

**Procurement Request Number:** \_\_\_\_\_ **N/A** \_\_\_\_\_  
**Justification for OTFAOC Number:** \_\_\_\_\_ **JA 10-045** \_\_\_\_\_

## **JUSTIFICATION AND APPROVAL TO PROCURE USING LIMITED SOURCES JUSTIFICATION**

Upon the basis of the following justification, I, as the Head of the Contracting Activity (HCA), hereby approve the use of other than full and open competition of the proposed contractual action pursuant to the authority of 10 U.S.C. 2304(c)(1), Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements.

### **JUSTIFICATION**

**1. Agency:** The Joint Interoperability Test Command (JITC), 2001 Brainard Road, Building 57305, Fort Huachuca, AZ 85670.

**Contracting Office:** Defense Information Systems Agency (DISA)/ Defense Information Technology Contracting Organization (DITCO) Scott Services and Support Branch (PL831) /JITC Support Section (PL8315), 2001 Brainard Road, Building 57305, Fort Huachuca, AZ 85670

**2. Nature/Description of Action(s).** This requirement is to issue a bridge extension for six months with three additional two-month optional periods to each of the three JITC Omnibus multiple-award, Time and Material (T&M) contracts that are awarded to: 1) Northrop Grumman Information Technology Inc. (NGIT) under contract number NBCHC020001; 2) Northrop Grumman Mission Systems (NGMS) under contract number NBCHC020002; and 3) Interop Joint Venture II (IJV) under contract NBCHC020003.

Of the three contractors, NGMS and IJV will each need to have their contract ceiling values increased by a total of \$17.5M for the six month extension for a total increase of \$35M to the multiple award ceiling value. If the three two-month optional periods are exercised, then both NGMS and IJV will each need to have their contract ceiling values increased again for these optional periods by \$5,833,333.34 per each two-month optional period for a total increase of \$35M to the multiple award ceiling value. The \$35M increase for both the six month period and the three two-month optional periods to the NGMS and IJV contracts increases the overall multiple-award ceiling value by \$70M. The estimate is based on historical task awards made for a one-year period to NGMS and IJV. It is estimated for both NGMS and IJV that their current contract ceiling values are adequate to cover the contract period through its ending date of August 31, 2010 without an extension. However, sufficient ceiling is not available on either contract to support an extension. NGMS's current obligated amount is \$342,424,500.53 and its current ceiling value is \$352,559,305.00. IJV's current obligated amount is \$347,849,340.87 and its current ceiling value is \$359,945,759.42.

NGIT will only need the bridge extension since their contract has sufficient contract ceiling value available to receive new task awards during this extension period. NGIT's current

obligated amount is \$235,571,692.67 and its current ceiling value is \$341,807,658.00 leaving \$106,235,965.33 of available ceiling to handle new task awards during this timeframe.

It should be noted that Northrup Grumman sold its wholly-owned subsidiary, TASC Inc, on Dec 18, 2009 to resolve Organizational Conflict of Interest (OCI) issues. With the sale of TASC, the two JITC contracts will be converted from NGIT and NGMS to TASC-N and TASC-M respectively. The novation agreements are anticipated to be completed by Defense Contract Management Agency (DCMA) in April 2010. Upon receipt of these agreements by DCMA, the JITC contracts will be formally novated to TASC-N and TASC-M.

The periods of performance for each of the three contracts are as follows:

Phase-in: December 1, 2001 – February 28, 2002

Base Period: March 1, 2002 – February 29, 2004

First Option Period: March 1, 2004 – February 28, 2006

Second Option Period: March 1, 2006 – February 29, 2008

Third Option Period: March 1, 2008 – February 28, 2010

6 Month Extension: March 1, 2010 – August 31, 2010\*

\*The contract contains FAR clause 52.217-8, Option to Extend Services (Nov 1999), which allows the Government to extend the performance under the contract up to six months. This extension was issued on November 11, 2009.

The proposed additional periods of performance for this bridge extension are as follows:

Bridge Extension Base Period: September 1, 2010 – February 28, 2011

Bridge Extension Option Period I: March 1, 2011 – April 30, 2011

Bridge Extension Option Period II: May 1, 2011 – June 30, 2011

Bridge Extension Option Period III: July 1, 2011 – August 30, 2011

JITC will use RDT&E funds for tasks issued under the Omnibus contracts.

### **3. Description of Supplies/Services.**

The JITC Omnibus contracts provide a full-range of test, evaluation, and certification services to support rapid acquisition and fielding of global net-centric warfighting capabilities. Under these contracts, JITC tests Automated Information Systems (AIS) and Information Technology/National Security Systems (IT/NSS) and capabilities that pertain to multiple branches of the armed services and government. Its roles include joint interoperability and Net Readiness test and certification, Operational Test and Evaluation, and providing warfighter support.

The JITC Omnibus contracts support four areas: Testing, Program Support, Technology Demonstrations and Joint Experiments, and Mission Support. Under these general categories, the specific support to each one is further detailed below.

Testing - Capability to support types of testing conducted by JITC to include:

- Testing against joint doctrines and objectives to include interoperability

- Testing for COCOM and other DoD standards conformance before fielding and operational testing
- Testing of current and emerging COCOM and other DoD standards for alignment with interoperability
- Net Readiness Testing
- Operational Testing
- Developmental Testing
- Information Assurance (IA) Testing

Program Support - Capability to support programs and organizations at JITC and other locations to include:

- Requirements and test criteria formulation
- Acquisition lifecycle execution
- Total testing process
- Evaluation of critical operational issues
- AIS and IT/NSS certification and validation activities
- Interoperability knowledge management and reporting
- Operational effectiveness and suitability assessment
- Support to COCOMs in theater as well as technical 24-hr/day, 365-day/year warfighter C4I Hotline support to the COCOMs and Services

Technology Demonstrations and Joint Experiments - Capability to support technology demonstrations and joint experiments to include activities such as:

- Defining and implementing of interoperability standards
- Supporting joint exercises with COCOM participation
- Conducting Operational Testing data management across the COCOMs and other organizations

Mission Support - Capability to support JITC day-to-day operations which includes the following activities:

- Implementing engineering / modification of JITC testing related environments and systems
- Establishing new JITC testing capabilities
- Establishing and sustaining JITC test networks
- Drafting JITC test policy and conducting operational activities
- Supporting JITC Planning, Programming, Budgeting, Execution (PPBE) process
- Supporting planning and program management
- Supporting procurement activities necessary to complete tasking
- Conducting JITC Systems Engineering and Technical Assessment
- Supporting JITC process improvements
- Conducting JITC knowledge management
- Facilities management at both Fort Huachuca and Indian Head

**4. Identification of Statutory Authority.** This award is being conducted under the authority of 10 U.S. C. 2304(c) (1), Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements.

This authority takes into account for DoD that there may be a limited number of responsible sources, and no other type of supplies or services will satisfy agency requirements.

**5. Demonstration of Contractor's Unique Qualifications.**

The three JITC Omnibus multiple-award contracts will expire August 31, 2010 with no follow-on contract to support the current JITC workload. Under the Omnibus contracts, there have been approximately 8,000 tasks awarded under the contracts since their inception March 1, 2002. The number of tasks fluctuates as some tasks expire while others are awarded. Generally, the number of active tasks remains at approximately 600. These tasks are competed between the three Omnibus contractors and awarded on a Best Value/Trade-Off basis. All 600 active tasks are set to expire on August 31, 2010. Tasks under the JITC Omnibus contracts are entered into JITC's Project and Accounting System (JPAS). This system only allows tasks to be issued on a Fiscal Year basis. Since the contract ends August 31, 2010, all tasks will end on the same date. Of the 600 tasks, NGMS and IJV were awarded over 200 tasks and NGIT was awarded over 100 tasks.

In the interest of efficiency, rather than addressing all 600 tasks, samplings of 20 of the various on-going programs supported by each of the three JITC Omnibus contractors are identified below.

**System Tracking Program (STP)** - The STP provides access to system, testing, and joint interoperability certification information, to include capabilities document citations, test plans, test reports, Interim Certificate to Operate (ICTO) memoranda, and interoperability testing and certification related documents. The STP tracks a system's progress towards Joint Interoperability Test Certification.

**Unmanned Aircraft Systems (UAS)** – JITC actively works the test programs for Global Hawk Block 20/30, MQ-9 Reaper, Hunter, and Vertical Take-off Landing (VTOL).

**Common Data Link (CDL) Testing** – JITC provides core support to the CDL Executive Agent (EA), Secretary of the Air Force/Acquisition, Data Links (SAF/AQIZ). This includes supporting the CDL Specification Design Team and serving as the designated EA test agent for all DoD CDL systems. JITC will also test most NATO systems for CDL compliance against Standardization Agreement (STANAG) 7085, the North Atlantic Treaty Organization (NATO) version of the CDL specification.

**Global Positioning System (GPS) Testing** – JITC provides support to GPS Joint Program Office (JPO) through its participation as part of the GPS Modification (Mod) III team. When the GPS Mod III capability is fielded, JITC will test the Master Control Stations and the GPS receiver's interface to systems.

**Theater/Regional (T/R) Ballistic Missile Defense** - Theater/Regional (T/R) Ballistic Missile Defense Systems (BMDS) are a subset of the Ballistic Air and Missile Defense Family of Systems (FoS) and consists of Major Defense Acquisition Programs, Command and Control Systems, and related programs and initiatives. JITC testing has been ongoing through the Ballistic Missile Defense Operational Test Agency (OTA) Team.

**Theater High-Altitude Area Defense (THAAD)** - THAAD is a mobile ground-based theater missile defense (TMD) system designed to protect forward-deployed military forces, population centers, and civilian assets from ballistic missile attacks. THAAD is a core element of the T/R BMDS FoS layered defense architecture. JITC assessed THAAD's voice communication systems based on participation in two DoD Interoperability Communications Exercises (DICE).

**The GMD Communications Network (GCN) Transition Project Interoperability Assessment** - JITC is supporting Defense Information Systems Agency (DISA) by identifying and employing interoperability risk mitigation processes and procedures for the transition of the GCN Long-Haul Communication (LHC) from Boeing, the current Missile Defense Agency (MDA) lead service integrator, who now controls these leased circuits to the DISA Defense Information Systems Network (DISN). JITC supported the development and review of the GCN Critical Item Description Specifications and related GCN transition plans.

**Army Programs/Central Technical Support Facility (CTSF)** - JITC supported interoperability risk reduction testing for the Air and Missile Defense Planning and Control System (AMDPCS)/Air Defense Airspace Management (ADAM) Cell and Tactical Airspace Integration System (TAIS). JITC collaborated with personnel assigned to the Army Central Technical Support Facility (CTSF) at Fort Hood, Texas to conduct joint interoperability testing.

**Identification, Friend or Foe (IFF) Programs** - JITC provided interoperability testing and certification support for Navy Mode S IFF upgrades, the USAF F-15 Mode 5 IFF upgrade, and the Mode S IFF upgrade to the AN/APX-111 as integrated into the F/A-18. The Mode S IFF program produced certifications for the EA-6B, P-3C, and EP-3 aircraft.

**SMART Weapons/Network Enabled Weapons** - JITC participated in Joint Air-to-Surface Standoff Missile (JASSM) flight testing. During data analysis, JITC and the program office uncovered a critical Global Position System deficiency. The JASSM program office will correct this issue before starting production and delivery of the upgraded JASSM round. JITC has started a Network Enabled Weapons Testing program with the initiation of the Joint Stand-Off Weapon (JSOW C-1) certification task.

**Special Operation Platforms/Systems** - JITC has established a sustainable Cursor on Target (COT) testing environment in order to provide applicable joint certifications and assessments of the varying usages of the COT schema. JITC participated in the AC-130 U/H DT/OT events and the AC-130 U/H Air Force System Interoperability Test (AFSIT).

**Fighter Platforms** - Fighter Platforms that JITC supported included the F-35/Joint Strike Fighter, EA-18G, F-22A and the F-16 40/50. This resulted in the collection of data to leverage towards an E/A-18G full joint interoperability certification in FY09/10. JITC participated in two

F-16 Block 40/50 DT/OT events and one Air Force System Interoperability Test (AFSIT) event which were leveraged to issue two limited joint certifications.

**Bomber Platforms** - The JITC conducted initial coordination with the B-2 program office to develop a common understanding of B-2 test requirements and to identify the best strategy to validate all B-2 mission capabilities. JITC participated in several B-1 Digital Communications Improvement (DCI) test planning meetings to discuss and review the DCI ground test plan and in numerous B-1 FIDL Sub-Integrated Test Team meetings to review B-1 schedule updates for Ground and Operational Testing. JITC will continue to support both the B-1 and B-2 programs as they progress towards interoperability certification next year.

**Support Platforms** - The C-130 Avionics Modernization Program flew the first production representative aircraft in mid-January 09. This program is scheduled to begin Independent Initial Operational Test and Evaluation (IOT&E) during early FY11. While the solicitation in support of the KC-45 Aerial Tanker was cancelled by the SECDEF, activities continued in support of the program office. JITC will develop interoperability certification criteria based on approved Joint Capabilities Integration Development System (JCIDS) documents during the expected source selection process.

**DoD Interoperability Communication Exercise (DICE)** – DICE continues as a key interoperability venue for tactical communications systems within DoD, federal and state partners. Participants at this tri-annual event include components of each active military service, elements of the Air National Guard and the Army National Guard, U. S. Northern Command, and the Department of Homeland Security's Federal Emergency Management Agency.

**Defense Red Switch Network** – The Defense Red Switch Network (DRSN) lab played a significant role in the development of the Voice over Secure Internet Protocol (VoSIP) gateway to the DRSN and provided test support for the development of the Secure Mobile Environment Personal Electronic Device (SME PED).

**Intelligence, Surveillance, and Reconnaissance (ISR) Support** - The JITC led test planning activities for Empire Challenge which is an annual event sponsored by the Under Secretary of Defense. It is conducted to assess the ability of joint and coalition forces to process/share ISR data between various platforms and ground processing systems. Participation enables JITC to play a key part in demonstrating the ability of various ISR systems to fuse/exchange data from different sources and ultimately support critical decision making for the Warfighter.

**DNCC Tech Control** - Efforts are underway to standardize all configurable laboratory spaces under one centralized office, connected through Distributed Network Control Center (DNCC). This effort will place DISA/JITC at the forefront of technology and testing by updating and centralizing all laboratory assets (e.g. workstations, equipment, racks, and work areas).

**SYSCON** - Test Operations and the SYSCON serves as a hub for internal and external testing and provides direct connectivity to the tactical edge equipment. JITC provides support for many events throughout the year that use many of the SYSCON's assets. This includes testing in support of system interoperability certification efforts and DICE.

**Hotline Support** - JITC began providing this service to the Warfighter during Operation JUST CAUSE in 1989 and it continues today. Its goal is to provide rapid response to interoperability problems with C4I systems, equipment, and networks to the Warfighter deployed during war, real-world contingencies, and exercises, as well as day-to-day operations.

Award to another source at this time would result in a duplication of costs as addressed in paragraph 11 below that would not be expected to be recovered during the period of performance proposed and would result in an unacceptable break in service. The incumbent three contractors have the infrastructure, resources, expertise, and security clearances in place to provide immediate support without the risk of an unacceptable break in service.

The government requires adequate time to complete the full and open competition for the recompete of the JITC Omnibus contracts. For this bridge extension, each of the tasks will be competed between the three existing JITC Omnibus contractors for work that falls within the scope of the existing performance work statement (PWS). All three of the JITC Omnibus contractors are familiar with the requirements of the contract, experienced in working with JITC's unique JPAS system used for task management and award, are currently staffed to meet the needs of the PWS and tasks, and are familiar with all of JITC's business processes and customer programs.

The estimated best case scenario award date of the follow-on JITC Omnibus contract is May 30, 2011. Due to the fact that there have been numerous delays in the lengthy acquisition and review process for the full and open competition, there is a strong indication that the award date may be delayed significantly longer than that date. The bridge extension would provide JITC and DITCO adequate time to facilitate an award of the follow-on contract and allow time for the newly added Acquisition of Services peer review and Business & Contract Clearance Requirements processes.

**6. Synopses of proposed contract action.** As required by FAR 5.201 (b)(1)(ii), Synopsis of Proposed Contract Action, this bridge extension will be synopsized in FEDBIZOPPS and any bids, proposals, quotations, or capability statements received will be considered by the government.

**7. Determination of Fair and Reasonable Cost:** The current labor rates in each contract will be assessed according to the contractor's Forward Pricing Rate Agreement, Service Contract Act Wage Determinations, and/or market rates for the respective labor categories. If contractor labor rate adjustments are necessary, the Contracting Officer will approve the labor rate adjustments and update the T&M labor rates in the contract to be effective for the bridge extension period.

Further, the Contracting Officer will determine fair and reasonable pricing for each task based on the use of T&M labor rates from the basic contract and through competition of the individual tasks between the three JITC Omnibus contractors.

Specifically, each task is competed between NGMS, NGIT, and IJV on a Best-Value/Trade-Off basis using labor rates from their respective contracts. Upon conclusion of the technical evaluation by JITC, the Contracting Officer will perform a fair and reasonable price determination.

## **8. Description of Market Research.**

The market research conducted for the JITC Omnibus contracts results from the Sources Sought Synopsis conducted on April 13, 2009 which announced the recompetes and requested information to assist DISA in determining the potential levels of interest, adequate competition, and technical capability within the Small Business community to provide the required services.

(Removed)

In addition, other reviews were conducted of several websites to include DISA's Encore II contracts, GSA Schedules, Army's ITES-2, Navy's SeaPort-e, and contractor brochures.

Aside from the above market research, the government will consider any bids, proposals, quotations, or capability statements received in response to the synopsis for this bridge extension.

## **9. Any Other Supporting Facts.**

Due to the transition of this contract between 3 different Federal Agencies, the following information is provided:

The Acquisition Plan, Source Selection Plan, Award Fee Plan and Request for Proposal, were approved by the Department of Army, Intelligence Center and Fort Huachuca, for the award of this contract. In January 2001, the Army transferred the requirement to the Department of Interior, National Business Center (DOI/NBC).

On October 9, 2001, the DOI/NBC awarded 3 multiple-award JITC Omnibus contracts to: TRW (now NGMS with a novation pending to TASC-M), Logicon (now NGIT with a novation pending to TASC-N), and Interop Joint Venture II (Interop is a venture partner between ManTech and Electronic Warfare Associates (EWA) now known as ManTech Electronic Interoperability Services (MEIS)).

In November 2006, the administration of this contract was transferred from DOI/NBC to DITCO-PLD under its newly established satellite office, JITC Contracts Support Branch (PL-65). On February 15, 2009, the JITC Contracts Support Branch (PL-65) transitioned under DITCO-Scott, Services and Support Branch (PL831)/JITC Support Section PL8315.

**10. Listing of Interested Sources.** The listing of interested sources is anticipated to be from three areas for this bridge extension.

Incumbent contractors:

- NGMS
- NGIT
- IJV

Other interested sources would be contractors that responded to the Sources Sought Synopsis issued on April 13, 2009 to announce the recompetes of the JITC Omnibus contracts. These sources are:

(Removed)

Lastly, it is expected that some contractors would respond to the synopsis of the bridge extension notice published in FEDBIZOPPS. These sources are unknown at this time.

**11. Actions Taken to Remove Barriers to Competition.** The DITCO-Scott, Services and Support Branch, JITC Support Section, is in the process of conducting a full and open competition to award a one-year base contract with 4 one-year option periods for continuing JITC's mission.

The proposed bridge extension to the JITC Omnibus contracts will allow additional time to complete the full and open, formal source selection process which has been on-going since (Removed) with the initiation of the Capability Needs Document.

(Removed)

(Removed)

The only other interim solution possible under the existing contract would be to award tasks on the last day of the contract. Tasks issued on the last day of the contract can be awarded for a 12 month period. However, this is not a viable solution for JITC as it does not address new tasks which would need to be awarded after the contract expires until the award under full and open competition is made.

This alternative has a number of significant disadvantages. First, the JITC Omnibus contract is very agile and streamlined which allows competitive task awards to be made within 30 days. Typically, the current Procurement Administrative Lead Time (PALT) for IDIQ contracts is 60 – 90 days. Ultimately, this would result in JITC and its customers experiencing significant delays in their requirements being processed during the interim period. These delays are not conducive to the support needed for the Warfighter. JITC's mission includes providing exercise and contingency interoperability support directly to the Warfighter/Combatant Commanders by participation in COCOM exercises, deploying to real world contingencies, and providing a 24/7 interoperability support Hotline.

Secondly, JITC's tasks requirements during this interim period would need to be absorbed into DITCO Scott's workload. For FY09, there were approximately 300 new task awards. It is not

reasonable to expect DITCO Scott to absorb this workload within their current staffing levels without JITC and its customers experiencing delays in their contract or task awards.

Lastly, JITC and its customers would need to create new processes and procedures to cover the 300 new task awards for this interim period by addressing issues such as small business awards, use of existing contracts, or new contract awards.

By awarding a six month bridge extension with an additional six month optional period will allow the necessary time to complete the full and open competition, avoid duplication in costs of soliciting and awarding a bridge contract or implementing the above interim solution that does not meet the needs of JITC's mission.

## **12. Reference to the Approved Acquisition Plan (AP)**

**(Removed)**

**TECHNICAL AND REQUIREMENTS CERTIFICATION (FAR 6.303-1(b) and DARS Subpart 6.303-1(b)).** I certify that the facts and representations under my cognizance which are included in this justification and which form a basis for this justification are complete and accurate.

### **Technical Cognizance:**

Signature: //S//\_\_\_\_\_ Date 3 February 2010\_\_\_\_\_  
Michael Lynch, Contracts & Security Branch Chief and Contracting Officer's Representative,  
Joint Interoperability Test Command  
Office: 520-538-5006

### **Requirements Cognizance:**

Signature: //S//\_\_\_\_\_ Date 3 February 2010\_\_\_\_\_  
Ric Harrison, Business Management Division Chief,  
Joint Interoperability Test Command  
Office: 520-538-5124

**REVIEW FOR LEGAL SUFFICIENCY (DARS 6.303-1 (S-92))** This justification is determined legally sufficient.

Signature: //S//\_\_\_\_\_ Date: 1 June 2010\_\_\_\_\_

## **CONTRACTING OFFICER CERTIFICATION (FAR Subparts 6.303-1(a), 6.303-2(a)(12))**

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

Signature:  \_\_\_\_\_ Date 27 May 2010  
NANCY E. JOHNSON, Contracting Officer PL8315 520-538-5529

**HEAD OF CONTRACTING ACTIVITY APPROVAL (FAR Subparts 6.303-1(a) and 6.303-2(a)(12))**

I have reviewed this justification and find it to be accurate and complete to the best of my knowledge and belief. Since this Justification for OTFAOC does not exceed \$78.5M, this review serves as approval.

**APPROVED BY: (FAR 6.304 and DFARS 206.304)**

**Signature:** //S// **Date:** 18 June 2010  
**Ms. Kathleen Miller**  
Director for Procurement  
Chief, Defense Information Technology  
Contracting Organization

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