

SOURCE SELECTION STATEMENT

National Aeronautics and Space Administration (NASA) Goddard Space Flight Center Protective Services Contract Request for Proposal (RFP): NNG12364774R

On December 18, 2012, I, as the designated Source Selection Authority (SSA) for the Goddard Space Flight Center (GSFC) Protective Services acquisition, met with the Source Evaluation Board (SEB) appointed to evaluate proposals for the GSFC Protective Services contract. A full briefing of the results of the evaluation conducted by the SEB was presented to me, resulting in my source selection decision.

Procurement Description

The purpose of this procurement is to acquire protective services for Goddard Space Flight Center's assets (personnel, equipment, materials, facilities, and information) as well as provide support as needed for launch, project and special events. This contract will provide consolidated protective service operations at Goddard Space Flight Center (GSFC) main campus in Greenbelt, MD; Wallops Flight Facility (WFF) in Wallops Island, VA; Independent Verification and Validation Facility (IV&V) in Fairmont, WV; and Goddard Institute for Space Sciences (GISS) in New York, NY.

This contract is for commercial services. A Firm Fixed Price (FFP) contract for core services will be awarded with monthly fixed pricing by location. The contract includes an Indefinite Delivery Indefinite Quantity (IDIQ) component where FFP task orders can be issued when additional services are needed. The periods of performance include an 18-month base (except for IV&V, which is a 12-month base due to the current contract end date of September 2013); 24 months for option period one; and 18 months for option period two.

Background

This procurement was conducted as a total 8(a) set-aside based upon responses received from a sources sought notice synopsized in FedBizOpps and the NASA Acquisition Information System (NAIS).

The Source Selection Authority (SSA) appointed the SEB on March 22, 2012.

A Draft Request for Proposal (RFP) was issued on March 2, 2012, that requested comments and input from industry. The Final RFP was issued on April 19, 2012. A site visit was held at Greenbelt on April 30, 2012, and at Wallops on May 1, 2012. Three amendments to the RFP were issued to address questions received.

Timely proposals were received by the due date of May 31, 2012, from the following five offerors (listed in alphabetical order):

- Alutiiq Pacific, LLC
- Chenega Security & Support Solutions, LLC (also referred to as CS3)
- Security Support Services LLC (S3)
A joint venture between Quality Investigation, Inc. and Coastal International Security, Inc.
- The Whitestone Group, Inc.
- Totally Joined for Achieving Collaborative Techniques (TJFACT)
A joint venture between TJFACT and Torres Advanced Enterprise Solutions

Upon receipt of proposals, the Contracting Officer conducted an initial review to determine if all information had been provided, whether each offeror made a reasonable attempt to present an acceptable proposal, and whether offerors were eligible to perform the work. One requirement for performing the work (as identified in the RFP) was that offerors possess a secret level facility clearance by the due date for receipt of proposals. Each offeror's current clearance status was verified through the Defense Security Services using the CAGE code submitted by the offeror. Offers submitted by Security Support Services and Totally Joined for Achieving Collaborative Techniques did not have a current secret level facility clearance. The RFP stated that no offeror will be considered for award who fails this component. Both offerors were notified that their proposal would not be considered for award based on this requirement. The remaining three proposals were determined to be responsive.

Evaluation Procedures

The SEB conducted its evaluation using a streamlined evaluation process for commercial services allowed under Federal Acquisition Regulation (FAR) Part 12 and the principles for source selection procedures identified in FAR Part 15.3 and NASA FAR Supplement (NFS) 1815.3, and the RFP evaluation criteria. The SEB evaluated proposals in accordance with the criteria established in the RFP, including RFP addendums to FAR provision 52.212-1, "Instructions to Offerors – Commercial Items," and FAR provision 52.212-2, "Evaluation – Commercial Items."

The following factors were used to evaluate proposals: Technical Merit, which included technical approach, staffing plan, organizational structure, phase-in, and safety and health plan; Price; and Past Performance. Technical merit and past performance, when combined, are significantly more important than price. All factors, individually, are approximately equal.

Technical Merit: The technical merit proposals were evaluated by classifying findings as strengths, weaknesses, significant strengths, significant weaknesses, or deficiencies. The overall technical proposal was evaluated to determine how well the offeror understood the technical requirements as expressed in the offeror's approach to performing the requirements in the

Statement of Work (SOW). One of the following adjectival ratings was then assigned: Excellent, Very Good, Good, Fair, or Poor.

Past Performance: Under the past performance factor, the SEB evaluated each offeror's recent and relevant performance of work similar in size, content, and complexity to the requirements of this effort.

The SEB first determined if the contract was recent (ongoing or completed less than three years prior to the issuance of the RFP). Contracts completed more than three years prior to issuance of this RFP would not be considered recent and would not be considered or evaluated.

The Government considered the relevance in terms of size (must meet/exceed an average annual contract value of at least \$1.5M) and content (type and complexity of services or work, in comparison to the requirements of this solicitation). The SEB reviewed the scope of work for each referenced contract as written in both the past performance volume and as described in the Past Performance Information Retrieval System (PPIRS) reports (or in the absence of a PPIRS report, a telephone interview).

The SEB also considered information that was an indication of how well the contractor performed. This performance information either came from PPIRS reports or from telephone interviews. Telephone interviews followed the same general format as PPIRS reports. PPIRS allows ratings in six areas: Quality of Product/Service; Schedule; Cost Control; Business Relations: Management of Key Personnel; and Utilization of Small Business. The SEB did not consider any ratings for cost control since this will be a firm fixed price contract and it is therefore not a relevant factor. The SEB also did not consider Utilization of Small Business since this procurement is a small business set-aside under the 8(a) program and therefore not relevant.

The past performance of significant subcontractors was also evaluated and attributed to the offeror. The past performance of a significant subcontractor was compared to the work proposed to be performed by that subcontractor, and weighed accordingly in assigning the overall past performance adjectival rating to the offeror.

The Level of Confidence ratings were specified and defined in the RFP. The adjectival ratings were: Very High Level of Confidence, High Level of Confidence, Moderate Level of Confidence, Low Level of Confidence, Very Low Level of Confidence, and Neutral.

Price: The evaluation of the price factor was conducted in accordance with the RFP and FAR Parts 15.305(a)(1) and 15.404-1(b). The Government performed a price analysis that included comparison of proposed prices received in response to the solicitation and comparison of proposed prices with the independent Government cost estimate. The Government calculated a total price for all work under this contract for each offeror. The total price was calculated by summing the total for: 1) core services for each base and option period at each location; 2) IDIQ services based on offeror's proposed fully loaded labor rates multiplied by the Government's estimated quantities for each location for each period of performance; and 3) phase-in.

Competitive Range: A competitive range determination was made on October 15, 2012; this resulted in including the three remaining offerors. Written and oral discussions were held with each offeror during the period from October 16, 2012, through November 7, 2012. Discussions were concluded on November 9, 2012 and offerors were provided the opportunity to submit Final Proposal Revisions (FPR). FPRs were due November 19, 2012. All offerors in the competitive range submitted FPRs by the due date.

Evaluation Findings

The SEB completed evaluations of the FPRs on December 5, 2012. The SEB presented the findings from the evaluation to the SSA on December 18, 2012. Final findings are as follows:

Alutiiq

Technical Merit: Alutiiq's FPR received an Excellent adjectival rating for technical merit. Alutiiq had three significant strengths and three strengths. There were no weaknesses, significant weaknesses, or deficiencies.

Alutiiq received a significant strength for its management approach to a geographically dispersed effort. The proposal demonstrated a thorough understanding of the challenges associated with a dispersed effort and included a number of features that will ensure consistency and enhance communication and interaction between the four sites. Alutiiq received a second significant strength for a carefully-planned, detailed phase-in schedule that included advanced scheduling features and demonstrated a comprehensive understanding of the complexities and coordination involved in phasing in this contract. Alutiiq received a third significant strength in the area of risk management both for its proposed risk management processes and techniques, which reflected an in-depth understanding of the complexities of risk management, and for Alutiiq's identification of contract risks and its mitigation approaches to address those risks.

Alutiiq received a strength for a systematic hiring plan that included detailed processes to ensure that vacancies and emergency staffing requirements are promptly addressed. Alutiiq received a second strength for its approach to maintaining a qualified staff through a comprehensive retention strategy that included a number of beneficial features for employees. Alutiiq received a third strength in the area of key personnel for proposing a Project Manager and Operation Manager with extensive experience, leadership, and technical knowledge.

Past Performance: The SEB determined that there is a High Level of Confidence that Alutiiq would be able to successfully perform the requirements of the GSFC effort based on its past performance. Performance ratings ranged from Moderate to Very High on the various contracts that were evaluated. The SEB determined that Alutiiq had demonstrated very effective past performance of work comparable to the GSFC effort in size and content (complexity and type).

Price: Alutiiq's total overall evaluated price was the lowest, and significantly lower than the next lowest priced offeror. The SEB found the price proposal to be realistic for the work to be performed, reflected a clear understanding of the GSFC requirements, and was consistent with

the various elements of their technical proposal. No instance of unbalanced pricing was found in the price proposal and it was found to be fair and reasonable.

CS3

Technical Merit: CS3's FPR received an Excellent adjectival rating for technical merit. CS3 had two significant strengths and five strengths. There were no weaknesses, significant weaknesses, or deficiencies.

CS3 received a significant strength for a comprehensive hiring plan that included very detailed processes to ensure that only the best candidates are selected to fill vacancies and emergency staffing needs. The hiring plan demonstrated a meticulous review and analysis of the SOW to meet contract hiring requirements. CS3 received a second significant strength in the area of key personnel for the extensive management experience, leadership, and technical knowledge of the entire management team.

CS3 received a strength for its approach to managing a geographically dispersed effort that includes a system that enhances the potential for standardization and consistency across all four sites. CS3 received a second strength in the area of risk management for proposing effective risk management processes and techniques. CS3 received a third strength for a proposed retention strategy that includes a number of beneficial features to help retain and motivate staff. CS3 received a fourth strength for a detailed phase-in schedule that identified key events, milestones, and management's involvement. CS3 received a fifth strength for a safety and health plan which demonstrated an in-depth understanding of occupational hazards existing during contract operations.

Past Performance: The SEB determined that there is a Very High Level of Confidence that CS3 would be able to successfully perform the requirements of the GSFC effort based on their past performance. Performance ratings ranged from High to Very High, with mostly Very High ratings on their most relevant contracts. The SEB determined that CS3 and their major subcontractor had demonstrated exemplary performance of work comparable to the GSFC effort in size and content (complexity and type).

Price: CS3's total overall evaluated price was the highest priced offer. The SEB found the price proposal to be realistic for the work to be performed, reflected a clear understanding of the GSFC requirements, and was consistent with the various elements of their technical proposal. No instance of unbalanced pricing was found in the price proposal and it was found to be fair and reasonable.

The Whitestone Group

Technical Merit: The Whitestone Group's FPR received a Very Good adjectival rating for technical merit. They had two significant strengths and three strengths. There were no weaknesses, significant weaknesses, or deficiencies.

The Whitestone Group received a significant strength in the area of risk management for its comprehensive approach that included detailed processes, and for its identification and mitigation of risks to contract performance. The Whitestone Group received a second significant strength in the area of key personnel for the extensive management experience, leadership, and technical knowledge of their entire management team.

The Whitestone Group received a strength for its approach to managing a geographically dispersed effort that includes methods for enhancing the potential for standardization and consistency across all four sites. The Whitestone Group received a second strength for a detailed staffing plan that demonstrates a very good understanding of coverage requirements and the skill mix required to accomplish the work. The Whitestone Group received a third strength for a hiring plan that includes detailed processes for ensuring that vacancies and emergency staffing requirements are promptly addressed with qualified personnel.

Past Performance: The SEB determined that there is a High Level of Confidence that The Whitestone Group would be able to successfully perform the requirements of the GSFC effort based on its past performance. Performance ratings ranged from Low to Very High, although the lower ratings were on their less relevant contracts. The SEB determined that The Whitestone Group had demonstrated very effective past performance of work comparable to the GSFC effort in size and content (complexity and type).

Price: The Whitestone Group's overall evaluated price was the second highest of the three proposals. The SEB found the price proposal to be realistic for the work to be performed, reflected a clear understanding of the GSFC requirements, and was consistent with the various elements of their technical proposal. No instance of unbalanced pricing was found in the price proposal and it was found to be fair and reasonable.

Selection Decision

In making my decision, I closely examined the SEB's findings with respect to Technical Merit, Past Performance, and Price. In weighing the three evaluation factors, I considered the relative order of importance of each of the evaluation factors as stated in the RFP: "Technical merit and past performance, when combined, are significantly more important than price. All factors, individually, are approximately equal."

Regarding the technical merit factor, I reviewed the findings associated with all three Offerors and I agree with the SEB's assignment of Significant Strengths and Strengths based on the relative benefit and value of the various proposal features. I noted that both Alutiiq and CS3 received the highest adjectival rating, "Excellent" and that The Whitestone Group received the second highest technical rating, "Very Good." While I determined that all three offerors submitted strong technical proposals, I concluded that both Alutiiq's and CS3's proposals were technically superior to The Whitestone Group based on the greater relative benefit and value of the proposal features offered by Alutiiq and CS3. Between Alutiiq and CS3, I closely examined

the findings for a key technical discriminator but ultimately concluded that both proposals were of essentially equal technical merit.

Regarding past performance, I noted that the SEB's evaluation of past performance resulted in the assessment of a "Very High" level of confidence for CS3 and a "High" level of confidence for Alutiiq and The Whitestone Group.

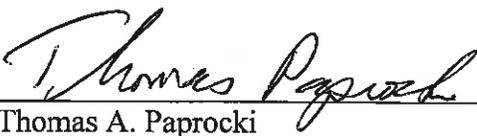
Finally, I considered the evaluated prices of each offeror. Alutiiq's price was lowest and substantially lower (more than 10 percent) than both other offerors. CS3's price was highest and higher than The Whitestone Group by a less substantial, but still meaningful margin.

In making my trade-off decision, I first considered The Whitestone Group. While The Whitestone Group was technically strong, I determined that Alutiiq and CS3 offered superior technical proposals. In past performance, The Whitestone Group received a "High" rating which was the same rating as Alutiiq's, but lower than CS3. In price, The Whitestone Group was in the middle, but still substantially higher than Alutiiq. Thus, I determined that The Whitestone Group did not distinguish its proposal under any of the three factors and I removed it from consideration.

I then compared CS3's proposal with Alutiiq's proposal. Because I concluded that both proposals were essentially equal under the technical factor, I looked to past performance and price for discriminators. Under past performance, CS3 offered a better past performance record ("Very High"), which was one rating higher than Alutiiq's ("High"). With respect to price, Alutiiq offered a substantially lower price than CS3, which offered the highest price. With Alutiiq and CS3 both having an advantage in different factors of approximately equal importance, I considered the relative difference between the offerors within the two factors, in reaching my trade-off decision.

Ultimately, I concluded that Alutiiq offered the best value to NASA because its substantially lower price outweighed the one-level higher performance rating offered by CS3. In past performance the two proposals are closer, with one level of confidence separating the two proposals. In price, however, the difference between the two offerors is *substantial*. I conclude that the substantial price savings to NASA offered by Alutiiq exceeds the value of the one-level higher performance confidence rating offered by CS3.

Therefore, based on my review of Technical Merit, Past Performance, and Price, it is my decision that Alutiiq's proposal offers the best overall value to the Government on the basis of an "Excellent" technical proposal, substantially lower price, and a "High" past performance rating. I hereby select Alutiiq for award.


Thomas A. Paprocki

Source Selection Authority


Date