

SELECTION STATEMENTSELECTION OF CONTRACTOR  
FOR  
FACILITIES AND EQUIPMENT SUPPORT SERVICES (FESS)

On April 20, 1994, I, along with certain Center officials who have responsibilities related to this procurement, met with the Source Evaluation Board (SEB) appointed to evaluate proposals to provide the Center with support services under the Facilities and Equipment Support Services contract. The Board's presentation included the procurement history, the evaluation procedures, and the results of the evaluation of the proposals submitted.

PROCUREMENT DESCRIPTION

This procurement will provide support services for maintenance and repair of facilities and equipment at Langley Research Center (LaRC). The contractor will perform a broad range of services in support of maintenance, engineering, and construction activities regarding facilities and equipment at Langley Research Center.

A cost-plus-award-fee, term contract has been determined to be the most appropriate type for the proposed procurement. The contract will have a 1-year base period commencing June 1, 1994. There will be priced options for four additional 1-year periods and priced options for six additional 1-month periods. The total potential period of performance is 5 1/2 years. The RFP specified an LOE of 521,600 direct labor hours annually plus 20,000 hours of overtime annually. Priced options are included for an additional 56,250 direct labor hours annually as required. The required services are, primarily, a continuation of those currently being provided under Contract NAS1-18800. The requirement for elevator and maintenance services has been removed and competed separately as a small business set-aside. The requirements for oxygen and ultrasonic cleaning and for utility control and energy-monitoring system services have been added.

SOURCES

One hundred sixty-four (164) firms were provided the Request for Proposals (RFP). Twenty-one (21) firms attended the preproposal conference held at the Center on October 27, 1993. Proposals were submitted by the following five (5) companies:

Calspan Corporation  
EG&G Langley Inc.  
Intelcom Support Services, Inc.  
Morrison Knudsen Corporation  
Odgen Logistics Services (a joint venture with System Planning Corporation)

## EVALUATION PROCEDURE

The RFP set forth the following four evaluation factors:

Mission Suitability  
 Cost  
 Relevant Experience and Past Performance  
 Other Considerations

The Mission Suitability subfactors and the weight assigned to the particular subfactor were:

Subfactor 1	-	Phase-in, Staffing, and Continuing Personnel Management	15 %
Subfactor 2	-	Understanding of the Requirement	35 %
Subfactor 3	-	Operations Plan	25 %
Subfactor 4	-	Key Personnel and Organization	25 %
			100 %

While the numerical weights were indicative of the relative importance of the above subfactors, they were to be used only as a guide by the Source Selection Official. The RFP stated that in the overall selection, Mission Suitability, Cost, Relevant Experience and Past Performance, and Other Considerations would be of essentially equal importance. However, within Factor 2, Cost, the RFP stated that the costs associated with the options for the additional level-of-effort and all costs associated with the six (6) 1-month option periods may be considered of less significance than the cost for the 5-year base period.

Prior to the issuance of the RFP, the Board developed a detailed evaluation plan, including a numerical and adjectival scoring system for the Mission Suitability subfactors. In addition, the plan stated that the SEB would evaluate but not score Cost, Relevant Experience and Past Performance, and Other Considerations. The Other Considerations factor was comprised of the following four subfactors: small business and small disadvantaged business subcontracting plan; financial condition and capability; contract terms and conditions; and labor/management relations.

The evaluation was performed by the Board without the use of committees or subcommittees. Consultants were utilized to assist the Board in performing portions of its evaluation. The evaluation began with each member individually reviewing the Mission Suitability proposals and with the contract specialist reviewing the business proposals to determine if any should be rejected as patently unacceptable. All five (5) proposals were found to merit in-depth evaluation.

Each voting member then independently evaluated the Mission Suitability proposals in alphabetical order, noting strong and weak points and assigning adjective ratings to each Mission Suitability Subfactor. After each Board member had individually assessed the strengths and weaknesses, the entire SEB held discussions to arrive at a consensus set of strong and weak points. The Board then scored and ranked the proposals.

Thereafter, the Board assessed the proposed costs, relevant experience and past performance, and other considerations as reflected in each proposal. The results of the initial evaluation were presented to the Contracting Officer who, in conjunction with the SEB, determined that two firms had a reasonable chance of being selected for award and should remain in the competitive range. This decision was based on the firms' superior Mission Suitability ratings of "Excellent" or "Very Good"; reasonable costs; Relevant Experience and Past Performance ratings of "Excellent" or "Very Good"; and Other Considerations of "Excellent" or "Good".

The two (2) firms in the competitive range were:

EG&G Langley, Inc.  
Ogden Logistics Services

The unsuccessful offerors were informed in writing that their proposals were no longer being considered for contract award.

The Board then prepared questions for each offeror in the competitive range and forwarded them to the firms with letters of invitation for oral discussions. Subsequent to the conduct of written and oral discussions with the two companies, they were requested to submit any revisions to their proposals by a common cut-off date.

The revised proposals were reviewed and evaluated, following the same procedures used in the initial evaluation, and adjustments were made to the initial evaluation findings. The Board's pricing consultants, in consultation with the SEB, prepared probable cost estimates of the two proposals.

## EVALUATION RESULTS

### PROPOSALS NOT IN COMPETITIVE RANGE

#### Calspan Corporation (Calspan)

Calspan received a rating of "Good" under the Mission Suitability Factor, and its proposed cost was the second highest. For Relevant Experience and Past Performance, the Calspan proposal was rated "Very Good"; and, for the Other Considerations Factor it received an "Excellent".

Intelcom Support Services, Inc. (Intelcom)

Intelcom received a rating of "Good" under the Mission Suitability Factor, and the proposed cost was the lowest. For Relevant Experience and Past Performance, the Intelcom proposal was rated "Good"; and, for the Other Considerations Factor, it received a "Good".

Morrison Knudsen Corporation (MKC)

MKC received a rating of "Good" under the Mission Suitability Factor, and its proposed cost was the second lowest. For Relevant Experience and Past Performance, the MKC proposal was rated "Good"; and, for the Other Considerations Factor, it received a "Fair".

PROPOSALS IN COMPETITIVE RANGE

Mission Suitability

EG&G Langley, Inc. (EG&G)

The proposal submitted by EG&G received a rating of "Excellent" for the Mission Suitability Factor. EG&G's overall numerical score for this factor increased slightly as a result of information received as part of written and oral discussions and its Best and Final Offer (BAFO), although the adjective rating remained the same. The final numerical score for this factor was significantly higher than the other proposal in the competitive range.

Each subfactor contained many major and minor strengths and no weaknesses. The proposal showed a high level of confidence that phase-in would be accomplished with minimal disruption and that a stable workforce would be maintained. The EG&G proposal demonstrated an in-depth knowledge and a thorough understanding of all the requirements of the Statement of Work, as well as a detailed approach to minimizing nonproductive time. The detailed discussion of its Operation Plan included major strengths in work control procedures, employee motivation program, cost management system and property management system. The key personnel all had extensive experience and background in performing the requirements of the RFP. The proposed organization approach was efficient with low risk to the Government.

Ogden Logistics Services (Ogden)

The proposal submitted by Ogden received a rating of "Very Good" for the Mission Suitability Factor. Ogden's overall numerical score for this factor decreased as a result of information obtained as part of written and oral discussions and its Best and Final Offer (BAFO), although the adjective rating remained the same.

Subfactor 1 had one major strength, some minor strengths, and some minor weaknesses. The major strength was the detailed phase-in schedule and high level of confidence in a

timely phase-in. Subfactor 2 contained many major strengths and some minor strengths, with one minor weakness. The major strengths were in the discussion of the requirements of the Statement of Work. Subfactor 3 contained many major strengths and one minor strength. There were no weaknesses. The major strengths included an approach to work control procedures and plans for improving performance and enhancing productivity, as well as a well-defined approach for managing costs and an effective approach for property control. Subfactor 4 had one major strength--the extensive procurement experience and background of the Business Manager, and two minor strengths. There was one major weakness regarding the key personnel and their understanding of the RFP requirements. There were several minor weaknesses.

### COSTS

The SEB evaluated the realism of proposed costs and the consistency of such proposed costs with other aspects of each proposal. Adjustments were made to the proposed costs submitted by both offerors in the competitive range in order to determine the probable cost to the Government of each of the proposals.

The costs of both the EG&G and Ogden proposals were reasonable and within the Government's estimate. The probable cost of the Ogden proposal was slightly lower than the probable cost of the EG&G proposal. The confidence level in the probable cost of the EG&G proposal is: High; the confidence level in the probable cost of the Ogden proposal is: Moderately High. The percentage difference in the probable cost of each proposal is small (approximately 3%). For the purposes of estimating costs under a cost-reimbursement contract, the probable cost of performance of each proposal is essentially the same.

### RELEVANT EXPERIENCE AND PAST PERFORMANCE

EG&G was rated "Excellent" under this Factor and Ogden was rated "Good".

EG&G had extensive and directly relevant experience on all of the requirements of the Statement of Work. EG&G's performance levels on NASA and other government support service contracts were found to be very high.

Ogden Corporation has extensive experience on government contracts and their performance levels on NASA and other government service contracts were found to be very high. Ogden has limited experience in the maintenance, repair, and modifications of research facilities similar to those at Langley Research Center.

#### Other Considerations

The EG&G proposal received a rating of "Excellent" under the Other Considerations Factor. The Ogden proposal received a rating of "Good".

EG&G presented a comprehensive description of their subcontracting approach which included a subcontract with a small disadvantaged business for performing and managing a functional area of the Statement of Work and a complete subcontracting plan for small business and small disadvantaged business. The proposed plan provides a high level of confidence that small business and small disadvantaged business goals will be exceeded.

The Ogden Subcontracting Plan proposes a full program dollar amount for small business and small disadvantaged business, and the specific types of work to be subcontracted was identified. However, the plan does not identify, to a satisfactory degree, the small disadvantaged businesses, raising serious concerns about reaching the small disadvantaged business goal proposed.

Both EG&G and Ogden proposals were fully acceptable in the financial condition and capability, the contract terms and conditions, and the labor/management relations subfactors.

### SELECTION DECISION

Subsequent to the SEB's presentation, I discussed the report with a group of Center officials who have responsibilities related to this procurement. They also heard the presentation and had read the SEB's report. Their comments and observations were solicited during the course of our discussion.

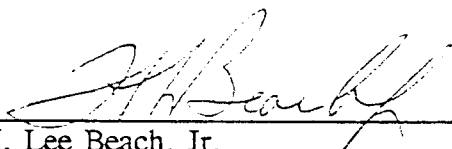
We reviewed and assessed the Mission Suitability evaluation and noted that the EG&G proposal was clearly superior in Mission Suitability. It displayed greater understanding of the work required, which insured that there would be minimal or no disruption of essential services. Also the EG&G proposal affords us a significantly higher level of confidence in the knowledge, abilities, and capabilities of its management team.

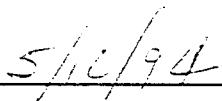
We reviewed the SEB's assessment of Relevant Experience and Past Performance and noted that EG&G had extensive experience that was directly related to all the requirements set forth in the RFP. That is not the case with Ogden, which had limited experience in the kinds of research facilities and equipment we have at Langley Research Center. Regarding the Other Considerations Factor, the EG&G proposal was fully acceptable, while the Ogden proposal raised concerns about their subcontracting plan.

Finally, we discussed the comparative positions of the two proposals in the competitive range from the standpoint of cost, both as proposed and as adjusted by the SEB's probable cost assessments. The costs of both proposals are, essentially, equal. Though Ogden's total cost is slightly less than EG&G's, a higher level of confidence is placed in our estimate of the probable cost of the EG&G proposal.

I conclude that the Source Evaluation Board has performed its duties in accordance with the policies and procedures set forth in NASA Handbook 5103.6B, and that the SEB's evaluation was comprehensive, objective, and fair.

For the reasons stated, I select EG&G Langley, Inc. for the purpose of final negotiations leading to the award of the Facilities and Equipment Support Services (FESS) Contract.

  
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H. Lee Beach, Jr.  
Deputy Director, NASA Langley Research Center  
Source Selection Official

  
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Date