

**LIMITED SOURCE JUSTIFICATION & APPROVAL (J&A)**  
**FEDERAL ACQUISITION REGULATION (FAR) PART 8 ACQUISITIONS**

Multiple Award Schedule (MAS)/Multiple Award Contract  
Orders under MAS/General Services Administration Schedules (GSA)/Federal Supply Schedules  
(FSS) FAR 8.405-6

Contract Number: NNG15SC83B

Task/Delivery Order Number: HC104720F0094

Procurement Title: Customer Relationship Management (CRM) Software as a Service (SaaS)  
Configuration and Sustainment Support

Estimated Value: [REDACTED] (no increase to contract ceiling)

Statutory and Regulatory Authority: 41 U.S.C. 152(3) and FAR 8.405-6(a)(1)(i)(A)

J&A Number: JA22-033 **AMD 01**

Upon the basis of the following justification, I, as the Procuring Agency Competition Advocate, hereby approve this limited source justification in accordance with FAR 8.405-6(a)(1)(i)(A). The acquisition referenced herein is conducted under the Statutory Authority of the Multiple Award Schedule Program, 41 U.S.C. 152(3).

**1. REQUIRING AGENCY AND CONTRACTING OFFICE:**

Requesting Agency:

Defense Information Systems Agency (DISA) Mission Partner Engagement Office  
(MPEO), Global Service Desk (GSD)

6910 Cooper Ave

Fort, Meade, MD 20755

Contracting Activity:

DISA/Defense Information Technology Contracting Organization (DITCO)/PL62

6910 Cooper Avenue

Fort Meade, MD 20755

**2. NATURE/DESCRIPTION OF ACTION(S):**

**AMD 01 - The total contract value still remains unchanged at [REDACTED]. This amend will add the required sustainment, security, Information Technology Operations Management (ITOM), and Software Asset Management (SAM) configuration tasks to the Option Year 1 provision, ending September 26, 2022 as well as the additional scope requirement of Task 6.6.3 onboarding.**

**Original J&A** -The purpose of this action is to aid in the transition of Information Technology Service Management (ITSM+) requirements into the DISA Service Platform (DSP) services contract. The total contract value remains unchanged at \$ [REDACTED]. The requested action valued at \$ [REDACTED] is for an additional scope requirement (PWS Task 6.6.3, onboarding). The contract

is Firm Fixed Price (FFP) and will be funded with Fiscal Year (FY)22 Defense Working Capital Funds (DWCF).

### 3. DESCRIPTION OF SUPPLIES/SERVICES:

- (a) ITSM is the embodiment of processes, tools, and associated technology that ensures quality of the services delivered by IT realized through the efficiency of delivery processes, the contribution of infrastructure components, and the accuracy of measures. These factors provide the foundation for DISA Shared IT Services as a business and maturing the Service Support Environment and Infrastructure (including all DISA divisions, branches, and sections) from management within technological silos, to management by the business services delivered. Allowing transparency and relevance to service level agreements between DISA and its customers as well as accountability and auditability of costs to offer and operate these services. The service management system acts as single logical system, creates a set of interrelated or interacting elements used to direct, control, manage and measure the entirety of service management activities.

The government requires an ITSM, Information Technology Operations Management and Software Asset Management SaaS Solution to modernize the DISA GSD's ticketing solution to support the Fourth Estate Network Optimization (4ENO) effort, where DISA must establish the baseline for all participating Fourth Estate Agencies' ITSM/ITOM/SAM solution. The Agency further requires a SaaS solution that is a minimum of FedRAMP Impact Level 4 (IL4), a government cybersecurity risk management scheme that establishes a standardized approach for assessing, authorizing, and monitoring cloud service providers - IL4) is an added layer between the moderate and high impact levels. Once implemented all business units within DISA will utilize the same toolset reducing redundancy, lowering tool costs, and enabling the organization to operate more effectively. This will enable DISA to leverage ITSM, ITOM and SAM across the spectrum of activities – directed by policies, organized, and structured in processes, and supporting procedures towards the goal of to design, plan, deliver, operate, and control IT Shared services offered to the DoD.

#### Technical Requirements Include:

- ITSM – Supports process-based IT management framework intended to align the improved delivery of IT services to meet the needs of DISA/4ENO customers.
- ITOM – Provides ability to enable full visibility across on-premises data centers and cloud environments, maps relationships between IT components and business services, and aggregates/rationalizes events from monitoring tools to gain insight into business service health.
- SAM – Allows for development of single-architecture platform for IT Infrastructure Library and seamless tracking of software assets through the software life cycle.
- Customer Success and Professional Services – Subject Matter Experts/services that support cloud-hosted implementation and configuration.

- Cloud-hosted Instances that are FedRAMP current Impact Level (IL) 4 and future IL-5. Shared Common Services Data Model to enable integration and interoperability between existing DoD owned ServiceNow deployments (data sharing, ticket escalations, etc.)
- (1) This action is a modification of the existing CRM contract. The tasks for CRM (base contract) and ITSM (modification) are separate modules of a single, shared use ServiceNow platform. Although they are separate modules, they share the same platform (infrastructure) and share several integrations. CRM and ITSM both share the same licenses and license support. The base CRM tasks are to sustain that shared platform and sustain the Customer Service Management module. The ITSM modification will allow the vendors to sustain the shared platform, while configuring ITOM, SAM, and ITSM modules.
  - (2) Per the authority granted with the Deputy Secretary of Defense memo entitled “Fourth Estate Network Optimization Execution Guidance” dated 15 August 2019, effective 1 October 2019 DISA will begin to direct the transition of each Defense Agencies / DoD Field Activities (DAFA) from legacy common use IT services and assets into the single service provider environment. Additionally, Department of Defense (DoD) Chief Information Officer (CIO) issued Guidance and Policy Memorandum No 12-8430-July 26, 2000 – Acquiring Commercially Available Software mandating the use of the ESP BPA where applicable. To ensure mission partner interconnectivity and compliance with the DoD Chief Information Officer (CIO), DISA will be required to build dashboards and interfaces between DAFA instances. Since ITSM is considered within scope of the Fourth estate commodity services, it is imperative that DISA consider what DAFAs are implementing for their mission and commodity IT. During the DOD and Veteran Affairs (VA) joint Infrastructure and Operations Working Group, the following groups announced their migrations to the ServiceNow platform for their ITSM solution: Defense Manpower Data Center, Defense Logistics Agency, Defense Health Agency, and VA. In addition, the IL4 Government Community Cloud offering has achieved a DoD Provisional Authority by the DISA DoD Cloud Authorization Team for FedRAMP+ IL4 Moderate. If DISA chooses a solution from source(s) other than ServiceNow, DISA’s interconnectivity and compliance mission will face significant challenges, including unacceptable delays in integration. This will also affect multiple missions of the DoD in a negative manner, which could potentially result in mission failure due to prolonged system outages. If we do not procure ServiceNow, DISA will not be able to comply with DEPSECDEF’s memo directing transitioning of each DAFA to common use IT services. As a result, DAFAs will be forced to use their old/legacy technology, sustaining inefficiencies, and requiring the system to be down for significant amounts of time (system outages).
  - (3) This modification will allow for the onboarding task 6.6.3 to be exercised, and the sustainment, security, ITOM, and SAM configuration tasks to continue until the Option Year 1 provision ends September 26, 2022.



#### 4. IDENTIFICATION OF LIMITED SOURCE AUTHORITY AND DEMONSTRATION OF CONTRACTOR'S UNIQUE QUALIFICATIONS:

(a) Circumstances Justifying Limiting the Source.

(1) FAR 8.405-6 (a)(1)(i)(A), an urgent and compelling need exists, and following the ordering procedures would result in unacceptable delays.

(b) Description of the Justification. The contract modification described presents an urgent and compelling need. The sustainment for ITSM is critical for agencies worldwide to continue operations. The legacy platform of several agencies' ticketing system, BMC Remedy, will be decommissioned in the third quarter (Q3) of FY22. Without the ITSM sustainment, critical operations for agencies, such as the Joint Service Provider (JSP), will cease. This will impact JSP's mission to defend the Department of Defense in the cyber terrain, and to provide information technology services to Pentagon and National Capital Region (NCR) customers.

The vendor required to fulfill the ITSM sustainment requirements and continue services is Norseman, Defense Technologies. Norseman currently provides the services required and has the unique expertise readily available for the onboarding task to be exercised, and to provide sustainment, security, ITOM, and SAM configuration tasks to continue until the Option Year 1 provision ends September 26, 2022. The sustainment for ITSM is critical for agencies worldwide to continue operations. The legacy platform of several agencies' ticketing system, BMC Remedy, will be decommissioned in Q3 of FY22. Without the ITSM sustainment, critical operations for agencies, such as the JSP, will cease. There is no other vendor capable of providing these services without schedule risks and increased costs to the government. Should this requirement be re-competed and awarded to another vendor, transitions resulting in unacceptable delays will not only affect continuity of services but would also negatively impact the government's current efforts to procure the DISA DSP services. Norseman's Contract Performance Assessment Reporting System (CPARS) rating is "Very Good" on evaluation areas of Quality, Schedule, and Management. "The overall quality of the Contractor's work is very good and efficient in meeting the Government's performance deliverables."

The modification presented bridges the continuity of services until the DSP contract is awarded. The DSP contract will be a competed, FFP contract that consolidates all the separate module based ServiceNow contracts into a single award. The DSP contract will allow for the sustainment of the ServiceNow platform, configuration, and sustainment support for the modules on the platform, (i.e., ITSM, CRM, ITOM, SAM), and provide a well-designed IL6 environment for SIPR capabilities for ITSM and eventually order entry management. Because of the level of effort of the DSP contract, and the consolidation process, the DSP award is not estimated to be awarded until the end of Q4 FY22.

Delays with awarding the modification will not only delay the SECDEF's mission stated in 3(a)2 of this document but will substantially impact global operations to DISA and the DoD's ticketing platform. Users will not receive timely attention to GSD helpdesk tickets.

Critical functions of the site may be at a risk of failing. Organizations who have their ticketing platform on the legacy Remedy platform, will have a break in service as Remedy is set to decommission in Q3 FY22

- (1) A timeline of events leading to this need began in September of 2021. GSD's ITSM support contract, HC102820F1447, ended on 30 September 2021. The requirements at that time were not completed due to GSD's shifting priorities and funding. A letter estimate (LE) was requested and was not received in time due to lack of FY21 funding. The license procurement was not completed prior to the start of OY1 on HC104720F0094, without the licenses no work was able to be completed. A 3-month no-cost extension was mutually agreed upon, moving the period of performance (PoP) end date to 31 December 2021. It became known in September that a follow-on contract to support ITSM was not feasible in the three months. It was decided to consolidate the CRM and the ITSM contracts in order to give enough time for a proper contract to be competed and awarded. Since CRM and ITSM both moved to sustainment, it was logical to use the CRM contract as an extension to provide continuity of operations for the ITSM module. PSD received the modification from the Services Development Directorate (SD2) in October 2021. PSD performed the necessary adjudications and presented the modification to the current vendor, Norseman Defense Technologies. In November 2021, the contractor agreed to the scope and prepared a price quote to the additional scope using existing surge on the CRM contract. The CRM contract was modified and awarded for the sustainment of ITSM requirements in December 2021 with a PoP of 1 January 2022 to 30 June 2022. A second modification allowed for the configuration and sustainment ITOM and SAM modules. That PoP is from 11 January 2022 to 30 June 2022. This justification is in support of a third and final modification which will allow for the onboarding of organizations, ITSM sustainment, and the completion/sustainment of the ITOM and SAM modules. This PoP will be from 1 July 2022 to 27 September 2022.

(c) Justification:

- (1) Minimum Government requirements. The minimum requirements are the sustainment of ITSM, the configuration and sustainment of ITOM and SAM modules, and the onboarding requirements into the ITSM module of the DSP. As previously stated, the CRM and ITSM requirements are now in sustainment, the contractor performing on one should perform on the other as to not create duplicative work on similar requirements. The ServiceNow platform on which CRM and ITSM were built includes several integrations, licenses, and support that cross modules and requirements.
- (2) Proposed sole source contractor. Norseman Defense Technologies is the contractor currently performing on the CRM contract. The first two ITSM modifications have already been awarded to Norseman. The vendor required to fulfill the contract requirements and continue services is Norseman, Defense Technologies. Norseman currently provides the services required and have the expertise readily available for the onboarding task to be exercised, provide sustainment, security, ITOM, and SAM configuration tasks to continue until the Option Year 1 provision ends September 26,

2022. There is no other vendor capable of providing these services that will not result in schedule risks and increased costs to the government. Should this requirement be recompeted and awarded to another vendor, transitions resulting in unacceptable delays will not only affect continuity of services but would also negatively impact the government's current efforts to procure the DSP services.

This is the first time this exception has been used for this effort. The reason for Norseman to continue their performance on ServiceNow is to provide enough time for the DSP requirements to be competed and awarded.

- (3) Discussion regarding cause of the limited source situation. ITSM sustainment requirements performed by Norseman are being performed on the current contract, HC104720F0094 for which this JA is in support. Norseman currently provides the services required and have the expertise readily available for the onboarding task to be exercised, provide sustainment, security, ITOM, and SAM configuration tasks to continue until the Option Year 1 provision ends September 26, 2022. There is no other vendor capable of providing these services that will not result in schedule risks (delays of over 4 months) and increased costs to the Government (in excess of \$[REDACTED]). Also, since Norseman is already performing work on the ServiceNow platform, risk of contractor duplicity is great if any vendor other than Norseman is performing the work. Government waste would be high having separate vendors perform the same requirements. Should this requirement be recompeted and awarded to another vendor, transitions resulting in unacceptable delays will not only affect continuity of services but would also negatively impact the government's current efforts to procure the DSP services.

The modification bridges the continuity of services until the DSP contract is awarded. The DSP contract will be a competed, FFP contract that consolidates all the separate module based ServiceNow contracts into a single award. The DSP contract will allow for the sustainment of the ServiceNow platform, configuration, and sustainment support for the modules on the platform, (i.e., ITSM, CRM, ITOM, SAM), and provide a well-designed IL6 environment for SIPR capabilities for ITSM and eventually order entry management. Because of the level of effort of the DSP contract, and the consolidation process, the DSP award is not estimated to be awarded until the end of Q4 FY22. The DSP Request for Proposals (RFP) is scheduled to be posted by the end of February 2022. Source Selection will commence 1 month after RFP is released and negotiations will begin shortly after source selection concludes. With this timeline, we are anticipating a July/August award. This will give a 30-day transition period from the incumbent to the new contractor.

- (4) Demonstration of limited source. Norseman Defense Technologies is currently performing ServiceNow requirements in the SD2 portfolio. We are unable to allow a separate contractor to perform or accomplish these requirements without risk of creating duplicity of work, possibly creating fraud, waste, and abuse. The Government costs would be an additional \$[REDACTED] by having two contractors perform the same work. In addition, an unacceptable Procurement Acquisition Lead

Time (PALT) of 120 to 160 days would exist if this effort was competed along with another 30 to 60 days for a transition period. Norseman is capable of performing the sustainment and support requirements of ITSM until the consolidated DSP is competed and awarded without duplication of work, schedule risks, laps of service and excessive costs.

- (5) Procurement discussion. The constraints of this modification include schedule requirements. The timeframe to have organizations onboarded presents several risks to their operations. The organizations need to be onboarded because the legacy system they currently use is being decommissioned in Q3 FY22. Without a viable replacement, the organizations' operations and battle rhythm will be critically impacted. They will not have the ability to fix user issues or perform platform upgrades and patches. Therefore, the schedule to get the organizations onboarded has little room to slip. This action will provide the ability for the organizations to migrate to the ServiceNow ITSM+ ticketing platform and greatly minimize the schedule risk and impact.

Norseman is the only source with the knowledge, skills, and experience to ensure that requirements are accomplished on-time/within schedule constraints. It is anticipated that a re-competition would result in potential duplication of work and a potential waste of financial resources in the areas of funding, and resources allocated to manage the contracts. The time required to compete (120 - 160 days) and onboard another contractor (30 – 60 days) would result in unacceptable schedule delays and adversely impact the 4ENO PMO and mission.

- (6) Impact. Delays with awarding the modification will not only delay the SECDEF's mission stated in 3(a)2 of this document but will substantially impact global operations to DISA and the DoD's ticketing platform. Users will not receive timely responses to GSD helpdesk tickets. Critical functions of the platform may be at a risk of failing. Organizations who have their ticketing platform on the legacy Remedy platform, will have a break in service as Remedy is set to decommission in Q3 FY22.

## 5. BEST VALUE DETERMINATION:

- (a) A review of all pricing options was examined, and the order represents the best value IAW FAR 8.404(d). By placing an order against a schedule contract using the procedures in Part 8, the ordering activity has concluded that the order represents the best value (as defined in FAR 2.101) and results in the lowest overall cost alternative (considering price, special features, administrative costs, etc.) to meet the Government's needs.
- (b) The Contracting Officer shall determine fair and reasonable pricing utilizing one or more of the methods identified in FAR 15.404 and will include comparisons of representative labor rates from GSA's published rates. In addition, comparison will be made to historical prices paid on previous contracts administered by DISA. The current task order was awarded on September 26, 2020. The complexity and circumstances of the acquisition should determine the level of detail and analysis IAW FAR 8.404(d) for acquisitions under FAR 8.405-2(d).



6. MARKET RESEARCH: Extensive market research has been conducted, beginning as early as February 2021 with the most current research being conducted from October through November 2021, as a part of the follow-on DSP requirement. This market research included research in several databases, two sources sought, and a draft PWS release to industry. Analysis of the market research performed has concluded only one vendor should be performing work on the ServiceNow platform. Due to the SaaS and Infrastructure as a Service (IaaS) upon which the platform was built, a consolidation was approved to move to a sole vendor to perform on the platform. The DSP requirement will consolidate the CRM and ITSM requirements into one contract. The Government greatly reduces risk and impacts to cost, schedule, and performance by continuing Norseman's contract until DSP can be competed and awarded. In the future, it is estimated that the DSP award may consume other ServiceNow contracts across DISA and several other external agencies.

Based on current market research, dated October through November 2021, and noted above, it has been determined that only the aforementioned product and/or product support, CRM module on ServiceNow, can fully support the Government's need due to duplicity of contractor performance. This requirement is for SaaS support on ServiceNow. ServiceNow are proprietary products and/or product support and no competitor's functional replacement products exist in the market at this time to meet the Government's need. The Government will continue to conduct market research to determine if there are changes in the marketplace that would enable future competitive actions, i.e., there are similar products and/or product support in the marketplace that provides the same functionality, the original equipment manufacturer releases ownership rights of product, or it is economically feasible to procure a new system.

7. ANY OTHER SUPPORTING FACTS: Norseman has designed, built, and deployed the CRM module on ServiceNow. They are now sustaining the ITSM module and the ServiceNow platform to which they are built. This modification is to allow for the final ITSM requirement to be exercised. This modification will also allow for the 3-month extension to be exercised to prevent a work stop event on ITSM requirements due to the DSP award not being projected to award until Q4 FY22. Actions have been previously stated throughout this document detailing the new award will be competed and a limited source acquisition is no longer needed.

8. ACTIONS THE AGENCY MAY TAKE TO REMOVE BARRIERS THAT LED TO THE RESTRICTED CONSIDERATION:

(a) Procurement history.

(1) HC102820F1447, PoP: 30 Sept 2020 to 31 December 2021

HC104720F0094, PoP: 1 January 2022 to 30 June 2022

(2) HC102820F1447 was a licenses and support procurement. Due to the ServiceNow DoD Enterprise Software Initiative (ESI), we are required to purchase ServiceNow licenses through the ESI which has only one vendor, Carahsoft. Carahsoft is a large business.

HC104720F0094 was awarded to Norseman Defense Technologies on 27 September 2020 through a National Aeronautics and Space Administration (NASA) Solutions for Enterprise-Wide Procurement (SEWP) small business set aside. The ITSM

requirements were added as a scope increase due to the sustainment of ServiceNow.  
Norseman is a large business

(3) HC102820F1447, Competed through DoD ESI

(4) HC104720F0094, Competed on NASA SEWP

- (b) Barriers will be removed for the follow-on contract. The new contract will support the entire DSP in addition to all modules that are on the DSP. The new award will be competed on DISA's SETI full and open contract vehicle. DSP award is not estimated to be awarded until the end of Q4 FY22.

TECHNICAL CERTIFICATION: I certify that the supporting data under my cognizance which are included in the J&A are accurate and complete to the best of my knowledge and belief.

NAME: [REDACTED]

SIGNATURE: See separate signature page

TITLE/ORGANIZATION: SD22 Acquisition Lead

PHONE: [REDACTED]

REQUIREMENTS CERTIFICATION: I certify that the supporting data under my cognizance which are included in the J&A are accurate and complete to the best of my knowledge and belief.

NAME: [REDACTED]

SIGNATURE: See separate signature page

TITLE/ORGANIZATION: SD22 Acquisition Lead

PHONE: [REDACTED]

CONTRACTING OFFICER CERTIFICATION: I certify that this justification is accurate and complete to the best of my knowledge and belief.

NAME: [REDACTED]

SIGNATURE: See separate signature page

TITLE/ORGANIZATION: PL62 Contracting Officer/Team Lead

PHONE: [REDACTED]

PROCURING ACTIVITY COMPETITION ADVOCATE APPROVAL: I have reviewed this justification and find it to be accurate and complete to the best of my knowledge and belief. Since this justification does not exceed \$15M, this review serves as approval and my written determination that the aforementioned FAR circumstances apply.

NAME: [REDACTED]

SIGNATURE: See separate signature page

TITLE/ORGANIZATION: PACA/DISA

PHONE:

ALL QUESTIONS REGARDING THIS JUSTIFICATION ARE TO BE REFERRED TO:

[REDACTED]