



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

1. Contracting Activity: Department of Veterans Affairs (VA)  
Office of Acquisition Operations (OAO)  
Strategic Acquisition Center-Frederick (SAC-F)  
321 Ballenger Center Drive, Suite 125  
Frederick, MD 21703
  
2. Description of Action: The proposed action is for a limited source, twelve-month General Services Administration (GSA) task order. The proposed task order type is a firm-fixed price task order with a base of six (6) months and three (3) two month options not to exceed a total of twelve months. 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) Contract Number GS-00F-0028Y, to Deloitte Consulting, LLP, 1725 Duke Street, Alexandria, VA 22314-3456.

The current FSS Services for Program Excellence and Corporate TRAnsformation Umbrella (SPECTRUM) task order is executing performance in the third and final option period which ends on September 30, 2016. The task order was awarded on February 5, 2013 and included one twelve (12) month base period and two (2) twelve (12) month option periods, and a final 3rd eight (8) month option period. [REDACTED]

The proposed action will have a period of performance of October 1, 2016 through September 30, 2017 (including options) [REDACTED]

[REDACTED] The purpose of this sole source task order is to continue to acquire Business Architecture, Requirements, and Testing (BART) for the Veterans Benefits Management System (VBMS) Program Management Office (PMO).

3. Description of the Services: The services acquired under this task order will provide VBMS business architecture that identifies gaps in functionality in legacy systems, drafting business requirements and test scenarios services, to include management of Subject Matter Expert (SME) Session that brings in field users to collect business requirements. The BART support services assist the VBMS PMO with integration, deployments, management, scope, operating and maintaining the standardized business processes and services of the program office.

Support services include:

- Supporting the division with scope management, change release process, governance structure, identify and proposing strategic goals and planning
- Hosting, collecting, drafting business requirements that are used to identify a technical solution
- Preparing analyses and comparisons of alternative business acceptance strategies for achieving VBMS objectives
- Creating and drafting test procedures, test scripts, documenting test cases, documenting use case specifications, drafting customer acceptance forms and authoring the test completion report
- Extensive work in the architecture task that involves identifying gaps in technical functionalities that exist in legacy systems that need to be incorporated into VBMS

4. Authority: The authority permitting an exception to fair opportunity as implemented by the Federal Acquisition Regulation (FAR) is 8.405-6(a)(1)(i)(C), entitled "In the interest of economy and efficiency, the new work is a logical follow-on to an original Federal Supply Schedule order provided that the original order was placed in accordance with the applicable Federal Supply Schedule ordering procedures. The original order or BPA must not have been previously issued under sole-source or limited-sources procedures."

5. Rationale Supporting use of Authority Cited Above: The proposed source of this action is Deloitte Consulting, LLP, 1725 Duke St., Alexandria, VA 22314-3456. Deloitte Consulting was awarded the original task order on a competitive basis under the FSS SPECTRUM Contract which expires September 30, 2016. The services provided under the proposed sole source task order will support the VBMS PMO and specifically, the VBMS release user requirements, architecture and testing script creation. This will ensure continuity of these critical support services required for VA to be able to execute its mission, while a competitive contract is in the process of being awarded.

The period planning, during, and after release is a critical time in the VBMS release cycles. [REDACTED]

[REDACTED] Critical testing scenarios, user stories, and business collection requirements occur well in advance of the release. Significant after-action activities are completed such as close-out reports, quality metrics data collections, lessons learned, and patch testing as needed for the defects identified, to name a few. The architecture, business requirements piece is a time-sensitive process that requires the experience of the incumbent contractor. It is imperative that the current level of knowledge, familiarity with the system and

processes remain in place during Release 12.1 cycle to ensure the efficiency, effectiveness, and accuracy.

Therefore, it is in the Government's best interest to sole source to Deloitte Consulting, LLP for a period of performance for six months with three (3) two month options. [REDACTED]

[REDACTED] This sole source to Deloitte Consulting, LLP will minimize the risk to the VBMS system and its users nationwide. The Government is not willing to assume the heightened risk of potential VBMS system down-time due to risks of unidentified release defects and critical anomalies that would impact the achievements made in reducing the claims backlog due to a disruption of the systems availability to users nationwide. VBMS is the system of record for storing all claim documents information in the eFolder. This is the system where all new claims and evidence is stored and arrives from Department of Defense, eBenefits, and Veterans Service Organizations. The contractor currently identifies gaps in functionality that exists in legacy systems that are scheduled to sunset. An understanding of the business process, system architecture, and critical path needed to build functionalities in VBMS is critical to VA's goal of serving Veterans and processing claims within 125 days.

The contractor, Deloitte Consulting, LLP, has been performing these services for the past 44 months to support the VBMS PMO, and providing for a bridge task order will ensure continuity of critical architecture requirements and scope support services required for VA to be able to execute its mission. Given the critical need for these services and the short time until the competitive contract is implemented, seeking additional discounts through enhanced competition procedures is currently not practical and would result in an unacceptable delays and potential for mission failure. Mission failure includes not delivering critical functionality to process claims. Impacting 56 Regional Offices, and thousands of employees who rely on VBMS to utilize to process claims. The VA mission will be disrupted by halting claims processing and identifying functionalities that are needed to reduce key strokes and continue automation to decrease human error, which is also a VA mission to ensure claims processing is of high quality.

6. Efforts to Obtain Competition: This action is a bridge contract to allow time to award a new competitive contract. In accordance with FAR 5.301 and 8.405-6(B)(2), this action will be synopsisized at award on the Federal Business Opportunities (FBO) website and the justification will be made publicly available. Market research was conducted, details of which are in the market research section of this document. There is no competition anticipated for this acquisition. In an effort to obtain competition for future requirements for BART the re-compete contract is being solicited as competitively. [REDACTED]

7. Actions to Increase Competition: No barriers to future competition are anticipated. A competitive contract vehicle is anticipated to be awarded by March 2017, and future acquisitions will be awarded on a competitive basis. Moreover, any source other than Deloitte Consulting, LLP would still require time to learn what is required for this effort before another contractor would be capable of providing support. Is it in the Agency's best interest to proceed with the proposed acquisition strategy.

8. Determination of Best Value: In accordance with FAR Subpart 8.404(d), the prices for services offered on FSS were already determined to be fair and reasonable by GSA. In the interim, acquiring BART services using FSS established prices is determined to represent the best value to the Government.

GSA has already determined that the prices on the FSS contract are fair and reasonable. Price discounts will be requested in accordance with FAR 8.405-4

9. Market Research: Market Research was conducted using a Government-wide database of contracts and other procurement instruments intended for use by multiple agencies available at [www.contractdirectory.gov](http://www.contractdirectory.gov), and other Government and commercial databases that provide information relevant to agency acquisitions were queried. Market Research was conducted using a Small Business Administration (SBA) Quick Market Search. Keywords searched included: "business architecture," and as a result of this search, three SDVOSB/VOSB vendors were found. Market research was also conducted using a VetBiz search, using keywords, "business architecture", and there were 2,034 SDVOSB's matches. While other sources had the general capabilities needed to perform the proposed effort, only Deloitte Consulting, LLP possesses the technical expertise and experience to ensure VBMS PMO's requirements will be met without interruption while the SAC-F contracting office establishes a competitive new contract vehicle for the business architecture support. Any interruption, or break in service would result in an unacceptable delay from failure to use Deloitte Consulting, LLP.

10. Other Facts: None.

11. 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.

[Redacted Signature]

[Redacted Name] Project Manager/COR

\_\_\_\_\_  
Date

12. Determination of Best Value: I hereby determine that the proposed contract action will represent the best value to the Government consistent with FAR 8.405-6(a)(1)(i)(A).

[Redacted Signature]

Tara Flores, Contracting Officer

Date

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

[Redacted Signature]

[Redacted Signature]

Date

Staff Attorney  
Office of General Counsel

### Approval

Based on the forgoing justification, I hereby approve the acquisition of BART [REDACTED]  
[REDACTED] on an other than full and open basis,  
pursuant to the authority cited in FAR 8.405-6(a)(1)(i)(C), the new work is a  
logical follow-on, subject to availability of funds, and provided that the services  
and commodities herein described have otherwise been authorized for this  
acquisition.

[REDACTED]

Date

Competition Advocate  
Strategic Acquisition Center - Frederick