



**NORTH ATLANTIC TREATY ORGANISATION**  
HEADQUARTERS SUPREME ALLIED COMMANDER  
TRANSFORMATION 7857 BLANDY ROAD, SUITE 100  
NORFOLK, VIRGINIA, 23551-2490

## **Request for Proposal**

**RFP-ACT-SACT-23-39**

**Feasibility Study on the Use of Synthetic Environment for Cyberspace Exercise**

**Amendment #2**

**Bidding Instructions**

# RFP-ACT-SACT-23-39

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## BIDDING INSTRUCTIONS

### 1. General

This is a Firm Fixed Price deliverables contract in accordance with the HQ SACT General Terms and Conditions; **Contract Award is contingent upon funding availability; Partial bidding is not allowed.**

### 2. Classification

This Request for Proposal (RFP) is a NATO UNCLASSIFIED document.

### 3. Definitions

- (a) The “Prospective Bidder” shall refer to the entity that has indicated thereon its intention without commitment, to participate in this RFP.
- (b) The term “Bidder” shall refer to the bidding entity that has completed a bid in response to this RFP.
- (c) The term “Contractor” shall refer to the bidding entity to whom the contract is awarded.
- (d) The term “Contracting Officer” designates the official who executes this RFP on behalf of HQ SACT.
- (e) “Contracting Officer’s Technical Representative” or “COTR” is the official who is appointed for the purpose of determining compliance of the successful bid, per the technical specifications.
- (f) The term “HQ SACT” shall refer to Headquarters Supreme Allied Commander Transformation.
- (g) The term “ACT” shall refer to Allied Command Transformation.
- (h) The term “NATO” shall refer to the North Atlantic Treaty Organisation.
- (i) The term “days” as used in this RFP shall, unless otherwise stated, be interpreted as meaning calendar days.

#### 4. Eligibility

This RFP is open to governmental or commercial entities:

- (a) Established in a North Atlantic Treaty Organisation Alliance member nation.
- (b) Working in the required field of study and legally authorised to operate in the United States of America, at the time of bidding.
- (c) Has performed the desired past performance including size, cost and scope, as described in this RFP.
- (d) **All proposed key personnel on this requirement must be citizens of a NATO member nation.**

#### 5. Duration of Contract

- (a) The contract awarded shall be effective upon date of award.
- (b) Period of Performance: on or about **08 May 2023 – 01 September 2023**.

#### 6. Exemption of Taxes

- (a) In accordance with the agreements (Article VIII of the Paris Protocol dated, 28 August 1952) goods and services under this contract are exempt from taxes, duties and similar charges.

#### 7. Amendment or Cancellation

- (a) HQ SACT reserves the right to amend or delete any one or more of the terms, conditions or provisions of the RFP prior to the date set for bid closing. A solicitation amendment or amendments shall announce such action.
- (b) HQ SACT reserves the right to cancel, at any time, this RFP either partially or in its entirety. No legal liability on the part of HQ SACT shall be considered for recovery of costs in connection to bid preparation. All efforts undertaken by any bidder shall be done considering and accepting, that no costs shall be recovered from HQ SACT. If this RFP is cancelled any/all received bids shall be returned unopened, per the bidder's request.

#### 8. Bidder Clarifications

- (a) Prospective Bidders should seek clarification at their earliest convenience. Any explanation regarding the meaning or interpretation of this RFP, terms, clause, provision or specifications, shall be requested in writing, from the Contracting Officer. The Contracting Officer must receive such requests for clarification no later than 3 (three) calendar days prior to the bid closing date.

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In lieu of a bidder's conference, HQ SACT invites bidders to submit initial  
(b) technical and contractual questions not later than **18 April 2023, 0900 hours, Eastern Standard Time, Norfolk, Virginia, USA.**

(c) Information in response to all inquiries / requests for clarification to a prospective bidder shall be furnished to all prospective bidders at the following link: <http://www.act.nato.int/contracting> as a Question and Answer addendum. All such addendums and any necessary solicitation amendments shall be incorporated into this RFP. Oral Interpretations shall not be binding.

### 9. Bid closing date

Bids shall be received at HQ SACT, Purchasing and Contracting Office, no later than **02 May 2023, 0900 hours, Eastern Daylight Time, Norfolk, Virginia, USA.** No bids shall be accepted after this time and date. **No hard copy proposals will be accepted.**

### 10. Bid Validity

Bids shall remain valid for a period of one hundred and twenty days (120) from the applicable closing date set forth within this RFP. HQ SACT reserves the right to request an extension of validity. Bidder shall be entitled to either grant or deny this extension of validity. HQ SACT shall automatically consider a denial to extend the validity as a withdrawal of the bid.

### 11. Content of Proposal

A table of contents for the entire proposal

- (a) The bidder's full name, address, Point of Contacts, Telephone, Fax number; Internet site;
- (b) Compliance statement (See Enclosure #1);
- (c) Provision of technical and price volumes (See Enclosure #2 for price volume);
- (d) Compliance matrix (See Annex B to the Statement of Work).

### 12. Proposal Submission

(a) Proposals shall be submitted electronically in a two separate PDF documents, one containing the **Technical Proposal** and one containing the **Price Proposal**, each

e-mailed separately to:

- Technical proposal: [techproposal@act.nato.int](mailto:techproposal@act.nato.int)
- Price proposal: [priceproposal@act.nato.int](mailto:priceproposal@act.nato.int)

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E-mail subjects shall include the solicitation information along with company name (for example: RFP-ACT-SACT-23-XX\_Tech\_ABC Inc. / RFP-ACT-SACT-23-XX\_Price\_ABC Inc.). **Allow sufficient time in your submission should you encounter e-mail size challenges.** Price\_ABC Inc

- (b) **Price proposals shall be in U.S. Dollar currency.** Contractor may request payment post award in alternate currency based on agreed conversion rate.
- (c) Prices shall be on a **Firm Fixed Price Basis** and include any relevant discount schedule.
- (d) No oral bids or oral modifications or telephonic bids shall be considered.
- (e) It is the ultimate responsibility of a prospective bidder prior to submission that all proposal submissions are reviewed to ensure they meet the technical, contractual and administrative specifications and that offers meet the limitations and expressed conditions.

### 13. Late Proposals

- (a) It is solely the bidder's responsibility that every effort is made to ensure that the proposal reaches HQ SACT prior to the established closing date and time. All late bids shall be returned to the offering company unopened. Only if it can be unequivocally demonstrated that the late arrival of the bid package was the result of NATO staff negligence (mishandling) shall the bid be considered.
- (b) **A delay in an e-mail exchange due to server or size restrictions does not constitute a delay by NATO.**

A bidder may withdraw their bid up to the date and time specified for bid closing. Such a withdrawal must be completed in writing or facsimile, with attention to the HQ SACT Contracting Officer.

### 14. Bid Evaluation

- (a) The evaluation of bids and determination as to the responsiveness and technical adequacy or technical compliance, of the products or services requested, shall be the responsibility of HQ SACT. Such determinations shall be consistent with the evaluation criteria specified in the RFP. HQ SACT is not responsible for any content that is not clearly identified in any proposal package.
- (b) Proposals shall be evaluated and awarded to the company that **Lowest Price Technically Compliant**. Technical clarification of essential competencies may be conducted.
- (c) Acceptance of HQ SACT General Terms and Conditions.

**15. Proposal Clarifications**

During the entire evaluation process HQ SACT reserves the right to discuss any bid with the order to clarify what is offered and interpretation of language within the bid, to resolve in potential areas of concern.

**16. Award**

HQ SACT intends to award a firm fixed price contract(s) to the Offeror(s) whose proposal(s) represents **Lowest Price Technically Compliant offer** to NATO. Partial awards are not authorized

**17. Communications**

All communication related to this RFP, between a prospective bidder and HQ SACT shall only be through the nominated HQ SACT Contracting Officer. Designated contracting staff shall assist the HQ SACT Contracting Officer in the administrative process. There shall be no contact with other HQ SACT personnel in regards to this RFP. Such adherence shall ensure Fair and Open Competition with equal consideration and competitive footing leverage to all interested parties.

**18. Points of Contact:**

Tonya Bonilla, ACT Contracting Officer,  
757-747-3575, [tonya.bonilla@act.nato.int](mailto:tonya.bonilla@act.nato.int)

Catherine Giglio, ACT Contracting Officer,  
757-747-3856, [Catherine.giglio@act.nato.int](mailto:Catherine.giglio@act.nato.int)

Magdalena Ornat, ACT Contracting Officer,  
757-747-3150, [magdalena.ornat@act.nato.int](mailto:magdalena.ornat@act.nato.int)

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**Enclosure 1**

**COMPLIANCE STATEMENT TO SEALED BID RFP-ACT-SACT-23-39**

It is hereby stated that our company has read and understands all documentation issued as part of RFP-ACT-SACT-23-39. Our company proposal submitted in response to the referenced solicitation is fully compliant with the provisions of RFP-ACT-SACT-23-39 and the intended contract with the following exception(s); such exemptions are considered non substantial to the HQ SACT solicitation provisions issued.

<u>Clause</u>	<u>Description of Minor Deviation.</u>
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-----	-----
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(If applicable, add another page)

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

Name & Title: \_\_\_\_\_ Date: \_\_\_\_\_

Company Bid Reference: \_\_\_\_\_

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Bidder's proposal must be based on full compliance with the terms, conditions and requirements of the RFP and all future clarifications and/or amendments. The bidder may offer variations in specific implementation and operational details provided that the functional and performance requirements are fully satisfied. In case of conflict between the compliance statement and the detailed evidence or explanation furnished, the detailed evidence/comments shall take precedence/priority for the actual determination of compliance. Minor or non-substantial deviations may be accepted. Substantial changes shall be considered non responsive.



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### Enclosure 2

#### **SEALED BID PRICE PROPOSAL**

**SUBJECT: RFP-ACT-SACT-23- 39**

**Proposed rates must be fully “loaded” [G&A, O/H etc.], however they must not include per diem (meals & lodging) and travel. Travel (and related expenses) will not be covered under this contract, but handled separately in accordance with the ACT Financial Manual.**

**SUBJECT: RFP-ACT-SACT-23- 39**

Please find on behalf of **Insert: Company Name** to provide HQ SACT with services (collectively referred as “ITEMS”), subject to the provisions, terms and conditions stated in RFP ACT-SACT-23-39 and the “**Insert : Company Name** Technical proposal”, submitted in accordance with solicitation provisions.

<b>DELIVERABLES</b>	<b>COST (USD)</b>
1. Draft feasibility study #1 (by 12 June)	\$
2. Draft feasibility study #2: (by 17 July)	\$
3. Final feasibility study (1 September)	\$

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Please verify and acknowledge propriety of above, by  
duly completing signatures below. Authorizing

Company Official:

Printed \_\_\_\_\_ Name: \_\_\_\_\_  
Position: \_\_\_\_\_ Title: \_\_\_\_\_

Authorizing Company (Signature): \_\_\_\_\_, Date: \_\_\_\_\_.

**Company name** Witness Official:

Printed \_\_\_\_\_ Name: \_\_\_\_\_  
Position: \_\_\_\_\_ Title: \_\_\_\_\_

Witness Signature: \_\_\_\_\_, Date \_\_\_\_\_

Annex A

## **Statement of Work**

# **Feasibility Study on the Use of Synthetic Environment for Cyberspace Exercise**

in support of Headquarters Supreme Allied Commander Transformation (HQ SACT),  
Cyberspace Branch

### **Introduction and Background**

- 1 Allied Command Transformation (ACT) is NATO's leading agent for change: driving, facilitating, and advocating the continuous improvement of Alliance capabilities to maintain and enhance the military relevance and effectiveness of the Alliance. The main objectives of ACT are: providing appropriate support to NATO missions and operations; leading NATO military transformation; improving relationships, interaction and practical cooperation with partners, nations and international organisations. ACT therefore leads Alliance concept development, capability development, training and lessons learned initiatives and provides unfettered military support to policy development within NATO.
- 2 The exploitation of cyberspace as a domain of operations presents an increasingly growing challenge for the Alliance, requiring new strategies, concepts, architectures, processes and capabilities to enable NATO to defend itself in cyberspace as effectively as it does in the physical domains.
- 3 In this context, ACT Cyberspace Branch is responsible, among others, for developing appropriate cyberspace warfare products such as strategic outlook analysis, horizon scanning, research and feasibility studies and capability surveys. Those products inform ACT's activities in the area of concept definition & experimentation, and are often the source for development of forward looking cyberspace capabilities in support of NATO operations and missions.
- 4 To train cyber defenders while informing cyberspace transformation, ACT also leads, under the governance of the Military Committee (MC), NATO's annual Cyber Coalition exercise. This exercise brings together a cyber coalition of NATO Bodies, NATO Allies, and Partners (approximately 1,000 participants) to strengthen the Alliance ability to deter, defend against, and counter threats in and through cyberspace in support of NATO's core tasks. The aim of Cyber Coalition is to exercise the decision making advisory processes, technical and operational procedures, as well as the collaboration between its participants, involving NATO and national cyber defence capabilities, while providing a platform for cyberspace transformation. Cyber Coalition scenario is

articulated around storylines that aim to fulfil one or more of the training objectives of the exercise.

### **Aim and Scope**

As NATO continues the operationalization of the cyberspace domain, along with parallel efforts in the areas of digital transformation, modelling and simulation, ACT wants to explore the art of the possible when it comes to the use of synthetic environments in support of Cyber Coalition exercise planning and execution.

ACT's understanding is that a synthetic environment is a robust digital twin that brings together and integrates the physical, human, cognitive and resource aspects of an operating environment. It is based on a collection of models (simulations, AI, analytics, etc.) and data which are aggregated, integrated and synthesized, while interacting with each other.

A synthetic environment provides therefore an extensive toolset to support stakeholders engagement, collaboration, performance enhancements, information dissemination, decision-making, planning, training and experimentation, to name a few. In the context of a military exercise, creating a synthetic environment with the exercise scenario and storylines injects, as well as other synthetic data sources, can improve participation, commitment, performances enhancement and facilitate the use of what-if scenarios, scenarios re-playing, augmentation, automated metrics evaluation etc.

This Statement of Work (SoW) seeks industry support for the development of a feasibility study on the use of synthetic environments for Cyber Coalition exercise, in support of 2023 edition exercise planning and execution.

### **Activities and Results**

The selected provider shall:

Develop the feasibility study on the use of synthetic environment for Cyber Coalition exercise. This study that shall include:

A short description of what synthetic environments are: underlying principles, tools, applications, use cases, etc.

An analysis of how synthetic environments can be used for Cyber Coalition exercise in support of exercise planning and development but also execution. This analysis shall include expected benefits (with use cases) and requirements (data sources, models, VR tools, etc.).

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A proposed roadmap to incrementally implement a synthetic environment as the backbone for Cyber Coalition exercise, with development timeline and associated Rough Order of Magnitude (ROM) cost. The roadmap should clearly identify the objectives and benefits per phase, the developments required and the associate non-monetary requirements (e.g., policies, training, personnel, etc.)

Participate in technical discussions, notably with ACT Cyberspace SMEs and Cyber Coalition exercise team members, as required.

### **The deliverables shall include:**

The feasibility study on the use of synthetic environment for Cyber Coalition exercise.

References and any additional documentation required to support the findings.

ACT will provide the following products (to be confirmed at kick-off meeting):

High level description of Cyber Coalition exercise scenario.

High level description of Cyber Coalition exercise Story Line(s).

All deliverables shall be provided in Microsoft Office, editable source formats.

All products delivered by the provider must be fully releasable to NATO and all NATO nations.

Unless otherwise agreed by ACT, all products released by the provider shall be unclassified.

### **Milestones**

Contract award (T0): c.a. ~~08~~2 May 2023.

Project kick-off meeting and discussion with ACT and other relevant stakeholders (as needed): T0+1 week, location ACT, Norfolk, or remotely via VTC should the works permit.

Progress meeting and delivery of draft feasibility study #1: by 12 June, location ACT, Norfolk, or remotely via VTC should the works permit.

Progress meeting and delivery of draft feasibility study #2: by 17 July, location ACT, Norfolk, or remotely via VTC should the works permit.

Delivery of final feasibility study: by 1 September, location ACT, Norfolk, or remotely via VTC should the works permit.

### **Estimated Effort**

The estimation of effort required to complete the works in the scope of this SoW is the sole responsibility of the bidding contractors. Familiarity with NATO organization, including roles and responsibilities, and pre-existing expertise on synthetic environments in support of military exercises will reduce the effort while ensuring NATO-focused analysis.

### **Essential Qualifications**

To increase the likelihood of success, the provider shall meet or exceed the following essential requirements:

At least two years of demonstrable and very recent (less than two year-old, at the time of bidding) company references in the development of synthetic environments. Bidder shall provide references to developed products, which shall include actual implemented capabilities well beyond concepts and analysis. Bidder shall provide a short description of the developed products, in terms of functionality, size and approximate development/implementation time and cost. If bidder developed the products as part of a industry consortium, bidder shall provide the name of the prime contractor as well as the specific responsibility of the bidder's company in the development.

At least two years of demonstrable and very recent (less than two year-old, at the time of bidding) company references in the deployment and implementation of synthetic environment in support of military exercise, preferably in the context of military cyberspace operations and missions.

Demonstrated proficiency in English as defined in STANAG 6001 (Standardized Linguistic Profile (SLP) (Written and Oral). NATO: 3333.

### **Other Considerations**

The following tools will be used to ensure project execution compliance with NATO requirements and continuous inter-organization alignment, while limiting the risk of the execution:

Formal appointment of a Project Manager (PM) from both ACT and the provider, as the single PoC for each entity for project scope, management, quality assurance and evaluation.

At the request of ACT's PM, invitation to other NATO stakeholders representatives (e.g., from the NATO Communications and Information Agency (NCIA)) to participate in workshops and to discuss supplier products, should those require

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coherence with those organizations areas of responsibility. This participation could be replaced with a list of questions/comments from those organizations to be discussed during the appropriate technical workshops.

Formal delivery acceptance, per product and product draft required after each draft as well as prior to project closure.

The provider may request additional information to be provided by ACT prior to any of the kick-off or progress meetings, which ACT will furnish if adequate and available. The provider may request additional information required for the execution of the activities at any time in between meetings. In these cases, ACT speed of response will be "best possible". ACT will supply the relevant documentation and support required to complete the tasks within the agreed deadlines, specifically when it applies to sufficient documentation / support in order to understand the existing requirements and solutions that are in place. Review, feedback and acceptance of all draft and deliverable documents and outputs will be provided in a timely manner, as agreed between the parties during the detailed project plan development at the kick-off-meeting.

The provider will only use the above documents and information for the purposes of the execution of this contract and will immediately return or destroy all copies of the documentation once this purpose is fulfilled.

Disclosure of, and access to the above documentation or information to provider's personnel will solely be made on a need-to-know basis.

The provider and/or their personnel will not, without prior authorization from ACT, release to third parties any of the above documentation or information, its subject matter or any other aspect thereof.

This provision will remain in effect after the completion of the project and will cease to apply to any particular piece of information or documentation once that information or documentation becomes public knowledge other than through an act, default or omission of the provider.

### Type of Contract and Period of Performance

Type of Contract: This is a deliverable, firm-fixed-price contract in accordance with the HQ SACT General Terms and Conditions; as such, all employer responsibilities for the contractor performing under this contract shall lie with the contractor company.

The Period of Performance extends from on or about **08 May 2023 to 01 September 2023**, requiring ACT project sponsor approval to deviate from the milestones identified above.

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Any (no-cost) extension to the period of performance shall be subject to ACT approval after careful consideration of the justification.

### **Place of Performance and Travel**

Place of Performance for the indicated activities shall be at the discretion of the provider, at his own preference and cost. Project meetings shall be done via VTC.

No infrastructure or purchaser furnished equipment shall be provided to the provider, which will be responsible for all necessary tools and logistics necessary to execute the work, including handling of NATO documentation up to the classification of NATO UNCLASSIFIED.



**Annex B**

**Compliance Matrix**

Contractor’s technical proposals will be assessed on the qualifications of the both the company and individuals proposed to perform the work. Individuals’ résumés will be measured against each of the criteria specified below in order to ascertain whether the individuals have adequately qualifications to be considered compliant. (HQ SACT reserves the right to conduct technical discussions of nominated candidates). **Examples of how detailed knowledge levels were attained are expected. Ultimately Contractor companies shall clearly demonstrate by providing unequivocal reference to where company/key personnel meet the criteria set forth in this solicitation (please include page number, reference to CV or links as applicable).**

Bidder Name .....

#	Requirements	Compliant (C)	Non-compliant (NC)
1.	At least two years of demonstrable and very recent (less than two year-old, at the time of bidding) company references in the development of synthetic environments. Bidder shall provide references to developed products, which shall include actual implemented capabilities well beyond concepts and analysis. Bidder shall provide a short description of the developed products, in terms of functionality, size and approximate development and implementation time/cost. If bidder developed the products as part of an industry consortium, bidder shall provide the name of the prime contractor as well as the specific responsibility of the bidder’s company in the development.		
2.	At least two years of demonstrable and very recent (less than two year-old, at the time of bidding) company references in the deployment and implementation of synthetic environment in support of military exercise, preferably in the context of military cyberspace operations and missions.		
3.	Demonstrated proficiency in English as defined in STANAG 6001 (Standardized Linguistic Profile (SLP) (Written and Oral). NATO: 3333.		

HQ SACT GENERAL TERMS AND CONDITIONS DATED 01/26/2022 ARE APPLICABLE TO THIS PROCUREMENT AND CAN BE LOCATED ON THE ACT WEBSITE AT [WWW.ACT.NATO.INT/CONTRACTING](http://WWW.ACT.NATO.INT/CONTRACTING) UNDER CONTRACTOR INFORMATION.

