



**DEFENSE THREAT REDUCTION AGENCY**  
**8725 JOHN J. KINGMAN ROAD, STOP 6201 FORT**  
**BELVOIR, VA 22060-6201**

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

**1. Nature and/or Description of Action**

The Defense Threat Reduction Agency contracting activity proposes to procure without using full and open competition an effort for technical support services entitled "Operations Information Management System (OIMS) Support" with Booz Allen Hamilton Inc. (BAH), 8283 Greensboro Dr. MCLEAN, VA 22103-3830.

**2. Description of the Supplies/Services Required**

OIMS is a multi-domain (Unclassified, Classified Secret, and Top Secret) information system with a suite of custom web-based modules for situational awareness and real-time collaboration across the DoD and the inter-agency in support of combating Weapons of Mass Destruction (WMD) and emerging threats at the strategic and operational levels, as well as DoD Safe-Haven Operations. OIMS provides a CWMD Situational Awareness platform with a consolidated real-time collaboration environment to support the Agency Mission Essential Functions, 24/7 Agency Requests, DTRA mission monitoring, Inter-Agency Modeling Atmospheric Assessment Center (IMAAC), Mission Data Reporting, and DTRA Joint Operations Center (JOC) console operations. The OIMS suite of modules is the cornerstone of DTRA's situational awareness supporting the JOC and senior leadership, and plays a vital role in accomplishing our Agency Mission Essential Functions (MEFs). Per the DoDI 8580.1, the DTRA Chief Information Officer classified OIMS as a Mission Critical Information System as "...the loss of which would cause the stoppage of warfighter operations or direct mission support of warfighter operations." [DoDI 8580.1, July 9, 2004, E2.1.15]

The OIMS contract provides all resources and support necessary to operate, maintain, enhance, and develop OIMS for DTRA to enable timely exchanges of information, and statuses of personnel and situations with external partners. These efforts directly support the execution of DTRA missions around the world. The information exchanged on the OIMS platform is briefed to the DTRA Senior Leaders daily to maintain situational awareness of DTRA operations worldwide.

The current contractor supporting the OIMS program is Booz Allen Hamilton (BAH). In September 2020, BAH received a task order, HDTRA120F0067, under DTRA's Countering Weapons of Mass Destruction Situational Awareness, Intelligence, Operations, and Data Visualization Support (CWAS) single award indefinite delivery, indefinite quantity (IDIQ) contract to support the OIMS program. The CWAS IDIQ was competitively awarded in April 2014, and the contract expired in September 7, 2021. Under the terms of the CWAS IDIQ, the task orders issued under it may have a period of performance that extends one year after the expiration of the IDIQ. Accordingly, task order HDTRA120F0067 expires on September 7, 2022.

In anticipation of the impending end of task order HDTRA120F0067, DTRA has been planning to award a follow-on contract under the DTRA Information Technology Support Services (ITSS) multiple award IDIQ (MAC). The ITSS MAC was competitively awarded to five (5) contractors in September 2018. The re-compete of the OIMS support contract is currently in progress and subject to fair opportunity competition under the ITSS MAC. However, based on the projected schedule, DTRA will not be able to complete the fair opportunity in time to meet the end of the current contract; the current contract is set to expire on September 7, 2022.

The instant action is needed to bridge the current contract until a new competitive award can be made. Based on the projected schedule, DTRA is seeking a bridge contract for a six (6) month period, with an options for a period of up to three (3) months (or nine (9) months in total). The estimated cost of the entirety of the nine (9) months is approximately [REDACTED]

### **3. Statutory Authority**

Federal Acquisition Regulation (FAR) 6.302-1(a), pursuant to 10 United States Code (U.S.C.) 2304(c)(1) and/or 41 U.S.C. 3304(a)(1), states that:

“(2) When the supplies or services required by the agency are available from only one responsible source, or, for DoD, NASA, and the Coast Guard, from only one or a limited number of responsible sources, and no other type of supplies or services will satisfy agency requirements, full and open competition need not be provided for. . .

(iii) For DoD, NASA, and the Coast Guard, services may be deemed to be available only from the original source in the case of follow-on contracts for the continued provision of highly specialized services when it is likely that award to any other source would result in-

- (A) Substantial duplication of cost to the Government that is not expected to be recovered through competition; or
- (B) Unacceptable delays in fulfilling the agency’s requirements...”

### **4. Applicability of Authority**

The sole source award is permitted because full and open competition need not be provided for when the services are deemed to be available from the original source in the case of follow-on contracts for the continued provision of highly specialized services when it is likely that an award to any other source would result in unacceptable delays.

The instant action would result in a sole source follow-on contract because this requirement is a continuation of a recurring requirement. BAH has been performing this requirement since the award of the CWAS IDIQ and the resulting task orders under it. The requirement is to provide continued support on tasks currently being performed. The required services are highly specialized. A myriad of IT specialties are required to operate and maintain the platform to ensure it is functional at all times, and ranges from Oracle database, ColdFusion, geospatial information mapping system, secured satellite/radio communications, and other expertise. The technical support is also crucial in providing the capabilities necessary to maintain the Authority to Operate (ATO) for the OIMS modules. The ATO

process is complex and requires high coordination. Additionally, DTRA requires several contractor personnel with experience with DoD command and control operations in order to operate OIMS and report statuses to both internal and external stakeholders.

A gap in service will likely occur because DTRA is unlikely to be able to award a contract prior to the end of the current task order. An award to anyone other than BAH would require time to ramp-up and on-board, and understand the system architecture, and operations of OIMS. On-boarding and obtaining the SCI clearance can take up to six (6) weeks of processing through DTRA's Security. After the necessary clearances are processed, then the new contractor staff can access the information it needs to go through a 30-day training period for new operations officers to learn the OIMS platform. The re-competed effort includes a graduated schedule of onboarding new contractor support. It is anticipated that only two thirds of the contractor staff will be onboarded in the first 30 days. An additional 30 days may be required to onboard, train, and transition the remainder of the project tasks to the new contractor for the remainder of the staffing.

A gap in service will mean that the operation of DTRA's 24/7/365 JOCs will not be adequately manned or maintained, [REDACTED]

Sole source procurements that bridge the end of a current contract to the start of a negotiated award must also explain: (1) why and how the delay occurred, (b) why the bridge action is needed, and (3) how to resolve the delay.

The period of performance for the new award is estimated to begin after the expiration of the current contract vehicle expires – meaning a significant gap in service will occur with no time for vendor change over or side by side cross-training with any potential new vendors between the end of the PoP for HDTRA14-D-0016 and the beginning of the PoP for the competitive OIMS contract.

#### *Why and how the delay occurred*

The acquisition planning for the follow-on for the OIMS requirement started in January 2022. DTRA spent months planning the requirement and re-formatting requirements documents. After many years of completing the work under a single award IDIQ, DTRA's team spent much effort to ensure that the requirement would be ready for a fair opportunity competition and did not state requirements in a manner that only the incumbent would understand. DTRA received approval and validation of its requirement following a March 10, 2022 Service Requirements Review Board (SRRB) meeting. In an effort to conduct more targeted market research the DTRA Contracting Office scheduled individual meetings with each of the five (5) ITSS MAC contract holders to gauge interest in this requirement the week of May 16, 2022. On May 31, 2022, an industry day was held with all ITSS MAC holders in attendance. Thereafter, acquisition planning meetings were held and ultimately a decision was reached to compete the requirement under the ITSS MAC. On June 17, 2022, a draft solicitation and PWS was issued to the ITSS MAC holders to allow additional time for the MAC holders to review the requirement and ask questions. DTRA spent the extra efforts to communicate frequently and as openly as possible about the requirement in an attempt to make the fair opportunity as competitive as possible. A final solicitation was released on July 8, 2022, with a projected award date of September 9, 2022

according to the acquisition strategy review document. After the release of the task order request for proposal (TORP), DTRA received some very complex questions. Upon review and discussion, DTRA realized that the questions cannot be answered succinctly or thoroughly in writing, mostly because much of the information resides on classified repositories. Rather than rush the procurement through, the DTRA team decided that it is more prudent to allow a reading day at DTRA whereby interested Offerors can come into DTRA and read the materials in a classified space and also observe a demonstration of OIMS.

In order to allow for this process to take place, additional time is needed to go through the fair opportunity process. A contract is not likely to be awarded in time and is likely to be delayed by 30 days or more because additional time is required to allow for the reading day and OIMS demonstration. With this addition of a reading day, proposals are anticipated to be due on September 1, 2022, and award is estimated to be October 10, 2022 assuming that there are no more unexpected or unplanned events.

#### *Bridge action is necessary*

A bridge action is necessary to ensure there is no gap in service and at the same time allow for the exchanges in information that is being requested by the Offerors. As stated earlier, a gap in service would severely hinder DTRA's ability to manage and maintain situational awareness of its missions and personnel around the world. A six (6) month contract award will allow sufficient time to go through the fair opportunity process, award a new task order for OIMS support, and allow for enough time for the new contractor to on-ramp to the program. Specifically, following the award of the task order, a six (6) weeks to onboard personnel, including obtaining the SCI clearances for contractor personnel, and a 90-day transition/training period for transition to the new contract. Additional time is requested in the event there are any more delays for up to nine (9) months in total. The sole source contract may be exercised for a month at a time, if needed, to account for any additional delays in award of the new task order. But a six (6) month sole source contract is modest and the minimum that is needed to ensure a smooth transition between contracts.

#### *Resolving the delay*

At this point, there is not much time or opportunity to resolve the delay completely. The acquisition team has a strict acquisition schedule and timelines for each milestone task and is resolved to make award as soon as possible. However, as is the case in every federal procurement, there are unknown risks, and events outside of the acquisition team's control. Every effort will be made to meet the revised schedule and to award as soon as possible.

### **5. Effort to Solicit Potential Sources**

The requirement is currently being solicited under a task order request for proposal under the ITSS MAC IDIQ. There are five (5) contractors on the ITSS MAC, and all of the contract holders are determined to be capable of performing the effort. However, as noted above, an adequate transition period is necessary to ensure that there is a transfer of knowledge, a training of the OIMS system, and sufficient time to on-board cleared personnel.

## **6. Fair and Reasonable Costs**

The anticipated cost of this effort will be determined to be fair and reasonable as a result of proposal reviews and negotiations. Proposed costs will be compared to historical costs incurred and market rates for similar capabilities. The Contracting Officer will conclude negotiations once a fair and reasonable cost estimate is determined and an agreement is reached between the Government and the contractor.

## **7. Market Research**

Market research was conducted utilizing several methods to include a review of historical acquisition information for similar services, a review of Government and commercial databases, source lists for identical or similar items and services and a review of sources, including DTRA sources, GSA Aliant, GSACalc, NASA SEWP, others listed in market research report attached to this package. Additionally industry days were held with the DTRA ITSS MAC contract holders.

## **8. Other Facts**

As required by DFARS 206.302, a request for information must be posted or a waiver approved by a member of the Senior Executive Service. Based on all of the market research conducted, DTRA knows that there are other interested and possible capable vendors other than the incumbent. DTRA posted a request for information twice – once on May 9, 2022 which resulted in individual meetings with each of the ITSS MAC holders during the week of May 16<sup>th</sup>; and another request for information was issued during the industry held on May 31, 2022, in which DTRA requested feedback and comments on its requirements. Nonetheless, there is no other contractor who would be eligible to receive a follow-on contract and provide the support with no loss of time to on-boarding and transition periods. The current delays would not be different or avoided. Also, DTRA already issued a competitive solicitation for this work. The rationale for a sole source bridge contract remains the same, and the impacts of a gap in service remain severe enough to impede Agency operations.

## **9. Interested Sources**

Interested sources include all the contract holders on the ITSS MAC, which are Booz Allen Hamilton, Leidos, Science Applications International Corporation, NT Concepts, and General Dynamics Information Technology.

## **10. Subsequent Actions**

The Government has released the final RFP and is working on the responses to the questions & answers and a reading room to allow for review of requested details and fair competition between all vendors. The Government is proposing to award a one (1) year contract with four (4) 1- year options on the ITSS MAC, which will encompass this support effort. Market research results indicate there are multiple companies within the market that have the capability to meet the Government's recurring requirement.

### Technical Certification

I certify that the data and information forming the basis for this justification are accurate and complete to the best of my knowledge and belief.

LUTZ.ANGELA.MICHELLE.

Digitally signed by

LUTZ.ANGELA.MICHELLE.

Date: 2022.07.29 12:14:01 -04'00'

\_\_\_\_\_  
Program Manager

\_\_\_\_\_  
Date

### Contracting Officer Certification

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

FEIGE.TAMMY.M

Digitally signed by  
FEIGE.TAMMY.MOY

OY

Date: 2022.08.01 12:53:32  
-04'00'

\_\_\_\_\_  
Contracting Officer

\_\_\_\_\_  
Date

### General Counsel Coordination

This justification is/is not legally sufficient.

\_\_\_\_\_  
Date

### Approval

Based on the above justification, I hereby approve accomplishment of this acquisition by means other than using full and open competition.

\_\_\_\_\_  
Competition Advocate

\_\_\_\_\_  
Date