

# DEPARTMENT OF VETERANS AFFAIRS

## Justification and Approval

### For

### Other Than Full and Open Competition

**Acquisition Plan Action ID:** 36250-19-AP-2235

1. **Contracting Activity:** Department of Veterans Affairs, Network Contracting Office (NCO) 10, 260 E. University Avenue, Cincinnati, OH 45219.

The Requesting Agency is VISN 10, VAMC Medical Center, Engineering Service (138), 3200 Vine Street, Cincinnati, OH 45220. The Solicitation Number is VA250-14-B-0516.

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

Engineering Service is requesting approval to use other than full and open competition to solicit a Brand Name Only for the Corbin Russwin core cylinders, for use on **Project No. 539-327, Replace Animal Research Facility, Phase 3**. This project will be awarded as a new Firm-Fixed Price contract. This Justification and Approval (J&A) is submitted pursuant to the authority of 10 U.S.C 2304 (c) (1) or 41 U.S.C. 253 (c) (1), which provides that full and open competition need not be obtained where there is "only one responsible source and no other supplies or services will satisfy agency requirements." Federal Acquisition Regulation (FAR) Part 6.302-1(c) "Only one responsible source and no other supplies or services will satisfy agency requirements."

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

The subject project involves the construction of new research lab and administrative space. Each new door installed under this project will include a mortised, lever handled door lock-set, containing a 7 pin uncombined removable core cylinder. Cylinders are removable with a special key or tool without disassembly of knob or lock-set. Core meets the medical center policy for key locks. One grand master key is available to open all doors by authorized individuals. The Estimated Value of the Corwin Russwin Lock Sets is . The Estimated Value of the Replace Animal Research Facility, Phase 3 project is

**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;

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

To meet needs stated above the medical center currently utilizes a “Corbin-Russwin HO Keyway Great Grand Master Key System”, single master key system is essential to the Government's requirements, thereby precluding consideration of a product manufactured by another company. In addition, the core system is a requirement of VA engineering policy MP-3. As the Cincinnati VA Medical Center continues to move toward consolidation, patient and staff safety concerns remain at the forefront of design decisions when selecting systems. Accordingly, Corbin Russwin is the only manufacture capable of providing the lock cylinders described in section 3 above without the Veteran's Health Administration experiencing substantial duplication of cost that could not be expected to be recovered through competition. To change to a different locking system would require numerous master keys potentially causing delays in accessing all area of the campus in event of emergencies. The lock set requested allows the facility to expand and renovate as required and maintain the ability to meet patient and staff safety requirements.

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

The Construction documents created by our contracted A/E firm, John Poe Architects specifically mention the continued use of Corbin Russwin Door Lock Sets. Efforts were not made to solicit from other lock lift manufacturers, because utilizing other lock manufacturer's locksets would decrease the consistency and reliability of the facility's operations. This in turn would cause the patient care provided to our veterans to suffer. This solicitation will be publicized via Federal Business Opportunities (FedBizOpps). The approved J&A for Corbin Russwin locksets will be posted with the solicitation.

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

To counteract the lack of competition in the acquisition and installation of the Corbin Russwin Door Lock Sets, the entire project will be solicited as an Invitation for Bid (IFB). Furthermore, because Corbin Russwin is being purchased at prices consistent with their GSA contract, their prices have been determined to be fair and reasonable. Determination of fair and reasonableness of cost will be based upon a complete price analysis and Independent Government Cost Estimate. A search of the VetBiz database indicated the availability of 1625 SDVOSB's across the nation with North American Industry Classification System (NAICS) code 236220 (Commercial and Institutional Building Construction). The contracting officer believes that the anticipated cost to the government for the entire project will be fair and reasonable.

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

Replace Animal Research Facility, Phase 3 is a SDVOSB set aside. The market research for this J&A is for the the Corbin Russwin Door Lock Sets only. Pricing for the the Corbin Russwin Door Lock Sets is by the A&E based on past experience with sole sourcing. The Corbin Russwin Door Lock Sets have been in place and maintained here at the Cincinnati VAMC. This facility has standardized these locksets throughout the hospital in order to function properly for patient safety. The medical center has investigated the ability of other lock manufactures to operate within the requirement to have the ability to open all doors with one single grand master key and have not found this to be a possibility. Corbin Russwin locks are a national known manufacturer with numerous distributors available.

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

All door lock manufacturers have proprietary keyways on their lock cylinders, which by their very nature are designed to be operable only by a key of the same cut and shape. Because the keyways are proprietary, only that manufacturer can create a key which will fit it's own lock cylinder. The reason(s) for proprietary keyways is the very same reason door locks are needed – it's one of security. Also for reasons of security, it is not desirable to have multiple lock manufacturers for multiple doors – not only is it inefficient to try and keep track which lock is manufactured by which manufacturer, it is also critical for Police Service to have a master key at it's disposal which can operate any lockset at the facility. The presence of multiple manufactured keyways would not

allow this critical need to happen. Since the Cincinnati VA Medical Center currently has locksets manufactured by Corbin Russwin, then all additional locksets must match the Corbin Russwin keyway – and only locksets manufactured by Corbin Russwin can do this. Door lock sets play a critical role in maintaining the security of the facility. In addition, the necessity of providing a lock set which has a cylinder that can be operated by the facility master key allows the VA locksmith shop to respond to all key request and maintenance issues quickly and efficiently. A single source manufacturer also allows for prompt technical support whenever problems are encountered.

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

See Section VI above.

**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:**

Solicitations for future requirements will utilize “brand name or equal” language, if it is in the Government’s best interest to do so. The current requirement must be solicited using a brand name description because the Government needs to create an exact copy of a system/item that is currently in use.

**12. Requirements Certification:**

I certify the supporting data, including the statement of the Government’s minimum needs and other rationale for other than full and open competition is complete and accurate to the best of my knowledge. (FAR Subpart 6.303-1(b))



Zachary Schmidt  
Project Engineer, Engineering Service  
VAMC – Cincinnati, OH

10/30/2018

Date

**13. Approvals in accordance with FAR 6.304**

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

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Ronald T. Heidemann  
Contracting Officer  
Network Contracting Office (NCO) 10

2-23-2019

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Date