

**Justification Review Document**  
for an Exception to Fair Opportunity – FAR 16.505(b)(2)

**Program/Equipment:** Grafana Enterprise Software.

**Authority:** 10 United States Code 3406(c)(5) as implemented in Federal Acquisition Regulation 16.505(b)(2)

**Amount** [REDACTED]

**Prepared by:**

[REDACTED]  
[REDACTED]  
[REDACTED]

[REDACTED]  
[REDACTED]

**Contracting Officer:**

JoDeen M. Cuffe  
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DSN: 624-3513  
Date: 22 Aug 2023

**Technical:**

[REDACTED]  
[REDACTED]  
[REDACTED]

[REDACTED]  
[REDACTED]

**Requirements:**

[REDACTED]  
[REDACTED]  
[REDACTED]

[REDACTED]  
[REDACTED]

Controlled by: U.S. Army  
Controlled by: MICC–Fort Knox (CCMI-CSH-KX)  
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CUI//SP-PROCURE//FEDCON

(Source Selection Information – See FAR 2.101 and 3.104.4)

Reviews

I have reviewed this justification and find it adequate to support the justification for an exception to fair opportunity.

**Program Manager:**

[REDACTED]

**Small Business Professional**

[REDACTED]

Signature: [REDACTED] Date: See electronic signature

**Legal Counsel**

[REDACTED]

Signature: [REDACTED] Date: See electronic signature

Justification for an Exception  
to Fair Opportunity Under FAR 16.505(b)(2)

**1. Contracting Activity:** Mission and Installation Contracting Command (MICC) Fort Knox, Kentucky 40121- 7520

**2. Description of Action:** The US Army Human Resources Command (HRC), requests a new firm- fixed price delivery order for the Grafana Enterprise software. Grafana Enterprise provides HRC the capabilities for data visualization, monitoring, and analytics enabling the command to create interactive and customizable dashboards that display real-time data from various sources. The Government projects award in September 2023 and fiscal year 2023 Operations & Maintenance, Army (OMA) funds will be used. An acquisition plan is not required because this procurement does not meet the threshold at Defense Federal Acquisition Regulation Supplement 207.103(d) (i) (B).

**3. Description of Supplies/Services:** HRC requests Grafana Enterprise software to provide needed capabilities for the Army Military Human Resources (AMHR) program including integrating performance and load testing, data sources, metrics and monitoring within the continuous integration/continuous deployment (CI/CD) pipeline in a cloud production environment where future cloud applications will reside. This effort follows DoD and Army guidance and upholds Army G6 directives for HRC to move data center components to Army cloud environment.

Brand Name Only.

Manufacturer: Grafana Labs; 29 Broadway PH, New York City, New York, 10006

MFR Part #	Description	Unit	QTY
ONP-GFN-ENT-ENTBAS-NON-03	Grafana Enterprise subscription. Provides the ability to query, visualize, alert on, and understand your metrics within your development pipeline	Each	1
ONP-GFN-ENT-ENTMET-NON-03	Grafana Enterprise Metrics per 1000 Active Expands subscription capability to scale from one to hundreds of metrics tenants on a single Grafana Enterprise Metrics cluster. Adds scalability and	Each	1000

	Security enhancement with fine-grained access control.		
ONP-GFN-ENT-ENTLOG-NON-03	Grafana Enterprise Logs - Per GB Ingested Adds log aggregation, centralized storage, visualization, and anomaly detection.	Each	16000
ONP-GFN-ENT-ENTTRC-NON-01	Grafana Enterprise Traces - Per GB Ingested Adds distributed tracing capability allowing users to walk through a request flow and the developers to identify which step in the chain is the source of a bug or performance bottleneck.	Each	16000
SRV-GFN-PS-NONHRS-NON-01	Grafana Labs Professional Advisory Services, 120 hours.	Each	1

Period of Coverage: One year from time of purchase (30 Sep 2023 – 29 Sep 2024)

Total Value: [REDACTED]

**4. Authority Cited:** FAR 16.505(a)(4) – Restricting consideration to an item peculiar to one manufacturer (e.g., a particular brand-name, product, or a feature of a product that is peculiar to one manufacturer.)

**5. Reason for Authority Cited:**

a. Grafana Enterprise is a cloud native solution with enhanced capabilities that are key components in supporting both the DoD's Zero-Trust initiatives and HRC's 2030 Strategic Plan. This suite is used to monitor infrastructure and log analytics, predominantly to improve operational efficiency. Dashboarding capabilities make tracking users and events easy as it automates the collection, management, and viewing of data. Grafana is required due to its unique native APIs and plug-ins that allow for a seamless integration into the products recommended for the DevSecOps Platform.

Extensive research was completed by the Data, Architecture, and Engineering Branch under Governance and Plans Division and the Enterprise Architecture team under the ETIGER II contract on the capabilities required to follow DoD and Army guidance in developing in a cloud production environment where future cloud applications will reside. The tools selected are a proven integrated viable product to uphold Army G6 directives for HRC to move data center components to a commercial cloud environment and the associated modernization efforts.

Grafana Enterprise software is available through providers that participate in the CHES program. Grafana Enterprise offers several unique features and advantages that set it apart from other software products in the data visualization and monitoring space such as data source integration, enhanced security, reporting and alerting, and multi-tenancy support. The software requested is essential in meeting the capability requirements that will allow GPD to securely share and review real-time information regarding DoDAF Artifacts, LRP, PIAs/SORNs, requirements and perform impact analysis so that the following mission is accomplished: Utilize Strategic Planning to align IT Plans and objectives to DoD, HQDA, HRC and its mission partner's strategic guidance. Apply master data management and develop APIs to migrate data to an MDM repository.

b. Grafana is the only software that provides an observability tool with application load testing capability that can pull metrics or logs from any source such as OpenTelemetry, Graphite, and Prometheus and display that data, then enable the user to annotate and understand the data directly in the dashboard. This observability tool is a specific capability required for developing in a cloud production environment that upholds Army G6 directives to move data center components to a commercial cloud environment and the associated modernization efforts. Other comparable software such as Dynatrace, Datadog, Checkmk and AppDynamics are not capable of providing the requested software as they do not have the required observability tool with an application testing capability to meet mission needs. This capability is specific to Grafana software.

c. Obtaining the Grafana Enterprise system is the most viable option to support the Army Military Human Resources (AMHR) program in upholding the following implementation guidance: 1) Enterprise Architecture as required by 10 USC § 2222 updated through the NDAA 2) Master Data Management principles as prescribed by the Army Data Strategy 3) Data Services design and development in accordance with Army Information Architecture and 4) Management of Army Business Operations (AR 5-1). If this request is not approved, there is an unacceptable level of risk and failure of mission accomplishment for the AMHR program. This would make it difficult or impossible for customers and stakeholders to perform their functions that support the AMHR Mission.

## **6. Efforts to Obtain Competition:**

a. Effective competition. Efforts to obtain competition was limited to searching mandatory sources for availability of the product. A request for quote (RFQ), reference

number: 458889, for Grafana SW was completed through the CHES IT e-mart, ITES-SW2 platform on 17 July 2023. The items requested fall within scope of the CHES ITES-SW2 contract. Per AFARS 5139, all in scope items must be procured through the CHES contract vehicle unless a statement of non-availability and ITAS waiver exist for the devices. The items requested are available on the CHES contract and will be solicited to the CHES vendors as a multiple award delivery order to the base contract. Competition is anticipated due to multiple resellers.

c. Subcontracting competition. It is recommended that the action shall be solicited unrestricted. If awardee should be a large business, they will have to comply with the subcontracting plan incorporated into the base contract. A separate plan is not required at the order level. Should a small business receive the award, they would have to comply with FAR 52.219-14, Limitations on Subcontracting.

**7. Actions to Increase Competition:** This is a new procurement with no previous justification. HRC will continue to monitor the market for software that provides the needed capabilities that will adequately fulfil mission accomplishment for the Army Military Human Resources (AMHR) program and Army G6 directives.

**8. Market Research:** HRC conducted research by completing a RFQ, reference number: 458889, through the CHES IT e-mart, ITES-SW2 platform on 17 July 2023. Out of the twenty-nine vendors in the platform [REDACTED] market research quotes. The results of the RFQ revealed that the required items are available from the CHES contract holders. Therefore, in accordance with the Army regulation 25-1, information technology hardware and software shall be purchased through the Army CHES program unless a waiver is approved. The IT Approval System Waiver (ITAS) is 20230718183932, is in the approval process and will be approved before award. The preliminary ITAS Waiver is placed in the paperless contract file (PCF).

**9. Other Facts:**

a. Procurement History: N/A

b. Other facts. The software requested is unique in meeting the capability requirements that will allow Governance and Plans Division (GPD) to securely share and review real-time information regarding Department of Defense Architecture Framework (DoDAF) Artifacts, Law/Regulation/Policy (LRP), Privacy Impact Assessments (PIAs)/ System of Record Notices (SORNs), requirements and perform impact analysis so that the following mission is accomplished: Utilize Strategic Planning to align Information Technology Plans and objectives to Department of Defense (DoD), Department of Army Headquarters (HQDA), HRC and its mission partner's strategic guidance. Apply master data management and develop Application Programming Interfaces (APIs) to migrate data to a Master Data Management (MDM) repository.

**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.

Signature: \_\_\_\_\_

Date: See digital Signature

**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.

Date: See digital Signature

**12. Fair and Reasonable Cost Determination:** I hereby determine that the anticipated cost to the Government for this contract action will be fair and reasonable. This determination will be made using the following: price analysis; as part of the basis, certified cost or pricing detail will not be required as the following exceptions apply: FAR 15.403-a(b)(3), a commercial item is being acquired; and FAR 15.403-1(b)(1), prices that will be agreed upon are based on adequate price competition.

Signature: \_\_\_\_\_

Date: See digital signature

JoDeen M. Cuffe  
Contracting Officer

Approval

**12. Contracting Officer Certification:** I certify that this justification is accurate and complete to the best of my knowledge and belief. Based on the forgoing justification, I hereby approve the procurement of Grafana Software for United States Army Human Resources Command for a period of coverage from 30 Sep 2023 to 29 Sep 2024 and an estimated value [REDACTED] on an other than full and open competition basis pursuant to the authority of 10 United States Code 3406(c)(5) as implemented in

Control Number:

Federal Acquisition Regulation 16.505(b)(2) subject to availability of funds, and provided that the services and property herein described have otherwise been authorized for acquisition.

  
Signature: \_\_\_\_\_  
JoDeen M. Cuffe  
Contracting Officer

Date: See digital signature