J&A No. 26-220-0003

JUSTIFICATION AND APPROVAL
FOR USE OF OTHER THAN FULL AND OPEN COMPETITION

1. Contracting Activity.

The contracting activity is the Naval Supply Systems Command (NAVSUP) Fleet Logistics Center (FLC) San Diego Code 200. The NAVSUP FLC San Diego point of contact is Jason Pelle, who can be reached at jason.a.pelle.civ@navy.mil and 619-556-9676. The requiring activity is Commander, Naval Surface Forces U.S. Pacific Fleet (CNSP).

2. Description of the Action Being Approved.

NAVSUP FLC San Diego intends to award a single sole-source contract on the basis of other than full and open competition for virtual firearm training programs and the associated software licenses and technical support to Conflict Kinetics (CK), Reston, VA.

This procurement will be conducted in accordance with FAR Part 12 Acquisition of Commercial Products and Commercial Services.

3. Description of Supplies/Services.

The purpose of this contract is to obtain virtual firearm training for Navy units to develop and certify teams and individual firearm qualifications prior to live fire drills in support of CNSP. CK's tactical firearm synthetic trainers, software license agreements and technical support, weapons maintenance station, simulator compressed air charging station, synthetic weapons and magazines. Total estimated value for this firm-fixed-price contract is or a base plus four option years. The base year will be funded with FY26 O&M,N funds.

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

41 U.S.C. 1901 Simplified Acquisition Procedures as implemented by Revolutionary Far Overhaul (RFO) Acquisition of Commercial Products and Commercial Services

5. Rationale Justifying Use of Cited Statutory Authority.

Navy Sailors perform Anti-Terrorism/Force Protection (AT/FP) watch on-board vessels and at entry control points and perform Surface Warfare (SU) Visit Board Search and Seizure (VBSS),

which is part of the Maritime Security Module. The Sailors in these units require weapons certification and semi-annual sustainment qualification training IAW OPNAVINST 3591.1F (Small Arms Training and Qualifications) to perform their mission. If available, this training shall be completed with a synthetic (not live-fire) trainer.

There are currently approximately 50 Sailors assigned to Surface Combatants homeported in Naval Base San Diego. With that amount of time and ordnance required for maintaining weapons qualifications, there is a need for a system that not only provides the mechanism to conduct sustainment training but also improves qualification rates though data and learning. With such a limited amount of time to be ready for orders, there is no spare time for the Sailor to come back to perform the sustainment training again if they do not pass the course. If there is a high rate of Sailors who do not qualify, this negatively impacts mission readiness as it results in a smaller pool of qualified forces providing AT/FP for these already minimally manned ships.

Currently, Conflict Kinetics (CK) is the only known firearms synthetic training system in the commercial marketplace that provides the medium of performing the sustainment training qualification while meeting the Government's strict minimum requirement for predictive readiness analytics. To meet time and budgetary constraints, the system must employ validated data models to predict "ready for live fire" shooting trainee status to a greater than 95% accuracy. This provides training instructors with actionable data that enables them to focus on students that require the most assistance to pass. NECC formally validated this minimum accuracy requirement in a study involving approximately 500 Sailors, reducing time and resources to qualify to OPNAVINST 3591.1 (Series) standards from 10 days and 600 live rounds to 5 days and 72 live rounds, while increasing qualification percentages from 66% to 95%

The unique nature of CK's system architecture derives from advanced physiological metrics adapted for marksmanship. By integrating high-repetition fundamentals with dynamic targeting algorithms, CK is the only vendor capable of improving student decision-making, agility, and cognitive skills to a degree that guarantees the required qualification rates. Other commercial systems provide scenario-based simulator engines that lack the robust data collection and predictive modeling required to meet the Government's mandated time and ammunition reductions. Any other system would only allow for the completion of the sustainment qualification with non-substantive feedback, no ability to mitigate training costs and time, and no enhancement of training outcomes.

This capability is in line with comments in the Senate Armed Services Committee report (S. Rept. 116-48) accompanying the FY2020 NDAA recognizing the value in data collection from small arms simulators. Those metrics are a significant plus for commands with reserve Sailors where they will only see them a limited time each year for these sustainment qualification trainings. Additionally, CK provides training instructors baseline data for each Sailor, which can be used in subsequent trainings to identify and target areas of improvement, enabling a higher pass rate.

Besides the unique data collection and analysis CK provides, CK systems also have features that are not available in all other small arms trainers. The simulated weapons themselves also assist in pass rates with proper zeroing and 1:1 weight ratio in comparison to the actual weapons. Some other systems employ add-on laser devices, which may negate the real-life weight ratio or center of gravity.

Components such as Navy Expeditionary Combat Command (NECC) that have adopted this system have experienced increased qualification rates compared to other system offerings that exist. Like LCS, NECC has a reserve-heavy distribution of personnel, and relies on their reserve component Sailors to be ready for tasking with the same limited time available for training. They also cannot afford for their reserve Sailors to fail qualifications in the limited timeframe allotted for them.

CK's Small Arms Synthetic Training Systems are more than a method to perform sustainment qualifications; they are also a learning tool that assists both the instructors and the students with data and approaches for a training level not currently available elsewhere in the commercial marketplace. CK Systems will make training more time-efficient for the reserve Sailors and improve qualification rates as already seen from NECC through this system-assisted learning.

The proposed source, Conflict Kinetics (CK), is the only known vendor capable of fulfilling the Government's highly specialized maritime training requirements without causing unacceptable delays in fulfilling the agency's requirements. Based on extensive market research, CK is the sole provider whose system architecture meets the stringent minimum requirements established in Section 6.

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

Surface ships support a wide variety of mission sets and are constantly tasked at a moment's notice to leave U.S.-controlled homeports to project force in foreign areas. As such, these ships are often berthed in countries or areas where threat actors are prevalent and target U.S. Forces. The Navy requires each ship to maintain a roster of qualified personnel to protect its crew and the ship itself, to include the use of small arms and crew-served weapons. At the TYCOM level, policy states ships should prioritize the use of weapons simulators to train on each course of fire and to develop skills necessary to deter and eliminate evolving threats if necessary. Commands must also utilize weapons simulators to sustain weapons skills throughout the year as dictated in COMNAVSURFPAC/LANTINST 3591.1B.

Consequently, almost every single Sailor onboard must be fully certified to stand critical watch teams, including Anti-Terrorism/Force Protection (AT/FP) and Visit, Board, Search, and Seizure (VBSS) positions. A single qualification failure directly degrades the ship's watch bill and can single-handedly delay a scheduled deployment. Under the compressed timelines of crew-rotation and training cycles, there is no opportunity for lengthy off-ship remediation or repeated, resource-intensive live-fire range iterations. The high-velocity, high-probability training baseline provided by Conflict Kinetics, proven to compress certification timelines by 50% while securing a validated >95% qualification rate, is a mission-critical imperative to meet deployment readiness timelines without compromising crew safety, watch standing integrity, or operational availability of berths, or operational mission capability.

A notice of intent to sole source was posted to SAM.gov on 07 May 2026 for 7 days. No responses were received in response.

An agency may specify its minimum needs and restrict competition to sources capable of satisfying them, provided the determination has a reasonable basis related to its mission. Commander, Naval Surfaces Forces Pacific (CNSP) has developed five minimum requirements to be met when procuring weapons simulators:

1. **1:1 weight/recoil/balance ratio between simulator guns to real weapons:**

The requirement for 1:1 true-weight weapon realism does not represent an undue restriction on competition, but rather the mission-essential baseline required by (CNSP). The reasonable basis for these stringent requirements is driven by the operational mandate to rapidly and safely qualify Sailors for high-risk Visit, Board, Search, and Seizure (VBSS) operations under severely constrained timelines and ammunition allocations. Systems utilizing bolt-on lasers or altered center-of-gravity weapons induce negative training scars, fundamentally failing to transfer necessary muscle memory to live-fire combat scenarios where warfighter survival is at stake.

2. **System (up-time): 95% with as little Navy technician/supply requirement as possible:**

Simulators are heavily relied upon to prepare for and maintain weapons qualifications, which is an extremely important facet of a ship's Anti-Terrorism/Force Protection (AT/FP) readiness posture. The inability to qualify personnel on weapons systems translates directly to degraded deployment capabilities: ships failing to meet the minimum standard for AT/FP watch standers are not authorized to enter foreign ports, drastically reducing their effectiveness in areas where the U.S. routinely operates.

To meet this critical readiness mandate, the Government's minimum requirement is a turnkey simulation capability that guarantees at least 95% system up-time. Historically, training simulators requiring Navy-led maintenance have suffered severe operational degradation. Minor commercial hardware failures (e.g., damaged projector bulbs, software faults) have rendered legacy weapons simulators inoperable for months. This occurs because shipboard personnel lack the specialized technical training, proprietary diagnostic tools, and dedicated supply channels required to repair commercial-off-the-shelf (COTS) simulation equipment.

Therefore, the minimum acceptable requirement is comprehensive, Contractor-provided maintenance and support framework. The vendor must be entirely responsible for maintaining, supplying, diagnosing, and repairing all associated equipment and software. This ensures continuous, uninterrupted training availability (≥ 95% up-time) without burdening Navy technicians or relying on the standard Navy supply system to source proprietary commercial components.

3. **JET (judgement-based engagement training) tailored to Navy-specific threats:**

The Government requires Judgment-Based Engagement Training (JET) scenarios that accurately replicate the unique maritime and shipboard operational environment. Generic, land-based, or standard law enforcement JET scenarios are fundamentally insufficient to meet Navy Anti-Terrorism/Force Protection (AT/FP) readiness standards.

To effectively prepare shipboard personnel for real-world deployments, the simulator must natively include highly specialized scenarios focusing on asymmetric maritime threats. At a minimum, the system must simulate threat vectors unique to naval operations, specifically including waterborne improvised explosive devices (WBIEDs/floating objects), fast-attack small craft swarms, and hostile swimmer/diver attacks. The requirement for maritime-specific JET is operationally critical; watch standers must be trained to accurately identify, assess, and engage relevant maritime threats within their actual operating environment to prevent catastrophic attacks on naval vessels.

4. Dynamic Content Customization and Threat Adaptation:

The Government operates in a dynamic, rapidly evolving tactical environment. Consequently, static, commercial-off-the-shelf (COTS) simulator software that cannot be iteratively updated post-deployment is insufficient to meet minimum training needs. The Government requires a training system architecture that features continuous, dynamic content customization throughout the contract lifecycle.

Specifically, the system must be capable of rapidly integrating new tactical scenarios—such as emerging Unmanned Aerial System (UAS) threats—and immediately reflecting mandated updates to Navy weapons qualification courses of fire. The ability to seamlessly adapt software content and push updated threat profiles to the training system without requiring a separate acquisition or prolonged software development cycle is an absolute minimum requirement. This continuous adaptation capability is strictly necessary to ensure fleet personnel are training against current, real-world asymmetric threats rather than obsolete scenarios.

5. Longitudinal Data Tracking and Predictive Readiness Analytics:

The Government requires a training system capable of storing and analyzing individual shooter metrics across multiple training cycles to track long-term performance progression. However, passive data storage alone is insufficient to meet minimum needs. To adhere to Commander, Naval Surface Force U.S. Pacific Fleet (CNSP) deployment readiness timelines while strictly operating within severely constrained ammunition budgets, the system must actively utilize this historical data to provide predictive readiness analytics.

Specifically, the Government's minimum requirement is a system capable of forecasting live-fire qualification success with greater than 95% accuracy prior to a sailor stepping onto a physical range. This high-fidelity predictive capability is operationally and fiscally imperative. It is the critical mechanism that provides the Command with the confidence necessary to safely implement a required 50% reduction in physical training time and a 90% reduction in live-ammunition expenditure. Consequently, these specific predictive accuracy thresholds are not a preference; they are the absolute minimum technical requirements necessary to fulfill CNSP's statutory fiscal responsibilities and budget allocations without compromising mandatory Anti-Terrorism/Force Protection (AT/FP) readiness postures.

Based on the information herein, competition for this action is not feasible as CK is the only source that offers firearms synthetic training with the above capability due to their approach and patented systems CK is currently the only known source whose system architecture meets all of the aforementioned minimum performance and predictive analytics requirements. Market

research did indicate there are other synthetic firearms trainers in the commercial marketplace, however they do not offer the same type of capability as previously described.

Market research was conducted assessing four major synthetic training providers: Inveris Training Solutions, FAAC/MILO, Laser Shot, and VirTra:

Inveris provides robust marksmanship and judgmental training simulators (e.g., FATS system); however, their systems rely on traditional gaming engines and basic simulation metrics rather than the necessary predictive readiness analytics. Inveris does not possess the capability to build an enduring, longitudinal database for individual Sailors capable of forecasting live-fire qualification success with >95% accuracy. Without this high-fidelity predictive capability, the Navy cannot safely implement the required reductions in live-fire training time and ammunition. Inveris was previously utilized by Navy commands under CNSP but has since stopped cooperating in the Authorize-to-Operate (ATO) process.

MILO specializes in scenario-based use-of-force and de-escalation training, heavily tailored toward law enforcement. While MILO excels in video-based branching scenarios, it fails to meet the Navy's minimum requirement for realistic physical simulation. Market research indicates their systems often utilize simple add-on laser devices or drop-in kits that alter the true weight, balance, and center of gravity of the weapon. This failure to provide a true 1:1 weight-ratio recoil weapon hinders the transfer of muscle memory to live-fire ranges, which is a critical requirement for this procurement.

Laser Shot offers synthetic firearms and military combat simulators, but Laser Shot does not meet the Navy's minimum requirement for advanced data collection and predictive analytics. The requirement dictates a system capable of reducing training time by 50% and ammunition expenditure by nearly 90% via a scientifically validated predictive algorithm. Laser Shot's software tracks basic shot placement but does not build an enduring database for longitudinal trend analysis of shooter performance, nor does it predict "ready for live fire" status with the >95% accuracy validated by NECC.

VirTra offers immersive 300-degree simulators primarily focused on judgmental use of force and threat identification. While highly immersive, VirTra's platform is fundamentally a scenario-engine simulator and cannot meet the Government's minimum technical requirements.

Specifically, VirTra's system lacks the required predictive readiness analytics necessary to track longitudinal shooter data and forecast live-fire success with >95% accuracy for baseline marksmanship certification. Furthermore, VirTra does not offer the mandatory comprehensive Contractor-provided maintenance framework. Procuring the VirTra system would inappropriately burden shipboard Navy personnel with the overhead of system maintenance, calibration, and overhaul. Because the Navy lacks the specialized technicians and supply chain to support these commercial components, relying on VirTra would result in a failure to meet the Government's strict requirement for continuous ≥95% system up-time.

No other system on the market possesses the required predictive readiness analytics necessary to forecast live-fire success with >95% accuracy. This capability is the singular mechanism by which the Navy can achieve its mandated 50% reduction in physical training time and 90% reduction in live-ammunition expenditure. Furthermore, no other vendor provides the mandatory dynamic maritime threat adaptation (natively including WBIEDs, small boat swarms, and swimmer attacks) paired with a comprehensive, turnkey contractor-provided maintenance framework. Procuring a generic commercial training system that lacks these specific capabilities would result in a failure to meet Commander, Naval Surface Force U.S. Pacific Fleet (CNSP) deployment readiness timelines and compromise fleet Anti-Terrorism/Force Protection (AT/FP) posture.

CK does not have any authorized re-sellers in the open market; therefore, seeking brand name instead of sole source procurement is not feasible. CK is the sole distributor of their products and services.

7. Determination of Fair and Reasonable Cost.

The Contracting Officer determined the anticipated cost to the Government of the services and supplies covered under this J&A to be fair and reasonable prior to award. This determination is documented in the Business Clearance Memorandum.

8. Actions to Remove Barriers to Future Competition.

COMLCSRON ONE will continue to monitor the commercial marketplace to determine if emerging technologies can meet the Navy's minimum requirements. If another potential source emerges, COMLCSRON ONE, with concurrence from CNSP, will assess whether competition for future requirements is feasible.

J&A No. 26-220-0003

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.

Requirements Cognizance:

LEGAL SUFFICIENCY REVIEW

I have determined this Justification is legally sufficient.

CONTRACTING OFFICER CERTIFICATION

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

CONTRACTING ACTIVITY COMPETITION ADVOCATE REVIEW

To the extent that the J&A/LSJ value is between $750K and $13.5M, the Competition Advocate's signature below also represents approval of the J&A/LSJ.