

JUSTIFICATION
FOR AN EXCEPTION TO FAIR OPPORTUNITY

1. Contracting Activity: Department of Veterans Affairs (VA)
Office of Acquisition Operations
Technology Acquisition Center
23 Christopher Way
Eatontown, New Jersey 07724
2. Description of Action: The proposed action is for a brand name firm-fixed price task order (TO) issued under the National Aeronautics and Space Administration (NASA) Solutions for Enterprise-Wide Procurement (SEWP) V Governmentwide Acquisition Contract (GWAC).
3. Description of Supplies or Services: This proposed action is for renewal of maintenance for existing RiskVision (RV) enterprise licenses, procurement of additional modules, and associated support services that will enhance the existing RV Governance, Risk and Compliance (GRC) tools. The RV GRC tools provide an effective enterprise wide Continuous Monitoring (CM) capability for enhanced decision making for improved organizational risk management. VA currently owns enterprise RV licenses and needs to renew maintenance for the existing licenses in order to receive required product downloads, software patches, and 24-hour a day, seven days a week, 365 days a year (24x7x365) coverage. VA also requires the procurement of additional RV modules; specifically the RV Assessment Server, RV Vendor Resilience, and Assessment Manager.

The Assessment Server module integrates the following capabilities into the currently deployed RV functionality: automation of asset classification; dynamic assignment of applicable controls based on asset classification and attributes; automatic building of assessment questionnaires based on applicable controls; streamlined assessment using control mappings from Common Control Framework; measurement and reporting of compliance to laws and regulation and internal policies; benchmarking of internal controls against industry frameworks and best practices; provision of a single repository for all compliance related documents; management of lifecycle of audit gaps and findings from multiple sources; and integration of compliance efforts using automated technical control testing and self-assessments. The Vendor Resilience Manager module integrates the following capabilities into the currently deployed RV functionality: rating and classification of vendors using simple classification assessment; dynamic assignment of applicable controls based on vendor classification; automatic generation of assessment questionnaires based on applicable controls; enforcement of different assessment requirements and frequencies by vendor criticality; delegation of administration of vendor survey responders to vendor key contacts; enablement of ad-hoc delegation of assessment questions and streamlined aggregation of responses; reduction of vendor training and support requirements with an intuitive web based assessment interface; measurement and reporting of compliance by vendor criticality, region, or business unit; provision of a single repository for all vendor compliance and risk related documents; and collaboration with vendors on remediation of identified gaps and monitoring resolution status.

The services required to implement these modules consists of Extended Support, Support Engineer services, and Application Testing, Design and Configuration services. The contractor shall develop use cases, deploy Hot Fixes, and make necessary code changes to the underlying RV software enabling VA's information security compliance reporting supporting the Assessment and Authorization (A&A) efforts. The contractor shall ensure integration testing and work with VA's GRC Hosted Environment staff to ensure all application specific architecture modifications are fully supportable by VA. The period of performance is 12 months with two-12 month option periods. The total estimated value of the proposed TO is [REDACTED] inclusive of options.

4. Statutory Authority: The statutory authority permitting an exception to fair opportunity is Section 41 U.S.C. 4106(c)(2) as implemented by the Federal Acquisition Regulation (FAR) 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 ordered are unique or highly specialized."

5. Rationale Supporting Use of Authority Cited Above: Based on market research, as described in section 8 of this justification, it was determined that limited competition is viable among authorized resellers. The existing enterprise RV tools were deployed to support VA's CM program and provide detailed information security vulnerability and compliance information to support A&A decisions in the Authority to Operate process. The initial deployment of RV was successful and demonstrated the tool's capabilities to provide a wide range of data to information security practitioners and senior executives Department-wide. Renewal of maintenance is required in order to keep the deployed RV tools current and in proper operating order. VA requires the additional RV modules (i.e. RV Vendor, Resilience, and Assessment Manager) and the support to integrate these modules into VA's GRC environment, in an effort to eliminate existing and any future VA Material Weakness findings. The existing RV tool is operationally integrated into VA's business and technical processes. RV is used as a primary data source for VA's CM program. Other products, services and business processes are tied specifically to the RV tool. RV provides bi-directional data connectors to International Business Machines (IBM) Endpoint Manager (IEM) and utilizes a technical connector to the Nessus Enterprise Web Tool (NEWT). Use of another vendor's product would remove VA's visibility into assets, vulnerabilities and security compliance of devices deployed across the Department, which would insert an unacceptable level of risk into the VA's ability to satisfy oversight of security requirements, visibility into vulnerabilities and their remediation capabilities, and the ability to report compliance efforts to both the Office of Management and Budget (OMB) and Congress. Moving to another source would put VA at risk of non-compliance with Federal Information Security Management Act CM requirements and OMB Memorandum M-11-29, which states agencies will develop and operate "well-defined, well-managed continuous monitoring and standardized risk assessment processes."

Furthermore, the additional modules necessary to eliminate known Material Weaknesses can only be integrated as part of RV as they were developed by Agilance and are proprietary and compiled to work only with RV. There are no existing modules

developed by other companies that can be integrated with the VA's existing RV tools. Both the RV GRC tool and the new modules were developed by Agilience and both are needed to continue to support VA in its efforts to support the removal of existing and future Material Weaknesses. RV is the only product that meets all of VA's specific needs including the capabilities to deploy Vendor Management and provide additional asset bundles integrated into the existing hosted VA GRC environment. No other modules could be integrated into the existing RV suite due to the proprietary nature of RV. In addition, RV is the only software that is integrated with other currently fielded VA products and services such as IEM, NEWT, and the VA System Inventory interconnection.

6. Efforts to Obtain Competition: Market research was conducted, details of which are in section 8 of this justification. 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 the aforementioned license renewals, additional modules and support services. In accordance with FAR 5.301 and 16.505(b)(2)(ii)(D), this action will be synopsisized and the justification will be made publicly available within 14 days of award on the Federal Business Opportunities Page.

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.

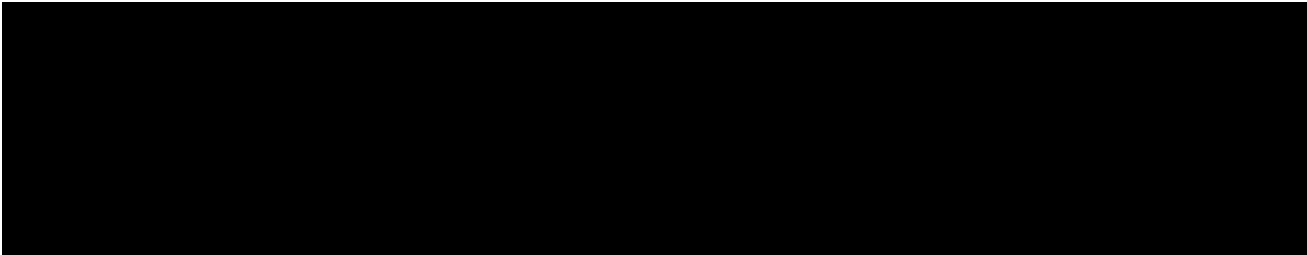
8. Market Research: VA conducted market research in June of 2015 to determine if other GRC vendors could deliver the component requirements of the Assessment Server and the Vendor Resilience Manager. Specifically, VA conducted an analysis of Rivest, Shamir, and Adleman (RSA) Archer, and IBM to determine if their products contained application workflows that could be integrated into RV's Assessment Manager module to provide user functions that allowed VA developed risk tolerance levels to be scored, and evaluated for residual risk. While RSA Archer, and IBM offer similar "Vendor Management" and "Compliance Management" modules, VA determined that the modules could not be integrated into the existing VA data model nor integrated into the deployed instance of RV. In order for another vendor's product to work within RV, it would need to be used with the established asset inventory database, which is already part of the RV subsystem. VA determined no other vendor could provide a module that can be integrated into RV and leverage the existing GRC data model, which includes RV. RV is the only product platform that can provide the required asset bundles, vendor risk management module, and extended support for the existing RV suite. Failure to obtain the requested RV licenses puts VA's CM and information security program at risk of compromise. VA management and security staff will not have the necessary information to detect and mitigate risks to VA systems and prioritize work efforts to protect sensitive Veteran information.

Additional market research was conducted by issuing Request for Information (RFI) #1969 on NASA SEWP V GWAC on May 26, 2015. Only one authorized reseller, Three Wire Systems, responded and was able to meet the requirements. The NASA SEWP V GWAC Provider Lookup Tool was also utilized on July 6, 2015 to search


for Agilience resellers. The search yielded two Small Businesses (Alliance Technology, Intelligent Decisions), one Service-Disabled Veteran-Owned Small Business (Three Wire Systems), one Historically Underutilized Business Zone Small Business (GMC Tek), and one Large Business (Insight). The NASA SEWP V GWAC has a dynamic catalog where line items can be added based on customer requests; therefore, as long as the required item or service is within scope of the NASA SEWP V GWAC, items and services can be added to the catalog on a daily basis. Based on the results of the RFI and NASA SEWP's dynamic catalog, limited competition is expected for this proposed action.

9. Other Facts: None.

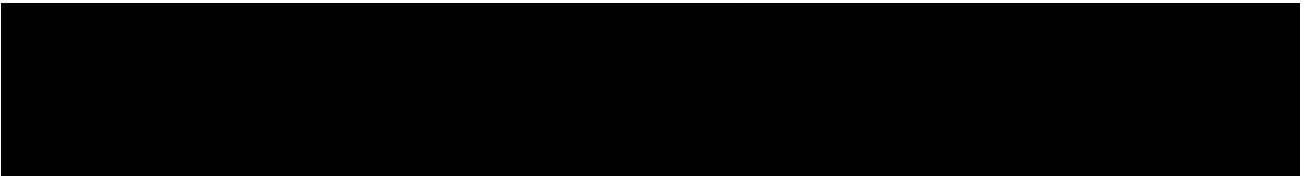
10. Technical and Requirements Certification: I certify that the supporting data under my cognizance, which are included in this justification, are accurate and complete to the best of my knowledge and belief.



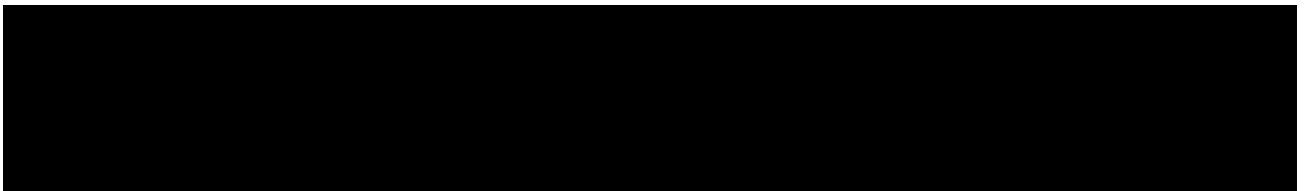
11. Fair and Reasonable Cost Determination: I hereby determine that the anticipated price to the Government for this contract action will be fair and reasonable. Contracts awarded on NASA SEWP V contract have already been determined to be fair and reasonable. As there are numerous potential vendors on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



12. Procuring Contracting Officer Certification: I certify that this justification is accurate and complete to the best of my knowledge and belief.



13. Legal Sufficiency Certification: I have reviewed this justification and find it adequate to support an exception to fair opportunity and deem it legally sufficient.



Approval

Based on the foregoing justification, I approve the acquisition for the renewal of maintenance for the existing brand name Agilience RV enterprise licenses, procurement of additional modules, and associated support services in the estimated amount of [REDACTED] on an other than fair opportunity basis pursuant to Section 41 U.S.C. 4106(c)(2), subject to availability of funds, and provided that the property and services herein described have otherwise been authorized for acquisition.

[REDACTED]