

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: The proposed action is for a firm-fixed-price delivery order issued under a National Aeronautics and Space Administration (NASA) Solutions for Enterprise-Wide Procurement (SEWP) IV Government Wide Acquisition Contract (GWAC) for the procurement of additional Itrezzo Unified Contact Manager software licenses and the renewal of Itrezzo Contact Manager software maintenance support on current VA owned software licenses.

3. Description of the Supplies or Services: VA Office of Information and Technology (OI&T), Enterprise Messaging and Collaboration Services (EMCS), has a requirement for additional Itrezzo Unified Contact Manager software licenses and the renewal of Itrezzo Contact Manager software maintenance support for current VA owned software licenses. OI&T requires annual maintenance and support renewal on 12,500 existing perpetual licenses with two 12-month option periods. Both the base procurement and each option period will add on 2,500 additional licenses each year for Itrezzo Unified Contact Management solution to be used with mobile devices. Currently VA supports over 30,000 mobile devices used by VA employees, including those who are remote and/or disabled. The procurement for additional licenses in the base and subsequent option periods is needed to ensure that all mobile devices are fully operational. Itrezzo Unified Contact Manager software is a mobile device software application that provides the VA with a powerful, cost-effective, solution for Unified Contact Management, up-to-date critical contact lists for Emergency Contact Management, and continuity planning for the existing mobile device deployment. This solution enables mobile device users to send Personal Identification Number (PIN) to PIN messages to communicate with each other in case of Messaging Infrastructure server disruption. Maintenance support on software license shall include software updates, new version releases, up to 30 technical support calls/incidents per year in total, 24/7 email and web support via User support site, telephone technical support through a representative available during standard business hours from 7:00 AM to 7:00 PM EST and next business day response time to reported incident. If the reported technical issue is of an urgent nature, a technical engineer shall be available beyond standard business hours to troubleshoot the issues. The period of performance is December 1, 2016 through November 30, 2017 with two 12-month option periods. The total estimated price of the proposed action, including options, is \$

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 ordered are unique or highly specialized”.

5. Rationale Supporting Use of Authority Cited Above: Based on extensive market research, as described in section 8 of this document, it was determined that limited competition is viable amongst authorized resellers of Itrezzo software licenses and maintenance support. Itrezzo Unified Contact Management is a mobile contact management solution that has been deployed at the VA for Emergency Communications, Continuity Planning and Disaster Recovery. Due to the proprietary nature of the software code in the existing contact management solution, which is comprised of Itrezzo software, only Itrezzo software will meet VA’s requirements due to compatibility and interoperability with the proprietary software in the existing solution as only Itrezzo software can communicate with the existing infrastructure. Only Itezzo and authorized resellers of Irezzo products can provide the Itrezzo software maintenance support. Itrezzo’s software coding is proprietary in nature and is not released to any other party. Furthermore, Itrezzo software maintenance will ensure that all support serices are performed and properly configures to the Itrezzo Unified Contact Management software which can only be provided by those who have access to the proprietary software code. As this action is procuring additional licenses to augment the existing Itrezzo solution, VA must acquire additional Itrezzo software licenses in order to expand the supported mobile devices. The acquisition of a different product would result in substantial duplicative costs if the Itrezzo software licenses were abandoned. OIT EMCS would need to re-purchase the initial software licenses that are currently in use within the VA infrastructure and this would also require OIT EMCS to uninstall and remove the current Itrezzo server and files that are configured within the existing infrastructure. A new server and application would have to be installed and deployed across VA in order to keep contact information stored in Microsoft Exchange current within the mobile devices. Putting a new solution and/or failing to maintain operations of the current software would cause interruptions in emergency continuity of services for remote/disabled VA employees’ mobile devices. This would prohibit remote/disabled employees from obtaining timely critical information and cause a delay to emergency continuity of services.

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 this brand name software maintenance. 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 on the Federal Business Opportunities Page within 14 days of award of the order, and this justification will also be posted to the NASA SEWP V GWAC website along with the Request for Quotation.

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 in a timely manner so that alternate solutions can be considered should they become available.

8. Market Research: Itrezzo is a commercially available off-the-shelf software licenses package currently in use in VA. Government's technical experts conducted market research from February through June 2016 by reviewing businesses capable of providing similar software products and maintenance support via internet research, industry trade publications and product demonstration via WebEx. These sources included TENET, Vocera Communication, Inc, Wallace Wireless, Inc (acquired by Vocera), and Send Word Now. As a result of this market research, the Government technical experts confirmed that the source code required to ensure compatibility within the current Itrezzo infrastructure and provide software maintenance support is proprietary to Itrezzo. No other firm has the capability of developing and issuing software updates and fixes for Itrezzo Unified Contact Management software. Based on the above, only Itrezzo software licenses and maintenance meets all of the Government's requirements.

Additional market research was conducted in November 2016 utilizing the NASA SEWP V GWAC Provider Lookup Tool. The Provider Lookup Tool yielded four contract holders, one of which is a Service-Disabled Veteran-Owned Small Business (SDVOSB) offering Itrezzo brand name products. Government representatives conducted a Request for Information among the SDVOSB contract holders of NASA SEWP on November 7, 2017. The RFI closed on November 9, 2016 with a total of two responses from SDVOSB Group B(2) contract holders. There is reasonable expectation that limited competition exists on the NASA SEWP V GWAC amongst Group B(2) SDVOSB concerns for Itrezzo software licenses and maintenance.

9. Other Facts: N/A