



ACQUISITION DIRECTORATE

**DEPARTMENT OF DEFENSE  
WASHINGTON HEADQUARTERS SERVICES**  
1155 DEFENSE PENTAGON  
WASHINGTON, DC 20301-1155



## **JUSTIFICATION FOR AN EXCEPTION TO FAIR OPPORTUNITY**

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- 1. AGENCY AND CONTRACTING ACTIVITY:** The Department of Defense, Washington Headquarters Services, Acquisition Directorate (DOD/WHS/AD) on behalf of the Pentagon Force Protection Agency/Force Protection Technology Directorate (PFPA/FPTD).
- 2. NATURE/DESCRIPTION OF ACTION(S):** This justification explains why the Government must issue a sole-source firm fixed price task-order to maintain continuity of critical support for the Pentagon Life Safety System Network (LSSN) and Life Safety Backbone (LSB) services, pending repair and recovery of data resulting from a catastrophic network technological outage of the LSB on 03 January 2014. This outage left PFPA without access to the mission-critical systems needed to properly safeguard personnel and facilities, rendering the agency blind across the National Capital Region (NCR). PFPA anticipates it will take six (6) to twelve (12) months to effect repairs and to upgrade the network core to mitigate future outage risks.

SRA International is the incumbent contractor. The incumbent contract expires on April 30, 2014. This proposed contract action is to establish a six (6) month sole-source bridge contract with SRA International from 01 MAY 2014 through 31 OCT 2014, with an estimated value of approximately \$7.3M. The resulting award will include FAR Clause 52.217-8, Option to Extend Services to allow the Government to extend the contract by no more than 4 months, if required, from 01 NOV 2014 through 28 FEB 2015, bringing the total possible award to an estimated \$11.4M. In the event that PFPA requires an extension of the contract beyond 28 FEB 2015, the contract cannot be extended beyond 30 APR 2015, and additional approvals will be required if the total dollar amount exceeds \$12.5M.

Due to the unexpected January 2014 LSB network outage, the Government (in conjunction with SRA), under the incumbent contract, promptly developed a four-phased approach to mitigate the risks posed by potential future outages. The four phases are:

- Phase #1 - Immediate recovery of the LSB;
- Phase #2 - Update the existing LSB Network Core devices;
- Phase #3 - Replace existing LSB Network Core devices;
- Phase #4 - Replace existing LSB outer edge devices.

Phases 1 and 2 are complete. Phases 3 and 4 cannot be completed before the incumbent contract expires on April 30, 2014.

- 3.** The current incumbent contract HQ0034-09-F-3001 with SRA was competitively solicited per the ordering procedures of FAR 16.505, via the GSA Millennia Government-Wide Acquisition Contract (GWAC) number GS00T99ALD0211, and is due to expire on 30 APR 2014. All

qualified Millennia GWAC industry partners were given a fair opportunity to be considered and competition was achieved, resulting in an award to SRA.

#### **4. DESCRIPTION OF SUPPLIES/SERVICES:**

The scope of this sole-source contract is to provide continued support for the Life Safety System Network (LSSN) and repair/upgrade network support services for the Life Safety Backbone (LSB) which will provide access to the mission-critical systems needed to properly safeguard personnel and facilities across the National Capital Region (NCR). The services to be performed under the sole-source bridge contract include continued standard support for the LSSN and completion of the four-phased upgrades/repairs to mitigate risks posed by potential future outages. As explained more fully below, these services are more efficiently and properly performed under a sole-source bridge contract to SRA rather than a competitively awarded contract to a new awardee.

Services for the LSSN continued support include:

- Project Management Support
- Help Desk Support
- Documentation Library
- Training Support
- Information Assurance Services Support
- Asset Management Support
- Information Architecture, Plan and Projects Support
- Systems Administration and Infrastructure Support
- Pentagon Shield Support
- CBRNE, Sentry Systems, Sensor Types, and Control Systems Support
- Monitoring and Alerting, Incident Reporting, Response, Analysis, and Surge Requirements
- Audio Visual Support
- Land Mobile Radio Engineering, Installation, and Maintenance Support
- Organizational Change Management

Services for Phase 3 and 4 of the LSB network support include:

- Refreshed infrastructure hardware and software supported by manufacturers and OEMs using ITA compliant equipment, supported for remediation of vulnerabilities, providing robust routing capability and rich diagnostics and recovery capability.
- Network design which minimizes single point failure, including dual homed closets with redundant paths to the ITA core infrastructure. Enables efficient restoration of services and minimizes the failure domain (the service effect of individual component failure).
- Installation and configuration in accordance with PFPA change management practices, supported by SRA corporate reach-back and organic engineering capability, certified by hardware OEM.

- Evaluation of options for procurement with ROM cost as well as assessment fit for PFFPA's current and future technology needs.

- 5. IDENTIFICATION OF STATUTORY AUTHORITY:** FAR 16.505 requires an ordering activity to justify its actions when fair opportunity is restricted. The specific circumstance that justifies restriction for this acquisition is FAR 16.505(b)(2)(i)(A), the agency need for the supplies or services is so urgent that providing a fair opportunity would result in unacceptable delays.

SRA is the only known vendor who has expert security-cleared personnel that can immediately accomplish this urgent upgrade given their existing knowledge of the specific LSB technical and architectural challenges, and in-depth knowledge of the existing infrastructure to include the known and potential failure points of an extremely complex environment.

Transferring responsibility to a new contractor during this upgrade would cause schedule delays based on the current planning of the remaining phases of the LSB network improvement project, which would risk possible mission-critical systems failure as any unplanned outage may result in personnel and facilities left unguarded. This could lead to security breach, life safety and disruption of critical services. In order to remedy and mitigate these risks and keep the facilities and personnel fully protected, the government has developed a detailed plan to stabilize and upgrade the LSB, and has established an approach to immediately begin to address network availability and stability issues including improved reaction and restoration times, as well as providing updates to the current core architecture to provide increased resiliency while decreasing single points of failure. This plan will build upon the redesign and replace the current core architecture with new core architecture devices, and replace the outer-edge devices from the mission-critical environment with new equipment and redesign the outer-edge architecture. No other contractor has the insight regarding the type and number of complex, mission critical sensors/systems and their integration into the LSB in order to understand the stability issues.

- 6. DETERMINATION OF FAIR AND REASONABLE COST/PRICE:** The Contracting Officer will ensure that the resulting contract award cost/price is fair and reasonable per FAR 15.4, by comparing the contractor's proposal to the independent government cost estimate, by reviewing historical pricing, and comparing proposed labor rates to those established (and under similar contracts for like services and labor categories).
- 7. ANY OTHER SUPPORTING FACTS:** On 28 March 2014, WHS/AD posted a notice via the Federal Business Opportunities to inform industry of our intent to award a sole-source contract to SRA, and gave them one week to provide their capabilities information to perform this work. However, no responses were received.

In addition, prior to the catastrophic outage that occurred on 03 January 2014, WHS/AD issued a competitive solicitation HQ0034-14-R-0015 on 25 November 2013 with the intent to receive proposals in January 2014. The follow-on contract was to be awarded by 31 March 2014 to allow a one month transition period with SRA. However, as a result of this outage (and questions from industry), the solicitation due date was extended indefinitely, and subsequently cancelled.

- 8. ACTIONS TAKEN TO REMOVE BARRIERS TO FAIR OPPORTUNITY:** Barring unexpected delays, the Government intends to be ready to issue a new competitive solicitation no later than November 2014, and to award a follow-on contract to coincide with the completion by SRA of phases 3 and 4 per paragraph 2 above.
- 9. CONTRACTING OFFICER CERTIFICATION:** I certify that this justification is accurate and complete to the best of my knowledge.

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David L. Price Date  
Contracting Officer / Division Director  
ESTSD, WHS/AD

- 10. TECHNICAL / REQUIREMENTS PERSONNEL JUSTIFICATION:** I certify that the above assertions are accurate and complete to the best of my knowledge.

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Timothy W. Anderson Date  
COR, PFFPA/FPTD

- 11. REVIEW FOR LEGAL SUFFICIENCY:**

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WHS General Counsel Date

**APPROVAL**

- 12. COMPETITION ADVOCATE:** Per FAR 16.505(b)(2)(ii)(C)(2), I have reviewed this justification and find it to be accurate and complete to the best of my knowledge. Since this justification is between \$650,000 and \$12.5 million, this review serves as approval.

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Timothy M. Applegate Date  
Deputy Director, WHS/AD