

SELECTION STATEMENT
For
NASA HQ ORGANIZATION DEVELOPMENT (OD)
&
COACHING SERVICES
RFP NNH12360015R

On June 26, 2013, I, along with key senior officials from NASA Headquarters (HQ) and NASA's Goddard Space Flight Center (GSFC), met with the Evaluation Team appointed to evaluate proposals in connection with the NASA HQ OD and coaching services procurement. A full briefing of the results of the evaluation conducted by the team was presented to me, resulting in my source selection decision. This Source Selection Statement documents the rationale for my selection.

Procurement Description and History

The principal purpose of this procurement is to provide OD and coaching services. OD can be defined as a planned, organization-wide effort that is managed from the top to increase organizational effectiveness and health through planned interventions using behavioral science knowledge. Coaching is an intensive one-on-one professional relationship that is structured toward accelerating the development and effectiveness of employees and teams.

Often initiatives worked across the Agency are done in a vacuum without cross communication to other Centers. The plan for changing and developing leaders and organizations should be an integrated one. There needs to be an ability to tie the change and development activities across the Agency together. One way this can be accomplished is by allowing the Office of Human Capital Management (OHCM) at NASA to serve as the "caretakers" of the Agency's change initiatives, which will ensure integration occurs and a big picture perspective is maintained. The services provided shall be conducted agency-wide, across all NASA centers.

This competition was full and open under NAICS 541611 (Administrative Management and General Management Consulting Services). This effort will be performed under an Indefinite Delivery/Indefinite Quantity (IDIQ) type contract with fixed-price (FP) and time-and-material (T&M) task orders, with a five year effective ordering period, without options. The minimum amount of services that shall be ordered during the effective ordering period is \$1,000. The maximum amount of services that may be ordered during the effective ordering period is \$26,000,000.

Two RFP amendments were issued for this procurement. Amendment 1, issued July 23, 2012, to extend the proposal due date to August 14, 2012 and to change the past performance minimum average annual cost/fee incurred to \$500K and provide corrected pages to the solicitation. Amendment 2, issued August 22, 2012, addressed the following areas: clarified the page limitation for the technical merit volume II; extended the proposal due date for technical merit volume II only to September 4, 2012; and, provide a corrected page to the solicitation.

Evaluation Procedures

The evaluation was conducted in accordance with FAR 15. The RFP stated that the factors to be used for evaluation were Technical Merit, Past Performance and Price. The RFP specified the relative order of importance of the evaluation factors, as follows:

“The Price factor is significantly less important than the combined importance of the Technical Merit and Past Performance factors. As Individual factors, the Technical Merit is the most important, and the Price factor is more important than the Past Performance factor.”

Technical Merit Factor

The team conducted an independent evaluation of each proposal in accordance with the criteria set forth in the solicitation. The proposals were evaluated by classifying the proposal findings as “Strengths”, “Weaknesses”, “Significant Strengths”, “Significant Weaknesses”, or “Deficiencies” per the definitions in the RFP, Section 4.2. For the Technical Merit factor, adjective Ratings of “Excellent”, “Very Good”, “Good”, “Fair”, or “Poor” were assigned.

Price Evaluation Factor

In accordance with the RFP Section 4.4, “PRICE EVALUATION FACTOR,” a price analysis was conducted in accordance with FAR 15.305(a) (1). This analysis was done to determine that a “fair and reasonable” price is paid by the Government. In the Contracting Officer’s discretion, price reasonableness may be presumed without further review based on adequate price competition.

The price was not numerically scored or adjectivally rated.

Past Performance Evaluation Factor

Past performance was evaluated based on FAR Part 15 and the evaluation criteria in the RFP, Section 4.3. All past performance references needed to meet the “recent” and minimum average annual cost/fee expenditures criteria for both prime contractor references and significant subcontractor references in order to be evaluated. A “recent” Contract is a Contract that is ongoing or completed less than 3 years prior to issuance of the RFP. For a prime Contractor’s Contract reference(s) to be considered at least minimally “relevant”, it needed to meet/exceed an average annual cost/fee incurred of at least \$500,000. For a significant subcontractor’s Contract reference(s) to be considered at least minimally “relevant”, it needed to meet/exceed an average annual cost of at least 25% of that portion of this procurement that the subcontractor is proposed (or estimated) to perform.

Past contracts were evaluated in terms of relevancy and the contractor’s performance. The degree of relevance (ie. Very Highly Relevant, Highly Relevant, Relevant, or Minimally Relevant) was based on size and content. Content was more important than size in the evaluation of relevance. The performance evaluation (ie. Very High Performance, High Performance, Moderate Performance, Low Performance, Very Low Performance) was based primarily on customer satisfaction and/or government performance databases. Offerors without a record of “recent” and “relevant” past performance, or for whom a record of past performance is unavailable, would have received a “Neutral” rating.

Past Performance was not numerically scored, but was assigned an overall adjectival Level of Confidence Rating of "Very High Level of Confidence", "High Level of Confidence", "Moderate Level of Confidence", "Low Level of Confidence", "Very Low Level of Confidence", or "Neutral" in accordance with the RFP, Section 4.3. Each Offeror's adjectival overall Level of Confidence rating included both the "relevance" component and the "performance" component of each of the past contracts considered. The overall Level of Confidence was determined by the consensus of the evaluation team voting members and reflected a subjective evaluation of the information contained in the Offeror's past performance written narrative, customer questionnaires, and other references.

Competition Summary

On August 14, 2012, ten (10) timely proposals were received from the following companies: Cambria Consulting, Inc.; Beacon Associates, Inc.; Booz Allen Hamilton; Bravo Zulu Alliance; ICF International, Inc.; Interactions Associates, Inc.; MetaOps, Inc.; New Leaf Training & Development; SRA International, Inc.; and, Strategic Partners. The team performed an initial evaluation to determine if each Offeror had provided all the information required by the solicitation. Amendment 2, issued August 22, 2012, extended the due date for technical merit volume II only to September 4, 2012. On September 4, 2012, two (2) revised technical merit proposals were received from SRA International and Bravo Zulu.

Also as a result of the initial review, the proposal submitted by MetaOps, Inc. was determined to be unacceptable and therefore eliminated from the competition. By letter dated August 22, 2012, MetaOps was advised that its proposal was determined technically unacceptable. MetaOps requested reconsideration of this determination. NASA-GSFC denied the re-consideration on August 29, 2012.

Findings and Evaluation

Technical Merit

The following summary chart provides the adjectival ratings for each Offeror for Technical Merit:

	Beacon	Booz Allen	Bravo Zulu	Cambria	ICF	Interactions	New Leaf	SRA	Strategic Partners
Technical Merit	Fair	Good	Poor	Very Good	Good	Fair	Poor	Fair	Fair

Technical Merit Factor

The evaluation results for each Offeror are:

Beacon

Overall rating for Mission Suitability is "Fair."

Technical Merit, Beacon's proposal received zero (0) significant strengths, two (2) strengths, four (4) weaknesses, zero (0) significant weaknesses, and zero (0) deficiencies.

Beacon's Strength #1 – Beacon co-created/co-published, with the American Society for Training and Development (ASTD), an end-to-end method for analyzing and improving human performance at work called Performance DNA (PDNA). The ASTD is a widely respected authority on training and development research, analysis and delivery. The proposal notes that PDNA is the underlying methodology for all of its OD engagements. They also developed a formal change management process, called EASE, which is a collection of tools used in various areas of change management. PDNA and EASE provide models for OD work and also provide some opportunity to customize at the individual initiative level. The integration of change management into OD processes increases the likelihood of success and the model helps hone in on areas where change would have the most immediate positive effects.

Beacon's Strength #2 - Beacon proposed to use a three-step strategic planning model, supported by their PDNA model, for some of the front-end analysis. The model includes direct participation from key stakeholders, which helps foster commitment to the objectives and encourages ownership for the development and implementation of related action plans.

Beacon's Weakness #1 – The solicitation required the contractor to provide access to assessment tools and administration of survey questionnaires. With respect to behavioral, psychological, and multi-rater assessments, Beacon "recommends that NASA subscribe to the appropriate (online) services and manage the purchasing and inventory of approved assessments." In addition, they recommend working with NASA to identify "approved assessments". They suggest that use of an assessment from the approved list allows the coach to use it if they deem it appropriate, without any further approval. This is not in line with the requirements of the SOW, Section 3.0; which increases the risk of unsuccessful contract performance.

Beacon's Weakness #2 – Beacon proposes a very general approach to satisfying the requirements of RTO #2. It is unclear what specific services would be provided as there was no breakdown of coaching hours. They do not adequately address how the coaching would support and integrate with the objectives of the development program. Nor do they adequately address how coaches would be matched to participants. This finding causes the Agency to have reduced confidence in their ability to support the items within RTO #2. As such, a flaw in the proposal exists which increases the risk of unsuccessful contract performance.

Beacon's Weakness #3 - The RFP required that they satisfy the requirement outlined in Section 11.0 in the Statement of Work related to minimum position qualifications and requirements. Beacon proposed many resumes categorized as OD professionals and/or coaches. However, it was unclear who was being proposed for which labor category, so it was difficult to assess competence for that role; and depending on the role, some of these individuals are not qualified. Additionally, it didn't appear that there were

any resumes for mediators. So we are unable to ensure that all proposed staff is well qualified for the work under the SOW.

Beacon's Weakness #4 - RFP, Section 3.9(B) Technical Merit (a) Small Business Subcontracting, required Offeror's to submit a Small Business Subcontracting Plan. Beacon's plan does not address the extent of commitment to use subcontractors to include enforceable vs. non-enforceable agreements.

Booz Allen

Overall rating for Mission Suitability is "Good."

Technical Merit, Booz Allen's proposal received zero (0) significant strengths, four (4) strengths, three (3) weaknesses, zero (0) significant weaknesses, and zero (0) deficiencies.

Booz Allen's Strength #1 - The RFP, Section 3.9(B) Technical Merit (a) Small Business Subcontracting, required they submit a Small Business Subcontracting Plan and to complete Exhibit 5, Small Business Subcontracting Plan Goals. Booz Allen provided a breakdown of their proposed subcontractor partners by company name, business size, and type, along with services to be performed. They proposed 98% of the total estimated subcontracts to be subcontracted to small businesses. The high level of small business subcontracting at 98% contributes towards exceeding the subcontracting goals in the socio-economic areas specified.

Booz Allen's Strength #2 – Booz Allen proposed variety of methods to address varying levels of conflict ranging from using mediation to resolve communication breakdowns to formal dispute resolution. They demonstrate flexibility with the ability to provide customized solutions to resolving conflicts rather than a "one size fits all" approach.

Booz Allen's Strength #3 – Booz Allen proposed to work with internal OD experts throughout the design and implementation phase of any projects or tasks. This collaboration will help ensure the efficiency of the intervention by leveraging internal resources to insure a long-term unified and consistent approach.

Booz Allen's Strength #4 – Booz Allen's approach to RTO #2 is thoughtful and well-conceived, reflecting an integrated approach to the coaching program that would support the overall objectives of NASA FIRST. A virtual introduction of the coaches, which is followed by a participant coaching request process, is an efficient means of supporting the coach/participant matching process.

Booz Allen's Weakness #1 - Booz Allen recommends exploring several options with the Agency for tracking and sharing coaching and OD engagements and activity. There is insufficient information about how they will integrate existing data from the current system. The need to explore and then possibly build a database for tracking could potentially cause a break in the Agency's data collection, tracking and analysis.

Booz Allen's Weakness #2 - The RFP, Section 3.9(B) Technical Merit (a) Small Business Subcontracting, required Booz Allen to submit a Small Business Subcontracting Plan. Booz Allen's plan does not address the extent of commitment to use subcontractors to include enforceable vs. non-enforceable agreements. Based on the lack of information, their Small Business Subcontracting Plan increases the risk of unsuccessful contract performance.

Booz Allen's Weakness #3 - The RFP required that Booz Allen satisfy the requirement outlined in Section 11.0 in the Statement of Work related to minimum position qualifications and requirements. Though they assert that they can meet the requirements of having resources available within two hours of each NASA location, there is little supporting documentation that this is the case. As a result, the Agency has a lack of confidence about their ability to provide qualified support under this contract to all of NASA's organizational components.

Bravo Zulu Alliance

Overall rating for Mission Suitability is "Poor."

Technical Merit, Bravo Zulu's proposal received zero (0) significant strengths, zero (0) strengths, six (6) weaknesses, one (1) significant weakness, and zero (0) deficiencies.

Bravo Zulu's Weakness #1 - Bravo Zulu's proposal articulates an approach to team building that is more consistent with a training program, rather than a customized intervention. This finding reduces the Agency's confidence that they have the capacity or flexibility to offer customized solutions for various task order requests, and will, instead rely on their own tools and training solutions regardless of the issue presented. As such, a flaw in the proposal exists which increases the risk of unsuccessful contract performance.

Bravo Zulu's Weakness #2 - Bravo Zulu's proposed approach lacks information on key elements of RTO #1. Such as not linking team building to their strategic process or that coaching is not integrated into the larger effort, but is seemingly a "stand alone" activity. Though they provide a "textbook" discussion of strategic planning, they do not address the nuts and bolts of what makes this RTO an OD engagement, or the specific requirements/deliverables noted in the RTO #1. This finding leaves the government with little confidence that they understood the requirement or could deliver an appropriate intervention to satisfy RTO #1 requirements.

Bravo Zulu's Weakness #3 - Bravo Zulu's proposed approach to RTO #2 does not provide an adequate explanation of how their proposed leadership development model, and associated training, will connect with the NASA FIRST program design and outcomes as specified in the task proposal deliverables.

Bravo Zulu's Weakness #4 - Bravo Zulu does not adequately address the requested task deliverables in RTO #2. Specifically, they do not provide an overall process to manage the cadre of coaches working with the NASA FIRST Program; a detailed outline and methodology that links coaching to FIRST program design and outcomes; or, a description of how the overall activity, as well as each individual component will be tracked. The impact of this finding decreases confidence that they understand the full scope of the RTO #2, or would be able to adequately address the specific requirements.

Bravo Zulu's Weakness #5 - Bravo Zulu's Quality Assurance Plan indicates there is focus on training and development solutions not OD. The QAP discusses the use of instruments aligned with Kirkpatrick's Training Evaluation Model. The typical evaluation model outlined for a training program is not appropriate to an OD intervention or even coaching. As such, a flaw in the proposal exists which increases the risk of unsuccessful contract performance.

Bravo Zulu's Weakness #6 - Bravo Zulu's proposal includes a listing of professionals and the labor categories that they will use for purposes of the RFP. Many of them appear to serve in several of the

categories, and several of them in all. However, a review of the personnel summaries does not support their qualifications to do so. This finding impacts the Agency's confidence that they can provide the required services for this contract.

Bravo Zulu' Significant Weakness #1 – Bravo Zulu's proposed technical approach is based in cognitive science and appears to rely heavily on training and leadership development. They provide an academic description of organizational development. The description of the technical approach and development philosophy are training based and not reflective of standard OD approaches. They do not adequately demonstrate their organizational development capability, which decreases confidence that they have a strong emphasis on or competence in, OD.

Cambria:

Overall rating for Technical Merit is "Very Good."

Technical Merit, Cambria's proposal received two (2) significant strengths, three (3) strengths, one (1) weakness, zero (0) significant weaknesses, and zero (0) deficiencies.

Cambria's Significant Strength #1- Cambria presents an excellent proposal in response to RTO #1, which demonstrates that they fully understand the scope of the work necessary to address the key requirements. Moreover, the proposal provides an additional dimension to the work, allowing for a more thorough approach to the team building and strategic planning activities required for RTO #1.

Cambria's Significant Strength #2 – Cambria proposes a well-designed approach to RTO #2. Their approach shows a significant understanding of the program, particularly in how coaching links to and supports key program content elements. They have flexibility in their approach to how they allocate coaches. They also provide a comprehensive approach to how they will manage the coaching cadre as well as track engagement activities.

Cambria's Strength #1 –The subcontractors they propose to support the requirement complement their expertise to yield a very well-rounded team. The team presented is very diverse and represents strength in services covering all aspects of the SOW.

Cambria's Strength #2 – Cambria proposed coaches that are well experienced and educated—80% of their cadre have graduate degrees, well beyond the education requirements of the SOW. The representative resumes show very strong credentials with significant experience and relevant advanced education.

Cambria's Strength #3 – Cambria proposed the use of a web-based application for engagement tracking. The system is very robust and offers significant functionality to monitor and track engagement milestones and activity, provide updates via automated alerts, and produce standardized reports as well as customized ones that provide access to "real time" information. They will provide training to all users of this system. The Agency will have significant data by which to monitor and assess program milestones and overall program success.

Cambria's Weakness #1 – Their proposal does not adequately demonstrate complete coverage to all NASA locations, as required by RFP Section 11.

ICF International

Overall rating for Mission Suitability is "Good."

Technical Merit, ICF's proposal received zero (0) significant strengths, three (3) strengths, two (2) weaknesses, zero (0) significant weaknesses, and zero (0) deficiencies.

ICF's Strength #1 - ICF proposed to work with the Agency's internal OD experts throughout the design and implementation phase of any projects or tasks which will ensure the efficiency of the intervention by leveraging internal resources to insure a long term unified and consistent approach.

ICF's Strength #2 – ICF proposed a tool that recommends coach/participant pairings based on a mathematic formula that takes into account information provided by the participant. In addition, they provide a Coach Catalog that has search and sort features so that participants can view coaches from a variety of viewpoints.

ICF's Strength #3 – ICF proposes an approach to RTO #2 that is well conceived. The coordinated approach to the coaching engagement for the NASA FIRST participants is very useful for participants that are not yet engaged in official leadership roles. They describe a very structured process for the NASA FIRST participants to follow that engages them and supports their program learning.

ICF's Weakness #1 - The proposed representative resumes for the OD professionals, including the lead for RTO #1, leaned more toward human resources and training. Though highly educated and credentialed, most of the senior OD professionals had more experience with measurement and assessment, not active organizational interventions. This limited presence substantial organizational intervention experiences increases the risk of unsuccessful contract performance.

ICF's Weakness #2 - The RFP, Section 3.9(B) Technical Merit (a) Small Business Subcontracting, required they submit a Small Business Subcontracting Plan. ICF's plan does not address the extent of commitment to use subcontractors to include enforceable vs. non-enforceable agreements. Based on the lack of information as identified above, their Small Business Subcontracting Plan increases the risk of unsuccessful contract performance.

Interaction Associates, Inc.

Overall rating for Mission Suitability is "Fair."

Technical Merit, Interaction's proposal received zero (0) significant strengths, three (3) strengths, three (3) weaknesses, one (1) significant weakness, and zero (0) deficiencies.

Interaction's Strength #1 - Interaction regularly conducts research and best practices within the OD and coaching arenas. The Agency will be able to leverage their knowledge, tools and models that have been instrumental in developing some of the seminal approaches in OD and change management, and utilize this knowledge to offer innovative solutions for any required tasks.

Interaction's Strength #2 - Interaction demonstrated capabilities in competencies that are lacking and/or needed Agency-wide, such as innovation and organizational design. The "Collaborate to Innovate"

program offers the Agency a process and tool to support its emphasis on innovation. This expertise can support what are high profile areas for human capital as well as the Administrator's strategic direction.

Interaction's Strength #3 - The RFP, Section 3.9(B) Technical Merit (a) Small Business Subcontracting, required they submit a Small Business Subcontracting Plan and to complete Exhibit 5, Small Business Subcontracting Plan Goals. Interaction's proposal states they will subcontract 75% of the work to small businesses; which 60% of the services will be provided by Karlin Sloan, & Company, a WOSB Concern. The high level of small business subcontracting at 75% contributes toward exceeding the subcontracting goals in the socio-economic areas specified.

Interaction's Weakness #1 - Interaction describes a succession planning model that is not targeted to the public sector. Federal merit principles say that agencies must "recruit qualified individuals from all segments of society and select and advance employees on the basis of relative ability, knowledge, and skill after fair and open competition." They state: "Our succession-planning process begins with...a Talent Summit in which we identify and discuss candidates and rank them..." This provides the Agency with concern, as the activity described will likely lead to personnel management violations of the above referenced merit principle.

Interaction's Weakness #2 - Interaction's proposed approach to RTO #1 provided inconsistent information. The narrative for RTO #1 describes an appropriate level of coaching to support the task. However, in the Overview of Executive Coaching Approach/Activities, they refer to the NASA FIRST Program which is RTO #2. They go on to propose a number of coaching hours which is inconsistent with their previous narrative. As a result, the Agency could not adequately evaluate a critical component of RTO #1.

Interaction's Weakness #3 - The RFP, Section 3.9(B) Technical Merit (a) Small Business Subcontracting, requires they submit a Small Business Subcontracting Plan. Interactions' proposed plan does not address all elements as required by FAR 19.704 as stated in the RFP. Their plan does not address the extent of commitment to use subcontractors to include enforceable vs. non-enforceable agreements. They also did not adequately address established or planned procedures and organizational structure for SDB outreach, assistance, counseling, market research and SDB Identification and relevant purchasing procedures. Based on the lack of information as identified above, their Small Business Subcontracting Plan increases the risk of unsuccessful contract performance.

Interaction's Significant Weakness #1 - Interaction's Quality Assurance Plan that is offered is inadequate. It outlines their philosophy about quality assurance, but does not provide sufficient details about how they will monitor quality. They claim that quality is of "utmost importance" to their organization; however there are not enough details to support this assertion. The proposal lacks sufficient details to permit the Agency to determine if they can meet the QA requirements. As such, a flaw in the proposal exists which appreciably increases the risk of unsuccessful contract performance.

New Leaf Training and Development

Overall rating for Mission Suitability is "Poor."

Technical Merit, New Leaf's proposal received zero (0) significant strengths, one (1) strengths, two (2) weaknesses, one (1) significant weakness, and zero (0) deficiencies.

New Leaf's Strength #1 - New Leaf outlined a comprehensive process for onboarding new employees to ensure that they have qualified consultants. This shows commitment to ensuring that they recruit talent that meets their standards and can provide high quality support for client engagements.

New Leaf's Weakness #1 – New Leaf's proposed approach to RTO #1 is not sufficiently detailed. The activities proposed to address RTO #1 are disconnected and fail to show an integrated approach to the task. There is insufficient detail in the design for us to determine the effectiveness of the approach. This decreases the Agency's confidence that they can provide an integrated approach to responding to a typical OD request. As such, a flaw in the proposal exists which increases the risk of unsuccessful contract performance.

New Leaf's Weakness #2 - RTO #1 required the Offeror's to provide a detailed outline and methodology for coaching in support of strategic planning and team cohesion/alignment for the senior management team at Ames Research Center (ARC). New Leaf proposes coaching sessions of up to four hours for the executives. It is unreasonable for executives to spend this amount of time in a single session. There is no clear indication of how this time will be used or why this timeframe is being recommended. This indicates that they may not understand executive needs and acceptable/appropriate executive coaching practices. As such, a flaw in the proposal exists which increases the risk of unsuccessful contract performance.

New Leaf's Significant Weakness #1 - Their proposed approach for RTO #2 lacks sufficient detail for an evaluation. RTO #2 requires they propose an approach to provide coaching to support participants in the Agency's NASA FIRST Program. For RTO #2, it is not clear how many coaches are being recommended. There is not an adequate description of how the coaches will be matched to participants. Their proposal does not explain how the coaching hours will be used, and in particular, how they tie in and support the overall objectives of the NASA FIRST Program. It is difficult, because of the lack of specificity, to assess if adequate resources are being allocated to this task or if coaches are being appropriately matched with participants. As such, a flaw in the proposal exists which appreciably increases the risk of unsuccessful contract performance.

SRA

Overall rating for Mission Suitability is "Fair."

Technical Merit, SRA's proposal received zero (0) significant strengths, three (3) strengths, two (2) weaknesses, one (1) significant weakness, and zero (0) deficiencies.

SRA's Strength #1 - The RFP, Section 3.9(B) Technical Merit (a) Small Business Subcontracting, required SRA to submit a Small Business Subcontracting Plan and to complete Exhibit 5, Small Business Subcontracting Plan Goals. SRA's proposal lists the identified small business subcontractors in Table C-4: List of Supplies and Services to be provided by Company and Business Category and includes the company name, address, socio-economic category of the business and the NAICS Codes they will perform under. SRA proposed 70% of the total estimated subcontracts will be subcontracted to small businesses. The high level of small business subcontracting at 70% will enhance the potential for successful performance and contributes toward exceeding the subcontracting goals in the socio-economic areas specified.

SRA's Strength #2 - The RFP required SRA to demonstrate their capability and knowledge with regard to the technical requirements related to Coaching Services and Engagement and Activity Tracking. SRA has an established process for matching employees and coaches called CoachFit™. This tool directly supports Statement of Work Sections 2.0 (Coaching Services) and 8.0 (Engagement and Activity Tracking). The fact that a tool has been developed, tested and used effectively will save significant time when implementing the coaching program.

SRA's Strength #3 - The RFP, Section 3.9(B) Technical Merit (a) Small Business Subcontracting, required the SRA to submit a Small Business Subcontracting Plan and to complete Exhibit 5, Small Business Subcontracting Plan Goals. SRA's proposal discussed an active and robust small business-mentoring program. Currently, SRA has six approved mentor-protégé relationships in four Federal Agencies." The substantial number of mentor protégé agreements with four Government Agencies will potentially enhance NASA's access to small business vendors with increased capabilities.

SRA's Weakness #1 - SRA proposes labor categories that are not appropriate to those that are needed for RTO #2. The labor categories and skill mix recommended to support RTO #2 are out of alignment with the task. They propose using Executive level (C-level) coaches for a program targeted at aspiring leaders in the GS-11 and GS-12 range. This finding decreases the Government's confidence of their understanding of the technical objectives and requirements. As such, a flaw in the proposal exists which increases the risk of unsuccessful contract performance.

SRA Weakness #2 - The RFP, Section 3.9(B) Technical Merit (a) Small Business Subcontracting, required SRA to submit a Small Business Subcontracting Plan. Their plan does not address the extent of commitment to use subcontractors to include enforceable vs. non-enforceable agreements. In addition, they failed to provide Exhibit 5. Based on the lack of information as identified above, their Small Business Subcontracting Plan increases the risk of unsuccessful contract performance.

SRA's Significant Weakness #1 – SRA's proposal does not adequately address the organizational strategic planning portion of RTO #1. The proposal lacks sufficient details to permit the Agency to determine if they can meet technical requirement of the task. As such, a flaw in the proposal exists which appreciably increases the risk of unsuccessful contract performance.

Strategic Partners

Overall rating for Mission Suitability is "Fair."

Technical Merit, Strategic Partner's proposal received zero (0) significant strengths, one (1) strengths, four (4) weaknesses, zero (0) significant weaknesses, and zero (0) deficiencies.

Strategic Partner's Strength #1 - Strategic Partner's Quality Control Plan is comprehensive and emphasizes the fit of practitioners to the engagement by describing how people are selected and how engagements are managed, including promoting flexibility and a focus on prevention and confidentiality. This finding is classified as a strength because it enhances the potential for successful performance.

Strategic Partner's Weakness #1 - The proposed approach to RTO #1 is very general and does not adequately address the strategic planning requirement. The proposal references a section that outlines the "key principles of our overall approach", but the section does not exist within the proposal. The

proposal also uses a climate assessment tool that does not directly connect to the task order deliverables. The impact of this is a decreased confidence that they would be able to adequately address the task requirements. As such, a flaw in the proposal exists which increases the risk of unsuccessful contract performance.

Strategic Partner's Weakness #2 - Their approach to engagement and activity tracking in RTO #1 and RTO #2 is not clear. Their discussion of RTO #1 task tracking is more about how they would handle tracking activities and analysis for the overall contract, rather than the specifics of this RTO, including general discussion about their use of their online data management system, Basecamp for RTO #1 and RTO #2. This finding decreases the confidence that they understand and/or has carefully read the task requirements. As such, a flaw in the proposal exists which increases the risk of unsuccessful contract performance.

Strategic Partner's Weakness #3 - Their approach to RTO #2 is not clear. In Figure RTO2-3: RTO #2 Labor Categories, Hours, Activity and Outcomes, almost 400 hours are listed in support of this effort beyond the direct coaching hours and coaching prep and follow-up. This represents a lack of understanding of the task requirements. As such, a flaw in the proposal exists which increases the risk of unsuccessful contract performance.

Strategic Partner's Weakness #4 – Strategic Partner's proposal does not adequately meet the requirements of the SOW Section 11.0 which requires availability of professionals within 2 hours of each NASA installation. Though they have significant detail about their recruitment and retention strategies for their professionals, they do not address how they will meet this particular need if required for the locations under a task order. As such, a flaw in the proposal exists which increases the risk of unsuccessful contract performance.

Price Factor

The following summarizes the proposal evaluation for the Price Factor:

- The proposed price of each of the RTOs, as submitted on Exhibit 4, was assessed to determine reasonableness.
- The RFP required Offerors to submit a detailed cost breakdown for each deliverable, requirement, or major task item, the staffing plan, and projected hours required to accomplish each RTO.
- The RFP required each Offeror to provide a fully loaded labor rate matrix.
- The Offerors were required to use the labor categories provided in the RFP and they were allowed to propose additional labor categories they deemed necessary.

The following rank orders the total RTO prices from lowest to highest offeror:

ICF, New Leaf, SRA, Cambria, Booz Allen, Beacon, Strategic Partners, Bravo Zulu, and Interaction Associates

There were significant price gaps between the lowest five Offerors (ICF, New Leaf, SRA, Cambria, and Booz Allen), the next two moderately higher Offerors (Beacon and Strategic Partners), and the final two significantly higher Offerors (Bravo Zulu and Interaction Associates). The pricing of Bravo Zulu and Interaction Associates was more than double in comparison to the pricing of the lowest five Offerors.

Past Performance Factor

The following table summarizes the Level of Confidence ratings for the Past Performance factor. Two Offerors received a "Very High", three Offerors received a "High" and four Offerors received a "Neutral" rating based on past performance contained in the Offeror's and significant subcontractor's past performance written narrative, customer questionnaires, and other references.

Offeror	Past Performance (Level of Confidence)
Cambria	High
Beacon	Very High
Booz Allen Hamilton	High
Bravo Zulu	Neutral
ICF	Very High
Interaction	Neutral
New Leaf	Neutral
SRA	High
Strategic Partners	Neutral

Source Selection Decision

I have reviewed the Evaluation Team's June 26, 2013 presentation and have carefully considered the detailed findings presented therein. In addition to reading the findings and supporting details, I solicited and considered the views of all of the attendees from the presentation, including key senior officials from NASA HQ and GSFC who have responsibility related to this acquisition.

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 Price factor is significantly less important than the combined importance of the Technical Merit and Past Performance factors. As individual factors, the Technical Merit is the most important, and the Price factor is more important than the Past Performance factor."

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

Overall, I determined the findings presented by the evaluation team, as documented in the presentation slides and the price reports, to be reasonable and valid for purposes of making a selection decision. The

evaluation presented by the team provided a clear understanding of the differences in the Technical Merit factors, the Past Performance factors and the Price factors between the proposals of all Offerors.

Regarding the Technical Merit factor, I reviewed the findings associated with all the Offerors and I agree with the SEB's assignment of findings based on the relative benefit and value of the various proposal features. The team's overall evaluation of proposals under the Technical Merit factor resulted in Cambria, Booz Allen Hamilton and ICF being the most highly rated proposals. Cambria's "Very Good," Booz Allen's "Good," and ICF's "Good" ratings were substantially higher than the Technical Merit ratings of Beacon, Bravo Zulu, Interaction Associates, New Leaf, SRA, and Strategic Partners, which all received either "Fair" or "Poor" ratings.

As I further examined the Technical Merit factor, I concluded that Cambria's, Booz Allen's and ICF's proposals clearly distinguished themselves. They were the only Offerors to receive a "Very Good" and "Good" adjectival rating. Cambria received 2 significant strengths, 3 strengths, and 1 weakness with no significant weaknesses or deficiencies. Booz Allen received 4 strengths, 3 weaknesses with no significant weaknesses or deficiencies. ICF received 3 strengths, 2 weaknesses with no significant weaknesses or deficiencies. Under Technical Approach, Cambria received significant strengths and Booz Allen and ICF received strengths for demonstrating an exceptional and detailed understanding of all of the areas of the Statement of Work through their capability and knowledge with regards to the technical requirements related to Coaching and OD Services; as well as their approach to the RTOs.

Overall, I concluded that Cambria, Booz Allen and ICF were clearly superior and distinguished themselves from Beacon, Bravo Zulu, Interaction Associates, New Leaf, SRA, and Strategic Partners under the Technical Merit factor.

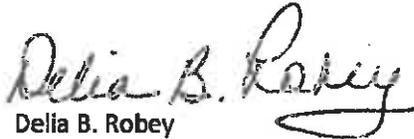
Under the Price factor, Cambria, Booz Allen and ICF price for each RTO were assessed and deemed fair and reasonable. In addition, the fully loaded labor rate matrix submitted by Cambria, Booz Allen and ICF were also deemed reasonable. They each submitted a detailed cost breakdown for each deliverable, or major task item, the staffing plan, and projected hours required to accomplish each RTO which showed a clear understanding of the SOW. The significantly high prices of Bravo Zulu and Interaction Associates made them substantially less competitive than other Offerors. The moderately high prices proposed by Beacon and Strategic Partners also impacted their overall competitiveness.

Under the Past Performance factor, Beacon and ICF were rated "Very High" and Cambria, Booz Allen, and SRA were rated High. Bravo Zulu, Interaction Associates, New Leaf, and Strategic Partners were all rated "Neutral". Given these ratings, and the fact that the Past Performance factor was the least heavily weighted factor in the RFP, these results did not significantly impact my overall selection decision.

In summary, Cambria, Booz Allen and ICF were the only Offerors to receive a "Very Good" or "Good" adjectival rating for Technical Merit, while also achieving a "High" or "Very High" rating in Past Performance and being among the five lowest total RTO Prices. Although Beacon was rated as Very High in Past Performance, this was significantly outweighed by the less competitive (Fair) Technical Merit evaluation combined with their less competitive Price factor, both of which were weighted more heavily than Past Performance in the evaluation. Additionally, while New Leaf and SRA both offered very competitive pricing, which was lower than Cambria and Booz Allen, this price advantage was more than offset by the Technical Merit advantages from Cambria and Booz Allen. This is particularly important given the contrast of Technical Merit findings between the higher rated proposals from Cambria and Booz Allen in comparison to the lower rated proposals from New Leaf and SRA, which both

receive one Significant Weakness finding, and the fact that the RFP stated that "the Price factor is significantly less important than the combined importance of the Technical Merit and Past Performance factors". Therefore, I determined that the lower Price factor for New Leaf and SRA did not make them competitive for the overall selection.

Based on the above, I select Cambria, Booz Allen and ICF for award of the NASA HQ Organization Development (OD) Consulting and Coaching Support Services Contract.



Delia B. Robey
Associate Chief for the Office of Headquarters Procurement

4/11/2013

Date

**ADDENDUM TO THE
SOURCE SELECTION STATEMENT
NASA HQ ORGANIZATION DEVELOPMENT (OD)
&
COACHING SERVICES
RFP NNH12360015R**

On January 16, 2014, I met with the Evaluation Team and the team’s advisors in connection with the NASA HQ OD and coaching services procurement based on SRA International’s (SRA) protest and GAO’s decision recommendations. A full briefing of the results of the reevaluation conducted by the team was presented to me, resulting in my reconsideration. This addendum to the Source Selection Statement documents the rationale for my decision.

The SEB and I have read the recommendation of the GAO. GAO sustained SRA’s Protest finding: (1) the record fails to demonstrate a reasonable basis for the agency’s evaluation findings related to their Small Business Plan and Exhibit 5; and, (2) the record fails to demonstrate that the agency assigned ratings in an even-handed manner related to SRA’s RTO #1. In accordance with that recommendation, the SEB has evaluated SRA again and has revised its findings with regards to SRA. The SEB has not revised any findings concerning any other Offeror. In light of the revised findings pertaining to SRA, I am now reconsidering my initial decision not to award a contract to SRA.

Findings and Evaluation

Technical Merit

The following summary chart provides the corrected adjectival ratings for each Offeror for Technical Merit:

	Beacon	Booz Allen	Bravo Zulu	Cambria	ICF	Interactions	New Leaf	SRA	Strategic Partners
Technical Merit	Fair	Good	Poor	Very Good	Good	Fair	Poor	Good	Fair

Technical Merit Factor

The reevaluation results for SRA are:

SRA

Overall rating for Mission Suitability is revised to “Good.”

Technical Merit, SRA’s proposal received zero (0) significant strengths, three (3) strengths, two (2) weaknesses, zero (0) significant weakness, and zero (0) deficiencies.

SRA's Strength #1 - The RFP, Section 3.9(B) Technical Merit (a) Small Business Subcontracting, required SRA to submit a Small Business Subcontracting Plan and to complete Exhibit 5, Small Business Subcontracting Plan Goals. SRA's proposal lists the identified small business subcontractors in Table C-4: List of Supplies and Services to be provided by Company and Business Category and includes the company name, address, socio-economic category of the business and the NAICS Codes they will perform under. SRA proposed 70% of the total estimated subcontracts will be subcontracted to small businesses. The high level of small business subcontracting at 70% will enhance the potential for successful performance and contributes toward exceeding the subcontracting goals in the socio-economic areas specified.

SRA's Strength #2 - The RFP required SRA to demonstrate their capability and knowledge with regard to the technical requirements related to Coaching Services and Engagement and Activity Tracking. SRA has an established process for matching employees and coaches called CoachFit™. This tool directly supports Statement of Work Sections 2.0 (Coaching Services) and 8.0 (Engagement and Activity Tracking). The fact that a tool has been developed, tested and used effectively will save significant time when implementing the coaching program.

SRA's Strength #3 - The RFP, Section 3.9(B) Technical Merit (a) Small Business Subcontracting, required the SRA to submit a Small Business Subcontracting Plan and to complete Exhibit 5, Small Business Subcontracting Plan Goals. SRA's proposal discussed an active and robust small business-mentoring program. Currently, SRA has six approved mentor-protégé relationships in four Federal Agencies." The substantial number of mentor protégé agreements with four Government Agencies will potentially enhance NASA's access to small business vendors with increased capabilities.

SRA's Weakness #1 - SRA proposes labor categories that are not appropriate to those that are needed for RTO #2. The labor categories and skill mix recommended to support RTO #2 are out of alignment with the task. They propose using Executive level (C-level) coaches for a program targeted at aspiring leaders in the GS-11 and GS-12 range. This finding decreases the Government's confidence of their understanding of the technical objectives and requirements. As such, a flaw in the proposal exists which increases the risk of unsuccessful contract performance.

SRA's Weakness #2 – SRA's proposal does not adequately address one of two deliverables—organizational strategic planning—in RTO [No.] 1. The Offeror only includes a reference to strategic planning in Table 2-1: Sample Team Intervention and does not describe how or when this time-consuming deliverable would be accomplished. The proposal lacks sufficient detail to provide any expectation that half of the deliverables in the RTO 1 would be adequately completed. This creates a flaw in the proposal that increases the risk of unsuccessful contract performance.

Price Factor

The following lists the total RTO prices from the lowest to the highest Offeror:

ICF, New Leaf, SRA, Cambria, Booz Allen, Beacon, Strategic Partners, Bravo Zulu, and Interaction Associates

This remains unchanged from the original selection.

Past Performance Factor

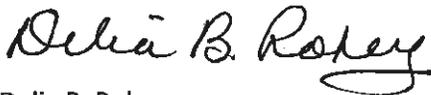
The past performance findings remain unchanged from the original selection.

Source Selection Decision

I have reviewed the Evaluation Team's January 16, 2014 presentation on the evaluation of SRA's proposal and have carefully considered the corrected findings presented therein. In addition to reading the corrected findings and supporting details, I solicited and considered the views of all of the attendees from the presentation, who have responsibility related to this acquisition.

SRA's RTO #1 weakness is not as significant as first observed, and the risk that was identified does not appreciably increase the risk of unsuccessful contract performance. Based on this revised weakness, I concur with the SEB's revised Mission Suitability rating of "Good" for SRA, given that they now have reasonably sound findings and their weaknesses do not significantly detract from their strengths and their overall proposal response.

In light of these corrected findings, SRA received a "Good" adjectival rating for Technical Merit, a "High" past performance rating, and their price is competitive. An award to SRA is consistent with my original selection rationale, as all selected Offerors received a "Very Good" or "Good" Technical Merit rating, a "Very High" or "High" past performance rating and are among the most competitive RTO prices. Therefore, I have included SRA among those receiving awards for the NASA HQ Organizational Development (OD) Consulting and Coaching Support Services Contract.



Delia B. Robey
Associate Chief for the Office of Headquarters Procurement

1/17/2014
Date