

LIMITED-SOURCES JUSTIFICATION

Coordination Matrix

[REDACTED]

[REDACTED] 7-25-17
Date Concur/Non-Concur

Advocate for Competition
Technology Acquisition Center (003B2A)
Office of Acquisition Operations
Department of Veterans Affairs

[REDACTED]

[REDACTED] 7-25-17
Date Concur/Non-Concur

Director, Procurement Service E
Technology Acquisition Center (003B2E)
Office of Acquisition Operations
Department of Veterans Affairs

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 a non-competitive firm-fixed price (FFP) task order (TO) to be issued under General Services Administration (GSA) Federal Supply Schedule (FSS) Information Technology (IT) 70 contract number GS-35F-5370H to Distributed Solutions, Inc. (DSI), 12350 Pinecrest Road, Reston, VA 20191 for Automated Acquisition Management System (AAMS) ProDoc and ProTrac software maintenance support for 4,990 users.

3. Description of the Supplies or Services: The Office of Acquisition and Logistics (OAL) has a requirement for Automated Acquisition Management System (AAMS) ProDoc and ProTrac software maintenance support for 4,990 users. The support consists of AAMS Level 3 Software and Regulatory Subscription services; Level 3 Knowledge Base updates; Level 3 maintenance and automatic updates of the VA Federal Acquisition Regulation and Veterans Affairs Acquisition Regulation to include standard forms; subscription patches as well as minor and major version upgrades, and support of existing interfaces; AAMS software releases and changes; software customization; and help desk support. OAL currently utilizes the Electronic Contract Management System (eCMS) software component, AAMS, for contract document generation, milestone tracking, contract file management, and interfacing to the federally mandated E-Gov Integrated Acquisition Environment. The AAMS interface supports posting of announcements, solicitations and awards via the Federal Business Opportunities Page website, reporting of procurement obligations to the Federal Procurement Data System, receipt of vendor information from companies registered in the Central Contractor Registration System, and issuance of solicitations through GSA's eBuy Connect system. This proposed action is for services only, no software will be procured. The period of performance shall include a 12-month base period with four 12-month option periods for continued maintenance support. VA anticipates utilizing this software for a minimum of five years and therefore requires the ability to ensure it remains operational in that time. The total estimated value of the proposed action is \$ [REDACTED], including option periods.

4. 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: Based on extensive market research, as described in section 8 of this justification, it was determined that

competition is not viable, as DSI is the developer of AAMS and is the sole licensor of AAMS ProDoc and ProTrac software maintenance support. Only DSI possesses the proprietary source code for AAMS ProDoc and ProTrac software, which is required to provide the aforementioned software maintenance support. Other manufacturers or sources do not have access to the proprietary source code and are, therefore, unable to provide the required maintenance support. The source code is needed to ensure the maintenance services are properly configured and updates can be developed and deployed into the fielded software that uses a proprietary coded structure. Without the code, it will be impossible to gain access to the coded structure, which is required to push the updates/upgrades.

Since VA holds an enterprise-wide perpetual license for an unlimited number of users of AAMS software, OAL only requires software maintenance support for the AAMS ProDoc and ProTrac. DSI is the current contract holder for software maintenance support for OAL, under task order VA118-15-F-0449; contract GS-35F-5370H, which ends on September 30, 2017. It is critical to the mission of OAL that AAMS ProDoc and ProTrac software maintenance support continues. Failure to obtain the aforementioned software maintenance support will have a significant negative impact on the AAMS knowledge base, since the AAMS software will become outdated and unreliable when new procurement regulations are issued. Failure to provide the aforementioned AAMS ProDoc and ProTrac software maintenance support will also have a significant negative impact on accuracy and integrity of VA's procurement documents, which would prohibit the acquisition staff from meeting their mission as they would have to manually verify the currency of the procurement regulations in all new contracts and orders. This manual process is outdated, extremely time intensive and more susceptible to errors, leading to a significant increase in acquisition cycle time which could ultimately delay the execution of acquisition actions providing and/or delivering key critical services 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. There is no competition anticipated for this acquisition. In accordance with FAR Part 8.405-6(a)(2) and FAR Part 5.301, a copy of this Limited-Sources Justification will be posted, along with a synopsis of the resulting contract, to the Federal Business Opportunities website within 14 days of award.

7. Actions to Increase Competition: This effort will allow DSI to provide the software maintenance support required while VA continues to conduct further research into verification of its long term requirements, to include consideration of alternative solutions in which the Government would acquire unlimited rights to the software, or an entirely new product to support VA's contracting needs.

8. Market Research: Market research was conducted in April 2017 by Government experts who queried GSA Schedule 70 product catalogs and National Aeronautics and Space Administration (NASA) Solutions for Enterprise-Wide Procurement (SEWP) V

Government Wide Acquisition Contracts (GWACs) for companies capable of providing AAMS ProDoc and ProTrac software maintenance. While other companies offer software maintenance support, only DSI possesses the proprietary source code for AAMS ProDoc and ProTrac software, which is required to provide the aforementioned software maintenance support. Only DSI can access the proprietary source code in order to provide the required software maintenance. On May 9, 2017, VA contacted DSI to ascertain if its proprietary data was for sale. DSI advised that this data is not for sale.

Further market research was conducted in May 2017, via the Provider Lookup Tool on the NASA SEWP V GWAC website and a search of GSA FSS IT 70 contract holders, to determine if limited competition was available among authorized resellers. However, it was determined that there are no authorized resellers for any of DSI's products or services.

In addition, a Request for Information (RFI) was issued on June 8, 2017 via the Federal Business Opportunities webpage and GSA FSS IT 70 to ascertain if there were any other sources that could meet the Government's requirement for AAMS ProDoc and ProTrac software maintenance support. The only response VA received was from DSI, the incumbent contractor, who proposed to provide the required maintenance. The Government did not receive response from any other potential sources.

Based on this market research, the Government's technical experts have determined that DSI is the only source that can meet the Government's requirements.

9. Other Facts: While the Government owns a perpetual license for the use of the AAMS software component of eCMS, the software maintenance support must be acquired to ensure that all critical updates to the knowledge base are obtained. These updates are critical to maintaining the integrity, quality and timeliness of VA's procurement process and could ultimately have deleterious effect on the health and well being of the Veterans as award of contracts vital to the health services and other benefits would almost certainly be delayed.

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.

For [Redacted]

Date: 7/19/2017

Enterprise Acquisition Systems Services, Director

7/19/2017

X

[Redacted Signature]

[Redacted Title]

Acting Director

Signed by: William C. Eytel 315998

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. Additionally, price discounts will be sought. Finally, the quote will be compared to the Independent Government Cost Estimate.

[Redacted Signature]

Date: 7/20/2017

Procuring Contracting Officer Signature:

[Redacted Signature]

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

[Redacted Signature]

Date: 7/20/2017

Procuring Contracting Officer

Signature:

[Redacted Signature]

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]

Date: 7/20/17

Legal Counsel

Signature:

[Redacted Signature]

Approval

In my role as Head of Contracting Activity, based on the foregoing justification, I hereby approve the acquisition of AAMS ProDoc and ProTrac software maintenance support, 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: 7/27/2017

Signature:

[Redacted Signature]

Head of Contracting Activity
Office of Acquisition Operations