HENRY MCMASTER, CHAIR GOVERNOR

CURTIS M. LOFTIS, JR. STATE TREASURER

RICHARD ECKSTROM, CPA



HARVEY S. PEELER. JR.
CHAIRMAN, SENATE FINANCE COMMITTEE
G. MURRELL SMITH, JR.
CHAIRMAN, HOUSE WAYS AND MEANS COMMITTEE
GRANT GILLESPIE
EVECUTIVE INTEGRAL

# THE DIVISION OF PROCUREMENT SERVICES DELBERT H. SINGLETON, IR.

DIVISION DIRECTOR
(803) 734-8018

JOHN ST. C. WHITE MATERIALS MANAGEMENT OFFICER (803) 737-0600 FAX: (803) 737-0639

# **Dismissal of Contract Controversy**

Matter of: L&S Electronics, LLC

File No.: 2022-005 (formerly 2022-002)

**Posting Date:** April 29, 2022

**Contracting Entity:** Medical University of South Carolina

Project No.: H15-9846-ML

**Description:** New College of Pharmacy Addition and Innovative Instruction Redesign

Renovation

### DIGEST

Claim of wrongful termination and tortious interference with a contractual relationship dismissed for lack of jurisdiction.

### **AUTHORITY**

Per S.C. Code Ann. § 11-35-4230, the Chief Procurement Officer for Construction (CPOC) conducted an administrative review of a request for resolution of a contract controversy filed by L&S Electronics, LLC, (L&S). L&S's request is attached as Exhibit A. This decision is based on the allegations of fact set forth in L&S's request and applicable law and precedents.

### **BACKGROUND**

On September 15, 2021, L&S filed a request for resolution of a contract controversy with the CPOC alleging the following facts:

- "Pursuant to the South Carolina Consolidated Procurement Code, S.C. Code Ann. § 11-35-10 et seq., the Medical University of South Carolina hired Whiting-Turner Contracting Company to redesign and renovate the MUSC College of Pharmacy Building."
- "Whiting-Turner subcontracted certain work to Feyen Zylstra, LLC."
- "Feyen Zylstra contracted with my client [L&S], which was responsible for installing a new fire alarm system."

Protest Decision, page 2 File No. 2022-005 April 29, 2022

MUSC filed a response with the CPOC on January 26, 2022, wherein it agrees with these facts. [Exhibit B] MUSC also asserts that these facts being true means that the CPOC lacks jurisdiction to decide the issues raised in L&S's request.

### **ANALYSIS**

Section 11-35-4230 sets forth the limits of the CPOC's jurisdiction stating:

**SECTION 11-35-4230.** Authority to resolve contract and breach of contract controversies.

- (1) Applicability. This section applies to controversies between a governmental body and a contractor or subcontractor, when the subcontractor is the real party in interest, which arise under or by virtue of a contract between them including, but not limited to, controversies based upon breach of contract, mistake, misrepresentation, or other cause for contract modification or rescission. The procedure set forth in this section constitutes the exclusive means of resolving a controversy between a governmental body and a contractor or subcontractor, when the subcontractor is the real party in interest, concerning a contract governed by the provisions of the South Carolina Consolidated Procurement Code...
- (2) Request for Resolution; Time for Filing. Either the contracting state agency or the **contractor or subcontractor**, when the **subcontractor is the real party in interest**, may initiate resolution proceedings before the appropriate chief procurement officer by submitting a request for resolution ... (emphasis added)

The Consolidate Procurement Code (Code) defines the words contractor and subcontractor stating:

### SECTION 11-35-310. Definitions.

Unless the context clearly indicates otherwise:

\*\*\*

- (10) "Contractor" means any person having a contract with a governmental body.
  - ..... 1. . . . . . . . .
- (32) "Subcontractor" means any person having a contract to perform work or render service to a prime contractor as a part of the prime contractor's agreement with a governmental body.

While the Code does not define the modifier prime in the term prime contractor, it is well understood to mean the contractor having a contract with a governmental body with prime responsibility for total construction of the project and who enters into sub-contracts for performance of some of the work such as HVAC, electrical, plumbing, etc. Black's Law Dictionary (6<sup>th</sup> Edition 1990); See also S.C. Code Ann. §§40-11-20(17), (21), and 40-11-340.

Protest Decision, page 3 File No. 2022-005 April 29, 2022

By its own allegations of fact, L&S is neither a contractor nor subcontractor but is a sub-subcontractor. As set forth above, the right to file a request for resolution of a contract controversy does not extend to a sub-subcontractor. Therefore, the CPOC lacks jurisdiction over L&S's request.

### **DECISION**

Based on the foregoing, the CPOC dismisses L&S's request for resolution of a contract controversy.

John St. C. White, PE

Chief Procurement Officer for Construction

Columbia, South Carolina

### STATEMENT OF RIGHT TO FURTHER ADMINISTRATIVE REVIEW

Protest Appeal Notice (Revised May 2020)

The South Carolina Procurement Code, in Section 11-35-4210, subsection 6, states:

(6) Finality of Decision. A decision pursuant to subsection (4) is final and conclusive, unless fraudulent or unless a person adversely affected by the decision requests a further administrative review by the Procurement Review Panel pursuant to Section 11-35-4410(1) within ten days of posting of the decision in accordance with subsection (5). The request for review must be directed to the appropriate chief procurement officer, who shall forward the request to the panel or to the Procurement Review Panel, and must be in writing, setting forth the reasons for disagreement with the decision of the appropriate chief procurement officer. The person also may request a hearing before the Procurement Review Panel. The appropriate chief procurement officer and an affected governmental body shall have the opportunity to participate fully in a later review or appeal, administrative or judicial.

\_\_\_\_\_

Copies of the Panel's decisions and other additional information regarding the protest process is available on the internet at the following web site: http://procurement.sc.gov

FILING FEE: Pursuant to Proviso 111.1 of the 2020 General Appropriations Act, "[r]equests for administrative review before the South Carolina Procurement Review Panel shall be accompanied by a filing fee of two hundred and fifty dollars (\$250.00), payable to the SC Procurement Review Panel. The panel is authorized to charge the party requesting an administrative review under the South 11-35-4210(6), Carolina Sections 11-35-4220(5), 11-35-4230(6) 4410...Withdrawal of an appeal will result in the filing fee being forfeited to the panel. If a party desiring to file an appeal is unable to pay the filing fee because of financial hardship, the party shall submit a completed Request for Filing Fee Waiver form at the same time the request for review is filed. [The Request for Filing Fee Waiver form is attached to this Decision.] If the filing fee is not waived, the party must pay the filing fee within fifteen days of the date of receipt of the order denying waiver of the filing fee. Requests for administrative review will not be accepted unless accompanied by the filing fee or a completed Request for Filing Fee Waiver form at the time of filing." PLEASE MAKE YOUR CHECK PAYABLE TO THE "SC PROCUREMENT REVIEW PANEL."

LEGAL REPRESENTATION: In order to prosecute an appeal before the Panel, business entities organized and registered as corporations, limited liability companies, and limited partnerships must be represented by a lawyer. Failure to obtain counsel will result in dismissal of your appeal. *Protest of Lighting Services*, Case No. 2002-10 (Proc. Rev. Panel Nov. 6, 2002) and *Protest of The Kardon Corporation*, Case No. 2002-13 (Proc. Rev. Panel Jan. 31, 2003); and *Protest of PC&C Enterprises*, *LLC*, Case No. 2012-1 (Proc. Rev. Panel April 2, 2012). However, individuals and those operating as an individual doing business under a trade name may proceed without counsel, if desired.

# South Carolina Procurement Review Panel Request for Filing Fee Waiver 1105 Pendleton Street, Suite 209, Columbia, SC 29201

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| Chairman                               | or Vice Chairma                                      | n, SC Procuremen    | t Review Panel   |             |
| This                                   | _ day of<br>South Carolina                           | , 20                |  |             |

NOTE: If your filing fee request is denied, you will be expected to pay the filing fee within fifteen (15) days of the date of receipt of the order denying the waiver.

# 7j Z[T[f3

# Smith | Closser | Wheeler, P.A.

Attorneys at Law 7455 Cross County Road, Suite One Post Office Box 40578 Charleston, South Carolina 29423-0578

Samuel M. Wheeler swheeler@scnlaw.com

Office - 843-760-0220 Fax - 843-552-2678 www.smithclosser.com

### September 15, 2021

### Via U.S. Mail and Email

Mr. John St. C. White, PE State Engineer and Chief Procurement Officer for Construction 1201 Main St., Suite 600 Columbia, SC 29201 jswhite@mmo.sc.gov

Re: Request for Resolution, S.C. Code Ann. § 11-35-4230(2)

**L&S Electronics** 

Medical University of South Carolina College of Pharmacy

SC Project # HIS-9846-ML

Dear Mr. White:

This firm represents L&S Electronics in connection with the above project. Please send or have sent all communications regarding this matter to the offices of Smith | Closser | Wheeler, P.A., at the address listed above.

Please consider this letter my client's request for resolution pursuant to S.C. Code Ann. § 11-35-4230(2).

It should be noted from the onset that my client has 40 years of experience successfully bidding MUSC projects. It has never failed to complete an MUSC project nor has it, prior to this project, been removed from an MUSC project for any reason.

The facts of this request are simple. Pursuant to the South Carolina Consolidated Procurement Code, S.C. Code Ann. § 11-35-10 et seq., the Medical University of South Carolina hired Whiting-Turner Contracting Company to redesign and renovate the MUSC College of Pharmacy Building. Whiting-Turner subcontracted certain work to Feyen Zylstra, LLC. Feyen Zylstra contracted with my client, which was responsible for installing a new fire alarm system. My client began work on the project, and it submitted its first payment application on May 18, 2021, a copy of which is enclosed.

On June 1, 2021, my client was notified via email by Craig Jurgonski, Project Manager for Feyen Zylstra, that "MUSC has directed Feyen Zylstra to make a change in subcontractors from L&S to Convergint." Apparently, based on this email, MUSC, without justification, instructed Feyen Zylstra to fire my client. A copy of the email is enclosed. It is our understanding that the change was made without bidding from Convergint, and the change would suggest that MUSC is engaging in preferential treatment of one company over another. MUSC's actions violate the Procurement Code and amount to a tortious interference with my client's contract with Feyen Zylstra. As a result, my client has not been paid for work performed, and it lost a significant amount of profit that it would have made on the project. My client first requests to be reinstalled on the project and allowed to complete it. If this is no longer possible, then it requests all damages, including actual damages, consequential damages, lost profit, and attorney's fees, associated with being fired for no cause.

A second and somewhat related request for resolution relates to ongoing treatment of my client. It has come to my client's attention that certain individuals, including Matthew White, have effectively blackballed my client by instructing contractors not to include bids from my client on any MUSC project. Again, my client has been performing work on MUSC projects for decades. If this behavior is in fact occurring, it violates the very purpose of the Procurement Code. My client would request an investigation into, or the right to investigate, these action, and it would further request that no one interfere with its right to bid on any state project, including MUSC projects.

At one point in time, Charles Workman, MUHA Supervisor, met with my client and informed them that it was MUSC/MUHA's intent to have both my client and Convergint bid against each other for all work over \$10,000. Supposedly, the intent was to create more competition and to have who ever had the programming part of the contract, whether it be for the University or MUHA side, provide the programming. Now, it appears this is not occurring due to MUSC's preferential treatment of Convergint.

If you have any questions or concerns, please do not hesitate to contact me. Otherwise, I look forward to your response as to the next steps in this process.

Best regards,

Samuel M. Wheeler

cc (via email):

L&S Electronics
Manton Grier

# APPLICATION AND CERTIFICATE FOR PAYMENT AIA DOCUMENT G702 (Instructions on reverse side)

PAGE ONE OF 3 PAGES

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| Use column 1 on Contracts where variable retainage for line items may apply. |
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| In tabulations below, amounts are stated to the nearest dollar.              |
| containing Contractor's signed Certification is attached.                    |
| AIA Document G702, APPLICATION AND CERTIFICATE FOR PAYMENT.                  |
| CONTINUATION SHEET   |
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AIA DOCUMENT G703 (Instructions on reverse side)

APPLICATION NO: APPLICATION DATE:

PAGE-2 OF 2

5/18/2021 5/25/2021

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**Nicolas Nesbitt** 

Nnesbitt@Lselectsc.com

L&S Electronics of South Carolina,

Inc

(P) (843) 554-5900

(F) (843) 554-0909

(C) (843) 568-9401

**From:** Craig Jurgonski <craigj@fzcorp.com>

Sent: Tuesday, June 1, 2021 9:49

ΑM

To: nnesbitt@lselectsc.com

**Subject:** MUSC Collage of Pharmacy

**Contract Termination** 

Nicolas,

MUSC has directed Feyen Zylstra to make a change in subcontractors from L&S to Convergint. Please provide all costs to date so that we can close you out. I have attached the received invoice from last week that will need revised. Please let me know if you have any questions.

Craig Jurgonski

Project Manager Electrical Solutions

D / 843-531-9536 M / 843-259-4377 Feyen Zylstra 8351 Palmetto Commerce Parkway,

## Exhibit B



Office of the General Counsel MUSC HEALTH 22 WestEdge Street, Suite 300 Charleston, SC 29403 Tel: 843 792 4063 Fax: 843 792 0570

January 26, 2022

Delivery Via Email: jswhite@mmo.sc.gov
John St. C White, PE
Materials Management Officer, Chief Procurement
Officer for Construction, and State Engineer
Division of Procurement Services SFAA
1201 Main Street, Suite 600
Columbia, SC 29201

Re: MUSC's response to Request for Resolution of a Contract Controversy File: No. 2022-002
Project Number H15-9846-ML
Medical University of South Carolina

Dear Mr. White,

MUSC takes great exception to the mischaracterization of the events that transpired between MUSC and L&S Electronics (L&S), as alleged in their Request for Resolution and submits this response.

Before addressing the allegations asserted by L&S against MUSC, it pertinent that the Chief Procurement Officer have an understanding of the nature of the project, the relationships between the parties involved, and their respective roles.

MUSC, pursuant to the Procurement Code, awarded the above referenced construction project to Contractor at Risk Whiting-Turner Contracting Company in the Spring of 2021. The nature of the project itself was to redesign and renovate the MUSC College of Pharmacy Building, which is located on the MUSC campus. The MUSC campus is made up of student buildings, hospitals, research facilities, and physician outpatient offices. Contractor at Risk Whiting-Turner subcontracted the electric work on the project, to include the fire alarm work, to Feyen Zylstra, LLC. Without MUSC's knowledge or approval, Whiting-Turner's subcontractor Feylen Zylstra, LLC., hired L&S to perform the fire alarm work on the project. The nature of the fire alarm work to be performed is life and safety oriented and germane to the safety of the MUSC campus, its patients, students and employees.

Upon learning of L&S involvement on the Project, MUSC for cause, requested that Whiting-Turner refrain from allowing L&S to perform the fire alarm work on the project. Pursuant to its contracted authority to terminate its contract with or without cause, on June 1, 2020, Whiting-Turner, exercised their contractual right and terminated L&S from the Project and engaged an alternative but responsive bidder. L&S was notified of their removal by Feylen Zylstra, LLC. Feylen Zylstra, LLC. simultaneously requested that L&S submit a supported pay application in

attempt to make L&S whole. To this day, L&S has failed to provide reasonable documentation to substantiate their submitted pay application for \$18,531.42 or allow Feylen Zylstra, LLC. or MUSC to ascertain the accuracy or inaccuracy of the amounts claimed.

For the past five years at the time of L&S's removal, MUSC had a separate contractual relationship with L&S for fire alarm installation, repairs and inspection services on its existing campus. At the time of that procurement, L&S was the only local contractor authorized to work on MUSC's existing fire alarm system. During that contractual relationship, MUSC experienced numerous and repeated concerns with L&S's performance, to include safety, quality, timeliness and reporting performance deficiencies. See the attached emails that are reflective of MUSC experience with L&S and their inattention to work orders which are reflective of their lack of regard for the health and safety of MUSC campus, its patients, students and employees. Based on MUSC's prior experience with L&S, MUSC had significant concerns regarding L&S Electronics' ability to meet the needs of the services required on the College of Pharmacy ("COP") project in a timely and workman like manner. Accordingly, and with well-founded cause, MUSC requested L&S's removal from the COP Project.

Pending before the Chief Procurement Officer is L&S's Request for Resolution concerning its removal from the COP Project under S.C. Code Ann. §11-35-4230(2). This provision of the Code provides that either a <u>state agency</u>, <u>a contractor or a subcontractor</u> may initiate resolution proceedings. The Procurement Code at S.C. Code §11-35-310(32), specifically defines a "subcontractor" as any person <u>having a contract to perform work or render service to a prime contractor</u> as part of the prime contractor's agreement with a governmental body. At no time did L&S have a contract with MUSC, the state agency, or the prime contractor, Whiting-Turner, on the COP Project.

L&S does not have standing to seek a remedy or resolution under S.C. Code Ann. §11-35-4230(2) or any other provision of the Procurement Code. Therefore, the Division of Procurement Services is without jurisdiction to address L&S's pending request and should summarily dismiss the request.

If the Division of Procurement Services, sought to exceed their jurisdiction over this request, the CPO should note, the primary contract between MUSC and Whiting-Turner sets out that:

"The Owner and Contractor respectively bind themselves, their partners, successors, and assigns and legal representatives to covenants, agreements and obligations contained in the Contract Documents. Neither party to the Contract shall assign the Contract as a whole, or in part, without consent of the other and then only in accordance with and as permitted by Regulation 19-445.2180 of the South Carolina Code of Regulations, as amended."

At no point was MUSC contacted prior to the engagement of L&S services on the Project. It was only when MUSC discovered L&S Electronics' presence on site that it learned of their involvement. It was at this point, that MUSC, for cause requested that L&S be removed.

Furthermore, L&S's removal/termination from the project occurred pursuant to the contractually reserved rights of Whiting-Turner with Feylen Zylstra, LLC. as Whiting-Turner contractually reserved the right to terminate L&S's service with or without cause.

With respect to all the other allegations asserted by L&S in its Request for Resolution, MUSC vehemently denies same and reserves its right to assert any and all defenses.

MUSC respectfully requests that L&S Electronics' Request for Resolution be dismissed for lack of standing and jurisdiction, or in the alternative be deemed without merit and dismissed in its entirety.

Thank you for your consideration. Should you require additional information or clarification on any items included in this response, please do not hesitate to contact me at <a href="mailto:fairbaiv@musc.edu">fairbaiv@musc.edu</a>.

Respéctfully

Vivian Fairbairn

MUSC Assistant General Counsel

cc:

Will Kalivas, Esquire

Manning Grier, Jr., OGC-SFAA