

JUSTIFICATION FOR OTHER THAN FULL AND OPEN COMPETITION OVER \$100,000

1. This document is a justification for other than full and open competition prepared by the NASA, John F. Kennedy Space Center.

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

The Existing Mission Operations Communications System-2 (MOCS-2) at Hangar AE, Cape Canaveral Air Force Station, and NASA Building 836, Vandenberg Air Force Base, was installed under a competitive procurement in 1995. At 15 years, it has exceeded its design life expectancy by 5 years. Although much of the system is still supportable, several key components are no longer replaceable. Present sparing is sufficient to maintain operation only until 2013. In order to maintain operation of this system beyond 2013, an upgrade is required which will replace the following components:

1. Digital Conferencing Switch
2. Maintenance and Administration Terminals

The procurement of the MOCS-3 upgrade must be sole sourced to the Compunetix Corporation due to the following:

The upgrade must be compatible with the existing NASA Model-3 End Instruments. There are presently 339 NASA Model-3 End Instruments in use on the existing MOCS-2 voice system. These end instruments were developed by NASA to interface with the existing Compunetix CT-500 digital conferencing switch and meet the requirements of the NASA users and their customers. The new Compunetix Digital Conferencing Switch remains communications compatible with these End Instruments. Due to the Compunetix proprietary interface between the Digital Switch and the NASA Model-3 End Instruments, it would not be feasible to re-engineer these end instruments to communicate with a different vendor's equipment. Therefore, the award of this procurement to another vendor would require the replacement of all 339 end instruments, resulting in an additional expenditure of approximately \$

3. Description of the supplies or services required (including the estimated value):

<u>Item Description:</u>	<u>Est. Cost:</u>
<b>Phase 1 (Year One: Central Equipment KSC)</b>	
Central Equipment	\$
Administration Terminals	\$
Spares	\$
Engineering Support	\$
200 Hours Eng. Development (billed per hour) - Not To Exceed:	\$
Shipping	\$
<b>Phase 1 Total</b>	<b>\$782,085.00</b>

**Phase 2 (Year Two: Optional VAFB Central Equipment)**

Central Equipment	\$	
Spares	\$	0
Engineering Support	\$	
Shipping		
Software Maintenance and Phone Support	\$	
Repair and Maintenance Plan		
100 Hours Engineering Develop (billed per hour) - Not To Exceed:	\$	
<b>Phase 2 Total</b>		<b>\$715,111.00</b>

**Phase 3 (Year Three: Optional Central Equipment for a temporary deployable installation)**

Central Equipment	\$	
Engineering Support		
Software Maintenance and Phone Support	\$	
Repair/Maintenance Plan		
Shipping		
100 Hours Engineering Develop (billed per hour) - Not To Exceed:	\$	
<b>Phase 3 Total</b>		<b>\$359,629.00</b>

**Year 4 (Optional Support Coverage)**

Software Maintenance and Phone Support (each year)	\$	
Repair/Maintenance Plan (each year)		
100 Hours Engineering Develop (each year - billed per hour) - Not To Exceed:	\$	
<b>Year 4 Total</b>		<b>\$37,600.00</b>

**Year 5 (Optional Support Coverage)**

Software Maintenance and Phone Support (each year)	\$	
Repair/Maintenance Plan (each year)		
100 Hours Engineering Develop (each year - billed per hour) - Not To Exceed:	\$	
<b>Year 5 Total</b>		<b>\$37,600.00</b>

**Project Grand Total: \$1,932,025.00**

## 4. Statutory authority permitting other than full and open competition:

This requirement will use the authority of the Test Program for Certain Commercial Items per Section 4202 of the Clinger-Cohen Act of 1996 for actions in accordance with FAR 13.5 [see FAR 13.501(a)(1)(i.)]. Only commercial items will be procured and the complexity of the requirement itself is not difficult. Only one responsible source and no other supplies or services will satisfy agency requirements per 10 U.S.C.2304(c)(1).

5. A demonstration that the proposed contractor's unique qualifications or the nature of the acquisition requires use of the authority cited:

The upgrade must be compatible with the existing NASA Model-3 End Instruments. There are presently 339 NASA Model-3 End Instruments in use on the existing MOCS-2 voice system. These end instruments were developed by NASA to interface with the existing Compunetix CT-500 digital conferencing switch and meet the requirements of the NASA users and their customers.

6. Description of the efforts made to ensure that offers are solicited from as many potential sources as practicable:

The requirement was synopsised on June 21, 2010, and amended on June 29, 2010. One company, Quintron, submitted a technical proposal in the hopes of opening up this requirement for competition. On July 20, 2010, after careful review of Quintron's submission, the Government determined not to conduct this procurement on a competitive basis. On July 27, 2010, Quintron confirmed in writing that Quintron would not pursue any action in regards to the Government's decision not to compete. Also, the Consolidated Contracting Initiative Home Page was reviewed and there are no contracts that can be utilized for this effort.

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

The Contracting Officer will perform a price analysis and received an Independent Government Estimate on June 2, 2010.

8. Description of the market survey conducted and the results, or a statement of the reasons a market survey was not conducted:

In addition to Compunetix, two other manufacturers of mission communications voice systems were investigated: Quintron (noted above) and Orion.

- Quintron:

Quintron offers a system that meets the majority of the requirements for our procurement. However, the Quintron system is based on a T1 interface to the end instrument. This interface is not hardware compatible to the existing NASA end instruments which utilize Integrated Services Digital Network (ISDN) to communicate with the central equipment. Therefore, it would not be possible to utilize the existing NASA End Instruments if a Quintron system was chosen. Additionally, conversations with Quintron indicated that they would not be willing to share the proprietary details of their end instrument interface. Therefore, the award of this contract to Quintron would necessitate the replacement of all 339 NASA End Instruments. Based on existing pricing data, this would result in an additional cost of approximately \$

- Orion:

The Orion system meets the majority of our procurement requirements; however, their architecture fails to address key requirements regarding redundancy and modularity. They do support an ISDN interface to the End Instrument, and they have expressed a willingness to "open" the proprietary details of their end instrument interface. However, in order to utilize this manufacturer's system the firmware and software of the existing NASA Model-3

engineered to support the new system. This firmware and software redevelopment effort would not be feasible for the following reasons:

1. The cost in firmware and software development labor hours would exceed \$ [REDACTED].
2. The firmware and software development effort could not be completed in time to meet the expected end-of-life of the existing system.
3. The firmware and software development effort would present an unacceptable risk to completion of this mission critical system upgrade.

9. Other facts supporting the use of other than full and open competition, such as: No additional facts are provided.

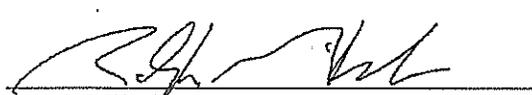
10. A listing of sources, if any, that expressed in writing an interest in the acquisition:  
As described above, (1) Orion Systems, Inc., and (2) Quintron Systems, Inc.

11. A statement of the actions, if any, the Agency may take to remove or overcome any barriers to competition before any subsequent acquisition for the supplies or services required:

None – equipment is extremely specialized, and must be compatible with existing communication equipment.

Justification for Other than Full and Open Competition for  
Mission Operations Communications-3 Upgrade

Technical Officer: I certify that the supporting data presented in this justification are accurate and complete:

  
\_\_\_\_\_  
Ralph Mikulas  
Communications Technology Lead

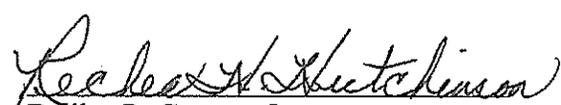
8/6/2010  
(Date)

Contracting Officer: I certify that this justification is accurate and complete to the best of my knowledge and belief.

  
\_\_\_\_\_  
Jacklyn L. Norman  
Contracting Officer

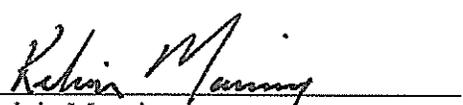
8/9/10  
(Date)

CONCURRENCE:

*for*   
\_\_\_\_\_  
Dudley R. Cannon, Jr.  
Procurement Officer

8/24/10  
(Date)

APPROVED:

  
\_\_\_\_\_  
Kelvin Manning  
Center Competition Advocate

8/25/10  
(Date)