

JUSTIFICATION AND APPROVAL
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: This proposed action is for a firm-fixed price delivery order to be issued under the National Aeronautics and Space Administration (NASA) Solutions for Enterprise-Wide Procurement (SEWP) V Government-Wide Acquisition Contract (GWAC) for enterprise-wide software licenses and maintenance support for brand name CA Technologies, Inc. (CA) Identity and Access Management (IAM) software product suites and associated software maintenance support.

3. Description of the Supplies or Services: VA, Office of Information and Technology, Service Delivery and Engineering, Enterprise Systems Engineering, has a requirement for the purchase of three additional CA IAM software products for an unlimited number of users with software maintenance support to integrate with the existing brand name CA software used by VA for its IAM software solution in the VA enterprise environment. The three additional CA brand name products include CA SiteMinder Application Server Agent for Tomcat and JBoss, SiteMinder Agent for IBM WebSphere and CA Identity Portal software. These CA software products are required to be integrated within the existing VA enterprise environment to improve the overall performance of the CA IAM solution as well as to reduce the system related issues. The SiteMinder Agent for IBM WebSphere provides a complete SiteMinder-based access control solution for IBM WebSphere Application Server 7.0. The SiteMinder Agent integrates the WebSphere Application Server into the SiteMinder environment, enabling implementation of policy-based access control to protect WebSphere-hosted web applications and Enterprise JavaBean (EJB) resources within the VA CA IAM solution. The SiteMinder agent for Tomcat enables the VA Tomcat applications to integrate with a Single Sign-On and Authentication/Access Control solution. The Tomcat is the Java based open-source web server implemented in the VA IAM environment. The SiteMinder agent for Tomcat directly integrates the Tomcat container with CA SiteMinder, allowing it to define authentication and access policies in CA Single Sign-On that are enforced within Tomcat. The JBoss Plugin for CA SiteMinder enables integration with J2EE(Java 2 Platform, Enterprise Edition) applications into the Single Sign-On and Authentication/Access Control solution. It directly integrates the JBoss server with CA Single Sign-On, allowing it to define authentication and access policies in CA Single Sign-On that are enforced within JBoss. The JBoss plugin propagates the CA Single Sign-On identity into the JBoss web application. CA Identity Portal is a web-based business-ready identity and access management application, which serves as a business logic layer that leverages and aggregates functionality from existing CA Identity Manager (IM). CA Identity Portal is designed for the non-technical business

end-user and delivers an intuitive, all-inclusive interface in the form of a single page web application.

These software licenses will also require software maintenance support consisting of all standard upgrades, patches, fixes, updates, and security resolutions developed by CA Technologies. The maintenance support services shall provide for the analysis, troubleshooting, and resolution of any software product-related problems or questions encountered by Government users with the specified software products. The total estimated price of the proposed action is [REDACTED] inclusive of a 12 month base period beginning July 1, 2016 and two 12 month option periods.

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)(3), 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 paragraph 8 below, it has been determined that limited competition is viable among authorized resellers for these brand name items. The current CA technologies IAM software solution is a system of systems (SoS), which consists of several subsystems integrated with proprietary data and source code owned by CA Technologies. Because of this proprietary data and source code, the CA Technologies SoS IAM software solution will not interface with any other vendors' IAM software solutions. Furthermore, only the CA software can provide interoperability and compatibility with the current software being used in CA IAM solution in the VA environment. The three CA software products to be procured function as middleware software between the IBM WebSphere, Tomcat, JBoss and existing CA SiteMinder product implemented in the existing VA CA environment. No other brand name software, other than CA, can be implemented into or be interoperable/compatible with the CA SiteMinder and Identity Manager within VA CA environment. Introduction of a different IAM software would require a complete redesign of the aforementioned component. The consideration of redesigning would result in extensive delivery delays and duplication of cost that would not be recovered through competition. Additionally, since the CA software is proprietary, no third party source exists that provides integration, analysis, troubleshooting, and resolution of any software product-related problems other than an authorized CA Technologies reseller.

6. Efforts to Obtain Competition: Currently, no other companies other than CA Technologies or an authorized reseller can provide the required software licenses and maintenance support for VA's existing IAM solution. 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 these three brand name CA software products and maintenance support services. In accordance

with FAR 5.301 and 16.505(b)(2), notice of award of this action will be synopsisized on the Federal Business Opportunities Page (FBO) within 14 days of award and this justification will be made publicly available. This justification shall also be posted with the solicitation on the NASA SEWP V website for review by prospective offerors.

7. Actions to Increase Competition: The Government will continue to conduct market research, review and revalidate its requirements as IAM software solution systems continue to evolve. The requiring activity will continue to monitor whether alternate software licenses and software maintenance support services emerge that can meet VA's needs.


8. Market Research: In January 2016, market research was conducted by the Government's technical experts via internet research and review of industry publications to identify if there are other service providers or IAM software vendors with products capable of providing similar capabilities. Market research revealed that Hewlett Packard Enterprise LP; BMC Software, Inc.; and International Business Machines offer similar IAM software solutions but cannot meet VA's required software needs because these contractors cannot access the source code and technical data of the VA's current proprietary CA Technologies IAM solution. The current CA technologies IAM software solution is a system of systems (SoS), which consists of several subsystems integrated with proprietary data and source code owned by CA Technologies. The CA Technologies SoS IAM software solution will not interface with any other vendors' IAM software solutions. The use of any other IAM software product would severely degrade VA's ability to support and manage the existing IAM capability which would result in interoperability and compatibility issues. IAM software solutions from any other vendor would require an extensive and complex redesign, development, and integration of a new VA enterprise-wide IAM software solution. Any alternate solution from another vendor would be a cost prohibitive and high risk alternative as it would require developing a proprietary IAM solution working through a cradle-to-grave software development life cycle for VA's IAM software solution. The impact would be a complete redesign of the VA IAM and PIV solution which would take a year to complete and require a substantial dollar amount of new investment. The current system would still need to be up and available while redesigning the new system resulting in unnecessary duplication of costs and possible system downtime and/or loss or degradation of data as the system migrated. Each software developer offers a proprietary system and associated services that will only operate with its respective hardware and software. Based on this market research, only CA Technologies software licenses and software maintenance support services can meet VA's technical requirements.

Additional market research was conducted in March 2016 by utilizing the NASA SEWP V Market Research Tool. It was determined that there are numerous NASA SEWP V GWAC holders that are authorized resellers of the required brand name CA Technologies software licenses and maintenance support services under North American Industry Classification System code 541519. Therefore, limited competition is anticipated for this requirement.

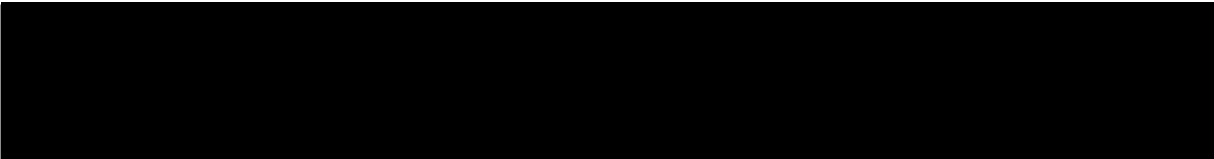
CA Technologies Software Licenses and Maintenance Support Services Control
Number: TAC-16-35736

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 based upon anticipated competition among NASA SEWP V GWAC holders who are authorized resellers of the required brand name CA Technologies software licenses and maintenance support services. Additionally, NASA SEWP has already determined that its GWAC catalog prices are fair and reasonable. Finally, price analysis shall be conducted by comparing the successful quote 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. As this contract action does not exceed \$500,000, the certification below required by FAR 16.505(b)(2)(ii)(C)(1) and VA Acquisition Regulation 806.304 serves as approval.