

## Justification & Approval For Other than Full and Open Competition

As a legislative branch agency, the Library is subject to the competition and advertising requirements of 41 U.S.C. § 6101. Like the Competition in Contracting Act and the FAR, 41 U.S.C. § 6101 does not require competition when a contracting officer certifies that only one source or brand-name item is available, when dictated by public exigency, or when otherwise authorized by law.

This document sets forth the justification and approval for award of a contract or order by means providing for other than full and open competition per 41 U.S.C. § 6101, LCR 7-210, and, as applicable, FAR 6.302, FAR 13.106-1, FAR 8.405, and FAR 16.505. Contracting without competition shall not be justified on the basis of a lack of advance planning or concerns related to availability of funds.

This form shall be used to support instances where competition will be limited to a single source, a limited number of sources, including where a brand name product is required.

### Part 1 – Identification

**1. Contracting Agency and Activity:** Library of Congress, Discovery and Preservation Services/Preservation Directorate/Collections Management Division

**2. Nature of Action Being Approved**

- Contract (or modification)
- LoC or Leg Branch Order (or modification)
- GSA Schedule or GWAC:
- Other: Identify

Acquisition Number: 2023-ACQ-0971  
Contractor (or Brand Name): Progress OpenEdge  
Estimated Value (Base and all options): ██████████  
Period of Performance: 03/01/2023 – 02/28/2024 (Base)  
03/01/2024 – 02/28/2025 (Option Year 1)

**3. Description of Supplies or Services Required to Meet Library Needs**

Describe the supplies or services that are required to meet the Library's minimum needs and the delivery schedule required to meet those needs. Do not focus on a description of the program.

**The Library requires the following supplies or services:**

The Library of Congress (LOC or the Library) and other large academic Libraries store a large portion of their important collections off site in high-density storage facilities (HDSF). High-density library storage facilities require digital inventory systems to manage, track and identify their inventory of collection items with rigorous accuracy, operational efficiency, and absolute reliability. These facilities manage millions of collections items of diverse formats and must support a high volume of transactions to ingest new materials and respond to requests for materials. Special inventory management software (IMS) is needed to manage the process of sending materials to the HDSF initially, as well as tracking the materials during circulation process until they are returned to their original location.

The IMS software currently used across these LOC facilities is called the Library Archival System (LAS). This software was originally designed and built in the early 1990's by Generation Fifth Applications for Harvard University and various versions have been implemented at the LOC.

LAS was built using the Progress RDBMS (now OpenEdge), a product of Progress Software Corporation. The core application was written in the OpenEdge Advanced Business Language. The interfaces for LAS are deployed through text-based menus and commands, using a secure shell connection to the institution's instance of the application.

The Library of Congress requires the following:

1. The latest compatible version of Progress OpenEdge software to upgrade the Library from the currently installed version, Progress OpenEdge-based Release 11.3.3.
2. Provide maintenance, technical support, software updates, and troubleshooting for the Library Archival System via the latest compatible version of Progress OpenEdge software.

## Part 2 – Program Office Justification & Approval

### 4. Authority for Contracting Without Competition

#### Over \$250,000

For this requirement over \$250,000, under FAR part 6, the basis for contracting without providing for full and open competition is:

- There is only one responsible source and no other supplies or services will satisfy Library requirements. 41 U.S.C. § 6101(b)(2)(C); FAR 6.302-1.
  - Library's minimum needs can only be satisfied by contractor's unique capabilities or products. FAR 6.302-1(b)(1).
  - Source controls copyrights, patents, raw materials, or secret processes cannot be acquired otherwise, or similar circumstances. FAR 6.302-1(b)(2).
  - Other exception identified in FAR 6.302-1: Identify the exception
- There is such unusual & compelling urgency that the Government would be seriously injured if competition is not limited. 41 U.S.C. § 6101(b)(2)(B); FAR 6.302-2. Option years are not permitted.
- Source is expressly authorized or required by statute (e.g., AbilityOne, UNICOR, GPO, GSA Public Buildings Service, Appropriations Act, etc.) per 41 U.S.C. § 6101(b)(1) and FAR 6.302-5: Identify the authority
- Other basis authorized in 41 U.S.C. § 6101(b) or FAR part 6.302: Identify the exception
- Library's needs can only be satisfied by a brand-name product or item which is essential to the Government's requirement. FAR 6.302-1(c).
- The Product is listed on the Library of Congress Enterprise Architecture Repository (LCEAR) database (Attach applicable IT Standard Data Sheet)

#### Up to and including \$250,000

For this requirement up to \$250,000, using simplified acquisition procedures under FAR part 13, the basis for contracting without providing for full and open competition is:

- Only one responsible source is reasonably available to meet Library requirements. 41 U.S.C. § 6101(b); FAR 13.106-1.
  - Product or service is reasonably available from only one source.
  - Source controls copyrights, patents or other exclusive licensing arrangements.
  - Urgent circumstances; only one source can reasonably deliver by required date. Option years are not permitted.
  - Source is expressly authorized or required by statute: Identify the authority
- Library's needs can only be satisfied by a brand-name product
- The Product is listed the Library of Congress Enterprise Architecture Repository (LCEAR) database (Attach applicable IT Standard Data Sheet) The current LAS system is listed on TRM-0470: Library Archival System (LAS) with Merlin & Javelin

#### GSA Schedule Order

For this GSA schedule order under FAR part 8, the basis for not competing among GSA schedule-holders and/or specifying a brand name product or item is:

- An urgent and compelling need exists, and following GSA procedures would result in unacceptable delays. FAR 8.405-6(a)(1)(i)(A).
- Only one GSA source is capable of fulfilling the requirement at the level of quality required because the supplies or services are unique or highly specialized. FAR 8.405-6(a)(1)(i)(B).
- In the interest of economy and efficiency, the new work is a logical follow-on to an original order that was placed competitively among GSA schedule-holders (i.e., the original order was not sole-source or limited-source.) FAR 8.405-6(a)(1)(i)(C).
- Library's needs can only be satisfied by a brand-name product
- The Product is listed on the Library of Congress Enterprise Architecture Repository (LCEAR) database (Attach applicable IT Standard Data Sheet)

#### Order Under Multiple Award Indefinite-Delivery Contract or GWAC

For this order under FAR subpart 16.5, the basis for contracting without providing for full and open competition is:

- The need is so urgent fair opportunity would result in unacceptable delays. 41 U.S.C. § 6101(b)(2)(C) and FAR 16.505(b)(2)(i)(A).
- The Library's minimum needs can only be satisfied by contractor's unique capabilities or products. 41 U.S.C. § 6101(b)(1) and FAR 16.505(b)(2)(i)(B).
- A logical follow-on order in the interest of economy and efficiency. 41 U.S.C. § 6101(b)(1) and FAR 16.505(b)(2)(C).
- To satisfy a minimum guarantee. 41 U.S.C. § 6101(b)(1) and FAR 16.505(b)(2)(D).
- Authorized or required by statute. 41 U.S.C. § 6101(b)(1) and FAR 16.505(b)(2)(E).
- The Library's minimum needs can only be satisfied by a brand-name product or item which is essential to the Government's requirement. 41 U.S.C. § 6101(b)(2)(B) and FAR 16.505(a)(4)(i).
- The Product is listed on the Library of Congress Enterprise Architecture Repository (LCEAR) database (Attach applicable IT Standard Data Sheet)

## 5. Rationale for Contracting Without Competition

*In supporting an action not providing for full and open competition, it is not sufficient to demonstrate that the contractor is exceptionally well qualified or even the best qualified, or that the required brand name product is well suited to the Library's needs. The rationale must demonstrate that no one else, or no other competing product, can satisfactorily fulfill the Library's requirement. Do not focus on the importance of the requirement; the issue is the rationale for not competing.*

*In supporting urgency, address the following: What are the unexpected facts or the unpredictable events that led to this situation? When is the required delivery or performance start date? Why this date? What specific harm to the Government will occur if the delivery is not made or performance not begun as scheduled? (Note that expiration of funds is not sufficient harm to justify not competing.) Demonstrate that the contract is only for items and quantities urgently needed until a competitive procurement action can be developed, or that a separate competitive follow-on is not practical.*

*In supporting a brand name justification, the brand name or feature must be essential to the Library's requirements, and market research indicates that other company's similar products or products with similar features cannot meet or be modified to meet the Library's needs.*

**We are authorized to limit competition based on the citation in section 4 because:**

The Library requires Progress' OpenEdge software to act as a platform for the existing inventory management Library Archival System (LAS). LAS was built using the Progress RDBMS (now OpenEdge), a product of Progress Software Corporation. The core application was written in the OpenEdge Advanced Business Language. Maintaining the existing use of the OpenEdge software platform ensures the continued operations for inventory management which has run on the LAS since 2000. The OpenEdge software has been consistently delivered by Progress in a specific compatible format which matches the requirements to run the perpetual LAS software. In 2021 the Library was informed that the underlying LAS software, initially purchased in 2000 from proprietor Generation Fifth Applications, Inc. (GFA), is no longer being offered or supported by GFA. Since the interfaces for LAS are deployed through OpenEdge text-based menus and commands, using a secure shell connection to the institution's instance of the application the best way to continue use of the LAS is through an OpenEdge software upgrade and use of support services for LAS. Market research indicates that other inventory management systems (IMS) for libraries do not yet exist, and the Library will have to develop a replacement. The development time, implementation and data migration/ input will be lengthy and the continued use of the existing IMS (LAS) is critical to continued operations at the HDSF and Library collections circulation.

## 6. Actions to Overcome Barriers to Competition Before Subsequent Contract Is Required

State what actions, if any, the program office can take to overcome barriers to competition before a contracting for this requirement again, such as: using action to provide time to develop specifications for a competitive procurement by a certain date; licensing copyrights or patents so other contractors may use the works; or breaking the requirement into parts that may be purchased competitively. If this is a one-time requirement, explain that action to increase future competition is not needed. If the source is expressly required by statute, state "Source is statutory."

**To increase competition, we will:** The Library Preservation Directorate intends solicit for a new Inventory Management System (IMS) to replace the Library Archival System (LAS) in FY 2023. Until a new system is developed, implemented and data migrated the Library will solicit support for the existing LAS Progress OpenEdge via resellers.

## 7. Program Office Certification

I certify that the description of the Government's minimum needs, schedule requirements, and technical information that provide the basis for this justification are accurate and complete.

			1/11/2023
_____ Name	_____ Title	_____ Signature	_____ Date

**PART 3 – CONTRACTING OFFICER DETERMINATIONS & CERTIFICATION**

**8. Efforts to Solicit from As Many Potential Sources As Practicable**

Unless a justification is based on FAR 6.302-2, Unusual and compelling urgency, contracting officers shall post justifications for other than full and open competition, including brand name justifications, to the Contract Opportunities website on sam.gov (or eBuy for Brand Name Justifications under FAR Part 8) prior to requesting a proposal or otherwise entering into negotiations.

- Advance notice will be published in sam.gov for 15 days before a contract is awarded. FAR 5.203(a).
- Advance or concurrent notice will be published in sam.gov for a reasonable time for commercial items FAR 5.203(a) and 12.204(b).
- Advance notice will not be published because the action meets the following FAR exception:
  - Notice would compromise national security. FAR 5.202(a)(1).
  - Unusual and compelling urgency; notice period would seriously injure Government. FAR 5.202(a)(2).
  - Expressly authorized or required to be made through another Government agency. FAR 5.202(a)(4).
  - Order will be placed against an IDIQ contract awarded under FAR 16.5. FAR 5.202(a)(6).
  - Order will be placed against GSA schedule or other competitively-awarded contract. FAR 5.202(a)(11).
  - Other:
- Advance notice will not be published per 41 U.S.C. § 6101; see attached deviation from the FAR per LCR 7-210 § 3.A.

We made the following efforts to interest potential sources in this award: Published Name Brand Justification on SAM.gov in concurrence with Solicitation.

**9. Listing of Sources That Expressed Interest in Writing**

The following sources expressed interest in this award: N/A

**10. Additional Information**

The following additional information is relevant to this justification and approval: N/A

**11. Contracting Officer Determination that Price Is Fair and Reasonable**

As explained in detail below, I have determined that the prices for this contracting action are fair and reasonable based on comparison of the prices to the following (see FAR 15.404-1(b)(2)):

- |  |   |
|--|---|
| <input type="checkbox"/> Historical prices paid by the Government  | <input type="checkbox"/> Published competitive price lists                        |
| <input type="checkbox"/> Library's Independent Government Estimate | <input type="checkbox"/> Prices obtained through market research                  |
| <input type="checkbox"/> Other:                                    | <input checked="" type="checkbox"/> Prices obtained through competitive proposals |

The following analysis (based on attached pricing information) supports my determination: To be determined at time of award

**12. Contracting Officer Determination of Responsibility**

- Checked System for Award Management (or will check in the case of competitive proposals for a brand name product)

**13. Contracting Officer Determination of Best Value**

I have determined that this action represents the best value to the Government because: To be determined at time of award.

**14. Contracting Officer Certification**

I certify that, to the best of my knowledge and belief, this justification is accurate and complete. For those actions up to \$700,000, I approve contracting without competition for this requirement.

**Michael Schuman**

Name

 Digitally signed by Michael Schuman  
Date: 2023.01.11 14:49:17 -05'00'

Signature

Date