

JUSTIFICATION FOR OTHER THAN FULL AND OPEN COMPETITION (JOFOC)
(In Accordance with Federal Acquisition Regulation (FAR)
6.3- Other Than Full and Open Competition)

- 1. This document is a justification for other than full and open competition prepared by NASA's Goddard Space Flight Center (NASA's GSFC):**

This justification has been prepared by the NASA Headquarters (HQ) Office of Human Capital Management (OHCM) and the NASA HQ Procurement Office at Goddard Space Flight Center (GSFC). NASA's HQ proposes to increase the period of performance of the executive coaching services contract with Cambria Consulting. This document justifies the determination for using other than full and open competition.

- 2. The nature and/or description of the action being approved:**

This document provides the rationale and justification to solicit only one source for the continuation of coaching services for the Agency Coaching Program through the increase in the period of performance of Contract NNH07CD39B with Cambria Consulting by 6-months. This increase will serve as a bridge between NASA's existing contract for coaching services and award of the follow-on contract in late 2012. The current contract expires on July 31, 2012.

The procurement package for the follow-on requirement was received by Headquarters Procurement in January 2010, and several meetings were held with the customer to finalize requirements during February & March. NASA began review of the solicitation in May 2010, which under normal circumstances would be a sufficient amount of time to make a timely award with no break in service. However, the Contracting Officer Representative (COR) assigned to this requirement was reassigned elsewhere which resulted in an unexpected delay of this procurement. Additionally, a Sources Sought was issued in April 2011 yielding an extremely high number of responses, 68 vendors, to review and evaluate. The Industry Assistance Office asked the customer to do three levels of review and follow-up with interested vendors to determine their capability to perform this requirement. In March 2012, it was determined that the requirement would not be a Small Business set-aside, requiring a change in the acquisition strategy for the requirement as well as additional justification and approvals. This process added approximately 14 months of time to the overall process and significantly impacted our ability to finalize the requirement and make a timely award.

Without an extension to the period of performance a break-in-service will occur for the Agency Coaching Program and the 85 external engagements currently in progress will terminate mid-engagement. Executive Coaching is a key component to the Agency's learning & development and succession management strategies, essential to building leaders, building technical excellence, and building successful organizations. External coaches are not only a stand-alone development option for individual leaders but, also a highly integrated learning component of our 2012 Agency leadership development programs, NASA FIRST and the Mid-Level Leader Program (MLLP), and Leading Through Influence. Failure to extend the period of performance would not only cause a break-in-service to the coaching

component but would significantly disrupt the overall learning and development of participants within these programs. Coaches are utilized in a very intentional and strategic way as part of these programs working with leaders on specific topics related to the overall objectives and competencies being built as part of the design. There is a tremendous amount of work and expense to orient coaches to a particular program or course, establish relationships, and build trust among coaches, program leaders, and clients. It is neither useful nor cost effective to bring in other coaches to the 2012 leadership development programs currently taking place. A break-in-service to this contract would result in the loss of this learning component and cause a major disruption to the flow, learning, and trust of participants within these programs.

Additionally, coaching is the main avenue provided to NASA's executive cadre for development. Executive coaching is an intense one-on-one relationship between coach and client that is based on trust and mutual respect. Coaching is only successful if a client has confidence in a coaches' technical capability as well as his/her understanding of the broader organizational context and system in which the client resides. A coaches' ability to enter a coaching engagement with these foundational pieces builds trust, allows for immediate work to begin within the engagement, and is the most cost effective means to deliver this service. Failure to enter into an engagement with these foundational pieces results in coaching hours being used as a means for the coach to become familiar with the clients' organization instead of its intended purpose to provide developmental support to the client. A vendor's ability to provide coaches with knowledge and experience of the organization becomes increasingly more important the higher the level of leader due to the high context environment found in the Executive cadre. NASA's current OPM requirement to provide ongoing development to executives requires a vendor with knowledge, experience, and understanding of the NASA culture. To date, Cambria is the only vendor with knowledge, experience, and understanding of the NASA culture combined with the technical coaching capability that can meet NASA's schedule requirements to provide coaches acceptable to NASA. If the 6 month bridge required to complete the recompetete of this requirement is not approved; NASA would be forced to onboard and orient a group of coaches to the organization which, by nature of the timing would be neither efficient or effective, and would require NASA to do the same thing again when the new contract and vendor(s) are selected.

3. Description of the supplies or services required, including an estimated value:

The contractor shall provide a diverse pool of executive/business coaches to an increased number of Senior Executive Service (SES) leaders in accordance with the Agency Coaching Program requirements and the ongoing OPM Executive Development requirement.

Business coaching focuses on aligning individual and organizational goals to optimize performance and mission results. The Contractor shall provide coaching services that: captures individual and organizational change to improve mission performance, enable personal transformation and career role transition, supports the development of future leaders for the organization, and/or addresses a specific challenge. These services are designed to enhance leaders by having more knowledgeable and skilled leaders that are adaptable; having leaders that inspire, motivate, and guide others towards goals; and leaders that demonstrate high standards of honesty, integrity, trust, openness, and respect.

The current maximum ordering value of this contract is sufficient to meet employee and client demands, however, the period of performance needs to be extended to prevent a break-in-service and leverage efficiencies for NASA and the Agency Coaching Program while the value is not changing we anticipate the costs incurred during this 6-month extension to be approximately \$650,000.

4. Statutory authority permitting other than full and open competition:

The applicable statutory authority permitting other than full and open competition is 10 U.S.C. 2304 (c) (1), as cited under FAR 6.302-1, only one responsible source, and no other supplies or services will satisfy Agency requirements.

5. A demonstration that the proposed contractor's unique qualifications or the nature of the acquisition requires use of the authority cited:

NASA is requiring the same level of performance currently being supplied through Cambria Consulting. Level of performance includes, but is not limited to, the technical coaching capability of the vendor and its coaches, intimate knowledge and experience working in NASA and with NASA leaders. Only one responsible source is capable of responding due to the unique or specialized nature of work and this source is Cambria Consulting.

Cambria is also the only organization capable of providing these services with the necessary in-depth knowledge of past, present, and near-term future Government strategy, culture, leadership development efforts, facilities, networks, management structure, and personnel. Cambria has the required knowledge, technical capability, and processes that NASA requires to deliver coaching services. These processes include programs that have been designed and modified to NASA's organizational structure. Cambria's effective methodology required at least five months of intense input from NASA personnel to plan a program that would fulfill agency requirements. No other vendor is able to deliver this service during the bridge period without a disruption in work. It is estimated that it will take any technically capable vendor 4-6 months to become familiar with and gain experience with the NASA culture and organizational context as well as develop an approved coaching plan that adheres to the agency's requirements. A delay is unacceptable to the agency because of the requirement to fulfill the coaching requests in the time required in the many executive development plans. Cambria is the only vendor with knowledge, experience, and understanding of the NASA culture combined with the technical coaching capability that can meet NASA's schedule requirements to provide coaches acceptable to NASA during this bridge period. It would be impossible for a vendor to gain the level of knowledge and experience necessary for a NASA leader to be willing to engage in a trusting coaching relationship with this person. This 6-month bridge is to be spent solely on client need and development and not on orienting a new coach to NASA. Therefore, delivery of coaching services that meet the Agency's minimum requirements would not be possible if another new vendor is used during this bridge period.

The phase-in period would require NASA to spend a significant amount of time acclimating a new vendor to the NASA environment, organizational context, leaders, the Agency Coaching program, strategy, processes, and requirements only to potentially have to duplicate this effort and cost again if awarded the follow-on contract to another new vendor.

New documents and material would need to be created in addition to new coaches that would need to be transitioned into the Agency culture and center culture where services are to be performed. In addition to the phase-in period, the Government would need to review submitted Contractor proposals and documents for this increase, which it would need to do again when the follow-on solicitation is issued. This is not cost-effective or efficient given that the solicitation was released on June 29, 2012 with an estimated award made during November 2012. Substantial costs would be incurred if a new vendor was brought onboard during the solicitation period. These costs include a phase-in period of 4-6 months to ensure engagements and programs continue as planned. Given the time required for solicitation in addition to the phase-in period, this would potentially result in a break-in-service for coaching across the Agency for up to 6 months. By the time a new vendor was acclimated the solicitation would be completed and the same process would need to be repeated for the vendor(s) selected.

There is no known company that has the knowledge, experience, and understanding of the NASA culture combined with the technical coaching capability that can meet NASA's schedule requirements to provide coaches acceptable to NASA without an unacceptable delay in coaching support resulting in Executives being unable to meet their external OPM requirements. The break in service would be detrimental to the Agency because the Executives and leaders would not fulfill the coaching requirement outlined in their development plans nor would important individual, team, and organizational support provided through coaching is available at this critical time in the Agency.

6. Description of the efforts made to ensure that offers are solicited from as many potential sources as practicable, including whether a notice was or will be publicized as required by Federal Acquisition Regulation (FAR) 5.2:

In accordance with Part 5.2 of the FAR, a synopsis was issued on July 20, 2012 to notify interested sources that this requirement will be issued on a sole source basis and to allow industry an opportunity to submit a response.

7. A determination by the Contracting Officer that the anticipated cost to the Government will be fair and reasonable:

The current maximum ordering value of this contract is sufficient to cover employee and client demands for the duration of the 6-month extension. Cost/price analysis was conducted at the contract award and it was determined that the prices are fair and reasonable.

8. Description of the market research conducted, and the results, or a statement of the reasons market research was not conducted:

A notice to FedBizOpps was published on July 20, 2012 to announce NASA's intentions to award a sole source contract extension. The results of this synopsis are included in paragraph 10.

9. Other facts supporting the use of other than full and open competition:

Limited market research was conducted because Cambria and its cadre of coaches have knowledge and experience in working with NASA employees, supervisors/managers, and executives around a variety of leadership topics. This specific knowledge and experience is crucial to the success of coaching in support of the new OPM requirement that all executives have an Executive Development Plan and ensure consistency at all levels of leadership by working in collaboration with NASA leadership development programs and courses. Cambria's ongoing experience, knowledge, and work is a primary reason NASA has been able to expand its coaching strategy to include coaching in collaboration with its leadership programs as well as executive transitions and development.

10. Sources, if any, that expressed an interest, in writing, in the acquisition:

Two (2) vendors responded to the synopsis. While the overall capabilities of these vendors appear sufficient to provide coaching services to NASA, the immediate need for coaches with specific experience and knowledge about NASA, its leaders and culture, current coaching processes, and overall context for coaching and development in the Agency cannot be found with these vendors.

11. The actions the Agency may take to remove or overcome any barriers to competition before any subsequent acquisition for the supplies or services required:

OHCM will monitor and research the industry to identify any other contractors capable of meeting this requirement for NASA as the follow-on effort to this Contract is competitive. The follow-on solicitation was issued on June 29, 2012 and award of this effort will be the successor to this Contract. Therefore, this action will have no effect on future actions and no further action is required to remove barriers to future competitions.

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

Sue J. Bosland 7/2/12
Signature Date

CONTRACTING OFFICER:
(APPROVAL) I certify that this justification is accurate and
complete to the best of my knowledge and belief.

Amanda J. Deslep 7/31/12
Signature Date