



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

IN REPLY REFER TO
16- 038

**JUSTIFICATION AND APPROVAL
FOR USE OF OTHER THAN FULL AND OPEN COMPETITION**

1. Identification of the Agency and Contracting Activity. The requiring activity is the Center for Information Dominance, Pensacola, FL. The contracting activity for this action is NAVSUP Fleet Logistics Center (FLC) Norfolk, Philadelphia Office.

2. Description of the Action Being Approved. This is a sole source action to be awarded as a modification to the existing firm-fixed-priced purchase order N00189-14-P-Z689 with Solutions for Information Design (SOLID), LLC of Burke, VA.

3. Description of Supplies/Services. Purchase order N00189-14-P-Z689 was issued on a sole-source basis in support of the Center for Information Dominance (CID), for Navy and United States Marine Corps (USMC) Credentialing Opportunities On-Line (COOL) Program support. CID is part of the Naval Education and Training Command (NETC). The Navy and Marine Corps COOL websites were created (and maintained) to provide service-members with information on how to fulfill the requirements of civilian certification related to their military occupational specialties (MOS) and enlisted career maps; the websites also provide learning pathways for service-members to gain certifications, apprenticeships, professional licenses, and growth opportunities.

Contract N00189-14-P-Z689 included a base period and option periods as follows:

	Period of Performance	Contract Price
Base	1 Oct 2014 - 30 Sep 2015	\$1,114,863.84
Opt I	1 Oct 2015 - 30 Sep 2016	\$1,048,151.04
Opt II	1 Oct 2016 - 30 Sep 2017	\$1,081,968.36
Opt III	1 Oct 2017 - 30-Sep-2018	\$1,116,873.84
Total		\$4,361,857.08

The support provided under the contract includes continued development and refreshment of the COOL websites as well as maintenance of the sites and analysis of data obtained. New requirements have emerged that will require changes to be made to the existing contracted COOL support, and the government intends to modify the existing contract to implement these changes. Specifically, the contract will be modified to include web design, development, and maintenance support for the Navy College Program. Naval Education and Training Professional Development and Technology Center (NETPDTC) is upgrading the Navy College Program website and supporting database to current technologies and standards. Specific services will include implementing a functionality package to improve client-side interactivity and functionality for Navy Voluntary Education (VOLED) users on any type of device. This package includes implementing data tables, converting sites to HTML5 and CSS3, and adding custom printing functionality. It is anticipated the web design and development services will be incorporated into the current purchase order commencing 01 June 2016 and ending 30 September 2016; the estimate for these design and development services is \$200,745. In effect, the Maintenance support for the new Navy College Program will be incorporated into the current purchase order for the periods 01 October 2016 - 30 September 2017 and 01 October 2017 - 30 September 2018; the estimate for each of those two maintenance periods is \$20,000. The total estimated value of the proposed modification is \$240,745. The

new work to be provided during the period 01 June 2016 – 30 September 2016 will be funded with FY2016 O&MN appropriations. Funding for the two maintenance periods will be FY2017 and FY2018 O&MN appropriations, respectively.

4. **Statutory Authority Permitting Other than Full and Open Competition.** These services are procured under the authority of 41 USC 1901(e)(2) – a sole source acquisition under the authority of the test program for certain commercial items, as implemented by FAR 13.501(a).

5. **Rationale Justifying Use of Cited Statutory Authority.** Only one responsible source and no other source can provide the services that will satisfy the needs of the agency. Specifically, only one contractor, Solutions for Information Design (SOLID); can provide the required web design and development services for the new Navy College Program because the required services are integrally related to the current COOL web support work being performed by SOLID under purchase order N00189-14-P-Z689 for the Navy and USMC. The current purchase order was awarded to SOLID, on a sole source basis, for a total estimated amount of \$4,361,857.04. Under the current purchase order, SOLID provides Navy (CID managed programs) and USMC COOL website support. The instant modification will upgrade NETPDTC's current on-line Navy College Program and add it to the Navy and USMC COOL Program. SOLID is the sole source which designed and developed the Navy and USMC COOL websites, and the continued use of SOLID as the sole source contractor will ensure the accuracy and integrity of the data. This requirement will provide sailor self-service and career enrichment tools, to allow sailors to efficiently and remotely access appropriate educational guidance; and provide external non-government program management and analytical support. SOLID has correctly analyzed actual military training data, which provides the level of detail required for the COOL Program, as well as, updating current COOL publicly facing websites. The use of SOLID will allow for the repurposing of existing data, page navigation and print functionality coding which will streamline delivery schedules, and provide reduction in development time resulting in cost savings for the Government. In addition, the Navy and USMC COOL websites, designed and developed by SOLID, already meet coding and architecture requirements defined by The Navy Cyber Defense Operation Command (NCDOC). A security risk assessment is conducted annually on the Navy and USMC COOL websites to verify that it maintains these standards. Using the same architecture would meet NCDOC's current web assessment requirements and provide the correct framework to add the proposed requirement. Due to its existing design and develop data and its security coding compliance, SOLID is the only known source capable of fulfilling this requirement. In addition to all of the foregoing, the Fiscal Year 2014 National Defense Authorization Act specifically authorizes the use and adaptation of COOL to address "professional skills developed," and this authorization is considered to apply the requirements for the Navy College Program.

6. **Description of Efforts Made to Solicit Offers from as Many Offerors as Practicable.** Current market research has determined no other sources are capable of providing the required services. Several potential industry sources (Direct Employers, Career One Stop, Futures, Inc. Guru Associates, LLC, and US IT Pipeline) were contacted to review current capabilities. The research revealed some potential sources' training certifications to corresponding military occupations were inaccurate, outdated, or incomplete. In addition, some of the sources were not capable of developing or maintaining credentialing programs or websites. As a result, it was determined none of the potential sources had a clear understanding of military ratings, training, and other required credentialing program goals. Market research also determined potential alternate sources would require a minimum of one year to develop an underlying COOL database. This additional time would add costs and put the COOL Program on hold until a compliant underlying database could be developed. The current COOL database, developed by SOLID, is already established and 100% compatible with all current Navy and USMC COOL requirements.

A sources sought synopsis was posted to the Government-wide Point of Entry (GPE) on 28 April 2016, and the following sources submitted Technical Capability Statements: GBSI, CCS, and Bixal. The sources sought synopsis included the following specific requirements: "Specific services will include implementing a functionality package to improve client-side interactivity and functionality for Navy Voluntary Education (VOLED) users on any type of device. This package includes implementing data tables, converting sites to HTML5 and CSS3, and adding custom printing functionality." The three responses were reviewed, but none demonstrated the capability to perform the integrally related add-on requirements as stated above. All three responders were notified, however, that they will be apprised when the competitive follow-on solicitation is issued.

7. Determination of Fair and Reasonable Cost. The Contracting Officer will determine that the prices to be paid by the Government for the requirement addressed by this Justification and Approval are fair and reasonable.

8. Actions to Remove Barriers to Future Competition. Pursuant to DFARS PGI 206.302-1(d), a sources sought synopsis was issued on 28 April 2016. The results are detailed in paragraph 6. Pursuant to DFARS PGI 206.303-2(b)(i)(B), a copy of the previous justification has been provided to the approval authority to determine whether the planned actions to remove barriers to competition have been completed. At the time of the previous J&A, the determination was that future requirements would be handled on a case-by-case basis. At the time, the market research performed and responses to the synopsis indicated that SOLID was the only source that could meet the agency's requirements.

Since then, based on the additional market research performed and the recent sources sought synopsis issued for the requirement, the circumstances continued to indicate that SOLID is the only source that can meet the agency's requirements.

Additionally, the Contracting Officer contacted the requiring activity to determine whether the requirement could be revised to improve competition. The requiring activity advised that that the requirement represents their minimum needs; therefore, they could not be revised in that regard. The requiring activity will continue to perform market research to try to identify an additional source for future requirements.

In addition to the above, a pre-solicitation synopsis of this requirement was posted on the Government-wide Point of Entry website on 15 March 2016; to date no other sources have expressed an interest in this requirement.

9. Contracting Activity Point of Contact. The NAVSUP FLC Norfolk point of contact is Michael Placido, Code 270.3C who may be contacted by telephone: DSN 442-9654, Commercial (215) 697-9654 or e-mail: michael.placido@navy.mil

CERTIFICATIONS AND APPROVAL

TECHNICAL/REQUIREMENTS CERTIFICATION

I certify that the facts and representations under my cognizance which are included in this Justification and its supporting acquisition planning documents, except as noted herein are complete and accurate to the best of my knowledge and belief.

Technical Cognizance:

Keith A. Boring Signature Keith A. Boring Name (Printed) (850) 452-6683 Phone No. 03/24/2016 Date

Requirements Cognizance:

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LEGAL SUFFICIENCY REVIEW

I have determined this Justification is legally sufficient.

STEPHANIE BEATY Signature Name (Printed) 5-11-16 Date

CONTRACTING OFFICER CERTIFICATION

I certify that this Justification is accurate and complete to the best of my knowledge and belief. To the extent that the J&A/LSJ value is between \$150K and \$700K, the Contracting Officer's signature below also represents approval of the J&A/LSJ.

K. Bullock Signature Name (Printed) 215-697-9640 Phone No. 3/24/16 Date