



DEPARTMENT OF THE NAVY  
NAVAL AIR WARFARE CENTER AIRCRAFT DIVISION

IN REPLY REFER TO:  
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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.

AIR-4.5X Special Surveillance Programs (SSP) has been tasked by the DOD to enhance existing Persistent Ground Surveillance Systems (PGSS), procure PGSS operator support for PGSS Forward Operating Bases (FOBs) throughout Afghanistan. This action is for a Firm Fixed Price (FFP) contract with STARA Technologies, Inc. (STARA) of Gilbert, AZ for continued PGSS support of FOBs, including sustainment of operators currently in theatre, training and pre-deployment support. This action will cover a period of nine (9) months in order to fund the immediate need for continued operator support.

3. Description of Supplies/Services.

This FFP contract is for the purchase of PGSS Operator Support. The contractor shall provide properly qualified and experienced PGSS operators for OCONUS operations. The requested action is required to fund STARA operators currently supporting existing PGSS systems fielded in support of Operation Enduring Freedom (OEF), sustain those systems, and outfit additional PGSS sites as requested by Joint Urgent Operational Need (JUON)

The PGSS System provides round-the-clock real time Intelligence, Surveillance, and Reconnaissance (ISR), Force Protection, FOB Protection, and Route and Counter-Improvised Explosive Device (C-IED) support to the FOBs throughout OEF. The system has been responsible for numerous IED emplacement detections, person of interest tracking and capture, weapons detection, and overall improved battlefield awareness to the Combatant Commander (COCOM). System enhancements include the addition of Persistent Ground Surveillance Towers (PGST) as an ISR supplement for the FOB when the aerostat is moored or undergoing service, the use of Wide Area Surveillance (WAS) turrets to provide 360 degrees of constant ISR coverage in the area immediately around the FOB, and the ability of other FOBs to share the video being provided to an area to give increased situational awareness.

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

10 U.S.C. 2304(c)(2), Unusual and Compelling Urgency.

5. Rationale Justifying Use of Cited Statutory Authority.

The United States (U.S.) military has had a continuing and urgent problem with maintaining the physical security and force protection of FOBs in remote locations operating as part of the global war on terror. Isolated FOBs have been repeatedly attacked without warning by enemies of freedom which have inflicted heavy casualties on U.S. forces. The technology being fielded as part of the PGSS is specifically tailored to protect U.S. forces by providing surveillance to detect and locate forces that are approaching in the distance, giving U.S. forces ample time to assess and respond.

This procurement action is in direct support of the PGSS which addresses JUONS designated by the U.S. Central Command as being critical to the warfighting activities in Afghanistan. JUONS

supports this requirement. This requirement has been designated a rating per NAVAIRSYSCOM It

This procurement will sustain STARA's current PGSS OCONUS operators. Future competitive operator support procurements have been synopsized. Full and open competition at this juncture would cause a delay that would jeopardize troops deployed in hostile areas and endanger mission accomplishment. Failure to award this proposed action would be detrimental to the availability and readiness of the PGSS and place combat forces in imminent danger.

STARA is one of seven (7) contractors providing PGSS trained operators

The continued use of STARA keeps qualified operators in theatre where they are needed. The Government does not possess the manpower necessary to fully support PGSS.

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

Technical subject matter experts from AIR-4.5X conducted market research to identify manufacturers with the needed capability that have been deployed and demonstrated in a wartime environment similar to Afghanistan. This included both an internet search to identify possible vendors and a query through the Central Contractor Registration System. Subject matter experts contacted potential manufacturers in order to determine company capabilities. Based on AIR-4.5X experience with Special Surveillance contractors and equipment, along with research done under existing contracts for similar surveillance programs, potential sources conducted demonstrations of their equipment at the Yuma Proving Grounds. These demonstrations took place in several phases from September 8 to 22, 2009, October 19 to 23, 2009, November 16 to 20, 2009 and February 2010.

As a result of these demonstrations, a candidate system was configured and tested prior to deployment to Afghanistan. More than 200 operators and mission commanders have been trained prior to deployment. Operation and maintenance manuals have been developed, each based on the existing configuration. A system has been established to provide spares and other logistics support.

This procurement was originally intended to be awarded for a period of 3 years. A synopsis was posted to FedBizOps on 28 April 2011 with a response date of 13 May 2011. There was one response received from provide the operator support. AIR-4.5X provided a technical analysis of response which indicated that would be able to provide the required support. Market research also indicates that additional sources may be able to provide the needed support as well. An acquisition

strategy has been developed, which includes competing delivery orders for all PGSS requirements, including operator support, among multiple Basic Ordering Agreement holders and has been synopsised. Due to the lead time associated with competing those orders and subsequent training of operators before they can be deployed, it is necessary to award this urgent action sole source to STARA to prevent a lapse in operator support while orders are being competed.

7. Determination of Fair and Reasonable Cost.

In accordance with FAR 15.402, the Contracting Officer shall ensure that the price negotiated for this acquisition is fair and reasonable. An independent government estimate and price analysis has been provided for this effort.

The proposal is being reviewed by experienced technical personal at SSP, cost analysts and contract specialists to validate the proposed hours, labor mix, appropriateness of the proposed and necessity for materials. The Contracting Officer will utilize cost and price analysis in accordance with FAR 15.404-1, including a review of historical data, as the basis for negotiating a fair and reasonable price. Certificates of Cost and Pricing Data will be obtained, where required, upon the conclusion of the negotiations.

8. Actions to Remove Barriers to Future Competition.

For the reasons set forth in paragraph 5, NAVAIR plans to issue a competitive procurement for the long term PGSS support once this procurement is processed. The PGSS Acquisition Plan has been updated accordingly and a synopsis has been posted to begin competing delivery orders.