

**SOURCE SELECTION STATEMENT FOR THE
MAIL AND DUPLICATION SUPPORT SERVICES CONTRACT
AT JOHNSON SPACE CENTER**

On October 29, 2014, I, along with other key officials of the National Aeronautics and Space Administration's (NASA's) Johnson Space Center (JSC) met with the members of the Streamlined Procurement Team (SLPT) appointed to evaluate proposals for the Mail and Duplication Support Services (MADSS) Contract Request for Proposals NNJ14499347R. The presentation charts represent the final source evaluation report and are herein incorporated by reference. The MADSS solicitation is a HUBZone small business set-aside and has been assigned the North American Industry Classification System code 323111, Commercial Printing, with a Small Business Administration-designated small business size standard of 500 employees.

The MADSS is for the purchase of commercial services and will be awarded as a single award Fixed-Priced Incentive (FPI) Indefinite-Delivery Indefinite-Quantity (IDIQ) contract. The phase-in effort will be Firm Fixed-Price. The Government anticipates a 5-year period of performance (POP) with a 34-day phase-in period. Phase-in is scheduled for January 26, 2015 to February 28, 2015. The POP is anticipated to run from March 1, 2015 to February 28, 2020. The Government has reserved the right to award the representative IDIQ Task Orders as proposed, at contract start. The IDIQ guaranteed minimum to be ordered under MADSS is \$300,000 and the potential contract value is not to exceed \$7,000,000.

The MADSS solicitation incorporates Federal Acquisition Regulation (FAR) 52.212-1, Instructions to Offerors-Commercial Items. In accordance with RFP Section 6.01, "Performance Price Tradeoff (PPT) Evaluation Factors for Award," and FAR 52.212-1(g) "Contract award," Offerors are notified that the Government intends to evaluate offers and award a contract without discussions with Offerors (except clarifications as described in FAR 15.306(a)). Therefore, the Offerors were notified that their initial offer should contain the Offeror's best terms from a price and technical standpoint.

This procurement provides the NASA/JSC with an onsite duplicating operation for large volume and specialized duplicating, as well as mail and distribution services at the Johnson Space Center in Houston, Texas. The awardee will operate an installation-based duplicating program to support all JSC program, project and institutional requirements. The awardee will provide mail pick up, delivery, and processing services.

Background

A Sources Sought Synopsis (SSS) - NNJ14ZBJ001L, was released on November 19, 2013, through the Government-wide Point of Entry (GPE) specifically through NASA Acquisition Internet Service (NAIS). There were 22 interested parties that submitted capability statements; this information, along with market research, was used to determine that a small business set-aside was appropriate for this acquisition. On March 13, 2014, a pre-solicitation synopsis with a draft Statement of Work (SOW) was posted to NAIS. The RFP NNJ14499347R, was released on June 9, 2014, replacing the draft SOW. There was not a pre-proposal conference for this effort. This avoided the need for small businesses to spend valuable proposal preparation/travel

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dollars to obtain information that can easily be presented through a Preproposal Bulletin (PB). The PB was posted on the MADSS acquisition website on June 12, 2014. A Pricing Webex was held on June 12, 2014. Prior to the receipt of proposals on July 23, 2014, five amendments were issued.

Proposals were due on July 23, 2014 at 1:30 p.m. CST. The RFP divided the proposals into five volumes: Volume I – Technical Acceptability Factor, Volume II – Past Performance Factor, Volume III – Price Factor, Volume IV – Other Proposal Information, and Volume 5 – Model Contract. All volumes were due by 1:30 p.m., July 23, 2014.

Evaluation Procedures

In accordance with provision 6.01 of the RFP, Performance Price Tradeoff Evaluation Factors for Award,

The Government will award to the Offeror whose proposal offers the best overall value to the Government that meets all solicitation requirements and is determined responsible in accordance with FAR 9.104, Standards. Further, the Other Proposal Information will also be used to determine eligibility for award.

The proposals are evaluated in accordance with the MADSS RFP. The evaluation process is as follows: First, an initial evaluation is performed to determine if any proposals are unacceptable in accordance with NASA FAR Supplement (NFS) 1815.305-70, Identification of Unacceptable Proposals. Second, all Offerors are checked against the “List of Parties Excluded from Federal Procurement and Non-Procurement Programs,” and are reviewed for compliance with the solicitation instructions. Third, all proposals are then evaluated against the factors listed in the RFP. These factors are technical acceptability (pass/fail), and the trade-off factors Past Performance and Price. In accordance with RFP Section 6.01 –

For those Offerors who are determined to be “Acceptable” under the Technical Acceptability Factor, tradeoffs will be made between Past Performance and Price. Past performance is more important than price.

Technical Acceptability is assessed assigning ratings of Acceptable, Potentially Acceptable, or Unacceptable. To be considered Technically Acceptable, the proposal has to pass all Technical Acceptability subfactors. The three subfactors were Management Approach, Specific Technical Understanding and Resources, and Safety and Health. To be found Acceptable, each subfactor proposal is required to “be at a level of completeness, feasibility and reasonableness such that associated risks do not jeopardize an acceptable level of contract performance.” A Potentially Acceptable proposal is one that “does not fully meet the definition for an Acceptable or Unacceptable rating and the Government anticipates that additional information obtained during discussions could result in a proposal rating of Acceptable.” (RFP §6.01)

Each Technically Acceptable and Potentially Acceptable proposal then receives a performance confidence assessment rating based on the SLPT’s evaluation of available information regarding

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each offeror's relevant Past Performance on recent projects. The SLPT relied upon the narrative provided by the offeror in Volume II Past Performance, completed Past Performance Questionnaires submitted by the offerors' customers, conversations with Contracting Officers and Contracting Officer Representatives to obtain details about the questionnaires, the Government Past Performance Information Retrieval System (PPIRS), OSHA logs, Underwriter Letters, the OSHA website, and EPA Enforcement and Complaints History Online website. All past performance information is evaluated with respect to the recency and relevancy. The past performance evaluation assesses the degree of confidence the government has in the offeror's ability to fulfill the solicitation requirements for the contract while meeting schedule, budget, and performance quality constraints. The past performance evaluation considers each offeror's demonstrated record of recent and relevant performance. In accordance with the RFP, the following adjective level of confidence ratings are utilized to assign one of the following Past Performance ratings: Very High Level of Confidence, High Level of Confidence, Moderate Level of Confidence, Low Level of Confidence, Very Low Level of Confidence, and Neutral.

To ensure that the final agreed-to prices are fair and reasonable, the Government performs a price analysis in accordance with the FAR 15.305 (Proposal Evaluation) and NFS 1815.305-70 (Identification of Unacceptable Proposals). In accordance with Section 6.01.3, the Government performs a price evaluation inclusive of the proposed IDIQ fully burdened rates (FBR), and non-labor resources.

In response to the MADSS RFP, five offerors submitted proposals. All five proposals were received on time in accordance with the RFP. Proposals were received from the following companies and are listed in order of review as established in accordance with the MADSS Evaluation Plan:

Truckla Services, Inc. ("Truckla")
1411 Cherry St. STE 102
Vicksburg, MS 39180

The Guardian Moving and Storage Company, Inc. ("Guardian")
9 Schilling Road
Hunt Valley, MD 21230

Rothe Enterprises, Inc. ("Rothe")
4535 East Houston St.
San Antonio, TX 78220

Cherokee Nation 3S, LLC ("Cherokee")
10838 Marshall St. STE 220C
Tulsa, AZ 74116

GeoControl Systems, Inc. ("GeoControl")
2900 Woodridge Dr. STE 100
Houston, TX 77087

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All proposals are determined to be acceptable in accordance with FAR Part 15 and NFS Part 1815, as well as the criteria stated in the RFP. None of the proposals submitted took exception to the RFP requirements.

The results of the initial evaluation were presented to the Source Selection Authority (SSA) at the Competitive Range/Award without Discussions Meeting on October 29, 2014. The SLPT was reconvened for another meeting with the SSA on October 30, 2014, wherein the SSA provided his Source Selection determinations to the team. The results from these meetings are summarized below.

Assessment

Following the presentation by the SLPT members, and my vigorous questioning of the SLPT, I fully considered the findings the SLPT presented to me. I commended the SLPT on their comprehensive and detailed evaluation of the proposals. Rather than making a decision at the end of this presentation, I chose to take further time at the conclusion of the presentation to consult legal counsel and advisors. I then spent time independently studying the information in the slides and backup documents. Prior to making any decisions, I individually assessed each proposal and made a comparative assessment of the proposals based upon the evaluation factors in the solicitation. When my analysis was complete, I met to consult with legal counsel on October 30, 2014, and then presented my determinations to the SLPT that same afternoon.

The proposals are evaluated in accordance with the RFP. In considering Technical Acceptability, the proposal has to pass each subfactor. I understand that a proposal needs to be Acceptable or Potentially Acceptable to be evaluated against Past Performance and Price Factors. I understand that proposals rated as Unacceptable will be eliminated from further evaluation. I reviewed the SLPT analysis and findings regarding the offerors' Technical Acceptability evaluations and I take no exception to the SLPT conclusions.

In accordance with the RFP, I considered each Acceptable and Potentially Acceptable proposal under the trade-off factors of Past Performance and Price. I considered the performance confidence assessment ratings and relevancy determinations from the SLPT's evaluation of available information regarding each offeror's Past Performance on recent projects. I evaluated past performance for recency and then for relevancy. For the past performance quality and past performance safety reviews, I did not evaluate or consider contracts that were found to be "Not Relevant." In reviewing these evaluations, I considered the information provided by the SLPT, and take no exception to the SLPT recommendations regarding the offerors' Past Performance assessments.

To ensure that the final agreed-to prices are fair and reasonable, I reviewed the SLPT price analyses of the Technically Acceptable and Potentially Acceptable proposals. I understand that the SLPT evaluation was done in accordance with FAR 15.305 (Proposal Evaluation), FAR 15.404 (Proposal Analysis), and NASA FAR Supplement (NFS) 1815.305 (Proposal Evaluation). The price evaluation includes an evaluation of each offeror's Fully-Burdened Labor Rates. For evaluation and selection purposes, I understand the SLPT evaluation straight-lined each offeror's proposed Contract Year 1 labor hours to Contract Years 2 through 5 of the contract. The pricing of Contract Years 2 through 5 is for selection purposes only, and was

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intended to provide visibility into the effect of the proposed fully-burdened labor rates in the out years. In addition, I understand the SLPT evaluated the reasonableness of the non-labor resources. The price of phase-in was presented to me, but as I have determined that the presented phase-in prices of all evaluated offers are fair and reasonable, they are not included in the total overall price I considered for selection purposes. I reviewed the price analyses completed by the SLPT and take no exception to it.

I performed a separate analysis of each proposal, to see if I weighted them differently from the evaluation of the SLPT. I do not take any exceptions with the findings of the SLPT. With respect to the MADSS contract, my decision is based on selecting the proposal offering the best value consistent with the RFP's stated criteria for award. I reviewed the SLPT evaluation, questioned the basis for the SLPT findings presented to me, and received the opinions of the advisors present. After considering all of the information presented to me, I accepted all the findings of the SLPT as they were presented to me.

Individual Analysis:

TRUCKLA SERVICES

Under the evaluation standards set forth in the RFP, I determine that the Technical Acceptability Volume of the proposal submitted by Truckla Services is Unacceptable. Specifically, Truckla Services' proposal provides an unacceptable Management Approach, an unacceptable Specific Technical Understanding and Resources Approach, and an unacceptable Safety and Health plan. I find that the level of completeness, feasibility, and reasonableness in the proposal creates risks at a level which jeopardizes an acceptable level of contract performance.

Truckla Services' Management Plan does not provide a sufficient discussion of their organizational structure or the associated roles and responsibilities. While the Project Manager is described as the sole point-of-contact for the technical aspects of the contract, the proposal does not include a discussion of the Project Coordinator's role. The proposal does not provide a staffing strategy that addresses all of the specific skills required, and does not substantiate Truckla Services' approach to a flexible workforce. The proposal does not describe how recruiting will occur and its plan to promote employees to management positions is unreasonable, given the size of this contract effort. The proposal does not describe any risks to successful management of the MADSS requirements. The proposal does not address the Duplication Services portion of the SOW, which includes the critical mission and SEB support requirements. The proposal does not detail methods that will guarantee the timely delivery of quality services. The Offeror did not submit a Phase-in Plan, an omission which poses a significant risk to a successful phase-in period by not providing a plan for ensuring continuity of services. The lack of detail in this proposal does not provide a reasonable, feasible, and complete approach. The proposal prevents me from obtaining a clear understanding of the proposed management approach and the aggregate of the risks outlined poses a significant risk to the successful management of the contract's requirements. Therefore, I find that Truckla Services proposes an unacceptable Management Approach.

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Truckla Services' proposal reflects an incomplete technical understanding of the MADSS contract as they do not provide a technical approach for the three sample task orders and fail to completely detail the associated resources needed for contract performance. The proposal omits any discussion of the duplication, urgent and unusual, and distribution elements of the SOW. The proposal does not provide a Sample TO 3 and their discussion within Section A and B of the proposal is incomplete and unfeasible. Truckla Services does not provide details regarding its proposed technical approach, or any assumptions and rationale used to develop its specific understanding of the mail and distribution requirements. The proposal incorrectly describes a need to deliver mail twice a day for on-site/off-site buildings and there is no discussion on multiple requirements, including Center Flex Fridays, the x-ray all incoming mail, customer surveys, metering postage, screening of suspicious mail, and how they will advise and assist customers on preparing packages for mailing. The proposal does not provide an adequate training strategy for the 3 Sample Task Orders. The lack of detail in this proposal does not provide a reasonable, feasible, and complete approach. Without these details, the Offeror's technical understanding and resources approach presents a significant risk in accomplishing the services of the MADSS contract. Therefore, I find that Truckla Services proposes an unacceptable Specific Technical Understanding and Resources Approach.

Truckla Services' proposes a Safety and Health plan that does not address the MADSS Safety & Health Plan DRD-03. The proposal does not demonstrate Truckla Services' understanding of the JSC Safety and Health Program and fails to provide enough detail to demonstrate how Truckla Services would provide a safe and healthy work environment. The lack of detail in this proposal does not provide a reasonable, feasible, and complete approach. This represents a significant risk to the Government for acceptable safety contract performance. Therefore, I find that Truckla Services proposed an unacceptable Safety and Health plan.

Based upon the cumulative impact of the risks outlined above, I have determined that Truckla Services' proposal is Technically Unacceptable and is eliminated from further consideration in this Source Selection process. Accordingly, no past performance or price evaluation was performed.

GUARDIAN

Under the evaluation standards set forth in the RFP, I have determined that the Technical Acceptability Volume of the proposal submitted by Guardian is Potentially Acceptable. Specifically, Guardian's proposal provides a potentially acceptable Management Approach, a potentially acceptable Specific Technical Understanding and Resources approach, and a potentially acceptable Safety and Health plan. With clarification and further explanation, the Offeror's proposal could demonstrate a complete understanding of the MADSS requirements at a level of reasonableness, feasibility, and completeness where associated risks do not jeopardize an acceptable level of contract performance.

In its Management Approach, the proposal illustrates a comprehensive plan that details various levels of approvals, proposes a detailed training strategy to ensure personnel maintain the minimum qualification standards, describes an adequate approach to flexible workforce planning, identifies program implementation risks, and creates a mitigation strategy. The

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proposal provides multiple comprehensive methods to ensure the timely delivery of quality services and provides a reasonable management approach that addresses the MADSS service and work process requirements. The Phase-In Plan conveys that efforts shall be completed by contract start, with no interruptions to services, and provides an approach to ensure that proper security clearances are obtained. However, Guardian proposes an organizational structure that only provided roles and responsibilities on the Guardian management team. The proposal provides a general organizational chart that addressed all of the Standard Labor Categories, but offers no explanation of the responsibilities of these roles, their hierarchy, or the lines of authority. Additionally, there is not a clear vision of the subcontractor's role in support of the MADSS requirement. The proposal does not sufficiently address the transition of the incumbent's existing work efforts or records required for effective performance at the end of the phase-in period. Guardian does not address any dependencies on the NASA team or the current incumbent contractor. The proposal plan does not comprehensively address existing equipment, does not address initial training needs, and does not ensure that the badging process will be successfully completed prior to contract start. In light of the collective potential impact of these omissions, I have determined that the proposal does not fully meet the definition for an Acceptable or Unacceptable rating. The Offeror's proposed management approach contains items that, if there were discussions and if sufficient additional information was acquired during such discussions, could result in a proposal rating of Acceptable. Therefore, I find that Guardian proposes a Potentially Acceptable Management Approach.

In its Technical Approach, Guardian demonstrates a sound understanding of the Task Order 1 and 2 requirements and necessary labor resources, proposes a reasonable plan for supporting urgent requests, and provides a comprehensive training strategy for the Sample Task Orders. However, Guardian indicates that a Contracting Officer must approve supply orders, which evidences Guardian's misunderstanding of the pricing aspects of a fixed price task order. In addition, the proposed mitigation plan may not be an acceptable means to alleviate potential performance risk. The proposal does not provide a rationale for the Basis of Estimate for any of the three Sample Task Orders. Guardian does not explicitly identify the requirement to X-ray incoming mail after it is picked up from the United States Postal Service and they fail to mention the requirement to deliver mail to Building 1 and 4S twice a day. Due to the potential collective impact of these issues, I have determined that the proposal does not fully meet the definition for an Acceptable or Unacceptable rating. The Offeror's proposed technical understanding and resources contains items that, if there were discussions and if sufficient additional information was acquired during such discussions, could result in a proposal rating of Acceptable. Therefore, I find that Guardian proposes a Potentially Acceptable Specific Technical Understanding and Resources Approach.

Guardian has a wide number of minor inaccuracies throughout their proposed Safety and Health plan. While many of the identified risks can be corrected prior to the start of the contract's POP, collectively the missing information indicates that this proposal does not fully meet the definition for an Acceptable or Unacceptable rating. For example, the failures to identify the company physician, to provide a cover page, or to provide table of contents can be rectified during phase-in. However, other issues may not be as easy to rectify and additional information would benefit the evaluation. For example, the proposal's unclear approach to monthly/weekly all-hands meetings, the failure to tailor a Safety and Health Program Self Evaluation, and the failure to

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adequately address all of the major risks of worksite hazards create a potential impact on contract performance such that clarifying information is needed before a full risk determination can be made. Guardian's proposed Safety and Health plan contains items that, if there were discussions and if sufficient additional information was acquired during such discussions, could result in a proposal rating of Acceptable. Therefore, I find that Guardian proposed a Potentially Acceptable Safety and Health plan.

Based upon the aggregate of the information outlined above, I have determined that Guardian's proposal is Technically Potentially Acceptable and will be given further consideration in this Source Selection process.

In evaluating Guardian's Past Performance, I have determined Guardian's confidence assessment rating to be of "Moderate Confidence" based on the cumulative assessment of the materials presented to me by the SLPT. I understand that the SLPT evaluated three past performance narratives, three Past Performance Questionnaires, references in the PPIRS, and a safety assessment in developing a Confidence Rating. The Offeror does not have any additional JSC evaluations. The PPIRS references are in support of the subcontractor, Salient, as Guardian did not have any PPIRS evaluations. Three of Guardian's four past performance references submitted in the proposal are considered recent. The reference submitted on behalf of Salient Federal Solutions (Mail Services and Classified Material Control) is not within 3 years from the date of the MADSS solicitation; therefore the past performance information regarding this effort is not considered.

Guardian would be the prime contractor for this effort and though a matrix of MADSS contract functions was included, they do not provide sufficient rationale to support all the contract functions within the matrix. Their subcontractor Salient Federal Solutions is assigned to perform a subset of the scope of the MADSS requirements.

I concur with the SLPT assessment that Guardian's work on the Non-Temporary Storage of Retrograde Containerized Household Goods and Unaccompanied Baggage Contracts are both Somewhat Relevant as the contracts are of greater magnitude, greater complexity, and pertinent to the MADSS distribution requirements, although Guardian did not perform a daily courier service as required under the MADSS contract. Guardian substantiates performance that is related to contract and property management, and describes efforts related to safety and health. However, the scope of work does not evidence pertinence to the MADSS mail or duplication requirements. I concur that the SLPT assessment that Guardian's work on the USAF Publication Distribution Center contract is Somewhat Relevant as the contract work is of similar magnitude and complexity, and is pertinent to the MADSS distribution requirements. However, this contractual work did not encompass a daily courier service either. Once again, Guardian substantiates performance that is related to contract and property management, and describes efforts related to safety and health. The scope of work does not evidence pertinence to the MADSS mail or duplication requirements.

A search of the PPIRS database resulted in no evaluation reports for Guardian. A search of the PPIRS database for Salient resulted in 19 evaluation reports in support of seven different efforts. All of the Salient evaluations are considered recent as they were within 3 years from the date of

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this solicitation. The five most recent past performance entries are used in the consideration of the overall confidence rating. I find that two of these contracts are Somewhat Relevant (Information Technology / Satellite Communications; Space and Missile Defense Initiatives Support). The three remaining contracts are Not Relevant, due to the inability to obtain necessary evaluation details, including information about scope and complexity. The combined relevant efforts above do not substantiate past performance in the mail or duplication scope requirements, but do demonstrate past performance with contract management and distribution requirements. The combined overall pertinent relevance for the above past performance references corresponds to a Low Level of Confidence.

Qualitative assessments of the past performance efforts are considered for the contracts that are determined to be Somewhat Relevant. Contracts classified as Not Relevant to the MADSS contract are not qualitatively evaluated. For the assessed contracts, ratings spanned from Very Good to Excellent for Guardian, and Salient's ratings ranged from Very Good to Exceptional. I concur that Guardian's overall quality of past performance has been very good and demonstrates an effective performance equating to a high level of confidence.

Based on Guardian's safety data and information from the Past Performance Questionnaires, I find their overall safety past performance has been satisfactory. As Guardian failed to submit the required OSHA logs for safety and health past performance, a full assessment could not be accomplished. Though the safety past performance is not fully responsive to the RFP, Guardian has Experience Modifier Rates (EMR) indicating a successful loss prevention program, and the three Somewhat Relevant past performance questionnaires indicate a very good rating for safety and health. When the totality of the response for Safety is considered, I concur with the rating of "moderate confidence" for this section.

This results in the combination of pertinent (low confidence) relevancy, an effective (high confidence) quality past performance, and a safety past performance indication of moderate confidence. Considering all of the above, I find that there is a Moderate Level of Confidence that Guardian will perform the MADSS requirements.

Based on the technical evaluation, I find that Guardian's proposed price and proposed phase-in price are reasonable. I understand that the Government's analysis accounted for two adjustments. First, there is an adjustment to Guardian's proposed hours for contract years two through five, as Guardian did not follow the instructions in RFP Section 5.17.3, which instructed all offerors, for evaluation purposes, to straight-line the hours developed for contract year one. Second, there is an adjustment to Guardian's Fully Burdened Rates (FBR) as there are discrepancies identified between the rates used in the pricing templates compared against the rates in Section 1 of the Model contract. In accordance RFP Section 6.01.3 paragraph 2, the FBRs in Section 1 were given precedence and the proposed price was adjusted to reflect the rates in Section 1 of the Model Contract. These adjustments minimally lower Guardian's proposed price.

ROTHE

Under the evaluation standards set forth in the RFP, I have determined that the Technical Acceptability Volume of the proposal submitted by Rothe is Acceptable. Specifically, Rothe's proposal provides an acceptable Management Approach, an acceptable Specific Technical Understanding and Resources Approach, and an acceptable Safety and Health plan. The proposal is found to demonstrate an understanding of the MADSS requirements and provide a reasonable, feasible, and complete approach consistent with the requirements of this contract. The Offeror demonstrates a sound approach to the requirements, where risks do not jeopardize an acceptable level of contract performance.

In its Management Approach, I have determined that the collective risks presented by the SLPT do not jeopardize an acceptable level of contract performance. Rothe presents a sound approach that is reasonable, feasible, and complete. The proposal demonstrates a management approach that properly addresses the unique MADSS property maintenance and lease requirements. Rothe proposes a detailed organizational structure that appropriately identifies roles and responsibilities. The proposal illustrates a comprehensive plan that details various levels of approvals and lines of authority, both internally to NASA and non-NASA organizations. Rothe describes a reasonable recruitment and employment methodology and provides a comprehensive method to ensure timely delivery of quality services. Therefore, I find that Rothe proposes an Acceptable Management Approach.

In its Technical Approach, I have determined that the accumulated risks presented by the SLPT do not jeopardize an acceptable level of contract performance. Rothe presents a sound Technical Approach that is reasonable, feasible, and complete. The proposal demonstrates a solid understanding of Task Orders 1, 2 and 3. The proposal provides a sound understanding that urgent requests received against Sample Task Order 2 will take precedence over other MADSS duplicating work requests. Rothe provides a functional assessment of potential risks to successful performance, including associated mitigation strategies. Therefore, I find that Rothe proposes an Acceptable Specific Technical Understanding and Resources Approach.

In its Safety and Health plan, I have determined that Rothe presents a sound Safety and Health plan that is reasonable, feasible, and complete. While Rothe has multiple minor inaccuracies throughout their proposed Safety and Health plan, I have determined that the accumulated risks presented by the SLPT do not jeopardize an acceptable contract performance. All the identified risks can be corrected prior to the start of the contract's POP. For example, details regarding their approach to conduct their annual self-evaluation of their Safety and Health Program effectiveness and a reference to an obsolete NASA Policy Directive can be rectified during contract phase-in. Overall, Rothe provides a consistent and adequate Safety and Health plan appropriate to the MADSS contract that addresses the MADSS Safety and Health plan requirements in DRD-03. Therefore, I find that Rothe proposes an Acceptable Safety and Health plan.

Based upon the aggregate of the information outlined above, I have determined that Rothe's proposal is Technically Acceptable and will be given further consideration in this Source Selection process.

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In evaluating Rothe's Past Performance, I have determined Rothe's confidence assessment rating to be of "High Confidence" based on the cumulative assessment of the materials presented to me by the SLPT. I understand that the SLPT evaluated three past performance narratives, two Past Performance Questionnaires, references in PPIRS, and a safety assessment in developing a Confidence Rating. The Offeror does not have any additional JSC evaluations to consider as they are already included in their past performance narrative. Rothe has eight PPIRS reports supporting two different efforts; one of which was included in their past performance narrative. Rothe's three past performance references submitted in the proposal are considered recent as they are within three years from the date of the MADSS solicitation. A search of the PPIRS database resulted in an additional past performance reference with a POP of September 2008 to September 2013, which is considered recent as it is within three years from the date of the MADSS solicitation.

Rothe proposes to serve as the prime contractor for this effort. Rothe's minor subcontractors are 4W Solutions and Rohmann Joint Venture.

Rothe's proposal includes seven references. However, only three submitted references are considered. Only the references provided on behalf of the Offeror, Rothe Enterprises, Inc. are considered in this confidence rating. The RFP sought information regarding the offeror, joint ventures and major subcontractors. A major subcontractor will perform major or critical aspects of the requirement as evidenced by performing contract work at an annual value greater than \$300,000. The contracts submitted on behalf of Rohmann Joint Venture and 4W Solutions are both proposed to perform an estimated annual value below \$300,000; therefore, they are considered minor subcontractors. I have reviewed how the Rothe proposal intends to use these minor subcontractors and I find that the subcontractors will not perform major or critical aspects of the MADSS contract. I determine that the minor subcontractors' involvement is not sufficient enough for their past performance to be relevant to the instant acquisition. Therefore, the proposed minor subcontractor's past performance is not taken into consideration in the past performance evaluations. Additionally, the past performance submitted on behalf of Rohmann Services, Inc. and RX Joint Venture, LLC are not considered. In accordance with the RFP, if the past performance volume contains data on parent or affiliated companies, then they will only be considered if that parent or affiliated company will have meaningful involvement in contract performance. I have reviewed the level of involvement proposed by Rothe. There was no demonstration of meaningful involvement by these parent or affiliated companies, and the past performance submitted is not considered.

I concur with the SLPT assessment that Rothe's work under the Cargo Mission Contract is Somewhat Relevant as the contract is of less magnitude, similar complexity, and is pertinent to the MADSS distribution requirements. Rothe substantiated performance that is related to overall contract management and describes efforts related to distribution. However, the scope of work does not evidence pertinent mail efforts as they do not demonstrate pick-up, delivery, or processing of mail from the U.S. Postal Service. Rothe indicates work related to on-line duplication efforts; however, these efforts are related to their contributions to a paperless document configuration management system, and are thus not pertinent to the MADSS duplication requirements. I also find that the Rothe work on the NBL Space Vehicle Mockup

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Facility Operations contract is Somewhat Relevant to the MADSS contract requirements. This contract work is of less magnitude, similar complexity, and is pertinent to the MADSS distribution requirements. This contract provides administrative support, data and inventory control services, and a courier service, which includes mail and other items. The contract does not evidence the pick-up or processing of mail from the U.S. Postal Service and does not describe past performance supporting the duplication requirements of the MADSS contract. I concur with the SLPT finding that Rothe's work on the Columbus AF Base Network Control Center Support contract is Somewhat Relevant as the contract work is of similar magnitude and complexity, but is not pertinent to the MADSS duplication, mail, and distribution scope requirements. However, the contract does show efforts pertinent to MADSS requirements for ISM system/ computer analyst support, secret facility clearance, and the management of government property, areas that account for a very small portion of the overall MADSS requirements. I also concur with the SLPT determination that work on the Fort Rucker Alabama Non-Personal Technical Services contract is Not Relevant as the information obtained shows a smaller magnitude, an undetermined complexity, and no pertinence to the scope of the MADSS contract. I have analyzed the relevant efforts above and find they do not substantiate past performance in the mail or duplication scope requirements, but do demonstrate past performance with the contract management and distribution requirements of the MADSS contract. Therefore, I have determined that the combined overall pertinent relevance for the above past performance references corresponds to a low level of confidence.

Qualitative assessments of the past performance efforts are considered for the Cargo Mission Contract; NBL Space Vehicle Mockup Facility Operations contract; and the Columbus AF Base Network Control Center Support contract. The Fort Rucker Alabama Non-Personal Technical Services contract is not considered in this qualitative assessment as it is classified as Not Relevant to the MADSS contract. For the assessed contracts, ratings spanned from Satisfactory to Exceptional. I concur that Rothe's overall quality of past performance has been very good and demonstrates a very effective performance equating to a high level of confidence.

Based on Rothe's safety data and information from the Past Performance Questionnaires, along with an EMR indication of a successful loss prevention program, I find their overall safety past performance is determined to be excellent, demonstrating exemplary safety performance and equating to a very high level of confidence.

My analysis has resulted in a combination of pertinent (low confidence) relevancy, an effective (high confidence) quality past performance, and a safety past performance indication of very high confidence. I agree with the SLPT that there is a High Level of Confidence that Rothe will perform the MADSS requirements, however, I find that the low relevancy placed Rothe in the low end of this High Level of Confidence. Without the very high rating for safety and the high rating for quality, it is very likely that the overall past performance rating would have been lower.

Based on the technical evaluation, I find that Rothe's proposed price and proposed phase-in price are reasonable. The Government's analysis did not result in any adjustments to Rothe's proposed price.

CHEROKEE

Under the evaluation standards set forth in the RFP, I have determined that the Technical Acceptability Volume of the proposal submitted by Cherokee is Unacceptable. Specifically, Cherokee's proposal provides an unacceptable Management Approach, an unacceptable Specific Technical Understanding and Resources Approach, and an unacceptable Safety and Health plan. I find that the level of completeness, feasibility, and reasonableness in the proposal creates risks at a level which jeopardizes an acceptable level of contract performance.

While Cherokee proposes a reasonable description of their levels of approvals and describes an accurate plan to ensure that minimum qualifications are maintained, the aggregate of the risks in this proposal jeopardize an acceptable level of contract performance. For example, Cherokee omits any discussion of how they will manage the Government Provided Equipment, the applicable hardware maintenance agreement, and software license renewals requirements. In addition, the proposal does not provide sufficient details addressing the roles and responsibilities of the proposed organizational elements. Cherokee provides a general organizational chart that addresses all of the requested Standard Labor Categories, and indicates that the subcontractor will be responsible for a certain percentage of the work, but Cherokee does not provide any additional details regarding subcontractor roles or responsibilities. The proposal fails to detail how each of the sample task orders will be filled, or how the line of authority applies to the issuance of a task order, or any associated change. While proposing to hire all of the incumbent employees, Cherokee does not provide recruitment and employment methods, policies, or special provisions regarding hiring incumbent employees. The proposal describes an incomplete staffing and flexible workforce approach as it does not reference how the staff will be used against the different support functions or how the cross-training requirement will be employed. Cherokee does not provide mitigation for risks anticipated in successful performance of the SOW requirements. The proposal does not provide any methods to ensure timely delivery of quality services. Cherokee does provide a management approach that addressed both the Mail and Distribution (section 2.2) and the Duplication (Section 2.1) scopes. However, the proposal does not address any of the deliverables (customer survey, 533s, IT Security plan, customer outreach plan, etc.), the need to adhere to NASA/JSC specific policies, or the ISM database. Cherokee submitted a Phase-in Plan that does not address all of the requirements of DRD-07. The proposal fails to discuss initial staffing, recruitment, and hiring strategies. It does not provide a complete badging and security clearances strategy. The Plan does not identify any dependencies from NASA or the incumbent contractor, address records transition, or the acquisition of contracts. Cherokee's phase-in plan provides insufficient detail to ensure all of the existing work will be transitioned by contract start providing continuity of services. The lack of detail in this proposal does not provide a reasonable, feasible, and complete approach. The collective impact represented by these risks jeopardizes an acceptable level of contract performance. Therefore, I find that Cherokee proposes an Unacceptable Management Approach.

Cherokee does not demonstrate their specific understanding of the requirements and the specific labor resources needed to successfully perform the three sample task orders. The proposal omits any discussion of the individual elements of the SOW, their proposed technical approach, or any assumptions and rationale used to develop their specific understanding. Cherokee does not propose a complete risk assessment that ensures successful performance of the MADSS

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requirements. The proposal does not provide a high level personnel training strategy that is specific to the MADSS requirements, to confirm that employees understand the MADSS technical requirements. Cherokee's proposal does not demonstrate a means to enhance applicable services and does not provide a basis of estimate supporting rationale for their proposed labor resources and any associated non-labor resources. The lack of detail in this proposal does not provide a reasonable, feasible, and complete approach. These concerns pose a significant risk to Cherokee's ability to successfully meet contractual requirements. Therefore, I find that Cherokee proposed an Unacceptable Specific Technical Understanding and Resources Approach.

Cherokee did not submit a Safety and Health plan appropriate to the MADSS contract. The proposal provides a Safety and Health plan that does not adequately address all of the aspects of DRD-03. The proposed Safety and Health plan is geared towards a construction project. Furthermore, there is no discussion on how Cherokee will implement any specific NASA and JSC Safety and Health requirements. The lack of detail in this proposal does not provide a reasonable, feasible, and complete approach. This failure to demonstrate a sound understanding of the MADSS Safety and Health requirements represents a significant risk to the Government for acceptable safety contract performance. Therefore, I find that Cherokee proposed an Unacceptable Safety and Health plan.

Based upon the collective impact of the risks outlined above, I have determined that Cherokee's proposal is Technically Unacceptable and is eliminated from further consideration in this Source Selection process. Accordingly, no past performance or price evaluation was performed.

GEOCONTROL

Under the evaluation standards set forth in the RFP, I have determined that the Technical Acceptability Volume of the proposal submitted by GeoControl is Acceptable. Specifically, GeoControl's proposal provides an acceptable Management Approach, an acceptable Specific Technical Understanding and Resources Approach, and an acceptable Safety and Health plan. The proposal is found to demonstrate an understanding of the MADSS requirements and provides a reasonable, feasible, and complete approach consistent with the requirements of this contract. The Offeror demonstrates a sound approach to the requirements, where risks do not jeopardize an acceptable level of contract performance.

In its Management Approach, I have determined that the cumulative risks presented by the SLPT do not jeopardize an acceptable level of contract performance. GeoControl presents a sound approach that is reasonable, feasible, and complete. The proposal contains a reasonable organizational work structure that includes ample details on roles and responsibilities and provides a comprehensive plan that demonstrates various levels of approvals and lines of authority. GeoControl details the acquisition/renewal of contracts with treatment storage disposal/recycling and transport vendors. The proposal provides a mapping of all existing equipment with lease and maintenance agreements, inclusive of renewable dates. I find that GeoControl proposes an Acceptable Management Approach.

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In its Technical Approach, I have determined that the cumulative risks presented by the SLPT do not jeopardize an acceptable level of contract performance. GeoControl presents a sound approach that is reasonable, feasible, and complete. The proposal demonstrates a complete and reasonable understanding of Sample Task Order 1 and 3 and acknowledges the understanding that urgent requests received against Sample Task Order 2 will take precedence over the MADSS work requests. GeoControl demonstrates a sound understanding of the specific labor resources needed to successfully perform all Sample Task Orders. GeoControl provides a comprehensive assessment of potential risk and details mitigation plans for each task order. I find that GeoControl proposes an Acceptable Specific Technical Understanding and Resources Approach.

Overall, I have determined that the collective risks presented by the SLPT do not jeopardize an acceptable level of contract performance. GeoControl presents a sound approach that is reasonable, feasible, and complete. GeoControl provides a consistent and adequate Safety and Health plan, appropriate to the MADSS contract that addresses the MADSS Safety and Health plan requirements in DRD-03. While GeoControl has multiple minor inaccuracies throughout their proposed Safety and Health plan, they do not jeopardize an acceptable contract performance. All the identified risks can be corrected prior to the start of the contract's POP. For example, details regarding CPR, AED, first aid, return to work policies and after-hour use of 911 services can be rectified during contract phase-in. I find that GeoControl proposed an acceptable Safety and Health plan.

Based upon the aggregate of the information outlined above, I have determined that GeoControl's proposal is Technically Acceptable and will be given further consideration in this Source Selection process.

In evaluating GeoControl's Past Performance, I have determined GeoControl's confidence assessment rating to be "Very High Confidence" based on the collective assessment of the materials presented to me by the SLPT. I understand that the SLPT evaluated four past performance narratives, three Past Performance Questionnaires, references in the PPIRS, and a safety assessment. GeoControl does not have any additional JSC evaluations to consider as they are already included in their past performance narrative. GeoControl has five PPIRS reports supporting two of their past performance narratives. GeoControl does not have any additional PPIRS evaluations. The four references submitted in the proposal are considered recent as they are within three years from the date of the MADSS solicitation. GeoControl proposes to perform 100% of the work requirements.

I concur with the assessment that GeoControl's work under the Printing and Mail Support Services contract is Very Relevant. This contract work is the predecessor effort to the current procurement, it contains essentially similar work effort in mail, distribution, and duplication services. I also concur that the work on the WSTF Test, Evaluation, and Support Team contract is Relevant based on the facts that it has a similar complexity, less magnitude, and covers institutional mail support services and a courier service. This work is pertinent to the mail and distribution scope of MADSS. I find the work on the UTAS Houston Engineering Logistics Operations contract somewhat relevant based on its greater complexity, less magnitude, and pertinence to the MADSS distribution requirements. I have also determined that work under the Real-Time System Development and Integration contract is Not Relevant based on the smaller

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magnitude, similar complexity in managing a service, but encompassing tasks that are not pertinent to the MADSS scope requirements. The combined overall pertinent relevance for the above past performance references corresponds to a high level of confidence.

Qualitative assessments of the past performance efforts were considered for the work under the Printing and Mail Support Services contract; the WSTF Test, Evaluation and Support Team; and UTAS Houston Engineering Logistics Operations. The Real Time System Development and Integration contract work was not considered in this qualitative assessment as it was classified as Not Relevant to the MADSS contract. For the assessed contracts, ratings spanned from Very Good to Exceptional. The report clearly details, with supporting documentation, that the overall quality of work performed by GeoControl Systems has been excellent. I concur that GeoControl's overall quality of past performance demonstrates an exemplary performance equating to a very high level of confidence.

Contracts that were determined to be Not Relevant were not considered for the safety evaluation. Based on GeoControl's safety data and information from the Past Performance Questionnaires, along with an EMR indication of a successful loss prevention program, I find their overall safety past performance is determined to be excellent, demonstrating exemplary safety performance and equating to a very high level of confidence.

The combination of pertinent (high confidence) relevancy, a very effective (very high confidence) quality past performance, and a safety past performance indication of very high confidence, I find that there is a Very High Level of Confidence that GeoControl will perform the MADSS requirements. The supporting documents evidence that my confidence in GeoControl's ability to successfully perform the MADSS contract is at the top of the Very High Level of Confidence rating.

Based on the technical evaluation, I find that GeoControl's proposed price and proposed phase-in price are reasonable. I understand that the Government's analysis included an upward adjustment that raised GeoControl's proposed price. The adjustment was due to a confirmed clerical error.

Comparison Analysis:

After performing my separate analysis of the ratings for each proposal, I concur with the SLPT findings that only the Rothe proposal, the Guardian proposal, and the GeoControl proposal are eligible to proceed to an evaluation of the Past Performance and Price Factors. Upon careful review of the data, and for the reasons described below, it is clear discussions are not necessary. Therefore, I engaged in a comparative analysis of the proposals which are rated "Acceptable", in accordance with the evaluation factors outlined in the RFP.

Past Performance

I considered the Past Performance for Rothe and GeoControl. The SLPT provided a detailed analysis of the Past Performance for the offerors and provided me with extensive notes in the

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evaluation worksheets. In accordance with the RFP, I only considered the contracts that I determined to be current or recent.

I determine GeoControl's Past Performance to be of great value to the Agency. I note and agree with the SLPT's assessment. In particular, I note that GeoControl's Past Performance includes contracts with pertinent experience in all three major task areas of the MADSS Statement of Work: Mail, Duplications, and Distribution. GeoControl presents two contracts with pertinent Mail responsibilities. The Mail tasks under the MADSS contract represent the highest volume of work under this contract. The Duplication tasks under MADSS contain mission critical work requests and GeoControl has one contract with pertinent responsibilities in this area. GeoControl also provides two contracts with relevant Distribution responsibilities. Looking at this experience holistically, GeoControl has a rich history of experience specific to the work functions required under MADSS. This high level of confidence is further bolstered by the very high levels of confidence generated by the quality and safety past performance determinations.

On the other hand, Rothe's Past Performance lacks a comprehensive performance history that aligns with the full scope of work under the MADSS contract. The Rothe Past Performance fails to adequately demonstrate experience with Mail responsibilities, a bulk of the work tasks anticipated under MADSS. Rothe is also unable to substantiate a performance history for duplication services, a smaller but critically important portion of the MADSS contract. Rothe does have two contracts that evidenced responsibilities that are pertinent to the MADSS Distribution requirements, but this is the least significant aspect of the three main MADSS areas of responsibility. Even with the two contracts evidencing Distribution work, Rothe's relevant past performance is strongly overshadowed by GeoControl's pertinent and relevant work history.

While the quality of performance is strong for both offerors, GeoControl has a Very High Level of Confidence and Rothe has a High Level of Confidence. Both offerors have a Very High Level of Confidence in the safety analysis of past performance.

However, the strong distinction between the levels of relevancy the past work represents cannot be overlooked. For the GeoControl proposal, the past performance shows strong ties to the Statement of Work tasks contemplated for the MADSS contract. More than one contract supports responsibilities that show similar scope, driving my determination that GeoControl floats to the top of the Very High Level of Confidence rating. Conversely, Rothe is unable to show work that adequately parallels the important SOW requirements relating to the MADSS Mail and Duplication functions. Therefore, I find that the Rothe High Level of Confidence settles to the low end of that rating classification. Overall, I assess information about GeoControl's Past Performance as providing me with the confidence to conclude that the GeoControl's experience represents a great value to the Agency.

As such, I view this disparity between the relevancy of the offerors' past performance as a distinguishing factor in my source selection decision. In reviewing the past performance information, I concur with the SLPT evaluation, as articulated throughout this Source Selection Statement.

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Price

I considered the relative importance of the evaluation factors in my assessment of Price. Past Performance is more important than Price.

Based on the proposals, the SLPT established that the two Acceptable Offerors intend to retain all of the incumbents. Beyond this commonality, the proposals reflect unique management approaches, which influence how each offeror's price is calculated. Offerors have different approaches to labor escalation and each exercises business judgment in determining how to propose labor for contract years two through five. I have determined that each of these proposals present a reasonable approach to accomplishing the contract's requirements. In reaching this conclusion, the various approaches were compared to the Government Estimate and consideration was given to how price calculations aligned with each unique approach. The ultimate contract awardee must pay each labor category the minimum established wage rate determination as published by the Department of Labor. It is impossible to accurately predict if these wage rates will increase, decrease, or remain fixed from year to year. Therefore, my pricing determination properly compared the proposals, giving deference to the management approaches and varying perspectives on labor rate escalation.

While these varying approaches prevent a precise line-by-line comparison of price proposals, each proposal presents its own risk and benefits. I understand that prices may fluctuate or migrate from the proposed pricing, particularly in the out years when DOL wage determinations may change. However, when viewed holistically, the proposals can be compared.

I concur with the SLPT analysis, and have determined that the probable prices of both offerors are fair and reasonable. When price is compared, GeoControl has the advantage. GeoControl's price is lower than Rothe's.

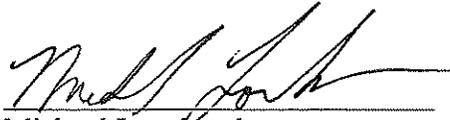
Selection Decision

In making my selection decision, I reviewed the relative importance of all evaluation factors. In accordance with the evaluation procedures described in the RFP, I made the determination, with the concurrence of the Contracting Officer, and for the reasons detailed in this source selection statement, to not establish a Competitive Range. The detailed evaluation of all the proposals indicates that discussions could not reasonably be expected to result in changes that would drive the ultimate award decision. Furthermore, it is in the best interest of the Government to award without discussions, as there is no advantage or value obtained from entering discussions with a competitive range of one.

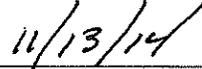
I applied the RFP's stated evaluation criteria in making my final determination. As articulated throughout this Source Selection Statement, the attributes of GeoControl's proposal represent the best value to the Government. GeoControl has the clear advantage in the Past Performance Factor as their past performance is of exceptional merit and is very highly pertinent to this acquisition. Under the Price Factor, GeoControl has the advantage as its Price is lower. As I contemplated the tradeoff between the Past Performance and Price, I determined that the GeoControl proposal has the advantage in both Factors.

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In accordance with the RFP, I find that GeoControl's offer is the best value and I select it for award of the MADSS 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 evaluation factors and subfactors as explained in the RFP and supported by the SLPT findings.



Michael Lonchambon
Source Selection Authority



Date