SUBJECT: Commissary Goods & Inmate Trust Fund Accounting Software and Equipment

BID #: ESC-0313-19 **OPEN DATE: 3/13/19**

COMPETITIVE SEALED PROPOSAL EVALUATION COMMITTEE

KIND AND BASIS OF CONTRACT: Service Contract –Date of contract execution through September 30, 2022 with three (3) two (2) year renewal options

AGENCY: JSO

BASIS OF AWARD: Highest Scoring Bidder Based on Evaluation Criteria

NUMBER OF BIDS INVITED: 4 **NUMBER RECEIVED:** 3 **OTHER:** 0

SUMMARY OF BIDS AND RECOMMENDED ACTIONS:
Recommend approval of award to the highest scoring bidder, Keefe Commissary Network LLC. Period of service is from date of contract execution through September 30, 2022 with three (3) two (2) year renewal options. The total expenditure for the initial period is $300,000.00. The estimated revenue amount for the initial period is $4,050,000.00 (commission rate: 46.95%).

Keefe Commissary Network LLC	**97.67**	**1**
Aramark Correctional Services	**90.29**	**2**
Oasis Commissary Services	**70.70**	**3**

This award is to be funded by account: SHCO64AIW-TRSH09-04904 to be executed by contract through Office of General Counsel.

Attachments: Recommendation Memo, Tabulation and Scoring Sheets and Evaluation Criteria

ANALYST: _____ **RESPECTFULLY SUBMITTED** _____
Annette Burney
GREGORY PEASE, CHIEF
PROCUREMENT DIVISION

CONCURRENCE BY: Bill Clement, Chief of Budget, Jacksonville Sheriff's Office

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(ALL AWARD ACTIONS SUBJECT TO LAWFULLY APPROPRIATED FUNDS)
ACTION OF CSPEC COMMITTEE ON RECOMMENDATIONS ABOVE

MEMBERS APPROVING _____ MEMBERS DISAPPROVING _____ DATE: _____

_____ _____ OTHER: _____

_____ _____

_____ _____

_____ _____

_____ _____

ACTION OF AWARDING AUTHORITY DATE _____

APPROVED _____ DISAPPROVED _____

OTHER _____

SIGNATURE OF AUTHENTICATION _____

Jacksonville Sheriff's Office

Duval County, Florida

Mike Williams, Sheriff

501 E. Bay Street
Jacksonville, FL 32202

To: Competitive Sealed Proposal Evaluation Committee (CSPEC)

Thru: Gregory Pease
Chief of Procurement

Thru: Bill Clement, CPA
Chief of Budget

From: Tammy Morris
Director of Department of Corrections

Subject: Recommendation for ESC-0313-19 Commissary Goods & Inmate Trust Fund Accounting Software and Equipment

Date: May 1, 2019

In accordance with Section 126.204(a)(1) of the Municipal Code, the Jacksonville Sheriff's Office was approved to utilize the Competitive Sealed Proposal Process to formally solicit bids to provide the Commissary Goods & Inmate Trust Fund Accounting Software and Equipment for the Department of Corrections at the Jacksonville Sheriff's Office. In response to the solicitation for bids, the Procurement Division received three (3) proposals on March 13, 2019. These proposals were forwarded to the Jacksonville Sheriff's Office for evaluation.

The proposals were evaluated in accordance with the RFP as documented on the attached scoring sheets. Based on the average score, the results of the evaluation are as follows:

Firm	Average Score
Keefe Commissary Network, LLC	97.67
Aramark Correctional Services	90.29
Oasis Commissary Services	70.70

The Jacksonville Sheriff's Office recommends awarding to the highest ranked bidder, Keefe Commissary Network, LLC, for the initial period from date of contract execution through September 30, 2022, with up to three (3) additional two (2) year renewal options. The expenditures for the initial period will be $300,000.00 from account code SHCO64AIW-TRSH09-04904. The estimated revenue amount for the initial period is $4,050,000.00. We are requesting authorization for the contract to be executed by the Office of General Counsel.

Please let me know if you require any additional information. Thank you for your assistance.

Attachments: E-Mails from Vendors
Bid Evaluation Matrix Sheets

TITLE: Commissary Goods & Inmate Trust Fund Accounting Software and Equipment BID NO.: ESC-0313-19 OPEN DATE: 3/13/2019 @ 2 P.M. ANALYST: Annette Burney No. Invited: (4) No. Received (3) No Bids: (0) Recorded By: Renata Barnett Announcer: Sharon Williams		Aramark Correctional Services	Keefee Commissary Network LLC	Oasis Commissary Services
COMMISSION (Based on request for clarification):		46.50%	46.95%	41.90%
	NOTES:		Exceptions	
Corporate Experience	10			
Past Performance of Service Rating	15			
Quality of Response/Accounting System/Equip & Software	20			
Corporate Capability	15			
Price	40			
Total Points	100			
MINIMUM REQUIREMENTS		✓	✓	✓
CONFLICT OF INTEREST		✓	✓	✓
INSURANCE AGENT ACKNOWLEDGEMENT		✓	✓	✓
ADDENDUM (3)		✓	✓	✓

Commissary Goods & Inmate Trust Fund Accounting Software and Equipment							
ESC-0313-19							
Total Points (100)	10 Points	15 Points	20 Points	15 Points	40 Points	OVERALL	Commission Rank
Vendors	Corporate Experience	Past Performance	Quality of Response / Accounting Equipment andSoftware	Corporate Capability	Price		
Aramark							
Reviewer 1	8.00	14.00	17.00	13.00	39.62	91.62	
Reviewer 2	10.00	14.00	14.00	13.00	39.62	90.62	
Reviewer 3	8.00	14.00	15.00	12.00	39.62	88.62	46.5%
Average	8.67	14.00	15.33	12.67	39.62	**90.29**	**2**
Keefe							
Reviewer 1	10.00	14.00	19.00	15.00	40.00	98.00	
Reviewer 2	10.00	14.00	19.00	15.00	40.00	98.00	
Reviewer 3	10.00	14.00	18.00	15.00	40.00	97.00	46.95%
Average	10.00	14.00	18.67	15.00	40.00	**97.67**	**1**
Oasis							
Reviewer 1	0.00	14.00	10.00	8.00	35.70	67.70	
Reviewer 2	0.00	14.00	16.00	12.00	35.70	77.70	
Reviewer 3	0.00	14.00	10.00	7.00	35.70	66.70	41.9%
Average	0.00	14.00	12.00	9.00	35.70	**70.70**	**3**

ESC-0313-19

Commissary Goods & Inmate Trust Fund Accounting Software & Equipment

Vendor	Commission Types	Commission Rate	Revised Commission Rate
Aramark Correctional Services	Option A	46.50%	46.50%
	Option B	50.50%	
Keefe Commissary Network LLC	Bags & Deliver Operation	49%	46.95%
	Vending Operation	43%	
	SecurePak Web Order Opera	49%	
Oasis Commissary Services	Net Commissary Sales	44%	41.90%
	Net Web Sales	44%	
	Service Messaging	34%	

Keefe	Aramark	Oasis
46.95	46.5	41.9
	46.95	46.95
	0.99	0.89
	0.4	0.4
40	39.62	35.7

Attachment B– Evaluation Matrix

The evaluations will be based upon the following criteria, and Contractors are requested to provide, as a minimum, the information listed under each criterion. **Failure to provide adequate information on any criterion will result in lower scores and could result in rejection of the proposal as non-responsive.** The response to each of the criterion will be evaluated relative to the other responses received and will be awarded a score in each section up to the maximum Total Value listed. Contractors are encouraged to arrange their responses in a format that will offer ready review and evaluation of each criterion.

A. Corporate Experience **(Total 10 points)**

Experience is providing **Commissary Goods and Inmate Trust Fund Accounting Services.** Corporate experience (not individual) that meets bid qualification must be demonstrated for any points to be awarded. One (1) point, up to a maximum of ten (10) points, awarded for each year of experience above the five (5) years minimum experience requirement of providing Commissary Goods and Inmate Accounting Software and Equipment to jurisdictions serving a minimum of 2500 inmates at multiple facilities.

B. Past Performance of Services Rating **(Total 15 points)**

Facilities with current or prior contracts with the past five (5) years with the bidder will be contacted, to include Owner in the event Owner has previously contracted with Bidder. Rating will be based upon the responses obtained from the facility/jurisdiction contacted. A standardized checklist to determine satisfactory services provided will include but not be limited to: commissary delivery to inmate population; corporate responsiveness to complaints or problems; willingness of the bidder to customize accounting reports, invoices, commissary menus, etc.; commissary items provided; technical support response to software problems and/or equipment; and evidence of successful completion of contract including but not limited to contract(s) renewed or extended. One (1) point, up to a maximum of fifteen (15) points, awarded for satisfactory service for each facility contacted in those jurisdictions serving a minimum of 2500 inmates at multiple facilities.

A list of the three (3) largest current or previous institutional facilities at which the Contractor has had a valid contract or other agreement, written or verbal, to provide commissary and inmate trust fund accounting system services at any time during the five (5) year period immediately preceding September 1, 2018, including the following information for each facility must be submitted on **Form 4, Business References:**

1. Name of the facility, capacity of the facility, whether Owner had multiple facilities, and the number of inmates served monthly;
2. The term of the Contractor's contract to operate the Commissary and Inmate Trust Fund Accounting System Services at such facility;
3. Any history of operating a Secure Depository Accounting System as a service within a facility;
4. The name and telephone number of the manager at such facility who can be contacted regarding the Contractor's performance. The Contractor may attach letters from such facility managers with comments regarding the Contractor's performance and reputation at those facilities;
5. Any performance evaluations that may have been conducted; and
6. Methods that improved their operations and/or reduced the cost of operations.

C. Quality of Response/ Quality of Accounting System / Equipment and Software Requirements **(Total 20 Points)**

Each bid proposal will be carefully evaluated to determine the Bidder's understanding and ability to meet the requirements and specifications of the Request for Proposal. The quality of the accounting system of the Bidder will be evaluated based on its capability to meet the specifications for required components as outlined in sections **4.2 Inmate Trust Fund Accounting System, 4.4 Secure Depository Accounting System, and 4.5 Equipment and Software Requirements** of this Request for Proposal.

D. Corporate Capability (Total 15 Points)

The Bid proposal will be carefully evaluated in the following areas:

1. Ability to start up and manage the proposed program. The Bidder must prove its ability to start up the program in the required time as outlined in the Request for Proposal. Bidder must demonstrate the specific organizational staff and structure, as well as outline the specific phasing of their proposal to accomplish start up and continuing management of the proposed program.

E. PRICE (Total 40 Points)

All proposals will be rated from the common reference point of a total net dollar return to the Owner based on a percentage of gross sales of a total commissary service operation to include the Inmate Trust Fund Accounting System. The costs related to the Commissary Operation are the responsibility of the Contractor and the costs related to the Inmate Trust Fund Accounting System are to be covered in the selling prices of the commissary products, to include inmate kiosk and tablet solution products and services provided by the contractor. The Contractor will remit a minimum of 25% of gross sales to the City of Jacksonville. The Sheriff's Office shall receive monthly commissions from the Contractor based on monthly gross sales of the commissary products, to include inmate tablet solution and kiosk products and services provided by the Contractor. The points will be allocated as follows:

The highest commission percentage will receive the total of 40 points. The next highest will receive a score that is equal to the percentage difference from highest score.

Example:

Vendor 1 proposal is 38% receives 40 points

Vendor 2 proposal is 35% receives 36 points
35/38 = 92% x 40 points = 36 points

Vendor 3 proposal is 30% receives 32 points
30/38 = 79% x 40 points = 32 points

(Remainder of page intentionally left blank)

Baines, Deidra B.

From: Leslie-Burney, Annette <ABurney@coj.net>
Sent: Wednesday, May 01, 2019 9:40 AM
To: Baines, Deidra B.
Subject: FW: ESC-0313-19 Commissary Goods & Inmate Trust Fund Accounting System Software and Equipment - Aramark

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Aramark's response

From: Harless, Derek W. [mailto:Harless-Derek@aramark.com]
Sent: Monday, April 29, 2019 12:20 PM
To: Leslie-Burney, Annette; Annette Burney
Cc: Freeman, Dustin; Harless, Derek W.
Subject: RE: ESC-0313-19 Commissary Goods & Inmate Trust Fund Accounting System Software and Equipment

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Good afternoon,

Aramark proposes to offer a **46.5% commission** based on implementation of commissary operations to include iCare package program, grab bags, and proven retail programs detailed in our proposal. Aramark's proposed plan of operation assumes responsibility of the commissary packing operation and delivery of inmate commissary orders. If this option is selected, Aramark will establish a local warehouse in Jacksonville. Aramark will use company-owned trucks with Aramark drivers to provide the proper service and security expected. Aramark will employ local dedicated management and staff solely for commissary operations.

Please let me know if I can answer any questions, or provide further clarification to our proposal options or guaranteed commission structure.

Thank you,

Derek Harless
Aramark Correctional Services
(904) 703-2274
Harless-derek@aramark.com

From: Leslie-Burney, Annette [mailto:ABurney@coj.net]
Sent: Monday, April 29, 2019 9:03 AM
To: Annette Burney <annettelburney@gmail.com>

Cc: Freeman, Dustin <DustinF@coj.net>
Subject: ESC-0313-19 Commissary Goods & Inmate Trust Fund Accounting System Software and Equipment

The Evaluation Committee for the above RFP is seeking clarification on the commission rate submitted by each bidder. Per Section 4.8 (A), Commission Structure:

"The costs related to the Commissary Operation are the responsibility of the Contractor and the costs related to the Inmate Trust Fund Accounting System are to be covered in the selling prices of the commissary products, to include inmate kiosk and tablet solution products and services provided by the contractor. **The Contractor will remit a minimum of 25% of gross sales to the City of Jacksonville.**"

Please submit a single commission rate for total gross sales by Tuesday, April 30, 2019 at 4:00 p.m.

Thank you,

Annette L. Burney
Purchasing Analyst
Procurement Division
Finance and Administration Department
214 N. Hogan Street, Suite 800
Jacksonville, FL 32202
Ph.: 904-255-8810
Fax: 904-360-8527
Email: aburney@coj.net

CITY OF JACKSONVILLE

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Baines, Deidra B.

From:	Leslie-Burney, Annette <ABurney@coj.net>
Sent:	Wednesday, May 01, 2019 9:42 AM
To:	Baines, Deidra B.
Subject:	FW: ESC-0313-19 Commissary Goods & Inmate Trust Fund Accounting System Software and Equipment
Attachments:	COJ JSO - Clarification Request RFP ESC-0313-19 from Keefe - Final.PDF; Keefe vs Comp Graph for Clarification Request.pdf

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Keefe's response...

From: Bean, Shayne [mailto:sbean@keefegroup.com]
Sent: Tuesday, April 30, 2019 3:45 PM
To: Leslie-Burney, Annette
Cc: Freeman, Dustin
Subject: RE: ESC-0313-19 Commissary Goods & Inmate Trust Fund Accounting System Software and Equipment

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Ms Burney,

Please see attached for our response to your request for clarification. Let us know if you have any questions regarding the response or need any additional clarification. Please also confirm receipt of this email when you get a moment.

Thank you,

Shayne

Shayne Bean
Account Manager
Keefe Group
Office: 904-741-9347
Cell: 904-298-4473

From: Bean, Shayne
Sent: Monday, April 29, 2019 1:56 PM
To: 'ABurney@coj.net' <ABurney@coj.net>
Cc: 'DustinF@cog.net' <DustinF@cog.net>
Subject: RE: ESC-0313-19 Commissary Goods & Inmate Trust Fund Accounting System Software and Equipment

Ms Burney,

I called and left you a voicemail to discuss but also wanted to submit a request in writing asking for a callback from you regarding this topic. My office and cellular number are both listed below. Please do give me a call back when you get a moment.

Thank you,

Shayne

Shayne Bean
Account Manager
Keefe Group
Office: 904-741-9347
Cell: 904-298-4473

From: Leslie-Burney, Annette <ABurney@coj.net>
Sent: Monday, April 29, 2019 9:03 AM
To: Annette Burney <annettelburney@gmail.com>
Cc: Freeman, Dustin <DustinF@coj.net>
Subject: ESC-0313-19 Commissary Goods & Inmate Trust Fund Accounting System Software and Equipment

The Evaluation Committee for the above RFP is seeking clarification on the commission rate submitted by each bidder. Per Section 4.8 (A), Commission Structure:

"The costs related to the Commissary Operation are the responsibility of the Contractor and the costs related to the Inmate Trust Fund Accounting System are to be covered in the selling prices of the commissary products, to include inmate kiosk and tablet solution products and services provided by the contractor. **The Contractor will remit a minimum of 25% of gross sales to the City of Jacksonville.**"

Please submit a single commission rate for total gross sales by Tuesday, April 30, 2019 at 4:00 p.m.

Thank you,

Annette L. Burney
Purchasing Analyst
Procurement Division
Finance and Administration Department
214 N. Hogan Street, Suite 800
Jacksonville, FL 32202
Ph.: 904-255-8810
Fax: 904-360-8527
Email: aburney@coj.net

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that fact and delete the copy you received. It is a violation of Federal Law to print, copy, retransmit, disseminate, or otherwise use this information.

April 30, 2019

RE: ESC-0313-19 Commissary Goods & Inmate Trust Fund Accounting System Software and Equipment – Clarification Request

Ms. Burney and Evaluation Committee,

Please accept this letter in response to the email dated Monday, April 29 requesting the following:

> The Evaluation Committee for the above RFP is seeking clarification on the commission rate submitted by each bidder. Per Section 4.8 (A), Commission Structure:
>
> "The costs related to the Commissary Operation are the responsibility of the Contractor and the costs related to the Inmate Trust Fund Accounting System are to be covered in the selling prices of the commissary products, to include inmate kiosk and tablet solution products and services provided by the contractor. **The Contractor will remit a minimum of 25% of gross sales to the City of Jacksonville.**"
>
> Please submit a single commission rate for total gross sales by Tuesday, April 30, 2019 at 4:00 p.m.

Keefe's offer maximizes sales dollars to the City by providing the highest order fulfillment, the most diverse menu, unique ordering options including vending, and the largest inventory in the area with our 117,000 square foot warehouse. Keefe generates a 10% - 20% increase in commissary sales when taking over an account from a competitor. The reverse/loss in sales would be seen for a facility that moves to a different vendor from Keefe. Keefe has proposed in our proposal to offer inmate vending service across the entire population. Conservative projections would increase sales by nearly $1M or 29% annually. Other facilities have seen sales growth over 50% from previous commissary sales.

Enclosed we provide a graph, illustrating the differences between Keefe and other offers the committee may be reviewing. Numbers/information used to generate the graph/data include:

- Competitor sales: based off 2018 commissionable sales.
- Competitor commission: based on an offer of 52% to form a baseline comparison.
- Keefe sales: based off the same 2018 commissionable sales with a conservative increase of only 29%, where other facilities have seen a 50+% sales growth.
- Keefe commission: based off a blend of all sales, equates to a 46.95% commission rate.
- Keefe will generate, a conservative additional $271,185 annually in commission dollars, or $2.5M over the life of this contract with the addition of vending.
- Competitors would need to offer a commission rate of 59.85%, on the historical commissionable sales of $3.455M, to match the commission dollars generated by Keefe.
- **Our blended commission rate of 46.95% is equal to a competitor offer of 59.85%!**

We provide this information to emphasize the potential that not all commission rates are comparable and a vendor that provides a higher commission rate than Keefe will not be providing the same "total

1371 Tradeport Drive
Jacksonville, FL 32218
Telephone: (904) 741-6776
(800) 392-8381
Fax: (904) 741-6963
(866) 588-8811

net dollar return to the Owner". Evaluating on commission percentage would cost the City revenue because commission percentage is not nearly as important as the amount of sales a bidder is able to generate. To determine the true value of the proposal, the City is correct in looking for the "total net dollar return" and not the highest commission rate as shown below from the RFP. The examples at the end show the calculations based upon net dollar return as requested.

Page 49 E States:

"All proposals will be rated from the common reference point of a total net dollar return to the Owner based on a percentage of gross sales of a total commissary service operation to include the Inmate Trust Fund Accounting System. . .

. . . The points will be allocated as follows:

The highest commission percentage will receive the total of 40 points. The next highest will receive a score that is equal to the percentage difference from highest score.

Example:

Vendor I proposal is 38%© receives 40 points

Vendor 2 proposal is 35% receives 36 points 35/38 = 92% x 40 points = 36 points

Vendor 3 proposal is 30% receives 32 points 30/38 = 79% x 40 points = 32 points"

Example Corrected Formula:

Example:

Vendor I proposal is $500,000 © receives 40 points

Vendor 2 proposal is $450,000 receives 36 points 450/500 = 90% x 40 points = 36 points

Vendor 3 proposal is $425,000 receives 34 points 425/500 = 85% x 40 points = 34 points

All commissary companies are not created equally, and we hope for the opportunity to continue to prove that to you through the next contract. Keefe is offering a 49% commission on Commissary and Care Package/family web sales. Keefe's interpretation from the "Direct Debit Vending" section of the RFP on page 70 was that vending is a requirement. The blended rate of commission that includes vending sales would equate to a 46.95% commission rate based on the increased vending sales. Please do not hesitate to reach out at any point if further clarification is required.

Thank you,

Shayne Bean
Account Manager Keefe Group - Jacksonville

Baines, Deidra B.

From: Leslie-Burney, Annette <ABurney@coj.net>
Sent: Wednesday, May 01, 2019 9:41 AM
To: Baines, Deidra B.
Subject: FW: ESC-0313-19 Commissary Goods & Inmate Trust Fund Accounting System Software and Equipment

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Oasis' response...

From: Beth Kennedy [mailto:bkennedy@oasiscommissary.com]
Sent: Tuesday, April 30, 2019 10:36 AM
To: Leslie-Burney, Annette
Cc: Bill Davenport
Subject: FW: ESC-0313-19 Commissary Goods & Inmate Trust Fund Accounting System Software and Equipment

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Good Morning,

Per your request, below are commission rates for gross sales. Many counties define gross sales differently, so below we give three commission rates corresponding with the different gross sales definitions:

1. Gross Sales- all revenues (including sales tax)- 41.3%
2. Gross Sales- revenues less sales tax- 41.9%
3. Adjusted Gross Sales- revenue minus sales tax, indigent kits, credits and postage- 44%

Please let me know if you have any questions.

Beth Kennedy

From: Leslie-Burney, Annette <ABurney@coj.net>
Sent: Monday, April 29, 2019 9:03:26 AM
To: Annette Burney
Cc: Freeman, Dustin
Subject: ESC-0313-19 Commissary Goods & Inmate Trust Fund Accounting System Software and Equipment

The Evaluation Committee for the above RFP is seeking clarification on the commission rate submitted by each bidder. Per Section 4.8 (A), Commission Structure:
"The costs related to the Commissary Operation are the responsibility of the Contractor and the costs related to the Inmate Trust Fund Accounting System are to be covered in the selling prices of the commissary products, to include

inmate kiosk and tablet solution products and services provided by the contractor. **The Contractor will remit a minimum of 25% of gross sales to the City of Jacksonville.**"

Please submit a single commission rate for total gross sales by Tuesday, April 30, 2019 at 4:00 p.m.

Thank you,

Annette L. Burney
Purchasing Analyst
Procurement Division
Finance and Administration Department
214 N. Hogan Street, Suite 800
Jacksonville, FL 32202
Ph.: 904-255-8810
Fax: 904-360-8527
Email: aburney@coj.net

CITY OF JACKSONVILLE

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