

## EVALUATION FACTORS AND SUBMISSION INSTRUCTIONS

### SPECIFIC INSTRUCTIONS TO OFFERORS REGARDING PROPOSAL PREPARATION

Offerors that can meet the requirements of this RFP should take into consideration the complexity and extent of the services to be performed. VISN 10 Ohio intends on issuing an award to the Offeror whose proposal represents the best value to the Government and meets the needs set forth in this RFP. The information required shall be submitted by the Offeror in order to assure complete and proper understanding of the specifications, however, Offeror may include additional information, within the page limitations specified below, if necessary to more clearly define the Offeror's capability of performing the services or furnishing the products as defined herein.

1. **Submittal of Hard Copies of the Proposal:** Submittals must be in the quantities and format specified in the instructions provided below. All hard copies shall be mailed directly to the CO at the address provided on the SF 1449, unless otherwise specified.
2. **Submittal of Electronic Copies of the Proposal:** In addition to the hard copies of the proposal required above, offerors shall submit an electronic copy of all of the technical documents to the address provided on the SF 1449, unless otherwise specified. Offerors shall provide one (1) Compact Disks (CDs) containing the technical proposal only – no pricing should be included. Offerors shall include the following in their electronic submission: Subject area include: "VA250-17-R-0451" followed by the Offeror's Name.
  - a. Each CD should also include the name and phone number of the individual submitting the information electronically. The Contracting Officer will distribute copies to the technical review team for a confidential review.
  - b. Any technical information which is considered to be "proprietary" or confidential must be marked as such.
  - c. Under no circumstances shall any pricing information be contained in the electronic submission of these documents.
3. **Proposal Format.** Offerors shall submit price and technical proposal. Proposals shall be prepared using "Arial" or "Times New Roman" 12-point font style on 8½ x 11-inch white paper. Tables and illustrations may use a reduced font style, not less than 8 point. Foldouts are not allowed. Margins shall be no less than one (1) inch on all sides. All material submitted may be single-spaced. Offerors should ensure that each page provides identification of the submitting Offeror in the header or footer. Page count for the proposal shall comply as follows:

Technical Proposal & QCP	NTE 300 pages
Price Proposal	NTE 179 pages
Veterans Involvement (Cascading Evaluation)	NTE 10 pages
Total Content	NTE 489 pages

Offerors shall include supporting documentation (i.e. resumes, staff matrix, descriptive literature and facilities schematics) as part of the 190-page technical proposal.

### **Redacting of Hard & CD Copies**

Offerors must redact all references from their hard & CD copy of their proposal that might identify their company utilizing the following instructions:

- a. Create a 7-digit code that references offeror name, proprietary software names, and any other names that could identify the offeror to the source selection board.
- b. Example of code is: XXX-XX-XX (mixture is alpha-numeric) (i.e. 123-fs-456 ***do not use this example***).
- c. Place Key code in separate sealed envelope and label it “**Key Code**”.
- d. All employee names (titles may remain) will be removed and addressed as Employee #1, Employee #2, etc.
- e. Remove any pictures, trademarks, and trade names from all inserted graphics and pictures. This includes charts and graphs.
- f. Offerors are cautioned to strictly comply with all instructions, including redacting, within this solicitation to ensure submission of a complete proposal. Failure to furnish a complete proposal, at the time of proposal submission, may result in the proposal being unacceptable to the Government and eliminated from consideration for award.

### **4. Other Items.**

- a. Only those terms and conditions identified in the RFP shall apply.
- b. It is understood that **no changes shall be made to this original solicitation or associated documents included herein**. Only the Contracting Officer (CO) may amend the solicitation. Notwithstanding, exceptions or clarification, which the Offeror needs to submit, **MUST** be included as further defined in Section 52.212-1, Instruction to Offerors which will be used as further defined in 52.212-2, Evaluation of Commercial Items. The exact section, paragraph, subparagraph and page number for which the exceptions or clarification is being submitted to any of the requirements **MUST** be clearly identified. Failure to properly identify the exceptions or clarification may result in less than full consideration for award.
- c. **Questions / Clarifications.** All offerors are advised that any questions must be submitted in written form via e-mail to the Contracting Officer, [Davina.Perry@va.gov](mailto:Davina.Perry@va.gov) and shall be received no later than fifteen (15) workdays before the date and time specified for receipt of offers.

## **ENVELOPE NO. 1 – PRICING INFORMATION & VETERANS INVOLVEMENT**

Envelope No. 1 shall contain two (2) hard copies & one (1) electronic copy (CD) of the complete RFP issued herein (this document) including the completion of the representations and certifications at FAR 52.212-3 and FAR 52.209-5 (Deviation) and 52.209-7 in the Addendum to 52.212-1 and Veterans Involvement Information. If the Offeror can confirm that they have completed their annual representations and certifications electronically at <http://www.sam.gov>, then they can submit a copy with their proposal and 52.212-3 Offeror Representations and

Certifications Commercial Items (JAN 2017) included in this solicitation will not have to be completed with this document.

The Contract Price shall include all services associated with each CLIN (ie. labor, materials, maintenance, technical support, delivery, set-up, and supervision). Insert proposed unit prices for each Contract Line Item Number (CLIN), including all option periods. All price proposals must be submitted using the inserted Schedule of Supplies/Services. The proposal must be submitted for a base year plus four (4) option years.

The offer should contain the offeror's best terms from a price standpoint. In determining the most highly-rated proposals, price will be considered.

The Government will evaluate offers for award purposes by adding the total price for all options to the total price for the basic requirement. Evaluation of options shall not obligate the Government to exercise the option(s).

While price proposal will not be rated the same as Technical Capability, Quality Control Program and Past Performance evaluation criteria (Factors 1, 2, and 3), it will be evaluated in terms of fairness and reasonableness. After an evaluation of the Technical Capability, Quality Control Program and Past Performance criteria has been completed, price evaluations will be factored into the evaluation results against the aforementioned criteria to determine the offer most advantageous to the Government.

#### **VETERANS INVOLVEMENT: - Cascading Evaluations in Socioeconomic Tier**

The evaluation of offers received in response to the solicitation will use a tiered or cascading order of precedence. "Tiered evaluation of offers," also known as "cascading evaluation of offers," is a procedure used in negotiated acquisitions when market research is inconclusive for justifying limiting competition to small business concerns or sub-categories of small business concerns. The contracting officer—

(1) Solicits offers from both small and other than small business concerns that will be evaluated in the following tier order:

- (a) service-disabled veteran-owned small business (SDVOSB);
- (b) veteran-owned small business (VOSB);
- (c) all other small business concerns;
- (d) other than small business.

(2) If an award or a sufficient number of awards cannot be made at the first tier, evaluation of offers will proceed at the next lower tier until an award or a sufficient number of awards can be made.

#### **For SDVOSBs/VOSBs under cascading tier:**

In order to receive credit under this tier, an Offeror shall submit a statement of compliance that it qualifies as a SDVOSB or VOSB in accordance with VAAR 852.215-70, Service-Disabled Veteran-Owned and Veteran-Owned Small Business Evaluation Factors. Offerors

are cautioned that they must be registered and verified in Offeror Information Pages (VIP) database (<http://www.VetBiz.gov>).

**For Non-SDVOSBs/VOSBs under the cascading tier:**

(1): To receive some consideration under this tier, an offeror must state in its proposal the names of SDVOSB(s) and/or VOSB(s) with whom it intends to subcontract, and provide a brief description and the approximate dollar values of the proposed subcontracts. Additionally, proposed SDVOSB/VOSB subcontractors must be registered and verified in Offeror Information Pages (VIP) database (<http://www.VetBiz.gov>) in order to receive some consideration for Veteran's Involvement.

(2) *Past performance in meeting VA's department-wide SDVOSB subcontracting goals for 2017 and 2018:* To receive some consideration under this tier, the Offeror shall submit information which evidences the offeror's past performance in meeting VA's department-wide SDVOSB subcontracting goals for 2017 and 2018.

The SDVOSB subcontracts included in this past performance must have been performed by SDVOSB firms registered and verified in the Vendor Information Pages (VIP) database (<http://www.VetBiz.gov>) prior to performance of the subcontract work in order to receive some consideration.

(3) With regard to the requirements for registration and verification in the VetBiz database, reference VAAR 804.1102.

In an effort to achieve socioeconomic small business goals, the VA will evaluate offerors based on their proposed use of veteran-owned or service-disabled veteran-owned small businesses as subcontractors, and their past performance on adherence to subcontracting plan requirements.

An offeror must furnish a completed representation (Federal Acquisition Regulation clause 52.212-3 or 52.219-1) that shows that it qualifies as a veteran-owned or service disabled veteran-owned small business and the offeror must be registered and verified by The Center for Veterans Enterprise at [www.vetbiz.gov](http://www.vetbiz.gov).

To receive credit under the Proposed Use of Veteran-Owned and Service Disabled Veteran-Owned Small Business Subcontractors, offeror's must state in their proposals the names of the veteran-owned and service-disabled veteran-owned small businesses with whom they intend to subcontract and the approximate dollar values of the proposed subcontracts. In addition, Offerors proposing to use veteran-owned or service-disabled veteran-owned small businesses as subcontractors will receive more favorable consideration under the Proposed Use of Veteran-Owned and Service-Disabled Veteran-Owned Small Business Subcontractors. To qualify, the subcontractor(s) must be registered and verified by The Center for Veterans Enterprise at [www.vetbiz.gov](http://www.vetbiz.gov).

## ENVELOPE NO. 2 – TECHNICAL INFORMATION ONLY

Offeror shall submit SIX (6) printed copies of the Technical Information requested which shall consist of Item No. 1 (Technical Capability), Item No. 2 (Quality Control Program) and Item No. 3 (Past Performance). **No pricing information shall be contained in this package.**

Offeror shall clearly identify each item by corresponding paragraph or subparagraph (i.e. Item 1 (A), Item 1 (B) and Item 2 etc.) and by Attachment (i.e. Attachment C, exhibit 1, Attachment C, Exhibit 2 etc.), where applicable. All hard copies of the completed and signed copies of the Proposal and technical information shall be delivered to the Contracting Officer at the address specified in Block 15 of the Standard Form 1449. All envelopes shall be clearly marked with the RFP No. VA250-17-R-0451 in the lower left hand corner of each envelope.

## TECHNICAL FACTORS/INFORMATION

Offerors that can meet the requirements of this RFP should take into consideration the complexity and extent of the services to be performed. VISN 10 Ohio intends on issuing an award to the Offeror whose proposal represents the best value to the Government and meets the needs set forth in this RFP. The information required shall be submitted by the Offeror in order to assure complete and proper understanding of the specifications, however, Offeror may include additional information, within the page limitations specified above, if necessary to more clearly define the Offeror's capability of performing the services or furnishing the products as defined herein. Any additional information must be clearly identified by Paragraph, Subparagraph, Section number etc. as further defined in the Instructions to Offerors. Failure to identify the submission could result in less than full consideration for award.

### **Factor 1: TECHNICAL CAPABILITY**

Offers will be evaluated on contractor's ability to provide home oxygen services within the VISN 10 Ohio catchment area. *The strength of the offeror's response will be based on the offeror's response to approach for program goals and the methods, resources, schedules and other aspects essential to the performance of the requirements in the PWS. Proposed key personnel plan will be evaluated for relevance to the work and depth of experience which meet or exceed the training and experience requirements for the positions for which each is proposed.* The requirements listed below will be quantified and described on a scale of "Excellent" to "Unsatisfactory." The Offeror's shall provide a synopsis of the overall approach to quality control and quality improvement. The Technical Evaluation Board will review responses to the RFP based on whether and to what extent the proposal meets the following technical requirements:

- **Offeror shall provide a clear, logical plan for organizing the tasks and feasible methods for delivery of home oxygen services at locations specified in the solicitation.** The proposed approach shall address offeror's' understanding of the Government organization needs, as well as the degree to which the offeror understands home oxygen services,

respiratory equipment functionality and operations, setup and installation, patient education and patient satisfaction.

- Offeror shall provide a capable registered and/or certified Respiratory Therapists with a minimum of one (1) year working experience with ventilator dependent patients that meet the requirements of the PWS. Describe organization structure and management practices relative to the requirements contained in the PWS.
- Offeror shall provide a clear, logical transition plan to replace all incumbent contractor's equipment presently located in residences of beneficiaries with the incoming offerors equipment after award and the plan shall not exceed ninety (90) days from date of contract award. The plan shall address the offeror coordination with the incumbent contractor during the transition period relating to the removal of the incumbent contractor's equipment from the Patient residences. The plan shall include delivery, setup, and instruction as further specified in PWS, and shall be accomplished without disruption in ALL ENCOMPASSING services to the veteran or the VA. The plan shall note the transition date of each beneficiary, to include the transfer of responsibility regarding Government Furnished Equipment (if applicable). Note: The billing period shall begin on the noted transition date.
- Provide a detailed emergency action plan to include emergency preparedness, as well as the 24/7 patient emergency response requirement per the PWS.
- Provide a detailed plan which adequately addresses the communication requirements necessary to meet the needs per the PWS.
- Offeror shall provide a detailed plan addressing Traveling Patients per the PWS.

The Government is interested and wants a firm that is capable of performing the necessary logistical management and supply chain management to provide the needed services, supplies, and equipment to the veterans within the specified locations and within the specified timeframes in the PWS.

- Offeror shall specify locations of proposed facilities to be utilized to include street address, city and county as distribution centers or distribution points.
- Describe proposed approach to determine selection of materials and equipment.
- Describe proposed approach to forecast the needs for supplies and equipment to achieve the end results of providing for home oxygen services in the specified timeframes required in the PWS.
- Describe the proposed approach for handling delivery of supply and equipment within the required timeframes required in the PWS.
- Describe the proposed approach for procuring supplies and equipment to include any proposed sub-contracting plans.
- Describe the proposed approach for handling product recalls.

*The offeror will be evaluated to determine the level of confidence provided to the Government with respect to the offeror's supply chain methods and approach in successfully meeting and/or exceeding the requirements in a timely manner. The offeror will be evaluated to determine if the Offeror's logistical management approach and supply chain management methods have adequately and completely considered, defined, and satisfied the requirements specified in the PWS.*

## **Factor 2: QUALITY CONTROL PROGRAM**

*The offeror's QC program will be evaluated for relevance, depth, and the degree to which major QC program elements address the requirements set forth in the PWS. Programs that have been certified to a recognized industry standard will be evaluated more favorable than non-certified programs. The offeror's QC program will be evaluated to determine whether the plan was developed to provide for an understanding of the Government's needs, as well as the degree to which the offeror understands quality control and quality control techniques.*

- Describe the Quality Control (QC) program you propose to implement in servicing the requirements set forth in the PWS. List and discuss the major elements of the program critical to the oversight and quality control of services, supply chain management, HIPAA and information security compliance, compliance with Joint Commission Standards and patient education and satisfaction. If your quality control program meets a specific standard provide identification of the standard (i.e. ISO, ANSI, and JC) and proof of any program certification.
- Describe the mechanism to schedule and maintain qualified professional staff to cover the required clinic schedule.
- Describe the average turnover rate and how it might affect contract performance describe measures plan to address turnover of professional and support staff.
- Describe the mechanism proposed to provide adequate and thorough reports as required in the PWS. Provide for information on the key elements of your planned approach, including why the approach was selected for this effort.

## **Factor 3: PAST PERFORMANCE CRITERIA:**

An offeror's past performance is important in determining its ability to successfully perform required services. The Government is especially interested in recent and relevant past performance that relates very closely to the requirement set forth in the performance-based work statement and the degree of responsiveness to customer requirements.

*Limited to no more than two (2) pages per contract listed. Only references for same or similar type contract.* As part of the evaluation process, the Government will assess each offeror's past performance deemed relevant to the requirements of this solicitation. The offeror shall present factual material dealing with contracts held with other Government agencies or with private sector businesses on which the same or similar services were provided. Information requested includes successful execution of contracts, and in problem areas, the steps taken to resolve or correct. Offerors are cautioned that the Government will use information provided by the offerors and information obtained from other sources in the development of the performance confidence assessments.

- (a) Quality and Satisfaction Rating for Contracts Completed in the Past Three (3) Years: Provide any information currently available (letters, metrics, customer surveys, independent surveys, etc.) which demonstrates customer satisfaction with overall job performance and quality of completed product for same or similar type contract.

- (b) Past Performance Questionnaires: The government will evaluate the quality and extent of offerors performance deemed relevant to the requirements of this RFP. The government will use information submitted by the offeror and other sources such as other Federal Government offices, federal government past performance databases, and commercial sources, to assess performance. Provide a list of no more than five (5), of the most relevant contracts performed for Federal agencies and commercial customers within the last three (3) years.

1. **PAST PERFORMANCE QUESTIONNAIRES.** Each offeror shall send out Past Performance Questionnaires to **a minimum of three (3) and a maximum of five (5) references**, to each of the Points of Contacts identified in the contracts listed in the contractor's Past Performance Information. The responsibility to send out Past Performance Questionnaires rests solely with each offeror – IT SHALL NOT BE DELEGATED TO ANY OTHER ENTITY.

Complete Section A, General Information, of the Past Performance Questionnaire and mail, fax, or email the attached Past Performance Questionnaire to all past performance references listed in the contractor's Past Performance Information. Evaluators are only allowed to use the attached Past Performance Questionnaire. Altered or substituted questionnaires will not be evaluated. Offerors are responsible to ensure questionnaires are transmitted to their references, and to indicate which references the questionnaire was sent to (see paragraph c above).

- a. Once the Past Performance Questionnaires are completed by the evaluator's POCs, the information contained in the Questionnaires shall be considered source selection sensitive and not released to you, the offeror. Questionnaires shall be sent directly to the Government.
- b. **Past Performance Questionnaires are to be completed and sent directly to the Government by the evaluator completing the Questionnaire.** It is the sole responsibility of the offeror to track the submission of Past Performance Questionnaires and ensure that the Government receives them AS SOON AS POSSIBLE BUT NO LATER THAN THE CLOSING TIME AND DATE OF THE SOLICITATION. It is also the sole responsibility of the offeror to inform the evaluators of any extensions the Government approves to the date and time proposals are due to be submitted.
- c. The evaluator shall e-mail questionnaires to the attention of Davina Perry at [Davina.Perry@va.gov](mailto:Davina.Perry@va.gov). If the questionnaires cannot be e-mailed, mail the questionnaire to: Department of Veterans Affairs, Attention: Davina Perry 6150 Oaktree Blvd, Suite 300, Independence OH 44131
- d. If the offeror claims there is no past performance, then that status must be identified to the contracting officer not later than the date/time proposals are due from all offerors.

- (c) The evaluation of past performance information will take into account past performance information regarding predecessor companies, key personnel who have experience in performing



similar requirements to the PWS, or subcontractors that will perform major or critical aspects of the requirement when such information is relevant to the instant acquisition. **Provide a minimum of three (3) and a maximum of five (5) references for periods of performance within the past 3 years including the following:**

- (i) Company/Division name
  - (ii) Product/Service
  - (iii) Contracting Agency/Customer
  - (iv) Contract Number
  - (v) Contract Dollar Value
  - (vi) Period of Performance (within the past 3 years)
  - (vii) Verified, up-to-date name, address, Fax and telephone number of the contracting officer
  - (viii) Comments regarding compliance with contract terms and conditions
  - (ix) Provide history of relationship with subcontractors; include in the history number of projects, length of relationship, resolved disputes, etc.
- (d) Subcontractor Consent: Past performance information pertaining to a subcontractor cannot be disclosed to the prime offeror without the subcontractor's consent. Provide with the proposal a letter from all subcontractors that will perform major or critical aspects of the requirement, consenting to the release of their past performance information to the prime contractor.

*Past Performance Evaluation: The Government will evaluate the offeror's previous performance in the following areas: Adherence to provide management, technical, and administrative experience; effective quality control; timely submission of submittal data; approach to problem solving. The Government may evaluate information on problems identified and encountered on previous contracts and corrective actions taken by the offeror. In the case of an offeror without a record of relevant past performance or for whom information on past performance is not available, the offeror will not be evaluated favorably or unfavorably on past performance.*

*(a). Performance Confidence will be evaluated in accordance with FAR 15.305(a)(2). Performance confidence ratings assess the probability of the offeror successfully accomplishing the proposed effort based on the offeror's past performance. In assessing past performance confidence, the evaluators will primarily rely on information provided by offeror's completed past performance questionnaires. However, the Government may use data independently obtained from other government and commercial sources to be used in the evaluation process.*

*(b). The Government will evaluate the offeror's ability to successfully perform the service based on demonstrated past and present experience under recent and relevant contracts. Relevancy is defined as contracts performed in the last three (3) years involving:*

- *Experience with Home Oxygen Service contracts*
- *Demonstrated management of experienced/qualified professional staff and administrative support personnel*
- *Demonstrated ability providing home oxygen services in a large geographical area with at least 5,500 patients.*

*(c). Recent past performance consists of contracts, completed or in progress, performed for Federal agencies and commercial customers within the last three (3) years from date of issuance of this solicitation. The purpose of the past performance evaluation is to allow the government to assess the offeror's ability to perform the effort described in this RFP, based on the offeror's demonstrated present and past performance. The assessment process will result in an overall performance confidence assessment in accordance with the ratings defined below. Offerors with no relevant past or present performance history or the offeror's performance record is so limited that no confidence assessment rating can be reasonably assigned shall receive the rating "Unknown Confidence," meaning the rating is treated neither favorably nor unfavorably.*

Offerors with no relevant performance history will not be evaluated favorably or unfavorably on past performance. The following relevancy definitions, apply:

- (i). **VERY RELEVANT:** Past performance effort involved essentially the same scope and magnitude of effort and complexities this solicitation requires.
- (ii). **RELEVANT:** Past performance effort involved similar scope and magnitude of effort and complexities this solicitation requires.
- (iii). **SOMEWHAT RELEVANT:** Past performance effort involved some of the scope and magnitude of effort and complexities that this solicitation requires.
- (iv). **NOT RELEVANT:** Past performance effort involved little or none of the scope and magnitude of effort and complexities this solicitation requires.

#### **Performance Confidence Assessment**

<b>Excellent/ Substantial Confidence:</b> Based on the offeror's recent/relevant performance record, the Government has a <b>high expectation</b> that the offeror will successfully perform the required effort.
<b>Good/ Satisfactory Confidence:</b> Based on the offeror's recent/relevant performance record, the Government has a <b>reasonable expectation</b> that the offeror will successfully perform the required effort.
<b>Satisfactory/ Confidence:</b> Based on the offeror's recent/relevant performance record, the Government has <b>little expectation</b> that the offeror will be able to successfully perform the required effort.
<b>Neutral/ Unknown Confidence:</b> No recent/relevant performance record is available or the offeror's performance record is so sparse that no meaningful confidence assessment rating can be reasonably assigned.
<b>Unsatisfactory/ No Confidence–</b> Based on the offeror's recent/relevant performance record, the Government has <b>no expectations</b> that the offeror will be able to successfully perform the required effort.

#### **Factor 4: PRICE:**

Proposal pricing will be submitted individually for each of the five (5) periods of performance. Price evaluation will be made only in the aggregate of all performance periods.

Certified cost/pricing data will not be required since it is determined in accordance with FAR Part 15.403-3(b) that pricing is based on adequate market competition. Price analysis will be performed utilizing the following criteria:

- (1) Price Completeness - When all cost/price information required by the solicitation has been submitted and is applicable to the requirement.
- (2) Price Reasonableness - Price/Costs are fully justified and documented as required.

#### **PRICE EVALUATION**

- a. Options. The Government will evaluate offers for award purposes by adding the total price for all options to the total price for the basic requirement. The Government may determine that an offer is unacceptable if the option prices are significantly unbalanced. Evaluation of options shall not obligate the Government to exercise the option(s).

*The evaluation will consider the possibility that the option can be exercised at any time, and can be exercised in increments of one to six months, but for no more than a total of six months during the life of the contract. The evaluation will assume that the prices for any option exercised under FAR 52.217-8 will be at the same rates as those in effect under the contract at the time the option is exercised. The evaluation will therefore assume that the addition of the price or prices of any possible extension or extensions under FAR 52.217-8 to the total price for the basic requirement and the total price for the priced options has the same effect on the total price of all proposals relative to each other, and will not affect the ranking of proposals based on price, unless, after reviewing the proposals, the Government determines that there is a basis for finding otherwise. This evaluation will not obligate the Government to exercise any option.*

- b. While cost/price proposal will not be rated, or color-coded, it will be evaluated in terms of fairness and reasonableness. After an evaluation of the Technical Capability, Quality Control Program and Past Performance has been completed, price evaluations will be factored into the evaluation results against the aforementioned criteria to determine the offer most advantageous to the Government.

#### **Basis for Award**

Offerors are encouraged to provide their best offer as the government may not conduct discussions with offerors. The Government reserves the right to conduct discussions if later determined by the Contracting Officer to be necessary. The Government intends to make a single award to one offeror.