

National Aeronautics and
Space Administration

John H. Glenn Research Center
Lewis Field
Cleveland, OH 44135-3191



SOURCE SELECTION STATEMENT

Technical Information, Administrative, and Logistics Support Services

Solicitation Number: NNC14ZC013R

Procurement History/Description

The Technical Information, Administrative, and Logistics Support Services 2 (TIALS 2) contract will provide on-site institutional support services including logistics, stock purchases, media services, records management and archives, library and learning center, metrology services, and administrative and clerical services to the National Aeronautics and Space Administration (NASA) John H. Glenn Research Center (GRC). These services will primarily be performed at GRC's Lewis Field located in Cleveland, Ohio and Plum Brook Station located in Sandusky, Ohio. TIALS 2 is a follow-on to contract NNC05CB17C, which provided similar services.

The TIALS 2 contract will be cost-plus-fixed fee with an award term provision. The period of performance includes a one (1) year Base period; four (4) one (1) year Option periods; and two (2) one (1) year Award Term periods. The total duration of this contract, excluding the phase-in period, is seven (7) years. The North American Industry Classification System (NAICS) code and small business size standard are 56120 and \$38.5 million, respectively. TIALS 2 was solicited as a total small business set-aside.

A Sources Sought Notice was issued on December 30, 2013. Approximately 42 companies expressed interest. A Draft Request for Proposal (DRFP) was issued on August 1, 2014, followed by Industry Day on August 12, 2015. Industry Day was attended by approximately 69 interested companies. The Final Request for Proposal (RFP) was issued on September 25, 2014, with a proposal submission date of November 7, 2015. Amendment 3 to the RFP extended the hour and date for receipt of proposals from 4:30 p.m. local time, on November 7, 2014, to 4:30 p.m. local time, on November 18, 2014.

Fifteen (15) proposals were submitted in response to the RFP. Of the fifteen (15), fourteen (14) proposals were timely submitted. After an initial review, the timely submitted proposals were considered initially acceptable and included in the evaluation. The untimely submitted proposal was considered "late" in accordance with the terms of the RFP and was not evaluated.

Proposals were timely submitted by the following Offerors (listed in alphabetical order). Included in the listings are the proposed major subcontractors, if any:

- **All Points Logistics, LLC (All Points)**
 - Major Subcontractors: Bionetics Corporation, Deltha Corporation
- **Akima Logistics Services, LLC (ALS)**
 - Major Subcontractors: Mainthia Technologies, Inc., The Collaborative
- **Anadarko Industries, LLC (Anadarko)**
 - Major Subcontractor: Wyle
- **Alcyon Technical Services Joint Venture, Inc. (ATS)**
 - Major Subcontractors: None

- **Genex Systems, LLC (Genex)**
 - Major Subcontractors: Honeywell, VT Group
- **LJR Joint Venture, LLC (LJR)**
 - Major Subcontractor: Jacobs Technology, Inc.
- **Linxx Global Solutions, Inc. (Linxx)**
 - Major Subcontractor: DB Consulting Groups, Inc.
- **Logmet, LLC (Logmet)**
 - Major Subcontractor: Goldbelt Falcon
- **LUSA Associates, Inc. (LUSA)**
 - Major Subcontractor: TRAX International Corp.
- **Media Fusion, Inc. (Media)**
 - Major Subcontractor: Creative Management Technologies, Inc.
- **Rothe Joint Venture, LP (Rothe)**
 - Major Subcontractor: United Research Services Corporation Federal Services, Inc.
- **SKC, LLC (SKC)**
 - Major Subcontractors: LJT and Associates, ZIN Technologies, Inc.
- **Syneren Technologies Corporation (Syneren)**
 - Major Subcontractor: SRA International
- **Wolf Creek Federal Services (Wolf Creek)**
 - Major Subcontractors: None

Evaluation Criteria/Procedures

The proposals were evaluated by a Source Evaluation Board (SEB) in accordance with Federal Acquisition Regulation (FAR) 15.3, NASA FAR Supplement (NFS) 1815.3, and the evaluation criteria included in the RFP.

The RFP provided that “the Government intends to evaluate proposals and award a contract without discussions with Offerors” and reserved the right to conduct discussions if determined to be necessary. Additionally, award will be made to the responsible Offeror whose proposal meets the requirements of the solicitation and provides the best value to the Government.

The RFP evaluation criteria consisted of the following factors: Mission Suitability, Relevant Experience/Past Performance, and Cost/Price.

In accordance with the RFP, Mission Suitability, Relevant Experience and Past Performance, and Cost are approximately equal. Mission Suitability and Relevant Experience and Past Performance when combined, are significantly more important than Cost.

In accordance with the RFP, each proposal received a Mission Suitability score based on the following subfactors and associated numerical weights:

- Technical Approach (500 pts)
 - TA1. Technical Requirements
 - TA2. Technical Scenario
 - TA3. Innovations and Efficiencies
- Management Approach (500 pts)
 - MP1. Organizational Structure and Management Plan
 - MP2. Phase-In Plan
 - MP3. Staffing, Recruitment, Retention, and Compensation
 - MP4. Key Personnel

In accordance with the RFP, the Relevant Experience and Past Performance Factor was not numerically scored, but was evaluated using the Level of Confidence ratings as outlined in the RFP and NFS 1815.305(a)(2)(A).

In accordance with the RFP, the Cost Factor was not numerically scored nor did it receive an adjectival rating. "The cost evaluation was conducted in accordance with FAR 15.305(a)(1), FAR 15.404, NFS 1815.305(a)(1)(B) and (a)(3)(B), and NFS 1815.404." A cost analysis was performed, and the proposed costs were adjusted for each Offeror, as needed, to establish a probable cost to the Government.

The evaluation process utilized by the SEB consisted of each SEB member independently reviewing each proposal. If subcommittees were used during the evaluations, the subcommittees reported their findings to the SEB for its consideration. The SEB voting members then met to establish consensus findings, scoring, and ratings for each proposal. The overall findings of the SEB were then reviewed to insure consistency and compliance with the FAR and the RFP.

Initial Evaluation of Proposals

The initial evaluation results are indicated below listed by Relevant Experience/Past Performance. The probable cost represents the Government's initial probable costs of all Offerors as compared to the initial probable costs of the selected firm.

Offerors	Mission Suitability (1,000 pts)	Relevant Experience/ Past Performance (Level of Confidence)	Probable Costs Ranking
ATS	925	High	Second Lowest
LUSA	895	High	Fifth Lowest
All Points	790	High	Eleventh Lowest
Genex	740	High	Seventh Lowest
Rothe	910	Moderate	Eight Lowest
Anadarko	815	Moderate	Fourth Lowest
ALS	810	Moderate	Twelve Lowest
Media Fusion	630	Moderate	Sixth Lowest
SKC	625	Moderate	Lowest
Wolf Creek	545	Moderate	Tenth Lowest
LJR	425	Moderate	Ninth Lowest
Linxx	975	Low	Third Lowest
Syneren	415	Low	Fourteenth Lowest
Logmet	240	Low	Thirteenth Lowest

Competitive Range Determination

Based on the findings from the SEB, it was determined that award on the initial proposals was not in the best interest of the Government, and a competitive range of the most highly rated proposals was

established on June 10, 2015. The Contracting Officer (CO) considered the proposals of ATS, LUSA, All Points, and Genex to be the most highly rated, and therefore, included in the competitive range. The Source Selection Authority (SSA) concurred in the competitive range decision of the CO.

Discussions and Proposal Revisions

On June 11, 2015, the Government entered into discussions with the four (4) most highly rated Offerors. Each Offeror was provided with its identified weakness(es) and/or significant weakness(es) and the opportunity to discuss these weaknesses and/or significant weakness(es) with the Government.

While the discussion period remained open, the Government requested an Interim Proposal Revision (IPR) submission. Three (3) Offerors timely submitted their IPRs while one IPR was submitted after the time established for submission of IPR. In accordance with the RFP, and the Government's IPR instruction letter dated June 19, 2015, the untimely IPR was "late" and not considered by the Government. However, the initial proposal of the Offeror that submitted the untimely IPR remained under consideration.

The Government held final discussions with the four most highly rated Offerors during the week of June 29, 2015, and closed discussions on July 2, 2015. The FPR instructions, dated July 2, 2015, were provided to the most highly rated Offerors with a requested FPR submission by 4:30 p.m. local time on July 7, 2015. The FPRs from the most highly rated Offerors were timely received on July 7, 2015. The SEB reviewed the FPRs in accordance with the criteria as provided for in the RFP.

Final Evaluation Findings

Indicated below are the final results of the Government's evaluation of the most highly rated Offerors based on the FPR submission. These results indicate slight changes to the initial Mission Suitability scores and proposed prices based on issues identified in discussions and addressed by Offerors in the FPR submission. All significant weaknesses and weaknesses for all Offerors were resolved in the FPR submission. The below Offerors are ranked by Mission Suitability Score.

Offerors	Mission Suitability (1,000 pts)	Relevant Experience/ Past Performance (Level of Confidence)	Probable Costs
ATS	980	High	\$179,642,877
LUSA	965	High	Higher than successful Offeror
All Points	910	High	Higher than successful Offeror
Genex	860	High	Higher than successful Offeror

ATS

Mission Suitability - 980 points

In the **Technical Approach subfactor**, ATS was rated "excellent" with two (2) significant strengths and two (2) strengths. The proposal received a significant strength for a very effective and complete approach to risk management and implementation of the safety, health, and environmental requirements; and a significant strength for a very complete and thorough response to the Technical Scenario. The proposal

received a strength for an effective understanding and approach to meeting the requirements of the Statement of Work (SOW); and a strength for a number of realistic and cost effective innovations and efficiencies. No weaknesses were identified.

In the **Management Approach subfactor**, ATS was rated “excellent” with four (4) significant strengths. The proposal received a significant strength for a very effective and efficient organizational structure and management plan that demonstrates a realistic approach to fully perform the contract requirements; a significant strength for a very complete and effective phase-in plan; a significant strength for a very effective and comprehensive approach to a plan for sources of personnel, recruitment of employees, training, mentoring, career development, fluctuating and surge work levels, and compensation; and a significant strength for a very effective rationale for designating key positions, providing multiple highly qualified key individuals, and an effective approach for providing backup. No weaknesses were identified.

Relevant Experience/Past Performance - “High” Level of Confidence

The ATS proposal contained one (1) significant strength and one (1) strength. The proposal received a significant strength for ATS, at the aggregate level, possessing highly relevant experience to the TIALS 2 solicitation requirements. The proposal received a strength, as ATS averaged a combined 76 percent Exceptional/Excellent rating in the Contractor Performance Assessment Reporting System (CPARS) database and Past Performance Questionnaires (PPQs). No weaknesses were identified.

Cost/Price

Based on final proposal revisions, the proposed cost was \$175,600,615. A probable cost analysis was performed, and an upward adjustment of \$4,042,262 was made to the proposed cost, which related to the Government’s increase to the proposed labor overhead rate. The resulting probable cost was \$179,642,877. This was the lowest probable cost among the most highly rated Offerors.

LUSA

Mission Suitability - 965 points

In the **Technical Approach subfactor**, LUSA was rated “excellent” with two (2) significant strengths. The proposal received a significant strength for demonstrating a thorough and very effective understanding and approach to accomplishing the requirements of the SOW; and a significant strength for a very effective and complete approach to risk management and implementation of the safety, health, and environmental requirements. No weaknesses were identified.

In the **Management Approach subfactor**, LUSA was rated “excellent” with three (3) significant strengths and one (1) strength. The proposal received a significant strength for a very effective and efficient organizational structure and management plan that demonstrates a realistic approach to fully perform the contract requirements; a significant strength for a very complete and effective phase-in plan; and a significant strength for an effective approach to a plan for sources of personnel, recruitment of employees, training, career development, personnel cost savings strategies, and compensation. The proposal received a strength for providing a clear rationale for designating key positions, providing a highly qualified key individual and an effective approach for providing backup. No weaknesses were identified.

Relevant Experience/Past Performance - “High” Level of Confidence

The LUSA proposal received one (1) significant strength and one (1) strength. The proposal received a strength for the LUSA team, at the aggregate level, possessing experience relevant to the TIALS 2 solicitation requirements. The proposal received a significant strength for the LUSA team average of a combined 92 percent Exceptional/Excellent rating in the CPARS database and PPQs. No weaknesses were identified.

Cost/Price

Based on final proposal revisions, a probable cost analysis was conducted, and no probable cost adjustments were made. The resulting proposed/probable cost was higher than the successful Offeror and was the third highest among the most highly rated Offerors.

All Points**Mission Suitability - 910 points**

In the **Technical Approach subfactor**, All Points was rated “very good” with one (1) significant strength and three (3) strengths. The proposal received a significant strength for a very effective and complete approach to risk management and implementation of the safety, health, and environmental requirements. The proposal received a strength for effective understanding and approach to accomplishing the requirements of the SOW; a strength for a realistic and effective response to the Technical Scenario; and a strength for a number of realistic and cost effective innovations and efficiencies. No weaknesses were identified.

In the **Management Approach subfactor**, All Points was rated “excellent” with two (2) significant strengths and one (1) strength. The proposal received a significant strength for a very effective and comprehensive approach to a plan for sources of personnel, recruitment of employees, training, mentoring, career development, and fluctuating and surge work levels; and a significant strength for a very effective rationale for designating key positions and providing multiple highly qualified key individuals. The proposal received a strength for an effective organizational structure and detailed management plan that is clear and complete. No weaknesses were identified.

Relevant Experience/Past Performance -“High” Level of Confidence

All Points’ proposal received one (1) significant strength and one (1) strength. The proposal received a strength for the All Points team, at the aggregate level, possessing experience relevant to the TIALS 2 solicitation requirements. The proposal received a significant strength for the All Points team average of a combined 90 percent Exceptional/Excellent rating in the CPARS database and PPQs. No weaknesses were identified.

Cost/Price

Based on final proposal revisions, a probable cost analysis was conducted, and no cost adjustments were made. The resulting proposed/probable cost was higher than the successful Offeror and the highest of the most highly rated Offerors.

Genex

Mission Suitability - 860 points

In the **Technical Approach subfactor**, Genex was rated “very good” with one (1) significant strength and three (3) strengths. The proposal received a significant strength for a demonstrated thorough and very effective understanding and approach to accomplishing the requirements of the SOW. The proposal received a strength for an effective approach to risk management and implementation of the safety, health, and environmental requirements; a strength for realistic and effective response to the Technical Scenario; and a strength for effective approach to the development of innovations and efficiencies. No weaknesses were identified.

In the **Management Approach subfactor**, Genex was rated “very good” with one (1) significant strength and three (3) strengths. The proposal received a significant strength for a very complete and effective phase-in plan. The proposal received a strength for an effective plan for providing administrative, business, human capital, and other support, as well as reporting; a strength for effective approach to a plan for sources of personnel, recruitment, mentoring, career development, and compensation plans; and a strength for providing a highly qualified key individual. No weaknesses were identified.

Relevant Experience/Past Performance - “High” Level of Confidence

The Genex proposal received one (1) significant strength and one (1) strength. The proposal received a significant strength for the Genex team, at the aggregate level, possessing experience highly relevant to the TIALS 2 solicitation requirements. The proposal received a strength for the Genex team averaged of a combined 88 percent Exceptional/Excellent rating in the CPARs database and PPQs. No weaknesses were identified.

Cost/Price

Based on final proposal revisions, a probable cost analysis was conducted, an upward adjustment of \$2.9 million was made to the proposed costs. The adjustment was related to the proposed workforce optimization and attrition. The resulting probable cost was higher than the successful Offeror and the second lowest of the most highly rated Offerors.

Selection Briefing

On July 21, 2015, I, along with other key officials of NASA GRC, met with the SEB appointed to evaluate proposals submitted in response to the TIALS 2 solicitation. Prior to the meeting, I was provided a complete set of findings, which I reviewed.

Selection Assessment

I have reviewed the SEB evaluation and fully understand the information presented and the process used by the SEB. I took no exception to the information presented, the process used by the SEB, and I fully considered the findings as presented to me. During the presentation, I posed a variety of questions, solicited the views of the SEB members and my advisors, and expressed my own independent views.

In making my selection decision, I made a comparative assessment of the most highly rated proposals based on the evaluation factors in the solicitation: Mission Suitability, Relevant Experience and Past Performance, and Cost. Per the RFP, I considered Mission Suitability, Relevant Experience and Past Performance, and Cost approximately equal; and, when combined, Mission Suitability and Relevant Experience and Past Performance, significantly more important than Cost.

I offer the following rationale to support my selection.

Mission Suitability

In the Mission Suitability Factor, I noted that ATS had the highest score (980), followed by LUSA (965), All Points (910), and Genex (860).

In addition to the Mission Suitability scores, I specifically noted that ATS and LUSA were the only two Offerors that received an “excellent” rating for both their Technical Approach and Management Approach. All Points received a “very good” for Technical Approach and an “excellent” for Management Approach; and Genex received a “very good” for both Technical Approach and Management Approach.

I then considered the significant strengths and strengths assessed by the SEB, as there were no remaining significant weaknesses or weaknesses after submission of Final Proposal Revisions and subsequent evaluation by the SEB.

Mission Suitability – Technical Approach

In comparing the relative value of the Technical Approach findings for the most highly rated Offerors, I first considered the significant strengths. I noted that ATS received two (2) significant strengths; LUSA received two (2) significant strengths; All Points received one (1) significant strength; and Genex received one (1) significant strength.

I noted that ATS, LUSA, and All Points received a similar significant strength for their very effective and complete approach to risk management and implementation of the safety, health, and environmental requirements; ATS, LUSA, and All Points received a similar significant strength for an excellent approach to meet the requirements for risk management and implementation of the safety, health, and environmental requirements; and LUSA and Genex received a similar significant strength for their thorough and effective understanding and approach to accomplishing the requirements of the SOW.

I also noted that ATS received a significant strength for its complete and thorough response to the Technical Scenario. I recognized that this response provides a good indicator that the Calibration Lab would be effectively prepared to achieve accreditation, which I consider to be an advantage. I noted that of the four most highly related Offerors, ATS was the only offer with a significant strength in this subfactor.

After reviewing the significant strengths, I moved to consider the strengths. I noted that ATS, All Points, and Genex each had a number of strengths while LUSA did not receive any additional strengths. I noted that ATS, All Points, and Genex received a similar strength for proposing a number of realistic and cost effective innovations and efficiencies; All Points and Genex received a similar strength for their complete and thorough response to the Technical Scenario; and ATS and All Points received a similar strength for their thorough and effective understanding and approach to accomplishing the requirements of the SOW.

With the exception of the significant strength for ATS related to the Technical Scenario, I find the above findings in this subfactor to be similar in nature, with slight variations in the Offerors’ proposed approaches as identified by the SEB in their findings, which lead to the SEB’s point differential for the Offerors.

I consider all the most highly rated offers to have addressed the requirements of this subfactor. These findings indicate a thorough understanding of the TIALS 2 work effort by these Offerors.

Mission Suitability – Management Approach

In comparing the relative value of the Management Approach findings for the most highly rated Offerors, I first considered the significant strengths. I noted that ATS received four (4) significant strengths; LUSA received three (3) significant strengths; All Points received two (2) significant strengths; and Genex received one (1) significant strength.

I noted that ATS, LUSA, and All Points received a similar significant strength for their staffing, recruitment, retention and compensation; ATS, LUSA, and Genex received a similar significant strength for their phase-in plan; ATS and LUSA received a similar significant strength for their proposed organizational structure and management plans; and ATS and All Points received a similar significant strength for their key personnel.

After reviewing the significant strengths, I moved to consider the strengths. I noted that LUSA, All Points, and Genex each had one or more strengths while ATS did not have any additional strengths.

I noted that All Points and Genex received a similar strength for their organizational structure and management plan; LUSA and Genex received a similar strength for their key personnel; and Genex received a strength for its staffing, recruitment, retention, and compensation.

I also consider the findings in this subfactor similar in nature with slight variations in the Offerors' proposed approaches as identified by the SEB in their findings which lead to the SEB's point differential for the Offerors.

I consider the most highly rated Offerors to have addressed the requirements of this subfactor. However, I do note the quality of significant strengths of ATS across this subfactor. I consider the significant strengths of ATS across this subfactor to indicate an effective plan to manage the work effort.

In summary, in the Mission Suitability Factor, I note the similar findings among the four most highly rated Offerors, and consider the Mission Suitability scores to indicate that each Offeror is capable of successfully performing the work effort. While a fifteen (15) point difference between ATS and LUSA indicates proposals that are approximately equal, I find ATS to have a slight advantage over LUSA due to the quality of its significant strengths and strengths throughout this Factor, including the significant strength related to the Technical Scenario. This well balanced response in both subfactors indicates a thorough understanding of the work requirements and an effective plan to manage the work. I do not find LUSA, All Points, or Genex to offer any advantage over that of ATS in this Factor.

Relevant Experience/Past Performance

In reviewing the SEB findings in this factor, I noted the SEB assessed a "high" level of confidence for the most highly rated Offerors. I agree with the SEB's findings that these Offerors have both a significant strength and a strength in this factor. I do not find any meaningful discriminators among these Offerors that would lead me to find a qualitative difference between the proposals in this Factor.

Cost/Price

In reviewing the SEB assessment of Cost, I noted that ATS had the lowest probable cost followed by Genex, LUSA, and All Points. Additionally, I understand that the SEB, in accordance with Section M of the RFP, performed a cost realism analysis. Based on this analysis, the SEB made upward adjustments to

ATS and Genex's proposed costs. After discussions with the SEB, I understand the basis for the analysis and agree with the rationale for the adjustments. Overall, I find an advantage in ATS' probable cost, as it is the lowest among the most highly rated Offerors.

Selection Decision

Based on the information presented and for the reasons stated above, I find ATS to have a slight advantage in the Mission Suitability Factor. I find ATS' well-balanced response across both subfactors to indicate a thorough understanding of the requirements and an effective plan to manage the effort. I find ATS to have the lowest probable cost. I understand the upward probable cost adjustments made by the SEB and consider them appropriate. In the Relevant Experience/Past Performance Factor, I find all four Offerors approximately equal with a "high" level of confidence rating with no meaningful discriminators.

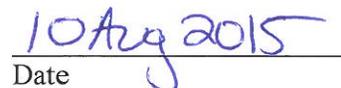
In summary, I find ATS to have the superior proposal in response to the TIALS 2 solicitation. I do not find that the LUSA, All Points, or Genex proposals offer any meaningful advantages over that of the ATS proposal in either Mission Suitability, Relevant Experience/Past Performance, or Cost/Price.

Therefore, in accordance with the RFP, which states that the Government will award a contract resulting from this solicitation to the Offeror whose proposal represents the best value to the Government, I find that the Alcyon Technical Services Joint Venture, Inc. proposal represents the best value to the Government and is hereby selected for award of the TIALS 2 contract.

My selection decision is based solely on, and is wholly consistent with, the selection criteria and evaluation framework, including the relative importance of the evaluations factors as explained in the solicitation and supported by the SEB findings that I identified as relevant and material to my decision.



 James M. Free
 Source Selection Authority

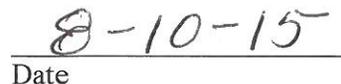


 Date

Concurrence:



 Kaprice L. Harris
 Procurement Officer



 Date