

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

Was a J&A approved for the preceding acquisition where that acquisition required a J&A? ☐ Yes ☒ No

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

Is this a Bridge Action as defined at [DAFFARS 5302.101](#)? ☐ Yes ☒ No

Dollar Value of this Acquisition: ☐ ≤ \$750K ☐ > \$750K and ≤ \$15M ☒ > \$15M and ≤ \$100M ☐ > \$100M

Contracting Activity: Department of the Air Force, Air Force Material Command, Air Force Life Cycle Management Center, Presidential & Executive Airpower Directorate, [REDACTED] Program Office (AFLCMC/WVB)

Purchase Request (if available) / Local ID Number:

Program / Project (and PE, if applicable): [REDACTED] 747-8i Full Flight Simulator & Initial Operations

Program Type (PEO, Enterprise, of Operational): PEO

Authority:

6.302-1 – 10 USC 3204(a)(1), Only One Responsible Source - No Other Supplies or Services Will Satisfy Agency Requirements

Estimated Contract Cost (including options): [REDACTED] J&A Type: ☐ Class ☒ Individual

COORDINATION ([DAFFARS 5306.304\(a\)](#))

Date [REDACTED]	Program Manager [REDACTED] AFLCMC/WVB / [REDACTED]	Signature [REDACTED]
Date [REDACTED]	Contracting Officer [REDACTED] AFLCMC/WVB / [REDACTED]	Signature [REDACTED]
Date [REDACTED]	Local Legal Reviewer [REDACTED] AFMCLO/JANS / [REDACTED]	Signature [REDACTED]
Date [REDACTED]	Chief of the Contracting Office (COCO) [REDACTED] AFLCMC/WV / [REDACTED]	Signature [REDACTED]
Date [REDACTED]	Policy Reviewer [REDACTED] AFLCMC/PZC / [REDACTED]	Signature [REDACTED]

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

Date 06 Apr 2026	Competition Advocate [REDACTED] AFLCMC/PK [REDACTED]	Signature [REDACTED]
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I. Agency and Contracting Activity.

The Department of the Air Force, Air Force Material Command, Air Force Life Cycle Management Center, Presidential & Executive Airpower Directorate [REDACTED] Program Office (PO) (AFLCMC/WVB) proposes to enter into a contract on a basis of other than full and open competition for the [REDACTED] program [REDACTED]
[REDACTED]

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

A new contract action will be awarded to CAE USA Inc. (CAE) under the authority of this J&A. The [REDACTED] PO plans to use a firm fixed price contract action for the following requirements: site survey, procurement of a commercial FAA Level D certified 747-8i Full Flight Simulator (FFS), delivery, installation, operational hardware, software, cybersecurity, initial support and maintenance, and initial training and courseware for flight instruction.

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

The [REDACTED] has a critical and urgent requirement for one dedicated, commercial, FAA Level D certified 747-8i FFS, expected to be [REDACTED]. The capability is mission-essential for [REDACTED] flight crews to achieve and maintain the mandatory proficiency required for [REDACTED] Airlift operations. The 747-8i FFS is vital for conducting initial pilot qualification, recurrent proficiency, as well as other aircrew training exercises.

The site survey will evaluate facility requirements for the FFS. The evaluation will determine if the facility has the required space for Full Operational Capability (FOC) of the FFS and Instructor Operating Station (IOS), including requirements for installation, support and maintenance, and training.

The newly manufactured commercial FAA Level D certified 747-8i FFS is anticipated to include, but not be limited to, the following features and capabilities: Full motion system with aerodynamic modeling and performance data, visual system, sound system, cockpit environment, aircraft systems simulation, and IOS. The contract CLIN structure is anticipated to include separately priced CLINs for Intellectual property (IP) and IP rights. The PO anticipates acquiring all necessary technical data and computer software to operate and maintain a Level D certified 747-8i FFS via the Contract Data Requirements List (CDRLs) including, but not limited to, 747-8i performance data, high fidelity models of frequently visited airports; acceptance test procedures to validate software models, and training and courseware documentation for operators and maintenance personnel. The PO anticipates acquiring license rights necessary to allow for future competition of the follow-on operation and maintenance of the Level D FFS. This includes technical data, computer software, and computer software documentation in which the USG is entitled to unlimited or unrestricted rights (e.g. Operation Maintenance Installation and Training (OMIT) data). The PO will also evaluate the commercial license rights typically provided with purchase and operation of a Level D certified 747-8i FFS to see if the rights are sufficient to meet any portion of the acquisition.

The Full Motion System will provide Six Degree of Freedom (6-DOF) motion for realistic aircraft movement and G-forces. The FFS will incorporate aero model data to account for ground effect, flap settings, and other aerodynamic factors. The simulator must accurately perform as the aircraft under various atmospheric conditions, including wind shear, turbulence, and icing. The FFS will accurately reproduce the 747-8i performance data, including take-off and landing distances, climb rates, and cruise speeds.

The Visual System will provide high-resolution, wide field-of-view (FOV) with realistic day, night, and adverse weather conditions and will include detailed airport scenery, terrain, and atmospheric effects for minimum FOV to meet Level D certification. The visual database will include high-fidelity models [REDACTED] including accurate runway markings, lighting, terminal buildings and any other possible obstacles and will have an easily updated and customizable database. The Sound System will have realistic audio cues for all aircraft systems and environmental sounds and will accurately simulate engine noise, aerodynamic sounds, and cockpit alerts.

The Cockpit Environment will be an accurate replica of the 747-8i cockpit, including all instruments, controls, and displays. The Aircraft Systems Simulation will be an accurate and comprehensive simulation of all aircraft systems including: flight controls, engines, hydraulic systems, electrical systems, fuel systems, environmental control systems, navigation systems, autopilot and flight director systems, communications systems, warning and caution systems, ice and rain protections,

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landing gear and braking systems, fire protection systems, flight management systems, and electronic flight bag integration.

The IOS will be intuitive and user-friendly to control all aspects of the simulation, including scenario management, weather/time of day control, typical aircraft malfunctions, positioning and repositioning, student performance monitoring and data recording, real-time performance analysis and feedback tools, and the ability to create custom training scenarios.

Delivery and installation of the 747-8i FFS will be required. The delivery and installation Period of Performance (PoP) is estimated at [REDACTED] contract award.

The FFS operational hardware, software, and cybersecurity will be fully developed and tested. The hardware architecture at install will be the most current to support necessary computers, networking, and cybersecurity requirements. The software will cover all aircraft systems necessary for a Level D FFS and include a complete set of acceptance test procedures to validate the software models. All computer and operating system cybersecurity standards will be in full compliance with DoD Instructions DoDI 8500.01 and DoDI 8510.01, Air Force Instructions AFI 17-101 and AFI 17-130 and DoD Manual 5200.01, Vol 1-4.

The initial support and maintenance will consist of on-site maintenance and repair services for the FFS operations, spare parts, software updates to maintain accuracy and address any issues, technical documentation and training for operators and maintenance personnel, and a guaranteed uptime percentage. The initial support and maintenance is anticipated to have a 12-18 month support PoP. The support PoP will also include the courseware and flight instruction to train pilots, instructors, and aircrew personnel.

IV. Demonstration that the contractor's unique qualifications or the nature of the acquisition requires use of the authority cited above.

This J&A supports the use of other than full and open competition to procure the supplies and services described in Section III above via a sole source contract to CAE. CAE is the only responsible source and no other types of supplies or services will satisfy agency requirements (see RFO 6.103-1, 10 USC 3204(a)(1)). CAE is the only contractor with the unique qualifications to manufacture a commercial, FAA Level D certified 747-8i FFS.

CAE has manufactured all of the commercial Level D certified 747-8 simulators worldwide, including past contracts with commercial airlines and [REDACTED]. Commercially, CAE has delivered a total of [REDACTED] 747-8 simulators, with [REDACTED] in the last [REDACTED]. CAE is currently subcontracted for a future [REDACTED] delivery of a 747-8i FFS for the [REDACTED]. Historically, CAE has produced Level D certified simulators for the Air Force, Army, Navy and Marine Corps branches, including the [REDACTED] military platforms.

CAE's design for the 747-8i FFS will use a commercially available FFS platform, manufactured to meet FAA Level D certification as outlined by Title 14 CFR Part 60. The platform will be further developed to meet the 747-8i requirements, as described in Section III above. Successful manufacturing and delivery of previous 747-8 FFSs demonstrates CAE's ability to perform the work required.

CAE maintains the appropriate security clearances to manage work [REDACTED], and will ensure employees maintain appropriate clearances for the design, development, manufacturing and installation of the FFS.

CAE has the requisite personnel, technical expertise, and facilities to ensure the Government's delivery timeline is met. By leveraging CAE's capabilities, the program can mitigate risk of significant schedule delays, increased lifecycle costs, and critical gaps in mission-essential training for the [REDACTED] by providing an all-inclusive package for the FFS. CAE is positioned as the authoritative source for courseware and flight instruction supporting the FFS, making CAE the only responsible source to deliver the program on time and within budget for all scoped requirements.

V. Description of efforts made to ensure that offers are solicited from as many potential sources as practicable, including whether a notice was or will be publicized as required by subpart 5.2 and, if not, which exception under FAR 5.202 applies.

A Sources Sought Notice (SSN) was released on SAM.gov on 22 December 2025, with a deadline for submissions of 16

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January 2026 (SSN ID: F4FDWL-26-R-000). The SSN requested responses from qualified vendors capable of providing a new (not an upgraded or refurbished system), commercial, FAA Level D certified 747-8i FFS. Responses were received from [REDACTED] vendors, and the results from the review are included in the attached market research report and Section VII of this form. The pre-solicitation synopsis required per RFO 5.201 will be posted via a Notice of Contracting Action (NOCA) to SAM.gov. The Request for Proposal (RFP) will be posted on SAM.gov per RFO 5.201 and a post-award Synopsis and the J&A will be posted after award.

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

The efforts covered under this J&A will not be subject to the submission of certified cost and pricing data by the contractor as this effort is commercial. The Contracting Officer (CO) will request other than certified cost or pricing data, such as sales data, to accomplish the price analysis. The PO has also accomplished budget estimates of the commercial FFS and initial support. The CO expects to determine that the anticipated cost to the Government will be fair and reasonable.

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

As described in Section V, an SSN was released on SAM.gov on 22 December 2025, with a deadline for submissions of 16 January 2026. The SSN requested responses from qualified vendors capable of providing a new (not an upgraded or refurbished system), commercial, FAA Level D certified 747-8i FFS, meeting all applicable regulatory requirements, and providing realistic, immersive training for pilots transitioning to, or maintaining currency in the 747-8i aircraft. The [REDACTED] respondents included [REDACTED] CAE. [REDACTED] stated in writing that they expressed interest, but did not provide a follow-up statement of their capabilities, limiting the Government to reviewing the company's profile online for the analysis and concluded that [REDACTED] was not an adequate vendor. [REDACTED] CAE provided complete SSN responses prior to the due date. The PO reviewed the submissions, conducted One-on-One Industry Sessions to review RFIs with the potential vendors, and the PO conducted additional research via Internet searches and Government Contacts to finalize the Market Research Report. Based on the market research report, [REDACTED] asserted they would act as an integrator for the FFS procurement, partnering with an OEM to produce the FFS. The Government concluded this would pose a significant risk to the program's cost and schedule, as the Government did not request a procurement integrator in the SSN. The only manufacturer of 747-8 FFSs historically and currently is CAE, having produced all of the 747-8 FFSs on the global market, positioning them as the only capable vendor for this acquisition.

Section E of the Market Research Report outlines further the complex nature of needs dates, funding and mission requirements driving the Government's decision that the only effective means to accomplish the acquisition to optimize [REDACTED] for the no fail mission is to pursue a sole source acquisition to the only proven manufacturer of 747-8 FFSs, CAE.

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

Historically, the [REDACTED] training program has been supported with local training sorties and the use of [REDACTED]. The 747-8i FFS will support the [REDACTED] mission, including all courseware, flight instruction and training, which will mitigate the use of local training sorties and use of 3rd party contractor-owned simulators by having an FFS for [REDACTED].

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

As described in Sections V and VII, an SSN was released on SAM.gov on 22 December 2025, with a deadline for submissions of 16 January 2026. Respondents included [REDACTED] CAE. [REDACTED] stated in writing that they expressed interest, but failed to provide a follow-up statement of their capabilities. [REDACTED] CAE provided completed SSN responses prior to the due date.

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

The PO will continue to monitor the market place to determine if additional sources capable of satisfying the Government's requirements for a commercial FAA Level D certified 747-8i FFS emerge. At the conclusion of the contract's performance period, the PO will transition the program to AFLCMC/WNS for competitive follow-on sustainment action of the commercial 747-8i FFS program.

XI. Certification by the Contracting Officer.

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

XII. 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.