1 2	STATE OF CALIFORNIA DEPARTMENT OF INDUSTRIAL RELATIONS DIVISION OF LABOR STANDARDS ENFORCEMENT					
3	Max Norris, Esq. (284974) 1500 Hughes Way, Suite C-202					
4	Long Beach, California 90810 Telephone No.: (424) 450-2585					
5	Facsimile No.: (562) 546-1359					
6	Attorney for the Labor Commissioner					
7	BEFORE THE DIVISION OF LABOR STANDARDS ENFORCEMENT					
8	DEPARTMENT OF INDUSTRIAL RELATIONS					
9	STATE OF CALIFORNIA					
10	Before the Labor Commissioner of the State of California					
11	In the matter of the Debarment Proce	eeding	CASE NO.: SC 7278			
12	Against,		DECICION DE DEDADMENT OF			
13	MICHAEL FLOORING, INC.; BEN MICHAEL; SOLLY MICHAEL,	INY	DECISION RE: DEBARMENT OF RESPONDENTS FROM PUBLIC			
14			WORKS PROJECTS			
15	Respondents.		[Labor Code section 1777.1 and 8 CCR § 16801, subd. (a)(2)(1)]			
16						
17	The attached Proposed Statement of Decision of Hearing Officer Max Norris, debarring					
18	MICHAEL FLOORING, INC. and BENNY MICHAEL, from working on public works projects					
19	in the State of California for three years, is hereby adopted by the Division of Labor Standards					
20	Enforcement as the Decision in the above-captioned matter.					
21	This Decision shall become effective April 10, 2023. The debarment shall commence in					
22	45 days (plus 5 days for mailing) on May 30, 2023.					
23	IT IS SO ORDERED. ST		STATE OF CALIFORNIA			
24			FMENT OF INDUSTRIAL RELATIONS ON OF LABOR STANDARDS ENFORCEMENT			
25			A			
26	Dated: April 10, 2023	By:				
27		Lilia Garcia-Brower State Labor Commissioner				
28						

1 2 3 4 5 6	STATE OF CALIFORNIA DEPARTMENT OF INDUSTRIAL RELATION OF LABOR STANDARDS ENFORMAX Norris, Esq. (284974) 1500 Hughes Way, Suite C-202 Long Beach, California 90810 Telephone No.: (424) 450-2585 Facsimile No.: (562) 546-1359  Attorney for the Labor Commissioner				
7	BEFORE THE DIVISION OF LABOR STANDARDS ENFORCEMENT				
8	DEPARTMENT OF INDUSTRIAL RELATIONS				
9	STATE OF CALIFORNIA				
10	Before the Labor Commissioner of the State of California				
11	In the matter of the Debarment Proceeding Against,	CASE NO.: SC 7278			
12		PROPOSED FINDINGS OF FACT AND			
13 14	MICHAEL FLOORING, INC.; BENNY MICHAEL; SOLLY MICHAEL,	CONCLUSIONS RE DEBARMENT OF RESPONDENTS FROM PUBLIC WORKS PROJECTS			
15	Respondents.	[Labor Code section 1777.1 and 8 CCR § 16801, subd. (a)(2)(1)]			
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17		Hearing Date: September 6, 2022 Time: 9:00 a.m. Location: via ZOOM			
18		Location: Via ZOOM			
19	Debarment proceedings per Labor Code section 1777.1 were initiated by the Division of				
20	Labor Standards Enforcement, Department of Industrial Relations, State of California,				
21	commonly known as the Labor Commissioner's Office ("Complainant"), by the filing of a				
22	Statement of Alleged Violations against the following named Respondents: MICHAEL				
23	FLOORING, INC., a California Corporation; BENNY MICHAEL, an individual; and, SOLLY				
24	MICHAEL, an individual, ("Respondents"). Respondents were duly served with the Notice of				
25	Hearing and Statement of Alleged Violations on June 13, 2022.				
26	The hearing on the alleged violation	ons was held on September 6, 2022, via Zoom			

teleconferencing. Max Norris, the undersigned, served as the Hearing Officer for the Labor

Commissioner. David Cross appeared as prosecuting attorney on behalf of Complainant and presented as a witness for the Complainant, Deputy Labor Commissioner Lori Rivera. Daniel K. Klingenberger appeared as counsel for Respondents, along with Respondents Benny Michael and Solly Michael, who appeared and testified in their individual capacities and on behalf of the corporation. The hearing was recorded via Zoom software. The witnesses took the oath and all relevant evidence was received and admitted. Although the administrative hearing concluded in one day, the matter was not submitted until October 7, 2022, after closing briefs were filed.

#### **FINDINGS OF FACT**

Respondent MICHAEL FLOORING, INC., a California Corporation has been, at all times herein, a contractor licensed by the Contractors State License Board under license number 874947. Respondent BENNY MICHAEL was at all relevant times herein the Responsible Managing Officer, Chief Executive Officer and President registered with the Contractors State Licensing Board and Secretary of State for corporation MICHAEL FLOORING, INC. Respondent SOLLY MICHAEL was listed as the Secretary of MICHAEL FLOORING, INC. on the Statement of Information filed with the Secretary of State on October 27, 2020.

# **County of Kern - Kern County Justice Facility at Ledro Detention Facility.**

MICHAEL FLOORING, INC. worked on the Lerdo Detention Facility Project as a subcontractor of Balfour Beatty Construction LLC, the prime contractor who contracted with the awarding body, the County of Kern. MICHAEL FLOORING, INC. performed work on this project as a flooring subcontractor from March 13, 2017, to December 13, 2017.

As part of her investigation into Respondents' employment practices, Deputy Labor Commissioner Lori Rivera compared the Certified Payroll Reports ("CPRs") submitted by MICHAEL FLOORING, INC., signed under penalty of perjury, with the project inspector's logs and the prime contractor's sign-in sheets. This comparison showed that on more than half of the CPRs submitted by MICHAEL FLOORING, INC., fewer workers were listed as working than reflected on the project inspector's logs and the prime contractor's sign-in sheets. As Deputy Labor Commissioner Rivera noted in her Penalty Review (DLSE – 000041):

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[MICHAEL FLOORING, INC.] submitted CPRs showing only two workers per day, 2-3 days per week 6-8 hours/day on a very large jail project. ... However, according to the daily logs provided by the awarding body (AB), [MICHAEL FLOORING, INC.] was on site several more days than what was reflected on the CPRs and with several additional workers who were not reported on the CPRs.

(DLSE - 000041.)

Alonso Guerrero, a worker on the project for MICHAEL FLOORING, INC., came forward in Rivera's investigation and informed Rivera that although he was not on the CPRs, he worked on this project. Rivera corroborated Guerrero's assertion with the project sign-in sheets provided by the prime contractor, which showed that Guerrero signed in on the project. Guerrero worked on this project but was not reported at any time on MICHAEL FLOORING, INC.'s CPRs. During her investigation, Guerrero also informed Rivera that he was only paid \$12.00 per hour for his work on this project, well below the required prevailing wage. Guerrero told Rivera there were many more workers on the project than the two, per day, MICHAEL FLOORING, INC. listed on the CPRs. Guerrero indicated there were at least six other workers whose names he knew and some other workers whom he did not know who worked on the project. (Id.) Rivera's Penalty Review compares the CPRs submitted by MICHAEL FLOORING, INC. and the project daily logs and sign-in sheets, which show a significant number of workers that MICHAEL FLOORING, INC. failed to report on their CPRs. This evidence supports a finding that MICHAEL FLOORING, INC. submitted falsified CPRs on this project by omitting several workers who performed work for them. Respondents underreported labor to the awarding body and prime contractor, and later as to Complainant, with an intent to defraud them. Respondent Benny Michael signed all CPRs under penalty of perjury.

MICHAEL FLOORING, INC. failed to submit any of the required apprenticeship information (DAS 140 and 142) to the relevant local apprenticeship committees and did not employ any apprentices on the project.

# Cawelo Water District - Cawelo Office Remodel/Expansion.

MICHAEL FLOORING, INC. worked on the Cawelo Office Remodel/Expansion Project as a subcontractor of Simile Construction Service, Inc., the prime contractor who contracted with the awarding body, the Cawelo Water District. MICHAEL FLOORING, INC. performed work

on this project as a flooring subcontractor from December 19, 2017 to February 19, 2018. MICHAEL FLOORING, INC. reported only two workers on the CPRs it submitted under penalty of perjury. Yet later, its agent, Roopkamal Uppal, admitted to Rivera that Guerrero had worked on the project despite not being listed on the CPRs.

Guerrero's story matched Uppal's initial admission. Guerrero credibly named the workers he worked with on that job, as well as described his work performed in detail. While later, Ms. Uppal recanted her admission in a subsequent phone call with Rivera, attempting to explain that Guerrero was only a delivery driver, the evidence supported Guerrero's assertions and Uppal's initial admission.

Rivera further corroborated Guerrero's story and Uppal's initial admission by securing a copy of the daily sign-in sheets and superintendent's reports from the prime contractor, Simile Construction Service, Inc. The prime contractor's superintendent reports showed six workers, not two, and included Guerrero by name as working on at least four separate dates that MICHAEL FLOORING, INC. failed to report on its CPRs. Further, MICHAEL FLOORING, INC. reported fewer hours for the two workers reported on their CPRs than they actually worked, as shown by comparison to the prime contractors' documents. Thus, the evidence established that MICHAEL FLOORING, INC. submitted falsified CPRs on this project. The CPRs for this project list Renee Carabajal as the person that certified the CPRs, but then the identical signature previously identified as Respondent BENNY MICHAEL is on the signature line.

As to Apprenticeship requirements, MICHAEL FLOORING, INC. failed to submit contract award information (DAS 140) timely, and only requested an apprentice (DAS 142) after its work on the project was completed, and they had failed to employ any apprentices.

## **Kern Valley Healthcare District – Kern Valley Rural Health Clinic Renovation.**

MICHAEL FLOORING, INC. worked on the Kern Valley Rural Health Clinic Renovation & Expansion project as a subcontractor to James E Thompson, Inc., a California corporation dba JTS Construction, the prime contractor. JTS Construction contracted with the awarding body, Kern Valley Healthcare District to complete this project. MICHAEL

FLOORING, INC. performed work on this project as a flooring subcontractor to JTS Construction from November 21, 2017, to April 6, 2018.

MICHAEL FLOORING, INC. reported starting work on November 27, 2018, on its CPRs. Yet, the prime contractor's daily logs examined by Rivera showed that they worked on site on November 21 and 24, 2018 failing to report four workers working eight hours on each of those days. Here again, MICHAEL FLOORING, INC. underreported the hours worked for those workers reported working and left other workers off of the CPRs, as shown by the prime contractor's daily logs showing several more workers working than reported. These CPRs were submitted with the intent to defraud the awarding body, the prime contractor, and Complainant.

In the daily log for March 8, 2018, Superintendent Josh Shadden noted that one of MICHAEL FLOORING, INC.'s workers complained to him about wages leading to him discussing wages with several workers who were on site that day. Shadden left the following note:

Today a concern became apparent as to the payment requirements with Michael's flooring.

Today the lead Installer with Michael's Flooring approached me about working this weekend to make repairs lo [sic] the installation of the portion of phase 1

I reiterated "have you talked to Benny about this? It is a prevailing wage".

Tom the lead stated "He is responsible for this work and would not be charging for this work"

I stated "This Is a CPA job and all work done at this site is required to be certified."

Tom (Paraphrasing) "He can not [sic] charge for inadequate work and that he is responsible for the quality control"

I asked "if he is a third tier sub? Because I thought he was working for Benny". He said "he is paid by the yard" I asked "if it was piece work? And If he was working as a third tier and if these are his employees?

Because that is contrary to what I was told by him or Benny on phase 1" He stated "He works for Benny along with all employees onsite."

It was very odd and in my opinion somewhat evasive, I was confused and concerned. I stated directly the pay requirements and terms of the project and his responses seemed contrary to them. I asked him directly "If his guys new [sic] what they were supposed to be paid?" He sated [sic] "they know it is a prevailing wage job" but he could state emphatically what his wage was. He stated "he believed the union rate was somewhere around \$32."

I called the 3 workers into office 34 and showed them the wage posters. Told them all that "this is a prevailing wage job and asked if they knew what they were

supposed to be paid?" They stated "they understood and knew their wage. One stated he makes \$12 per hour" This was a definite red flag for me and I asked the other if he knew the rate he is supposed to be paid and he said "yes it is \$15 per hour". At this I suggested they look into the wage for an apprentice or installer.

I immediately called my project manager (Troy Brookins) to voice my concerns that the employees of Michael's Flooring are not being paid the correct wage. Troy was equally concerned and told me he was going to talk to payroll and take a look at the CPA. After doing so, he called me and stated he was notifying Benny of the concerns addressed in this report.

(DLSE - 000412-413.)

Respondent BENNY MICHAEL testified he was new to public works projects and that these violations were not intentional or willful. BENNY MICHAEL further testified, that a worker suggested to him to underreport his workers on the CPRs.

MICHAEL FLOORING, INC. (1) underreported whole days it worked as non-performance days on its CPRs; (2) left workers off of the CPRs on days it did report work; and, (3) underreported the hours worked by those workers it did report on the CPRs. Thus, the evidence supports that MICHAEL FLOORING, INC. submitted falsified CPRs on this project with the intent to defraud the awarding body, the prime contractor and later Complainant.

## **CONCLUSIONS OF LAW**

LCO seeks to debar Respondents MICHAEL FLOORING, INC., BENNY MICHAEL and SOLLY MICHAEL for a period of three (3) years based on its allegations that Respondents (1) "willfully" violated the public works laws with "intent to defraud"; (2) failed to respond to LCO demands for CPRs timely; and, (3) committed multiple apprenticeship violations. (Labor Code section 1777.1, subds. (a) – (d).)

Labor Code section 1777.1 provides in pertinent part:

- (a) Whenever a contractor or subcontractor performing a public works project pursuant to this chapter is found by the Labor Commissioner to be in violation of this chapter with intent to defraud, the contractor or subcontractor or a firm, corporation, partnership, or association in which the contractor or subcontractor has any interest is ineligible for a period of not less than one year or more than three years to do either of the following:
  - (1) Bid on or be awarded a contract for a public works project.
  - (2) Perform work as a subcontractor on a public works project.
- (b) Whenever a contractor or subcontractor performing a public works project

(E) Whether, and to what extent, the violation otherwise harmed apprentices or apprenticeship programs.

(Labor Code section 1777.1, subd. (a) - (d).)

Intent to defraud is defined for our purposes here as: "the intent to deceive another person or entity, as defined in this article, and to induce such other person or entity, in reliance upon such deception, to assume, create, transfer, alter or terminate a right, obligation or power with reference to property of any kind." (8 C.C.R. § 16800.)

A higher bar, "fraud", is defined as:

a suggestion, as a fact, of that which is not true; or the assertion, as a fact, of that which is not true, by one who has no reasonable ground for believing it to be true; or the suppression of a fact, by one who is bound to disclose it, or who gives information of other facts which are likely to mislead for want of communication of that fact, or a promise, made without inention of performing it.

(8 CCR § 16800.) An intent to defraud may be inferred from the facts. (*People v. Kiperman* (1977) 69 Cal.App.Supp. 25.)

Here, the evidence showed that MICHAEL FLOORING, INC. fraudulently underreported whole days of work, entire workers from days it reported work, and many hours worked for employees reported on its CPRs. Complainant was able to demonstrate this through examination of the awarding body and prime contractor's respective project documents and comparing those to Respondent's CPRs. These were not accidental omissions. The evidence showed MICHAEL FLOORING, INC. and BENNY MICHAEL had a deliberate and continued pattern and practice throughout these three projects of underreporting labor on its CPRs. MICHAEL FLOORING, INC. and BENNY MICHAEL deliberately submitted false CPRs under penalty of perjury. In doing so, they committed fraud. The lower bar of willful violations with an "intent to defraud" is also clearly met across all three projects.

"Although debarment can have severe economic impact on contractors, it is not intended as punishment. It is instead, a necessary means to enable the contracting governmental agency to deal with irresponsible bidders and contractors, and to administer its duties with efficiency." (*S. California Underground Contractors, Inc. v City of San Diego* (2003) 108 Cal.App. 533, 542.)

Here, the pattern and practice of fraud requires the undersigned to recommend the maximum debarment of three years for these intentional and fraudulent acts. There is no need to reach Complainant's other allegations regarding Respondent not providing documents timely and apprenticeship violations, as proof of fraud is sufficient to support the maximum debarment period of three years.

Respondents put on evidence at hearing that they have gone to great lengths to educate themselves on labor compliance on prevailing wage jobs. Ignorance of the law is not a defense or excuse for fraudulent behavior. In this matter, it is the duty of the Labor Commissioner to debar contractors who commit fraud to obfuscate her attempts to enforce the prevailing wage laws. While prevailing wage compliance is indeed complex, signing a document under penalty of perjury which knowingly fails to list all labor performed is not a matter of confusion. Instead, these were intentional acts to defraud the awarding body, the prime contractor, and Complainant.

The evidence also supports a finding that Respondent BENNY MICHAEL certified under penalty of perjury most of the CPRs submitted to the prime contractor, awarding body and Complainant. In doing so, BENNY MICHAEL committed fraud as well. "A person's knowledge of the law is imputed to him and an unlawful intent may be inferred from the doing of an unlawful act." (*People v. McLaughlin* (1952) 111 Cal.App.2d 781.) BENNY MICHAEL tries to excuse his behavior as a mistake made in his first public works projects. Upon closer inspection, this falls flat as the deficiencies were not technical at all. They were instead intentional omissions of entire workers on payroll records certified under penalty of perjury. BENNY MICHAEL did this with the intent to defraud the awarding body, the prime contractor and Complainant.

The evidence supports a finding Respondents MICHAEL FLOORING, INC. and BENNY MICHAEL committed many willful violations of the prevailing wage laws with the intent to defraud the awarding body, the prime contractor and Complainant. Respondents MICHAEL FLOORING, INC. and BENNY MICHAEL willfully violated the public works laws by submitting fraudulent CPRs on a continuous basis. Accordingly, we debar Respondents MICHAEL FLOORING, INC., and BENNY MICHAEL for a period of three years.

While SOLLY MICHAEL is named in Complainant's *Statement of Alleged Violations*, the record of his involvement was not developed sufficiently to debar him. Complainants argue that by virtue of him being an officer of the corporation, he should also be debarred. While a debarment of an individual imputes to any and all entities it has an interest in, it is not clear in the plain meaning of the statute that this is reciprocal. Thus, SOLLY MICHAEL is dismissed in his individual capacity. (See Labor Code section 1777.1, subds. (a) - (d).)

Lastly, Respondents raise the settlement agreements as a defense here, but they are not relevant. As a matter of course Complainant issues unilateral settlement agreements when contractors wish to settle liability on a Civil Wage and Penalty Assessment. The terms of the settlement and a release are memorialized in the unilateral agreement and become binding upon completion of the terms. The settlement agreements do not contain non-admission clauses, nor do they discuss debarment at all. The Civil Wage and Penalty Assessment process is separate and apart from the debarment process: one seeks to enforce the law retrospectively seeking unpaid wages for workers and penalties to deter future non-compliance; while the other is a control mechanism to prevent the state from continuing to do business with bad actors who seek to defraud it.

#### **ORDER OF DEBARMENT**

In accordance with the foregoing, it is hereby ordered that Respondents MICHAEL FLOORING, INC. and BENNY MICHAEL shall be ineligible to, and shall not, bid on or be awarded a contract for a public works project, and shall not perform work as a subcontractor on a public work as defined by Labor Code sections 1720-1720.9, for a period of three (3) years, effective forty five (45) days after this decision is issued by the Labor Commissioner. A three-year period is appropriate under these circumstances where Respondents MICHAEL FLOORING, INC. and BENNY MICHAEL willfully violated public works laws with an intent to defraud the awarding body, the prime contractor and later Complainant.

This debarment shall also apply to any other contractors or subcontractors in which Respondents MICHAEL FLOORING, INC. and/or BENNY MICHAEL have any interest or for

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which respondents act as a responsible managing employee, responsible managing officer, general partner, manager, supervisor, owner, partner, officer, employee, agent, consultant or representative. "Any interest" includes, but is not limited to, all instances where debarred Respondents receive payments, whether cash or in another form of compensation, from the entity bidding or performing works on the public works project, or enters into any contract or agreement with the entity bidding or performing work on the public works project for services performed or to be assigned or sublet, or for vehicles, tools, equipment or supplies that have been or will be sold, rented or leased during the period of debarment.

Respondent SOLLY MICHAEL is dismissed in his individual capacity.

Dated: April <u>5</u>, 2023

MAX NORRIS Hearing Officer

1	PROOF OF SERVICE				
2	STATE OF CALIFORNIA ) ) S.S.				
3	COUNTY OF LOS ANGELES ) 5.5.				
4	I, Lindsey Lara, declare and state as follows:				
5	I am employed in the State of California, County of Los Angeles. I am over the age of eighteen years and not a party to the within action; my business address is: 1500 Hughes Way,				
6	Suite C-202, Long Beach, CA 90810.				
7	DEBARMENT OF RESPONDENTS FROM PUBLIC WORKS PROJECTS, on all				
8					
9	Daniel K. Klingenberger, Esq.; David Cross, Esq.; dcross@dir.ca.gov				
10	dklingenberger@lebeauthelen.com LeBeau Thelen LLP  David Cross, Esq., deross@diff.ea.gov  Division of Labor Standards Enforcement 2031 Howe Avenue #100				
11	5001 E. Commercenter Drive, Suite 300 Sacramento, CA 95825 P.O. Box 12092				
12	Bakersfield, CA 93389 jchamberlain@lebeauthelen.com				
13					
14	(BY CERTIFIED MAIL) I am readily familiar with the business practice for collection and processing of correspondence for mailing with the United States Postal Service. This				
15	correspondence shall be deposited with fully prepaid postage thereon for certified mail with the United States Postal Service this same day in the ordinary course of business at our office address in Long Beach, California. Service made pursuant to this paragraph, upon motion of a party served, shall be presumed invalid if the postal cancellation date of				
16					
17	postage meter date on the envelope is more than one day after the date of deposit for mailing contained in this affidavit.				
18					
19	I declare under penalty of perjury, under the laws of the State of California that the above is true and correct.				
20	Executed this 11th day of April 2023, at Long Beach, California.				
21	$\mathcal{I}_{\mathcal{A}_{\alpha},\alpha}$				
22	Lindsey Lara				
23	Declarant				
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