

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, NJ 07724
  
2. Description of Action: This proposed action is for a 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 brand name Viavi Solutions, Inc. Observer Gigastor equipment to provide a packet level network device analyzer to be used to troubleshoot Region 3 Local Area Networks (LAN).
  
3. Description of Supplies or Services: VA, Office of Information and Technology (OI&T), Service Delivery and Engineering, Field Operation (FO), has a requirement to obtain brand name Viavi Solutions, Inc. Observer Gigastor equipment to provide a network analyzer to minimize troubleshooting and downtimes that affect patient care and the Veteran experience. The Gigastor network analyzer tool will minimize troubleshooting and downtimes that affect patient care and the Veteran experience, and will provide insight to network packet transmissions that FO currently cannot address due to a lack of functionality. The proposed action is for a solution for simplifying problem isolation with a unique time-based navigation system that can identify time of problem occurrence, and can navigate down to the nanosecond for quick and accurate root-cause location analysis, to include a big-picture view with a macro timeline graph for proactive management. The solution shall also provide root-cause analysis that can sift through petabytes of LAN and Medical Device Isolation Architecture (MDIA) data, perform analysis, and minimize downtime and end-user impact. Additionally, the solution shall allow users, from an enterprise-wide view, to track bandwidth utilization, network Top Talkers, application metrics, and even Voice over Internet Protocol (VoIP) quality statistics. The network analyzer solution shall support full-duplex gigabit and 10 Gb performance on critical links with guaranteed real time packet capture capabilities. The solution shall also provide forensics, security and compliance visibility into network traffic flow in support of the Veterans Affairs MDIA remediation and security compliance requirements. This solution shall assist with determining whether a problem relates to the network, security, or application. It must passively capture and archive all data traversing the network for later analysis and reporting, making it ideal for meeting security forensics and compliance objectives. The contractor shall also provide Viavi standard annual hardware and software maintenance support for the Gigastor solution to include the following: Standard hardware repair and return, access to their Technical Assistance Center to answer technical questions, access to product documentation and updates to product related software excluding the embedded appliance operating systems. The period of performance

includes delivery and installation of required hardware within 30 days after award. The Period of Performance for maintenance is 12-months from date of award, with three 12-month option periods for maintenance.

4. Statutory Authority: The statutory authority permitting other than full and open competition is 41 U.S.C.4106(c)(2) as implemented by the Federal Acquisition Regulation (FAR) Section 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 the market research listed below in section 8, VA has determined that limited competition is available among Viavi Solutions authorized resellers. The current system in operation within Veterans Integrated Service Networks (VISN) 8 was built on a Gigastor solution. VA is not replacing its current system, but rather is adding additional hardware and software to provide additional functionality, therefore any components being added must interoperate and be compatible with the existing VA system. The Gigastor network analyzer solution builds on what VA OI&T currently owns and uses to analyze, diagnose and remediate local area networks across VISN 8. The new system must be compatible and have the ability to integrate be interoperable with existing system currently in operation. Additionally, Viavi's Observer Gigastor uses a proprietary capture card designed and manufactured for the Gigastor product family to provide a higher level of functionality and speed in order to meet the wire line speed data capture rate requirement. No other product can provide the required functionality related to the Observer Gigastor solution's combined architecture, analysis, and reporting capabilities. Additionally, the Gigastor solution is a self-contained, integrated unit. All storage, capture cards, and software are contained within a single unit that supports shipment and installation at various sites within VA Region 3. The required forensic data capture cannot be completed remotely; therefore, this unit must be shipped through the various sites within Region 3 in order to contain the forensic data needed for analysis. Observer Gigastor functional capabilities allow the Government to effectively monitor the extremely large and expanding VA network consisting of numerous products that provide information in multiple formats thus ensuring VA's network remains protected. Utilization of any other brand name solution without the required interoperability, compatibility and functional capabilities will not allow VA to effectively manage, protect, and monitor the cyber and security posture of VA, thus putting VA's network at risk. Furthermore, only Viavi Solutions Inc. or its authorized resellers can provide the hardware and software maintenance due their inability to access Observer Gigastor's proprietary source code. Without the aforementioned proprietary source code, no source other than Viavi can meet VA's needs. Failure to procure the brand name, Viavi Solutions Inc. Observer Gigastor will prohibit VA Region 3 to capture forensic data and will result in incomplete and inaccurate data analysis.

6. Efforts to Obtain Competition: Market research was conducted, details of which are in Section 8 of this Justification. Limited competition is viable among authorized

resellers for these brand name products. In accordance with FAR 5.301 and 16.505(b)(2)(ii)(D), the resultant award notice will be synopsisized and the justification will be made publicly available within 14 days of award on the Federal Business Opportunities page. Additionally, in accordance with FAR 16.505(a)(4)(iii)(A)(1) this Justification will be submitted to all applicable NASA SEWP V GWAC holders along with the Request for Quotation in order to fully notify all interested parties.

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

8. Market Research: Market research was conducted by VA technical experts in July 2016. The market research was conducted by a review of similar server products to ascertain if these items could meet VA's requirements. Specifically, the Government's technical experts conducted web based research on NetScout, Net Optics, and OmniPeek sites. While these vendors' solutions provide general capabilities that will minimize troubleshooting and downtimes, none of them can access the proprietary capture card designed and manufactured for the Gigastor product family to provide a higher level of functionality and speed nor did they have the ability to integrate with existing system currently in operation. As a result of that market research the Government's technical experts confirmed that only brand name Viavi Gigastor is compatible and interoperable with the existing Gigastor equipment currently in use at VA. Accordingly, only Viavi Gigastor or an authorized partner can meet all of the government's requirements. On August 19, 2016, additional market research was conducted by utilizing the NASA SEWP V GWAC Provider Lookup Tool which confirmed that there are 21 federal registered partners for Viavi Solutions, Inc. on the NASA SEWP V GWAC, including five Service Disabled Veteran-Owned Small Businesses. Based on the analysis of the responses there is reasonable expectation that limited competition among Viavi resellers exists on the NASA SEWP V GWAC for the Gigastor equipment.

9. Other Facts: None.