

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 (GSFC):

Goddard Space Flight Center (GSFC) proposes to enter into a bridge contract for Multidisciplinary Engineering and Technology Services II (METS II) with ASRC Management Services, Inc. (ASRC). This document provides the justification for using other than full and open competition.

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

The current ASRC contract (NNG10CR16C) supports the Applied Engineering and Technology Directorate (AETD). The AETD comprises five engineering divisions: the Mechanical Systems Division (MSD), the Software Engineering Division (SED), the Instrument Systems and Technology Division (ISTD), the Electrical Engineering Division (EED), and the Mission Engineering and Systems Analysis Division (MESA). The METS II contract is a 5-year Cost Plus Award Fee (CPAF) Indefinite Delivery Indefinite Quantity (IDIQ) contract. The contract effective ordering period is from August 23, 2010, through August 22, 2015.

Due to the delay in the award of the Omnibus Multidiscipline Engineering Services (OMES) contract, the transfer of work from METS II to the OMES contract was delayed longer than originally expected. Because of the delay, the contract IDIQ ceiling value has been used at a higher rate than originally planned. It is expected that the ceiling value of \$250,000,000 will be reached by the end of August, 2013. While a team is assembled and working the follow-on competitive procurement for METS III, GSFC proposes a Cost Plus Fixed Fee (CPFF) IDIQ interim bridge contract with an ordering period of 20 months, from September 1, 2013 through April 30, 2015. The current METS III milestone schedule shows award of the METS III contract on or about March 14, 2015. With a phase-in period of 45 days, performance would potentially begin on May 1, 2015. In the event that there is a protest or other delays, a 5-month option from May 1, 2015, through September 30, 2015, will be incorporated in the contract. The bridge contract will allow time to complete the planning, competition, and award activities of the follow-on procurement. The total maximum ordering value for the 20-month bridge contract basic period will be \$90,000,000. The 5-month option period maximum ordering value will be \$20,000,000, for a total potential contract amount of \$110,000,000. The contract will include a provision that provides the Government the unilateral ability to increase the maximum ordering value of the basic bridge contract to \$120,000,000, and the 5-month option value, after its exercise, to \$30,000,000, if necessary. In the event that the basic contract is increased, the option is exercised, and the option value is increased, the total bridge contract maximum ordering value will be \$150,000,000.

The current METS II contract was awarded as an 8(a) small business set-aside contract, and ASRC is no longer an 8(a) small business. In order to cover additional requirements outside of the 8(a) program until the follow-on contract begins, a new bridge contract is necessary.

The bridge contract is also necessary to ensure program continuity and critical mission support, and to avoid significant technical impacts to GSFC's programs, such as the James Webb Space Telescope (JWST), the Magnetosphere Multi-scale Mission (MMS), the Global Precipitation Measurement (GPM) mission, the Geostationary Operational Environmental Satellites (GOES), the Ice, Cloud, Land Elevation Satellite II (ICESat II)/Advanced Topographic Laser Altimeter System (ATLAS) mission, and the Mars Atmosphere Volatile Evolution (MAVEN), to name a few. These requirements depend on the in-depth knowledge of GSFC's systems, management structure, and personnel. An interruption and restart of those tasks with a new contractor that is unfamiliar with the GSFC environment and the specific requirements of the METS II contract would greatly jeopardize the success of GSFC's implementation of these critical and highly visible Agency programs. The engineering expertise and support in the formulation, design, development, non-flight fabrication, integration, test, verification, and operation of components, subsystems, systems, science instruments, and complete spacecraft that is provided to these projects is mission critical. The specific components, subsystems, systems, and science instruments are ultimately integrated into the spacecraft to form a science observatory. It is these observatories that are launched to fulfill the mission of the GSFC.

This bridge contract will allow for a continuation of existing work and for essential new work until the METS III competitive follow-on contract is awarded. It is necessary in order to ensure program continuity and critical mission support, as well as to avoid significant adverse technical impacts to GSFC's programs.

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 on/off-site engineering and related services to MESA, ISTD, EED, MSD, SED, and related organizations, as required, for the formulation, design, development, non-flight fabrication, integration, testing, verification, and operations of spaceflight and ground system hardware and software, including development and validation of new technologies to enable future space and science missions. The emphasis in engineering services will be in the areas of systems engineering, software engineering, information technology, and Guidance, Navigation and Control (GN&C) services.

To this end, the contractor shall provide multidisciplinary engineering services pursuant to task orders issued by the Contracting Officer. These services shall include the personnel, facilities, and materials, unless otherwise provided by the Government, to accomplish the tasks.

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:

A sole source award is necessary due to the nature of the work to be performed under this contract. ASRC has the combined training, experience, and expertise to provide uninterrupted mission critical support to GSFC projects and programs. ASRC, as the incumbent, is also uniquely positioned to provide this support without causing unacceptable delays, which attempts to procure these services from any other source would unquestionably create. The required mission critical support provides formulation, design, development, non-flight fabrication, integration, testing, verification, and operations of spaceflight and ground system hardware and software, including development and validation of new technologies to enable future space and science missions. The emphasis on engineering services will be in the areas of systems engineering, software engineering, information technology, and GN&C services. These services are absolutely required to ensure the success of the following critical events:

- A. Global Precipitation Measurement Mission:
 - i. Environmental tests prior to delivery of spacecraft to the Japanese launch site in September 2013
- B. James Webb Space Telescope:
 - i. JWST ISIM Environmental Testing which begins in April 2014
- C. Magnetospheric Multi-Scale:
 - i. Assembling, integrating and testing of four MMS spacecraft, which began in December 2011, and will continue throughout 2013
 - ii. Observatory-level thermal vacuum/thermal balance testing scheduled to begin July 2013
 - iii. Integration and testing of MMS observatory which began in June 2012, and will continue throughout 2014
 - iv. Stack up test of MMS observatories scheduled for mid-2014
- D. ICESat II/ATLAS:
 - i. Critical Design Review scheduled for June 2013
 - ii. Environmental testing activities begin in September 2014

Procuring these services from another source would result in significant delays to GSFC programs. Of particular note is the resulting impact to the integration and test (I&T) activities of the GPM Spacecraft and Observatory. With the spacecraft testing currently underway, the delays would impact GSFC's ability to deliver the GPM Observatory to the Japan Aerospace Exploration Agency (JAXA) in September, 2013. As currently scheduled, the project's overall schedule, including Observatory testing and launch, would be negatively impacted at an estimated unrecoverable cost of \$2 million monthly, for at least several months, due to the transition to a new management team, staff, schedules, systems, and the time it would take to

gain the expertise needed to fulfill the requirements of the GPM mission. The interim procurement of these vital services from another source, for this period, would jeopardize not only the critical milestone schedules for numerous ongoing GSFC projects, but also all collaborated efforts coordinated with other agencies, especially JAXA.

NASA is currently working to award a new competitive contract, METS III, which will require a transition period for a new management team, task issuance, and technical staffing. It is anticipated that the follow-on contract will be awarded and ready for full-up performance by May 1, 2015. In the case of any delays, a 5-month option period will be included in the bridge contract. For the reasons described above, and because of the time involved in procuring and starting up another contract, ASRC is the only contractor that can meet GSFC's continuing needs, as well as NASA's obligations to other agencies and programs.

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 April 15, 2013, to notify all 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:

Upon receipt of a cost proposal from ASRC, an evaluation of the proposal will be conducted in accordance with FAR Part 15.4, Contract Pricing, to ensure that the cost to the Government is fair and reasonable. In addition, rates will be reviewed for reasonableness prior to each task being issued as is the practice with the current contract.

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

A notice to Federal Business Opportunities (FedBizOpps) was published on April 15, 2013, to announce GSFC's intentions to award a sole source contract. The result of the synopsis is included in section 10. There is no known company that has the ability to become familiar with the METS II contract and continue the operations for the duration of this contract without an unacceptable delay to mission critical support. Further formal market research was not conducted for this contract action.

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

Since the requirements of the METS II bridge contract will be identical to the existing METS II contract, detailed knowledge of the METS II contract is necessary in order for a contractor to effectively and efficiently manage and perform the tasks in a timely manner. ASRC is the only entity possessing this detailed knowledge, as it has managed the effort for GSFC's AETD since July 2010. Furthermore, it is anticipated that an award to any other source for the

required work under this existing contract would result in unacceptable delays in fulfilling GSFC's requirements.

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

A notice to FedBizOpps was published to announce GSFC's intentions. Firms desiring consideration were requested to fully identify their interest and capabilities within 15 days of the date of publication of the synopsis. The synopsis period ended on April 30, 2013. There were no responses to the synopsis from industry.

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:

There are no barriers to competition for these services at the end of this contract. GSFC anticipates that the competitive follow-on procurement will draw substantial interest. Therefore, this action will have no effect on future actions and no further action is required to remove barriers to future competitions.

JOFOC Signature Page for METS II Bridge Contract

TECHNICAL DIRECTORATE:

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

Mark A. Baugh
Signature

5/22/13
Date

CONTRACTING OFFICER:

I certify that this justification is accurate and complete to the best of my knowledge and belief.

Lisa Mullen
Signature

5/22/13
Date

PROCUREMENT OFFICER
(CONCURRENCE)

for

Thom S. Rall
Signature

6/25/13
Date

GSFC COMPETITION
ADVOCATE
(CONCURRENCE)

Arthur F. O.
Signature

7/8/13
Date

GSFC CENTER DIRECTOR
(CONCURRENCE)

Arthur F. O.
Signature

7/9/13
Date

NASA COMPETITION
ADVOCATE
(CONCURRENCE)

Maria G. Mann
Signature

7/16/2013
Date

ASSISTANT ADMINISTRATOR
FOR PROCUREMENT
(APPROVAL)

[Signature]
Signature

7/16/13
Date