DEPARTMENT OF THE NAVY
NAVSUP FLEET LOGISTICS CENTER NORFOLK
700 ROBBINS AVE, BLDG 2B
PHILADELPHIA, PA 19111-5083

REFER REPLY TO:

J&A No. 12-013

JUSTIFICATION FOR OTHER THAN FULL AND OPEN COMPETITION

1. **IDENTIFICATION OF AGENCY AND CONTRACTING ACTIVITY:** The requiring activity is Commander, Navy Installations Command (CNIC), Washington, DC; the contracting activity is NAVSUP Fleet Logistics Center (FLC) Norfolk.

2. **NATURE / DESCRIPTION OF ACTION:** This is a sole source action to be awarded as a contract with Halfaker and Associates, LLC. The placement of a Firm Fixed Price contract is anticipated.

3. **DESCRIPTION OF SUPPLIES / SERVICES:** The proposed acquisition is to acquire contractor support for CNIC HQ N37. The contractor will provide Regional Operation Center Watchstander services to 10 Regional Operation Centers (ROCs) and 1 Modified Emergency Operation Center (EOC) around the world. Currently there are 17 Junior and Senior Planners disbursed among the 11 sites around the world.

Currently, there are 55 Watchstanders disbursed among the 11 sites around the world providing specialized and advanced operational reporting and monitoring across the Navy's Shore Enterprise. In addition, these services allow for the integration of the Navy Shore Enterprise with the Navy Fleet and other Service components through establishing 24-hour coverage of situational awareness lines of communication. The current watchstander contract period of performance expires 15 January 2012, and recent changes to the long-term acquisition strategy has a caused a delay in the issuance of a new, consolidated solicitation, resulting in a need for continued performance. This interim contract action will allow for sufficient time to properly implement a contract that supports the new contract strategy, resulting in an overall savings to the government due to reduction in overhead costs and overall economies of scale. This new contract strategy combines both the current watchstander and planner contracts into a single procurement to provide maximum efficiency (fiscal, logistical, and manpower) in contract management and oversight. Services are required for a period of performance from 16 January 2012 through 16 July 2012, with one (1) additional three (3) month option. [redacted]

4. **IDENTIFICATION OF STATUTORY AUTHORITY:** The statutory authority permitting other than full and open competition is 10 U.S.C. 2304 (c)(2), Unusual and Compelling Urgency, as implemented by FAR 6.302-2.

5. **DEMONSTRATION OF CONTRACTOR'S UNIQUE QUALIFICATIONS:**

Halfaker and Associates, LLC has been performing the services required by this action since January 2011. In addition, Halfaker's subcontractor, Capstone Corporation, has been involved with the watchstander support services for several years. Based on their experience, the contractor has all

personnel required to support this contract, as well as the training curriculum to support any unforeseen turnover during the period of performance. Halfaker can continue serving as the vigilant eyes and ears of the CNIC's Regional Commanders with an acute situational awareness of world events and potential impact on the Shore Installation Enterprise.

Due to the need for continued support while the follow-on contract is processed, it is not considered to be in the best interest of the Government to award these services to any firm other than Halfaker. The time required to re-solicit, award, and phase-in a new contractor for only six or nine months would cost the government valuable money and time. A major expense would come in the form of moving and even learning the hard-earned knowledge of OCONUS processing requirements for SOFA status, Individual Logistics Authorization entitlements, VISAs, Technical Representative Accreditation and the DOCPER system, foreign currency exchange and fluctuation, as well as all of logistics associated with relocation of personnel and household goods. Halfaker's experience eliminates the risks traditionally associated with a new contractor; they are intimately familiar with the ROCs systems, policies and procedures.

Halkfaker is extremely qualified and experienced in the arena of Operation Center Support, especially with regard to providing watchstander support. If this contract was not awarded to Halfaker, a new contractor would require excessive training and mentoring to provide the required services. It would take a new vendor a significant amount of time to be capable of providing the level of service currently provided by Halfaker. In addition, the Government would be required to dedicate resources to work with the contractor to educate/train/indoctrinate them during which time little, or minimal, relevant work would be accomplished, and significant economic harm would be incurred by the Government. A degradation in service will have a detrimental impact to the CNIC overall mission and vision. A lapse in service is unacceptable and would significantly impact the command's ability to comply with the National Defense Strategy. Awarding this contract will provide the most efficient means to execute the requirement through the avoidance of contract personnel mobilization and demobilization across the globe, for a short-term performance period. In addition, the Government would exhaust significant resources in providing sufficient training and initial oversight to a new contractor in the initial performance of their duties.

As stated above, in order to provide continuity and a strong operational team that can support the Regional Operation Centers across the Navy's Shore Enterprise with an efficiency of man-hours, resources and money, there will be a single contract issued, upon the completion of this contract, that supports all these efforts.

Therefore, this acquisition demands an award on a sole-source basis since only Halfaker currently has the qualified personnel in place to continue the required services by 16 January 2012.

6. **CBD ANNOUNCEMENT / POTENTIAL SOURCES:** The proposed acquisition has not been synopsized in the Commerce Business Daily as required by FAR 5.2. This contract action is being processed under the conditions set forth at FAR 6.302-2.

7. **DETERMINATION OF FAIR AND REASONABLE COST:** The NAVSUP Fleet Logistics Center (FLC) Norfolk Contracting Officer will determine that the price negotiated for this acquisition is fair and reasonable pursuant to FAR Part 15.

8. **DESCRIPTION OF MARKET SURVEY:** The scope of the watchstanders is being expanded into a more robust and flexible position to meet the command's requirements and new contract strategy. Both the expansion of performance under the subject contract, and subsequent incorporation of the planners requirement, will result in a single, competitive procurement scheduled for award in the Oct-Nov 2012 timeframe. In the interim, this acquisition demands an award on a sole-source basis since only Halfaker currently has the qualified personnel in place to continue the required services by 16 January 2012.

9. **ANY OTHER SUPPORTING FACTS:** N/A

10. **LISTING OF INTERESTED SOURCES:** As described above, no other sources have demonstrated the capability or experience of providing the required services.

11. **ACTIONS TAKEN TO REMOVE BARRIERS TO COMPETITION:** All future requirements will be handled on a case-by-case basis. As stated above, in order to provide continuity and a strong operational team that can support the Regional Operation Centers across the Navy's Shore Enterprise with an efficiency of man-hours, resources and money, there will be a single, competitive contract issued, upon the completion of this contract, that supports all these efforts.

12. **STATEMENT OF DELIVERY REQUIREMENTS:** The resultant contract will consist of a six-month period of performance from 16 January 2012 to 16 July 2012, with one (1) additional three (3) month option. With regards to the follow-on, competitive requirement, it is anticipated that the solicitation will be released during the late March–early April timeframe and will close in early-mid May. It is expected that award will be made by late August in order to allow for a transition/phase-in period if the incumbent contractor is not awarded the contract.

13. **TOTAL ESTIMATED DOLLAR VALUE OF THE ACQUISITION:** [redacted]

14. **REFERENCE FOR THE APPROVED ACQUISITION PLAN:** Not Applicable.

15. **DOCUMENTATION FOR SPARE / REPAIR PARTS:** Not Applicable.

16. **CONTRACTING ACTIVITY POINT OF CONTACT:** The NAVSUP FLC Norfolk point of contact is Mr. Mike Capilato, Code 280.2A, who may be reached at 215-697-9647.