



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

1. Contracting Activity: Department of Veterans Affairs (VA)  
Veterans Benefits Administration, Office of Employee  
Development and Training  
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, one month extension with two one month options to Blanket Purchase Agreement Multiple Award task order. The proposed task order type is a time and material with a base of twelve (12) months and two (2) twelve month options not to exceed a total of thirty six months. This effort is being conducted under the authority of the Blanket Purchase Agreement (BPA), Multiple Award Schedule Program; the proposed effort will be awarded under the BPA number VA119A-13-A-0002 Task Order VA119A-14-J-0441, to General Dynamics Information Technology, Inc, (GDIT) 3211 Jermantown Road, Fairfax, VA 22030-2844.

The current Veterans Benefits Administration (VBA) Technical Training Performance Support System (TPSS) Training Development and Delivery, order is executing performance in the second and final option period which ends on September 28, 2017. The total value of the Task Orders is [REDACTED]. The proposed action period of performance will be a one month base period with two one month option periods starting September 29, 2017 to October 28, 2017 with an estimated cost for the base month of [REDACTED], Option 1 will be October 29, 2017 to November 28, 2017 with an estimated cost of [REDACTED], and Option 2 from November 29, 2017 to December 28, 2018 with an estimated cost of [REDACTED], for a potential total cost of [REDACTED]. The purpose of this sole source extension to task order is to continue to acquire TPSS, Training Development and Delivery, supporting VBA Compensations Services training.

3. Description of the Services: The services acquired under this task order will provide continued contractor support to deliver a course advocate support package for VBA's Instructor-facilitated Web-based Training (IWT). This Moodle-based system supports up to 600 simultaneous students at one time. This system is primarily used for the Compensation, Pension & Fiduciary and Vocational Rehabilitation & Employment Services. Course Advocates perform all phases of the Instructional Systems Design (ISD) Process, including analysis, design, delivery, implementation, and evaluation. This includes Job and Task analysis conducted in accordance with accepted ISD best practices to document

duties and tasks in accordance with VBA regulations, policies and procedures. This includes updating JTA and related databases for VBA's 16 critical positions as well as any other positions that administer VBA benefits. This provides support to required training for Veterans Service Representatives (VSR), and Rater Veteran Service Representative (RVSR) Challenge training. During this training the contractor provides analytical and developmental procedures to identify, produce, test, deliver, document, and implement Decision Review Officer (DRO) training. The DRO is a member of the Appeals Team with job responsibilities of holding informal conferences and formal hearings, evaluating the evidence of record including the need for additional evidence as a result of information obtained during the hearing, making direct contact with appellants and their representatives, which provides feedback to RVSRs and local management, and transference of appeals to the Board of Veterans Appeals (BVA). This training feeds directly into the scenario based training conducted at the Challenge sessions, and other analytical and developmental procedures to identify, produce, test, deliver, document and implement required training over an intensive 8 week training session culminating in VSR and RVSRs certification. Services in VBA currently have lesson plans or other training for job-specific tasks as needed by field personnel. These lessons are instructor-led through local instructor delivery. The requirement includes but is not limited to conversion of these lesson plans to web-based delivery. All efforts utilize the Instructional Systems Design methodology and acceptable media and strategies.

Support Services include:

- a. DRO review support
- b. JTA Update support and coordination
- c. IWT support and maintenance.
- d. Training scenario design and development.

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 BPA 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." And FAR 52.217-8, Option to Extend Services.

5. Rationale Supporting use of Authority Cited Above: The proposed source of this action is General Dynamics Information Technology, Inc, 3211 Jermantown

Road, Fairfax, VA 22030-2844 was awarded the original task order on a competitive basis under the BPA VBA TPSS Training Design and Development, contract which expires September 28, 2017. The services provided under the proposed extension will support the VBA NTC and specifically, the VBA Challenge and WARTAC training sessions support. This will ensure continuity of these critical support services required for VBA to be able to execute its mission, while a competitive contract is in the process of being procured.

The proposed extension period is a critical transition time in the VBA acquisition cycle as the current supported contract options have expired and the outcome of the Kingdom ware decision has caused VBA to not only re-compete its major contractual efforts but to also redesign acquisition strategies to provide new innovative technologies for training support and delivery while maintaining the highest level of contract support while simultaneously moving from a large business model to an SDVOSB strategy. The new competitive contract is an SDVOSB Multiple Award GSA Schedule award with a scheduled issuance of solicitation on August 04, 2017, leading to a contract award of October 1, 2017. This extension will provide support services for mandated annual training requirements for VSR and RVSRs. The aforementioned training is a rigorous face to face in person 8 and 10 week sessions which support the Secretary VA's 5 priorities. This training includes instructor support, course advocate support, student registration support, student navigation support, help desk support, and technical systems support that are the backbone of all NTC curriculum hosted in the Training Performance Support System. Additionally as new contracted services are obtaining background investigations, and access to VA network systems, the extension will allow for continued contract support. On an average the background investigation, PIV card access, and email and log on credentials have taken on an average of 6-8 weeks to obtain. It is imperative that the current level of knowledge, familiarity with the system and processes remain in place during the Challenge and WarTac Training Sessions scheduled between August 4, 2017 and October 27, 2017 to ensure the efficiency, effectiveness, and on time delivery of these training sessions.

Therefore, it is in the Government's best interest to extend services with GDIT, Inc. under the current vehicle using FAR 52.217-8 for a period of performance for one month base period with two one month options. This extension will minimize the risk to the VBA Challenge and WarTac programs and its participants. The Government is not willing to assume the heightened risk of potential VBA cancellation of these planned training sessions, as it would risk a large pool of VSR and RVSR not being qualified to perform their parent duties of processing and rating Veteran Claims. The lack of performing these parent duties would impact the achievements made in reducing the claims backlog due to a disruption of the systems availability and training to users nationwide. These training events are detrimental to VBA's goal of serving Veterans and processing claims within 125 days. The contractor has been performing these services for the past 36 months in support of VBMS NTC, providing for an extension to the

task order will ensure continuity of critical training delivery required for VBA 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 unacceptable delays and potential for mission failure. Mission failure includes not delivering the scheduled Challenge and WarTac sessions which result in the functionality to process claims. This would impact 56 Regional Offices, and thousands of employees who rely on VBA training and certification for proficiency and required training to process claims. The VA mission will be disrupted by halting claims processing for untrained employees, which 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 an extension to the current task order to allow time to award the re-compete. 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 for the re-compete, details of which are in the market research section of this document. There is no competition anticipated for this acquisition; however, in an effort to obtain competition for future acquisition for VBA Training Development NTC requirements the re-compete contract is being solicited competitively (another VBA contracting office will compete this requirement; SAC-F will not be involved in the re-compete).

7. Actions to Increase Competition: No barriers to future competition are anticipated. A competitive contract vehicle is anticipated to be awarded by, October 1, 2017, and future acquisitions will be awarded on a competitive basis. Moreover, any source other than GDIT, Inc. would still require time to learn what is required for this effort before another contractor would be capable of providing support. It is 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 were already determined to be fair and reasonable by GSA. In the interim, acquiring TPSS support and Infrastructure and LCM 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 648 SDVOSB's matches. While other sources had the general capabilities needed to perform the proposed effort, only GDIT, Inc., possesses the technical expertise and experience to ensure VBA's requirements will be met without interruption while the VBA Office of Acquisition establishes a competitive new contract vehicle for the Technical Training Performance Support System (TPSS) Training Design and Development support. Any interruption, or break in service would result in an unacceptable delay from failure to use GDIT, Inc. The re-compete market research showed that competition Federal Supply Schedule with a set aside for SDVOSB.

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.

Based on the forgoing justification, I hereby approve the acquisition of General Dynamics Information Technology, Inc in the estimated amount of [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] [REDACTED]  
Date: 2017.08.10 09:28:53 -04'00'  
[REDACTED] \_\_\_\_\_  
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] [REDACTED]  
Date: 2017.08.10 15:16:57 -04'00'  
[REDACTED], Contracting Officer \_\_\_\_\_  
Date