

SOURCE SELECTION STATEMENT

JANITORIAL SERVICES CONTRACT (NNC14ZCH001R)

Procurement History

This procurement will provide janitorial services to the NASA Glenn Research Center (GRC). The types of services to be provided include routine janitorial services, emergency service calls, unscheduled work requests, and clean room services. Routine janitorial services consists of general cleaning and servicing, emptying of all waste containers, floor cleaning, window cleaning, restroom cleaning, stocking of supplies, winter wet mopping, clean room services, and reoccurring special event cleaning. Emergency services consist of overflowed restroom fixtures, spills, floods, muddy or wet entrances, broken glass, and biohazard cleanups.

This is a follow-on contract to NNC09CA10C. The contract will be firm-fixed-price (FFP) with an Indefinite Delivery Indefinite Quantity (IDIQ) component. The FFP portion includes all routine services. The IDIQ services include unscheduled or irregular requests for services such as floor maintenance, carpet, ceiling, vent/diffuser and window cleaning. The period of performance includes a base period of 17 months, three 1-year options, a 7-month option, and a 6-month option. The government estimate is \$11.428M for the base plus option periods.

The procurement was synopsised on October 23, 2013. A request for proposal (RFP) was issued on November 20, 2013, as a small business set-aside. An Industry Day/site visit was held on November 21, 2013, with 17 potential offerors in attendance. Fifteen proposals were received on December 20, 2013, from the following offerors:

TTCC, Inc.	WISS Joint Venture
Alphaport, Inc.	Integrity National Corporation
Manhattan Maintenance	Carolina Clean
Powerband Consulting Group	ICAN National Industries
Creative Management Technology, Inc.	Titan Facility Services, LLC.
HBS National Corporation	Kaleidoscope Cleaning Company, Inc.
Zero Waste Solutions	Kentucky Building Maintenance
Rowe Contracting Services, Inc.	

Evaluation Process and Criteria

The Source Evaluation Committee (SEC) evaluated all submitted offers. The committee followed the process as outlined in the solicitation, which required a four-step process.

Step 1 - An initial review of proposals will be conducted to determine acceptability of the proposals in accordance with the NASA Federal Acquisition Regulation (FAR) Supplement (NFS) 1815.305-70, *Identification of Unacceptable Proposals*. All unacceptable proposals will be eliminated from further evaluation.

Step 2 - All proposals remaining after completion of Step 1 will be evaluated against the Technical Considerations (M.3) requirements to determine each proposal's technical acceptability. Proposals will be rated as "acceptable," or "not acceptable." Proposals rated as "not acceptable" will be eliminated from further consideration and notified accordingly.

Step 3 - The committee will only evaluate the Past Performance and Price Factors for all technically "acceptable" proposals. The past performance evaluation will be conducted in accordance with FAR 15.305(a)(2), NFS 1815.305(a)(2), and Section M of the solicitation.

Step 4 - The SEC will report its evaluation results to the Source Selection Authority (SSA), who is responsible for making the source selection decision.

Under Step 1, Kaleidoscope Cleaning, ICAN National Industries, and Manhattan Maintenance Company did not provide a complete pricing proposal in accordance with the RFP Paragraph L.13 Volume III - Pricing Proposal. These three companies were eliminated from further consideration and notified accordingly.

The twelve remaining proposals were included in the Step 2 evaluation against the Technical Considerations requirements that determined technical acceptability. Technical acceptability had two subfactors:

SUBFACTOR A - TECHNICAL APPROACH

The government will evaluate your approach to provide the below services for adequacy, accuracy, and overall understanding of the requirements.

- Routine janitorial service in accordance with attachment B and attachment D.
- Emergency service calls in accordance with section 4.2 of the Statement of Work (SOW).
- Unscheduled IDIQ requests in accordance with section 4.3 of the SOW.
- Clean Room services in accordance with section 4.4 of the SOW and attachment S.

SUBFACTOR B - MANAGEMENT APPROACH

The government will evaluate your approach to provide quality performance/quality control plan for adequacy, accuracy, and overall understanding of the SOW and attachment C.

The government will evaluate your response for adequacy, accuracy, and overall understanding of your obligations under The Service Contract Act in dealing with the existing union and current Collective Bargaining Agreement.

A proposal needed to be technically acceptable in each element of both subfactors to be considered technically acceptable. Proposals that were not rated as technically acceptable would be eliminated from further consideration.

Under Step 2, Carolina Clean's proposal was rated as technically "not acceptable" and was eliminated from further consideration and notified accordingly.

The eleven remaining proposals determined to be "technically acceptable" were included in the Step 3 evaluation of Past Performance and Cost/Price.

Past Performance. The past performance evaluation assessed the degree of confidence the government had in the offeror's ability to fulfill the solicitation requirements. The past performance evaluation considered each offeror's demonstrated record of performance in supplying the requirements of this solicitation. The offeror's past performance record was examined to determine its ability to perform the required work. The past performance of major subcontractors was also evaluated. Pertinence was based on the size, work content, and complexity of the requirements in this solicitation, as well as the recency and duration of the past performance with more recent and/or longer duration work being considered more pertinent.

After evaluating aspects of the offeror's pertinent and past performance, an overall performance confidence rating was assessed in accordance with the definitions contained in Section M of the solicitation, including very high, high, moderate, low, very low, or neutral.

Price. In addition to past performance, the offers pricing information was also evaluated.

For each offeror, the price 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.

Price was not given an adjectival rating but was evaluated for reasonableness and compared with the government estimate and other offers. Price also included an evaluation for unbalanced pricing.

For selection purposes, the offeror's total proposed price was evaluated: phase-in, base, options, and extension. The proposed labor rates for IDIQ work were also reviewed.

For those offerors determined to be technically acceptable, a trade-off process (see FAR 15.101-1) was performed between the past performance and price factors (excluding technical acceptability) for the final selection decision. Past performance and price factors were considered essentially equal in importance.

Discussions

Two rounds of discussions were conducted with all 11 offerors to address pricing issues. At the conclusion of these discussions, the offerors were allowed to provide final proposal revisions.

Based on the information presented at the source selection presentation, it was determined a third round of discussions were necessary with two offerors to provide an opportunity to address adverse past performance information [FAR 15.306(d)(3)].

Evaluation Results

The results of the past performance evaluation and offered price (lowest to highest) is indicated below. The five lowest priced offers were below or in-line with the government estimate at \$11.428M. The five lowest offers included the highest rated offer in the Past Performance Factor, Creative Management. There existed a 7.5 percent price break between the fifth lowest offer, TTCC, and the sixth rated offer, Titan. Titan and the remaining offers were priced higher than the government estimate.

Price Ranking	Company Name	Level of Confidence
1	WISS Joint Venture	Moderate
2	Powerband Consulting Group	Neutral
3	Alphaport, Inc.	Moderate
4	Creative Management, Inc.	Very High
5	TTCC, Inc.	Moderate
6	Titan, Inc.	Moderate
7	Integrity National Corporation	High
8	HBS National Corporation	Moderate
9	Rowe Contracting Services	High
10	Zero Waste Solutions	Moderate
11	Kentucky Building Maintenance	Moderate

The detailed past performance findings of the five lowest prices are detailed below.

WISS JV (Moderate Level of Confidence)

WISS Joint Venture (JV) received a strength for multiple contracts similar in size and scope, which were pertinent to the solicitation requirements. The facilities were stand-alone buildings or multiple buildings but not a campus environment. Each of the contracts was performed as a joint venture. Some of the types of services mentioned in their proposal were routine janitorial services, emergency service calls, and unscheduled IDIQ.

The WISS JV also received a strength for performance. The offeror's ratings included Exceptional (10 percent), Very Good (29 percent), Satisfactory (44 percent), and Marginal (4 percent), in the government Past Performance Information Retrieval System (PPIRS) on contracts considered pertinent to the janitorial requirement. These ratings were typically consistent throughout the information considered pertinent to the GRC Janitorial Services Contract. An independent search of the PPIRS database did reveal additional pertinent information. This information is included in these numbers.

The WISS JV ratings included Excellent (8 percent), Very Good (59 percent), and Good (32 percent) in client responses to the Past Performance Questionnaires. The provided written

comments fully corroborated the numerical scores. This successful past performance is an indicator for good contract performance.

Based on the evaluation of WISS JV's two past performance subfactors of pertinence and performance, their rating was a Moderate Level of Confidence.

The WISS JV provided the lowest priced offer. The offer included the required pricing information. While not considered unrealistically low, the price was approximately 16 percent lower than the government estimate of \$11.428M and approximately 9 percent below the next lowest offer. The provided IDIQ rates, which varied amongst the various offers, were reviewed and considered reasonable.

Powerband Consulting Group
(Neutral)

Powerband Consulting Group received a strength for having multiple contracts similar in size and scope, which are considered somewhat pertinent to solicitation requirements. Both contracts listed covered janitorial services.

NASA attempted to contact the two pertinent references provided for janitorial services. One declined to give Past Performance Questionnaire (PPQ) information. The other did not respond. An independent search on the PPIRS found no contracts considered pertinent to the janitorial requirement. Powerband Consulting Group provided no Contractor Performance Assessment Reporting System (CPARS). Due to the incomplete past performance, no finding can be given.

Based on the evaluation of Powerband Consulting Group's two past performance subfactors of pertinence and performance, their rating was a Neutral.

Powerband Consulting Group provided the second lowest priced offer. The offer included the required pricing information. The price was slightly lower than the government of \$11.428M. The IDIQ rates, which varied amongst the various offers, were reviewed and considered reasonable.

Alphaport, Inc.
(Moderate Level of Confidence)

The Alphaport, Inc. team received a strength for having multiple contracts similar in size and scope, which were considered highly pertinent to the solicitation requirements. The prime contractor, Alphaport, Inc., did not provide any contracts that were considered pertinent, as the contracts provided were not janitorial, and the management experience was not related to managing janitorial contracts. The highly pertinent contracts were all performed with the major subcontractor, as the prime contractor. Some of the types of services mentioned in their proposal were routine janitorial services, emergency service calls, unscheduled IDIQ, and clean room services.

The Alphaport team also received a strength for performance. JDD, Inc., the primary subcontractor, was rated between satisfactory and exceptional by the majority of clients in the PPIRS on contracts considered pertinent to the janitorial requirement. These ratings were typically consistent throughout the information considered pertinent to the GRC Janitorial Services Contract.

The JDD, Inc. (primary sub), was rated Exceptional (8 percent), Very Good (33 percent), Satisfactory (8 percent), Marginal (14 percent) in the CPARS provided. An independent search of the PPIRS database did reveal additional pertinent information. This information is included in these numbers. The JDD Inc. (primary sub) was rated Excellent (8 percent), Very Good (37 percent), Good (45 percent), and Poor (11 percent), in client responses on the PPQs. The provided written comments fully corroborated the numerical scores. The offeror, Alphaport, Inc., did not provide any pertinent CPARS or PPQs. Overall, this past performance is an indicator for good contract performance.

Based on the evaluation of Alphaport, Inc.'s two past performance subfactors of pertinence and performance, their rating was a Moderate Level of Confidence.

Alphaport provided the third lowest priced offer. The offer included the required pricing information. The price was in-line with the government estimate of \$11.428M. The provided IDIQ rates, which varied amongst the various offers, were reviewed and considered reasonable.

Creative Management Technology, Inc. (CMTI)
(Very High Level of Confidence)

The CMTI team received a Significant Strength for having multiple contracts similar in size and scope, which are considered highly pertinent to solicitation requirements. The CMTI was the primary subcontractor on two of the three contracts listed. Some of the types of services mentioned in their proposal were routine janitorial services, clean rooms, emergency service calls, unscheduled IDIQ, and special events.

The CMTI team also received a Significant Strength for performance. The CMTI and their sub was rated Excellent (92 percent) in the CPARS provided. An independent search of the PPIRS database did not reveal any additional pertinent information. The CMTI and their sub was rated Excellent (71 percent), and Very Good (29 percent) in client responses to the PPQs. The provided written comments fully corroborated the numerical scores. This highly successful past performance is considered an excellent indicator for successful contract performance.

Based on the evaluation of CMTI's two past performance subfactors of pertinence and performance, their final rating was a Very High Level of Confidence.

The CMTI provided the fourth lowest priced offer. The offer included the required pricing information. The price was in-line with the government of \$11.428M. The provided IDIQ rates, which varied amongst the various offers, were reviewed and considered reasonable.

TTCC, Inc.
(Moderate Level of Confidence)

The TTCC, Inc. received a strength for having multiple contracts similar in size and scope, which were pertinent to the solicitation requirements. Two of the contracts were single buildings with no campus-type facilities, and one contract was similar in size and cost; scope was related for all three contracts provided. The TTCC, Inc. performed the contracts listed as a prime and teaming partner. Some of the types of services mentioned in their proposal were routine janitorial services, emergency service calls, unscheduled IDIQ, and special events.

The offeror also received a strength for performance. The TTCC, Inc. was rated Exceptional (33 percent), Very Good (6 percent), Satisfactory (33 percent) in the CPARS provided. An independent search of the PPIRS database did reveal additional pertinent information. This information is included in these numbers. The TTCC, Inc. was rated Excellent (43 percent), Very Good (52 percent), and Good (4 percent) in client responses to the PPQs. The provided written comments fully corroborated the numerical scores. This successful past performance is a good indicator for contract performance.

Based on the evaluation of TTCC's two past performance subfactors of pertinence and performance, their rating was a Moderate Level of Confidence.

TTCC provided the fifth lowest priced offer. The offer included the required pricing information. The price was in-line with the government estimate of \$11.428M. The provided IDIQ rates, which varied amongst the various offers, were reviewed and considered reasonable.

Selection Presentation

A source selection presentation was made to the SSA on March 13, 2014. In attendance were the SEC and key management officials.

The SSA was provided a detailed set of findings of all offerors prior to the selection presentation. Based on the review of the findings and at the request of the SSA, the presentation focused on the five lowest priced offers. These prices were lower or in-line with the government estimate and included the offer with the highest past performance rating. There existed a 7.5 percent price difference between the fifth and sixth lowest priced offer, and while the other remaining offers addressed the requirements of the solicitation, they were considered not to have provided any advantages over the five lowest priced offers.

Selection Meeting

The final selection meeting with the SSA was held on March 19, 2014. The selection meeting updated the SSA on the evaluation findings as the result of the final round of discussions.

Selection Decision

I have reviewed the full information presented by the SEC. I understand the evaluation process undertaken by the SEC and the findings presented. I agree with the findings as presented and the approach to derive the findings. I also understand that in accordance with the solicitation, I am to select the contractor most advantageous to the government based on a past performance and price trade-off analysis and these factors are approximately equal in importance.

In first discussing the Price Factor, I understand the offeror's price reflects the total price for the base (including phase in), option periods, and an extension period. I find the five lowest prices included WISS, as the lowest price, followed by Powerband, Alphaport, CMTI, and TTCC. I focused on these offerors as I consider them to be the most competitively priced and lower or in-line with the government estimate of \$11.428M. I find a 7.5 percent price break between TTCC and the next lowest offer, Titan. I consider Titan and the remaining higher priced offers to offer no price advantages over the lowest five offers, and out of line with the government estimate.

In further discussions with the SEC concerning the offered prices, I understand that the SEC did not consider any of the prices unrealistically low. However, in my independent judgment, WISS's price, approximately 16 percent below the government estimate and over 9 percent lower than the next lowest offer, raises a concern relative to their ability to successfully perform to all performance standards at that contract price. I believe that the advantage of a low price is somewhat diminished if it increases the risk that the facility will not be maintained to the government's standards. In looking at the other low priced offers, I find their prices more in line with the government estimate, and I do not have the same concern.

In turning to the Past Performance Factor, I note that WISS, the lowest priced offeror, to be rated a "moderate" level of confidence, followed in order of price by Powerband with a "neutral" rating, Alphaport also with a "moderate" level of confidence rating, and CMTI with a "very high level of confidence."

In a review of the highest rated offer in this factor, I was very impressed with CMTI. I find CMTI to be the highest rated offer in this factor with a "very high" level of confidence. The CMTI received a "significant strength" for prior pertinent contracts and a "significant strength" for overall performance. In further discussions with the SEC, I understand that the CMTI Team had highly pertinent contracts which include another NASA Center, another federal agency, and private industry. I was significantly impressed with how CMTI's experience was closely aligned with the current work at NASA GRC. Specifically, I considered CMTI's experience with contracts in multiple buildings in a campus environment; CMTI has worked at another NASA Center doing work remarkably similar to this effort; and CMTI's work at a manufacturing type facility with clean rooms. The experience also included emergency service calls, unscheduled work, and special events. Furthermore, I was notably impressed with the consistent demonstrated excellence in doing the similar work. I considered CMTI having consistently high performance ratings with no ratings below the "very good" level to be very important, as I am particularly impressed with the consistent performance ratings from a variety of customers over a variety of contract periods. The consistency in the high ratings provides a level of qualitative value beyond

the other offeror's and was a discriminator for me. I agree with the SEC that two significant strengths in this factor to be an excellent indicator of future successful contract performance.

In review of WISS, I find WISS to be rated a "*moderate*" level of confidence. WISS received a "strength" for its prior pertinent contracts and a "strength" for its overall performance. I note contracts with other federal agencies of similar value and scope. In further discussion with the SEC, WISS did not have contracts in a large campus environment like GRC, but did have a contract with a variety of locations throughout the state of Kentucky. In the area of performance, I find that WISS has performance ratings that fluctuated between the rating categories. I note these inconsistent performance ratings but believe a moderate performance rating indicates that this offeror could perform the basic requirements.

In review of Powerband Consulting Group, I find Powerband to be rated "*neutral*" level of confidence. Powerband received a "strength" for prior pertinent contracts and a "no finding" for overall performance. In further discussions with the SEC, the strength in the area of pertinence was in consideration of the prior experience of a key corporate official. However, no PPQs were provided by prior clients and the SEC attempted, but unable to obtain PPQ information from the clients it contacted. I note the lack of actual performance information would not necessarily prevent adequate contract performance.

In review of Alphaport, Inc., I find the Alphaport team to be rated "*moderate*" level of confidence. The Alphaport team received a "strength" for prior pertinent contracts and a "strength" for overall performance. In further discussions with the SEC, Alphaport as a prime contractor, has no janitorial contract experience. The strength was based on the pertinent experience of the major subcontractor JDD, Inc. In the area of performance, I find the Alphaport team has performance ratings that fluctuated between the rating categories. I consider these inconsistent performance ratings to raise a concern relative to future successful contract performance. While I find the Alphaport team to have some advantages due to the JDD experience at GRC, I find it to be offset by the fact the prime contractor has no pertinent janitorial experience and no performance record in performing these services, and the major subcontractor has had inconsistent performance at GRC. Despite my concerns, a moderate performance rating indicates that this offeror could perform the basic requirements.

In review of TTCC, Inc., I find that TTCC to be rated as "*moderate*" level of confidence. I find that TTCC received a "strength" for prior pertinent contracts and a "strength" for overall performance and received a confidence rating of "moderate". I find that TTCC had prior contracts with government agencies that were considered pertinent with past performance ratings that also fluctuated between the rating categories. I note these inconsistent ratings but believe a moderate performance rating indicates that this offeror could perform the basic requirements.

In my review of Rowe Contracting Services and Integrity National Corporation, both companies were rated a "high" level of confidence. Both firms had a "significant strength" for pertinence and a "strength" for performance. However, I don't find any advantages in the past performance of these firms over CMTI, which is rated "very high" level of confidence and a significant strength in both areas. I also find their price to be higher than the government estimate and higher than CMTI. The other remaining firms had past performance ratings of a "moderate" level of

confidence and prices higher than the government estimate and CMTI. I find no advantages with these offers.

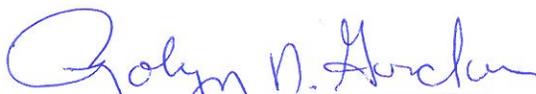
To summarize the Past Performance Factor, I find that CMTI was rated with a “very high” level of confidence, two levels above the other low priced offers. I was impressed with CMTI’s overall consistent ratings from current and former clients. I find these ratings to indicate a strong likelihood of successful contract performance.

I find WISS, Alphaport, and TTCC were rated no higher than a “moderate” level of confidence, and Powerband was rated “neutral”. I find no advantages of these lower rated offers over CMTI. I consider CMTI to have a distinct and meaningful advantage in this factor.

In making my final decision, I find CMTI to have the highest Past Performance Rating two levels above WISS, and WISS to have offered the lowest price approximately 15 percent below CMTI. I find the CMTI pertinent contracts and performance findings to fully justify their confidence ratings. I find the CMTI price of \$11.292M to be in-line with the government estimates, and I have no concerns relative to its ability to perform at that price. When I jointly consider the “very high” level of confidence rating and price in-line with the government estimate, I find this to provide strong assurances of successful performance going forward that will lead to a properly maintained, healthy, and safe facility. I consider the price offered by WISS to raise a concern in its ability perform at that price. When I further combine this lower price with its “moderate” past performance rating, I find this to increase the risk of successful contract performance. I don’t believe it is the Center’s best interest to select a 15 percent lower price with only a “moderate” performance rating. I believe there is additional qualitative value in a properly maintained facility that directly contributes to the health and safety of the workforce.

When I consider the two evaluation factors which are equal in importance, I believe CMTI provided the best combination of Price and Past Performance which will lead to highly successful contract performance and a properly maintained facility. I believe this combination outweighs the WISS lower price and “moderate” past performance rating.

I therefore select Creative Management Technology, Inc. to perform the requirements related to the RFP for NNC14ZCH001R.

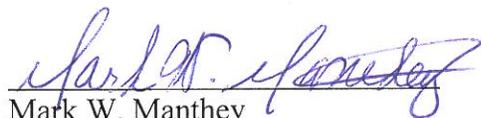


Robyn N. Gordon
Source Selection Authority

4.18.14

Date

Concurrence:



Mark W. Manthey
Acting Procurement Officer

4/15/14

Date