HENRY MCMASTER, CHAIR GOVERNOR CURTIS M. LOFTIS, JR. STATE TREASURER

RICHARD ECKSTROM, CPA COMPTROLLER GENERAL



THE DIVISION OF PROCUREMENT SERVICES Delbert H. Singleton, IR.

DIVISION DIRECTOR (803) 734-8018

MICHAEL B. SPICER INFORMATION TECHNOLOGY MANAGEMENT OFFICER (803) 737-0600 FAX: (803) 737-0639

Protest Decision

Matter of:	Southeastern Educational Systems, Inc.	
Case No.:	2019-147	
Posting Date:	July 12, 2019	
Contracting Entity:	Horry Georgetown Technical College	
Solicitation No.:	5400017686	
Description:	Equipment for Mechatronics Lab	

DIGEST

Protest alleging improper evaluation is granted. Southeastern Educational Systems' letter of protest is included by reference. (Attachment 1)

AUTHORITY

The Chief Procurement Officer¹ (CPO) conducted an administrative review pursuant to S.C. Code Ann. §11-35-4210(4). This decision is based on materials in the procurement file and applicable law and precedents.

HUGH K. LEATHERMAN, SR. CHAIRMAN, SENATE FINANCE COMMITTEE

G. MURRELL SMITH, JR. CHAIRMAN, HOUSE WAYS AND MEANS COMMITTEE GRANT GILLESPIE EXECUTIVE DIRECTOR

¹ The Materials Management Officer delegated the administrative review of this protest to the Chief Procurement Officer for Information Technology.

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BACKGROUND

Solicitation Issued	April 5, 2019
Amendment 1 Issued	April 17, 2019
Intent to Award Issued	May 22, 2019
Protest Received	May 29, 2019
Amended Protest Received	June 5, 2019

The State Fiscal Accountability Authority (SFAA) issued this Request for Proposals on April 5, 2019, to retain qualified vendors to create and set up training labs and learning modules for mechatronics applications relevant to industrial manufacturing and automation in the Horry and Georgetown County service areas. Three proposals were received and evaluated by a panel of three evaluators. An Intent to Award to Technical Training Aids, Inc. (TTA) was posted on May 22, 2019. Southeastern Educational Systems (SES) protested the award on June 5, 2019.

ANALYSIS

SES raises four questions for consideration by the CPO:

1. How can SES be given such a low score when the RFP gave firm dates for Install, Training and Delivery? When we signed the document, we were stating we can do that.

2. How can SES be given such low scores for vendor competency when we have completed some of the largest mechatronics programs in South Carolina in the last three years? The Intent to Award Vendor has no projects of this scope and size in South Carolina.

3. How can the formula for the evaluation process be so erroneous in its original intent? Every vendor needs to have the scores reevaluated because of the addition errors in the scores and formula.

4. Value of the proposals need to be evaluated again so that the citizens of this country, state, and local municipalities can have confidence of stewardship at HGTC. A true evaluation of hands-on training equipment needs to happen with hands-on and not PDF's unless it has a predetermined outcome.

With regard to the first two issues, the Procurement Review Panel established the standard for review of an evaluation in *Appeal by Santee Wateree Regional Transportation Authority*, Panel Case 2000-5:

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In the Coastal Rapid Public Transit Authority case, the Panel established the basic framework for review of challenges to evaluators' conduct:

The determination by the State who is the most advantageous offeror is final and conclusive unless clearly erroneous, arbitrary, capricious, or contrary to law The burden of proof is on [the protestant] to demonstrate by a preponderance of the evidence that the determination in this case has such flaws The Panel will not substitute its judgment for the judgment of the evaluators, who are often experts in their fields, or disturb their findings so long as the evaluators follow the requirements of the Procurement Code and the RFP, fairly consider all proposals, and are not actually biased.

The Panel has held that the evaluation process does not need to be perfect so long as it is fair. *NBS Imaging Systems, Inc.*, cited above. Further, because the Panel will not re-evaluate proposals or substitute its judgment for that of the evaluators, the Panel has held that a claim of superiority by a vendor in certain areas of evaluation, however valid, does not compel the finding that the vendor is the most advantageous to the State. See, *Protest of First Sun EAP Alliance, Inc.*, and *Protest of Coastal Rapid Public Transit Authority*, cited above.

While SES argues that it deserved a higher score, it failed to show that the evaluators violated the law or were arbitrary, capricious or actually biased. The CPO will not substitute his judgement for that of the evaluators. These issues of protest are denied.

SES next protests that there were errors in the evaluation calculations. Section 11-35-1530(5)

requires:

The request for proposals must state the relative importance of the factors to be considered in evaluating proposals but may not require a numerical weighting for each factor. Price may, but need not, be an evaluation factor.

Section 11-35-1530(7) requires:

Proposals must be evaluated using only the criteria stated in the request for proposals and there must be adherence to weightings that have been assigned previously.

The solicitation listed the following four evaluation criteria and stipulated that those factors were listed in relative order of importance, with the first factor being the most important.

1) **Technical Requirements**: To what degree does this proposal meet or exceed the needs of our service area (Industry/Employers) and align with the specifications as stated in our Scope of Work. (for hardware and/or software)?

2) **Price Proposal**: Does proposal include the total itemization of all costs? To include, but not limited to, development, testing, implementation, training, maintenance, and support, including additional infrastructure?

3) **Vendor Competence**: Does the Offeror's qualifications and experience provide evidence of its depth and breadth of experience, and evidence of successful past performance with projects of this similar size and scope?

4) **Delivery, Training, & Installation:** To what degree does this proposal meet stated delivery and/or installation requirements?

The weightings assign to the evaluation criteria were:

Criteria	Assigned Weight
Technical Requirements	60
Price Proposal	20
Vendor Competence	12
Delivery. Training, & Installation	8

Three proposals were received, evaluated by three evaluators, and assigned scores for the three evaluation criteria other than price. The scores from each evaluator, for each criterion, for a particular bidder were added together. The price proposals were evaluated and scored by the procurement manager using a mathematical formula. An offeror's score for price was added to the scores from the other three criteria to determine that offeror's overall score. As shown below, SES received a total of 143 points from the evaluators.

Scorecard: SES	Max Points	E1	E2	E3	Total
Technical	60	30	45	35	110
Vendor Competence	12	6	9	6	21
Delivery/Training/ Install	8	4	6	2	12
Sum	80	40	60	43	143

SES's price proposals received 17.183 points from the procurement manager, giving SES an overall score of 160.18. SES protests that using the total scores from the evaluators (143) violated the requirement that there must be adherence to weightings that have been assigned previously:

Based on an intended 100 point grading system (60 + 20 + 12 + 8 = 100), the response says that Technical is worth 60 points. That is not correct, based on what we received back from the state, it was actually worth 60 x 3 or 180 points. If it was worth 60 points, the points would have been calculated based on the average score of all three panel members (SES would have had a 36.6 Point Score).

Vendor Competency and Delivery, Training, and Install also, carried a value x 3 and should have been averaged. If this formula was to hold true, then price needs to be calculated x 3 for 100-point total to hold true.

SES is correct. Adding the evaluators' scores together effectively multiplied the assigned weight by three.

Criteria	Assigned Weight	Effective Weight
Technical Requirements	60	180
Price Proposal	20	20
Vendor Competence	12	36
Delivery. Training, & Installation	8	24

When the evaluators' raw scores are averaged to bring the weighting in line with the

requirements of the Code, Carolina Training becomes the highest ranked offeror instead of TTA.

Bidder	Raw Score	Average	Price	Overall
Carolina Training	202	67.333	20	87.333
SES	143	47.667	17.183	64.85
TTA	232	77.333	9.9827	87.316

However, the evaluation of the price proposal using the mathematical formula is inconsistent with the evaluation criteria as published. While obviously unintended, the published criterion limits the price proposal evaluation to the completeness of the price proposal, but not an overall price comparison:

2) **Price Proposal**: Does proposal include the total itemization of all costs? To include, but not limited to, development, testing, implementation, training, maintenance, and support, including additional infrastructure?

SES also correctly raised an issue about the calculation of subtotals on the spreadsheet. This was due to an error in some formulas; however, the offerors' overall scores were not affected.

Lastly, SES suggests:

4. Value of the proposals need to be evaluated again so that the citizens of this country, state, and local municipalities can have confidence of stewardship at HGTC. A true evaluation of hands-on training equipment needs to happen with hands-on and not PDF's unless it has a predetermined outcome.

As stated above, the evaluation criteria must be published in the solicitation and there must be strict adherence to those criteria when evaluating proposals. In this case, the published criteria

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did not include a hands-on consideration. Section 11-35-4210(1)(b) limits the protest of an award to

(b) Any actual bidder, offeror, contractor, or subcontractor who is aggrieved in connection with the intended award or award of a contract shall protest to the appropriate chief procurement officer in the manner stated in subsection (2)(b) within ten days of the date award or notification of intent to award, whichever is earlier, is posted in accordance with this code; <u>except that a matter that could have been raised pursuant to (a) as a protest of the solicitation may not be raised as a protest of the award or intended award of a contract.</u>

(emphasis added)

This issue could have been raised during the solicitation phase of the procurement but may not be raised as a protest of the award. This issue is denied.

DECISION

For the reasons stated above, protest of Southeastern Educational Systems, Inc. is granted. The Intent to Award to Technical Training Aids, Inc. is cancelled, and the procurement is remanded to the procurement manager for processing in accordance with the Code.

For the Materials Management Office

michar B Spices

Michael B. Spicer Chief Procurement Officer



Educational & Industrial Training Equipment Specialist

PO Box 170339 Spartanburg SC, 29301 Toll Free: 800-772-7379 Fax: 864-596-8924

Solicitation 5400017686

Chief Procurement Officer Materials Management Office 1201 Main Street, Suite 600 Columbia, SC 29201

To Whom It May Concern,

Southern Educational Systems, based in Spartanburg, SC, would like to formally protest Solicitation 5400017686 which was for items needed for a Mechatronics Program at Horry-Georgetown Technical College's Georgetown Campus. There are many concerns with this RFP Solicitation as well as the evaluation process that needs to be brought to the forefront. These concerns deal with the RFP, the training systems, the vendor chosen, and most importantly the value. We hope to have others ask questions of this RFP Evaluation because we believe our offer has not only superior products, but also is at a better value.

We would like to start with a small history to set the stage before getting into the problems we have with this RFP. During the week of February 22, 2016, I visited with one of the lead administrators, and they indicated they were going to start a new Mechatronics Program and they would be basing their program on the new NIMS credentials for IMT. Alerts start going off in my head and I think, "They have drank the Kool-Aid, and this will be going to Amatrol". This is over three years before the Intent to Award is posted and I already had a feeling about the outcome. Being the professional I am, I continued to keep in touch working on numerous other projects, but always asking about the new Mechatronics Program. We even went so far as to do layouts for the new building with all of the training aids that we had quoted to this administrator. Once we had completed the quotes and layouts, I asked if he and his staff would like to go look at what other schools we have done. We scheduled a tour at Greenville Technical College on February 13, 2017, to see their new Mechatronics Program we had installed at the new Center For Manufacturing Innovation. On February 1, 2017, the administrator canceled the visit and when I asked when we could reschedule, he never responded. I felt like this just reinforced the idea that this was a done deal. During the rest of 2017 and 2018, we continued to ask verbally while on site at HGTC if they would like to go see the different facilities and nothing would ever come of it. Then on February 14th, 2019, we had a scheduled appointment for over a month with a manufacturer from

Spain, and the same administrator misses the first 45 minutes of the hour-long meeting. When we get in the car, I tell the gentleman that came to present, "This is a done deal with another company". On February 17, 2019, I had one last request via email if we can help with anything like additional quotes or specifications, and got no response. This paragraph is simply to state facts and give timelines of this three-year process.

The first question that we have regarding the protest to the RFP is the scoring of our proposal. When asked for a debriefing from State Procurement, this is what we received:

Hi Faith,

Can you send me the following please?

- Debriefing of the bid evaluation from our proposal The overall issue with your solicitation was not enough detail in the Technical Proposal: the specs provided did not give a clear understanding of what the college would receive; Curriculum was based mainly on printed manuals, some seeming redundant. No delivery, training or installation schedule provided.
- Scoring mechanisms of how the bid was scored and what our scores are As in the solicitation, scoring was based on four (4) criteria: Technical (60 points), Pricing (20 points), Vendor competence (12 points) and Delivery, Training and Installation (8 points). Southern Educational Systems total scores for the categories –

Pricing score: 17.1833

Other Scores:

Scorecard: SES	Max Points	P1	P2	P3	Total
Technical Vendor	60	30	45	35	110
Competence	12	6	9	6	21
Delivery/Training/ Install	8	4	6	2	12
Sum	80	36	54	43	143

<mark>14</mark>	-	17.1833	<mark>160.183</mark>

SES

The response to our first question on bid evaluation was "Not Enough Detail". If anything, we provided too much information. Having too much information is like having too much storage, you never can have enough. A very detailed pricing quote was provided with every price and model number with specific data sheets for each item quoted. Regarding the comment, "the specs did not give a clear understanding of what the college would receive", again, a data sheet was given showing what would come with each quoted model number. As for the comment that the curriculum was "based mainly on printed manuals", with this RFP having to be submitted via an electronic document, there was not a mechanism in place to be able to provide online content and none of the sample curriculum was redundant, but merely consistent. As for the delivery, training and installation schedule, the RFP clearly defined those benchmarks. "Installation By Mid-August," and "The contractor shall provide training to faculty thirty (30) days prior to installation of the new equipment. The Contractor will provide an onsite demonstration of equipment with in five (5) working days after installation." What more in a schedule could have been provided, a regurgitation of what the school set as the benchmark?

For the second question concerning our scoring, I would like to discuss the vendor competency and delivery / training / installation. With this bid, we were asked to provide references of jobs that we have done that have been of similar scope and size. We provided three distinctly different projects, one in the state of South Carolina and two additional ones in other states. Did anyone from the panel contact our references during the evaluation to see how we did on those projects? It is an insult to be given half credit, while the vendor and sales rep that has the Intent to Award, has never completed a project of this size and scope in the state of South Carolina. We look forward to seeing their scores. Next, we have been completing projects for HGTC for many years and never once have we failed to complete a project the way HGTC has asked. As a matter of fact, we believe we have gone above and beyond with deliveries and installs for HGTC in the past few years. We have not been given the names of the panel members on this evaluation team, but we believe there are at least two members on this team that have done business with us, and would have no reason to believe we could not deliver. install, and train as we have done on every other job for them. I also believe there was an independent person (maybe panel member two) on this team that did not know what was being done behind the scenes. We will not go so far as to say collusion, but again the writing has been on the wall for three years as originally stated. The last and most important comments with regard to the scoring is that the calculations were incorrect on two counts. Based on an intended 100 point grading system (60 + 20 + 12 + 8 = 100), the response says that Technical is worth 60 points. That is not correct, based on what we received back from the state, it was actually worth 60 x 3 or 180 points. If it was worth 60 points, the points would have been calculated based on the average score of all three panel members (SES would have had a 36.6 Point Score). Vendor Competency and Delivery, Training, and Install also, carried a value x 3 and should have been averaged. If this formula was to hold true, then price needs to be calculated x 3 for 100-point total to hold true. Last, but not least on the scoring, panel member one scored SES, 30 + 6 + 4 which is equal to 40, not 36 as indicated. Panel member two scored SES, 45 + 9 + 6 is equal to 60 not 54 as indicated.

Next, I would like to discuss Technical and the 60 points associated with that category. For years, the company that has the Intent to Award has preved on administrators that like the bells and whistles along with the smoke and mirrors of certifications and curriculum. Typically, when we have mechatronics people evaluating our equipment, we win 95% of the time. Amatrol's equipment is the right fit for your program if you want your students to come out of your program being able to read directions. It is the closest thing to a "cook book "delivery system as you will ever find. Curriculum like this does not teach students the critical thinking skills so coveted by industry. Industry needs critical thinking technicians, not people that want to read what is the next step. In our proposal, many of the products offered are produced by SMC, one of the global leaders in pneumatic and automation components. SMC is a \$5 Billion a year company specializing in Automation and Mechatronics for industry on a daily basis. Yet we receive a 30 and 35 score from two panel members for technical? SMC is developing new technology every day that companies like Amatrol will be putting on their training systems in ten years from now. We KNOW technical, and a score of 30 and 35 is an insult to the process. Simply put, SMC is the global leader in the development and manufacturing of automation components working in partnership with today's leading manufacturers. The same products used by manufacturers such as Volvo, Boeing, and many others to run their plants are also the same components used in our training systems. One thing you may find ironic is that we have seen five to ten-year old SMC component technology on brand new Amatrol equipment in other schools. They use old component technology on their new training systems, and we yet we get a score of 30 and 35 for technical.

MANTA, an organization that shows basic information about company statistics, indicates Amatrol is a \$25 Million a year company and employs 150 people. MANTA indicates that SMC of America alone does almost \$300 Million annually in sales and employs 1100 people. It is reasonable to conclude that SMC knows Mechatronics Technology because they live it every day in Industry. While Amatrol has experience in some industry training centers with training aids, their systems or components are not used every day on production lines or other industrial applications as SMC products, and there is no way they can spin that. Again, we receive the 30 and 35 scores from panel member one and three, and it appears predetermined which is not how the process is intended to work.

Finally, I would like to discuss what was termed "price" but could be termed value. In this solicitation, under the heading "Responsiveness / Improper Offers", there are two subheadings called "Price Reasonableness and Unbalanced Bidding". While the second talks about extremely low bids, this RFP had two offers for the same RFP that were both nearly a million dollars less expensive, so we would say the proposal from Amatrol is both "Unbalanced and Unreasonable" on the high side. Two other companies (ourselves and another company) have said they can complete the project for much less, and from the paragraph before, with superior equipment. With this being an RFP and not an Invitation to Bid, at any time did someone question why there are two proposals that are A MILLION DOLLARS LESS than the selected proposal? No one

asked for more investigation to have a better understanding of the proposals that were received so that they could be better stewards of the school's money?

Because we have not been privy to where funding for this project has originated from, we have to believe it is more than likely federal, state, local and or foundation funding. As a tax-paying US citizen, a tax-paying South Carolina Resident, a tax-paying Horry County property owner, and someone that has contributed to the HGTC's foundation for events, there is no way someone can justify what we know to be at least a \$1.1 million difference for the RFP's submitted. I believe NBC coined the term, "The Fleecing of America" and if HGTC continues with this award, not only do we have The Fleecing of America, but also The Fleecing of South Carolina, The Fleecing of HGTC's Foundation. I was asked by one of our inside sales support personnel, "Why do they keep extending the Intent to Award Date?", and my comment to her was based on my belief that "they have a large discrepancy in price and they are trying to find a way to justify the difference."

Once the protest process has been completed, if Southern Educational Systems scored a 17.1833 out of 20 points, and our price is \$1.1 million less, what was the price score for \$2.7 million? So, would a \$1.1 million difference only be worth a few points deduction? Their score should actually be closer to a score of 1 because it was the most expensive price. This scoring mechanism formula has not been shared with anyone, but the point system should be derived from the difference between the lowest and highest proposal. We would like some transparency, but even without transparency, there is no way to justify an RFP that is around 70% more, with inferior products. If anything, SES products should be more expensive by having better products. Along those same lines of transparency, we would like to know if any administrators or faculty have visited the Amatrol facility at any time? We know that no one has visited the manufacturing facilities for the other two offers of bids. In what has been roughly a three-year process, if administrators and faculty wanted to make a true evaluation, they would visit multiple manufacturers of mechatronics training aids to educate themselves on features and benefits of all.

I have laid a lot of information at the feet of many, and hope that it will resonate with others. When it is all said and done, is Horry Georgetown Technical College's Georgetown Campus getting the best value? At this time, the answer is an emphatic "NO ". In summary, the following points need to be addressed:

- How can SES be given such a low score when the RFP gave firm dates for Install, Training and Delivery? When we signed the document, we were stating we can do that.
- How can SES be given such low scores for vendor competency when we have completed some of the largest mechatronics programs in South Carolina in the last three years? The Intent to Award Vendor has no projects of this scope and size in South Carolina.

- How can the formula for the evaluation process be so erroneous in its original intent? Every vendor needs to have the scores reevaluated because of the addition errors in the scores and formula.
- 4. Value of the proposals need to be evaluated again so that the citizens of this country, state, and local municipalities can have confidence of stewardship at HGTC. A true evaluation of hands-on training equipment needs to happen with hands-on and not PDF's unless it has a predetermined outcome.

If you have any questions or concerns, please don't hesitate to contact me at our corporate office or on my cell phone at the numbers below. I will be glad to speak with anyone concerning this RFP.

Thanks

Rome Lindler Southern Educational Systems President 864-237-3739 Cell 800-772-7379 Corporate Office rlindler@seslabs.com

CC:

Dr. Marilyn Fore, President of Horry Georgetown Technical College Jeff Stieber, SMC Mariano Carrera, SMC McLane Goard, DAC Chris Estes, Innotek

STATEMENT OF RIGHT TO FURTHER ADMINISTRATIVE REVIEW

Protest Appeal Notice (Revised June 2018)

The South Carolina Procurement Code, in Section 11-35-4210, subsection 6, states:

(6) Finality of Decision. A decision pursuant to subsection (4) is final and conclusive, unless fraudulent or unless a person adversely affected by the decision requests a further administrative review by the Procurement Review Panel pursuant to Section 11-35-4410(1) within ten days of posting of the decision in accordance with subsection (5). The request for review must be directed to the appropriate chief procurement officer, who shall forward the request to the panel or to the Procurement Review Panel, and must be in writing, setting forth the reasons for disagreement with the decision of the appropriate chief procurement officer. The person also may request a hearing before the Procurement Review Panel. The appropriate chief procurement officer and an affected governmental body shall have the opportunity to participate fully in a later review or appeal, administrative or judicial.

Copies of the Panel's decisions and other additional information regarding the protest process is available on the internet at the following web site: http://procurement.sc.gov

FILE BY CLOSE OF BUSINESS: Appeals must be filed by 5:00 PM, the close of business. *Protest of Palmetto Unilect, LLC*, Case No. 2004-6 (dismissing as untimely an appeal emailed prior to 5:00 PM but not received until after 5:00 PM); *Appeal of Pee Dee Regional Transportation Services, et al.*, Case No. 2007-1 (dismissing as untimely an appeal faxed to the CPO at 6:59 PM).

FILING FEE: Pursuant to Proviso 111.1 of the 2018 General Appropriations Act, "[r]equests for administrative review before the South Carolina Procurement Review Panel shall be accompanied by a filing fee of two hundred and fifty dollars (\$250.00), payable to the SC Procurement Review Panel. The panel is authorized to charge the party requesting an administrative review under the South 11-35-4220(5), Carolina Code Sections 11-35-4210(6), 11-35-4230(6) and/or 11-35-4410...Withdrawal of an appeal will result in the filing fee being forfeited to the panel. If a party desiring to file an appeal is unable to pay the filing fee because of financial hardship, the party shall submit a completed Request for Filing Fee Waiver form at the same time the request for review is filed. [The Request for Filing Fee Waiver form is attached to this Decision.] If the filing fee is not waived, the party must pay the filing fee within fifteen days of the date of receipt of the order denying waiver of the filing fee. Requests for administrative review will not be accepted unless accompanied by the filing fee or a completed Request for Filing Fee Waiver form at the time of filing." PLEASE MAKE YOUR CHECK PAYABLE TO THE "SC PROCUREMENT REVIEW PANEL."

LEGAL REPRESENTATION: In order to prosecute an appeal before the Panel, business entities organized and registered as corporations, limited liability companies, and limited partnerships must be represented by a lawyer. Failure to obtain counsel will result in dismissal of your appeal. *Protest of Lighting Services*, Case No. 2002-10 (Proc. Rev. Panel Nov. 6, 2002) and *Protest of The Kardon Corporation*, Case No. 2002-13 (Proc. Rev. Panel Jan. 31, 2003); and *Protest of PC&C Enterprises, LLC*, Case No. 2012-1 (Proc. Rev. Panel April 2, 2012). However, individuals and those operating as an individual doing business under a trade name may proceed without counsel, if desired.

South Carolina Procurement Review Panel Request for Filing Fee Waiver 1205 Pendleton Street, Suite 367, Columbia, SC 29201

Name of Requestor			Address
City	State	Zip	Business Phone
1. What is	your/your comp	any's monthly inco	ome?
2. What an	e your/your com	pany's monthly ex	penses?
3. List any	other circumsta	nces which you thi	nk affect your/your company's ability to pay the filing fee:
misreprese administra Sworn to b	ent my/my comp tive review be w before me this	pany's financial co	ion above is true and accurate. I have made no attempt to ondition. I hereby request that the filing fee for requesting
Notary Pu	blic of South Ca	rolina	Requestor/Appellant
My Comm	nission expires: _		
For officia	ll use only:	Fee Waived	Waiver Denied
Chairman	or Vice Chairma	n, SC Procurement	t Review Panel
	_ day of South Carolina	, 20	

NOTE: If your filing fee request is denied, you will be expected to pay the filing fee within fifteen (15) days of the date of receipt of the order denying the waiver.