

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 Goddard Space Flight Center's Wallops Flight Facility (NASA GSFC's WFF) proposes to extend the Core period of performance and estimated value, and extend the Indefinite Delivery Indefinite Quantity (IDIQ) ordering period of the Wallops Institutional Consolidated Contract (WICC) (*i.e.*, NASA contract NAS5-01080, with Cube Corporation doing business as (dba) VT Group). This document justifies the determination for using other than full and open competition.

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

WICC provides institutional services for NASA's GSFC's WFF located at Wallops Island, Virginia. WICC was awarded as a 10-year Cost Plus Incentive Fee/Award Term/Award Fee contract with an IDIQ portion. The WICC competitive follow-on procurement, WICC II, was delayed during a prolonged development of the acquisition strategy which caused the Procurement Strategy Meeting not to be held until April 18, 2012, and the solicitation not to be released until August 21, 2012. The current contract was extended an additional 1 year with six additional 1-month option periods, effective September 1, 2011 through February 28, 2013.

Proposals for the WICC II were received on October 23, 2012, with an anticipated award date of November 8, 2013, and a 60-day phase-in period, resulting in an anticipated actual start date of January 7, 2014. Accordingly, NASA GSFC proposes a 10-month extension with four 1-month option periods. This additional time is needed to complete the evaluation and award of the WICC II follow-on procurement. The option periods are necessary to allow for additional time if unexpected delays occur.

The contract extension is necessary not only to ensure program continuity and critical mission operations support, but also to avoid significant technical impacts to NASA's programs. For reasons detailed in Section 5 below, the current WICC requirements are such that a new contractor that is unfamiliar with the existing operations at WFF would jeopardize the success of NASA WFF's direct mission support services work. A deviation from NASA FAR Supplement 1817.204(e)(1) providing the authority to extend the contract for an additional potential 14-month period is currently in process.

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

The scope of work of the existing contract requires the Contractor to provide all the institutional services for WFF located at Wallops Island, Virginia. The scope of work includes facility engineering, operations and maintenance; logistics; health; environmental; reproduction; and emergency services and financial services to support programmatic operations for NASA, the Navy, and other Federal, State and commercial tenants at WFF.

The WICC contract's current total maximum value is \$413M (\$184M Core, \$229M IDIQ) and expires February 28, 2013. The total Core estimated value will be expended by February 28, 2013. There will be an IDIQ balance of [REDACTED].

This 10-month extension with four 1-month options is estimated to increase the Core by [REDACTED] ([REDACTED] for 10 months and \$[REDACTED] for the four 1-month options). The resulting estimated Core total cost will be [REDACTED].

The current IDIQ maximum value is \$229M with an available balance of [REDACTED], of which [REDACTED] is required to extend old work services (1-year task period extensions are allowable under the current contract terms), leaving a balance of [REDACTED] for new work, which is what is estimated to be needed for new work during the potential 14-month period. Because of this, no increase is necessary as the IDIQ ceiling will remain at \$229M. Based on the foregoing, the total estimated value of the new work during the extension period is [REDACTED].

This extension of 10 months with four 1-month options requires the IDIQ ordering period be extended for the period March 1, 2013 through December 31, 2013, and potentially through April 30, 2014, if all options are exercised.

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 require use of the authority cited:

A sole source award to Cube Corporation dba VT Group for the contract extension and increase in Core value and IDIQ ordering period is necessary due to the nature of the work performed under this contract and allows for completion of the competition of the WICC follow-on procurement, WICC II. The intended effect of the extension is to avoid disruption of direct mission support services for missions that include Commercial Orbital Transportation Services, the International Space Station Commercial Resupply Services contract, and potentially the Lunar Atmosphere and Dust Environment Explorer mission.

The above support is in addition to maintaining continuity for Core and IDIQ in the 13 existing institutional functional areas contained in the current WICC SOW; i.e. Facilities Planning and Engineering & Construction Management Services; Facilities Operations and Maintenance; Construction Services; Grounds Maintenance Services; Custodial Services and Solid Waste; Chemical and Biological Laboratory Support Services; Environmental Management Support Services; Occupational Medicine; Emergency Services; Telecommunications and Engineering Services Support; Technical Services; Logistics; and Financial Resources Management Support Services. Changes to the SOW include deleting Employee Assistance Program from Occupational Medicine, deleting Security Services effective March 1, 2013, deleting cable plant services from Telecommunications and Engineering Services, and adding administrative and resources support for the Management Education Center to Technical Services.

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:

A notice to the Federal Business Opportunities (FedBizOpps) was published on February 8, 2013, as required by FAR Subpart 5.2. The results of the synopsis are included in Section 10 below. The follow-on solicitation was posted on FedBizOpps on June 30, 2011, and proposals were received on October 23, 2012.

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

There will be an increase to the contract core value and an extension to the IDIQ ordering period of this contract as described above. The individual task orders affected by this extension will be revised to reflect the change in the period of performance along with the associated costs. This extension will request costs for the core requirements as well as new revised rates used to price task orders for the extended period of performance. The anticipated task orders will be determined fair and reasonable based on historical cost information and the independent Government estimate. Additionally, the CO and the COR will review and analyze all revised tasks in order to negotiate their revised values and determine them to be fair and reasonable. The original contract cost was determined fair and reasonable based on competition.

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

A notice to FedBizOpps was published on February 8, 2013, to announce NASA GSFC's intent to award a sole source contract based on NASA GSFC's technical personnel's knowledge of market conditions and capabilities at this time. Based on the duration of the extension, there is no known company that has the ability to provide a seamless continuation of the WICC services and operations without the risk of interruption of critical services or the risk of unacceptable delay to mission operations support. Award of a separate contract for institutional support services provided under WICC is impractical and would not be in the Government's interest for the total contract extension period to provide continuity of services until the competitively sourced follow-on contract is awarded.

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

Based on the relatively short duration of this extension and the time and costs that would be involved in procuring and phasing in another contractor, Cube Corporation dba VT Group is the only entity possessing the detailed knowledge necessary to provide a seamless continuation of the services and operations provided under the WICC contract without risk of unacceptable interruption or delay of critical mission support services. In addition, the extension will avoid substantial duplication of cost to the Government. The duplication of cost that would be incurred if another contractor was brought on board for a maximum of one year would be significant and would include duplication of phase-in cost and of administrative cost associated with a Source Evaluation Board for a short term acquisition,

and would not reasonably be expected to be recovered through competition for the maximum extension of 14 months. The duplicated costs would include a 60-day phase-in period and 60-day phase out period of contractor overlap to ensure all services remain operational.

Cube Corporation dba VT Group has demonstrated the ability to successfully perform under the current contract. The contractor handles approximately 350 concurrent tasks, including tasks which provide direct mission support to NASA, Navy and other reimbursable customers. These tasks require continued support during the extension period, and Cube Corporation dba VT Group has detailed knowledge of these efforts, as well as the overall WICC contract requirements. Their knowledge and experience will maintain the current risk posture for ongoing work, and avoid the potential for increased costs and service interruption associated with the introduction of a different contractor at this time.

This extension will also allow for a continuation of current task orders already issued, for modifications to existing task orders, for the issuance of new task orders until the follow-on contract is awarded, and for the orderly completion of all the procurement and phase-in activities associated with establishing the follow-on contract.

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

A notice was published in the FedBizOpps February 8, 2013, announcing NASA's GSFC's intentions to award a sole source contract for the WICC extension. The closing date for firms to respond was February 25, 2013. No firms submitted a response to the synopsis.

11. State the actions, if any, that the Agency may take to remove or overcome any barriers to competition before any subsequent acquisition for the supplies or services are required:

The agency has already taken all viable steps to promote competition on subsequent acquisitions. The final RFP for the competitive follow-on contract was released on August 21, 2012. On October 23, 2012 proposals were received and are currently being evaluated.