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~~Source Selection Sensitive, See FAR 2.101 and 3.104~~

(U) Proposal Analysis Report (PAR)



(U) Long Range Discrimination Radar (LRDR)

HQ0147-14-R-0002

21 October 2015

~~Source Selection Sensitive, See FAR 2.101 and 3.104~~

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(U) Acronyms

Unclassified	
ACO	Administrative Contracting Officer
AESA	Active Electronically Scanned Array
Ao	Operational Availability
BMDS	Ballistic Missile Defense System
C2BMC	Command and Control Battle Management and Communications
CBM	Condition Based Maintenance
CDR	Critical Design Review
CET	Cost Evaluation Team
CLIN	Contract Line Item Number
CS	Computer Software
CSD	Computer Software Documentation
DCAA	Defense Contract Audit Agency
DCMA	Defense Contract Management Agency
DFARS	Defense Federal Acquisition Regulations Supplement
DTIC	Defense Technical Information center
EN	Evaluation Notice
EP	Electronic Protection
ES	Element Specification
FAR	Federal Acquisition Regulation
GBI	Ground-Based Interceptor
GFP	Government Furnished Property
GMD	Ground-Based Midcourse Defense
GPR	Government Purpose Rights
IMP	Integrated Master Plan
IMS	Integrated Master Schedule
IR&D	Independent Research & Development
LIS	LRDR Integration Site
LRDR	Long Range Discrimination Radar
MDA	Missile Defense Agency
MET	Management Evaluation Team
Unclassified	

~~Source Selection Sensitive, See FAR 2.101 and 3.104~~

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~~Source Selection Sensitive, Sec FAR 2.101 and 3.104~~

(U) Acronyms (cont)

Unclassified	
MRL	Manufacturing Readiness Level
MS1	Management Subfactor 1
MS2	Management Subfactor 2
MS3	Management Subfactor 3
MTBCF _o	Operational Mean Time Before Critical Failure
NFSP	Near Field Scanner Prob
O&S	Operations and Sustainment
OSD	Office of the Secretary of Defense
PCO	Procuring Contracting Officer
PDR	Preliminary Design Review
PP/OP	Principal and Orthogonal Polarization
PPET	Past Performance Evaluation Team
Prel	Mission Reliability
RAM&T	Reliability, Availability, Maintainability and Testability
RCS	Radar Cross Section
RFI	Request for Information
RFP	Request for Proposal
RV	Re-entry Vehicle
SBX	Sea-Based X Band Radar
SOW	Statement of Work
SRR	System Requirements Review
SSA	Source Selection Authority
SSAC	Source Selection Advisory Council
SSEB	Source Selection Evaluation Board
SSP	Source Selection Plan
TD	Technical Data
TET	Technical Evaluation Team
TRL	Technology Readiness Level
TS1	Technical Subfactor 1
TS2	Technical Subfactor 2
TS3	Technical Subfactor 3
Unclassified	

~~Source Selection Sensitive, Sec FAR 2.101 and 3.104~~

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1 (U) INTRODUCTION

1.1 (U) Discussion of Requirement/Background

(U) The Long Range Discrimination Radar (LRDR) is required by the Missile Defense Agency (MDA) as a component of the Ballistic Missile Defense System (BMDS) and Ground-Based Midcourse Defense (GMD). Procurement of the LRDR will provide the Warfighter with a persistent midcourse BMDS discrimination capability contributing to the MDA mission of developing and deploying a layered BMDS to defend the United States from ballistic missile attacks of all ranges, in all phases of flight. The LRDR will serve as a BMDS midcourse sensor to mitigate threat evolution, as well as improve discrimination capability in the Pacific architecture, increasing the defensive capacity of the homeland defense interceptor inventory. The deployment of the LRDR will be operational in Alaska no later than 2020 with the intent to address threats to the homeland from the Pacific region.

(b)(5)

(U) The LRDR Market Research Report dated 21 May 2014 concluded that there are sufficient capable competitors to allow for full and open competition. The LRDR acquisition team issued a Request For Information (RFI) in the Federal Business Opportunities (FedBizOpps.gov) site, conducted an LRDR industry day and then reviewed responses (which included the conduct of one-on-one sessions) received to evaluate industry capability to respond to LRDR requirements.

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1.2 (U) Source Selection Procedures

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1.2.1 (U) RFP History

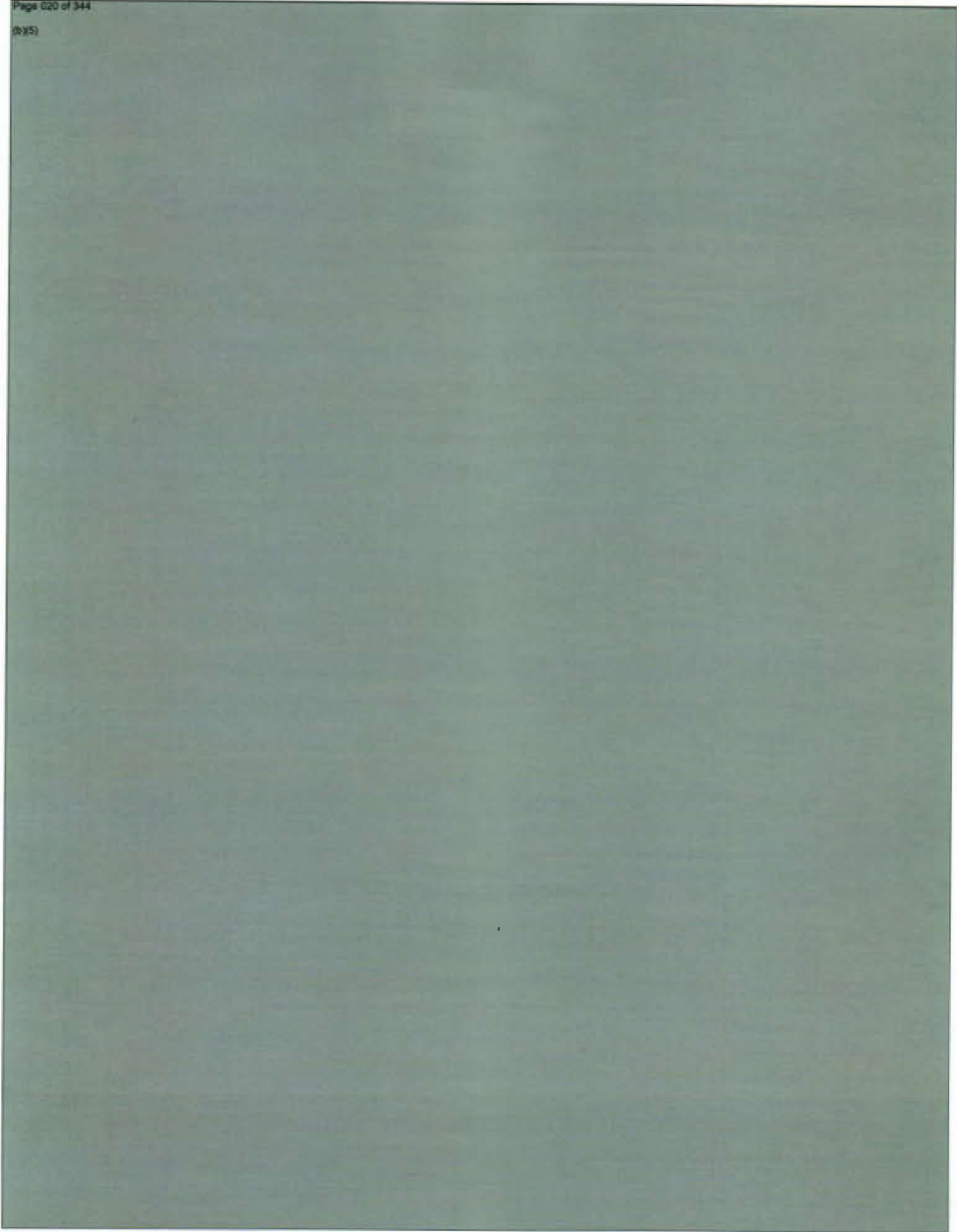
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(b)(5)



1.3 (U) Evaluation Criteria

(U) This was a competitive, best value, source selection conducted in accordance with FAR Part 15 and DFARS Part 215. The Government selected for award the most advantageous proposal representing the best value to the Government based upon an integrated assessment of Non-Price Factors (Technical, Management and Past Performance) and the Price factor. The SSA approved the basis for contract award, evaluation factors, and scope of evaluation by approving the SSP. The same basis for contract award, evaluation factors and scope of evaluation was provided to Offerors in Section M of the RFP. The Factors and Sub-factors used to perform the evaluations are outlined as follows:

(U) Evaluation Factors/Sub-factors

Unclassified
Factor 1 (F1): Technical
Sub-factor 1 (TS1): Architecture and Design
Sub-factor 2 (TS2): Software Architecture & Development
Sub-factor 3 (TS3): Technology Maturity/Manufacturing Readiness
Factor 2 (F2): Management
Sub-factor 1 (MS1): Program Management
Sub-factor 2 (MS2): Schedule
Sub-factor 3 (MS3): Small Business Participation & Commitment
Factor 3 (F3): Past Performance
Factor 4 (F4): Price
Unclassified

(U) The Technical Factor was more important than the Management Factor. The Management Factor was more important than the Past Performance Factor.

(U) All evaluation factors other than Price (Technical, Management and Past Performance) when combined, were significantly more important than the Price. The significance of price as an evaluation factor increased with the degree of equality in the overall merit of competing proposals in meeting solicitation requirements.

(U) The importance of Sub-factors was as follows:

(U) TS1 (Architecture and Design) was more important than TS2 (Software Architecture) or TS3 (Technology Maturity/Manufacturing Readiness). TS2 and TS3 were approximately equal in importance. MS1 (Program Management) was more important than MS2 (Schedule). Each

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(MS1 or MS2) was significantly more important than MS3 (Small Business Participation & Commitment).

(U) Each Technical and Management Sub-factor received one of the color ratings described as follows:

(U) Technical and Management Sub-factor Ratings

Unclassified		
Color	Rating	Description
BLUE	Outstanding	Proposal meets requirements and indicates an exceptional approach and understanding of the requirements. Strengths far outweigh any Weaknesses. Risk of unsuccessful performance is very low.
PURPLE	Good	Proposal meets requirements and indicates a thorough approach and understanding of the requirements. Proposal contains Strengths which outweigh any Weaknesses. Risk of unsuccessful performance is low.
GREEN	Acceptable	Proposal meets requirements and indicates an adequate approach and understanding of the requirements. Strengths and Weaknesses are offsetting or will have little or no impact on contract performance. Risk of unsuccessful performance is no worse than moderate.
YELLOW	Marginal	Proposal does not clearly meet requirements and has not demonstrated an adequate approach and understanding of the requirements. The proposal has one or more Weaknesses which are not offset by Strengths. Risk of unsuccessful performance is high.
RED	Unacceptable	Proposal does not meet requirements and contains one or more deficiencies. The proposal is unawardable.

Unclassified

(U) The other evaluation definitions were defined as follows:

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~~Source Selection Sensitive, See FAR 2.101 and 3.104~~

(U) Evaluation Definitions

Unclassified	
Definitions	
Significant Strength	An aspect of an Offeror's proposal that has appreciable merit or appreciably exceeds specified performance or capability requirements in a way that will be appreciably advantageous to the Government during contract performance.
Strength	An aspect of an Offeror's proposal that has merit or exceeds specified performance or capability requirements in a way that will be advantageous to the Government during contract performance.
Uncertainties	Uncertainty is a doubt regarding whether an aspect of a proposal meets a material performance or capability requirement.
Weakness	A flaw in the proposal that increases the risk of unsuccessful contract performance.
Significant Weakness	A flaw in the proposal that appreciably increases the risk of unsuccessful contract performance.
Deficiency	A material failure of a proposal to meet a Government requirement or a combination of significant Weaknesses in a proposal that increases the risk of unsuccessful contract performance to an unacceptable level.
Unclassified	

The Government assessment of risk is manifested by the identification of Weakness(es), considers the potential for disruption of schedule, increased cost, degradation of performance, and the need for increased Government oversight, or the likelihood of unsuccessful contract performance.

(U) Risk Level Definitions

Unclassified	
Rating	Description
Low	Has little potential to cause disruption of schedule, increased cost or degradation of performance. Normal contractor effort and normal Government monitoring will likely be able to overcome any difficulties.
Moderate	Can potentially cause some disruption of schedule, increased cost or degradation of performance. Special contractor emphasis and close Government monitoring will likely be able to overcome difficulties.
High	Is likely to cause significant disruption of schedule, increased cost or degradation of performance. Is unlikely to overcome any difficulties, even with special contractor emphasis and close Government monitoring.
Unclassified	

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1.3.1 (U) Factor 1 (F1): Technical

1.3.1.1 (U) Technical Sub-factor 1 (TS-1): Architecture and Design

1.3.1.1.1 (U) System Architecture

(U) The Government will assess how, under CLIN 0001, the Offeror's proposed architecture results in a producible design which accommodates the Future Growth sensitivity and Objective raid size capacity levels as defined in the LRDR Element Specification without requiring structural modifications. The Government will assess the initial LRDR capability offered for CLIN 0001. The Government will also evaluate how well the Offeror's approach addresses the Threat Scenarios sample problem.

(U) The Government will assess the performance of the Objective Capability offered (base CLIN 0001 plus option CLINs 1000 & 1200) against the Objective raid scenario.

(U) Initial LRDR capability that is offered for CLIN 0001 that has merit (such as enhanced battle space coverage and/or flexibility to participate in future BMDS flight tests) may be assigned a Strength or a significant Strength. The Government may assign a Strength or a significant Strength for capacity and performance of the initial CLIN 0001 capability against the Objective raid as set forth in the LRDR Element Specification. The Government may also assign a Strength or a significant Strength for the extent to which the initial CLIN 0001 capability exceeds the Threshold radar sensitivity up to the Objective radar sensitivity as set forth in the LRDR Element Specification.

(U) Proposals for CLIN 0001 will not be eligible for award unless they satisfy the following conditions:

- (U) Radar sensitivity and raid size capacity meets the Threshold levels
- (U) LRDR architecture and design accommodate the Future Growth sensitivity and Objective raid capacity levels as set forth in the LRDR Element Specification.

1.3.1.1.2 (U) Hardware Architecture, Design and Development

(U) The Government will evaluate how well the LRDR hardware design realizes the proposed architecture and provides a fielded system that is capable, resource efficient, producible, reliable and supportable which at least meets the requirements in the LRDR Element Specification (ES) and this solicitation.

1.3.1.1.3 (U) Reliability, Availability, Maintainability and Testability (RAM&T)

(U) The Government will evaluate how the LRDR design (hardware and software) at least meets all LRDR Reliability, Availability, Maintainability and Testability (RAM&T) requirements as defined in the LRDR Element Specification. The Government will also assess the Offeror's approach to logistics and the proposed content of the logistics demonstrations. The Government will evaluate how well the Offeror's approach addressed the RAM&T sample problem.

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1.3.1.1.4 (U) Technical Data and Computer Software Rights

(U) The Government will evaluate the extent to which proprietary or otherwise limited or restricted components, subsystems, devices, interfaces, and software within the system architecture are used. The Government will evaluate the Offeror's intellectual property and technical data rights assertions including: DFARS 252.227-7017 Technical Data Rights List (Attachment J-09); DFARS 252.227-7028 Technical Data Rights List (Attachment J-09); Supplemental Information—Noncommercial Technical Data, Noncommercial Computer Software, Noncommercial Computer Software Documentation (Attachment J-09); Commercial Technical Data, Commercial Computer Software, and Commercial Computer Software Documentation-Government Use Restrictions in the Commercial Restrictions List (Attachment J-09); as well as other information required in Section L pertaining to use of proprietary or otherwise limited or restricted information.

(U) Evaluation will include both the hardware and software concept design. In the event an Offeror proposes to deliver any commercial or noncommercial Technical Data/Computer Software/Computer Software Documentation (TD/CS/CSD) with less than Government Purpose Rights (GPR), the Government will evaluate the impact on the Government's ability to use, modify, release, or disclose such TD, CS, or CSD. Use of proprietary algorithms, designs, processes, or interfaces will be evaluated based on the extent to which they affect the Government's overall goal and ability to acquire and support the LRDR design. Justification and rationale for all intellectual property and technical data rights assertions will be evaluated. Any proposal which asserts less than GPRs at any system/subsystem interface or other interface (e.g., including, but not limited to, mechanical, electrical and thermal) may result in the assignment of a Weakness or significant Weakness.

1.3.1.2 (U) Technical Sub-factor 2 (TS-2): Software Architecture and Development

(U) The Government will evaluate how the proposed Software Architecture and Development at least meets the technical and compliance requirements of the LRDR Element Specification, the Statement of Work, and the terms and conditions of this solicitation. The Government will also evaluate the suitability and results of radar algorithms and related products submitted as substantiation of the Offeror's performance claims for acquisition, track, discrimination, hit assessment and raid handling.

1.3.1.3 (U) Technical Sub-factor 3 (TS-3): Technology Maturity/Manufacturing Readiness

1.3.1.3.1 (U) Technology Maturity

(U) The Government will evaluate the Offeror's understanding of technological maturity issues and anticipated risks to LRDR performance, delivery and reliability requirements. The Government will also assess the Offeror's metric-based processes and plans to achieve at least a Technology Readiness Level (TRL) of 6 by System PDR for all mission critical, safety critical, and other key components, and the plan to achieve at least a TRL of 7 by System CDR.

1.3.1.3.2 (U) Manufacturing Readiness

(U) The Government will evaluate the Offeror's manufacturing readiness level claims and its understanding of the manufacturing challenges, anticipated risks and risk mitigations to LRDR performance, delivery and reliability requirements. The Government will assess the Offeror's metric-based processes and plans to achieve at least a Manufacturing Readiness Level (MRL) of 6 for all mission critical, safety critical, and other key components by System PDR, and plans to achieve at least MRL level 7 by System CDR.

1.3.2 (U) Factor 2 (F2): Management

1.3.2.1 (U) Management Sub-factor 1 (MS-1): Program Management

(U) The Government will evaluate the Offeror's proposed program management approach for accomplishing the SOW requirements and the terms and conditions of the contract. The Offeror's management approach will be evaluated to determine the extent to which the Offeror has developed a strategy for the effective and efficient management of contract activities, business operations and program management activities including subcontract management, key personnel, facilities, and System and Specialty Engineering.

1.3.2.2 (U) Management Sub-factor 2 (MS-2): Schedule

(U) The Government will evaluate the Offeror's proposed approach and understanding of the entire effort as demonstrated in the proposed Integrated Master Schedule (IMS) and accompanying Schedule Risk Assessment.

1.3.2.3 (U) Management Sub-factor 3 (MS-3): Small Business Participation and Commitment

(U) The Government will evaluate the Offeror's Small Business Participation and Commitment Plan. As part of the evaluation for this Sub-factor the Government will consider each Offeror's commitment to use small businesses in terms of the type of work to be performed, the extent to which specific companies are named in the proposal; and whether documented commitments are demonstrated in their proposal.

1.3.3 (U) Past Performance (Factor 3)

(U) Based on an integrated assessment of recency, relevancy, and quality of work, the Government will assign an overall past Performance Rating as follows:

Unclassified	
Rating	Definition
Acceptable	Based on the Offeror's recent/relevant/quality performance record, the Government has a reasonable expectation that the Offeror will successfully perform the required effort.
Unacceptable	Based on the Offeror's recent/relevant/quality performance record, the Government has no reasonable expectation that the Offeror will successfully perform the required effort.
Neutral	No recent/relevant/quality performance record is available, or the Offeror's performance record is so sparse that no meaningful confidence assessment rating can be reasonably assigned.
Unclassified	

1.3.3.1 (U) Recency Assessment

(U) The Government will assess past performance information to determine if it is recent. Past performance information that does not meet the definition of "recent: (M-4.3.1(b)) will be considered "not recent" and will not be evaluated. If any part of performance falls within the "recent" timeframe, the Government may consider the entire performance in its evaluation of past performance.

1.3.3.2 (U) Relevancy Assessment

(U) The Government will assess past performance information that has been determined to be recent to ascertain its relevancy to the scope of this solicitation. The Government is not bound by the Offeror's opinion of relevancy.

(U) In assessing relevancy, the Government may consider all information it receives or obtains, such as contract type and dollar value, program phase, division of company, and major subcontractors, as well as performance information related to efforts the Offeror or major subcontractors performed for other agencies of Federal, State, or local Government, and commercial customers.

(U) A record of more relevant past performance will typically be a stronger predictor of future success and may have more influence on confidence assessment than a favorable record of less relevant past performance.

(U) Based on an assessment of the Offeror's recent performance history and its relevancy to this solicitation, the Government will assign a Relevancy Rating. The following rating definitions apply:

Unclassified	
Rating	Definition
Very Relevant (VR)	Present/past performance effort involved essentially the same scope and magnitude of effort and complexities this solicitation requires
Relevant (R)	Present/past performance effort involved similar scope and magnitude of effort and complexities this solicitation requires
Somewhat Relevant (SR)	Present/past performance effort involved some of the scope and magnitude of effort and complexities this solicitation requires.
Not Relevant (NR)	Present/past performance effort involved little or none of the scope and magnitude of effort and complexities this solicitation requires

Unclassified

1.3.3.3 (U) Performance Quality Assessment

(U) The Government will conduct an in-depth evaluation of the Offeror's recent and relevant performance history in order to assess the Offeror's quality of performance on past contracts. This assessment will not change the existing record or history of the Offeror's past performance; rather, the evaluation process will review information from customers on how well the Offeror performed on those past contracts.

(U) Based on its evaluation, the Government will assign a Performance Assessment Quality Rating. The following rating definitions apply:

Unclassified	
Rating	Definition
Satisfactory (S)	Performance met contractual requirements. Performance contained some minor problems for which corrective actions taken by the Offeror appeared or were satisfactory.
Unsatisfactory (U)	Performance did not meet most contractual requirements. Performance contained problem(s) for which the Offeror's corrective actions did not appear in a timely manner, or were ineffective.
Not Applicable (NA)	Unable to provide an assessment due to lack of information.

Unclassified

1.3.4 (U) Price Factor

(U) The Price Factor will not receive a color rating. The Cost Volume shall be evaluated, but shall not be scored or otherwise combined with other aspects of the proposal evaluation. The Government will evaluate each Offeror's price proposal using one or more of the techniques described in FAR 15.404 and DFARS 215.404. Information in the proposal and information from other sources such as DCAA, DCMA, and information obtained by the past performance evaluation team may be considered under the cost factor.

1.3.4.1 (U) Total Evaluated Price

(U) The Government will evaluate the Offeror's price proposal to determine a Total Evaluated Price (TEP).

(U) The Total Evaluated Price (TEP) shall include all CLINs, including the option CLINs. The Cost Addendum requested for Shemya location shall not be included or considered in the Government's establishment of Total Evaluated Price.

(U) The Total Evaluated Price is comprised of:

- (U) The proposed ceiling price for CLINs 0001, 0010, 1000, 1010, 1200, and 1210.
- (U) For all cost reimbursement CLINs, the probable cost (reflecting any Government adjustments to proposed cost as a result of cost realism analysis) and associated fee at that probable cost (excluding performance incentives) determined in accordance with applicable RFP fee language.
- (U) The maximum potential Performance incentive fees.
- (U) The total amount of any additional costs to the Government

1.3.4.2 (U) Additional Costs to the Government

(U) The amount of any additional costs to the Government which are necessary to support the Offeror's unique approach will be considered by the Government when making the best value determination. Items such as increased operating cost resulting from data assertions, government furnished equipment, information, facilities, and any other government property proposed by the Offeror that may be included in the category of cost. Even if the proposed Government Furnished Property (GFP) is available on a rent free basis the amount of rent would otherwise be charge in accordance with FAR 52.245-9, Use and Charges, will be considered. However, Additional Costs to the Government does not include the GFP items listed in Section J of the RFP. These items are intended to be available to all Offerors and the use of these items will not be considered a discriminator during selection.

1.3.4.3 (U) Funding Limitations

(U) The Government will perform a cost realism analysis of the Target Cost proposed for CLINs 0001, 0010, the Estimated Cost for CLIN 0030, to establish that these requirements are fully understood by the Offerors. The results of the cost realism analysis will be used to assess the proposed Target Costs and Estimated costs. Applicable cost incentive fee (reflecting applicable

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adjustment to the proposed target profit applying the share ratios defined in the RFP should the Government-evaluated target cost differ from the proposed target cost), the maximum performance incentive fee proposed and the proposed fixed fee will also be included in the Government's analysis of funding requirements. Any proposal that is evaluated to require funding at any time during performance in excess of the cumulated funding established in L-3.4.5.2 (for each Government fiscal year) and the associated termination liability for that Government Fiscal Year shall be considered ineligible for award. The Total Evaluated Price will be evaluated in accordance with M-5.1.

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2

(U) DESCRIPTION OF PROPOSALS

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EXEMPTIONS B1 / B3 /
B4 / B5**

3.4 (U) Funding Eligibility for Award Analysis

3.4.1 (U) Assessment of Adequate Price Competition

(U) Since FAR 15.403-3 states "When adequate price competition exists..., generally no additional data are necessary to determine the reasonableness of price." Adequate price competition exists when:

- (U) Two or more responsible offerors, competing independently, submit priced offers that satisfy the Government's expressed requirement and
- (U) Award will be made to the offeror whose proposal represents the best value where price is a substantial factor in source selection; and
- (U) There is no finding that the price of the otherwise successful offeror is unreasonable.

(U) Since the LRDR source selection is competitive, meeting all the conditions established in FAR 15.403-1(c)(1) for adequate price competition. The CET concluded that LRDR met all the requirements of adequate price competition.

3.4.2 (U) Comparison of Proposed Prices to the Independent Government Estimates (IGE)



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DENIED EXEMPTIONS
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6.0 SIGNATURE PAGE

This report shall supersede all other communications, briefings etc. either oral or written, with respect to the subject matter hereof. All other communications and briefings carry no force or affect as it pertains to the interpretation or operation of the language of the instant document nor should such documents be used to provide meaning to any of the evaluation results contained herein.

(b)(6)

SOURCE SELECTION EVALUATION BOARD CHAIRPERSON

Date: 20 OCT 2015

(b)(6)

PROCURING CONTRACTING OFFICER

Date: 21 OCT 2015

APPROVED:

(b)(6)

SOURCE SELECTION ADVISORY COUNCIL CHAIRPERSON (Acting)

Date: 21 OCT 2015

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DENIED EXEMPTION /
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