LIMITED-SOURCES JUSTIFICATION

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

2. Description of Action: The proposed contract action is for a sole source firm-fixed-price delivery order for brand name Statistical Analytical Services (SAS) Grid Manager for Platform software license renewals and maintenance support. This effort is being conducted under the authority of the Multiple Award Schedule (MAS) Program; the proposed effort will be awarded under the General Services Administration (GSA) Federal Supply Schedule (FSS) 47QTCA18D0081 to Executive Information Systems, LLC (EIS), 6901 Rockledge Drive, Suite 600, Bethesda, Maryland 20817-7836.

3. Description of the Supplies or Services: The proposed action will provide the VA, Virtual Intelligent Networks for Computing Infrastructures (VINCI) program with continued annual SAS Grid Manager for Platform software license renewals and maintenance support services to support the VINCI research program. The SAS software licenses are needed to support VA's current VINCI environment which is a web-based software solution that supports over 1,000 research projects requiring the utilization of 100 terabytes of data daily. The Grid Manager Platform software is used for grid management and job scheduling purposes in conjunction with SAS software applications in the grid. The software is licensed for the number of Cores where the computation and processing occurs. VA requires the renewal of the existing software licensing that supports 160 Grid Cores; no new software licensing is being procured. The software maintenance support will consist of software upgrades to include major releases, point releases, service releases, and security releases of applicable software on a quarterly basis, and/or within 48 hours in cases in which a high-risk vulnerability fix becomes available. This software maintenance is necessary for VINCI to be able to operate successfully as it is required to ensure the software remains operational. The period of performance will be a 12-month base period, with two (2) 12-month option periods, if exercised. [redacted]

4. Statutory Authority: This acquisition is conducted under the authority of the Federal Supply Schedule Program. The specific authority providing for a limited source award is Federal Acquisition Regulation (FAR) Overhaul VA Deviation 8.401(b) and General Services Administration Manual/Regulation (GSAM/R) 538.7104-3(b)(1)(ii), "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 for this action is EIS. Based on market research, as described in Section 8 of this justification, it was determined that there is no competition among vendors for the required software license renewals and software maintenance as EIS is the sole Government provider of SAS software licenses and maintenance support. The SAS software is proprietary in nature and is not released to any other party. Only SAS or its authorized reseller, EIS, has the required access to the source code and other proprietary software data to be able to meet the Government's needs. Furthermore, SAS software is the only product that can meet VA's functional requirement to enable VA researchers to analyze and extract meaningful information from extremely large data sets up to five terabytes, with a total daily data utilization requirement of 100 terabytes to support over 1,000 research projects. Only SAS has the performance and capability for handling the vast amounts of data required by VA and can provide support to ensure that VA has the required availability and reliability of the current SAS grid. The SAS Grid Manager Platform software is the only solution that is compatible with the existing VINCI program platform and business processes.

Additionally, even if alternative software was capable of handling the large data sets, VA requires a solution that is interoperable with the existing VINCI infrastructure. There is no alternative software solution that is interoperable with VA's current VINCI environment. Specifically, the deployment of any alternative software would require reconfiguration of millions of lines of code across the over 60 applications that currently use the VINCI SAS environment. This reconfiguration would be necessary to adjust scripts, or a sequence of instructions, that have been set up to run automatically utilizing the SAS products. If VA utilized alternative software, changes to scripts would be necessary to utilize the new software, and to have that new software provide the functionality VA requires. This reconfiguration process is very labor intensive and is estimated to require a minimum of three years to complete. Further, while the necessary reconfiguration was being performed, both SAS and the new software would need to be executed in parallel while the new solution was being configured and integrated. The cost in implementation of a replacement system for SAS in hardware, implementation services, and code reconfiguration is estimated to be approximately $4.5 million per year until complete. This estimate is based on previous reconfiguration efforts of similar magnitude. These estimated costs would not be recovered through competition.

VA requires software license renewals and maintenance support for its current Grid Manager Platform software and only SAS, or their authorized reseller, can provide these necessary services because access to SAS proprietary source code is required. No other software developer has the intellectual property rights to access or modify the SAS source code, which is required in order to execute the latest version updates, security patches, and troubleshooting support. Only SAS or its reseller can access the proprietary software source code needed to provide the required software maintenance and ensure that the services provided

are properly configured. Access to this source code is also required to develop and push updates and upgrades to the existing software. SAS software maintenance will ensure that all support services are performed and properly configured for the SAS software in VA's VINCI environment, which can only be provided by those who have access to the proprietary software code.

Failure to procure the required brand name SAS software license renewals and maintenance support would directly and adversely impact the VINCI research program. VA researchers use the SAS grid, resulting in 25 million compute minutes per year and 75,000 jobs performed to support Veteran care. For the operational staff, SAS grid provides 18 million compute minutes and 54,000 jobs per year to support executive leadership. The SAS software licenses, and maintenance support are vital to maintaining the VINCI environment so that researchers can use the software to query data to improve Veteran care outcomes. Any inability to procure the required SAS Grid Manager Platform software would cause a significant impact to the research teams and operational staff who require access to the storage and server technologies to securely host suites of medical and clinical research databases integrated from select national data sources. This would have a devastating impact on VA's ability to continue valuable veteran-facing research studies and efforts to improve Veteran care.

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 GSAM/R 538.7104-3(b)(3) this justification will be made publicly available within 14 days of award.

7. Actions to Increase Competition: The Government will continue to conduct market research to ascertain if there are changes in the marketplace that would enable future actions to be competed.

8. Market Research: The Government's technical experts conducted web-based market research from February 2026. As part of this market research the Government's technical experts reviewed similar software and services from other vendors. The Government's technical experts also conducted web-based, white papers, and trade publications research of other vendors such as Statistical Package for the Social Sciences, Oracle, Informatica, and Stata and the R Project for Statistical Computing product catalogs. The Government's technical experts concluded that while web-based research and operational staff software solutions from alternative manufacturers are available for use, none of those solutions will meet the VA's functional and technical requirements including the utilization of 100 terabytes of data daily, are interoperable with VA's current infrastructure, or will avoid the duplication of cost and time as outlined in Section 5 of this justification. SAS Grid Manager for Platform software is the only software that will satisfy the

Government's requirements. In addition, SAS software is proprietary in nature and is not released to any other party. Therefore, only the Original Equipment Manufacturer, SAS Institute, Inc., and its authorized reseller, EIS, Inc., have access to the proprietary database and software source code necessary to provide the Grid Manager Platform software license renewals and maintenance support services required.

9. Other Facts: None.

Technical/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.

[redacted]
Director, VINCI

4/27/2026
Date

Best Value Determination

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. Further price analysis, to include an analysis of historical prices paid, will be conducted and subsequent negotiations held as necessary. Additionally, price discounts will be sought.

[redacted]
Contracting Officer
Technology Acquisition Center
Office of Procurement, Acquisition, and Logistics
Department of Veterans Affairs

04/27/2026
Date

Contracting Officer Certification

I certify that this justification is accurate and complete to the best of my knowledge and belief.

[redacted]
Contracting Officer
Technology Acquisition Center
Office of Procurement, Acquisition, and Logistics
Department of Veterans Affairs

04/27/2026
Date

Advocate for Competition Approval

In my role as procuring activity Advocate for Competition, based on the foregoing justification, I hereby approve the acquisition of brand name SAS Grid Manager for Platform software licenses and maintenance support on an other than fair opportunity basis pursuant to the authority cited in Section 4 above, subject to availability of funds, and provided that the property and services herein described have otherwise been authorized for acquisition.

[redacted]

04/28/2026
Date

Advocate for Competition
Technology Acquisition Center
Office of Procurement, Acquisition, and Logistics
Department of Veterans Affairs