

**Justification Review Document for Other Than Full and Open Competition**

**Program/Equipment:** Siemens Building Technologies Apogee Direct Digital Control (DDC) System

**Authority:** FAR 6.302-1(a)(2)(iii)(A) – Only One Responsible Source and No Other Supplies or Services will satisfy agency requirements for the listed equipment and the installation.

**Amount:** [REDACTED]

**Prepared by:**

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DSN: 329-[REDACTED]

Title: Contract Specialist

Date: 14 May 2019

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**Contracting Officer:**

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Date Reviewed: 7-Jun-19

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**Technical Representative:**

Typed Name: Kenneth Frey

DSN: 857-[REDACTED]

Title: HVAC & Repair Shop Supervisor

Date Reviewed: 15-May-19

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**Requirements Representative:**

Typed Name: Lt Col Brian A. Jackson

DSN: 857-[REDACTED]

Title: Base Civil Engineer

Date Reviewed: 15-May-19

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**Reviews:** I have reviewed this justification and find it adequate to support other than full and open competition.

**Legal Counsel**

Typed Name: LTC Robert J. Goodin

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Date Reviewed: 11-Jun-19

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### Justification and Approval for Other than Full and Open Competition

1. Contracting Activity: USPFO-DC Purchasing and Contracting Office, 189 Poremba Court, Bldg. 350, Washington, D.C. 20373-5847
2. Description of Action: This justification is prepared for a new firm fixed price construction contract to Construct Munition Load Crew Training Facility located at Joint Base Andrews AFB, MD. This project includes for a one brand name requirement for the installation of the Siemens Building Technologies Apogee Direct Digital Control (DDC) system currently in use throughout Joint Base Andrews MD.

- a. A firm fixed price contract will be competitively solicited for this action.

- b. The total government estimated cost for each of the brand name requirements is [REDACTED]

3. Description of Supplies/Services: The Munition Load Crew and Training Facility, project includes a Siemens Energy Management and Control System. The system shall include but is not limited to, stand-alone digital controllers, modular building controller, terminal equipment controller, a communications network, and separate workstation computer with workstation software.

The specified brand is unique because of its proprietary language used to communicate and transfer data from one piece of equipment to another. This communication gathers data on energy consumption and utility metering of a facility and without a compatible system the required data could not be collected accurately. This language is typical of DDC manufacturers. Although there are other sources that provide building automation control systems, none of these systems are compatible to each other or can communicate with another DDC manufacturer. This requirement is in accordance with Air Force Regulation 91-24, Real Property Operation and Maintenance and Energy Management and Control Systems (EMCS). EMCS sets policies and procedures for managing, operating, repairing, and maintaining installed equipment for EMCS. This regulation applies to all Air Force Civil Engineering activities. Specifically, paragraph 3, Section c.7a. states, "The complete system must consist of a single EMCS that monitors and controls mechanical equipment in all facilities containing centralized heating systems or air-conditioning units of 10-ton capacity or larger." Additionally, paragraph 5, states, "The Air Force goal for EMCS expansion is to have a single EMCS at each base, to monitor and control facility energy consumption and utility metering." Joint Base Andrew EMCS system is a Siemens Building Technologies, Inc. Landis Division System Apogee Direct Digital Control (DDC) system and is utilized base-wide.

4. Authority Cited: The statutory authority permitting Other than Full and Open Competition is 10 U.S.C. 2304(c) (1) as implemented by FAR 6.302-1 Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements.

5. Reason for Authority Cited:

- a. The use of 10 U.S.C. 2304(c)(1) and FAR 6.302-1 - Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements is being applied because there is no other source that can integrate seamlessly into Siemens Automation System due the proprietary nature of their system. The DC Air National Guard is a tenant on Joint Base Andrews and, as such, we are required to have a system that is compatible with the one currently utilized throughout the base. This is vital because US Air Force is currently implementing a new program termed Advance Meter Reading System (AMRS). The goal of AMRS is to access one database and retrieve the energy consumption data for each particular base. In order to gather this data, all consumption data must be in one format and in one location. This would not be possible should an incompatible system be installed due to the proprietary data collection software and communications protocol. The communications protocol used

by Siemens Building Technologies is exclusive to Siemens; thus, their system is not capable of communicating with other manufacturer's equipment, which is typical of DDC manufacturers.

- b. The project will be synopsized on Federal Business Opportunities (FEDBIZOPS) and the requirement for the brand name requirements will be included.
  - c. The solicitation will include the justification/rationale for the Brand Name requirement.
6. Efforts to Obtain Competition: The solicitation for the construction of the Construct Munition Load Crew Facility will be a competitive Invitation for Bid (IFB) set-aside for small businesses. The brand name components represent a small portion, less than 14% of the overall construction project that is being competed.
  7. Actions to Increase Competition:  
None. Siemens is the only contractor with the capability to provide the automation system due to the proprietary nature and is mandatory to be used on all facilities at Joint Base Andrews, AFB.
  8. Market Research: Market research was conducted for potential sources that may have capability to fulfill these requirements; based on research conducted by Joint Base Andrews Civil Engineering Squadron, only Siemens can flawlessly integrate to their system.
  9. Interested Sources: To date, no other sources have written to express an interest. This brand name is mandatory by the host base; Joint Base Andrews, AFB.
  10. Other Facts:
    - a. Procurement History:
      1. Joint Base Andrews currently uses Siemens Automation Systems in all of their facilities. In order for the DC Air National Guard to accurately monitor the energy consumption, they must have a system that integrates with that of the base. Additionally, in order to troubleshoot any issue with the system accurately and in a timely manner the system must be able to seamlessly integrate into the existing system.
      2. Authority previously used for less than full and open competition. N/A
      3. The circumstances for this procurement being procured under FAR 6.302-1 - Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements are critical to the mission. The following factors make Siemens Automation System unique for this procurement:
        - a. Communication protocols vary by DDC system manufacturer; some require a LAN trunk and a booster every 10,000 feet. For every booster, a required power source is needed. Joint Base Andrews uses fiber optic network as the primary method of communication throughout the base and dedicated copper phone lines for some locations to two established fiber optic communication hubs to each building on the existing base wide DDC network. Currently, the 113th Civil Engineering Squadron (CES) has a portable man machine interface tool to connect with the panels on a day to day basis that is used to respond to a trouble call. Multiple DDC systems would require the 113th CES to have a portable man machine interface tool for each system. DDC systems of various manufactures have historically been developed with communication protocols that are very unique from each other. Successful communication requires that systems at both ends of a link be compatible using P2 communication protocol. When different systems communicate, even when a standardized protocol is used, there is not 100 percent compatibility. It is required that any DDC system must be 100% compatible (back [REDACTED] ent the necessity to upgrade existing

devices. A major claim by Honeywell and Johnson Controls was that their systems are Windows base operation systems. The 11<sup>th</sup> CE installed Johnson Controls program onto one computer to verify Windows operations would work while the EMCS protocol was running; it did not. The 11<sup>th</sup> CE reported personnel could not run any Windows based programs while the other control programs were open. Johnson Control System has had four protocol operation programs and none of the systems could communicate with each other. The panel must be capable of automatically reload and restart from the existing DDC workstations in the event of a field panel memory loss. Also, there is additional cost to maintain operational capabilities. Initial and refresher training is required for each operating system. Training is approximately \$1,700.00 per person for a one week course. Theoretically, each additional DDC system (manufacturer) would cost an additional \$1,700/yr./ person, which would increase the operating costs while reducing available manpower day to day operations.

- b. Acquisition Plan: An Advance Contracting Plan has been developed for this project.
- c. Subcontracting Competition: N/A

11. Technical Certification:

I certify that the supporting data under my cognizance, which are included in the justification, are accurate and complete to the best of my knowledge and belief.

Typed Name: KENNETH FREY

HVAC & R Shop Supervisor

Date: 15-May-19

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418360  
Date: 2019.05.15 09:27:45 -0400

12. Requirements Certification:

I certify that the supporting data under my cognizance, which are included in the justification are accurate and complete to the best of my knowledge and belief.

Typed Name: Lt Col BRIAN A. JACKSON

Base Civil Engineer

Date: 15-May-19

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13. Fair and Reasonable Cost Determination:

I hereby determine that the anticipated cost to the Government for this contract action will be fair and reasonable pursuant to FAR 15.404-1 (b) - Proposal Analysis Techniques, it is anticipated that the cost to the Government will be fair and reasonable based on competition. As such, cost and pricing data will not be requested pursuant to FAR 15.403-l(c) (iii).

Typed Name: LTC JAMES O. ROBINSON

Contracting Officer

Date: 7-Jun-19

Signature: ROBINSON.JAMES.  
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14. Contracting Officer Certification:

I certify that this justification is accurate and complete to the best of my knowledge and belief.

Typed Name: LTC JAMES O. ROBINSON

Date: 7-Jun-19

Contracting Officer

Signature: ROBINSON.JAMES.  
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