

**SELECTION STATEMENT  
FOR  
WALLOPS INSTITUTIONAL CONSOLIDATED CONTRACT (WICC II)  
REQUEST FOR PROPOSALS (RFP) NNG12367416R**

On December 5, 2013, I along with senior officials from the National Aeronautics and Space Administration (NASA), Goddard Space Flight Center (GSFC) met with the Source Evaluation Board (SEB) appointed to evaluate proposals in connection with the Wallops Institutional Consolidate Contract II procurement. A full briefing of the results of the evaluation conducted by the SEB was presented to me, resulting in this source selection decision.

**PROCUREMENT DESCRIPTION**

The WICC II requirement was issued as a small business set-aside competitive procurement. The purpose of the contract is to provide a broad scope of integrated institutional and direct mission support services to NASA and multiple tenant organizations including the Department of Defense, NOAA, and the Coast Guard at NASA GSFC's Wallops Flight Facility (WFF) on the Eastern Shore of Virginia. Statement of Work (SOW) areas include:

- SOW 1 - Institutional Program Implementation and Business Management
- SOW 2 - Facilities Planning, Engineering, and Construction Management
- SOW 3 - Facilities Operations and Maintenance
- SOW 4 - Minor Construction and Mission Support
- SOW 5 - Grounds Maintenance (via NISH)
- SOW 6 - Custodial Services and Solid Waste (via NISH)
- SOW 7 - Chemical and Biological Laboratory Support
- SOW 8 - Environmental Management
- SOW 9 - Occupational Medicine
- SOW 11 - Emergency Services
- SOW 12 - Telecommunications and Engineering
- SOW 13 - Technical Facilities Support
- SOW 14 - Technical Services
- SOW 15 - Logistics

**EVALUATION PROCEDURES**

The RFP defined the evaluation factors as Mission Suitability, Cost and Past Performance. The RFP specified the relative order of importance of the evaluation factors as follows:

The combination of the Mission Suitability Factor and Past Performance Factor is significantly more important than the Cost Factor. As individual factors, the Cost Factor, Mission Suitability Factor and Past Performance Factor are all approximately equal to each other.

The RFP established that only the Mission Suitability factor would be point scored in the evaluation process. The Mission Suitability factor consisted of the following two subfactors with assigned points as indicated:

SUBFACTOR		POINTS
A	Technical Approach	400
B	Contract Management	600
<b>TOTAL</b>		<b>1000</b>

The Prime Offeror/Significant Subcontractors were allowed to propose their own labor categories as determined by its approach to the SOW requirements. A significant subcontractor was defined as a subcontract expected to be at or above \$10,000,000 of the total proposed Core Services contract value (Base and Option Periods) or a subcontractor which would be directly responsible for performance of greater than 50% of the direct labor hours for any individual SOW Work Breakdown Structure Level 3. The Prime Offerors and Significant Subcontractors provided a Basis of Estimate (BOE) to allow the Government to understand and validate the application of indirect rates and other direct costs associated with each proposal.

Regarding the Cost Factor, the RFP stated that the proposed costs would be assessed to determine reasonableness and cost realism. The RFP further stated that the evaluation would be conducted in accordance with Federal Acquisition Regulation (FAR) 15.305(a)(1) and NASA FAR Supplement (NFS) 1815.305(a)(1)(B).

The Core Base and Option periods' proposed and probable costs and fees, the Evaluated Overall IDIQ Task Order Values, Phase-in prices and any cost risks, to include cost risks associated with Attachment J-4 (Direct Labor Rates, Indirect Rates, and Fee/Profit Matrices), were presented to the Source Selection Authority (SSA).

For the Past Performance Factor, the RFP stated the past performance evaluation would be conducted in accordance with FAR Part 15. Past Performance information was evaluated to determine relevance and performance. In evaluating Past Performance, the SEB also relied on written responses received in Past Performance questionnaires, narratives on relevant past/current contracts provided by the Offerors, and the government-wide Past Performance Information Retrieval System (PPIRS) database. The Past Performance factor was not point scored, but was assigned an adjectival 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."

## PROCUREMENT HISTORY AND EVALUATION PROCESS

NASA's Source Selection Authority for this procurement appointed the SEB, which included a team of technical and business members and consultants from appropriate disciplines, to assist in proposal evaluation.

Prior to the issuance of the RFP, the SEB developed detailed evaluation criteria and the numerical scoring system for Mission Suitability as delineated above. NASA issued the RFP on August 21, 2012. Three amendments were issued to the RFP as follows: Amendment One was issued on September 25, 2013 to revise the page limitation of the past performance volume; Amendment Two was issued on October 4, 2012 to revise various RFP Attachments and again to revise the page limitation of the past performance volume; and Amendment Three was issued on October 12, 2013 to revise Sections L and M of the RFP to delete the word "risk" from Sections L.23.3 and M.4.1.

The following companies submitted proposals as Prime Offerors by October 23, 2012 (listed in the order in which they were randomly evaluated):

For Mojave Services II, Inc. (FMSII)  
WISS Joint Venture (JV) (WISS JV)  
Brady-Fluor, LLC  
Alutiiq, LLC  
Mission One Services Joint Venture (JV) (MissionOne)  
Jackson and Tull  
Yang Enterprises, Inc. (YEI)  
Wolf Creek Federal Services (WCFSD)  
LJT & Associates, Inc. (LJT)  
WIST Joint Venture (JV) (WIST JV)

The RFP indicated that "The Government intends to evaluate proposals and award contract(s) without discussions with Offerors (except clarifications as described in FAR 15.306(a))." After evaluating proposals, the Contracting Officer determined that a selection could be made on initial proposals because there was one or more Offerors that had no Mission Suitability Significant Weaknesses or Deficiencies, coupled with High or Very High Past Performance ratings and competitive and reasonable costs. I concurred with the CO's determination that a selection on initial proposals was appropriate and that establishment of a competitive range and discussions were not necessary.

## MISSION SUITABILITY EVALUATION

The table below provides the adjectival ratings assigned in each Mission Suitability subfactor and the total Mission Suitability scores after evaluating each subfactor in accordance with RFP section M.4. The ten WICC II proposals are listed in the order in which they were randomly evaluated.

<b>Offeror</b>	<b>Subfactor A- Technical Approach</b>	<b>Subfactor B- Contract Management</b>	<b>Total Score</b>
FMSII	Fair	Good	576
WISS JV	Fair	Very Good	704
Brady-Fluor	Good	Fair	510
Alutiiq	Fair	Very Good	628
MissionOne	Very Good	Good	770
Jackson and Tull	Good	Good	674
YEI	Fair	Good	540
WCFSI	Excellent	Very Good	856
LJT	Excellent	Excellent	954
WIST JV	Good	Good	656

The substance of the SEB's evaluation of Mission Suitability for each Offeror is presented below.

### **FMSII**

Under Subfactor A, FMSII received an adjectival rating of "Fair" with no significant strengths, 1 strength, 2 weaknesses, 1 significant weakness, and no deficiencies.

FMSII received a strength for its proactive approach to providing mission support and services to missions.

FMSII received a weakness for its proposed technical approach to accomplishing RTO #1, which did not adequately address requirements for obtaining necessary permits and contained an error with respect to gate removal.

FMSII received a second weakness for its proposed technical approach to accomplishing RTO #2, which did not satisfy weekly generator performance testing requirements and contained a staffing error.

FMSII received a significant weakness because its technical proposal did not adequately demonstrate an understanding of emergency services support for the WFF airfield and launch facilities. FMSII's proposal narrative did not reflect an adequate understanding of Aircraft Rescue and Firefighting requirements.

Under Subfactor B, FMSII received an adjectival rating of "Good" with no significant strengths, 7 strengths, 5 weaknesses, no significant weaknesses, and no deficiencies.

FMSII received a strength for its proposed utilization of technologies which will result in real-time work and performance efficiencies.

FMSII received a second strength for proposing an effective strategy and solution to marketing WFF capabilities and equipment to commercial interests.

FMSII received a third strength for its detailed centralized approach for managing projects and resources.

FMSII received a fourth strength for its sound Quality Assurance approach to task orders based on Mission Complexity Levels. FMSII's approach will help ensure proper surveillance and demonstrated an appreciation for varying Mission Complexity Levels.

FMSII received a fifth strength for its utilization of safety programs that reflect a robust Safety and Health management system.

FMSII received a sixth strength for its mentorship and training program which fosters the development of a management team with multiple redundant skill sets.

FMSII received a seventh strength for its sound approach to allocation of SOW 1 costs across core and IDIQ requirements.

FMSII received a weakness because its proposal failed to adequately describe a rationale for the proposed consolidated roles of the safety manager.

FMSII received a second weakness for failing to propose appropriate staffing to meet SOW 8 requirements.

FMSII received a third weakness because its proposal failed to adequately address SOW 2 staffing requirements for the scheduler planner and utility locator.

FMSII received a fourth weakness because its proposal did not adequately demonstrate the utilization of the Wallops Institutional Information Management System in multiple areas of its proposed overall management approach.

FMSII received a fifth weakness because its proposal did not provide a sufficient number of qualified firefighting personnel to adequately staff both the main base and island fire stations.

## **WISS JV**

Under Subfactor A, WISS JV received an adjectival rating of "Fair" with no significant strengths, 3 strengths, 1 weakness, 1 significant weakness, and no deficiencies.

WISS JV received a strength for a well-developed approach to managing SOW 13 work: Technical Facilities Support.

WISS JV received a second strength for demonstrating a thorough understanding of the SOW 15 requirements and for a proposed approach to integrate support and customer

service with the Greenbelt logistics contractor, enhancing overall customer service and continuity of effort.

WISS JV received a third strength for a well-developed, detailed approach to Facilities Emergency Response that provides 24/7 facility coverage.

WISS JV received a weakness for RTO #2 for an inefficient use of resources for proposing to lease assets rather than use available NASA-owned property.

WISS JV received a significant weakness for RTO #1 because the task plan did not adequately address certain transportation-related aspects of the RTO. The proposal also failed to adhere to the transportation window provided and included an inefficient staffing approach.

Under Subfactor B, WISS JV received an adjectival rating of “Very Good” with 1 significant strength, 4 strengths, 1 weakness, no significant weaknesses, and no deficiencies.

WISS JV received a significant strength for proposing a technological solution that will increase real-time communication, improve productivity, and reduce maintenance costs, and for proposed work management practice improvements that will improve the overall preventative maintenance and predictive testing and inspection programs.

WISS JV received a strength for a well-developed Phase-In Plan.

WISS JV received a second strength for proposing corporate engineering staff resources with specialized skills and talents that can be drawn upon for temporary assignments.

WISS JV received a third strength for the proposed use of estimating software to create detailed cost estimates and task order plans which will support decision-making and improve project implementation.

WISS JV received a fourth strength for a proactive subcontracting approach in SOW 2 and 3 through pre-qualification and obtaining subcontracting agreements.

WISS JV received a weakness for an inconsistent allocation of SOW 1 costs to IDIQ task orders.

### **Brady-Fluor**

Under Subfactor A, Brady-Fluor received an adjectival rating of “Good” with no significant strengths, 3 strengths, 3 weaknesses, no significant weaknesses, and no deficiencies.

Brady-Fluor received a strength for its utilization of detailed guidelines for energy efficiency and conservation in design, construction and remodeling projects and for its proposed LEED and commissioning programs.

Brady-Fluor received a second strength for its personnel strategy for IDIQ work that will enable the contractor to provide a wide spectrum of support in a consistent and effective manner.

Brady-Fluor received a third strength for its proposed use of advanced technologies for collecting surface and groundwater data.

Brady-Fluor received a weakness for not adequately explaining how it would accomplish material delivery frequency and quantity requirements associated with SOW 15.

Brady-Fluor received a second weakness for its proposed approach to accomplishing RTO #2 that did not identify all of the required samples.

Brady-Fluor received a third weakness for its proposed approach to accomplishing RTO #1 because its proposal failed to utilize the required transportation route.

Under Subfactor B, Brady-Fluor received an adjectival rating of “Fair” with no significant strengths, 5 strengths, 5 weaknesses, 1 significant weakness, and no deficiencies.

Brady-Fluor received a strength for its proposed commercialization activities which increase exposure for WFF and foster a teaming environment with outside entities.

Brady-Fluor received a second strength for its well-developed and detailed purchasing system approach.

Brady-Fluor received a third strength for its Safety and Health Plan initiatives, all of which ensure the protection of people and property in the execution of contractual requirements.

Brady-Fluor received a fourth strength for its proposed innovative staffing approach for temporary and long-term assignments.

Brady-Fluor received a fifth strength for its reach-back capability in design and construction areas.

Brady-Fluor received a weakness for multiple errors in its position qualifications/ descriptions table.

Brady-Fluor received a second weakness for a lack of clarity in its staffing chart and cost proposal for one of its proposed critical positions.

Brady-Fluor received a third weakness for SOW 11 staffing inconsistencies because its proposed estimated staffing levels for SOW 11 did not match its technical approach.

Brady-Fluor received a fourth weakness because its proposal provided inadequate staffing for the Visitor Center/Educator Resource Center in SOW 14.

Brady-Fluor received a fifth weakness for failing to adequately staff the SOW 2 GIS and surveying requirements.

Brady-Fluor received a significant weakness for inadequate staffing for SOW 3. Brady-Fluor's SOW-Structure Organization and Staffing Chart does not reference or designate crew chiefs and section supervisors, the position descriptions do not include electrical training to perform SOW 3 requirements, and the proposal includes an insufficient number of carpenters proposed to perform core SOW 3 requirements.

## **Alutiiq**

Under Subfactor A, Alutiiq received an adjectival rating of "Fair" with no significant strengths, 2 strengths, 1 weakness, 2 significant weaknesses, and no deficiencies.

Alutiiq received a strength for a detailed and well-developed approach that employs the principles of Reliability Centered Maintenance (RCM) to ensure the availability of critical facilities.

Alutiiq received a second strength for an approach to records management that increases the probability that records retention procedures will be appropriately followed.

Alutiiq received a weakness for not adequately addressing the lift requirements within RTO#1.

Alutiiq received a significant weakness for failing to demonstrate an effective approach to RTO#2 in several areas: assignment of overall responsibility to the SOW 4 Construction Manager; failure to manually check dampers; lack of coordination with the Environmental Management Division; failure to adequately account for SOW 11 staffing; and using an incorrect launch window.

Alutiiq received a second significant weakness for failing to provide an adequate technical approach or response for any of the SOW 3 IDIQ requirements, which could lead to facility system failures impacting WFF missions.

Under Subfactor B, Alutiiq received an adjectival rating of "Very Good" with 1 significant strength, 6 strengths, 6 weaknesses, no significant weaknesses, and no deficiencies.

Alutiiq received a significant strength for proposing multiple innovations in SOW 3, including a technological innovation that will enhance the automation of maintenance scheduling and reporting and improve employee resourcefulness and effectiveness, and for a proposed solution that will enable craftsman and technicians on Wallops Island to make more efficient use of their time.

Alutiiq received a strength for a well-developed Quality Assurance plan that uses a software package that will enhance the Government's ability to monitor and track performance and work quality.

Alutiiq received a second strength for the proposed approaches to achieving each of the four contract goals in such a way that will increase employee effectiveness, reduce downtime, and reduce environmental impacts.

Alutiiq received a third strength for a well-defined approach to managing NISH AbilityOne subcontracts.

Alutiiq received a fourth strength for their sound, well-developed approach for distributing SOW 1 costs across core and IDIQ requirements.

Alutiiq received a fifth strength for a detailed and well-structured subcontracting approach that will help ensure adequate oversight and attention to quality.

Alutiiq received a sixth strength for the proposed industry certification for Task Order Managers for construction services work.

Alutiiq received a weakness for failing to adequately address the hazardous waste permitting process under its Safety and Health Plan.

Alutiiq received a second weakness for inconsistencies between the Prime and Significant Subcontractor staffing.

Alutiiq received a third weakness for failing to adequately address an approach for planning for and managing labor strikes.

Alutiiq received a fourth weakness for an inadequate staffing approach for surveying under SOW 2.

Alutiiq received a fifth weakness for insufficient staffing for the Wallops Mail Services Center.

Alutiiq received a sixth weakness for inconsistencies in staffing for SOWs 7 and 8.

## **MissionOne**

Under Subfactor A, MissionOne received an adjectival rating of "Very Good" with 1 significant strength, 4 strengths, 1 weakness, no significant weaknesses, and no deficiencies.

MissionOne received a significant strength for its proposed approach to accomplishing RTO#2, which demonstrated superior planning and attention to detail. MissionOne provided a comprehensive and integrated technical approach that thoroughly identified

and managed requirements, services, risks, issues, and mitigation measures throughout the task order lifecycle.

MissionOne received a strength for its well developed and comprehensive design and construction approach to SOW 2.

MissionOne received a second strength for its detailed and comprehensive understanding of the SOW 3 requirements.

MissionOne received a third strength for its proposed approach to providing institutional support in a launch environment. MissionOne's proposal provided a well-developed narrative which reflected a detailed understanding of the support requirements necessary to support launch range activities from task implementation to closeout.

MissionOne received a fourth strength for its well-organized approach to RTO#1, which included a thorough step-by-step discussion of the task.

MissionOne received a weakness for its proposed technical approach to accomplishing RTO #1 because it failed to recognize a requirement for necessary permits.

Under Subfactor B, MissionOne received an adjectival rating of "Good" with no significant strengths, 7 strengths, 3 weaknesses, no significant weaknesses, and no deficiencies.

MissionOne received a strength for its comprehensive commercialization strategy and business roadmap that would benefit WFF.

MissionOne received a second strength for its detailed Phase-In Plan.

MissionOne received a third strength for its utilization of sound and proven safety programs that will promote health and safety at WFF.

MissionOne received a fourth strength for its well-developed material and supply purchasing system and process.

MissionOne received a fifth strength for its approach to corporate staffing in which the contractor can draw on expertise from multiple areas.

MissionOne received a sixth strength for its sound approach to allocation of SOW 1 costs across core and IDIQ requirements.

MissionOne received a seventh strength for its proposed utilization of technologies which will result in reduced repair times and result in other performance efficiencies.

MissionOne received a weakness because its proposal contained inconsistencies and omissions in its proposed approach to staffing SOW 3.

MissionOne received a second weakness because its proposal did not include sufficient staffing to fulfill SOW 2 field surveying requirements.

MissionOne received a third weakness because its proposal did not include sufficient staffing to satisfy SOW 9 on-site staffing requirements.

## **Jackson and Tull**

Under Subfactor A, Jackson and Tull received an adjectival rating of “Good” with 1 significant strength, 4 strengths, no weaknesses, 1 significant weakness, and no deficiencies.

Jackson and Tull received a significant strength for its detailed narrative and exceptional approach to RTO#1.

Jackson and Tull received a strength for its detailed, overall approach and understanding of SOW 3.

Jackson and Tull received a second strength for the well-developed understanding and approach to RTO#2.

Jackson and Tull received a third strength for an approach to material and inventory control that increases the efficient use of materials and equipment.

Jackson and Tull received a fourth strength for its well-developed approach to SOW 4 that demonstrated understanding of NASA’s sustainability guidelines, LEED certification, design-build, as well as facility and system checkout and verification.

Jackson and Tull received a significant weakness for not fully addressing several requirements of SOW 11, including an inadequate approach for several aspects of emergency services support of the WFF airfield.

Under Subfactor B, Jackson and Tull received an adjectival rating of “Good” with no significant strengths, 5 strengths, 3 weaknesses, no significant weaknesses, and no deficiencies.

Jackson and Tull received a strength for a detailed Safety and Health Plan.

Jackson and Tull received a second strength for a well-developed approach to corporate resources, which demonstrated substantial reach-back capability and ability to obtain qualified personnel on short notice.

Jackson and Tull received a third strength for a well-developed phase-in plan.

Jackson and Tull received a fourth strength for its strong unified teaming approach to managing its subcontractors.

Jackson and Tull received a fifth strength for a sound and well-developed approach to allocation of SOW 1 costs across core and IDIQ requirements.

Jackson and Tull received a weakness for failing to adequately address the qualifications and capabilities of certain SOW 2 positions.

Jackson and Tull received a second weakness for failing to adequately designate back-up coverage for its identified critical positions.

Jackson and Tull received a third weakness for not adequately staffing or addressing the VITS support under SOW 14.

## **YEI**

Under Subfactor A, YEI received an adjectival rating of “Fair” with no significant strengths, 1 strength, 4 weaknesses, 1 significant weakness, and no deficiencies.

YEI received a strength for the application of Reliability Centered Maintenance techniques to all new construction, major repair, and maintenance and replacement projects.

YEI received a weakness for its proposed technical approach to accomplishing RTO#1 because it made incorrect assumptions regarding requirements for necessary permits and it did not adequately address another RTO requirement regarding transportation.

YEI received a second weakness because its technical proposal did not adequately describe how it would meet Facilities Condition Assessment requirements.

YEI received a third weakness for RTO #2 for proposing to conduct sampling within a launch window, which creates unacceptable risk and for failing to provide a task manager.

YEI received a fourth weakness because its proposal failed to adequately describe its approach to accomplishing SOW 4 construction requirements.

YEI's received a significant weakness because its proposal did not adequately describe a technical approach for accomplishing SOW 8 requirements. YEI's proposal failed to adequately describe resources required to accomplish its mitigation strategies and contained inconsistencies and omissions regarding staffing.

Under Subfactor B, YEI received an adjectival rating of “Good” with no significant strengths, 5 strengths, 4 weaknesses, no significant weaknesses, and no deficiencies.

YEI received a strength for its proposed utilization of innovative technologies that would reduce or eliminate repairs and result in other performance efficiencies.

YEI received a second strength is for its detailed approach to Phase-In.

YEI received a third strength for its thorough Safety and Health plan.

YEI received a fourth strength for its detailed approach to commercialization planning.

YEI received a fifth strength for its proposed approach to managing and evaluating subcontractor performance to ensure that performance issues are promptly addressed.

YEI received a weakness because its proposal did not provide an adequate staffing approach for maintaining the Wallops Institutional Information Management System.

YEI received a second weakness because its proposal had inadequate information regarding its proposed approach to staffing VITS support under SOW 14.

YEI received a third weakness because its proposal did not provide adequate staffing for operating the wastewater plant and water treatment plant on a 24/7 schedule basis.

YEI received a fourth weakness because its proposal did not provide adequate emergency services staffing required to fully support SOW 11.

## **WCFSI**

Under Subfactor A, WCFSI received an adjectival rating of “Excellent” with 1 significant strength, 3 strengths, no weaknesses, no significant weaknesses, and no deficiencies.

WCFSI received a significant strength for a thorough and integrated approach for RTO#2 that effectively identified and managed requirements, services, quality control, risks, issues, and mitigation measures throughout the task life cycle. The plan included comprehensive planning activities that demonstrated proactive awareness and offered approaches to maintain continuity of services in all areas due to launch slips and delays.

WCFSI received a strength for a thorough and well developed plan to accomplish RTO#1 which covered all aspects of the task in detail.

WCFSI received a second strength for its personnel strategy to managing the IDIQ requirements which demonstrated understanding of the importance, volume, and diversity of IDIQ task orders.

WCFSI received a third strength for its demonstrated understanding of critical elements that could impact a mission with a proactive, well-developed approach for providing institutional services in a launch range environment.

Under Subfactor B, WCFSI received an adjectival rating of “Very Good” with 1 significant strength, 4 strengths, 3 weaknesses, no significant weaknesses, and no deficiencies.

WCFSI received a significant strength for proposing various innovations, which demonstrated a thorough understanding and a proactive approach to SOW 2 requirements. WCFSI makes use of up-to-date technology and processes, including providing WFF staff with reach-back to subject matter experts at Greenbelt.

WCFSI received a strength for a detailed approach to corporate resource reach-back capability which will enhance its ability to obtain qualified personnel on short notice as well as improved support.

WCFSI received a second strength is for its approach to internal audits and surveys and focus on self-assessment and external feedback to help ensure efficient and quality services.

WCFSI received a third strength for a well-developed Safety and Health Plan.

WCFSI received a fourth strength for its Task Order Mission Complexity Level approach to quality assurance, which thoroughly explained its proposed use of metrics and quality assurance techniques to ensure that proper surveillance is conducted.

WCFSI received a weakness for its proposed allocation of SOW 1 costs which failed to adequately describe an approach to allocate SOW 1 costs across core and IDIQ task orders.

WCFSI received a second weakness for failing to adequately describe certain staffing positions in terms of assignment, necessity, and duties within SOWs 1, 3, and 15.

WCFSI received a third weakness for failing to integrate its business management system in the WIIMS and the CMMS and for failing to fully describe how and when labor cost data are input into its financial system

## **LJT**

Under Subfactor A, LJT received an adjectival rating of “Excellent” with 3 significant strengths, 2 strengths, 1 weakness, no significant weaknesses, and no deficiencies.

LJT received a significant strength for its superior approach to RTO#1. LJT’s proposal contained a detailed breakdown of Major Task Elements and documented each element with a high degree of detail. LJT’s proposal also proposed specific project management and teaming approaches which enable effective communication and coordination.

LJT received a second significant strength for a comprehensive approach to RTO #2. LJT’s proposal provided numerous innovative risk reduction approaches, which provided increased mission assurance, a greater degree of safety, and a high level of responsiveness. LJT proposed an approach which makes use of best practices and

significantly reduces the potential for miscommunications. LJT's proposal also demonstrated a high level of understanding of the mission requirements complexity and need for responsive staffing.

LJT received a third significant strength for its excellent sustainability approach to supporting the proactive operations and maintenance program. LJT's proposal detailed its approach for continuously collecting data to support Facilities Condition Assessments, analyzing the data using an RCM software tool, and then on reporting its Assessment to the Government on a regular basis to further reduce operation and maintenance costs and gain other efficiencies.

LJT received a strength for its well-developed and detailed approach to accomplishing and staffing SOW 2 IDIQ services.

LJT received a second strength for utilizing staggered staff shifts to perform work in the Electrical, Mechanical and Alteration and Modifications sections, which exceeds the required 8-hour work day coverage period.

LJT received a weakness because its proposal did not provide adequate staffing for operating the wastewater plant and water treatment plant on a 24/7 schedule basis.

Under Subfactor B, LJT received an adjectival rating of "Excellent" with 3 significant strengths, 10 strengths, 2 weaknesses, no significant weaknesses, and no deficiencies.

LJT received a significant strength for its proposed utilization of multiple innovative technologies and software tools. One proposed technological enhancement will contribute to more detailed and reliable field data while reducing inaccuracies, response times and processing times. Multiple proposed software packages will automate the receipt, processing, and inventory of facilities program stock as well as automate configuration control processes. Finally, the proposed use of field devices will result in personnel and work efficiencies.

LJT received a second significant strength is for its proposed organization structure to ensure the application of a disciplined project management approach to both core and IDIQ projects. This structure will ensure that project management processes are applied which are commensurate with the project size and complexity through all project phases while greatly enhancing communication and coordination between the contractor and the Government.

LJT received a third significant strength for its thorough and detailed process and response to managing task orders which include configuration baseline for IDIQ orders, change management, and an escalation process for project problems. LJT's task order and work management process is insightful, clearly delineated, and ensures that the contractor can efficiently and effectively manage core services and a potentially significant level of mission critical IDIQ task orders.

LJT received a strength for its well-developed Quality Assurance Plan.

LJT received a second strength is for its thorough understanding and specific approaches to accomplishing each of the four WICC II contract goals.

LJT received a third strength for its proposed cross utilization of personnel between WFF contracts, which allow for quick surge response.

LJT received a fourth strength for its detailed and well-developed Phase-In Plan.

LJT received a fifth strength for its well-developed comprehensive approach to commercialization and marketing activities.

LJT received a sixth strength for its well-developed integrated team approach to managing subcontractors.

LJT received a seventh strength for its sound approach to management succession planning.

LJT received an eighth strength for its sound approach to allocation of SOW 1 costs across core and IDIQ requirements.

LJT received a ninth strength for its thorough Safety and Health plan.

LJT received a tenth strength for its robust and detailed approach to ensuring that a large number of best-in-class suppliers are available to meet fluctuating demand.

LJT received a weakness because its proposal did not adequately staff project planning requirements in SOW 2.

LJT received a second weakness because its proposal did not provide adequate emergency services staffing required to fully support SOW 11.

## **WIST JV**

Under Subfactor A, WIST JV received an adjectival rating of “Good” with no significant strengths, 4 strengths, 3 weaknesses, no significant weakness, and no deficiencies.

WIST JV received a strength for its approach to sustainability which incorporated LEED criteria and LEED-certified staff and focus on environmental requirements and energy reductions.

WIST JV received a second strength for a detailed approach to receiving and inventory management, which included a number of elements that will minimize the potential for delays.

WIST JV received a third strength for a well-developed, detailed approach to RTO#1.

WIST JV received a fourth strength for a focused strategy to integrate IDIQ work across all SOWs.

WIST JV received a weakness for RTO#2 for failing to demonstrate an effective technical approach to performance testing of the backup generators and for an inefficient approach to soil and water sampling/fish monitoring before and after launches.

WIST JV received a second weakness for inadequate VITS staffing support under SOW 14.

WIST JV received a third weakness for failing to adequately address the Records Management System under SOW 8.

Under Subfactor B, WIST JV received an adjectival rating of “Good” with 2 significant strengths, 4 strengths, 4 weaknesses, 1 significant weakness, and no deficiencies.

WIST JV received a significant strength for its commercialization strategy and approach, which included a number of elements that demonstrate a realistic solution for the challenges of marketing WFF’s available capability and assets to commercial interests.

WIST JV received a second significant strength for innovations including a technological innovation that will provide the Government with accurate and detailed operations and maintenance and equipment data and for an innovative approach to responding to trouble calls that will speed response times.

WIST JV received a strength for a well-developed and detailed human capital management plan that contains a number of elements that will help ensure the ability to attract and maintain a qualified workforce.

WIST JV received a second strength for a well-developed approach to managing the NISH subcontracts.

WIST JV received a third strength for a detailed Safety and Health plan.

WIST JV received a fourth strength for a desirable subcontracting approach to SOW 2 that will provide the Government with quick response and well-suited subcontractors.

WIST JV received a weakness for failing to provide an adequate approach to planning for and managing labor strikes.

WIST JV received a second weakness for failing to provide certain information for the proposed critical positions.

WIST JV received a third weakness for insufficient staffing and for failing to adequately describe the qualifications of the personnel proposed for SOW 7.

WIST JV received a fourth weakness for failing to address its approach to allocating and distributing SOW 1 costs across core and IDIQ task orders.

WIST JV received a significant weakness for their failure to submit an adequate Quality Assurance Plan. The proposal did not adequately describe the roles of contractor personnel nor did it describe its quality assurance approach to be used at each Mission Complexity level.

## **PAST PERFORMANCE EVALUATION**

In evaluating Past Performance of the Prime Offerors and their Significant Subcontractors, the SEB found:

FMSII demonstrated High relevance (considering content and size) and received High overall performance ratings from their customers, which resulted in a High Level of Confidence rating.

WISS JV demonstrated Moderate relevance (considering content and size) and received High overall performance ratings from their customers, which resulted in a Moderate Level of Confidence rating.

Brady-Fluor demonstrated Very High relevance (considering content and size) and received Very High overall performance ratings from their customers, which resulted in a Very High Level of Confidence rating.

Alutiiq demonstrated Moderate relevance (considering content and size) and received High overall performance ratings from their customers, which resulted in a Moderate Level of Confidence rating.

MissionOne demonstrated High relevance (considering content and size) and received Very High overall performance ratings from their customers, which resulted in a High Level of Confidence rating.

Jackson & Tull demonstrated High relevance (considering content and size) and received Very High overall performance ratings from their customers, which resulted in a High Level of Confidence rating.

YEI demonstrated High relevance (considering content and size) and received Very High overall performance ratings from their customers, which resulted in a High Level of Confidence rating.

WCFSI demonstrated Very High relevance (considering content and size) and received Very High overall performance ratings from their customers, which resulted in a Very High Level of Confidence rating.

LJT demonstrated High relevance (considering content and size) and received Very High overall performance ratings from their customers, which resulted in a High Level of Confidence rating.

WIST demonstrated Moderate relevance (considering content and size) and received High overall performance ratings from their customers, which resulted in a Moderate Level of Confidence rating.

### **COST EVALUATION**

The combination of the Core base and options costs (with proposed/probable fee), Evaluated Overall IDIQ Task Order Values, and Phase-In Price resulted in the following:

<b>Offeror</b>	<b>Proposed</b>	<b>Probable</b>	<b>Adjustment</b>
FMSII	3 <sup>rd</sup> Lowest	4 <sup>th</sup> Lowest	Upward
WISS JV	7 <sup>th</sup> Lowest	7 <sup>th</sup> Lowest	Downward
Brady-Fluor	8 <sup>th</sup> Lowest	8 <sup>th</sup> Lowest	Downward
Alutiiq	6 <sup>th</sup> Lowest	6 <sup>th</sup> Lowest	Upward
MissionOne JV	9 <sup>th</sup> Lowest	9 <sup>th</sup> Lowest	Downward
Jackson and Tull	Lowest	Lowest	Upward
YEI	4 <sup>th</sup> Lowest	3 <sup>rd</sup> Lowest	Upward
WCFSI	5 <sup>th</sup> Lowest	5 <sup>th</sup> Lowest	Upward
LJT	2 <sup>nd</sup> Lowest	2 <sup>nd</sup> Lowest	Upward
WIST JV	Highest	Highest	Downward

The range of probable costs (inclusive of Core, IDIQ, and phase-in prices) from lowest to highest was approximately \$210M to \$257M.

### **DECISION**

I have carefully reviewed the SEB’s detailed written evaluation results for Mission Suitability, Cost, and Past Performance. The SEB’s presentation on December 5, 2013 provided additional insight and explanation of the SEB’s findings. I solicited and considered the views of all of the attendees at the presentation, including the SEB members and other key senior officials at GSFC. These key senior officials have responsibility related to this acquisition and understood the application of the evaluation factors set forth in the RFP. Following the presentation, amended slides and reports were presented to me, which contained clerical and other administrative updates to Mission Suitability as well as updated cost evaluation materials to reflect the Evaluated Overall IDIQ Task Order Values.

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:

The combination of the Mission Suitability Factor and Past Performance Factor is significantly more important than the Cost Factor. As individual Factors, the Cost

Factor, Mission Suitability Factor and Past Performance Factor are all approximately equal to each other.

My selection was based on a comparative assessment of each proposal against each of the RFP source selection Evaluation Factors. Because all three individual evaluation Factors are approximately equal in importance in the RFP, I will focus the majority of my analysis on those Offerors that were competitive in all three evaluation Factors: LJT, WCFSI, and Jackson and Tull.

In reaching this determination, I noted that MissionOne offered a competitive Mission Suitability proposal and received a High Past Performance rating. However, it also offered the second highest proposed and probable costs and otherwise failed to distinguish itself under either the Mission Suitability or Past Performance factors to overcome its substantial cost disadvantage. I also noted that YEI offered the second lowest proposed and probable costs, however, it was far less competitive in Mission Suitability with no Significant Strength findings and one Significant Weakness. Additionally, although both MissionOne and YEI received High Level of Confidence ratings in Past Performance, the ratings did not provide a competitive advantage in comparison to the three most competitive Offerors above. I also noted that Brady Fluor received a Very High Level of Confidence rating in Past Performance, but it was not nearly as competitive in Mission Suitability (lowest rated) or Cost. With respect to the proposals submitted by WISS, Alutiiq and WIST JV, each proposal offered less competitive Past Performance Level of Confidence ratings (Moderate), as well as Mission Suitability scores and ratings that were less competitive (fourth, seventh and sixth, respectively). In addition, each of the three proposals offered higher proposed and probable costs than LJT, WCFSI and Jackson and Tull. Finally, despite FMSII's competitive proposed (third lowest) and probable (fourth lowest) costs and High Past Performance rating, multiple offers were superior in both of these factors. Additionally, FMSII was rated significantly lower under Mission Suitability, with only Fair and Good ratings in Subfactors A and B, respectively.

In the Mission Suitability Factor, I noted that LJT had the highest Mission Suitability score by a sizeable margin over all other Offerors. WCFSI had the second highest Mission Suitability score, with a significant margin over Jackson and Tull. I further noted that LJT, WCFSI and Jackson and Tull all received Good or better adjectival ratings in both Subfactors with very few weaknesses. In Past Performance, each of these three Offerors received High or better Level of Confidence ratings, and for Cost, all three were among the five lowest cost Offerors.

In my examination of the Subfactor A findings, I noted that both LJT and WCFSI received Excellent ratings—the highest possible rating—while Jackson and Tull's subfactor A proposal was two adjectival ratings lower at Good. Next, I looked at the content of the specific findings associated with each of these three Offerors. All three proposals demonstrated strong approaches to RTO #1. While LJT and Jackson and Tull both received Significant Strengths for their proposed approaches to RTO #1, WCFSI received a Strength. However, when I looked at the specifics of the SEB's findings, I concluded that each of these three proposals were essentially equal with respect to this RTO because each Offeror demonstrated a well-developed approach which covered all aspects of the task in detail. With respect to RTO #2, LJT and WCFSI both received Significant Strengths, while Jackson and Tull received a Strength finding. As with

RTO #1, I found no discernable differences in this area. Next, I noted that LJT was the only one of the three Offerors within Subfactor A to receive a Significant Strength finding for its excellent sustainability approach to supporting WFF's operation and maintenance program; LJT's proposal offered a robust approach, and I was particularly impressed with its proactive and comprehensive data collection analysis and reporting procedures which will increase sustainability awareness to enable NASA to project the need to replace and upgrade WFF infrastructure.

Another difference among the most competitive Offerors within Subfactor A was the fact that Jackson and Tull was the only Offeror to receive a Significant Weakness finding, which was based on its inadequate response to the Emergency Services SOW 11. The response was very general and did not adequately address several of the Emergency Services SOW requirements, which resulted in some concern with Jackson and Tull's ability to successfully perform these requirements. In contrast, LJT and WCFSI received no Significant Weakness findings.

I examined the remaining findings within Subfactor A for LJT and WCFSI, and concluded that they were essentially equal in value to NASA. Whereas LJT received a Weakness for inadequate staffing at the wastewater treatment and water treatment plant, I determined that this Weakness was more than offset by LJT's third Significant Strength for its sustainability approach. Therefore, because I concluded that LJT and WCFSI were essentially equal in Subfactor A in all other aspects, I concluded that despite this Weakness, LJT's sustainability approach gave it an overall modest advantage in Subfactor A over WCFSI and a significant advantage over Jackson and Tull.

For the Management Approach Subfactor, which was weighted more heavily in the RFP, LJT's proposal demonstrated more benefits in comparison to both WCFSI and Jackson and Tull. LJT received three Significant Strengths, ten Strengths, and two Weaknesses, which was far greater than the other two Offerors in terms of positive findings, resulting in LJT being the only Offeror with an Excellent rating in this Subfactor. I also noted that Jackson and Tull received no Significant Strength findings in Subfactor B, and also offered far fewer Strengths than LJT and the same number of Strength findings as WCSFI. Next, I examined the Significant Strength findings of LJT and WCFSI. While both Offerors received Significant Strengths for their proposed innovations, LJT received Significant Strength findings in two other areas. First, I was particularly impressed with LJT's Significant Strength for its proposed application of a disciplined project management approach to both core and IDIQ projects in such a way that they are commensurate with the project size and complexity through all project phases. This disciplined approach demonstrates that project management is critical to managing institutional projects that can have a direct impact on mission success in a launch range environment. Second, I found LJT's second Significant Strength for its approach to responding to and managing task orders to be particularly advantageous. It included a comprehensive, clearly delineated and integrated approach, which includes the establishment of a configuration baseline for IDIQ orders, a change management process, and the development of a new WIIMS module to manage this process. This approach will help ensure that LJT can manage the significant level of mission critical IDIQ task orders.

Next, I examined the ten Strengths assigned to LJT's Subfactor B proposal. I was impressed by the breadth and quality of these proposal features. Collectively, these Strengths demonstrated that LJT's Subfactor B proposal excelled in many areas, with only two relatively minor Weaknesses which both relate to staffing inadequacies in discrete SOW areas.

I also examined the remaining findings in Subfactor B for both WCFSI and Jackson and Tull. WCFSI's Subfactor B proposal also received four Strengths, and three Weaknesses. While WCFSI had four Strength findings, two of which were similar to Strength findings received by LJT, WCFSI also had three Weaknesses. Whereas two of these Weaknesses were for staffing inadequacies in discrete SOW areas, similar to LJT's Weaknesses, WCFSI's third Weakness for failing to fully integrate its business management system into WIIMS and the CMMS stood in contrast to LJT's third Significant Strength outlined above which offered WIIMS enhancements. Jackson and Tull had five Strengths, four of which were similar to Strength findings assigned to LJT, and also had three Weakness findings. Although all three Weakness findings were for staffing and staff related inadequacies, Jackson and Tull's overall Subfactor B proposal did not Offeror the same breadth of findings as LJT.

In short, for the Mission Suitability Factor, I concluded that LJT had a superior proposal in both Subfactors with a modest advantage in Subfactor A over WCFSI and a significant advantage over Jackson and Tull, as well as a significant advantage over both WCFSI and Jackson and Tull in Subfactor B. Therefore, I concluded that LJT had a clear and significant advantage in this Factor.

For the Past Performance Factor, I noted that of the three most competitive Offerors, WCFSI was the only Offeror to receive a Very High Level of Confidence past performance rating based on demonstrated Very Highly relevant contracts as well as Very High performance. WCFSI had multiple Very Highly relevant contract references at both the prime and significant subcontractor level. LJT and Jackson and Tull both received High Level of Confidence past performance ratings based on Highly relevant contract references and Very High performance. In contrast to WCFSI, neither Jackson and Tull nor LJT had a Very Highly relevant contract reference at the prime level. While Jackson and Tull and LJT both demonstrated Very Highly relevant contracts at the significant subcontractor level, because the solicitation weighed the past performance experience of the prime more heavily, the SEB concluded and I agree that the overall demonstrated relevance for these two Offerors is High. Ultimately, I concluded that LJT and Jackson and Tull were essentially equal in this Factor and that WCFSI had a discernable advantage in this Factor over LJT and Jackson and Tull.

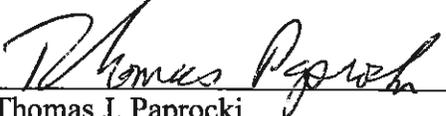
For the Cost proposal, Jackson and Tull, LJT, and WCFSI all had competitive proposals overall, with Jackson and Tull having both the lowest proposed and probable costs (including fee and phase-in). I noted that all three of these Offerors received moderate upward probable cost adjustments (5-15%) in comparison to their proposed costs for the Core requirements (including options), but the SEB provided detailed explanation and analysis to support these adjustments and I was confident in the resulting probable cost numbers. Jackson and Tull's probable cost was slightly lower than LJT (less than one percent) and appreciably lower than WCFSI, based on the combination of Core Cost, the Phase-In Price, and the IDIQ Task Order Value calculation.

Therefore, I considered Jackson and Tull and LJT to have an appreciable cost advantage over WCFSI.

After reviewing all of the proposal evaluation data, I again referred back to the RFP evaluation criteria, which indicated that all three evaluation Factors (Mission Suitability, Past Performance, and Cost) were all approximately equal in importance. Each of the three most competitive Offerors had performed the best in one of the three Subfactors, in comparison to the other two Offerors. For Mission Suitability, LJT provided a superior proposal with a clear and significant advantage, with Jackson and Tull being significantly less competitive in this factor. For Past Performance, only WCFSI received the highest past performance rating, which provided it with a discernable advantage in this factor. As noted above, for Cost, Jackson and Tull had the lowest proposed and probable cost, with a slight advantage over LJT and an appreciable advantage over WCFSI.

In making my tradeoff decision, I considered each Offeror's relative advantage in each of the three factors. LJT had the largest relative advantage in any factor with its clear and significant advantage in Mission Suitability. I was particularly impressed by the breadth and quality of its Mission Suitability findings across both Subfactors with very few relatively few minor weaknesses. As I explained in detail above, LJT's Mission Suitability proposal offered numerous technical features that were in many cases unmatched by the other Offerors. In short, LJT offered a superior technical approach to accomplishing the WICC II requirements. In Past Performance, WCFSI's relative advantage was one Level of Confidence rating, which I concluded is a discernable, but moderate advantage in this factor. For cost, Jackson and Tull's relative advantage was slight over LJT and moderate over WCFSI. Across all three factors, with each Offeror having an advantage of some magnitude in each of the three equally weighted factors, I found that LJT offered the best value overall when considering all three factors together. LJT's superior Mission Suitability proposal, High past performance Level of Confidence Rating, and second lowest proposed and probable cost outweighed both Jackson and Tull's significantly less competitive Mission Suitability proposal, identical past performance rating and slightly lower cost (less than one percent), as well as WCFSI's less competitive Mission Suitability proposal, moderately better past performance Level of Confidence rating, and moderately higher cost.

Accordingly, based on my analysis of the SEB evaluation results and the RFP evaluation criteria, I have determined that LJT's proposal offers the best value to the Government, and I have selected LJT for contract award.

  
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Thomas J. Paprocki  
Source Selection Authority

Date 1/14/14