

**Selection Statement for the
Marshall Engineering Technicians and Trades Support (METTS)**

RFP NNM13443380R

On July 10, 2015, I along with other senior officials of the George C. Marshall Space Flight Center (MSFC) met with the Source Evaluation Board (SEB) appointed to evaluate proposals in connection with the Marshall Engineering Technicians and Trades Support (METTS) procurement.

I. PROCUREMENT DESCRIPTION

The Director of MSFC appointed the members of the SEB which included representation from the Engineering Directorate, Center Operations Directorate, and the Procurement Office. To aid in the evaluation, the SEB appointed technical evaluators with expertise in appropriate disciplines in order to provide assessments of proposal strengths and weaknesses. The SEB utilized this information in conjunction with the predetermined evaluation factors and subfactors in formulating its assessment of the strengths and weaknesses for each proposal.

The Request for Proposals (RFP) for the METTS procurement was released on September 13, 2013. The RFP required the Offerors to provide the necessary management, personnel, equipment, and supplies to provide a centralized and flexible workforce of technicians and trades (various crafts) to execute day-to-day support services across a wide spectrum of testing and operational functions.

This effort will be performed under a cost reimbursement contract for mission services, with an indefinite delivery, indefinite quantity (IDIQ) task order component. The mission service component is in Sections 1.0 and 2.0 of the Performance Work Statement (PWS). Under the resulting contract, IDIQ task orders will be issued authorizing work for Section 3.0 under the PWS. Award fee will be used for both mission services and any issued IDIQ task order. The contract consists of a one-year base period with four option years.

Three amendments were issued to the RFP:

Amendment No. 1 was posted on October 18, 2013, and extended the due date for written questions to October 21, 2013. The change in due dates for written questions resulted from the Government shutdown in October 2013.

Amendment No. 2 was posted on November 20, 2013, and provided Offerors with answers to questions submitted in response to the RFP, as well as revisions to the RFP, and extended the due date of the RFP from December 3, 2013, to December 16, 2013, due to the Government shutdown.

Amendment No. 3 was posted on November 25, 2013, and provided Offerors with answers to final questions submitted in response to the RFP, as well as revisions to the RFP, and extended the due date of the RFP from December 16, 2013, to January 7, 2014.

The Government designated this procurement as a 100 percent small business 8(a) set-aside under Federal Acquisition Regulation (FAR) Part 19.5. The procurement was conducted as a full and open competition in accordance with FAR Part 15, entitled "Contracting by Negotiation." On January 7, 2014, proposals were received from the following nine (9) companies:

Aerie Aerospace, LLC
1525 Perimeter Parkway, Suite 115
Huntsville, AL 35806

Alutiiq Engineering Joint Venture (AEJV)
3909 Arctic Boulevard, Suite 400
Anchorage, AK 99503

KAYA Associates, Inc.
101 Quality Circle, Suite 120
Huntsville, AL 35806

Marshall Technical Services, LLC (MTS)
212 Eglin Parkway SE
Ft. Walton Beach, FL 32548

Northwind Jacobs Joint Venture
105 Main Street
Shelocta, PA 15774

Sierra 5 Solutions (S5S)
5767 Cove Commons Drive
Brownsboro, AL 35741

Tyonek-Easi Solutions, LLC (TES)
229 Palmer Road
Madison, AL 35758

Watring MEIT Support Services, LLC (WMSS)
2120 Meridian Street N.
Huntsville, AL 35811

YDB Support Services, LLC (YDB)
6613 Brayton Drive, Suite C.
Anchorage, Alaska 99507-2153

II. EVALUATION OF PROPOSALS

The proposals were evaluated in accordance with the procedures prescribed by FAR Part 15 and NASA FAR Supplement (NFS) Part 1815. The Government evaluated the proposals in two general steps:

Step One – An initial evaluation was performed to determine whether all information had been provided and whether the Offeror had made a reasonable attempt to present an acceptable proposal. No proposal was determined to be unacceptable.

Step Two – All acceptable proposals were evaluated against the three evaluation factors contained in the RFP. Based on this evaluation, the Government had the option to utilize one of the following methods: (1) make selection and award without discussions; or (2) conduct discussions with all the Offerors in the competitive range, consisting of the most highly rated proposals, and make selection and award based on final proposal revisions (FPRs).

The RFP listed three evaluation factors: Mission Suitability, Past Performance, and Cost. The RFP stated that these three factors were considered essentially equal in importance. Therefore, all evaluation factors other than Cost, when combined, were considered significantly more important than Cost. Selection and award will be in accordance with the best value approach delineated in the RFP. A best value approach seeks to select a proposal based on the best combination of cost and qualitative effort, which includes Mission Suitability and Past Performance. The evaluation is based upon the premise that, if all proposals are of approximately equal merit, award will be made to the Offeror with the lowest evaluated cost or price. However, the Government may award to other than the lowest priced proposal if the qualitative benefits of the higher-priced proposal merits the additional cost.

In accordance with Section M of the RFP, the three evaluation factors were evaluated as follows:

Mission Suitability: The Offeror's proposed approach to meeting the requirements of the contemplated contract, including the METTS Performance Work Statement and attachments, was evaluated for how clearly and completely the Offeror understood the requirements, including the Offeror's identification and mitigation of any risks inherent with the proposed approach. Proposals were evaluated and assessed Mission Suitability strengths, weaknesses, and deficiencies. Mission Suitability consisted of two subfactors: (1) Management and Technical Approach and (2) Staffing and Total Compensation; and each subfactor received both an adjectival rating and a numerical score.

The applicable adjectival ratings for each subfactor were "Excellent," "Very Good," "Good," "Fair," and "Poor" as set forth and described in NASA FAR Supplement (NFS) 1815.305(a)(3)(A) (as referenced in Section M of the RFP). A maximum score of 1000 was available under Mission Suitability, and a maximum score of 500 was available for

each subfactor. In accordance with NFS 1815.304-70(b) (1), the SEB did not assign an overall adjectival rating to proposals under the Mission Suitability factor.

Past Performance: In accordance with the FAR 15.305(a)(2) and NFS 1815.304-70(d), the Offeror's overall corporate past performance, to include the corporate past performance of any proposed major subcontractors, was evaluated. This area was not numerically scored, but was assigned an adjectival rating for consideration in making a selection. Strengths and weaknesses were assigned. The adjectival ratings of "Very High Level of Confidence," "High Level of Confidence," "Moderate Level of Confidence," "Low Level of Confidence," "Very Low Level of Confidence," and "Neutral" set forth in NFS 1815.305(a)(2)(A) were utilized in the evaluation of past performance. If an Offeror was a proposed joint venture, this information was evaluated for each participant. The quality of Offeror's overall corporate relevant past performance with other efforts comparable in size, content, complexity, and to a lesser extent contract type, to the requirements of the proposed METTS contract was evaluated. In accordance with the RFP, the Government's evaluation gave emphasis to the following areas as relevant:

- Propulsion testing operations
- Propellant and pressurant delivery systems
- Structural and aerodynamic testing
- Materials testing
- Development and execution of fabrication services
- Metrology and calibration
- Valve and component servicing
- Contract management
- Material purchases

Additionally, the Lost Time Case (LTC) rate and Total Recordable Incident Rate (TRIR) was evaluated by averaging each referenced contract/project LTC and TRIR. These averages were compared to the latest available Department of Labor (DOL) Bureau of Labor Statistics (BLS) LTC and TRIR national averages for the NAICS code provided for each contract/project provided.

Cost: The reasonableness and realism of the Offeror's cost proposal was evaluated for the base period and all option periods, plus an additional six-month period (pursuant to the Option to Extend Services clause) in accordance with FAR 15.305(a)(1) and NFS 1815.305(a)(1). The Offeror's total proposed cost for the contract period of performance (which included the base period, all options periods, and the six-month option to extend) was calculated as the sum of (1) the proposed cost for mission services and (2) the proposed IDIQ cost. The proposed IDIQ cost was calculated by multiplying the proposed fully burdened IDIQ labor rates by the predetermined number of hours for each labor category using the IDIQ model. The SEB also performed a cost realism assessment of the proposed mission services cost and the proposed fully burdened labor rates, which resulted in probable cost adjustments for each proposal. However, no adjustments were made to the proposed award fee. Finally, for each proposal, the SEB determined the level

of confidence (i.e., “High,” “Medium,” and “Low”) in the total probable cost and reported the proposed phase-in costs.

All proposals received were determined to be acceptable and were evaluated consistent with the criteria identified in the RFP. The initial findings of the Source Evaluation Board were presented to me, the Source Selection Authority (SSA), on July 10, 2015. A summary of the findings for each proposal follows:

Aerie Aerospace (Aerie)

Under the Mission Suitability factor, the Aerie proposal received a total score of 770 (out of a possible 1000 points). The proposal received three significant strengths, seven strengths, no significant weaknesses, and five weaknesses. The following is a summary of the evaluation under the two Mission Suitability subfactors:

Under the Management and Technical Approach subfactor, the proposal received an adjectival rating of “Good” and a score of 315 (out of a possible 500 points) resulting from no significant strengths, four strengths, no significant weaknesses, and four weaknesses. The strengths related to (1) numerous categories of proposed actions, programs, best practices, innovations, and Space Act Agreement offerings; (2) the Safety, Health and Environmental (SHE) Plan; (3) clear lines of communication with the MSFC customer organizations; and (4) the comprehensive and detailed phase-in approach. The weaknesses related to (1) the inadequate description of several PWS requirements; (2) the approach to store test or analysis data; (3) inclusion of SHE/quality personnel in the line organizations; and (4) the approach for "dual-hatted" management positions, which did not adequately address how the duties are a reasonable assignment of the responsibilities.

Under the Staffing and Total Compensation subfactor, the proposal received an adjectival rating of “Excellent” and a score of 455 (out of a possible 500 points) resulting from three significant strengths, three strengths, no significant weaknesses, and one weakness. The significant strengths related to (1) the General Manager; (2) the SHE and Quality Manager; and (3) the Business Manager. The strengths related to (1) the Deputy General Manager; (2) the effective mitigation strategy for the potential attrition of key personnel; and (3) incentives for employee performance. The weakness related to certain aspects of the total compensation plan.

Under the Past Performance factor, the proposal received an adjectival rating of “Very High Level of Confidence” resulting from four significant strengths, two strengths, no significant weaknesses, and no weaknesses. The significant strengths related to (1) performance on the Marshall Space Flight Center’s Marshall Engineering Technicians and Trades Support contract; (2) performance on the U.S. Army’s Electro-Mechanical Test Division contract; (3) performance on the U.S. Air Force’s Research Propulsion Services contract; and (4) performance on the Kennedy Space Center’s Test and Operations Support Contract. The strengths related to (1) the Lost Time Case (LTC) rate performance on the referenced contracts and (2) the Total Recordable Injury Rate (TRIR) performance on the referenced contracts.

Under the Cost factor, the proposed mission services cost, along with the calculated IDIQ cost, resulted in a total proposed cost that was sixth lowest cost among all proposals. The proposed phase-in cost was \$126,847. The total probable cost was the fourth lowest and was assessed a “High” cost confidence rating.

Alutiq Engineering Joint Venture (AEJV)

Under the Mission Suitability factor, the AEJV proposal received a total score of 520 (out of a possible 1000 points). The proposal received two significant strengths, eleven strengths, four significant weaknesses, and four weaknesses. The following is a summary of the evaluation under the two Mission Suitability subfactors:

Under the Management and Technical Approach subfactor, the proposal received an adjectival rating of “Good” and a score of 340 (out of a possible 500 points) resulting from no significant strengths, eight strengths, no significant weaknesses, and one weakness. The strengths related to (1) the thorough understanding of PWS paragraph 2.4, Fabrication and Assembly of Research and Development Space Flight and Associated Hardware; (2) the maintenance of an American Society of Mechanical Engineers U-Stamp and an ASME code stamp; (3) clear lines of communication with the MSFC customer organizations; (4) two categories of proposed improvements, management and innovation; (5) the defined organizational back-up structure for the management functions; (6) the off-site manufacturing and assembly facilities with qualified personnel; (7) the detailed description of technical performance for IDIQ efforts; and (8) the detailed phase-in schedule allowing for an accelerated phase-in period. The weakness related to an inadequate description of several PWS requirements.

Under the Staffing and Total Compensation subfactor, the proposal received an adjectival rating of “Fair” and a score of 180 (out of a possible 500 points) resulting from two significant strengths, three strengths, four significant weaknesses, and three weaknesses. The significant strengths related to (1) the General Manager and (2) the Test Laboratory Functional Manager. The strengths related to (1) the Space Systems Department Functional Manager; (2) the Materials and Processes Laboratory Functional Manager; and (3) the incentives for employee performance. The significant weaknesses related to (1) the staffing approach for PWS 2.6, Metrology and Calibration, which is significantly understaffed/underskilled for the duties in the mission service area, without adequate substantiation or supporting rationale; (2) the staffing approach for PWS 2.16, Propellant and Pressurant Operations and Systems, which is significantly understaffed/underskilled for the duties in the mission service area, without adequate substantiation or supporting rationale; (3) the staffing approach for PWS 2.18, Propulsion Test Support, which is significantly understaffed/underskilled for the duties in the mission service area, without adequate substantiation or supporting rationale; and (4) the proposed labor rates for numerous labor categories affecting a significant portion of the proposed workforce which are appreciably lower than the industry averages. The weaknesses related to (1) the proposed staffing approach for PWS 2.3, Structural Strength Test Support, and PWS 2.7.2, Environmental Effects Testing, which are understaffed/underskilled for the duties

in the mission services area and lacked substantiation or supporting rationale; (2) certain aspects of the total compensation plan; and (3) incomplete information on the personnel work history for a key person as required by the RFP.

Under the Past Performance factor, the proposal received an adjectival rating of “Moderate Level of Confidence” resulting from no significant strengths, four strengths, no significant weaknesses, and no weaknesses. The strengths related to (1) performance on the Stennis Space Center’s Laboratory Services Contract; (2) the Lost Time Case (LTC) rate performance on the referenced contracts, (3) the Total Recordable Injury Rate (TRIR) performance on the referenced contracts; and (4) receipt of the Stennis Space Center (SSC) Contractor Excellence Award in 2013.

Under the Cost factor, the proposed mission services cost, along with the calculated IDIQ cost, resulted in a total proposed cost that was third lowest cost among all proposals. The proposed phase-in cost was \$66,285. The total probable cost was the sixth lowest and was assessed a “Low” cost confidence rating.

KAYA

Under the Mission Suitability factor, the KAYA proposal received a total score of 500 (out of a possible 1000 points). The proposal received two significant strengths, six strengths, no significant weaknesses, and nine weaknesses. The following is a summary of the evaluation under the two Mission Suitability subfactors:

Under the Management and Technical Approach subfactor, the proposal received an adjectival rating of “Fair” and a score of 240 (out of a possible 500 points) resulting from no significant strengths, five strengths, no significant weaknesses, and five weaknesses. The strengths related to (1) the Safety, Health and Environmental (SHE) Plan; (2) clear lines of communication with the MSFC customer organizations; (3) the property management approach (4) the detailed description of technical performance for IDIQ efforts; and (5) the Offeror’s customized management portal. The weaknesses related to (1) an inadequate description of several PWS requirements; (2) the management approach to utilize a proposed work control system without adequately describing its relationship to the PWS-required work authorization and processing mechanisms; (3) the approach to managing work flow fluctuations without adequately addressing OCI requirements; (4) insufficient detail concerning certain property management requirements; and (5) the approach for a management position that has duties of multiple positions without adequately addressing how the duties are a reasonable assignment of the responsibilities.

Under the Staffing and Total Compensation subfactor, the proposal received an adjectival rating of “Good” and a score of 260 (out of a possible 500 points) resulting from two significant strengths, one strength, no significant weaknesses, and four weaknesses. The significant strengths related to (1) the General Manager and (2) the Senior Manager for Quality/SHE. The strength related to incentives for employee performance. The weaknesses related to (1) the Business Manager; (2) certain aspects of the total

compensation plan; (3) a lack of information necessary to completely evaluate details of the Staffing and Total Compensation Plan Risk Assessment; and (4) incomplete information on the personnel work history for a key person as required by the RFP.

Under the Past Performance factor, the proposal received an adjectival rating of “Very High Level of Confidence” resulting from one significant strength, three strengths, no significant weaknesses, and no weaknesses. The significant strength related to performance on the Marshall Space Flight Center’s NASA Engineering Science and Technical Services contract. The strengths related to (1) the performance on the U.S. Army Space and Missile Defense Command/Army Forces Strategic Command’s Engineering, Operational, Technical & Support Services contract; (2) the Lost Time Case (LTC) rate performance on the referenced contracts; and (3) the Total Recordable Injury Rate (TRIR) performance on the referenced contracts.

Under the Cost factor, the proposed mission services cost, along with the calculated IDIQ cost, resulted in a total proposed cost that was the ninth lowest cost among all proposals. The proposed phase-in cost was \$150,000. The total probable cost was the ninth lowest and was assessed a “High” cost confidence rating.

Marshall Technical Services (MTS)

Under the Mission Suitability factor, the MTS proposal received a total score of 400 (out of a possible 1000 points). The proposal received three significant strengths, four strengths, three significant weaknesses, and nine weaknesses. The following is a summary of the evaluation under the two Mission Suitability subfactors:

Under the Management and Technical Approach subfactor, the proposal received an adjectival rating of “Poor” and a score of 130 (out of a possible 500 points) resulting from no significant strengths, two strengths, two significant weaknesses, and seven weaknesses. The strengths related to (1) clear lines of communication and (2) the teaming and subcontracting approach to fill vacancies. The significant weaknesses related to (1) the management approach for PWS 2.16, Propellant and Pressurant Operations and Systems, and PWS 2.18, Propulsion Test Support, that is poorly defined and risks performance and control of operations at two critical work areas, and (2) the numerous inaccuracies and references to incorrect and/or obsolete documents in the approach that control reporting and work requirements. The weaknesses related to (1) an inadequate description of several PWS requirements; (2) the work processing integration approach for PWS 2.16; (3) the teaming approach for division of work between JV members; (4) insufficient detail on compliance with the PWS requirements associated with Government property; (5) an approach for analytical data recordkeeping that is inconsistent with PWS requirements without adequate supporting rationale; (6) the proposed performance of certain IT functions that are not in the scope of the METTS contract; and (7) export control that inadequately addresses coordination requirements with MSFC protective services.

Under the Staffing and Total Compensation subfactor, the proposal received an adjectival rating of “Good” and a score of 270 (out of a possible 500 points) resulting from three significant strengths, two strengths, one significant weaknesses, and two weaknesses. The significant strengths related to (1) the Propulsion Test Manager, (2) the Quality Assurance Safety, Health, and Environmental (QA/SHE) Manager, and (3) the Business Manager. The strengths related to (1) the General Manager and (2) incentives for employee performance. The significant weakness related to a staffing plan that is apparently based on performing PWS 2.18.2 (Trades Services) under IDIQ rather than base mission services as required by the PWS. The weaknesses related to (1) incomplete information on the mapping of their internal labor category for the Quality Assurance Safety, Health, and Environmental (QA/SHE) manager as required by the RFP and (2) certain aspects of the total compensation plan.

Under the Past Performance factor, the proposal received an adjectival rating of “Very High Level of Confidence” resulting from one significant strength, two strengths, no significant weaknesses, and no weaknesses. The significant strength related to the performance on the Marshall Space Flight Center’s METTS contract. The strengths related to (1) the Lost Time Case (LTC) rate performance on the referenced contracts and (2) the Total Recordable Injury Rate (TRIR) performance on the referenced contracts.

Under the Cost factor, the proposed mission services cost, along with the calculated IDIQ cost, resulted in a total proposed cost that was fourth lowest cost among all proposals. The proposed phase-in cost was zero dollars. The total probable cost was the third lowest and was assessed a “Medium” cost confidence rating.

Northwind Jacobs

Under the Mission Suitability factor, the Northwind Jacobs’s proposal received a total score of 495 (out of a possible 1000 points). The proposal received five significant strengths, three strengths, three significant weaknesses, and twelve weaknesses. The following is a summary of the evaluation under the two Mission Suitability subfactors:

Under the Management and Technical Approach subfactor, the proposal received an adjectival rating of “Good” and a score of 320 (out of a possible 500 points) resulting from one significant strength, two strengths, no significant weaknesses, and four weaknesses. The significant strength related to the Safety, Health and Environmental (SHE) Plan that was comprehensive and thorough in addressing each CPR and sub-element and proposed several additional safety initiatives. The strengths related to (1) several categories of proposed contract innovations and (2) the property inventory and transfer approach during phase-in. The weaknesses related to (1) an inadequate description of several PWS requirements; (2) an approach to managing work flow fluctuations without adequately addressing OCI requirements; (3) insufficient detail concerning certain property management requirements; and (4) an approach for a management position that has duties of multiple positions without adequately addressing how the duties are a reasonable assignment of the responsibilities.

Under the Staffing and Total Compensation subfactor, the proposal received an adjectival rating of “Fair” and a score of 175 (out of a possible 500 points) resulting from four significant strengths, one strength, three significant weaknesses, and eight weaknesses. The significant strengths related to (1) the General Manager; (2) the Deputy General Manager; (3) the Test Area Manager; and (4) the Safety and Mission Assurance Manager. The strength related to incentives for employee performance. The significant weaknesses related to (1) the proposed staffing approach for PWS 2.6, Metrology and Calibration, which was significantly understaffed for the duties of the mission service area, without adequate substantiation or supporting rationale; (2) the proposed staffing approach for PWS 1.0, Contract Management Support, which was significantly understaffed/underskilled for the duties of the mission service area, without adequate substantiation or supporting rationale and (3) the proposed staffing approach for PWS 2.4, Fabrication and Assembly of R&D Space Flight and Associated Hardware, which was significantly understaffed for the duties of the mission service area, without adequate substantiation or supporting rationale. The weaknesses related to (1) the proposed staffing approach for PWS 2.5, Electrical Fabrication, Test and Assembly, which was understaffed for the duties of the mission service area and lacked substantiation or supporting rationale; (2) several areas within the staffing approach that had missing information on work year equivalent (WYE) performance for certain PWS elements; (3) the Staffing and Total Compensation Risk Assessment that did not adequately identify risks(s) or mitigation strategies associated with staffing approach assumptions; (4) the disparate treatment among JV partners on certain aspects of the total compensation plan; (5) the proposed staffing approach for PWS 2.3, Structural Strength Test Support, which was understaffed for the duties of the mission service area and lacked substantiation or supporting rationale; (6) the proposed staffing approach for PWS 2.16, Propellant and Pressurant Operations and Systems, which was understaffed for the duties of the mission service area and lacked substantiation or supporting rationale; (7) the proposed staffing approach for PWS 2.1.2, Environmental Gas Laboratory Support, which was understaffed for the duties of the mission service area and lacked substantiation or supporting rationale; and (8) incomplete information on the personnel work history for a key person as required by the RFP.

Under the Past Performance factor, the proposal received an adjectival rating of “Very High Level of Confidence” resulting from five significant strengths, one strength, no significant weaknesses, and one weakness. The significant strengths related to (1) performance on the Marshall Space Flight Center’s Engineering and Science Services and Skills Augmentation (ESSSA) contract; (2) performance on Stennis Space Center’s Facility Operating Services Contract; (3) the Johnson Space Center’s Test Evaluation and Support Team Contract; (4) performance on U. S. Air Force’s Operation, Maintenance, Information Management and Support Contract; and (5) performance on U.S. Air Force’s Research Operations Support Services contract. The strength is related to the Lost Time Case (LTC) rate performance on the referenced contracts. A weakness related to the Total Recordable Injury Rate (TRIR) performance on the referenced contracts.

Under the Cost factor, the proposed mission services cost, along with the calculated IDIQ cost, resulted in a total proposed cost that was the lowest cost among all proposals.

The proposed phase-in cost was \$150,000. The total probable cost was the second lowest and was assessed a “Low” cost confidence rating.

Sierra 5 Solutions (S5S)

Under the Mission Suitability factor, the S5S proposal received a total score of 480 (out of a possible 1000 points). The proposal received three significant strengths, four strengths, one significant weakness, and eight weaknesses. The following is a summary of the evaluation under the two Mission Suitability subfactors:

Under the Management and Technical Approach subfactor, the proposal received an adjectival rating of “Fair” and a score of 200 (out of a possible 500 points) resulting from no significant strengths, two strengths, no significant weaknesses, and eight weaknesses. The strengths related to (1) the property management approach, and (2) the risk assessment approach that successfully mitigates the risk of “multiple customer with multiple standards.” The weaknesses related to (1) an inadequate description of several PWS requirements; (2) the management approach to utilize a proposed management information system without adequately describing its relationship to the PWS-required work authorization and processing mechanisms; (3) the proposed performance of calibration and repair of instruments and managing records/certifications to a standard inconsistent with the RFP requirement; (4) an inadequate description of the approach to resolving S&MA-related issues and criteria for effectively managing cost, schedule, and technical requirements; (5) the organizational structure that results in an unbalanced span of control not adequately mitigated as an identified risk for effective supervisory control; (6) the quality approach that indicates responsibilities for test readiness reviews and requirements validation that are inconsistent with the PWS; (7) insufficient detail concerning certain property management requirements; and (8) the phase-in approach that includes performance of certain contractual activities prior to contract authority.

Under the Staffing and Total Compensation subfactor, the proposal received an adjectival rating of “Good” and a score of 280 (out of a possible 500 points) resulting from three significant strengths, two strengths, one significant weakness, and no weaknesses. The significant strengths related to (1) the Test Area Manager; (2) the Safety & Mission Assurance Manager; and (3) the Business Manager. The strengths related to (1) the General Manager and (2) incentives for employee performance. The significant weakness related to proposed labor rates for numerous labor categories that affected a significant portion of the proposed workforce and were appreciably lower than the industry averages for those positions.

Under the Past Performance factor, the proposal received an adjectival rating of “Very High Level of Confidence” resulting from two significant strengths, four strengths, no significant weaknesses, and one weakness. The significant strengths related to (1) performance on the Glenn Research Center’s Test Facilities Operations, Maintenance, and Engineering Contract and (2) performance on Kennedy Space Center’s (KSC) Institutional Services Contract / Propellant & Life Support Services Contract. The strengths related to (1) performance on the U.S. Army Test Planning Evaluation and

Documentation Contract; (2) performance on the General Service Administration's Research and Development Structural Test Services contract; (3) the Lost Time Case (LTC) rate performance on the referenced contracts; and (4) the receipt of the Glenn Research Center (GRC) Safety Award in 2006, 2007, and 2008, and the GRC Safety Contractor Award in 2009. The weakness related to the Total Recordable Injury Rate (TRIR) performance on the referenced contracts.

Under the Cost factor, the proposed mission services cost, along with the calculated IDIQ cost, resulted in a total proposed cost that was the second lowest cost among all proposals. The proposed phase-in cost was \$150,000. The total probable cost was the lowest among all proposals and was assessed a "Medium" cost confidence rating.

Tyonek-Easi Solutions, LLC (TES)

Under the Mission Suitability factor, the TES proposal received a total score of 320 (out of a possible 1000 points). The proposal received three significant strengths, three strengths, five significant weaknesses, and six weaknesses. The following is a summary of the evaluation under the two Mission Suitability subfactors:

Under the Management and Technical Approach subfactor, the proposal received an adjectival rating of "Poor" and a score of 100 (out of a possible 500 points) resulting from one significant strength, two strengths, four significant weaknesses, and two weaknesses. The significant strength related to the Safety, Health and Environmental (SHE) Plan that was comprehensive and thorough in addressing each CPR and sub-element and proposed several additional safety initiatives. The strengths related to (1) the proposed improvements and innovations for utilization of MSFC unique facilities by other entities and (2) the property management approach. The significant weaknesses related to (1) the significant lack of detail in the management and technical approach for support to Test Operations, including the Test Laboratory and the Metrology and Calibration Laboratory (PWS 2.3, Structural Strength Test Support, PWS 2.6, Metrology and Calibration, PWS 2.10, Design Support Services, and PWS 2.18, Propulsion Test Support); (2) the significant lack of detail in the management and technical approach for support to propellant and pressurant operations, including Valve and Component Laboratory and Propellant and Pressurant Delivery Systems (PWS 2.16, Propellant and Pressurant Operations and Systems); (3) the significant lack of detail in the management and technical approach for support to Space Systems Operations, including the functions of Fabrication and Assembly of Research and Development (R&D) Space Flight Hardware (PWS 2.4) and Electrical, Fabrication, Test, and Assembly (PWS 2.5); and (4) significant lack of detail in the management and technical approach for support to Materials and Processes Operations, including the functions of Environmental Gas Laboratory, Impact Testing, Environmental Effects Testing, and Materials and Processes Technical Information System (MAPTIS) (PWS 2.1, 2.7, and 2.11). The weaknesses related to (1) the management approach to utilize a proposed work control system without adequately describing its relationship to the PWS-required work authorization and processing mechanisms and (2) the approach for processing Non-Conformance

Reports without adequately addressing PWS documentation requirements associated with quality sensitive items.

Under the Staffing and Total Compensation subfactor, the proposal received an adjectival rating of “Fair” and a score of 220 (out of a possible 500 points) resulting from two significant strengths, one strength, one significant weakness, and four weaknesses. The significant strengths related to (1) the General Manager and (2) the Safety, Health, and Environmental/Quality Assurance (SHE/QA) Manager. The strength related to incentives for employee performance. The significant weakness related to the proposed labor rates for numerous labor categories that affected a significant portion of the proposed workforce and were appreciably lower than the industry averages for those positions. The weaknesses related to (1) the Business Manager; (2) certain aspects of the total compensation plan; (3) the proposed staffing approach for PWS 2.18.3, Control, Instrumentation, and Data Acquisition (CIDA) Services, which included a reduced skill mix and lacked supporting rationale; and (4) the incomplete information on the personnel work history for two key persons as required by the RFP.

Under the Past Performance factor, the proposal received an adjectival rating of “Moderate Level of Confidence” resulting from no significant strengths, four strengths, no significant weaknesses, and no weaknesses. The strengths related to (1) performance on the U.S. Navy Depot level maintenance contract; (2) performance on the White Sands Test Facility (WSTF) Facility Operations and Support Contract; (3) the Lost Time Case (LTC) rate performance on the referenced contracts; and (4) the Total Recordable Injury Rate (TRIR) performance on the referenced contracts.

Under the Cost factor, the proposed mission services cost, along with the calculated IDIQ cost, resulted in a total proposed cost that was the eighth lowest cost among all proposals. The proposed phase-in cost was zero dollars. The total probable cost was the fifth lowest and was assessed a “Medium” cost confidence rating.

Watring-MEIT Support Services (WMSS)

Under the Mission Suitability factor, the WMSS proposal received a total score of 330 (out of a possible 1000 points). The proposal received three significant strengths, six strengths, five significant weaknesses, and five weaknesses. The following is a summary of the evaluation under the two Mission Suitability subfactors:

Under the Management and Technical Approach subfactor, the proposal received an adjectival rating of “Poor” and a score of 150 (out of a possible 500 points) resulting from no significant strengths, four strengths, one significant weakness, and three weaknesses. The strengths related to (1) the Safety, Health and Environmental (SHE) Plan; (2) the detailed description of technical performance for IDIQ efforts; (3) the approach for interfaces with the Government that promote effective communications; and (4) proposed productivity improvements and innovations for utilization of unique MSFC facilities. The significant weakness related to the organizational structure and management approach which had numerous inconsistencies in identification of

organizational roles, lines of authority, and associated management responsibilities. The weaknesses related to (1) an inadequate description of several PWS requirements; (2) the risk assessment that inadequately addressed several risks identified in the proposal; and (3) the phase-in approach that included performance of certain contractual activities prior to contract authority.

Under the Staffing and Total Compensation subfactor, the proposal received an adjectival rating of “Fair” and a score of 180 (out of a possible 500 points) resulting from three significant strengths, two strengths, four significant weaknesses, and two weaknesses. The significant strengths related to (1) the General Manager; (2) the Test Area Manager; and (3) the Safety and Quality Assurance Manager. The strengths related to (1) the Fabrication and Assembly Manager and (2) incentives for employee performance. The significant weaknesses related to (1) the proposed staffing approach for PWS 2.6, which did not appear appear to include qualified personnel to accomplish the metrology requirements; (2) the staffing approach for PWS 2.16, Propellant and Pressurant Operations and Systems, which was significantly underskilled for the duties of the mission service area, without adequate substantiation or supporting rationale; (3) the staffing approach for PWS 2.18, Propulsion Test Support, which was significantly underskilled for the duties of the mission service area, without adequate substantiation or supporting rationale; and (4) the proposed labor rates for numerous labor categories that affected a significant portion of the proposed workforce and were appreciably lower than the industry averages for those positions. The weaknesses related to (1) the incomplete information on the mapping of internal labor category for the Safety and Quality Assurance Manager as required by the RFP and (2) certain aspects of the total compensation plan.

Under the Past Performance factor, the proposal received an adjectival rating of “Very High Level of Confidence” resulting from one significant strength, three strengths, no significant weaknesses, and no weaknesses. The significant strength related to performance on the Goddard Space Flight Center’s Electrical Systems Engineering Services Contract. The strengths related to (1) performance on the Langley Research Center’s Technology, Engineering & Aerospace Mission Support 2 Contract; (2) the Lost Time Case (LTC) rate performance on the referenced contracts and (3) the Total Recordable Injury Rate (TRIR) performance on the referenced contracts.

Under the Cost factor, the proposed mission services cost, along with the calculated IDIQ cost, resulted in a total proposed cost that was the fifth lowest cost among all proposals. The proposed phase-in cost was \$148,792 dollars. The total probable cost was the eighth lowest and was assessed a “Low” cost confidence rating.

YDB Joint Venture (YDB)

Under the Mission Suitability factor, the YDB proposal received a total score of 460 (out of a possible 1000 points). The proposal received four significant strengths, four strengths, two significant weaknesses, and nine weaknesses. The following is a summary of the evaluation under the two Mission Suitability subfactors:

Under the Management and Technical Approach subfactor, the proposal received an adjectival rating of “Fair” and a score of 250 (out of a possible 500 points) resulting from no significant strengths, three strengths, no significant weaknesses, and five weaknesses. The strengths related to (1) the approach on workforce agility that included skills and certification databases; (2) the organizational approach to establish a corporate board to address any performance concerns; and (3) the comprehensive and detailed phase-in approach that included potential for an accelerated phase-in period. The weaknesses related to (1) an inadequate description of several PWS requirements; (2) the management approach to utilize a proposed work control system without adequately describing its relationship to the PWS-required work authorization and processing mechanisms; (3) an approach to export control that inadequately addresses NASA MSFC coordination requirements; (4) the property approach that does not adequately describe coordination with requiring/funding organizations in the transfer of Government property for disposal; and (5) an approach for a management position that had duties of multiple positions without adequately addressing how the duties are a reasonable assignment of the responsibilities.

Under the Staffing and Total Compensation subfactor, the proposal received an adjectival rating of “Fair” and a score of 210 (out of a possible 500 points) resulting from four significant strengths, one strength, two significant weaknesses, and four weaknesses. The significant strengths related to (1) the General Manager; (2) the Propulsion Test Support Area Manager; (3) the Metrology and Calibration Laboratory Manager; and (4) the Materials and Structural Test Support Area Manager. The strength related to incentives for employee performance. The significant weaknesses related to (1) the proposed staffing approach for PWS 2.16, Propellant and Pressurant Operations and Systems, which was significantly understaffed/underskilled for the duties of the mission service area, without adequate substantiation or supporting rationale and (2) the proposed staffing approach for PWS 2.18, Propulsion Test Support, which was significantly understaffed/underskilled for the duties of the mission service area, without adequate substantiation or supporting rationale. The weaknesses related to (1) the proposed staffing approach for PWS 2.7.2, Space Environmental Effects Testing, which was understaffed/underskilled for the duties of the mission service area and lacked substantiation or supporting rationale; (2) certain aspects of the total compensation plan; (3) the proposed staffing approach for PWS 2.6, Metrology and Calibration, which was understaffed for the duties of the mission service and lacked substantiation or supporting rationale; and (4) the staffing approach that included job descriptions and qualifications (JDQs) for the same labor category that are different based on the supported PWS requirements.

Under the Past Performance factor, the proposal received an adjectival rating of “Very High Level of Confidence” resulting from one significant strength, two strengths, no significant weaknesses, and no weaknesses. The significant strength related to performance on the Kennedy Space Center’s KSC Institutional Services Contract. The strengths related to (1) the Lost Time Case (LTC) rate performance on the referenced

contracts and (2) the Total Recordable Injury Rate (TRIR) performance on the referenced contracts.

Under the Cost factor, the proposed mission services cost, along with the calculated IDIQ cost, resulted in a total proposed cost that was the seventh lowest cost among all proposals. The proposed phase-in cost was zero dollars. The total probable cost was the seventh lowest and was assessed a “Low” cost confidence rating.

III. SELECTION DECISION

The SEB presented its evaluation findings for each proposal to me and we thoroughly discussed all findings. The findings developed by the SEB were detailed, consistent with the evaluation criteria in the RFP, and provided clear descriptions of the merits of each proposal. I questioned the SEB with regard to its rationale for the findings, the adjectival ratings, and point scores under the Mission Suitability subfactors. Further, I solicited the views of my senior officials in their areas of expertise. Consequently, since I was not able to establish a basis to question the assigned adjectival ratings and scores and the relative standing of the proposals within each factor, I determined that the findings presented by the SEB were reasonable and valid for purposes of making a selection decision.

The RFP stated, “While only the Mission Suitability factor is numerically scored, in order to provide an Offeror with an indication of the relative importance of the three factors, the following information is furnished in accordance with FAR 15.304(e): Mission Suitability, Past Performance and Cost are considered to be essentially equal to each other. Therefore, all evaluation factors other than cost, when combined, are significantly more important than cost.” The RFP also stated that “A best value trade-off process, as described at FAR 15.101-1 will be used in making source selection.” Therefore, after carefully considering the findings in relation to the evaluation criteria in the RFP, I exercised my independent judgment regarding the significance of the findings as discriminators between proposals.

The SEB’s presentation indicated that the Aerie proposal had a significant advantage in the Mission Suitability factor evaluation. The Aerie proposal had the highest overall Mission Suitability score of 770, compared to the proposals of AEJV (520), KAYA (500), Northwind Jacobs (495), S5S (480), YDB (460), MTS (400), WMSS (330) and TES (320). The Aerie proposal and the KAYA proposal were the only proposals that did not receive any significant weaknesses. The Aerie proposal was the only proposal to receive an “Excellent” adjectival rating under one of the two Mission Suitability subfactors (i.e., Staffing and Total Compensation).

In the Past Performance factor, the proposals from Aerie, KAYA, MTS, Northwind Jacobs, S5S, WMSS and YDB received a “Very High Level of Confidence” rating compared to the “Moderate Level of Confidence” rating received by the AEJV and TES proposals.

Lastly, in the Cost factor, Northwind Jacobs had the lowest total proposed cost, followed by S5S, AEJV, MTS, WMSS, Aerie, YDB, TES, and KAYA. Thus, I determined the proposal from Northwind Jacobs to have the most competitive total proposed cost under the Cost factor. With the exception of the proposal from KAYA, the proposal costs associated with all other proposals were below the Government Independent Cost Estimate (GICE). In addition, while probable cost adjustments were made for every proposal, the proposals from KAYA and Aerie were the only two that received minimal adjustments and assessed a “High” cost confidence.

The RFP stated “As provided for in FAR 52.215-1, Instructions to Offerors-Competitive Acquisitions, the Government intends to evaluate proposals and award a contract without discussions with Offerors (except clarifications as described in FAR 15.306(a)). Therefore, the Offeror’s initial proposal shall contain the Offeror’s best terms from a cost or price and technical standpoint.” Therefore, in light of this stated intent, I compared the top proposals under each of the three factors (i.e., Mission, Suitability, Past Performance, and Cost) and determined that Aerie’s proposal represented the best value to the Government and provided the Government with an opportunity to award a contract without discussions. The basis for my decision is as follows.

Alutiiq Engineering Joint Venture

Comparing the Alutiiq Engineering Joint Venture (AEJV) proposal to the Aerie proposal, I determined the AEJV proposal did not have any advantage under the Mission Suitability factor (520 for the AEJV proposal compared to 770 for the Aerie proposal) and did not have any advantage under the Past Performance factor (“Moderate Level of Confidence” for the AEJV proposal compared to “Very High Level of Confidence” for the Aerie proposal). While the AEJV proposal did have an advantage under the Cost factor, this advantage was more than offset by the significant, additional qualitative merit offered by the Aerie proposal under both the Mission Suitability and Past Performance factors.

KAYA Associates, Inc.

Comparing the KAYA Associates, Inc. (KAYA) proposal to the Aerie proposal, I determined the KAYA proposal did not have any advantage under the Mission Suitability factor (500 for the KAYA proposal compared to 770 for the Aerie proposal), the Past Performance factor (“Very High Level of Confidence” for the KAYA proposal; the same rating assessed the Aerie proposal), or the Cost factor (the total proposed cost of the KAYA proposal was significantly higher than the total proposed cost of the Aerie proposal).

Marshall Technical Services

Comparing the Marshall Technical Services (MTS) proposal to the Aerie proposal, I determined the MTS proposal did not have any advantage under the Mission Suitability factor (400 for the MTS proposal compared to 770 for the Aerie proposal) and did not

have any advantage under the Past Performance factor (“Very High Level of Confidence” for the MTS proposal; the same rating assessed the Aerie proposal). While the MTS proposal did have an advantage under the Cost factor, this advantage was more than offset by the significant, additional qualitative merit offered by the Aerie proposal under the Mission Suitability factor.

Northwind Jacobs Joint Venture

Comparing the Northwind Jacobs Joint Venture (Northwind Jacobs) proposal to the Aerie proposal, I determined the Northwind Jacobs proposal did not have any advantage under the Mission Suitability factor (495 for the Northwind Jacobs proposal compared to 770 for the Aerie proposal) and did not have any advantage under the Past Performance factor (“Very High Level of Confidence” for the Northwind Jacobs proposal; the same rating assessed the Aerie proposal). While the Northwind Jacobs proposal did have an advantage under the Cost factor with the lowest total proposed cost, this advantage was more than offset by the higher qualitative merit offered by the Aerie proposal under the Mission Suitability factor. This comparison is discussed in more detail below.

Sierra 5 Solutions

Comparing the Sierra 5 Solutions (S5S) proposal to the Aerie proposal, I determined the S5S proposal did not have any advantage under the Mission Suitability factor (480 for the S5S proposal compared to 770 for the Aerie proposal) and did not have any advantage under the Past Performance factor (“Very High Level of Confidence” for the S5S proposal; the same rating assessed the Aerie proposal). While the S5S proposal did have an advantage under the Cost factor, this advantage was more than offset by the significant, additional qualitative merit offered by the Aerie proposal under the Mission Suitability factor.

Tyonek-Easi Solutions, LLC

Comparing the Tyonek-Easi Solutions, LLC (TES) proposal to the Aerie proposal, I determined the TES proposal did not have any advantage under the Mission Suitability factor (320 for the TES proposal compared to 770 for the Aerie proposal), the Past Performance factor (“Moderate Level of Confidence” for the TES proposal compared to “Very High Level of Confidence” for the Aerie proposal), or the Cost factor (the total proposed cost of the TES proposal was higher than the total proposed cost of the Aerie proposal).

Watring MEIT Support Services

Comparing the Watring MEIT Support Services (WMSS) proposal to the Aerie proposal, I determined the WMSS proposal did not have any advantage under the Mission Suitability factor (330 for the WMSS proposal compared to 770 for the Aerie proposal) and did not have any advantage under the Past Performance factor (“Very High Level of Confidence” for the WMSS proposal; the same rating assessed the Aerie proposal).

While the WMSS proposal did have a slight advantage under the Cost factor, this advantage was more than offset by the significant, additional qualitative merit offered by the Aerie proposal under the Mission Suitability factor.

YDB Support Services LLC

Comparing the YDB Support Services LLC (YDB) proposal to the Aerie proposal, I determined the YDB proposal did not have any advantage under the Mission Suitability factor (460 for the YDB proposal compared to 770 for the Aerie proposal), the Past Performance factor (“Very High Level of Confidence” for the YDB proposal; the same rating assessed the Aerie proposal), or the Cost factor (the total proposed cost of the YDB proposal was higher than the total proposed cost of the Aerie proposal).

Since the proposal from Northwind Jacobs received the highest Past Performance rating (“Very High Level of Confidence”), was competitive among all Offerors (except Aerie) in Mission Suitability (Mission Suitability Score of 495), and had the lowest proposed cost; I further compared that proposal with the proposal from Aerie. In making the comparison between the advantages of the Aerie proposal under the Mission Suitability factor with the advantage of the Northwind Jacobs proposal under the Cost factor, I specifically reviewed the weaknesses associated with the proposed staffing levels. The Northwind Jacobs proposal was assessed a total of three significant weaknesses and twelve weaknesses. All of the significant weaknesses and six of the weaknesses were associated with its proposed staffing levels. The significant weaknesses related to several important areas within the performance work statement including contract management support (PWS 1.0), the fabrication and assembly of R&D space flight hardware (PWS 2.4), and metrology and calibration (PWS 2.6). The staffing weaknesses related to (1) electrical fabrication, test, and assembly (PWS 2.5), (2) missing information or insufficient rationale for proposed staffing levels, (3) inadequate identification/mitigation of staffing and total compensation risks, (4) structural strength test support (PWS 2.3), (5) propellant and pressurant operations and systems, and (6) environmental gas laboratory support (PWS 2.1.2).

These significant weaknesses and weaknesses caused me to question the Offeror’s understanding of the nature of the work required for this effort. Specifically, the SEB identified that the proposed staffing level was based on broad assumptions that were not adequately explained. In addition, I was concerned that the proposed staffing level, based on broad assumptions, could require significant Government intervention to help in the performance of requirements and management of the contract.

I also reviewed the remaining six weaknesses associated with this proposal; four under the Management and Technical Approach subfactor and two under the Staffing and Total Compensation subfactor. These weaknesses related to (1) an inadequate description of several PWS requirements; (2) an approach to managing workflow fluctuations without adequately addressing organizational conflict of interest (OCI) requirements; (3) insufficient detail concerning certain property management requirements; (4) an approach

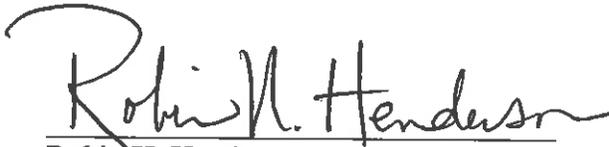
for a management position that has multiple duties without adequately addressing how the duties are a reasonable assignment of the responsibilities; (5) disparate treatment among joint venture partners on certain aspects of the total compensation plan; and (6) incomplete information on the personnel work history for a key person proposed as required by the RFP. Of particular concern, I considered the weakness associated with the proposed approach to manage workflow fluctuations by utilizing resources from another MSFC contract without adequate recognition or discussion of potential organizational conflict of interest issues associated with this approach. This proposed approach to utilize another contract for skill augmentation could jeopardize the performance of both contracts. In addition, the proposed skill augmentation does not seem to be a feasible way of managing workflow fluctuations and no alternative approach for obtaining the additional staffing was provided.

I was also mindful of the Mission Suitability weaknesses associated with the Aerie proposal. These weaknesses related to (1) inadequate description of several PWS requirements; (2) an approach to store test or analysis data; (3) inclusion of Aerie's SHE/Quality personnel in the line organizations; (4) an approach for five "dual-hatted" management positions that did not address how the duties are a reasonable assignment of the responsibilities and (5) certain aspects of the total compensation plan. I considered the nature of these weaknesses and their potential impact on daily operations and overall contract performance. After careful consideration, I determined that these weaknesses were not severe in nature and would not materially affect the Offeror's overall contract performance in an adverse way. This determination, coupled with the strengths associated with the Aerie proposal -- specifically the key personnel significant strengths and the strengths for the Offeror's key offerings and organizational approach -- gave me confidence in the Offeror's ability to attract, retain and manage the critical skills needed to perform this effort. In addition, the strengths associated with the Staffing and Total Compensation Risk Assessment and the total compensation plan further demonstrated the Offeror's firm commitment to appropriately staffing the requirements and managing the overall contract effort.

Therefore, after careful consideration of all the findings, I concluded the cost savings associated with the Northwind Jacobs proposal did not alleviate concerns with the significant weaknesses and numerous weaknesses assessed in the proposal. In addition, the totality and magnitude of the weaknesses, significant and otherwise, associated with this proposal decreased my confidence in Northwind Jacobs' ability to successfully manage and perform this effort. I also considered that, like the Northwind Jacobs proposal, the Aerie cost proposal was below the Government Independent Cost Estimate (GICE). In comparison with the Aerie proposal, I concluded the Northwind Jacobs proposal does not offer best value to the Government. I determined the higher cost associated with the Aerie proposal was commensurate with its higher qualitative merit and offers the best combination of cost and qualitative efforts.

In summary, from the findings it is clear Aerie thoroughly understood the requirements of the METTS effort and clearly communicated its ability to successfully perform the requirements. I determined the Aerie proposal had a significant advantage in the Mission

Suitability factor and was assessed the highest possible Past Performance rating. In the Cost factor, while I determined the Northwind Jacobs proposal had an advantage over the Aerie proposal, this cost advantage was not sufficient to overcome the findings contained in the evaluation of the Mission Suitability factor. Therefore, I determined the enhanced potential of contract performance associated with the Aerie proposal was worth the higher cost. Consequently, based on a best value tradeoff, I select Aerie Aerospace for award of the Marshall Engineering Technicians and Trades Support contract at the George C. Marshall Space Flight Center.



Robin H. Henderson
Source Selection Authority

August 14, 2015
Date