

OFFICE OF THE COMMISSION AUDITOR MIAMI-DADE BOARD OF COUNTY COMMISSIONERS

COMMISSION AUDITOR'S INFORMATIONAL RESEARCH

TOURISM AND THE PORTS COMMITTEE MEETING

June 10, 2020 9:30 A.M. Virtual Meeting

Yinka Majekodunmi, CPA Commission Auditor

Office of the Commission Auditor (OCA) 111 N.W. First Street, Suite 1030 Miami, FL 33128 (305) 375-2524

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Item No. 3A File No. 201014

Researcher: JFP Reviewer: PGE

RESOLUTION AUTHORIZING AWARD OF A LEGACY CONTRACT FOR AIRPORT OPERATION INFORMATION SYSTEM AT MIAMI INTERNATIONAL AIRPORT FOR THE MIAMI-DADE AVIATION DEPARTMENT, CONTRACT NO. L-10046, TO AMADEUS AIRPORT IT AMERICAS, INC. FOR A SEVEN-YEAR TERM IN A TOTAL AMOUNT NOT TO EXCEED \$18,445,882.59 AND APPROVING TERMS OF AND AUTHORIZING THE COUNTY MAYOR OR COUNTY MAYOR'S DESIGNEE TO EXECUTE THE CONTRACT AND TO EXERCISE ALL PROVISIONS OF THE CONTRACT, INCLUDING ANY CANCELLATIONS OR EXTENSION PROVISIONS, PURSUANT TO SECTION 2-8.1 OF THE COUNTY CODE AND IMPLEMENTING ORDER 3-38

ISSUE/REQUESTED ACTION

Whether the Board should award *Legacy Contract No. L-10046, Airport Operation Information System at Miami International Airport*, in the amount of up to \$18,445,882.59 to Amadeus Airport IT Americas, Inc. (Amadeus) for a seven-year term for the Aviation Department.

PROCEDURAL HISTORY

Prime Sponsor: None Department/Requester: Internal Services

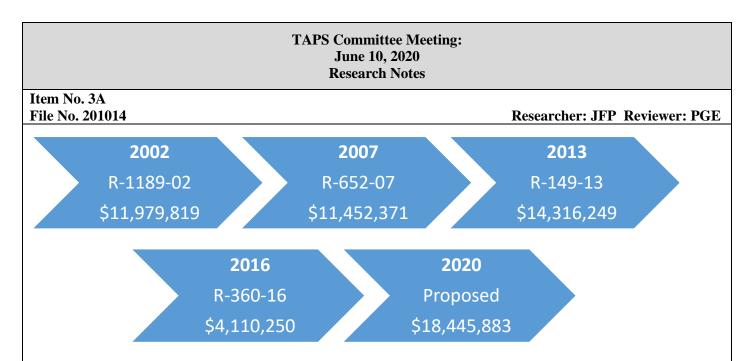
This item has no procedural history.

ANALYSIS

The purpose of this item is to approve a replacement legacy contract for the Miami-Dade Aviation Department (MDAD)'s continued utilization of the proprietary Airport Operation Information System (AOIS), a central repository of information that supports the management of airport operations and impacts Miami International Airport (MIA)'s gate operations. The AOIS integrates, controls, and maximizes utilization of mission-critical MIA systems to, among other things, track aircraft movements, mitigate congestion at ramps and aprons under MDAD's control, and notify MDAD personnel of potential conflicts and resource optimization opportunities. Amadeus, the awardee, licenses its software products to MDAD and is the sole authorized provider of its software implementation services, maintenance, and support services. This replacement contract is valued at \$18,445,882.59.

These services were originally procured in 2002 through a competitive solicitation, with each bidder offering its own proprietary system. The Board-approved award to Air-Transport IT Services, Inc., a firm later acquired by Amadeus, was in the amount of \$11,979,819.31 (Resolution No. R-1189-02). The renewal contract for the operation and maintenance of the AOIS was approved via bid waiver by the Board in 2007 in the amount of \$11,452,371.19 for a three year term with two, one-year options to renew (Resolution No. R-652-07).

The existing contract with Amadeus was approved by the Board via bid waiver on March 5, 2013 (*Contract No. 1115D*, Resolution No. R-149-13). The approved contract was in the amount of \$14,316,248.89 for a term of seven years. A change order in the amount of \$4,110,250 was subsequently approved by the Board on May 17, 2016 (R-360-16). This, along with two prorations totaling \$1,036,004.76 modified the cumulative contract amount to \$19,462,503.65. The prorations extended the contract by six months from the original expiration date of March 17, 2020 to September 17, 2020. The graphic below depicts a timeline of Board-approved allocations to Amadeus/Air-Transport IT Services, Inc. for the AIOS.



Resolution No. R-718-17 requires the Administration to commence the planning for re-procurement and readvertisement of contracts and prequalification pools for the purchase of goods and services that are subject to Board approval no later than 18 months before the expiration of such contracts and pools, inclusive of option to renew periods. Based on the current option term's original expiration date of March 17, 2020, re-procurement planning should have commenced in September 2018.

The administration is requesting a legacy purchase pursuant to Section 2-8.1(b)(2) of the County Code, stating that competition is limited and impracticable due to cost, as replacing the AOIS would require MDAD to contract with multiple vendors and manage the integration between the different vendors and their technologies at an estimated cost in excess of \$25 million. Market Research provided by MDAD was conducted to identify other vendors and to evaluate the County's total current investment into the AOIS and the cost of replacing the current AOIS, including subsequent licensing and proprietary commitments that would be needed to replace the system. MDAD has estimated a total investment of over \$37 million into the current solution since 2002.

MDAD identified two other vendors that currently provide similar solutions to the AOIS implemented at MIA: SITA Information Networking Computing USA, Inc. and Rockwell Collins. However, no company was identified that possesses the complete suite that makes up the centralized solution comparable to the AOIS currently in place at MIA. Amadeus licenses its software products to MDAD and retains proprietary and intellectual property rights to the licensed software, and as such, Amadeus is the sole authorized provider of its software implementation services, maintenance, and support. Due to the unique customization throughout the years to the AOIS since the first agreement in 2002, there is no system comparable in the market to determine an exact total replacement cost. The Mayoral Memorandum provides such information relating to the proprietary nature of the software as well as the cost implications of switching to a new vendor as justification for the legacy purchase, however, as required by Section 2-8.1(b)(2) of the County Code, there is no statement in the award memorandum as to the provisions that will be taken to reduce or eliminate the future need for legacy purchases for these services.

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Researcher: JFP Reviewer: PGE

OCA's due diligence of Amadeus Airport IT Americas, Inc. is depicted below.

Awarded Firm	Corporate Registration	Tax Collector's Office	Florida DBPR	Litigation (Westlaw)
Amadeus	Foreign Profit	Business	No account on	No cases.
Airport IT	Corporation	Address:	file.	
Americas, Inc.				
	Active	MIAD 3030		
		Miami, FL		
	Principal Address:	33122		
	5950 Hazeltine			
	National Drive	Status: Paid and		
	Suite 210	Current		
	Orlando, FL 32822			
	Filed: August 3, 2001			

ADDITIONAL INFORMATION

Amadeus Airport IT Americas, Inc. <u>https://amadeus.com/en</u>

Amadeus acquires Air-Transport IT Services, Inc. (AirIT) https://www.airport-technology.com/contractors/traffic/amadeus/pressreleases/pressair-transport-it-services/

APPLICABLE LEGISLATION/POLICY

Section 5.03(D) of the Home Rule Charter states that contracts for public improvements and purchases of supplies, materials, and services other than professional shall be made whenever practicable on the basis of specifications and competitive bids. The Board, upon written recommendation of the Mayor, may by resolution adopted by two-thirds vote of the members present waive competitive bidding when it finds this to be in the best interest of the county. http://www.miamidade.gov/charter/library/charter.pdf

Section 2-8.1 of the County Code requires formal sealed bids for all contracts and purchases when the transaction involves the expenditure of \$250,000 or more, except that the Board of County Commissioners, upon written recommendation of the Mayor or Mayor's designee, may, by resolution adopted by two-thirds vote of the members present, waive competitive bidding when it finds this is to be in the best interest of the County.

https://library.municode.com/fl/miami -

_dade_county/codes/code_of_ordinances?nodeId=PTIIICOOR_CH2AD_ARTIINGE_S2-8.1COPUGE

Resolution No. R-1189-02, adopted October 22, 2002, approved award of Airport Operation System contract, *ITB No. MDAD 115A*, to Air-Transport IT Services, Inc. in the amount of \$11,979,819.31 for a contract period of 1,439 calendar days.

http://intra/gia/matter.asp?matter=023044&file=false&yearFolder=Y2002

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Resolution No. R-652-07, adopted June 5, 2007, approved award to Air-Transport IT Services, Inc. the contract for operation and maintenance of the Airport Operation Information System at Miami International Airport in the amount of \$11,452,371.19 for a three year term with two, one-year options to renew. http://intra/gia/matter.asp?matter=071421&file=true&vearFolder=Y2007

Resolution No. R-149-13, adopted March 5, 2013, authorized award of *Project No. 1115D*, Operations and Maintenance Agreement for the Airport Operation Information System for the Miami-Dade Aviation Department, in the amount of \$14,316,248.89, for a term of seven years, to Air-Transport IT Services, Inc. http://intra/gia/matter.asp?matter=130231&file=true&yearFolder=Y2013

Resolution No. R-360-16, adopted May 17, 2016, approved Change Order No. 1 to the Operation and Maintenance Agreement for the Airport Operation Information System for the Miami-Dade Aviation Department between Miami-Dade County and Air Transport-IT Services, Inc., *Project No. 1115D*, increasing the contract by an amount not to exceed \$4,110,250.

http://intra/gia/matter.asp?matter=160762&file=true&yearFolder=Y2016

Resolution No. R-477-18, adopted May 1, 2018, directed the County Mayor to disclose to the Board the reasons goods and services are not being procured through local businesses when the recommendation is to award a contract to a non-local vendor or to establish a prequalification pool where less than 75 percent of the pool members are local businesses. http://intra/gia/matter.asp?matter=180822&file=true&yearFolder=Y2018

Resolution No. R-187-12, adopted February 21, 2012, directed the County Mayor to include due diligence information in memoranda recommending certain contract awards.

http://www.miamidade.gov/govaction/matter.asp?matter=120287&file=true&fileAnalysis=false&yearFolder=Y2012

Resolution No. R-140-15, adopted February 3, 2015, directs the County Mayor to conduct a full review prior to the reprocurement of replacement contracts for goods and services of the scope of services or goods requested to ensure such contracts reflect the current needs of the County and include such information in recommendations to the Board. http://intra/gia/matter.asp?matter=150090&file=true&yearFolder=Y2015

Resolution No. R-718-17, adopted July 6, 2017, directs the Administration to commence planning for re-procurement no later than 18 months prior to the expiration of contracts and prequalification pools for purchases of goods and services.

http://intra/gia/matter.asp?matter=171632&file=true&yearFolder=Y2017

Resolution No. R-1011-15, adopted November 3, 2015, directed the County Mayor to require that vendors provide addresses of all local branch offices and headquarters and the number and percentage of local residents such vendors employ in memoranda to the Board pertaining to vendors being recommended for contract award. <u>http://intra/gia/matter.asp?matter=152271&file=true&yearFolder=Y2015</u>

Resolution No. R-716-12, adopted September 4, 2012, requires identification of small business enterprise firms in any procurement item submitted for Board approval. http://intra/gia/matter.asp?matter=121265&file=true&yearFolder=Y2012

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Resolution No. R-841-06, adopted July 6, 2006, states that whenever prior Commission approval is required for award of a successor contract or extension of an existing contract in order to assure no hiatus in the provision of goods or services to the County, the County Mayor shall present the request for such approval to the Board no later than 30 days before the existing contract expires or needs to be extended.

http://intra/gia/matter.asp?matter=061720&file=true&yearFolder=Y2006

Implementing Order 3-38 sets forth the County's policy and procedures for the procurement of goods and services. The I.O. references the obligations and responsibilities of the Internal Services Department; the authority to award; and the requirements for access contracts, emergency purchases, bid waivers, confirmation purchases and sole sources. An emergency purchase is an unforeseen or unanticipated urgent and immediate need for goods or services where the protection of life, health, safety or welfare of the community or the preservation of public properties would not be possible using any of the other purchasing methods described in the Implementing Order. http://www.miamidade.gov/aopdf/pdffiles/IO3-38.pdf

Item No. 3B File No. 201015

Researcher: IL Reviewer: PGE

RESOLUTION AUTHORIZING AWARD OF A LEGACY CONTRACT FOR COMMON USE TERMINAL EQUIPMENT AND COMMON USE PASSENGER PROCESSING SYSTEMS SUPPORT AND MAINTENANCE SERVICES AT MIAMI INTERNATIONAL AIRPORT FOR THE MIAMI-DADE AVIATION DEPARTMENT, CONTRACT NO. L-10047, TO SITA INFORMATION NETWORKING COMPUTING USA, INC. FOR A SEVEN-YEAR TERM IN A TOTAL AMOUNT NOT TO EXCEED \$40,732,011.94 AND APPROVING TERMS OF AND AUTHORIZING THE COUNTY MAYOR OR COUNTY MAYOR'S DESIGNEE TO EXECUTE THE CONTRACT AND TO EXERCISE ALL PROVISIONS OF THE CONTRACT, INCLUDING ANY CANCELLATIONS OR EXTENSION PROVISIONS, PURSUANT TO SECTION 2-8.1 OF THE COUNTY CODE AND IMPLEMENTING ORDER 3-38

ISSUE/REQUESTED ACTION

Whether the Board should approve the award of a Legacy Contract No. L-10047 to SITA Information Networking Computing USA, Inc. for Common Use Terminal Equipment (CUTE) and Common Use Passenger Processing Systems (CUPPS) support and maintenance services for the Miami International Airport (MIA) in an amount not to exceed \$40,732,011.94 for a term of seven years for the Miami-Dade Aviation (MDAD).

PROCEDURAL HISTORY

Prime Sponsor: None Department/Requester: Internal Services

There is no procedural history for this item.

ANALYSIS

The purpose of the proposed item is to approve award a long-term replacement legacy contract for the delivery of maintenance and support services for the CUTE and CUPPS used at MIA to support check-in and terminal operations. The recommended vendor is SITA Information Networking Computing USA, Inc. (SITA). The contract is for an amount not to exceed \$40,732,011.94 for a term of seven years.

The administration is requesting a legacy purchase pursuant to Section 2-8.1(b)(2) of the County Code, stating that research and analysis concludes that changing to another system would not prove beneficial as the airlines would not be receptive to the additional financial burden and other systems would not be fully compatible. More specifically, as found in the Administration's Market Research document competition for these services is not practicable at this time because the software suite is proprietary, tightly integrated to ensure stable and reliable operations at MIA. Replacing the CUTE at MIA would require MDAD to engage and contract with multiple vendors, and then manage the costly integration between the different vendors and their technologies.

Moreover, the purchase of a new system would require the County to pay approximately \$40 million, and an additional \$6 million would be required to run both systems in parallel while the replacement system is implemented. In addition, MDAD would pay for new software licenses, customization, interface development across multiple complex systems, business process reengineering, staff training and professional services for the design and implementation of a new solution. Ultimately, MDAD would more than likely be committed to that system and vendor(s) for the maintenance and support due to the proprietary equipment and software purchased. However, as required by Section 2-8.1(b)(2) of

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Researcher: IL Reviewer: PGE

the County Code, there is no statement the award memorandum as the provisions that will be taken to reduce or eliminate the future need for legacy purchases for these services.

Under the proposed contract, SITA shall provide the County detailed technical design, development, hardware, firmware, software, software licenses, installation, integration, implementation, training, user manuals and documentation, operation, support and maintenance services for the CUTE and CUPPS used at MIA. Additionally, SITA shall provide testing of the hardware and warranty and testing of the software, and all other items necessary for the proper operation of the CUPPS. Examples of the specific goods and services to be delivered include the following: boarding pass printers, bag tag printers, gate readers, patch cables and core infrastructure upgrades.

This County originally contracted with SITA in 2002 when the airport procured these services (see Resolution No. R-1189-02 adopted on October 22, 2002). The original term of that agreement was for four years with a one, two-year renewal option. At the conclusion of that contract, on June 3, 2008 pursuant to Resolution No. R-614-08, the Board awarded a sole source contract to SITA due to the proprietary nature of the system and the equipment for a five-year term. The next procurement for these goods and services took place in 2013. Pursuant to Resolution No. R-150-13, the Board on March 5, 2013 awarded a bid waiver contract to SITA for a seven-year term for an operations and maintenance agreement for the CUTE and CUPPS.

MDAD recently awarded another contract to SITA in the amount of \$3,683,000 for an initial term of five years with five, one-year options to renew via Resolution No. R-1230-18. The primary purpose for this contract is to measure passenger wait times in the passenger lanes at MIA. The system monitors and predicts queue-times at key airport chokepoints, allowing airport operators to proactively allocate resources and staff to improve operational efficiency and the passenger experience.

The fiscal impact of this award is \$40,732,011.94 for the seven-year term. The current contract, I113C, is valued at \$39,926,011.07 for a term of seven years and six months. The current contract had an original expiration date of March 22, 2020 but was administratively extended by six months through September 22, 2020.

Table 1 Illustrates a side by side comparison of the current contract Droject II12C and the proposed contract L 10047

Table 1 mustrates a side by side comparison of the current contract Project 1115C and the proposed contract L-10047.			
	Contract I113C	L-10047	
Vendor	SITA Information Networking	SITA Information Networking	
	Computing USA, Inc	Computing USA, Inc	
Term	7 Years and six months	7 Years	
Annual Allocation	\$5,323,468.13	\$5,818,858.85 1 9% increase	
Total Contract Amount	\$39,926,011.07	\$40,732,011.94 2 % Increase	

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Researcher: IL Reviewer: PGE

OCA conducted a due diligence review of the awarded firm on June 2, 2020.

Firm		Corporate Filing	Tax Collector	Westlaw
SITA	Information	0 1	One Account	No relevant cases
Networking	Computing	*	Current and Paid	
USA Inc.		3100 Cumberland Blvd. Atlanta, GA 30339	Business Address: 8333	
		Allalla, OA 30339	Business Address: 8333 N.W. 53 Street, Suite 444,	
		Date Filed: 12/13/2000	Doral, FL 33166	

OCA conducted a review of commodity code 91828 (Computer Hardware Consulting) for this project on the Business Management Workforce System (BMWS) on June 2 and the search yielded 23 Small Business Firms results.

Vendor	Location	Certification
4 BEST BUSINESS CORP., DBA 4 BBCorp	Miami, FL	<u>SBE-G&S</u>
ADVANCED TOTAL SYSTEMS, INC.	MIAMI, FL	<u>SBE-G&S</u>
AFL INTERNATIONAL CONSULTING STAFF & SERVICES INC	Miami, FL	<u>SBE-G&S</u>
Ark Solvers, Inc.	Miami Gardens, FL	<u>SBE-G&S</u>
Civil Works, Inc.	Doral, FL	<u>SBE-G&S</u>
COMPUSURANCE CORP	Miami, FL	<u>SBE-G&S</u>
EB TECH CONSULTING, INC.	Miami, FL	SBE-G&S
EPIC CONSULTANTS, INC.	MIAMI, FL	<u>SBE-G&S</u>
IMAAS CONSOLIDATED, INC., DBA KONVERGENCE	Miami, FL	<u>SBE-G&S</u>
JohnsTek, Inc.	Coral Gables, FL	<u>SBE-G&S</u>
M. Gill & Associates, Inc., DBA Minority Business Enterprise Center	MIAMI, FL	<u>SBE-G&S</u>
MERIDIAN PARTNERS, LLC	MIAMI BEACH, FL	<u>SBE-G&S</u>
MILIAN, SWAIN & ASSOCIATES, INC.	Miami, FL	<u>SBE-G&S</u>
Mosscorp Corporation, DBA PCHELP365	MIAMI GARDENS, FL	<u>SBE-G&S</u>
Network & Communication Services, Inc.	Miami, FL	<u>SBE-G&S</u>

Item No. 2D		
Item No. 3B File No. 201015	Researcher: IL	Reviewer: PGE
SAFCO SYSTEMS, INC.	MIAMI, FL	<u>SBE-G&S</u>
SOUTHERN DATA SYSTEMS, INC., DBA NETTOGO	Miami, FL	<u>SBE-G&S</u>
ST. MARTIN CONSULTING LLC	MIAMI, FL	<u>SBE-G&S</u>
SYTEC-USA, INC.	Miami, FL	SBE-G&S
THINK FORWARD CONSULTING, INC.	PALMETTO BAY, FL	SBE-G&S
TNR ACCOUNTING SERVICES INC	Aventura, FL	SBE-G&S
TRANSAMERICA TRAINING MANAGEMENT, INC., DBA TAM TRAINING	Miami, FL	<u>SBE-G&S</u>
Virtualdeveloper.com LLC	Miami, FL	SBE-G&S

ADDITIONAL INFORMATION

SITA Information Networking Computing USA, Inc., has also secured government contracts with other major airports such as Los Angeles International Airport (LAX) via Contract No. DA-4910 to provide ongoing maintenance, support, repair, and installation services for the automated passport control kiosks at LAX. http://clkrep.lacity.org/onlinedocs/2017/17-0525 misc 05-10-2017.pdf

APPLICABLE LEGISLATION/POLICY

Section 2-8.1 of the County Code requires formal sealed bids for purchases over \$250,000; describes the circumstances under which non-competitive purchases may be approved; establishes requirements for legacy purchases, designated purchases, and single vehicle leases; provides that procurement procedures shall be established by I.O. and approved by the Board.

https://library.municode.com/fl/miami_-_____dade_county/codes/code_of_ordinances?nodeId=PTIIICOOR_CH2AD_ARTIINGE_S2-8.1COPUGE

Section 2-8.3 of the County Code (County Mayor's Recommendation) states that whenever a competitive process is utilized for selection of a contractor, vendor, consultant, tenant or concessionaire, the County Mayor shall review the responses to the solicitation and recommend to the County Commission for award or other appropriate action. The recommendation shall be in writing and filed with the Clerk of the Board, with copies mailed to all participants in the competitive process, no later than 10 days prior to any Commission meeting at which the recommendation is scheduled for presentation.

https://library.municode.com/fl/miami -

_dade_county/codes/code_of_ordinances?nodeId=PTIIICOOR_CH2AD_ARTIINGE_S2-8.3MARE

Resolution No. R-1189-02, adopted October 22, 2002, awarded airport operation system contract for Miami International Airport via ITB No. MDAD115A to Air-Transport IT services, Inc., waiving bid protest procedures. http://intra/gia/matter.asp?matter=023044&file=false&yearFolder=Y2002

Resolution No. R-614-08, adopted June 3, 2008, authorizes a contract award for Project No. 133C agreement for the common use terminal equipment/common use passenger processing system operations and maintenance agreement for

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Researcher: IL Reviewer: PGE

the Miami-Dade Aviation Department in the amount of \$17,742,819 for a term of five-years to SITA Information Networking Computing USA, Inc.

http://intra/gia/matter.asp?matter=081620&file=true&yearFolder=Y2008

Resolution No. R-187-12, adopted February 21, 2012, directed the County Mayor to include due diligence information in memoranda recommending certain contract awards. <u>http://intra/gia/matter.asp?matter=120287&file=true&yearFolder=Y2012</u>

Resolution No. R-150-13, adopted March 5, 2013, authorizes a contract award for Project No. 133C agreement for the common use terminal equipment/common use passenger processing system operations and maintenance agreement for the Miami-Dade Aviation Department in the amount of \$33,790,455 for a term of seven years to SITA Information Networking Computing USA, Inc.

http://intra/gia/matter.asp?matter=130288&file=true&yearFolder=Y2013

Resolution No. R-718-17, adopted July 6, 2017, Directs the Mayor to commence planning for re-procurement no later than 18 months PRIOR to the expiration of contracts and Lists of Prequalified Vendors for the purchase of goods and/or services; and directs the Mayor or their designee, on a quarterly basis to identify in writing to the Office of Commission Auditor those contracts and prequalified vendor lists that are set to expire no later than 18 months prior to expiration. http://intra/gia/matter.asp?matter=171632&file=true&yearFolder=Y2017

Resolution No. R-1230-18 adopted December 4, 2018, approved an award for Contract No. RFP-00422 checkpoint queue wait time analyzer to SITA Information Networking Computing USA, Inc. in a total amount not to exceed \$3,683,000 for the initial five-year term and five, one-year options to renew. http://intra/gia/matter.asp?matter=182665&file=true&yearFolder=Y2018

CONTRIBUTORS

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The Office of the Commission Auditor, Miami-Dade Board of County Commissioners

The Office of the Commission Auditor (OCA) was established in September 2002 by Ordinance 03-2 to provide support and professional analysis of the policy, service, budgetary and operational issues before the Miami-Dade Board of County Commissioners. The Commission Auditor's duties include reporting to the Board of County Commissioners on the fiscal operations of County departments, as well as whether the fiscal and legislative policy directions of the Commission are being efficiently and effectively implemented

These research notes, prepared in collaboration with the Miami Dade County departments as subject matter experts, is substantially less detailed in scope than an audit in accordance with the Generally Accepted Auditing Standards (GAAS). The OCA plans and performs the review to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on its objectives; accordingly, the OCA does not express an opinion on the data gathered by the subject matter expert(s).