Justification for an Exception to Fair Opportunity or to Use Brand-Name Restriction

Is this a brand-name justification? ☐ Yes ☒ No

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

Contracting Activity: AFLCMC/AZS

Purchase Request / Local ID Number: FA8622-23-F-2302

Program Name (and Program Element, if applicable): Engineering, Professional, and Administrative Support Services (EPASS), Survivable Airborne Operations Center (SAOC)

Estimated Cost/Price of the Order (including options): $25,128,710

Type of Determination: ☒ Individual ☐ Class Expires: [click and select]

Fair Opportunity Exception: RFO 16.507-6(b) (Check the applicable subparagraph below.)

☐ (A) ☐ (B) ☐ (C) ☐ (D) ☐ (E) ☐ (F) ☒ (G) Check this box to display the RFO 6.103 exceptions.

RFO 6.103 Exception: 6.103-1 Only one responsible source and no other supplies or services will satisfy agency requirements.

Click here for instructions to complete the boxes below.

(1) Contracting Activity:
AFMC/AFLCMC EPASS Program Office (AFLCMC/AZS) 1801 Tenth Street Wright-Patterson AFB, OH 45433 PCO: [redacted] 937-255-1951

(2) Nature and/or description of the action being approved:
The proposed Exception to Fair Opportunity (EFO) is for an extension to the existing bridge contract FA8622-23-F-2302 for Advisory and Assistance Services (A&AS) supporting Engineering, Professional, and Administrative Support Services (EPASS) for the Survivable Airborne Operations Center (SAOC) AFLCMC/WVS program office. The original SAOC Bridge action was awarded to Oasis Systems, LLC (now Astrion) on 7 July 2023, with a ~19 month period of performance (18 Jul 2023 - 28 Feb 2025). The bridge was extended an additional 16 months, and the current PoP ends on 30 June 2026. Without an additional extension, there will be a break in service for 53 Contractor Manpower Equivalents (CMEs) currently supporting the SAOC/WVS division. The original SAOC Bridge was established to align its PoP with the MATAC/PE (Mobility and Training Aircraft Directorate and Presidential and Executive Airlift Directorate) task order to facilitate aligning both efforts under FOPR 77, utilizing GSA's OASIS+ Small Business MAC IDIQ. However, due to multiple pre-award protests that delayed the availability of the OASIS+ vehicle until January 2025, the alignment could not be awarded by the target date of 1 March 2025. To manage this delay, the EPASS office executed an Exception to Fair Opportunity (EFO) on 15 January 2025, extending the SAOC Bridge by 16 months—consisting of a 12-month base period (1 March 2025 to 28 February 2026) and a 4-month option period (1 March 2026 to 30 June 2026). Following the resolution of the OASIS+ protests, several compounding issues delayed the FOPR 77 procurement timeline. Initially, the acquisition team was required to conduct extensive market research and familiarization to learn the brand-new OASIS+ MAC IDIQ vehicle and navigate its specific ordering processes. Further, internal reviews of the draft FOPR resulted in the need for significant revisions to the solicitation. This pre-solicitation rework was critically interrupted by a 43-day government shutdown, which halted acquisition planning, created an administrative backlog, and extended the time required to navigate approval milestones. While this extensive rework added unanticipated time to the pre-solicitation phase, it was critical to ensuring robust competition and ultimately a fair and successful source selection process. Following the release of FOPR 77 on 18 February 2026, the Government immediately exercised the 4-month option on 19 February 2026 to avoid any gaps in coverage. Although proposals were successfully received on 26 March 2026, the evaluation team has since experienced an extended evaluation phase and critical personnel turnover. As a result of these administrative challenges, the source selection cannot be awarded prior to the current bridge expiration date of 30 June 2026, necessitating a

subsequent PoP adjustment.

The purpose of this action is to extend the PoP of the existing Cost-Plus-Fixed-Fee (CPFF) contract in order to allow time for the FOPR 77 evaluation team to complete a thorough and rigorous evaluation of proposals and award the contract, this EFO extends the SAOC Bridge PoP for a total of 15 months. It will consist of a 9 month base period from 1 Jul 2026 - 30 Mar 2027. This extension will also include the RFO Clause 52.217-8 Option to Extend Services to allow for an additional 6 months of coverage (1 Apr 2027 - 30 Sept 2027), if needed.

The bridge contract extension will utilize CPFF and CR CLINs, as outlined below. CLINs will be established for the base 9 month extension. If the six-month RFO clause 52.217-8 Option to Extend Services is necessary, new CLINs will be established to cover the additional months, as necessary.

CLIN STRUCTURE:

CLIN 6001 - Labor - WVS (CPFF)

CLIN 6002 - TRAVEL/ODC - WVS (CR)

CLIN 6003 - CAF - WVS (CR)

CLIN 6004 - DATA - NSP

An extension of this contract will allow for the continuation of A&AS services and prevent a break in service for the SAOC/WVS Division while the FOPR 77 source selection is conducted. To guarantee continued performance of A&AS support, the EPASS office must create an extension with a PoP that provides the flexibility to cover performance in the event of a protest on FOPR 77, if required.

(3) Description of the supplies/services required to meet the agency's needs:

The A&AS support acquired will provide the SAOC office with a broad range of professional acquisition, engineering, scientific, research, test, intelligence, security management, and administrative capabilities to execute effective and responsive research, development, production, and life cycle acquisition and sustainment performance-based service activities for the mission partner.

The work to be performed under this bridge action introduces no new requirements and remains within the scope of the existing Task Order Performance Work Statement. The Multiple Award Contract (MAC) IDIQ was established to provide integrated professional services and engineering solutions, the continuation of these specific A&AS capabilities falls squarely within the over-arching scope of both the existing TO and the OASIS+ MAC IDIQ.

The current bridge has a contract value of $49.8M. The extension is estimated at $25.1M which will increase the contract value to approximately $74.9M. The contract value of the extension was derived using existing B/D table rates on the current contract, current escalation factors, and Bridge actuals.

COST ESTIMATE:

BASE PERIOD (9 Months)

Labor - [redacted]

Travel/ODC - [redacted]

CAF - [redacted]

Total - $14,855,005.00

-8 OPTION PERIOD (6 Months)

Labor [redacted]

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Travel/ODC [redacted]

CAF - [redacted]

Total [redacted]

BRIDGE TOTAL: $25,128,710.00

(4) Identification of the exception to fair opportunity and the supporting rationale, including a demonstration that the proposed contractor's unique qualifications or the nature of the acquisition requires use of the exception cited. If the contracting officer uses the logical follow-on exception, the rationale must describe why the relationship between the initial order and the follow-on is logical (e.g., in terms of scope, period of performance, or value):

This EFO is IAW RFO 16.507-6(b)(6) as it satisfies the exception found in RFO 6.103-1(c)(2). There is only one responsible source that can continue this work and satisfy agency requirements. An award to any other source would result in unacceptable delays in fulfilling the agency's requirements and result in a break in service for 53 Contractor Manpower Equivalents (CMEs) supporting the SAOC/WVS Division.

This action is an extension to the existing FA8622-23-F-2302 Bridge TO which was awarded on 7 Jul 2023 with a PoP starting date of 18 Jul 2023. It currently expires 30 Jun 2026. This bridge extension action is being awarded on a sole source basis to the current contractor, Astrion, to continue to provide critical A&AS support to SAOC/WVS. These services are highly specialized and individuals performing these requirements must have the knowledge, education, experience, and appropriate clearance levels to support SAOC/WVS in meeting its mission requirements. Astrion is the only source that can fulfill these services in a timely manner prior to the current Bridge PoP end of 30 Jun 2026. Astrion already has the facilities and personnel in place to continue this support. Awarding to any other source would result in unacceptable delays in fulfilling the agency's requirements and would result in a break in service once the current PoP expires.

The SAOC/WVS Division and the EPASS program office have determined that award to any other source would result in unacceptable delays in fulfilling the agency's requirements. The EPASS program office has experienced delays in the FOPR 77 evaluation process and needs additional time to complete its evaluation and award the follow-on contract. The bridge base period will allow for the continuation of necessary services while the FOPR 77 team completes their evaluation, awards the follow-on contract, and completes the TO transition period. An additional 6 months, if needed, will be available under the RFO 52.217-8 Option to Extend Services in the case of a protest. The planned schedule milestones for FOPR 77 are as follows:

Government Technical Evaluation Complete: 15 Oct 2026

Government Cost Evaluation Complete: 15 Nov 2026

Contract Clearance: 16 Dec 2026

Task Order Award: 2 Feb 2027

Task Order Transition (60 Days): 2 Feb 2027 - 31 Mar 2027

Base Period Start: 1 April 2027

(5) Contracting Officer's determination that the anticipated cost to the Government will be fair and reasonable:

Based upon (1) certified cost or pricing data provided by in the contractor's proposal, (2) the program office's technical analysis of the the contractor's Basis of Estimates (BOE), and (3) comparison to the current task order's actuals, the Contracting Officer expects they will be able to determine the anticipated cost to the Government will be fair and reasonable.

(6) Other facts supporting the justification:

Per AFLCMC Policy Memo, Guidance on the Mandatory use of EPASS for A&AS, updated 24 August 2017, the EPASS

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Program Management Office is the mandatory source for procurement and management for all AFLCMC A&AS requirements.

(7) Actions the agency may take to remove or overcome any barriers to increasing fair opportunity before any subsequent acquisition for the supplies or services:

The EPASS Office has taken all requisite approaches and worked to maximize industry participation in the follow-on FOPR 77 competitive effort. This bridge extension will continue necessary services to allow time for the FOPR 77 team to complete the evaluation and award.

(8) Program Manager's certification that supporting data is accurate and complete:

As evidenced by my signature below, I certify that any supporting data contained herein, which is my responsibility, is both accurate and complete.

(9) Contracting Officer's certification that the justification is accurate and complete:

As evidenced by my signature below, I certify that the justification is accurate and complete to the best of my knowledge and belief.

(10) Approving Official's determination that one of the circumstances in RFO 16.507-6(b) applies to the order.

As evidenced by my signature below, I hereby determine that the fair opportunity exception checked on page 1 applies.

Date 09 Jun 2026	Program Manager [redacted] AFLCMC/AZS,	Signature [redacted]
Date 09 Jun 2026	Contracting Officer [redacted] AFLCMC/AZS, 937-255-1951	Signature [redacted]
Date 09 Jun 2026	Local Legal Reviewer [redacted] AFLCMC/JANO, 937-904-7118	Signature [redacted]
Date 10 Jun 2026	Chief of the Contracting Office (COCO) [redacted] AFLCMC/AZS, 617-686-9707	Signature [redacted]
Date 11 Jun 2026	AZS Director [redacted] AFLCMC/AZS, 312-845-1755	Signature [redacted]
Date 17 Jun 2026	Competition Advocate [redacted] AFLCMC/PK-[redacted]781-225-0070	Signature [redacted]

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Instructions for Completing the Template

(2) State whether the action is a new order or a modification to an existing order. Identify the basic multiple award contract number and the order number for the current action. Also identify the type of the order/line items on the order (e.g., Firm Fixed price, Cost Plus Fixed Fee, etc.).

(3) Specifically describe the supplies/services to be acquired including the price/cost and quantity of each item in the order and the total estimated value of the order. For services, state whether services are performance-based, and if not, provide rationale for not being performance based. State the delivery/performance schedule/period for the items under the order. Explain how the requirement/order fits under the scope of the basic multiple award contracts. (Note: The Contracting Officer must ensure that the order is issued within the period of performance and within the maximum value of the contract).

(4) Include the appropriate exception from RFO 16.507-6(b) and the supporting rationale. RFO 16.507-2(a) requires the Contracting Officer to provide each awardee under a multiple award contract, a fair opportunity to be considered for each order exceeding the micro-purchase threshold unless a statutory exception applies. If a brand name product description is being justified, use this section to explain why the particular brand name, product, or feature is essential to the Government's requirements and why other companies' similar products/services do not meet, or cannot be modified to meet, the agency's needs.

RFO 16.507-6(b)(1): "The agency need for the supplies or services is so urgent that providing a fair opportunity would result in unacceptable delays". When using this exception provide a detailed justification with supporting documentation that explains the exact urgency of the requirement and the mission impact if awarded to any other contractor. The user/customer typically provides this supporting information. Recommend attaching supporting documentation to the back of the document. General statements of urgency are not acceptable.

RFO 16.507-6(b)(2): "Only one awardee is capable of providing the supplies or services required at the level at the level of quality required because the supplies or services ordered are unique or highly specialized". When using this exception provide a detailed justification, with supporting documentation, as evidence of the "unique or highly specialized" nature of the procurement. The user/customer typically provides this supporting information. Supporting documentation may be attached to the back of the document. General statements are not acceptable.

RFO 16.507-6(b)(3): "The order must be issued on a sole-source basis in the interest of economy and efficiency as a logical follow-on to an order already issued under the contract, provided that all awardees were given a fair opportunity to be considered for the original order". When using this exception provide information on the previously competed order under this contract and detail the economies and efficiencies that will be obtained by going sole source for the follow-on order. The user/customer typically provides this supporting information. General statements are not acceptable.

RFO 16.507-6(b)(4): "It is necessary to place an order to satisfy a minimum guarantee."

RFO 16.507-6(b)(5): "For orders exceeding the simplified acquisition threshold, a statute expressly authorizes or requires that the purchase be made from a specified source."

RFO 16.507-6(b)(6): "For DoD, the order satisfies one of the exceptions permitting the use of other than full and open competition listed in part 6.103 (10 U.S.C. 3406(c)(5)). The public interest exception must not be used unless Congress is notified in accordance with 10 U.S.C. 3204(a)(7)."

Discuss the market research that was conducted by the user/technical team/contracting officer among the supplies/services of all awardees that resulted in the conclusion that a fair opportunity exception applied. The narrative in this section should provide a high level of confidence that the requirements of fair opportunity could

not be met. If no market research was conducted, state so and provide the rationale. If any other awardee expressed interest in fulfilling the requirement, but was not considered a potential source, explain why that awardee cannot provide the required supplies/perform the service.

If the use of a brand name purchase description is being justified, the market research should include an analysis of any industry proposed alternative products or approaches to meeting the requirements. Additionally, the Government's efforts to identify as many potential sources as practicable offering the required brand name item(s) should be addressed.

(5) Provide any other facts supporting the use of exceptions to the fair opportunity process.

(6) Include a statement of the actions, if any, to be to be taken to remove or overcome any barriers that led to the exception to fair opportunity before any subsequent acquisition for the supplies or services is made. If no actions are planned, so state and provide reasons.

New RFO 6.103 Exceptions for drop down

6.103-1 Only one responsible source and no other supplies or services will satisfy agency requirements
6.103-2 Unusual and compelling urgency
6.103-3 Industrial mobilization; engineering, developmental, or research capability; or expert services
6.103-5 Authorized or required by statute
6.103-6 National security
6.103-7 Public interest