

**National Aeronautics and Space Administration  
Ames Research Center  
Moffett Field, California 94035**

**Justification for Other than Full and Open Competition  
(FAR 6.303-2(a)(1))**

**Summary Information:**

Initiating Office: NASA Ames Research Center  
Acquisition Division (Code JAC)

Purchase Request No.: PR 4200312977

Procurement Title: Facilities Maintenance Services

Total Estimated Value: **FOIA Exemption 5**

Period of Performance: October 1, 2009, through January 31, 2010

Statutory Authority: 10 USC 2304(c)(1), *Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements*

This Justification for other than full and open competition has been prepared in accordance with the requirements of Federal Acquisition Regulation (FAR) 6.303 and NASA FAR Supplement (NFS) 1806.303.

**Detailed Information:**

**A. The nature and/or description of the action being approved. [FAR 6.303-2(a)]**

NASA's Ames Research Center (ARC) proposes to negotiate a sole-source modification to Contract No. NNA04CB37C with IAP World Services, Inc. (IAP), to extend the period of performance for four months. The contract was awarded effective August 1, 2004, with a 60-day phase-in period. The performance period, including all options, ran an additional five years, expiring on September 30, 2009. This Justification seeks authority to extend the contract from October 1, 2009, through January 31, 2010. This four-month extension means the contract performance period will run for a total of 5.5 years (August 1, 2004, through January 31, 2010), which is permissible pursuant to Procurement Information Circular (PIC) 00-22, *Class Deviation—Five Year Term of Contract*.

The purpose of this extension is to provide ongoing facilities maintenance services to ensure the safety and welfare of ARC personnel and program missions pending placement of a follow-on contract for the required support.

The requested extension is due to delays associated with the reprocurement of these services. Proposals in response to the solicitation for follow-on support were received August 12, 2009. The time from receipt of proposals to the expiration of the current contract is insufficient to complete the proposal evaluation, selection, and award process. Center-wide downsizing and recent personnel losses have forced remaining personnel, both technical and procurement, to work multiple requirements in various phases of recompetition. The recompetition schedules and procurement process through contract award have been adversely impacted by the competing priorities.

**B. A description of the supplies or services required to meet the agency's needs (including the estimated value).** [FAR 6.303-2(a)(3)]

ARC requires facilities maintenance services for Moffett Field and the numerous facilities located at the Center which house a diversified complement of staff and equipment that provide mission-critical support to the various NASA programs and missions. The average age of the utilities, infrastructure, buildings, and building services ranges between 40 and 50 years. Because of that aged equipment, it is necessary to keep continuity in preventive maintenance (PM) and predictive testing and inspection (PT&I). Failure to provide continuous PM and PT&I will lead to rapid equipment/infrastructure degradation and increased equipment losses, impacting the Center's programs and missions.

IAP provides integrated facility maintenance services for Moffett Field, which consists of ARC and the Moffett Airfield Complex, including the NASA Research Park and Moffett Housing Annexes (Berry Court, Orion Park, and Shenandoah Square). These services consist of all the resources (including labor, supervision, tools, equipment, materials, spare parts, maintenance, engineering, transportation and management) necessary to operate, maintain and repair the facilities and utilities specified in the contract and to perform alterations and specialized functions as described in the Statement of Work (SOW) for Moffett Field.

The estimated value of the services for this extension is **FOIA Exemption 5** based on the ~~attached~~ \* Government's Independent Cost Estimate. The Independent Cost Estimate was developed based on historical fixed cost and pricing data, as well as a technical review of the continuing data element requirements occurring during the extended performance period.

This extension provides the support needed to avoid a gap in IAP's facilities maintenance services, which, by ensuring the safety of the structures on the Center, insures the safety of the staff within who provide the mission-critical administrative, analytical, scientific, IT, engineering and experimental support for various NASA programs.

With no extension in place during the follow-on contract procurement process, ARC would not be able to support these essential ongoing efforts.

**C. An identification of the statutory authority permitting other than full and open competition.** [FAR 6.303-2(a) (4)]

The statutory authority is 10 U.S.C. 2304(c) (1); *Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements*.

**D. A demonstration of the proposed contractor's unique qualifications or the nature of the acquisition requires the use of the authority cited.** [FAR 6.303-2(a) (5)]

In accordance with FAR 6.302-1(a)(2)(iii), for DoD, NASA, and the Coast Guard, services may be deemed to be available only from the original source in the case of follow-on contracts for the continued provision of highly specialized services when it is likely that award to any other source would result in substantial duplication of cost to the Government that is not expected to be recovered through competition, or unacceptable delays in fulfilling the agency's requirements.

Examples of the highly-specialized services required by the Government under this contract are:

1. Crane Operators and Riggers trained and certified by a recognized crane organization. This certification includes riggers and flagmen.
2. Engineers with a Bachelor's Science Degree and a current license with the California Board of Professional Engineers and Land Surveyors.
3. Mechanics and technicians who are EPA-certified per Section 608 of the Clean Air Act.
4. HVAC/R technicians that hold a "Universal" level in certification.
5. A minimum of two (2) hazardous material specialists who maintain a Class A license.
6. Personnel trained in vibration analysis and thermography with a Level One certification.
7. Personnel trained and certified on the basics of tribology, alignment, airborne ultrasonics, motor circuit evaluation (MCE), motor current signature analysis, precision balancing of rotating equipment and Dranetz operation, with certifications and training equivalent to and/or exceed that of the American Society of Nondestructive Testing (ASNT) Level 1 requirements where applicable or OEM training curriculum if no standard exists.
8. HAZMAT specialists certified by the state of California at the Industrial Technician level.

Uninterrupted maintenance services are critical to the operation of the facilities and the support of ARC's projects and NASA's missions. IAP plays a crucial role in the continuous PM and PT&I on over 12,000 pieces of infrastructure and building service equipment, which, if not performed, would lead to rapid equipment/infrastructure degradation and increased equipment losses, impacting the Center's programs and missions. The contractor's Damaged Utility Control Team provides a highly trained cadre of utility specialists capable of isolating and controlling damaged electrical, gas, water and other utility systems in the event of a catastrophic natural disaster. IAP maintains trouble calls and also schedules and performs preventive and predictive maintenance work orders to keep the Center's equipment reliable and available for mission support to the various Directorates. The contractor's Facility Monitoring and Control Group provides 24/7/365 monitoring and control of over 3,500 pieces of critical equipment or processes throughout the Center, and it activates craft response to equipment that fails in the off-shift hours. Also provided under the contract is all internal pest control, and grounds management for the 1,840 acres that comprise Ames Research Center, NASA Research Park, and Moffett Federal Airfield. Historically, during the fall and winter months, because of age, many of the facilities' roofs leak, heating equipment fails, and buildings flood. Without this extension authorizing the contractor to perform the repairs and maintenance required, ARC would not be able to support its projects and NASA's mission during the follow-on contract procurement process. For these reasons, if the sole-source extension to this contract is not awarded, the results will be severe, unacceptable delays in fulfilling the Agency's requirements.

Further, if these highly specialized services were acquired competitively as a separate four month contract, rather than the four month extension sought here, the result would be a substantial duplication of costs to the Government that would not be recovered. This duplication of costs would include not only those costs associated with competing a separate procurement for the extension period, but also the costs associated with phase-in activities for that contract, which would be necessary to ensure that the new, possibly different, contractor has proper knowledge of work requirements necessary to support ARC's requirements. Hence a maximum four-month extension, rather than a new procurement for same period, is the only cost-effective and reasonable approach for NASA to take.

A separate competition and award for services of this magnitude to another vendor would neither be feasible nor reasonable given the current recompetition for the follow-on contract.

The four-month extension to the current contract is necessary to provide coverage of critical support services pending completion of the competitive follow-on action. Competition of the extension period would result in unreasonable delays in fulfilling the Agency's requirements and substantial duplication of cost to the Government that cannot reasonably be expected to be recovered through competition, and would affect the seamless continuity of services necessary to support this area of the ARC's and NASA's mission.

**E. A description of efforts made to ensure that offers are solicited from as many potential sources as is practicable, including whether a notice was or will be publicized as required by FAR Subpart 5.2 and, if not, which exception under 5.202 applies. [FAR 6.303-2(a)(6)]**

A synopsis was posted on the NASA Acquisition Internet Service (NAIS) and the Federal Business Opportunities Portal (FedBizOpps) on September 09 and September 12, 2009, to inform the public of NASA's intent to extend contract NNA4CB37C with IAP World Services, Inc, in order to continue performance for four months, through January 31, 2010.

The synopsis provided instructions for interested organizations to submit capabilities and qualifications to perform the effort to the Contracting Officer. No capability and qualification statements have been received in response to the synopsis.

**F. A determination by the contracting officer that the anticipated cost to the Government will be fair and reasonable. [FAR 6.303-2(a)(7)]**

The contracting officer determines that the anticipated cost to the Government will be fair and reasonable. A proposal analysis will be performed in accordance with FAR 15.404. The proposal analysis will ensure that the final agreed-to price for the contract value increase is fair and reasonable. Analysis will include cost and price evaluation techniques. Pre-negotiation objectives will be prepared prior to the initiation of negotiations and will be approved in accordance with FAR 15.406 prior to the conduct of negotiations.

**G. A description of the market research conducted and the results or a statement of the reason market research was not conducted. [FAR 6.303-2(a)(8)]**

Although there is a possibility that there may be other sources capability of providing these services for this four-month period, procurement activity for the follow-on contract has already been initiated and market research performed. Award to another source at the same time the re-compete is in process would result in substantial duplication of costs and unacceptable delays in fulfilling the Government's requirements.

**H. Any other facts supporting the use of other than full and open competition. [FAR 6.303-2(a)(9)]**

IAP World Services, Inc., is highly qualified to continue performance of this contract at NASA Ames Research Center through January 31, 2010, pending award of a follow-on contract. Project Work Order and overall contract performance—in terms of safety, milestones, scheduled metrics and deliverables—is well organized, prioritized, and safely completed on time and within budget. The contractor has maintained a "very good/excellent" performance rating on the contract.

**I. A listing of the sources, if any, that expressed, in writing, an interest in the acquisition.** [FAR 6.303-2(a)(10)]

No other source expressed interest in providing the services required by this extension.

**J. A statement of the actions, if any, the agency may take to remove or overcome any barriers to competition before any subsequent acquisition for the supplies or services required.** [FAR 6.303-2(a)(11)]

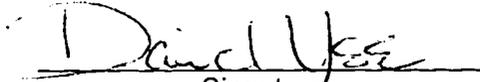
Since previous competition for the Facilities Maintenance Services contract has been adequate, there are no actions the agency needs to remove or overcome any barriers to competition before any subsequent acquisition for the services required.

For the foregoing reasons and to prevent substantial duplication of cost in fulfilling the Agency's highly-specialized facilities maintenance services at ARC, IAP World Services, Inc., is the only one responsible source to support the requirements of the Facilities Support Services contract through January 31, 2010.

**Signature Page**

**Requirement Initiator:**  
*David Yee*  
*Contracting Officer's Technical Representative*

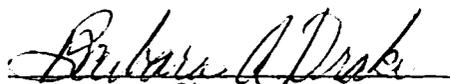
I certify that the facts presented in this justification are accurate and complete.

  
Signature

9/24/09  
Date

**Contracting Officer:**  
*Barbara Drake*  
*Contracting Officer*

I hereby determine that the anticipated cost to the Government will be fair and reasonable and certify that this justification is accurate and complete to the best of my knowledge and belief.

  
Signature

09/24/2009  
Date

**CONCURRENCE:**

**Directorate Manager:**  
*Deborah L. Feng*  
*Director of Center Operations*

*for Ernest Jennings*  
Signature

9/25/09  
Date

**Procurement Officer:**  
*Jeff Lupis*

*for Jeff Willard*  
Signature

9/25/09  
Date

**APPROVAL:**

**Center Competition Advocate:**  
*Lewis S.G. Braxton III*  
*ARC Deputy Center Director*

  
Signature

9/28/09  
Date

cc (after approval):  
JAB/241-1