



FOR OFFICIAL USE ONLY



Justification and Approval (J&A) for Other Than Full and Open Competition

NOTE: If a Justification and Approval was approved for the preceding acquisition, a copy of the approved J&A for the predecessor action must be included in the staff package for approval of the instant J&A. This applies to all J&A staff packages that are submitted for review and approval at a level above the contracting officer. The predecessor J&A will be used as a reference document by the approving official.

Is this a new or amended J&A Document? ☒ New ☐ Amended (Prior to Award Only!)

Is this a Bridge Action as defined in the AF Bridge Action Reduction Plan? ☒ Yes ☐ No

Funding level for this acquisition: ☐ ≤ \$700K ☐ > \$700K and ≤ \$13.5M ☒ > \$13.5M and ≤ \$93M ☐ > \$93M

Contracting Activity: Space and Missile Systems Center, SMC/PKL

Purchase Request / Local ID Number: #19-18

Program / Project (and PE, if applicable): System Engineering and Sustainment Integrator (SENSOR) Depot Maintenance Contract

Program Type (PEO or Other Contracting): PEO

Authority: 6.302-1 – 10 USC 2304(c)(1), Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements

Estimated Contract Cost (including options): \$92M

J&A Type: ☐ Class ☒ Individual

COORDINATION (AFFARS 5306.304(a))

Date 27 Jun 2019	Project Lead / Program Mgr / Requiring Activity [REDACTED] Maj, USAF SENSOR Program Manager / DSN 834-[REDACTED]	Signature [REDACTED]
Date 27 Jun 2019	Contracting Officer [REDACTED] NH-03, DAF SENSOR Contracting Officer / DSN 834-[REDACTED]	Signature [REDACTED]
Date 28 Jun 2019	Local Legal Reviewer [REDACTED] NH-04, DAF SMC/JAQ / DSN 834-[REDACTED]	Signature [REDACTED]
Date 28 Jun 2019	Chief of the Contracting Office (COCO) [REDACTED] NH-04, DAF SMC/PKL / DSN 834-[REDACTED]	Signature [REDACTED]
Date 2 Jul 19	Competition Advocate [REDACTED] Col, USAF Deputy Director of Contracting (SMC/PK) / DSN 633-[REDACTED]	Signature [REDACTED]
Date 3 Jul 19	Senior Center Contracting Official [REDACTED] GG-15, DAF Acting Director of Contracting (SMC/PK) / DSN 633-[REDACTED]	Signature [REDACTED]



FOR OFFICIAL USE ONLY



Justification and Approval (J&A) for Other Than Full and Open Competition

APPROVAL ([AFFARS 5306.304\(a\)](#))

<p>Date</p> <p>19 Jul 19</p>	<p>[Redacted] Lieutenant General, USAF Air Force Program Executive Officer for Space</p>	<p>Signature</p> <p>[Redacted]</p>
------------------------------	--	------------------------------------



Justification and Approval (J&A) for Other Than Full and Open Competition

I. Contracting Activity.

Contract Number: F19628-02-C-0010

Contracting Office Location:
Space and Missile Systems Center/Directorate of Contracting (SMC/PKL)
1050 E. Stewart Ave, Bldg. 2025
Peterson AFB, CO 80914-2902

Requiring Office:
Space and Missile Systems Center / Space Superiority Systems Directorate Ground Based Space Surveillance Division (SMC/SYG)
1050 E. Stewart Ave, Bldg 2025
Peterson AFB, CO 80914-2902

II. Nature and/or description of the action being processed.

This action will be a contract modification to the existing System Engineering and Sustainment Integrator (SENSOR) Contract (Contract No. F19628-02-C-0010) with Harris Corporation to extend Sustainment Period of Performance up to 18 months (1 Oct 2019 through 30 Jun 2021) without any other changes to the existing contractual terms and conditions. The SENSOR contract will end 30 Sep 019 without the requested extension. The planned contract type for this extension is Cost-Plus Incentive Fee (CPIF). A competitive source selection to provide future sustainment services is currently in the proposal evaluation phase and proceeding concurrently with the effort described herein. This justification and approval (J&A) is an individual J&A to prevent a break-in service while the source selection for the SENSOR follow-on acquisition, the Maintenance of Space Situational Awareness Integrated Capabilities (MOSSAIC) is completed. MOSSAIC proposals are due 20 May 2019. The competitive MOSSAIC source selection is projected to result in an award 1 March 2020 and there is a planned 4-month transition-on period before full MOSSAIC performance begins. This bridge effort consists of a nine-month base period of performance starting 1 October 2019 and ending on 30 June 2020 at the completion of the MOSSAIC transition-on period. Three additional 3-month options (1 Jul 2020 through 31 Mar 2021) are included and will be used only as needed to address any unforeseen delays in the MOSSAIC source selection and/or transition processes.

III. Description of supplies/services required to meet agency needs.

The SENSOR Contract provides depot-level maintenance, repair and upgrade; Contractor Logistics Support (CLS); and modernization of the United States world-wide network of ground based space surveillance assets and associated command and control systems. The ground based space surveillance systems in sustainment include Ground Based Electro-Optical Deep Space Surveillance (GEODSS) system at 3 locations around the world, the Eglin Radar in Florida and the C-Band Radars in the Ascension Islands and Australia. The Space Battle Management Command and Control systems currently in sustainment include the Distributed Space Command and Control System - Dahlgren (DSC2-D) at Dahlgren, VA and Vandenberg AFB, CA (including its associated sub-systems), and the National Space Defense Center (NSDC) at Schriever AFB, CO. Additionally, SENSOR is providing critical support to the Space Surveillance Telescope (SST), which is currently being reassembled and operationalized in Australia. The SENSOR Contract provides the depot-level maintenance activities necessary to maintain the operational readiness of these systems which are critical components of Air Force Space Command's Space Surveillance Network (SSN). The SYG portfolio of ground-based sensor systems provides over 80% of the space catalog maintenance and Space Object Identification (SOI) data/information used by Air Force Space Command (AFSPC) and United States Strategic Command (USSTRATCOM) to meet their mission requirements. In addition to sensors, the portfolio sustains Command and Control (C2) systems that are mission critical. Each of these systems have documented performance and availability requirements. In every case, the Operational Availability (Ao) for the systems is 95%+. It is not possible to meet the performance and availability requirements with a 9-month gap in depot support. For example, the depot sustainment contractor (SENSOR) is the supply control point for over 5,000 parts that operational units draw from through the Standard Base Supply System (SBSS) to replace failed subsystems at operational sites.

Authority to extend the SENSOR contract is needed to ensure continued support to critical systems is available if the full and open MOSSAIC source selection process and contract award is not completed in time to support the Transition



Justification and Approval (J&A) for Other Than Full and Open Competition

Period and start of MOSSAIC responsibility on or before 30 September 2019. [REDACTED]

[REDACTED] This estimated amount is based upon historical actual costs. The primary funding sources are FY20 and FY21 3400 Operations, Maintenance and Sustainment funds.

IV. Statutory authority permitting other than full and open competition.

10 U.S.C. 2304 (c)(1) as implemented by FAR 6.302-1 (a)(2)(iii) - Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements

V. Demonstration that the contractor's unique qualifications or nature of the acquisition requires the use of the authority cited above (applicability of authority).

Pursuant to FAR 6.302-1(a)(2)(iii)(B), this requirement is available only from the original source for continued provision of highly specialized services, because award to any other source could not be accomplished in time to ensure continued mission availability of critical systems. Authority is requested for this "bridge" effort to enable the continued performance of highly specialized weapon system sustainment services under the SENSOR contract for 2 reasons: (1) to "bridge" performance while the competitive follow-on MOSSAIC source selection is completed and (2) to provide continued performance in the event of any unforeseen potential delays in MOSSAIC source selection or Transition processes.

The SENSOR contract provides depot-level maintenance, repair and upgrade; and Contractor Logistics Support of the United States' world-wide network of ground-based space control radars, optical systems and command and control. As stated above in Section III, the ground based space surveillance systems in sustainment include Ground Based Electro-Optical Deep Space Surveillance (GEODSS) system at 3 locations around the world, the Eglin Radar in Florida, the C-Band Radars in the Ascension Islands and Australia, and is supporting the SST system. The Space Battle Management Command and Control systems currently in sustainment include the Distributed Space Command and Control System - Dahlgren (DSC2-D) at Dahlgren, VA and Vandenberg AFB, CA (including its associated sub-systems), and the National Space Defense Center (NSDC) at Schriever AFB, CO. The SENSOR Contract provides the depot-level maintenance activities necessary to maintain the operational readiness of these systems which are critical components of Air Force Space Command's Space Surveillance Network (SSN). The current SENSOR Contract, Contract No. F19628-02-C-0010, was competitively awarded in 2002 and expires 30 Sep 2019.

Highly-Specialized Services:

The services provided under the SENSOR contract are very broad in scope and require highly specialized knowledge and experience to perform. The specialized nature of the work generally stems from three major factors: (1) the age of the weapon systems, (2) the development and integration capabilities sustained under SENSOR, and (3) the formalized specialized agreements and approvals needed to sustain and support the weapon systems. Due to the age of the SENSOR systems, much of the equipment is obsolete and no longer supported by major vendors. For example, the Eglin radar was originally fielded in 1968 and GEODSS was originally deployed in the early 1980s. In many cases, the SENSOR contractor has become the source of supply because other sources of supply are no longer available due to the limited and specialized nature of the system equipment. The SENSOR contractor relies on its knowledge of the equipment and many after-market sources to repair and maintain equipment used on the legacy weapon systems. Software is even more problematic. Much of the legacy software is written in computer languages that are no longer mainstream and taught in universities, such as Assembly, Jovial, ADA and FORTRAN. In many cases, the software documentation is lacking and is an inadequate substitute for a working knowledge of the code that has been obtained through experience. Since award of the SENSOR contract in 2002, the Government has transferred responsibility for housing and maintaining a myriad of specialized development, integration and test capabilities that used to be located on Government property. This represents a very specialized aspect of the services provided. Like the age of the weapon systems, the complexity and lack of documentation on these capabilities requires specialized knowledge and experience just to maintain the functionality. [REDACTED]

[REDACTED] Additionally, there are a considerable number of formal agreements and approvals required to execute SENSOR requirements that are specific to the current contractor. For example, any contractor executing SENSOR requirements must establish an Associate Contractor Agreement with the Level 1 maintainers under separate contract through the 21st Space Wing. The close day-to-day interaction and



Justification and Approval (J&A) for Other Than Full and Open Competition

potential overlap of responsibilities make formalized agreements necessary. In other cases, the systems supported by the SENSOR contract are located in foreign countries or territories (e.g., Space Surveillance Telescope in Australia, GEODSS in Diego Garcia) and requires the contractor to obtain specialized agreements and approvals to support those weapon systems. These agreements and approvals are specific to the current contractor and are not transferable. [REDACTED]

[REDACTED] Potentially transitioning twice (from SENSOR contractor to a bridge contractor and then from the bridge contractor to the MOSSAIC contractor) greatly increases the risk, [REDACTED]

Lastly, as part of preparing for the MOSSAIC RFP release, the Program Office conducted extensive market research and had many one-on-one interactions with Industry. There was consistent feedback that MOSSAIC solicitation requirements (SENSOR follow-on), which contain a majority of the SENSOR requirements, would require a team of contractors to provide the requisite specialized expertise needed to execute MOSSAIC, and that their decision to participate hinged on their ability to secure teaming arrangements such that the required specialized expertise could be proposed.

Follow-on "Bridge" Contract:

This contract action is a "bridge" effort to enable the continued performance of weapon system sustainment services under the existing SENSOR contract while the competitive source selection is completed for the follow-on acquisition - MOSSAIC. This contract action will be for a period of up to 18 months consisting of a base period of 9 months of continued sustainment services (1 Oct 2019 through 30 Jun 2020) and three 3-month option periods (1 Jul 2020 through 31 Mar 2021) for additional months of continued sustainment services in the event of unforeseen delays with MOSSAIC source selection and/or transition. If MOSSAIC is awarded on time without delays, only 9 months of continued sustainment services under SENSOR contract will be necessary. If MOSSAIC is awarded early, the Government may not need 9 months of continued SENSOR sustainment services. Therefore, this acquisition is for continued performance of a highly specialized service.

Unacceptable Delays in Fulfilling Agency's Requirements:

Award to any other source would result in unacceptable delays in fulfilling the Air Force's requirements. The Government is in the process of awarding the competitive follow-on acquisition (MOSSAIC). The latest MOSSAIC acquisition strategy was approved 18 June 2018. The MOSSAIC team held multiple Industry Days, site visits and one-on-ones with prospective Offerors in 2018 and the beginning of 2019. The MOSSAIC team released multiple draft RFP versions beginning on 18 Sep 2018 and continuing through final RFP release. The MOSSAIC RFP was released on 21 March 2019 with proposals being due on 20 May 2019. The projected MOSSAIC contract award date is March 2020. The following is a high-level summarization of the schedule to MOSSAIC contract award:

21 March 2019: MOSSAIC RFP Release

20 May 2019: Proposals Due

[REDACTED]

The current contract, SENSOR, ends 30 September 2019. A nine-month extension is required (1 Oct 2019 through 30 Jun 2020), as a minimum, based on the current MOSSAIC schedule, to support continued mission system support through the Transition Period to Program Management Responsibility Transfer of sustainment services to the MOSSAIC contractor. Three additional 3-month options (1 Jul 2020 through 31 Mar 2021) are requested to account for any potential and unforeseen delays in the MOSSAIC source selection and/or Transition processes. These three additional 3-month option periods will only be used if necessary. Authority to extend the SENSOR contract is needed to ensure continued support to systems critical to maintaining the operational readiness of these systems which are critical components of Air Force Space Command's Space Surveillance Network. If these sustainment services "lapsed" on these critical systems, AFSPC would lose Space Situational Awareness in the contested space domain. AFSPC's ability to accurately maintain and update the space catalog and maintain Space Object Identification would cripple USSTRATCOM war-fighter space capabilities and National Security. This loss of SSA would also risk the protection of billions of dollars in National and Commercial space assets and jeopardize the United States' continued, safe and assured access to space.



Justification and Approval (J&A) for Other Than Full and Open Competition

It is not possible for the Government Program Office (GPO) to organically perform these mission critical sustainment services over this bridge period. The two primary reasons are insufficient personnel resources/skill sets and insufficient facility space. The current sustainment contractor requires approximately [REDACTED] Full-Time Equivalent (FTE) personnel to meet the annual sustainment services requirements (just core sustainment services - not FTEs for modifications and upgrades). The GPO cannot obtain authorization for the additional manpower to assume sustainment responsibility for the systems and even if the authorizations were possible, there is no way that the resources could be hired and brought up to speed in time to support the expected "bridge" period. Additionally, many of the current SENSOR resources are Subject Matter Experts (SMEs) on the systems they support. There is no way to replace their experience and expertise (without hiring the incumbent personnel) between today and February 2020. Finally, the current SENSOR contractor owns, leases, or subcontracts for over [REDACTED] of warehouse and specialized laboratory/test equipment. In most cases, the laboratory/test facilities have special cooling, power, and communication connection requirements, in addition to requiring multi-level security certifications up to Top Secret/SCI. The GPO neither has access to nor could it obtain the required physical space required to meet the continued sustainment requirements on or before 30 Sep 2019.

Lastly, as explained in Sections VIII and IX below, MOSSAIC market research demonstrated and continues to demonstrate there are multiple potential sources that could meet this "bridge" requirement. However, there is no known executable strategy to complete the "bridge" acquisition process, conduct a source selection, obtain a contract award and transition to an alternative source in time to meet mission requirements.

Accordingly, The Harris Corporation is the only firm capable of providing the supplies and services described in Section III above without the U.S. Air Force experiencing unacceptable delays in fulfilling its requirements.

VI. Description of efforts made to ensure that offers are solicited from as many potential sources as practicable.

The Government released a combined Sources Sought/Notice of Contract Action through the Government Point of Entry (FBO.gov) IAW FAR 5.201. The Notice advised Industry that the Government was contemplating this sole source award extension of SENSOR contract and requested Statements of Capability (SOC) from any potential interested Offeror. The Notice was posted on 17 May 2019 and closed on 27 May 2019. No responses were received in response to the NOCA.

VII. Determination by the Contracting Officer that the anticipated cost to the Government will be fair and reasonable.

The Contracting Officer has determined that the anticipated cost for this effort will be fair and reasonable. In accordance with FAR 15.403-4, ("Requiring Certified Cost or Pricing Data"), certified cost and pricing data will be required for this contract action. The Contracting Officer will evaluate the contractor's cost proposal in accordance with FAR 15.404-1, proposal analysis techniques, to determine cost reasonableness and completeness. During negotiations, the Government will establish objectives based on 17 years of historical cost data and program office estimates. The Contracting Officer will determine the cost objectives based on, but not limited to the following: Defense Contract Audit Agency reports, Defense Contract Management Agency recommendations, technical evaluations and past history. The program office independent Government cost estimate will be used for comparison and evaluation against the contractor's proposal.

VIII. Description of the market research conducted and the results, or a statement of the reasons market research was not conducted.

As stated above, all potential sources that could support this "bridge" action have been engaged with the GPO as part of the MOSSAIC acquisition. The GPO asserts that the continued and recent MOSSAIC market research is directly relevant and applicable to this bridge action given that the scope of the work is almost identical.

Many FBO announcements and RFIs were issued in support of the MOSSAIC strategy and RFP development processes. Four separate Industry Days were held and approximately 70 companies (200+ industry representatives) attended at least one of those engagements (many attended all).



Justification and Approval (J&A) for Other Than Full and Open Competition

Based on information received from Industry during the Industry Days and One-on-Ones, three facts related to this "bridge" acquisition became apparent. First, multiple sources have the capability to meet the MOSSAIC solicitation requirements. Second, no potential source believes they can meet MOSSAIC requirements on their own due to the scope of work and number/diversity of supported systems. All Offerors that have confirmed their intention to bid on MOSSAIC appear to have established teams with multiple large and small business sources per team. In fact, several large businesses informed the GPO they would not be bidding because they were unable to secure the teaming arrangements they felt necessary to meet the requirements. Third, at each engagement, Industry expressed concern about the difficulty and risk associated with Transition. They each expressed concern that the security accreditations alone are likely to jeopardize a MOSSAIC contractor from becoming fully operational in the stated time-line.

Additionally and as stated in Section VI, the Government released a combined Sources Sought/NOCA for this bridge contract action and did not receive any responses.

IX. Any other facts supporting the use of Other Than Full and Open Competition.

A contract very similar to MOSSAIC was recently awarded by AFLCMC/HBQ to sustain their portfolio of systems. This support was previously provided by the SENSOR contract. It has taken over [REDACTED] months to complete transition to the new contractor. SYG is working to address the lessons learned identified by HBQ and is preparing to execute tasks on the SENSOR contract while initiating Government actions now to better prepare for MOSSAIC transition to shorten the time-line as much as possible. These efforts cannot be completed before a potential Transition from SENSOR to a "bridge" source. Given the timing, it is unlikely that transition to a bridge source can be accomplished in less than six months.

The current MOSSAIC acquisition has taken nearly two years to complete acquisition strategy, to obtain strategy approval, to develop RFP and obtain approval to release the solicitation. MOSSAIC market research demonstrated and continues to demonstrate there are multiple potential sources that could meet this "bridge" requirement. However, there is no known executable strategy to complete the "bridge" acquisition process, obtain a contract award and transition to an alternative source in time to meet mission requirements. Given it will take at least six months to transition from SENSOR to a "bridge" source, an award to that source is already late to need (SENSOR ends 30 Sep 2019; "bridge" contract action Transition should have started Mar 2019 to be complete by 30 Sep 2019).

MOSSAIC is planned to be awarded and transition complete before a new "bridge" contract to a source other than the incumbent could be awarded.

X. List of any sources that expressed, in writing, an interest in the acquisition.

None. As explained above in Section VI, a NOCA for this contract action was issued and there were no responses from Industry expressing interest or submitting SOC's.

XI. A statement of the actions, if any, the agency may take to remove or overcome any barriers to competition before making subsequent acquisitions for the supplies or services required.

The SENSOR contract is being replaced through the full and open MOSSAIC competition.

XII. Certification by the Contracting Officer.

As evidenced by my signature above, I have determined this document to be both accurate and complete to the best of my knowledge and belief.

XIII. Certification by the technical/requirements personnel.

As evidenced by my (our) signature(s) above, I (we) certify that any supporting data contained herein, which is my (our) responsibility, is both accurate and complete.



FOR OFFICIAL USE ONLY



Justification and Approval (J&A) *for* Other Than Full and Open Competition
