Control Number:
JA-26-C-0212

JUSTIFICATION REVIEW DOCUMENT
FAR Part 6 Justification for Other than Full and Open Competition

Program/Equipment: Operations and Sustainment Support for Persistent Surveillance Dissemination System of Systems (PSDS2)

Authority: Title 10 United States Code (U.S.C.) §3204(a)(1) as implemented in Federal Acquisition Regulation (FAR) Revolutionary FAR Overhaul (RFO)6.103-1(c)(2)(i), Only one responsible source and no other supplies or services will satisfy agency requirements. Services may be deemed available from only one source when awarding a follow-on contract for the continued development or production of a major system or highly specialized equipment for the continued provision of highly specialized services, would result in substantial duplication of cost to the Government that is not expected to be recovered through competition.

Amount: [redacted]

Prepared by:	Laurie Martinez Procurement Coordinator/COR [redacted]	[redacted] Date: 10 April 2026
Contracting Officer:	Charles Compton Contracting Officer [redacted]	[redacted] Date: 10 April 2026
Technical:	Jeannie H. Eng Lead Engineer [redacted]	[redacted] Date: 10 April 2026
Requirements:	Michael J. Corello Product Lead [redacted]	[redacted] Date: 10 April 2026

Controlled by: PL RISE
CUI Category: PROCURE
LDC: FEDCON
POC: Laurie Martinez, [redacted]

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FAR Part 6 Justification for Other than Full and Open Competition

1. **Requiring Activity:** Product Lead (PL) Reconnaissance, Intelligence, Sensing & Effects (PL RISE)

2. **Contracting Activity:** Army Contracting Command – Aberdeen Proving Ground (ACC-APG), Division C, CCAP-DDC, 6580 Surveillance Loop, building 6006, Aberdeen Proving Ground, Maryland 21005

3. **Description of Action:** PL RISE is requesting approval to award the FAR 52.217-8 Extension of Services to Raytheon Company, Cage Code: 04071, located at 22260 Pacific Blvd, Dulles, VA 20166-6916, under current Defense Logistics Agency (DLA) Indefinite Delivery Indefinite Quantity (IDIQ) Contract Number SPRBL1-15-D-0017. The proposed action would add Cost-Plus-Fixed-Fee (CPFF) - Term and Cost Reimbursable (CR) CLINs to the current task order to extend services for 118 days, from 30 May 2026 – 25 September 2026 in the amount of [redacted] and will cover operations and sustainment services for the Persistent Surveillance and Dissemination System of Systems (PSDS2), encompassing all related systems, subsystems, and hardware/software. Currently, these services are set to expire on 29 May 2026. As a customer-funded requirement, the obligation of Fiscal Year (FY) 26, Operations and Maintenance (O&M) funds is anticipated. Raytheon Technologies is the original equipment manufacturer (OEM) for PSDS2, justifying this sole-source approach.

4. Description of Supplies/Services: The Persistent Surveillance and Dissemination System of Systems (PSDS2) is a critical Quick Reaction Capability (QRC) that has been providing Full Motion Video (FMV) capabilities since 2005. PSDS2 functions as a comprehensive system and architecture, receiving video feeds from various sensors and consolidating them in a central location for persistent surveillance, video analysis, dissemination, and long-term archiving. This request covers Operations and Sustainment (O&S), logistics, and lifecycle support for PSDS2 systems deployed both within the Contiguous United States (CONUS) and Outside the Continental United States (OCONUS) through 2029. This includes personnel for system operation and maintenance in CONUS and OCONUS locations, as well as Field Service Representatives (FSRs) and Operators/Imagery Analysts. The requirement also necessitates the ability to rapidly deliver all necessary items, including digital assets, to designated locations on demand. This support applies to the entire PSDS2 network, encompassing its subsystems, hardware, and software components. The vendor supporting the PSDS2 software must maintain the Secure Internet Protocol Router (SIPR) Authority to Operate (ATO).

a) Hardware, Software, and Firmware Support: Maintenance, updates, and configuration management for the specialized system components.

b) Field Service Representatives (FSRs): Personnel for system installation, deployment, operation, and on-site maintenance in both domestic (CONUS) and international (OCONUS) locations.

c) Imagery Analysts: Specialized operators responsible for monitoring, processing, exploiting, and disseminating Full Motion Video (FMV) and other intelligence data collected by the sensors.

Period	Period of Performance (POP)	Estimated Value
FAR 52.217-8	118 days	[redacted]
	Estimated Overall Total Price	[redacted]

5. Authority Cited: Title 10 United States Code (U.S.C.) §3204(a)(1) as implemented in FAR RFO 6.103-1(c)(2)(i), Only one responsible source and no other supplies or services will satisfy agency requirements. Services may be deemed available from only one source when awarding a follow-on contract for the continued development or production of a major system or highly specialized equipment for the continued provision of highly specialized services, would result in substantial duplication of cost to the Government that is not expected to be recovered through competition.

6. Reason for Authority Cited: Pursuant to FAR RFO 6.103-1(c)(2)(i), Services may be deemed available from only one source when awarding a follow-on contract for the continued development or production of a major system or highly specialized equipment for the continued provision of highly specialized services, would result in substantial duplication of cost to the Government that is not expected to be recovered through competition.

a. Background: PSDS2 is a system that networks existing video sensors into a common architecture to support persistent surveillance and rapid dissemination of actionable information for the Warfighter. PSDS2 receives inputs from multiple sensors to provide Situational Awareness (SA) at all echelons. PSDS2 disseminates real-time streaming video, autosensing available bandwidth and provides video in context for SA on terrain maps for Common Operational Picture (COP) situational display archives video and metadata for forensic analysis.

The services and supplies required to sustain the Persistent Surveillance and PSDS2 are unique and highly specialized, and only the Original Equipment Manufacturer (OEM), Raytheon Company, is capable of providing them. The unique and highly specialized nature of this requirement is rooted in Raytheon's proprietary software and unparalleled system knowledge:

1. The core of the PSDS2 architecture is Raytheon's proprietary [redacted] This software is the engine that enables the entire workflow of video ingestion, processing, and dissemination. Raytheon does not license this software or sell its maintenance rights to other vendors. Therefore, any vendor other than Raytheon is fundamentally incapable of maintaining, modifying, or ensuring the operational readiness of the existing, fielded systems.

2. The Government's position is validated by past procurement history and recent market research. A previous competitive acquisition for these services revealed that the only way for other vendors to meet the minimum technical requirements was to partner with Raytheon as a subcontractor. Recent market research confirms this environment is unchanged. A competitive process would invariably lead back to Raytheon, rendering the competition a costly and time-consuming administrative exercise without a different outcome.
3. The Government does not possess a viable Technical Data Package (TDP) required to compete this requirement. A TDP purchased in 2018 is now obsolete due to numerous software updates and modifications, and the Government has neither the funding nor the resources to maintain it. Without a current TDP, there is no technical baseline from which another vendor could even begin to develop a compatible solution, making a competitive acquisition much higher risk.

b. Analysis of Alternatives: A thorough analysis confirms that no other course of action is viable without introducing unacceptable cost, schedule, and operational risk.

A competitive effort to replace PSDS2 entirely would trigger massive, unrecoverable costs. Without a viable TDP, a new vendor would have to start from zero, effectively replicating over 15 years of system development and integration knowledge. This would entail:

- New Software Development: Designing, writing, and testing a completely new video management system to replicate the functionality of [redacted].
- Hardware and Software Integration: A complex effort to integrate the new system with the PSS-T Family of Systems (FoS) and a multitude of government-furnished sensors.
- Full-Scale Testing Regimen: Conducting a complete series of Developmental Testing (DT) and Operational Testing (OT) events to validate system performance and safety.
- Logistics and Training Overhaul: Creating an entirely new set of training materials and logistics support plans.

A conservative estimate for this effort, as detailed previously, is [redacted] It is fiscally irresponsible to invest such sums into a capability supporting the PSS-T, a system is planned to start divestment this fiscal year. This would be a deliberate investment in a dead-end capability, directly contradicting prudent fiscal stewardship.

The projected timeline to field a replacement system through a competitive process is estimated at 6.5 to 10+ years. This timeline includes the phases of procurement, system analysis, development, integration, a multi-tiered testing and validation process, and the lengthy, high-risk process of achieving a new Authority to Operate (ATO) through the full Risk Management Framework (RMF).

This multi-year delay would create a catastrophic capability gap. The current contract for O&S services expires in May 2026. Upon expiration, the fielded PSDS2 systems would degrade and fail without OEM support. This would leave deployed forces in high-threat environments, including [redacted] without the real-time threat detection and situational awareness capabilities they rely on for force protection. This gap represents a direct and sustained threat to the lives of U.S. service members. It is not a matter of simple inconvenience; it is the removal of a critical tool used to prevent attacks and save lives. The operational risk created by this gap is, by itself, sufficient reason to reject this alternative.

In summary, a full and open competition would fail to produce a true competitive outcome, would incur substantial and fiscally imprudent costs for a divesting system, and would most critically, create a multi-year capability gap that would place American lives at direct risk. It is an untenable and operationally reckless course of action.

- Other Government Contract Vehicles: While a new task order could be placed against the DLA IDIQ SPRBL125D0006, it would still require a sole-source award to Raytheon. Leveraging another agency's contract reduces the Army's control over administration and efficiency. A direct, sole-source award provides the most timely and controlled path to securing the required services.

c. Impact if Not Approved: Failure to approve this Extension of Services will have severe and immediate consequences, directly increasing the risk of mission failure and loss of life for deployed U.S. forces. The impacts are as follows:

- An immediate cessation of Operations and Sustainment (O&S) services would occur upon the current contract's expiration in May 2026. The PSDS2 systems supporting [redacted] missions would degrade and fail. Warfighters would lose the ability to exploit mission-critical video feeds, blinding them to developing threats and eliminating a key tool for force protection. This creates a direct and unacceptable risk to soldiers' lives.
- Without OEM support, the systems will suffer from software obsolescence, unresolved hardware failures, and critical cybersecurity vulnerabilities. The ATO, which only Raytheon can effectively support for its proprietary system, would lapse, rendering the systems unauthorized for network connection and use.
- The Army's significant historical investment in the PSDS2 platform would be lost. The operational downtime would eventually force an emergency re-procurement, likely at a much higher cost and on a compressed, high-risk schedule.

In conclusion, given Raytheon's exclusive ownership of the required proprietary software, the lack of a viable TDP, the unacceptable cost and schedule impacts of competition for a divesting system, and the catastrophic impact on the mission, awarding an Extension of Services for sole-source contract is the only logical and responsible course of action to ensure the continued protection of U.S. forces.

7. Actions to Increase Competition: The non-competitive nature surrounding PSDS2 has not changed since the last Sole Source Certification document dated 10 April 2025 was approved by the DLA Land and Maritime Small Business Office and DLA Land and Maritime Competition Advocate. Raytheon is the original equipment manufacturer (OEM). The Government's ability to competitively procure this effort is contingent upon re-procuring the up-to-date TDP for the PSDS2 system. The current TDP held by the Government is significantly outdated and the PSDS2 program is [redacted], rather than directly [redacted] will continue to evaluate other commercially available as well as government dissemination services for applicability. A continuous sole source environment is not healthy for small business growth and market enhancement, and [redacted] believes there could be another product that could eventually meet the demands and highly specialized nature of the PSDS2 program. At this time, market research and Request for Information (RFI) has revealed that Raytheon does not intend to sell any level of its TDP for PSDS2 support [redacted].

Historically, various efforts to promote competition for this effort have been utilized. The nature of the PSDS2 Hardware/Software being proprietary to the OEM (Raytheon) have yielded zero (0) exact item results in market research findings. Alternative solutions have been identified, however, those solutions introduced unacceptable schedule, cost, or technical risks that could disrupt PSDS2 mission support with an unproven system. Critically, these solutions also failed to demonstrate compatibility with the existing theater surveillance architecture. Additionally, Raytheon is the only source able to access and maintain the Secure Internet Protocol Router (SIPR) Authority to Operate (ATO).

8. Market Research: The Government issued an RFI to the ten MATOC IDIQ contract holders that were open from 03 July 2025 - 11 July 2025 and received responses from the following five vendors: Elevated, MSG, Raytheon, TCOM, and Thunderbolt. The responses confirmed the market remains unchanged regarding the capability to provide comprehensive PSDS2 O&S support. The following is a summary of the responses received for each vendor as evaluated by the [redacted] team.

Market research indicates that support requirements for the PSDS2 are typically outsourced by vendors directly to the OEM, Raytheon. This outsourcing arrangement to Raytheon, the system's developer, covers a comprehensive range of specialized support functions, including Hardware/Software/Firmware Support, Field Service Representatives, and Imagery Analysts. This practice has resulted in sole-source arrangements as indicated through past efforts because the U.S. Government does not possess the full TDP or intellectual property rights for the system's ongoing updates and integrated commercial hardware, necessitating continued reliance on the OEM for sustainment.

Table 1: RFI Respondents

Vendor Name	Location	Point of Contact

Elevated Technologies, LLC.	6040 S Emery Mesa, AZ 85212	[redacted]

Capability Assessment Summary:

Elevated Technologies is a member of team ACES (QinetiQ, C-Speed, and Sky Ship Services). Elevated has experience in PGSS, PTDS, PSS-T, KSA, TAS and TARS programs. Elevated is not an OEM for PSDS2 and did not indicate any offerings of like items. Elevated offers the capability to run the Video Dissemination Service without sourcing through an OEM provided they have the appropriate administration access. Elevated has experience installing [redacted] and hardware components on aerostat programs as well as several other Processing, Exploitation, and Dissemination (PED) software solutions utilized across the ISR landscape. Elevated is not capable of performing the full requirement. Elevated would outsource a large portion of the PSDS2 support (Hardware/Software/Firmware/FSRs/Imagery Analysts) to the OEM (Raytheon).

Vendor Name	Location	Point of Contact
Mission Solutions Group, Inc. (MSG)	6655 Jet Park Rd. North Charleston, SC 29406	[redacted]

Capability Assessment Summary:

MSG offers a like item which is provided to USCENTCOM with operations and sustainment support, the Tactical Relay Kit-X (TRK-X, formerly Digital Video Broadcast-Return Channel Satellite DVB-RCS) that supports the [redacted] Full Motion Video (FMV) backhaul mission with daily coverage capability for more than 400 transmit video feeds and more than 4,000 receive video feeds. MSG is the OEM of the Tactical RelayKit-X. MSG has experience with operations support, logistics, integration support, TDP production, FMV operations, FSR support, developing technical manuals, training, sustainment, and obsolescence management. Services typically provided by MSG consist of providing operators (FSRs), cybersecurity services, help desk support, and system engineering support. MSG is not capable of performing the full requirement. MSG would outsource a large portion of the PSDS2 support (Hardware/Software/Firmware/FSRs/Imagery Analysts) to the OEM (Raytheon).

Vendor Name	Location	Point of Contact
Raytheon	1000 Wilson Blvd. Arlington, VA 22209	[redacted]

Capability Assessment Summary:

Raytheon's offers the [redacted] data management system and enterprise network solution integrates multiple motion imagery sensors for enhanced situational awareness and rapid decision-making. Raytheon is the OEM for [redacted] (PSDS2) and

can provide logistics support and configuration management both CONUS/OCONUS. As the OEM, Raytheon is knowledgeable of the requirements to support and maintain the [redacted] Software and PSDS2 operations. Raytheon maintains the secret accreditation for the PSDS2 systems and software which includes the SIPR ATO. Raytheon is the OEM and incumbent vendor of the [redacted] sensor data management system that comprises the [redacted] PSDS2 program and is capable of performing the full requirement.

Vendor Name	Location	Point of Contact
TCOM, L.P.	7115 Thomas Edison Dr. Columbia, MD 21046	[redacted]

Capability Assessment Summary:

TCOM is an integrated aerostat systems manufacturer that supports deployed ISR missions to CONUS and OCONUS locations. TCOM provides aerostats, high-altitude balloons (HAB), TeUAS and radars. TCOM and its partners provide logistics planning, provisioning, version control, fielding, and configuration tracking. TCOM and its partners offer an equivalent set of services that support full-motion video (FMV) capture, encoding, metadata tagging, dissemination, archiving, and playback across secure tactical and enterprise networks. TCOM and its partners are not the OEM of the original PSDS2 system which is a proprietary system. However, TCOM runs a similar Video Dissemination Service setup on the PSS-T and KSA programs running proprietary [redacted] TCOM is not capable of performing the full requirement. TCOM would outsource a large portion of the PSDS2 support to the OEM (Raytheon).

Vendor Name	Location	Point of Contact
Thunderbolt Software, LLC	7 Windham Circle Mendon, NY 14506	[redacted]

Capability Assessment Summary:

Thunderbolt is a system integration contractor and has experience with project management, system integration, supply chain management, risk management, quality assurance, and engineering. Thunderbolt has experience in software-based video distribution from multiple camera formats using local or cloud-based video services and its partners have experience working with hardware Based video services supporting various customers. Thunderbolt is an OEM of a software-based Video Distribution service [redacted] and products offered by Thunderbolt are commercially available. This service streams videos to web pages, command centers, mobile devices, and AI platforms. Thunderbolt has the capability to provide product/services CONUS/OCONUS but will leverage this reliance more for OCONUS support. Thunderbolt is not capable of performing the full requirement. Thunderbolt would outsource a large portion of the

PSDS2 support (Hardware/Software/Firmware/FSRs/Imagery Analysts) to the OEM (Raytheon).

9. Other Facts:

a. Procurement history. The history of the PSDS2 contract actions, since the inception of the program, are listed in Table 2 below. Table 2 shows a record of when Full and Open Competition after exclusion of sources has been used in the past. However, when the contracts were awarded to other vendors competitively, the PSDS2 portion was sub-contracted to Raytheon because no TDP was available.

Table 2: Procurement History

Contract	Contractor	Period of Performance	Extent Competed/Authority
SPRBL1-15-D-0017/ W56KGY-25-F-0048	Raytheon	30 May 2025 – 29 May 2026	Order Under Single Award IDIQ (Base – FAR 6.302-1, Only One Responsible Source)
SPRBL1-15-D-0017/ W56KGY-23-F-0034	Raytheon	30 May 2023 – 29 May 2025	Order Under Single Award IDIQ (Base – FAR 6.302-1, Only One Responsible Source)
W56KGY-16-D- 0006/ 0007	Raytheon	1 June 2018 - 31 May 2022	Order Under Single Award IDIQ (Base – FAR 6.302-1, Only One Responsible Source)
W56KGY-16-D- 0006/0001	Raytheon	1 June 2016 – 31 May 2017	Order Under Single Award IDIQ (Base – FAR 6.302-1, Only One Responsible Source)
W15P7T-10-D- D406/0006	Raytheon	1 June 2013 – 31 May 2014	Exception to Fair Opportunity- 16.505(b)(2)(B), Award under Multiple Award Task Order Contract.

Encore II Base/Op 1 HC1028-08-D-2024/0004	Raytheon	19 September 2009 – 18 September 2010	Exception to Fair Opportunity- 16.505(b)(2)(B), Award under Multiple Award Task Order Contract.
S3, W15P7T-06-D-E404/0003	Computer Sciences Corporation, subcontracted to Raytheon	8 September 2006 – 28 September 2011	Exception to Fair Opportunity- 16.505(b)(2)(B), Award under Multiple Award Task Order Contract.
ATSP3, H94003-04-D-0006/0058	Raytheon	20 September 2007 – 31 October 2008	Exception to Fair Opportunity- 16.505(b)(2)(B), Award under Multiple Award Task Order Contract.
ATSP3, H94003-04-D-0006 / 0011	Raytheon	22 September 2005 – 31 March 2006	Exception to Fair Opportunity- 16.505(b)(2)(B), Award under Multiple Award Task Order Contract.
Base/Opt. 2/3 (P4P), DAAB07-03-D-B013-0053	Technical and Management Services	29 December 2004 – 30 January 2007	Exception to Fair Opportunity- 16.505(b)(2)(B), Award under Multiple Award Task Order Contract.

b. Other facts: N/A

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10. Technical Certification: I certify that the supporting data under my cognizance, which are included in the justification, are accurate and complete to the best of my knowledge and belief.

[redacted]
JEANNIE H. ENG
Lead Engineer, PL RISE

11. Requirements Certification: I certify that the supporting data under my cognizance, which are included in the justification, are accurate and complete to the best of my knowledge and belief.

[redacted]
MICHAEL J. CORELLO
Project Lead, PL RISE

12. Fair and Reasonable Cost Determination: I hereby determine that the anticipated price/cost to the Government for this contract action will be fair and reasonable. This determination will be made using cost analysis, cost realism, price analysis, and independent Government estimate IAW FAR 15.404-1. As part of the basis, certified cost or pricing data will be required.

[redacted]
CHARLES T. COMPTON
Contracting Officer

13. Contracting Officer Certification: I certify that this justification is accurate and complete to the best of my knowledge and belief.

[redacted]
CHARLES T. COMPTON
Contracting Officer

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Approval

Based on the foregoing justification, I hereby approve the FAR 52.217-8 Extension of Services for PSDS2 O&S support on an Other than Full and Open Competition basis pursuant to FAR RFO 6.103-1(c)(2)(i), Only one responsible source and no other supplies or services will satisfy agency requirements. Services may be deemed available from only one source when awarding a follow-on contract for the continued development or production of a major system or highly specialized equipment for the continued provision of highly specialized services, would result in substantial duplication of cost to the Government that is not expected to be recovered through competition. The estimated value of the new task order is [redacted] for 118 days, 30 May 2026 – 25 September 2026. This approval is subject to availability of funds, and provided that the supplies and/or services herein described have otherwise been authorized for this acquisition.

[redacted]

CHARLES T. COMPTON
Contracting Officer