JUSTIFICATION
FOR OTHER THAN FULL AND OPEN COMPETITION

PURSUANT TO FAR 6.104

CONTROL NUMBER: JA-FY26-055

1. IDENTIFICATION OF THE AGENCY AND THE CONTRACTING ACTIVITY.

National Geospatial-Intelligence Agency / Office of Contract Services

2. NATURE AND/OR DESCRIPTION OF THE ACTION BEING APPROVED.

The nature and description of this action (justification) for approval is for continued Operations and Sustainment (O&S) support for the complex and unique International Geospatial Warehouse (IGW) system. NGA maintains O&S responsibilities for the IGW as documented in the existing Multinational Geospatial Coproduction Program (MGCP) Memorandum of Understanding (MOU). The support is currently being provided through IGW3 under a GS35F-0373P/HM047621C0002 with Compusult Limited (herein referred to as Compusult or the incumbent). The current contract period of performance ends 30 June 2026.

The Source Directorate's Office of Geography Global Geography Division (SFGG) is requesting approval for a sole-source follow-on contract (IGW4) with Compusult for continued O&S support for the IGW. The proposed contract must be issued on a sole-source basis because the services are highly specialized due to the complex nature of the IGW system including contractor proprietary rights to the WES software, which is at the heart of its core capabilities. Awarding to any source other than the incumbent would likely result in substantial duplication of costs and degradation of mission operations.

The development of this highly complex system has spanned nearly 20 years and has included the involvement of technical experts from 32 nations to help enhance the efficiencies of the system to make it a valuable tool in the overall management of the MGCP, which is critical to on-going support to mission operations where partners fund their own production programs and contribute essential data to the IGW. [redacted]

Please note that partner funding and NGA's are interconnected since NGA Source pays for the O&S, and the nations contribute the data funded by their own governments to the warehouse when it comes to the overall IGW program. For the IGW program to evolve to the state that it is in now, the various partners that use or rely on said program have contributed capital, to include subject matter expertise, in the continued evolution of this platform that they collectively want to maintain. When it comes to direct funding this portion of the IGW program, NGA is putting forth the capital in the form of funding at the forefront. In the terms of partner direct funding, the partners spend money on their own production to contribute to the IGW. It is then deposited into the IGW, where the burden sharing entitlements are achieved based on the data they contribute to the program.

3. ESTIMATED VALUE AND PERIOD OF PERFORMANCE OR PROJECTED DELIVERY SCHEDULE.

a. ESTIMATED VALUE: [redacted]

b. PERIOD OF PERFORMANCE, INCLUDING ALL OPTION PERIODS, OR PROJECTED DELIVERY SCHEDULE:

The Period of Performance (PoP) of this contract is 53-months from the date of award. The PoP of this contract consists of a base year (5 month) and four Optional Years (OY) as reflected/projected below:

Base Year:	1 Jul 2026 – 30 Nov 2026
Optional Year 1:	1 Dec 2026 – 30 Nov 2027
Optional Year 2:	1 Dec 2027 – 30 Nov 2028
Optional Year 3:	1 Dec 2028 – 30 Nov 2029
Optional Year 4:	1 Dec 2029 – 30 Nov 2030

4. IDENTIFICATION OF THE STATUTORY AUTHORITY PERMITTING OTHER THAN FULL AND OPEN COMPETITION.

The statutory authority permitting other than full an open competition is 10 U.S.C. 3204(a)(1) as implemented by FAR 6.103-1, "Only one responsible source and no other supplies or services will satisfy agency requirements."

5. DESCRIPTION OF THE SUPPLIES OR SERVICES REQUIRED TO MEET THE AGENCY'S NEEDS.

The IGW system was developed by Compusult Ltd. beginning in 2005, with the system first becoming operational in 2006, as the main management tool, depository, storage and dissemination capability in order to support the MGCP Program. The IGW resides at Compusult's facility in St. Johns, Newfoundland, Canada. Sole source contracts for IGW O&S were awarded to Compusult in 2009, 2012, 2017 and 2020 (prior to 2009, Compusult worked the IGW requirements via subcontracts). This is an operational system acting as a main data and management portal directly supporting MGCP co-production of High-Resolution Vector Data (HRVD) by 32+ member nations. NGA has a commitment through the MGCP MOU to maintain the IGW.

Operations and Sustainment (O&S) services required for the IGW include:

1) Host IGW web application services;
2) Maintain commercial and non-commercial software configured to support IGW and enable continuity of operations;
3) Ongoing database maintenance to include tracking, reporting, and data ingestion/delivery;
4) Perform system enhancements, as directed by the MGCP user community;
5) Support system testing and inspection for maintaining system security;
6) Perform recapitalization and maintenance of IGW system hardware as required;

The IGW system has a litany of unique, core capabilities that it must provide in order to meet the needs of the 32+ foreign partner users. These core capabilities are described in detail in the Appendix of the IGW4 Statement of Work (SOW).

6. DEMONSTRATION OF THE PROPOSED CONTRACTOR'S UNIQUE QUALIFICATIONS OR THE NATURE OF THE ACQUISITION THAT REQUIRES USE OF THE AUTHORITY CITED.

This action is justified pursuant to FAR 6.103-1(c)(2), this is a follow-on contract for the continued development of a major system or provision of highly specialized services, and it is likely that award to any other source would result in substantial duplication of cost or unacceptable delays.

The Government has restricted rights in the baseline software used in the IGW and does not possess the baseline software source code. Since Compusult owns the baseline source code, that source code is not available to any other vendor without substantial duplication of cost. Compusult Ltd also has specialized knowledge as the sole developer and maintainer of the applications used in the IGW. The following software, in which the government has a mix of rights, has been integrated into the IGW system baseline:

- Map Manager – Uniquely adapted to provide visualization of high-resolution vector data produced to MGCP specifications by the 32 co-producing nations. Tracks map editions and ancillary information and allows for downloads of MGCP-derived map data in multiple formats.
- IGW Manager – Application environment for interaction between member nations. Enables Quality Assurance management process where member nations perform QA activities within the IGW portal. Integrates PKI secured access to IGW. Provides user portal components such as calendar, private messaging, and FAQs.
- Web Enterprise Suite – COTS product that provides the basis of the IGW web application
- IGW Module – Highly Customized, IGW-specific add-on tools to the Web Enterprise Suite. Enables the upload and download of high resolution MGCP vector data and allows for the check-in and check-out of data based on a credit/debit system linked to member nations' participation.

Given the proprietary nature of the existing IGW baseline, competing IGW O&S requirements could only occur through a complete redesign of the IGW System. Since 2006, Compusult has implemented numerous MGCP-specific modifications to the software comprising the IGW, such that the software on the IGW system is completely customized. A large number of modifications have been required to meet the numerous, unique core capabilities of the IGW system (as outlined in the IGW SOW Appendix).

No software on the market is available to meet the specialized needs of the IGW4 requirements and the core capabilities of the system for the MGCP community out of the box, without substantial, associated development/ramp-up costs. To redesign and rebuild the IGW would result in a substantial duplication of costs because all of the unique, MGCP-specific capabilities

that Compusult has built into IGW would have to be re-engineered. This would require a considerable level of effort and associated costs as outlined in the comparison, including a duplication of effort for a transition time. These factors would incur additional unnecessary costs, as well as the extensive customization needed to make the tool useable.

The Government pursued market research through an open-source internet search on companies that possessed software capabilities, as well as Geographical Information System (GIS) services as alternative solutions to developing IGW4. This was due to the fact that, since the current contractor owns the Web Enterprise Services (WES) source code, a new vendor would be required to redevelop the IGW from the ground up utilizing another software package.

As the current vendor, the Canadian company Compusult offers the most significant advantages for the IGW's continued operation. Their mastery of core capabilities, to include allowing nations to correspond securely with one another; controlling data access via a credit/debit systems; and generating detailed reports, makes them the only vendor qualified to satisfy the Government's requirement of IGW core capabilities and sustain legacy IGW core capabilities without risk and potential impacts to the mission of the USG and partner nations. Compusult has developed the IGW as a complete functionality, already available, without further development required to establish an operational system. There is no lapse in functionality between the current IGW system and a new vendor's system that would degrade mission. Compusult's IGW solution does not require NGA to incur any development cost to achieve a viable replacement for the current IGW platform, preventing adding an unnecessary and unplanned cost increase to the O&M lifecycle. Compusult's 20 year track record fulfilling all primary functions and components of the IGW system using their proprietary Web Enterprise Suite (WES) software and secure hosting facilities makes them the ultimate choice.

Compusult has comprehensive understanding of the MGCP and all IGW core requirements. Their team possesses all technical capabilities outlined in the IGW core requirements, backed by a proven performance record in providing operations and maintenance services through the IGW3 and other contracts.

Based on this proven track record, Compusult stands as the most qualified candidate to deliver IGW core capabilities and O&M requirements without introducing risks to costs, schedule, or performance.

7. DESCRIPTION OF EFFORTS MADE TO ENSURE THAT OFFERS ARE SOLICITED FROM AS MANY POTENTIAL SOURCES AS POSSIBLE.

SFGG's goal in performing market research was to ensure, to the maximum extent practicable, that the scope and requirements specified with the Statement of Work (SOW) avoided unnecessary restrictions or technical impediments that would otherwise minimize competition or limit Small Business participation while also maintaining all necessary functionality to maintain continuation of mission. Efforts from this market research are aimed at achieving an understanding of trends and opportunities that NGA can leverage from industry best practices, as well as identifying viable and qualified sources who might be able to satisfy IGW system O&S requirements while sustaining efficiencies. Sustaining efficiencies in this context means NGA expending limited development dollars in the most resourceful and effective way possible. The Government pursued market research through an open-source internet search on companies

that possessed software capabilities, as well as Geographical Information System (GIS) services, as alternative solutions to developing IGW4. This was due to the fact that, since the current contractor owns the Web Enterprise Services (WES) source code, a new vendor would be required to redevelop the IGW from the ground up using another software package.

Market research was conducted using the internet to evaluate potential vendor capabilities/solutions for the next iteration of the IGW system. This research was conducted from ~June 5 – July 2, 2025, by the current IGW4 Government team. The Government team first confirmed no vendor could provide maintenance services on the existing IGW configuration, since the incumbent owns the source code for the WES software which serves as the IGW baseline. Thereafter, the search focused on identifying alternative solutions to the IGW to fulfill the Government's needs. The market research performed was limited to evaluating potential Commercial Off the Shelf (COTS) software products that could provide IGW core capabilities with minimal or no modifications.

Google provided a list of 26 notable commercial vendors that develop and sell Geographic Information Systems (GIS) software. This list was supplemented with a list of 7 additional vendors taken from a Wikipedia website listing "Notable commercial or proprietary GIS software." Thirty-two (32) vendor software products were reviewed and categorized for their potential to meet IGW requirements. Five (5) products were deemed to be niche GIS providers, with specific industry focus or lack of broad-based capabilities. Five (5) vendors were content providers with insufficient GIS capability, and thirteen (13) were image processing products that support primarily visualization and analytics, making them fundamentally unsuitable for the task. Two (2) vendors were offering consulting/marketing software, and three (3) vendors did not have active websites, again, making these unsuitable options. Since the current Vendor, Compusult, is the only company that owns the proprietary software know as WES, it is impossible for the government to replicate a similar system (IGW) without experiencing substantial time delays and development costs before the system could even deploy.

8. CONTRACTING OFFICER DETERMINATION THAT THE ANTICIPATED COST TO THE GOVERNMENT WILL BE FAIR AND REASONABLE.

The Contracting Officer (CO) has determined that a fair and reasonable price is obtainable because there is substantial pricing history with the incumbent on the current IGW system. The CO will use cost and price analysis techniques within FAR 15.404 to determine a fair and reasonable price.

9. DESCRIPTION OF THE MARKET RESEARCH CONDUCTED AND THE RESULTS OR A STATEMENT OF THE REASON MARKET RESEARCH WAS NOT CONDUCTED.

A full market research study was not conducted for the IGW4 sole source initiative due to the unique specialization of its core capabilities developed over time, aided by subject matter technical experts from 32 nations. The proposed contract must be issued on a sole-source basis, because the services are highly specialized due to the complex nature of the IGW system and its core capabilities. Award to any source other than the incumbent would likely result in substantial duplication of costs and degradation of mission operations. Additionally, since Compusult is the only company that owns the proprietary WES software, it is impossible for the

Government to replicate a similar system (IGW) without experiencing substantial development costs before the system could even deploy.

The development of this highly complex system has spanned nearly 20 years and has included the involvement of technical experts from 32 nations to help enhance the efficiencies of the system to make it a valuable tool in the overall management of the MGCP, which is critical to on-going support to mission operations where partners fund their own production programs and contribute essential data to the IGW. This contribution of data represents a cost avoidance to the USG of $43M per year. Overall, the USG reaps a 7:1 return on investment, and the total program has resulted in excess of $1.5B in cost avoidance to the USG since its inception.

10. ANY OTHER FACTS SUPPORTING THE USE OF OTHER THAN FULL AND OPEN COMPETITION.

The current IGW3 O&S contract expires on 30 June 2026. Should the IGW system go off-line at that time, NGA will not be able to fulfill its commitments under the MGCP MOU, and the MGCP community will not have a platform to receive, store, disseminate, and share the data produced by the 32 member nations. The high-resolution vector and map data residing on the IGW is critical for US, NATO and multi-national Coalition support for ongoing military and intelligence operations. Failure of the, or an unsupported, IGW system will result in MGCP partners lacking ready access to data; lacking a system supporting MGCP production; and lacking a protected personal messaging system for the nations to share information and data. Compusult is the only company that currently can support these unique requirements through the continued provision of highly specialized O&S of the IGW system.

There is no software on the market currently available to meet the specialized needs of the IGW4 requirements and the core capabilities of the system for the MGCP community without substantial, associated development/ramp-up costs. To redesign and rebuild the IGW would result in a substantial duplication of costs because all of the unique, MGCP-specific capabilities that Compusult has built into IGW would have to be re-engineered. This would require a considerable level of effort and associated costs as outlined in the comparison, including a duplication of effort for a transition time. These factors would incur additional unnecessary costs as well as the extensive customization needed to make the tool useable.

The Source Directorate funds the IGW, and no funds are available to support software development of a system to replace the IGW.

11. LISTING OF SOURCES, IF ANY, THAT EXPRESSED, IN WRITING, AN INTEREST IN THE ACQUISITION.

A notice of intent to sole source will be published on sam.gov and any responses received will be considered for a capabilities assessment.

12. STATEMENT OF THE ACTIONS, IF ANY, THE AGENCY MAY TAKE TO REMOVE OR OVERCOME ANY BARRIERS TO COMPETITION BEFORE ANY SUBSEQUENT ACQUISITION FOR THE SUPPLIES OR SERVICES REQUIRED.

Although there are some software applications and web solutions available in the marketplace to meet some of the needs of the MGCP community, none could readily fulfill all the data access and other core capability requirements of the IGW without substantial duplication of cost and time necessitated that would degrade mission. The Government is required under the MGCP Memorandum of Understanding to deliver and maintain a fully-functional IGW without lapses or down time. The Government is also required to perform in the best interest of the United States, avoiding unnecessary costs, duplication of effort, and mission harm. As such, the Government will continue to undertake the steps necessary to reach the desired outcomes while ensuring the benefit to the United States.

The Government has inquired with Compusult about providing deliverables to enable future competition when the forthcoming contract expires (e.g., configuration documentation, and other computer software and technical data that could reduce the time and expense of transitioning to another vendor). Compusult will not provide the Government with Government Purpose Rights (or close to) for the IGW source code that would enable the timely and cost-effective re-creation of the IGW. The most that Compusult was willing to deliver is a Data Model Specification that provides a description of the database structure and database tables that are used to manage and maintain the MGCP Cell and MUVD data production and QA facilities. This documentation is wholly insufficient to enable the timely and accurate re-creation of the IGW from the ground up.