

CONTROLLED UNCLASSIFIED INFORMATION

Limited Sources Justification and Approval (J&A)

Contracting Activity: AFLCMC/HNCK

Purchase Request / Local ID Number: [REDACTED]

Program / Project (and PE, if applicable): Information Assurance Technical Assistance Center (ITAC) Tech Refresh - Test Center

Program Type (PEO or Other Contracting): PEO, Technical Applications Products Authority

Authority: Multiple Award Schedule Program (FAR 8.405-6)

Estimated Contract Cost (including options): [REDACTED]

Is this a Bridge Action?  Yes  No

Description of Limitation:

The N 12U is the only test capability on the market that allows tests to be chained together to automate testing with minimal monitoring, allowing for The Information-Assurance Technical Assistance Center (ITAC) to meet its mandated test mission with minimum manpower. Without this capability ITAC would require hiring 2 additional Full Time Engineers to staff the test lab to maintain continuous testing throughout as required by National Security Agency (NSA) Binding Operational Directive (BOD) Joint Functional Testing. Two additional senior full time engineers (FTEs) would be an additional salary cost of [REDACTED] assuming GG-13 Step 10 targeted local market supplement (TLMS) salaries of [REDACTED]

COORDINATION (DAFFARS 5306.304(a))

Table with 3 rows and 3 columns: Date, Project Lead / Program Mgr / Requiring Activity, Signature. Includes entries for Contracting Officer and Local Legal Reviewer dated 18 Dec 2025.

APPROVAL (DAFFARS 5306.304(a))

Table with 3 columns: Date, Competition Advocate, Signature. Includes entry dated 22 Jan 2026.

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( See guidance at the end of this document for completing the following sections. )

I. Contracting Activity.

The Procurement Office responsible for the proposed contracting action is the Air Force Life Cycle Management Center, Cryptologic and Cyber Systems Divison (CCSD), AFLCMC/HNCKJ. The Contracting Officer is LeMarc K. Holcombe and his work phone \$ is 210-925-0994. This is a limited source J&A with a Purchase Request number [REDACTED]

II. Nature and/or description of the action being processed.

New Order
Vendor Name: Spirent
POP: 12 months
Amount: [REDACTED]
Contract Type: FFP
GSA MAS SCHEDULE/SIN: 33411

The Information-Assurance Technical Assistance Center (ITAC) is the Air Force's Type 1 Cryptographic Support and Test Lab. The ITAC participates in the DoD Joint Functional Test group for evaluation of High Assurance Internet Protocol Encryptors (HAIPE) upgrades alongside all other Armed Services, NSA, and IC agencies. ITAC requires replacement of the current end of life Spirent N11U TestCenter with the current model N12U chassis and cards for continued timely testing in support of NSA Binding Operational Directive (NSA BOD) Joint Functional Test events alongside NSA and all other services & agencies.

III. Description of supplies/services required to meet agency needs.

Line
Part #
Product Description
Delivery Schedule or POP Duration
Qty
Net Price
Extended Price

1
PR-N12U-PX3-100G-1-110
N12U PX3 QSFP28 TRADE IN PROMOTION 110V BUNDLE. Includes N12U 110V , one PX3-QSFP28-12 with 10G, 25G, 40G, 50G & 100G speed option, SPK-RTGPLUS-V1 ROUTING, DATACENTER AND TRAFFIC TEST SOLUTION and 1-Year 1010 Silver Support. Requires trade in of a chassis and at least one module.

30 days

Qty 1

[REDACTED]

2
PX3-QSFP28-12-225A
SPIRENT PX3 100 50 40 25 10GBE QSFP28 12-PORT

30 days

Qty 1

[REDACTED]

3
MX2-10G-S12
SPIRENT MX2 10/1G ETHERNET SFP+ 12-PORT

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30 days

Qty 2



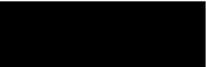
4

FX2-1G-S16

SPIRENT FX2 1G ETHERNET SFP 16-PORT

30 days

Qty 4



5

DX3-QSFP-DD-2-825A

SPIRENT DX3 400/200/100/50/40/25/10GBE QSFP-DD 2-PORT

30 days

Qty 2



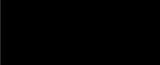
6

TPK-1042

RFC-3918 MULTICAST BENCHMARK TEST PACKAGE

30 days

Qty 1



7

BPK-1003B

IGMP/MLD HOST IP MULTICAST BASE PACKAGE B

30 days

Qty 1



8

ACC-6092A

COPPER SFP RJ-45 10/100/1000BASE-T

30 days

Qty 64



9

ACC-6081A

OPTICAL TRANSCEIVER SFP+ DUAL RATE 10G-1G 850NM MMF.

30 days

Qty 24



10

ACC-6095A

OPTICAL TRANSCEIVER QSFP28

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100GBASE-SR4 MMF 850NM  
30 days  
Qty 12

[REDACTED]

11  
ACC-6089A  
OPTICAL TRANSCEIVER QSFP+ 40G-SR AND 4X10G-SR MMF - ALLOWS 40G-SR OR 4X10G-SR OPERATION ON ENABLED QSFP+ PORT. FIBER BREAKOUT AND 10G-SR OPTICS REQUIRED FOR 10G MODE. SUPPORTED UP TO 150M  
30 days  
Qty 12

[REDACTED]

12  
ACC-1045A  
OPTICAL FIBER BREAKOUT MPO TO 4 LC PAIRS MM OM4 10M  
30 days  
Qty 12

[REDACTED]

13  
SVC-1015STC  
SPIRENT TESTCENTER GOLD SUPPORT. Provides repairs for HW failures, SW/FW upgrades, priority technical support, and access to CSC. S/N of all HW products reqd. Subject to terms & conditions in the service agreement.  
12 Months  
Qty 1

[REDACTED]

14  
SVC-1015STCR  
SPIRENT TESTCENTER GOLD SUPPORT RENEWAL. Provides repairs for HW failures, SW/FW upgrades, priority technical support, and access to CSC. S/N of all HW products reqd. Subject to terms & conditions in the service agreement.  
12 Months  
Qty 1

Quote Total: [REDACTED]

**IV. Identification of the justification/rationale for limiting sources and demonstration of the contractor's unique qualifications to provide the required supply/service.**

FAR 8.405-6 requires an ordering activity to justify its actions when restricting consideration of schedule contractors to fewer than required in FAR 8.405-1. The item is peculiar to one manufacturer. A brand name item, whether available on one or more schedule contracts, is an item peculiar to one manufacturer.

ITAC is the Air Force's designated HAIPE test lab with the vital mission of ensuring that HAIPE and Ethernet Data Encryption (EDE) software is comprehensively tested and characterized prior fielding to over 43k devices. Our mission mandates that we fully test network performance and device functionality to prevent fielding software releases that have critical faults or vulnerabilities which could severely impact Air Force platforms and weapon systems, leading to potential loss of property and lives.

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ITAC currently relies on the Spirent Test Center N11U network performance series to meet its critical mission of HAIPE and EDE testing in a comprehensive and timely manner. The N11U device has officially reached end of life, and therefore ITAC must upgrade to the Spirent N12U to maintain our vital test capabilities. NSA Binding Operational Directive (NSA BOD) Joint Functional Testing has mandated that Armed Service and IC test labs modernize their testing capabilities to meet near term increase in testing cadence and load, as described in the Test and Evaluation Strategy document. Air Force's ITAC test lab is currently the only lab that has not modernized their testing capability in advance of this impending requirement, due early 2026. Due to timelines directed by DoD CIO and NSA, reuse and automation is necessary to complete upcoming testing in the allotted time frame. Any other options would compromise the Joint Test schedule and will have to be reported to the most senior AF officials as this effort is being closely monitored by the White House.

The Spirent N12U is the only system able to provide the full range of data speeds for fielded HAIPE and EDE devices ITAC is mandated to test (100Mbps, 1Gbps, 10Gbps, 100Gbps, and 400Gbps). Keysight's XGS12 Chassis cannot test at 100Mbps and therefore cannot support the ITAC's mandated mission of testing and supporting current and future 100Mbps devices, which is a non-starter for our testing requirements. The other vendor products researched are either small scale bench testers, don't have the port density required, don't have the basic test scripts needed, or are testers for specific functions like security, cloud, or layer seven protocols.

Testing requirements are required to be split amongst the Armed Service & IC test labs during test events, and therefore it is a requirement per the Test and Evaluation Strategy document that Armed Services & IC testing capabilities are fully interoperable and that test results are reproducible between test labs. All Armed Services and IC test labs have standardized using Spirent network evaluation hardware. Therefore, it is paramount that ITAC maintains its Spirent based capabilities to continue to fully interoperate and support this shared mission. If ITAC were forced to migrate to a different vendor's capability, our test lab will no longer be able to fully interoperate and participate in mandated shared testing between DoD test labs in terms of test capabilities and generated test results.

The Spirent N12U has automated testing capabilities that fully conform to RFC 2544, RFC 5180, and RFC 3918, as required by NSA BOD Joint Functional Testing. If ITAC were forced to migrate to a different vendor's capability, our test lab would no longer be able to generate test results that are fully compatible and reproducible with shared testing between DoD test labs using Spirent equipment, resulting in compromise of test data integrity.

The N12U is the only test capability on the market that allows tests to be chained together to automate testing with minimal monitoring, allowing for ITAC to meet its mandated test mission with minimum manpower. Without this capability ITAC would require hiring 2 additional Full Time Engineers to staff the test lab to maintain continuous testing throughput as required by NSA Binding Operational Directive (NSA BOD) Joint Functional Testing. Two additional senior FTEs would be an additional salary cost of [REDACTED] assuming GG-13 Step 10 TLMS salaries of [REDACTED]

The Spirent Test Center series has proven itself in the ITAC's history of testing to be capable of exposing critical issues prior to fielding that other competing products on the market (Keysight) failed to when testing side by side in our lab. It is ITAC's mission to maximize the thoroughness and trustworthiness of testing prior to fielding to minimize impact to Air Force platforms and weapon systems, leading to potential loss of property and lives.

The N12U allows ITAC to reuse some of our current N11U cards and provides for a chassis trade in reduction of cost which is in the best interest of the Government for cost savings of about [REDACTED]. Purchase of any alternative would not have potential for reduction of cost for hardware reuse and chassis trade-in value.

**V. Determination by the ordering activity Contracting Officer that the order represents the best value consistent with FAR 8.404(d).**

A sources sought was posted on sam.gov under RFI 1781729, RFI 1781730, RFI 1781732. The RFI was posted from

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9/9/2025 and the RFI Closed: 9/18/2025 notifying the public of the need for a Spirent N12U. It must inter-operate with NSA and other services. The PMO have tried other vendors products in the past and it didn't provide the results needed to test the equipment. Seven responses were received, with five sources expressing interest. Of those five, only three responded to inquiries about SPIRENT reseller authorization, and only two were confirmed as authorized resellers. A notice of proposed contract action will be posted for two (2) weeks, after final approval of this limited sources J&A. The CO will determine the best value for the government through competition.

### **VI. Description of the market research conducted and the results, or explain why market research was not conducted.**

Reviewed current solution as we can continue using some existing line card hardware in a new system and do not have to re-engineer our entire testing architecture and flow. Reviewed other network testing vendors (Kyrio, Ericsson, Fortinet, Keysight, GL Communication, Xena Networks) but most were either small scale bench testers or testers for specific functions like security, cloud, or layer 7 protocols and don't have the port density or features that we require. The only competitor to Spirent with offerings approaching to what we have now with Spirent is Keysight IXIA test equipment. However, the functionality of the automation and chaining tests back to back for efficiency with limited manpower is not sufficient to what ITAC requires. We have tried using IXIA test chassis in the past but due to the automation limitations we were unable to catch critical issues in devices under test that the TestCenter was able to catch. ITAC therefore does not have confidence in the IXIA testing capabilities to validate the critical hardware and software that our Airmen rely on for their safety and the surety of their missions.

Comprehensive market research was conducted by the HNCK(J). This research included the dissemination of a GSA Market Research Request for Information (RFI), a Sources Sought notice on the 2GIT platform, and a Sources Sought notice via SAM.gov.

The 2GIT platform yielded no responses. SAM.gov generated one response from Federon Solutions, a small business. The GSA RFI elicited responses from five small businesses: MVATION, CNI Sales, SD3IT, Kay Kay LLC, and Digital Plaza, LLC.

To ascertain authorized reseller status, the aforementioned five GSA respondents were queried regarding their authorization to resell SPIRNET products. Of the three companies who responded, CNI Sales and SD3IT confirmed their status as authorized SPIRNET resellers.

### **VII. Other facts supporting the justification.**

NSA Binding Operational Directive (NSA BOD) Joint Functional Testing, and other efforts, have required all Armed Service and IC test labs to modernize their capabilities in advance of an impending compressed test schedule of increased testing load, beginning early 2026. It would take four to six "man months" (Time used as measurement of how much labor is require to do the task) to switch to a new testing architecture in terms of spinning up new test hardware and designing new test scripts. Due to the requirement of our lab to modernize test capabilities in advance of a nearing hard deadline, we don't have sufficient manpower and time to re-engineer our entire testing architecture and flow.

### **VIII. Actions the agency may take to remove or overcome any barriers that led to the restricted consideration before any subsequent acquisition for the supplies or services.**

No actions are planned to remove barriers to competition, as this is a standardized system throughout the DOW and other DOW counterparts. The Air Force is currently the last remaining DoD test lab to modernize/upgrade its Spirent Test Center chassis in preparation for the hard deadline in early 2026. Therefore, we are behind our other DoW counterparts (NSA, Army, Navy, Marines, DISA, DoS, WTC) who rely on us as the Air Force counterpart in collaborating in Joint Testing efforts. All other DoW Test Labs have recently upgraded to the Spirent N12U chassis in advance of the stated Early 2026 deadline, therefore it is truly unfeasible to either expect all other Test Labs to

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change in step with Air Force, or for Air Force to change by itself and fail to meets its part of the shared mission.

**IX. Certification by the Contracting Officer.**

As evidenced by my signature above, I have determined this document to be both accurate and complete to the best of my knowledge and belief.

**X. Certification by the technical/requirements personnel.**

As evidenced by my (our) signature(s) above, I (we) certify that any supporting data contained herein, which is my (our) responsibility, is both accurate and complete.

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GUIDANCE

**I. Contracting Activity.**

Fully identify the contracting activity responsible for the proposed contracting action. Include the name/phone number of the Contracting Officer. Specifically identify as a "Limited Sources" Justification. Identify purchase request number, if applicable.

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**II. Nature and/or description of the action being processed.**

State whether the action is a new order or by modification to an existing order. Identify the GSA schedule number, the Blanket Purchase Agreement (BPA) number, the order number for the current action, and the Contactor(s). Indicate the Period of Performance (PoP). Also identify the type of the order/line items on the order (e.g. Firm Fixed Price, Labor Hour, etc).

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**III. Description of the supplies/services required to meet agency needs.**

Specifically describe the supplies and/or services to be acquired including the price and quantity of each item in the order and state the total estimated value of the order. For services, state whether the services are performance-based and, if not, provide rationale for not being performance based. Also state the delivery/performance schedule/period for the items under the order.

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**IV. Identification of the justification/rationale for limiting sources and demonstration of the contractor's unique qualifications to provide the required supply/service.**

This section is normally the most detailed part of the justification. To assist you in preparing this justification, an introductory sentence and the four circumstances of [FAR 8.405-6](#) that justify restricting the number of schedule holders are provided below. Select the appropriate cite, then provide, in narrative form, a detailed explanation supporting the specific circumstance cited for limiting the number of schedule holders.

(Introductory sentence) [FAR 8.405-6](#) requires an ordering activity to justify its actions when restricting consideration of schedule contractors to fewer than required in [FAR 8.405-1](#) or [FAR 8.405-2](#).

After selecting the appropriate cite, next select one of the four sentences below and provide a detailed explanation supporting the specific circumstance cited.

[FAR 8.405-6\(a\)\(1\)\(i\)\(B\)](#), "Only one source is capable of responding due to the unique or specialized nature of the work". (Provide a detailed justification with supporting documentation, as evidence of the "unique or highly specialized" nature of the procurement. The user/customer typically provides this supporting information. Recommend attaching supporting documentation to the back of the document. General statements are not acceptable.)

[FAR 8.405-6\(a\)\(1\)\(i\)\(C\)](#), "The new work is a logical follow-on to an original Federal Supply Schedule order provided that the original order was placed in accordance with the applicable Federal Supply Schedule ordering procedures." The original order was not issued under sole source or limited source procedures. (Provide details on the previously competed order and explain how this order is a logical follow-on to that order. Explain fully the connection between the previous work/order and the current one. The user/customer typically provides this supporting information. General statements are not acceptable.)

[FAR 8.405-6\(a\)\(1\)\(i\)\(A\)](#), "An urgent and compelling need exists, and following the ordering procedures would result in unacceptable delays." (Provide a detailed justification with supporting documentation that explains the exact urgency of the requirement and the schedule impact if time were to be taken to follow FSS ordering procedures. The user/customer typically provides this supporting information. Recommend attaching supporting documentation to the back of the document. General statements of urgency are not acceptable.)

[FAR 8.405-6\(b\)\(1\)](#), "The item is peculiar to one manufacturer. A brand name item, whether available on one or more schedule contracts, is an item peculiar to one manufacturer." (Brand name specifications should not be used unless the particular brand name, product or feature is essential to the Government's requirements. Therefore, explain why the particular brand item is essential to the Government's requirements, and why other companies' similar items, or products lacking the particular feature, do not meet, or

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cannot meet, or cannot be modified to meet, the agency's need. The user/customer typically provides this supporting information. General statements are not acceptable.)

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### **V. Determination by the ordering activity Contracting Officer that the order represents the best value consistent with FAR 8.404(d).**

This section needs to be tailored based upon whether the order is for supplies/services not requiring a statement of work ([FAR 8.405-1](#)) or if the order is for services requiring a statement of work ([FAR 8.405-2](#)).

For [FAR 8.405-1](#) orders the best value determination needs to be based upon the supply or service offered under MAS contracts by surveying at least three schedule contractors through the GSA Advantage! on-line shopping service, or by reviewing the catalogs or price lists of at least three schedule contractors. The ordering Contracting Officer's review of the Contractor's price list(s) and any price reductions sought is also required. (Contracting Officer should seek additional price discounts/concessions based on the specific order requirements on all orders over the micro-purchase threshold.) In addition to price, when determining best value, the ordering activity may consider, among other factors, past performance, special features of the supply or service required for effective program performance, trade-in considerations, probable life of the item selected as compared with that of a comparable item, warranty considerations, maintenance availability, environmental and energy efficiency considerations, and delivery terms.

When an order contains brand name specifications, the Contracting Officer shall post the Request for Quote (RFQ) along with the basis of the justification as required by [FAR 8.405-6\(b\)\(3\)](#).

For [FAR 8.405-2](#) orders for services requiring a statement of work, [FAR 8.405-2\(d\)](#) requires that an evaluation be performed based on the criteria provided to the schedule contractors. Therefore, the justification must address how the [FAR 8.404\(d\)](#) requirement for an evaluation of the proposed level of effort and mix of labor will be conducted and include a statement that the Contracting Officer will perform a price reasonableness determination as part of the best value determination.

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### **VI. Description of the market research conducted and the results, or explain why market research was not conducted.**

Discuss market research that was conducted among schedule holders and the market research results that led to the conclusion to go sole source or to limit the number of schedule holders to be solicited. The narrative in this section should provide a high level of confidence that the requirements of [FAR 8.405-1](#) and [FAR 8.405-2](#) could not be met. If no market research was conducted, state so and provide the rationale.

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### **VII. Other facts supporting the justification.**

When [FAR 8.405-6\(a\)\(1\)\(i\)\(C\)](#) is cited for an follow-on acquisition as the basis for the justification, include an estimate of the cost that would be duplicated and the basis and derivation of the estimate, or provide details on why a delay to solicit additional schedule holders would be unacceptable.

Provide any other facts supporting the Limited Sources Justification.

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### **VIII. Actions the agency may take to remove or overcome any barriers that led to the restricted consideration before any subsequent acquisition for the supplies or services.**

Describe all efforts to be taken to remove or overcome any barriers that preclude the agency from meeting the requirements of [FAR 8.405-1](#) and [FAR 8.405-2](#) before any subsequent acquisition for the supplies or services is made. If no actions are planned, so state and provide reasons.

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### **IX. Certification by the Contracting Officer.**

The contracting officer's signature on the signature page evidences that he/she has determined this document to be both accurate and complete to the best of his/her knowledge and belief.

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### **X. Certification by the technical/requirements personnel**

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As evidenced by their signatures on the signature page, the technical/requirements personnel have certified that any supporting data contained herein which is their responsibility is both accurate and complete.

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