

JUSTIFICATION REVIEW DOCUMENT

Description of Acquisition: Franklin Covey Training Materials for Workforce Development

Statutory Authority: 10 U.S.C. 2304(c)(1); FAR 6.302-1 -- Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements.

Estimated Contract Amount: \$569,182.50 est. (\$113,836.50 per year estimated)

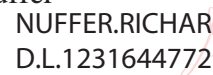
Performance Period: March 21, 2014 through February 28, 2015, with four possible 1-year extension periods (through February 28, 2019)


Prepared By: Jason Reedy **Contract Specialist**
Phone: x49815 **Date/Initials:**  Digitally signed by
JASON REEDY, cn=JASON REEDY, ou=DECA, ou=DoD, ou=PKI,
Date: 2014.03.12 12:32:15 -0400

Requirements: Madoline (Elaine) Chambers **Instructional Systems Specialist**
Phone: x86064 **Date/Initials:**  CHAMBERS.MADOLINE.E.1134991
913
Digitally signed by
CHAMBERS.MADOLINE.E.1134991
Date: 2014.03.12 12:32:15 -0400
(254-338-3955)

PCO: Jill A. Craft **Contracting Officer**
Phone: x86294 **Date/Initials:**  JILL A. CRAFT
Digitally signed by
JILL A. CRAFT, ou=DECA, ou=DoD, ou=PKI,
Date: 2014.03.12 12:32:15 -0400

Required Review Signatures: We have reviewed this J&A and find the justification adequate to support other than full and open competition.

Program Manager: Richard Nuffer **Phone: 804-734-8000 x52786**
Signature:  NUFFER.RICHARD.L.1231644772
Digitally signed by
NUFFER.RICHARD.L.1231644772
DN: c=US, o=U.S. Government, ou=DoD, ou=PKI,
ou=DECA, cn=NUFFER.RICHARD.L.1231644772
Date: 2014.03.13 12:19:12 -0400

Division Chief: Michael G. Shaffer **Phone: 804-734-8000 x48681**
Signature:  SHAFFER.MICHAEL.G.1044850571
Digitally signed by
SHAFFER.MICHAEL.G.1044850571
DN: c=US, o=U.S. Government, ou=DoD, ou=PKI,
ou=DECA, cn=SHAFFER.MICHAEL.G.1044850571
Date: 2014.03.13 16:13:12 -0400

Legal Counsel: Ron Horn **Phone: 804-734-8000 x48207**
Signature: _____

Competition Advocate: Melissa A. Rios **Phone: 804-734-8000 x48680**
Signature:  RIOS.MELISSA.A.1039282069
Digitally signed by
RIOS.MELISSA.A.1039282069
DN: c=US, o=U.S. Government, ou=DoD, ou=PKI,
ou=DECA, cn=RIOS.MELISSA.A.1039282069
Date: 2014.03.17 10:13:58 -0400

JUSTIFICATION REVIEW DOCUMENT

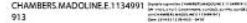
Description of Acquisition: Franklin Covey Training Materials for Workforce Development

Statutory Authority: 10 U.S.C. 2304(c)(1); FAR 6.302-1 -- Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements.

Estimated Contract Amount: \$569,182.50 est. (\$113,836.50 per year estimated)

Performance Period: March 21, 2014 through February 28, 2015, with four possible 1-year extension periods (through February 28, 2019)

Prepared By: Jason Reedy **Contract Specialist**
Phone: x49815 **Date/Initials:** 

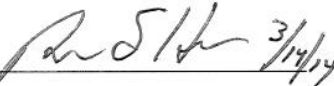
Requirements: Madoline (Elaine) Chambers **Instructional Systems Specialist**
Phone: x86064 **Date/Initials:** 
(254-338-3955)

PCO: Jill A. Craft **Contracting Officer**
Phone: x86294 **Date/Initials:** 

Required Review Signatures: We have reviewed this J&A and find the justification adequate to support other than full and open competition.

Program Manager: Richard Nuffer **Phone: 804-734-8000 x52786**
Signature:  Digitally signed by NUFFER.RICHARD.L.1231644772
DN: cn=US, o=U.S. Government, ou=DoD, ou=PKI, ou=DECA, cn=NUFFER.RICHARD.L.1231644772
Date: 2014.03.13 12:16:12 -0400

Division Chief: Michael G. Shaffer **Phone: 804-734-8000 x48681**
Signature:  Digitally signed by SHAFFER.MICHAEL.G.1044850571
DN: cn=US, o=U.S. Government, ou=DoD, ou=PKI, ou=DECA, cn=SHAFFER.MICHAEL.G.1044850571
Date: 2014.03.13 16:13:12 -0400

Legal Counsel: Ron Horn **Phone: 804-734-8000 x48207**
Signature: 

Competition Advocate: Melissa A. Rios **Phone: 804-734-8000 x48680**
Signature: _____

JUSTIFICATION AND APPROVAL

FOR OTHER THAN FULL AND OPEN COMPETITION

1. **Contracting Office** – Defense Commissary Agency (DeCA), Revenue, Supplies & HQ Support Branch, Enterprise Acquisition Division, 1300 E Avenue, Fort Lee, VA 23801

2. **Type of Contract Action** – This is a follow-on requirement to obtain additional training materials in order to support DeCA’s current training program. These materials have been purchased in the past on a sole-source basis. The acquisition process will result in a fixed price, indefinite delivery, requirements type contract. DWCF funding will be used for all orders.

3. **Description of Supplies** – The contract will contain the following items (estimated per year):

Leadership Foundations Participant Kit,
Sku #72377, 600 copies @ \$123.25 ea = \$73,950.00

Leadership Public Sector Participant Kit (Great Leaders, Great Teams, Great Results),
Sku #75310, 150 copies @ \$240.91 ea = \$36,136.50

tQ Coaching Guide,
Sku #75931, 100 copies @ \$37.50 ea = \$3,750.00

The yearly order based on GSA Pricing is estimated to be \$113,836.50

Base Year:	\$113,836.50
1 st Option Year:	\$113,836.50
2 nd Option Year:	\$113,836.50
3 rd Option Year:	\$113,836.50
4 th Option Year:	<u>\$113,836.50</u>

Total Contract Value: \$569,182.50 est

4. **Authority Cited** - 10 U.S.C. 2304(c)(1); FAR 6.302-1 -- Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements.

5. **Reason for Authority Cited** – DeCA began using the Franklin Covey training in 2009. DeCA conducted an in-depth analysis of the various management training courses available from several vendors. Franklin Covey’s training and materials was found to offer the best value, because their training provided many of the DoD required leadership competencies. Franklin Covey was also the only vendor that would certify DeCA personnel as course instructors capable of providing the training to other DeCA personnel (all other vendors would only provide the training with their instructors). Being able to certify our own instructors greatly reduced the cost to DeCA to provide the leadership training. Another consideration was the positive past

performance that indicated the training materials were exceptional and provided well-rounded leadership skills.

Market research has indicated that current off the shelf products will not meet the Agency's needs. DECA has determined that the agency's best option is to continue to provide this training in house with the Franklin Covey materials as a significant portion of the training. An alternative would be to send employees to a vendor instructed class, but this approach is not practicable or feasible with the current budget and travel restrictions. To create a product that approaches the quality of the Franklin Covey training will require approximately one year of work by an employee at the GS-12 to 15 level. With benefits, this would cost the government between \$105,000 and \$190,000. Since the Franklin Covey training currently used by DeCA contains 14 videos - a necessity for illustrating leadership issues - there would be an additional estimated cost of \$350,000 (\$25,000 per video) to produce and there is no guarantee that they would be as effective as those already produced by Franklin Covey. After the completion of course development, the government would still be required to print and distribute course material.

Franklin Covey materials are copyrighted and are only available from Franklin Covey. Franklin Covey has created a holistic framework for increasing the overall effectiveness and quality performance of complex organizations, as well as for improving effectiveness in one's personal life with family, neighbors, and community endeavors. While the principles of this framework are universal, the unique capabilities of Franklin Covey's approach to quality and organizational performance are not replicated elsewhere in the consulting or training industry.

The training participant packages include the four disciplines of execution to include a focus on trust, one of the key weaknesses identified in the agency's most recent employee surveys. Also included are several CD and videos that focus in on the required concepts. The CD and videos are only available through Franklin Covey.

As stated above, a key advantage to the Franklin Covey program is its "Train the Trainer" approach to course delivery. DeCA has trained 12 instructors to provide the required leadership training. This offers two advantages over other programs: (1) DeCA employees are thoroughly familiar with DeCA policies and operations; and (2) using DeCA employees to deliver the training is more cost effective than using contractor-provided trainers. If DeCA were to change to another training program, the cost involved in retraining trainers would be significant. DeCA's initial cost to certify trainers through Franklin Covey was \$2,500.00 per instructor. However, Franklin Covey no longer charges DeCA for new instructor certifications. To deploy this program DeCA wide, the Agency is obligated to purchase participant manuals from Franklin Covey.

6. Efforts to Obtain Competition –

The material is copyrighted and, according to Franklin Covey Client Services, Inc., is only available from them. A search of other contracts in the 874-5 SIN supported this claim, as no other company was found that sells the required materials. Notice of Intent to award a sole

source procurement was posted to FedBizOpps on March 11, 2014. As of the date of this J&A, no other interested sources were identified.

7. Fair and Reasonable Cost Determination –

Per FAR 8.404(d), *Use of Federal Supply Schedules, Pricing*: “GSA has already determined the prices of supplies and fixed-price services, and rates for services offered at hourly rates, under schedule contracts to be fair and reasonable.” However, DeCA has obtained a 10% discount off GSA contract pricing.

The discounts are shown here:

Leadership Foundations Participant Kit, Sku #72377 (600 per year @ \$123.25 ea = \$73,950.00)
(List price is \$136.95; 10% discount = -\$13.70 per kit)

Leadership Public Sector Participant Kit (Great Leaders, Great Teams, Great Results), Sku #75310 (150 per year @ \$240.91 ea = \$36,136.50)
(List price is \$267.68; 10% discount = -\$26.77 per kit)

tQ Coaching Guide,
Sku #75931, 100 copies @ \$37.50 ea = \$3,750.00

Prices are based on a 10% discount from GSA contract pricing for items #72377 and #75310 and a 51.8% discount on item #75931 (GS-02F-0095T).

Prices offered by Franklin Covey are considered fair and reasonable.

8. Market Research and Interested Sources –

As indicated in paragraph 6, no other interested sources have been located or are able to provide the required training material.

9. Actions to Increase/Foster Competition -

Although the current acquisition is being conducted in a sole source environment, the requirements personnel will evaluate the change in the Agency's management culture (measured through our Organizational Assessment Survey) to determine if the training is making improvements in the work environment. The Agency will also reevaluate the current training program, prior to any future procurement action, to determine if the Franklin Covey training program is still the most efficient and effective to meet the Agency's needs. The subsequent determination will be posted as a Sources Sought announcement to FedBizOpps at the beginning of the new acquisition planning phase.

10. Other Factors –

As stated before, other training alternatives had been considered, and it was determined that the Franklin Covey training best fulfilled DeCA's needs.

Contract numbers and dates of the last several awards:

HDEC05-10-F-0004 was awarded January 12, 2010 on a sole source basis under the authority of 10 U.S.C. 2304(c)(1); FAR 6.302-1 -- Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements.

HDEC05-12-A-0012 was awarded June 27, 2012 also on a sole source basis under the authority of 10 U.S.C. 2304(c)(1); FAR 13.106-1(b)(1), Soliciting from a single source, for purchases not exceeding the simplified acquisition threshold.

Requirements Certification:

I certify that the supporting data under my cognizance, which are included in this justification, are accurate and complete to the best of my knowledge and belief.

Madoline (Elaine) Chambers
Instructional Systems Specialist


Signature/Date: CHAMBERS.MADOLINE.E.1134991913

Digitally signed by CHAMBERS.MADOLINE.E.1134991913
DN: c=US, o=U.S. Government, ou=DoD, ou=PKI, ou=DECA,
cn=CHAMBERS.MADOLINE.E.1134991913
Date: 2014.03.17 10:25:10 -0400

Fair and Reasonable Price Determination and Contracting Officer Certification:

I hereby determine that the price for this contract action will be fair and reasonable. I certify that this J & A is accurate and complete to the best of my knowledge and belief.

Jill A. Craft
Contracting Officer


Signature/Date: 

CRAFT.JILL.ANN.1299005042
c=US, o=U.S. Government, ou=DoD,
ou=PKI, ou=DECA,
cn=CRAFT.JILL.ANN.1299005042
2014.03.19 07:46:59 -0400

APPROVAL

Based on the foregoing justification, I hereby approved the procurement of Franklin Covey Training Materials on an other than full and open competition basis pursuant to the authority of 10 U.S.C. 2304(c)(1), provided funds are available, or will be available, and provided that the services and products herein described have otherwise been authorized for acquisition.

APPROVED:

Signature/Date: 
Jill A. Craft
Contracting Officer

CRAFT.JILL.ANN.1299005042
c=US, o=U.S. Government, ou=DoD,
ou=PKI, ou=DECA,
cn=CRAFT.JILL.ANN.1299005042
2014.03.19 07:49:05 -0400