

**NATIONAL AERONAUTICS AND SPACE ADMINISTRATION
NASA SHARED SERVICES CENTER**

**JUSTIFICATION FOR OTHER THAN FULL AND OPEN COMPETITION
FOR CONTINUATION OF THE
OUTSOURCING DESKTOP INITIATIVE FOR NASA (ODIN) CONTRACTS
NAS5-98144 & NAS5-98145**

This recommendation is made pursuant to FAR 6.302-1 which implements 10 U.S.C. 2304(c)(1) when the Agency's need for the services is deemed to be available only from the original source and award to any other source would result in substantial duplication of cost to the Government and unacceptable delays. This Justification for Other Than Full and Open Competition is for the extension of the Outsourcing Desktop Initiative for NASA (ODIN) master contracts NAS5-98144 and NAS5-98145.

On December 27, 2010, the Agency Consolidated End-user Services (ACES) contract was awarded to Hewlett Packard Enterprise Services (HPES) with a contract phase-in period that was to begin January 3, 2011 through October 31, 2011. On January 11, 2011, Lockheed Martin Corporation filed a protest with the Government Accountability Office (GAO) regarding the award of the ACES contract. As a result of the filing of the protest, the NASA Shared Services Center suspended performance on contract NNX11AA01C (HPES) on January 13, 2011. It is anticipated that GAO will render a decision on the protest on or about April 21, 2011, resulting in an almost 4 month delay of the original ACES phase-in schedule. Therefore, NASA needs continued provision of these highly specialized services provided by the ODIN contracts, for at least an additional four months from the existing expiration date of November 1, 2011, to allow for a reasonable phase-in period under the ACES contract. Attempting to compete and award a bridge contract to another source and to phase-in that new source, before the current contracts expires on November 1, 2011, will result in unacceptable delays in service and substantial duplication of costs to the Government.

I therefore, recommend that the NASA Shared Services Center negotiate with Lockheed Martin Corporation to extend the period of performance of ODIN master contracts NAS5-98144 and NAS5-98145 through February 29, 2012. This extension also permits existing delivery orders awarded under both ODIN master contracts to be extended through February 29, 2012. Without this extension performance on delivery orders cannot extend past the current November 1, 2011 expiration date of the master contracts. This extension is likewise necessary to provide a bridge period between the current expiration date of the ODIN master contracts and the completion date for phase-in of the other contracts that comprise the NASA IT Infrastructure Integration Program (I3P).

Extensions to the existing delivery orders will consist of extensions (up to 4 months) that coincide with the phase-in schedule (schedules are staggered by Center and are to be completed between November 1, 2011 – February 29, 2012) contained in the ACES contract. Information on the existing ODIN delivery orders along with the current ACES phase-in schedule is provided in the tables below:

ODIN Master Contracts & Delivery Orders

ODIN Master Contracts & Delivery Orders				
Order No.	Center	Current Expiration Date	Length of Extension	Value of Extension
NAS5-98144	Master	10/31/2011	4 Months	\$-0-
NNJ07JF12D	JSC	10/31/2011	4 Months	
NNK07EA67D	KSC	06/30/2011	-	
NNM08AA00D	MSFC	08/31/2011	2 Months	
NNS07AB32D	SSC	08/31/2011	2 Months	
NNX07AA21D	NSSC	08/31/2011	2 Months	
NAS5-98145	Master	10/31/2011	4 Months	\$-0-
NNA07CA20D	ARC	10/31/2011	4 Months	
NND07AA12D	DFRC	06/30/2011	-	
NNC07QA47D	GRC	06/30/2011	2 Months	
NNG07DA03D	GSFC	06/30/2011	-	
NNH07CC58D	HQ	06/30/2011	-	
NNL07AA69D	LaRC	10/31/2011	4 Months	
Totals				

ACES Phase-in Schedule		
Wave	Centers	Phase-in Completion Date
I	DFRC, GSFC, HQ, & KSC	10/31/2011
II	GRC, MSFC, NSSC, & SSC	12/31/2011
III	JSC, LaRC, & ARC	02/29/2012

The total estimated value of this extension for all existing ODIN delivery orders is [REDACTED].

Based on the ACES phase-in schedules delineated above, the recommended extension would add a minimum of 2 months of additional performance to GRC, MSFC, NSSC, and SSC's delivery orders, a maximum of 4 months to the JSC, LaRC and ARC Center delivery orders and a maximum of 4 months to the two master ODIN contracts. By providing an extension of this length, the Government will:

1. Afford the offerors of other I3P contracts a longer phase in period. Longer I3P contract phase-in periods will have the effect of reducing overall program risk by permitting less aggressive transition schedules from the ODIN contract along with adding additional time for integration with the NSSC Enterprise Service Desk and Enterprise Service Request System. It will also have a positive effect on I3P competition by allowing a greater breadth of phase-in alternatives to the corresponding offerors.

Additionally, further competition is impractical for the following reasons:

1. The ODIN program provides a long-term outsourcing arrangement with the commercial sector which transfers to it the responsibility and risk for providing and managing the vast majority of NASA's desktop, server, and intra-Center communication assets and services as the Agency downsizes and refocuses IT personnel to Agency core missions. The ODIN program includes hardware and software acquisition, as well as maintenance, helpdesk, and other ancillary support services for general purpose workstations for NASA civil servants and on-site contractors. These services have been provided through the ODIN program since 1999 and are currently in use by all ODIN-covered NASA employees and contractors.
2. Full implementation of the I3P program is expected to enable integration and collaboration, and strengthen the overall NASA IT security posture. The consolidation of these requirements has required significantly more effort than originally anticipated, specifically in the areas of requirements definition, governance structure, enterprise service desk, and overall service integration. The complexity of coordinating the preparation, review and release of the five I3P solicitations by five separate source evaluation boards located at different NASA Centers was not fully appreciated at the time the I3P initiative was being developed. As the I3P initiative has matured, additional infrastructure has been put into place to facilitate these activities and the overall procurement schedule has become more stable. However, these unanticipated difficulties could not be overcome and absorbed into the original I3P program schedule and thus, necessitated this extension to the ODIN master contracts.
3. Negotiation of a contract and associated delivery orders must be completed by the expiration dates specified in the table above. Each delivery order is a separate contractual instrument used to procure the respective ODIN service needed at a particular NASA Field Center. These negotiations have historically been conducted in a decentralized manner by contracting officers located at each NASA Field Center and have taken two to three months to complete. Given the current time constraints and the pending decision by GAO as discussed above, it is impractical to combine the requirements contained in these eleven individual delivery orders into a single requirements document that is suitable for competing the extension period on a full and open basis.
4. In order for another contractor to provide these services during the 4 month extension period, that contractor would need to:

- Acquire all the existing ODIN information technology assets from Lockheed Martin Corporation. These assets include: 24,837 desktop computers, 21,597 laptops, 11,300 handheld mobile devices, 1,800 servers, along with miscellaneous ancillary equipment. The assets are located across all of NASA's Field Centers and have an asset transition value of ~\$37.2 million.
- Take possession of all existing ODIN assets, perform a 100% inventory, and re-tag each asset.
- Recruit, hire, and in process appropriate staffing (a total of approximately 188 individuals) at all NASA Field Centers.
- Prepare and transition all former ODIN assets to the firm selected for award of the ACES contract.

Such an effort could not be completed before the expiration of the current ODIN master contracts on November 1, 2011, would leave a gap between the anticipated award dates of the other four I3P solicitations and would leave approximately 37,000 NASA civil servants and on-site contractors without desktop and mobile computing/communication services for an indefinite period of time. If this situation were to occur, the impact on the Agency's ability to provide critical core services would be substantially handicapped both qualitatively and quantitatively.

5. Market research conducted in support of the I3P program determined that the anticipated phase-in period for the ACES contract will be 10 months. Using this figure as a benchmark, sixty-two percent of the extension period would need to be utilized for phase-in. A similar phase-in exercise would need to be conducted six months thereafter once a decision is rendered by GAO and the ACES contract re-announced.
6. Obtaining the necessary capital to acquire the ~\$37.2 million in existing ODIN assets is impractical given the short duration of the extension period and the inability of firms to realize an acceptable return on such an investment.
7. The transition from the existing ODIN master contracts to the new ACES contract will require significant civil service support from a number of different organizations across the Agency. This transition support includes 5 - 7 FTEs (information technology, resource and contract specialists) from the ACES Project Office/I3P Business Office and 2 - 4 FTEs at each Center (information technology, resource and property specialists). In addition, each user of ODIN services will encounter significant disruption as assets are transferred and new processes enacted. Competing the services that ODIN currently provides during the extension period would cause NASA to duplicate this investment of resources (estimated at \$1.2M) with no appreciable benefit.

This contract action will be published on the NASA Acquisition Internet Service and the Federal Business Opportunities website. The results received in writing from that synopsis will be added to this document by addendum.

Note that extensive market research was conducted in support of the creation of the I3P program and the drafting of the associated contracts. Market research consisted of technical and procurement staff assigned to the I3P program conducting:

- An industry briefing on July 23, 2008 in Washington DC to introduce the tenets of the I3P program to industry
- Release of a draft performance work statement for the ACES solicitation on January 14, 2009.
- A series of one-on-one meetings with firms interested in proposing as a prime contractor on the ACES solicitation
- Release of a draft solicitation for the ACES procurement on April 20, 2009
- Industry day and briefings on each of the I3P solicitations in Washington DC on April 21-22, 2009
- Site tours of each of the NASA field centers to view infrastructure that will be utilized during performance of the I3P contracts on May 4-15, 2009

This is important because research determined that a significant number of firms are interested in the I3P program and adequate competition will be obtained on each solicitation. The research also substantiated

NASA's concerns that transition between the incumbent ODIN contractors and the new ACES provider will be a complex, resource intensive, and potentially risky endeavor. Feedback indicates that this exercise will be equally challenging as to what occurred after the award of the ODIN Master contracts and should not be contemplated for the four month extension period. Discussions with Government IT professionals familiar with the ODIN program or other IT programs of similar complexity substantiate the determination that the services required during the extension period can only be provided by Lockheed Martin Corporation.

Technical data packages, specifications or purchase descriptions suitable for full and open competition are available and have been incorporated into the I3P solicitations.

There are no known actions which the Agency may take to remove or overcome barriers to competition before any subsequent acquisition for the supplies or services required.

For the above reasons, full and open competition is not feasible and the proposed extension to the ODIN master contracts and associated delivery orders is the only practical approach for the continuation of the required information technology services until such time as GAO renders a decision and other I3P solicitations are awarded.

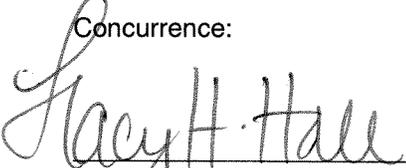
I hereby certify the facts in this justification and any supporting data used for this justification are accurate and complete to the best of my knowledge.

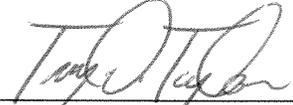
 3/25/2011
Darryl A. Smith Date
ODIN Program Manger

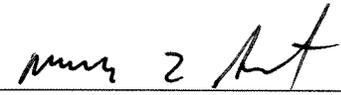
I hereby certify that the above justification is complete and accurate to the best of my knowledge and belief. In addition, I hereby determine that the anticipated cost to the Government will be fair and reasonable.

 03/25/2011
Joseph D. Ladner Date
Contracting Officer

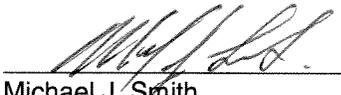
Concurrence:

 3/25/11
Tracy H. Hall Date
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Troy D. Taylor Date
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 3/25/11
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