NATIONAL AERONAUTICS AND SPACE ADMINISTRATION
NASA SHARED SERVICES CENTER

LIMITED SOURCE JUSTIFICATION

I recommend that NASA, NASA Shared Services Center (NSSC) award an Indefinite Delivery Indefinite Quantity (IDIQ) Contract to procure Esri software products, maintenance, and services with a period of performance consisting of a one year base with four one-year options (i.e., five-year contract). This action will be performed against GSA Contract Number GS-35F-253CA. The total estimated cost of the Indefinite Delivery Indefinite Quantity (IDIQ) Contract is $9,629,550.71.

See the in-house Government cost estimate (IGCE) below:

ESRI IGCE - Budgetary Quote Estimate						
Options	Base Year	Option Yr1	Option Yr2	Option Yr3	Option Yr4	Total
Budgetary Estimate w/AGOL)						
Est New Purchases						
Total						$ 9,629,550.71

This IDIQ contract will provide a vehicle to procure new and recurring Esri requirements for all NASA Centers beginning in the first quarter of fiscal year (FY) 16. The establishment of an IDIQ contract will offer an excellent option for NASA to conveniently and efficiently procure new products at a reduced cost. Furthermore, an Esri IDIQ contract will provide NASA with the ability to satisfy new and recurring customer requirements, reduce NASA's administrative costs by eliminating repetitive acquisition efforts and greatly reduce procurement lead time thus allowing the NSSC, as the sole procuring service provider, the ability to be more responsive to the Agency's needs. Furthermore, this IDIQ contract will enable all Centers to leverage the Agency's buying power to obtain advantageous terms and pricing, and the Agency to centrally track and manage all Esri product purchases. Currently Esri is being utilized by all NASA Centers.

This recommendation is made pursuant to FAR 8.405-6(b) (1), Items Peculiar to One Manufacturer.

Alternative manufacturers are impractical for the following reasons:

- Only Esri offers ArcGIS™. ArcGIS is a geographic information system (GIS) for working with maps and geographic information. It is used for: creating and using maps; compiling geographic data; analyzing mapped information; sharing and discovering geographic information; using maps and geographic information in a range of applications; and managing geographic information in a database.

- The JPL Lunar Mapping and Modeling Project (LMMP) and the Goldstone, Deep Space Network GIS have utilized Esri security software since before the original contract inception in 2009. JPL and GSFC represent the majority of the agency's utilization, with Applied Sciences, Earth Sciences, Infrastructure and groups at all other Centers comprising the agency Esri user population.

- In the event NASA would be required to select an alternative source to replace the functionality of the Esri products supporting NASA's Geographic Information Systems (GIS) capabilities within NASA, such a requirement would adversely impact NASA's ability to meet various mission requirements. The Esri software products in use today are integrated into existing GIS infrastructures in organizations primarily at JPL and GSFC, although all Centers utilize the Esri capabilities. Therefore, replacing the existing solution would present too great a risk to NASA operations during any corresponding transition period. Additionally, the costs associated with re-training NASA personnel would be prohibitive. Such migration efforts could be extremely disruptive to NASA programs that are trying to meet critical milestones.

- The high amount of risk and increased cost (in excess of $25M to replace the current Esri licenses and products that are currently in use within NASA) offset any perceived benefits gained by considering alternative solutions. As such, no other supplies or services will satisfy the agency's requirements. Acquiring alternatives for the current Esri software products in use today would involve the purchase and installation of several products from different vendors to achieve the same basic capability. The integration of these tools would be much less productive and more costly to implement. Training and investment costs would be substantial, and the communication of the change to impacted stakeholders such as support personnel both within and outside of NASA would be negatively impacted.

- A consolidated IDIQ contract that standardizes ordering to a single location and consolidates existing agreements provides significant gains for the Agency by providing NASA insight into the total end to end consumption patterns of Esri products and services.

Pursuant to FAR 8.404, "IDIQs and orders placed against a MAS, using the procedures in this subpart, are considered to be issued using full and open competition (see 6.102(d)(3)). Therefore, when establishing an IDIQ contract (as authorized by 13.303-2(c)(3)), or placing orders under Federal Supply Schedule contracts using the procedures of 8.405, ordering activities shall not seek competition outside of the Federal Supply Schedules or synopsize the requirement." However, a Limited Source Justification will be synopsized within 14 days after award pursuant to FAR 8.405-6(a)(2).

Pursuant to FAR 8.404 (d), services offered on the schedule are priced either at hourly rates or at a fixed price for performance of a specific task (e.g., maintenance). In this regard, "GSA has already determined the prices of supplies and fixed-price services, and rates for services offered at hourly rates, under schedule contracts to be fair and reasonable. Therefore, ordering activities are not required to make a separate determination of fair and reasonable pricing, except for a price evaluation as required by 8.405-2(d)." Notwithstanding, the NSSC will seek additional pricing discounts pursuant to FAR 8.405-4 before placing any subsequent orders.

GSA has traditionally been one of NASA's sources for commercial software products and associated maintenance. There are no known sources and/or contracts available within NASA to procure Esri software products and associated maintenance. Additional review of existing NASA contracts that provide the maintenance has been conducted and none were suitable for agency-wide contract consolidation. Currently, NASA SEWP contract vehicle provides a means for NASA to accomplish the goal of contract consolidation. NASA SEWP provides for competition between Value Added Resellers (VAR) of selected software products and/or associated maintenance. However, it was determined that new purchases of software could not be achieved utilizing the SEWP contract vehicle; therefore, going directly to Esri is NASA's only alternative to provide the agency with a single consolidated purchasing vehicle. Research found that the NASA SEWP contract could not afford NASA the licensing terms and conditions that were available through a direct agreement with Esri and that were beneficial to the Agency.

Due to the specialized nature of this requirement, there are no known actions which NASA may take to give consideration to other manufacturers for the requirements described herein. Therefore, competing this requirement for Esri products among responsible VARs holding GSA Federal Supply Schedule 70 contracts is the only practical approach.

TECHNICAL CERTIFICATION:

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.

Office of Procurement
NASA Shared Services Center (NSSC)

CONTRACTING OFFICER CERTIFICATION:

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 order represents the best value to the Government consistent with FAR 8.404 (d).

_____ _____
Date

Contracting Officer

CONCURRENCE:

_____ _____
Date

Procurement Officer

COMPETITION ADVOCATE APPROVAL:

_____ _____
Date

NASA Shared Services Center