

LIMITED-SOURCES JUSTIFICATION

1. Contracting Activity: Department of Veterans Affairs (VA)
Office of Acquisition Operations
Technology Acquisition Center
23 Christopher Way
Eatontown, NJ 07724
2. Description of Action: The proposed action is for award a firm-fixed-price modification to task order VA118-15-F-0565 issued under General Services Administration (GSA) Federal Supply Schedule (FSS) Information Technology (IT) 70 contract number GS-35F-0636K, to Leidos Digital Solutions, Inc. (Leidos), formerly Lockheed Martin Desktop Solutions, Inc., to incorporate optional tasks for training development and delivery services.
3. Description of the Supplies or Services: VA Office of Information and Technology, Information Technology Operations and Service, End User Operations has a requirement to procure training services in order to support the transition from version 3.X to version 4.X of the Leidos proprietary VA Internet Quorum (VAIQ) software currently deployed throughout VA, used to manage correspondence preparation and coordination by VA Central Office executives and staff. The required training services include a discovery analysis to identify the workflows, reports, and modules that are currently being used by the VA employees to develop VA specific training content as it relates to VAIQ 4.X interface, development of user training, and delivery for up to sixteen training sessions both in person and via virtual classroom for each session.
4. Authority: This acquisition is being 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: The proposed source is Leidos, 2700 Prosperity Avenue, Fairfax, VA 22031. Task order VA118-15-F-0565 was issued on September 30, 2015 on a sole source basis for remediation services, renewal of software license maintenance, and Tier III help desk support to provide patches and updates to the VAIQ software in order to keep it operational. During performance of the contract, it was determined that training services would be required to provide VA with required training for seamless transition from the currently deployed VAIQ 3.X interface to the new VAIQ 4.X web interface, prior to this transition taking place. VAIQ 4.X is currently running in a background feature of the deployed system. This shift in web interface alters the way in which users interface with the application and thus will require training to ensure there is seamless transition to the latest web interface allowing VA users to effectively use the VAIQ application without causing any work stoppage or rework.

Leidos is the only source that is able to develop and deliver the required training as they are the only vendor that understands the very complex workflows, queries, and reports that are generated within their proprietary application, as well as has access to the proprietary information to develop the required training. The transition to the VAIQ 4.X will be performed on a very limited and tight schedule that would not allow another vendor to learn how the existing VAIQ application workflows, queries, and reports are generated. The complex workflows are performed under a complex data schema that is proprietary to Leidos and will not be made available to any other source, thus making Leidos the only source that can develop and deliver training sessions needed during the transition from VAIQ 3.X to VAIQ 4.X web interface. These training development and delivery services can only be performed by Leidos, as these services also require access and knowledge of the proprietary source code. While other sources may provide similar services, no other source has the requisite product knowledge to properly train VA employees on the transition of the proprietary web interface. Without the procurement of these services from the proposed source, there may be delays in access, communication, and distribution of critical correspondence for Veteran related policy and process improvement implementation, thereby jeopardizing timely and efficient delivery of healthcare and benefits to Veterans.

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. Furthermore, Leidos is the exclusive provider of the required services; therefore there is no competition anticipated for this acquisition. In accordance with FAR 5.301 and 8.405-6(a) (2), the award notice for this action will be synopsized on the Federal Business Opportunities Page (FBO), and this justification will be made publicly available within 14 days of award.

7. Actions to Increase Competition: The Government is currently competitively soliciting for a replacement of the VAIQ solution via a Salesforce custom correspondence tracking system, however, the Government anticipates that this new solution will not be deployed for another 12 to 18 months. Until that system is deployed, VA still has a requirement to maintain and support the VAIQ application so it remains current and operational. VA has included options in this action to account for potential delays with the deployment of Salesforce system.

8. Market Research: Market research was conducted by the requiring activity from June 2017 to August 2017 via review of technical data, white papers, and internet based research. It was determined that while other sources have the general capabilities to provide training development and delivery services, however, only Leidos possesses extensive knowledge of the complex workflows and possess access to the proprietary VAIQ source code required to ensure that training is successfully provided as required under the proposed effort. No other vendor has the proprietary source code and technical expertise to generate the VAIQ 3.X to VAIQ 4.X transition training development and delivery services.

Additionally, in March 2017, VA inquired with Leidos if it would partner with another entity in order to permit access to its source code, or whether it had authorized resellers who could perform the services. Leidos stated in its response on March 29, 2017 that it would not partner with any other vendor, nor do they have authorized resellers who can access the source code in order to perform the required training development and delivery support.

9. Other Facts: None.