

Limited-Source Justification (FAR 8.405-6)

1. Contracting Activity: Department of Veterans Affairs (VA)
Office of Acquisition Operations
Strategic Acquisition Center- Frederick
321 Ballenger Center Drive, Suite 125
Frederick, MD 21703

2. Description of Action:

The proposed action is for a base year firm-fixed price (FFP) task order with options for an additional four (4)-year period for provision of the Acadis Readiness Suite, a COTS software solution, as software as a service (SaaS), as well as the professional services for setup, customization and configuration. This effort is being conducted under the authority of the Multiple Award Schedule Program; the proposed effort will be awarded under the General Services Administration (GSA) Federal Supply Schedule (FSS) GS-35F-0058N to Envisage Technologies Corporation, 101 West Kirkwood Avenue, Suite 200, Bloomington, IN 47404.

3. Description of the Supplies or Services:

The Department of Veterans Affairs (VA) Law Enforcement Training Center (LETC) is seeking software to manage its training and certifications, automate its academy operations in North Little Rock, Arkansas, deliver Sharable Content Object Reference Model (SCORM) 2004-compliant online learning courses, and provide a uniform training environment that creates a lifelong learning record for its law enforcement personnel.

The proposed action is to provide Software as a Service (SaaS) in the form of the Acadis® Readiness Suite, a COTS software solution, as the Training Management System. The Acadis Readiness Suite is a comprehensive web-based training and certification management system designed to accurately track personnel, curriculum, training and certifications in one consolidated, legally defensible, enterprise-class database. Acadis was designed specifically for law enforcement organizations to track the entire range of law enforcement training activities, including academic, physical skills, classroom and online learning. Acadis incorporates the required VA-LETC functionality out of the box and is built on a modular and integrated architecture that will allow the VA-LETC to customize and configure the enterprise platform to accommodate its requirements.

The Acadis software modules required to meet the VA-LETC requirements include: Acadis Training, Scheduling, Registration, Online Registration, Housing, Testing, LMS, Documents, Inventory, Performance Evaluations, Compliance, Personal Portal, Workforce Portal, Instructor Scheduling Portal, Reports, and Ad

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Hoc Reporting. As part of the SaaS purchase, the VA LETC will require professional services for setup, implementation, and configuration, as well as system-use training.

The total estimated value of the proposed action is \$831,080.00 (inclusive of options).

4. Authority:

Federal Acquisition Regulation (FAR) Part 8.405-6(a)(1)(i)(B), Only one source is capable of providing the supplies or services required at the level of quality required because the supplies or services are unique or highly specialized.

5. Rationale Supporting Use of Authority Cited Above:

This is a brand name justification in support of FAR 11.105, Items Peculiar to One Manufacturer. Extensive market research revealed that only one product, Acadis Readiness Suite, met all the requirements of VA LETC with respect to managing curriculum, training, scheduling, testing, registration, certification, housing, compliance, instructor and resource availability, and document generation, storage, and retrieval. VA-LETC requires the training management solution to be comprehensive and web based; it must allow for the management of the entire lifecycle of training. Acadis Readiness Suite will serve as a central repository for personnel records and include a web portal for secure, training reporting (internal and external), delivery of SCORM 2004-compliant online learning content, and registration by agencies and field offices.

Through market research on SEWP, GSA, and an open market search for COTS software that could meet the need, only Acadis was found to be a suitable solution. A SEWP RFI to all SEWP vendors resulted in no proposed solutions. An RFI on GSA resulted in the proposal of the Acadis Readiness Suite, which upon review, was determined to be a suitable solution to VA-LETC's problem. Open market research revealed four possible COTS solutions: Cornerstone, Mindflash, NetDimensions, and Unit 4 Business Software. Of these options, Cornerstone, Mindflash, and NetDimensions all lacked the ability to meet multiple requirements required by the VA-LETC solution (student registration, housing administration, lifetime training record, instructor scheduling, etc.). At the same time, no additional modules are available to make these features active. Extensive and cost-prohibitive software development would need to be funded to make any of these three viable solutions. While Unit 4 Business Software appeared to have all of the required elements, a point of contact from Unit 4 indicated that "Unit4's student information system would not likely be a good fit for the LETC (as it) typically work(s) with colleges and universities with over 2000 full-time staff" and that "our (UNIT4's) functionality is more geared towards the higher education model and their learning model versus training institutes."

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The results of the above market research reveal that other companies' similar products, or products lacking the needed features, do not meet, or cannot be modified to meet the VA-LETC's needs.

The proposed source for the Acadis Readiness Suite is Envisage Technologies Corporation, 101 West Kirkwood Avenue, Suite 200, Bloomington, IN 47404. Envisage Technologies is the exclusive developer and distributor of the Acadis solution set. As such, purchase of the Acadis Software Suite can only be made through Envisage. Envisage currently offers the COTS solution via it's GSA Schedule GS-35F-0058N.

6. Efforts to Obtain Competition:

Market research was conducted, details of which are in the market research section of this document. This effort did not yield any additional sources that can meet the Government's requirements. There is no competition anticipated for this acquisition.

7. Actions to Increase Competition:

Before initiating any subsequent acquisitions for a training management solution, the market will be surveyed to determine whether any new products meet or current product were enhanced to allow them to meet the VA-LETC requirement.

8. Market Research:

A Deputy Secretary Memorandum, Mandatory VA Use of NASA Solutions for Enterprise Wide Procurement (SEWP) IV Contracts, dated 2006, provides that SEWP IV contracts will be VA's mandatory source for IT hardware and software. This contract vehicle, however, is primarily available for the purchase of IT products (supplies) and other IT product based services secondary to the product(s). None the less, a market research request for a "Commercial off the Shelf (COTS) Training Management Solution- Hosted" was posted through the SEWP RFQ tool and sent to all SEWP contract holders on May 20, 2013. SEWP RFQ 156999 expired on May 24, 2013, with no interest and no responses from any of the SEWP IV contract holders.

Given the nature of the requirement, GSA IT Schedule 70, SIN 132-33 is most appropriate for this acquisition. Most of the work under a resulting contract would involve licensing, set up and configuration of web-based training and certification management system software. As such, a Sources Sought RFQ (RFQ782113) was posted to GSA eBuy on May 20, 2013 for a "COTS Commercial Training Management System". Of all companies that received notice of the RFQ, one response was received from Envisage Technologies. In its response, Envisage proposed the use of the Acadis Readiness Suite software for the VA Law

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Enforcement Training Center and indicated that its software meets all salient characteristics that were identified in the sources sought notice. Envisage indicated that it was the software developer. A review by the program office of the information presented by Envisage revealed that the software could meet VA LETC's requirement. A search on the SBA Small Dynamic Business Search revealed that Envisage is a small business under NAICS 541519, Other Computer Related Services.

Internet research revealed four (4) additional potential software suites with potential to meet the VA LETC requirement. Details of each are shown below:

- a. Cornerstone: The product will not support student registration, housing, billing or instructor scheduling as needed by the VA LETC.
- b. Mindflash: The product does not support entire staffing capabilities, housing and student registration as needed by the VA LETC.
- c. NetDimensions: Product does not support housing registration and lifetime student training record as needed by the VA LETC.
- d. Unit 4 Business Software: Product appeared to meet VA LETC's requirements. In response to an inquiry from the Program Office, a representative from Unit 4 indicated that "Unit4's student information system would not likely be a good fit for the LETC (as it) typically work(s) with colleges and universities with over 2000 full-time staff" and that "our (UNIT4's) functionality is more geared towards the higher education model and their learning model versus training institutes."

Based on the above market research, it is determined that only one product, Envisage Technology's Acadis Readiness Suite, will meet the VA LETC requirement for a COTS training management solution. As the Acadis product is available under Envisage's GSA Schedule 70, GS-35F-0058N, the Government will negotiate a sole-source award under FAR Part 8 as appropriate for this acquisition.

9. Other Facts:

None.