

**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(a)(1)]

**Summary Information:**

Initiating Office: NASA Ames Research Center (ARC)  
Army Aeroflightdynamics Directorate (AFDD)/  
AFDD Flight Projects Branch (Code YSF)  
Aviation Management Office (Code JO)

Purchase Request No.: 4200545721

Procurement Title: Aircraft and Airfield Related Services

Total Estimated Value: **FOIA Ex. 5**

Extended Period of Performance: October 1, 2015 through March 31, 2016

Statutory Authority: 10 USC 2304(c)(1), *Only One Responsible Source and No Other  
[FAR 6.303-2(a)(4)] Supplies or Services Will Satisfy Agency Requirements*

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(a)(2)]

NASA Ames Research Center (ARC) proposes to negotiate a second sole source contract modification with L-3 Communications Vertex Aerospace, LLC to extend the period of performance and increase the value of Contract NNA10DE11C, Aircraft and Airfield Related Services, for six (6) additional months pending completion of a competitive procurement for a new contract that supports only aircraft related requirements. This potential six (6) month extension will consist of a six (6) month base period. This proposed extension would extend the current period of performance from October 1, 2015 to March 31, 2016.

ARC awarded the original contract on April 1, 2010 with a performance period of April 1, 2010 through March 31, 2015 (after exercising all of the options). The first request for extending the contract was approved by the ARC Center Competition Advocate on September 9, 2014, which authorized the extension of the period of performance of the contract for a period of six (6) months through September 30, 2015.

During the procurement planning and market research phases of the re-competition of the current contract, NASA decided to remove the airfield requirement and address only aircraft related support services. As a result of the decision to conduct a new procurement, ARC performed additional market research—excluding Airfield Services, developed a new Statement

of Work (SOW), and restructured the evaluation criteria. These activities have impacted the procurement schedule.

During the development of a new SOW, ARC determined that the Aviation Management Office (Code JO) would manage the SIERRA Project Unmanned Aerial System requirement, while the Ames Earth Science Division (SG) would no longer provide support. The new Aircraft procurement schedule has been impacted by several months of delay associated with this restructuring of the technical organization requirements and the development of a new SOW. This delay prompts the need for an additional six (6) month extension to allow sufficient time to award the new procurement for Aircraft Related Support Services.

A deviation for this extension is currently at NASA Headquarters Office of Procurement for approval.

The requested extension will allow for the continuation of mission critical aircraft services for aircraft operations, maintenance, and research at NASA ARC, pending completion of the new procurement for Aircraft Related Support Services. The requested extension is the most prudent business course of action because it allows sufficient time for the following Aircraft Related Services procurement actions: the release of the draft and final solicitation, the submission of proposals, the evaluation of proposals (including time for discussions, if they are considered to be in the best interest of the Government), the Source Selection Authority briefing, the award of the contract (including a 30-day phase-in period), the debriefing of unsuccessful offerors, and, if necessary, time to address a protest.

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

The purpose of this JOFOC is to extend the current Aircraft and Airfield Services contract for an additional period of six (6) months, pending completion of the competitive new procurement for Aircraft Related Support Services. The intended effect of this potential six (6) month extension is to allow for continued and uninterrupted Aircraft and Airfield Related Services at NASA ARC. The current contract provides mission critical aircraft services for aircraft operations, maintenance, and research at ARC. These mission critical services support research, technical investigations, scientific studies, airworthiness activities, and flight operations. The required services support the U.S. Army Aeroflightdynamics Directorate (AFDD Flight Projects Branch or Code YSF) and the Aviation Management Office (Code JO). The services involve the following technical areas: mechanical systems, electrical/electronic systems, instrumentation, software, and data systems.

AFDD, with the support of the current Contractor, is involved with a number of long-term projects that would be potentially impacted should an extension of the current contract not be granted. These projects are all flight-test related for which the Contractor plays an integral role in prepping, modifying, and maintaining the aircraft to accommodate the different hardware, subsystems, and sensors associated with each specific project. The flight tests will be performed onsite as well as offsite, and the aircraft will require Contractor support during deployments. Key flight test projects scheduled during the extension include: Rotor State Feedback, Active Inceptor Handling Quality Criteria, Natick Slug Load in Moffett Field, California and Air Force Research Laboratory and Cyclic Haptic Cueing in Moffett Field, California and Yuma Proving Grounds, Arizona.

Each of these Flight Test Projects have numerous hours devoted to research, design, fabrication, hardware integration, and systems checkout that will all lead up to flight testing. The Contractor provides support services that play a major role in each of these areas, which also includes ensuring that the aircraft is flight ready to meet project requirements and milestones.

The two scheduled projects at Moffett Field and Yuma are collaborative efforts with other Government agencies. Any lapse in Contractor support would not only be damaging to the mission objectives of ARC and AFDD, but to our customers' and research partners' goals as well.

The North American Industry Classification System (NAICS) Code for the Aircraft Related Support Services contract is 488190, Other Support Activities for Air Transportation, with a size standard of \$32.5 million. The estimated value of the services for this potential six (6) month extension is approximately **FOIA Ex. 5** based on the Independent Government Cost Estimate (IGCE). The Contracting Officer's Representative (COR) based the IGCE on a technical review of anticipated flights, including labor and materials, necessary for continued performance of the current Aircraft and Airfield Related Services contract for the remaining period of performance. The current contract is an Indefinite Delivery Indefinite Quantity (IDIQ) Cost-Plus-Fixed-Fee (CPFF) contract with a maximum value of **FOIA Ex. 5**. Based on review of current and anticipated requirements during the extension period, the maximum value will have to be increased, by **FOIA Ex. 5**, from the current maximum value of **FOIA Ex. 5**, to a new maximum value of **FOIA Ex. 5**.

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

The statutory authority 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(a)(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.

The potential six (6) month extension and the increase to the contract maximum value provided for herein are necessary for the comprehensive continuation of highly specialized engineering and technical support services for aircraft and airfield requirements for ARC and the Army pending the completion of the new procurement. If these highly-specialized services were acquired via a separate competition for a six (6) month contract, rather than via the extension provided for herein, the result would be a substantial duplication of costs to the Government that would not be recovered. This duplication of costs would include not only those costs associated with the competition of a separate procurement for the extension period, but also the costs associated with phase-in activities and the contract performance during the separate six (6) month contract, which would be necessary to ensure that the new contractor has proper knowledge of work requirements necessary to support the Aircraft Related Support Services requirements.

Further, the six (6) month extension to the current contract is necessary to avoid unacceptable delays to the requirements of ARC and the Army. If the extension is not approved, support for the highly-specialized requirements for ARC and the Army will be impacted. A separate competition and award to, potentially, a different contractor for a six (6) month period would neither be feasible nor reasonable given the current and on-going new procurement. This would create unnecessary disruption and unacceptable delays as well as damage the seamless continuity of services necessary to support the missions of ARC and the Army. Again, these costs would be duplicative of those already incurred as part of the follow-on procurement, which is anticipated for award as early as February 2016, with a start date of March 2016. Hence, a potential six (6) month extension, rather than a new procurement for a six (6) month contract, is the only cost-effective and reasonable approach for ARC to take in the present situation.

The extension of the Airfield and Aircraft Related Services contract will allow sufficient time for the continuation of the highly specialized engineering and technical support services, pending completion of the procurement process for the award of the new contract. Without the proposed contract extension, ARC, Army and agency projects will be unacceptably delayed.

**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(a)(6)]

The original JOFOC to increase the period of performance of contract NNA10DE11C for six (6) months (April 1, 2015, through September 30, 2015) was synopsisized. A synopsis was posted on the NASA Acquisition Internet System (NAIS) and the "FedBizOpps" Federal Business Opportunities (FBO) Portal on June 6, 2014 to inform the public of NASA's intent to extend contract NNA05BE29C with L-3 Communications Vertex Aerospace, LLC. in order to continue performance. The synopsis provided instructions for interested organizations to submit capabilities and qualifications to perform the effort to the Contracting Officer. No capability statements were received in response to the synopsis.

A second synopsis for this additional extension was posted on the NAIS and the FBO Portals on April 24, 2015. The synopsis informed the public of the intent to extend Contract NNA10DE11C with L-3 Communications Vertex Aerospace, LLC in order to continue performance through March 31, 2016. The synopsis provided instructions for interested organizations to submit capabilities and qualifications to perform the effort no later than May 6, 2015 to the Contract Specialist. The Contract Specialist did not receive any capability statements in response to the synopsis.

**F. A determination by the contracting officer that the anticipated cost to the Government will be fair and reasonable.** [FAR 6.303-2(a)(7)]

The Contracting Officer's signature on this document indicates that the Contracting Officer has determined that the anticipated price for the extension will be fair and reasonable. Prior to execution of the contractual instrument, a proposal analysis will be performed in accordance with FAR 15.404. The proposal analysis will ensure that the final agreed-to price for the contract extension is fair and reasonable, and will include cost and price evaluation techniques.

Pre-negotiation objectives will be prepared prior to the initiation of negotiations and will be approved in accordance with [FAR 15.406](#) prior to the conduct of negotiations.

**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(a)(8)]

ARC posted a synopsis on the NAIS and FBO portals as stated in paragraph E above, and no interested parties responded.

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

The Contractor currently provides support to various directorates at the Center, the Army, and Moffett Airfield. The Contracting Officer and the Contracting Officer's Representative, with input from the AFDD (Code YSF) and the Aviation Management Office (Code JO), have determined that L-3 Communications is highly qualified to continue performance of the Aircraft and Airfield Related Services contract at NASA ARC through March 2016, pending award of the new contract. Task performance—in terms of safety, milestones, scheduled metrics, and deliverables—has been completed on time and within budget. The Contractor's performance has been assessed annually via Contractor Performance Assessment Reporting System (CPARS) and will continue to be assessed through completion of the extension. Since the award of the Aircraft and Airfield Related Services contract, L-3 Communications has received annual performance ratings of "Very Good" to "Excellent."

**I. Listing of the sources, if any, that expressed, in writing, an interest in the acquisition.** [FAR 6.303-2(a)(10)]

No other source expressed interest in providing the additional work required by this extension and this increase in contract value.

**J. Statement of the actions, if any, the agency may take to remove or overcome any barriers to competition before any subsequent acquisition for the supplies or services required.** [FAR 6.303-2(a)(11)]

There are currently no actions the agency needs to take to remove or overcome any barriers to competition before any subsequent acquisition for these services.

The potential selection of a contractor other than the incumbent would mean the new contractor would be taking on the responsibility of critical requirements. L-3 Communications is highly-qualified to continue performance of this contract at ARC pending award and phase-in of on the new contract for the required services. This sole source award for a potential six (6) month extension to the Aircraft and Airfield Related Services contract is necessary to provide additional time for the completion of the new contract award.

For the foregoing reasons, and pursuant to FAR 6.302-1(a)(2)(iii), L-3 Communications Vertex Aerospace, LLC is the only responsible source to perform the Aircraft and Airfield Related Services requirement from October 1, 2015 through March 31, 2016.

**Signature Page**

**Requirement Initiator:**  
*Samuel Caires*

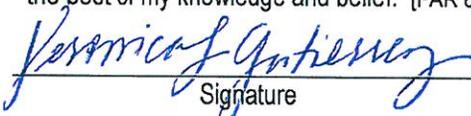
I certify that the facts presented in this justification are accurate and complete.

  
Signature

8-5-15  
Date

**Contracting Officer:**  
*Veronica L. Gutierrez*

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)]

  
Signature

6/22/2015  
Date

**CONCURRENCE:**

**Directorate Manager:**  
*Barry R. Lakinsmith*  
Director,  
Aeroflightdynamics Directorate

  
Signature

9/1/15  
Date

**Procurement Officer:**  
*Kelly G. Kaplan*

  
Signature

9/1/15  
Date

**APPROVAL:**

**Center Competition Advocate:**  
*Dr. Thomas A. Edwards*  
Deputy Center Director

  
Signature

9/8/15  
Date

cc (after approval):  
JAB/241-1