SOURCE SELECTION STATEMENT
FOR
RANGE OPERATIONS CONTRACT

I, along with senior officials from Goddard Space Flight Center (GSFC), met with the Chairperson of the Range Operations Contract (ROC) Source Evaluation Board (SEB), SEB voting members and advisors to the SEB to review their findings based on the evaluation of proposals received in response to the ROC solicitation. This Source Selection Statement documents the rationale for my selection.

PROCUREMENT DESCRIPTION

The purpose of the ROC procurement is to provide Wallops Research Range (WRR) operations and maintenance; support services; training; command, control, communications, information and computer systems services; testing, modification and installation of communications and electronic systems at launch facilities, launch control centers and test facilities; and range technology development engineering services. This effort provides direct customer support to NASA Wallops Flight Facility’s (WFF) Wallops Research Range by providing qualified personnel, equipment, tools, materials, vehicles, specialized test equipment, supervision, and other services. NASA’s WFF requires an innovative, integrated, flexible, and effective management approach. The contractor must provide technical support in a planned and coordinated manner which will ensure essential WRR support systems are ready to support user requirements, and cause no impact to WRR program schedules due to equipment degradation, failures, system problems or reprioritization of program requirements. The wide variety of support systems involves careful workload planning, cost management, and scheduling of resources to identify and resolve technical systems problems.

This is a full and open competitive procurement that will result in a Cost Plus Award Fee, indefinite delivery, indefinite quantity (IDIQ) contract. The contract will have an effective ordering period of five years from the date of contract award. The minimum amount of supplies or services that shall be ordered during the effective ordering period is $4M. The maximum amount of supplies or services that may be ordered during the effective ordering period is $117M. This requirement has a 60 calendar day phase in period which is expected to commence upon contract award.

PROPOSALS SUBMITTED

On March 25, 2009, nine (9) proposals were received from the following companies:

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<tr>
<th>Company</th>
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<tr>
<td>BAE Systems Inc.</td>
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<td>Honeywell Technology Solutions, Inc.</td>
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<tr>
<td>InDyne Corporation</td>
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<td>L3 Corporation</td>
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<td>LTI and Associates Inc.</td>
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This procurement was conducted in accordance with the Federal Acquisition Regulation (FAR) Part 15.3 source selection procedures, NASA FAR Supplement (NFS) 1815.3 and the RFP evaluation criteria. The RFP stated that the factors used for evaluation are Mission Suitability, Past Performance and Cost. The RFP specified the relative order of importance of these factors as follows:

The Cost Factor is significantly less important than the combined importance of the Mission Suitability Factor and the Past Performance Factor. As individual factors, the Cost Factor is less important than the Mission Suitability Factor, but more important than the Past Performance Factor.

Mission Suitability used the following four Subfactors to evaluate and score each proposal. The weights identified with each subfactor were used to allocate the 1000 total available points.

<table>
<thead>
<tr>
<th>Subfactor A</th>
<th>Subfactor B</th>
<th>Subfactor C</th>
<th>Subfactor D</th>
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<tbody>
<tr>
<td>Technical Approach and Understanding the Requirement</td>
<td>Program Management</td>
<td>Safety and Health</td>
<td>Small Business Utilization</td>
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<td>500</td>
<td>300</td>
<td>100</td>
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TOTAL 1000

The following chart provides an overview of the Mission Suitability and Past Performance ratings for each Offeror:
The Past Performance Report includes past performance evaluations for each Offeror. Past Performance evaluations were conducted in accordance with Section M.6 of the solicitation. As stated in Provision L.15, the past performance record indicates the relevant quantitative and qualitative aspects of performing services or delivering products similar in size, content, and complexity to the requirements of this acquisition. Past performance questionnaires representing the Offeror and proposed major subcontractors were also evaluated to determine establishment of a record of past performance as defined in Provision M.6 of the contract.

The evaluation of the Cost Factor used Representative Task Orders (RTOs) to establish proposal costs. Direct labor rates, indirect rates and maximum award fee matrices were assessed to determine probable cost and cost realism. FAR 15.404-1(d) is the reference for a definition of cost realism analysis and probable cost. Probable cost adjustments were exclusive of fee. Pursuant to Provision M.5 of the solicitation, the Firm Fixed Price Phase In cost, the proposed and probable RTO costs and the RTO#1 Average Hourly Cost of Doing Business were presented to the Source Selection Authority.

The following chart shows the order of each Offeror for both proposed and probable cost (from lowest cost to highest cost).

<table>
<thead>
<tr>
<th>Proposed Cost Order (Lowest to Highest)</th>
<th>Probable Cost Order (Lowest to Highest)</th>
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<tbody>
<tr>
<td>QinetiQ Corporation</td>
<td>LJT and Associates Inc.</td>
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<tr>
<td>ManTech International Corporation</td>
<td>Honeywell Technology Solutions, Inc.</td>
</tr>
<tr>
<td>TRAX International</td>
<td>IndiNdyne Corporation</td>
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The terms “proposed and probable cost” are exclusive of fee. Any proposed fee was not adjusted in the probable cost assessment.

The Government used the proposed indirect ceiling rates identified in Clause B.3, Limitation of Indirect Costs, to determine probable cost for all prime contractors. In some instances, probable cost adjustments were made to the number of labor categories of a major subcontractor. When this type of adjustment was made, the subcontractor labor rates and their associated indirect bid rates were used in the adjustment calculation; however, the prime contractor’s ceiling rate for G&A was used to complete the calculation for the probable cost adjustment. When probable cost adjustments were made, it is discussed in the individual Offeror’s evaluation.
DETAILED RESULTS OF THE EVALUATION

The evaluation results for each of the nine (9), based on the order of Mission Suitability ratings/scores for each Offeror, are as follows:

LJT and Associates, Inc

Mission Suitability

Subfactor A – Technical Approach and Understanding the Requirement

LJT received two (2) Significant Strengths, two (2) Strengths, and one (1) Weakness in Subfactor A.

Significant Strength #1: LJT’s proposal demonstrated a thorough and comprehensive understanding of the RTO requirements as evidenced by an effective Technical Implementation Plan in response to RTO#1 and RTO#2. The detailed implementation approaches offered by LJT will significantly increase the likelihood of successful contract performance due to the low risk solutions proposed. Specifically, LJT proposed to group RTO#1 and RTO#2 as a single project to more efficiently manage planning and implementation, utilized the same concept of operations plan for both missions to lower costs and increase efficiencies, and used standardized test plans to lower operations risks.

Significant Strength #2: LJT’s Risk Management Plan included detailed and realistic technical operations and engineering insight and included effective processes and actions to ensure mission success and safety. LJT’s Risk Management Plan demonstrated clear understanding of the risks involved in research range operations and the Wallops operations environment, all greatly enhancing the potential for successful contract performance.

Strength #1: LJT’s proposal included innovative approaches to maintenance and sustaining engineering that comprehensively and effectively addressed risks and challenges of aging range systems to support continued viability of highly critical range systems ensuring successful contract performance and customer availability.

Strength #2: LJT proposed a number of innovative, effective, and efficient technical implementation approaches for operational and technology improvements which improved operations, enabled increased efficiency, and improved safety. The innovative solutions increase efficiencies, improve safety, and enable the Government to support additional customers with minimal risk to mission and safety, thus increasing the likelihood of successful contract performance.

Weakness #1: LJT’s Staffing Plan did not adequately define the distribution and use of mobile radar workforce necessary to support the RTO mission set and the Staffing Plan assumed cross-contract utilization dependent upon a contract that has not been awarded. These items increase risk to contract performance in the mobile radar and logistics performance areas.
LJT received two (2) Significant Strengths and two (2) Strengths for Subfactor B.

**Significant Strength #1:** LJT’s Program Management Plan included clear and substantiated interfaces within their organization and with NASA. LJT’s program management approach ensured highly capable management staff, and increased communication and performance understanding within their team and for the Government, all significantly increasing the likelihood of successful contract performance.

**Significant Strength #2:** LJT’s signed agreement with the local Collective Bargaining organization provides for non-represented labor above the allowed level in the current Collective Bargaining Agreements to accommodate additional IDIQ Task Orders and rapidly respond to critical requirements with staff having relevant experience. This realistic and innovative approach was an extremely low risk solution to manage dynamic labor requirements and effectively respond to additional task proposals while maintaining a high level of performance required for on-going work, and also provides a labor relations strength which will significantly increase the likelihood of successful contract performance.

**Strength #1:** Embedded into each mission operations and engineering effort, LJT proposed a comprehensive and effective project management approach that incorporated industry-standard processes. This approach greatly enhanced communication and coordination among the contract staff and between the contractor and NASA enabling flexibility and encouraging feedback to reduce mission risk, enhance mission success, and increase the likelihood of successful contract performance. In particular, LJT’s proposal included an effective project management approach for missions, engineering, sustaining engineering, and maintenance. The effectiveness was substantiated with realistic supporting rationale including approach, cost, and schedule as well as risk, quality and configuration management.

**Strength #2:** LJT’s Phase In Plan included an approach with accompanying defined processes to ensure on-going work was not interrupted during Phase-In and that the Phase-In activities could be accomplished in the 60-day time period defined in the solicitation. This thorough and detailed approach will increase the likelihood of successful contract performance as it minimized impact to ongoing missions while Phase-In was being conducted.

**Subfactor C – Safety and Health**

LJT had one (1) Significant Strength for Subfactor C.

**Significant Strength #1:** LJT’s Safety and Health Plan included comprehensive, clear, and effective processes describing how the company would realistically implement the plan, including benefits to the Government of the proposed safety initiatives. LJT’s proposed implementation of their Safety and Health Plan, infused with team’s experience, significantly increases the potential for successful contract performance in the safety and health performance area.
Subfactor D – Small Business Utilization

LJT had one (1) Significant Strength for Subfactor D.

Significant Strength #1: As a Small Business prime Offeror, LJT was not required to submit a Small Business Subcontracting Plan but LJT elected to provide a comprehensive plan defining how goals would be met by subcontracting work for all categories of small business participation and defining how LJT would significantly exceed the Government’s goal of 15% small business content.

Cost

LJT was evaluated as having the lowest probable cost. A probable cost adjustment was made to the base rates of the Logistics labor categories to meet Collective Bargaining Agreement (CBA) minimum rates and increase the proposed rate to the minimum base rate identified in that CBA. This resulted in a probable cost adjustment to the total cost. A probable cost adjustment was made also to LJT’s labor skill mix based on their incorrect assumption that two positions would be shared with another Wallops contract. Additionally, a materials probable cost adjustment was based on historical Government contract information.

Past Performance

In assessing LJT’s overall past performance rating, the SEB considered a total of six (6) past performance references. Of these, one (1) was significantly relevant, two (2) were moderately relevant, and three (3) were minimally relevant. Across the significantly relevant and moderately relevant ratings, overall high and very high performance was demonstrated. Although both LJT and its major subcontractor demonstrated High and Very High performance across all six (6) contracts, because LJT has not demonstrated relevant or significantly relevant performance as a prime contractor for a contract of this magnitude, LJT received an overall past performance level of confidence rating of MODERATE.

BAE Systems, Inc

Mission Suitability

Subfactor A – Technical Approach and Understanding the Requirement

BAE had two (2) Significant Strengths, one (1) Strength, and one (1) Weakness in Subfactor A.

Significant Strength #1: BAE’s proposal included information demonstrating a thorough understanding of the SOW and RTO requirements, offered effective processes and an RTO Technical Implementation Plan that thoroughly addressed requirements, related risks, and deliverables. BAE’s Technical Implementation Plan, including integration of these elements into an overall technical approach, will significantly enhance the likelihood of successful contract performance. BAE offered a very effective approach to managing requirements, risks, and flow
of activities through the project life-cycle. This comprehensive approach to technically manage efforts from start to end will reduce the risk to missions by ensuring requirements are actively communicated, verified, and demonstrated.

Significant Strength #2: BAE’s Risk Management Plan was comprehensive, and included a thorough description of the risks associated with range operations with numerous effective mitigation approaches. BAE’s Risk Management Plan demonstrated clear understanding of the risks involved in research range operations and the Wallops operations environment significantly enhancing the likelihood of successful contract performance.

Strength #1: BAE’s proposal included a comprehensive plan for sustaining engineering and upgrades for range instrumentation systems. This benefits the Government as BAE demonstrated clear understanding of the challenges of maintaining existing aging equipment by offering effective means of assuring availability, safety and mission assurance, ultimately increasing the likelihood of successful contract performance.

Weakness #1: BAE’s staffing approach increased risk in key performance areas by not adequately incorporating mission requirements complexity into staffing approach. The level of responsibility defined for certain key personnel was significant given the backup duties assigned and the lack of risk mitigations to accommodate key personnel unavailability. Failing to adequately address this risk to key personnel performance increases the overall risk of unsuccessful contract performance due to the dynamic and unique nature of the Wallops operational environment and its need for effective leadership during these missions.

Subfactor B – Program Management

BAE had one (1) Significant Strength and one (1) Strength in Subfactor B.

Significant Strength #1: BAE’s Program Management Plan included a comprehensive and realistic approach for corporate engineering workforce reach back for mission support, sustainment and systems design, and highly experienced key personnel. This approach, which provided the Government a responsive low risk approach to respond to new work and maintain staff capabilities for ongoing work, greatly enhances the potential for successful contract performance.

Strength #1: BAE’s program management approach enhanced communication and performance continuity within the team and its customers increasing the likelihood of successful contract performance.

Subfactor C – Safety and Health

BAE had one (1) Significant Strength in Subfactor C.

Significant Strength #1: BAE’s Safety and Health Plan included innovative approaches defining how the company would realistically implement the proposed plan. In addition, the Safety and Health Plan included detailed examples of prior corporate experience and employee involvement
in implementing effective safety and health requirements and the results of their proposed approach. BAE’s proposed implementation of their Safety and Health Plan, infused with their corporate experience, significantly increases the potential for successful contract performance.

Subfactor D – Small Business Utilization

BAE had one (1) Strength in Subfactor D.

Strength #1: BAE’s Small Business Plan defined a small business partner selection process that included a list of Small Businesses in the local area. BAE defined these businesses as potential sources as different tasks are issued during contract performance. BAE does plan to use local small businesses for material acquisitions and substantiated this commitment by providing a list of local applicable businesses. BAE proposed a total Small Business participation subcontracting goal that exceeded the 15% goal recommended by the Government increasing the likelihood of successful contract performance in this area.

Cost

A single direct labor category for BAE was increased based on the review of their technical approach.

Past Performance

In assessing BAE’s overall past performance rating, the SEB considered a total of five (5) past performance references. Of these, one (1) was significantly relevant, two (2) were moderately relevant, and two (2) were minimally relevant. Across the significantly relevant and moderately relevant ratings, BAE demonstrated varying levels of performance ranging from high to moderate – though the significantly relevant contract and one of the moderately relevant contracts had performance issues. Two (2) of the referenced contracts were minimally relevant due to the large disparities in size in terms of contract value. These same referenced contracts were also minimally relevant in terms of content and complexity. Taking all information into account, BAE received an overall past performance level of confidence rating of MODERATE.

Honeywell Technology Solutions Inc.

Mission Suitability

Subfactor A – Technical Approach and Understanding the Requirement

Honeywell had one (1) Significant Strength, two (2) Strengths and one (1) Weakness in Subfactor A.

Significant Strength #1: Honeywell’s proposal demonstrated a thorough understanding of mission requirements management, risks, mission complexity, and unique challenges and
provided effective implementation processes and mitigations addressing these elements to significantly enhance the potential for successful contract performance.

Strength #1: Honeywell proposed an innovative strategy in using a system for down range Minotaur launch support. This approach demonstrated a clear understanding of unique staffing and schedule challenges associated with both RTOs and provided a realistic solution for these challenges increasing the probability of successful contract performance.

Strength #2: Honeywell proposed a comprehensive technology roadmap with several innovations ultimately demonstrating a thorough understanding of the requirements and innovative approaches for future risk management. The proposed innovations improve the efficiency, sustain, and expand the capability of the range, and will enable successful contract performance through strategic risk management initiatives.

Weakness #1: Honeywell's proposed staffing approach increases the risk of unsuccessful contract performance as the proposed staffing approach lacked critical information to properly evaluate effectiveness. The proposal did not adequately define the staffing approach and workforce distribution due to confusing and inconsistent labor category and job title definitions utilized in numerous Basis of Estimates and Staffing Plan areas.

Subfactor B – Program Management
Honeywell had one (1) Strength and one (1) Weakness in Subfactor B:

Strength #1: Honeywell proposed an effective approach to establish and review compensation plans for subcontract team members. Honeywell also proposed an innovative means of evaluating subcontractor performance. These effective subcontractor management processes will enhance the potential for successful contract performance and demonstrate an understanding of the importance of overall contractor team performance.

Weakness #1: Honeywell's Program Management Plan failed to substantiate innovative staffing surge solutions and had inconsistencies related to criticality classification, key personnel resumes, position descriptions, and overall organizational performance effectiveness. Honeywell's Program Management Plan did not sufficiently justify effective solutions, which increases the risk of unsuccessful contract performance.

Subfactor C – Safety and Health
Honeywell had one (1) Significant Strength for Subfactor C.

Significant Strength #1: Honeywell's Safety and Health Plan included a very detailed, effective, and established performance measurement process. Honeywell's implementation of the proposed Safety and Health Plan, infused with their corporate safety philosophy and success, will benefit the Government and significantly enhance the potential for successful contract performance.
**Subfactor D – Small Business Utilization**

Honeywell had one (1) Significant Strength and one (1) Strength in Subfactor D.

**Significant Strength #1:** Honeywell’s Small Business Subcontracting Plan supported a strong rationale to assure the Government of their corporate and individual contract initiatives focusing on the achievement of the Small Business goals defined in the model contract. Honeywell’s proposal established a Small Business subcontracting goal of that exceeded the Government’s goal of 15%. In addition, Honeywell’s commitment to Small Business goals was demonstrated by tying the individual performance objectives of Program Managers, Buyers, and Subcontract Administrators to the accomplishment of meeting small business goals as well through a committee that would identify new sources in small businesses and SBDs. The Plan significantly enhances the likelihood of successful contract performance in the Small Business Utilization area.

**Strength #1:** Honeywell proposed to exceed each of the individual categories for Small Business Utilization and substantiated this proposal by establishing agreements with several small and small disadvantaged businesses. One of these companies has been selected by Honeywell for the Mentor-Protege program upon award.

**Cost**

An upward adjustment in direct labor costs was assigned to Honeywell’s proposal for contract years two (2) through five (5). The escalation rate used on CBA labor rates was established in the proposal. In addition, positions were added to ensure safety and mission success. The ODC for materials was adjusted upward based on historical information and the historical materials cost for the current requirement.

**Past Performance**

In assessing Honeywell’s overall past performance rating, the SEB considered a total of three (3) past performance references. Of these, one (1) was significantly relevant and two (2) were moderately relevant. For these referenced contracts, Honeywell demonstrated varying levels of performance ranging from very high to moderate. The referenced contracts also included varying levels of relevance in terms of content and complexity, ranging from significantly relevant to moderately relevant. Though some performance issues were noted on two contract references, Honeywell received overall High Performance ratings across all contracts. Taking all information into account, the Government has determined that the overall past performance level of confidence rating is HIGH.

**L3 Corporation**

**Mission Suitability**

**Subfactor A – Technical Approach and Understanding the Requirement**
L3 had one (1) Strength and one (1) Significant Weakness in Subfactor A.

Strength #1: L3’s proposal included realistic examples of general range operations activities and anticipated challenges, and demonstrated a thorough technical understanding of the unique aspects of launch range operations. L3’s technical approach including descriptions of range operations activities that lead up to actual launch or flight along with risks and issues anticipated for these missions was effective. These aspects of the Offeror’s proposal demonstrate the potential for successful contract performance. L3’s technical approach implemented a logical approach that thoroughly addressed the requirements of the SOW and RTOs in an innovative, effective, and consistent manner.

Significant Weakness #1: In meeting the diverse and unique requirements of the Wallops Research Range, it is critical to effectively allocate both personnel and systems resources to meet the demanding operations schedules defined in the RTO’s. L3’s technical implementation and resource allocations for the RTO#1 and RTO#2 mission set created increased risk in technical approach, included proposed solutions that did not meet all mission requirements, and created Staffing Plan inconsistencies, all lending to an appreciably increased risk of unsuccessful contract performance.

Subfactor B – Program Management

L3 had two (2) Strengths for Subfactor B.

Strength #1: L-3’s Phase-In Plan included innovative approaches to ensure ongoing work would not be interrupted and presented realistic methods for success in doing so. These proposed approaches will enhance the potential for successful contract performance and demonstrated an understanding of the importance of a strong Phase-In effort to ensure range operations are not impacted.

Strength #2: L3’s Program Management Plan included an integrated management system composed of mature management tools available to monitor and communicate all phases of the diverse range operation and maintenance requirements, along with the resources necessary to monitor that system. These effective program management processes will enhance the potential for successful contract performance by lowering the risk to overall program management implementation and communication.

Subfactor C – Safety and Health

L3 had one (1) Strength and one (1) Weakness for Subfactor C.

Strength #1: L3’s Safety and Health Plan included a detailed list of goals, demonstrated corporate experience in implementing effective safety and health processes. L3’s proposed implementation of their Safety and Health Plan, infused with their corporate experience, increases the potential for successful contract performance.
Weakness #1: L3’s Safety and Health Plan did not include adequate information in some areas required in the NPR referenced in the solicitation, ultimately increasing risk to contract performance in the Safety and Health area.

Subfactor D – Small Business Utilization

L3 had one (1) Strength for Subfactor D.

Strength #1: L3 provided a realistic and effective Small Business Subcontracting Plan that established strong subcontracting goals with corporate and individual contract initiatives focused on the success of the proposed Small Business Subcontracting Plan. L3’s intent to exceed many of the Government’s subcontracting goals along with their contract initiatives enhances the likelihood of successful contract performance in the Small Business Utilization SDB area. L3 established the Small Business subcontracting goal that exceeded the Government’s goal of 15%.

Cost

The direct labor for L3 was increased based on the SEBs review of their proposal’s technical approach. These labor increases are covered by the CBA, which determined the labor rates for these positions. L3’s detailed technical implementation and resource allocations for the RTO#1 and RTO#2 mission set created increased risk in technical approach, caused some solutions proposed to not meet all mission requirements, and created Staffing Plan inconsistencies. Operations areas were understaffed due to unsupported staffing approaches and L3 failed to address the details for the cross-training initiatives required to effectively implement L3’s staffing risk reduction proposal.

Past Performance

In assessing this Offeror’s overall past performance rating, the SEB considered a total of eight (8) past performance references. Of these, two (2) were significantly relevant, two (2) were moderately relevant, and four (4) were minimally relevant. Across the significantly relevant and moderately relevant ratings, the L3 team demonstrated high and very high performance. The past performance references for the minimally relevant contracts were also mostly high and very high. Taking all information into account, the Government has determined that the overall past performance level of confidence rating is HIGH.

InDyne Corporation

Mission Suitability

Subfactor A – Technical Approach and Understanding the Requirement

InDyne had one (1) Significant Strength, one (1) Strength, one (1) Weakness and two (2) Significant Weaknesses.
Significant Strength #1: InDyne’s proposal demonstrated a thorough understanding of high-level requirements and offered a comprehensive approach for management of Range operations and maintenance services. InDyne’s proposal significantly enhances the potential for successful contract performance by demonstrating requirements understanding to lower operational risk, providing an integrated program management tool that provides additional value to the Government, and proposing to increase awareness into other national launch range operational programs to increase range systems availability.

Strength #1: InDyne’s proposal offered a mature quality program approach with demonstrated risk management knowledge and processes ready to be customized for the Wallops Range. The use of standardized risk management practices with demonstrated performance in other operationally relevant organizations, and the use of a dedicated subcontractor focusing on safety, quality, and environmental services reduce the risk to the Government in implementing a strong risk management program. InDyne identified risks utilizing standardized risk management processes and leveraged best practices from other contracts.

Significant Weakness #1: InDyne’s Staffing Plan and the associated skill mix created high risk to the accomplishment of the work required in RTO #1 and #2 and demonstrated a significant lack of understanding, thus greatly increasing the risk of unsuccessful contract performance.

Significant Weakness #2: InDyne did not adequately map their proposed technical approach to the SOW elements to substantiate how they were meeting the requirements in the mission set in RTO#1. InDyne justified their technical approach based on conflicting references and resources, and incorrect assumptions demonstrating a lack of understanding of the requirements, thus greatly increasing the risk of unsuccessful contract performance.

Weakness #1: InDyne’s proposal did not demonstrate an understanding of unique research range operations, mission risks, certain critical systems, and operations and engineering complexity. InDyne’s proposal lacks adequate understanding in these critical areas, which increases the risk of unsuccessful contract performance.

Subfactor B – Program Management

InDyne has two (2) Weaknesses for Subfactor B.

Weakness #1: InDyne’s Program Management Plan had inconsistencies between some key personnel resumes, corresponding position qualifications, and required job performance capabilities creating risk in technical effectiveness and ability to perform. These inconsistencies create increased risk to the overall Program Management Plan effectiveness and increase the risk of unsuccessful contract performance.

Weakness #2: InDyne’s Program Management approach included several risks associated with conflicting authority, responsiveness to new work, resources availability, and overall approach that created risk in providing program management services required for effective contract performance. InDyne’s approach and discussion of responsiveness to new work was not justified by their proposed approach of utilizing surge staff from other contracts. As required in the
solicitation, InDyne failed to adequately discuss an approach and their ability to respond to existing ongoing new work and what resources would be available. The combination of these risks increased the possibility of unsuccessful contract performance.

Subfactor C – Safety and Health

InDyne has one (1) Significant Strength in Subfactor C.

Significant Strength #1: InDyne’s Safety and Health Plan was comprehensive, thorough, realistic, detailed, and in most cases, significantly exceeded the requirements regarding implementation of the NPR 8715.3 requirements. The requirements for Mishap Investigation and Reporting and Hazard Analysis were clearly understood and demonstrated in-depth understanding in this critical safety area. InDyne’s plan included detailed information on several processes including confined space and Personal Protective Equipment (PPE) indicating the company had an in-depth understanding of key safety and health requirements which would ultimately enable it to implement an effective Safety and Health Plan.

Subfactor D – Small Business Utilization

InDyne had one (1) Significant Strength and one (1) Significant Weakness for Subfactor D.

Significant Strength #1: InDyne’s Small Business Subcontracting Plan included realistic rationale ensuring establishment of effective corporate and individual contract initiatives focused on achieving the Small Business goals as defined in the model contract. InDyne established a Small Business subcontracting goal exceeding the Government’s goal of 15%, which included the selection of a woman-owned, Native American 8(a) business as their major subcontractor.

Significant Weakness #1: InDyne failed to provide Small Disadvantaged Business (SDB) utilization targets which met the Government’s minimum requirement; thus, appreciably increasing the risk of unsuccessful contract Small Business utilization performance.

Cost

The probable cost adjustment for labor was based on the technical evaluation assessments which determined a lack of direct labor categories that did not support InDyne’s technical approach. The technical approach proposed by InDyne cannot be supported by the proposed number of personnel while maintaining assurance for the Government regarding safety and mission accomplishment. This adjustment was based on a lack of explanation in the proposal about how this work could be accomplished with the proposed staffing.

Past Performance

In assessing InDyne’s overall past performance rating, the SEB considered a total of four (4) past performance references. Of these, two (2) were significantly relevant, one (1) was moderately relevant, and one (1) was, at best, minimally relevant. For these referenced contracts, InDyne demonstrated varying levels of performance ranging from moderate to very high. The referenced
contracts also included varying levels of relevance in terms of content and complexity, ranging from significantly relevant to minimally relevant. One of the significantly relevant referenced contracts included notable performance issues while the Offeror demonstrated overall very high performance ratings on the second significantly relevant contract reference. Taking all information into account, the Government has determined that the overall past performance level of confidence rating is HIGH.

**Lockheed Martin Corporation**

**Mission Suitability**

**Subfactor A - Technical Approach and Understanding the Requirement**

Lockheed Martin had two (2) strengths, three (3) Significant Weaknesses, and one (1) Weakness for Subfactor A.

Strength #1: Lockheed Martin’s proposed solutions for operations, risk, and configuration management will enhance the potential for successful contract performance and their technical approach to these efforts by providing a system and approach to enable overall technical operations management effectiveness.

Strength #2: Lockheed Martin’s Risk and Opportunity plan identified effective alternative mitigation strategies across both programmatic and technical areas and Lockheed Martin’s intent to develop a Range Improvement Program catalog to expand the capability of the Range was an innovative approach to identify technology improvement areas. Their proposed technical process improvements will enhance the potential for successful contract performance and demonstrated an understanding of the importance of continued effective systems improvement and sustaining engineering initiatives to increase range operations performance and capability.

Significant Weakness #1: Lockheed Martin's Staffing Plan is insufficient in many critical areas which appreciably increases risk to performance, mission, and safety. The combination of insufficient number of proposed staff and less-experienced staff contributes to an overall lack of understanding of the technical requirements and appreciably impacts the risk to overall contract performance.

Significant Weakness #2: Lockheed Martin's RTO #1 and RTO #2 Technical Implementation Plans failed to provide an integrated technical approach that effectively identified and managed requirements, risks, issues and schedule of activity throughout the mission life-cycle. Lockheed Martin’s failure to provide an effective technical approach appreciably increases risk to missions and to overall contract performance.

Significant Weakness #3: Lockheed Martin’s proposal contained little or no discussion pertaining to items in the following critical areas: required unique labor skills; engineering processes; and new systems integration. The proposed approach in this area appreciably increases the risk of unsuccessful contract performance.
Weakness #1: In their proposal, Lockheed Martin proposed the use of personnel surge solutions to increase baseline staffing efficiency and effectively lower overall contract cost. However, Lockheed Martin's proposed surge solutions were not adequately substantiated as they did not account for the dynamic operational nature of the Wallops Research Range and they failed to adequately address a robust training program necessary for this proposed approach.

Subfactor B – Program Management

Lockheed Martin had one (1) Significant Weakness for Subfactor B.

Significant Weakness #1: Lockheed Martin failed to provide key personnel with the education, experience, or other key qualifications to adequately manage a contract of this complexity and unique operational nature. Personnel proposed in key positions did not have adequate demonstrated leadership or experience on other similar efforts. In addition, key personnel proposed did not have adequate education levels required for operations and safety performance contributing to a significant risk in being able to adequately manage contract performance and ensure success.

Subfactor C – Safety and Health

Lockheed Martin had one (1) Significant Weakness for Subfactor C.

Significant Weakness #1: Lockheed Martin’s Safety and Health Plan failed to adequately provide details related to how the company would implement the plan, appreciably increasing the risk of unsuccessful contract performance. Lockheed Martin failed to adequately discuss the plan's associated benefits in many areas to justify the approach proposed. The proposed plan was a generic corporate plan incorporating only minor adjustments to reference Wallops Flight Facility lacking adequate detail to demonstrate understanding or implementation approach.

Subfactor D – Small Business Utilization

Lockheed Martin had one (1) Strength for Subfactor D.

Strength #1: Lockheed Martin’s Small Business Subcontracting Plan included a thorough and realistic approach to meet the goals defined in the model contract including effective corporate and contract initiatives to support their claims. Lockheed Martin’s proposal established a Small Business subcontracting goal of that exceeded the Government's goal of 15%.

Cost

The direct labor categories for Lockheed Martin were increased based on the review of their technical approach. Lockheed Martin was deficient in many operations areas with an impact on ability to provide the services as defined in the SOW and RTO's. In addition, Lockheed Martin failed to support their proposed skill.
Past Performance

In assessing Lockheed Martin's overall past performance rating, the SEB considered a total of six (6) past performance references. The prime Offeror, Lockheed Martin, provided past performance references demonstrating very high performance and significant relevance in terms of content and complexity. However, of concern was that the two (2) major subcontractors, who are proposed to perform a significant portion of the work under the ROC contract, both provided only one past performance reference, which was minimally relevant. Overall, the Government has determined this leads to an overall past performance level of confidence rating of HIGH.

QinetiQ Corporation

Mission Suitability

Subfactor A – Technical Approach and Understanding the Requirement

QinetiQ had two (2) Significant Weaknesses and one (1) Weakness for Subfactor A.

Significant Weakness #1: QinetiQ's proposal failed to effectively map SOW elements to RTO requirements and the proposed technical approach appreciably increases risk to overall contract performance. QinetiQ utilized an unrealistic integrated schedule which did not enable the Government to evaluate adequate resource allocations for RTO missions and QinetiQ did not adequately discuss their technical approach in meeting RTO mission sets, failing to demonstrate QinetiQ's understanding of resource (systems and personnel) requirements for satisfying mission needs. QinetiQ failed to accurately map assets in their proposed SOW WBS Equipment Lists for each mission in their Technical Implementation Plans. Many systems were assigned to missions that were not compatible with mission requirements. Finally, QinetiQ failed to adequately address a proposed sustaining engineering approach and the associated required engineering skills required for critical and aging systems, as defined in the solicitation.

Significant Weakness #2: QinetiQ's Staffing Plan failed to ensure effective skill mix, risk and reasonableness, or QinetiQ's ability to implement and sustain competent, efficient, flexible, and responsive support staff across all areas of the SOW required to meet RTO requirements. QinetiQ's staffing approach to surge labor in most areas related to range instrumentation operations was accompanied with no explanation defining the source or implementation approach of the surge personnel. QinetiQ's proposal failed to include a substantiated means to ensure success and added significant risk to Wallops' ability to maintain an operationally responsive capability.

Weakness #1: The top five risks identified by QinetiQ in their Risk Management Plan were very general in nature, had inaccurate severity and consequence classifications, and did not adequately demonstrate an understanding of the unique challenges of operating the Wallops Research Range. QinetiQ's inadequate Risk Management Plan increases the risk of unsuccessful contract performance.
Subfactor B - Program Management

QinetiQ had one (1) Strength and one (1) Weakness for Subfactor B.

Strength #1: QinetiQ’s program management approach included interfaces with government management, local staff, and the integrated QinetiQ team members including corporate interfaces. Incorporating a proactive and integrated management communication approach into the goals of an effective overall program management philosophy will increase the likelihood of successful contract performance in the program management performance area.

Weakness #1: QinetiQ’s proposal did not provide adequate approaches to manage dynamic labor requirements typical for the Wallops Range as required in Provision L. Failing to address this significant risk to mission success increases the overall risk of unsuccessful contract performance.

Subfactor C - Safety and Health

QinetiQ had one (1) Weakness for Subfactor C.

Weakness #1: QinetiQ’s Safety and Health Plan failed to adequately provide details related to how the company would implement their proposed Safety and Health Plan. In addition, QinetiQ failed to adequately discuss the proposed Safety and Health Plan’s associated benefits in many areas to justify the approach proposed.

Subfactor D - Small Business Utilization

QinetiQ had one (1) Weakness for Subfactor D.

Weakness #1: QinetiQ did not provide sufficient participation information on small business concerns in subcontracts and the type of work subcontracted and did not provide Small Business utilization percentages to adequately demonstrate comprehensive performance. Without this required information, the Government could not adequately assess QinetiQ’s Small Business Utilization approach and viability and increasing the risk of unsuccessful contract performance.

Cost

The direct labor adjustments made to the QinetiQ proposal based on their technical approach resulted in an upward adjustment in probable cost. QinetiQ’s Staffing Plan failed to demonstrate how significantly reduced staffing in various areas supports a technical approach that meets SOW and RTO requirements. The materials/equipment probable cost adjustment was based on historical information identifying the amount of materials necessary to sustain the operability of the Range.
Past Performance

In assessing QinetiQ's overall past performance rating, the SEB considered a total of five (5) past performance references. Of these, two (2) were significantly relevant, one (1) was moderately relevant, and two (2) were minimally relevant. The two (2) significantly relevant contracts were for QinetiQ's major subcontractor. The major subcontractor demonstrated very high performance on these contracts. Overall, inputs received on past performance questionnaires indicated that the QinetiQ team performed exceptionally well, was very responsive, and provided and retained a talented workforce and an effective management team. Taking all information into account, the Government has determined that the overall past performance level of confidence rating is HIGH.

ManTech International Corporation

Mission Suitability

Subfactor A – Technical Approach and Understanding the Requirement

ManTech had two (2) Significant Weaknesses and one (1) Weakness for Subfactor A.

Significant Weakness #1: ManTech did not provide sufficient nor accurate detail in addressing SOW and RTO requirements. ManTech provided little detail regarding resource and asset utilization, systems and personnel deployment approach, schedule, staffing, operations, and contingency and risk. In addition, ManTech failed to effectively and accurately map SOW elements and related technical approaches to the RTO requirements. The lack of detail and missing information across multiple crucial SOW elements presents appreciable risk to overall contract performance.

Significant Weakness #2: ManTech's identified risk mitigation strategies were not effectively integrated into their overall technical approach and their Risk Management Plan failed to adequately describe comprehensive risks that demonstrate understanding of range operations at Wallops Flight Facility. The risks identified are very general and are not specific to range operations at Wallops Flight Facility. The Risk Management Plan failed to address risks associated with the proposed management structure which did not reflect an integrated management team philosophy required for effective contract performance.

Weakness #1: ManTech's Staffing Plan had an inadequate skill mix distribution and failed to incorporate critical functions into their technical approach demonstrating a lack of understanding of the unique challenges of Wallops range operations. Without adequate skill mix distribution and understanding of the critical functions of key personnel, there is an increased risk of unsuccessful contract performance.

Subfactor B – Program Management

ManTech has tow (2) Significant Weaknesses and one (1) Weakness for Subfactor B.
Significant Weakness #1: ManTech failed to demonstrate an effective approach to manage the functional split of responsibilities between team members to ensure the Government obtained an integrated team, which appreciably increases the risk of unsuccessful contract performance. As a result of the segregation of skill levels and unknown compensation methods among the team members, ManTech's Program Management Plan approach to integrate skills and benefits for team members had risk with regard to efficiency and effectiveness of organizational distribution. ManTech offered no associated risk mitigation or justification for these approaches on this matter in their proposal.

Significant Weakness #2: ManTech's proposal did not include all Key Personnel resumes required per the solicitation and some Key Personnel resumes did not define relevant qualifications or demonstrate past leadership experience in range operations. This appreciably increases risk to overall management effectiveness and to successful contract performance. In addition, The Deputy Program Manager lacked adequate management training or relevant management experience required per the Position Qualification to effectively manage a contract of this size.

Weakness #1: ManTech's technical approach relied on cross-training solutions but the proposal provided inadequate information to substantiate this approach, creating increased risk of unsuccessful contract performance in times of high resource demands found in RTO #1 and RTO #2. Although the use of cross-training was discussed repeatedly by ManTech as a workforce optimization tool in ManTech's Staffing Plan and in the RTO Technical Implementation Plans to meet the requirements in RTO #1 and RTO #2, details on the implementation of cross-training, as well as what specific cross-training initiatives were to be implemented for RTO#1 and prior to start of RTO#2, were not adequately provided to enable the Government to evaluate cross-training effectiveness and risk reduction.

Subfactor C - Safety and Health
ManTech had one (1) Weakness for Subfactor C.

Weakness #1: ManTech's Safety and Health Plan had very little process implementation detail and included terminology inaccuracies indicating a lack of understanding in some key areas. ManTech did not adequately address how safety program changes will be implemented once the contract is established at WFF.

Subfactor D - Small Business Utilization
ManTech had no Strengths or Weaknesses for Subfactor D.

Cost
The probable cost adjustments occurred in two areas, labor and materials. For the labor area, based on ManTech's technical approach, the direct labor categories were adjusted to ensure mission success and safety. ManTech's proposed skill mix in some areas did not provide
technical leadership, experience, and responsiveness to requirements due to limited senior and site lead staff. There were some areas of excessive staffing not supported in ManTech’s technical approach. For materials, the probable cost adjustment was based on historical information. ManTech did not describe in the technical proposal how they would maintain materials needed to sustain the existing equipment in a timely manner. Therefore, a probable adjustment was made to materials. In addition, ManTech stated that they did not bid materials as they intended to bid materials in subsequent task orders upon award. Therefore, the historical materials costs were used to justify the Government’s cost adjustment.

Past Performance

In assessing ManTech’s overall past performance rating, the SEB considered a total of six (6) past performance references. Of these, four (4) were minimally relevant and two (2) were moderately relevant. Across all referenced contracts, ManTech demonstrated high and very high performance. However, the two moderately relevant contracts were for the Offeror’s major subcontractor who is expected to perform a relatively small percentage of the work. ManTech was not able to provide relevant performance as a prime contractor. Thus, even despite the relatively complimentary performance ratings, the Government has determined that the overall past performance level of confidence rating is LOW largely due to the lack of relevant prime contractor performance.

TRAX International

Mission Suitability

Subfactor A – Technical Approach and Understanding the Requirement

TRAX had two (2) Significant Weaknesses, one (1) Weakness and one (1) Deficiency for Subfactor A.

Deficiency #1: TRAX’s Technical Implementation Plan in response to RTO #1 and RTO #2 requirements failed to demonstrate an effective integrated technical approach that managed requirements, issues and the flow of activities throughout project life-cycle. TRAX’s proposal did not provide sufficient or accurate information related to their technical approach. Taken together, these shortfalls indicate a material failure of the proposal to meet the stated RFP requirements.

Significant Weakness #1: Risks identified in the TRAX Task Implementation Plans and the Risk Management Plan was poorly assessed, not comprehensive, and not adequately integrated into TRAX’s overall technical approach. TRAX failed to provide an adequate risk management plan that integrates risks and accompanying mitigation strategies into the overall technical approach, thus appreciably increasing the risk of unsuccessful contract performance.

Significant Weakness #2: TRAX’s proposed staffing and supporting rationale created significant risk in the implementation and sustainment of a competent, efficient, flexible, timely, and
effective staff, thus appreciably increasing the risk of unsuccessful contract performance. For example, TRAX failed to provide an adequate number of engineering personnel, particularly in the area of engineering services associated with upgrades, modifications, and new systems (sustaining engineering).

Weakness #1: TRAX's RTO #1 Technical Implementation Plan included errors in key range service areas creating risk and uncertainty in the proposed technical.

Subfactor B - Program Management

TRAX had one (1) Significant Weakness for Subfactor B.

Significant Weakness #1: TRAX's proposed Phase In Plan did not include an adequate approach, schedule, or planned milestones for the Phase In period to substantiate an effective approach. TRAX did not adequately demonstrate their ability to accomplish the proposed Phase-In activities within the 60 days allotted for this effort.

Subfactor C - Safety and Health

TRAX had one (1) Significant Weakness for Subfactor C.

Significant Weakness #1: TRAX's Safety and Health Plan failed to provide an effective approach with sufficient information defining how TRAX would implement the proposed plan and how their approach would provide benefit.

Subfactor D - Small Business Utilization

TRAX had one (1) Weakness for Subfactor D.

Weakness #1: TRAX's Small Disadvantaged Business (SDB) information is ambiguous with no clear identification of company size. In addition, TRAX did not confirm degree of use of SDBs for high technology work.

Cost

TRAX failed to escalate all union labor rates for Contract Years two (2) through five (5). Therefore, the Government escalated union employees based on the same escalation rate used to escalate TRAX's exempt employees. Thus, the confidence level for this adjustment is high. The adjustment for the additional labor was based on TRAX's failure to provide adequate engineering staffing for sustaining range instrumentation systems. The materials probable cost adjustment was based on historical Government contracts information.

Past Performance

In assessing TRAX's overall past performance rating, the SEB considered a total of three (3) past performance references. Of these, two (2) were significantly relevant and one (1) was minimally
relevant. For all the referenced contracts, TRAX demonstrated high and very high performance. Inputs received on past performance questionnaires and included in the past performance volume substantiated a very high level of performance, including comments stating that TRAX performed well, was very responsive, and provided an effective management team. There were no noted cost issues on any of the referenced contracts. Taking all information into account, the Government has determined that the overall past performance level of confidence rating is VERY HIGH.
SOURCE SELECTION DECISION

I have carefully reviewed both the SEB’s June 15, 2010, Final Report and Presentation Slides. During the presentation, I considered the detailed findings presented by the SEB. I noted that the SEB report further amplified each finding with extensive details. In determining which proposal offered the best value to NASA, I referred to the relative order of importance of the three evaluation factors as specified in the RFP:

The Cost Factor is significantly less important than the combined importance of the Mission Suitability Factor and the Past Performance Factor. As individual factors, the Cost Factor is less important than the Mission Suitability Factor, but more important than the Past Performance Factor.

My selection was based on a comparative assessment of each proposal against each of the source selection factors.

Regarding the Mission Suitability factor, the most heavily weighted factor, I noted that the proposals submitted by LJT and BAE were the two highest rated Mission Suitability proposals. The third highest rated Mission Suitability proposal was submitted by Honeywell. Honeywell’s Mission Suitability rating was significantly lower than LJT’s and moderately lower than BAE’s. However, I concluded that this higher past performance rating and competitive price was not sufficient to offset the discernible and significant technical advantages offered by UT, L3, InDyne, Lockheed, QinetiQ, ManTech, and TRAX. There were no cost or past performance advantages associated with any of these proposals that offset the significant shortfall in their mission suitability ratings. Therefore, because Mission Suitability is the most heavily weighted factor in the RFP, the remainder of my decision will focus on the two most competitive proposals submitted by LJT and BAE.

BAE received the second highest overall Mission Suitability rating. BAE received four significant strengths across Subfactors A, B, and C and received three strengths across Subfactors A, B, and D. BAE received one weakness in Subfactor A. Within Subfactor A, I noted that BAE offered an effective Risk Management Plan, which demonstrated a thorough understanding of the requirements, as well as a thorough Technical Implementation Plan which reflected an understanding of the SOW and RTO requirements. BAE’s proposal also included a comprehensive plan for sustaining engineering and upgrades for range instrumentation systems, though I did note there were some concerns about BAE’s key personnel staffing approach. Under Subfactor B, BAE proposed a very good Program Management approach with a realistic approach for corporate engineering workforce reach-back for mission support, sustainment, and systems design. BAE’s Program Management approach also enhanced communication and performance continuity. Finally, BAE submitted an excellent Safety and Health Plan, as well as a good Small Business Utilization plan.

LJT received the highest overall Mission Suitability rating. LJT’s rating was significantly higher than BAE’s overall Mission Suitability rating. LJT received six significant strengths across all
four Subfactors, in addition to four strengths across Subfactors A and B. LJT received one weakness in Subfactor A. Under Subfactor A, I found that LJT’s proposed staffing approach identified how LJT would ensure responsiveness to simultaneous onsite and offsite operations through its pre-negotiated labor union agreement. The proposed approach permits non-union employees to be utilized on a contingency basis where union staff is unable to support requirements, significantly enhancing LJT’s ability to efficiently respond to employee turnover, additional mission requirements, and in other unique circumstances. In addition, I noted that LJT’s technical proposal presented extremely detailed and comprehensive Technical Implementation and Risk Implementation Plans demonstrating a clear understanding of the requirements. Finally, though I noted the concern identified by the SEB regarding LJT’s Staffing Plan for the distribution and use of the mobile radar workforce, I also noted that LJT’s Mission Suitability proposal also included innovative maintenance and sustaining engineering approaches, as well as innovative technical implementation approaches, which will improve safety, increase efficiencies, and increase the likelihood of mission success. LJT also submitted an excellent Program management approach. LJT’s proposal not only demonstrated clear and substantiated interfaces not only within LJT itself, but between LJT and NASA, giving me confidence that the approach will capably facilitate communication and coordination amongst contract staff and NASA. In addition, LJT proposed a detailed phase-in approach which increases the likelihood that on-going work will not be interrupted during phase-in activities. Finally, LJT proposed an excellent Safety and Health Plan, as well as an excellent Small Business Utilization Plan.

With respect to the Mission Suitability factor, I concluded that although BAE offered a strong technically competitive proposal, LJT’s Mission Suitability proposal was superior. In particular, I found significant benefits in LJT’s proposed staffing approach, where LJT identified how it would ensure responsiveness to simultaneous onsite and offsite operations through its pre-negotiated labor union agreement. Additionally, I found that LJT’s technical approach including a detailed, thorough, and realistic Risk Management Plan demonstrated a more exacting understanding of the requirements and gave me greater confidence that LJT could achieve mission success safely and efficiently. Finally, I was also impressed by LJT’s proposed innovative maintenance and sustaining engineering solutions and found that this approach offered greater benefits to the Government for dealing with challenges associated with the aging infrastructure at WFF.

After reviewing Mission Suitability, I examined the proposed pricing for the RTOs. LJT had the lowest total probable cost of all Offerors, while BAE’s total probable cost was slightly higher than LJT’s.

Past Performance, the third and final factor was not a discriminator between BAE and LJT, as they both received a “Moderate” Level of Confidence rating.

The foregoing analysis resulted in my conclusion that the primary discriminators between LJT and BAE were in Mission Suitability and Cost. LJT’s proposal was most advantageous to the Government, as it offered a technically superior proposal, coupled with the lowest total probable cost. Based on the above, I selected LJT’s proposal for the award of the ROC contract, as it provided the best value to the Government.
Georg Morrow  
Director, Flight Projects  
Goddard Space Flight Center  

6/7/10  
Date