Control Number: Knox 2026-32

Justification Review Document
Federal Supply Schedule Limited Source Justification

Program/Equipment: IBM Main Frame Operating Software Maintenance Renewal

Authority: Title 41 U.S.C. 4106(c)(2) as implemented by GSA Manual 538.7104-3(b)(1)(ii) – Only one source is capable

Amount: [redacted]

Prepared by: [redacted]

Contracting Officer: Samara Johnson
Contracting Officer
[redacted]

Technical: [redacted]

Requirements: [redacted]

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Limited Source Justification – FAR Part 8

1. Requiring Activity: U.S. Army Human Resource Command (HRC), Fort Knox, KY.

2. Contracting Activity: U.S. Army Mission and Installation Contracting Command Center – Fort Knox, 199 6th Avenue, Suite 250, Fort Knox, KY 40121-5720.

3. Description of Action: Request approval to award a noncompetitive [redacted] 8-month firm-fixed-price task order against GSA Schedule GS-35F-110DA with International Business Machines Corporation (IBM). The Government projects award for August 2026 and fiscal year 2026 Operations and Maintenance, Army funds will be used.

4. Description of Supplies/Services: This procurement will provide maintenance support services for HRC's IBM mainframe software. The period of performance shall be an 8-month base period from the date of contract award through 31 March 2027. Because the previous software maintenance agreement lapsed on 31 March 2026, this procurement includes a mandatory, one-time commercial software reinstatement fee. This fee is required by the Original Equipment Manufacturer (OEM) to restore the Government's licensing rights and to unlock access to the repository of critical security patches and firmware updates that were developed during the lapsed period. Payment of this reinstatement fee upon award is required to bring the mainframe operating system into operational and security compliance for the 8-month performance period.

Item	Quantity	Part #	Description	Estimated Value
1	1 Job		MLC Products to Include the following:	[redacted]
	75 MSUs	5650ZOS	z/OS V2 Base	
	75 MSUs	5650ZOS	z/OS V2 DFSMS dsshsm	
	75 MSUs	5650ZOS	z/OS V2 DFSORT	
	75 MSUs	5650ZOS	z/OS V2 HCM	
	75 MSUs	5650ZOS	z/OS V2 RMF	
	75 MSUs	5650ZOS	z/OS V2 SDSF	
	75 MSUs	5650ZOS	z/OS V2 XL C/C++	
	75 MSUs	5655EC6	Ent COBOL z/OS	
	1	5655M32	Compatibility Fonts	
	1	5655M32	PSF V4 for z/OS	
	1	5655R36	WS MQ Base for z/OS	
	1	5655W32	Enterprise COBOL for z/OS V5	
	75 MSUs	5655W97	IBM WMQ for z/OS	
	75 MSUs	5655Y04	CICS TS for z/OS	
	1	5668806	VS FORTRAN Comp/Lib/Debug V2	
	75 MSUs	5697NV6	IBM Tivoli NetView for z/OS	
2	1 Job		IPLA S&S Products to include the following:	[redacted]

Item	Quantity	Part #	Description	Estimated Value
	34 VU	5655AV9	IBM MQ Advanced for z/OS V9	
	34 VU	5655IM4	Classic Fed Svr Datacom V11	
	10 VU	5741A07	Directory Maintenance Fac	
	10 VU	5741A07	Performance Toolkit for z/VM	
	10 VU	5741A07	Resource Access Control Fac	
	10 VU	5741A07	RSCS Feature	
	10 VU	5741A07	z/VM Version 7	
	34 VU	5655W99	Websphere MQ Advanced S&S	
	34 VU	5655S03	Classic Fed Svr Datacom S&S	
	10 VU	5741SNS	Directory Maintenance Fac S&S	
	10 VU	5741SNS	Performance Toolkit feat S&S	
	10 VU	5741SNS	RACF S&S	
	10 VU	5741SNS	RSCS Feature S&S	
	10 VU	5741SNS	z/VM Subscription & Support	
3	1 Job		Reinstatement Fees to include:	[redacted]
	1		Reinstatement Fee MLC, Alert-Resolve, IPLA S&S (4/1/26 - 8/31/26)	
	1	A84S01	Alert-Resolve	

Period of Coverage: Date of award through 31 March 2027

Total Estimated Value: [redacted]

5. Authority Cited: Title 41 U.S.C. 4106(c)(2) as implemented by GSA Manual 538.7104-3(b)(1)(ii) – Only one source is capable

6. Reason for Authority Cited:

a. Background: The mainframe currently in operation is manufactured by IBM and requires the use of IBM-proprietary mainframe operating system software to function. IBM retains exclusive control over the licensing, maintenance, support, and distribution of this software, and these functions are not made available through resellers or third-party entities. This requirement does not involve the acquisition of new software. It is solely for the commercial reinstatement and continued provision of support, maintenance, and software patches for the IBM software presently installed and in use.

b. Justification for GSAM 538.7104-3(b)(1)(ii): The supplies/services are unique and highly specialized. HRC possesses a sole-source determination letter from IBM confirming that IBM is the only entity authorized to provide the required Monthly License Charge (MLC) licensing, maintenance, and support. The requirement concerns essential IBM-proprietary software that is fundamental to the operation of the

mainframe, and no other software product or third-party vendor is capable of fulfilling this operational role.

c. Alternatives: There are no viable short-term alternatives. Utilizing different software would require replacing the entire mainframe hardware architecture. Operating the mainframe with unlicensed software, or without an authorized maintenance arrangement to obtain updates and patches, is not a viable alternative as it would expose the organization to elevated cybersecurity risks and non-compliance with established security standards, including STIG requirements.

d. Impact if not approved: Failure to approve the required support will place both Army and HRC missions at significant operational risk. If the mainframe experiences an outage, it may not be recoverable due to the absence of an active software maintenance contract. The mainframe hosts multiple mission-essential applications including the Reserve Database Maintenance System (RDMS), Army Reserve Transaction Management System (ARTRAMS), and Army Reserve Personnel Information Middleware System (ARPIMS). Loss of vendor support substantially increases the likelihood of an unrecoverable system failure, corruption or loss of mission-critical data, and prolonged disruption of Army-wide human resources operations.

7. Efforts to Obtain Competition: a. Effective competition: Effective competition is not anticipated. HRC submitted a request to CHESS and received an approved Statement of Non-Availability (SoNA), confirming no alternative enterprise contract vehicle or vendor can provide these proprietary capabilities.

b. Subcontracting competition: Due to the proprietary nature of the software code, updates must be provided directly by the OEM (IBM). Subcontracting opportunities are negligible for this specific software maintenance requirement.

8. Actions to Increase Competition: As HRC continues transitioning applications off the IBM mainframe (scheduled to sunset), HRC continues to conduct market research and monitor commercially available technology solutions, including offerings under the Army CHESS Program and DOD ESI agreements, to eventually replace the mainframe architecture with a competitive enterprise solution.

9. Market Research: Research conducted by the HRC Personnel Information Systems Directorate included review of the Army Digital Marketplace Information Technology Enterprise Solutions - 4 Hardware (ITES-4H) contracts and the DoD ESI agreements. HRC will continue to research the Army Small Computer Blanket Purchase Agreements, ITES-4H contracts, commercial product advertisement, and Gartner, Inc., to find the best solution for the requirement. A Statement of Non-Availability (SONA) number 216824490 was approved on 14 May 2026.

10. Other Facts:

Procurement history.

Contract: W9124D25FA231
Contractor: IBM
Award Amount: [redacted]
Period of Coverage: 29 July 2025 – 31 March 2026, with reinstatement from 1 April 2025
Competitive Status: Only one source is capable of providing the supplies/services
Authority: FAR 8.405-6(a)(1)(i)(B)

Contract: W9124D24F0433
Contractor: IBM
Award Amount: [redacted]
Period of Coverage: 30 September 2024 – 31 March 2025, with reinstatement from 1 April 2024
Competitive Status: Only one source is capable of providing the supplies/services
Authority: FAR 8.405-6(a)(1)(i)(B)

Contract: W9124D24F0061
Contractor: IBM
Award Amount [redacted]
Period of Coverage: 29 December 2023 – 31 March 2024, with reinstatement from 1 April 2023
Competitive Status: Only one source capable of providing the supplies or services
Authority: FAR 8.405-6(a)(1)(i)(B)

Contract: W9124D22F0152
Contractor: IBM
Award Amount: [redacted]
Period of Coverage: 1 April 2022 – 31 March 2023
Competitive Status: Only one source capable of providing the supplies or services
Authority: FAR 8.405-6(a)(1)(i)(B)

Contract: W9124D21F0486
Contractor: IBM
Award Amount: [redacted]
Period of Coverage: Base Year: 1 September 2021 – 31 December 2021; OY1: 1 January 2022 – 31 March 2022
Competitive Status: Only one source capable of providing the supplies or services
Authority: FAR 8.405-6(a)(1)(i)(B)

Contract: W9124D20F0314
Contractor: IBM
Award Amount [redacted]

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Period of Coverage: 1 Jan 2020 – 31 December 2020
Competitive Status: Only one source capable of providing the supplies or services
Authority: FAR 8.405-6(a)(1)(i)(B)

Contract: W9124D19F0072
Contractor: IBM
Award Amount [redacted]
Period of Coverage: 1 Jan 2019 – 31 December 2019
Competitive Status: Only one source capable of providing the supplies or services
Authority: FAR 8.405-6(a)(1)(i)(B)

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11. 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]

Date: See electronic signature

12. 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]

Date: See electronic signature

13. Fair and Reasonable Cost Determination: I hereby determine that the anticipated price/cost to the Government for this contract action represents the best value and will be fair and reasonable consistent with DoD Class Deviation 2014-O0011 - Determination of Fair and Reasonable Prices When Using Federal Supply Schedule Contracts, dated March 13, 2014. This determination will be made with consideration of historical pricing and comparison to the Independent Government Estimate (IGE).

[redacted]

Date: See electronic signature

Samara E. Johnson
Contracting Officer

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

[redacted]

Date: See electronic signature

Samara E. Johnson
Contracting Officer

Control Number: Knox 2026-32

Approval

Based on the foregoing justification, I hereby approve the procurement of IBM software maintenance on a limited sources basis pursuant to the authority of Title 41 U.S.C. 4106(c)(2) as implemented by GSA Manual 538.7104-3(b)(1)(ii) – Only one source is capable of providing the supplies or services required at the level of quality required because the supplies or services are unique or highly specialized. The estimated cost of this action is [redacted] with a period of performance of 8 months.

[redacted]

Date: See electronic signature

Samara E. Johnson
Contracting Officer