

## **LIMITED SOURCES JUSTIFICATION**

**TO:** Gwendolyn Ruffin, M/OAA/RM Contracting Officer

**FROM:** Catherine Roberds, M/MS/HMD COR

**SUBJECT:** Limited-Sources Justification; Project # J&A 22-160

**1. This document sets forth the facts and rationale justifying the use of limited sources, in accordance with FAR 8.405-6(a)(1)(b) – Limited sources.**

(1) Circumstances justifying limiting the source. (b) 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.

This document was prepared by the United States Agency for International Development (USAID), Bureau for Management, Office of Management Services, Headquarters Management Division (M/MS/HMD).

**2. The nature and/or description of the action being approved:**

This is a request to approve a 16-month extension to the current sole source contract #AID-OAA-O-16-00051 and to increase the total estimated cost for an award to FM Systems Group, LLC for \$358,369.75 and a new TEC of \$795,754.75. Under this action FM Systems Group, LLC will provide annual license, maintenance support, and professional technical support for the FM: Interact software. The current period of performance is Oct 1, 2016, through Sept. 29, 2022.

**3. Description of the supplies or services required to meet the agency's needs, including the estimated value:**

The purpose of this contract is critical and essential to maintain the current FM Systems Group, LLC, FM: Interact CAFM software. The CAFM software is currently installed within USAID's network and requires annual licenses to operate the software. The maintenance support provided by the contractor is required for any incidents with the software during use by USAID staff. The professional technical support provided by the contractor is required to continue the current work of software upgrade and customization. The FM: Interact software is currently in the process of upgrading to the latest software system. Upon completion in Sept 2022, the work of testing the new software update, integrating the data from the current software, and customizing the software are still required to be able to use the software.

**4. Authority and supporting rationale (see FAR 8.405-6(a)(1)(b) and, if applicable, a demonstration of the proposed contractor's unique qualifications to provide the required supply or service.**

**Limited The Source- FAR 8.405-6(a)(1)(b) – (1) “limiting the source. (B) 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 FM: Interact CAFM software is developed, manufactured, and sold by FM Systems Group, LLC, and is on a GSA schedule contract (GS-35F-0028T). Under this action FM System Group, LLC will provide the license, maintenance, and technical support to operate the currently installed FM: Interact CAFM software and owned modules – space planning, asset management, move management, strategic planning, and resource scheduler - in support

of the USAID Agency mission.

- The objective when acquiring the original software was to increase USAID's Real Property portfolio transparency and improve the Agency's utilization rates. Moreover, USAID's Real Property Efficiency Plan which was approved in FY2016 has outlined a dual-track strategy which includes: (1) consolidation of its leased portfolio in the National Capital Region and (2) modernization of existing workspace. The FM Systems Inc. FM: Interact software, with customization and updates, has met the Agency's requirements and is looking to fulfill the future constantly changing requirements of space utilization. Over the past 5 years, the FM Systems CAFM software program has become a vital tool for the Agency planning and is used daily by the Program Office (M/MS/HMD) space planners, facility managers, and the Bureau's AMS Officers in support of staff management and management of the Agency lease portfolio, space utilization, occupancy data, and Bureau relocations for the National Capital region. It has been determined that the FM Systems Group, LLC CAFM software provides a mission critical service for USAID.
- FM Systems software and modules are currently installed on the USAID infrastructure and monitored by the M/CIO ISSO program. Per the Federal government IT systems regulations of The National Institute of Standards and Technology (NIST), the FM: Interact CAFM software has the Authority to Operate (ATO) provided by the USAID's CIO as of Dec 2020 through Dec 2023. The program office is asking for a 16-month extension to the current contract period of performance (POP) so that the contract can coincide with the current Approval to Operate status. The extra month requested will allow time to initiate a new contract as necessary if the ATO is/is not approved.
- The federal regulation for the ATO process sets a review of the system every 3 years for compliance. The new contract award POP will coincide with this process and approval to operate given by the Agency's CIO for IT software systems.
- The licenses, maintenance, and technical support for the FM: Interact CAFM software can only be provided by FM Systems Group, LLC. The specialty of this brand of software is so specific to this Vendor that the license is required for the software to function. The available CAFM software systems on the market are sold and maintained by the developer and manufacturer of each software system. No other company offers the FM Systems FM: Interact CAFM software which is currently in use within the USAID infrastructure.
- FM Systems FM: Interact CAFM software is an integrated suite of web-based facility management tools or modules that have been customized for USAID's specific use. Therefore, to maintain the current software and modules that have already been purchased, installed, customized, and used daily by the M/MS/HMD Space Planning and Design staff and Bureau AMS Officers is the best advantage for the government technically and financially. Research has shown that no other CAFM System will fulfill the USAID requirements; And to modify such a software to match the FM Systems platform would be costly and would require a large amount of software reengineering for system compatibility.
- It has been determined that full & open competition in procuring a new CAFM software system and a new Vendor would result in a burdensome endeavor and not be financially beneficial to the government; since the current system software is installed in the Agency's infrastructure, customized for USAID, monitored by M/CIO ISSO program, has the Authority to Operate (ATO) by the Agency's CIO through Dec 2023. Also, considering that the software system can only be licensed and maintained by FM Systems, Group, LLC, then no other vendor could provide the services required to operate the current software system.

**5. Determination by the ordering activity contracting officer that the order represents the best value consistent with 8.404(d).**

FM Systems Group, LLC. is on GSA schedule (GS-35F-0028T) which has already determined that the prices of supplies, fixed-price fees, and rates for services offered at hourly rates under this schedule contract to be fair and reasonable. Therefore, ordering activities are not required to make a separate determination of fair and reasonable pricing, except for a price evaluation as required by 8.405-2(d). By placing an order against a scheduled contract using the procedures in 8.405, the ordering activity has concluded that the order represents the best value (as defined in FAR 2.101) and results in the lowest overall cost alternative to meet the Government's needs. Although GSA has already negotiated fair and reasonable pricing, ordering activities may seek additional discounts before placing an order (see 8.405-4).

**6. A description of the market research conducted among schedule holders and the results, or a statement of the reason market research was not conducted.**

In 2016, extensive market research was conducted to find a CAFM software system on the market that could fulfill USAID's requirements. Through this research, several CAFM software systems were presented and tested by USAID program office and M/CIO Division. It was determined that FM Systems, FM: Interact software CAFM program was the best system to meet the needs of the Agency. The system is currently installed within the Aid net system and monitored monthly by MCIO. The Approval to Operate (ATO) for the software system was granted in Dec 2020 and is good until Dec 2023 when the ATO process will conclude again that approval to operate on the Aid network. Through more recent market research, in 2021 and 2022 - it was found that FM Systems Group, LLC, is the proprietary Manufacturer of the FM: Interact (CAFM) software.

**7. Any other facts supporting the justification.**

FM Systems Group, LLC have performed their current contract with professionalism and achieved CPARs 'Satisfactory' Ratings in all areas.

**8. A statement of the actions, if any, the agency may take to remove or overcome any barriers that led to the restricted consideration before any subsequent acquisition for the supplies or services is made.**

Before the original procurement of the FM systems, the Program office worked with M/CIO to seek out other CAFM software programs used within the Agency that were installed on the USAID network; none were found. This is a specialized program for specific use by the Management Bureau program office. The only action that USAID can take currently or downstream to overcome any barriers to competition before and subsequent to any action is to seek out other contractors that could develop or tweak their CAFM System platform to work with the FM Systems software; or USAID would have to develop an entirely new system. Training and certification on the new software for USAID would also be required.

## 9. Technical or Requirement Personnel Certification

In accordance with **FAR 8.405-6(a)(1)(b)**, I hereby certify that the technical statements included above, which form a basis for the justification, are complete and accurate.

Catherine Roberds

Aug 22, 2022

Catherine Roberds, M/MS/HMD  
Technical Office Representative

Date

## 10. Contracting Officer Certification

Based on the limited sources circumstance described above, I hereby certify that the justification is accurate and complete to the best of my knowledge and belief.

GWENDOLYN

RUFFIN (affiliate)

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RUFFIN (affiliate)  
Date: 2022.09.23 08:24:43 -04'00'

Gwendolyn Ruffin, M/OAA/RM/MHCA  
Contracting Officer

Date

## 11. Approving Official Determination

I have determined that **FAR 8.405-6(a)(1)(b)**, as described above, appropriately applies to this order.

Approved ☐

Disapproved ☐

GWENDOLYN

RUFFIN (affiliate)

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GWENDOLYN RUFFIN (affiliate)  
Date: 2022.09.23 08:25:28  
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Gwendolyn Ruffin, M/OAA/RM/RHCA  
Approving Official

Date

**CLEARANCE PAGE FOR LIMITED SOURCE JUSTIFICATION –  
FM Systems, Group, LLC**

**Clearances:**

**1. General Counsel**

**Cleared 9/06/2022**

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Diane Perone  
General Counsel (GC/A&A)

Date

**2. Agency Competition Advocate**

DEBORAH RYAN BRODERICK  
(affiliate)

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BRODERICK (affiliate)  
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Deborah Broderick  
Deputy Director for Acquisition and Assistance

Date