

DEPARTMENT OF VETERANS AFFAIRS

Justification and Approval (J&A)  
for  
Other Than Full and Open Competition (>\$150K)

Acquisition Plan Action ID: VA701-16-AP-0072

1. **Contracting Activity:**

The contracting activity for this requirement is the Department of Veterans Affairs, Program Contracting Activity Central (PCAC).

2. **Nature and/or Description of the Action Being Processed:**

This is a requirement is for a pilot project to provide Initial Outfitting, Transition, and Activation (IOT&A) pre-planning support services. IOT&A pre-planning is phase one (1) of a two (2) phased comprehensive IOT&A services support effort. The IOT&A pre-planning effort supports the IOT&A implementation effort (second phase) which will be competed and awarded under a separate contract. The anticipated period of performance for the IOT&A pre-planning contract is three years and nine months beginning August 31, 2016 and ending May 31, 2020. The estimated cost of this requirement is \$4,156,545.00.

Although pre-planning services are not construction-related activities, both the pilot pre-planning contract and the related activation contract are closely tied to the construction of New Bed Tower and Infrastructure Improvements construction contract in that they will be executed simultaneous with the construction contract, and, in some ways, are dependent on the timely execution of the construction project. The Army Corps of Engineers is administering the construction contract. This pre-planning action will be awarded as an indefinite delivery requirements contract to accommodate construction schedule changes.

3. **Description of Supplies/Services Required to Meet the Agency's Needs:** The IOT&A pre-planning effort is non-linear in nature and requires a multitude of tasks being executed simultaneously to ensure the facility is fully operational on Day One (the day the first patient is seen at the newly constructed facility). The main objectives of the IOT&A pre-planning effort are to (1) plan, execute, and manage planning services in support of the IOT&A Implementation Contractor, and (2) to provide the initiation stage that will support IOT&A implementation activities. Performance Work Statement (PWS) tasks includes the following:

- a) Project management Support Services (3.1)
  - i. Develop and maintain Project Management Plan, Risk Management Plan, HR and Staffing Plan, Change Management Plan, Project Acquisition Plan, Site security Plan, Site Logistics Plan, Installation Plan;
  - ii. Create and maintain SharePoint-like site to post project scheduled and reports;
  - iii. Develop, maintain, and track Master Project Schedule and Integrated Master Schedule (IMS);
  - iv. Submit a Schedule of Values and provide monthly status reports;
  - v. Maintain SharePoint-like site for document and information sharing.
- b) Inventory Support Services (3.2)
  - i. Develop and maintain Comprehensive Inventory Plan, inventory database, and Master Equipment List (MEL);

- ii. Develop processes for conducting inventories, develop reuse and acquisition strategies, and execute disposition of all other items;
- c) Set-up Mock-up for New ICU Rooms
- d) Furniture, Fixtures, and Equipment Planning Support
  - i. Inventory existing furniture, fixtures, and equipment (FF&E), medical equipment, artwork, IT/IM equipment,
  - ii. Develop/update/verify inventory database
  - iii. Perform life cycle analysis to assess existing equipment for reuse,
  - iv. Identify equipment for disposition,
  - v. Perform a gap analysis to identify discrepancies between equipment and medical equipment requirements and infrastructure provided in accordance with the construction documents; advise the government of any discrepancies that will require changes to construction plans or equipment to be installed
  - vi. Identify items to be procured for new facility; categorize whether contractor purchased/contractor installed, contractor purchased/VA installed, VA purchased/contractor installed, or VA purchased/VA installed
  - vii. Create Rough Order of Magnitude cost estimate for items to be purchased during IOT&A implementation phase
- e) Furniture and Artwork Design Support Services
  - i. Develop a Basis of Design for furniture and artwork,
  - ii. Document all LOGAT F Casework requirements for furniture and artwork not otherwise identified,
  - iii. Create cut sheets for furniture and artwork and develop an artwork package,
  - iv. Create and maintain a Master Equipment List (MEL) and Rough Order of Magnitude (ROM) for furniture and artwork,
  - v. Provide design review, and workflow recommendations,
  - vi. Develop warranty management, installation, acceptance plans relative to artwork and furniture.
- f) Equipment and Medical Equipment Support Services
  - i. Develop Basis of Design of casework and ROM estimates for equipment and medical equipment,
  - ii. Facilitate planning meetings
  - iii. Review existing equipment layout and provide recommendations for review for improvements and reuse of equipment and medical equipment,
  - iv. Develop and maintain a deliverable schedule,
  - v. Create cut sheets, MEL, and ROM for equipment and medical equipment,
  - vi. Create a Training Plan, warranty management plan, installation plan, and acceptance plan for equipment and medical equipment.
- g) IT/IM Planning Support
  - i. Define IT/IM CONOPs and determine requirements, advise on implementation, and perform gap analysis,
  - ii. Provide Information Management coordination, network backbone infrastructure coordination, low voltage system coordination, and medical equipment coordination,
  - iii. Facilitate meetings for Information management Coordination,
  - iv. Create cut sheets for IT/IM equipment
- h) CONOPs and Transition Planning.
  - i. Assist in developing and documenting Concepts of Operations (CONOPs) and facilitates required meetings,
  - ii. develop day-in-the-life requirements for implementation by the OIT&A contractor
- i) Strategic Communication (STRATCOM) Support Services,
  - i. Identify and develop high-level STRATCOM objectives and expectations.

- j) IOT&A Request for Proposal (RFP) Support Services
  - i. Provide technical advice on work elements, tasks, and deliverables required by IOT&A contractor,
  - ii. Identify IOT&A activities, integrated milestones, and approach that require development by the IOT&A Contractor,
  - iii. Review and make recommendations regarding procurement documentation.
- k) Meeting Facilitation Services
  - i. Facilitate meetings as needed to meet requirements of PWS and document all outcomes of meetings including current state, recommendations, and approved future state.
- l) Knowledge Transfer
  - i. Document pre-planning efforts, pre-planning deliverables, etc. and transfer information obtained during the pre-planning contract to the IOT&A implementation contractor during hand-off conference.
- m) Oversight of the IOT&A contract
- n) Annual Reporting Requirements

**4. Statutory Authority Permitting Other than Full and Open Competition:**

The statutory authority permitting other than full and open competition for this acquisition is 41 U.S.C. 3304(a)(5), "Authorized or Required by Statute", as implemented by FAR 6.302-5. For this action, 38 U.S.C. 8127(c), known as the Veterans First Contracting Program, provides the authority to directly contract with an SDVOSB or a VOSB.

**5. Rational Supporting the Use of Authority Cited Above:**

The proposed source for this acquisition is GoEnergistics, LLC of 2101 Cedar Springs Road, Ste. 1050, Dallas, TX 75201; a registered and verified SDVOSB by VA Center for Verification and Evaluation (CVE). It is technically qualified by virtue of its experience providing IOT&A services previously to the Departments of Defense and Veterans Affairs and in the private sector, and VA and has proven that it has the necessary capabilities to meet all of the Government's requirements. GoEnergistics, LLC possesses the application knowledge and technical expertise required to complete this project. In light of the above, the Government's technical experts have determined that GoEnergistics, LLC is capable of meeting all of the Government's requirements and is considered a responsible SDVOSB. Award will be made provided that a fair and reasonable price that offers best value to the United States can be obtained.

- 6. Efforts to Obtain Competition:** For this effort, market research was conducted, details of which are in the market research section of this document. Consistent with the guidelines of the Veterans First Contracting Program, the proposed action described herein will be synopsised on the Federal Business Opportunities Page in accordance with FAR Part 5.

**7. Responsibility Determination:**

The contracting officer conducted a search on the System for Award Management (SAM) relative to the proposed sole source contractor, Go Energistics, LLC, which showed that the company is in active registration status with SAM, that it has no active or inactive exclusion records.

**8. Description of Efforts Made to ensure that offers are solicited from as many potential sources as deemed practicable:**

In accordance with the Class Deviation from the VAAR 819.7007(b), Sole Source Awards to Service-Disabled Veteran-Owned Small Business Concerns, the Contracting Officer's determination whether to make a sole source award is a business decision. For the reasons stated herein, and specifically, in response to Paragraph 5, the undersigned Contracting Officer, has determined the Go Energistics, LLC is a qualified, responsible SDVOSB.

A special notice announcing the contract action will be posted to FEDBIZOPPs as required per VAAR 819.7007. The Justification and Approval (J&A) document will be posted within 14 days after award in accordance with FAR Subpart 6.305. The award synopsis will be posted to FEDBIZOPPs in accordance with FAR Subpart 5.301(a)(2).

**9. Determination by the Contracting Officer that the Anticipated Cost to the Government will be Fair and Reasonable:**

Based on the authorities cited in this justification, a sole source award under the Veterans Benefits Act of 2003 to Go Energistics, LLC is proposed pending negotiation of a fair and reasonable price for the work to be performed. It is expected negotiations will result in a cost which compares favorably to the independent government estimate.

**10. Description of the Market Research Conducted and the Results, or a Statement of the Reasons Market Research Was Not Conducted:**

Market research techniques used to identify potential sources for this requirement include (1) contacting knowledgeable individuals in Government and industry regarding market capabilities to meet requirements, (2) querying Government-wide database of contracts at [www.contractdirectory.gov](http://www.contractdirectory.gov), (3) querying the Vendor Information Pages (VIP) at <https://www.vip.vetbiz.gov>, (4) querying the Small Business Dynamic Search Engine at [http://dsbs.sba.gov/dsbs/search/dsp\\_dsbs.cfm](http://dsbs.sba.gov/dsbs/search/dsp_dsbs.cfm), (5) querying the federal procurement database at [www.fpds.gov](http://www.fpds.gov), (6) querying the System for Award Management (SAM), (7) conducting web searches, (8) searches for current and archived procurement documents at Federal Business Opportunities ([www.fbo.gov](http://www.fbo.gov)) and (9) reviewing generally available information published by potential sources online.

Through the aforementioned efforts, a number of contractors were identified that were potentially able to perform the required services. Much of the IOT&A experience cited by contractors is with the Department of Defense (DOD). Previous IOT&A experience at DOD is desirable. However, the VA does not have the same rules, regulations, and procedures as DOD. For example, many IOT&A contractors utilize DOD's inventory methodology which VA does not use. Through discussions with industry it was determined the VA's inventory methodology is more in line with the civilian healthcare sector. Therefore, it is preferable the selected contractor have a mix of IOT&A experience in both the government and civilian healthcare sectors. GoEnergistics, LLC was recommended as an SDVOSB provider with a broad range of experience for this Pre-planning pilot project by an industry expert at Cazador, LLC. GoEnergistics' capabilities statement and discussions with the company's president during a capabilities telephone conference confirmed that the company has a mix of both federal and civilian healthcare IOT&A experience that would be beneficial to the VA for this IOT& Pre-planning Support pilot effort.

**11. Any Other Facts Supporting the Use of Other than Full and Open Competition:**

The Procuring Contracting Officer has determined that this proposed action meets all the requirements of 38 U.S.C. 8127(c). This acquisition is below the \$5,000,000.00 threshold, GoEnergistics, LLC is a responsible SDVOSB for performance of the services described herein, and the proposed contract can be awarded at a fair and reasonable price.

**12. Listing of Sources that Expressed, in Writing, an Interest in the Acquisition:**

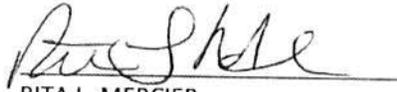
None.

**13. A Statement of the Actions, if any, the Agency May Take to Remove or Overcome any Barriers to Competition before Making subsequent acquisitions for the supplies or services required:**

A contract for completion of the IOT&A implementation activities identified as requirements through the pre-planning efforts will be awarded pursuant to a competitive solicitation amongst existing BPA holders. After completion of the IOT&A pre-planning support contract and identification of lessons learned, future IOT&A pre-planning support contracts will be awarded pursuant to a competitive solicitation process.

**14. Requirements Certification:**

I certify that the requirement outlined in this justification is a Bona Fide Need of the Department of Veterans Affairs and 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.



RITA L. MERCIER  
Health Systems Specialist  
Tampa VA Medical Center

7/18/16  
Date

**15. Approvals in accordance with the VHAPM, Volume 6, Chapter VI: OFOC SOP.**

- a. **Contracting Officer's Certification:** I certify that the foregoing justification is accurate and complete to the best of my knowledge and belief.

Sandra J. Johnson  
749522

Digitally signed by Sandra J. Johnson 749522  
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0.9.2342.19200300.100.1.1=sandra.johnson3@va.gov,  
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Date: 2016.07.18 09:20:49 -0400

SANDRA JOHNSON  
Contracting Officer  
Program Contracting Activity Central

7/18/2016

Date

- b. **Director of Contracting /Designee:** I certify the justification meets requirements for other than full and open competition.



RICHARD DAHMEN  
Director of Contracting  
Program Contracting Activity Central

8/9/2016

Date

- c. **SAO Director/HCA:** I certify the justification meets requirements for other than full and open competition.

Linda S. Greaves  
404790

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LINDA GREAVES  
Acting Director, SAO Central Region  
SAO Central Head of Contracting (HCA)

8/10/2016

Date