

**NATIONAL AERONAUTICS AND SPACE ADMINISTRATION
JOHN C. STENNIS SPACE CENTER
STENNIS SPACE CENTER, MS 39529-6000**

**JUSTIFICATION FOR OTHER THAN FULL AND OPEN PROCUREMENT
COMPETITION PURSUANT TO 10 U.S.C. 2304 (C) (1)**

1.0 AGENCY/CONTRACTING AUTHORITY

National Aeronautics and Space Administration (NASA), John C. Stennis Space Center (SSC), Stennis Space Center, Mississippi.

2.0 DESCRIPTION OF THE ACTION BEING APPROVED

This action is for a follow-on procurement on a sole source basis for telecommunication services with AT&T for the provision of a North Bound Route communication pathway from SSC to Jackson, MS. The service provided by AT&T encompasses a designated Point of Presence (POPs) that extends from SSC to Jackson, MS (Northbound route). AT&T will also provide additional Optical Carrier (OC) 192 circuits on an as needed basis.

3.0 DESCRIPTION OF SERVICES

AT&T will provide communication access to SSC from the North to provide redundant routing in support of continuing telecommunication services. This entails specific services for disaster recovery in the event of a Hurricane or similar natural or man-made disaster. This capability is necessary in the event of a disaster to support continuity of operations (COOP) as well as disaster recovery efforts by ensuring that SSC has two routes of service and redundant lines, which flow both North and South (e.g., North to Jackson, MS and South to Gulfport, MS along the Gulf Coast). However, this JOFOC and procurement is in support of the North Bound route only. Continued uninterrupted operation of telecommunication services at Stennis Space Center is required for NASA to carry out critical missions.

These requirements are solely for use by NASA Stennis Space Center (SSC) in Mississippi and the supported resident tenant agencies located on SSC. NASA SSC has two Local Access and Transport Area (LATA) boundaries, LATA 484 and LATA 482. LATA 484 has a current Inter-Exchange Carrier (IXC) Point of Presence (POP) in Biloxi/Gulfport, MS (South Bound route). LATA 482 IXC POP resides in Jackson, MS (North Bound route). SSC requires continuous services for the existing North Bound Route (OC) – 192 and the ability to add additional access services to the initial demarcation in Bldg 1201 on SSC. SSC also plans to implement additional OC192 capabilities from Bldg 1201 to Bldg 9357 (currently scheduled for completion in August 2012). The full spectrum (Bldg 1201 and Bldg 9357) of capabilities will include

channelization at each end to facilitate additional Digital Signal (DS) 1, DS3, OC3, OC12, and OC48 circuits. These additional circuits support NASA mission requirements and on site Tenants who likewise have National Security mandates that require secured communication abilities on a non-interrupted 24/7, 365 day basis.

Due to the geographic location of the POP in LATA 484, Hurricane Katrina demonstrated that constant, uninterrupted carrier access within this LATA was impossible in the event of a major natural disaster. During Hurricane Katrina, SSC experienced TOTAL loss of telecommunication services; this loss of service impacted the operations of NASA, the Department of Defense, and other critical Federal agencies located at SSC. The only way to obtain a level of service diverse enough to meet the critical needs of SSC was to achieve a direct Northern access route. Such a route crosses LATA boundaries and enters a metropolitan service area. The designated metropolitan area for IXC POP access was and continues to be Jackson, MS. This capability to have the Northern route allows SSC redundant operations during natural disasters and ensures constant, uninterrupted service for NASA. As a note, the southbound route experienced service interruptions even after Hurricane Katrina. Critical circuits were still available with no interruption due to the redundant Northbound Route.

The cost for the base period (7 months) is estimated to be approximately \$448,000 with a total period of performance of 54 months with an estimated contract value at \$3,456,000 for the existing OC-192 to support NASA's current requirement. An IDIQ contract will be utilized to allow NASA/SSC and other resident agencies an opportunity to receive additional OC-192(s). NASA anticipates an order for at least one (1) OC-192 over the next 54 months and NASA's Resident Agencies have indicated an interest in four (4) additional OC-192s. The IDIQ not to exceed (NTE) amount of \$20,000,000 allows for the accommodation of these anticipated requirements in which resident tenants will share in the cost of their requirements.

Contracting Officer's Determination of Fair and Reasonable Cost:

The estimated cost for furnishing the services described above is deemed realistic based on the current same/similar services being provided by the same contractor. The current contract cost was deemed fair and reasonable at the time of award due to price comparison of offers. Upon receipt of proposal, the Contracting Officer will determine price reasonableness for the procurement through cost/price analysis and negotiation. The Contracting Officer's certification is contained in the last section of this document.

4.0 STATUTORY AUTHORITY

This recommendation is made pursuant to FAR 6.302-1, which implements the statutory authority at 10 U.S.C. 2304(c) (1) for the acquisition of services available from only one or a limited number of sources.

Estimated duplication of costs to the Government if competitively procured:

Services are deemed to be available only from the original source for this follow-on contract for the continued provision of this specialized service. Award to any other source would result in substantial duplication of cost to the Government that is not expected to be recovered through competition and would provide unacceptable delays in fulfilling the agency's requirement. If the Government were to award to a new Optical Carrier, duplication of costs would exceed \$5 million. This estimate was derived from the original cost of \$3.1 million for the current carrier which was competitively purchased in December 2006, plus additional costs for two separate carriers working at the same time (see Item (3) below). This duplication of costs would be for: (1) The cost of having two contracts; one to deal with the interLATA Tariff between the incumbent Local Exchange Carriers in each LATA plus the costs for the new Optical Carrier. (2) The startup costs a new carrier would incur for installing their own separate lines and other necessary infrastructures, testing for adequacy, equipment, networking, and then transitioning connections from the current carrier. (3) While a new carrier's startup construction and phase-in preparations are being processed, the current supplier would be required to continue services until such time the new carrier can be established and proven ready to take over and provide for seamless, uninterrupted service. Based on information provided in the files of the currently competitive award, it will take a minimum of (6) months after award for a new carrier to be established and ready to take over.

5.0 NATURE OF THE ACTION THAT REQUIRES USE OF THE AUTHORITY CITED

SSC requires the establishment of diverse, redundant telecommunication services which proceeds to the North of SSC. The Southbound route was the original POP and the initial method for all telecommunication services to SSC. This southbound route proved ineffective given the damage caused by Hurricane Katrina. It demonstrated that a single route of telecommunication service based along the Gulf Coast of Mississippi was not a reliable, constant source of service. Thus, the North Bound route became a critical necessity for the Federal government to continue operations in the event of a natural disaster or catastrophe (e.g., any threat to Homeland Security).

AT&T is the only facility-based telecommunications service provider with fiber facilities deployed state-wide in Mississippi that can be utilized to meet the Government's needs. AT&T owns all the network components, including facilities and the physical structures that house the equipment used to deliver reliable, diverse services to NASA; with this one point of responsibility for end-to-end services ensures a single maintenance/support provider for NASA and similarly situated DoD entities on SSC.

6.0 SOLICITATION EFFORTS

A sole source intent was posted to the www.fedbizopps.com via NAIS on 10/19/2011 for a total of 12 days with a close date of 10/31/2011 stating that the Government intends to procure these services from AT&T; this provided other companies an opportunity to express their capabilities and qualifications in performing this requirement. No companies presented their capabilities and qualifications statements regarding this requirement by the close date of the announcement.

7.0 DESCRIBE THE MARKET SURVEY AND THE RESULTS:

Market research was conducted by reviewing fiber availability among different carriers to include Verizon Business, Qwest and other local and long distance fiber providers. We examined LATA maps and boundaries to determine the carriers that might be able to provide the required fiber path. As a result of this market research, we determined that AT&T is the only source that can provide the required fiber in the timeframe required.

After posting and closure of the synopsis, e-mails were received from Level 3 Communications and Southern Light expressing their interest in the requirement. A decision was made to re-open the synopsis and extend the response date to November 10, 2011.

Four (4) responses were timely received (Vinculums, Level 3, Southern Light and Telepak Networks, Inc.) in response to the extended notice. All 4 responses were forwarded for technical evaluation. On November 18, 2011, the technical evaluations demonstrated all 4 submittals failed to adequately demonstrate their abilities to meet the requirements of the Government.

Each responder provided a capabilities and qualification document in response to the Acquisition Notice Posting. Telepak and Vinculum failed to provide sufficient information to the government regarding the path they would implement to provide the services SSC requires for the Northbound Route. Level 3 failed to demonstrate that they could provide telecommunications services to the North of the SSC. Level 3 presented options to implement a Northbound Route which proceeded East and West and then South towards New Orleans and Mobile which are vulnerable to hurricane activities. Southern Light is developing the capability to provision multiple circuits as stated in the Notice. However, they failed to demonstrate that they could provide telecommunications services North of Hattiesburg, Mississippi. Yet the Hattiesburg capability would not materialize until the spring of 2012 under the best of scenarios. This contract is projected for award in March 2012. Lastly, Southern Light has premised some of their capabilities on factual assertions that have yet to materialize (i.e. no current on-site presence on SSC.)

ACTIONS TAKEN, OR TO BE TAKEN, TO REMOVE BARRIERS TO COMPETITION:

NASA/SSC attempts to increase a competition base for its unique requirements through the use of Market Research and Public Announcements. Advertisements of upcoming acquisitions and market surveys have been and will continue to be made, as necessary

and practicable, in an effort to seek interest and remove any barriers to competition. NASA/SSC will also continue to use solicitation methods to promote commercial firms for the development of new technologies and continue to search for GSA vendors that can fill the agency's needs.

TECHNICAL REPRESENTATIVE CERTIFICATION

I do hereby certify that the support data under my cognizance that are included in this justification are accurate and complete to the best of my knowledge and belief. In addition, I certify that the anticipated price to the Government will be thoroughly evaluated to ensure that it is fair and reasonable prior to award.

Teenia T. Perry 12/8/2011
Teenia T. Perry Date
Contracting Officer's Technical Representative

CONCURRENCE: Dinna L. Cottrell 12-8-2011
Dinna L. Cottrell Date
NASA SSC Chief Information Officer

APPROVE/DISAPPROVE:

I certify that this justification for other than full and open competition is accurate and complete to the best of my knowledge and belief. I further certify that the anticipated costs to the Government will be determined fair and reasonable prior to award.

SUBMITTED BY: Beth L. Bradley 12-8-2011
Beth L. Bradley Date
Contracting Officer and Division Chief/DA20

CONCURRENCE: James D. Hux II 12/12/11
FOR Robert S. Harris DEPUTY PROCUREMENT OFFICER Date
Procurement Officer/DA00

CONCURRENCE: Dr. Richard J. Gilbrech 12-15-11
Dr. Richard J. Gilbrech Date
Center Competition Advocate/AA00

APPROVAL: Patrick E. Scheuermann 12/19/11
Patrick E. Scheuermann Date
Center Director/AA00