

**JUSTIFICATION REVIEW DOCUMENT**

**Description of Acquisition:** Modification to extend contract HDEC02-04-D-0018 with Military Deli and Bakery Services (MDBS) to provide for uninterrupted operation of deli/bakery operations at various commissaries located in Georgia, North Carolina, and South Carolina.

<b>Statutory Authority:</b> 10 U.S.C. 2304(c)(1)	Est. Amount: \$ 5,686,352.80
	Est. Amended (0001) Amount: \$ 6,397,147.00
	Est. Amended (0002) Amount: \$ 11,773,055.31
	<b>Total: \$ 23,856,555.11</b>

<b>Prepared by:</b> Nancy Patterson Matherne	Contract Specialist
Telephone (804) 734-8000, 48408	Date: <u>April 8, 2014</u>

<b>PCO:</b> Sarah E. Saunders	Contracting Officer
Telephone (804) 734-8000, 48899	Date: <u>April 8, 2014</u>

<b>Technical:</b> David Leffert	Commissary Management Specialist
<b>Requirements</b> Telephone (804) 734-8000, 48566	Date: <u>April 8, 2014</u>

**Signatures are required below:**

**Reviews:** I have reviewed the J&A and find that justification is adequate to support other than full and open competition.

<b>Program Manager:</b> David Leffert	Telephone: (804) 734-8000, 48566
Signature: 	Date: <u>April 24, 14</u>

<b>Legal Counsel:</b> Helen J. White	Telephone: (804) 734-8000, 48207
Signature: _____	Date: _____

Digitally signed by  
 WHITE.HELEN,  
 DN: c=US, o=U.S. Government,  
 ou=DoD, ou=PKI, ou=DECA,  
 cn=WHITE.HELEN.1142584880  
 Date: 2014.04.24 14:04:25 -0400

<b>Acting Chief, Resale Contracting Division:</b> Sheila S. Norfus	Telephone: (804) 734-8000, 48889
Signature: 	Date: <u>4/24/14</u>

<b>DeCA Competition Advocate:</b> Melissa A. Rios	Telephone: (804) 734-8000, 48680
Signature: 	Date: <u>4/25/14</u>

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**JUSTIFICATION AND APPROVAL**

**FOR OTHER THAN FULL AND OPEN COMPETITION**

**1. Contracting Office:** Defense Commissary Agency (DeCA), Resale Contracting Directorate, (MPR), Fort Lee, Virginia

**2. Type of Contract Action:** Modification of contract HDEC02-04-D-0018 with Military Deli and Bakery Services (MDBS). This modification will extend the period of performance from May 1, 2014, through December 31, 2014, an eight-month extension. The contract type is a requirements type. The Resale Stock Fund Activity, Defense-Wide Working Capital Fund, provides funding.

**3. Description of Supplies/Services:** This action will provide uninterrupted operation of Deli/bakery services at the 17 commissary stores listed on page 3. The total amount of the contract modification action, \$11,773,055.31, is based on the contract actions that transpired over an eight-month timeframe (1 August 2013 – 31 March 2014) at the seventeen commissary store locations. The total estimated value for this Amendment, including the previous extension periods plus an additional (8) eight-month extension is \$23,856,555.11.

**4. Authority Cited:** 10 U.S.C. 2304(c)(1), in accordance with FAR 6.302-1, Only One Responsible Source and no other supplies or services will satisfy Agency requirements.

**5. Reason for Authority Cited:**

As previously described under the Justification and Approval (J & A) Control No. HDEC02-13-03 and Amendment 0001, the follow-on procurement to the current contract HDEC02-04-D-0018 was delayed to allow the Agency to conduct a Black Belt study to redefine the business model of the current deli-bakery operations and its requirements. In October 2013, the study submitted a final draft of the Statement of Work (SOW) and the Performance of Work (POW) Statement that indicated that the requirements were ready and the procurement could begin. [REDACTED]



This is the second of three solicitations incorporating the new business model for the deli-bakery operations and will apply “lessons learned” from the first solicitation, HDEC02-14-R-0004. Accordingly, the acquisition milestones have been staggered to allow each phase of first solicitation’s procurement to determine any “lessons learned” and implement into the second and subsequent solicitations. The current contract expires April 30, 2014. The staggered acquisition milestones project the second solicitation, HDEC02-14-R-0002 to be issued on June 27, 2014. The remaining phases of the acquisition will require six months to complete and allow sufficient startup time for the contract awardee. As such, an eight month extension to contract number HDEC02-04-D-0018 is required to complete the procurement barring any unforeseen delays or protest.

In the absence of a contract extension, deli/bakery operations will cease in the stores utilizing this contract. Inevitable and irrevocable damages to the Agency in the form of lost sales and reduced operating funds will negatively impact the Agency mission to provide a benefit to military members and their families. The commissary benefit is a cornerstone of the military quality of life. Failure to render this benefit will lead to a reduction in the morale and welfare of our armed forces, ultimately affecting the individual military member's focus and performance of their defense mission. Therefore, it is essential that DeCA provides fully operational commissary stores, to include the deli/bakery operations, and that DeCA takes appropriate action to maintain the current source of those operations.

- 6. **Efforts to Obtain Competition:** No changes from the initial J&A and Amendment.
- 7. **Fair and Reasonable Cost Determination and Contracting Officer Certification:** No changes from the initial J&A and Amendment.
- 8. **Market Research:** No changes from the initial J&A and Amendment.
- 9. **Other Factors:** No changes from the initial J&A and Amendment.
- 10. **Interested Sources:** No changes from the initial J&A and Amendment.
- 11. **Action to Increase/Foster Competition:** No changes from the initial J&A and Amendment.

**Commissaries covered under contract HDEC02-04-D-0018**


1. Ft. Benning, GA	10. Seymour Johnson, NC
2. Robins AFB, GA	11. Cherry Point, NC
3. Ft. Gordon, GA	12. New River, NC
4. Ft. Stewart, GA	13. Ft. Jackson, SC
5. Hunter AAF, GA	14. Shaw AFB, SC
6. Moody AFB, GA	15. Parris Island, SC
7. Ft. Bragg North, NC	16. Charleston AFB, SC
8. Ft. Bragg South, NC	17. Charleston NWS, SC
9. Camp LeJeune, NC	

**Technical/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.

Name: David Leffert

Commissary Management Specialist

Signature: 

Date: April 24, 14

**Fair and Reasonable Cost Determination and Contracting Officer Certification:**

I hereby determine that the anticipated cost 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.

Name: Sarah E. Saunders


Contracting Officer

Signature: Sarah E Saunders Date: 24 Apr 14

**APPROVAL**

Based on the foregoing justification, I hereby approve the procurement of the continuation of services of deli/bakery operations for the seventeen commissaries covered under contract HDEC02-04-D-0018 for an eight-month extension, May 1, 2014, through December 31, 2014, 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 property herein described have otherwise been authorized for acquisition.

APPROVED:

Signature:  Date: 4/25/14  
Joseph M. Jeu  
Director, Defense Commissary Agency