

JUSTIFICATION AND APPROVAL DOCUMENT  
FOR A LIMITED SOURCE AWARD UNDER A FEDERAL SUPPLY SCHEDULE

1. Contracting Activity: Department of Veterans Affairs  
Office of Acquisition and Operations  
Technology Acquisition Center  
260 Industrial Way West  
Eatontown, New Jersey 07724
2. Description of Action: The proposed request is for a modification to a firm-fixed price Task Order (TO) that was issued under General Services Administration (GSA) Federal Supply Schedule (FSS) Contract Number GS-35F-4729G, with Aquilent, Inc. (Aquilent) for transitional support services for the Electronic Contract Management System (eCMS).
3. Description of Supplies or Services: The Department of Veterans Affairs (VA) Office of Acquisition & Logistics (OAL) currently utilizes eCMS to house all VA procurement and contracting data as well as Business Intelligence reporting on procurement and contracting activities. As the single mechanism for electronically generating and managing procurement actions, eCMS manages the creation, storage, and security of over 164,000 VA procurement actions annually. The proposed action is to acquire an additional 30 days of transitional support services providing phase-in services and on-the-job training and continue acclimating the new vendor to the eCMS environment. The total estimated price of the proposed action is \$319,358.28.
4. Statutory Authority: The statutory authority limiting sources is Federal Acquisition Regulation (FAR) 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. Reason for Authority Cited: The proposed source for this action is Aquilent, 1100 West Street, Laurel, MD 20707. Aquilent has been providing critical eCMS support services since 2006. eCMS was developed by VA and is an integration of commercial-off-the-shelf products, government-off-the-shelf software, and custom integration and software to meet VA-specific needs. Aquilent is an expert in the eCMS environment, providing services unique to eCMS such as help desk staff knowledgeable in the eCMS application and VA procurement processes and structure, system testing, and deployment support. It is imperative that these critical services continue at the current service level while the new contractor obtains the necessary security clearances and becomes acclimated to the eCMS environment. A competitive solicitation was issued under the GSA VETS GWAC in August, 2011 for eCMS integration support services. An award was made to DV United on October 3, 2011 under GSA Contract # GS-06F-0513Z, Task Order # VA118-12-F-0001. The VA's technical experts initially estimated that it would take the

new contractor at least one (1) month to begin learning the processes and the organization. Additionally, it takes a minimum of two (2) weeks to provide a new employee with access to the VA network and another two (2) weeks to train that new employee on eCMS and the various subsystems. Consequently, it is impossible for any other source to provide transitional support services without a detrimental effect on the VA's procurement staff. As such, a 60-day effort for transitional support was acquired from Aquilent via modification from October 1, 2011 – November 30, 2011. However, delays in onboarding the new contractor has delayed the transition. The VA EAS Program Office has determined, through direct observation, that an additional 30-days of transitional support is required to ensure that the new vendor's employees have the required access to VA systems as well as become fully acclimated to the eCMS environment. Failure to obtain the aforementioned transitional support services for eCMS would have a significant negative impact on the accuracy, integrity, and timeliness of VA's procurements. For example, eCMS users would be without a knowledgeable help desk to assist in troubleshooting issues quickly, resulting in a backlog of inquiries. Such a backlog would likely result in the overall inability of eCMS to function properly and could ultimately have a deleterious effect on the health and well being of the Veterans, as award of contracts vital to the health services and other vital benefits that VA provides for the Veterans would be delayed, resulting in a significant negative impact to VA's mission. Additionally, other eCMS services, such as testing and installation would be prolonged while the new contractor acclimated themselves with eCMS. The only reasonable and viable solution to avoid an interruption in these critical support services is to obtain an additional 30-days of transitional support from Aquilent.

6. Efforts to Obtain Competition: Market research was conducted in the award of order VA118-11-F-0214, details of which are in the market research section of this document. There is no competition anticipated for the proposed action. In accordance with FAR 5.301 and 8.405-6(a)(2), this action will be synopsisized at award on the Federal Business Opportunities Page and the justification will be made publically available.

7. Actions to Increase Competition: No barriers to future competition are anticipated. This extension is a onetime occurrence to allow Aquilent to transition eCMS support services to the new contractor.

8. Market Research: While other sources have the general capabilities needed to perform the type of work associated with this effort, only Aquilent, as the incumbent contractor, possesses the specialized experience specific to eCMS and VA particular needs, which is necessary to transition the new contractor while maintaining the current level of support services.

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.

11/28/2011

William Eytel

EAS, Ops and Maintenance Lead

X William Eytel  
William Eytel

11. Determination of Best Value: I hereby determine that the proposed contract action will represent the best value to the Government. GSA has already determined that the prices on the FSS contract are fair and reasonable. Additionally, price discounts will be sought.

Carol G. Newcomb

Date: 11/29/11

Procuring Contracting Officer

Signature: Carol G. Newcomb

12. Procuring Contracting Officer Certification: I certify that this justification is accurate and complete to the best of my knowledge and belief. I certify that this justification is accurate and complete to the best of my knowledge and belief. As this contract action does not exceed \$650,000, the certification below required by FAR 8.405-6(d)(1) serves as approval.

Carol G. Newcomb

Date: 11/29/11

Procuring Contracting Officer

Signature: Carol G. Newcomb