



**DEPARTMENT OF THE NAVY**  
 NAVSUP FLEET LOGISTICS CENTER NORFOLK  
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 PHILADELPHIA, PA 19111-5083

IN REPLY REFER TO:  
260.2B AH

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

1. **Contracting Activity.** NAVSUP Fleet Logistics Center Norfolk, Philadelphia Office.
2. **Description of the Action Being Approved:** The use of other than full and open competition to award a bridge contract to expiring Cost Plus Fixed Fee (CPFF) task order N00189-12-F-Z188 with ASRC Federal Holding Company, LLC (formerly Data Networks, Inc.) of Reston, VA to provide continued Program Management Support Services (PMSS) for the Navy Personnel Command (NPC), Millington, TN while the follow-on contract is being competitively processed.
3. **Description of Supplies/Services:** Task Order N00189-12-F-Z188 was awarded to ASRC Federal Holding Company, LLC (formerly Data Networks, Inc.) on 18 June 2012 to acquire services in support of the Navy Personnel Command (NPC), Millington, TN, an office of the Bureau of Naval Personnel (BUPERS). This task order provides project management support of various programs, including the following areas: project management, DOD acquisition, testing, configuration management, information assurance, and program compliance support. The programs supported are the Electronic Military Personnel Record System (EMPRS), BUPERS Online (BOL) and other current or new NPC information technology programs and systems.

It is intended to award a CPFF type contract to ASRC Federal on a sole-source basis. It is anticipated that award will be made by no later than 31 January 2015 and awarded in accordance with the procedures described in FAR Part 15, Contracting by Negotiation. The duration of this bridge contract will be eight months (1 February 2016 – 30 September 2016); with two (2) one-month options through 30 November 2016 if the options are exercised. The base period of this bridge will be funded by FY16 O&MN funds, with option periods funded with appropriate FY O&MN funds if exercised. The total estimate for this bridge action is \$1,037,586.67 for the base period, \$1,296,983.33 if all options are exercised.

4. **Statutory Authority Permitting Other Than Full and Open Competition.** 10 U.S.C. 2304 (c) (2), "Unusual and Compelling Urgency," as implemented by FAR 6.302-2.

5. **Rationale Justifying Use of Cited Statutory Authority.** The grounds for requiring an urgent bridge contract is to avoid a break in services while the requirement is being fully developed for the solicitation of the follow-on. The Navy Personnel Command (NPC), an office of the Bureau of Naval Personnel (BUPERS), located in Millington, Tennessee, is responsible for program/project management activities associated with sustaining the Electronic Military Personnel Record System (EMPRS), BUPERS Online (BOL) and other current or new NPC information technology programs and systems. NPC is tasked with providing useful information technology services within cost, schedule and performance requirements for the NPC and the Navy Total Force business community.

The programs mentioned above, EMPRS and BOL are as follows: EMPRS is the military personnel record management system (a mission critical system) delivering the Title 10 mandated records management service for the Navy, and the decision support technology for all Navy promotion and advancement board operations. BOL provides numerous web enabled manpower and personnel decision making applications.

Delays in the development of the follow-on package resulted from several contributing factors related to organizational and program restructure.

Due to the Personnel Information Management Department (PERS-3) increasing the oversight on all contracts within the division, a management change occurred which modified the Performance Work Statement (PWS) for the follow-on contract action. Specifically, a change in management within the EMPRS Program Management Division (PERS-34) occurred in the last six months and culminated in November 2015. During this transition period, the scope of work for the PMSS requirement was reevaluated to enhance Government oversight and improve control of work scope and contract costs.

The scope of work under the PMSS contract was being reviewed simultaneously with a separate effort under NPC's purview, the Information Technology Support Services (ITSS) Program. The requirements were reviewed to reorganize tasks and eliminate duplication of effort, specifically the inclusion of Total Record Information Management (TRIM) Support, which was ultimately determined to be covered under the ITSS Program.

In addition to package development delays, NAVSUP Clause 5252.204-9400 "Contractor Unclassified Access to Federally Controlled Facilities, Sensitive Information, Information Technology (IT) Systems or Protected Health Information," (July 2013) requires 30 days (but preferably 60 days) prior to contractor performance between date of award and contract performance as a best practice to promote competition. At the time of this request, this timeframe for award cannot be met and it is in the best interest of the Navy to issue a bridge action to allow the contractor time for compliance with security processes.

All these factors combined have resulted in the need for a bridge of the current contract. Due to the immediate need for continued support while the competitive follow-on is being solicited and evaluated, it is not considered to be in the best interest of the Government to award these services to any firm other than ASRC Federal. ASRC Federal is the only source that has the requisite staff on hand, with the demonstrated technical expertise, capability, and knowledge of NPC's operating environment and information technology programs and systems without interruption for the interim period beginning 1 February 2015. There is not sufficient time to effectively solicit, award, and phase-in a new contractor in such a short time frame, particularly considering the required 30 days (preferable 60 days) between contract award and performance start. Only ASRC Federal can seamlessly provide continuous coverage as of 1 February 2015 without delay or ramp-up time required.

The required services under PMSS include performing project management work in support of various programs, including the following areas: Project Management, DOD Acquisition, Testing, Configuration Management, Information Assurance, and program compliance support.

The projects assigned vary in scope and may be assigned at various states of the project. The contractor should be able to provide support services for up to five major projects simultaneously.

The anticipated award date for the follow-on contract is by 1 August 2016 to account for a 60 day ramp up period in order to allow for full performance by 1 October 2016, or as late as 01 December 2016 if the two (2) one-month option periods are deemed necessary and exercised due unavoidable delays that may be encountered processing the follow-on procurement.

**6. Description of Efforts Made to Solicit Offers from as Many Offerors as Practicable.** In accordance with FAR 5.202(a) (2), this contract action will not be synopsisized due to unusual and compelling urgency. No additional market research was conducted for this action because it is not practicable, for the reasons discussed in paragraph 5 above, for any company other than ASRC Federal to provide the required services in the timeframe specified.

**7. Determination of Fair and Reasonable Cost.** The Contracting Officer will determine the anticipated cost to the Government for the services covered by this J&A to be fair and reasonable.

**8. Actions to Remove Barriers to Future Competition:** The instant requirement represents a short-term solution for the Navy to sustain the operation of the programs described herein. The Navy is in the process of finalizing a long-term solution and anticipates releasing a competitive solicitation, set-aside for small business Seaport-e contract holders, with the resultant award estimated to be released by 30 September 2016. All future requirements will be handled on a case-by-case basis.

**9. CONTRACTING POINT OF CONTACT.** The point of contact at NAVSUP FLC Norfolk Contracting Department, Philadelphia Office is Angela Haviland, Code 260.2B, who can be reached via phone at (215) 697-9611 or via e-mail at [angela.haviland@navy.mil](mailto:angela.haviland@navy.mil).