

JUSTIFICATION FOR A SOLE SOURCE AWARD  
FOR CERTAIN COMMERCIAL ITEMS

1. **Contracting Activity:** Department of Veterans Affairs (VA)  
Office of Procurement, Acquisition, and Logistics  
(OPAL)  
Technology Acquisition Center  
23 Christopher Way  
Eatontown, NJ 07724

2. **Description of Action.**

The proposed sole source action is for a 60 days firm-fixed price(FFP) effort to complete technical refresh efforts with University of Central Florida (UCF ) Institute for Simulation & Training (IST) for the delivery of Personnel Protective Equipment (PPE) web content for the Veterans Health Administration (VHA) Employee Education System (EES) eLearning Gaming Office.

3. **Description of Services.**

The proposed action is to provide Software as a Service (SaaS) in the form of web content hosted by the contractor. The requirement shall be tested and delivered as an educational training web accessed module to ensure that VA Healthcare Providers and staff personnel are adequately trained in donning and doffing personal protective equipment. This SaaS training space is designed to shape the context for specific performance outcomes with dynamic immediate formative assessment feedback and overall summative evaluation feedback. The proposed SaaS web content will address the training gap of Personnel Protective Equipment (PPE) educational learning objectives. The contractor shall provide web based content that supports learner understanding in training staff personnel in donning and doffing personal protective equipment accessible on VA-issued Personal Computers (PCs), iOS, and Android devices.

Estimated total cost: \$ XXX

4. **Statutory Authority -**

FAR 13.106-1(b)(1)

For purchases not exceeding the simplified acquisition threshold. Contracting officers may solicit from one source if the contracting officer determines that the circumstances of the contract action deem only one source reasonably available.

5. Rationale Supporting Use of Authority Cited Above.

1. In 2016 The PPE app was designed, developed, tested and delivered to help Healthcare participants reinforce the proper learned steps for donning and doffing of PPE gear to prevent the spread of highly contagious diseases. Participants conduct simulated donning and doffing processes (with the Powered Air Purifying Respirator (PAPR) and N-95 respirator) under the supervision of a virtual trained observer, who announces each step of the procedure and confirms visually that the PPE is donned and doffed successfully. The virtual trained observer uses a written checklist to confirm each step in the donning and doffing process. The current hosted solution is not operational and is not meeting VA goals for providing training.

2. What is required - Due to recent updates to both Apple and Google's mobile operating systems (Android / iOS), the PPE app is in need of updating in order for it to continue to be compatible with the target deployment devices. There are currently, known graphical issues due to these OS updates as well as a need for rebuilding and deploying the apps for use on the VA App Store. The deliverables for this work include updating the PPE app to be compatible with the latest OS for both Android and iOS, rebuilding each application, and providing the updated builds to the VA for deployment to the VA App Store.

3. Why there is only one offeror who can do it - Only University of Central Florida (UCF) Institute for Simulation & Training (IST) can provide these services as the Personnel Protective Equipment (PPE) is owned by UCF IST and contains proprietary information within the cloud hosted platform. The cloud hosted platform owned by UCF IST provides for the data collection elements directly from the PPE application. Elements include number of times the application was access by either a PC or a iOS and Andriod device. Though the gaming simulation is VHA financed and owned the platform is a commercial product and any modifications required to the computing environment requires access to source code and configurations that are proprietary to UCF IST. If any other offeror were to attempt to modify this code it would result in an invalidation of all licenses and agreements with UCF IST and VA would be evicted from the current hosting environment.

## **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. Additionally, the proposed action will be synopsised on the Federal Business Opportunities Page in accordance with FAR 5.201. Any proposals that are received shall be evaluated..

## **7. Actions to Increase Competition.**

VA intends to develop games in a Game Based Learning Management system going forward, which will allow for greater competition for the sustainment and development of VA learning products.

8. **Market Research.**

Market research was conducted by the VA subject matter expert during February 2018. The methods used and results are as indicated below:

[ X ] VA technical experts reviewed the research capabilities on work effort previously performed. The Serious Educational Gaming Solution (SEGS) IDIQ Prime Contract holders (Systems Kinetics and Engineering, Creative Veteran Productions, Advanced Computer Learning Company, and MTS Inc.) Though all of the reviewed companies are likely capable of providing the required development, none have access to the proprietary source code use in UCF IST cloud environment. The initial PPE baseline under the US Army PEO STRI Acquisition Office Blanket Purchase Agreement Contract was delivered to the Government at a cost of \$XXXX. The estimated SaaS effort of \$XXXX would in fact continue to provide the Government a much needed training application in a sixty (60) days Period of Performance with total reuse of the legacy baseline and no need of VHA Subject Matter Expertises. The Government has not procure any source code in related to this training application. Additional market research was conducted by contacting UCF and they confirmed that they are the only owners of the code and have no resellers...

9. **Interested Sources.** SEGS IDIQ Prime Contract holders developmental would consist of a entire new baseline effort included but not limited to Storyboarding, new design layout followed by a complete new Alpha and Beta builds with no possibility of reuse from the legacy baseline developed by UCF IST. A totally new PPE Gaming application baseline would consist of a estimated cost of \$XXXX with a 180 days Period of Performance and additional resources e.g. Subject Matter Experts for the development of Storyboard Content.

[ X ] No other source has expressed written interest in supplying this item. Any interest in supplying this item would require a new Gaming application with no opportunity in leveraging off the legacy PPE application as the Source Code is not own by the Government and the application is not operable. The Government maintains its position, the Gaming application training content remains relevant to meet a training need therefore a Technical Refresh of the current baseline is the most beneficial and cost effective for the Government.

10. **Technical and Requirements Certification.** I certify that the supporting data under my cognizance, which are included in the justification, are accurate and complete to the best of my knowledge and belief.