

**Source Selection Statement
for the
Human Health and Performance Contract (HHPC)
NASA Lyndon B. Johnson Space Center
(Solicitation Number NNJ15522169R)**

On July 1, 2015, I, along with other key officials of the National Aeronautics and Space Administration (NASA) Lyndon B. Johnson Space Center (JSC), met with the Human Health and Performance Contract (HHPC) Source Evaluation Board (SEB) appointed to evaluate proposals submitted in response to the HHPC Solicitation, NNJ15522169R. In that presentation, the SEB briefed me on its initial findings. I posed a variety of questions, solicited the views of the SEB and my advisors, and expressed my own views. Immediately after that meeting I met in executive session with my senior JSC advisors who had attended the SEB presentation. In this session, I solicited and carefully considered their more detailed views and opinions. The presentation charts, as briefed to me, represent the final evaluation report and are herein incorporated by reference.

I. Procurement History

The HHPC provides support for a broad range of human space flight activities, including fundamental and applied biomedical research; operational space medicine; occupational health and medicine at JSC and the White Sands Test Facility (WSTF); management of clinical, biomedical, space food and environmental laboratories; behavioral sciences; human factors engineering; spacecraft environment monitoring and management; biomedical engineering; biomedical flight hardware requirements, design, fabrication, testing and operation; payload and hardware integration with the International Space Station (ISS), and other human space flight platforms. As such, the HHPC is critical to human life and safety in space, now and in the future, and thus contract award requires the highest level of meticulousness and consideration.

HHPC is a Cost-Plus-Award-Fee (CPAF) contract with Indefinite-Delivery, Indefinite-Quantity (IDIQ) Task/Delivery Orders. The base period of performance for this acquisition is five years, from October 1, 2015 through September 30, 2020, with an additional three-year option and an additional two-year option. The maximum value, not to exceed (NTE) amount, that can be ordered under the IDIQ portion of the base contract and option periods is \$1,440,000,000. This acquisition is a follow-on contract to the current Bioastronautics Contract.

The Contracting Officer issued a Request for Proposal (RFP) NNJ15522169R on November 20, 2014. Amendment 1 was posted on December 18, 2014 to post questions, answers and revisions. Amendment 2 was posted on December 30, 2014 to clarify that the Key Personnel Resume submission detailed in "Attachment L-8: Key Personnel Resume" was included within the 375 page limit of the Offerors' proposals. Amendment 3 was posted on January 06, 2015 to provide a modification to Table L-3, Proposal Copies and Due Dates. Amendment 4 was posted on January 16, 2015 to provide revised Attachment J-11 "Award Fee Plan." Amendment 5 was posted on January 23, 2015 to provide a revision to Section M 4.1 "Management Approach, Mission Suitability Sub-Factor 1."

This procurement was conducted as a full and open competition in accordance with the Federal Acquisition Regulation (FAR) Part 15, "Contracting by Negotiation." The RFP divided the proposals into four volumes: "Volume I – Mission Suitability;" Volume II – "Past Performance;" "Volume III – Cost/Price" and "Volume IV – Model Contract and Responsibility." All volumes were due on January 29, 2015. However, the Contracting Officer requested Volume II to be submitted on January 7, 2015, which was before the official due date for the remainder of the proposals. Complete and timely proposals were received from the following companies:

Jacobs Technology, Inc. (Jacobs)
600 William Northern Blvd.
Tullahoma, TN 37388

Wyle Laboratories, Inc. (Wyle)
1290 Hercules Ave.
Houston, TX 77058

Science Applications International Corporation (SAIC)
1710 SAIC Drive
McLean, VA 22102

As provided in Section M of the RFP, Evaluation Factors for Award:

The Government will award a contract resulting from this solicitation to the Offeror whose proposal represents the best value to the Government. This procurement shall be conducted utilizing a combination of mission suitability, past performance and cost/price evaluation factors. The lowest price proposals may not necessarily receive an award; likewise, the highest technically rated proposals may not necessarily receive an award.

Under the Mission Suitability factor, the proposals were evaluated to assess the ability of the Offeror to provide and administer the requirements of the Statement of Work (SOW). The SEB assigned each proposal a mission suitability score based on the following sub-factors and corresponding numerical weights, which also reflect their relative importance:

Mission Suitability Sub-Factors	Points
Management Approach	350
Technical Approach	550
Small Business Participation	100
TOTAL	1000

The Mission Suitability sub-factors were each evaluated, scored numerically, and assigned an adjectival rating per NASA FAR Supplement (NFS) 1815.305(a)(3)(A): Excellent, Very Good, Good, Fair, and Poor.

In addition to Mission Suitability, the RFP identified, and the SEB evaluated, Past Performance and Cost/Price. However, these evaluation factors were not numerically scored.

Since Past Performance can be a significant predictor of performance quality under the proposed contract, the Past Performance of each Offeror was evaluated by the SEB for recent and relevant experience in order to determine its ability to perform the required work. The evaluation of Past Performance was conducted in accordance with the FAR 15.305(a)(2) "Proposal Evaluation" and NFS 1815.304-70 "NASA Evaluation Factors" (RFP M.3). More recent and more relevant Past Performance received greater consideration in the performance confidence assessment than less recent and less relevant performance. The RFP required each proposal's Past Performance to be evaluated and assigned a confidence rating per NFS 1815.305(a)(2): Very High, High, Moderate, Low, Very Low, or Neutral.

Offerors submitted a Basis of Estimate cost representing their baseline approach, including the price representing their technical approach to IDIQ task orders, prior to the application of any proposed innovations, as well as their fully burdened rates applied to the "Specified Resources," a predetermined mix of hours and Standard Labor Categories specified by the Government. Offerors also submitted a proposed cost including the effect of any proposed innovations to the IDIQ Task Orders and supporting rationale. Under the cost/price factor, the Government performed a cost and price analysis, which included a cost realism analysis in accordance with FAR 15.305 – "Proposal Evaluation," FAR 15.404 – "Proposal Analysis," and NASA FAR Supplement (NFS) 1815.305 – "Proposal Evaluation" to ensure that the final agreed-to costs were fair and reasonable. The Government performed a cost realism analysis of each proposal's price, inclusive of proposed resources and rates for each Task Order and IDIQ fully burdened rates applied to the Government Specified Resources identified in Attachment L-7 "IDIQ Cost Workbook" and prescribed in Section L. Based on this cost realism analysis, the Government determined the probable cost of performance for each proposal, which differs from each proposal's proposed cost and reflects the Government's best estimate of the cost of any contract that is most likely to result from the Offeror's proposal. The Government also evaluated the reasonableness of the non-labor resources.

As provided in the solicitation, of the three evaluation factors, Mission Suitability and Past Performance, when combined, are more important than Cost. Mission Suitability is more important than Cost. Cost is more important than Past Performance.

II. Evaluation of Initial Proposals

The three proposals that were submitted in response to the solicitation were determined to be acceptable and were evaluated in accordance with FAR Part 15 and NASA FAR Supplement (NFS) Part 1815 as well as the RFP. The SEB performed an assessment of each proposal against the requirements of the HHPC RFP and documented their findings as Strengths and Weaknesses. The impact of those strengths and weaknesses were assessed qualitatively with respect to their potential to create value or add risk for the government, consistent with Section M of the RFP. Not all strengths or weakness were considered to be equal in terms of their impact to determination of adjectival rating and numerical score.

The top-level results of the initial evaluation presented to me are summarized below.

Jacobs Technology, Inc. (Jacobs)

Under the Mission Suitability factor, the Jacobs proposal received a total point score of 661 out of 1000 points.

Under the Management Approach sub-factor, the Jacobs proposal received an adjectival rating of “Excellent.” The Jacobs proposal received three Significant Strengths, three Strengths, zero Significant Weaknesses, and one Weakness.

The SEB assessed the Jacobs proposal with Significant Strengths for its (1) Overall management approach and structure; (2) Phase-In Plan which ensures adherence to technical requirements, provides dedicated management, an effective communications plan, and credible schedule, recognizes high risk operations and activities, and provides effective mitigation strategies to minimize impact to NASA during Phase-In; and (3) Safety & Health Plan that demonstrates a complete understanding of NASA’s requirements and contains feasible proactive approaches in the areas of safety, health and environmental practices, which reflects strong management and employee involvement.

The SEB also assessed the Jacobs proposal with Strengths for its (1) Approach to implement and improve integration across a multitude of domains, customers, and organizations; (2) Utilizing a suite of electronic management tools that will provide a feasible and effective approach to increase productivity, reduce administrative costs, optimize internal and external communications, and encourage internal and external collaboration; and (3) Total Compensation Plan which includes unique incentives and recruitment methods that will be attractive to potential employees and contributes to employee recruitment and retention.

The Jacobs proposal received a Weakness for its Management Plan and Phase-In Plan for offsite laboratories and facilities. The proposal did not provide a complete approach to accomplish the physical and functional transition and maintenance of the offsite facilities.

Under the Technical Approach sub-factor, the Jacobs proposal received an adjectival rating of “Fair.” The Jacobs proposal received one Significant Strength, one Strength, three Significant Weaknesses, and four Weaknesses.

The SEB assessed the Jacobs proposal with a Significant Strength for its emphasis of Human System Integration (HSI) which will systematically enable and enhance HHPC’s goals to reduce spaceflight risks and will ensure that HHPC systems are designed with users and operators in mind.

The Jacobs proposal also received a Strength for utilizing a suite of unique processes and capabilities to foster innovation and improve research and technology development effectiveness and efficiency by infusing HHPC with external knowledge and new ideas.

The SEB assessed the Jacobs proposal with Significant Weaknesses for its (1) Proposed approach to develop and maintain information architecture systems, including flight and ground systems which is incomplete and demonstrates a significant lack of understanding of the scope and

complexity of NASA information architecture requirements; (2) Overall approach to spaceflight clinical and research operations that is incomplete and demonstrates a significant lack of understanding of the processes, interfaces, and coordination necessary to support the technical requirements; and (3) Failure to provide complete rationale that would allow the Government to either accept or reject each proposed innovation as required by the HHPC RFP.

The SEB assessed the Jacobs proposal with Weaknesses for its (1) Inadequate technical approach to laboratory staffing and required functions demonstrating a lack of understanding of the processes and requirements necessary to implement and support biomedical laboratory operations; (2) Approach to JSC Clinical Operations for being incomplete and demonstrating a lack of understanding of the workforce and scheduling necessary to support the technical requirements; (3) Failure to provide sufficient detail and rationale in the pricing task order narratives to adequately demonstrate that the workforce and skill mix proposed could feasibly and effectively perform the requirements to provide the Government with required services and deliverables; and (4) Failure to provide feasible and effective contractual language that as required by the HHPC RFP to ensure that its proposed innovations could be successfully implemented during contract administration.

Under the Small Business Participation sub-factor, the Jacobs proposal received an adjectival rating of “Very Good.” The Jacobs proposal received one Strength and one Weakness.

The SEB assessed the Jacobs proposal with a Strength for its proposed Small Business Subcontracting Plan that exceeded the recommended goals in each of the seven small business categories. The proposed Plan demonstrated a commitment to meeting these proposed goals through binding teaming arrangements with qualified small business teammates.

The SEB also assessed the Jacobs proposal a Weakness for its Small Business proposal containing inconsistencies related to the total percentage of work to be performed by each of its four small business subcontractors.

Under the Cost/Price factor, the SEB made adjustments in the proposed cost for skill mix, staffing and escalation applicable to non-exempt personnel. The Adjustments for skill mix and staffing were made to ensure the correct amount of resources, according to the SEB’s technical judgment, for the Task Orders reasonably to be performed based on the Offeror’s approach. Rationales for adjustments to Task Order probable costs were documented in findings in the Technical Sub-factor of Mission Suitability. Adjustments were made when the Offeror’s technical narrative provided insufficient detail and rationale to adequately demonstrate that the skill mix selected and reduced workforce associated with proposed innovations could feasibly and effectively accomplish the effort proposed to successfully perform the requirements. Overall probable cost adjustments impacted both the proposed cost in the Basis of Estimate and the final proposed cost after the application of innovations. The Offeror’s description of innovations in the proposal was comingled to a degree that did not permit the Government to accept or reject each proposed innovation prior to its inclusion in the Basis of Estimate (BOE), and did not permit an evaluation on reasonableness per innovation. Adjustments were made to the proposed escalation rates for non-exempt personnel. Jacobs indicated that they plan to rely on clause 52.222-43 Fair

Labor Standards Act – Price Adjustment in order to adjust for any escalation costs for non-exempt personnel. The application of this FAR clause is incorrect because it is only applicable to fixed price contracts. The board adjusted the non-exempt personnel escalation rate to reflect the rate that Jacobs proposed for exempt personnel.

Under the Past Performance factor, Jacobs received a confidence rating of “Very High.”

Jacobs provided narratives for several relevant and very relevant contracts, which essentially addressed the full HHPC SOW. This demonstrated performance had very minor problems with no adverse effect on overall performance. In addition, the proposed Program Manager for Jacobs demonstrated past performance on very relevant contracts.

Wyle Laboratories, Inc. (Wyle)

Under the Mission Suitability factor, the Wyle proposal received a total point score of 956 out of 1000 points.

Under the Management Approach sub-factor, the Wyle proposal received an adjectival rating of “Excellent.” The Wyle proposal received three Significant Strengths, four Strengths, zero Significant Weaknesses, and two Weaknesses.

The SEB assigned Significant Strengths to the Wyle proposal for its (1) Overall management approach which included an effective and experienced management team, a feasible management structure and innovative technical and business management approaches; (2) Phase-In Plan which ensures adherence to technical requirements, provides dedicated management, includes a comprehensive list of the team members and a detailed schedule, and provides effective mitigation strategies to minimize impact to NASA’s critical operations and activities during Phase-in; and (3) Safety & Health Plan which demonstrates a complete understanding of NASA’s requirements and contains feasible and proactive Safety and Health and environmental practices including an effective and complete safety training program, processes, and tool sets.

The Wyle proposal received Strengths for its (1) Proposed implementation and improvement of integration across a multitude of domains, customers, and organizations; (2) Suite of innovative electronic contract management tools that will enhance internal and external communications, will improve Human Health and Performance Directorate’s (HHPD) ability to collaborate, communicate with, and leverage resources of external organizations, and will assist operations personnel in managing research and clinical requirements; (3) Overall understanding of the HHPD Human Systems Risk (HSR) process, which will provide an effective means to manage and mitigate HHPD Human Systems Risks; (4) Total Compensation Plan that includes unique incentives and recruitment methods that will be attractive to potential employees and contributes to employee recruitment and retention.

The SEB assigned Wyle’s proposal Weaknesses for (1) Not providing a complete Work Breakdown Structure (WBS) Tree and Dictionary, as required by the HHPC RFP and for its (2)

Approach to offsite laboratories and facilities for not completely addressing the functional capabilities or maintenance of Contractor-Provided, Offsite Laboratories and Facilities.

Under the Technical Approach sub-factor, the Wyle proposal received an adjectival rating of “Excellent.” The Wyle proposal received four Significant Strengths, one Strength, zero Significant Weaknesses, and two Weaknesses.

The SEB assigned Wyle’s proposal Significant Strengths for its (1) Demonstrated and comprehensive understanding of the role of information architecture and data management, and feasible, effective, and innovative solutions for managing the HHPD Information Technology (IT) infrastructure; (2) Demonstrated and complete understanding of the unique processes, teams, tasks, and requirements necessary to support spaceflight research and clinical operations; (3) Technical approach to JSC Clinical Operations and demonstrated critical thinking and problem solving skills through its responses to Scenarios; and (4) Engineering and development approach that demonstrated an understanding of the requirements and processes associated with the development and certification of flight hardware.

The Wyle proposal received a Strength for its overall approach to laboratory operations which enhances HHPD’s clinical and research laboratory requirements, and maintains and leverages core capabilities.

The SEB assigned the Wyle proposal Weaknesses due to (1) Insufficient detail and rationale to adequately demonstrate that the workforce and skill mix proposed could feasibly and effectively accomplish requirements in the HHPC pricing Task Orders and for its (2) Innovation designed to consolidate operational and research functions. The SEB considered the proposed consolidation incomplete and failed to demonstrate how the proposed integration will fully address the research and clinical operations required under HHPC.

Under the Small Business Participation sub-factor, Wyle received an adjectival rating of “Excellent.” Wyle received one Significant Strength.

The SEB assigned the Wyle proposal a Significant Strength for its excellent Small Business Subcontracting Plan that exceeded the recommended goals in each of the seven small business categories and addressed the required elements of FAR 19.704 and 52.219-9 (Alt II). In addition, the Offeror’s Plan demonstrated a strong commitment and effective means to meeting these proposed goals.

Under the Cost/Price factor, adjustments in the proposed cost were made for skill mix, staffing and a correction to reflect RFP requirements associated with Specified Resources. The adjustments made for skill mix and staffing are associated with the Weaknesses described in the Technical Sub-factor of Mission Suitability. These technical Weaknesses document the SEB’s assessment that to varying degrees Wyle provided insufficient detail and rationale to adequately demonstrate that the workforce and skill mix proposed in responses to Task Orders at the Basis of Estimate level and as a result of innovations could feasibly and effectively accomplish HHPC RFP requirements. The adjustment associated with the correction of the Specified Resources was due

to the fact that Wyle proposed direct labor hours that were different from the Specified Resource hours dictated by the RFP Section L instructions. The Government adjusted the labor hours to 1860 per Work Year Equivalent to match the RFP instructions.

Under the Past Performance factor, Wyle received a confidence rating of “Very High.”

Wyle proposed essentially the same major subcontractors that are currently performing very relevant work on the predecessor to the HHPC contract, the Bioastronautics Contract. Wyle provided narratives that demonstrated very relevant past performance for all elements of the HHPC SOW, which had very minor problems with no adverse effect on overall performance. In addition, the proposed Program Manager also demonstrated past performance on the very relevant Bioastronautics Contract.

Science Applications International Corporation (SAIC)

Under the Mission Suitability factor, the SAIC proposal received a total point score of 894 out of 1000 points.

Under the Management Approach sub-factor, the SAIC proposal received an adjectival rating of “Very Good.” The SAIC proposal received three Significant Strengths, two Strengths, zero Significant Weaknesses, and three Weaknesses.

The SEB assessed the SAIC proposal with Significant Strengths for its (1) Overall management approach which includes an effective and experienced management team, a feasible management structure that is aligned with HHPD’s organizational structure, and innovative technical and business management approaches; (2) Phase-in Plan that ensures adherence to technical requirements, provides dedicated management, includes a detailed schedule, identifies key skills and provides effective means to capture incumbents, and provides effective mitigation strategies to minimize impact to NASA’s critical operations and activities during Phase-In; and (3) Safety & Health Plan which demonstrates a complete understanding of NASA’s requirements and contains feasible and proactive Safety and Health and environmental practices and includes an effective and complete safety training program, processes, and tool sets that will establish safety accountability, encourage safe behavior and will increase employee involvement.

The SAIC proposal was also assessed Strengths under the Management Approach sub-factor for its (1) Feasible methodologies for implementing and improving integration across a multitude of domains, customers, and organizations and (2) Total Compensation Plan which includes unique incentives and recruitment methods that will be attractive to potential employees and contributes to employee recruitment and retention.

The SAIC proposal received Weaknesses for its (1) Failure to provide a complete Work Breakdown Structure (WBS) Tree and Dictionary, as required by the HHPC RFP; (2) Failure to provide a complete Quality Management Plan as required by the HHPC RFP; and (3) Management Plan for offsite laboratories and facilities. The Plan is incomplete and does not demonstrate an understanding of necessary functional capabilities to meet HHPC RFP requirements.

Under the Technical Approach sub-factor, the SAIC proposal received an adjectival rating of “Very Good.” The SAIC proposal received one Significant Strength, five Strengths, one Significant Weakness, and two Weaknesses.

The SEB assessed the SAIC proposal with a Significant Strength for its comprehensive understanding of the role of information architecture and data management and feasible, effective, and innovative solutions for managing the HHPD Information Technology (IT) infrastructure.

The SEB assessed the SAIC proposal with Strengths under the technical approach sub-factor for its (1) Approach to laboratory operations that enhances HHPD’s clinical and research laboratory requirements, maintains and leverages core capabilities; (2) Understanding of the processes, stakeholders, and requirements necessary to support spaceflight clinical operations which demonstrates feasible and effective solutions to support increment planning and execution and console operations; (3) JSC Clinical Operations and the proposal’s demonstrated critical thinking and problem solving skills through the Scenario response; (4) Demonstrated understanding of the processes, facilities, requirements, and functions required to perform successful clinical operations and occupational surveillance; (5) Effective engineering and development approach. The approach demonstrates understanding of the requirements and processes required to enable the development, certification, and sustainment of HHPD Crew Health Care Systems and research hardware and software; demonstrated understanding of the Human Research Program (HRP) in the development and implementation of research portfolios including the unique processes, teams, tasks, and requirements.

The SEB assessed the SAIC proposal with a Significant Weakness for its organizational optimization innovation which included unsupported and unsubstantiated reductions to personnel in key areas including Supervisors and senior technical personnel.

The SEB assessed the SAIC proposal with Weaknesses for its (1) Failure to provide sufficient detail and rationale to adequately demonstrate that the workforce and skill mix proposed could feasibly and effectively accomplish the requirements in the HHPC RFP to provide the Government with required services and deliverables and (2) Comingling a portion of its innovations to an extent such that the Government is unable to either accept or reject a particular proposed innovation on an individual basis as required by the HHPC RFP.

Under the Small Business Participation sub-factor, the SAIC proposal received an adjectival rating of “Excellent.” The SAIC proposal received one Significant Strength.

The SEB assessed the SAIC proposal with a Significant Strength for its excellent Small Business Subcontracting Plan that exceeded the recommended goals in each of the seven small business categories and addressed the required elements of FAR 19.704 and 52.219-9 (Alt II). In addition, the Plan demonstrated a strong commitment and effective means to meeting these proposed goals.

Under the Cost/Price factor, adjustments in the proposed cost were made for skill mix and staffing according to the SEB’s technical judgment to ensure the Task Orders could reasonably be

performed based on the Offeror's approach. Rationale for adjustments to Task Order probable costs were documented in findings in the Technical Sub-factor of Mission Suitability. Adjustments were made when the Offeror's technical narrative provided insufficient detail and rationale to adequately demonstrate that the skill mix selected and reduced workforce associated with proposed innovations could feasibly and effectively accomplish the effort proposed to successfully perform the requirements. Overall adjustments made to SAIC's probable cost were primarily against the proposed innovations and reflected the degree to which the government elected to accept or reject the proposed innovations.

Under the Past Performance factor, SAIC received a confidence rating of "High."

The SAIC team provided narratives for relevant and very relevant contracts, which essentially addressed the full HHPC SOW. One very relevant contract evaluated by the SEB, the Safety and Mission Assurance Engineering Contract (SMAEC), did have minor issues reported in the management area across two award fee periods. For Award Fee Period 1, SAIC's performance received an overall adjectival rating of "Excellent" and a Management subcategory rating of "Very Good." Subsequently, at the conclusion of Award Fee Period 2 (the most recently concluded), SAIC's overall rating dropped slightly to a "Very Good" and remained at the "Very Good" level under the Management subcategory. The proposed Program Manager demonstrated very relevant past performance as a JSC Civil Servant.

III. Decision

On July 1, 2015, I presided over the SEB presentation of its initial evaluation findings and engaged the SEB in a detailed discussion of its findings. I commended the SEB on its comprehensive evaluation of the three proposals. I challenged and tested the SEB's conclusions and its recommended approach to selection and award. I requested and received the opinions of the advisors present, asked for their comments, objections, or concerns with the material presented. At the conclusion of the SEB presentation, I instructed the SEB to make minor corrections to the information presented to align with the discussion and dialogue that had transpired. Immediately thereafter, I convened an executive session of my senior advisors who had attended the SEB presentation. At that executive session, I solicited and carefully considered their opinions and views, and engaged with them in an open dialogue concerning my own perceptions and opinions. I concluded that meeting without making my decision so I could further process all the deliberations that had taken place.

In order to make a selection decision, I utilized the information presented by the SEB as well as my own analysis to make a comparative assessment of the three proposals based on the evaluation criteria in the RFP: Mission Suitability, Past Performance and Cost/Price. In comparing the three proposals consistent with the solicitation, I considered that Mission Suitability and Past Performance, when combined, are more important than Cost; Mission Suitability is more important than Cost; and Cost is more important than Past Performance.

Between July 1, 2015 and the date of this decision statement, I conversed with my senior advisors who had attended the SEB presentation regarding aspects of the SEB's evaluation.

I determined that award on initial proposals is appropriate consistent with the intent expressly stated in FAR 52.215-1 and Section L of the RFP. I base my determination on the results of the initial evaluation findings from the SEB, responses to questions I posed at the SEB presentation on July 1, 2015, discussions with my senior advisors who had attended the SEB presentation, and my personal analysis documented below. On July 23, 2015, I selected the proposal offering the best overall value to the Government in accordance with the RFP's stated criteria for award. My rationale for my selection decision follows:

Mission Suitability

After reviewing the SEB's assessment of the proposals regarding Mission Suitability, the most important factor under the RFP's stated evaluation criteria, I noted the SEB's top-level evaluation summary:

Offeror	Mission Suitability Score 1,000 Points	Sub factor A Management 350 Points	Sub factor B Technical 550 Points	Sub factor C Small Business 100 Points
Jacobs	661	322 EXCELLENT	253 FAIR	86 VERY GOOD
Wyle	956	333 EXCELLENT	528 EXCELLENT	95 EXCELLENT
SAIC	894	315 VERY GOOD	484 VERY GOOD	95 EXCELLENT

While adjectives and points are never determinative, the SEB's adjectival and numerical scoring rating did indicate to me there may be significant qualitative advantages to the Wyle proposal under the Technical sub-factor and a slight advantage under the management sub-factor when compared to the other two proposals. I also noted that the Wyle and SAIC proposals were essentially equal and more highly-rated than the Jacobs proposal in the Small Business Utilization sub-factor. I then considered the Significant Strengths, Strengths, Significant Weaknesses, and Weaknesses of each of the proposals. While I considered all of the findings, as documented earlier in this decision statement, this document addresses the qualitative aspects of the various proposals that I used in formulating my decision.

Mission Suitability-Management and Staffing Approach

In comparing the relative value of the Mission Suitability findings for each of the Offerors, I started with the Management and Staffing Approach and first considered Significant Strengths. I noted that all three companies' proposals received three Significant Strengths for their respective approaches to Program Management, Phase-In and Safety and Health. I deemed this grouping of equivalent Significant Strengths all as essentially equal across all three proposals, and thus not the source of any meaningful qualitative discriminators. Likewise, all three proposals received Strengths for their integration approach and Total Compensation Plan under the Management sub-

factor. I deemed this grouping of equivalent Strengths in these two areas as essentially equal and not the source of any meaningful qualitative discriminators.

I also noted the Jacobs and the Wyle proposals received an additional Strength for their respective approaches to utilizing management tools. The SAIC proposal did not contain a Strength in this management aspect. I found value in Jacobs' proposed suite of electronic management tools, which would likely increase productivity, reduce administrative costs and increase overall contract surveillance effectivity. I also found value in Wyle's management tools, which would enhance internal and external communications; would improve HHPD's ability to collaborate, communicate with, and leverage resources of external organizations; and would assist operations personnel in managing research and clinical requirements. This aspect of the proposals provided a slight edge in favor of Jacobs and Wyle over SAIC.

Wyle's proposal received an additional Strength for its proposed approach to Human Systems Risk (HSR) Management. Neither of the other proposals contained a Strength in this management aspect. The approach thoroughly detailed the organizational structure, processes, tools, teams, interrelationships and measurement functions. The proposal effectively mapped each HSR to a specific individual who has the expertise to address the unique space flight risk. Additionally, the Wyle proposed a process by which the Government will be provided insight into whether HSR research effectively translates into actual risk reductions. Wyle's approach in this area benefits NASA in the effective identification, management, and refinement of Human System Risks throughout the life of the contract, which would mitigate risks to the health, safety and performance of future space flight crews. I found good value in this approach given the criticality to human life and safety in space and found it to be a helpful discriminator.

All three proposals received a Weakness for their respective approaches to utilize Off-site Facilities. Each proposal, to some degree, did not demonstrate understanding or failed to completely address the physical and functional capabilities for hardware fabrication, assembly and test, medical simulation and other functions performed off-site from JSC. I found that Wyle's weakness in this area did not concern me as much because the proposal acknowledged that all Offsite facilities specified in the RFP are maintained and operated, either directly or indirectly, by Wyle but merely failed to completely articulate how operations would be managed throughout the contract period. On the other hand, the weaknesses attributed to the Jacobs and SAIC proposal were more concerning to me as neither proposal demonstrated an understanding of the required functions as described in the RFP, which creates a risk to the continuity of critical space flight operations.

While SAIC received a minor Weakness for failing to provide a complete Quality Management Plan and Wyle's and SAIC's proposals also received what I would consider a minor Weakness for not providing a complete Work Breakdown Structure Tree and Dictionary, I did not consider these weaknesses the source of any meaningful qualitative discrimination.

Both the Jacobs proposal and the Wyle proposal received "Excellent" ratings for their Management Approaches. The SAIC proposal received a rating of "Very Good." Considering the nature and extent of the benefits and the risks each proposal presented, I agreed with the SEB on its ratings in

this area. I gave a slight advantage to the Wyle proposal over the Jacobs proposal and a modest advantage over the SAIC proposal under this sub-factor given its Strengths, particularly its Strength for Human Risk Management, which is an essential part of the HHPC.

Mission Suitability—Technical Approach

Next, I performed a comparative assessment of the proposals' technical approach. It was under this sub-factor, which accounted for more than half the weight of the Mission Suitability Factor, that I found the most meaningful discriminators.

First, I noted a significant point difference between the Jacobs proposal and the other two proposals. The SEB assigned the Jacobs proposal a "Fair" adjectival rating for the Technical Approach sub-factor. In contrast, the Wyle and SAIC proposals were assessed as "Excellent" and "Very Good," respectively. The point and adjectival differences between the Jacobs proposal and the other two proposals indicated to me that there might be significant qualitative differences between the Jacobs proposal and the other two. In fact, I did find the Jacobs Technical Approach did not rise to the higher levels of the other two technical proposals (which I discuss in more detail below). Specifically, the Jacobs proposal failed to demonstrate an understanding of the scope and complexity of the NASA information Architecture requirements. Further, Jacobs' overall approach to spaceflight clinical and research operations did not completely address HHPC requirements, lacked technical detail and included an inadequate workforce and skill mix on task orders. Also, the Jacobs proposal failed to provide sufficient information, as required by the RFP, to allow the Government to either accept or reject each proposed innovation prior to its inclusion in the Basis of Estimate. Additionally, I agree with the SEB's Weakness findings assigned to the Jacobs proposal for its approach to biomedical laboratory and clinical operations, for providing insufficient detail and rationale in the pricing task order narrative, and for failing to provide feasible and effective contractual language to enable successful implementation during contract administration. The Jacobs proposal did receive unique Strengths including a Significant Strength under the Technical sub-factor in the area of Human Systems Integration (HSI) and a Strength for its proposed processes and capabilities to foster innovation and improve research and technology development effectiveness on HHPC. While these unique Strengths added value to augment the overall approach, they did not compensate for other Weaknesses and multiple Significant Weaknesses in Jacobs' core technical approach. Although Jacobs received a "Very High Level of Confidence" under the Past Performance Factor, I decided, considering the factors and their respective weights as stated in the RFP, the Jacobs proposal did not offer nearly as much value as either of the other two proposals.

I thus moved on to a side-by-side comparison of the other two more closely-rated proposals, those of Wyle and SAIC.

First, I reviewed the two technical proposals for areas of equivalence. The SEB found both the Wyle and the SAIC proposals contained Significant Strengths for their technical approach to information architecture and data management in furthering human systems risk reduction for spaceflight, and they offered feasible, effective, and innovative solutions for managing the HHPD Information Technology infrastructure. Additionally, the Wyle and the SAIC proposals each

received a Strength for an approach to laboratory operations that enhances HHPD's clinical and research laboratory requirements, maintains and leverages core capabilities. The two proposals received a similar Weakness for failing to provide sufficient detail and rationale in the Pricing Task Order narratives to adequately demonstrate that the workforce and skill mix proposed in the Basis of Estimate and after the application of innovations could feasibly and effectively perform the requirements in the HHPD pricing Task Orders and provide the Government with required services and deliverables. I found these Significant Strengths, Strengths and Weaknesses as essentially equal across the two proposals, and thus these areas of the proposals did not present me with any meaningful qualitative discriminators between the SAIC and Wyle proposals.

Considering the remaining aspects of the two proposals, I found great value in Wyle's three additional Significant Strengths under this sub-factor. The first of these was associated with its approach to support spaceflight research and clinical operations and to support and optimize Biomedical Engineer (BME) increment planning and execution while also improving tactical response and console operations. This approach enables optimization of human health and performance throughout all phases of spaceflight while advancing human systems risk reduction. The proposal demonstrated to me unique processes, teams, tasks, and requirements necessary to support spaceflight research and clinical operations. Next, I found that Wyle's technical approach to "JSC Clinical Operations" and effective and complete responses to RFP scenarios will be essential to meeting the HHPD's occupational health and human system risk reduction requirements. This approach will improve cross communication between clinical and research areas while effectively utilizing personnel, which will reduce costs and enable optimization of human health and performance for both flight crew and JSC personnel. The Wyle proposal received a third Significant Strength for its in-depth understanding of the requirements and processes associated with the development and certification of flight hardware. The approach includes dedicated engineering facilities, in-house quality engineering and quality assurance, and innovative approaches that will leverage external collaboration. I find this will significantly increase HHPD capabilities related to the development and sustainment of Crew Health Care Systems and research hardware and will provide flexibility to meet HHPD's changing priorities and directives while reducing the risk of cost overruns or schedule delays. I was impressed that these Significant Strengths spanned several discrete areas of contract performance, indicating that the Wyle proposal represented more than just one or two areas of narrow expertise.

In these same areas, I noted that the SAIC proposal received Strengths for its understanding of the processes, stakeholders, and requirements necessary to support spaceflight clinical operations; its approach to JSC Clinical Operations; and an effective engineering and development approach that demonstrates understanding of the requirements and processes required to enable the development, certification, and sustainment of HHPD Crew Health Care Systems and research hardware and software. While both Wyle and SAIC did well in these areas, I found substantially more benefit from Wyle's proposal than from SAIC's, given its approach to spaceflight research and clinical operations and engineering development which will significantly advance human systems risk reduction for space-flight.

I found value in the SAIC proposal's Strength for its demonstrated understanding of the Human Research Program (HRP) in the development and implementation of research portfolios and the

unique processes, teams, tasks, and requirements necessary to support flight and ground-based analog research. Neither of the other proposals contained a Strength in this technical aspect. On the other hand, the SAIC proposal received a Weakness for comingling a portion of its innovations to an extent which does not permit an evaluation of the reasonableness of each specific innovation. I noted the Wyle proposal did not have a Strength or Weakness in this regard.

Besides the relatively greater benefit I found in the proposal areas addressed by Wyle's Significant Strengths, I am also very concerned with the Significant Weakness SAIC's proposal received for its proposed organizational innovation. This approach included significant unsupported and unsubstantiated reductions in personnel in key areas including supervisors and senior technical personnel who were delegated supervisory responsibility, which will result in a significant negative impact related to the effective execution of HHPC task orders. SAIC proposed shifting a substantial amount of supervisory duties from supervisors to senior technical personnel (essentially, subject matter experts), and then reducing the size of their supervisory cohort. I believe that this general concept in itself might not present risks if done prudently. But, inexplicably to me, SAIC then reduced not only the relevant supervisory cohort from which the duties were to be transferred, but also the relevant cohort of senior technical personnel to which the duties were to be transferred. SAIC provided insufficient rationale why they would or could reduce both, or how reducing both cohorts as their proposal reflects did not present substantial performance risk. I find this approach will result in ineffective execution of Task Orders, will not provide effective and responsive technical solutions, and will create an unacceptable level of risk to the health, safety and performance of flight crews on board the ISS – NASA's over-arching operational concern in carrying out the nation's human spaceflight program. This was an especially noteworthy discriminator to me as I weighed the relative advantages and disadvantages of each proposal.

In my overall qualitative judgment in Mission Suitability, in light of my different valuation of some of the proposals' Technical Approach strengths I place higher relative value on Wyle's technical approach. I noted the Wyle proposal did receive a Weakness for its approach to combine processes for research and operations. The described approach regarding this consolidation was incomplete and does not provide feasible rationale that effectively addresses all operations and research requirements. Despite this weakness I determined that Wyle had an excellent technical proposal. The SAIC technical approach, although "Very Good," did not demonstrate the same "Excellent" level of demonstrated understanding as the Wyle proposal. However, I did not find as much value in SAIC's technical approach compared to that of the Wyle proposal as demonstrated by the Significant Strengths in areas that represent the technical focus of the HHPC. The Jacobs technical approach, as described above, failed to demonstrate a complete understanding of the HHPC requirements. As such, I determined that Wyle's overall technical approach was qualitatively superior to the other Offerors. Specifically, I found significant value in Wyle's technical approach to spaceflight clinical and research operations, JSC Clinical Operations including Occupational Health and Human System Risk reduction requirements, and its approach to development and certification of flight hardware which are of great benefit to the Government.

Mission Suitability—Small Business Approach

Next I performed a comparative assessment of the proposals' small business approach. I first noted that the Wyle proposal and the SAIC proposal were essentially equal in the area of small business, receiving Significant Strengths and overall adjectival ratings of Excellent. These proposals exceeded the recommended goals in each of the seven small business categories and addressed the required elements of FAR 19.704 and 52.219-9 (Alt II). In addition, the proposed Plans demonstrated strong commitments to meeting these proposed goals through binding teaming arrangements with qualified small business teammates, and identified effective approaches to meet their goals which significantly increases Small Business opportunities under the HHPC and appreciably increases the Government's assurance that the offerors will be able to execute a successful Small Business subcontracting program.

The Jacobs proposal received a Strength for its proposed Small Business Subcontracting Plan, which exceeded the recommended goals in each of the seven small business categories. However, Jacobs received a Weakness for inconsistencies related to the total percentage of work to be performed by each of its four small business subcontractors. In summary, Jacobs received an adjectival rating of Very Good.

In this area, I find more value in Wyle's and SAIC's proposals than in that of Jacobs. However, I can find no clear discriminator between the Wyle and the SAIC proposals.

Cost/Price

In reviewing the SEB assessment of Cost/Price, the second most important evaluation factor under the criteria stated in the RFP, I noted that Wyle's proposed cost was lower than the proposed cost of both Jacobs and SAIC. The same held true for Wyle's probable cost.

Per the evaluation factors in the RFP, an evaluation was conducted of the proposed costs, Task/Delivery Orders and Specified Resources to develop a probable cost estimate for each proposal. All Offerors proposed costs were adjusted slightly upward. The upward adjustments to all Offerors were similar in overall percentage and the differences of the upward percentage differences were minor. The primary probable adjustments for all Offerors were the result of the technical weaknesses identified by the SEB. Wyle's probable cost, the lowest of the three, was slightly lower than that of Jacobs. Wyle's probable cost was also moderately lower than SAIC's, the highest probable cost.

Given Wyle's measurable advantage in Mission Suitability over the other Offerors' proposals, I found no justification to paying a premium by awarding this contract to either Jacobs or SAIC. In accordance with Section M, the SEB performed price and cost analysis including a cost realism analysis in accordance with FAR 15.305 to ensure the final agreed-to prices are fair and reasonable. After performing the cost realism analysis, the SEB made adjustments to the proposed cost of all the Offerors as noted earlier in this selection statement. The most apparent explanation for the difference in probable cost was the difference in approaches to accomplish the HHPC statement of work.

Past Performance

After having evaluated Mission Suitability and Cost Factors, I considered Past Performance, the least important of the three evaluation factors. I agree with the SEB's Past Performance evaluation as set out above.

The SEB rated both Wyle and Jacobs past performance at a Very High confidence level based on the degree of relevance of the Offerors' recent contracts considered by the SEB, and on each Offeror's overall performance record on those contracts.

Given the very relevant performance associated with Jacobs' Program Manager, the overall high safety rating, the positive assessment of the Quality Management System, and the very pertinent past performance, which demonstrated overall exemplary performance in a timely, efficient, and economical manner, I have a "Very High Level of Confidence" that Jacobs can perform the requirements of the HHPC.

Likewise, given the very relevant performance associated with Wyle's Program Manager, the overall "Very High" safety rating, the positive assessment of the Quality Management System and the very pertinent past performance, which demonstrated overall exemplary performance in a timely, efficient, and economical manner, I have a "Very High Level of Confidence" that Wyle can perform the requirements of the HHPC.

The SAIC proposed Program Manager demonstrated very relevant past performance as a JSC Civil Servant. Its Past Performance demonstrated, an overall high safety rating, a positive assessment of the Quality Management System, and very pertinent past performance, which demonstrated effective performance that was accomplished, for the most part, in a timely, efficient, and economical manner. The SEB sparked my curiosity regarding SMAEC where SAIC was rated "Very Good" overall during its most recent award fee period. I have personal knowledge of SAIC's performance of the SMAEC as the SMAEC Fee Determining Official (FDO) for the Award Fee Periods 1 and 2 in question. The SMAEC PEB record shows, and confirms my recollection, that SAIC received a rating of "Excellent" and a Management subcategory rating of "Very Good" during Award Fee Period 1. At the conclusion of Award Fee Period 2 (the most recently concluded), SAIC's overall rating dropped slightly to a "Very Good" and remained at the "Very Good" level under the Management subcategory. While issues involved management and small cost overruns on SAIC's level-of-effort tasks, the overruns are of relatively insignificant amounts. I have a "High Level of Confidence" that SAIC can perform the requirements of the HHPC.

Under the Past Performance factor, I have slightly more confidence in Wyle and Jacobs than SAIC. However, as between the past performance of Wyle and Jacobs, I can find no clear discriminator in this area.

Final Decision

The HHPC is critical to the future of human spaceflight as we continue to advance human space exploration. Health and even life-threatening medical challenges continue to show themselves as research progresses and long-duration crew health outcomes are associated with missions on the International Space Station (ISS). In making this important decision, I considered the weighting of the evaluation factors stated in the RFP, that Mission Suitability and Past Performance, when combined, are more important than Cost; Mission Suitability is more important than Cost; and Cost is more important than Past Performance.

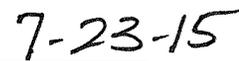
As I outlined above, I found there were material discriminators in the RFP's most important evaluation factor, Mission Suitability, which gave the Wyle proposal a considerable qualitative advantage over those of Jacobs and SAIC. Wyle's overall technical approach was qualitatively superior to the other Offerors. I found significant value in the benefits of Wyle's technical approach to spaceflight clinical and research operations, JSC Clinical Operations and its approach to meeting occupational health and human system risk reduction requirements (as demonstrated by its responses to RFP scenarios), and its approach to development and certification of flight hardware. The breadth of these strengths across the scope of the contract enhanced my confidence that Wyle could be expected to perform the HHPC very well. Issues such as SAIC's proposal's unsupported reductions in personnel in key areas including both supervisors and senior technical personnel, presented substantial risk and highlighted to me that SAIC's technical approach did not align with the resources proposed to successfully perform the HHPC. Additionally, for the second-most important factor, I assessed that Wyle's proposal provided measurably the lowest probable cost compared to both other proposals. Finally, even in the least important factor, Past Performance, I determined Wyle's historical performance created a very high level of confidence that it could successfully perform the HHPC. In sum, I judged that Wyle prevailed, and provided the best value across the two most important of the RFP's evaluation factors, and was tied with Jacobs in the least important of the RFP's evaluation factors.

In accordance with FAR 52.215-1, Instructions to Offerors – Competitive Acquisition, NASA intended to evaluate proposals and award a contract without discussions to the Offeror whose proposal represents the best value. I find that Wyle's proposal is the best value. Wyle's proposal was rated the highest in Mission Suitability, reflected the lowest probable cost, and was assessed at the highest possible Past Performance rating. My selection decision is based solely on, and is wholly consistent with, the selection criteria and evaluation framework including the relative importance of evaluation factors and sub-factors as explained in the solicitation and is supported by the findings I identified as relevant and material to my decision.

I, therefore, select Wyle Laboratories, Inc. for award of the HHPC.



Melanie Saunders
Source Selection Authority



Date