

**Source Selection Statement for the
Software Robotics and Space System Services (SRS3)
NASA Lyndon B. Johnson Space Center
(Solicitation Number NNJ13541712R)**

On October 23, 2013, I met with members of the Streamlined Procurement Team (SLPT) appointed to evaluate the proposals for the Software, Robotics, and Space System Services (SRS3) contract, Solicitation Number NNJ13541712R. Several other officials of the Lyndon B. Johnson Space Center (JSC) also attended this meeting. The presentation charts represent the final source selection evaluation report and are herein incorporated by reference.

I. Procurement History

SRS3 is an Indefinite-delivery, Indefinite-quantity (IDIQ) contract comprised of cost-plus-fixed-fee and firm-fixed price task orders. The procurement was conducted as a total small business set-aside. The North American Industry Classification System (NAICS) Code and Small Business Size Standard are 541511 and \$25.5M, respectively. The basic period of performance for this acquisition is three years with a 30-day phase-in prior to contract start. There is one two-year option. The Not-to-Exceed (NTE) value for the basic IDIQ effort is \$13M. The option provides an \$11.9M addition to the basic IDIQ NTE value.

The scope of the SRS3 effort provides the Engineering Directorate's Software, Robotics, and Simulation Division at the Johnson Space Center with research, development, and deployment of software development services producing software systems, processes, and tools to a variety of end-users across the agency. The SRS3 procurement focuses on development and deployment for spaceflight software in the following fields: 1) Advanced software development technology, 2) Advanced human computer interaction, 3) Avionics flight software (Core flight software deployment), and 4) Advanced collaborative engineering and process automation.

On December 14, 2012 and February 8, 2013, Sources Sought Synopses/Requests for Information (RFI) were posted to seek industry interest. On April 3, 2013, an Industry Day synopsis was posted to notify potential offeror's that Industry Day would be held via WebEx on April 18, 2013 and one-on-one meetings would be held on April 18, 2013 and April 19, 2013 to discuss the anticipated SRS3 procurement with industry.

On June 4, 2013, the Contracting Officer released draft versions of Sections C, L, M, and associated attachments and posted a Pre-solicitation Synopsis. The final Request for Proposal (RFP) was released on July 15, 2013. A pre-proposal conference was held on July 23, 2013; questions were solicited and answered during the conference and subsequently posted to the Federal Business Opportunities website. A proposal from offerors was originally due August 15, 2013 and the due date for receipt of proposals was later extended to August 29, 2013.

One offeror, Tietronix Software Inc. (Tietronix), submitted a proposal in response to the RFP.

II. Evaluation Procedures

The RFP stated the offeror's proposal would be evaluated by a Streamlined Procurement Team (SLPT) in accordance with applicable regulations which include the FAR, the NASA FAR Supplement (NFS), and in accordance with the RFP. The SLPT carried out the evaluation activities and reported to me. As the Source Selection Authority (SSA) I am responsible for making the source selection decision.

The SLPT conducted an initial review of Tietronix's proposal to determine acceptability of the proposals in accordance with NFS 1815.305-70, *Identification of Unacceptable Proposals*. Tietronix's proposal was determined acceptable in accordance with NFS 1815.305-70.

Following the initial review, Tietronix's proposal was then evaluated against the announced Technical Acceptability requirements in accordance with RFP Section M.4. The RFP made clear that the SLPT would assess Technical Acceptability by assigning an overall rating of Acceptable (A), Potentially Acceptable (PA), or Unacceptable (U). Technical Acceptability subfactors included the proposed Management Approach, Phase-in Plan, Technical Approach, Software Process Compliance Plan, and Safety and Health Plan. In accordance with RFP Section M.4.1, all Technical Acceptability subfactors must be passed in order for an offeror's proposal to be considered Acceptable. As described further below, the SLPT determined that Tietronix's proposal passed all Technical Acceptability subfactors and the SLPT assigned Tietronix proposal an overall rating of Acceptable.

Next the SLPT evaluated Tietronix's past performance to assess the degree of confidence the SLPT had in Tietronix ability to fulfill the requirements for the contract while meeting schedule, budget, and performance quality constraints. The SLPT's past performance evaluation considered Tietronix's demonstrated record of performance. In accordance with the RFP, the SLPT assessed a Past Performance confidence rating at the overall factor level using the following scale: Very High Level of Confidence, High Level of Confidence, Moderate Level of Confidence, Low Level of Confidence, Very Low Level of Confidence, and Neutral. As described further below, the SLPT determined that there was a High Level of Confidence that the Tietronix will successfully perform the required content.

To ensure that the final agreed-to prices are fair and reasonable, the SLPT performed a price analysis and cost analysis as announced in the RFP. This included a cost realism analysis performed in accordance with the FAR 15.404, *Proposal Analysis*, and NFS 1815.404, *Proposal Evaluation*. The cost realism analysis involved an the SLPT's independent review and evaluation of specific elements of Tietronix's proposed cost estimate to determine whether the estimated proposed cost elements were realistic for the work to be performed, reflected a clear understanding of the requirements, and were consistent with the unique methods of performance and materials described in Tietronix's technical proposal. After performing the cost realism analysis, the SLPT did not make any probable cost adjustments to Tietronix cost proposal and therefore the probable and proposed costs were the same value. The Contracting Officer determined Tietronix's cost to be fair and reasonable.

The RFP notified prospective offerors in Section M.2, *Award without Discussions*, that the Government intended to evaluate proposals and award a contract without discussions (except for clarifications as described in FAR 15.306(a)) as provided in FAR 52.215-1. Offerors were therefore notified that their initial proposal should contain the offeror's best terms.

The RFP provided that the Government would award to the offeror whose proposal offered the best overall value to the Government that met all solicitation requirements and was determined responsible in accordance with FAR 9.104. Further, the Subcontracting Arrangement Information (SAI), Organizational Conflict of Interest (OCI) Avoidance Plan information, and Government Property Management Plan would be used to determine eligibility.

In accordance with RFP Section M.4., *Past Performance Tradeoff (PPT) Proposal Evaluation*, for those offerors who were determined to be technically acceptable, NASA would make tradeoffs between past performance and cost/price. The RFP specified that Past performance was significantly more important than cost/price.

III. Evaluation of Tietronix's Proposal

In accordance with NASA FAR Supplement 1815.305-71, if only one proposal is received in response to the solicitation, the Contracting Officer shall determine if the solicitation was flawed or unduly restrictive and determine if the single proposal is an acceptable proposal. Based on these findings, the SSA shall direct the Contracting Officer to one of the following: (1) Award without discussions provided the Contracting Officer determines that adequate price competition exists; (2) Award after negotiating an acceptable contract; or (3) Reject the proposal and cancel the solicitation.

1. The SRS3 Solicitation Was Not Flawed or Unduly Restrictive

In accordance with NFS 1815.305-71(a), the Contracting Officer re-reviewed the RFP and other details associated with the procurement and determined the solicitation was not flawed or unduly restrictive. During the RFP preparation phase and throughout the procurement the Contracting Officer and SLPT Chairperson had extensive communications with industry and at no time during the procurement did potential offerors indicate any concerns that the SRS3 competition was flawed or the solicitation was unduly restrictive.

In response to the Sources Sought Synopses/ RFIs in December 2012 and February 2013, the SLPT received eight capabilities statements. A large number of companies participated in the SRS3 Industry Day in April 2013 and eleven of those companies also participated in one-on-one meetings with the SLPT. An SRS3 procurement website was established in March 2013 which provided industry with a large number of documents pertaining to the SRS3 requirements. The SLPT received and answered a number of questions regarding the draft versions of RFP Sections C, L and M released in June 2013. In July 2013, four prospective offerors attended the SRS3 pre-proposal conference. None of these communications with industry indicated any negative

feedback regarding the SRS3 requirements or indicated that the requirements restricted competition. Offerors were given adequate time (45 days) to submit proposals.

During RFP development, the SRS3 SLPT was initially concerned that NASA's requirement that offerors must be able to meet Capability Maturity Model Integration for Development (CMMI-Dev) Maturity Level 3 certification may limit the number of small businesses able to effectively compete for SRS3. The SLPT proactively addressed this concern by including additional information in the RFP about the requirement and answered questions about this requirement from prospective offerors. The SLPT consistently advised that the SLPT would consider proposed technical approaches from offerors that involved teaming with CMMI-Dev Level 3 certified subcontractors. Industry provided no negative feedback or concerns that the requirement to meet CMMI-Dev Level 3 certification restricted their ability to compete for the SRS3 contract.

2. Tietronix's Proposal Was Acceptable

In accordance with NFS 1815.305-70, Identification of Unacceptable Proposals, the Contracting Officer determined that Tietronix's proposal was initially acceptable. Tietronix submitted a complete proposal that addressed all aspects of the RFP to include correct page count, font size, and number of copies. Tietronix correctly submitted all Volumes which included Volume I for Technical Acceptability, Volume II for Past Performance, Volume III for Cost/Price proposal, Volume IV for Other Proposal Requirements (subcontracting arrangement information and organizational conflict of interest avoidance plan), and Volume V for the Model Contract. Tietronix followed all instructions as set forth by Section L of the RFP.

3. Adequate Price Competition Existed

The Contracting Officer carefully considered the requirements of FAR 15.403-1(c)(1)(ii), *Prohibition on obtaining cost or pricing data*, and determined that adequate price competition existed throughout the SRS3 procurement. Even though the SLPT ultimately received only one proposal, the Contracting Officer had a reasonable expectation, based on market research, that two or more responsible offerors, competing independently, would submit priced offers in response to the RFP. As described above, other companies participated throughout the SRS3 procurement. An Interested Parties List for SRS3 included 48 companies. As described above, the SLPT received eight capabilities statements in response to RFIs, held industry day one-on-one meetings with eleven companies, and four prospective offerors attended the SRS3 pre-proposal conference. In addition to Tietronix, two other prospective offerors maintained communications with the Contracting Officer throughout the proposal preparation period following release of the RFP. One of those two additional prospective offerors requested that the SLPT extend the proposal due date in order to afford additional time to respond. The other prospective offeror asked the SRS3 SLPT to remove certain past performance evaluation language from section M of the RFP which that prospective offeror felt put them at a significant disadvantage in the SRS3 competition. Both requests were granted and amendments were issued to the SRS3 solicitation in order to facilitate competition. Additionally, the Contracting Officer continued to receive anonymous questions from potential offerors during the proposal

preparation period which were publicly answered. This continued communication with interested parties other than Tietronix created a reasonable expectation that the SLPT would receive at a minimum three proposals. Based on this reasonable expectation, the Contracting Officer determined that adequate price competition exists.

The Contracting Officer also reasonably concluded that Tietronix submitted their proposal with the expectation of competition. As described above, the SRS3 SLPT publicly answered industry questions throughout the procurement and amended the solicitation twice in response to industry requests from companies other than Tietronix. Tietronix consistently participated in SRS3 pre-proposal activities and was therefore aware that other offerors were interested in the SRS3 procurement and submitted their proposal with the expectation of competition. This conclusion is supported by the fact that Tietronix submitted a reasonable proposal with a cost/price that was below the Independent Government Estimate (IGE).

4. Technical Acceptability Evaluation

The SLPT determined that Tietronix's Technical Acceptability Volume passed all subfactors and was therefore considered overall Acceptable. The SLPT determined that Tietronix's Technical Volume sufficiently addressed the requirements set forth in the proposal instructions and that any risk associated with Tietronix's proposed approach would not jeopardize an acceptable level of contract performance.

The SLPT determined that the proposed Management and Staffing Plan was reasonable, feasible, and complete. The plan addressed the policies, procedures and techniques for ensuring a properly-staffed and well-motivated work force. The approach to identifying and describing the key personnel positions was acceptable, the approach for retention of skills and knowledge was well defined and viable, and the proposed compensation and fringe benefits were commensurate with the high-level professional skills necessary to perform the requirements.

The SLPT determined that the proposed Phase-In Plan was reasonable, feasible, and complete. It addressed continuity of services, phase-in schedule, badging requirements and all other requirements detailed in the solicitation.

The SLPT determined that the proposed Software Process Compliance Plan was reasonable, feasible, and complete. The plan addressed the policies, procedures, and techniques for ensuring compliance with NASA's software process requirements and continuous improvement goals. The plan also detailed Tietronix's compliance with CMMI-Dev Level 3 certification.

The SLPT determined that the proposed technical approach was reasonable, feasible, and complete and that it demonstrated an understanding of the problem statement and the technologies involved in the domain. The SLPT found the proposed technical approach to be viable with a reasonable schedule and planned resources that were in line with the Government Resource Estimate (GRE).

The SLPT determined that the proposed Safety & Health Plan was reasonable, feasible, and complete. The plan addressed the policies, procedures and techniques for ensuring a safe and healthy work environment.

5. Past Performance Evaluation

In considering past performance, the SLPT obtained past performance information from a number of sources including: (1) narrative provided by Tietronix in the Past Performance volume of their proposal; (2) completed past performance questionnaires submitted by Tietronix's customers; (3) conversations with Contracting Officers and Contracting Officers' Representatives to obtain details about the questionnaires; (4) the Government Past Performance Information Retrieval System (PPIRS) and the Federal Awardee Performance and Integrity Information System (FAPIIS); (5) OSHA logs, underwriter letter, and the OSHA website; and (6) information independently obtained from other sources, including commercial sources.

Tietronix submitted three past performance efforts for evaluation. All of the contracts evaluated were current contracts which the SLPT considered very recent and included a documented performance history of several years. The SLPT found Tietronix's past performance to be highly pertinent to this acquisition. The SLPT determined that Tietronix past performance demonstrated very effective performance that would be fully responsive to contract requirements with contract requirements accomplished in a timely, efficient, and economical manner.

Tietronix's past performance effort on the IASS contract involved essentially the same magnitude of effort and complexity set forth by the SRS3 statement of work (SOW) and the IASS contract was considered very relevant. Tietronix's past performance on the ATIC and IGOAL contracts involved some of the magnitude of effort and complexity set forth by the SRS3 SOW and were considered relevant.

Tietronix's proposal provided adequate rationale for the designation of their key personnel. The SLPT reviewed the proposed qualifications and experience of each position identified as key personnel and considered their qualifications and experience as commensurate with the knowledge and skill base necessary to successfully perform this effort. The SLPT determined that the past performance of designated key personnel was very relevant to the SRS3 SOW.

Tietronix's past performance showed limited experience deploying software in space, which is a small but important sector of contract performance. Overall, Tietronix's very relevant past performance and the very relevant past performance of their key personnel, when balanced with Tietronix's lack of software deployment in space resulted in overall highly pertinent relevance.

Tietronix's safety and health past performance history indicated a high ability to successfully perform the contract. Tietronix reported no injuries, no OSHA violations, and no EPA violations during the past three years.

The SRS3 SLPT considered all aspects of Tietronix's past performance to reach an overall past performance confidence assessment. After considering the combination of highly pertinent relevancy, very effective quality past performance, and a safety past performance indication of

high ability, there SLPT determined that there was a high level of confidence that the Tietronix will successfully perform the required content.

6. Cost/Price Evaluation

Tietronix's proposed cost/price volume was completed in accordance with the RFP instructions. In accordance with Section M, to ensure that the agreed to prices are fair and reasonable, the SLPT performed price analysis and cost analysis to include a cost realism analysis in accordance with FAR 15.305. After performing the cost realism analysis, the SLPT did not make any probable cost adjustments to Tietronix cost proposal and therefore the probable and proposed costs were the same value.

The Tietronix cost proposal was the only proposal received for the competition. In determining the fairness and reasonableness of the price proposal, a cost analysis and a price analysis were performed. The cost analysis was performed by analysis of the individual cost elements that comprise the total price. Price analysis was performed by comparison to the IGE. Tietronix's proposed price was approximately two percent below the IGE. The Contracting Officer determined Tietronix's cost to be fair and reasonable.

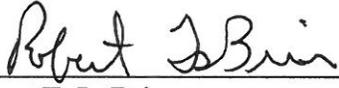
IV. Decision

As the Source Selection Authority for the SRS3 Streamlined Procurement I agree with the Contracting Officer's determination that the SRS3 solicitation was not flawed or unduly restrictive. Tietronix submitted an acceptable proposal in accordance with NFS 1815.305-70. The Contracting Officer had a reasonable expectation that two or more responsible offerors would submit priced proposals in response to the SRS3 solicitation and the Contracting Officer reasonably concluded that Tietronix submitted their proposal with the expectation of competition. These conclusions are supported by the extensive interaction of other prospective offerors throughout the competition including communications which resulted in two amendments to the solicitation during the proposal preparation period. The circumstances indicate that Tietronix would have anticipated that at least one other offeror was capable of submitting a meaningful offeror and that Tietronix had no reason to believe that other potential offerors did not intend to submit an offer. This conclusion is also supported by the fact that Tietronix's proposed technical approach proposes resources that are in line with the GRE and that Tietronix's proposed cost is approximately two percent below the IGE. I therefore agree with the SRS3 Contracting Officer's determination that there was adequate price competition.

Having reviewed the SLPT's evaluation of Tietronix's proposal, I concur with the SLPT's determination that the proposal is technically acceptable for all subfactors, that Tietronix's past performance indicates a high level of confidence that Tietronix will successfully perform the required effort, and that the proposed cost/price is fair and reasonable. When reaching my decision, I considered Tietronix's past performance as significantly more important than their proposed cost.

In accordance with the RFP, I have determined that Tietronix's proposal represents the best overall value to the Government. In reaching this determination, I consulted with JSC

Engineering Directorate's Software, Robotics and Simulation Division and the JSC Safety and Mission Assurance Directorate. After considering their input and all the information presented by the SLPT, I have determined that it is appropriate to award the SRS3 contract without conducting discussions. I therefore select Tietronix Software Inc. for award of the Software, Robotics, and Space System Services Contract and direct the Contracting Officer to award the contract to Tietronix without discussions.



Robert T. LaBrier
Source Selection Authority

11/22/13
Date