

DEPARTMENT OF VETERANS AFFAIRS

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

Acquisition Plan Action ID: VA261-17-AP-10627

1. **Contracting Activity:** Department of Veterans Affairs, VISN 21, VA Palo Alto Health Care System  
2237#: 640-17-2-5053-0017.

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

VAPAHCS is a major tertiary care referral center with three hospital-based divisions and a network of seven community based outpatient clinics. VAPAHCS provides primary, secondary and tertiary care within a large geographical region encompassing a 10 county, 13,500 square mile catchment area. Approximately 272,000 veterans reside within VAPAHCS' primary service area.

PAD is home to one of VA's flagship tertiary care referral centers and includes approximately 1.3-million gross square feet (GSF) of building space on 92 acres. This division provides acute inpatient medicine, surgery, psychiatry, spinal cord, rehabilitation medicine, blind rehabilitation, traumatic brain injury, and hospice-palliative care services. PAD is also the center of VA's third largest research program, which maintains a strong cooperative affiliation with numerous education and research institutions. VAPAHCS holds a capital portfolio of over \$2.2 billion in current and planned construction activity, the majority of this work taking place at the PAD campus.

Base Year	09/01/2017 - 08/31/2018	
Total		

3. **Description of Supplies/Services Required to Meet the Agency's Needs:**

VAPAHCS has a requirement for Building Records and Files Management to maintain accuracy and make available to internal staff and hired contractors for current building records/files in a web based portal. The Office of Facility Planning and Development does not have the staffing capacity to maintain over 1.3 million SF of building records across 92 acres of property. Services needed include:

- Archive of all current and past records, files and related data
- Field verify and maintain 2D AutoCAD record files of all buildings - including structural, mechanical, electrical, plumbing and communications systems, develop
- Maintain Revit 3D models of all buildings - including structural, mechanical, electrical, plumbing and communications systems
- Provide CAD drafting assistance
- Provide access to record files through a web-based server
- Maintain detailed records of building space assignments responsive to the VA's Capital Assets Inventory (CAI) process and leases
- Assess current state and create CAD/BIM Guidelines

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

(X) (1) Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements per FAR 6.302-1;

- ( ) (2) Unusual and Compelling Urgency per FAR 6.302-2;
- ( ) (3) Industrial Mobilization, Engineering, Developmental or Research Capability or Expert Services per FAR 6.302-3;
- ( ) (4) International Agreement per FAR 6.302-4
- ( ) (5) Authorized or Required by Statute FAR 6.302-5;
- ( ) (6) National Security per FAR 6.302-6;
- ( ) (7) Public Interest per FAR 6.302-7;

**FAR13.5 Simplified Procedures for Certain Commercial Items:** The authority for applying the Simplified Procedures for Commercial Items of FAR 13.5 is 41 U.S.C. 1901 and is implemented by for restricting competition on this procurement via FAR 13.106-1(b)(2).

**5. Demonstration that the Contractor's Unique Qualifications or Nature of the Acquisition Requires the Use of the Authority Cited Above (applicability of authority):**

This is a sole source procurement under the authority of FAR 13.106-1(b)(2) *Soliciting from a single source for purchases exceeding the simplified acquisition threshold*. Current building records and drawings for VAPAHCS are managed through iDrawings, a web-based tool that is a proprietary software owned and operated by Indus Systems. VA staff are familiar with this tool. Introducing a new software will require additional training hours for over 25 FTEs. Indus Systems is intimately familiar with all tasks required by the VA, as they were the sub-contractor to perform these tasks from October 2015- May 2017 on the Palo Alto Division campus. During this period Indus worked with the VA team on site on a daily basis to physically verify, update and build a repository of records. Indus Systems provides VA campuses nationwide with iDrawings and record management services. This allows seamless transfer of data as needed without restrictions. The consequences of duplication of efforts and time make open competition a disruption to the progress on renovation, new construction and planning efforts already in place. Introducing a new system and staff will require 2 years of data collection and drawing updates to be repeated and reverified due to the potential legal ramifications of using unverified drawings. The use of unverified work may result in major design and construction cost and time to the government

The vast experience of Task Masters LLC in VA CAFM system implementation as the Prime and Indus Systems Inc. as technical sub-contractor for iDrawings™ sustainment and training brings: Unique experience and performance rating from VA previous software use and services out of the box performance vs uncertain time line for switching to new systems; ROI savings through sustainment of vast data base population over years of development; Legacy data collection eliminates recreation of incompatible data; Development of Enterprise integration with numerous VAMC users of iDrawings™; Software tested and approved by (DISA) Defense Information Systems for government use; iDrawings approved by DISA Cold Disk and STIG testing criteria; minimal learning curve from years of VA staff use and proficiency; years of training and use by VA staff eliminates lost time/extra hours needed for training on new software; iDrawings™ designed uniquely for VA Capital Asset Facility Management support; Onsite contract support experience by imbedded Architect with unique iDrawings and CAD skill sets; previous contract support has expertly performed services in maintaining as-built drawings and maintenance of iDrawings functionality and support to VA engineering staff as a valuable asset to operations.

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

Indus Systems has been performing this service since 2015. The file management system for these drawings have already been built by INDUS and is built into their iDrawings system that is proprietary. The drawings are not theirs to own, but the way Indus has extracted all of the data from the drawings and uploaded the data into their system is. The thousands of data point entries they have taken from the drawings, field verifying, and uploading into their data base has already been completed by

INDUS. Going to another company would require that company to field verify for themselves all of the drawings and reinput all the data into their own proprietary system. The work in other words is doubled and the time it took the previous engineer on site for the 2 years would all have to be redone. The new contractor cannot take the iDrawings data and simply re-input the data into their system. The contractor would have to take a drawing, field verified every measurement, personnel in the space, program space, measurements, drawing type (electrical/mechanical/structure), room types, square footages etc., and create data tags for those drawings. Each contractor will have their own system and will have to upload data according to their methods. The data base for all the records would be lost as the vast majority of the work is in iDrawings. The next company would have to redo all of these procedures and would have to re-verify all data, create their own tags and upload the data in their system to start the baseline project.

Indus Systems has partnered with Task Masters, LLC, a verified SDVOSB firm for this contract to assist the VA in meeting its small business set aside goals and to abide by Public Law 109-461 in considering SDVOSB firms first. Task Masters was founded by Douglas Bazemore who has worked on facilities management at various US government agencies for 20 plus years. His stint at US Government included 20 years at the Department of Veterans Affairs, US Army and Defense Information Systems Agency. His extensive knowledge and experience at the VA as a facility manager provide valuable addition to the team at Indus. This combination of the resources and skills of both companies will meet and exceed all requirements for this project.

In accordance with VAAR 819.7007, the contracting officer's determination whether to make a sole source award is a business decision wholly within the discretion of the contracting officer. A determination that only one SDVOSB concern is available to meet the requirement is not required.

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

Based on past procurements and the IGCE, the pricing has been determined to be fair and reasonable. The cost proposal submitted by Task Masters, dated July 25, 2017, for a total cost of [REDACTED] has been technically reviewed and analyzed by the COR and through the COR's knowledge and skills, the proposal is determined to be fair and reasonable for the requirements outlined in the VA SOW. The original government estimate was [REDACTED]. The contractor's estimate is [REDACTED] above the IGCE. The difference in higher cost is due to skill level required to execute these tasks and competition for these skills in the current environment. In addition, this was an SDVOSB set-aside. The IGCE was based upon comparable pricing from a large business firm.

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

Indus Systems has been performing this service since 2015. The file management system for these drawings have already been built by Indus Systemes and is built into their iDrawings system that is proprietary. Market Research determined Indus Systems, Inc is able to partner with an SDVOSB firm Task Masters LLC to perform these services. This combination of the resources and skills of both companies will meet and exceed all requirements for this project. No other market research was conducted as the current building records and drawings for VAPAHCS are managed through iDrawings, a web-based tool that is a proprietary software owned and operated by Indus Systems. The thousands of data point entries they have taken from the drawings, field verifying, and uploading into their data base have already been completed by INDUS during the period of 10/2015 – 5/2017.

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

Indus Systems has been performing this service since 2015. The file management system for these drawings have already been built by Indus Systems and is built into their iDrawings system that is proprietary. Part of their job is to keep the drawings verified and up to date. If the VA continues to use

unverified drawings or find discrepancies, this will add risks to our projects scopes and designs. The VA is spending roughly \$30-40 million annually on studies, designs, and construction projects for NRM's only, not to include minor projects; the capital portfolio is approaching \$2.5 Billion of majors, minor, station and NRM projects. The next company will have to rebuild their own data. The work in other words is doubled and the time it took the previous engineer on site for the 2 years would all have to be redone. The new contractor cannot take the iDrawings data and simply re-input the data into their system. The contractor would have to take a drawing, field verified every measurement, personnel in the space, program space, measurements, drawing type (electrical/mechanical/structure), room types, square footages etc., and create data tags for those drawings. Each contractor will have their own system and will have to upload data according to their methods. The data base for all the records would be lost as the vast majority of the work is in iDrawings. The next company would have to redo all stated procedures and would have to re-verify all data, create their own tags and upload the data in their system to start the baseline project. This would have a huge cost impact to the VA, in addition to funds wasted for previous services already performed.

Indus Systems is familiar with the VAPAHCS campus and have been through all VAPACHS facilities. A new contractor will have yet another learning curve and the VA will incur additional costs for contractor and their staff to get up to speed on uploading data, maintaining it, and familiarizing themselves with the VA campus. Indus Systems is used across the VA. They have iDrawings which is a web based tool and viewer allowing the VA to pull drawings using adobe or their simply viewer, which is not restricted to AutoCAD or drawings programs.

In accordance with VAAR 819.7007, the contracting officer's determination whether to make a sole source award is a business decision wholly within the discretion of the contracting officer. A determination that only one SDVOSB concern is available to meet the requirement is not required.

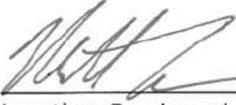
**10. Listing of Sources that Expressed, in Writing, an Interest in the Acquisition:**

1 other source was contacted for this service in addition to Indus Systems. Task Masters, LLC is an SDVOSB firm partnering with Indus Systems to perform this work. This combination of the resources and skills of both companies will meet and exceed all requirements for this project. No other sources were contacted as the current building records and drawings for VAPAHCS are managed through iDrawings, a web-based tool that is a proprietary software owned and operated by Indus Systems. The thousands of data point entries they have taken from drawings, field verifying, and uploading into their data base have already been completed by Indus Systems during the period of 10/2015 – 5/2017. In accordance with VAAR 819.7007, the contracting officer's determination whether to make a sole source award is a business decision wholly within the discretion of the contracting officer. A determination that only one SDVOSB concern is available to meet the requirement is not required.

**11. 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:**

In order to overcome barriers to competition, more sources supplying equivalent services must be trained and readily available, to carry on existing work already performed. There will be a substantial duplication of cost to the government to purchase and a train a new contractor or outsource this service to any other vendor. This will create additional costs as well as delays in obtaining the service. Having a lapse in service and additional down time of training new staff will greatly affect patient care and VA mission requirements. In accordance with VAAR 819.7007, the contracting officer's determination whether to make a sole source award is a business decision wholly within the discretion of the contracting officer. A determination that only one SDVOSB concern is available to meet the requirement is not required.

12. **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.

  
FOL Jonathan Bassignani MATT PECUMAN 8/21/17  
Chief Planning and Programming  
Office of Facility Planning and Development  
VAPAHCS  
Date

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

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

**Parvinder S. Brar**  
**747434**  
  
Parvinder Brar  
Contracting Officer  
NCO 21  
Digitally signed by Parvinder S. Brar 747434  
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Date

- b. **Director of Contracting /Designee (Required over \$150K but not exceeding \$700K):** I certify the justification meets requirements for other than full and open competition.

**MARK J. MIKUS**  
**140783**  
  
Mark J. Mikus  
NCO21 Division Chief, Division I  
Digitally signed by MARK J. MIKUS 140783  
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