

**SELECTION OF CONTRACTOR
FOR THE
KENNEDY PROTECTIVE SERVICES CONTRACT
AT THE
JOHN F. KENNEDY SPACE CENTER**

On September 8, 2011, I, as the designated Source Selection Authority (SSA) for the subject acquisition, along with other senior officials of the National Aeronautics and Space Administration (NASA) John F. Kennedy Space Center (KSC), met with the Source Evaluation Board (SEB) appointed to evaluate proposals for the Kennedy Space Center Protective Services Contract (KPSC).

PROCUREMENT DESCRIPTION

The objective of this procurement is to acquire efficient and effective protective services to ensure the safety and security of human and property resources at KSC. Protective services include: physical security operations; personnel security; secure access (i.e., badging); 911 dispatch; fire fighting, fire prevention and fire protection engineering; aircraft rescue and fire fighting (ARFF); advance life support (ALS) ambulance services; emergency management; federal law enforcement (as prescribed by the authority granted by the National Aeronautics and Space Act of 1958, and as set forth in 14 CFR 1203b.103) and protective services training.

BACKGROUND

On November 3, 2010, the KPSC Procurement Development Team (PDT) was appointed by the KSC Procurement Office. The KPSC PDT was directed to establish an acquisition plan and prepare a draft Request for Proposals (RFP), including a Performance Work Statement (PWS).

KSC seeks to provide maximum practicable opportunities to small and disadvantaged business concerns, consistent with the capability and capacity of these firms to meet the performance requirements for protective services as a whole, to include security, fire, and emergency management. In order to determine the existing small business capabilities and assess how well they compare with KPSC requirements, two sources-sought synopses were issued, seeking capability packages from potential sources. The first was issued on October 12, 2010, using security NAICS code 561612 (\$18.5 million size standard), and the second was issued on November 17, 2010, using fire NAICS code 561990 (\$7.0 million size standard). The PDT determined with the concurrence of the Small Business Administration (SBA), that an adequate number of small business concerns existed to allow the KPSC contract to be a small business set-aside with a NAICS code of 561612, with a single award contemplated.

The PDT developed and issued a draft request for proposals (RFP) on January 21, 2011, for industry comment and questions. A web site, <http://ksc.kpsc.nasa.gov> was established to facilitate communication with industry.

On February 8, 2011, the NASA KSC Procurement Officer appointed the KPSC Source Evaluation Board (SEB) for the purpose of evaluating proposals received in response to the solicitation. A final RFP was released on February 22, 2011, which contemplated award of a fixed price contract for a base period of three years with two one-year options, with three cost-reimbursable/no-fee line items (with standard proposal values) for pass-through costs, including firefighter pension, General Services Administration vehicles, and Government-directed travel. The cost reimbursable section is expected to be less than ten percent of the total contract value. The contract includes two options; one for Fire Station #3, and one for VAB/OPF Protection and Traffic Enforcement. Both are five, one-year options. Additionally, IDIQ provisions allow the Government to order additional posts as needed to handle surge requirements for fire and security. Nine amendments to the RFP were issued to respond to questions received and to make minor corrections.

Timely proposals were received on or before April 22, 2011, from the following seven Offerors (listed in alphabetical order):

Chenega Security & Support Solutions, LLC (CS³)

Major Subcontractor – Wackenhut Services, Inc. (WSI)

Culpepper & Associates Security Services, Inc.

Major Subcontractor – Mantech International Corp.

Jenkins Security Consultants, Inc.

Major Subcontractor – Integrated Systems Improvement Services, Inc. (ISIS)

PAI Corporation

Major Subcontractors – Securiguard, Inc.
Rural Metro Fire Department

Santa Fe Protective Services, Inc.

Major Subcontractor – Omniplex World Services Corp.

Silver Star Solutions, SSS-ICP Group Joint Venture

Major Subcontractors – USIS
ARES
Kurtz
A.I. Solutions

Trinity Protection Services

Major Subcontractor – Pyramid Services, Inc.

One proposal was eliminated as unacceptable in accordance with NFS 1815.305-70 and no further evaluation was performed. Evaluations of the remaining proposals were conducted, and a competitive range was determined. Discussions were conducted with those Offerors within the competitive range, and final proposal revisions were requested from those Offerors. Final proposal revisions were received before the final cut-off date of September 6, 2011.

On August 17, 2011, the NASA Administrator made a decision that in order to comply with Federal regulations, contracts for severable services that are funded by annual appropriations cannot have a term that extends beyond the appropriation availability. This decision was reflected in NASA Procurement Information Circular (PIC) 11-05 issued August 19, 2011. This decision and PIC apply to all NASA severable service contracts that were not awarded as of the date of the decision. Based on this decision, the KPSC RFP was amended to restructure the contract term from a 3-year base period with two 1-year options, to a 10-month base period (starting December 1) with four 1-year options (each option October 1 – September 30).

In accordance with FAR 15.206(e) the contracting officer, in consultation with the Source Evaluation Board (SEB), reviewed the required change to reduce and realign the period of performance, both base and option periods, with the dates of availability of the funds to be obligated for each fiscal year. It was the judgment of the contracting officer and the SEB, based on prior market research, prior communications with industry, and the substance of the change and associated amendment, that the change was not of the type and substance that additional sources would likely have submitted offers had the substance of the amendment been known to them. Therefore, the contracting officer, along with the SEB, concluded that this change in the contract terms was not so substantial as to require cancellation of the solicitation and issuance of a new RFP.

The SEB then revisited the results of its initial evaluation and its determination of a competitive range, along with its June 23, 2011 presentation to the SSA for concurrence of the competitive range, to ascertain if there was any potential for this change to have an effect on the SEB's determination of which Offerors' proposals were among the most highly rated and therefore within the competitive range. In doing so, the SEB remained cognizant that the evaluation and selection criteria in the RFP provided that the Mission Suitability Factor and Past Performance Factor, when combined, were approximately equal to the Cost/Price Factor. The SEB determined that the restructuring of the contract period of performance and associated pricing model would have no effect on the SEB's initial evaluation results for the Mission Suitability and Past Performance factors. All four of the proposals that had originally been excluded from the competitive range were rated significantly lower in the Mission Suitability and Past Performance factors than the proposals within the competitive range. As a result of the magnitude of these evaluation differences, the ratings on these factors, regardless of price, continued to place the initially excluded proposals outside the most highly rated proposals. Therefore, the SEB concluded that there was no change to the original determination of competitive range. I concurred with that determination and asked the SEB to reopen discussions with the two Offerors in the competitive range.

Pursuant to NASA FAR Supplement 1815.307(b)(ii), the NASA Assistant Administrator for Procurement approved the SEB's request to reopen discussions to realign the KPSC's performance periods to coincide with the periods of availability for the applicable appropriations. On August 22, 2011, a tenth RFP amendment was issued, and discussions were re-opened with the two Offerors within the competitive range. The Offerors were asked to submit updated pricing using a revised price model that reflected the changes to period of performance. The Offerors were notified that only revised pricing was required to coincide with the revised base and option periods, however, if other proposal volumes were deemed by the Offeror to be affected, revisions to those volumes could be submitted. On September 2, 2011, discussions

were closed and the Offerors were afforded an opportunity to submit their final proposal revisions. On September 2, 2011, both Offerors notified the Contracting Officer that no further revisions beyond those submitted during discussions were necessary, and that the Government should evaluate the proposals as revised through discussions as their final proposal revision. Final evaluations were concluded on September 2, 2011.

EVALUATION PROCEDURES

This acquisition was conducted as a competitive negotiated procurement using the NASA Source Evaluation Board (SEB) process set forth in NFS 1815.370, "NASA Formal Source Selection." The RFP prescribed three evaluation factors, Mission Suitability, Past Performance, and Cost/Price. The RFP advised Offerors of the relative importance of these factors, stating that the Mission Suitability Factor and the Past Performance Factor, when combined, are approximately equal to the Cost/Price Factor. Additionally, the Cost/Price Factor is more important than the Mission Suitability Factor which is more important than the Past Performance Factor.

The Mission Suitability Factor and its associated subfactors, Technical Approach and Management Approach, were used to assess the ability of the Offeror to successfully perform and administer the requirements of the RFP. Only the Mission Suitability Factor and its associated subfactors were weighted and numerically scored, with maximum point score and subfactor weighting as identified in the following table:

Mission Suitability Weighting	
Subfactors	Points
Management	500
Technical	500
	1000

The SEB evaluated each Offeror's management approach and technical approach against the requirements of the RFP, consistent with the evaluation criteria, to determine their significant strengths, strengths, weaknesses, significant weaknesses, or deficiencies. The results of this evaluation were then used to determine an adjectival rating of Excellent, Very Good, Good, Fair, or Poor (as defined in NFS 1815.305(a)(3)), as well as its associated percentile range and point score.

For past performance, the SEB evaluated relevant experience/past performance information regarding each Offeror's performance (including the performance of major subcontractors) under previously awarded contracts of similar size, content and complexity to the KPSC. This relevant experience/past performance was evaluated in accordance with FAR 15.305(a)(2), NFS 1815.304-70, and as described in Section M of the RFP. The results of this evaluation were then used to determine a confidence level of Very High, High, Moderate, Low, and Very Low (as defined in FAR 15.305(a)(2)).

For the Cost/Price Factor, the evaluations were conducted in accordance with the RFP and Section 15.4 of the FAR, with particular emphasis on FAR 15.404-1(b), entitled Price Analysis. Elements of FAR 15.404-1(b) that were considered included: comparison of proposed prices received in response to the solicitation; comparison of proposed prices with independent Government cost estimates; and analysis of pricing information provided by the Offeror.

In evaluating Offerors' proposals under each of the factors and subfactors described above, the SEB utilized evaluators in appropriate disciplines to provide specific expertise needed in the evaluation process. The evaluators were assigned to evaluate their specific areas of expertise and to provide observations, or requests for clarifications back to the SEB. The SEB considered this input to determine findings. Using the analyses of the evaluators, the solicitation's evaluation criteria, and its own findings, the SEB developed and assessed the strengths and weaknesses, and rated and scored each proposal. This produced the initial ranking of proposals for Mission Suitability, a price analysis, a level of confidence rating for the Past Performance Factor, and the determination of which proposals fell within the competitive range.

Of the six evaluated proposals, two were determined to be within the competitive range. Written and oral discussions were held with both Offerors, and they were provided an opportunity to submit Final Proposal Revisions (FPR), including a proposed, signed model contract, by July 28, 2011. Following the same procedure used for initial proposals, the SEB then completed its evaluation of all factors and reported its findings to the SSA on August 9, 2011. Following the August 17, 2011 decision by the NASA Administrator that required the SEB to realign the KPSC RFP's base and option periods of performance, the SEB determined, and I concurred, that the competitive range for the KPSC continued to include only those proposals from CS³ and Santa Fe, as presented to me by the SEB on June 23, 2011, and that the amendment and reopening of discussions would be limited to CS³ and Santa Fe. Final findings were as follows.

MISSION SUITABILITY

Chenega Security and Support Solutions, LLC (CS³)

CS³'s Mission Suitability proposal received the highest overall Mission Suitability Score of 935 out of a possible 1000 points, receiving "Excellent" adjectival ratings for both its management approach and technical approach.

Management Subfactor - CS³'s final proposal revision contained three significant strengths, and four strengths with no weaknesses, significant weaknesses, or deficiencies under the Management Subfactor. The proposal received a significant strength for the proposed Program Manager's many years of highly relevant management experience and advanced educational accomplishments. The proposal received a significant strength for the proposed Chief of Security's many years of highly relevant management experience, which included management experience in law enforcement, K-9, emergency response, personnel security, resource protection and badging. The third significant strength was for the proposed Fire Chief's many years of highly relevant fire services management experience, which included aircraft rescue and fire fighting, advanced life support, HAZMAT, fire prevention and special tactics.

The four strengths in the CS³ final proposal revision under the Management Subfactor included: 1) an innovative approach to vehicle performance monitoring; 2) use of an inventory management system application, consisting of hardware and software tools, to track all property; 3) an effective and robust use of corporate reach back capability; and, 4) a highly effective proposed organizational structure.

Technical Subfactor - CS³'s final proposal revision contained one significant strength and two strengths. It contained no weaknesses, significant weaknesses, or deficiencies. The proposal received a significant strength for CS³'s thorough and comprehensive approach to all fire related PWS requirements, including the use of fire services specialty software programs and an innovative partnership to achieve firefighter training and certification. The two strengths in CS³'s final proposal revision under the Technical Subfactor included: 1) a temporary certified replacement K-9 team if an existing K-9 asset needs to be replaced; and, 2) a well thought-out and detailed transition plan.

Santa Fe Protective Services, Inc.

Santa Fe's Mission Suitability proposal received overall score of 805 out of a possible 1000 points, with an adjectival rating of "Excellent" for its management approach, and an adjectival rating of "Good" for its technical approach.

Management Subfactor - Santa Fe's final proposal revision contained two significant strengths, and one strength. It contained no weaknesses, significant weaknesses, or deficiencies. The proposal received a significant strength for the proposed Program Manager's many years of highly relevant management experience and advanced educational accomplishments. The second significant strength was for the proposed Fire Chief's advanced educational accomplishments and relevant fire services management experience, which included advanced life support, HAZMAT, fire prevention and special tactics. The strength under the Management Subfactor was for Santa Fe's proposed approach to quality control and performance measures.

Technical Subfactor - Santa Fe's proposal contained two strengths and no weaknesses, significant weaknesses, or deficiencies. The strengths included: 1) a plan to train all security officers in cardio pulmonary resuscitation and automatic external defibrillator; and, 2) a well thought-out and detailed transition plan.

PAST PERFORMANCE

Chenega Security and Support Solutions, LLC (CS³)

The SEB determined that there is a "High" level of confidence that CS³ would be able to successfully perform the requirements of the KPSC based on its past performance, and that of its major subcontractor.

The SEB determined that CS³, through its executive management team and its major subcontractor, had demonstrated very effective past performance of work comparable to the KPSC in content, complexity and size. Past performance included comparable contracts with

agencies such as Department of Defense and the Department of Homeland Security. Past performance of the major subcontractor included very comparable contracts with agencies such as NASA, Department of Defense, and Department of Energy. Some of these contracts are much larger than the KPSC.

Based upon reference checks, the SEB assessed CS³ and its major subcontractor as high performing, reliable contractors, rated by their references as “Very Good” to “Exceptional.” The SEB found that feedback from CS³ and its major subcontractor references and the NASA Past Performance Database demonstrated that the CS³ team's past performance was fully responsive to contract requirements. CS³ and its major subcontractor had past work experience in 100% of the services that would be provided under KPSC. Based on CS³ and its major subcontractor performance record, the SEB has a high level of confidence that CS³ would successfully perform the KPSC Contract.

Santa Fe Protective Services, Inc.

The SEB determined that there is a “Moderate” level of confidence that Santa Fe would be able to successfully perform the requirements of the KPSC based on its past performance, and that of its major subcontractor.

The SEB determined that Santa Fe and its major subcontractor had demonstrated effective past performance of work similar to the KPSC in content and complexity. All of these contracts are smaller than the KPSC. With the exception of fire prevention and fire protection engineering, Santa Fe and its major subcontractor were able to demonstrate all other requisite experience for the KPSC. Santa Fe demonstrated minimally comparable experience in fire services, by having security personnel cross-trained as firefighters to supplement another contractor’s firefighting capabilities.

Based upon reference checks, the SEB assessed Santa Fe and its major subcontractor as high performing, reliable contractors, rated by their references as “Very Good” to “Exceptional.” The SEB also found that feedback from Santa Fe and its major subcontractor references and the NASA Past Performance Database demonstrated that the Santa Fe team's past performance was fully responsive to contract requirements. Based on Santa Fe and its major subcontractor performance record, the SEB has a moderate level of confidence that Santa Fe would successfully perform the KPSC Contract.

COST/PRICE

Chenega Security and Support Solutions, LLC (CS³)

CS³'s proposal, priced at \$151,916,928 (including phase-in, cost CLINs, PWS 3.0 and 4.1 option periods, subcontractor costs, option years 1, 2, 3, & 4, and IDIQ task orders based on best estimated quantities), was lower than the Santa Fe proposal and the Independent Government Cost Estimate (IGCE). No instance of unbalanced pricing was found in the cost/price proposal, and it was found to be fair and reasonable.

Santa Fe Protective Services, Inc.

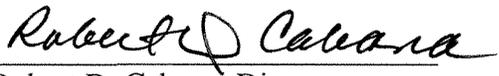
The Santa Fe proposal was priced higher than the CS³ final proposal. No instance of unbalanced pricing was found in the cost/price proposal, and it was found to be fair and reasonable.

SOURCE SELECTION DECISION

At the conclusion of the SEB’s presentation of its findings, I solicited and considered additional comments from the SEB members and other key senior management members attending the presentation that hold positions related to program management, and the procurement/acquisition process. Also, I again noted the relative importance of each of the evaluation factors, with Mission Suitability and Past Performance, when combined, approximately equal to Cost/Price, and Cost/Price being more important than the Mission Suitability which is more important than Past Performance. After my thorough review and consideration of all this information, I concluded that the lower priced proposal submitted by CS³, together with its excellent approach to Mission Suitability and its superior record of past performance, represented the best value to the Government.

In reaching this conclusion, I noted that CS³’s Cost/Price proposal was fair and reasonable, and was priced lower than Santa Fe’s proposal. I noted that the restructuring of the period of performance (Amendment 10) had no substantive effect on either of the proposals. I also noted that CS³ provided the best overall approach under the Mission Suitability subfactors, offering three senior managers with superior qualifications under its management approach, and including the use of fire services specialty software programs and an innovative partnership to achieve firefighter training and certification under its technical approach. Santa Fe, on the other hand, provided only two highly qualified managers and had no significant strengths in its technical approach. Finally, I noted that CS³’s past performance included contracts that were similar in size, content, and complexity to the KPSC, thereby yielding a high level of confidence that CS³ would be able to successfully perform the requirements of the contract. Although Santa Fe had relevant past performance in many of the required KPSC services, it was unable to demonstrate past performance in the areas of fire prevention and fire protection engineering, and minimally comparable experience in fire services. In addition, all of its past performance was on contracts of smaller size, thereby resulting in a moderate level of confidence in its ability to successfully perform.

Based on the foregoing analysis, I select Chenega Security and Support Solutions, LLC (CS³) for award of the KPSC, as it represents the best value to the Government.

	<u>8 SEP 11</u>
Robert D. Cabana, Director	Date
John F. Kennedy Space Center	
Source Selection Authority	