BEFORE THE MARYLAND STATE BOARD OF CONTRACT APPEALS

| Appeal of MILLAR ELEVATOR CO.) | |
|---------------------------------|--------------------------|
| Under DGS Project Nos. | Docket No. MSBCA 1621 |
| BA-522-881-001 & BA-583-881-001 | |

December 31, 1991

Decision Summary:

<u>Bid Protest - Timeliness - Bidders are required to seek clarification of alleged ambiguity in bid documents prior to bid opening and if necessary file a protest prior to bid opening to preserve their rights relative to the proper interpretation of the bid documents.</u>

APPEARANCE FOR APPELLANT:

Phillip F. Scheibe, Esq.

Glen Burnie, MD

APPEARANCE FOR RESPONDENT:

Michael P. Kenney

Assistant Attorney General

Baltimore, MD

APPEARANCE FOR INTERESTED PARTY:
General Elevator Company

None

OPINION BY CHAIRMAN HARRISON

Appellant timely appeals the denial of its bid protest that:

(1) the bid documents were unclear whether there was only one add alternate or two add alternates and (2) Appellant's bid for add alternates was only \$11,289.00 (and not twice that amount) based on its interpretation that only one add alternate was intended to be referenced by the bid documents.

Findings of Fact

- 1. The Department of General Services (DGS) issued a request for quotation for Project BA-522-881-001 which called for competitive sealed bids for modernization of elevators in the Louis L. Goldstein Treasury Building ("Treasury Building") in Annapolis. Bids were due on November 19, 1991 at 2:00 p.m. Bidders were to provide a base bid amount and an "add alternate" for an additional price for the bidder to install a Static Converter Power Control System.
- 2. DGS issued Addendum No. 1 on October 31, 1991 which enlarged the project by adding elevators in the William S. James Senate Office Building ("Senate Office Building") to the scope of work and adding project No. BA-583-881-001. Addendum No. 1 included a revised bid form of eight (8) pages for the previous bid form of six (6) pages and also included a separate specification book for the Senate Office Building work. Pursuant to Addendum No. 1 the revised bid form provided for base bids, plus add alternate No. 1 Static Converter Power Control System for the Treasury Building elevators (on page 3 of 8 of the bid form) and add alternate No. 1 Static Converter Power Control System for the Senate Office Building elevators (on page 5 of 8 of the bid forms). (Addendum No. 1 is set forth in Exhibit A to this Opinion.)
- 3. DGS issued Addendum No. 2 by fax Between 4:30 p.m. and 5:30 p.m. on November 18, 1991 to correct typographical errors in the Senate Office Building specification book, and one in the revised bid form.

The typographical error in the revised bid form was the numeral 1 rather than the numeral 2 appearing on page 5 of 8 for the add alternate for the static converter power control system work in the Senate Office Building. (Addendum No. 2 is set forth in Exhibit B to this Opinion.)

- 4. All bidders acknowledged both addenda. The Appellant, also corrected its revised bid form by making the change required by Addendum No. 2 on the revised bid form on page 5 of 8 by crossing out the number 1 and inserting the number 2 for the static converter power control system add alternate work for the Senate Office Building elevators. Appellant inserted an amount of \$11,289.00 in the space for the add alternate bid for both the Treasury Building and Senate Office Building static converter work at pages 3 of 8 and 5 of 8 respectively of the bid forms. (Appellant's bid is set forth in Exhibit C to this opinion).
- 5. Four (4) bids were received by the due date of November 19, 1991, but a contractor was not selected at that time, pending further evaluation and consultation with DGS's cost consultant, Lerch, Bates & Associates, Inc. The consultant, citing cost estimates and budget figures, recommended that the award be made to include the work in the base bid as well as both add alternates, and DGS determined to award on such basis.
- 6. Appellant submitted a base bid of \$539,567.00 and a bid for each add alternate of \$11,289.00 for a total bid (base bid and add alternates) of \$562,145.00. The Appellant would have been low bidder if it had bid a total of only \$11,289.00 for both add

alternates which would have resulted in a total bid of \$550,856.00. However, General Elevator Company's ("General") bid of \$552,087.00 on the base bid plus add alternate Nos. 1 and 2 was in fact the low bid.

7. DGS advised General by letter of November 27, 1991 that it was the lowest responsive and responsible bidder who would be awarded the contract on the basis of the base bid and both add alternates. Appellant filed a bid protest on December 12, 1991 alleging that the bid documents were unclear whether there was only one add alternate or two add alternates and that Appellant intended its total bid for the two add alternates to be \$11,289.00 believing that each add alternate was for the same item of work. As noted above, Appellant's bid would have been the low bid had its total bid for both add alternates been \$11,289.00. The protest was denied the same day by the Procurement Officer and Appellant appealed to this Board on December 17, 1991.

Decision Decision

Appellant's bid for each of the add alternates was \$11,289.00 which resulted in its bid being higher than General's. There is no ambiguity or confusion in the bid documents as asserted by Appellant respecting the add alternates. There were two add alternate bid items (i.e. one for both the Treasury and Senate Buildings) and not simply one add alternate for the static converter work. Appellant either intended to bid \$11,287.00 for each item or misread the bid forms and made a mistake in its bid. If as asserted by Appellant it did not know whether there was more

than one add alternate, such confusion or ambiguity, if any, would have arisen or been apparent upon Appellant's receipt of Addendum No. 1 dated October 31, 1991 which reflected add alternate converter power control work in both the Treasury and Senate Buildings. Bidders are required to seek clarification of bid documents when they are alleged to be ambiguous or confusing prior to bid opening. Absent clarification it may be necessary to file a protest prior to bid opening to preserve their rights relative to the proper interpretation of such matter. See COMAR 21.10.02.03A.1 American Building Contractors, Inc., MSBCA 1125, 1 MSBCA ¶ 104 (1985) pp. 8-10. Appellant failed to seek pre-bid clarification following its receipt of the October 31, 1991 addendum (Addendum No. 1) and in any event we find there was no confusion or ambiguity created by Addendum No. 1 that bidders were to submit add alternate bids for the static converter work in both the Treasury and Senate Office Buildings. Accordingly, the appeal is denied.

Dated: December 31, 1991

Amendments to invitations for bids are governed by COMAR 21.05.02.08 which requires that amendments be distributed within a reasonable time to allow prospective bidders to consider them in preparing their bids. Since Addendum No. 2 did not materially affect the fact that there was an add alternate for both the Treasury and Senate Building static converter power control work as called for in Addendum No. 1 we need not decide whether the fax transmission of Addendum No. 2 late in the afternoon of the day preceding bid opening allowed sufficient time for its consideration.

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MARYLAND STATE EDARD OF CONTRACT APPEALS

ADDENDUM NO. 1

FOR

MODERNIZATION OF ELEVATORS

AT THE

TREASURY BUILDING

ANNAPOLIS, MARYLAND

FOR THE

DEPARTMENT OF GENERAL SERVICES

DGS PROJECT NO. BA-522-881-001

DATE: October 31, 1991

STATE OF MARYLAND

DEPARTMENT OF GENERAL SERVICES

BOARD OF PUBLIC WORKS

MARTIN W. WALSH, JR., Secretary State Office Building 301 W. Preston Street Baltimore, Maryland 21201 WILLIAM DONALD SCHAFFER, Governor LOUIS L. GOLDSTEIN, Comptroller LUCILLE MAURER, Treasurer

LERCH, BATES & ASSOCIATES INC.

2905 MITCHELLVILLE ROAD, SUITE 202

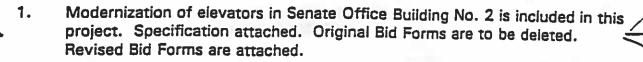
BOWIE, MD 20716-1386

TO All BIDDERS:

This addendum is intended to clarify correct, change or supplement Drawings, Specification, Condition and Bidding Documents on which the General Contract was based.

1

These statements are to clarify the increased scope of the original project.



- 2. There is presently no ventilation in the hoistways of either building. Because there is no hoistway work involved with this modernization project, ventilation of the existing hoistways is not required by A17.1 Elevator Safety Code.
- 3. The existing skylights at the top of the hoistways of the traction elevators in the Senate Office Building are considered part of the building structure and are, therefore, the responsibility of the State.
- 4. The present "as-built" drawings indicate that existing machine foundations are as follows:

Treasury: 7'-0" L x 5'-0" D x 6'-0" W Senate: 7'-6" L x 4'-6" D x 4'-0" W

Contractor must reuse existing tie-down bolts as stated in paragraph 14210-2.05, C, 1.

- 5. Attached is the Prevailing Wage Rate schedule and instruction page which are to be in effect during the duration of this project.
- 6. Change paragraph 01010-3.04, A, 6 as follows:

"Remove existing vent between wall of machine rooms number 1 and 2 and "

- 7. Add paragraph 14210-2.11, D as follows:
 - "D. Hall Lanterns: Existing hall lanterns adjacent to entrances of elevator number 2 are to be removed. Wall surfaces on floors 1 thru 4 are to be patched and finished to match adjacent surfaces. State will provide finish coat paint and Contractor will be responsible for painting entire elevator front wall surface from corner to corner. A blank bronze plate, which matches hall station, shall be installed to cover opening at G floor. Plate will be sized to cover existing plate area."
- 8. . Change drawing T-VT-10 to removed new plates (to cover void created by D.I.) as shown in Lobby Elevators for Elev. #2 at 1st, 2nd, 3rd and 4th floors. (See Addendum 1, Item 7)

CONSTRUCTION BID FORM FOR ELEVATORS

| Department of General Services | D | ate |
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| STATE OF MARYLAND Martin W. Walsh, Jr., Secretary 301 West Preston Street Baltimore, MD 21201 | DGS Project N | o. BA-522-881-001 o. BA-583-881-001 |
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SUMMATION OF PARTIAL BASE BID - TREASURY BUILDING

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Submitted with this bid is a fully executed Bid Bond in the amount of 5% of the bid when the total is in excess of \$50,000.00.

It is understood that the bid price will be firm for a time period of ninety (90) calendar days from the bid opening date and that if the undersigned be notified of acceptance of this bid within this time period, the firm shall execute a contract for the above stated compensation and shall complete the modernization work associated with the base bid within 390 calendar days from the date of Notice to Proceed and agrees that if the work is not completed within the time period specified, the Contractor will be liable for Liquidated Damages of \$250.00 per calendar day as specified in the "General Conditions", Section 7, Article 7.13. Also, it is agreed that on or before the date the firm has executed the contract, the firm will and submit to the State an Affirmative Action Plan as specified in Section 9.02 of the "General Conditions". TAll elevator demolition and construction must occur between April 7, 1992 and January 12, 1993.

Bid Bonds, except those of three low bidders will be returned after the bid opening. Other bid bonds will be returned after the related contract has been executed. If no bid has been accepted within ninety (90) days after the bid opening, then any bond may be returned upon demand of the bidder.

Failure to properly and completely fill in all blanks may be cause for rejection of this bid.

All alternates called for in the Contract Documents must be submitted herewith, if applicable.

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ADDENDUM NO. 2

FOR

MODERNIZATION OF ELEVATORS

AT THE

TREASURY BUILDING

ANNAPOLIS, MARYLAND

FOR THE

DEPARTMENT OF GENERAL SERVICES

DGS PROJECT NO. BA-522-881-001

DATE: November 18, 1991

STATE OF MARYLAND

DEPARTMENT OF GENERAL SERVICES

BOARD OF PUBLIC WORKS

MARTIN W. WALSH, JR., Secretary State Office Building 301 W. Preston Street Baltimore, Maryland 21201 WILLIAM DONALD SCHAFFER, Governor LOUIS L. GOLDSTEIN, Comptroller LUCILLE MAURER, Treasurer

LERCH, BATES & ASSOCIATES INC.

2905 MITCHELLVILLE ROAD, SUITE 202

BOWIE, MD 20716-1386

TO All BIDDERS:

This addendum is intended to clarify correct, change or supplement - Drawings, Specification, Condition and Bidding Documents on which General Contract was based.

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These statements are to clarify the Construction Bid Documents:

- Base bid will be for all work specified. This is to include the modernization, maintenance and service for the two (2) traction passenger elevators in the Treasury Office Building, the two (2) traction passenger elevators and one (1) hydraulic passenger elevator in the Senate Office Building No. 2.
- 2. The total base bid will include all costs associated with the hydraulic passenger elevator; however, there is no summation, required at this time, of partial base bid for the hydraulic passenger elevator as outlined in Section 14240 of the specification for Senate Office Building No. 2.
- 3. Change paragraph 01300 2 in the Senate Office Building No. 2 specification to read: -
 - "2. ALTERNATE NO. 2: Static "
- 4. Change <u>ALTERNATE #1</u> noted on page 5 of 8 of the Construction Bid Form for Elevators to read as follows:

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"ALTERNATE #2 STATIC "

CONSTRUCTION BID FORM FOR ELEVATORS

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SUMMATION OF PARTIAL BASE BID - TREASURY BUILDING

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SUMMATION OF PARTIAL BASE BID - SENATE OFFICE BUILDING NO. 2

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GUARANTEE MAINTENANCE (As outlined in Section 01800 of Specifications for Senate Office Building No. 2)

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(Written) (Figures)

Per Month

TWO HUNDRED. AND NO/100 Dollars (\$200.00 /month)
(Written) (Figures)

ALTERNATE #5 STATIC CONVERTER POWER CONTROL SYSTEM (As outline in Section 01030 of Specifications for Senate Office Building No. 2)

ELEVEN THOUSAND TWO HUNDRED EIGHTYNINE AND NO/100 Dollars (\$11,289.00)
(Written) (Figures)

Submitted with this bid is a fully executed Bid Bond in the amount of 5% of the bid when the total is in excess of \$50,000.00.

It is understood that the bid price will be firm for a time period of ninety (90) calendar days from the bid opening date and that if the undersigned be notified of acceptance of this bid within this time period, the firm shall execute a contract for the above stated compensation and shall complete the modernization work associated with the base bid within 390 calendar days from the date of Notice to Proceed and agrees that if the work is not completed within the time period specified, the Contractor will be liable for Liquidated Damages of \$250.00 per calendar day as specified in the "General Conditions", Section 7, Article 7.13. Also, it is agreed that on or before the date the firm has executed the contract, the firm will and submit to the State an Affirmative Action Plan as specified in Section 9.02 of the "General Conditions". All elevator demolition and construction must occur between April 7, 1992 and January 12, 1993.

(\$ign for Identification)

Bid Bonds, except those of three low bidders will be returned after the bid opening. Other bid bonds will be returned after the related contract has been executed. If no bid has been accepted within ninety (90) days after the bid opening, then any bond may be returned upon demand of the bidder.

Failure to properly and completely fill in all blanks may be cause for rejection of this bid.

All alternates called for in the Contract Documents must be submitted herewith, if applicable.

34-1270056

Federal Employer Identification No. (or Social Security No. if no F.E.I.N.)

INDIVIDUAL PRINCIPAL

Millar Elevator FIRM NAME _ Service Company

In presence of Mary (

SIGNED

240 Key Highway

ADDRESS

Baltimore, MD 2123

TELEPHONE NO. (410) 539-6272

(sign for Identification) 23

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|--|-----------------|---|
| In presence of Witness | THE R. P. | the version sales in a second |
| MICHESS | | (Name of Co-Partnership) |
| Assessment Towns Title 4 | | ADDRESS |
| | | TELEPHONE NO |
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| | _ as to | ВУ |
| , i | | (Partner) |
| THE STATE OF THE S | as to | BY(Partner) |
| Taken of Lands of Lands | | |
| | _ as to | BY (Partner) |
| CORPORATE PRINCIPAL | | Millar Elevator Service Compa |
| • Control of the Cont | | (Name of Corporation) 1240 Key Highway |
| Attest: | | ADDRESS Baltimore, MD 21230 |
| Dine Dune | | TELEPHONE NO. (410) 539-6272 |
| (Corporate Secretar Diane Kullman | - 잣) | BY(Affix Corporate Seal) |

The bidder represent, and it is a condition precedent to acceptance of this bid, that the bidder has not been a party to any agreement to bid a fixed or uniform price.

any agreement to bid a fixed or uniform price.

WITNESS:

Signature of Office and Title

SUBSCRIBED AND SWORN TO before me, a Notary Public of the State of Mandal , County or City of Battanto (s. , this 1925 day of Described , 1991.

MANDAL AND Notary Public

| Sign for Identification

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