

Justifications & Approvals (J&A) Notice

J&A Statutory Authority:

6.302-1

Classification Code:

R408

NAICS Code:

541330

Valid codes: <http://www.census.gov/naics/2007/NAICO607.HTM>

Recovery and Reinvestment
Act:

Yes

No

Subject:

Program Management Security Support Services
for the Joint Strike Fighter Program Office

A brief title description of the J&A

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Contract Award Number:

N68335-11-C-0271

Contract Award Date:

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03/25/2011



DEPARTMENT OF THE NAVY
NAVAL AIR WARFARE CENTER AIRCRAFT DIVISION

IN REPLY REFER TO:
J&A_11_7955

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

1. Contracting Activity.

Naval Air Warfare Center Aircraft Division (NAWC-AD) Lakehurst, NJ

2. Description of the Action Being Approved.

This award will be issued as a Cost-Plus Fixed Fee (CPFF) contract providing an additional Level-of-Effort (LOE) of approximately 57,716 hours over a base period of six months and two three month option periods (March 28, 2011-March 27, 2012). The additional LOE will sustain program management security support services for the Joint Strike Fighter (JSF) Program Office (PO) in Arlington, Virginia (VA) and field site locations.

The F-35 Lightning II Program is a joint, multi-national program among the U.S. Air Force (USAF), U.S. Navy (USN), U.S. Marine Corps (USMC) and eight cooperative international partners: the United Kingdom (UK), Italy (IT), the Netherlands (NL), Turkey (TU), Canada (CA), Australia (AS), Denmark (DK), and Norway (NO). The F-35 Program objective is to develop and deploy a three variant family of highly common and affordable strike fighter aircraft to meet the operational needs of the USAF, USN, USMC, and cooperative international services. The JSF is the next generation strike warfighter bringing cutting edge technologies to the battle-space of the future. The JSF Program carries the status of a major command (MAJCOM) and is a Secretary of Defense (SecDef) directed program. It is a Department of Defense (DoD) Acquisition Category (ACAT) 1D program, thus the Defense Acquisition Executive (DAE) is the Milestone Decision Authority (MDA). The family of strike fighter aircrafts consists of three aircrafts: the F-35A COTL (Conventional Take-Off and Landing), F-35B STOVL (Short Take-off/Vertical Landing), and F-35C CV Carrier Variant

The F-35 Program is managed by a JSFPO and is chartered to be a model of acquisition reform, with an emphasis on streamlining and cooperation. As currently planned, the JSF Program is DoD's most expensive aircraft program to date, costing an estimated \$300 billion to procure about 2,600 aircraft and related support equipment. Many in DoD consider JSF to be a model for future cooperative programs.

3. Description of Supplies/Services.

The JSF PO is tasked with developing and deploying a family of aircraft that affordably meets the needs of the Navy, Air Force, Marine Corps and identified allies. The work to be performed under this Task Order will support the JSF PO efforts to ensure that the aircraft manufacturer and prime contractor on the F-35 program, Lockheed

Martin (LM), meets the Government's requirements and revised timeline to successfully deploy the newest generation of fighter aircraft. The following mission critical program security is essential to the JSF PO:

- Security Operations
- o Site Security Management
- o Information Security
- o Special Access Facility Security Operations/Personnel Security
- o Visitor Control
- o Test Security Analysis/Coordination
- o Site Activation Security
- Program Protection
- o System Security Engineering
- o Certification and Accreditation (C&A)
- o Technology Assessment and Analysis\
- o Anti-Temper Assessment
- o COMSEC Engineering
- Foreign Disclosure
- o Foreign Disclosure Analysis
- Test Security

The program security support services assists the JSF PO in accomplishing its critical mission of acquiring the next generation strike fighter for the U.S. Air Force; U.S. Navy; U.S. Marine Corp; including eight foreign partners and two foreign participants. The program security support services are an integral part of Program activities and critical to the Program's success. The contractor security support services ensures highly sensitive critical program information and technology are protected in all phases of the Program. Protection of the critical technologies that distinguish the combat effectiveness of the JSF (F-35) from legacy programs is essential to the security of the program and essential that the current support be maintained to continue to protect those technologies throughout the entire program life cycle, including deployment and sustainment. Any interruption to these services would cause the entire program to cease operations.

See Appendix A for Estimated Dollar Value

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

10 U.S.C. 2304(c)(1), Only one responsible source and no other supplies or services will satisfy agency requirements.

5. Rationale Justifying Use of Cited Statutory Authority.

ManTech Corporation is currently providing support to the JSF PO in all aspects of security management under Air Force Contract FA7012-05-0023. Air Force Contract FA7012-05-0023 was awarded in September 28, 2005 and will end March 27, 2011 completing a five year period of performance as well as an additional six month extension pursuant to FAR 52-217-18 Option to extend services. It is in the Government's best interest to award a sole source bridge contract to ManTech Corporation while the Government competes a three year Task Order under SEAPORT-e. A sole source bridge contract to ManTech will insure there will not be a break in the JSF

Program Security Services, which would be detrimental to the F-35 Program. The impact of failing to award this continued support for the JSF PO is both operational and financial.

A break in program security support services would significantly disrupt the activities of the JSF Program. The loss of these critical services as described above in Paragraph III to include managing the storage and access of Program classified information would effectively sever the exchange of information between the prime contractors- Lockheed Martin and Pratt & Whitney- and the PO during this critical phase of System Design and Development (SDD). The services provided under the current Air Force contract support the management of all Program personnel security clearances, a disruption in providing this support would severely impact the ability of the JSF PO to bring on additional personnel. This would further put the Program at risk by delaying activities that ensure JSF PO personnel are adequately cleared for the work they are performing and the timely termination of access for personnel that have identified clearance issues.

The JSF PO does not have the government resources to replace the physical security support provided by the contractor support services. Without this support, the JSF PO would be forced to significantly restrict operating hours and physical access to the JSF PO. Particular negative impact would affect Top Secret and higher classified vault spaces where a significant amount of current work activity occurs. These impacts would have substantial financial impact to the U.S. Government. The Program spends an average of \$125 million a day developing the weapon system. Delays caused by lack of program security support could easily cost tens of millions of dollars within a short period of time. This would result in milestones being missed due to the lack of access to classified information and/or reduction in working hours in and out of secure spaces precluding effective staff activity.

The JSF Program would adversely and significantly be impacted by a break in the currently contracted program security support services. The JSF Program is at a critical stage of activity resulting from a joining of several significant events in the F-35 Lightning weapons systems procurement. The program is transitioning from SDD phase to Low Rate Initial Production (LRIP) and Operational and Development Test (OT/DT) phases of activity. Simultaneously, the U.S. government has begun to enter into Foreign Military Sales (FMS) agreements with customer countries at increasing rates. Negotiations are initiated or completed with Israel, Singapore, Japan, Spain, Korea, and others.

The program relies heavily on contractor support to ensure the security of the program and its critical mission to protecting the nation against foreign threats. If there was a break-in service the program would ground to a halt. The complex nature of the Program, the largest acquisition program within DoD, does not allow a pause in effort. Any stoppage would have enormous ripples through the program destroying cost and schedule for the years to come—if not completely jeopardizing continuation of the program. Combined with the retirement requirements for the nation's aging legacy aircraft (F-16, F-18, AV-8, A-10, and our ally's platforms), it is projected that any delay in Initial Operational Capability (IOC) of the JSF would leave a tactical aviation "gap" with large national security consequences.

This sole source award to ManTech Corporation is being processed solely for the purpose to insure continuity of services to avoid interruption of program support. Based on the above discussion it would be the most effective and efficient to allow the sole source contract to provide sufficient time to move forward with a competitive effort that would benefit not only JSF PO, but the DoD and ultimately the American taxpayer. Work to be performed under this sole source bridge contract requested here is the same work under the current Air Force Contract

FA7012-05-0023. There is a competitive SEAPORT-e package in process for JSF PO program management security support service requirements. This sole source action is a temporary bridge for the continuation of services until the SEAPORT-e Task Order is in place.

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

The proposed contract was synopsisized on the FEDBIZOPS website on 03 February 2011. Infracant LLC submitted their capability statement to the contract specialist on 17 February 2011. On 18 February 2011 the contract specialist spoke to Mr. Richard Phillips from Infracant and explained the reason for the sole source procurement and that there would be a competitive follow-on in Seaport-e. The contract specialist also provided Mr. Phillips a point of contact at ManTech regarding subcontracting possibilities. This resolved the challenge. No additional market research was conducted because it is not practicable, for the reasons discussed in paragraph 5 above, for any company other than ManTech Corporation to provide the required contractor support services.

7. Determination of Fair and Reasonable Cost.

The negotiation and establishment of a fair and reasonable price will be conducted in accordance with FAR 15.4. As stated in FAR 15.402, the Contracting Officer shall purchase all supplies and services at a fair and reasonable price. Based upon historical cost data from performance of the contractor support services in support of JSF Program Security under the current Air Force contract FA7012-05-0023, the Contracting Officer, Defense Contract Management Agency, and Defense Contract Audit Agency auditors have adequate information and background to determine a fair and reasonable price.

8. Actions to Remove Barriers to Future Competition.

A competitive SEAPORT-e action is currently being processed.

Appendix A

Estimated Dollar Value in Thousands

	FY11	FY12	FY13	FY14	FY15	FY16	FY17	Total
OMN	7400	0	0	0	0	0	0	7400
Total	7400	0	0	0	0	0	0	\$ 7400 k