

8NATIONAL AERONAUTICS AND SPACE ADMINISTRATION  
*Armstrong Flight Research Center (AFRC)*  
*California Regional Center Administrative and Technical Support Services*  
*III (CATSS III)*  
Determination and Findings (D&F) for Consolidation of Requirements

**Findings**

**I. Requirement Specific Information**

A. Proposed/New Requirement

1. Description of Services: Provides technical and administrative services in support of directorates, programs, and offices at National Aeronautics and Space Administration (NASA) Armstrong Flight Research Center (AFRC) and Ames Research Center (ARC). The functional areas that are supported are: Technical Publications Office Services, Research Library Services, Reproduction Center Services, Office of Strategic Communications, Office of Internal Controls and Management Systems, Administrative Office Support and Business Systems Support. The NAICS Code for this requirement is 561110, Office Administrative Services. The small business size standard is \$8.0 million/year.
2. Identify whether the requirement will be competed or sole source: Competed under the SBA's 8(a) Business Development Program.
3. Solicitation Number, Contract Name, or Contract Number if known: Center Administrative and Technical Support Services (CATSS III)
4. Contract Vehicle (e.g., contract, task order, IDIQ contract): Single Award IDIQ contract. Based upon market research, more favorable terms and conditions, including pricing, will be provided if a single award is made. Additionally, the expected cost of administration of multiple contracts outweighs the expected benefit of making multiple awards. Multiple awards would not be in the best interest of the Government.
5. Period of Performance (including all options): The anticipated period of performance for CATSS III is 9/01/2022-7/31/2027. In order to avoid a lapse in administrative and technical support services, a six-month bridge contract was awarded with a performance start date of 6/1/2022.

*Table 1: Period of Performance*

Contract Year	Start Date	End Date
Phase-In	September 1, 2022	September 30, 2022
Year 1	October 1, 2022	September 30, 2023

Year 2	October 1, 2023	September 30, 2024
Year 3	October 1, 2024	September 30, 2025
Year 4	October 1, 2025	September 30, 2026
Year 5	October 1, 2026	September 30, 2027

6. Estimated Value of the New Requirement (including all options as well as annual value):



*Table 2: Independent Government Cost Estimate (IGCE) by Center\**

Center	Annual Estimate (Labor Only)	IGCE Labor (5 Years)	IGCE ODCs & Potential Surge (5 Years)	Total IGCE
ARC				
AFRC				
Total				

- B. Current/Former Requirement(s) i.e., the impacted contract(s)/those that will not be recompeted:

- Contract Number(s): NND16AA03B (Armstrong CATSS II Contract) and 80ARC017C0002 (Ames Professional Administrative Support Services (APASS) Contract)
- Current/Former Contract Value(s):
- Description of Services: The Armstrong Center Administrative Technical and Support Services contract provides full-time, part-time, and temporary administrative and technical support to organizations in fulfilling AFRC's mission and objectives. Such services include: Office of Procurement Support, Technical Publications Office Services, Research Library Services, Reproduction Center Services, Office of Strategic Communications Support, Office of Internal Controls & Management Systems Support, and Archiving Support Services. Procurement support is being removed from the follow-on requirement; these services were competed and awarded as an 8(a) set-aside. The APASS contract provides full-time, part-time, and temporary administrative and technical support to organizations in fulfilling ARC's mission and objectives to include: General Clerical and Administrative Support, Event and Conference Support, Technical Writing and Editing, Library Services, and Human Resources Services (HR). HR is being removed from the follow-on requirement; these services were competed and awarded as a 100% Service-Disabled Veteran-Owned Small Business (SDVOSB) set-aside.

C. Is this a contract/order as a result of a Product Service Line (PSL) in accordance with PIC 18-01?

- ☒ Yes. If so, provide the PSL: Administrative Services.  
☐ No.

## II. Justification

A. Market research has been conducted (FAR 7.107-2(a)(1)). A sources sought was issued on October 26, 2020, requesting capability statements from all interested 8(a) businesses under NAICS Code 561110, Office Administrative Services with a small business size standard of \$8.0 million/year. Initially the sources sought only included the requirement for Armstrong Flight Research Center. There were 46 responses to the sources sought, of which seven (7) of the 8(a) firms were found to be fully qualified to perform all aspects of the Draft Performance Work Statement (PWS). Update 01 to the sources sought was issued on February 10, 2021 to inform vendors that NASA was researching the possibility of a contract vehicle for both AFRC and ARC. After the ARC requirement was added, 28 additional responses and communications were received, of which 20 identified as 8(a) businesses. A Small Dynamic Business Search was also conducted which resulted in 87 active 8(a) businesses under a keyword search for Administrative Services. Market Research suggests there are multiple 8(a) businesses that can perform AFRC's and ARC's requirement; therefore, based on the Market Research performed and NASA Form (NF) 1787, Small Business Coordination, it is recommended this requirement be issued as a 100% competitive set-aside for 8(a) business concerns.

B. Quantify the specific benefits of the proposed consolidation/consolidated requirement by completing each of the following tasks (each task must be completed) (FAR 7.107-2(c)):

Benefits that will be achieved include reduction in acquisition resources and cycle time as only one procurement will be completed at AFRC versus two separate procurements (AFRC and ARC). Additionally, contractor administration and overhead cost savings are expected, due to only one contractor performing at both NASA centers.

1. Compute the contract cost savings or reduction:

Traditionally, contract savings is calculated using the current value of the contracts and subtracting the IGCE for the consolidated effort. However, since the scope of the effort is being modified (HR services being removed from ARC and Acquisition services from AFRC), using the current value of the contracts would introduce unrealized savings in the analysis because the two efforts being compared are not the same. Therefore, an assessment was performed identifying contract administration cost savings and government administration cost savings through consolidation of the two contracts. [REDACTED]

*Table 3: Percentage of Labor Cost Savings*

Contractor Cost Savings	NASA Estimate Admin/personnel savings	Total Savings	IGCE Total	% of Cost Savings

Contract administration cost savings were developed based on the assumption that only one Program Manager (PM) will be required to manage this contract versus the current model of a PM at each center. Market research and discussions with vendors show that one contractor's business office (invoicing, HR functions, potential reductions in insurance costs/fees) will be able to effectively manage administrative functions, as opposed to the current model of 2 different contractor business office's performing this function.

There is an expectation that contract synergy will be realized as some tasks will be streamlined between the two centers once performance begins and some expertise will be shared between both locations, as opposed to having dedicated support under the current separate contract approach.

Cost estimates were developed using estimated rates based upon the current CATSS II incumbent salary (the lower of the two center's locality pay areas).

*Table 4: Potential Contractor Administration Cost Savings*

Stakeholder	Tasks	Estimated Time Required	Avg Grade	Estimated Salary
<b>Potential Contractor Administration Cost Savings</b>				
Contractor Program Manager	On-site Presence to Monitor Contract Performance and Respond to Government Queries, Concerns, or Issues	5 Years	N/A	
Contractor G&A	Company general and administrative costs associated with having one less contract in their portfolio to oversee and monitor	5 Years	N/A	
Contract Synergy	Potential savings realized due to synergy between performing requirements at two centers (such as a subject matter expert [SME] that can support both centers on a specific task or specialized function)	5 Years	N/A	
<b>Potential Cost Savings for Contractor Personnel</b>				

\*This value was calculated based on the following 5-year breakdown with a 2% labor escalation per year.

*Subtable 4: Contractor Program Manager 5 Year Fully Burdened Breakdown*

Contractor Program Manager	Year 1	Year 2	Year 3	Year 4	Year 5	Total
Estimated Salary (2% escalation)						

2. Compute the administrative or personnel cost savings and provide the supporting documentation for this computation:

The administration cost savings were developed based on only having to utilize one Source Evaluation Team (SET) instead of each center having their own SET. The time and grade required by each SET member was estimated based on personal experience with SET boards and the estimated salary was calculated based on 2022 GS Pay Tables for Mountain View, CA, as 2022 is the year the majority of the anticipated savings would be realized. Additionally, contract administration for government personnel was calculated using the assumption that although task orders will be issued by the center requiring the services, the base contract will only need a Contracting Officer and Contract Specialist at one center to complete the administration effort. Using this approach, at least .5 FTE of effort for a Contract Specialist and .25 FTE for a Contracting Officer is expected to be reduced. Additionally, administration of the base contract at one center versus two centers also introduces opportunities for savings for support functions, such as policy, legal, pricing, resources and financial support.

It is anticipated that one COR will be appointed for the base contract, with task monitors being appointed to oversee the task orders. This will reduce the need to have two CORs for two contracts as a result of this consolidation.

*Table 5: Potential Government Administration Cost Savings*

Stakeholder	Tasks	Estimated Time Required	Avg Grade	*Estimated Salary CY22
<b>Primary Source Evaluation Team (SET) Members</b>				
Source Selection Authority (SSA)	SSA Presentation, post-discussions presentation, Source Selection Statement	.25 Full-Time-Employee (FTE)	SES	\$44,075
SEB Chair	Procurement Strategy Meeting (PSM) Presentation, Lead Team & drive schedule, Chair SSA Presentation	.5 FTE	GS 14	\$70,779
Contracting Officer (CO)	Review documents, provide guidance to the team, advise & support Contract Specialist (CS)	.5 FTE	GS 14	\$70,779
Contract Specialist (CS)	Prepare all pre- and post- solicitation documents and award	1.0 FTE	GS 13	\$119,792

Voting Member	Stakeholder, review and assist with evaluation, participate in discussions, participate in SSA presentation, participate in debriefings	.5 FTE	GS 13	\$59,896
<b>Ex-officio SET Members</b>				
Policy	Review Draft and Final Solicitation, review SEB plans, review contract award & public announcement	.25 FTE	GS 13	\$29,948
Pricing	Review Draft and Final Solicitation, review SEB plans, review contract award & public announcement	.125 FTE	GS 13	\$14,974
Procurement Officer (PO)	Review Draft and Final Solicitation, review SEB plans, review contract award & public announcement	.125 FTE	SES	\$8,304
Resources	Assist with preparation of required Purchase Request (PR) documentation, available to answer SEB questions, if necessary, and prepare award funding PR	.125 FTE	GS 13	\$14,974
Finance	Assist with preparation of required Purchase Request (PR) documentation, available to answer SEB questions, if necessary, and prepare award funding PR	.125 FTE	GS 13	\$14,974
Information Technology (IT)	Review NASA Form (NF) 1707, Provide inputs for Performance Work Statement (PWS), Review Solicitation, Provide inputs for Data Requirements Deliverables for Plans, Available to answer SEB questions, if necessary, Review IT Security Plan	.125 FTE	GS 13	\$14,974
Safety	Review NASA Form (NF) 1707, Provide inputs for Performance Work Statement (PWS), Review Solicitation, Provide inputs for Data Requirements Deliverables for Plans, Available to answer SEB questions, if necessary, Review Safety and Health Plan	.125 FTE	GS 13	\$14,974
Small Business Specialist (SBS)	Review all SB Paperwork, Review Draft and Final Solicitation, assist SEB if questions arise	.25 FTE	GS 14	\$35,390
Security	Review NASA Form (NF) 1707, Provide inputs for Performance Work Statement (PWS), Review Solicitation, Provide inputs for Data Requirements Deliverables for Plans, Available to answer SEB questions, if necessary, Prepare Department of Defense Form (DD) 254	.125 FTE	GS 13	\$14,974

Security	Review NASA Form (NF) 1707, Provide inputs for Performance Work Statement (PWS), Review Solicitation, Provide inputs for Data Requirements Deliverables for Plans, Available to answer SEB questions, if necessary, Prepare Department of Defense Form (DD) 254	.125 FTE	GS 13	\$14,974
Logistics	Review NF 1707, Provide inputs for Performance Work Statement (PWS), Review Solicitation, Provide inputs for Data Requirements Deliverables for Plans, Available to answer SEB questions, if necessary, Review Property Management Plan and Government Furnished Property (GFP) Lists	.125 FTE	GS 13	\$14,974
Legal Office	Review all pre- and post-award documents, including solicitation, contract attachments, SEB presentations, Source Selection Statement, and contract award and legal advisor to SEB	.25 FTE	GS 14	\$35,390
<b>Potential Government Administration Cost Savings (over 5-year performance)</b>				
CS	Issuing Task Orders, adding incremental funding, ensuring invoicing is accurate and complete, issuing modifications, exercising options, issuing updated wage determinations, evaluating equitable adjustments, monitoring contractor performance & monitoring deliverables	.5 FTE X 5 Years	GS 13	\$299,480
CO	Overseeing work of CS, signing contract documentation above CS warrant level, CPARS evaluations, advising CS during performance period	.25 FTE x 5 Years	GS 14	\$176,948
COR	Overseeing performance of contractor, updating PWS (as needed), monitoring deliverables, solving problems, completing technical evaluations, completing CPARS evaluations	1.0 FTE x 5 Years	GS 14	\$707,790
Legal Office	Review contract modifications and requests for equitable adjustment, advising CO/CS regarding performance issues	.125 x 5 Years	GS 14	\$88,474
Policy	Review contract modifications and requests for equitable adjustments	.125 x 5 Years	GS 13	\$74,870

Pricing	Review contract modifications and requests for equitable adjustments	.125 x 5 Years	GS 13	\$74,870
Resources	Collect funding, prepare PRs	.25 FTE x 5 Years	GS 13	\$149,740
Finance	Costing after receipt of invoices	.25 FTE x 5 Years	GS 13	\$149,740
Other Mission Support Functions	Property/Logistics personnel to review GFP and compliance/updates with Property Management Plans, Security personnel to ensure compliance/updates with DD254, IT Support to ensure compliance/updates with IT Security Plan, Safety and Mission Assurance Personnel to ensure compliance/updates with Safety and Health Plan	.25 FTE X 5 Years	GS 13	\$149,740
<b>Total Cost Savings for Govt Personnel to Devote to Competing Priorities and Other Tasks</b>				<b>\$2,450,823</b>

\*Estimated salary was calculated by using approximate labor resources required to successfully complete the identified tasks, the average grade level of the necessary resource, and reviewing the Office of Personnel Management (OPM) Salary tables Step 2 of the applicable grade for the San Jose-San Francisco-Oakland area (where the majority of the reduction of resources will be realized).

By consolidating the CATSS and APASS contracts, the potential savings realized could exceed over [REDACTED], including the reallocation of approximately [REDACTED] in employee resources at ARC by eliminating a second SET and dedicated contract support for contract administration and performance, and approximately [REDACTED] in savings by removing duplicate contractor support and administrative costs, in addition to estimated cost savings as a result of synergies for specialized tasks and functions.

### 3. State the percentage of the cost savings or reduction

*Table 6: Percentage of Labor Cost Savings*

Contractor Cost Savings	NASA Estimate Admin/personnel savings	Total Savings	IGCE Total	% of Cost Savings
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]

☐ Check here if this requirement meets the substantial benefits definition/threshold as described at FAR 7.107-2(d).

### C. Describe the additional benefits of the planned consolidation, FAR 7.107-2(c).

The CATSS III consolidation will result in a reduction from a total of 46 Task Orders under the current two contracts to approximately 12, resulting from the consolidation between AFRC's and ARC's requirements. This will reduce the administrative burden and



cost for the technical team and the procurement office. The administration costs are higher for the administration of two contracts and having two separate teams perform administrative duties and oversight of two separate contracts. The cost savings will come from: reduced labor, G&A and overhead.

Market research shows that there are multiple firms interested and capable of providing services at AFRC and ARC. Consolidation would also assist in efforts to standardize some of the services, contractor employees would be able to perform duties for both centers. Contractor personnel would be knowledgeable in utilizing the same software and some specialized software required to perform the requirement and could potentially be back ups for each other. A SME could support both centers, instead of requiring dedicated support at each center.

- D. Identify alternative contracting approaches that have been considered that would involve a lesser degree of consolidation (FAR 7.107-2(a)(2)).

Alternatives:

1. The consolidated requirement could be procured by soliciting each requirement independently. There are currently no agency-wide contracts that could support the requirement in its entirety. Use of General Services Administration (GSA) Federal Supply Schedules (FSS) were considered, however market research showed that not a single GSA contract holder is capable of providing all the services required under CATSS III. One Acquisition Solution for Integrated Services (OASIS) was also reviewed but there were no vendors able to provide all services under one contract. Given the reasons stated in section II. C, the extent of competition anticipated, and the objective to acquire efficient and effective CATSS III services, a consolidated, single-award contract strategy was determined to provide the most optimal solution to meet AFRC and ARC requirements.
2. The NASA Enterprise Human Capital Support Services contract was also considered. This contract provides the following services: Workforce Planning, Position Management, Organizational Design, Information Systems, Workforce Data and Reporting Support Services, Leadership Development Services, and Human Resources Integrated Professional Services which are utilized at all NASA centers. However, the scope of work does not encompass all of the requirements required for administrative and technical support at AFRC and ARC.

The consolidation of the AFRC and ARC administrative support services reduces the number of contracts regionally that are providing the same services.

- E. Describe the impacts of the acquisition strategy on contracting with small business concerns:

1. Since this procurement is being set aside for 8(a) vendors, all dollars will continue to be obligated to a small business.

2. APASS was awarded to a SDVOSB while CATSS II was awarded to an 8(a) firm. By consolidating these two contracts the number of small business prime contracts to be awarded to small businesses will be reduced by one.
- F. Select all of the steps taken to include small business concerns in the acquisition strategy for the planned consolidation. In addition to numbers 1 and 2 below, include any other steps taken. Check all that apply below.
1. ☐ Incorporated recommended small business subcontracting goals in the draft and final request for proposal (RFP), in accordance with NPD 5000.2 Small Business Subcontracting Goals and NFS 1815.304(c)(4)(B).
  2. ☐ Evaluation of offerors' small business subcontracting commitment as a part of the evaluation criteria, NFS 1815.304(c)(4)(C).
  3. ☒ Will be a 100% total 8(a) competitive small business set aside.

Market research has indicated this requirement can be fulfilled by setting aside this requirement for an 8(a) small business, therefore no subcontracting plan is required. Responses to the Sources Sought notice reflects there is adequate competition under this set aside category. There were 74 small businesses that responded to the Sources Sought, including 62 8(a) firms. Additional small businesses continue to express their interest in this requirement, displaying adequate competition is expected.

### **III. Determination**

In accordance with the findings provided above, I determine that it is in the best interest of the Agency to consolidate the aforementioned requirements. This written determination demonstrates that this consolidation is necessary and justified.

**DETERMINATION AND FINDINGS FOR AUTHORITY TO CONSOLIDATE  
REQUIREMENTS**

**SIGNATURE PAGE**

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ROBBIN KESSLER  
Date: 2022.02.08  
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*Robbin Kessler*  
Contracting Officer

CHRISTINE  
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MUNROE  
Date: 2022.02.23 12:17:58  
-08'00'

*Christine Munroe*  
(AFRC/ARC) Small Business Specialist

Legal: I have reviewed the above determination and findings and have no legal objection with respect to it. Comments, if any, are included in the file.

ALEX RAY Digitally signed by ALEX  
RAY  
Date: 2022.02.17  
08:07:48 -08'00'

*Alex Ray*  
Office of the General Counsel at (AFRC)

JAMES  
EASTMAN Digitally signed by JAMES  
EASTMAN  
Date: 2022.02.28 10:56:02  
-08'00'

*James Eastman*  
Procurement Officer

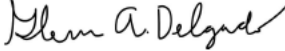
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Date: 2022.05.09  
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*Robert Medina*  
Cognizant Office of Small Business Programs  
Program Manager

**DETERMINATION AND FINDINGS FOR AUTHORITY TO CONSOLIDATE  
REQUIREMENTS  
SIGNATURE PAGE (CONTINUED)**

**SCOTT BARBER** Digitally signed by SCOTT BARBER  
Date: 2022.07.12 10:29:49 -04'00'

Associate General Counsel for Procurement Law  
HQ Office of the General Counsel

 **GLENN DELGADO**  
2022.07.28 12:35:04 -04'00'

*Glenn Delgado*  
Associate Administrator for Office of Small  
Business Programs

**Marvin Horne** Digitally signed by Marvin Horne  
Date: 2022.08.08 12:29:10  
-04'00'

FOR

*Karla Smith-Jackson*  
Senior Procurement Executive

**APPROVAL:**

**Robert Gibbs** Digitally signed by Robert Gibbs  
Date: 2022.09.02 10:25:29  
-04'00'

*Robert Gibbs*  
Associate Administrator for the Mission  
Support Directorate