

**National Aeronautics and Space Administration
Ames Research Center
Moffett Field, California 94035-1000**

Justification for Other than Full and Open Competition

[FAR 6.303-2(a)(1)]

Summary Information:

Initiating Office: NASA Ames Research Center
Acquisition Division (Code JAC)

Purchase Request No.: 4200319176

Procurement Title: Technical Services for Aerospace Systems Modeling and Simulation
(SimLabs)

Total Estimated Value: **FOIA Exemption 5**

Period of Performance: July 1, 2011 through June 30, 2012

Statutory Authority: 10 USC 2304(c)(1), *Only One Responsible Source and No Other
[FAR 6.303-2(a)(4)] Supplies or Services Will Satisfy Agency Requirements*

This Justification for Other than Full and Open Competition (JOFOC) has been prepared in accordance with the requirements of Federal Acquisition Regulation (FAR) [6.303](#) and NASA FAR Supplement [1806.303](#).

Detailed Information:**A. Nature and/or description of the action being approved.** [FAR 6.303-2(a)(2)]

NASA Ames Research Center (ARC) proposes to negotiate a sole source contract modification with Science Applications International Corporation (SAIC) to extend the period of performance and increase the total value of the contract accordingly. The proposed 12-month extension consists of one nine-month base period and three one-month option periods, which would extend the current period of performance through March 2012 or through June 2012 if all options are exercised. The current total contract value is **FOIA Exemption 5**, which covers a 6 year base period. The requested increase of **FOIA Exemption 5** will be applied to the additional period of performance. The increase will raise the total contract value to approximately **FOIA Exemption 5**.

Under the SimLabs contract, the Contractor provides SimLabs research customers with high-fidelity environments in which to conduct simulated flight research and to advance the state-of-the-art of simulation technology. Researchers use the SimLabs facilities to investigate a variety of topics ranging from the design of new aircraft guidance and control systems to the human factors implications of new or existing flight deck displays, airspace operations, air traffic control and automation. In-house projects and experiments are conducted to develop new simulator systems and subsystems, improve simulation systems, develop advanced engineering techniques to improve the fidelity and validity of simulation programs, and incorporate the latest technology into simulation systems.

The original SimLabs contract was competitively awarded to SAIC with performance commencing on July 1, 2005. The Cost-Plus Award Fee (CPAF), Incentive-Fee (CPIF), Award-Term (CPAT) contract consisted of a five (5) year base, and five (5) Award Term periods which, if entirely awarded, would have expired June 30, 2015. However, due to greater than anticipated contract usage the contract maximum value was exhausted much sooner than anticipated. The depleted contract value was increased by deleting the remaining Award Term Periods (ATP) and rolling up the ATP value into the existing six year base period thus deleting Award Term from the contract type. As a result, the current CPAF, CPIF SimLabs contract expires on June 30, 2011.

The requested period of performance extension and increase in contract value will enable the continuity of the simulation experiments for existing and future Vertical Motion Simulator (VMS), Crew-Vehicle Systems Research Facility (CVSRF), and Future Flight Central (FFC) customers while the follow-on SimLabs requirement, currently in progress, is competed and awarded.

B. Description of the supplies or services required to meet the agency's needs (including estimated value). [FAR 6.303-2(a)(3)]

NASA Ames Research Center requires SimLabs support to provide continuity of services to the Space Shuttle Program, numerous NASA Aeronautics programs, Army Rotorcraft Research, and National Transportation Safety Board accident investigations. Contract NNA05BE28C currently has a base period of six (6) years, which expires on June 30, 2011.

As explained in section "A" above, the need to ensure continuation of SimLabs' mission through the acquisition cycle of a follow-on contract necessitates the extension of period of performance and an increase in contract value of the current contract.

The requested increase of **FOIA Exemption 5** is based on the Government's Independent Cost Estimate of actual requirements projected for support of the SimLabs facilities maintenance/repair operations and SimLabs Customer simulation schedules. The increased contract value will be used to cover the contract extension period.

C. An identification of the statutory authority permitting other than full and open competition. [FAR 6.303-2(a)(4)]

The statutory authority is 10 USC 2304(c)(1), *Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements*.

D. Demonstration of the proposed contractor's unique qualification or the nature of the acquisition requires use of the authority cited. [FAR 6.303-2(a)(5)]

In accordance with FAR 6.302-1(a)(2)(iii), for DoD, NASA, and the Coast Guard, services may be deemed to be available only from the original source in the case of follow-on contracts for the continued provision of highly specialized services when it is likely that award to any other source would result in substantial duplication of cost to the Government that is not expected to be recovered through competition, or unacceptable delays in fulfilling the agency's requirements.

The SimLabs contract provides highly specialized services for multiple programs and projects that include, but are not limited to Orion (ESMD), Space Shuttle (SOMD), subsonic/rotary wing (ARMD), Shared Capability Asset Program (SCAP) Program, Rotorcraft Aircrew Systems Concepts Airborne Laboratory (RASCAL), United Parcel Services (UPS), Small Satellites, Center/TRACON Automation System (CTAS), Distributed Space Exploration Simulation (DSES) Projects, and Very Close Spaced Parallel Approaches (VCSPA).

The SimLabs contract extension will allow sufficient time for the continuation of specialized technical support, pending release of the draft and final solicitation, submission of proposals, proposal evaluation and award selection of the follow-on procurement. Without the proposed contract extension, there will be a gap in SimLabs support which will severely impact on-going research and critical simulation schedules causing unacceptable delays for SimLabs research "customers" working on cutting-edge technology in air traffic management, Green Aviation concepts, Unmanned Aerial Systems (UAS) operating in the National Airspace System (NAS), and many other projects.

Competition and award of the required SimLabs Technical Services to another vendor would not be feasible since the follow-on acquisition is in progress with an anticipated FY2012, Second Quarter award date. A separate competition and award of the increased requirements to another vendor would neither be feasible nor reasonable given the substantial duplication of cost not expected to be recovered through competition. Also, this duplication of effort implies the commencement of a new procurement cycle that would, at a minimum, take nine months to complete. This does not include the phase-in and learning curve if another contractor is awarded this requirement increase.

E. Description of efforts made to ensure that offers are solicited from as many potential sources as is practicable, including whether a notice was or will be publicized as required by [FAR Subpart 5.2](#) and, if not, which exception under [5.202](#) applies. [FAR 6.303-2(a)(6)]

A synopsis was posted on April 26, 2011, to inform the public of NASA's intent to increase the contract value of NNA05BE28C as required by Subpart 5.2. The synopsis provided instructions for interested organizations to submit capabilities and qualifications to perform the effort to the Contracting Officer by May 16, 2011. There has been no response to date. (See Item G).

F. A determination by the contracting officer that the anticipated cost to the Government will be fair and reasonable. [FAR 6.303-2(a)(7)]

The Contracting Officer's signature on this document indicates that the Contracting Officer has determined that the anticipated cost to the government will be fair and reasonable. Prior to execution of the contractual instrument, a proposal analysis will be performed in accordance with FAR 15.404. The proposal analysis will ensure that the final agreed-to price for the new contract period is fair and reasonable. Analysis will include *both cost and price evaluation techniques*. Pre-negotiation objectives will be prepared prior to the initiation of negotiations and will be approved in accordance with [FAR 15.406](#) prior to the conduct of negotiations.

G. Description of the market research conducted and the results or a statement of the reason market research was not conducted. [FAR 6.303-2(a)(8)]

On April 26, 2011, a synopsis was posted to inform the public of the intent to extend the period of performance and to increase the total contract value of contract NNA05BE28C with SAIC. The synopsis provided instructions for interested organizations to submit capabilities and qualifications to perform the effort to the Contract Specialist by May 16, 2011. There has been no response to date. The lack of response from capable vendors indicates that feasible alternative sources offering better technical and/or business approaches to meet programmatic requirements are not obtainable at this time. Also, a search of the Federal Strategic Sourcing Initiative (FSSI) website was conducted <http://www.gsa.gov/portal/content/112561>, however, there were no contracts identified as a result of the search.

H. Any other facts supporting the use of other than full and open competition.
[FAR 6.303-2(a)(9)]

Facts supporting the use of other than full and open competition are set forth in paragraph D of this document.

A deviation from the five (5) year contract limitation was requested during the acquisition strategy phase of RFP2-38200. This deviation was for a ten (10) year period of performance. Headquarters advised a deviation was not necessary and recommended inclusion of award term incentive periods to cover the additional five (5) years. The resulting contract was structured as a five (5) year base period, with five (5) years of incentive (ATPs), consisting of two (2) six-month ATPs, three (3) one-year ATPs, and two (2) six-month ATPs. Based on award fee evaluations covering the period 8/1/06 through 7/31/07, two (2) ATPs of six (6) months each were added to the contract resulting in a revised contract period of performance of six years. In December 2008, the contract was restructured to eliminate the remaining ATPs as the contract value was exhausted. This deviation is to increase the contract period to seven (7) years, still within the original intent of a ten year period of performance.

SAIC's task performance in terms of safety, milestones, scheduled metrics, and deliverables is well organized, prioritized, and safely completed on time and within budget. SAIC has received semi-annual "Excellent" Award Fee ratings since award of the contract, and the 1st and 2nd Award Term periods (6 months each) were awarded in Sept 2007 and Aug 2008 respectively. Under award term, the contractor is awarded additional periods of contract performance which is added to the base period. The contractor is evaluated for supporting customer outreach resulting in new customers for the facilities.

I. Listing of the sources, if any, that expressed, in writing, an interest in the acquisition. [FAR 6.303-2(a)(10)]

As stated in paragraphs E and G above, there was not a company that expressed an interest in the increased requirement.

J. Statement of the actions, if any, the agency may take to remove or overcome any barriers to competition before any subsequent acquisition for the supplies or services required. [FAR 6.303-2(a)(11)]

Since competition has always been adequate for the competition of the SimLabs requirement, there are no actions the agency needs to take to remove or overcome any barriers to competition before any subsequent acquisition for the services required.

For the foregoing reasons and to prevent unacceptable delays and substantial duplication of costs in fulfilling the Agency's highly specialized requirements, SAIC is clearly the only one responsible source to support current and future internal and external customers under the SimLabs contract for the contract's period of performance.

Signature Page

Requirement Initiator:
Steve E. Cowart
COTR, SimLabs Contract

I certify that the facts presented in this justification are accurate and complete.


Signature

5/5/11
Date

Contracting Officer:
Jill Willard

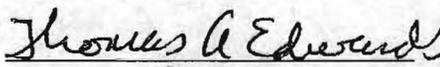
I hereby determine that the anticipated cost to the Government will be fair and reasonable and certify that this justification is accurate and complete to the best of my knowledge and belief. [FAR 6.303-2(a)(12)]


Signature

5/16/11
Date

CONCURRENCE:

Directorate Manager:
Dr. Thomas A. Edwards
Director of Aeronautics


Signature

6/8/11
Date

Procurement Officer (Acting):
Kelly G. Kaplan


Signature

6/23/11
Date

APPROVAL:

Center Competition Advocate:
Charles W. Duff II
ARC Deputy Center Director
(Acting)


Signature

6/23/2011
Date

cc (after approval):
JAB/241-1