competing bidder, offeror, or contractor of the Appellant, shall be filed ...within ten (10) days ...” 2 GAR, Div. 4 §1204(c) (4). (Emphasis added.) The clear implication of this is that the purpose of the Comments to the Agency Report is to set out the intended evidence of any of the respondents involved in an appeal. Perhaps it is just too obvious that this would include the Appellant!

The entire scheme of the rules is intended to provide the Hearing Officer and the Public Auditor with a process and a record which will lead to a fair and just decision. The manner in which this is done efficiently is to provide for notice to the parties of all the evidence, records and issues to be decided upon at the hearing on this matter. The Hearing Officer and the Public Auditor have the authority to require the Appellant to state the basis for and the evidence in favor of a claim of bad faith. 2 GAR, Div. 4 §12109. The Appellant should be required to do so.

V. The Record is not Settled in this Matter.

On May 15, 2012 the Office of the Attorney General was able to locate an additional record in this matter. This record may be the electronic recording which is the subject of the Appellant’s **Motion For Order To Disclose Procurement Record**, filed herein on May 4, 2012. The record is located on an iPad owned by GSA and in the possession of Claudia Acfalle, Chief Procurement Officer. The Chief Procurement Officer returned to Guam from a lengthy trip off island on May 14, 2012 and was interviewed on May 15, 2012. The iPad and its contents are being determined presently. Any procurement record relevant to the instant

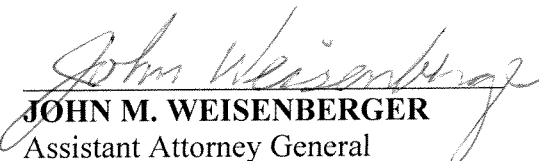
proceeding will be identified and made available as soon as possible to the Public Auditor and the Appellant.

In addition to any record found on the IPad of GSA that has recently been returned to Guam, the Office of the Attorney General is seeking any other record or evidence concerning the basis for the First Counter Offer made by GSA to DMR on September 28, 2012. An understanding of this event is crucial to a full understanding of the responsibilities of the parties to this appeal.

VI. Conclusion.

The Department of Administration, General Services Agency, respectfully advises the Public Auditor, the Hearing Officer, and the Appellant herein that, to the extent that the record of this procurement is known, the action of GSA in cancelling this procurement for insufficient funds must be upheld. It is respectfully requested that the government be permitted to supplement the procurement record in this matter as further parts of that record are found and understood. Finally, there is an investigation that has been initiated into a formal offer which appears from the record to have been made without an adequate basis. Further pleadings from either party may be necessary as this matter proceeds. It is important that the process be flexible enough to permit additional formal pleadings under the guidance of the Hearing Officer.

OFFICE OF THE ATTORNEY GENERAL
Leonardo M. Rapadas, Attorney General

By: 
JOHN M. WEISENBERGER
Assistant Attorney General

Dated: May 15, 2012

EXHIBIT A

Eddie Baza Calvo
Governor



GENERAL SERVICES AGENCY

(Ahensian Setbision Hinirat)
Department of Administration

Ray Tenorio
Lieutenant Governor

Benita A. Manglona
Director

148 Route 1 Marine Drive, Piti, Guam 96915
Tel: (671) 475-1707 Fax Nos: (671) 475-1727 / 475-1716

George A. Santos
Deputy Director

February 28, 2012

Richard C. Taitano
CEO and Managing Member
Data Management Resources, LLC
284 W. Chalan Santo Papa
Hagatna, Guam 96910

Re: Notice of Rejection - Request for Proposal No.: RFP/DOA-014-11
(Point-of-Sale (POS))

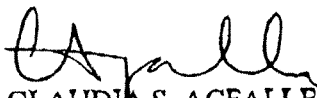
Dear Mr. Taitano:

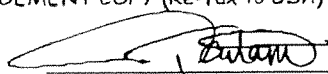
Buenas Yan Hafa Adai! This is to acknowledge receipt of your Best and Final Offer dated February 10, 2012, for RFP/DOA-014-11 (POS). We regret to inform you, based on the best and final offer submitted by DMR in the amount of \$1,823,100.00 is rejected due to insufficient funds for such project.

Please accept this letter as an official notice that your proposal is rejected and no further negotiation will be conducted.

We would like to take this opportunity to thank you for your participation on this request for proposal.

Sincerely,


CLAUDIA S. ACFALLE
Chief Procurement Officer

Please Print	
ACKNOWLEDGEMENT COPY (Re-fax to GSA)	
Received BY:	
Date:	02/29/12
Vendor Name:	DMR
Fax #'s:	472-4217 / 475-1727 / 1716

Eddie Baza Calvo
Governor



GENERAL SERVICES AGENCY

(Ahensian Sethision Hinirat)
Department of Administration

Ray Tenorio
Lieutenant Governor

Benita A. Manglona
Director

148 Route 1 Marine Drive, Piti, Guam 96915
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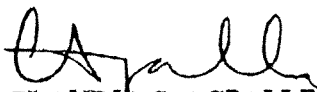
Dear Mr. Taitano:

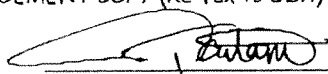
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Please accept this letter as an official notice that your proposal is rejected and no further negotiation will be conducted.

We would like to take this opportunity to thank you for your participation on this request for proposal.

Sincerely,


CLAUDIA S. ACFALLE
Chief Procurement Officer

Please Print	
ACKNOWLEDGEMENT COPY (Re-fax to GSA)	
Received BY:	
Date:	02/29/12
Vendor Name:	DMR
Fax #'s:	472-4217 / 475-1727 / 1716

COMMITTED TO EXCELLENCE

EXHIBIT B



Claudia Acfalle <claudia.acfalle@gsa.guam.gov>

Funding Availability

Fwd: TA-Guam-MIP-2009-1 Reports

3 messages

Kathrine B Kakigi <kathy.kakigi@doa.guam.gov>
To: Claudia Acfalle <claudia.acfalle@gsa.guam.gov>

Thu, Apr 7, 2011 at 8:18 AM

----- Forwarded Message -----

From: "Mary A Baltimore" <Mary_Baltimore@ios.doi.gov>
To: "Kenneth C. Borja" <ken.c.borja@doa.guam.gov>
Cc: "Kathrine B Kakigi" <kathy.kakigi@doa.guam.gov>, "Goody Rosario" <goody.rosario@doa.guam.gov>, "Benita Manglona" <benita.manglona@doa.guam.gov>
Sent: Thursday, April 7, 2011 6:42:53 AM
Subject: RE: TA-Guam-MIP-2009-1 Reports

Hello Kenneth,

The request to terminate the Records Management Strategy and Pilot and the Technical Assistance – MIP Goals projects is approved.

As requested, the funds in the amount of \$250,000.00 in the Records Management Strategy and Pilot project and the funds in the amount of

\$113,324.88 in the Technical Assistance – MIP Goals project will be reallocated to the Point of Sales Modification project.

The Point of Sales (POS) Modification project was awarded \$50,000.00. There is a remaining balance of \$20,159.00 in the POS project.

The reallocation of funds from the two projects stated will bring the total amount for the POS project to \$383,483.88. ($\$250,000 + \$113,324.88 + \$20,159.00 = \$383,483.88$).

Please provide the final narrative report for the Technical Assistance –MIP goals project.

This question may have been lost in the email traffic, but what are the plans for the Record Management and the TA MIP Goals projects?

Will they be funded through another source, etc? We would like to have this information to officially close out the grants.

If you have any questions, please let me know.

Thanks,

Mary

Mary Baltimore
Program Analyst/Grant Manager
U.S. Department of the Interior
Office of Insular Affairs
1849 C Street, N.W.
MIB - Mail Room 2429
Washington, D.C. 20240
W: 202-208-3242
F: 202-208-5222
Mary_Baltimore@ios.doi.gov

website: www.doi.gov/oia

From: Kenneth C. Borja [mailto:ken.c.borja@doa.guam.gov]
Sent: Sunday, March 06, 2011 11:23 PM
To: Baltimore, Mary A
Cc: Kathrine B Kakigi; Goody Rosario; Benita Manglona
Subject: Re: TA-Guam-MIP-2009-1 Reports

Hello Mary,

I will prepare and submit revised SF424A budget forms for the projects affected by the reprogramming request, if the reprogramming is approved or needed for consideration of this matter as requested.

Please let me know if you have any questions or require any additional information.

Thank you for your continued support and consideration in this matter.

Kenneth C. Borja

Management Analyst IV

Department of Administration

P.O. Box 884 Hagatna, Guam 96932

Tel: 671-475-1117 Fax: 671-472-8483

Email: ken.c.borja@doa.guam.gov

Kathrine B Kakigi <kathy.kakigi@doa.guam.gov>
To: Claudia Acfalle <claudia.acfalle@gsa.guam.gov>

Thu, Apr 7, 2011 at 8:21 AM

[Quoted text hidden]

Kathrine B Kakigi <kathy.kakigi@doa.guam.gov>
To: Mary A Baltimore <Mary_Baltimore@ios.doi.gov>
Cc: Claudia Acfalle <claudia.acfalle@gsa.guam.gov>

Thu, Apr 7, 2011 at 8:23 AM

Hi Mary,

Thank you so much for your approval to reprogram the Records Management program to the POS. We are so grateful for your support.

Best Regards,
Kathy

[Quoted text hidden]

[Quoted text hidden]

U.S. Department of the Interior

Office of Insular Affairs

1849 C Street, N.W.

MIB - Mail Room 2429

Washington, D.C. 20240

W: 202-208-3242

F: 202-208-5222

Mary_Baltimore@ios.doi.gov

website: www.doi.gov/oia

From: Kenneth C. Borja [mailto:ken.c.borja@doa.guam.gov]
Sent: Monday, January 31, 2011 1:38 AM
To: Baltimore, Mary A
Cc: Kathrine B Kakigi; Goody Rosario
Subject: TA-Guam-MIP-2009-1 Reports

Hello Mary,

Attached are the SF425 reports and the Narrative reports for December 2010 for TA-Guam-MIP-2009-1. The narrative report covers all projects under this grant.

The Department of Administration would like to request a no-cost extension for an additional year to April 30, 2012 to continue with the implementation and completion of existing improvement plans. In addition, DOA would like to request for a reprogramming of unobligated funds from two projects within this grant to another project also in this grant to fund the procurement of a POS application to comply with new legislation and minimize the disruption to government services. This new legislation eliminates the absorption of credit card payment fees by the government and requires passing the fees onto the paying customer. This is a key issue that will adversely affect government operations and revenue reporting if not properly addressed. A new RFP will be required to secure a POS solution to address this issue. The legislation requiring the change did not identify or appropriate funding to implement this change.

Specifically, DOA would like to reprogram and transfer unobligated funds (within TA-Guam-MIP-2009-1 projects) from the Records Management Project and the Technical Assistance for MIP Goals Project to the POS Modification Project. The procurement of a POS application is within the scope of the MIP and one of the modification projects identified in the grant award. Additional background information is contained in the Narrative report.

75,000.00

Kenneth C. Borja

Management Analyst IV

Department of Administration

P.O. Box 884 Hagatna, Guam 96932

Tel: 671-475-1117 Fax: 671-472-8483

Email: ken.c.borja@doa.guam.gov

From: "Mary A Baltimore" <Mary_Baltimore@ios.doi.gov>
To: "Kenneth C. Borja" <ken.c.borja@doa.guam.gov>
Cc: "Kathrine B Kakigi" <kathy.kakigi@doa.guam.gov>, "Goody Rosario" <goody.rosario@doa.guam.gov>
Sent: Wednesday, February 2, 2011 1:00:33 AM
Subject: RE: TA-Guam-MIP-2009-1 Reports

Hello Kenneth,

I'm trying to make sure it's clear to me exactly what you are requesting-

Are you requesting to transfer all of the remaining balances or unused funds in the Records Management Project, which is \$250,000, and

the remaining funds of \$71,685.00 (please note that my records reflect a remaining balance of \$100,000) in FMIS Modification (there have been no

reimbursements requested) to the POS Modification project, which has a balance of \$50,000 accordingly to my records because there have also been no reimbursements submitted for this project?

Thanks,

Mary Baltimore

Program Analyst/Grant Manager

802.00

3. MIP - POS Modification

50,000.00

29,841.00

-

20,159.00

29,841.00

4. MIP - FMIS Modification

100,000.00

28,125.00

-

71,875.00

28,125.00

5. MIP - JEM Software/PMIS Modifications

100,000.00

55,000.00

8,000.00

37,000.00

55,000.00

6. MIP - On-line 1040 A

75,000.00

75,000.00

-

-

DOA Balance

DOA Balance

DOA Balance

DOA Balance

DOA Balance

DOA Balance

Description

Grant Amount

Expended Funds

Obligated Funds

Unobligated Funds

DOI Reimbursement

Pending Reimbursement Request

1. MIP - Records Mgmt Strategy

250,000.00

-

-

250,000.00

2. MIP - Technical Assistance for Goals

125,000.00

11,675.12

-

113,324.88

10,873.12

1849 C Street, N.W.

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Washington, D.C. 20240

W: 202-208-3242

F: 202-208-5222

Mary_Baltimore@ios.doi.gov

website: www.doi.gov/oia

From: Kenneth C. Borja [mailto:ken.c.borja@doa.guam.gov]
Sent: Tuesday, February 01, 2011 6:53 PM
To: Baltimore, Mary A
Cc: Kathrine B Kakigi; Goody Rosario
Subject: Re: TA-Guam-MIP-2009-1 Reports

Hello Mary,

Thank you for your response and request for clarification. Below is a list of all projects awarded under TA-Guam-MIP-2009-1 and their balances as of 12/31/10.

The transfer request is to transfer the unobligated funds

FROM: (#1) the Records Management Project (250,000) and (#2) Technical Assistance for Goals (113,324.88)

TO: (#3) POS Modification project to the procurement of a POS solution to comply with legislation

The past couple of months I have been working with DOA's Federal Grant Division, at the request of DOA's Financial Manager, due to a shortage of personnel. This has allowed me to gain some knowledge and experience with their processes and a chance to follow up with MIP grant reimbursement balances. The chart below also indicates the reimbursement balances to date. I will be working on requests for reimbursement for these projects and submitting them when completed.

I hope this answers your questions and let me know if you need anything else.

Office of Insular Affairs

1849 C Street, N.W.

MIB - Mail Room 2429

Washington, D.C. 20240

W: 202-208-3242

F: 202-208-5222

Mary_Baltimore@ios.doi.gov

website: www.doi.gov/oia

From: Baltimore, Mary A
Sent: Wednesday, February 02, 2011 9:01 AM
To: 'Kenneth C. Borja'
Cc: Kathrine B Kakigi; Goody Rosario
Subject: RE: TA-Guam-MIP-2009-1 Reports

Hello Kenneth,

Please send me a request to terminate the Records Management Project and the Technical Assistance for Goals project listed below.

Then, I will need a request to reallocate funds (provide the exact amount) from these two projects to the POS Modification project.

In addition, please provide the legislation affecting this cause of action.

Thanks,

Mary Baltimore
Program Analyst/Grant Manager
U.S. Department of the Interior
Office of Insular Affairs

Mary Baltimore
Program Analyst/Grant Manager
U.S. Department of the Interior
Office of Insular Affairs
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Washington, D.C. 20240
W: 202-208-3242
F: 202-208-5222
Mary_Baltimore@ios.doi.gov

website: www.doi.gov/oia

From: Baltimore, Mary A
Sent: Wednesday, February 02, 2011 9:14 AM
To: Baltimore, Mary A; 'Kenneth C. Borja'
Cc: 'Kathrine B Kakigi'; 'Goody Rosario'
Subject: RE: TA-Guam-MIP-2009-1 Reports

Hello Kenneth,

Also, please provide a new SF-424 (budget justification) for the POS modification project.

Thanks,

Mary Baltimore
Program Analyst/Grant Manager
U.S. Department of the Interior

From: Baltimore, Mary A
Sent: Friday, February 18, 2011 2:36 PM
To: Baltimore, Mary A; Kenneth C. Borja
Cc: Kathrine B Kakigi; Goody Rosario
Subject: RE: TA-Guam-MIP-2009-1 Reports

Hello Kenneth,

The TA team has reviewed the request to terminate two grants from the TA-Guam-MIP-2009-1 grant projects and

reallocate the remaining funds to the POS modification project. Prior to making a decision, please provide a detail

explanation (itemize list) on the SF-425 of how the \$413,324.88 will be spent? You may need to include some of this

information on a separate sheet of paper.

Please include how the funds be used to reach the goals for this project? For example, if appropriate include information such as,

How much hardware/software will be purchased? - Cost factor

Where will it be located? What type of hardware/software will be purchased? Cost factor

Will training be provided on the new/existing system? Cost factor

The first scope of work for the POS modification project indicates the need to request a RFP to renew the contract to

Maintain the cash receipts software and the processing of ACH payments. Additionally, this may require software enhancements.

Please confirm that you are not changing the scope of work for the POS modification project, but expanding the scope.

If so, please explain how the scope of work will be expanded. Of course, I provided an example of what we need, please provide

any other significant information to help us make an informed decision.

Thanks,

Sorry it took so long to respond. I had to clarify the brief management with what we are proposing to transfer.

Attached is the SF-424A budget form and a short write-up on the intentions for the project. DOA will not know the actual costs involved until all proposals are received and a vendor awarded.

Please review the attached document and let me know if you have additional questions or require additional documents.

Thank you,

Kenneth C. Borja

Management Analyst IV

Department of Administration

P.O. Box 884 Hagatna, Guam 96932

Tel: 671-475-1117 Fax: 671-472-8483

Email: ken.c.borja@doa.guam.gov

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From: "Mary A Baltimore" <Mary_Baltimore@ios.doi.gov>
To: "Mary A Baltimore" <Mary_Baltimore@ios.doi.gov>, "Kenneth C. Borja" <ken.c.borja@doa.guam.gov>
Cc: "Kathrine B Kakigi" <kathy.kakigi@doa.guam.gov>, "Goody Rosario" <goody.rosario@doa.guam.gov>
Sent: Saturday, February 19, 2011 4:58:21 PM
Subject: RE: TA-Guam-MIP-2009-1 Reports

Dear Kenneth,

Sorry meant to say SF-424 budget justification not SF-425.

Mary