

LIMITED SOURCES JUSTIFICATION/FEDERAL SUPPLY SCHEDULES
(In accordance with Federal Acquisition Regulation (FAR) Subpart 8.405-6 (a)(1)(i)(B))

1. **The agency and the contracting activity:**

NASA's Goddard Space Flight Center (GSFC) proposes to enter into a contract extension with SecTek, Inc. The existing services are currently being performed under Contract NNG08AZ01D with SecTek, Inc., which was awarded under GSA Schedule Contract 84, *Total Solutions for Law Enforcement, Security, Facilities Management, Fire, Rescue, Clothing, Marine Craft and Emergency/Disaster Response - Marine Craft and Equipment*. The Government intends to acquire these services under the aforementioned GSA Schedule Contract. This limited sources justification provides the determination for restricting consideration of schedule contractors to fewer than required in Federal Acquisition Regulation (FAR) 8.405-2.

2. **The nature and/or description of the actions being approved:**

The current contract with SecTek (NNG08AZ01D) is due to expire on February 29, 2012. The Government intends to issue an extension of the contract with SecTek. The period of performance for the contract extension would be from March 1, 2012 through September 30, 2012, with 7 additional 1-month options running from October 1, 2012 through April 30, 2013. A firm fixed price, indefinite delivery/indefinite quantity (IDIQ) contract extension is contemplated. The 7-month contract extension with 7 additional 1-month options is required to avoid disruption and duplication of costs while the follow-on procurement is being competed.

Initially the Agency planned to award an Agency-wide contract for protective services. In order to avoid a break in service due to a delay in the start of the follow-on acquisition, a delivery order contract under GSA Schedule Contract 84 was awarded on October 31, 2007, and services began on November 1, 2007. The Agency-wide contract was awarded on May 21, 2008. This award was protested to the Court of Federal Claims and a new SEB was convened in January 2009. A decision was made by the SEB to award the contract to a different vendor on June 24, 2009, and the matter was again protested to the Court of Federal Claims on October 5, 2009. Based on the number of protests, GSFC's "bridge order" for protective services was extended to avoid a break in service. On September 13, 2010, the Agency protective services contract was terminated due to several protests which resulted in the NASA Centers having to award their own individual protective services contracts. The protests were not within the Agency's control and made it difficult to complete the competition for the follow-on contracts within the originally established time frame. GSFC's current milestone schedule for the follow-on protective services contract has the Procurement Strategy Meeting (PSM) scheduled for January 24, 2012, solicitation release date of April 17, 2012 and contract award by November 30, 2012. GSFC anticipates phase-in to start on December 1, 2012, and full contract performance to start on February 1, 2013. The reason the base period is only through

September 30, 2012, is to accommodate a possible award based on the initial evaluation. The seven 1-month options allow for a competitive range determination, discussions, final proposal revisions, etc., and any delays that may be incurred.

3. **Description of the supplies or services required, include an estimated value:**

GSFC has a need for a protective services contractor to provide, operate, and maintain an armed, uniformed protective security force for the physical protection of the NASA security interests and to provide protective services, e.g., locksmithing, electronic security, classified document control, material destruction, security container (safe) tracking, identification services, key and keycard control, analyses of security, personnel security support, weapons maintenance, emergency medical technical personnel, international visitor coordinator assistant, explosive detection services, 911 emergency call system receipt and dispatch, and other such related duties at GSFC in Greenbelt, Maryland. The contractor shall also provide for the uniformed protective security for the physical protection of NASA security interests at the Goddard Institute for Space Studies (GISS) in New York, New York, and provide uniformed and support security services as deemed necessary or appropriate at other NASA facilities under GSFC control or responsibility. Additionally, the contractor shall furnish all labor, management, supervisory, administrative, professional, and technically trained personnel, training, uniforms, vehicles, equipment, materials, and supplies necessary to provide routine and emergency protective and security support services required, including, but not limited to, armed security patrols, traffic control and direction, cleared escorts, visitor access control, locksmith services, electronic security services, classified material control, tracking, and destruction, personnel security services, identification (badging and fingerprinting) services, crime prevention, theft prevention, special inquiries, fire and safety surveillance, emergency medical technical services, and special security requests, e.g., project mission support, special and cleared escorts, distinguished visitor protection, etc. All of the contractor's personnel shall be qualified, trained, and certified to perform the duties for which they are hired and to which they are assigned, and the contractor shall provide replacement or substitute equipment and staffing (e.g., equally trained, certified, and/or cross-trained as "back-up" personnel) to continue full operational, administrative, or technical services required at all times (24/7 and/or defined as "replaceable" positions) at GSFC or NASA facilities controlled by or under the responsibility of GSFC.

A firm fixed price contract, with a core and an IDIQ piece is contemplated. The estimated value of the 7-month core contract is approximately [REDACTED]. Options 1 through 5 are each estimated at [REDACTED] and Options 6 and 7 are each estimated at [REDACTED]. The total estimated core value, including options is [REDACTED]. These estimates are based on current SecTek contract costs. The options are needed to accommodate unforeseen circumstances such as amendments to the solicitation, or other unforeseen circumstances that may delay award and implementation of the follow-on protective services contract.

Additionally, the current IDIQ maximum ordering value is \$2,000,000. To date we have issued tasks that total [REDACTED]. In order to continue with ongoing IDIQ services, it is necessary to increase the IDIQ maximum ordering value from \$2,000,000, to \$3,000,000. This is due to the additional security services needed at the new Goddard Joint Polar Satellite System facility in Greenbelt, MD.

4. **Identification of the justification rationale, and if applicable, a demonstration of the proposed contractor's unique qualifications to provide the required supply or service:**

The regulatory authority justifying restriction for this acquisition is Federal Acquisition Regulation (FAR) 8.405-6 (a)(1)(i)(B), which states, "only one source is capable of providing the supplies or services required at the level of quality required because the supplies or services are unique or highly specialized."

SecTek has provided services to GSFC since November 1, 2002. Protective services provided by the incumbent contractor will not be available after February 29, 2012. Several vital Center-wide activities under the purview of the Protective Services Division, Code 240, and fully supported by the SecTek contract will be detrimentally impacted without an extension of the existing contract.

SecTek has the combined training, experience and available personnel necessary to provide uninterrupted continuation of mission critical security support services to GSFC. Should these services be interrupted, the GSFC Protective Services Division will not be able to adequately secure the GSFC facility or its government/contractor employees. If NASA attempts to procure these services from any other source for this short interim period, the combination of the delay due to the competitive process and the transition to a new management team, staff schedules, and systems would cause unacceptable delays in fulfilling NASA's mission. NASA must ensure continuity and operations support and avoid significant adverse impacts to GSFC which relies on the mission critical security support services provided for the protection of the building and all federal/contractor employees residing on the property.

Vital security-related activities performed under this agreement include uniformed operations and incident management, personnel security, badging operations and medical emergency services in support of security operations. These activities necessitate specialized training to satisfy both Federal and NASA regulatory and maintenance requirements. All protective services provided are in support of these operations, as well as Center and NASA customers. Having a new organization providing protective services for this relatively short period of time would be extremely disruptive to the Center's science, engineering, business and administrative communities on and off Center and would severely impact critical institutional operations that depend on these protective services for daily operations. SecTek has day-to-day responsibilities for all of these activities, and as such, has a direct impact on GSFC's Protective Services Office's ability to properly execute its responsibilities with GSFC customers. A break in service of the daily operations performed by

SecTek, such as not badging employees, not responding to medical emergencies, not repairing electronic access panels, and not staffing the entrance gates could seriously jeopardize the integrity and security of GSFC security operations.

In order to allow sufficient time for another contractor to take over these duties, a phase-in period would be required. The bullets below highlight some of the unreasonable and unnecessarily costly activities that would be required as part of a phase-in for the potential 14-month bridge contract. These activities would also need to be repeated as part of the phase-in under the ongoing competitive follow on contract should a different contract win the follow-on award.

- (a) An extensive list of Government furnished property is currently provided under the SecTek contract that would need to be transferred to the bridge contractor. Successfully transferring this property from one contractor to another requires tremendous effort from not only the contractors but also NASA to ensure that the property is appropriately being accounted for and successfully transferred to the new Contractor.
- (b) Mission critical services, such as adjudication and domestic and foreign badging, are currently in process for many individuals. Transitioning these services to another contractor for this interim period is disruptive to process and increases the risk that the process will not be completed successfully and in a timely manner.
- (c) A new contractor will need to write and implement new Security Post Policies for each of the different posts. Once the policies are written, they need to be reviewed and approved by NASA. In addition, other plans, such as the health and safety plan and IT security plans need to be written by the contractor and reviewed and approved by the responsible NASA officials.
- (d) The bridge contractor would require a Top Secret facility clearance in addition to having employees possess Secret security clearance. Many of the positions associated with the completion of contract tasks require that the functioning employee possess a Secret clearance prior to performance of any duties. These tasks include the handling of personnel files, the processing of badges, the processing of keys and keycard requests, locksmith repairs, access to specific rooms at GSFC, and access to the Common Badging and Access Control System (CBACS). The timely completion of each of these tasks is essential to the completion of the daily security mission, and cannot be delayed or compromised to allow new employees an opportunity to obtain a Secret clearance. New submissions of applications for security clearances are requiring in excess of 6 months for the Office of Personnel Management to process. If a bridge contractor is not able to capture the incumbent work force delays may be experienced with establishing a Top Secret facility clearance and hiring individuals with a secret clearance. Transitioning to a bridge contract would also require the mental and physical recertification of employees as required by the Statement of Work. In addition, transitioning the entire work force potentially two times within a 7

to 14-month period is unlikely to achieve any cost savings through competition during this time period to maintain the continuity of the mission critical services required.

In addition, during this contract, SecTek staff has closely administered, coordinated, and conducted security operations for GSFC and any additional temporary off site facilities. Should a disruption occur in the daily operations for services provided under the SecTek contract, continuity of security operations would be affected throughout GSFC. The time required to transition a new management team to coordinate staffing levels, schedules and work requirements and to understand the GSFC culture could seriously affect GSFC daily security operations in a detrimental fashion, resulting in possible delays and stoppages.

The GSFC Protective Services Division is in agreement that an interruption and restart of the requirements of the contract with a new contractor that is unfamiliar with the existing infrastructure, facilities, and specific requirements of the contract would greatly jeopardize NASA ability to mission critical security at GSFC. Given the short period of this extension, SecTek is the only source that has the combined training, experience, and knowledge of existing NASA security procedures/policy to provide immediate uninterrupted continuation of mission critical security support. Should these services be interrupted, the GSFC Protective Services Division will not be able to adequately secure the GSFC facility or its Government/Contractor Employees.

5. **A determination by the ordering activity contracting officer that the order represents the best value consistent with FAR 8.404(d):**

The Government's estimated cost is based on the current contract costs. The loaded labor rates under this order were initially established on a competitive basis under a General Services Administration (GSA) contract. Additionally, the Contracting Officer will perform a price analysis to determine that the negotiated costs to the Government are fair and reasonable. The determination will be made using information such as verification of loaded labor rates, a technical evaluation of the proposed hours and skill mix, as well as the historical cost data.

6. **A description of the market research conducted among schedule holders and the results or a statement of the reason market research was not conducted:** No market research was conducted for this contract extension due to the information above. Additionally, the complexity and time constraints associated with the aforementioned major initiatives preclude the use of another contractor. An effort to transition to another contractor would seriously jeopardize the ability of GSFC to meet critical requirements and result in duplicative and unnecessary costs. Furthermore, the requirements for the contract are inextricably linked to the work that is being performed by the incumbent contractor.

7. **Any other facts supporting the justification:**

SecTek has provided these services under this contract since November 2007 and demonstrated the ability to perform under the current DO. Since these functions are to be continued for the proposed extension, detailed knowledge of the existing GSFC protective services contract greatly aids the contractor's ability to effectively and efficiently manage the tasks in a timely manner during the proposed extension.

Furthermore, it is anticipated that an award to any other source for this interim contract extension would result in impacts in fulfilling GSFC's Protective Services Division requirements due to the additional time needed for any other source to reach the current level of expertise of SecTek.

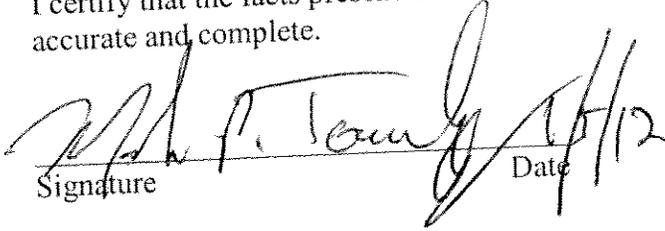
8. **A statement of the actions, if any, that the Agency may take to remove or overcome any barriers that led to the restricted consideration before any subsequent acquisition for the supplies or services is made:**

A firm fixed price, IDIQ contract and statement of work for these services has been developed and a follow-on contract is in the planning stages. No actions are required by the Agency to remove or overcome any barriers to competition.

Signature Page of Limited Sources Justification for Contract with SecTek, Inc.

TECHNICAL DIRECTORATE:

I certify that the facts presented in this Justification are accurate and complete.


Signature _____ Date 1/11/12

CONTRACTING OFFICER:

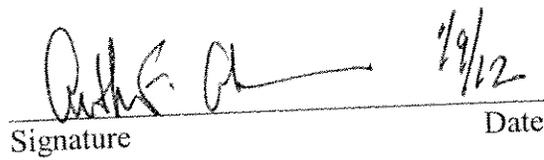
I certify that the Justification is accurate and complete to the best of my knowledge and belief.


Signature _____ Date 1/5/12

PROCUREMENT OFFICER:
(CONCURRENCE)


Signature _____ Date 1/9/12

GSFC COMPETITION
ADVOCATE:
(APPROVAL)


Signature _____ Date 1/9/12