

LIMITED-SOURCES JUSTIFICATION

- 1. Identification of the agency and the contracting activity:** The Office of Acquisition and Management (A/LM/AQM), Department of State, is processing this limited-source (brand name only) justification and approval at the request of The Radio Programs Branch (RPB), for the purchase of Kenwood (manufacturer) based radio communications equipment.
- 2. Nature and/or description of the action being approved:** The action being undertaken is the procurement of name brand Land Mobile Radio (LMR) communications and ancillary equipment for RPB in support of the Department of State's (DoS) Emergency and Evacuation (E&E) radio network. This will be a new order under GSA's Federal Supply Schedule.
- 3. A description of the supplies or services required to meet the Department's needs (including the estimated value):** Land Mobile Radio (LMR) devices and ancillary equipment will be purchased. This consists of Ultra High Frequency (UHF) and Very High Frequency (VHF) handheld, mobile, and base station radios. In addition, ancillary items required for the proper operation of the UHF and VHF radios will also be purchased.

The estimated cost for this purchase is [REDACTED]

- 4. The authority and supporting rationale (see 8.405-6(a)(1)(i) and (b)(1)) and, if applicable, a demonstration of the proposed contractor's unique qualifications to provide the required supply or service:** The statutory authority permitting limited source justification is 40 USC 501 and FAR Part 8.405-6(b)(1)

The DoS plans to upgrade twenty-eight (28) U.S. Embassies and/or Consulates radio systems in FY2014. These radio systems are a vital component in the protection of life, safety, and security of American personnel abroad. For the past five (5) years, Kenwood's Land Mobile Radio (LMR) equipment has been the brand of radios used to upgrade ninety-three (93) of the two hundred and eighty (280) U.S. Embassies' and/or Consulates' E&E radio systems. The DoS has an immediate need to purchase limited LMR equipment to augment existing stock as a stop-gap measure to complete the staging and configuration of six (6) sites and to maintain limited Operations & Maintenance (O&M) stock for repair and return support for all 93 sites.

Since 2008, the DoS had been using an existing contract to purchase Kenwood equipment for upgrading the legacy radio systems at U.S. Embassies and Consulates. Operationally, the DoS continues to utilize Kenwood's proprietary message communications signaling (i.e. Fleetsync) in the overseas day-to-day operations as well as the Emergency & Evacuation (E&E) procedures. This feature allows the Regional Security Officers (RSO) at an Embassy to perform single call, group call, and all call to the Embassies' U.S. citizen community via the existing conventional radio system. Since the Fleetsync message communication system is proprietary, there are no other radio vendors who manufacture LMR radios that possess the Fleetsync proprietary signaling. For this reason, only Kenwood radios can be purchased to "augment" the existing DoS stock and upgrade the next six (6) U.S. Embassies or Consulates while maintaining the required security notification features currently in operations overseas.

Incorporating, i.e. mixing, non-Kenwood brand radios with the existing Kenwood stock would prevent replacement radios (i.e. depot level one-for-one swapping) from being sent to replaced failed units in the field. Secondly, mixing non-Kenwood radios with existing stock of Kenwood radios would create disruption in the U.S. Embassy and Consulate operations since any non-Kenwood radio would not be able to receive the aforementioned emergency notifications from the Kenwood radio systems. Such a change (i.e. fielding non-Kenwood radios with existing Kenwood stock) would have a severely negative impact on the ability of the Regional Security Office (RSO) to quickly notify U.S. Citizens of imminent bombings, civil unrest, or anti-U.S. demonstrations. Any work-around would increase the precious seconds of notifications of life/safety concerns to perhaps minutes or hours depending upon the work-around solution employed. Any perceived workaround would divide the existing user community by using a distinctly different calling system from Fleetsync which would require training and additional hardware. Operating in a mixed environment and relying upon the “new procedures for an additional calling system” as a work-around to performing an all call, group call, or individual call will increase the risk to life and property to an unacceptable high level. Since mixing vendor’s LMR equipment would result in the elimination of the existing security calling feature, same brand purchasing is requested.

This purchase is intended to allow the DoS to continue upgrading at least six (6) U.S. Embassies’ and/or Consulates’ 15-year old equipment by augmenting existing stock until the NexGen APCO P25 contract is awarded.

5. **A determination by the ordering activity contracting officer that the order represents the best value consistent with 8.404(d):** GSA has already determined the prices of supplies under schedule contracts to be fair and reasonable. The Contracting Officer will verify GSA availability and no separate fair and reasonable determination is required.
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:** A market survey was initiated by visiting web sites of various LMR equipment manufacturers to determine if they have the capability of using Fleetsync message communications systems. It was also confirmed that Kenwood’s Fleetsync message communications system (as deployed by the Department of State) is proprietary and, therefore, not available from any other vendor.
7. **Any other facts supporting the justification:** This purchase is intended as a stop-gap measure to purchase limited but sufficient quantities of LMR equipment to augment existing stock for the installation of only six (6) U.S. Embassies and/or Consulates and stock to support the O&M support via repair and return of equipment already fielded. It is imperative that the same brand equipment, i.e. Kenwood, be purchased in order to maintain the all call, group call, and individual call security-related functionalities at Post. The NexGen contract (see paragraph 8) is expected to be awarded before additional LMR devices are required beyond the current requirement of six (6) Post upgrades.

Incorporating non-Kenwood brand radios with the existing Kenwood stock for six (6) Posts would put undue burden on the DoS due to:

-The increase in technical training costs. Providing training to 35 technical specialists at a cost of \$2000.00 per class (typical cost per technical class) and \$5,000 per travel expenses for international travel for 35 overseas staff to attend training would total over \$250,000.00. This does not include the time lost during training that would postpone other scheduled regional activities, i.e. reduces personnel support for regional maintenance resulting in potential delays for service.

-The additional cost for ancillary equipment (i.e. cables, software, and proprietary connectors) used to program the new hardware. This additional cost is estimated at \$20,000.00 to purchase and provide these items to all technical specialists in the field and in the depot maintenance facility. NOTE: If Motorola, the DoS technicians already have sufficient Motorola programming hardware and software, therefore, no additional materials will be required.

-The additional management and logistic to maintain spare parts and replacement devices for this third-party vendor for a period of 10-years. Maintaining O&M, logistical operations, and user training for six (6) distinctly different Posts—out of the remaining 274 Posts—puts undue burden on the DoS.

-The additional warehouse space and costs for new locations for parts held in inventory both in the D.C. metropolitan areas as well as the Regional Information Management Centers (RIMC) located throughout three distinct geographic regions of the world.

- 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:** The Radio Programs Branch commenced evaluating different vendor equipment in response to a recent DoS solicitation. This solicitation afforded vendors the opportunity to compete for the awarding of a new multi-million dollar contract to support the Department's Emergency and Evacuation network radio refresh program.

The DoS is performing due diligence to ensure the next contract for LMR equipment (i.e. NexGen) utilizes non-proprietary, Association of Public Safety Communications Officials (APCO) Project 25 standard equipment with all call, group call, and individual call features. A statement of work has been released for a full and open bidding of the five-year NexGen contract estimated at \$70 million. The awardee will provide LMR subscriber equipment that the DoS will use to replace the U.S. Embassies' and Consulates' radio systems on a 10-year life-cycle. Once awarded (expected within 60 -90 days), all LMR subscriber equipment required for the future overseas upgrades can be purchased from this NexGen contract. At that time, the purchase of Kenwood radios will only be needed to support legacy operations (i.e. spare parts and repair & return stock) and not for completed upgrades to the U.S. Embassies' and Consulates radio systems.