

## **SOURCE SELECTION STATEMENT**

### **National Aeronautics and Space Administration (NASA) Langley Research Center Security Contract Request For Proposal (RFP): NNL11367582R**

On October 26, 2011, I, as the designated Source Selection Authority (SSA) for the subject acquisition, met with the Source Evaluation Team (SET) appointed to evaluate proposals for the LaRC Security Contract (LSC).

#### **Procurement History**

The NASA Langley Research Center Security Contract will provide security services for NASA Langley Research Center (LaRC) and NASA resources on the adjacent Langley Air Force Base (LAFB), located in Hampton, Virginia. Work requirement encompasses the broad scope of execution and enforcement of the security functions for security services, law enforcement, and security system operations and maintenance.

Market research was conducted in order to determine the existing small business capabilities and assess how well they compare with LaRC requirements. A sources-sought synopsis was issued on December 14, 2010 seeking capability statements from potential sources under security NAICS code 561612 (\$18.5 million size standard). Based on the responses received, the Contracting Officer determined, with the concurrence of the Small Business Administration (SBA), that an adequate number of 8(a) concerns existed to allow the LaRC contract to be conducted as a SBA 8(a) set aside with a NAICS code of 561612, with a single award contemplated.

The Source Selection Authority (SSA) appointed the LaRC SET on February 3, 2011 for the purpose of evaluating proposals received in response to the solicitation. A Procurement Strategy Meeting (PSM) was held on February 10, 2011 at Langley Research Center with a follow-up meeting on February 16, 2011 and the procurement strategy was subsequently approved. A Draft Request for Proposal (DRFP) was issued on June 2, 2011 that requested comments and input from industry. A Pre-Solicitation Conference was conducted on June 15, 2011.

The final RFP was released on July 1, 2011, which contemplated the award of a fixed price contract with a potential period of performance of five years (base plus options). The contemplated contract includes an Indefinite Delivery/Indefinite Quantity component and the use of the Government's Purchase Card to allow for the issuance of fixed priced task orders for additional services within the general scope of the contract. Three amendments to the RFP were issued to respond to questions received and to make minor corrections.

Timely proposals were received on or before the due date of August 2, 2011 from the following four Offerors (listed in alphabetical order):

- Alutiq Diversified Services, LLC
  - Major Subcontractor - Wackenhut Services, Inc. (WSI)
- MindFinders Inc – Culpepper & Associates Security Services Joint Venture (MFI-CASS)
- Security Support Services, LLC (S<sup>3</sup>) Joint Venture (Quality Investigations Inc. and Coastal International Security, Inc.)
  - Major Subcontractors - Excalibur Associates  
Johnson Controls
- The Whitestone Group, Inc.
  - Major Subcontractor - SecTek, Inc.

### **Evaluation Factors and Process**

This best value source selection was conducted in accordance with Federal Acquisition Regulation (FAR) and NASA FAR Supplement (NFS) Part 15. Following a review for unacceptable proposals, remaining technical proposals were evaluated for technical acceptability based on the “Technical Considerations” set forth in the RFP. Past performance and price factors were evaluated in accordance with the RFP. A competitive range determination was made, discussions held, and Final Proposal Revisions (FPRs) were received and evaluated. The evaluation was performed in accordance with the evaluation factors and instructions set forth in the solicitation.

Initially, all voting members reviewed each proposal in sufficient depth to identify any proposals that were unacceptable in accordance with NFS 1815.305-70, Identification of Unacceptable Proposals. All proposals, except MFI-CASS, were found to warrant a full evaluation. MFI-CASS was eliminated on August 17, 2011 as unacceptable in accordance with 1815.305-70(a)(1) & (3), was properly notified, and no further evaluation was performed.

The SET then reviewed, in depth, each remaining proposal. Any “Exchanges” with Offerors after receipt of offers was conducted strictly in accordance with FAR/NFS 15.306.

Evaluation of Technical Proposals (Technical Considerations): The SET members performed a detailed individual review of each Offeror’s Technical Proposal against the Technical Acceptability requirements defined in the RFP to ensure the Offeror could satisfy certain minimum requirements. Technical evaluators rated the proposals as “acceptable,” “reasonably susceptible of being made acceptable,” or “not acceptable.” This process was strictly followed throughout the evaluation process. After completion of discussions with the three Offerors in the competitive range, all Offerors’ Technical Proposals were rated by the SET as “Acceptable” based on the Technical Considerations set forth in the solicitation.

Factor 1 – Past Performance: Under the Past Performance factor the SET evaluated each Offeror’s recent and relevant performance of work similar in size, content, and complexity to the requirements of the LSC. The Government considered the degree of similarity in size (in dollars

per year), work content, and complexity to the requirements in this solicitation, as well as the recency, and duration of the past performance with more recent and/or longer duration work being considered more pertinent. This evaluation included past performance of major subcontractors. The RFP stated that each of the adjective ratings below has a "performance" component and a "pertinence" component to arrive at a particular confidence rating. The SET used its own collective judgment to develop evaluation findings. The SET met and discussed all of the past performance findings of the individual voting members. The SET then developed consensus finding for the past performance factor and arrived at a consensus level of confidence rating for each Offeror as follows:

In accordance with NFS 1815.305(a)(2) past performance shall be evaluated for each Offeror using the following levels of confidence ratings:	
Very High Level of Confidence	The Offeror's relevant past performance is of exceptional merit and is very highly pertinent to this acquisition; indicating exemplary performance in a timely, efficient, and economical manner; very minor (if any) problems with no adverse effect on overall performance. Based on the Offeror's performance record, there is a very high level of confidence that the Offeror will successfully perform the required effort.
High Level of Confidence	The Offeror's relevant past performance is highly pertinent to this acquisition; demonstrating very effective performance that would be fully responsive to contract requirements with contract requirements accomplished in a timely, efficient, and economical manner for the most part with only minor problems with little identifiable effect on overall performance. Based on the Offeror's performance record, there is a high level of confidence that the Offeror will successfully perform the required effort.
Moderate Level of Confidence	The Offeror's relevant past performance is pertinent to this acquisition, and it demonstrates effective performance; fully responsive to contract requirements; reportable problems, but with little identifiable effect on overall performance. Based on the Offeror's performance record, there is a moderate level of confidence that the Offeror will successfully perform the required effort.
Low Level of Confidence	The Offeror's relevant past performance is at least somewhat pertinent to this acquisition, and it meets or slightly exceeds minimum acceptable standards; adequate results; reportable problems with identifiable, but not substantial, effects on overall performance. Based on the Offeror's performance record, there is a low level of confidence that the Offeror will successfully perform the required effort. Changes to the Offeror's existing processes may be necessary in order to achieve contract requirements.
Very Low Level of Confidence	The Offeror's relevant past performance does not meet minimum acceptable standards in one or more areas; remedial action required in one or more areas; problems in one or more areas which, adversely affect overall performance. Based on the Offeror's performance record, there is a very low level of confidence that the Offeror will successfully perform the required effort.
Neutral	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 may not be evaluated favorably or unfavorably on past performance [see FAR 15.305(a) (2) (ii) and (iv)].

Factor 2 - Price: The evaluation of the price factor was conducted in accordance with the RFP. In particular, the Government performed a price analysis (FAR 15.404-1(b)) that included comparison of proposed prices received in response to the solicitation; comparison of proposed prices with the Independent Government Cost Estimate (IGCE), and analysis of the pricing information provided by the Offeror. The price analysis documented the reasonableness of the proposed Total Overall Evaluated Price (TOEP). The TOEP is the amount proposed in Part I, Section B.4, Pricing Schedule, "Sum of Total Amounts – Based Plus Options." Although not included in the TOEP, the Government also evaluated the reasonableness of the Offerors proposed rates for Section B, Clause B.5 "Schedule of Pre-Priced IDIQ Services" to ensure rates were not unbalanced. The Price Proposal evaluation was not adjectivally rated or numerically scored.

Competitive Range: A Competitive Range Determination was made on September 29, 2011 that included the three remaining Offerors. The SSA was informed of the competitive range determination. Written and oral discussions were held with each Offeror during the period of September 29, 2011 through October 18, 2011. As part of the discussions, the impact of Procurement Information Circular (PIC) 11-05 was assessed. The following provides the background and resolution.

Following proposal receipt, NASA PIC 11-05 dated August 19, 2011 was issued and applied to contracts that were not awarded as of the date of PIC 11-05. In accordance with FAR 15.206(e) the Contracting Officer, in consultation with the Office of Chief Counsel and SET, notified Offerors in the competitive range of the realignment of the period of performance (POP) to comply with the PIC. The realignment of the POP did not impact the overall potential POP of five (5) years, to include the anticipated start and end dates. The realignment revised the base period to end September 30, 2012 (9 months vs 12 months), Options 1 – 4 remained 12 months to coincide with the fiscal year, and Option 5 was added for the remaining 3 months of the potential 5-year contract. It was the judgment of the Contracting Officer, with the advice of the OCC advisor and SET, that the revised breakout of the 5-year POP did not require an amendment to the RFP as the date for proposal receipt had passed and as it could be handled through discussions with Offerors and the submission of FPRs. It was anticipated that the change would have no impact to the Offerors' TOEP, which was confirmed in the FPRs.

The realigned POP had no impact on the competitive range determination because all Offerors, other than MFI-CASS which was eliminated from the competition earlier, remained in the competitive range. All Offerors were notified of the realigned POP during discussions and were required to restructure their price proposals accordingly.

Discussions were concluded on October 18, 2011 and Offerors were afforded an opportunity to submit FPRs. FPRs were received from all Offerors on or before the due date of October 21, 2011. The results of discussions and the FPRs were considered in the SET's final evaluation completed on October 24, 2011.

The SET reported its findings to the SSA on October 26, 2011.

### Evaluation Findings

The following is a summary of the results of the SET evaluation:

Offeror	Past Performance Level of Confidence	*Total Overall Evaluated Price
Alutiiq	VHLC	\$15,275,672
S <sup>3</sup>	HLC	\$16,793,579
Whitestone	HLC	\$14,343,272
Government Estimate		\$17M
*Includes CLIN 0002, Task Order/IDIQ Support, Maximum Value of \$2M		

#### Factor 1 - Past Performance

The SET evaluated the Offerors' past performance in accordance with RFP Section M.4(a) of the RFP and a confidence rating was assigned in accordance with NFS 1815.305. Set forth below is a summary of the Past Performance confidence ratings and findings for the three evaluated Offerors:

Offeror	Pertinence Rating	Performance Rating	Level of Confidence
Alutiiq	Very Highly Pertinent	Exceptional	VHLC
S <sup>3</sup>	Very Highly Pertinent	Very Effective	HLC
Whitestone	Very Highly Pertinent	Very Effective	HLC

All three Offerors received pertinence ratings of "Very Highly Pertinent." For the performance component, Alutiiq received the highest rating of "Exceptional" while S<sup>3</sup> and Whitestone both received "Very Effective." For the overall past performance confidence rating, Alutiiq received the highest rating of "Very High Level of Confidence" and S<sup>3</sup> and Whitestone both received ratings of "High Level of Confidence."

#### Alutiiq:

The SET determined that there is a "Very High Level of Confidence" that Alutiiq would be able to successfully perform the requirements of the LSC based on its past performance and that of its major subcontractor. The SET determined that the Alutiiq team demonstrated exceptional performance on contracts that were overall very highly pertinent in terms of size, content and

complexity to the LSC based on performance at Department of Homeland Security, U.S. Army, NASA Kennedy Space Center, and Department of Energy. The Alutiiq team received an exceptional performance rating based on ratings that ranged from very effective to exceptional, with no overall rating lower than very effective. The SET determined the relevant experience to be recent and overall of a meaningful duration to judge performance. The SET's assessment also considered feedback from past performance questionnaires, the NASA Past Performance Database, and Contractor Performance Assessment Reporting System (CPARS) reports. Positive comments from customers were noted and no persistent or recurring problems were evident. The SET assigned an overall pertinence rating of Very Highly Pertinent based on the preponderance of very highly pertinent ratings that the Alutiiq team received for its work in the PWS elements relevant to the LSC.

The following is a summary of the SET's ratings of Alutiiq's past performance factor.

<b>Offeror</b>	<b>Pertinence Rating</b>	<b>Performance Rating</b>	<b>Level of Confidence</b>
Alutiiq	Very Highly Pertinent	Exceptional	VHLC

S<sup>3</sup>:

The SET determined that there is a "High Level of Confidence" that S<sup>3</sup> would be able to successfully perform the requirements of the LSC based on its past performance and that of its major subcontractors. The SET determined that the S<sup>3</sup> team demonstrated very effective performance on contracts that were overall very highly pertinent in terms of size, content and complexity to the LSC based on performance at Department of Energy, Department of Interior, Drug Enforcement Agency, NASA Marshall Space Flight Center, Keesler AFB, and other commercial customers. The S<sup>3</sup> team received a very effective performance rating based on ratings that ranged from effective to exceptional. The SET determined the relevant experience to be recent and overall of a meaningful duration to judge performance. The SET's assessment also considered feedback from past performance questionnaires, the NASA Past Performance Database, and CPARS reports. Positive comments from customers were noted and no persistent or recurring problems were evident. The SET assigned an overall pertinence rating of Very Highly Pertinent based on the preponderance of very highly pertinent ratings that the S<sup>3</sup> team received for its work in the PWS elements relevant to the LSC.

The following is a summary of the SET ratings of S<sup>3</sup>'s past performance factor.

<b>Offeror</b>	<b>Pertinence Rating</b>	<b>Performance Rating</b>	<b>Level of Confidence</b>
S <sup>3</sup>	Very Highly Pertinent	Very Effective	HLC

Whitestone:

The SET determined that there is a “High Level of Confidence” that Whitestone would be able to successfully perform the requirements of the LSC based on its past performance and that of its major subcontractor. The SET determined that the Whitestone team demonstrated very effective performance on contracts that were overall very highly pertinent in terms of size, content and complexity to the LSC based on performance at Department of Energy, Social Security Administration, Department of Transportation, NASA Goddard Space Flight Center, and NASA Ames Research Center. The Whitestone team received a very effective performance rating based on ratings that ranged from effective to exceptional. The SET determined the relevant experience to be recent and overall of a meaningful duration to judge performance. The SET’s assessment also considered feedback from past performance questionnaires, the NASA Past Performance Database, and CPARS reports. Positive comments from customers were noted and no persistent or recurring problems were evident. The SET assigned an overall pertinence rating of Very Highly Pertinent based on the preponderance of very highly pertinent ratings that the Whitestone team received for its work in the PWS elements relevant to the LSC. The following is a summary of the SET ratings of Whitestone’s past performance factor.

<b>Offeror</b>	<b>Pertinence Rating</b>	<b>Performance Rating</b>	<b>Level of Confidence</b>
Whitestone	Very Highly Pertinent	Very Effective	HLC

**Factor 2 - Price**

The SET and Cost/Price Analyst performed an analysis of the price proposals to assess reasonableness and to determine whether the Offeror’s proposal was realistic for the work to be performed and reflected a clear understanding of the LSC requirements. Offerors’ price proposals were evaluated in accordance with RFP Section M.4(b), Factor 2-Price, of the RFP. A summary of the TOEP after submission of FPRs is shown in the table below along with the IGCE:

Offeror	Total Overall Evaluated Price
Alutiiq	\$15,275,672
S <sup>3</sup>	\$16,793,579
Whitestone	\$14,343,272
Government Estimate	\$17M

Based on the analysis and in accordance with FAR 15.402, the Contracting Officer has determined that the Offerors proposed prices are fair and reasonable based on the spread from the highest proposed price to the lowest proposed price, comparison of the proposed prices to the IGCE, the Cost/Price Analysis Report from the LaRC Office of Procurement (OP) Cost/Price Analyst, the SET evaluation, and the fact that adequate price competition was obtained. There was a \$2,450,307 difference between the highest priced Offeror and the lowest priced Offeror. Whitestone had the lowest price, with Alutiiq next with the second lowest price, and S<sup>3</sup> with the highest price.

Alutiiq:

Alutiiq's proposed price of \$15,275,672 was lower than the IGCE. The SET found the price proposal to be realistic for the work to be performed, reflected a clear understanding of the LSC requirements, and was consistent with the various elements of the technical proposal. No instance of unbalanced pricing was found in the price proposal and it was found to be fair and reasonable. Alutiiq had the second lowest TOEP among the three Offerors.

S<sup>3</sup>:

S<sup>3</sup>'s proposed price of \$16,793,579 was slightly lower than the IGCE. The SET found the price proposal to be realistic for the work to be performed, reflected a clear understanding of the LSC requirements, and was consistent with the various elements of the technical proposal. No instance of unbalanced pricing was found in the price proposal and it was found to be fair and reasonable. S<sup>3</sup> had the highest TOEP among the three Offerors.

Whitestone:

Whitestone's proposed price of \$14,343,272 was lower than the IGCE. The SET found the price proposal to be realistic for the work to be performed, reflected a clear understanding of the LSC requirements, and was consistent with the various elements of the technical proposal. No instance of unbalanced pricing was found in the price proposal, and it was found to be fair and reasonable. Whitestone had the lowest TOEP among the three Offerors.

### **BASIS FOR SELECTION**

The SET presented its findings to me on October 26, 2011 and I am convinced that the SET conducted a thorough, fair, and objective evaluation of all proposals in accordance with the established evaluation criteria in the RFP. I asked questions about specific aspects of the price and the past performance evaluations in order to enhance my understanding. After all questions were answered, I fully understood the SET's findings.

I comparatively assessed the proposals against the evaluation factors in the RFP. I also considered past performance and price factors are of essentially equal importance in the selection of the Offeror that can perform the contract in a manner most advantageous to the Government.

Starting with S<sup>3</sup>, I noted that S<sup>3</sup> was the highest priced Offeror and received a lower past performance confidence rating compared to Alutiiq who was the second lowest priced Offeror. S<sup>3</sup>'s past performance confidence rating was equal to Whitestone who was the lowest priced Offeror. Considering that other competing Offerors had lower prices at equal or higher past performance confidence ratings, I determined that S<sup>3</sup> could not represent the best value for award and therefore, I did not continue with the comparative analysis of S<sup>3</sup>'s proposal.

My integrated assessment continued with Alutiiq and Whitestone. Alutiiq received a superior past performance confidence rating of "Very High Level of Confidence" compared to Whitestone rating of "High Level of Confidence." I noted in my comparative analysis of Alutiiq and Whitestone's past performance proposals that both Offerors were rated overall as very highly pertinent to the LSC. Therefore, there was essentially no difference of the two Offerors related to this component of the confidence rating. In regard to the performance component of the contracts, Alutiiq had a higher rating of exceptional compared to Whitestone's very effective rating. Both Offerors received highly positive comments in past performance references.

I noted that Alutiiq's superior rating for the past performance confidence factor has benefit to the Government due to the higher degree of confidence of successful performance compared to Whitestone.

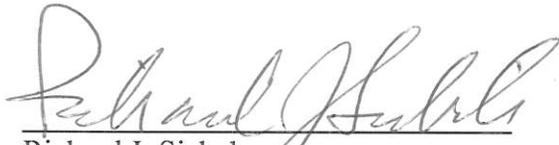
In my comparison I noted that per the RFP, the past performance factor ratings were derived from the SET's rating of a pertinence and performance component to arrive at an overall confidence rating. As specifically noted by the SET, Whitestone and Alutiiq both performed contracts very highly pertinent to the LSC with Alutiiq receiving an overall exceptional performance rating compared to Whitestone's overall very effective performance rating. For the overall past performance factor rating, Alutiiq received a "Very High Level of Confidence" and Whitestone received a "High Level of Confidence." The difference in Alutiiq's higher rated performance component is the reason for Alutiiq's higher confidence rating.

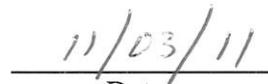
Regarding Factor 2, Price, all Offerors' price proposals were determined to be fair and reasonable. Whitestone provided the lowest TOEP. Whitestone's price of \$14,343,272 was \$932,400 lower than Alutiiq's price of \$15,275,672.

### **SOURCE SELECTION DECISION**

As Source Selection Authority I fully understand and agree with the overall findings of the SET and relied on their findings in making my decision. In conclusion, Whitestone's proposal provides the greater benefit to the Agency based on my assessment against the specified evaluation criteria. First, Whitestone's \$932,400 lower price compared to Alutiiq's price is a considerable savings that is beneficial to the Center. In addition, I have high confidence in Whitestone's ability to perform the LSC effort based upon the past performance record. Whitestone's considerably lower price more than outweighs any superior aspects of Alutiiq's past performance. I found that the difference in Alutiiq's higher performance rating of exceptional compared to Whitestone's very effective does not offset the benefit of the considerable cost savings of Whitestone's proposal. Said another way, it is my conclusion that

there is not enough of a difference between Alutiiq's and Whitestone's past performance ratings to warrant the additional cost. I do not believe the Government would receive benefit related to this difference in past performance in excess of the cost savings. Therefore, based on my assessment of the proposals against the specified evaluation criteria, it is my decision that Whitestone's proposal offers the best overall value to the government, by its proposal with a considerably lower price and performance that demonstrates very effective performance, fully responsive to contract requirements with contract requirements accomplished in a timely, efficient, and economical manner. I hereby select The Whitestone Group, Inc. for award.

  
Richard J. Siebels  
Source Selection Authority

  
Date