



State of New Jersey

DEPARTMENT OF THE TREASURY
DIVISION OF PURCHASE AND PROPERTY
OFFICE OF THE DIRECTOR

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July 7, 2025

Via Electronic Mail Only to j.manners@gspavement.com

Jennifer Manners
Garden State Pavement Solutions, LLC
10351 Naples Street NE
Blaine, MN 55449

Re: I/M/O Bid Solicitation #25DPP01134 Garden State Pavement Solutions, LLC
Protest of Notice of Intent to Award
T0777 – Snow Plowing and Spreading Services - NJDOT

Dear Ms. Manners:

This final agency decision is in response to the Protest submitted on behalf of Garden State Pavement Solutions, LLC (“GSPS”) received by the Division of Purchase and Property’s (“Division”) Hearing Unit on July 7, 2025 (“Protest”). In the Protest, GSPS protests the Procurement Bureau’s (“Bureau”) June 27, 2025, Notice of Intent to Award letter (“NOI”) issued for Bid Solicitation #25DPP01134 – T0777 Snow Plowing and Spreading Services - NJDOT (“Bid Solicitation”). The record of this procurement reveals that the Quote submitted by GSPS was deemed non-responsive on the grounds of failure to “submit a completed Attachment #3 Experience of Bidder Form with their Quote” as stated in the Recommendation Report dated June 25, 2025 (“Recommendation Report”), page 50. With its Protest, GSPS submitted a completed Attachment #3 – Experience of Bidder Form (“Attachment 3”).

By way of background, on January 23, 2025, the Bureau issued the Bid Solicitation on behalf of New Jersey Department of Transportation (“NJDOT”). The purpose of the Bid Solicitation was to solicit Quotes for snow plowing and spreading services on all State interstates and highways under the jurisdiction of the NJDOT. Bid Solicitation Sec. 1.1, *Purpose and Intent*. Bid Solicitation Section 1.2, *Background*, cautioned Bidders that this Bid Solicitation addressed the State’s current requirements. Pursuant to Bid Solicitation Section 3.17, *State Supplied Price Sheet Instructions*, there were three (3) categories (and accompanying price sheets) that Bidders could submit bids for. The first category is for Snow Plowing and Hauling Services. The second category is for Other Equipment that the Bidder can provide to the NJDOT. The third category is for Spreading Services. Pursuant to Bid Solicitation Section 1.1 *Purpose and Intent*, for the first category (Price Lines 1-317, Snow Plowing and Hauling Services), “the Division intends to award one (1) responsive Bidder per Price Line for Snow Plowing and Hauling Services, Class A Snow Plowing Truck – With Bidder Provided Snow Plow (1st preference), or Class A Snow Plowing Truck – With NJDOT Provided Snow Plow (2nd Preference).” (Emphasis in the original). With respect to the second category (Price Lines 318-326, Snow Plowing and Hauling Services; Other Equipment – Loaders and Graders), “the Division Intends to award all Price Lines to all responsive Bidders for Snow Plowing and Hauling Services; Other Equipment – Loaders and Graders.” Id. Finally, for the third category (Price Lines

327-392, Spreading Services), “the Division intends to award one (1) responsive Bidder per Price Line.”
Id.

In accordance with Bid Solicitation Section 2.5, *Optional Pre-Quote Conference*, an optional Pre-Quote Conference was held on February 6, 2025, providing all potential Bidders with an overview of the Bid Solicitation and Quote submission procedures and requirements. Representatives from eight (8) potential bidding entities attended (Mathis Construction, Jersey Construction, Inc., Mark Veniero Trucking, Seashore Asphalt Corp., IEW Construction Group, Inc., J&K Toro Trucking, Gomez Brothers Trucking, and Encalada Trucking).

In accordance with Bid Solicitation Section 2.1, *Electronic Question and Answer Period*, an electronic portal enabling the Bureau to receive questions electronically was available to all potential Bidders until 2:00 P.M. Eastern Time on February 13, 2025. One (1) Bid Amendment was issued for this Bid Solicitation, which provided revisions to the Bid Solicitation and responses to questions received from potential Bidders.

On April 4, 2025, the Division’s Proposal Review Unit (“PRU”) opened one hundred seventy-six (176) Quotes. The Quotes submitted by BLM Contractors LLC, Kaya Trucking, Longford Landscapes & Excavation, Inc., Mathis Construction Co Inc., Samson Concrete and Masonry, Shimp Farms, South Jersey Contracting LLC, V.A. Spatz and Sons Construction, Inc., and Woolston Construction Company, were Automatically Rejected by the PRU pursuant to the provisions of N.J.A.C. 17:12-2.2. Protests were received from Longford Landscapes & Excavation, Inc., Samson Concrete and Masonry, South Jersey Contracting LLC, V.A. Spatz and Sons Construction, Inc., and Woolston Construction Company. Final Agency Decisions responding to the protests and upholding the PRU automatic rejections were sent to these bidders and no appeals were filed in response to the Final Agency Decisions stemming from PRU rejections. The PRU also issued formal notice and a warning letter to four (4) Bidders that they were not in compliance with Business Registration Certificate requirements. The remaining one hundred sixty-eight (168) Quotes were deemed administratively complete by the Proposal Review Unit and released to the Bureau for further review and evaluation. The list of bidders who submitted administratively complete Quotes and could be evaluated by the Unit are listed below. Note, some bidders submitted separate quotes for different price lines. The list below contains the one hundred fifty five (155) bidders whose Quotes were evaluated by the Unit.

A & J Construction Co.	Jer-Car Inc.
A to Z Site Contractors Inc	Jerrell's Landscapes & Nurseries Inc
A&M Paving and Excavating LLC	Jersey Construction, Inc.
A.Veniero & Sons	JHONATAN TRUCKING LLC
AGS Materials & Supply LLC	JMN Paving and Masonry Inc.
AIT Express LLC	Kaanka Trucking, LLC
AKGUN TRANSPORTATION LLC	Katherine Transportation LLC
Alliance Materials	KCM CONSTRUCTION LLC
Alpha National LLC	Keeping it Savage LLC
Anatolia Transport LLC	Ken Nagy Jr and son trucking llc
ANKAPOINT LLC	KMG Contracting LLC
anthony yaros industries	LC Trucking LLC
Asc Logistics LLC	Leslie DeMarino
ATA LLC	Liberty Us Transport LLC
AW Kurth Trucking	Lourenco Contracting Co. Inc.
Beites Inc	M & M Trucking Gudullu LLC
Big Boss Trucking LLC	M MATIAS TRUCKING INC

Breen Topsoil Inc.	MARK VENIERO TRUCKING
BRENNAN BROS CONSTRUCTION LLC	Matthew J. Yuhas Trucking L.L.C
Brook Brothers Enterprises LLC	MECO INC
Burak Trucking LLC	Mershon Concrete LLC
BVW Services LLC	Messercola Excavating Co Inc.
C and J Property Management	Mike and Sons Trucking Hauling LLC
Caner Transportation, LLC	Mireku & Son LLC
Canyon Trucking Inc	MYK TRUCKING LLC
CCM Contracting, Inc.	NKO Trucking LLC
Cedar Ridge Lawn Care LLC	Nonstop Trucking LLC
Ceylan Trucking LLC	NSG GROUP LLC
Charles T. Matarazzo Excavating & Masonry	On Point Excavation LLC
Clarke Moynihan Landscaping & Construction LLC	OZY Trucking, LLC
Colonnelli Brothers, Inc.	P&O Transport LLC
Costa Haulers, LLC	P. Esposito Construction, LLC
D&R Paving LLC	P.M. Construction Corp.
Darby Trucking LLC	Paving Plus LLC
Dargi Trucking, LLC	Persistent Construction
Debex Contractors LLC	Pierson Landscaping and Design LLC
Demir Trucking LLC	Porchetta Land & Site llc
DI Trucking, LLC	Prieto Enterprises LLC
Diamond Materials, LLC	Quick Transport Co Inc
DKB Transport Corp	R&B Debris
Double O Contracting LLC	R.M. Tuit Paving & Trucking Contractor, LLC
Double O Landscape Design LLC	RJM LANDSCAPE AND DESIGN LLC
dvs trucking co	Rockstar Transportation LLC
Eazy Trucking llc	Rodota Trucking & Excavating, LLC
ECE Transport LLC	SALOMONE BROS INC
EL BO Incorporated	Sandra Scanlon LLC
Ema Trucking LLC	Sarp Transportation LLC
Encalada Trucking LLC	SDK Trucking LLC
Enes Trucking LLC	Seashore Asphalt Corp.
Eren Transportation LLC	SFB Trucking LLC
ESPOSITO CONSTRUCTION LLC	Shorty Trucking LLC
fafa trucking llc	SIL Trucking LLC
Fatma Ozbay, Khan Trucking	Sil-Kemp, Inc.
Firtina Landscaping LLC	Sky Hauler LLC
Fn Allocco Trucking LLC	Smyrna Express
Frank Brodeen OLC LLC	Stilo Excavation Inc
Frank Galbraith & Son Excavating and Demolition, llc	Stomper Enterprises, Inc.
Frank Sutton Trucking, LLC.	STONE TRUCKING LLC
Freiberger Excavating, LLC	Stratton Contracting, LLC
FS Trucking LLC	T Hiler Contractors, LLC
G Boys Excavating Inc.	TCG Trucking LLC
Garden State Pavement Solutions LLC	Terco Enterprises LLC
Gee Vee Trucking Inc	Terrytown Equipment LLC
Gomez Brothers Trucking Inc	TJA Enterprises LLC

Gondul Trucking Inc	Tree King Inc.
Hardrock Trucking & Excavating LLC	Triple R Truck & Auto Leasing
Harrington & Son	Twilight Express LLC
HAS TRANSPORTATION	UN Transportation Inc
Hunterdon Horizons Inc	US1 TRUCKING LLC
IEW Construction Group Inc	V.H. Motto Contracting Inc.
Ivyland Construction Co. Inc.	Victor Transport LLC
J&D Trucking Inc.	WASHINGTON COLLISION CENTER LLP
J&K Toro Trucking	Westphal Waste Services
J&R Transport, LLC	Whittendale Excavating Corp.
James Miller Contracting, Inc.	Yasmin Trucking LLC
JDG Transport LLC	Yukon Services LLC
JEFF HACKETT & ASSOCIATES	Zivali Trucking LLC
Jeff Lampart Services LLC	

As part of the responsiveness review, the Bureau determined that numerous Quotes required a Request for Clarification, in accordance with Bid Solicitation Section 8.4, *Clarification of Quote*, for the Bureau to determine whether or not the Quotes were responsive to mandatory material requirements of the Bid Solicitation as outlined in the Recommendation Report with the resultant determination also contained within the Recommendation Report.

The Bureau determined that the Quotes submitted by Colonnelli Brothers, Inc., Whittendale Excavating Corp., Eazy Trucking LLC, NKO Trucking LLC, UIN Transportation Inc., Liberty US Transport LLC, M. Matias Trucking Inc., MYK Trucking LLC, Garden State Pavement Solutions LLC, Ankapoint LLC, Ken Nagy Jr and Son Trucking LLC, Seashore Asphalt Corpl, J&D Trucking Inc, DI Trucking LLC, Stratton Contracting LLC, and JDG Transport LLC, were fully non-responsive due to non-compliance with mandatory elements of the Bid Solicitation and therefore ineligible for award. Recommendation Report at pgs. 49-52. The Bureau found that the remaining Quotes met, and complied with, the mandatory requirements for at least one award-eligible Price Line of the Bid Solicitation.

Having completed its evaluation of the Quotes received in response to the Bid Solicitation, on June 27, 2025, the Bureau issued the NOI advising all Bidders that it was the State's intent to award Contracts to the 64 Bidders set forth in the charts on pages 1-14 of the Recommendation Report.

On July 7, 2025, prior to the close of the protest period, GSPS submitted a Protest challenging the Division's determination that the Quote submitted by GSPS was non-responsive for failing to submit Attachment 3.

GSPS did not request an in-person presentation as permitted by N.J.A.C. 17:12-3.3(e). However, it should be noted that "[t]he Director has sole discretion to determine if an in-person presentation by the protester is necessary to reach an informed decision on the matter(s) of the protest. In-person presentations are fact-finding for the benefit of the Director." Further, "[i]n cases where no in-person presentation is held, such review of the written record shall, in and of itself, constitute an informal hearing." N.J.A.C. 17:12-3.3(d). I have reviewed the record of this procurement, including the Bid Solicitation, the Quotes received, the Bureau's Recommendation Report, the relevant statutes, regulations, case law, the Protest, and supporting documentation submitted by GSPS. The issues raised in the protest were sufficiently clear such that a review of the record of this procurement has provided me with the information necessary to determine the facts of this matter and to render an informed final agency decision on the merits of the protest submitted by GSPS on the written record, as such an in-person hearing is not warranted. I set forth herein the Division's Final Agency Decision.

DISCUSSION

The New Jersey Courts have long recognized that the purpose of the public bidding process is to “secure for the public the benefits of unfettered competition.” Meadowbrook Carting Co. v. Borough of Island Heights, 138 N.J. 307, 313 (1994). To that end, the “public bidding statutes exist for the benefit of the taxpayers, not bidders, and should be construed with sole reference to the public good.” Borough of Princeton v. Board of Chosen Freeholders, 169 N.J. 135, 159-60 (1997). The objective of New Jersey’s statutory procurement scheme is “to guard against favoritism, improvidence, extravagance and corruption; their aim is to secure for the public the benefits of unfettered competition.” Barrick v. State of New Jersey, 218 N.J. 247, 258 (2014) (citing Keyes Martin & Co. v. Dir. of Div. of Purchase and Prop., 99 N.J. 244, 256 (1985)).

When evaluating Quotes received, the Division is charged with ensuring that the Contract is awarded to that responsible Bidder whose Quote, conforming to the Bid Solicitation, is most advantageous to the State, price and other factors considered. Bid Solicitation Section 1.1 *Purpose and Intent*. A responsive Quote is a Quote that is deemed by the Division and/or evaluation committee to have adequately addressed all material provisions of a Bid Solicitation’s terms and conditions, specifications, and other requirements. N.J.A.C. 17:12-1.3. A Quote that is not complaint or responsive to the material requirements of the Bid Solicitation shall not be eligible for further consideration for award of a Contract and the bidder offering said Quote shall receive notice of the rejection of its Quote. N.J.A.C. 17:12-2.7(c).

It is firmly established in New Jersey that material deviations may not be waived. Twp. of Hillside v. Sternin, 25 N.J. 317, 324 (1957). In Meadowbrook Carting Co., *supra*, 138 N.J. at 315, the New Jersey Supreme Court adopted the test set forth by the court in Twp. of River Vale v. Longo Constr. Co. for determining materiality. 127 N.J. Super. 207 (Law Div. 1974). “In River Vale, the court declared that after identifying the existence of a deviation, the issue is whether a specific non-compliance constitutes a substantial [material] and hence non-waivable irregularity.” In re Protest of Award of On-Line Games Prod. and Operation Servs. Contract, 279 N.J. Super. 566, 594 (App. Div. 1995), citing River Vale, *supra*, 127 N.J. Super. at 216. The River Vale court set forth a two-part test for determining whether a deviation is material:

First, whether the effect of a waiver would be to deprive the [government entity] of its assurance that the contract will be entered into, performed and guaranteed according to its specified requirements, and second, whether it is of such a nature that its waiver would adversely affect competitive bidding by placing a bidder in a position of advantage over other bidders or by otherwise undermining the necessary common standard of competition.

[River Vale, *supra*, 127 N.J. Super. at 216.]

“If the non-compliance is substantial and thus non-waivable, the inquiry is over because the bid is non-conforming and a non-conforming bid is no bid at all.” On-Line Games, *supra*, 279 N.J. Super. at 595 (citing River Vale, *supra*, 127 N.J. Super. at 222).

In the Protest, GSPS takes the position that its “disqualification was based on an unintentional omission”, namely, “not submitting the ‘Experience of Bidder’ form”. Protest, page 1. GSPS acknowledges that the form is intended to confirm each bidder’s years of experience, but complains that the form was not included on the bid solicitation package checklist, and “was placed among snow plow operation guides and

related materials, making it easy to inadvertently miss”. Protest, page 2. GSPS asserts that it has “successfully performed under this contract for approximately 15 years” and asks that DPP reconsider the disqualification in light GSPS’ “proven track record, the good faith effort made to comply with submission requirements and the confusing placement of the form outside the formal checklist”. Protest page 2.

The Division’s administrative regulations that govern the advertised procurement process establish certain requirements that must be met in order for a Quote to be accepted. Those regulations provide in relevant part that:

(a) In order to be eligible for consideration for award of contract, the bidder’s proposal shall conform to the following requirements or be subject to designation as a non-responsive proposal for non-compliance:

...

4. Contain all RFP-required certifications, forms, and attachments, completed and signed as required. An RFP may designate certain forms and/or certifications that need not be included in the bidder’s proposal but that must be provided by a successful bidder upon request prior to an award of contract;

[N.J.A.C. 17:12-2.2(a)]

If the requirements of N.J.A.C. 17:12-2.2 are not met, a Quote must be rejected. This regulation mandates stringent enforcement to maintain the equal footing of all Bidders and to ensure the integrity of the State’s bidding process.

The subject procurement was comprised of the Bid Solicitation, other documents and mandatory forms which were specifically addressed in Bid Solicitation Section 3.0, *Quote Submission Requirements*. Bid Solicitation Section 3.15, *Experience of Bidder*, requires that bidders “shall fill out in its entirety Attachment #3 – Experience of Bidder accompanying this Bid Solicitation. This form must be filled out by the Bidder and submitted with its Quote. Failure to fill out, complete, and submit the form with the Quote will result in the Quote being deemed non-responsive and the rejection of the Quote.”

The term “must” denotes a mandatory requirement as further set forth in the Bid Solicitation’s glossary:

Must – Denotes that which is a mandatory requirement.

[Bid Solicitation Section 9. GLOSSARY]

The term “shall” also denotes that which is a mandatory requirement as further set forth in the Bid Solicitation’s glossary:

Shall – Denotes that which is a mandatory requirement.

[Bid Solicitation Section 9. GLOSSARY]

Although the State has broad discretion to select among qualified and responsive Bidders in public contracting matters, the discretion afforded to the Director, “is not limitless.” See, In re Request for Proposals #17DPP00144, 454 N.J. Super. 527, 559 (App Div. 2018). “In line with the policy goal of

thwarting favoritism, improvidence, extravagance, and corruption, the Division may not award a contract to a bidder whose proposal deviates materially from the [RFQ's] requirements." Ibid., quoting, Barrick v. State, 218 N.J. 247, 258-59 (2014)). For that reason, the Division's governing regulations mandate stringent enforcement to maintain the equal footing of all Bidders and to ensure the integrity of the State's bidding process. Notably, "a proposal that is not...responsive to the material requirements of the [RFQ] shall not be eligible for further consideration for award of contract, and the bidder offering said proposal shall receive notice of the rejection of its proposal." N.J.A.C. 17:12-2.7(c).

There is no question that GSPS failed to submit Attachment 3 with their Quote, which they admit in their Protest. Bid Solicitation Section 3.15, *Experience of Bidder* unambiguously requires the rejection of a Quote if Attachment 3 is not submitted prior to Quote opening. Failure to submit Attachment 3 prior to Quote opening is a non-waivable deviation rendering the Quote non-responsive as pursuant to the standard set forth in River Vale.

CONCLUSION

Based upon the foregoing, I find no reason to disturb the Bureau's recommendation that the Contract be awarded as outlined in the Recommendation Report. Accordingly, I sustain the June 27, 2025, Notice of Intent to Award. This is my final agency decision.

Thank you for your company's interest in doing business with the State of New Jersey. I encourage you to log into [NJSTART](#) to select any and all commodity codes for procurements you may be interested in submitting a Quote for so that you may receive notification of future bidding opportunities.

This is the Division's final agency decision. Pursuant to N.J.A.C. 17:12-3.1, this determination is appealable to the Appellate Division of the Superior Court in accordance with the New Jersey Court Rules (R. 2:4-1) which provide a party 45 days to appeal this final agency decision.

Sincerely,



Cory K. Kestner
Acting Chief Hearing Officer

CKK:EEL

c: C. Clarke
M. Maciolek