



UNITED STATES MARINE CORPS
REGIONAL CONTRACTING OFFICE
MARINE CORPS INSTALLATIONS PACIFIC
CAMP SMEDLEY D. BUTLER, OKINAWA
PSC 557, BOX 2000
FPO AP 96373-2000

IN REPLY REFER TO

JUSTIFICATION AND APPROVAL FOR
USE OF OTHER THAN FULL AND OPEN COMPETITION
J&A No. M67400-FY16-██████████

1. Agency and Contracting Activity.

Agency
MCIPAC G6
Building 480
Camp Butler
FPO, AP 96373.

Contracting Activity
Regional Contracting Office
Marine Corps Installations Pacific-MCB
Camp Butler
PSC 557 Box 2000
FPO AP 96373-2000

2. Description of Action Being Approved.

Marine Corps Installation Pacific (MCIPAC), G6 requires the life cycle replacement of land mobile radio (LMR) equipment assets at Camp Butler. The existing Japan Joint LMR (J2LMR) system is a Motorola 7.5 IV&D system. This effort will life cycle replace subscriber units, at Camp Butler and be completely compatible with the existing LMR equipment throughout Japan. For the reasons described below, the Regional Contracting Office will award a brand name contract for Motorola Solutions Radios for the integration into the Department of Defense (DoD) J2LMR network.

3. Description of Supplies/Services.

The current services contract for Land Mobile Radio (LMR) services within Japan utilize the vendor Motorola whom provides LMR communication equipment and architectures that were fielded by the Army, Marine Corps, and Air Force. This contract includes software and hardware unique to Motorola and provides the roaming capabilities required in our diverse community. Using Vendors other than Motorola would result a loss in capabilities that currently reside throughout Japan.

The minimum government requirements to integrate the radio equipment:

1. Depot level capabilities resident in Japan.
2. Existing access to the Kadena master site. This is a vital to ensure integration with the existing J2LMR fleet map and interoperable talk group structure.
3. Utilize existing advanced encryption standards. LMRs in the USPACOM AOR use Advance Encryption Standard (AES) to encrypt Sensitive but Unclassified (SBU) information.
4. Employ existing Over the Air Programming technology.
5. Employ existing Over the Air Rekeying technology

6. A testing facility, with the existing equipment architect, that is capable of supporting pre and post integration efforts. Because this equipment is used as the last resort for critical communications it is imperative that a successful transition is accomplished.
7. Able to honor existing warranties.
8. Credentials to engineer, reconfigure, connect, program, optimize, integrate, test, and migrate to meet original equipment manufacturers specifications.

The total estimated dollar value for this Contract action is approximately [REDACTED]. MCIPAC G6 [REDACTED] will be used for this requirement.

4. Statutory Authority Permitting Other Than Full and Open Competition.

This request is submitted pursuant to the authority of Title 10 U.S.C. 2304(c)(1) or 41 U.S.C. 253(c)(1), which provides that full and open competition need not be obtained where there is "only one responsible source and no other supplies or services will satisfy agency requirements". (FAR 6.302-1(2)(ii)(A&B)).

5. Rationale Justifying Use of Cited Statutory Authority.

In the past, the DoD and Service Components were unable to identify enterprise level solutions to address DoD LMR requirements as a whole, and subsequently Services were given the authority to pursue commercial off the shelf (COTS) capabilities to meet their LMR requirements. The inability to identify an enterprise solution is not due to a limitation of available COTS technologies; rather it is indicative of the complexity of finding common solutions to address a broad spectrum of interoperable requirements encountered by installation commanders. This complexity increases significantly in environments outside the continental United States (OCONUS) with the imposition of host-nation/bilateral agreements, political/military considerations and other challenges and constraints with obtaining spectrum authority and authority to operate equipment.

Because of this, the MCIPAC G6 partnered with Kadena Air Base to leverage their existing Motorola LMR solution¹. MCIPAC also partnered with others and continue to do so based upon USPACOM CIO policy for LMR systems. This Policy and Guidance Memorandum (PGM) includes definitions, concepts and guidance for LMR systems and equipment, including all planned improvements, expansions, and/or system replacements. This policy covers all DoD LMR fixed and mobile assets throughout the USPACOM AOR.

The minimum specific requirements and characteristics of the J2LMR system and the expertise requirements previously mentioned limit the availability to a single source, Motorola Solutions. The following are some of the minimum requirements used as the basis for sole source justification:

1. The existing equipment located at Kadena AB Japan is authorized for use on J2LMR network. At this time, no other brands are authorized because of advanced encryption standards, lack of frequencies provided by Host Nation, interoperability with existing assets, capability to sustain asset and network constraints of existing solution.

¹ Memorandum of Understanding between MCIPAC G6 and 18th Communication Squadron dated 8 January 2010

2. The existing equipment and infrastructure is a Joint solution between the Air Force, Army, Marine Corps, and Navy. The existing equipment is based upon Motorola 7.5 technology and any integration efforts must coordinate, connect, and comply with the existing solution. To introduce new equipment into the existing environment would cause additional expenses for all Services.
3. The existing solution contains a consolidated suite of capabilities that provide seamless communications for first responders and emergency managers throughout Japan. It is too great of a risk to experiment with non OEM equipment and unproven integration efforts for MCIPAC.
4. The integration of life cycle replacement equipment into J2LMR must be performed by personnel certified by Motorola and with the required access to add this equipment to the Kadena AB Master Site.
5. Shall be authorized to operate in Japan and have existing depot level capabilities, resident in Japan, for the OEM equipment.

A fragmented integration solution through multiple vendors places the preponderance of responsibility and liability upon the customer (MCIPAC G6) who has neither the staffing, nor experience to ensure that all components, services, etc., are engineered, integrated, or optimized on time and in order. The absence of any single line item becomes a potential "show stopper" that can delay or possibly deny contract execution and is likely to result in additional expenses and cost overruns borne by MCIPAC. The following are a list of requirements for LMR integration into the J2LMR system. Motorola brand radios meet or exceed each requirement.

- Project 25 - Motorola radios are Project 25 (P25) certified, and provide more than just basic P25 features. Frequently, other radios are certified for only a subset of the Project 25 features available. For example, other vendor's radios may not operate in Trunked System Failsoft Mode, Dynamic Regrouping (often used in disaster situations), Radio Check, Call Alert, Remote Monitor, Radio Trace, and Status Request. Missing needed features in a radio may impact safety and cost the government efficiency.
- OTAR - Other vendor's radios using Over-The-Air-Rekeying (OTAR) may only be capable of rekeying one radio at a time and often have to bring radios back to the shop, even when minor changes are made. Frequently, other radios cannot be securely inhibited over-the-air. When "manually" rekeyed with encryption, radios are likely to only work with discontinued KVL3000 Key Loaders.
- OTAP - Other vendor's radios using Over-The-Air-Programming frequently can't perform batch programming, can't perform encrypted programming, and have to be programmed separately from existing Motorola radios.
- Durability - Motorola APX mobile and portable radios use high strength zinc alloy metal for its chassis material providing strength and durability in its rugged design. Motorola also uses gold plating on all contact points because it is the most conductive material and effectively resists corrosion. Motorola uses precise state-of-the-art manufacturing techniques, which result in high reliability. Other radios may use thin-wall aluminum, hand soldering and glue as part of their manufacturing process.

- Support - Motorola Technical Support is free by calling [REDACTED] for DoD and Federal customers who have technical questions. This is a service that provides an exceptional value and cost savings over the life of the Motorola product.
- Ease of Use - End users and customer technical personnel are familiar with the user interfaces on Motorola radios. Another vendor's radio would create a need to invest in additional training for the radio users and customer technical personnel.
- Data Applications - Motorola APX radios are capable of providing a full suite of data features. These include text messaging, OTAP (over the air programming) and GPS location over the P25 trunked system. Other vendor's radios may not be able to provide this full suite of data applications over the trunked radio system.
- Encrypted Data - Motorola radios are capable of encrypting data messages. This is a valuable security feature as Information Assurance policy becomes more stringent throughout the DoD. Other vendor radios may not offer this important security feature.
- Channel Announcement - APX radios offer Audible Channel Announcement. This is another important safety feature. Channel Announcement allows users to safely change channels or talk groups when they cannot see the radio, such as a smoky environment during a fire. The radio provides a spoken (pre-recorded voice file) description of the selected channel or talkgroup.
- Federal Depot - Motorola has a subscriber service depot in Japan that is dedicated solely to DoD and Federal government customers. The Motorola Federal depot meets all DoD requirements for asset tracking and security.

Warranty Issues:

The J2LMR solution is the backbone upon which first responders and emergency managers rely upon for critical communications. The reliability/functionality of this capability must be ensured through a single service provider. The loss of a master site, radio site, inability to accurately vet subscriber assets, or inability to monitor the network presents significant risks to security and day to day operations. "All-in-one" warranty and customer service would not be available for an existing Joint maintenance, management, and sustainment contract should this requirement be piecemealed through multiple brands and service providers.

Based on the above, only Motorola Solutions brand radios can provide the unique feature set for the integration of Camp Butler assets into J2LMR network. Changing vendors would result in certain features of the current system, unusable/obsolete. To avoid unnecessary duplication of efforts and costs, a brand name award for Motorola Solutions LMRs for this effort is necessary and in the Government's best interests.

6. Description of Efforts Made to Solicit Offers from as Many Offerors as Possible.

This effort will be synopsised in FedBizOps in accordance with the requirements for FAR 5.2. The Contracting Office shall evaluate all responses received to determine if any other company can provide the required supplies/services. Market research in accordance with FAR Part 10 has been conducted and there are several vendors that can supply similar supplies/services however, the supplies/services are not compatible with the current J2LMR system.

7. Determination of Fair and Reasonable Cost.

The Contracting Officer will determine that the price for this acquisition is fair and reasonable in accordance with FAR 13.106-2 and 13.106-3, and, to the extent deemed necessary by the Contracting Officer, using price analysis technique in FAR 15.404-1 (a) and (b).

8. Actions to Remove Barriers to Future Competition.

Due to only one brand being able to satisfy the agency's requirements because of the proprietary and homogenous nature of the system (all components and infrastructure based upon common vendor architecture), there is no feasible alternative to remove barriers to competition at this point. In the future, when warranties are not an issue and the items need to be replaced, some of these individual items will be able to be procured on a competitive basis.

CERTIFICATIONS AND APPROVAL

Technical/Requirements Certification

I certify that the facts and representations under my cognizance, which are included in this justification and its supporting acquisition planning documents, except as noted herein, are complete and accurate to the best of my knowledge and belief.

NOBLE.DANIEL.A. [REDACTED]

Date 8/16/16

Printed Name and Phone No. Daniel Noble [REDACTED]

Legal Sufficiency Review

I have determined that this Justification is legally sufficient.

Richie Poelma

Date 8/15/16

Printed Name and Phone No. Richie Poelma [REDACTED]

Contracting Officer Certification

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

Steve Schmid

Date 8-12-16

Printed Name and Phone No. [REDACTED]