



**DEPARTMENT OF THE NAVY**  
 NAVSUP FLEET LOGISTICS CENTER SAN DIEGO  
 3985 CUMMINGS ROAD  
 SAN DIEGO CA 92136-4000

**JUSTIFICATION AND APPROVAL  
 TO PROCURE USING OTHER THAN FULL AND OPEN COMPETITION**

Upon the basis of the following justification, I, as Competition Advocate, hereby approve use of the other than Full and Open competition for the proposed contractual action pursuant to the authority of 41 USC 1901(e)(2), Sole Source under the authority of the test program.

**1. Identification of Agency and Contracting Activity**

Naval Supply Systems Command (NAVSUP), Fleet Logistics Center - San Diego (FLCSD), Contracting Department, Code 200.

**2. Description of the Action Being Approved**

Award of contract on a Brand Name Only basis for items manufactured by Brocade Communications Systems, Inc. (Brocade) 130 Holger Way, San Jose, CA 95134 for the Naval Postgraduate School (NPS) to upgrade its laboratory network infrastructure system.

Line Item #	Mfg. Part Number	Description	QTY
1	100G-CFP2-SR10	100 GbE CFP2 optic, SR10, for distances up to 100 m over MMF, 1-pack	4
2	10G-SFPP-LR	10GBASE-LR. SFP+ optic (LC), for up to 10km over SMF	307
3	10G-SFPP-LR-8	10GBASE-LR.SFPP SMF LC CONNECTOR 8-PACK	2
4	10G-SFPP-ZR	10GBASE-ZR SFP+ optic (LC), for up to 80km over SMF	2
5	40G-QSFP-C-00501	40GE QSFP Direct Attached Copper Cable, 0.5m, 1-pack, passive	544
6	40G-QSFP-C-0101	40GE QSFP Direct Attached Copper Cable, 1m, 1-pack	52
7	40G-QSFP-LR4	40GBase-LR4 QSFP+ optic (LC), for up to 10km over SMF, 1-pack	44
8	40G-QSFP-QSFP-C-0101	40GE Direct Attached QSFP+ to QSFP+ Active Copper cable, 1m, 1-pack	12
9	40G-QSFP-QSFP-C-0301	40GE Direct Attached QSFP+ to QSFP+ Active Copper cable, 3m, 1-pack	26
10	40G-QSFP-QSFP-C-0501	40GE Direct Attached QSFP+ to QSFP+ Active Copper cable, 5m, 1-pack	8
11	BR-MLX-100GX2-CFP2-X2	Brocade MLXe two (2)-port 100GbE (X2) module with IPv4/IPv6/MPLS hardware support. Requires CFP2 optics. Supports simultaneous 2M IPv4 and 0.8M IPv6, or simultaneous 1.5M IPv4 and 1M IPv6 routes in FIB. Requires high speed switch fabric module	2
12	BR-MLX-10GX20-M	Brocade MLXe twenty (20)-port 10-GbE/1-GbE (M) combo module with IPv4/IPv6/MPLS hardware support. Requires SFP+ and SFP optics. Supports 512K IPv4 routes in FIB. Requires high speed switch fabric modules	2
13	BR-MLX-10GX20-X2	Brocade MLXe twenty (20)-port 10-GbE/1-GbE (X2) combo module with IPv4/IPv6/MPLS hardware support. Requires SFP+ and SFP optics. Supports simultaneous 2M IPv4 and 0.8M IPv6, or simultaneous 1.5M IPv4 and 1M IPv6 routes in FIB. Requires hSFM.	2
14	BR-MLX-40GX4-M	Brocade MLXe four (4)-port 40-GbE (M) module with IPv4/IPv6/MPLS hardware support - requires QSFP+ optics. Supports 512K IPv4 routes in FIB. Requires high speed switch fabric modules	4

15	BR-MLXE-8-MR2-M-AC	Brocade MLXe-8 AC system with 1 MR2 (M) management module, 2 high speed switch fabric modules, 2 1800W AC power supplies, 2 exhaust fan assembly kits and air filter. Power cord not included	2
16	BR-MLXE-ACPWR-1800	16-, 8- and 4-slot MLXe and 16- and 8-Slot XMR/MLX AC 1800W power supply	2
17	BR-VDX6740-2X40G-POD	2-PORT 40G Ports on Demand(POD) LICENSE FOR VDX6740 AND VDX6740T	4
18	BR-VDX6740-48-F	VDX 6740,48P SFP+ PORTS ONLY - NO OPTICS, AC, NONPORT SIDE EXHAUST AIRFLOW	8
19	BR-VDX6940-36Q-AC-R	Brocade VDX 6940-36Q base system with 36 40GbE QSFP+ ports, AC power supply, PORTSIDE EXHAUST AIRFLOW	2
20	ICX6450-C12-PD	12-port 1G Compact Switch (4 PoE+), 2X100M/1G SFP & 2X100M/1G Copper Uplinks, Fanless, PD, L3 static	2
21	ICX7450-24P-E	24-port 1 GbE switch PoE+ bundle includes 4x10G SFP+ uplinks, 2x40G QSFP+ uplinks/stacking, 1x1000W AC power supply and one fan, front to back airflow	18
22	ICX7450-48-E	48-port 1 GbE switch bundle includes 4x10G SFP+ uplinks, 2x40G QSFP+ uplinks/stacking, 1x250W AC power supply and one fan, front to back airflow	2
23	ICX7450-48P-E	48-port 1 GbE switch PoE+ bundle includes 4x10G SFP+ uplinks, 2x40G QSFP+ uplinks/stacking, 1x1000W AC power supply and one fan, front to back airflow	90
24	ICX7450-48P-STK-E	48-port 1 GbE switch PoE+ bundle includes 2x40G QSFP+ uplinks/stacking, 1x1000W AC power supply and one fan, front to back airflow (stack member)	224
25	ICX7750-26Q	Brocade ICX 7750 with 26 40GbE QSFP+ ports, and one modular slot. Base layer 3 software feature set. Requires ICX7750-L3-COE to use advanced L3 features. Power supplies, fans, optional interface modules and optics ordered separately, not included.	2
26	ICX7750-48F	Brocade ICX 7750 with 48 10GbE SFP+ ports, 6 10/40GbE QSFP+ ports, one modular slot. Base layer 3 software feature set. Requires ICX7750-L3-COE to use advanced L3 features. Power supplies, fans, optional interface modules, optics ordered separately.	29
27	ICX7750-FAN-E	Kit of 4 ICX7750 Fan assemblies port side air intake	13
28	PCUSA	Power Cord for RPS2/3/5/9, USA version, 9'10" (~ 10')	2
29	RPS15-E	ICX7450/6610/6650 NON-POE 250W AC PSU, exhaust airflow, front to back airflow	4
30	RPS16-E	ICX7450/6610 POE 1000W AC PSU, exhaust airflow, front to back airflow	327
31	RPS9+E	500W AC power supply with exhaust airflow	24
32	40G-QSFP-SR4	40Gb QSFP Transceiver for Brocade Switch	8

### 3. Description of Supplies

This procurement is for laboratory network components/parts as outlined in the above list. The items are only manufactured through Brocade Communications Systems, Inc. (Brocade) 130 Holger Way, San Jose, CA 95134. Procurement is one-time buy with estimated value of [REDACTED]. The required delivery date is 30 September 2015. The contract utilizes Other Procurement, Navy (OPN) fund that expires for obligation on [REDACTED].

### 4. Statutory Authority Permitting Sole Source

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**

The NPS' network is currently built on Brocade networking equipment including routers and switches in various locations throughout campus and remote NPS locations around Monterey. This equipment is a direct replacement of existing network and network electronics equipment to include all existing NPS network components. NPS and Local DoD Partners have standardized on Brocade equipment expending over ██████ in investment over the past six years on the DoDNet metro area network. This solution allows for increased automated network with the ability to change dynamically, or be driven centrally. Utilizing other than Brocade parts would result in decreased interoperability with existing equipment. Using non-OEM parts would require at least three fulltime employees six extra months to perform the update versus using Brocade parts at an extra cost of roughly ██████.

Using Brocade original replacement products allow for a phased implementation as opposed to another manufacturer's product which would require a complete lift and replace implementation (possible compatibility issues, entire system synchronization, alignment). Phase or rolling replacement necessitates the use of a single manufacturer as opposed to various manufactured network parts. A Lift and replace process would require the entire system to be taken down for weeks. The NPS mission cannot withstand a downtime of this magnitude as students and research utilize this network equipment daily.

The DoD metro area network, "DoDNet", that connects all DoD partners on the Monterey Peninsula (Defense Manpower Data Center (DMDC), Fleet Numerical, Metrologic and Oceanographic Center (FNMO), the Navy Research Lab (NRL) detachment Monterey, and DLI-FLC) are built and standardized on Brocade network components that are maintained and operated by trained and experienced NPS and DoD staff and contractors. NPS needs to stay consistent with the DoDNet equipment standard to ensure successful management of hardware throughout this metro area network.

Additionally, the NPS co-locates The Defense Language Institute-Foreign Language Center (DLI-FLC) servers and associated network equipment on campus. The entire DLI-FLC network distribution (internally and across the Monterey Peninsula) is built on Brocade equipment. DLI-FLC recently completed a ██████ upgrade of their network equipment to standardize on Brocade equipment. This same equipment is maintained and operated by trained and experienced NPS and DLI-FLC staff. A switch in vendors would require substantial investment in time and budget to re-train current staff approximately ██████. A switch in manufacturer would require substantial investment in time and budget to re-train current staff while they also have to maintain the status quo during the phased implementation. Having standardized equipment between NPS and DLI-FLC gives a common operational picture and ensures the compatibility of efforts made on either network is important for both Cybersecurity and network operations resiliency.

## **6. Description of Efforts Made to Solicit Offers from as Many Offerors as Practicable**

The Navy issued a Sources Sought (SS)/request for information (RFI), in NECO/FBO and in GSA eBuy on 22 July 2015 to gain industry awareness of the Navy's anticipated brand name sole source requirement. Several distributors and authorized resellers of the OEM Brocade expressed interest in the requirement. At this time, the Navy knows of no other source capable of meeting the current NPS Network needs other than Brocade. The contracting officer shall issue a synopsis that advertises the sole source action and solicitation that attaches this J&A. This shall allow industry a reasonable opportunity to present any alternate solutions to these brand name products if available. The OEM maintains many distributors that can offer all the products.

## **7. Determination of Fair and Reasonable Cost**

The Contracting Officer shall determine the anticipated cost to the Government of the supplies/services covered by this J&A will be fair and reasonable.

## **8. Market Research**

As indicated above under section 6, the Navy issued two separate sources sought, reviewed literature pertaining to Network equipment and spoke to the technical experts. The Navy could find no other manufacturer and no other source offered alternative products to the Navy's request for information. Several sources responded to the postings. However, these sources are resellers of Brocade products. The results of market research reconfirmed the information contained in section 5 above.

**9. Actions to Remove Barriers to Future Competition.**

For the reasons set forth in Paragraph 5, the requiring activity maintains no plans at this time to compete future contracts for the types of supplies/services covered by this document. If another potential source emerges, the requiring activity may assess whether competition for future requirements is feasible.

**10. Other Facts Supporting Use of Other Than Full and Open Competition**

In the past there have been issues with troubleshooting complex, multi-vendor supported systems that have added confusion, additional cost, and unacceptable outages. Managing diverse equipment, causing multi-vendor solutions causes a substantial overhead based on special training needs and inventory of replacement parts of NPS staff and this cost increases as the number of manufactures goes up. The NPS maintains a working knowledge of operating, maintaining, repairing and installing Brocade equipment at NPS through 12 years of experience. The NPS ITACS team manages this network and accumulated various levels of Brocade expertise through these 12 years of training. To procure other than Brocade products would requires new training in order to implement the new hardware associated with another contractor.

**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 and Requirement Cognizance:**

 5 Aug 2015  
Signature Name (Printed) Phone No. Date  
*ACTING NPS CIO*

**LEGAL SUFFICIENCY REVIEW**

I have determined this Justification is legally sufficient.

 7 Aug 15  
Signature Name (Printed) Phone No. 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 \$650K, the Contracting Officer's signature below also represents approval of the J&A/LSJ.

 5-Aug 2015  
Signature Name (Printed) Phone No. Date

**CONTRACTING ACTIVITY COMPETITION ADVOCATE REVIEW**

To the extent that the J&A/LSJ value is between \$650K and \$12.5M, the Competition Advocate's signature below also represents approval of the J&A/LSJ.

 10 Aug 2015  
Date