



DEPARTMENT OF THE NAVY
NAVSUP FLEET LOGISTICS CENTER NORFOLK
1968 GILBERT STREET SUITE 600
NORFOLK VA 23511-3392

IN REPLY REFER TO
Code : 240A

J&A Number: NF#15143

**JUSTIFICATION AND APPROVAL
FOR USE OF OTHER THAN FULL AND OPEN COMPETITION**

1. Contracting Activity.

Requiring Activity: U.S. Fleet Forces Command (USFF) – Code N7
1562 Mitscher Ave., Suite 250
Norfolk, Virginia 23551-248

Contracting Activity: Commanding Officer
NAVSUP Fleet Logistics Center (FLC) Norfolk
Acquisition Department, Code 200
Norfolk, Virginia 23511-3392

Requisition Number: N4657914RC00962

2. Description of the Action Being Approved.

This is a non-competitive action for the negotiation and award of a Cost Plus Fixed Fee (CPFF) contract on a sole source basis to Science Applications International Corporation (SAIC) for continuance of the Fleet Deployed Training Program Support (FDTPS) services. The total estimated not to exceed amount of this action is [REDACTED] for a seven (7) month base period and two (2) month option period. The anticipated award date is no later than 30 July 2014.

These services are currently being provided under a competitively awarded GSA Federal Supply Schedule order N00104-13-F-Q624 (Q624) which includes a six (6) month base period and two (2), two (2) month options. The current period of performance will end 29 March 2014 or 29 July 2014 if all option periods are exercised.

3. Description of Supplies/Services.

U.S. Fleet Forces Command (USFF) has responsibility for certification of Fleet deployers (surface, subsurface, air) as delegated by Chief of Naval Operations (CNO) under Title 10 (to organize, man, train and equip naval forces) and to provide ready certified naval forces to meet national policy and interests. The required support under this effort allows USFF to accomplish three (3) major strategic objectives, which include:

- Enabling mandatory training of Navy operational units/forces in preparation for deployment and assignment to combatant commanders (COCOM).
- Producing required fleet warfighting capabilities and readiness through the execution of the Fleet Training Continuum (FTC).
- Providing an adaptive and responsive training environment reflective of current real-world conditions and challenges faced by deployed forces.

This Justification & Approval (J&A) covers the procurement of highly specialized, comprehensive, integrated contractor analytical and technical services for USFF, subordinate activities, and designated DoD activities worldwide. Coverage will support legacy, current, and future Fleet Deployment Training Program Support (FDTPS) requirements in direct support of the U.S. Navy's Fleet Training Continuum (FTC), Fleet Response Plan (FRP), and Fleet Response Training Plan (FRTP), which are the governing programs to support the Global Force Management (GFM) plan. Under the provisions of the FRP, naval leadership is mandated to produce ready forces for rotational presence (deployment of forces) and surge (crisis action response) as well as capitalization on capacity to increase war-fighting readiness to support GFM. This includes flexible deployment options for rotational forces that support major contingency operations, additional capacity for overseas contingency operations (OCO), surge capability, the adaptive force package-capability certification process, and application of the FRP beyond strike groups to joint and coalition forces. Under FRTP, naval leadership is mandated to provide a fleet training process in support of GFM requirements for strike group (SG) readiness capability, independent deployment operations, and irregular warfare capability based upon and aligned to Navy Mission Essential Tasks (NMETs).

FDTPS contract support efforts under this procurement will include, but are not limited to:

- Execution of fleet training within the framework of the FTC, FRP, FRTP; navy technical and training instructions and manuals; and joint training requirements based on required warfighting capabilities.
- Assist in the determination, development, coordination, communication, and implementation of fleet training policy, programs and procedures.
- Development and execution of training events and exercises, both live and synthetic supporting unit level training through operational and strategic force training. This includes school-house course development and instruction; war-games and fleet synthetic training (FST) exercises; and Joint Force Maritime Component Commander (JFMCC)/Joint Task Force Headquarters (JTFHQ) level war-fighting capability training requirements.

4. Statutory Authority Permitting Other Than Full and Open Competition.

The statutory authority permitting other than full and open competition is 10 U.S.C. 2304(d)(1)(B), as implemented in Federal Acquisition Regulation (FAR) 6.302-1, Only one responsible source and no other supplies or services will satisfy agency requirements.

5. Rationale Justifying Use of Cited Statutory Authority.

The authority cited in paragraph four (4) above is applicable in accordance with FAR 6.302-1(a)(2)(iii)(A)(B). This bridge contract must be put in place to continue services until the new contract can be awarded. It has been determined that award of a sole source bridge contract to the incumbent contractor is necessary because, in light of transition to a cost-type acquisition to satisfy these requirements, there is not sufficient time to conduct a competitive procurement and, if necessary, transition to a different contractor by the time the current bridge contract expires on July 29, 2014. These services are considered non-commercial in nature and require significant quantities of uniquely skilled and experienced personnel to fulfill the Fleet deployment training program support tasks. An award to any other source would result in

substantial duplication of cost and unacceptable delays in fulfilling the agency's requirements as discussed below.

Background

Fleet Deployed Training Program Support is provided to DoD/DoN by a finite composite of highly skilled contractor subject matter experts specializing in technical and non-technical elements of live training, modeling and simulation, and synthetic training, as well as constructive training, exercise development and execution across 16 programs on a worldwide basis. Contractor personnel skillset requirements needed to perform this support are narrowly defined and include a cadre of unique DoD and DoN core competencies rather than a generic commercially available skillsets. This enables delivery of full spectrum subject matter expert competency for a synergistic training support approach. Contractor personnel are utilized to support all aspects of fleet training, including tactical and operational courses, war-games, and exercises that encompass scenario design, execution, assessment, and readiness reporting.

Unacceptable Delays

Due to the significant lack of Government resources, delays/gaps in providing the experienced expert support required would be catastrophic to the Fleet Deployed Training Program and USFF. Any interruption, delays, or gaps in the existing level of support would not be an option since these services are mission critical to the Navy. A gap in existing contractor support would also negatively impact current Fleet operational deployment schedules as the Navy strike groups cannot deploy without the appropriate/required training certifications obtained through this support.

In order to compete this requirement at this point, NAVSUP FLC Norfolk would have to start at the beginning of the procurement lifecycle. Due to the dollar value of this requirement, contract type, and the levels of review and approval required, the Procurement Action Lead Time (PALT) established for this acquisition is approximately 300 days. This amount of time exceeds the existing contract period of performance by approximately six (6) months assuming we would receive a completed package from the customer by 29 July 2014. Additionally, NAVSUP FLC Norfolk would be required to include at a minimum, 30 days to transition in order to get new contractor personnel up to speed. The current procurement timeline and existing contract period of performance does not provide ample time to conduct a competitive procurement and include at least a 30 day transition. In a compressed competitive procurement timeframe, utilizing a transition-in period of less than 30 days to accomplish the required knowledge transfer could result in the loss of all current capabilities; thus hindering future contractor capability and creating deployment schedule delays. Additionally, a transition period less than 30 days would likely not allow ample time to process security clearances/badges/keys for the 200 plus contractor personnel supporting this effort. Proceeding forward with the strategy of competing the requirement would pose significant risk to USFF support and potentially cause the command to go without services.

This training program support effort requires superior technical expertise and experience needed to deliver mission-level capability solutions with a sharp focus on the Navy's operational needs and requirements. The incumbent, SAIC, is the only source that can fulfill the requirements of this contract without interruption or delay. This support includes over 200 highly skilled personnel versed in the arena of specific joint training requirements and

approximately 20 teaming partners. As such, transitioning to another contractor without a transition period presents significant risk to the Navy.

Substantial Duplication of Cost

Should this requirement be competed for the short timeframe, the Government could potentially incur a substantial duplication of cost in transitioning/mobilizing a new support contractor for only a short duration of performance under this bridge effort. The existing contract has over 200 full time equivalents providing support to USFF. If a new contractor was selected under competition for this short duration bridge contract, the financial impact could be significant due to the amount of labor to be transitioned at the experience levels, security clearance levels and with the unique skillsets needed to perform the required services. The Government would be financially impacted due to the duplication of cost by potentially expending funds needed to support critical training exercises and those funds may not be recoverable through competition under such a short contract performance period.

SAIC currently provides this support to USFF and the Fleet Deployed Training Program through a cadre of highly skilled and experienced Fleet training industry personnel. Continuing support through SAIC for this bridge contract effort will significantly reduce the risk of training program support capability gaps and transition cost by leveraging their current knowledge and experience of Fleet training demands, training systems, processes/procedures, policy and academics. Thus, it is beneficial from both a quality of services and a financial perspective to proceed with a sole source award to SAIC.

6. Description of Efforts Made to Solicit Offers from as Many Offerors as Practicable.

As a result of the information provided above in paragraph five (5), it has been determined that the Government's minimum needs cannot be met by a type of service customarily available in the marketplace. Based on information obtained from Government sources, no other vendors have the ability to meet the requirement in the required timeframe without creating unacceptable delay or duplication of costs. A synopsis of this requirement will be posted to the Government Point of Entry (GPE) in accordance with FAR 5.201. Any sources who express interest will be evaluated for consideration.

7. Determination of Fair and Reasonable Cost.

A price analysis, cost analysis, and cost realism analysis will be performed in accordance with FAR 15.404 for this continued effort. In addition, technical assistance will be utilized to verify the types, mix and quantities utilized in the development of the contractor's proposed cost. This analysis will sufficiently ensure that the proposed cost is fair and reasonable.

8. Market Research.

Market research was performed in accordance with FAR Part 10 by contacting knowledgeable USFF technical experts regarding current industry capabilities in the market to fulfill the requirement. In addition, market research was performed by reviewing the results of recent market research and procurement data undertaken on contract N00104-13-F-Q624. As a result of this research, the following information was found:

- In accordance with the definition in FAR Part 2 for commercial items, it is determined that the subject requirement is not commercial in nature. The required support services are unique in nature and utilized specifically by the Navy.
- It has been determined that award of a sole source bridge contract to the incumbent contractor is necessary because, in light of transition to a cost-type acquisition to satisfy these requirements, there is not sufficient time to conduct a competitive procurement and, if necessary, transition to a different contractor by the time the current bridge contract expires on July 29, 2014. Based on this research, it is considered to be in the Government's best interest to meet this requirement through a sole source award to SAIC using the policies and procedures of FAR Part 15, Contracting by Negotiation.

9. Actions to Remove Barriers to Future Competition.

There is no alternative to this sole source procurement that can satisfy the requirements, both technically and within the time required. A follow-on competitively awarded procurement is currently being developed to satisfy this requirement. As part of the anticipated follow-on procurement, USFF and NAVSUP FLC Norfolk contracting are working diligently to change the contract type and revise the Performance Work Statement along with its corresponding requirements documents to further reduce any restrictive barriers to competition. In addition, the NAVSUP FLC Norfolk/USFF team intends on conducting extensive market research efforts through an industry day and by posting a request for information with a draft PWS to FedbizOpps. These market research efforts will allow industry ample notification/information regarding the forthcoming requirement and will provide the NAVSUP FLC Norfolk/USFF team a view of the current market place and industry capability. Collectively, these changes to the requirement and additional market research are anticipated to significantly remove barriers to future competition.

10. Contracting Point of Contact.

The contracting point of contact at NAVSUP Fleet Logistics Center Norfolk is:

John W. North
Senior Contract Specialist
NAVSUP Fleet Logistics Center
1968 Gilbert Street, Bldg. W-143, Suite 600
Norfolk, VA 23511
Phone: 757-443-1230
Email: john.w.north@navy.mil