



**DEPARTMENT OF THE NAVY**  
NAVAL AIR WARFARE CENTER WEAPONS DIVISION  
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IN REPLY REFER TO  
J&A\_12\_22707

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

1. Contracting Activity.

Naval Air Warfare Center Weapons Division (NAWC-WD) - China Lake, CA

2. Description of the Action Being Approved

This justification and approval authorizes and approves on a sole source basis, an Indefinite Delivery, Indefinite Quantity (IDIQ) type contract award to Synectic Solutions Inc. (SSI) for observation, data collection, analysis, validating and reporting services on conventional air to ground ordnance to satisfy the requirements of the Conventional Ordnance Performance Evaluation (COPE) Program, as required by the Naval Ordnance Maintenance Management Program OPNAVINST 8000.16C. The period of performance for this requirement will be a one year base with four one year options.

3. Description of Supplies/Services.

The services outlined in the performance work statement (PWS) will provide Naval Air Systems Command (NAVAIR) with Conventional Ordnance Performance Evaluation (COPE) results from aerial bombing training events (live-fire and inert exercises) through direct observation, analysis, and reporting. The collected data provides the basis for life-cycle management, determining quality, reliability, and maintainability of the associated ordnance/weapons systems and related equipment. The main objective of the COPE Monitoring and Data Collection Services effort is to accurately capture all pertinent ordnance performance information as it relates to specific ordnance/weapons used during actual training exercises. The information obtained through these efforts enables NAVAIR to comply with the COPE Program requirements set forth in OPNAVINST 8000.16C. NAWCWD is responsible for coordination of the COPE Program, including the timely distribution of collected data to the In-Service Engineering Agent (ISEA) for the applicable weapon system and contractor oversight.

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

SSI is the only small business with the specialized knowledge, technical expertise, and experience that can meet the Government's requirements on a timely basis. SSI is the only contractor that has the expertise

and the full spectrum of working knowledge in Naval Aircraft ordnance / weapons to safely and efficiently satisfy the COPE requirements. Award to any other source besides SSI would result in unacceptable cost, schedule, and programmatic risks. The Program Office estimates that it would require a minimum of two years to train new contractor personnel to an acceptable level and cost approximately \$950,000. Program managers use COPE data as the basis for decisions in the areas of weapons technical reliability, availability, suitability, and safety. Delaying the procurement to get another contractor capable would result in significant opportunity losses for collecting critical ordnance performance data. The Government's weapon life-cycle decisions based on COPE data directly affect in theater military personnel as they relate to actual combat ordnance performance.

The COPE data collection process is very complex involving strict adherence to scheduling and safety procedures on the nation's premiere military training ranges. This process requires extensive ordnance related technical knowledge, including weapons validation which ensures weapons are ready for flight and can be tracked through to detonation. The contractor must maintain strict safety procedures for handling, loading, arming and safe maneuvering in areas where live ordnance is detonated. Also, the timely collection, recording, validating and reporting of accurate live-fire weapons performance information on a recurring and cumulative basis is paramount to the success of the COPE program.

Systems Consultants Inc. (SCI) worked with the COPE program for many years as a sub-contractor through SSI and more recently as the prime contractor. The Government decided to contract directly with SCI rather than through SSI as a subcontractor. SCI personnel possessed specialized skills not readily available in the labor market. SCI had experience with strike-fighter aircraft tactics and procedures, with live fire exercises, and expertise with ordnance handling. The knowledge and unique skill sets that SCI personnel have are not capable of being duplicated in the current market. SCI personnel had a unique capability combination of: 1) technical and procedural expertise in aircraft weapon systems and tactics considerations for modern strike-fighter aircraft procedures; 2) knowledge of live bombing on required ranges; 3) extensive experience and expertise in dealing with fleet live-fire exercises; and 4) extensive ordnance related technical knowledge and handling, observation of loading and arming, and safely maneuvering in areas where live ordnance is detonated. Additionally, SCI's personnel had range qualifications at multiple locations including the following: Air Field Ramp, Combat Aircraft Loading Area (CALA), Ordnance Storage and Buildup Facility, and multiple remote ranges at each of the four locations. The two main elements of safety are: 1) Range safety – Capability to get positioned for observation of the impact or detonation; and 2) CALA safety – The weapons are assembled, loaded and installed IAW established procedures. COPE provides the highest fidelity of weapons accuracy and reliability which is used to deliver ever-improving weapons to the fleet in a safe manner.

The Government's technical customer reviewed the capabilities of other engineering service contracts available at WD and was told by the contractors and CORs that they could not provide this subject matter expertise. He also contacted a Naval Munitions expert who did not know of any other recommended sources. He reviewed historical data and found that 15 years ago a different vendor other than SCI was selected. This contractor subsequently defaulted. A sources sought synopsis was published in Federal Business Opportunities on 27 July 2011. No responses were received from other than SCI. Additionally, the Program Office contacted the NAWCWD Engineering Support Services (ESS) contract COR and the Scientific Technical Administration and Research Development, Test and Evaluation Services (STARS) contract PCOs in January 2012. Both stated that the COPE requirement was not within scope of their respective contracts. This confirmed previous market research performed by the technical customer.

A pre-solicitation sole source synopsis was published on 3 April 2012 and no responses were received. The solicitation was issued to SCI on 20 April 2012. On 30 April 2012, SCI sent a letter to the Government that they were divesting themselves of the COPE business and personnel (b)4

As a result, SCI declined to propose on the COPE solicitation. SSI subsequently hired the Cope personnel as direct employees rather than subcontract employees in May 2012. Therefore, SSI is the only company with the subject matter experts who can perform these services. A pre-solicitation synopsis was published on 22 June 2012 indicating the Government intends to solicit and negotiate with only SSI. No responses were received as of 16 July 2012.

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

A pre-solicitation sole source synopsis was published on 22 June 2012 and no responses were received as of 16 July 2012. Any future responses will be evaluated by the Contracting Officer prior to award.

7. Determination of Fair and Reasonable Cost.

In accordance with FAR 15.402, the Contracting Officer must ensure that all services provided under this contract are procured at a fair and reasonable price. Analysis of the proposal will be performed by the technical user and the contract specialist with the assistance of DCMA analysts and DCAA auditors as needed. The Procuring Contracting Officer (PCO) will analyze the various cost elements that are presented in the proposal and use Government expertise and resources to evaluate the proposal's position. As discussed in this paragraph, the PCO will utilize cost and price analysis as the basis for negotiating a fair and reasonable price for the supplies/support covered by this J&A.

8. Actions to Remove Barriers to Future Competition.

This action is being executed as a single source award under the small business program. For future follow-on requirements, NAVAIR will continue to conduct market research to assess whether any other sources can perform the required work. If additional sources are identified then the follow-on effort will be competed. It should be noted that the Government does not intend to do this work in-house due to the significant cost-savings realized by utilizing contracted work solely for the purpose of the various tests listed in the PWS.

Appendix A

Estimated Dollar Value In Thousands

	FY12	FY13	FY14	FY15	FY16	FY17	FY18	Total
	(b)(2)High							
						0	0	\$ 1978 k