

LIMITED SOURCE JUSTIFICATION REVIEW DOCUMENT

Description of Acquisition: Requirement to obtain Commercially Off The Shelf (COTS), web-based Leadership and Environmental Health & Safety (EHS) Training for all employees at the Defense Commissary Agency (DeCA), store level as well as headquarters (personnel at above store level, store level directors, managers, and supervisors) as part of their annual training.

Statutory Authority: FAR 8.405-6(a)(1)(B), Limited Sources.

Estimated Contract Amount: Approximately \$1,484,203.72 (base year including 4 one year option years)

Performance Period: 1AUG2018 thru 31JUL2019 (base year)

Prepared By:	KaTyca Cathright-Chapman Phone: 804-734-8000 x48812	Contract Specialist Date/Initials: _____	CATHRIGHT-CHAPMAN.KATY CA.Z.1267711956 <small>Digitally signed by CA Cathright-Chapman, DN: cn=KATY, ou=US Government, ou=PKI, ou=DECA, email=Cathright-Chapman.Katy@deca.mil, c=US</small>
Technical:	<i>for</i> Sharon Wilson Phone: 804-734-8000 x48526	HR Development Specialist Date/Initials: <u> RW </u>	
Requirements:	<i>for</i> Sharon Wilson Phone: 804-734-8000 x48526	Instructional Systems Office Date/Initials: <u> RW </u>	
PCO:	Jill Craft Phone: 804-734-8000 x86294	Contracting Officer Date/Initials: _____	CRAFT.JILLAN N.1299005042 <small>Digitally signed by Jill Craft, DN: cn=JILLAN, ou=US Government, ou=PKI, ou=DECA, email=jill.craft@deca.mil, c=US</small>

Required Review Signatures: We have reviewed this J&A and find the justification adequate to support other than full and open competition.

Requiring Office:	<i>for</i> Sharon Wilson Signature: <u><i>[Signature]</i></u> 7/11/2018 Phone: 804-734-8000 x48526
Legal Counsel:	Nicki Musick MUSICK.NIKKI.RA Signature: <u>TLIFF.1103253485</u> <small>Digitally signed by MUSICK.NIKKI.RATLIFF.1103253485, DN: cn=NICKI, ou=US Government, ou=DoD, ou=PKI, ou=DECA, email=MUSICK.NIKKI.RA@deca.mil, c=US</small> Date: 2018.07.13 08:18:56 -04'00'
Division Chief:	David Hoag HOAG.DAVID.MILT Signature: <u>ONJR.1137503570</u> <small>Digitally signed by HOAG.DAVID.MILT.1137503570, DN: cn=DAVID, ou=US Government, ou=DoD, ou=PKI, ou=DECA, email=DAVID.HOAG@deca.mil, c=US</small> Date: 2018.06.18 11:05:31 -04'00'
Competition Advocate:	Floyd Kirkland KIRKLAND.FLOYD Signature: <u>.L.JR.1067833224</u> <small>Digitally signed by KIRKLAND.FLOYD.L.JR.1067833224, DN: cn=FLOYD, ou=US Government, ou=DoD, ou=PKI, ou=DECA, email=FLOYD.L.JR@deca.mil, c=US</small> Date: 2018.07.13 09:52:40 -04'00'

LIMITED SOURCE JUSTIFICATION

1. **Contracting Office:** Defense Commissary Agency, Contracting Division, 1300 E Avenue, Fort Lee, VA 23801
2. **Type of Contract Action:** The intention is to award a Firm Fixed Price contract for approximately \$1,484,203.72 (one (1) base year period of performance with four (4) option years). Base year period of performance of 01AUG2018 through 31JUL2019.
3. **Description of Supplies/Services:** Commercially Off The Shelf (COTS), web-based Leadership and Environmental Health & Safety (EHS) Training for all employees at the Defense Commissary Agency (DeCA) as part of their annual training.

The training shall include, but is not limited to: Leadership, Human Resource Elements and Performance Management skills; job-related and off duty safety; reporting of mishaps; health and risk management training appropriate to the situation, to include hazards associated with on- and off-duty processes; applicable Safety & Occupational Health (SOH) standards; safe operating procedures, and required Personal Protection Equipment (PPE). The requirement also exists for training subscriptions to be provided in the areas of communication skills, change management and supervisor competency skills for new leaders.

The level of training is determined by the occupational code. The training is broken up into several libraries with the following characteristics:

- a. **Business Skills Library:** Provides training in DoD Leadership core competencies and DoD Civilian Leader Development Framework Competency Definitions. Business Skills courses shall be mapped to Office of Personnel Management (OPM). Additionally, there shall be at least, 1,000 additional business skills courses from foundation level training to executive leadership training from which to develop training. Business Skills Library shall support up to 17,000 users.
- b. **Information Technology Skills Library:** To develop an effective enterprise information technology and CYBER-security workforce, the training course shall address all elements in the Department of Defense Architecture Framework (DoDAF), DoD 8570.01M Cyber-security personnel certification training, and all domains levels of the Open Systems International (OSI) computing environment model. Based on the specific nature of all the Cyber/IT workforce, the levels of individual course may range from 10 users up to 300. For End user's courses, the numbers of users may reach the level of 7000.
- c. **Environmental Safety and Health Library:** Provides 100 courses that will meet the training requirements in the areas related to the Occupational, Environmental, Safety

and Health Training core competencies. Environmental Safety and Health Library shall support up to 17,000 users.

d. Learning Management System for all libraries and custom content: Provide: (1) an on-line system that allows for the reporting of progress and completions for all users (2) a means for DeCA to upload and storage a minimum of 10 Gigabytes of custom content to the web-site and run reports on progress and completions by users (3) a means to create Learning Programs (bundle several courses to create one customized course) to be used for a wide variety of training (4) provide 10 hours per month of direct assistance to DeCA administrators that may include, data uploads, reports, DeCA course uploads and configuration and account assistance.

4. **Authority Cited:** Statutory Authority 10 U.S.C. 2304(c) (1), as implemented by FAR 6.302-1 - Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements.
5. **Reason for Authority Cited:** Market research yielded only one source; Skillsoft Inc. They are the only provider of the COTS Leadership and EH&S web-based training necessary to meet the Agency's needs. These services are unique and are available from only one responsible source which can satisfy the Agency's requirements.
6. **Efforts to Obtain Competition:** Market research was conducted which resulted in no other sources available which can satisfy the Agency's requirements. Specifically, a Request for Information (RFI) was posted on GSA eBuy on April 30, 2018 with a closing date of May 3, 2018. The RFI resulted in one response. The response was received from Skillsoft Inc. Skillsoft Inc. is the incumbent and the data they provide is in the form of libraries, licenses, host space and direct assistance: (1) Business Skills Library @ 17,000 licenses (2) Information Technology Skills Library @ 300 licenses (3) Environmental Safety and Health Library @17,000 licenses (4) End users @7000 licenses and (5) Hosting Space @ 10 Gigabytes (6) Direct Assistance @ 10 hours per month. The libraries, licenses and direct assistance are pertinent for mandatory Agency training.
7. **Fair and Reasonable Cost Determination:** The price will be determined fair and reasonable based on market research and comparison of the prices found reasonable on previous purchases IAW FAR 15.404-1. The Contracting Officer requested additional discounts over and above the GSA list price(s). Currently, DeCA's training for OPM/DoD Leadership Competency and Business Skills, Information Technology Skills and Environmental Safety and Health Skills incorporates over 160 courses. Skillsoft's quote provides for a discount off of the GSA List costs. GSA List base year costs \$324,567.00 and the quoted base year costs \$278,357.00; 14.24% discount. GSA List option year 1 costs \$324,567.00 and the quoted option year 1 costs \$287,598.68; 11.39% discount. GSA List option year 2 costs \$324,567.00 and the quoted option year 2 costs \$296,840.68; 8.54% discount. GSA List option year 3 costs \$324,567.00 and the quoted

option year 3 costs \$306,082.68; 5.69% discount. GSA List option year 4 costs \$324,567.00 and the quoted option year 4 costs \$315,324.68; 2.85% discount. The total award (one base year and four option years) has GSA List cost of \$1,622,835.00 and a quoted cost of \$1,484,203.72; an overall savings of \$138,631.28; 8.54%. Consequently, the pricing provided is considered to be fair and reasonable based on our present requirement.

8. **Market Research and Interested Sources:** Market research was accomplished via an RFI, of schedule holders, information gathered from the customer regarding previous procurement for this service, gsa.gov vendor schedules, vendor websites, and direct contact with Skillsoft Inc. A search of sources on GSA schedules resulted in no other potential vendor that can provide the service. The COTS Leadership and EH&S web-based training and content is only available from Skillsoft Inc.
9. **Actions to Increase/Foster Competition:** A notice of DeCA's intent for sole source contract award will be posted to FedBizOps (fbo.gov). No viable competitive option exists at this time. DeCA will continue to conduct market research for capable sources, and if other capable sources are identified, will conduct a competitive procurement in the future.
10. **Other Factors:** Based on market research, no other company is executing this type of leadership and EH&S web-based training. Industry analysis suggests that there has been an increased need for Leadership training and Occupational Health and Workplace Safety services. Furthermore, "heightened enforcement of state and federal occupational health and safety regulations has increased the cost of noncompliance, driving businesses (similarly, DeCA) to seek outside consultation from industry operators to avoid government penalties." (ibisworld.com). The requirement for COTS Leadership and EH&S web-based training and content is a continuing requirement for the DeCA. The previous contract with Skillsoft Inc. was HDEC0513F0002. The EH&S library was not incorporated in the previous requirement.

Technical 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.

Name: *for* Sharon Wilson
Title: Instructional Systems

Signature: *[Handwritten Signature]* 7/11/2018

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.

Name: *for* Sharon Wilson
Title: Instructional Systems

Signature: *[Handwritten Signature]* 7/11/2018

Fair and Reasonable Price Determination and Contracting Officer Certification:

I hereby determine that the price for this contract action will be fair and reasonable. I certify that this J&A is accurate and complete to the best of my knowledge and belief

Name: Jill Craft
Title: Contracting Officer

Signature: **CRAFT.JILL.AN**
N.1299005042
Digitally signed by
CRAFT.JILL.AN.1299005042
DN: c=US, o=U.S. Government, ou=DoD,
ou=PKI, ou=DECA,
cn=CRAFT.JILL.AN.1299005042
Date: 2018.06.19 12:27:51 -0400

APPROVAL

Based on the foregoing justification, I hereby approve the procurement of the COTS, web-based Leadership and EHS Training, on an other than full and open competition basis pursuant to the authority of 10 U.S.C. 2304(c)(1), provided funds are available, or will be available, and provided that the services and products herein described have otherwise been authorized for acquisition.

APPROVED:

Signature: **KIRKLAND.FLOYD**
.L.JR.1067833224
Digitally signed by
KIRKLAND.FLOYD.L.JR.1067833224
DN: c=US, o=U.S. Government, ou=DoD,
ou=PKI, ou=DECA,
cn=KIRKLAND.FLOYD.L.JR.1067833224
Date: 2018.07.13 09:53:46 -0400
Floyd Kirkland
Competition Advocate

Date: July 13, 2018