

# **Islamorada, Village of Islands**

**Review and Analysis of RFP 18-02  
Continuing Services Agreement  
Page Excavating, Inc.**

**As of November 19, 2023**

November 19, 2023

Islamorada, Village of Islands  
Attn: John Quick, Village Attorney  
Village Manager  
86800 Overseas Highway  
Islamorada, FL 33036

Dear Mr. Quick:

We have prepared and enclose herewith our Consulting Report (the “Report”) for Islamorada, Village of Islands (“Village”) regarding the Continuing Services Agreement (“Agreement”) between the Village and Page Excavating, Inc. (“Page”). Our analysis was conducted for the Village Council. This Report should not be used for any other purpose or by any other party.

Based on our analysis and procedures, Marcum has made the following significant findings:

- For the period of review, Page invoiced for 2,340 vacuum pit ring repairs at a cost of \$2,786,850 and 446 valve repairs at a cost of \$524,274.
- Marcum selected a representative sample of vacuum pit ring repairs and valve repairs and was able to confirm completion of the scope of work for the selected repairs.
- During testing of Federal Grant Applications, Marcum observed instances of services being performed by Page prior to the Village entering into a formal agreement with Page.

A description of the analysis, procedures and assumptions relied upon to reach this conclusion is presented in the accompanying Report. This letter should not be separated from, or considered independent of, the attached Report. This Report is subject to the assumptions and limiting conditions detailed in **Appendix B** to this Report.

*Marcum LLP*

Marcum LLP

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## 1 INTRODUCTION

Marcum was engaged on June 1st, 2023, to perform forensic analysis relating to construction services provided by Page Excavating to the Village. Based on our analysis and procedures, Marcum has made the following significant findings:

- For the period of review, Page invoiced for 2,340 vacuum pit ring repairs at a cost of \$2,786,850 and 446 valve repairs at a cost of \$524,274.
- Marcum selected a representative sample of vacuum pit ring repairs and valve repairs and was able to confirm completion of the scope of work for the selected repairs.
- During testing of Federal Grant Applications, Marcum observed instances of services being performed by Page prior to the Village entering into a formal agreement with Page.

### 1.1 Scope of Services

Marcum's scope of services included following tasks:

- Review RFP and bid documents and vendor approval processes for Page, and continuing services agreement ("CSA") terms and conditions.
- Review Village Resolutions and Work Authorizations for terms and conditions and scope of authorized work.
- Identify all services performed by Page and associated costs incurred for work performed during the period May 24, 2018 (date of CSA agreement) through May 30, 2023.
- Quantify Village disbursements to Page and associated services rendered for the period May 24, 2018 (date of CSA agreement) through May 30, 2023.
- Obtain documentation for vacuum pit ring repairs. Select representative sample and perform visual verification of completion of construction work.
- Identify additional Page construction work (including poly check valve replacement) and consult with Village regarding potential additional engineering testing for confirmation of existence and quality of such work.
- Review grant applications, federal award letter, and expenditures relating to work billed by Page which was funded with federal grant funds. Assess compliance with grant terms and potential remediation, if necessary, of identified non-compliance.

### 1.2 Background

Prior to engaging Page, the Village contracted with Reynolds Water Islamorada (RWI) for design, building and operation of its wastewater collection and transmission system through an agreement dated August 21, 2012. The Village terminated their contract with RWI effective March 12, 2018 and opted to bring wastewater operations and maintenance in-house. Subsequently, on January 8, 2018, the Village issued RFQ-18-02 soliciting the following services:

- Repair/replace Conveyance Force Main (CFM) system (Manholes)
- Instillation of additional services lines that connect to the CFM
- Repair/replace vacuum pits and subsequent extensions
- Repair/replace valves
- Provide pump-out services to several locations

Bidders were given the option to bid on all or some portion of this work. After issuing the request for qualification, the Village received four vendor responses, summarized as follows:

- Key Honey Contracting: Bid on Items 1 through 5 and emergency laborers. The vendor provided a price range for tasks, rather than pricing items per square foot as was requested.

- MCF Construction: Only bid on Item 12, pump station installation (\$5,000).
- Overseas Plumbing: Bid only for labor on emergency repairs. No service or equipment quotes were provided.
- Page Excavation: Bid on items 2-5 and 10-18, providing complete price quotes.

Despite three of the responding applicants having not fully completed the bid form, at its meeting on May 3, 2018, the Village Council approved all applicants to provide future services via adoption of Resolution No. 18-05-34. Continuing Service Agreements were then sent to each of the vendors. A final version of Resolution No. 18-05-34 provided to Marcum by the Village included copies of the executed CSAs with MCF Construction, Inc., Overseas Plumbing, Inc., and Page Excavating, Inc. Marcum noted that Key Honey Contracting, LLC chose not to execute a professional service agreement with the Village for wastewater system contractor services.

On May 24, 2018, an agreement was executed between the Village and Page, with the following key provisions:

- 5-year term of services from commencement date. The agreement was subsequently modified to provide for a September 30, 2023 termination date, in alignment with the Village's fiscal year end.
- The Village Manager is authorized to negotiate any fees below \$25,000. Any services for fees above that amount are subject to Council approval.
- The agreement was also amended to include inflation adjustments based upon changes in the Consumer Price Index (CPI).

Under the CSA with Page, the Village issued multiple work authorizations.

- Work Authorization 1 provided for replacement of 46 inadequate vacuum pits in North Plantation Key for \$299,000. This authorization was signed by Joseph B. Pinder on January 14, 2021.
- Work Authorization 2 provided for replacement of 100 valves for \$135,000. This authorization was signed by Joseph B. Pinder on July 1, 2021.
- Work Authorization 3 provided for replacement of up to 500 valves for \$450,000, concrete repair work for \$30,000 and odor control services for \$33,500. Total approved services of \$513,500. This authorization was signed by Joseph B. Pinder on November 18, 2021.
- Work Authorization 4 was issued retroactively and included work previously performed by Page, as well as amounts allocated for other work still in process. The Village approved \$2,150,531 for work completed and planned subsequent to October 2022. Funds were allocated for previously completed work as well as for additional work in process. This authorization was signed by Ted Yates on April 27, 2023.

Prior to executing the CSA with Page, in 2008, the Village entered into the Florida Keys Water Quality Improvement Program (FKWQIP) Agreement with the Department of the Army. Pursuant to the Agreement, the Village sought grant reimbursements for amounts expended to Page for improvements to the Village's wastewater system.

## 2 PROCEDURES

Marcum performed the following procedures with respect to Page's services performed, billings, and reimbursements.

### 2.1 Analysis of Vendor Invoice and Payment History

Marcum reviewed the following documentation:

- RFP 18-02 and all responses received
- Page Excavating Continuing Services Agreement (CSA)
- Vendor Ledger Account listing Page invoices and payments from 2018 to present
- Work authorizations and purchase orders issued
- Page Invoices
- Check copies for payments to Page by the Village
- Copy of Reimbursement Request(s) submitted by the Village for work performed by Page

Marcum reviewed the Page contracts, note key terms. Marcum reviewed the vendor history report, noting the scope of services provided. Marcum quantified quantities and types of services provided during the period of review.

Marcum identified the population of vacuum pit ring replacements and valve replacements performed by Page. Marcum judgmentally selected ring and valve invoices and vouched Village check payments for the selected invoices. Marcum then physically inspected the locations of selected valve and ring repairs, noting completion of repair work billed by Page. For the period January 2018 through April 2023, Page issued individual invoices for each service address. However, at the Village's request, Page began submitting invoices which included charges for services provided at multiple addresses. Marcum obtained supplementary schedules to identify service locations included in Page's batch invoices. Marcum then selected locations for testing of existence and occurrence of ring and valve repairs.

Additionally, Marcum agreed invoice pricing to pricing terms contained in the Page CSA.

### 2.2 Review of Grant Applications

Marcum review grant applications, federal award letters, and expenditures relating to work billed by Page and funded by federal grant funds. Marcum assessed compliance with grant terms and potential remediation of identified non-compliance.

### 2.3 Site Inspection

Marcum analyzed the Page invoice data for the period of review, segregating invoices for valve and ring repairs. From the identified population of valve and ring repairs, Marcum judgmentally selected twenty-five (25) ring repairs and twenty-five (25) valve repairs for visual inspection. For the selected ring maintenance locations, Marcum visually inspected the vacuum pit rings, noting quality and condition consistent with dates of maintenance service. With the assistance of Village representatives, Marcum confirmed the replacement of plastic valves with steel valves, using metal detection equipment at the valve locations. Marcum photographed each selected maintenance site.

## 3 FINDINGS AND OBSERVATIONS

### 3.1 Pre-Qualification Process and Continuing Service Agreements

At its meeting on May 3, 2018, the Village Council approved all applicants to provide future services via adoption of Resolution No. 18-05-34. Continuing Service Agreements were then sent to each of the vendors. A final version of Resolution No. 18-05-34 provided to Marcum by the Village included copies of the executed CSAs with MCF Construction, Inc., Overseas Plumbing, Inc., and Page Excavating, Inc. Marcum noted that Key Honey Contracting, LLC chose not to execute a professional service agreement with the Village for wastewater system contractor services.

On May 24, 2018, a 5-year agreement was executed between the Village and Page. The agreement was subsequently modified to include a September 30, 2023, termination date, aligning with the Village’s fiscal year end.

Per the terms of the agreement, the Village Manager is authorized to negotiate any fees below \$25,000. Services for fees above \$25,000 are subject to Council approval.

**3.2 Vendor Invoice and Payment History**

Marcum identified eight types of services performed by Page Consulting under the CSA. For the period October 1, 2018, through June 30, 2023, Marcum observed \$5,056,084 of total charges. Per the Vendor History Report, services provided by Page and associated charges were as follows:

Invoice Summary - October 2018 through June 2023			
Type of Service	Number of Invoices	Total Amount Invoiced	Average Invoice
Connections	20	\$ 132,449	\$ 6,622
Emergency Repairs	57	206,848	3,629
Other	133	451,951	3,398
Ring Maintenance	2,340	2,786,850	1,191
Sewers	52	76,272	1,467
Vacuum Pit	118	818,250	6,934
Valves	446	524,274	1,176
Vents	26	59,190	2,277
<b>Total</b>	<b>3,192</b>	<b>\$ 5,056,084</b>	<b>\$ 1,584</b>

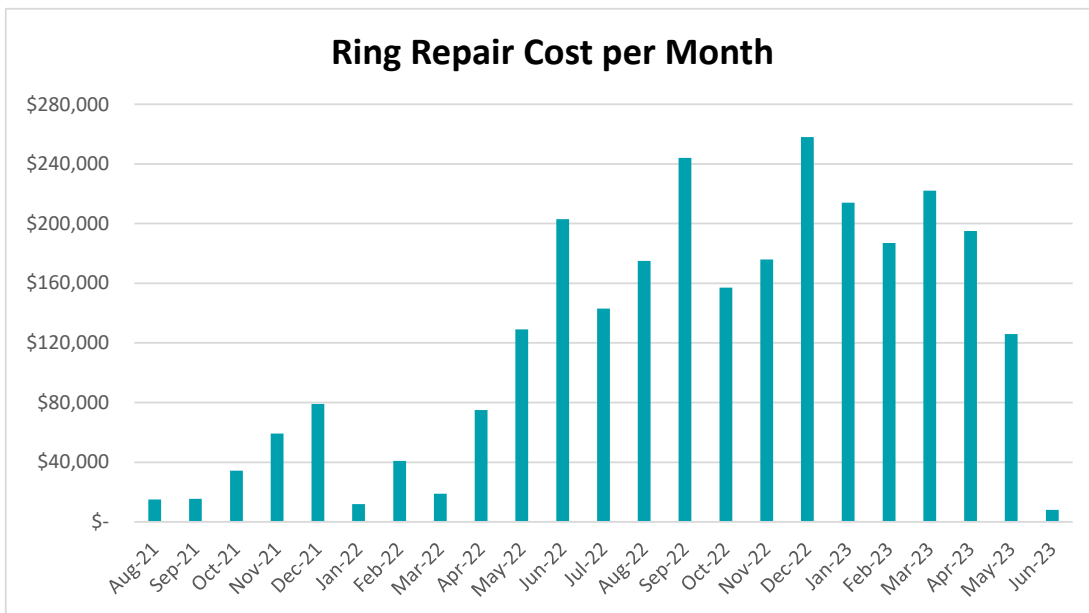
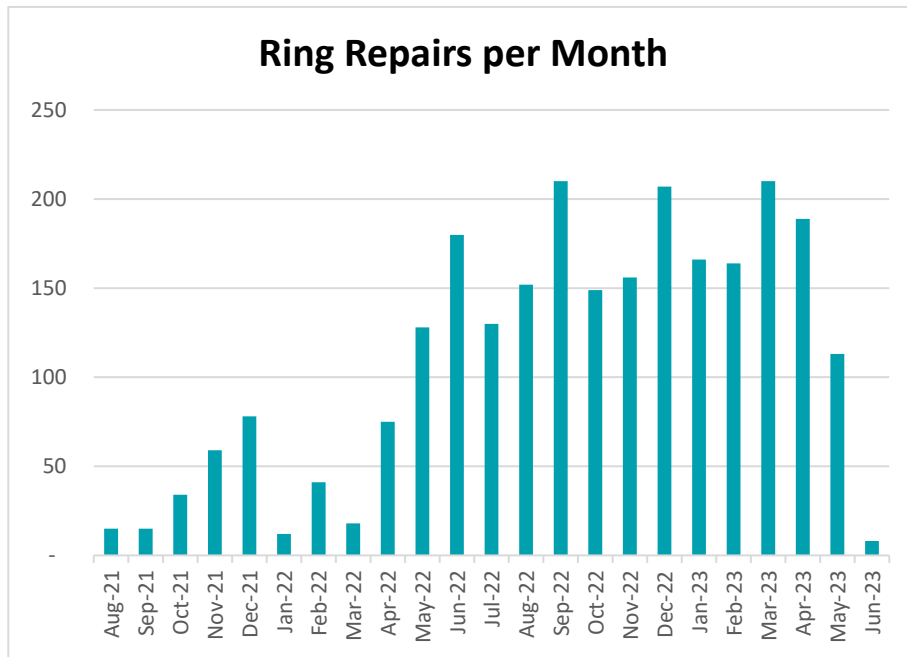
Marcum noted an increased volume of service by Page during fiscal year (FY) 2023. Invoices issued (by service type) and amounts billed during the FY 2018 through June 30, 2023, were as follows:

Invoice Quantity	FY-18	FY-19	FY-20	FY-21	FY-22	YTD-23	Total
Connections	1	6	1	8	3	1	20
Emergency Repairs	2	6	7	15	21	6	57
Other	27	43	16	13	28	6	133
Ring Maintenance				201	1,458	681	2,340
Sewers		4	9	8	29	2	52
Vacuum Pit	10	12	38	56	2		118
Valves	3	2		110	315	16	446
Vents	6	5	6	2	4	3	26
<b>Total</b>	<b>49</b>	<b>78</b>	<b>77</b>	<b>413</b>	<b>1,860</b>	<b>715</b>	<b>3,192</b>

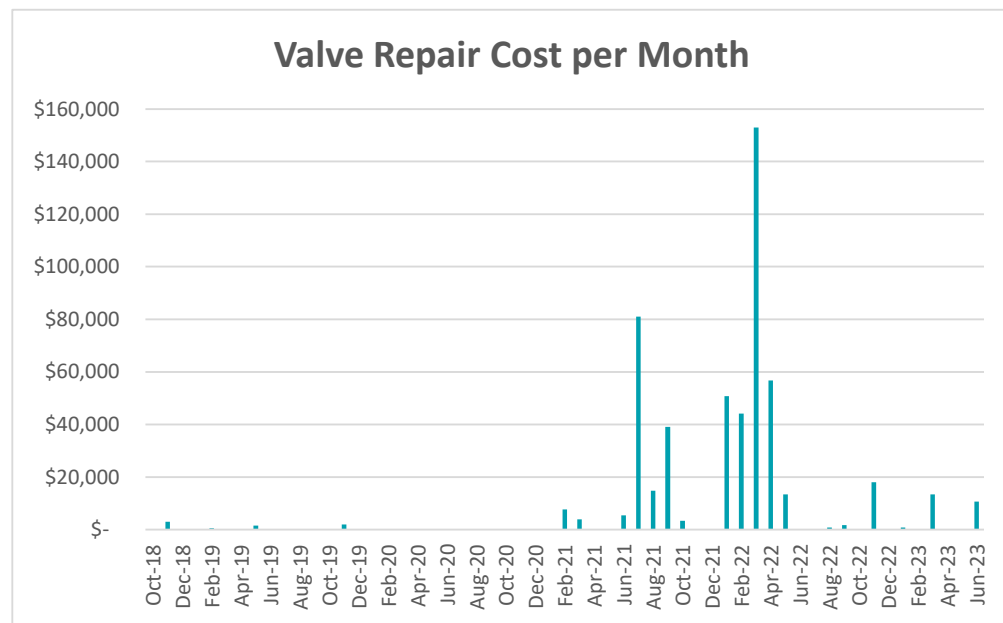
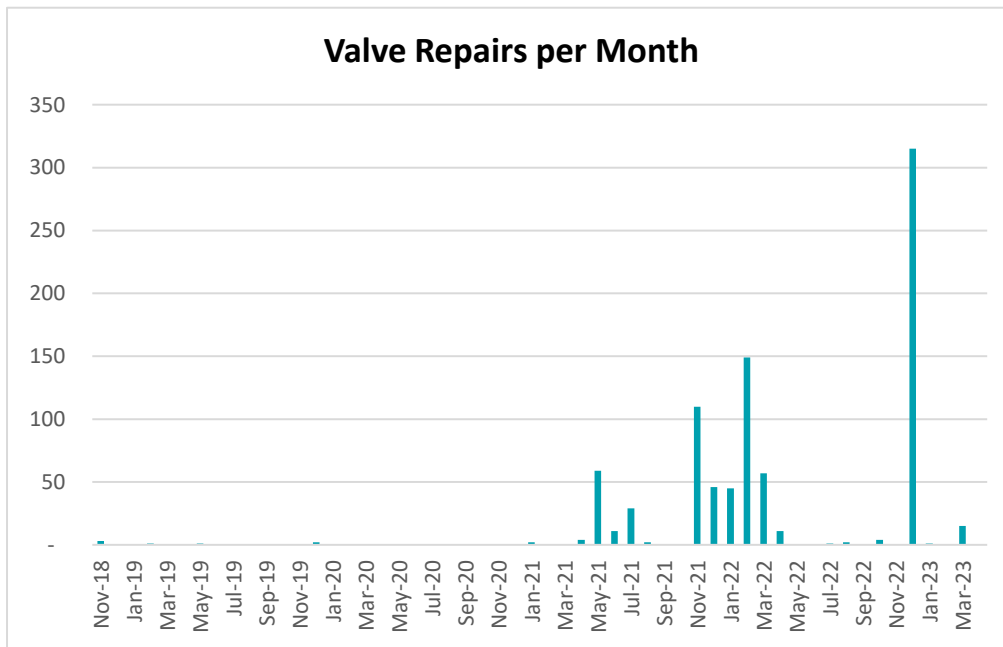
  

Invoice Amount	FY-18	FY-19	FY-20	FY-21	FY-22	YTD-23	Total
Connections	\$ 30,100	\$ 51,751	\$ 17,000	\$ 17,840	\$ 8,839	\$ 6,920	\$ 132,449
Emergency Repairs	4,500	25,400	14,300	32,900	72,248	68,500	217,848
Other	61,150	117,155	113,990	53,885	88,050	25,421	459,651
Ring Maintenance				202,950	1,631,900	936,000	2,770,850
Sewers		5,320	12,020	9,340	46,652	2,940	76,272
Vacuum Pit	76,600	66,750	277,800	372,500	24,600		818,250
Valves	3,000	2,000		155,374	338,800	14,400	513,574
Vents	7,500	6,250	7,100	2,180	6,460	37,700	67,190
<b>Total</b>	<b>\$ 182,850</b>	<b>\$ 274,626</b>	<b>\$ 442,210</b>	<b>\$ 846,969</b>	<b>\$ 2,217,549</b>	<b>\$ 1,091,881</b>	<b>\$ 5,056,084</b>

Marcum reviewed Page’s historical invoices, identified charges related to vacuum pit ring maintenance and valve repairs. The following charts summarize volume and associated cost of vacuum pit ring maintenance and valve replacement services performed by Page.







### 3.3 Review of Grant Applications

The Florida Keys Water Quality Improvement Program (FKWQIP) Agreement was entered into between the Department of the Army and the Village on August 17, 2008. The agreement was later amended on February 5, 2010. Using the funds provided under the Agreement, the Village was obligated to design and construct the Wastewater System Project in accordance with Federal laws, regulations, and policies. To receive federal awards, non-federal entities must agree to comply with laws, regulations, and the provisions of grant agreements and contracts, and to maintain internal control to provide reasonable assurance of compliance within these requirements. As noted in the agreement, in accordance with 32 C.F.R. Section 33.26, the Village was responsible for complying with the Single Audit Act Amendments of 1996 (31 U.S.C. 7501- 7507), as implemented by Office of Management and Budget (OMB) Circular No. A-133 and Department of Defense Directive 7600.10.

From review of the FKWQIP Agreement and supporting invoice documentation, Marcum noted one (1) exception requiring review and consideration by Village Management.

#### Exception #1 – Contracting

##### *Criteria, Condition and Cause*

As noted in Title 2 CFR Part 200 Subpart D 200.317, “all non-federal entities, must follow the procurement standards in sections 200.318 through 200.327” which identifies specific requirements detailing the contracting of services when using federal funding. As part of our procedures performed, it was identified that services were performed and payments were made to Page Excavating, Inc. before a formal agreement was finalized with Page Excavating, Inc. This was due to lack of internal controls over the procurement process.

##### *Effect*

Issues like this could result in the Village being out of compliance with the federal grant requirements as stipulated in Federal Guidelines as well as the Village’s Procurement Policies. The ability of the Village to obtain subsequent funding could be impaired if procurement standards are not adhered to.

##### *Recommendation*

As part of a sound system of internal control, it is important that policies and procedures be developed to ensure that all procurement standard requirements by the grant documents and agency requirements be determined and monitored to ensure the requirements are met. Marcum recommends that management develop internal control policies and procedures to ensure supervisors review and approve procurement and contracting decisions for compliance with federal and organizational policies, verify that procurements provide full and open competition, and ensure procurement contracts are in writing and approved before services and/or goods are received.

### **3.4 Vacuum Pit Ring and Valve Replacement Testing**

For the period of review, Page invoiced for 2,340 vacuum pit ring repairs at a cost of \$2,786,850 and 446 valve repairs at a cost of \$524,274. Sorting this data by address, Marcum observed Page invoices for recurring ring repairs at multiple locations. Upon inquiry, AJ Engelmeyer of Public Works advised that the recurring repairs were due to fracture of the concrete rings after installation. Some rings were located in high-traffic areas, and were being damaged by vehicles prior to having sufficient time for the concrete to cure. Village representatives advised that at some point during the ongoing ring repairs, design specifications were revised to require additional steel support for the concrete rings. Per AJ Engelmeyer, the addition of steel has resulted in higher durability and a lower failure for the more recently installed vacuum pit rings.

Marcum conducted a site inspection to test the 25 selected ring and valve repairs. Marcum visually inspected the vacuum pit rings, noting quality and condition consistent with dates of Page’s maintenance service. With the assistance of Village representatives, Marcum confirmed the replacement of plastic valves with steel valves, using metal detection equipment at the valve locations. Marcum photographed each selected maintenance site.

For the site inspection Marcum met with:

- John Quick – Village Attorney
- Joseph Pinder III – Village Mayor
- AJ Engelmeyer – Public Works
- Joaquin Miranda – Wastewater Operations Manager

**Exhibit 1** includes a summary of test results for the site inspection. Marcum was able to visually confirm the ring maintenance and replacement at each of the twenty-five selected locations. Verification of valve replacement was complicated by obstructed valve locations. For many of the selected locations, valves were concealed by landscaping or other subsequent construction. Valves were each located several feet underground. For confirmation of valve repairs,

Village representatives located the newly installed metal valves using a metal detector near the outlet ports at each selected location, demonstrating that old plastic valves had been replaced by metal valves.

Marcum was able to confirm replacement metal valve installation at each of the selected locations. For two (2) valve selections, Village representatives were initially unable to locate service locations, which were subsequently confirmed. For two (2) additional valve selections, Page invoices listed service addresses, rather than the street addresses that were closest to the repair locations.

Village representatives to improve accuracy of system monitoring and maintenance, the Village is now in the process of implementing a new tracking system that will include geo-locational tagging of village assets with the use of cell-phones. This improved system is anticipated to be implemented by year end.

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# Appendix A

## Exhibits

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Selection #	Invoice Description	Valve/Ring	Invoice Date	Amount	Verified Completed
1	Remove & Replace Ring @ 132 Iroquois Dr	Ring Maintenance	9/15/2022	\$1,000	Yes
2	Remove & Replace Ring @ 73920 OS Hwy	Ring Maintenance	12/1/2022	\$1,000	Yes
3	Remove & Replace Ring @ 122 Sapodilla Dr (2)	Ring Maintenance	5/4/2023	\$2,000	Yes
4	Check Valve Replacement @ 75071 O/S Hwy	Valves	7/15/2021	\$1,350	Yes
5	Check Valve Replacement @ 75261 Overseas Hwy	Valves	2/24/2022	\$900	Yes
6	Check Valve Replacement @ 75500 Overseas Hwy	Valves	4/21/2022	\$900	Yes
7	Remove & Replace Ring @ 75631 OS Hwy	Ring Maintenance	12/29/2022	\$1,000	Yes
8	Check Valve Replacement @ 76000 O/S Hwy	Valves	7/8/2021	\$1,350	Yes
9	Check Valve Replacement @ 137 Ocean Ln	Valves	7/15/2021	\$1,350	Yes
10	Check Valve Replacement @ 76241 Overseas Hwy	Valves	3/15/2022	\$900	Yes
11	Check Valve Replacement @ 109 Leserra Ln	Valves	7/22/2021	\$1,350	Yes
12	Check Valve Replacement @ 122 Columbus Dr	Valves	3/24/2022	\$900	Yes
13	Replace Backflow Valve @ 127 Columbus Dr	Valves	1/19/2023	\$900	Yes
14	Check Valve Replacement @ 162 Columbus Dr	Valves	4/7/2022	\$900	Yes
15	Check Valve Replacement @ 76800 Overseas Hwy	Valves	4/14/2022	\$900	Yes
16	Remove & Replace Ring @ 77255 OS Hwy	Ring Maintenance	8/18/2022	\$1,000	Yes
17	Remove & Replace Check Valve @ 77200 OS Hwy	Valves	3/9/2023	\$900	Yes
18	Check Valve Replacement @ 75734 Overseas Hwy	Valves	3/10/2022	\$900	Yes
19	Remove & Replace Ring @ 2 Tiki Ln	Ring Maintenance	4/28/2022	\$1,000	Yes
20	Remove & Replace Ring @ 1 Sukoshi Ln	Ring Maintenance	2/16/2023	\$1,000	Yes
21	Check Valve Replacement @ 8 Sukoshi Ln	Valves	3/17/2022	\$900	Yes
22	Check Valve Replacement @ 10 Sukoshi Ln	Valves	3/17/2022	\$900	Yes
23	Check Valve Replacement @ 80529 Old Hwy	Valves	3/31/2022	\$900	Yes
24	Remove & Replace Ring @ 80828 OS Hwy	Ring Maintenance	5/4/2023	\$1,000	Yes
25	Check Valve Replacement @ 80999 Old Highway	Valves	1/13/2022	\$900	Yes
26	Remove & Replace Ring @ 115 Parker Dr	Ring Maintenance	5/4/2023	\$1,000	Yes
27	Remove and Replace Ring @ 112 Parker Dr	Ring Maintenance	12/16/2021	\$1,000	Yes
28	Remove & Replace Ring @ 81541 Old Hwy	Ring Maintenance	1/12/2023	\$1,000	Yes
29	Check Valve Replacement @ 81500 Overseas Hwy	Valves	4/7/2022	\$900	Yes
30	Remove and Replace Ring @ 81290 Old Hwy	Ring Maintenance	9/1/2022	\$1,000	Yes
31	Remove & Replace Ring @ 82150 OS Hwy	Ring Maintenance	10/20/2022	\$1,000	Yes
32	Remove & Replace Ring @ 82929 OS Hwy	Ring Maintenance	5/4/2023	\$1,000	Yes
33	Check Valve Replacement @ 83247 Old Hwy	Valves	3/31/2022	\$900	Yes
34	Remove & Replace Ring @ 84725 OS Hwy	Ring Maintenance	12/8/2022	\$1,000	Yes
35	Check Valve Replacement @ 84725 Old Hwy	Valves	1/20/2022	\$900	Yes
36	Remove & replace ring @ 309 North Dr	Ring Maintenance	4/21/2022	\$1,000	Yes
37	Remove & replace ring @ 87420 Old Hwy	Ring Maintenance	1/27/2022	\$1,000	Yes
38	Check Valve Replacement @ 87745 Overseas Hwy	Valves	4/7/2022	\$900	Yes
39	Check Valve Replacement @ 5 Aregood Ln	Valves	3/24/2022	\$900	Yes
40	Check Valve Replacement @ 88550 Old Hwy	Valves	3/24/2022	\$900	Yes
41	Remove & Replace Ring @ 88680 OS Hwy	Ring Maintenance	11/3/2022	\$1,000	Yes
42	Remove & Replace Ring @ 157 Ocala Dr	Ring Maintenance	4/13/2023	\$1,000	Yes
43	Remove & Replace Ring @ 142 S. Rolling Hill Rd	Ring Maintenance	9/15/2022	\$1,000	Yes
44	Check Valve Replacement @ 88952 Overseas Hwy	Valves	4/7/2022	\$900	Yes
45	Remove & Replace Ring @ 103 Ojibway	Ring Maintenance	7/28/2022	\$1,000	Yes
46	Check Valve Replacement @ 89635 Old Hwy	Valves	3/24/2022	\$900	Yes
47	Remove & Replace Ring @ 174 Fontaine Dr	Ring Maintenance	2/16/2023	\$1,000	Yes
48	Remove & Replace Ring @ 109 Pearl Ave (2)	Ring Maintenance	6/30/2022	\$2,000	Yes
49	Remove & Replace Ring @ 216 Tide Ave	Ring Maintenance	2/16/2023	\$1,000	Yes
50	Remove & Replace Ring @ 89648 OS Hwy	Ring Maintenance	10/27/2022	\$1,000	Yes

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# Appendix B

## Assumptions and Limiting Conditions

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**Assumptions and Limiting Conditions**

This Report is subject to the following assumptions and limiting conditions:

We performed inquiries, observations and analysis based on the information made available to us. In performing our services, we relied on the sufficiency, accuracy, and reliability of information provided by the Village.

Our procedures were performed pursuant to the Statements on Standards for Consulting Services issued by the American Institute of Public Accountants as described in the Organization's Internal Audit Charter. We were not engaged to and did not; perform an audit or an examination under attestation standards established by the American Institute of Certified Public Accountants.

We financial activity for the period May 24, 2018 (date of CSA agreement) through May 30, 2023, relating services provided by Page under the CSA.

Our engagement cannot be relied upon to disclose errors, irregularities or illegal acts, including fraud or defalcations that may exist. Consequently, we make no representations regarding the sufficiency of the procedures either for the purpose of this engagement or for any other purpose.

Our analysis was performed and this Consulting Report was prepared for the Village Council and Village Manager. This Report should not be used for any other purpose.

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# Appendix C

## Principal Sources of Information

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## Principal Sources of Information

1. RFQ 18-02
2. Responses to RFQ 18-02
3. Addendums to RFQ 18-02
4. CSA with Page Excavation
5. Amendments to CSA with Page Excavation
6. Work Authorizations 1-4 with Page Excavation
7. Village of Islamorada's Vendor History Report with Page Excavation
8. Invoices and Checks paid to Page Excavation
9. Federal Grant Awards
10. Reimbursement Requests
11. Purchase Orders to Page Excavation
12. Communication with the following:
  - a. John Quick – Village Attorney
  - b. Joseph Pinder III – Mayor
  - c. AJ Engelmeyer – Public Works
  - d. Joaquin Miranda – Wastewater Operations Manager