

SELECTION STATEMENT

SELECTION OF CONTRACTOR
FOR
INSTRUMENT SUPPORT SERVICES

On September 1, 1992, I, along with certain Center officials who have responsibilities related to this procurement, met with the Source Evaluation Board (SEB) appointed to evaluate proposals for the provision of instrument support services at Langley Research Center (LaRC). The Board's presentation consisted of the procurement history, the evaluation procedures used, and the results of its evaluation of the proposals submitted.

PROCUREMENT DESCRIPTION

This procurement will provide support for the Center's research instrumentation requirements in the following general task areas: instrument repair and maintenance; calibration; digital systems; engineering application; receipt and inspection of new instruments and systems; and instrument pool. More detailed descriptions of the work to be performed will be provided in specific work orders to be issued by the Government for all but the last two (2) task areas listed above. Since this procurement falls within the purview of the Brooks Act, a Delegation of Procurement Authority, dated April 8, 1992, was obtained from the General Services Administration in accordance with the Federal Information Resources Management Regulations (FIRMR).

A cost-plus-award-fee, level-of-effort contract has been determined to be the most appropriate type for the proposed procurement. The contract will have a 1-year initial period of performance and options to extend the contract term for two (2) 1-year periods, one (1) 2-year period and six (6) 1-month periods, with a total potential period of performance of 5 1/2 years. In addition, there will be options for additional level of effort and other direct costs in each of the periods. The required services are a continuation of those currently being provided under Contract NAS1-18552.

SOURCES

Seventy-three (73) firms were provided the Request for Proposals (RFP). Twenty (20) firms attended the preproposal conference held at the Center on May 18, 1992. Proposals were submitted by the following four (4) companies:

The Bionetics Corporation
Hampton, VA

Arvin/Calspan Corporation
Service Contracts Division
Tullahoma, TN

Science Applications International Corporation (SAIC)
Virginia Beach, VA

Wyle Laboratories
Hampton, VA

EVALUATION PROCEDURE

The RFP set forth the following four (4) evaluation factors:

- Mission Suitability
- Cost
- Relevant Experience and Past Performance
- Other Considerations

The Mission Suitability subfactors and their assigned weights were as follows:

Subfactor 1 - Phase-In, Staffing, Continuing Personnel Management and Non- Professional Compensation	20%
Subfactor 2 - Professional Compensation Plan	5%
Subfactor 3 - Operations Plan	40%
Subfactor 4 - Organization	15%
Subfactor 5 - Key Personnel	20%
	100%

While the numerical weights reflected the relative importance of the subfactors, they were to be used only as a guide by the Source Selection Official. The RFP indicated that in the overall selection, Mission Suitability, Cost, Relevant Experience and Past Performance, and Other Considerations would be essentially equal in importance. However, the RFP also stated that within Factor 2, Cost, the costs associated with the options for the additional level of effort, additional Other Direct Costs, and the six (6) 1-month option periods could be considered of less significance than the costs associated with the remaining options.

Prior to issuance of the RFP, the Board developed a detailed evaluation plan, including a numerical and adjectival scoring system for the Mission Suitability subfactors. The plan stated that the Board would evaluate but not score Cost, Relevant Experience and Past Performance, and Other Considerations, and assign an adjective rating to the latter two (2) factors to reflect the results of its evaluation. The Other Considerations factor consisted of

the following four (4) subfactors: financial condition and capability; small business and small disadvantaged business subcontracting plan; facility; and contract terms and conditions.

The evaluation was performed by the Board with the use of a single committee of consultants to assess the offerors' responses to ten (10) representative work orders which were included in the RFP. The evaluation plan stated that the Contracting Officer could, with the concurrence of the SEB, decide to use the alternate (streamlined) evaluation procedure. After an initial review which determined that there were no patently unacceptable proposals, it was decided that the alternate procedure would be used to evaluate the four (4) proposals. This procedure dispenses with the initial scoring of the technical/management proposals.

The evaluation proceeded with each Board member reviewing in depth the technical/management proposals and developing strengths, weaknesses and questions for each Mission Suitability subfactor. In addition, the committee of consultants reviewed the offerors' responses to the representative work orders designed to measure offerors' understanding of the broad technical nature of the proposed effort.

Following the individual members' evaluation of the technical/management proposals, the Board held discussions to arrive at a consensus set of strong and weak points for each of the Mission Suitability subfactors. After the committee of consultants presented to the Board the results of its review, the Board developed strengths and weaknesses for the offerors' responses to the representative work orders. In addition, the SEB documented a consensus set of questions concerning areas to be discussed with each offeror.

Thereafter, the Board members individually reviewed each business proposal to evaluate the factors of Cost, Relevant Experience and Past Performance, and Other Considerations. In evaluating Relevant Experience and Past Performance, the Board also reviewed the responses to surveys which had been sent to the references contained in each offeror's proposal and talked to some of those references. Proposed costs were reviewed and discussed with the SEB's Cost/Price Analyst, who also requested audit reports be submitted by the DCAA for each offeror's proposal. The business proposals were also reviewed to determine any impact on the Board's Mission Suitability evaluation.

The Board then forwarded questions to each offeror with invitations to participate in oral discussions at the Center. A common cut-off date of August 10, 1992, was established for the receipt of Best and Final Offers (BAFO's). After the conduct of oral discussions and a review of the BAFO's and the written responses to the questions, the Board members individually, then collectively, determined the impact on the strengths and weaknesses and assigned an adjective rating to each Mission Suitability subfactor. These ratings were converted to consensus numerical scores, which were weighted in accordance with the percentages set forth in the RFP. The resultant total score for each technical/management proposal was then converted to a final overall adjective rating for each offeror.

The Board also assigned consensus adjective ratings to Factors 3 (Relevant Experience and Past Performance) and 4 (Other Considerations) and developed probable costs for each offeror with the assistance of the Cost/Price Analyst.

EVALUATION RESULTS

Mission Suitability

Set forth below is a summary of the Board's findings with regard to each of the four (4) proposals.

Wyle Laboratories (Wyle)

The proposal submitted by Wyle received an overall Mission Suitability rating of Very Good.

The Board found major strengths in its evaluation of Wyle's approach to phase-in, staffing, continuing personnel management and nonprofessional compensation. Its plan reflected maximum contract continuity, a comprehensive set of policies, procedures, and practices to promote long-term personnel retention, and an extensive orientation and training program. No major strengths or weaknesses were noted for Wyle's proposed plan for professional compensation.

The Board's evaluation of Wyle's proposed operations plan reflected several major strengths for its effective work order control system, comprehensive quality control program, comprehensive inventory control system, sound approach to PC and workstation maintenance and repair, and its thorough approach for satisfying urgent maintenance/calibration requests, on-line instrumentation verifications, software configuration control, and daily Government-contractor interface needs. In addition, Wyle's proposed management and technical approach, including its response to the representative work orders, reflected a comprehensive understanding of the requirements of the proposed effort. No major weaknesses were noted as a result of the Board's evaluation of Wyle's operations plan.

Finally, major strengths were noted for the corporate resources available to Wyle and the educational, technical, and supervisory experience qualifications of its proposed contract manager, which significantly exceed the RFP requirements.

Arvin/Calspan Corporation (Calspan)

The SEB assigned an overall Mission Suitability rating of Very Good to Calspan's proposal, which received the second highest numerical score for this factor.

The Board noted major strengths for Calspan's comprehensive phase-in plan, thorough approach to accommodating workload fluctuations, and for its professional and non-professional salary structures and flexible fringe benefits packages. However, the Board also

found a major weakness in that Calspan's proposed facility back-up plan for phase-in was deemed to represent a significant risk to the continuity of services.

Several major strengths were found as a result of the Board's evaluation of Calspan's proposed operations plan. The plan included a management and technical approach to accomplishing each task area which reflected a broad understanding of the requirements, a thorough description of the software configuration control process, a sound approach to PC and workstation maintenance and repair, and a sound program for quality and reliability assurance. In addition, the company's proposed inventory control system, approach to performing digital systems maintenance, and response to the representative work orders demonstrated a comprehensive understanding of the RFP requirements.

Major strengths were also noted for Calspan's available corporate resources, well-defined, appropriate responsibilities and organizational lines of authority, and its proposed contract manager, whose educational, technical and supervisory experience qualifications significantly exceed the RFP requirements. Finally, the Board found that Calspan's inappropriate assignment of personnel within its proposed organization merited a major weakness.

The Bionetics Corporation (Bionetics)

The proposal submitted by Bionetics received an overall Mission Suitability rating of Good.

The Board found major strengths in Bionetics' proposed plan for phase-in, staffing, continuing personnel management and non-professional compensation. The plan included a detailed phase-in schedule and well-defined areas of responsibility for the phase-in team, extensive programs and policies to minimize turnover and to retain experienced personnel, and flexible non-professional salary structure and fringe benefits package. However, the Board also noted major weaknesses for the company's plans for accomplishing digital systems maintenance during GFE transition, for its salary ranges for certain professional positions, and for its proposed organizational structure.

In its evaluation of Bionetics' proposed operations plan, the SEB found a major strength in its inventory and purchasing system, which indicated a strong understanding of the work to be accomplished. However, this was substantially outweighed by several major weaknesses in the plan. These weaknesses were found in Bionetics' discussion of managing and integrating its proposed facilities, its technical approach to task accomplishment, an inefficient approach to PC and workstation repair and maintenance, and inadequate discussion of software configuration control, the work order control system, and the quality and reliability program. Finally, Bionetics' response to the representative work orders demonstrated an inadequate understanding of certain typical instrument support functions.

Science Applications International Corporation (SAIC)

The SEB assigned an overall Mission Suitability rating of Fair to the proposal submitted by SAIC.

The SEB found major strengths in SAIC's proposed plans for calibration and computer system software configuration and control and maintenance, which the Board deemed reflected an awareness of the RFP requirements. A major strength was also noted for SAIC's well-thought-out and substantiated basis for subcontractor selection. However, the SEB found several major weaknesses which outweighed these strengths. Weaknesses were noted in SAIC's proposed staffing and skill mix, process for the initial review of work orders, and plans for reviewing work in progress. Major weaknesses were also noted for the company's plans and approach for supporting urgent maintenance and calibration requirements, its failure to address the operational integration of its proposed MIS elements, and for its response to the representative work orders, which demonstrated a significant lack of understanding of typical instrument support operations.

Finally, the Board deemed that SAIC's proposal merited major weaknesses for its proposed organizational structure and for the qualifications of the proposed contract and technical managers.

Cost

The Board's cost evaluations were based on the total costs and award fee proposed by each offeror. A detailed probable cost assessment was performed for all four (4) firms with the assistance of the Board's Cost/Price Analyst.

The ranking (low to high) for final proposed costs, including award fee, was as follows:

Calspan
SAIC
Bionetics
Wyle

There was less than a 10% difference between the lowest and highest final proposed costs.

The probable cost assessment resulted in a net increase in all of the offerors' proposed costs and a change in the ranking as follows:

Bionetics
Calspan
Wyle
SAIC

The percentage difference between the lowest and highest probable cost was reduced to approximately 5%.

The most significant adjustments made to the costs proposed by Bionetics, Calspan and SAIC were upward adjustments to reflect the salaries and wages of incumbent employees which the

companies proposed to hire. Adjustments were also made in all four (4) offerors' escalation rates.

Relevant Experience and Past Performance

In its evaluation of Relevant Experience and Past Performance, the Board assigned a rating of Excellent to the proposals submitted by Calspan and Wyle for their comprehensive experience related to the proposed effort and excellent past performance history. The proposals submitted by Bionetics and SAIC received ratings of Good for this factor based on their limited directly related experience with the wide range of equipment and services required in the Center's instrumentation support services environment.

Other Considerations

As a result of its assessment of the Other Considerations factor, the Board assigned a rating of Excellent to all but the proposal submitted by Bionetics, primarily based on its evaluation of Bionetics proposed facility and small business and small disadvantaged business subcontracting plan. The Bionetics proposal received a rating of Good.

SELECTION DECISION

Subsequent to the Board's presentation, I met in executive session with certain Center officials who have responsibilities related to this procurement. They had also heard the presentation and had read the Board's report. Their comments and observations were solicited during the course of our discussion.

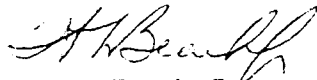
We reviewed and assessed the Mission Suitability evaluation and noted that Wyle had submitted a proposal superior to those submitted by the other three (3) offerors, with Wyle receiving a slightly higher numerical score than Calspan.

We then discussed the comparative position of the proposals from the standpoint of cost based on the Board's probable cost assessment. We noted that there was an approximately 5% difference between the lowest and highest probable costs. We also noted that all but one (1) of the offerors received a rating of Excellent as a result of the Board's evaluation of Other Considerations.

Finally, we reviewed the SEB's assessment of Relevant Experience and Past Performance and noted that both Wyle and Calspan were rated Excellent for their extensive experience directly related to the proposed effort. We also noted that the probable costs for Wyle and Calspan, for the base 5-year effort and for the additional options, were essentially equal.

I have concluded that the Board performed its duties in accordance with the policies and procedures set forth in NASA Handbook 5103.6B and the alternate evaluation procedures contained in the NASA Streamlined Acquisition Handbook, dated February 1990. I further conclude that the Board's evaluation was objective and fair.

Based on its superior technical/management proposal, excellent relevant experience and past performance, and reasonable costs for the technical effort proposed, Wyle Laboratories is selected for purposes of final negotiations leading to the award of a contract for instrumentation support services. In making this decision, I have considered Mission Suitability, Cost, Relevant Experience and Past Performance, and Other Considerations to be of essentially equal importance.



H. Lee Beach, Jr.
Acting Director

Date: DEC 4 1992