

JUSTIFICATION AND APPROVAL
FOR 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 (TO) issued under the National Aeronautics and Space Administration (NASA) Solutions for Enterprise-Wide Procurement (SEWP) IV Government Wide Acquisition Contract (GWAC) for software license upgrades from Citrix Systems Inc. (Citrix) XenDesktop Enterprise to XenDesktop Platinum Edition, Citrix software maintenance, software support and training. The period of performance for the TO will consist of a one (1) year base period and one (1) twelve (12) month option period.
3. Description of Supplies or Services: The proposed action is for software upgrades, maintenance, software support and training to support continuance of VA's centralization efforts for VA national Citrix infrastructure that began in fiscal year 2011. The software maintenance and support is comprised of Citrix Subscription Advantage, Technical Relationship Manager (TRM), and Preferred Extended Hours. The proposed action will provide software maintenance for the following currently installed Citrix software: XenDesktop Platinum Edition; EdgeSight for Endpoints; XenServer Enterprise Edition; Citrix XenServer Platinum Edition; Citrix Provisioning Server and Citrix Essentials for XenServer. Specifically, the Subscription Advantage includes downloads, upgrades, troubleshooting and technical support for the currently used Citrix software.

The aforementioned Citrix software is installed throughout the existing VA virtual server infrastructure. Citrix software is used for application and workstation virtualization and the maintenance and support services are vital to ensure that security and availability of VA's IT infrastructure is continuous. Citrix software has been used for almost a decade in VA. It provides an application presentation capability on VA computer systems which allows the Citrix servers to provide applications to VA desktop and laptop computers as well as thin client terminals without requiring the application to be installed. Tens of thousands of VA employees are currently utilizing the Citrix software in performance of their day to day duties to support our Nation's Veterans. Additionally, Citrix software is being leveraged as part of VA's Virtual Private Network (VPN) elimination, data center consolidation and Windows 7 migration efforts which allow legacy software to be used on modern endpoint devices while at the same time providing a high quality user experience from consolidated internal VA resources. Currently 48,000 people utilize the VA Citrix Access Gateway (CAG) to access internal VA resources remotely from non-government furnished computers.

The Preferred Extended Hours service upgrades the maintenance allowing for 24x7x365 help desk support and escalation required by VA to maintain critical systems

that support VA hospitals. The TRM is a full time dedicated, single point of contact to VA that provides technical expertise including troubleshooting and issue resolution required to ensure complex issues are resolved quickly thus minimizing downtime if failures occur. Furthermore, the TRM allows VA to open up an unlimited number of Citrix support tickets. VA has over fifty separate Citrix farms in production and opens on average one Citrix ticket per day thus standard support services allowing a finite number of tickets (50) to be opened per year would be inadequate to meet VA's maintenance needs. Customized Citrix training classes are also required, to ensure that VA employees receive Citrix training targeted to their specific job competency models. Additionally, VA Information Technology (IT) Operations and IT Workforce Development defines specific separation of duties via IT Competency Models. Thus, training topics shall be tailored to meet VA's highly customized and geographically disbursed Citrix implementations and matched to meet VA's existing IT Competency Model roles held by different employee groups.

Finally, 990 XenDesktop Enterprise licenses currently in use by VA need to be upgraded from XenDesktop Enterprise to XenDesktop Platinum licenses. This upgrade is required as the 990 XenDesktop Enterprise licenses currently owned by VA do not support the full CAG capabilities needed by VA as part of the VPN replacement program.

The total estimated price of the proposed action is \$ [REDACTED] consisting of \$ [REDACTED] for the base year and \$ [REDACTED] for the option year.

4. Statutory Authority: The statutory authority permitting this exception to fair opportunity is 41 U.S.C. 253j(b) 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 ordered are unique or highly specialized."

5. Rationale Supporting Use of Authority Cited Above: Based on extensive market research, as described in paragraph eight (8) of this document, the Government has determined that limited competition is available for this proposed action. The existing Citrix perpetual software licenses provide the underlying core functionality necessary for application virtualization being utilized today in lieu of VA VPN connections thus increasing VA's overall security posture from non-government furnished endpoint devices needing access to internal VA resources. Citrix software is also being utilized in support of VA's datacenter consolidation and Windows 7 migration efforts. The existing perpetual software licenses require upgrades and maintenance and support to ensure the Citrix environment within the VA IT infrastructure runs optimally, minimizing disruptions to users and downtime and/or loss of data provided by Citrix application virtualization solutions which may ultimately negatively impact service to the Veterans. The required Subscription Advantage and the Preferred Extended Hours must be compatible with the existing Citrix software licenses. Citrix owns the proprietary rights to the source code, therefore only Citrix or authorized Citrix resellers have the rights to

provide the maintenance and support services for the aforementioned commercial off the shelf (COTS) software.

The TRM is required to both provide VA an unlimited number of support tickets annually as well as act as a dedicated advocate within Citrix, establishing communications with both Citrix product management and development teams on behalf of VA to provide expedited escalation and resolution of Citrix related issues. Additionally, the TRM is required to have access to internal key Citrix resources, such as Citrix product development resources, to meet VA's maintenance and support needs. For example, only Citrix or an authorized Citrix reseller can provide feature software code based changes to its software which gives it the ability to provide customized implementation and support guidance for Citrix implementations within VA. Only Citrix or authorized Citrix resellers are able to provide access to the key resources required.

Due to VA's large, complex Citrix environment, customized training is required. Standard Citrix Authorized Learning Centers (CALCs), offered by many Citrix Certified Instructors, are not permitted to customize course content. Citrix Education is the only authorized provider of Citrix Customized Training and is the only source that can offer the appropriate tailored training for VA, through a variety of methods, such as customized lectures and tailored hands on labs to meet VA's technical training requirements to support VA's Citrix environment. The customized training is required for VA employees to maintain and improve VA's Citrix environments consistent with their specific VA IT job roles and competencies. Generic, off the shelf training courses would unnecessarily expose these VA employees/students to materials not germane to their jobs.

Finally, VA has determined that the only software that can meet all of VA's needs is the Citrix brand name XenDesktop Platinum Edition. This XenDesktop Platinum license provides the application presentation, virtual desktop, and remote access capabilities VA leverages daily for clinical and business processes. VA implements its Citrix licenses as a pool on National licensing servers for use by all Citrix implementations nationwide. Specifically, the software licenses must be compatible with VA's fifty (50) Citrix XenApp and XenDesktop farms connected to the CAG. Other brand name software is not compatible with the current Citrix infrastructure including VA's existing gateway hardware and therefore fails to support the need for VPN replacement capability.

6. Efforts to Obtain Competition: Market research was conducted, details of which are in the market research section of this document. Limited competition is anticipated for the required software maintenance and support. Although the Government is limiting competition as a result of specifying a unique and highly specialized service, there are numerous authorized resellers of these services on the NASA SEWP IV GWAC. Limited competition for this requirement among these vendors is anticipated. Additionally, this Justification and Approval (J&A) and the Request for Quote will be submitted to all four (4) NASA SEWP IV GWAC Groups in order to fully notify all interested parties and obtain price competition. Any proposals received will be

evaluated. Furthermore, in accordance with FAR 5.3, the TO award will be synopsisized on the Federal Business Opportunities (FBO) Page. In addition, this J&A will be made publicly available on the FBO Page.

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 so that other solutions can be considered.

8. Market Research: Market research was conducted in January 2012 utilizing the NASA SEWP IV GWAC Product Verification and Manufacturer Lookup tool and it was determined that there are thirty-two (32) authorized resellers of Citrix products. Based on this market research, limited competition is anticipated. Additional market research was conducted in December 2011 by the Government's technical experts using the NASA SEWP IV GWAC Product Verification tool to explore whether any other brands can provide the software maintenance and support required. The Government's technical experts determined that only Citrix or an authorized reseller can provide software maintenance and support for the Citrix software currently in use by VA because Citrix owns the proprietary rights to the source code. The Government experts also researched TRM or equivalent services offered by several different companies under the NASA SEWP IV GWAC. It was determined that although these companies can provide similar dedicated technical expertise they could not access key Citrix resources required to provide customized implementation and support guidance for Citrix implementations within VA. The Government's technical experts researched training classes offered from other SEWP vendors. The research discovered a number of training classes offered by SEWP vendors. However, none of the classes offered by other than Citrix resellers provided customized Citrix training. A large number of Citrix CALCs are available throughout the country that offer the standard Citrix XenApp training. However, the ability to provide customized training is only available directly through Citrix Education or an authorized reseller of Citrix Education services. Finally, VA's technical experts conducted market research in February 2012 to ascertain other software's ability to meet VA's aforementioned requirement. No other software was found to meet the requirements, specifically the ability to be compatible with current Citrix farms connected to the CAG. Based upon this market research, the Government's technical experts determined that only Citrix XenDesktop Platinum Edition, Citrix software maintenance, software support and training can meet all of VA's requirements.

9. Other Facts: The impact of not maintaining currently owned Citrix software licenses would result in substantial duplication of costs to the Government in manpower and infrastructure due to architectural re-engineering and re-validating of the VA regional data center and remote access (VPN replacement) environments, as well as loss of the ability for VA to leverage past Citrix investments to support the VA migration from Windows XP to Windows 7 operating systems on endpoint devices being implemented in 2012.

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.

Randolph (Randy) L. Padal

Date: _____

Lifecycle Manager, ITFO
Technology Management

Signature: 

Digitally signed by Randolph L. Padal 238647
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Reason: I am approving this document
Date: 2012.02.27 09:44:37 -07'00'

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 on the fact that contracts awarded on NASA SEWP IV GWAC have already been determined to be fair and reasonable. As there are thirty-two (32) potential vendors on NASA SEWP IV GWAC, price competition is anticipated. Finally, the successful quote will be compared to the Independent Government Cost Estimate.

Debra G. Clayton

Date: 2/27/2012

Procuring Contracting Officer

Signature: 

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

Debra G. Clayton

Date: 2/27/2012

Procuring Contracting Officer

Signature: 

13. Legal Sufficiency Certification: I have reviewed this justification and find it adequate to support other than full and open competition and deem it legally sufficient.

Tara T. Nash

Date: 2/27/12

Legal Counsel

Signature: 

Approval

In my role as the Contracting Activity Competition Advocate and based on the foregoing justification, I hereby approve a Firm-Fixed-Price Task Order issued under the National Aeronautics and Space Administration Solutions for Enterprise-Wide Procurement IV Government Wide Acquisition Contract for software license upgrades from Citrix Systems Inc. (Citrix) XenDesktop Enterprise to XenDesktop Platinum Edition, Citrix software maintenance, software support and training. This action will be issued as an exception to fair opportunity pursuant to FAR 16.505(b)(2)(i)(B), subject to availability of funds, and provided that the services herein described have otherwise been authorized for acquisition.

Date: 3/2/12Signature: Wendy J. McCutcheon
Iris B. Cooper
Head of the Contracting Activity