

NATIONAL AERONAUTICS AND SPACE ADMINISTRATION  
GEORGE C. MARSHALL SPACE FLIGHT CENTER  
LIMITED SOURCE JUSTIFICATION

I recommend that NASA, George C. Marshall Space Flight Center negotiate with the BAE Systems (BAE) only for Project/Center Performance Analysis Support supporting the Office of Strategic Analysis and Communications (OSAC) and Marshall Space Flight Center (MSFC).

This Limited Source Justification (LSJ) requests an increase in the maximum potential value of Task Order NNM06AA90T in the amount of \$216,000 to extend the period of performance for one month. The period of performance of this requested extension is March 1, 2013 through March 31, 2013.

The task order will be extended through March 31, 2013 to enable completion of the MIPSS BPA competition. MSFC management made the decision to transition this effort into the Engineering, Science and Technical Support (ESTS) follow-on competition, Marshall Integrated Program Support Services (MIPSS). The MIPSS award has not yet been awarded due to corrective action taken as a result of a GAO protest. Therefore, the transition of this effort has not been completed. This LSJ provides for extension of this task order to enable completion of the MIPSS BPA and subsequent task order competition.

This action will allow for continuity and stability of these services through the retirement of Space Shuttle, cancellation of the Constellation Program and transition into the new NASA Space Launch System (SLS). It is important that MSFC have access to critical skills and capabilities during this period in order to successfully accomplish MSFC goals and Agency direction.

The proposed procurement is a continuation of a current requirement to maintain Project/Center Performance Analysis Support expertise in supporting the following:

1. Business management and integration support for program/center analysis, evaluation, and integration activities
2. Planning, analysis, and control support for program/center analysis and evaluation activities,
3. Performance management and capability development for planning, preparation, and implementation activities
4. Programmatic support involving senior expert coaching, consultation, and guidance activities

This procurement is for the continuation of effort currently provided by BAE to OSAC and MSFC. The Project Planning and Analysis Team, within the MSFC Office of Strategic Analysis and Communications (OSAC) provide program and project management and Earned Value Management (EVM) support to the Marshall Center and to the Agency, through the NASA Office of the Chief Engineer (OCE). The Project Planning and Analysis Team have utilized BAE Systems to provide EVM subject matter experts to support this critical agency project.

BAE has unique capabilities to continue providing the required support based on their substantial experience in previous NASA Project/Center Performance Analysis Support for MSFC. Specifically, the contractor shall provide business management support including business management advisors and analysis for integration activities for NASA/MSFC. The Engineering Cost Analysis Techniques Development efforts satisfy requirements for the development of databases and analytical tools necessary to perform cost, schedule and risk analysis of future NASA projects. The databases and analytical tools developed by this effort form, in large part, the basis for Center and Agency independent assessments, non-advocate reviews, and independent annual reviews as described by NASA Procedures Requirements (NPR) 7120.5B, NASA Program and Project Management Processes and Requirements.

It is imperative that this support be extended such that none of the ongoing work is impacted in any way. MSFC has determined that there is a need for this service and the required support should not be interrupted or discontinued.

It is proposed that this acquisition be conducted under the Authority of the Multiple Award Schedule (MAS) Program in accordance with Title III of the Federal Property and Administrative Services Act of 1949 (41 U.S.C. 251, et seq.) and Title 40 U.S.C. 501, Services for Executive Agencies. It is proposed that the current task order NNM06AA90T with BAE be extended. This task order was awarded under MSFC's BPA NNM06AA15Z, and GSA FSS Contract GS-23F-0004K.

This recommendation is made pursuant to FAR 8.405-6 (a) (1) (i) (B), for the acquisition of supplies or services from limited sources under GSA FSS when only one source is capable of responding due to the unique or specialized nature of the work. Competition among FSS sources is impractical for the following reasons:

1. BAE personnel have been supporting NASA since July 2006 under task order NNM06AA90T. This contract has been utilized to provide a team of subject matter experts in the many aspects of Earned Value Management (EVM): scheduling, schedule risk assessment, Work Breakdown Structure (WBS), Integrated Baseline Reviews (IBRs), work authorization, and cost collection and reporting. They also have expertise in EVM cost analysis and reporting tools such as Insight and Cobra software, and scheduling tools, such as Open Plan, Primavera, MS Project, and risk analysis tools such as Risk + and At Risk software. The intention of this task order is to provide center-wide support to MSFC programs and projects and to MSFC Engineering personnel using EVM for in-house work. In mid-2009, the NASA Office of the Chief Engineer (OCE) decided that all NASA Centers must utilize EVM for all project work (including in-house efforts) as required by OMB. The OCE also realized that the expertise for this task resided within the MSFC civil servants and contractor support (represented by this BAE task order). In July 2009, the OCE provided funding and authorized the formation of an "EVM Capability Project" to develop an Agency-wide EVM process that included in-house work that all NASA Centers would use. This BAE task order was utilized to add approximately four additional subject matter experts, two-of-which, had recently retired from DOD and had national recognition as EVM experts. In January 2010, the Agency Program Management Council approved this project to proceed into the Implementation Phase and directed the Exploration Systems and Science Mission

Directorates to provide more than one million dollars each to fund this effort. This expert project team (with over approximately 60% of the team members supplied by this BAE contract) has developed a number of project deliverables that are currently being reviewed by an Agency-appointed, independent peer review team. Each member of the BAE team has been the lead for one or more of these project products and keeping this team together until the completion of this Agency project is critical. There would be a significant impact to the project cost and schedule to try to educate new personnel in the support of this effort, and the current team represents some of the most knowledgeable experts in this discipline; their loss would represent a major disruption that would not be easily overcome.

2. The BAE management team is knowledgeable with the needs of this project and OSAC support effort and has been very easy to work with. If this work is moved to another contract, there is a risk that the new contractor management may not be familiar with the personnel requirements and expertise required to support this type of work (causing some schedule and quality risk, should a team member leave and have to be replaced), and their overhead costs may be greater, causing an impact to the project budget.

Pursuant to FAR 8.404, "BPAs or orders placed against a MAS, using the procedures in this subpart, are considered to be issued using full and open competition (see 6.102(d)(3)). Therefore, when establishing a BPA (as authorized by 13.303-2(c)(3)), or placing orders under Federal Supply Schedule contracts using the procedures of 8.405, ordering activities shall not seek competition outside of the Federal Supply Schedules or synopsise the requirement."

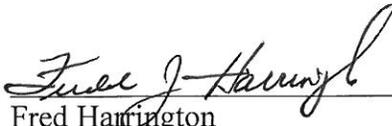
Pursuant to FAR 8.404 (d), "GSA has already determined the prices of supplies and fixed-price services, and rates for services offered at hourly rates, under schedule contracts to be fair and reasonable. Therefore, ordering activities are not required to make a separate determination of fair and reasonable pricing, except for a price evaluation as required by 8.405-2(d), which states, the ordering activity is responsible for considering the level of effort and the mix of labor proposed to perform a specific task being ordered, and for determining that the total price is reasonable."

Market research among the other MSFC BPA holders was not conducted since this effort represents continuation of effort that must be completed with the same expertise and without interruption to support the mission.

Due to the specialized nature of this requirement, there are no known actions which the agency may take to remove or overcome barriers to competition before any subsequent acquisition for the services required.

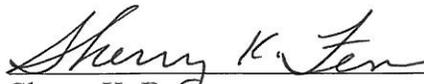
For all the above reasons, competition among FSS sources is not feasible at this time. Therefore, procurement of these services from BAE is the only practical approach.

I hereby certify the facts in this justification and any supporting data which form the basis for this justification are complete and accurate.

  
Fred Hamington

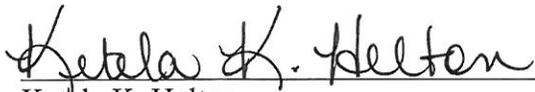
2/28/2013  
Date

I hereby certify that the above justification is accurate and complete to the best of my knowledge and belief. In addition, I hereby determine that the anticipated total price of the order will be reasonable and that the resulting task order represents the best value to the Government.

  
Sherry K. Fern  
Office Chief/Contracting Officer  
Institutional Support Service

2/28/2013  
Date

Approval:

  
Ketela K. Helton  
Office Manager/Contracting Officer  
Institutional Support Service

2/28/13  
Date