

**Source Selection Statement for the International Space Station (ISS) Common
Communications for Visiting Vehicles (C2V2) Contract
NASA Lyndon B. Johnson Space Center
(Solicitation Number NNJ12393918R)**

On July 17, 2012, I met with members of the Streamlined Procurement Team (SLPT) appointed to evaluate the proposals for the C2V2 Request for Proposals (RFP), Solicitation Number NNJ12393918R. Several other officials of the Lyndon B. Johnson Space Center (JSC) also attended the meeting.

Background

The contract type is Cost-Plus-Incentive-Fee (CPIF) with delivery, cost and technical performance incentives. The procurement was conducted as a full and open competition. The period of performance for this acquisition begins upon the contract award/effective date. The contract completion date is dependent on the first of the following to take place: (1) 30 days after the first on-orbit operational use or (2) 30 days after all items in Section J.5, *Contract Deliverables*, are delivered and accepted by the Government.

The goal of the C2V2 solicitation is to procure a C2V2 Comm Unit that provides bidirectional communication between the ISS and a Visiting Vehicle (VV) during approach, rendezvous, proximity, and departure operations. In addition, the C2V2 Comm Unit will provide bidirectional communication during docked operations for checkout and contingency operations as required.

On October 14, 2011, the Contracting Officer released a Draft Request for Proposals (DRFP). An amendment to the DRFP was posted on October 17, 2011. A Pre-proposal Conference was held on November 3, 2011. Questions regarding the DRFP were due to the Government by potential Offerors by November 10, 2011, and answers were provided and posted to the C2V2 website. The Final RFP was issued via the Internet on February 24, 2012. Questions regarding the Final RFP were due from potential Offerors by March 16, 2012, and answers were posted to the C2V2 website via Amendment 1 to the Final RFP on April 2, 2012.

The following proposal volumes were requested, and per Final RFP Amendment 1, were due on April 16, 2012:

- Volume I – Technical Acceptability
- Volume II – Past Performance
- Volume III – Predefined Value Characteristics
- Volume IV – Cost/Price Proposal
- Volume V – Other Proposal Requirements
- Volume VI – Model Contract

The C2V2 SLPT determined that timely proposals were received in response to the RFP from the following three companies: General Dynamics Advanced Information Systems, Inc. (General Dynamics); Orbital Sciences Corporation (Orbital); and L-3 Cincinnati Electronics (L-3 CE).

The three (3) Offerors' proposals were evaluated by the C2V2 SLPT in accordance with applicable regulations which include the Federal Acquisitions Regulations (FAR), the NASA FAR Supplement (NFS) and in accordance with the RFP.

An initial review of proposals was conducted to determine acceptability of the proposals in accordance with NFS 1815.305-70, *Identification of Unacceptable Proposals*. This resulted in a determination of "unacceptable proposal" for General Dynamics because they did not submit one of the key Technical Acceptability criteria, a Quality Plan, with their proposal. Therefore, their proposal was eliminated from further consideration. General Dynamics was notified in writing of this decision on May 2, 2012.

Two proposals remained for further evaluation: Orbital and L-3 CE.

Evaluation Procedures

The evaluation of each proposal was conducted in accordance with NFS 1815.305-70, the approved evaluation plan and FAR 15.3, "Source Selection," and NFS 1815.3, same subject and all applicable FAR and NFS regulations. The RFP noted the C2V2 procurement would be conducted utilizing a combination of technically acceptable baseline requirements and the tradeoff of predefined Value Characteristics (VCs), Past Performance, and Cost/Price.

NASA's technical acceptability requirements were stated as baseline requirements. The Technical Acceptability baseline requirements were comprised of the following subfactors:

- Management Plan
- Technical Approach
- Schedule Reasonableness and Delivery Dates
- Quality Plan

Technical Acceptability was rated as either "Acceptable", "Potentially Acceptable", or "Unacceptable." All Technical Acceptability criteria had to be passed to be considered technically acceptable. A proposal was rated "Potentially Acceptable" when after the initial evaluation, the evaluator anticipated additional information could be provided by an Offeror during discussions that would result in a proposal rating of "Acceptable". The Offeror needed to revise or further explain its proposal. If, upon review of the new or revised information, the proposal did not meet the government's requirements, an "Unacceptable" rating would have been warranted. Although an Offeror may have received a rating of "Potentially Acceptable," it did not guarantee that discussions would be held or that the Offeror would automatically be included in the competitive range if discussions were held.

For Offerors who were determined to be technically acceptable, tradeoffs were made between predefined value characteristics, past performance, and cost/price. Past performance was more important than the combined value of the predefined value characteristics. The predefined value characteristics were considered of equal value to one another. Past performance and predefined value characteristics, when combined, were significantly more important than cost/price.

If all offers were of approximately equal merit, award was to be made to the Offeror with the lowest most probable cost or price.

The Government would consider awarding to an Offeror with higher merit if the difference in probable cost/price was commensurate with added value.

The Government was allowed to consider making award to an Offeror whose offer has lower merit if the probable cost/price differential between it and other offers warranted doing so.

The five predefined Qualitative Value Characteristics (VCs) used as tradeoff factors were described in the RFP as follows:

- **Value Characteristic A (VCA)** – Technology Readiness Level (TRL) greater than or equal to 6
- **Value Characteristic B (VCB)** – Size, weight, or power usage less than the baseline requirements in SSP 50930, ISS C2V2 Prime Item Development Specification (PIDS).
- **Value Characteristic C (VCC)** – A symbol rate greater than baseline requirement in SSP 50930, ISS C2V2 Prime Item Development Specification (PIDS).
- **Value Characteristic D (VCD)** – Major subassemblies (e.g., antenna, receiver, transmitter, transceiver, transponder) have been purchased before and are readily available to commercial, industrial, or military customers.
- **Value Characteristic E (VCE)** – Delivery dates are earlier than requirements per Section J-5, *Contract Deliverables*.

The predefined VCs were evaluated based on the following ratings defined in RFP clause M.7(C), *Limited Tradeoff (LTO) Proposal Evaluation, Predefined Value Characteristics (VCs)*:

- “Significant Value Added”
- “Value Added”
- “No Value Added”

“Significant Value Added” was defined as: The Offeror’s proposed response to the Predefined Value Characteristic is appropriate for/applies to the value characteristic and would substantially improve performance and/or substantially enhance overall contract objectives.

“Value Added” was defined as: The Offeror’s proposed response to the Predefined Value Characteristic is appropriate for/applies to the value characteristic and would improve performance and/or enhance overall contract objectives.

“No Value Added” was defined as: The Offeror’s proposed response to the Predefined Value Characteristic is not appropriate for or does not apply to the Value Characteristic, and/or the Offeror’s response to the Predefined Value Characteristic would have little or no effect on performance and/or enhance overall contract objectives.

Past Performance indicates how well an Offeror performed on earlier work and can be a significant indicator of performance under the proposed contract, the Past Performance for each Offeror (including past performance of Key Personnel) was evaluated. Past Performance was assessed in accordance with the RFP. RFP clause M.7(B), *Limited Tradeoff (LTO) Proposal Evaluation, Past Performance*, states that the performance confidence rating will be assessed at the overall factor level for Past Performance after evaluating aspects of the Offeror's recent and relevant past performance as well as the past performance of Key Personnel. Past performance was evaluated and rated using the following scale:

- "Very High Level of Confidence"
- "High Level of Confidence"
- "Moderate Level of Confidence"
- "Low Level of Confidence"
- "Very Low Level of Confidence"
- "Neutral"

Per clause M.7(D) of the RFP, *Limited Tradeoff (LTO) Proposal Evaluation, Cost/Price*, in order to ensure that the final agreed-to prices are fair and reasonable, the Government performed price and cost analysis of each proposal, in accordance with FAR 15.305 - Proposal Evaluation, FAR 15.404 - Proposal Analysis, and NFS 1815.305 - Proposal Evaluation. The Government also performed a cost realism analysis on each proposal at the cost element level inclusive of all costs for labor, non-labor resources, indirect rates and fee.

Competitive Range Determination

In accordance with the evaluation procedures described in the RFP, I determined as the Source Selection Authority (SSA) to establish a competitive range consisting of the most highly rated proposals. On May 30, 2012, the C2V2 SLPT recommended that both Offerors' proposals should fall within the competitive range. The SLPT evaluated each Offeror's proposal for overall Technical Acceptability in accordance with RFP requirements. The SLPT determined that the overall Technical Acceptability rating was "Potentially Acceptable" for both Offerors. I concurred with the SLPT's recommendation. As a result, Orbital and L-3 CE remained in the competitive range for further evaluation of each company's approach to the predefined VCs, Past Performance, and Cost/Price.

Discussions and Evaluation of Final Proposal Revisions

The Offerors were informed of their inclusion in the competitive range by letter dated June 5, 2012. Accordingly, the SLPT invited both Offerors to participate in written and oral discussions. Written responses to these questions were due on June 11, 2012. Each Offeror was given the opportunity to correct, clarify, substantiate, and confirm the contents of its respective proposal. Both Offerors provided written responses to written discussion questions in a timely manner. Oral discussions were held with Orbital on June 18, 2012 and with L-3 CE on June 19, 2012. A request for Final Proposal Revision (FPR) letter and Amendment 2 to the C2V2 Final RFP were sent to both Offerors on June 20, 2012. FPRs were due on June 27, 2012. Orbital and L-3 CE

submitted their proposals before the FPR deadline on June 27, 2012. The FPR included a signed model contract reflecting the Offeror's intent to be contractually bound.

Decision

During the presentation by the SLPT on July 17, 2012, the various JSC officials present, along with members of the SLPT, were encouraged to provide me with their opinions and comments regarding the Board's findings. I quizzed the Board members regarding their rationale behind various findings and, with three areas of exception as discussed in greater detail below, I was satisfied with the quality of their analyses. I requested the SLPT provide additional information for these areas. On August 8, 2012, I met again with the members of the SLPT and various JSC officials where the SLPT provided the additional requested information and I made my final decision.

To begin, the board determined and I agreed that both Orbital's and L3-CE's proposed solutions were technically acceptable.

For this solicitation, the evaluation factors state that (1) For those Offerors who are determined to be technically acceptable, tradeoffs will be made between predefined value characteristics, past performance, and cost/price. Past performance is more important than the combined value of the predefined value characteristics. The predefined value characteristics are considered of equal value to one another. Past performance and predefined value characteristics, when combined, are significantly more important than cost/price, (2) If all offers are of approximately equal merit, award will be made to the Offeror with the lowest most probable cost or price, (3) The Government will consider awarding to an Offeror with higher merit if the difference in probable cost/price is commensurate with added value, (4) The Government will consider making award to an Offeror whose offer has lower merit if the probable cost/price differential between it and other offers warrant doing so.

Predefined Value Characteristics Evaluation

I looked at the five (5) distinct VC's, Past Performance, and Cost/Price ratings for the two (2) Offerors in the Competitive Range: Orbital and L-3 CE. Per RFP clause M.7(E), Limited Tradeoff (LTO) *Proposal Evaluation, Tradeoff Process*, the VCs are considered of equal value to each other.

The SLPT evaluated Orbital Sciences Corporation to have the following ratings:

- "Significant Value Added" for VCA
- "Significant Value Added" for VCB
- "Significant Value Added" for VCC
- "Value Added" for VCD
- "Significant Value Added" for VCE

The SLPT evaluated L-3 Cincinnati Electronics to have the following ratings:

- "Value Added" for VCA

- “Significant Value Added” for VCB
- “Value Added” for VCC
- “Value Added” for VCD
- “No Value Added” for VCE

Value Characteristic A (VCA) – Technology Readiness Level (TRL) greater than or equal to 6

Orbital and L-3 CE were evaluated for their ability to meet the TRL level for VCA. The value of TRL can lower the technical and schedule risk of product development.

The SLPT’s overall assessment of Orbital’s proposed TRL rating was “Significant Value Added”. Orbital made changes from its initial proposal to its FPR that the SLPT determined did not change the C2V2 SLPT’s “Significant Value Added” rating. The design is stated to be comprised of multiple high TRL rated components that requires primarily only minor modifications (except for the PMC card and power supply) that do not impact the TRL value. The SLPT determined this would significantly improve performance and/or enhance overall contract objectives.

The SLPT’s overall assessment of L-3 CE’s proposed TRL rating was “Value Added”. Although the design utilizes a high TRL rated transceiver, the proposed Interface Card Hardware and Security Module have lower TRL ratings and would require design modifications but would still improve performance and/or enhance overall contract objectives.

After reviewing the SLPT’s findings, and discussing the merits of each Offeror’s approach, I determined that both the Orbital and L-3 CE designs were low technology risks. While more of the L-3 CE system required redesign of existing components, neither of the proposed systems were using untried or low technology parts. Therefore, I concluded that while Orbital’s proposed design was slightly more mature, it was not significantly less risky than the L-3 CE proposed system.

Value Characteristic B (VCB) – Size, weight, or power usage less than the baseline requirements in SSP 50930, ISS C2V2 Prime Item Development Specification (PIDS)

The SLPT presented that Orbital was given an overall rating of “Significant Value Added” rating for VCB. Similarly, the SLPT presented that L-3 CE was given an overall rating of “Significant Value Added” rating for VCB. Both Orbital and L-3 CE had “Significant Value Added” ratings due to their size, weight and power usage being significantly below the requirements. These significantly lower requirements help minimize launch constraints and impacts to the ISS power and thermal control system and would significantly improve performance and/or enhance overall contract objectives.

After reviewing the SLPT’s findings and discussing the merits of each Offeror’s proposal, I agreed with the SLPT’s assessment that both Offerors provided size, weight, and power usage parameters that are significantly below the baseline requirement and concluded that both Offerors merit similar ratings of “Significant Value Added”.

Value Characteristic C (VCC) – A symbol rate greater than baseline requirement in SSP 50930, ISS C2V2 Prime Item Development Specification (PIDS)

The SLPT presented that Orbital was provided an overall rating of “Significant Value Added” for VCC. Orbital proposed a symbol rate of 8.4 Mega Symbols per Second (Msps) that significantly exceeds the requirements, which could enable greater data throughput between vehicles. This additional capacity could result in significantly improved video quality over the minimum required for docking.

The SLPT presented that L-3 CE was provided an overall rating of “Value Added” for this VCC. L-3 CE proposed a symbol rate of 3 Msps which also significantly exceeds the requirements. A maximum data rate that significantly exceeds the requirement could enable greater data throughput between vehicles. This additional capacity could also result in improved quality over the minimum required for docking.

I recognized that Orbital’s proposed symbol rate of 8.4 Msps is greater than L-3 CE’s proposed symbol rate of 3 Msps and that both are significantly greater than the 1 Msps requirement. After reviewing the SLPT’s findings and discussing the merits of each Offeror’s proposal, I asked the SLPT to provide additional information and clarification on the symbol rate and its value significance. I met with the SLPT again on August 8, 2012 and the SLPT explained that given the current requirements outlined by the RFP, which specifies the required 1 Msps and the goal of 6 Msps, anything above the goal of 6 Msps does not measurably improve performance and/or enhance overall contract objectives. However, the additional symbol rate proposed by Orbital between 3 Msps and 6 Msps does allow greater flexibility for potential Program utilization of this communication link which would improve performance and/or enhance overall contract objectives. For these reasons, I agreed with the SLPT’s evaluation that Orbital receive a rating of “Significant Value Added” and L-3 CE receive a “Value Added” rating.

Value Characteristic D (VCD) – Major subassemblies (e.g., antenna, receiver, transmitter, transceiver, transponder) have been purchased before and are readily available to commercial, industrial, or military customers.

The SLPT presented that Orbital and L-3 CE were evaluated for their ability to meet the availability requested by VCD. The SLPT presented and I agreed that Orbital receive an overall rating of “Value Added” for VCD. Although portions of the Orbital design have a high TRL value, some Non-Recurring Effort development is required for these elements, and thus not explicitly readily available to commercial, industrial, or military customers and does not improve performance and/or enhance overall contract objectives. The transmitter and receiver were purchased before by the offeror and the offeror provided a firm quote for the security module. These were determined to significantly improve performance and/or enhance overall contract objectives.

The SLPT presented and I agreed that L-3 CE receive an overall rating of “Value Added” for VCD. The Triple Des Unit (TDU) and Data Acquisition and Video Integration System (DAVIS)

were determined to be "No Value Added" due to the number of modifications required. However, the C/TT-513 Transceiver which has been delivered under another contract is "Value Added" as it represents a significant portion of the overall design.

After reviewing the SLPT's findings and discussing the merits of each Offeror's proposal, I agreed with the SLPT's assessment that both Offeror's be given an overall rating of "Value Added" and I further determined there is not a significant difference between the availability proposed by both Offerors.

Value Characteristic E (VCE) – Delivery dates are earlier than requirements per Section J-5, Contract Deliverables.

Accelerated flight unit and flight software deliverables provide for early integration activities with the Software Development and Integration Laboratory (SDIL), Command & Control Software (CCS), Flight Software, operations, etc. An accelerated flight unit and flight software deliverables allow for additional flexibility in flight planning to meet project integration objectives.

In accordance with C2V2 RFP Amendment 2, a detailed Integrated Master Schedule (IMS) was requested of both Offerors with their FPR.

The SLPT presented that Orbital was initially provided an overall rating of "Value Added". However, after additional information was received Orbital's overall rating was changed to "Significant Value Added" for VCE. Orbital proposed early delivery of Flight Equivalent Unit 1 (FEU1) by three (3) months, software updates by one (1) to three (3) months, and all flight unit deliveries ahead of schedule by approximately five (5) months. The ratings for these three (3) types of items changed to "Significant Value Added" based upon this updated information provided in the IMS.

I raised concerns regarding schedule in relation to integration of many components from multiple companies. Contrary to L-3 CE, who is proposing to perform all of the requirements for the C2V2 Comm Unit Project, Orbital will be integrating work performed by one major subcontractor and multiple subcontractors/vendors. In such a contract where there are multiple companies requiring a coordinated management approach, there can be technical and communication challenges that could result in cost and schedule impacts. For these reasons, I determined that the Orbital proposed schedule was not as significant as the SLPT suggested.

L-3 CE did not propose acceleration of the schedule. After reviewing the SLPT's analysis and independently evaluating the SLPT's rating, I agreed with the "No Value Added" rating.

After carefully assessing the VCs, I determined that there was not a significant difference between the Offerors relative to VC's A, B, D, or E and the value they provided to the government. I did agree that for VCC, while both offeror's proposed systems with significantly

higher Msps than required by the RFP, Orbital's system was of somewhat higher value to the government than that proposed by L3-CE.

Past Performance Evaluation

In accordance with the RFP, the SLPT evaluated each Offeror's Past Performance Data. Offerors were required to submit a Past Performance narrative description for a minimum of three (maximum of five) past contracts. Offerors were considered for both the type of work performed and the magnitude of the effort(s) as they relate specifically to C2V2 RFP requirements. Offerors were requested to submit Past Performance questionnaires, completed by the Offeror's customers, from previous or current contracts. The SLPT reviewed all Past Performance narratives and questionnaires, as well as key personnel surveys, phone interviews, and independently obtained data from government and industry sources.

The SLPT evaluated Orbital Sciences Corporation to have a "High Level of Confidence" based upon the following:

The confidence rating for Orbital and its major subcontractor, SEAKR is based on: (1) mostly Very Good to Excellent ratings for the prime contractor and major subcontractor; (2) Relevant to Very Relevant past performance for the work they will perform on the solicitation contract; (3) Excellent ratings for Very Relevant Key Personnel; and (4) a Safety Rating that demonstrates good loss prevention for JSC.

Both Orbital and SEAKR are providing resources that will have a meaningful involvement in contract performance. Because SEAKR will be performing a great deal of the overall effort, both Orbital and SEAKR's past performance were used as a basis to determine the team's past performance.

Orbital and SEAKR's relevant past performance is highly pertinent to this acquisition. The SLPT focused interviews and questionnaires on the specific radio portions of the overall Orbital COTS Space Act Agreement and CRS contract. Both Orbital and SEAKR demonstrated effective performance by being fully responsive and accomplishing contract requirements efficiently with excellent cost management, and only minor problems. The SLPT did not have insight into the cost performance for the radio portions of the CRS contract and the COTS SAA because the CRS contract is Firm-Fixed-Price (FFP) and the COTS SAA is based on milestone payments. The SLPT presented there is a "High Level of Confidence" that the Offeror will successfully perform the required effort due to the strong avionic system integration performance evidenced in the surveyed contracts, the Off-the-Shelf radios proposed, and the mostly Very Good to Excellent ratings for SEAKR for similar avionics efforts.

The SLPT evaluated L-3 CE to have a "High Level of Confidence" rating based upon the following:

The confidence rating for L-3CE is based on: (1) mostly Very Good to Excellent performance ratings (2) Relevant to Very Relevant past performance for the work they will perform on the solicitation contract; (3) Excellent ratings for Very Relevant Key Personnel; and (4) a Safety Rating that demonstrates good loss prevention for JSC.

L-3 CE proposed to perform all of the requirements for the C2V2 Comm Unit Project, thus providing resources that will have a meaningful involvement in contract performance. The Offeror provided a good sampling of past performance relative to hardware development of components, firmware design and some integration tasks. The SLPT also determined that in general, L-3 CE's past performance for the specific hardware elements reported was Very Relevant to this acquisition. Although the contract values of those submitted are significantly lower than this acquisition, with the exception of the Launch Vehicle Avionics contract, L-3 CE's performance demonstrates the ability to meet schedule demands. The overall confidence rating takes into account the demonstration of past performance for all aspects of the C2V2 project. While the relevancy of these individual components range from Relevant to Very Relevant, the Offeror's past performance did not clearly demonstrate significant software development of the type that may be required by the C2V2 project. However, based on specific examples that demonstrated strong Past Performance in avionics, firmware, and communications systems development and the range of mostly Very Good to Excellent performance ratings, there is a "High Level of Confidence" that L-3 CE will successfully perform the required effort.

After reviewing the SLPT's analysis and independently evaluating the Offerors' Past Performance I requested that the SLPT validate the ratings given to Orbital for COTS and CRS and also requested the SLPT determine if the Launch Abort System subcontract (LAS) was relevant per the RFP criteria, and if so, do an evaluation of the past performance under that contract. The SLPT revalidated their findings for COTS and CRS and provided no changes. The SLPT further determined that LAS was Not Relevant to this solicitation. In considering this additional information the SLPT's assessment of past performance for both Offerors remained the same. I agreed with the SLPT's evaluation that both Offerors could perform this work and both Orbital and L-3 CE be rated a "High Level of Confidence" for Past Performance.

Cost/Price Evaluation

In addition to Past Performance, each Offeror's Cost/Price was evaluated and both Offerors completed a cost proposal. The SLPT determined a probable cost for each Offeror by adjusting the Offeror's proposed cost when appropriate, to reflect any additions or reductions in cost elements to realistic levels based on the results of the cost realism analysis. After a Cost/Price analysis was performed on each Offeror's proposed cost, it was determined that no adjustments were necessary and no resource adjustments were needed. I concurred with the SLPT that adequate price competition was obtained. Additionally, the prices were compared to the Independent Government Estimate and the prices were found to be fair and reasonable.

Orbital's probable/proposed cost is \$41.3 million. L-3 CE's probable/proposed cost is \$24.6 million. The C2V2 SLPT presented and I agreed that proposed cost was equivalent to the probable cost for both proposals as the costs are reasonable to support each Offeror's approach.

After reviewing the SLPT's analysis and independently evaluating the Offerors' total costs, I agreed that L-3 CE offered the lowest price to the Government. Orbital's total probable/proposed cost is significantly higher than that of L-3 CE. Of significance to my final selection decision was that under the evaluation criteria that NASA can consider awarding to an Offeror whose offer has lower merit if the probable cost/price differential between it and other offers warrant doing so.

Final Selection Decision

In making my decision, I again reviewed the relative importance of the evaluation factors and I carefully reassessed the VCs, Past Performance, and the Cost/Price ratings given to both L-3 CE and Orbital. During the presentation by the SLPT, the various JSC officials present, along with members of the SLPT, were encouraged to provide me with their opinions and comments regarding the SLPT's findings.

For those Offerors who were determined to be technically acceptable, tradeoffs were made between predefined value characteristics, past performance, and cost/price.

Past performance is more important than the combined value of the predefined value characteristics. The predefined value characteristics are considered of equal value to one another. Past performance and predefined value characteristics, when combined, are significantly more important than cost/price. If all offers are of approximately equal merit, award will be made to the Offeror with the lowest probable cost or price. The Government will consider awarding to an Offeror with higher merit if the difference in the probable cost/price is commensurate with added value. The Government will consider making award to an Offeror whose offer has lower merit if the probable cost/price differential between it and other offers warrant doing so. I looked at the five (5) distinct VC's, Past Performance, and Cost/Price ratings for the two (2) Offerors in the Competitive Range: Orbital and L-3 Cincinnati Electronics.

I applied the selection criteria in making my final determination. My ultimate decision involved a determination of which proposal I thought represented the best value to the Government. In conducting my in-depth review of all of the findings, I found that both Offerors submitted sound proposals, and I do not doubt that either of them would do a capable job in performing the C2V2 contract.

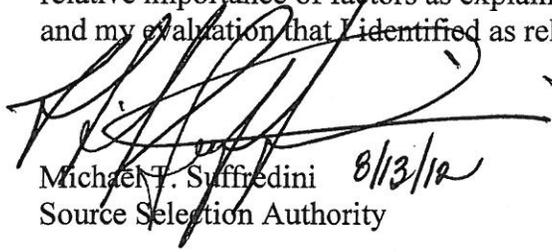
First, I agreed with the "High Level of Confidence" rating given to Orbital and L-3 CE for Past Performance.

Next, I carefully considered the total value ratings given to L-3 CE and Orbital by the SLPT Board for the VCs. In general, I found a somewhat lesser differentiation in the VC ratings than the ratings provided to me by the C2V2 SLPT and the value they provided to the government.

The SLPT and I agreed that the proposed cost was equivalent to the probable cost for both proposals as the costs are reasonable to support each Offeror's approach. However, I noted that L-3 CE had a significantly lower total cost than Orbital. Although Orbital's VCs provided

slightly higher value to the contract, I also noted that NASA can consider awarding to an Offeror whose offer has lower merit if the probable cost/price differential between it and other offers warrant doing so. Although Orbital's VCs provide slightly higher value to the contract, the value provided does not outweigh the extremely large cost difference between Offerors. As a result, I conclude that L-3 CE is the best value for the Government.

Therefore, I select L-3 CE to perform the C2V2 Contract. My selection decision is based solely on and is wholly consistent with the selection criteria and evaluation framework, including the relative importance of factors as explained in the solicitation and is supported by SLPT findings and my evaluation that I identified as relevant and material to my decision.



Michael T. Suffredini 8/13/12
Source Selection Authority