

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):**

GSFC proposes to enter into a bridge contract for Flight Dynamics Support Services (FDSS) with a.i. solutions, Inc. 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 FDSS contract (NNG10CP02C) supports the Applied Engineering and Technology Directorate (AETD), and is a 5-year Cost Plus Award Fee Indefinite Delivery Indefinite Quantity (IDIQ) contract with an effective ordering period from November 30, 2009, through November 29, 2014.

The FDSS competitive follow-on procurement (FDSS II) was initiated in January 2013 in order to ensure contract award by November 2014, which would allow a smooth transition with no break in service. However, an analysis of the FDSS task order issuance history conducted by the Contracting Officer (CO) revealed that based on a projection of the number and dollar value of task orders issued to date, the current FDSS IDIQ contract is expected to exceed its maximum ordering ceiling well before its 5-year ordering period expires. Based on this analysis, due to the unexpectedly high ordering rate experienced under the current FDSS contract, it is anticipated that the maximum ordering value may be reached as early as November 2013. The bridge contract is needed to allow the Mission Engineering and Systems Analysis (MESA) Division time to complete the planning and competition activities for the follow-on FDSS procurement. An option period is included as a safeguard in the event any schedule slips or unforeseen difficulties are encountered during the various procurement phases of the follow-on procurement.

GSFC proposes to award a Cost Plus Fixed Fee IDIQ bridge contract with a maximum ordering period of 15 months. The bridge contract will be structured with a 12-month basic ordering period (from November 1, 2013, through October 31, 2014) and one 3-month option period (from November 1, 2014, through January 31, 2015). It is estimated that the total contract maximum ordering value, for the entire 15-month period, will be \$25,400,000 (\$20,000,000 for the basic period and \$5,400,000 for the 3-month option period).

The maximum ordering value of the bridge contract is deemed sufficient to ensure the continuation of critical support services performed under current task orders as well as the issuance of new task orders until FDSS II is awarded.

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 flight dynamics and operations support, pursuant to task orders issued by the CO. The engineering areas of emphasis are operations support, flight dynamics system engineering, conjunction assessment, and flight dynamics analysis and technology development. These services include the personnel, facilities, and materials, unless otherwise provided by the Government, to accomplish the tasks.

The services to be provided under the FDSS bridge contract are a continuation of the services provided under the existing FDSS contract. It is estimated that the total contract value (maximum ordering value for the entire 15-month period) will be \$25,400,000.

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:

A sole source award is necessary due to the nature of the work to be performed under this contract. A.i. solutions has the combined training, experience, and expertise to provide uninterrupted mission critical support to GSFC projects and programs. A.i. solutions, 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 MESA currently utilizes the FDSS contract vehicle for obtaining flight dynamics and attitude control support services. The Navigation and Mission Design Branch (NMDB) and the Attitude Control Systems Engineering Branch within the MESA are responsible for providing analytic and operational expertise for orbit and attitude systems, dynamics modeling, control analyses, and estimation and simulation of space vehicles.

The bridge contract is necessary to ensure program continuity and critical mission support, and to avoid significant technical impacts to NASA GSFC's Flight Dynamics Facility (FDF), and many missions presently under development, such as: James Webb Space Telescope (JWST), Magnetospheric Multi-Scale (MMS), Global Precipitation Measurement (GPM), Deep Space Climate Observatory, Mars Atmosphere and Volatile Evolution Mission, Joint Polar Satellite System, and Geostationary Operational Environmental Satellite.

The required mission critical support provides orbit determination and analysis, tracking data evaluation, acquisition data, mission planning and scheduling products, maneuver planning support, human space flight support, and Expendable Launch Vehicle support, among other services, to the numerous GSFC programs, including flight programs that are

currently under development or ongoing operations. These services are absolutely required to ensure the success of the following critical events:

- A. FDF:
 - i. Ongoing operational support for NASA's missions, including launch support and station-keeping.
- B. JWST:
 - i. Flight dynamics analysis in support of the Systems Lookback Review scheduled for March to April 2014. This includes trajectory design, launch window analysis, orbit determination and tracking analysis, finite burn modeling, etc.
 - ii. Launch window analysis scheduled July to September 2014 for the Launch Vehicle Technical Interchange Meeting.
- C. MMS:
 - i. Launch preparations scheduled from April 2014 to October 2014
 - ii. Launch and early orbit operations scheduled from October 2014 to April 2015
- D. GPM:
 - i. Launch and early orbit operations scheduled February 2014 to March 2014

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 FDSS contract, would greatly jeopardize the success of GSFC's implementation of critical and highly visible Agency programs. Also, procuring these services from another source would result in significant delays to GSFC programs. Of particular note is the resulting impact to the FDF, because a.i. solutions provides 48 individuals under the current contract for operations and system engineering support to the FDF.

GSFC is currently working to award a competitive follow-on contract (FDSS II) that will require a transition period to establish a new management team, issue task orders, and ramp up technical staffing. For the reasons described above, and because of the time involved in procuring and starting up another contract, a.i. solutions 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 July 19, 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 a.i. solutions, 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 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 FDSS contract and continue the operations for the duration of this contract without an unacceptable delay to mission critical support. In order to acquire the requisite knowledge, substantial interactions with GSFC's AETD and the MESA Division would be necessary. 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 FDSS bridge contract will be identical to the existing FDSS contract, detailed knowledge of the FDSS contract is necessary in order for a contractor to effectively and efficiently manage and perform the tasks in a timely manner. A.i. solutions is the only entity possessing this detailed knowledge, as it has managed the effort for GSFC's AETD and the MESA Division since November 2009. Furthermore, it is anticipated that an award to any other source for the required work in 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 on July 19, 2013, 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 closed on August 5, 2013. To date, no firms have expressed interest in the procurement.

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. The follow-on FDSS II procurement has drawn 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 FDSS Bridge Contract

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

Signature

Date

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

Signature

Date

PROCUREMENT OFFICER:
(CONCURRENCE)

Signature

Date

GSFC COMPETITION
ADVOCATE:
(CONCURRENCE)

Signature

Date

GSFC CENTER DIRECTOR:
(APPROVAL)

Signature

Date