

SELECTION OF CONTRACTOR  
FOR  
COMPUTATIONAL ANALYSIS AND PROGRAMMING SUPPORT SERVICES  
(CAPSS)

On November 8, 1994, I met with the Source Evaluation Committee (SEC) appointed to evaluate proposals for the Computational Analysis and Programming Support Services (CAPSS) procurement. The SEC's presentation consisted of the procurement history, the evaluation procedures used, and the results of the evaluation.

Procurement Description

The objective of this procurement is to provide computational analysis and programming support services. This effort will be performed primarily at the contractor's off-site facility, with some work performed at NASA Langley Research Center's (LaRC) Central Scientific Computing Complex (CSCC). The required services are a continuation of those currently being performed under contract NAS1-19038 with Computer Sciences Corporation (CSC).

The proposed contract will be a cost-plus-fixed-fee, level-of-effort type. The initial contract period of performance will be for one year, with four additional 1-year options. The contract will also contain an option in each period to procure additional level-of-effort hours, ranging from 10 man-years for year 1 to 20 man-years for year 5.

Sources

The RFP was released on April 15, 1994, to 108 firms. Nineteen firms attended the Preproposal Conference held at LaRC on April 29, 1994. Proposals were received from the following five firms on June 15, 1994:

Comptek Federal Systems, Inc., Buffalo, NY  
Computer Sciences Corporation (CSC), Applied Technology Division,  
Falls Church, VA  
Loral Space Information Systems, League City, TX  
Science Applications International Corporation (SAIC), San Diego, CA  
Sterling Software Inc. (US), Systems and Scientific Division, Palo Alto, CA

Evaluation Process

Prior to issuance of the RFP, the Source Selection Official appointed an SEC to conduct an evaluation of proposals received in response to the solicitation. The Evaluation Plan was approved by the Source Selection Official on June 9, 1994. The RFP and Evaluation Plan specified the following evaluation factors:

Mission Suitability  
Cost  
Relevant Experience and Past Performance  
Other Considerations

The Mission Suitability subfactors and assigned weights were set forth in the Evaluation Plan and RFP as follows:

	Subfactor	Weight
1.	Organization	15%
2.	Phase-in and Initial Staffing Plan	10%
3.	Continuing Personnel Management Plan	15%
4.	Professional Compensation Plan	15%
5.	Operations Plan	25%
6.	Qualifications and Availability of Key Personnel	<u>20%</u>
	Total	100%

The RFP and Evaluation Plan stated the above numerical weights assigned are indicative of the relative importance of those evaluation areas and will be used by the Source Selection Official as a guide. This plan was followed by the SEC in their evaluation of the proposals received.

The RFP specified the Mission Suitability subfactors would be scored and that Cost, Relevant Experience and Past Performance, and Other Considerations would be evaluated but not scored. In addition, the Evaluation Plan, and RFP stated that in the selection of a Contractor for negotiation leading to contract award, Mission Suitability, Cost, Relevant Experience and Past Performance, and Other Considerations would be of essentially equal importance; however, within Factor 2, Cost, the costs associated with the options for the additional level-of-effort may be considered of less significance than the costs for the five year base effort (including phase-in).

Five firms submitted timely proposals. The SEC evaluated the proposals in accordance with the approved Evaluation Plan, specifically using the standard evaluation procedures set forth in Attachment A of the Plan.

The SEC reviewed each proposal to identify any patently unacceptable proposals. The Contracting Officer was notified that all proposals warranted further review. Each voting member then independently evaluated the Mission Suitability proposals (Volume I), for each offeror in alphabetical order, noting strong/weak points and assigning adjective ratings for each Mission Suitability subfactor. Committee consensus strong and weak points and consensus adjective ratings were then developed for each subfactor. The SEC then scored each proposal in accordance with the Evaluation Plan.

Business Proposals (Volume II) were subsequently reviewed and analyzed, after which appropriate adjustments were made to the Mission Suitability findings.

The results of the SEC's initial evaluation were presented to the Contracting Officer on September 9, 1994. The SEC, in conjunction with the Contracting Officer, determined that three firms had a reasonable chance to be selected for award and should be included in the Competitive Range. The three firms included in the Competitive Range were:

Computer Sciences Corporation  
 Science Applications International Corporation  
 Sterling Software, Inc.

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

The SEC then prepared questions for each offeror in the Competitive Range and forwarded them to the firms with a time set for the oral presentations. After response to the questions and conclusion of the oral presentations, additional questions and a request for Best and Final Offers was sent to each firm with a request to submit 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 SEC's price analyst, in consultation with the SEC, prepared probable cost estimates for the three proposals.

### EVALUATION RESULTS

#### Proposals Not in the Competitive Range

Comptek Federal Systems, Inc. - Comptek had the second highest proposed cost of the five offerors and its Mission Suitability Factor was rated "Fair". Comptek's Relevant Experience and Past Performance and Other Considerations Factors were both rated "Good".

Loral Space Information Systems - Loral had the highest proposed cost of the five offerors and its Mission Suitability Factor was rated "Very Good". Loral's Relevant Experience and Past Performance and Other Considerations Factors were both rated "Very Good".

#### Proposals in the Competitive Range

##### Mission Suitability

Computer Sciences Corporation (CSC) - CSC's proposal received an adjective rating of "Excellent" for Mission Suitability. The proposal received major strengths in each of the subfactors and no major weaknesses. CSC's numerical score increased as a result of information received via written discussions, their oral presentation and BAFO's although the adjective rating remained the same.

The proposed local organization is logically aligned with SOW areas; lines of responsibility and supervision are clear; and the distribution of management effort will enable good overall control. CSC's phase-in and initial staffing plan affords maximum contract continuity. CSC's continuing personnel management plan is thorough and includes incentive programs, sound recruitment and employment methods. CSC's proposed an overall attractive compensation package to recruit and retain qualified employees. CSC's operation plan includes an excellent and comprehensive response to technical questions, general management and general requirements with five major strengths identified. CSC's proposed key personnel met or exceeded the RFP requirements for education, technical, and management experience in most cases; however, some minor weaknesses were found.

Science Applications International Corporation (SAIC) - SAIC's proposal received an adjective rating of "Good" for Mission Suitability. The proposal received three major strengths. SAIC proposed thorough plans for recruiting senior analyst positions. SAIC's operation plan includes

an excellent understanding of the software design and development process. One of SAIC's proposed Key Personnel was considered a major strength. SAIC's numerical score decreased as a result of information received via written discussions, their oral presentation and BAFO's, although the adjective rating remained the same.

SAIC's proposal also contains five major weaknesses. Concerns were expressed regarding the proposed approach for using subcontractor employees and the turnover of these employees. In addition, initial staffing does not provide for sufficient support in several areas. The use of consulting employees for a significant portion of the additional LOE may not provide the continuity and attention required to satisfy the Government's requirements. Low salary ranges for all positions indicates a lack of understanding of the requirements.

Sterling - Sterling's proposal received an adjective rating of "Very Good" for Mission Suitability. The proposal received major strengths in each of the subfactors and no major weaknesses. Sterling's numerical score decreased as a result of information received via written discussions, their oral presentation and BAFO's, although the adjective rating remained the same.

The proposed local organization is logically aligned with SOW areas. Sterling proposed a good phase-in plan led by a strong phase-in team. Sterling proposed a sound continuing personnel management plan including thorough plans for recruiting senior analyst positions, a strong awards and incentive program, and good plans for accommodating personnel absences and fluctuating workloads. Sterling proposed an overall attractive compensation package to recruit and retain qualified employees. Sterling's operation plan includes a good response to technical questions, general management and general requirements, with one major strength identified. Sterling's proposed key personnel met or exceeded the RFP requirements, in most cases; however, some minor weaknesses were found.

#### Cost

The SEC 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 cost for each offeror in the Competitive Range in order to determine the probable cost to the Government.

Of the three firms in the Competitive Range, SAIC proposed the lowest cost with Sterling next and CSC highest. After evaluation of the proposed costs, the SEC determined that the probable cost for CSC was slightly lower than proposed while SAIC and Sterling's probable cost were slightly higher than proposed, with the ranking changing to (from low to high) SAIC, CSC and Sterling.

#### Relevant Experience and Past Performance

Sterling received an "Excellent" rating for this factor with experience in all areas of the SOW and a good performance record. CSC and SAIC received "Very Good" ratings for this factor. CSC has highly relevant and comparable experience in this effort; however, there were performance problems cited on some contracts. SAIC's reference checks indicate emphasis in software engineering, image processing, high performance computing, numerical analysis, and mathematical software development and strong cost control; however limited experience is noted for surface modeling and real-time embedded flight software development.

### Other Considerations

SAIC and Sterling were rated "Very Good" for this factor while CSC was rated "Good". All three were determined to have adequate financial resources to perform the contract, and cited no problems with terms and conditions. CSC's and Sterling's facilities were determined to be adequate while SAIC's were considered marginally adequate. Sterling offered a strong Subcontracting Plan, and SAIC proposed reasonable goals, while CSC offered low subcontracting goals in one of the areas.

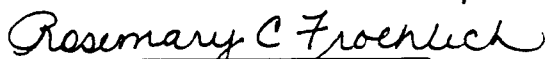
### Selection Decision

After the SEC's presentation, I reviewed and assessed the evaluation findings. I noted that SAIC's proposal received an adjective rating of "Good" for Mission Suitability, which is one ranking below Sterling and two below CSC. Their proposal contained three major strengths and five major weaknesses. Although their probable cost was lower, this cost advantage could not compensate for the considerably lower Mission Suitability rating; therefore, SAIC was eliminated from further consideration with the remainder of my evaluation focused on CSC and Sterling.

I noted that CSC has the higher Mission Suitability rating of Excellent (vs. Sterling's rating of Very Good) and the lower probable cost. On the other hand, Sterling has the higher Relevant Experience and Past Performance rating of Excellent (vs. CSC's rating of Very Good) and the higher Other Considerations rating of Very Good (vs. CSC's rating of Good). I reviewed and assessed the Mission Suitability evaluation and noted in particular that CSC's scores in the Key Personnel and the Operations Plan subfactors were significantly higher than those of Sterling. CSC's Mission Suitability proposal contained fifteen major strengths while Sterling's contained seven.

In making my decision, I considered all four factors equally. I concluded that the stronger CSC Mission Suitability proposal and their lower probable cost resulted in the CSC proposal being the most advantageous proposal to the Government, all factors considered. Therefore, CSC is selected for the purpose of final negotiations leading to award of the Computational Analysis and Programming Support Services contract.

I am convinced that the SEC conducted a thorough, fair, and objective evaluation of all proposals in accordance with the established Evaluation Plan.



Rosemary C. Froehlich  
Source Selection Official