



## Defense Threat Reduction Agency

8725 John J. Kingman Road, MSC 6201  
Fort Belvoir, VA 22060-6201

### JUSTIFICATION FOR OTHER THAN FULL AND OPEN COMPETITION

#### 1. A description of the needs of the agency concerned for the matters covered by the contract.

The Defense Threat Reduction Agency (DTRA) contracting activity proposes to award, without using full and open competition, a strategic communications and event support contract value greater than \$20 million to an 8(a) firm on behalf of the Research and Development Enterprise Chemical and Biological Technologies Directorate (RD-CB).

DTRA RD-CB has a requirement to obtain strategic communications support and administrative and logistics support for event planning and meeting support services for the agency. Strategic communications services will focus on developing and implementing a strategic approach to communicating with a broad variety of audiences. Event planning services may include the hosting of symposiums, conferences, training sessions, senior leadership forums, seminars, and technical exchange meetings. The total estimated cost of the contract is \$55 million. The contract type will be an Indefinite Delivery, Indefinite Quantity (IDIQ). This IDIQ basic contract will contain an ordering period of 5 years with a total performance period of 6 years. Each task order issued will address the desired schedule and performance.

**Event Support:** The DTRA mission entails hosting and conducting events ranging from internal organizational off-sites (10-50 attendees), scientific workshops (50-200 attendees) to major conferences (1500+ attendees); positioning displays and informational materials (printed, graphic and visual) and/or printing and distributing presentation media at industry/academic conferences; establishing a presence at professional society meetings and government reviews and public information events, and conducting other events for the purpose of communicating the DTRA RD-CB mission, requirements and achievements. The Contractor shall be responsible for providing all labor, material, and capital necessary to support events in CONUS and OCONUS sites.

**CB Strategic Communications:** The DTRA RD-CB mission requires a comprehensive approach with innovative ideas that go above and beyond traditional media methods to reach target audiences. Specifically, RD-CB envisions the development of a strategic communications framework that will help create a uniform and recognizable brand for RD-CB, express and communicate that brand, select outreach events and engagements, maximize the use of time and resources, address inclusion of relationships with stakeholders and media and identify clear paths to increase exposure of the RD-CB work and mission. Coupling the strategic communications requirement with the event support will allow RD-CB to ensure its messaging and branding are conveyed consistently and clearly throughout its public activities.

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**2. A specification of the statutory provision providing the exception from the requirement to use competitive procedures in entering into the contract.**

The statutory authority for this non-competitive action is 10 U.S.C. 2304(c) (5) or 41 U.S.C. 253(c) (5), as implemented by FAR 6.302-5, Authorized or Required by Statute: (4) Sole Source awards under the 8a Program - 15 U.S.C. 637a.

**3. A determination that the use of a sole-source contract is in the best interest of the agency concerned.**

The initial market research indicates that this requirement under NAICS, 561920 "Convention and Trade Show Organizers", is categorized as appropriate for a small business set-aside since there are multiple small businesses that perform this type of service.

Over 1800 potential small business vendors were identified using the Central Contractor Registration (CCR) query under NAIC 561920. Based on the numerous potential small business vendors, a small business set-aside competition would significantly delay the acquisition process. A total small business set-aside would also present high risk to the government of receiving considerable number of offerors that would prove difficult to evaluate and select a single proposal having the appropriate skills and resources with high confidence. Furthermore, FAR 19.203(c) states "Above the simplified acquisition threshold the contracting officer shall first consider an acquisition for the 8(a), Historically Underutilized Business Zones (HUBZone), Service-Disabled Veteran-Owned Small Business (SDVOSB), or Women-owned Small Business (WOSB) programs before using a small business set-aside."

FAR Part 19.800(e) recommends that the Contracting Officer review the acquisition for offering under the 8(a) program before consideration of FAR 15 procurement. The FAR Council issued an interim rule implementing Section 1347 of the Small Business Jobs Act of 2010 (Pub.L. 111-40) and clarifying that there is parity when a contracting officer selects among small business participating in the 8(a), HUBZone and SDVOSB programs. Under the interim rule, contracting officers will have the discretion to determine whether an acquisition will be restricted to one of these three programs. The interim rule also clarifies that for acquisitions exceeding the simplified acquisition threshold (that is, contracts more than \$150,000), contracting officers must consider a set-aside or sole source award to a small business under the 8(a), HUBZone, or SDVOSB programs before proceeding with a small business set-aside. The market research revealed the availability of several Tribal 8(a) small businesses capable of performing the work.

The DTRA Office of Small Business Programs (OSBP) searched for potential vendors, utilizing the Small Business Administration's dynamic market research tool, they identified 1578 small businesses who listed the appropriate NAICS Code, 561920, for Convention and Trade Show Organizers. Of those, 187 were in an 8(a) program. There are 18 small businesses listed as Tribal 8(a) companies operating within this NAICS Code.

Within these Tribal 8(a) small businesses identified, the DTRA OSBP surveyed their stated capabilities on corporate websites, and reached out to 8 of those: Synteras; Chenega Government Consulting; Teya Technologies; Emerald Consulting Group; Sava Solutions; Doyon Logistics Services; NAVAR; and Bowhead Systems Management. DTRA OSBP inquired about their capabilities related to and interest in the DTRA requirement. DTRA OSBP invited 5 of the 8 identified Tribal 8(a) small businesses (Sava Solutions, Teya Technologies, Doyon Logistics Services, Setaras, and NAVAR) to present their capabilities. Setaras canceled their briefing for the effort.

**Selected Approach:** A single award IDIQ contract to a Tribal 8(a) SB is in the best interest to the agency. Alaska Native Corporations (ANC) have direct and indirect subsidiary corporations, joint ventures and partnerships that meet the requirements of 43 U.S.C. 1626(e)(2) for small business classification. This reach back capability builds government confidence in their ability to execute multiple concurrent event requirements as there may be surges involving multiple customers within DTRA utilizing the IDIQ contract simultaneously.

Based on the above analysis and in consultation with the Small Business (SB) office, five Tribal 8(a) SB concerns were identified with parent companies with the resources required to meet this type of requirement. NAVAR, Inc. was identified as the most capable performer with steady, relevant experience supporting similar requirements for government customers. In addition, they demonstrated the resources and willingness to be responsive to emerging requirements, including the acquisition of additional support as necessary to meet those emerging requirements for DTRA. They have a complete focus in the government market, a market place in which they have operated for several decades. The vendor has in-house capabilities for marketing, graphics, web design and general management, which will increase their ability to meet the requirements quickly.

NAVAR has experience fulfilling concurrent requirements, with 180 event days produced per year; these events span a broad range of sizes and locations. NAVAR has a proven planning process in place to devise and implement strategies for successful strategic communications. Their past experience demonstrates an ability to provide the required services on short notice and in many locations, and that they are able to successfully integrate strategic communication and event support activities. This consistent and relevant experience, coupled with the strength of their in-house capabilities will reduce costs on the contract since the work will not have to be outsourced.

#### **4. A determination that the anticipated cost of the contract will be fair and reasonable.**

The Firm-Fixed-Price (FFP) CLINs established in the IDIQ basic contract will be determined to be fair and reasonable based on market research, comparison to historical costs, cost analysis, and direct negotiation with the performer. The Cost Reimbursable (CR) and Cost Plus Fixed Fee (CPFF) CLINs will be determined fair and reasonable as negotiated under each Task Order. The offeror will be required to submit certified cost or pricing data in accordance with FAR 15.403-4.

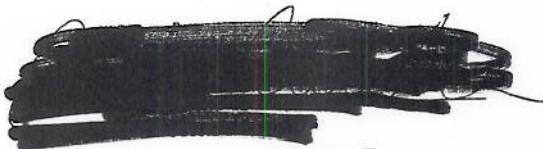
In addition to the cost and pricing data submission, the proposal will be examined for price reasonableness, cost realism, and completeness. The Government will determine if the proposed cost/price(s) are realistic for the work to be performed, reflects a clear understanding of the solicitation's requirements, and are consistent with the various elements of the performer's technical proposal. Price reasonableness will be determined based on the results of the cost/price analysis, application of the price analysis techniques detailed in the FAR, and a comparison to the Independent Government Cost Estimate (IGCE). The contract specialist will also compare like events using the rates on the General Services Administration (GSA) schedules. DCMA will provide an assessment of the contractor's cost estimating, purchasing, and accounting systems. Since the effort is under the \$100M threshold, DCMA will provide field pricing assistance as requested.

**5. Such other matters as the head of the agency concerned shall specify.**

While the majority of the event support and strategic communication requirements are expected to be generated through the DTRA RD Enterprise, the contract will be available for use throughout the DTRA Enterprise.

**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.



15 Aug 2011  
Date

Program Manager RD-CBZ

**Contracting Officer Certification**

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



16 Aug 2011  
Date

Victor E. Cramer  
Contracting Officer BE-BCRC

**General Counsel Coordination**

This justification is ~~is~~ legally sufficient.





23 Aug 11  
Date

Associate General Counsel DIR-GC

**Competition Advocate**



  
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Competition Advocate BE-BCP

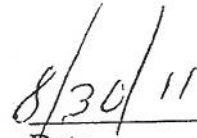
  
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**Approval**

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

  
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Head of Contracting Activity BE-BC

  
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Date