



DEPARTMENT OF THE NAVY
NAVSUP FLEET LOGISTICS CENTER SAN DIEGO
3985 Cummings Road, Bldg 116
San Diego, CA 92136-4200

IN REPLY REFER TO:
LSJ# 240/JMP
08-31-2016

**LIMITED SOURCE JUSTIFICATION
FOR FSS ORDER (above SAT)**

1. IDENTIFICATION OF AGENCY AND CONTRACTING ACTIVITY: This is a Limited Source Justification. The requiring activity is the Fleet Readiness Center South West (FRCSW), San Diego, CA. The contracting activity is the NAVSUP Fleet Logistics Center, San Diego, CA (NAVSUP FLCSD).

2. NATURE/DESCRIPTION OF CONTRACT ACTION: This acquisition is conducted under the authority of the Multiple Award Schedule Program (Title III of the Federal Property and Administrative Services Act of 1949 (41 U.S.C. 251, *et seq.* and Title 40 U.S.C. 501, Services for Executive Agencies). This action is issued in accordance with FAR 8.405-6(a)(1)(i)(B). This is a limited source action to be awarded as a new Federal Supply Schedule (FSS) order to a small business contractor identified in paragraph 3 below. The placement of a Firm Fixed Price (FFP) delivery order is required to obtain software product maintenance and support services for the Configuration Management Professional (CMPRO) software. Additionally, this acquisition procures additional licenses for the software to be accessed by additional Navy personnel at FRCSW.

FRCSW requires the maintenance for CMPRO 2.2 Standard Product Maintenance, CMPRO 2.2 Standard Product Support, CMPRO 2.2 CUS1, Custom New Form Screen Support, and CMPRO 2.2 OSW Support. These services will be procured in accordance with Special Item Number (SIN) 132-34. The delivery order will be funded with Navy Working Capital Funding (NWCF). The total estimated cost is [REDACTED]. The period of performance is from November 7, 2016 through November 6, 2017.

3. DESCRIPTION OF REQUIRED SUPPLIES/SERVICES: The proposed acquisition is for the procurement of software maintenance in accordance with General Services Administration (GSA), FSS SIN 132-34. In addition to the maintenance there is a need for a limited amount of travel by the contractor to support the maintenance. The software designer and developer is Professional Systems Associates, Inc. (PSA) in Panama City, FL. This contract will also allow FRCSW to authorize additional users access to the system, based on mission requirements, by providing a limited number of additional licensing rights to the PSA software.

CMPRO is commercial off-the-shelf (COTS) software produced by PSA. CMPRO is utilized across the Naval Air Systems Command (NAVAIRSYSCOM) and FRCSW. The CMPRO software products reside on US Navy computer servers that are located at NAVAIR Headquarters, Patuxent River, MD. These servers have been designated as dedicated to the CMPRO software. Only authorized users of the software can access the servers via the internet, including FRCSW.

CMPRO has numerous out-of-the-box modules as well as an architecture that allows for customization around its core capabilities for Configuration Management (CM) and Product Lifecycle Management (PLM). Some of the out-of-the-box predefined modules include: Product Definition, Configuration Status Accounting (CSA), Configuration Baselines, As-Built Tracking, Inventory Management, Drawing/Document/Software Release, Contracts/Contract Tasks, Project and Process Management. CMPRO automates the process of managing product data, engineering data, inventory, and configuration data in a centralized integrated data environment.

NAVAIRSYSCOM purchased the basic software products numerous years ago and CMPRO has been in use by the US Navy since the late '90's. The existing software requires maintenance to ensure that the software is maintained to a full functional and operational capability for all users, and that it is updated for all Fleet Readiness Centers (FRCs) to meet NAVAIRSYSCOM directives and to align with NAVAIRSYSCOM missions. Currently, FRCSW has access to the CMPRO software; however FRCSW is unable to fully utilize the broad spectrum of software or its customized upgrades from NAVAIRSYSCOM without software maintenance and support, which will then ensure that the local FRCSW systems are compatible and consistent with NAVAIRSYSCOM systems available to all FRCs. Commonality of software across NAVAIRSYSCOM FRC's is critical to operations, mission objectives and communications; particularly as personnel transfer between commands.

The maintenance services to be provided by PSA will upgrade existing software at FRCSW for compatibility and currency. These changes have been implemented to the NAVAIRSYSCOM software over time, and this contract will export those customized changes to the existing FRCSW system. PSA will create, design, implement, and/or integrate customized changes to existing FRCSW software to ensure compatibility and accessibility to all existing and additional users at FRCSW. Maintenance will include person-to-person communications such as telephone support, on-line technical support, customized support, and/or technical expertise.

4. IDENTIFICATION OF THE JUSTIFICATION RATIONALE AND/OR DEMONSTRATION OF CONTRACTOR'S UNIQUE QUALIFICATIONS: The statutory authority which permits restricting consideration of schedule contractors to fewer than that required in FAR 8.405-1 or 8.405-2 is 41 U.S.C. 251, as implemented by FAR 8.405-6.

There is no other manufacturer of this software, and PSA has proprietary data rights for the CMPRO software. No other contractor has access rights to CMPRO software and no other contractor can satisfy the CMPRO software requirement. Therefore, PSA is the only company who can provide the CMPRO software and support services. NAVAIRSYSCOM and the FRCs utilize the core CM/PLM capabilities of CMPRO that have been developed by PSA as identified under paragraph 3 of this LSJ in several vital aviation functionalities. The capabilities of CMPRO allows the Navy to process data, capture and manage aviation related data that allow the NAVAIRSYSCOM activities to perform their primary function of aircraft maintenance and repair. Based on the fact that PSA has developed and designed the software CMPRO which the Navy has applied to the various applications currently in use. PSA as the OEM the only source able to provide the maintenance that will enable NAVAIRSYSCOM activities to perform their designated mission. The proposed requirement is to acquire maintenance support services for continued use of CMPRO. CMPRO is an enterprise CM and PLM software application.

5. DETERMINATION OF THE BEST VALUE: GSA has determined the pricing for the maintenance of Software as a Service to be fair and reasonable for the purpose of establishing the schedule contract. The NAVSUP FLCSD Contracting Officer will make a separate determination of fair and reasonable pricing for the software licenses based on price analysis using the procedures in FAR 15.404-1. Price analysis will be conducted by comparing the proposed unit prices against an Independent Government Estimate and historical prices for the same type of software licensing and support services.

6. DESCRIPTION OF MARKET RESEARCH: No market research was conducted because this acquisition is required to align the System Centers with NAVAIRSYSCOM missions. There is no other manufacturer of this software, and PSA has proprietary data rights. No other contractor has access rights to CMPRO software and no other contractor can satisfy this requirement. PSA is the only company who can provide the CMPRO software and support services efficiently because no other contractor has access to the CMPRO software proprietary data rights. This LSJ will be synopsized in FedBizOpps, which is the Government-wide Point of Entry (GPE).

7. ANY OTHER SUPPORTING FACTS: At present, PSA is the sole developer of the CMPRO software currently in use by the various US Navy activities. It owns the proprietary data and data rights to the software and the software engineering environment in which it creates the software changes. It has the requisite technical knowledge and experience to perform all required software updates to the program logic and to ensure that the software is in compliance with US Navy and DOD Information Assurance guidelines. Current analysis supports a conclusion that costs to migrate the functionality of the CMPRO application to other software programs would exceed the [REDACTED] estimated acquisition cost for the annual FRCSW site licensing and support. Similar products, (with only a subset of the capability of CMPRO) offer per user licensing in the [REDACTED] price range, and do not offer site licensing. The licensing costs for another product would be approximately [REDACTED] (6,043 estimated CMPRO users at [REDACTED]). CMPRO was designed as a COTS product but is and has been customized to meet US Navy needs. Current estimates to port customized CMPRO modules, screens, and work flow applications are approximately [REDACTED]. This cost consists of roughly 4,000 labor hours of re-programming at [REDACTED] per hour. Estimates to re-train the current CMPRO users includes approximately 4,200 hours of classroom training (two to three hour classes) for students and 1,000 hours for instructors and the cost is estimated at [REDACTED] for the re-training. The total cost to migrate the functionality of CMPRO to another application is currently estimated at [REDACTED] million dollars. These costs would not be recovered through competition.

8. ACTIONS TAKEN TO REMOVE BARRIERS TO COMPETITION: This procurement will utilize a GSA FSS and will be solicited and awarded in accordance with FAR Subpart 8.4. The requiring activity will analyze feedback from interested contractors who respond to the synopsis.

9. CONTRACTING POINT OF CONTACT: The point of contact at NAVSUP FLCSD is [REDACTED], Contracting Officer, Code 240 [REDACTED].

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.

Technical Cognizance:

[Redacted Signature/Name/Phone No./Date]

Signature/ Name (Printed) Phone No. Date

Requirements Cognizance:

[Redacted Signature/Name/Phone No./Date]

Signature Name (Printed) Phone No. Date

LEGAL SUFFICIENCY REVIEW

I have determined this Justification is legally sufficient.

[Redacted Signature/Name/Phone No./Date]

Signature Name (Printed) Phone No. Date

CONTRACTING OFFICER CERTIFICATION

I certify that this Justification is accurate and complete to the best of my knowledge and belief. To the extent that the J&A/LSJ value is between \$150K and \$650K, the Contracting Officer's signature below also represents approval of the J&A/LSJ.

[Redacted Signature/Name/Phone No./Date]

Signature Name (Printed) Phone No. Date

CONTRACTING ACTIVITY COMPETITION ADVOCATE REVIEW

To the extent that the J&A/LSJ value is between \$650K and \$12.5M, the Competition Advocate's signature below also represents approval of the J&A/LSJ.

Signature Name (Printed) Phone No. Date