

## PROCUREMENT OFFICERS DETERMINATION

**Intergovernmental Cooperative Purchasing Agreement (ICPA)**  
**U.S. General Services Administration (GSA) Contract No. GS-35F-0247V**  
**Cornerstone OnDemand Learning Management System**

### Procurement Method

Per State Procurement Regulations COMAR 21.05.09.02, as a Primary Procurement Unit, the Maryland Department of Transportation (MDOT) The Secretary's Office (TSO) may initially sponsor or participate in, renew, or modify an Intergovernmental Cooperative Purchasing Agreement (ICPA) when a determination is made under SFP §13-110 and COMAR 21.05.09.04.

In accordance with COMAR 21.05.09.04, the Procurement Officer on the behalf of MDOT TSO, has determined that it is in the best interest of the State to procure a new contract for the Cornerstone Learning Management System (LMS), utilizing the Intergovernmental Cooperative Purchasing Agreement (ICPA) procurement method.

Based on this determination, MDOT TSO has selected the following contract:

Contract Title:	U. S. General Services Administration (GSA), Contract No. GS-35F-0247V
Contractor:	Cornerstone OnDemand, Inc.
Term:	02/23/2026 - 02/22/2027
Cost:	\$239,868.16

The previous Statewide Contract vehicle (F50B7400022) for Cornerstone OnDemand's Learning Management Systems (LMS) also utilized the Cornerstone GSA contract under the ICPA procurement method and was in place from 05/01/2017 through 02/22/2025. The Statewide contract was not extended or renewed. To ensure continuity of MDOT's enterprise training system and maintain compliance training capabilities, MDOT executed a twelve-month contract with Cornerstone OnDemand under GSA Contract No. GS-35F-0247V, commencing February 23, 2025, and expiring February 22, 2026. MDOT has been satisfied with the performance of this LMS and intends to continue services for an additional twelve-month term, from February 23, 2026, through February 22, 2027, utilizing the same GSA contract vehicle under the ICPA procurement method.

The GSA contracts are awarded under the Multiple Award Schedule (MAS) (<https://www.gsa.gov/buy-through-us/purchasing-programs/multiple-award-schedule>), where federal, state, local, tribal governments, and other eligible buyers get commercial products, services, and other solutions at good prices. The GSA Multiple Award Schedule (MAS) Solicitation (Notice ID 47QSMD20R0001) is a government-wide contract vehicle that provides a broad range of commercial products and services through a competitive, pre-negotiated process. The MAS program streamlines procurement and supports agencies in acquiring solutions such as IT services, training

systems, and related offerings under established terms and pricing. GSA Contract GS-35F-0247V is for Information Technology (IT) training and services and was awarded to Cornerstone OnDemand. Cornerstone Learning is a cloud-based Software-as-a-Service (SaaS) learning management system. This service provides several different solutions, such as IT technology training, software licenses, software maintenance, and more. The GSA contract is valid through February 22, 2029.

## **Background**

The MDOT Office of Human Resources (OHR), provides The Secretary's Office (TSO) and all of MDOTs modal administrations and authorities with organizational programs to improve work processes, efficiency and workforce productivity. This is accomplished through strategic planning, needs assessment and delivery of training programs and provision of change management tools, resources and professional partnerships. CyberU supports MDOTs Strategic Advance Objectives and OHR implements specific integrated human resources training programs that focus on talent development and management, performance management, workforce development, succession planning, leadership development, employee learning, mentoring and organization core competencies, Procurement Academy program initiatives, student internship programs, employee career growth and mandatory employee training. These services allow MDOT to administer MDOT-wide training for all 15,000+ end-users.

The State Highway Administration (SHA) first purchased the Cornerstone Learning Module in 2016 for the sole use of SHA. The Maryland Transportation Authority (MDTA) then purchased a separate portal of Cornerstone Learning for its sole use. Then in 2017 TSO purchased a third portal of Cornerstone Learning for the use of TSO, The Maryland Aviation Administration (MAA), The Maryland Port Administration (MPA), The Motor Vehicle Administration (MVA) and The Maryland Transit Administration (MTA) are provided access to the software through the TSO contract. TSO now manages the Cornerstone LMS as an MDOT enterprise contract.

The MDOT portal and the MDTA portal include a subscription to an online training library named Cyber University (CyberU), available through Cornerstone OnDemand. That library consists of 2500+ online courses and videos. MDOT uses these courses for employee development and to teach MDOT employees basic job communication, and IT skills. SHA has also purchased a subscription of online training (SkillSoft) and SHA uses that training for the same purposes. MDOT transitioned the billing and contract renewals for its three LMS portals to align under a single renewal date of February 22, 2026.

## **Analysis**

In order to determine whether the proposed contract price is fair and reasonable, an analysis of MDOT historical pricing and GSA pricing was conducted. Historically, MDOTs per-user cost increases at approximately 3% annually and overall pricing increases between 3% and 8% annually based on the number of users per modal. The historical total number of users has been between 15,000 to 17,000 end-users throughout MDOT. The previously awarded Statewide contract to Cornerstone for the same LMS featured similar per-user pricing with a much larger pool of approximately 46,000 end users. The past statewide contract price was \$6.58 per end

user. The current MDOT-only contract with a smaller economy of scale will be priced at \$6.96 per end user.

Pricing for the upcoming contract includes a modest 0.94% increase over the current GSA contract being utilized by MDOT. In comparison the BLS reported CPI increase for November 2025 reported a 2.7% increase in Consumer Price Index (CPI) over the last 12 months (<https://www.bls.gov/news.release/cpi.nr0.htm>).

BPW advisory 2016-1 directs procurement officers to compare GSA pricing to any quotes received on a single bid/proposal or sole source procurement, the use of current GSA pricing provides a reliable external metric to evaluate the quoted price offered to the State. Furthermore, GSA contract pricing is based on external research conducted by the Federal Government using both commercial sales practices and transactional data reporting. GSA's primary objective in setting pricing is reasonableness, which is why the Board of Public Works (BPW) Advisory reflects GSA contracts as a market benchmark. Under COMAR 21.05.09.04(B)(1)(a) agencies must demonstrate cost benefits to the State. This approach prioritizes timely delivery and favorable contract terms and conditions, rather than focusing solely on price as the deciding factor.

GSA contracts provide cost benefits to the State because pricing is established through a rigorous, market-based process that ensures fairness and competitiveness. Vendors must offer GSA rates equal to or better than their best commercial customer under the Most Favored Customer rule and maintain those discounts throughout the contract term under the Price Reduction Clause. Additionally, GSA leverages extensive market research and transactional data to negotiate volume-based discounts and favorable terms, resulting in pricing that reflects economies of scale and reduced administrative burden for the State.

## **Conclusion**

After conducting a price analysis which included a comparison of past pricing on the previous Statewide contract plus MDOT's historical pricing from this same GSA contract, MDOT determined that GSA contract GS-35F-0247V provides fair pricing for this software. This software is a critical learning tool and cannot be replaced with an alternative product, as any transition would disrupt agency operations. As summarized above, MDOT has determined that the GSA Contract No. GS-35F-0247V that provides for the LMS services is the best comprehensive solution for MDOT and the cost of \$239,868.16 for services has been determined to be fair and reasonable.

MDOT has been utilizing Cornerstone as its enterprise LMS for several years, integrating thousands of training programs that include both short-term and long-term courses, some spanning weeks to months. This system is essential to MDOT's ability to provide ongoing compliance training across all seven MDOT modes. The continuity of Cornerstone is critical to ensure that the existing training infrastructure remains intact, enabling MDOT to continue offering its extensive curriculum to employees.

The use of this procurement method provides cost benefits to the State, will greatly reduce the time-period between purchase and delivery of the services, provides administrative efficiencies, and promotes Intergovernmental cooperation. The use of the Intergovernmental Cooperative Procurement method is not intended to evade the purposes set forth under COMAR 21.01.01.03 or State Finance and Procurement, Section 13-110. It is therefore my determination that per 21.05.09 the use of cooperative purchasing is the most advantageous procurement method to the State.

**Recommended by:**

*Joe Palecek* \_\_\_\_\_ 01/27/2026 \_\_\_\_\_  
Joe Palecek  
Procurement manager  
Maryland Department of Transportation  
Date

**Approved by:**

*Valerie Radomsky* \_\_\_\_\_ 1/8/2026 \_\_\_\_\_  
Valerie Radomsky  
Chief Procurement Officer  
Maryland Department of Transportation  
Date