

JUSTIFICATION  
FOR AN EXCEPTION TO FAIR OPPORTUNITY

1. Contracting Activity: Department of Veterans Affairs (VA)  
Office of Acquisition  
Operations Technology  
Acquisition Center  
23 Christopher Way  
Eatontown, New Jersey 07724
  
2. Description of Action: The proposed action is for a modification to firm-fixed-price Task Order (TO) VA118-1002-0007 issued under the Transformation Twenty-One Total Technology (T4) Contract VA118-11-D-1002. The purpose of this modification is to incorporate a requirement for the activation of an Emergency Community-Based Outpatient Clinic (CBOC) Chesapeake/Chesapeake VA Clinic to include the procurement of a NEC SV9500 Private Branch Exchange (PBX) hardware, software and installation services for the Emergency CBOC, and upgrade of existing NEC SV8500 PBX to NEC SV9500 at the main campus of the Hampton VA Medical Center (VAMC). This modification will also incorporate a requirement for NEC softphone and NEC GNav Pro licensing, and software and integration services that are required to interface with the NEC GNav Pro system software already in use at the Hampton VAMC and the six remote sites. The period of performance for this modification shall be from date of execution through completion of Option Period Two, if exercised.
  
3. Description of the Supplies or Services: This TO provides operations and maintenance services for Hampton VAMC telephone systems including technical support, general, emergency and preventative maintenance; maintaining the cable distribution system, battery backup maintenance; follow on services such as inventory management, moves adds and changes (MAC); system improvements; system backup; training and user support; and services to provide an IP solution to consolidate and centralize the Hampton VAMC PBX system. This modification will incorporate a requirement for the activation of CBOC to include the procurement of NEC SV9500 PBX hardware, software and installation services for the Emergency CBOC Chesapeake/Chesapeake VA Clinic and upgrade of existing NEC SV8500 PBX to NEC SV9500 at the main campus of the Hampton VAMC. As part of the activation of the new Chesapeake CBOC the Contractor shall provide an IP solution to gateway the Chesapeake CBOC with the main NEC PBX system located at the Hampton VAMC for remote support and survivability of the six VA sites providing a single database management system, expanded Automatic Call Distribution (ACD) reporting, centralized voicemail system and a single dial plan. Additionally, the Contractor's solution shall include upgrade of the Central Processing Unit currently located and installed at the Hampton VAMC (NEC SV8500) to an NEC SV9500 and sufficient Primary Rate Interface (PRI) and Session Initiation Protocol (SIP) trunking cards to accommodate current Hampton VAMC Vocera/Extension Unified Communications Project and Region 3 Stream FAX project, and additional PRI and

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SIP hardware/software to upgrade the system from current full capacity status. The existing NEC 8500 PBX on the main campus is at capacity for addition of more remote sites, phones, voice mail and other telephony services. Upgrade of this NEC SV8500 PBX hardware and software to SV9500 at the main campus is included to provide expansion ability to support Hampton VAMC leadership demand for telephony service and reporting. The Chesapeake CBOC site requires a NEC SV9500 to provide necessary voice mail capacity and systems redundancy for all remote sites. The Chesapeake CBOC is a hot-standby site per Emergency Management and Information Systems contingency plan for the medical center and its remote sites. The Chesapeake CBOC requires an IP consolidated gateway for consolidation with the main campus network and all remote sites. Mission critical communications are essential to the goals of the Veterans Health Administration to ensure prompt communication with patients, continuity of Telehealth and Telecare.

This modification will also incorporate a requirement for NEC softphone licensing, software and integration services that is required to interface with the NEC GNav Pro system software already in use at the Hampton VAMC and the six remote sites. The Contractor shall provide integration with NEC SV9500 PBX systems, NEC GNav Pro systems, and Lightweight Directory Access Protocol (LDAP) integration professional services with use of existing NEC LDAP integration license. Hampton VAMC requires 200 NEC SV8500 telephone system softphone licenses and software to provide medical center teleworkers remote access to the NEC GNav Pro Global Navigator System. Global Navigator is a monitoring system for tracking call activity and agent performance across single or multiple contact center operations, to deliver enterprise-wide contact center management. Global Navigator consists of GNAV Pro and Global Navigator Server and includes Infocast and Virtual Wallboard application. Global Navigator, part of NEC's CCDesign® suite of customer contact center solutions, is a Management Information System that delivers call activity and agent performance tracking, and provides enterprise-wide contact center management and control across single or multiple contact center operations. This software-based application will make VA's networked contact center more responsive by providing improved individual productivity through call monitoring, call reports and schedule management. An additional 275/20 NEC GNav Pro ACD system agent and supervisor licenses are required by Hampton VAMC to support Veteran patient call metrics and data reporting at six remote sites, and to capture Veteran call metrics and data of teleworkers. Lack of space at the Hampton VAMC is at a critical level for providing patient care. The medical center must have a telework, remotely-supportable solution for processing patient calls and capturing patient call metrics in order provide the highest level of care for Veterans. This approach solution aims to leverage new ways of collaborating and enabling Hampton VAMC workers to work and support its mission anywhere and anytime.

4. Statutory Authority: The statutory authority permitting an exception to fair

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opportunity is Section 41 U.S.C. 4106(c) as implemented by the Federal Acquisition Regulation (FAR) Subpart 16.505(b)(2)(i)(C), entitled "The order must be issued on a sole-source basis in the interest of economy and efficiency because it is a logical follow-on to an order already issued under the contract, provided that all awardees were given a fair opportunity to be considered for the original order."

5. Rationale Supporting Use of Authority Cited Above: The proposed source for this action is Information Innovators, Inc., 7400 Fullerton Road, Suite 210, Springfield, Maryland 22153-2830. Information Innovators, Inc. was awarded the original TO on October 1, 2014, on a competitive basis. Awarding the proposed action as a logical follow-on provides economic and efficient value to the Government.

Specifically, this process would require another source to take time to assess and analyze the current infrastructure at Hampton VAMC Telephone System, as well as its six remote sites in order to prepare a technical solution/recommendation to add the new emergency CBOC to Hampton VAMC's existing systems. Becoming familiar with the Hampton VAMC main campus and remote site communication closets and wiring takes extensive time. Currently, no other source has a proven process in place that can provide the hardware, software, installation and integration services in VA's timeframe to support the opening of the emergency Chesapeake CBOC as well as upgrade the Hampton VAMC main campus that is currently at capacity. Another vendor would need to understand what components make up Hampton VAMC's existing system, and what components would be required to add the new Chesapeake site, as well as to expand Hampton VAMC's system beyond capacity. This analysis would take some time, and would cause a delay in meeting the Hampton VA Medical Center opening date of the new site on September 29, 2015. Additionally, it is likely that any other source would require a site visit to fully understand and assess the highly complicated technical environment of the current Hampton VAMC main campus and associated six remote sites. This would undoubtedly add on additional time and cost constraints to this procurement. Through the execution of this modification to the existing TO, this assessment of the current technical environment would be unnecessary as Information Innovators, Inc. has a firm understanding of Hampton VAMC's PBX system and the additional hardware, software and integration services required to ensure that these critical services remain continuous among Hampton VAMC and its remote sites, including the new emergency CBOC.

Further, the existing Contractor, Information Innovators, Inc., has established processes already in place to support the Government's PBX maintenance and technical support for Hampton VAMC and its remote sites. As stated above, the Hampton VAMC's PBX system is a highly complicated technical environment. Telecommunication voice and data services are considered mission critical to VAMCs and CBOCs. In the event that the PBX telecommunications systems were to become inoperable, it would pose a significant risk to the VAMCs and the CBOCs rendering them unable to communicate and fully perform their business and mission requirements. If the new emergency CBOC does not have a PBX system it would be

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detrimental to the Nation's Veterans and would have a direct effect on patient care. A continuity of knowledge and expertise must be maintained to avoid limiting the VAMCs and CBOCs ability to perform its day to day functions and jeopardizing VA's overall mission to serve the Veterans. Therefore, the aforementioned hardware, software, installation and integration services are required to support Hampton VAMC's PBX system, its remote sites and the new emergency CBOC.

Modifying the current TO to incorporate the required tasks will ensure continuity of mission critical services required for VA to be able to execute its mission to deliver healthcare and benefits services directly to Veterans.

6. Efforts to Obtain Competition: Market research was conducted, details of which are in the market research section of this document. In accordance with FAR 5.301 and 16.505(b)(2), this action will be synopsized at award on the Federal Business Opportunities Page (FBO) and the justification will be made publicly available.

7. Actions to Increase Competition: There are no barriers to future competition. The follow-on TO for Hampton VAMC Telephone System and Maintenance will be solicited on a competitive basis among all T4 prime contract holders. During the solicitation process, the T4 prime contract holders will have the opportunity to propose a new approach to meeting the Government's PBX requirements. The hardware, software and integration services provided under this Justification for an Exception to Fair Opportunity are required to be delivered seamlessly, without disruption, while the requirements for the re-compete are being developed. If the follow-on effort is awarded prior to exercising the remaining option on this TO, VA would not exercise the remaining option period and transition to the new TO. The requirements detailed above will be incorporated into the Performance Work Statement for the follow on effort.

8. Market Research: The Government's technical experts performed market research in June 2015, to determine if any other source other than Information Innovators, Inc. is capable of meeting the Government's requirements. The Government's technical experts visited the websites of the other 15 T4 prime Contractors and reviewed each Contractor's core competencies as well as testimonials on the specific work required. While sources were found that have the general capabilities of providing the required hardware, software and integration services, no source was found to have the established processes or that could economically and efficiently provide the hardware, software, installation and integration services required in a seamless manner within VA's required timeframe without resulting in unnecessary costs and time delays due the time and money it would take for a new vendor to familiarize itself with the highly complicated technical environment at Hampton VAMC. It was determined that utilizing an already existing TO is the most efficient and suitable method for receiving the required hardware, software, installation and integration services. Based on the market research, Information Innovators, as the incumbent Contractor, has the already established processes in place and possesses the technical expertise and experience specific to the procurement of NEC SV9500 PBX, upgrade of existing NEC SV8500 PBX to

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NEC SV9500, NEC IP Consolidation and all materials and labor to design, install, program and test NEC IP telephony services via the Hampton VAMC PBX, NEC softphone licensing, software, installation and integration services to interface with the NEC GNav Pro system software already in use at the Hampton VAMC and the six remote sites.

9. Other Facts: In accordance with FAR 16.505(b)(2)(i)(C), this logical follow-on effort shall be awarded on a sole-source basis as all awardees were given a fair opportunity to be considered for the original order.