DEPARTMENT OF VETERANS AFFAIRS
Justification and Approval
For
Other Then Full and Open Competition

Acquisition Plan Action ID: 36C776-26-AP-1117

1. **Contracting Activity:**
The Veterans Health Administration (VHA), Program Contracting Activity Central (PCAC), is preparing a Design-Bid-Build procurement for the construction of the Electronic Health Record Modernization (EHRM) Infrastructure Upgrades – Main Computer Room (MCR) Modernization at the Minneapolis Veteran's Affairs Medical Center (VAMC) in Minneapolis, Minnesota (Project # 618-26-701). This project will perform Electronic Health Record Modernization (EHRM) in the Main Computer Room (MCR) and consolidate and renovate all existing Data Center Spaces (2B-105 and BH-111).

2. **Nature and/or Description of the Action Being Processed:**
This justification is to support the EHRM Infrastructure – MCR Modernization at the Minneapolis VAMC that will be awarded as a firm-fixed price contract. This memo is for other than full and open competition for the procurement of certain construction materials and contractors. The use of a particular brand name for the items listed below accommodates standardization of these items throughout the facility. All items are subject to Buy American clauses and provisions in the IFB.

    a. Security/CCTV
        i. Lenel – Materials
    b. Spray Applied Fireproofing
        i. CAFCO Blaze Shield II
    c. Interior Signage
        i. Takeform Fusion
    d. Fire Alarm Components
        i. Gamewell - Materials
    e. METASYS Control System
        i. Metasys Software
        ii. Johnson Controls Incorporated (JCI) – materials
        iii. JCI - Contractor

3. **Description of Supplies/Services Required to Meet the Agency's Needs:**
This procurement is to construct the EHRM Infrastructure – MCR Modernization at the Minneapolis VAMC. The scope includes everything necessary to complete the EHRM Infrastructure Upgrades construction project that meets the requirements of the Department of Veterans Affairs. There are five (5) brand name items listed for which the VA cannot accept equal or alternate items. The value of these items is listed below. The VAAR Construction magnitude for the entire project is between $10,000,000 and $20,000,000.

    a. Security/CCTV
        i. Lenel – Materials
        ii. Value: [redacted]
        iii. Description: Finishing, installation, connection, testing and certification of a complete and fully operating Physical Access Control System (PACS) consisting of a system server, one or more networked workstation computers, operating system and application software, and field installed. The PACS shall provide secure and reliable identification of federal employees and contractors by utilizing credential authentication per FIPS-201.
    b. Spray Applied Fireproofing

i. CAFCO Blaze Shield II
ii. Value: [redacted]
iii. Description: Replacement and patching of spray-applied fireproofing with specified spray-applied mineral fiber and cementitious coverings to provide fire resistance to interior structural steel members.

c. Interior Signage
i. Takeform Fusion
ii. Value: [redacted]
iii. Description: Interior signage for room numbers, directional signage, code required signs and temporary signs of type, size and design shown on the construction documents complete with lettering, framing and related components for a finished installation.

d. Fire Alarm Components
i. Gamewell - Materials
ii. Value: [redacted]
iii. Description: Furnish, install, and connect fire alarm equipment to form a complete coordinated system ready for operation, including alarm initiating devices, alarm notification appliances, control units, fire safety control devices, annunciators, power supplies, and wiring as shown on the drawings and specified.

e. METASYS Control System
i. Johnson Controls Incorporated (JCI)
ii. Value: [redacted]
iii. Description: Complete/turn-key Direct-Digital Control system for all HVAC equipment and sensors to provide a new building automation system (BAS) for buildings in this project, including head-end equipment.

4. <u>Statutory Authority Permitting Other than Full and Open Competition:</u>

(X) (1) Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements per 41 USC §3304(a)(1), and as implemented by RFO 6.103-1.
( ) (2) Unusual and Compelling Urgency per FAR 6.103-2.
( ) (3) Industrial Mobilization, Engineering, Developmental or Research Capability or Expert Services per FAR 6.103-3.
( ) (4) International Agreement per FAR 6.103-4
( ) (5) Authorized or Required by Statute FAR 6.103-5.
( ) (6) National Security per FAR 6.103-6.
( ) (7) Public Interest per FAR 6.103-7.

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

These items have been standardized throughout the Minneapolis VAMC. Installing different manufacturers' systems will create significant duplication in costs and/or disruption in services for the facility, and in most cases the equipment will not function properly. The use of these items is essential to the Government's requirements, thereby precluding consideration of products manufactured by other companies.

a. Security/CCTV
i. Lenel – Materials
ii. Impact: Lenel systems are required for consistency and continuity related to the facility security software and hardware requirements. The facility's security system is currently Lenel with HD readers and control boards. Readers must be compatible with Lenel and FIPS compliant. Other card readers are not compatible with these requirements since they have no way of connecting to the power boards or communicating with the system currently in place. A functional, communicating

security system is a major safety requirement and there are no alternatives/substitutes that interface with the existing security systems and hardware.

b. Spray Applied Fireproofing
    i. CAFCO Blaze Shield II
    ii. Impact: The existing facility utilizes CAFCO Blaze Shield II for spray applied fireproofing. To ensure fire protection systems maintain compliance with NFPA, mixing of materials is not authorized. No substitute exists due to the physical properties and fire protection requirements.

c. Interior Signage
    i. Takeform Fusion
    ii. Impact: The medical facility requires a single source for interior signage to ensure consistency and continuity throughout the facility for signage. Any other system of wayfinding, when used with existing signage in the facility, may cause confusion and safety issues resulting from non-uniform appearance and messaging. Interior signage is also updated by in-house staff using specialized equipment and materials. A new signage system would require the MVAHCS to either buy new specialized equipment and materials or require an on-going service contract to update and maintain signage, which would not be cost-effective and a waste of the existing equipment and materials. As such, no alternate is approved for use in the facility.

d. Fire Alarm Components
    i. Gamewell - Materials
    ii. Impact: Gamewell FCI components are required to integrate with existing fire alarm system. The system is subject to fire codes to maintain consistency and compliance. This is an NFPA listed system in which all components must be from the same manufacturer to function and communicate appropriately.

e. METASYS Control System
    i. Johnson Controls Incorporated (JCI)
    ii. Impact: JCI is the only controls company authorized to install, maintain, program and repair HVAC and other building systems controls in the MVAHCS. Their proprietary data/rights to the building automation system components and software requires them as a sole source contractor/manufacturer for consistency and continuity throughout the medical center and campus to ensure HVAC and building system controls are available on a single interface and compatible with existing systems to maintain proper operation.

6. <u>Description of Efforts Made to ensure that offers are solicited from as many potential sources as possible</u>:

In accordance with the Competition in Contracting Act (CICA), the components listed above are designated as brand name; however, the overall procurement will be competed as a Service-Disabled Veteran-Owned Small-Business (SDVOSB) Set-Aside. This Justification for Other Than Full and Open Competition will be posted to Federal Business Opportunities with the solicitation.

7. <u>Determination by the Contracting Officer that the Anticipated Cost to the Government will be Fair and Reasonable</u>:

The Government estimate was prepared by the VA team and confirmed by the Contracting Officer's Representative (COR). The anticipated price to the Government for the items requested to be brand name is approximately [redacted].

The items for which brand name approval is being requested are important components to the overall construction project. This procurement will be completed and based on competition; the Contracting Officer will make a determination of fair and reasonable pricing prior to award.

8. **<u>Description of the Market Research Conducted and the Results, or a Statement of the Reasons Market Research Was Not Conducted</u>:**
The market research for the required brand name items was conducted and prepared by the COR and A/E. This information was then shared with the CO for further review. The CO is in concurrence with information provided that supports these brand name items. Approval of the items as brand name only is critical for the overall efficiency of the completed project and the Minneapolis VAMC facility as a whole.

The market research concerning the required brand name items was previously conducted when these items were originally purchased and updated recently as appropriate. The manufacturers and products are exclusively acceptable for reasons outlined in this J&A.

An additional purpose of the market research was to ensure requirements of the Buy American Act (BAA) have been met for each of the brand name items identified. The contracting team reviewed each of the compliance standards for the BAA and compared it with the components in each of the brand name items. After their thorough review, they have concluded that each item is in compliance with the BAA. See an overview below for each item:

a. Security/CCTV
    i. Lenel – Materials
    ii. The PCAC BAA Compliance literature provides supporting documentation for use of Lenel products and compliance with the Buy American Act. Therefore, there are no concerns regarding "Buy American" compliance.
b. Spray Applied Fireproofing
    i. CAFCO Blaze Shield II
    ii. Based on information obtained from the Isolatex (parent company) website, "ISOLATEK INTERNATIONAL provides passive fireproofing materials under the CAFCO® and FENDOLITE® trademarks throughout the Americas and under the ISOLATEK® trademark throughout the world." Additionally, an article from November 2020 confirms that the CAFCO Blaze Shield product line comes from its plant in Huntington, IN. Therefore, there are no concerns regarding "Buy American" compliance.
c. Interior Signage
    i. Takeform Fusion
    ii. Based on extensive online research and a call to the company on 02/04/2026, it has been confirmed that these items are manufactured in the United States, specifically in Medina, New York, where the company is located. Therefore, there are no concerns regarding "Buy American" compliance.
d. Fire Alarm Components (E3 series)
    i. Gamewell - Materials
    ii. Based on extensive online research, it has been confirmed that the country of origin for these components is the United Sates. Therefore, there are no concerns regarding "Buy American" compliance.

e. METASYS Control System
    i. Johnson Controls Incorporated (JCI)
    ii. Based on extensive online research, emails, and a call to the company's tech support on 02/05/2026, it has been confirmed that all the METASYS components are available and can be purchased as domestically manufactured for use on federal government contracts. Therefore, there are no concerns with "Buy American" compliance.

9. **Any Other Facts Supporting the Use of Other than Full and Open Competition:**
New components must be able to tie into or function with an existing and operational system including the use of proprietary software. At this time, there are no competing vendors whose products that we are aware of have the programming rights to the systems and products that are fully compatible with the existing systems being used at Minneapolis VAMC.

10. **Listing of Sources that Expressed, in Writing, an Interest in the Acquisition:**
Not applicable. It is the responsibility of the offerors, and the general contractor awarded the project to locate suppliers and obtain pricing for all materials and components, including the items listed in this justification.

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**:
There will be competition for the overall procurement. It will be the responsibility of the offerors to obtain pricing from the suppliers of the items and to submit a competitive proposal for the project.

12. **Requirements Certification:** I certify that the requirement outlined in this justification is a Bonafide 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.

NATHAN ESTREM Digitally signed by NATHAN ESTREM
Date: 2026.03.03 14:46:00 -06'00'

Nathan Estrem, PE
Healthcare Engineer, COR
Minneapolis VAMC

Date

13. **Approvals in accordance with VHAPM Part 806.3 OFOC SOP:**

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

JOELLE MASCARENAS Digitally signed by JOELLE MASCARENAS
Date: 2026.03.12 12:56:28 -10'00'

Joelle Mascarenas
Contracting Officer
Program Contracting Activity Central

Date