

## LIMITED-SOURCES JUSTIFICATION

1. Contracting Activity: Department of Veterans Affairs (VA)  
Office of Acquisition Operations  
Technology Acquisition Center  
1701 Directors Blvd  
Austin, TX 78744
2. Description of Action: The proposed action is for a twelve (12) month firm-fixed-price (FFP) task order with two option periods, one for an additional twelve (12) months and one for six (6) months to obtain technical and database support for The Image Management System (TIMS). 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 GS-35F-0250J to Edge Systems, LLC, (EDGE Systems).
3. Description of the Supplies or Services: The proposed action is to provide VA technical and database support for VA's IMEDGE proprietary software, produced for VA by EDGE Systems. IMEDGE is a document and image management system that creates an official repository of record for documents and images, and provides a flexible workflow manager that allows users and managers to adjudicate Veterans education benefit claims. TIMS contains claim folders and provides electronic storage, retrieval and workflow processing for all VA education benefit claims. TIMS is the benefits processing system for Chapters 30, 32, 33, 35, 1606, and 1607 (Title 38 U.S.C.) for Education Service. It has a repository of claim folders and stores over 54 million images. The support services include technical and database support services at the Hines Information Technology Center (ITC) and TIMS daily maintenance at four (4) Regional Processing Offices (RPOs). The total estimated value of the proposed action is \$2,193,281.00 (inclusive of options).
4. Statutory Authority: This acquisition is conducted under the authority of the Multiple-Award Schedule Program. The specific authority providing for a limited source award is 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. The proposed source is Edge Systems, 3S721 West Avenue, Suite 200, Warrenville, IL 60555. The TIMS software, IMEDGE, is COTS software modified by Edge Systems for VA use and is proprietary to their company. Therefore, any other source would need access to the proprietary technical data to support the software to ensure it remains operational. The only personnel trained and authorized to manipulate the IMEDGE software are EDGE employees. IMEDGE

is a mixture of millions of lines of custom code and modified Commercial Off-The-Shelf (COTS) software used to create TIMS. The IMEDGE software does many different things at one time; it is a document and image repository that creates an official repository of record for the documents and images, and it is a flexible workflow manager that allows users and managers to adjudicate Veterans Education Benefits Claims. No other software brand can function within this protocol system. The TIMS is a critical application that has a repository of claim folders and stores over 54 million images, provides electronic storage, retrieval and workflow support for the processing of all VA education benefit claims and support for Chapters 30, 32, 33, 35, 1606, 1607, four RPOs and Hines Information Technology Center. The needed technical and database support is provided via System Administrator, Database Administrator (TREEV and Oracle) and System Engineering functions. IMEDGE relies on the Oracle/Sun Microsystems Solaris UNIX Operating System. IMEDGE has all the custom code in it to make all other COTS software VA uses for this function, like Oracle 11G, Solaris 10 (Unix), TREEV, Sun Microsystems Networker, and Symantec Veritas work together to create the TIMS system in its entirety. VA has a significant investment in TIMS and it would not be cost effective to replace the system using another source only to get the operational services required.

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: The current contract with Edge Systems, LLC, GSA contract GS-35F-0250J, Order number V0010A116E95270, was modified to acquire services to remove its proprietary information from the VA TIMS system and provide non-proprietary software. The centralized and consolidated TIMS system will be located in one place and built on open source J2EE code, with X86 virtualized servers utilizing Windows Server and Red Hat Linux as the operating systems. The completion of the centralized and consolidated TIMS system will make the services for the decentralized TIMS system obsolete and will allow the VA to bid the services in an open and competitive manner. Once this effort is completed in December 2015, the TIMS software technical and database support will be awarded on a competitive basis.

8. Market Research: Market research was conducted in March 2014 by VA technical personnel using the GSA Advantage Online Support website: [https://www.gsaadvantage.gov/advantage/main/start\\_page.do](https://www.gsaadvantage.gov/advantage/main/start_page.do)  
The market research compared COTS products IBM FileNet and EMC Documentum to the EDGE Systems TIMS IMEDGE proprietary software. The comparison of the COTS products showed that EDGE Systems TIMS IMEDGE

proprietary services are the only means available to meet the technical and schedule needs of VA without a major code and system re-architecture. VA cannot use the IBM or EMC software because it would have to put TIMS back into development and allow a contracted company to build another TIMS application. This process would take 24 to 36 months, cost the VA over \$3.4M, and would be source restrictive for maintenance. To use IBM or EMC COTS would suspend ongoing Veterans Education benefits and would not allow VA to complete its mission of providing Veterans Education Benefits. Further, VA has already taken cost-effective steps to transition to open source architecture by the end of 2015.

EDGE Systems owns the proprietary software IMEDGE. The services they provide that no one else can provide are modifications to the IMEDGE software itself. This software is packaged and implemented into TIMS as an integral part of the software. If changes need to be made to the code base, EDGE Systems is the only company that can provide them without breaking the warranty or license agreement on the IMEDGE software.

The table below lists the specific IMEDGE core components required to run the TIMS system. A matrix lists the minimum requirements or features and the evaluated vendor capabilities to meet each. The matrix below indicates whether the software and/or vendor meets the requirements described in the first and second columns.

**IMEDGE Core Components –**

1. Image and data viewers
2. Data and image capture and scan
3. Image cleanup
4. Data and image import and export
5. Data and image transferring
6. Data and image access and management
7. Configurable and flexible workflow
8. Metadata management components
9. Image management component - TREEV
10. Report
11. IMEDGE Application Program Interface (API) (allow customized application build on the top of the IMEDGE core system)

IMEDGE Core Components	Product Name	IMEDGE	IBM FileNet	EMC Documentum
1 to 11	Basic document management system with document capture.	Yes	Yes	Yes
	<b>VA TIMS BUILT ON THE TOP OF IMEDGE API</b>			

1, 4, 6, 7, 8, 9, 11	1. Customized interface to support VA education benefit claim process	Yes	No	No
1 to 11	2. Customized business logic support VA education benefit claim process	Yes	No	No
1, 2, 3, 4, 5, 6, 8, 9, 11	3. TIMS Upstream Module (allow TIMS data and image capture through scan and index)	Yes	No	No
1, 2, 3, 4, 5, 6, 8, 9, 11	4. TIMS Downstream (intergrade with TIMS workflow and VA business logic to support the VA education claim process)	Yes	No	No
7, 8, 10, 11	5. TIMS Admin Module (allow VA to manage users, user group, role, and access privileges)	Yes	No	No
7, 8, 9, 10, 11	6. TIMS Report Module (allow VA to produce various reports to get system status and user productivities)	Yes	No	No
1 to 11	7. TIMS Data and Image Storage Management Module (allow VA to manage over 500-million image/object effectively)	Yes	No	No

9. Other Facts: None

10. Technical and 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.

Matthew Speirs

Date: \_\_\_\_\_

IT Project Manager

Signature: \_\_\_\_\_

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Date: 2014.03.13 12:48:18 -04'00'

11. Determination of Best Value: I hereby determine that the proposed contract action will represent the best value to the Government consistent with FAR 8.404(d). GSA has already determined that the prices on the FSS contract are fair and reasonable. Further price analysis, to include an analysis of proposed level of effort and mix of labor, will be conducted and subsequent negotiations held as necessary. Additionally, price discounts will be sought.

Louis P. Cornell

Date: \_\_\_\_\_

Procuring Contracting Officer

Signature: \_\_\_\_\_

Louis P.  
Cornell

167344

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Date: 2014.03.13 11:50:53 -05'00'

12. Procuring Contracting Officer Certification: I certify that this justification is accurate and complete to the best of my knowledge and belief

Louis P. Cornell

Date: \_\_\_\_\_

Procuring Contracting Officer

Signature: \_\_\_\_\_

Louis P.  
Cornell

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13. Legal Sufficiency Certification: I have reviewed this justification and find it adequate to support a limited source award and deem it legally sufficient.

Tobias Hunziker

Date: \_\_\_\_\_

Legal Counsel

Signature: \_\_\_\_\_

tobias.hu  
nziker@v  
a.gov


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## Approval

In my role as Contracting Activity Competition Advocate, based on the foregoing justification, I hereby approve the acquisition of TIMS technical and database support which supports the processing of education benefits for Veterans, pursuant to the authority cited in paragraph 4 above, subject to availability of funds, and provided that the services herein described have otherwise been authorized for acquisition.

Date: 3/28/2014

Signature:



Michele R. Foster

Head of Contracting Activity