

JUSTIFICATION AND APPROVAL  
FOR AN EXCEPTION TO FAIR OPPORTUNITY

1. Contracting Activity: Department of Veterans Affairs (VA)  
Office of Acquisition Operations  
Technology Acquisition Center  
260 Industrial Way West  
Eatontown, NJ 07724
  
2. Description of Action: This proposed action is for a firm-fixed-price task order issued under the National Aeronautics and Space Administration (NASA) Solutions for Enterprise-Wide Procurement (SEWP) IV Government Wide Acquisition Contract (GWAC) to provide a VMware vCloud Suite virtual desktop environment for Regional Training Center (RTC) smart classrooms at VA facilities. Additionally, installation, integration, and maintenance support is required for the Virtual Desktop. The period of performance for this effort will be 36 months from date of award.
  
3. Description of Supplies or Services: This proposed action is to provide a VMware vCloud Suite virtual desktop as well as installation, integration and maintenance support. The Virtual Desktop will be utilized in RTC smart classrooms to support the Office of Information and Technology (OIT) Distance Learning Training (DLT) Program for all OIT staff. The VMware vCloud Suite will be installed at the following VA OIT RTC smart classrooms: Falling Waters, West Virginia; Salt Lake City, Utah; and Vancouver, Washington. The VMware vCloud Suite is composed of NetApp and VMware brand name hardware and software which are required to ensure successful integration with the existing VA Information Technology Infrastructure. These brand name items have been thoroughly tested, integrated and are currently providing a virtual desktop environment at multiple RTC smart classrooms across VA. Only a Virtual Desktop solution using these brand name items will provide the required compatibility and interoperability with other smart classroom solutions within the VA Distance Learning Training Program. Additionally, installation, integration, and maintenance support is required for the Virtual Desktop to ensure full compatibility, proper configuration, and to ensure the Virtual Desktop remains operational. The total estimated value of the proposed action is [REDACTED]
  
4. Statutory Authority: The statutory authority permitting an exception to fair opportunity is Section 41 U.S.C. 4106(c) as implemented by the Federal Acquisition Regulation (FAR) Subpart 16.505(b)(2)(i)(B), entitled, "Only one awardee 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: This is a brand name justification in support of FAR 11.105, Items Peculiar to One Manufacturer. Based on extensive market research, as described in paragraph eight of this document, it was determined that limited competition is available among authorized resellers for these brand name items and their installation, integration, and maintenance support. The Government requires a VMware vCloud Suite to be fully assembled, tested, and configured with NetApp and VMware brand name equipment. Only a VMware

vCloud Suite consisting of NetApp and VMware brand name equipment will provide integration, compatibility and interoperability with the existing brand name software and hardware currently installed and in use with the VA Information Technology Infrastructure. The brand name items referenced above have proven to be fully interoperable to provide a single Virtual Desktop environment, and all items have been previously tested and approved for use on the VA Information Technology network. NetAPP devices and VMware virtual software are requested to ensure seamless integration with existing infrastructure and are required to deliver a Virtual Desktop environment with properly maintained hardware/software as well as implemented updates that meet the proprietary servicing needs of hardware/software already approved, installed, and in use within the VA architecture. The virtualization desktop installed at all RTC smart classrooms is remotely managed and supported with proprietary software unique to the brand name equipment. The use of any other brand name equipment would prevent integration with IT components already installed and supported within the existing VA architecture. The current VA Information Technology network offers a complete solution designed to allow seamless upgrades maximizing the value investment through interoperability. Additionally, installation, integration, and maintenance support is required for the Virtual Desktop to ensure full compatibility, proper configuration, and to ensure the Virtual Desktop remains operational. The source that will provide installation, integration, and maintenance support must also provide the fully assembled Virtual Desktop consisting of NetApp and VMware brand name equipment to ensure the fully assembled system will be properly installed and configured. Only the source that provides the fully assembled Virtual Desktop can meet this requirement.

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. It was determined however that limited competition is viable among authorized resellers for these brand name items. In accordance with FAR 5.301 and 16.505(b)(2), this action will be synopsisized at award on the Federal Business Opportunities Page (FBO) and the justification will be made publicly available.

7. Actions to Increase Competition: In order to remove or overcome barriers to competition in future acquisitions for this requirement, the agency will work with the program office to perform additional market research to ascertain if there are changes in the market place that would enable future acquisitions to be competed.

8. Market Research: Market research was performed by the Government's technical experts to identify any other similar items that could meet the Government's requirements. It was determined that Microsoft Hyper-V would not interoperate with the current VA virtualization infrastructure. Microsoft's solution is geared solely towards virtualized server instances, not desktops and desktop management that are an integral component of the VA DLT environment. The Citrix XenDesktop virtualization solution offers very similar virtual desktop services as

VMware, but is incompatible and would require a rip-and-replace approach for our existing VMware server infrastructure. The Citrix virtualization solution uses separate interfaces for virtual servers, virtual applications, and virtual desktops and provides no interoperability with the VA's current VMware centralized management interface. Only the VMware virtualization solution uses separate interfaces for virtual servers, virtual applications, and virtual desktops and provides no interoperability with the VA's current VMware centralized management interface. Storage Area Network (SAN) solutions from NetApp, EMC and Dell Equallogic were also evaluated for compatibility and interoperability with the current VA VMware SAN infrastructure. Only NetApp uses a centralized management tool that monitors, maintains, alerts, and allows for remote configuration management. The NetApp solution provides enterprise-wide compatibility. All SAN solutions utilize proprietary software for management and support and are not interoperable with other SAN environments.

Market research was conducted by issuing a Request for Information (RFI) in June 2013 on NASA SEWP IV to identify vendors that could provide installation, integration, and maintenance support. Three (3) responses were received from: Merlin International (Group C – Small Business), Intelligent Decisions Inc (Group C – Small Business), and Iron Bow (Group D – Value Added Resellers). The Government's technical experts determined all are capable of providing all equipment, integration, installation, and maintenance requested in the RFI. Finally, the NASA SEWP IV GWAC Product Verification and Manufacturer Lookup tools determined that there are a vast amount of authorized resellers in all four groups of the aforementioned brand names, including six Service Disabled Veteran Owned Small Business (SDVOSB) resellers from Group B and ten Small Businesses from Group C. Although only three responses were received from the RFI, a sufficient number of resellers can provide the necessary brand name requirements. Based on market research, the Request for Quote will be reserved for small business and SDVOSB vendors from Groups B and C on NASA SEWP. If no proposals are received from vendors in Groups B or C, the Government reserves the right to resolicit among all four groups on NASA SEWP.

9. Other Facts: None

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.

David Brook

Date: 8/9/2013

IT Specialist

Signature: david.brook@va.gov

Digitally signed by david.brook@va.gov  
DN: cn=david.brook@va.gov  
Date: 2013.08.09 13:53:15 -0400

11. Fair and Reasonable Cost Determination: I hereby determine that the anticipated price to the Government for this contract action will be fair and reasonable. Contracts awarded on NASA SEWP IV GWAC have already been determined to be fair and reasonable. As there are several potential vendors on the NASA SEWP IV GWAC, price competition is anticipated. Finally, the successful quote will be compared to the Independent Government Cost Estimate.

Summer Spalliero

Date: 8/9/2013

Procuring Contracting Officer

Signature: Summer Spalliero

12. Procuring Contracting Officer Certification: I certify that this justification is accurate and complete to the best of my knowledge and belief. As this contract action does not exceed \$650,000, the certification below required by FAR 16.505(b)(2)(ii)(C)(1) serves as approval.

Summer Spalliero

Date: 8/9/2013

Procuring Contracting Officer

Signature: Summer Spalliero