

**Selection Statement
For
Goddard Logistics and Technical Information (GLTI)
Request for Proposal (RFP) NNG11294404R**

On May 2, 2012, I, along with key senior officials from NASA's Goddard Space Flight Center (GSFC), met with the Source Evaluation Board (SEB) appointed to evaluate proposals in connection with the Goddard Logistics and Technical Information (GLTI) procurement. A full briefing of the results of the evaluation conducted by the SEB was presented to me, resulting in my source selection decision.

Procurement Description and History

The principal purpose of this procurement is to support the mission of the Information and Logistics Management Division by providing logistics services support, technical information management and other services to GSFC at its Greenbelt, MD and Wallops Island, VA locations and to NASA Headquarters.

The RFP was released on March 4, 2011 for the award of a Cost Plus Incentive Fee (CPIF) contract with a 5-year base and one 5-year option. Subsequently, a total of six amendments were issued, which included extensions to the proposal due date and various other changes. Five timely proposals were received by April 11, 2011 from the following offerors: URS Federal Services, Inc. (URS), IAP Worldwide Services (IAP), TRAX International (TRAX), Tessada and Associates, Inc. (TAI), and Santa Barbara Applied Research, Inc. (SBAR).

Amendment 3 changed the contract type from a Cost Plus Incentive Fee (CPIF) to a Cost Plus Fixed Fee (CPFF) with Technical Performance Incentives contract. In addition, the Amendment reduced the period of performance from up to 10 years (5-year base and one 5-year option) to a two-month base to begin on August 1, 2012 through September 30, 2012, with 5 option periods (total of 5 years). On January 24, 2012, the original five Offerors submitted revised proposals. Acknowledgement of the amendments was obtained from all Offerors.

A synopsis of the major procurement milestone dates in the GLTI procurement is as follows:

| Major Procurement Milestones | Date Completed |
|-------------------------------------|-----------------------|
| Request for Proposal (RFP) | 03/04/2011 |
| Amendment 3 Released | 12/14/2011 |
| Proposals Received | 01/24/2012 |
| Initial Evaluations Complete | 03/30/2012 |
| SSA Presentation/Selection | 05/02/2012 |

Evaluation Procedures

The evaluation was conducted in accordance with FAR 15.3, "Source Selection," and NASA FAR Supplement (NFS) 1815.3, "Source Selection," and the GLTI RFP evaluation criteria. The RFP provided that the factors used for evaluation of the proposals are Mission Suitability, Cost, and Past Performance. Section M.2 of the RFP specified the relative order of importance of the evaluation factors:

"Mission Suitability and Past Performance, when combined, are significantly more important than Cost. As individual Factors, Mission Suitability is more important than Cost which is slightly more important than Past Performance."

Mission Suitability Evaluation Factor

The RFP, Section M, established that only the Mission Suitability Factor would be assigned a numerical score in the evaluation process. In accordance with NFS 1815.304-70(b)(1), the Mission Suitability factor was weighted and scored on a 1000 point scale. Three Mission Suitability Subfactors were evaluated: Management Approach, Technical Approach, and Small Business Utilization (SBU). The weights (points), associated with each Mission Suitability Subfactor, are as follows:

| Subfactor | Points |
|--|-------------|
| Subfactor A – Management Approach | 500 |
| Subfactor B – Technical Approach | 400 |
| Subfactor C – Small Business Utilization (SBU) | 100 |
| Total | 1000 |

The SEB conducted an independent Mission Suitability evaluation of each proposal in accordance with the criteria set forth in the solicitation. The proposals were evaluated by classifying the proposal findings in each subfactor as "Strengths," "Weaknesses," "Significant Strengths," "Significant Weaknesses," or "Deficiencies" per the definitions in the RFP, Section M.4. The Mission Suitability Subfactors were then evaluated using the adjectival rating, definitions, and percentile ranges at NFS 1815.305(a)(3)(A). The applicable adjectival ratings for each Mission Suitability Subfactor were "Excellent," "Very Good," "Good," "Fair," or "Poor." The maximum points available for each subfactor were multiplied by the assessed percent rating for each subfactor to derive the score for that respective subfactor. The individual scores in each subfactor were then summed to determine the overall Mission Suitability scoring. The adjectival ratings of the findings and the adjectival ratings and assessed percent ratings of the subfactors were determined by consensus of the SEB voting members. Per the RFP, the Mission Suitability evaluation included the results of any cost realism analysis.

Cost Evaluation Factor

The proposed costs were assessed to determine reasonableness and cost realism in accordance with the RFP, Section L.18 and Section M.5. The evaluation was conducted in accordance with FAR 15.305(a)(1) and NFS 1815.305(a)(1)(B). Both the “proposed and probable cost” reflect the Offeror’s proposed fee amount. The proposed fee amount was not adjusted in any probable cost assessments.

For cost, a significant subcontractor is defined as any subcontract that is expected to exceed 25% of the Offeror’s proposed contract value.

Past Performance Evaluation Factor

Past performance was evaluated based on FAR Part 15 and the evaluation criteria in the RFP, Section M.6. All past performance references needed to meet the “recent” and minimum average annual cost/fee expenditures criteria for both prime contractor references and significant subcontractor references in order to be evaluated. A “recent” contract is a contract that is ongoing or completed less than 3 years prior to issuance of the RFP. For a prime contractor’s contract reference(s) to be considered at least minimally “relevant,” it needed to meet/exceed an average annual cost/fee incurred of at least \$10M. For a significant subcontractor’s contract reference(s) to be considered at least minimally “relevant,” it needed to meet/exceed an average annual cost of at least 25% of that portion of this procurement that the subcontractor is proposed (or estimated) to perform. For past performance, a proposed significant subcontractor for this procurement is defined as any proposed subcontractor that is estimated to meet/exceed an average annual cost/fee of \$3M.

Past contracts were evaluated in terms of relevancy and the contractor’s performance. The degree of relevance was based on size, content and/or complexity. Size, content, and complexity are weighted equally in the evaluation of relevance. Offerors without a record of “recent” and “relevant” past performance, or for whom a record of past performance is unavailable, would have received a “Neutral” rating.

Past Performance was not numerically scored, but was assigned an overall adjectival Level of Confidence Rating of “Very High Level of Confidence,” “High Level of Confidence,” “Moderate Level of Confidence,” “Low Level of Confidence,” “Very Low Level of Confidence,” or “Neutral” in accordance with the RFP, Section M.6. Each Offeror’s adjectival overall Level of Confidence rating included both the “relevance” component and the “performance” component of each of the past contracts considered. The overall Level of Confidence was determined by the consensus of the SEB voting members and reflected a subjective evaluation of the information contained in the Offeror’s past performance written narrative, customer questionnaires, and other references.

SEB Findings and Evaluation

The following summary chart provides the adjectival ratings for each Offeror for the Mission Suitability Subfactors:

| Mission Suitability Subfactor | Offeror | | | | |
|--|-----------|------|-----------|------|------|
| | URS | IAP | TRAX | TAI | SBAR |
| Subfactor A: Management Approach | GOOD | FAIR | EXCELLENT | FAIR | FAIR |
| Subfactor B: Technical Approach | GOOD | GOOD | VERY GOOD | FAIR | FAIR |
| Subfactor C: Small Business Utilization | VERY GOOD | GOOD | GOOD | FAIR | GOOD |

The following summary chart provides the rating results for each Offeror for Cost and Past Performance:

| Offeror | Proposed Cost | Probable Cost | Past Performance (Level of Confidence) |
|---------|---------------|---------------|---|
| URS | 2nd Highest | 3rd Highest | High |
| IAP | 3rd Highest | Highest | Moderate |
| TRAX | Highest | 2nd Lowest | Very High |
| TAI | Lowest | Lowest | Low |
| SBAR | 2nd Lowest | 2nd Highest | Low |

An explanation of the findings for each factor and subfactor can be found in the subsequent sections.

Mission Suitability Factor

The evaluation results for the Mission Suitability Factor are as follows:

URS:

For **Subfactor A, Management Approach**, the URS proposal received zero (0) significant strengths, three (3) strengths, two (2) weaknesses, zero (0) significant weaknesses, and zero (0) deficiencies for a Subfactor A rating of "Good."

Strength #1: The URS proposal received a strength for its Phase-In Plan that would maintain continuity and limit the risk of disruption of services. ***Strength #2:*** The URS proposal received a strength for its approach to augmenting its workforce to meet emergent and fluctuating workload requirements. ***Strength #3:*** The URS proposal received a strength in the area of risk

management for the identification and assessment of risks and potential problems in all nine major SOW areas.

Weakness #1: The URS proposal received a weakness for proposing improper staffing and/or insufficient staffing levels for various SOW areas. Weakness #2: The URS proposal received a weakness for omissions and some obsolete information in its Safety and Health Plan.

For **Subfactor B, Technical Approach**, the URS proposal received zero (0) significant strengths, one (1) strength, and one (1) weakness, zero (0) significant weaknesses, and zero (0) deficiencies for a Subfactor B rating of "Good."

Strength #1: The URS proposal received a strength for its demonstrated understanding of the EEE parts support requirements, processes, information systems, and problem areas and for its approach to the critical aspects necessary for handling spaceflight hardware which minimizes risk of damage.

Weakness #1: The URS proposal received a weakness for an inadequate understanding of the project storage program and for not providing sufficient details on the environmental needs and special handling processes of space flight hardware and associated ground support equipment.

For **Subfactor C, Small Business Utilization**, the URS proposal received one (1) significant strength, one (1) strength, zero (0) weaknesses, zero (0) significant weaknesses, and zero (0) deficiencies for a Subfactor C rating of "Very Good."

Significant Strength #1: The URS proposal received a significant strength for significantly exceeding the Government's recommended overall Small Business Subcontracting Goal and for proposing to exceed goals in the other small business categories.

Strength #1: The URS proposal received a strength for its teaming agreements with each of the proposed small business subcontractors as well as for subcontracting some of its "High Technology" work to small businesses.

IAP:

For **Subfactor A, Management Approach**, the IAP proposal received zero (0) significant strengths, two (2) strengths, three (3) weaknesses, one (1) significant weakness, and zero (0) deficiencies for a Subfactor A rating of "Fair."

Strength #1: The IAP proposal received a strength for its Quality Management Plan (QMP) with well-defined processes that present an effective approach to ensure high quality products and services are provided throughout the contract. Strength #2: IAP submitted a thorough Safety and Health Plan that satisfies all NASA expectations included in NPR 8715.3 (Appendix E) and for a proactive, continuous improvement approach to accident prevention.

Weakness #1: The IAP proposal received a weakness for its organizational structure that contained several aspects leading to inefficiencies and ineffectiveness in contract management.

Weakness #2: The IAP proposal received a weakness because its identification and discussion of programmatic risks, in addition to the risk mitigation approach, does not provide the assurance that critical areas and challenges will receive proactive emphasis, management, and control.

Weakness #3: The IAP proposal received a weakness for its Critical Position selection and rationale that omits several positions that are vital to contract success and that does not demonstrate a recognition of the positions, skills and abilities that are critical to meeting the SOW requirements.

Significant Weakness #1: The IAP proposal received a significant weakness for proposing a significant level of improper staffing for multiple SOW areas. The Basis of Estimates (BOE) for some areas made inappropriate assumptions. There were also insufficient details in some areas of the technical approach (Subfactor B) to determine how the Statement of Work (SOW) requirements would be accomplished to substantiate a reduction in the amount of Work Years (WYs) required to perform the work. Additionally, some proposed enhancements did not substantiate the reduction in the amount of WYs required to perform the work.

For **Subfactor B, Technical Approach**, the IAP proposal received zero (0) significant strengths, zero (0) strengths, one (1) weakness, zero (0) significant weaknesses, and zero (0) deficiencies for a Subfactor B rating of "Good."

Weakness #1: The IAP proposal received a weakness for not providing sufficient details in its approach to support requirements associated with the handling/storage of spaceflight hardware and ground support equipment.

For **Subfactor C, Small Business Utilization**, the IAP proposal received zero (0) significant strengths, two (2) strengths, zero (0) weaknesses, zero (0) significant weaknesses, and zero (0) deficiencies for a Subfactor C rating of "Good."

Strength #1: The IAP proposal received a strength for exceeding the Government's overall recommended Small Business Subcontracting Goal and for exceeding goals in the other small business categories. *Strength #2:* The IAP proposal received a strength for its teaming agreements with proposed small business subcontractors as well as for subcontracting some of its "High Technology" work to small businesses.

TRAX:

For **Subfactor A, Management Approach**, the TRAX proposal received four (4) significant strengths, one (1) strength, zero (0) weaknesses, zero (0) significant weaknesses, and zero (0) deficiencies for a Subfactor A rating of "Excellent."

Significant Strength #1: The TRAX proposal received a significant strength for its Quality Management Plan (QMP) which demonstrated a comprehensive and thorough understanding of the complexities associated with quality assurance on the contract and for its fully integrated approach that will ensure quality awareness at all levels of the workforce.

Significant Strength #2: The TRAX proposal received a significant strength for its comprehensive and thorough Phase-In Plan (PIP) which demonstrated a thorough understanding of the risks, risk mitigations, and complexities associated with the contract transition and that provides assurance of service continuity.

Significant Strength #3: The TRAX proposal received a significant strength for its assessment of the top five programmatic risks that demonstrated a thorough understanding of the critical processes and implementation challenges involved in performing the requirements of the contract.

Significant Strength #4: The TRAX proposal received a significant strength for its staffing plan and comprehensive and unique approach to address the emergent and fluctuating work environment. TRAX demonstrated an excellent approach to surge staffing (including EEE parts handling, creative services, and transportation services) that will reduce schedule risk for projects.

Strength #1: The TRAX proposal received a strength for proposing an informed, efficient, and effective organizational structure that enables clear lines of authority and communication throughout all organizational levels.

For **Subfactor B, Technical Approach**, the TRAX proposal received one (1) significant strength, two (2) strengths, zero (0) weaknesses, zero (0) significant weaknesses, and zero (0) deficiencies for a Subfactor B rating of "Very Good."

Significant Strength #1: The TRAX proposal received a significant strength for its proposed approach for critical and complex processes. TRAX's efficient and effective approach demonstrates an understanding of the critical and complex features of flight processes and facilities and ensures that the necessary requirements flow to all functions necessary to support these operations.

Strength #1: The TRAX proposal received a strength in the area of Project Logistics for its approach to organizing and implementing logistics operations through the focused integration of information management, engineering, transportation, and warehousing to achieve effective and technically sound logistics solutions. ***Strength #2:*** The TRAX proposal received a strength for its approach to Supply that demonstrated a thorough understanding of the complexities and interdependencies of the various functions and that provided detailed descriptions and process flows.

For **Subfactor C, Small Business Utilization**, the TRAX proposal received zero (0) significant strengths, one (1) strength, zero (0) weaknesses, zero (0) significant weaknesses, and, zero (0) deficiencies for a Subfactor C rating of "Good."

Strength #1: The TRAX proposal received a strength for its teaming agreements with proposed small business subcontractors as well as for subcontracting some of its "High Technology" work to small businesses.

TAI:

For **Subfactor A, Management Approach**, the TAI proposal received zero (0) significant strengths, zero (0) strengths, three (3) weaknesses, one (1) significant weakness, and zero (0) deficiencies for a Subfactor A rating of "Fair."

Weakness #1: The TAI proposal received a weakness for the listing of its top five programmatic risks that did not demonstrate an understanding of the critical processes or the implementation challenges on the contract. *Weakness #2:* The TAI proposal received a weakness for its proposed QMP that is not comprehensive or effective in ensuring quality management principles are implemented during the contract. The Quality Assurance (QA) process examples are not complete and do not provide sufficient information to evaluate effectiveness. *Weakness #3:* TAI received a weakness for proposing a Safety and Health Plan that had omissions and demonstrates an unfamiliarity with specific job hazards, applicable NASA regulations, and a lack of equipment and facilities maintenance procedures.

Significant Weakness #1: The TAI proposal received a significant weakness for proposing a significant level of improper staffing for multiple SOW areas. BOE details and sufficient details in the technical approach are not provided in most cases. The proposal failed to substantiate the reduction in the amount of WYs required to perform the work.

For **Subfactor B, Technical Approach**, the TAI proposal received zero (0) significant strengths, one (1) strength, zero (0) weaknesses, two (2) significant weaknesses, and zero (0) deficiencies for a Subfactor B rating of "Fair."

Strength #1: The TAI proposal received a strength for Information Systems management which provides a structured solution for information systems development, implementation, and sustaining support. The proposed approach minimizes risk and enhances the potential for successful contract performance by providing a disciplined and consistent methodology in the information systems area.

Significant Weakness #1: The TAI proposal received a significant weakness for not demonstrating sufficient understanding of the critical and complex processes. In particular, TAI provides general statements with little detail of the processes that govern the purchase and receipt of EEE parts and inadequate handling requirements are presented. Overall, there was insufficient information on the TAI approach to the facilities, equipment, and processes.

Significant Weakness #2: The TAI proposal does not present an effective, complete and adequate approach to meeting the SOW requirements. Numerous areas of the Technical Approach are restatements or paraphrases of the SOW requirements without specific process details describing their approach to meeting those requirements. The overall proposal is also not sufficiently specific or detailed to demonstrate understanding and ability to meet the SOW requirements.

For **Subfactor C, Small Business Utilization**, the TAI proposal had zero (0) significant strengths, zero (0) strengths, one (1) weakness, one (1) significant weakness, and zero (0) deficiencies for a Subfactor C rating of “Fair.”

Weakness #1: TAI has not provided any evidence to suggest that any of the work performed by the small businesses is considered to be “high technology” work. Furthermore, no teaming agreement or letter of commitment was proposed to show an enforceable commitment from their subcontractor team.

Significant Weakness #1: Although TAI proposed an overall small business subcontracting goal higher than the Government recommended goal for the total small business concerns, the proposed goal is only based on labor dollars rather than total cost. The overall subcontracting goal calculates to a much lower percentage based on the total proposed cost found in the cost volume.

SBAR:

For **Subfactor A, Management Approach**, the SBAR proposal received zero (0) significant strengths, zero (0) strengths, two (2) weaknesses, two (2) significant weaknesses, and zero (0) deficiencies for a Subfactor A rating of “Fair.”

Weakness #1: SBAR received a weakness for its proposed process for tracking service requests and work activities. General statements were mostly provided without providing specific details. There are insufficient details to provide confidence that the system will meet requirements.

Weakness#2: The SBAR proposal received a weakness for the listing of its top five programmatic risks. The risks identified do not demonstrate an understanding of the critical processes or the implementation challenges on the contract.

Significant Weakness #1: The SBAR proposal received a significant weakness for the significant level of improper staffing that was proposed for multiple SOW areas. The BOE for some areas made inappropriate assumptions or did not use the appropriate workload data. In addition, there were insufficient details in several areas of the Technical Approach (Subfactor B) of the proposal concerning how the SOW requirements would be accomplished to substantiate a reduction in the amount of WYs required to perform the work.

Significant Weakness #2: The SBAR proposal received a significant weakness for proposing a Safety and Health Plan that had many omissions, several of which significantly increase the risk of work stoppage, incidents, and work delays. The plan does not include a programmatic approach addressing NASA safety program expectations as required in the RFP.

For **Subfactor B, Technical Approach**, the SBAR proposal received zero (0) significant strengths, zero (0) strengths, seven (7) weaknesses, zero (0) significant weaknesses, and zero (0) deficiencies for a Subfactor B rating of “Fair.”

The SBAR proposal received 7 weaknesses. *Weakness #1:* SBAR does not identify the centralized support provided by Greenbelt to Wallops and NASA HQ in multiple SOW areas. *Weakness #2:* SBAR does not demonstrate sufficient understanding of the special handling and storage processes necessary for sensitive and critical flight hardware. *Weakness #3:* The technical approach for Information Systems does not demonstrate an understanding of the SOW requirement and the complexities associated with this requirement. *Weakness #4:* SBAR does not demonstrate a thorough understanding of the SOW requirements and complexities associated with Project Logistics, primarily in Packing & Crating and Export Control. *Weakness #5:* The proposed technical approach for transportation did not demonstrate an adequate understanding of the SOW requirements in some areas including vehicle dispatch and special moves. *Weakness #6:* SBAR does not demonstrate sufficient understanding of the equipment management program. SBAR addresses the technical approach by listing several NASA and Federal Property Regulations while not explaining how their processes are used to complete these tasks. *Weakness #7:* The technical approach for mail services, general multimedia design services, imaging graphics and technical services, and facilities scheduling does not demonstrate an adequate understanding of the SOW requirements.

For **Subfactor C, Small Business Utilization**, the SBAR proposal had zero (0) significant strengths, one (0) strengths, zero (0) weaknesses, zero (0) significant weaknesses, and zero (0) deficiencies for a Subfactor C rating of "Good."

Cost Factor

The following table summarizes the proposal evaluation for the Cost Factor:

| Offeror | Proposed Cost | Probable Cost |
|----------------|----------------------|----------------------|
| URS | 2nd Highest | 3rd Highest |
| IAP | 3rd Highest | Highest |
| TRAX | Highest | 2nd Lowest |
| TAI | Lowest | Lowest |
| SBAR | 2nd Lowest | 2nd Highest |

For both the proposed and probable costs, there was an approximate range of 5-7 percent between the lowest and highest Offerors.

URS

The SEB made adjustments to the URS proposal which increased the proposed cost. The SEB adjusted labor hours for the Base Period and Option Years based on the Mission Suitability Staffing Finding.

IAP

The SEB made adjustments to the IAP proposal which increased the proposed cost. The SEB adjusted labor hours for the Base Period and Option Years based on the Mission Suitability Staffing Finding.

TRAX

No adjustments were made to the TRAX proposal.

TAI

The SEB made adjustments to the TAI proposal which increased the proposed cost. The SEB adjusted labor hours for the Base Period and Option Years based on the Mission Suitability Staffing Finding.

SBAR

The SEB made adjustments to the SBAR proposal which increased the proposed cost. The SEB adjusted labor hours for the Base Period and Option Years based on the Mission Suitability Staffing Finding.

Past Performance Factor

The following table summarizes the Level of Confidence ratings for each Prime Offeror's Past Performance factor. **None** of the proposed GLTI subcontractors met the definition of at least minimally relevant for past performance evaluation. (*For a significant subcontractor's* contract reference(s) to be considered at least minimally "relevant," it must meet/exceed an average annual cost/fee incurred of at least **25%** of that portion of this procurement that the subcontractor is proposed (or estimated) to perform.) The ratings are based on past performance data contained in each Offeror's past performance written narrative, customer questionnaires, and other references.

| Offeror | Past Performance (Level of Confidence) |
|----------------|---|
| URS | High |
| IAP | Moderate |
| TRAX | Very High |
| TAI | Low |
| SBAR | Low |

URS

The SEB evaluated three (3) past performance references for URS. The contract size, content, and complexity were taken into account when evaluating the overall degree of relevance for each of the three references. Depending on the specific contract reference, the degree of relevance was "High," Moderate," or "Low." The SEB determined that overall past performance relevance was **High**, which was best evidenced by the Offeror's highly relevant (or pertinent) work on the KSC ISC contract. Performance on the three contracts were Very High, High and Very High. The SEB determined the overall performance rating is **Very High**. The SEB determined that the overall confidence rating is **High**, based on High relevance and Very High performance. Based on the Offeror's performance record, there is a **High** level of confidence that the Offeror will successfully perform the required effort.

IAP

The SEB evaluated three (3) past performance references for IAP. The contract size, content, and complexity were taken into account when evaluating the overall degree of relevance for each of the three references. The degree of relevance for two of the references was "Moderate," and one was "Low." The SEB determined the overall past performance relevance (or pertinence) was **Moderate**, based on the moderate relevance of IAP's WRAMC and Ft Irwin contract references. One reference was rated "Very High" in overall performance and two were rated "High." The SEB determined the overall performance rating is **High**. The SEB determined that the overall confidence rating is **Moderate**, based on Moderate relevance and High performance. Based on the Offeror's performance record, there is a **Moderate** level of confidence that the Offeror will successfully perform the required effort.

TRAX

The SEB evaluated four (4) past performance references for TRAX. The contract size, content, and complexity were taken into account when evaluating the overall degree of relevance for each of the four references. One out of four of the TRAX references was determined to have a "Very High" degree of relevance and the remaining three were determined to have a "High" degree of relevance. The SEB determined the overall past performance relevance (or pertinence) is **Very High**, which was best evidenced by the Very High relevance of the White Sands Missile Range contract. Two out of four of the TRAX references were rated "Very High" in overall performance and the remaining two TRAX references were rated "High" in overall performance. The SEB determined the overall performance is **Very High**. The SEB determined that the overall confidence rating is **Very High**, based on Very High relevance and Very High performance. Based on the relevancy and the Offeror's performance record, there is a **Very High** level of confidence that the Offeror will successfully perform the required effort.

TAI

The SEB evaluated two (2) past performance references for TAI. The contract size, content, and complexity were taken into account when evaluating the overall degree of relevance for each of

the two references. The two TAI references were determined to have a "Low" degree of relevance. The SEB determined the overall past performance relevance (or pertinence) was **Low**. Both TAI references were rated "Very High" in overall performance. The SEB determined the overall performance rating is **Very High**. The SEB determined there is a **Low** level of confidence that the Offeror will successfully perform the required effort. While the contractor had very high performance references, the references were of **Low** relevance (primarily due to small size) to the GLTI contract, lowering the SEB's confidence in the Offeror's ability to successfully accomplish the work of a contract the size, content, and complexity of the GLTI effort. Based on the Offeror's performance record, there is a **Low** level of confidence that the Offeror will successfully perform the required effort.

SBAR

The SEB evaluated two (2) past performance references for SBAR. The contract size, content, and complexity were taken into account when evaluating the overall degree of relevance for each of the two references. The two SBAR references were determined to have a "Low" degree of relevance. The SEB determined the overall past performance relevance (or pertinence) was **Low**. Both SBAR references were rated "Very High" in overall performance. The SEB determined there is a **Low** level of confidence that the Offeror will successfully perform the required effort. While the contractor had very high performance references, the references were of **Low** relevance (primarily due to small size) to the GLTI contract, lowering the SEB's confidence in the Offeror's ability to successfully accomplish the work of a contract the size, content, and complexity of the GLTI effort. Based on the Offeror's performance record, there is a **Low** level of confidence that the Offeror will successfully perform the required effort.

Source Selection Decision

I have thoroughly reviewed the SEB's May 2, 2012 presentation. During the presentation, I carefully considered the detailed findings presented by the SEB. I noted that the SEB presentation supported each finding with extensive details that were consistent with the evaluation criteria as specified in the RFP. In addition to reading the findings and supporting details, I solicited and considered the views of all of the attendees from the presentation, including key senior officials from GSFC. These key senior officials have responsibility related to this acquisition and provided input on the application of the evaluation factors as defined in the RFP.

In determining which proposal offered the best value to NASA, I referred to the relative order of importance of the three evaluation factors as specified in the RFP:

"Mission Suitability and Past Performance, when combined, are significantly more important than Cost. As Individual factors, Mission Suitability is more important than Cost which is slightly more important than Past Performance."

My selection was based on a comparative assessment of each proposal against the source selection factors.

Overall, I determined the findings presented by the SEB, as documented in the Mission Suitability, Cost, and Past Performance Report, to be reasonable and valid for purposes of making a selection decision. The evaluation presented by the SEB provided a clear understanding of the differences in the Mission Suitability factor, the Cost Evaluation factor, and the Past Performance factor between the proposals of all Offerors.

The SEB's overall evaluation of the proposals under the Mission Suitability factor resulted in TRAX offering the most highly rated proposal with a significantly higher Mission Suitability score than all the other Offerors, including URS, which had the second highest Mission Suitability score. URS' score was in turn substantially higher than IAP, which had the third highest Mission Suitability score. Finally, TAI and SBAR's scores were substantially lower than IAP and had the two lowest Mission Suitability scores. I found the adjectival ratings and relative score differences were justified by the content of the numerous significant strengths received by TRAX, and one significant strength received by URS, while IAP, TAI and SBAR did not receive any significant strengths. Additionally, TRAX and URS had no significant weaknesses whereas IAP, TAI and SBAR received significant weaknesses.

Comparing the proposals under Mission Suitability, Subfactor A, Management Approach, the TRAX proposal clearly distinguished itself. It was the only Offeror to receive an "Excellent" adjectival rating under Subfactor A. TRAX received four (4) significant strengths and no weaknesses in this Subfactor. First, TRAX proposed a detailed and comprehensive Quality Management Plan containing numerous elements that will help ensure that performance standards are achieved. Second, TRAX's approach to addressing programmatic risks was extremely thorough demonstrating a very high level of understanding for the risks that could impact contract performance. TRAX also offered highly effective mitigation strategies for a broad range of risks. Third, TRAX's staffing plan and approach to addressing the fluctuating work environment were impressive and comprehensive, particularly with respect to handling surges in staffing and subcontractor selection. Fourth, TRAX's phase-in plan was comprehensive, demonstrated a full understanding of the complexities of transition, and thoroughly addressed the risks, and risk mitigations, to help ensure a successful transition.

In contrast, the URS proposal received a rating of "Good" for Subfactor A, with zero significant strengths, three strengths, and two weaknesses. IAP, TAI, and SBAR all received a rating of "Fair", with each of them receiving no significant strengths and one or more significant weaknesses in this Subfactor.

Comparing the proposals under Mission Suitability, Subfactor B, TRAX received an adjectival rating of "Very Good" and was the only Offeror to receive a significant strength and no weaknesses in this Subfactor. TRAX's significant strength was associated with their thorough, efficient, and effective approach and understanding of critical and complex areas.

The URS and IAP proposals received a rating of “Good” for Subfactor B, while the TAI and SBAR proposals received a “Fair” rating for this subfactor. None of these proposals received a significant strength for this Subfactor and all of them received one or more weaknesses.

Comparing the proposals under Mission Suitability, Subfactor C, the URS proposal distinguished itself by receiving a “Very Good” adjectival rating with one significant strength for exceeding the overall small business subcontracting goal and exceeding the goals for various small business subcategories, whereas IAP, TRAX and SBAR all received “Good” adjectival ratings. TAI received a “Fair” adjectival rating with one significant weakness.

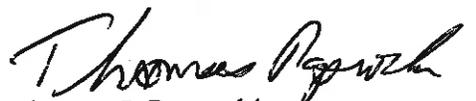
After a detailed review, I concluded that the ratings and scores assigned to each of the proposals under each of the Subfactors was an accurate reflection of the SEB’s underlying findings. I concluded that TRAX offered the superior technical proposal by a significant margin. The advantages offered by TRAX’s proposal in Subfactors A and B significantly outweighed URS’s advantage in Subfactor C, the lowest weighted subfactor.

For the Cost factor, after probable cost adjustments were made, TAI had the lowest probable cost and IAP had the highest probable cost. With the exception of TAI, which offered a moderately lower probable cost, and IAP which offered a slightly higher probable cost, the 3 other Offerors’ probable costs were substantially similar. I considered TAI’s lower probable cost but concluded that the savings were insufficient to distinguish TAI’s proposal given TAI’s substantially lower-rated technical proposal, considering that Mission Suitability is more important than Cost. Given the significant differences in the Mission Suitability ratings and the relatively insignificant differences in cost offered by the more highly rated technical proposals (URS and TRAX), the cost factor did not end up being a discriminator in distinguishing the two highest rated technical proposals from one another.

In Past Performance, TRAX was rated “Very High” followed by URS with “High,” IAP was rated “Moderate” and both TAI and SBAR were rated “Low.” The primary difference between Offerors was the level of relevance of their past contract references because the performance by all Offerors on past efforts was high to very high overall.

In summary, the TRAX proposal clearly distinguished itself under the most important factor, Mission Suitability. TRAX received five Significant Strengths in Mission Suitability in the two most heavily weighted Subfactors, while URS received one Significant Strength in the least heavily weighted Subfactor. In contrast, the IAP, TAI and SBAR proposals had no Significant Strengths under Mission Suitability and each had one or more Significant Weaknesses. TRAX’s superior Mission Suitability benefits more than outweigh the probable cost savings offered by TAI. Based on the above, I conclude TRAX’s proposal offers the best value to the Government as it provides a significantly superior Mission Suitability proposal, a “Very High” past performance rating, and the second-lowest probable cost.

Therefore, I select TRAX for award of the Goddard Logistics and Technical Information (GLTI) Contract.


Thomas J. Paprocki
Director of Management Operations

5/23/12
Date