

**National Aeronautics and Space Administration
Ames Research Center
Moffett Field, California 94035-1000**

Justification for Other than Full and Open Competition

[FAR 6.303-2(b)(1)]

Summary Information:

Initiating Office: NASA Ames Research Center
Procurement Division (Code JAC)

Purchase Request No.: 4200435370

Procurement Title: Ames Research Center Information Technology Services & Support 2
(ACITS 2)

Total Estimated Value: FOIA Ex. 5 (extension)

Period of Performance: August 1, 2012, through December 31, 2012

Statutory Authority: 10 USC 2304(c)(1), *Only One Responsible Source and No Other
[FAR 6.303-2(b)(4)] Supplies or Services Will Satisfy Agency Requirements*

This Justification for Other than Full and Open Competition (JOFOC) has been prepared in accordance with the requirements of Federal Acquisition Regulation (FAR) 6.303 and NASA FAR Supplement (NFS) 1806.303.

Detailed Information:**A. Nature and/or description of the action being approved.** [FAR 6.303-2(b)(2)]

NASA Ames Research Center (ARC or the Center) proposes to negotiate a sole source contract modification with Dell Services Federal Government (DSFG) to extend the period of performance of contract NNA08AF13C, Ames Consolidated Information Technology Services & Support 2 (ACITS 2), for up to five additional months consisting of one three-month base period and two one-month options. Upon JOFOC approval, the current contract will be modified to extend performance for three months (from August 1, 2012 through October 31, 2012) and include two one-month options (for November 1, 2012 through December 31, 2012). The total contract performance period, including all extensions and options, if exercised, will be four years and four months. The purpose of this extension is to provide on-going support services for mission critical information technology requirements at ARC pending placement of the follow-on contract.

B. Description of the supplies or services required to meet the agency's needs (including estimated value). [FAR 6.303-2(b)(3)]

ACITS 2 provides a variety of critical support services to NASA ARC, NASA Headquarters, other NASA centers, and Army, FAA, and Department of Energy programs in the area of information technology (IT). Specifically, the areas supported under the contract include:

IT Systems and Governance Support: The contractor is responsible for providing Project Management, System Administration, Data Center Support, Facility Support, Hardware/Software Maintenance, Data Storage and Retrieval, IT Governance and Policy Analysis, Technical Planning and Analysis, and Records Management and Vital Records Management for Continued Operations.

IT Security: The contractor is responsible for providing Patch Management and Deployment, Vulnerability Scanning Systems, Intrusion Detection and Intrusion Prevention, Incident Response Life Cycle, Security Forensics, Certification and Accreditation Consulting and Auditing Support, Perimeter Firewall Systems, Antivirus (AV) Services, Host-Based Intrusion Detection and Prevention, Content Monitoring and Filtering, Full Packet Capture and Flow Monitoring, Event Log Collection and Correlation, Network Access Control, Penetration Testing, Organization Computer Security Official (CSO) Support, Classified Security Collaboration, Board Participation, Remote Access Service, IT Security Consultation and Engineering, Security Programming, and Certifications.

Network and Communications Systems and Support: The contractor is responsible for providing Network Services, Network and Communications Infrastructure, and Distributed Systems.

Application Management and Support: The contractor is responsible for providing IT Support to Financial Services; IT Support to Human Resources, Personnel Security, and Logistics; IT Support to Business Systems and Infrastructure; Web Applications; Collaborative and Information-Based Systems; Application Management; Data Management and Analysis; and Application Testing.

Scientific Computing Systems and Support: The contractor is responsible for providing Scientific Applications, Data Acquisition and Analysis, and Modeling and Tool Development.

Innovation and Emerging Technologies: The contractor is responsible for IT Security Innovation; Cloud Computing; Emerging Network Technology; and Evaluation of New and Emerging IT Security Tools and Technology.

Outreach/Informational Systems and Support: The contractor is responsible for Customer Support; IT Security Outreach, Training; and Communications; Library Systems; and Conference, Presentation, and Advocacy Support.

ACITS 2 is Cost Plus Fixed Fee (CPFF) Indefinite Delivery/Indefinite Quantity (IDIQ) contract with a maximum value of [FOIA Ex. 5]. The Government Independent Cost Estimate (ICE) for the five month (maximum) extension is [FOIA Ex. 5] which is based on historical costs from the performance of requirements on ACITS 2 over the last year. This extension will require an increase in contract value by [FOIA Ex. 5], from the current value of [FOIA Ex. 5], to a value of [FOIA Ex. 5].

C. An identification of the statutory authority permitting other than full and open competition. [FAR 6.303-2(b)(4)]

10 USC 2304(c)(1), *Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements.*

D. Demonstration of the proposed contractor's unique qualification or the nature of the acquisition requires use of the authority cited. [FAR 6.303-2(b)(5)]

In accordance with FAR 6.302-1(a)(2)(iii), for DoD, NASA, and the Coast Guard, services may be deemed to be available only from the original source in the case of follow-on contracts for the continued provision of highly specialized services when it is likely that award to any other source would result in substantial duplication of cost to the Government that is not expected to be recovered through competition, or unacceptable delays in fulfilling the agency's requirements.

The proposed extension to the current period of performance of the ACITS 2 contract is a follow-on necessary for ARC to obtain services for mission critical information technology requirements pending completion of the ACITS 3 procurement. A separate competition and award to, potentially, a different contractor for a five month period is neither feasible nor reasonable given the on-going ACITS 3 procurement and would result in substantial duplication of costs, and disruption and unacceptable delays that would adversely impact the seamless continuity of services necessary to support the critical IT requirements for ARC and NASA missions.

ACITS 2, is a bridge contract which was designed to cover the subject requirements pending the award of the NASA Agency-wide Information Technology Infrastructure Integration Program (I3P) contracts. These contracts consolidated certain agency-wide IT services. ARC's requirements consolidated into the I3P contracts have completed transition. Cascading delays associated with finalizing the scope, schedule, and policy surrounding the transition to Agency-wide I3P contracts arose and delayed finalization of the acquisition strategy for the follow-on ARC IT support contract (ACITS 3). Additionally, personal circumstances of a critical SEB member and the additional time required to review the large volume of proposals received in response to the solicitation resulted in further delays. These delays resulted in ARC's decision to extend ACITS 2 through July 31, 2012 under the authority of 10 USC 2304(c)(1).

Since then, the Source Selection Authority Briefing materials have undergone extensive reviews which have taken longer than usual due to the retirement of one of the reviewers and the excessive workload of the other procurement reviewers caused by the many critical source selections that are currently underway. The lengthy SSA briefing materials, resulting from the large number of offerors, increased the time needed for the required reviews of such materials. The original SEB contracting officer has also since been promoted to a Deputy Branch Chief thereby increasing her workload and delaying the resolution of comments received on the source selection materials thus far. The culmination of these factors has resulted in this further delay of the award of the ACITS 3 contract. The revised procurement milestone plan indicates that contract award for ACITS 3 is scheduled on or before October 31, 2012 and will be followed by phase-in of the new contract. Further extension, as requested herein, is required given the current schedule for contract award. This fifth extension, like the earlier ones, will be issued under the authority of 10 USC 2304(c)(1).

Award of a separate contract to any other source for this five month (maximum) extension period would result in substantial duplication of costs that would not be recovered through competition. This duplication of costs include not only those costs associated with competing a separate procurement for the extension period, but also the costs associated with phase-in activities for the separate five month contract, which would be necessary to ensure that the new, possibly different, contractor has proper knowledge of work requirements necessary to provide

information technology services for ARC. Furthermore, a separate competition for a five month contract would further slow the ACITS 3 procurement because procurement personnel will need to re-focus their efforts from ACITS 3, the competitive follow-on procurement for this requirement, to the new contract.

The extension of the ACITS 2 contract will allow sufficient time for ARC to award the follow on contract and complete the transition to ACITS 3. Without this extension, ARC would suffer unacceptable delays and a catastrophic gap in support for its IT systems and infrastructure. Continuation of these highly-specialized services is critical because this contractor maintains and supports the IT infrastructure for systems used by the entire Center, other centers, NASA Headquarters, and other agencies. Without this contract, the majority of the communication and IT systems used by the Center in support of all of its personnel, programs, and projects would fail.

Dell Services Federal Government (DSFG) is the prime contractor for the ACITS 2 contract. DSFG has the unique base of technical knowledge and experience, including the required historical knowledge of the complex IT systems and IT security systems, (described above in Section B) critical to the continued IT operations at NASA ARC. A change in contractor shortly before the award of the follow on contract would disrupt the continuity of the provision of these IT services just months before the new contract is awarded. DSFG has clearly demonstrated that it possesses the highly specialized capabilities and skills necessary to accomplish the requirements. DSFG's performance under the current contract was rated as "Excellent". It is clear that DSFG can continue to provide a seamless quality of support for the current critical information technology requirements at ARC without unacceptable delays.

There is no reasonable alternative to modifying the existing ACITS 2 contract. A separate competition and award to another contractor, covering this temporary five month period, would neither be feasible nor reasonable, particularly given the ACITS 3 contract will be awarded by October 31, 2012. The result of a separate competition and award for this remaining period of time will result in a substantial duplication of costs (including those associated directly with a re-procurement and the potential learning-curve costs for a transition to the new contractor) to the Government that could not be recovered. It would also result in disruption and unacceptable delays that would adversely affect the seamless continuity of contract services, which are critical to support ARC and NASA missions. Therefore, this five month (maximum) contract extension is necessary to provide coverage of critical information technology requirements pending completion of the ACITS 3 procurement.

E. Description of efforts made to ensure that offers are solicited from as many potential sources as is practicable, including whether a notice was or will be publicized as required by FAR Subpart 5.2 and, if not, which exception under 5.202 applies. [FAR 6.303-2(a)(6)]

A synopsis was posted on the NASA Acquisition Internet System (NAIS) and the "FedBizOpps" Federal Business Opportunities Portal on June 26, 2012 for fourteen calendar days to inform the public of NASA's intent to extend the ACITS 2 contract (NNA08AF13C) with Dell Services Federal Government in order to continue performance through potentially December 31, 2012. The synopsis provided instructions for interested organizations to submit capabilities and qualifications to perform the effort to the Contracting Officer. No capability statements were received in response to the synopsis.

F. A determination by the contracting officer that the anticipated cost to the Government will be fair and reasonable. [FAR 6.303-2(b)(7)]

The Contracting Officer (CO) has determined that the Government's ICE of FOIA Ex. 5 for the five month extension is fair and reasonable. Before each task order or modification to a task order is awarded under NNA08AF13C, the CO and Contracting Officer's Representative (COR) will perform an analysis in accordance with FAR 15.404, using cost and price evaluation techniques, to assure that the proposed CPFF for each task order or modification to a task order is fair and reasonable. Pre-negotiation objectives will be prepared prior to the initiation of negotiations and will be approved in accordance with FAR 15.406 prior to the conduct of negotiations.

G. Description of the market research conducted and the results or a statement of the reason market research was not conducted. [FAR 6.303-2(b)(8)]

Market research was conducted prior to ARC's decision to extend the ACITS 2 contract to prevent disruption to the support for critical NASA information technology systems. Based on the COR's technical knowledge of the current requirements and necessary capabilities required to support the above critical information technology schedules, there are no known companies that have the ability to quickly transition in a short period without adversely impacting the information technology systems supporting critical programs and projects, including IT security.

The CO considered and researched General Services Administration (GSA) Federal Supply Schedules (FSS), however schedule contracts pose certain limitations. A team of individuals would be required to staff the procurement effort, additional time is required to solicit and select a new contractor, and if a contract cannot be awarded in time, the Center runs the risk of a lapse in IT services while the procurement was underway. The CO has determined that procuring IT services through GSA/FSS at this time would not be advantageous to NASA and could result in a catastrophic gap in IT services required for the continued operation of NASA ARC and its programs and projects.

A sources sought synopsis notice was published in NAIS and FedBizOpps on June 26, 2012 to solicit information about potential sources to acquire information technology services for ARC. Interested organizations were requested to submit their capabilities and qualifications to the identified point of contact describing, in writing, their abilities to perform the effort no later than 4:00p.m. local time on Monday, July 9, 2012. The Contract Specialist received no capability statements in response to the synopsis. Further, private industry made no inquiries in response to the synopsis.

H. Any other facts supporting the use of other than full and open competition. [FAR 6.303-2(b)(9)]

Facts supporting the use of other than full and open competition are set forth in paragraph D of this document.

The Office of the Chief Information Officer has determined that Dell Services Federal Government (DSFG) is highly qualified to continue performance of this contract at NASA Ames Research Center, pending award of a follow-on contract for the required services. DSFG is

critically involved in providing and supporting the IT needs of the Center, understands the requirement, and has the ability to provide the seamless continuity of services necessary to provide critical support to the Center for this five-month period. The contractor's task performance—in terms of safety, milestones, scheduled metrics, and deliverables—is well organized, prioritized, and safely completed on time and within budget. Past performance has consistently ranged from very good to excellent.

I. Listing of the sources, if any, that expressed, in writing, an interest in the acquisition. [FAR 6.303-2(b)(10)]

No other source expressed interest in providing the additional work required by this extension.

J. 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. [FAR 6.303-2(b)(11)]

The follow-on procurement, ACITS 3, is currently underway and is nearing completion. The follow-on contract is being competed consistent with the requirements of the FAR and NASA procurement policy for a small business set aside and will not require a justification for other than full and open competition. Thus, there are no barriers to competition that must be removed prior to the award of ACITS 3, the subsequent acquisition ARC's IT requirements.

For the foregoing reasons, and pursuant to FAR 6.302-1(a)(2)(iii), the contract modification for a five month (maximum) extension to the ACITS 2 contract for highly specialized IT services is necessary to provide continued mission critical IT support including System Administration, IT Security, Facility Support, Hardware/Software Maintenance, Application Management, Data Storage and Retrieval, Customer Support, Technical Planning, Analysis, and Training Network/Communications Systems and Support Systems and Facilities Support. 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 unacceptable delays in fulfilling ARC's IT requirements. Therefore, it is recommended that this contract modification to the ACITS2bridge contract be executed, as requested herein, under the authority of 10 USC 2304(c)(1).

Signature Page

Requirement Initiator:

Kirsten M. Nagel
Contracting Officer's
Representative

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

Kirsten Nagel
Signature

7/12/12
Date

Contracting Officer:

Jeannette Albiez

I hereby determine that the anticipated cost to the Government will be fair and reasonable and certify that this justification is accurate and complete to the best of my knowledge and belief. [FAR 6.303-2(b)(12)]

Jeannette Albiez
Signature

7/12/12
Date

CONCURRENCE:

**Acting Directorate
Manager:**

Raymond G. O'Brien
Acting Chief Information
Officer

Raymond G. O'Brien
Signature

7/17/12
Date

Procurement Officer:

Kelly G. Kaplan

Kelly G. Kaplan
Signature

7/24/12
Date

APPROVAL:

Center Competition Advocate:

Lewis S.G. Braxton III
ARC Deputy Director

Lewis S.G. Braxton III
Signature

7/24/2012
Date