

**National Aeronautics and Space Administration
Ames Research Center
Moffett Field, California 94035-1000**

Justification for Other than Full and Open Competition
[FAR 6.303-2(b)(1)]

Summary Information:

Initiating Office:	NASA Ames Research Center Human Systems Integration Division (Code TH)
Purchase Request No.:	TBD
Procurement Title:	Aviation Safety Reporting System (ASRS) and Related Systems
Total Estimated Value:	FOIA Ex. 5 (total value of the contract increase)
Period of Performance:	December 8, 2015 through June 7, 2016 (Six month extension)
Statutory Authority: [FAR 6.303-2(b)(4)]	10 USC 2304(c)(1), <i>Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements</i>

This Justification for Other Than Full and Open Competition (JOFOC) has been prepared in accordance with the requirements of Federal Acquisition Regulation (FAR) 6.303 and NASA FAR Supplement (NFS) 1806.303.

Detailed Information:

A. Nature and/or description of the action being approved. [FAR 6.303-2(b)(2)]

NASA Ames Research Center (ARC) proposes to negotiate a sole source modification to contract NNA11AA19C, Aviation Safety Reporting System (ASRS) and Related Systems, with Booz Allen Hamilton Inc (BAH) for the following reasons: (1) to complete critical Information Technology (IT) system upgrades to a critical safety reporting system; (2) to allow for receipt of funding from the two government agencies who support the ASRS Program; and (3) to continue the required operation, maintenance, and research and development during this extended period. This modification will extend the period of performance of the current contract for six months, and it will increase the contract value by approximately **FOIA Ex. 5**. This extension will extend the current contract period of performance from December 8, 2015 to June 7, 2016.

ARC awarded the ASRS contract to BAH on December 8, 2010, with a performance period of December 8, 2010 through December 7, 2015. All options have been exercised. A Source Evaluation Committee (SEC) is presently in the process of developing a competitive procurement for the follow-on contract.

B. Description of the supplies or services required to meet the agency’s needs (including estimated value). [FAR 6.303-2(b)(3)]

The extended contract will enable the Human Systems Integration Division (Code TH) to continue to obtain critical support for the ASRS Program which provides the operation, maintenance, and research and development for the two current confidential safety reporting systems, ASRS and the railroad Confidential Close Call Reporting System (C3RS).

Background of the Requirement

NASA operates and manages the ASRS and C3RS safety reporting systems which are modeled to function as voluntary, independent, and confidential systems in aviation, railroad transportation, and potentially other domains in the future. Since 1976 the ASRS has been used to acquire aviation information concerning current and potential deficiencies and discrepancies in the operational performance of the National Airspace System and to maximize the effective use of that information to further aviation safety and system planning. The ASRS Program has two primary aspects: (1) the maintenance and operation of a voluntary, independent, confidential incident reporting program and (2) research and development using incident reports to support improvements in the performance and safety of current and future aviation. The ASRS Program functions through an Interagency Agreement (IAA) with the Department of Transportation's Federal Aviation Administration (FAA). The ASRS Program is nationally and internationally recognized as an effective and trusted model for confidential safety reporting. As a result of this reputation, the Department of Transportation's Federal Railroad Administration (FRA) has entered into an IAA with NASA to establish the Confidential Close Call Reporting System (C3RS) under the management of the ASRS Program, which is expected to maximize the advantages of the confidential reporting system related to railroad safety.

The ASRS contractor is responsible for providing flexible, responsive, coordinated, and comprehensive support services for ASRS and Related Systems, currently ASRS (aviation) and C3RS (railroad). The contractor currently performs the ASRS and C3RS requirements and assures the availability of qualified aviation and rail analyst personnel and resources. The contractor maintains all Government-provided IT systems on Government-provided servers. The contractor is responsible for the modernization and enhancement of the reporting systems in order to produce long-term efficiencies in report processing and to make the ASRS and other databases appropriately accessible and integrated with other safety resources specific to area domain (aviation, railroad, etc.). These enhancements include on-going improvements to the current capability and error-free access to the secure data submission of reports, electronic information sharing, automated text search, and data management analysis software tools (e.g., Analyst Workbench, a tool for processing all reports).

The ASRS IT system is well-established. Over the years of operation, NASA ASRS contractors have maintained and upgraded the existing system as required. C3RS is a new system added in 2010. The C3RS Workbench development is in progress and it is expected to be ready for beta testing in August 2015. In calendar year 2012, approximately 200 rail-related safety reports were received by C3RS. In 2014, approximately 450 rail-related safety reports were received. For the first half of 2015, there have already been 735 reports received, and it is projected that the total number for 2015 will be at least triple the number of reports received in all of 2014. As more rail industry professionals learn about the existence of the C3RS, it is anticipated that the potential number of safety reports in the rail domain will continue to steadily increase.

Continuity of Critical IT Support

On August 31, 2015, the contractor is scheduled to deliver a beta version for the C3RS Analyst Workbench upgrade, and it will be at this point that parallel processing will be put in place, and verification and validation will be accomplished for a final version. It is critical that a searchable database capability be added to the system after the final version of the upgrade is available so that the increased volume of confidential reports on rail safety concerns can be adequately and thoroughly analyzed. The current contractor has developed the current version of the C3RS Analyst Workbench, and any upgrades or additions must be implemented by the current contractor because of its expertise and working knowledge of the current system. Although there presumably are contractors capable of performing similar types of IT requirements, there are no contractors that can do so within the required timeframe, budget limitations, and with the necessary critical historical and technical knowledge of the existing system. Substantial duplication of costs would occur in awarding to a potential new contractor to complete the requirements discussed herein. Costs that would be duplicated include not only those costs associated with competing a separate procurement for the extension period, but also the costs associated with Phase-In/ Phase-Out

activities for the separate six month contract, which would be necessary to ensure that the new contractor had the proper knowledge of work requirements necessary to support not only the C3RS database upgrade, but also the ongoing ASRS and Related Systems requirements. The award of a separate contract to any other source for the extension period would also result in unacceptable delays in completion of the C3RS database upgrade. The number of confidential incident reports received by C3RS relating to rail safety issues are increasing each year, and the upgrade of the C3RS database to add a search feature is required so that the increased volume of confidential reports on rail safety concerns can be adequately and thoroughly analyzed. A new contractor would likely require an extensive amount of time to gain the knowledge and expertise of the system to complete the database upgrade, and it is unacceptable to delay this agency requirement. The lapse in critical services that would likely result from competing this contract would cause unacceptable delays and disruption in the operation and maintenance of the C3RS safety reporting system that could ultimately affect the safety of the public.

The current contractor will be able to accomplish a seamless integration of the searchable database following the August deliverable of the C3RS Analyst Workbench. NASA ARC projects that approximately eight months will be needed to complete the upgrades and then approximately two months will be needed for testing, debugging, and possible implementation delays (from August 2015 through May 2016). At that time the C3RS IT system will be complete, and its operation can be seamlessly transferred to the next contractor.

Expected Receipt of Funds from Sponsoring Agencies

The ASRS contract is entirely dependent upon reimbursable funding received from FAA and FRA to support the contractor's performance. The current contract ends on December 7, 2015. In order to begin the 60-day Phase-In for the new contractor to be ready to assume full contract responsibilities on December 8, 2015, funding will need to be received at ARC by October 8, 2015 for contract award. Historically, new fiscal year interagency funds from the FAA and FRA are not available until mid-November at the earliest (and typically not until January). Additionally, a possible continuing resolution would increase the risk that funds would not be at ARC in time for an October 8, 2015 award. Therefore, funding will not be available from the supporting agencies to award the follow-on procurement and begin the phase-in by the end of the current contract period of performance.

The additional estimated cost for the extension is based on the Government's independent cost estimate of **FOIA Ex. 5** for six months of continued operation and maintenance of the ASRS Program and **FOIA Ex. 5** in additional costs for the C3RS IT upgrade. This totals to an estimated value of **FOIA Ex. 5**. The independent cost estimate was determined based on a technical review of labor, materials, and other costs anticipated to be necessary for continued performance of the current and anticipated operations and maintenance support through June 7, 2016.

C. An identification of the statutory authority permitting other than full and open competition. [FAR 6.303-2(b)(4)]

The statutory authority for this extension is 10 USC 2304(c)(1), *Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements*.

D. Demonstration of the proposed contractor's unique qualification or the nature of the acquisition requires use of the authority cited. [FAR 6.303-2(b)(5)]

In accordance with FAR 6.302-1 (a)(2)(iii), for DoD, NASA and the Coast Guard, services may be deemed to be available only from the original source in the case of follow-on contracts for the continued provision of highly specialized services when it is likely that award to any other source would result in substantial duplication of cost to the Government that is not expected to be recovered through competition, or unacceptable delays in fulfilling the agency's requirements.

As addressed in Item A above, a six month extension to the current period of performance of the contract is necessary to provide continued operation and maintenance of the ASRS Program to (1) complete critical Information Technology (IT) system upgrades to a critical safety reporting system; (2) allow for receipt of funding from the two government agencies who support the ASRS Program; and (3) continue the required operation, maintenance, and research and development during this extended period. BAH has the unique base of technical knowledge and experience, including the required historical knowledge of the ASRS and C3RS IT systems. A change in contractor prior to the completion of the IT system upgrade would severely impact the entire ASRS Program. BAH has clearly demonstrated through its performance over the past 10 years on the current and previous contract that it possesses the highly specialized capabilities and expertise necessary to accomplish the requirements described herein.

If this extension to NNA11AA19C for these highly specialized mission critical services were not awarded as described herein, a substantial duplication of costs to the Government, as well as unacceptable delays in the performance of these critical contract requirements, would result.

E. Description of efforts made to ensure that offers are solicited from as many potential sources as is practicable, including whether a notice was or will be publicized as required by FAR Subpart 5.2 and, if not, which exception under 5.202 applies. [FAR 6.303-2(b)(6)]

In accordance with Subpart 5.2 of the FAR, a synopsis for this extension was posted on May 19, 2015 through the NASA Acquisition Internet Service (NAIS) and the Federal Business Opportunities (FedBizOpps) websites to inform the public of NASA's intent to extend contract NNA11AA19C with BAH to enable the current contractor to complete critical upgrades to the rail safety reporting system, which are not expected to be completed by the current end date of the contract. The synopsis noted an extension of six months. The synopsis provided instructions for interested parties to submit capabilities and qualifications to perform the effort to the Contracting Officer. To date, no capability/qualifications have been received.

F. A determination by the Contracting Officer that the anticipated cost to the Government will be fair and reasonable. [FAR 6.303-2(b)(7)]

Upon receipt of a cost proposal from BAH, an evaluation of the proposal will be conducted in accordance with FAR Subpart 15.404, Proposal Analysis, to ensure that the cost to the Government is fair and reasonable. The proposal analysis will ensure that the final agreed-to Cost-Plus-Fixed-Fee value is fair and reasonable. Analysis will include the appropriate cost and price evaluation techniques. Pre-negotiation objectives will be prepared prior to the initiation of negotiations and will be in accordance with FAR Subpart 15.406-1, Pre-negotiation Objectives.

G. Description of the market research conducted and the results or a statement of the reason market research was not conducted. [FAR 6.303-2(b)(8)]

Limited market research was conducted in support of the decision to extend contract NNA11AA19C because of the short timeframe to place the modification to prevent any major disruption of this critical NASA safety reporting system. Based on Code TH's technical knowledge of the current requirements and necessary capabilities required to support ASRS and Related Systems, there are no known companies that have the ability to quickly transition in a short period without adversely impacting the continuity of the safety reporting systems. A notice to NAIS and FedBizOpps was published to announce NASA ARC's intentions to extend the current contract. The result of the synopsis is addressed in Item E.

H. Any other facts supporting the use of other than full and open competition. [FAR 6.303-2(b)(9)]

Code TH has determined that BAH is highly qualified to perform the proposed extension to the current contract at ARC through June 7, 2016. As outlined herein, BAH is the only responsible source reasonably capable of supporting this critical safety reporting system, including ongoing IT system upgrades and development.

Signature Page

Requirement Initiator:
Linda J. Connell
Contracting Officer Representative

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

Linda Connell
Signature

6/19/15
Date

I hereby determine that the anticipated cost to the Government will be fair and reasonable and certify that this justification is accurate and complete to the best of my knowledge and belief. [FAR 6.303-2(a)(12)]

Contracting Officer:
Marianne Shelley

Marianne Shelley
Signature

6/19/15
Date

CONCURRENCE:

Directorate Manager:
Rupak Biswas, Director (Acting)
Exploration Technology

Rupak Biswas
Signature

7/27/15
Date

Procurement Officer:
Kelly G. Kaplan for

[Signature]
Signature

7/22/15
Date

APPROVAL:
Center Competition Advocate:
Thomas A. Edwards
ARC Deputy Center Director

Thomas A. Edwards
Signature

7/30/15
Date

Attachment

cc (after approval):
JAB/241-1