

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 to be issued under the National Aeronautics and Space Administration (NASA) Solutions for Enterprise-Wide Procurement (SEWP) V Governmentwide Acquisition Contract (GWAC) for brand name Gigamon hardware and software products and associated support.
3. Description of the Supplies or Services: VA, Office of Information and Technology (OI&T), Enterprise Program Management Office (ePMO) has a requirement for the purchase of brand name Gigamon hardware and software products including 44 GigaVUE-HC1 Node, 12 1G/10G cages; 10 GigaVUE-HC2 Base Units with Chassis; 4 GigaSMART HC Series Front Module 16 10G cages; 688 1-Gb SFP Copper UTP with RJ-45 Interface; 756 1-GB SFP Multimode 850nm; 44 1-Gb SFP Singlemode 1310nm; 1 10-Gb SFP+ Singlemode 1310nm LR, 136 G-TAP A Series, AC Power; 43 Rack Mount Trays; 3 G-TAP M Series 1/10 Gb TAP modules; 20 G-TAP M Series 1 RU chassis; 20 Dual optical GigaTAP Modules, 50/50 Multimode; 10 ½ U Chassis; 44 GigaSMART, GigaVUE-HC1 licenses; and 44 GigaSMART, GigaVUE-HC1 license combos. These products are required in support of the joint Department of Homeland Security (DHS) and VA Continuous Diagnostics and Mitigation (CDM) program. DHS has a mission to safeguard and secure cyberspace in an environment where the cyber-attack threat is continuously growing and evolving. The CDM program seeks to defend Federal Information Technology (IT) networks from cyber-security threats by providing continuous monitoring sensors, diagnosis, mitigation tools, dashboards, and Continuous Monitoring as a Service (CMaaS) to strengthen the security posture of Government networks. Congress established the CDM program to provide adequate, risk-based, and cost-effective cyber-security and more efficiently allocate Federal cyber-security resources. DHS procured materials and services (including Gigamon hardware and software products) to provide the VA with capabilities and tools that identify cyber-security risks on an ongoing basis, prioritize these risks based upon potential impacts, and enable cyber-security personnel to mitigate the most significant problems first. VA requires the Gigamon products in approximately 300 locations to include hospitals, cemeteries, and community-based outpatient clinics. VA is installing Gigamon equipment at every VA location that has 1) Core Switch, 2) Dynamic Host Configuration Protocol Service, and 3) Active Directory Lookup services. VA uses the Veteran Focused Integrated Process (VIP) Agile project management methodology to incrementally procure hardware, software, and services over multiple product builds during the lifecycle of a project. VA has completed two procurements for the purchase of Gigamon hardware and software products in support of the CDM program for a total of 114 VA locations out of approximately 300. Upon initial deployment of the Gigamon products, VA encountered unanticipated issues with the solution, specifically to

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accommodate multiple connection types from VA network equipment to the Gigamon equipment. These connectivity issues did not allow VA to impede the cyber security threats the CDM equipment was intended to address. Therefore, VA had to deploy an augmented solution in April 2017 to ascertain its ability to effectively address these issues. Upon a comprehensive review of the newly deployed Gigamon hardware and software, it was determined by VA's technical experts that the augmented Gigamon solution addressed all of the aforementioned issues. This third procurement for the purchase of required Gigamon hardware and software items is for requirements being identified following completion of ongoing field surveys. VA must procure items with the same Gigamon brand names that DHS provided in order to maintain functionality, interoperability and integration of the CDM system deployed throughout VA. VA will require these additional items as ongoing site surveys are completed. VA has completed approximately 50% of these surveys and plans to be 100% complete by the end of December 2017. VA will assess equipment requirements based on new survey data monthly and acquire additional items and associated support as options during the period of performance. These additional items include 30 GigaVUE-HC1 Node, 12 1G/10G cages; 40 GigaVUE-HC2 Base Units with Chassis; 50 GigaSMART HC Series Front Module 16 10G cages; 300 1-Gb SFP Copper UTP with RJ-45 Interface; 300 1-GB SFP Multimode 850nm; 20 1-Gb SFP Singlemode 1310nm; 40 10-Gb SFP+ Multimode 850nmSR; 10 10-Gb SFP+ Singlemode 1310nm LR, 60 G-TAP A Series, AC Power; 30 Rack Mount Trays; 15 G-TAP M Series 1/10 Gb TAP modules; 5 G-TAP M Series, 1/10 GB TAP Module 50/50 Singlemode; 20 G-TAP M Series 1 RU chassis; 10 Dual optical GigaTAP Modules, 50/50 Multimode; 5 ½ U Chassis; 15 GigaSMART, HC Series De-Duplication feature licenses; 30 GigaSMART, GigaVUE-HC1 licenses; 30 GigaSMART, GigaVUE-HC1 license combos; 191 GigaSMART, HC Series, Adaptive Packet Filtering Feature Licenses; 191 GigaSMART, HC Series, Application Session Filtering Feature Licenses; 191 GigaSMART, HC Series, FlowVUE Feature Licenses; 191 GigaSMART, HC Series, NetFlow Generation Feature Licenses; 74 Bypass Combo Modules, 4 10-G Cages; 74 Tap and Bypass Modules; and 74 GigaSMART, GigaVUE-HC1 licenses. As discussed above, these optional quantities are based on the surveys that have been completed and the Government technical experts' assessment of what results are anticipated from the remaining surveys.

In addition to the hardware and software specified above, VA has a requirement for 12 months of support in both the base period and the option periods that will include Gigamon Premium Level Support in accordance with the Gigamon Premium Software Support and Maintenance Agreement. This support shall consist of unlimited email technical support for software and technical issues 24x7x365, including access to subject matter experts any time for rapid problem solving, full access to the latest software releases for duration of the Premium Support Agreement, and technical support by phone, email, and website. The period of performance is 12 months for maintenance inclusive of delivery within 30 days of delivery order award.

4. Statutory Authority: The statutory authority permitting this exception to fair opportunity is 41 U.S.C. 4106(c)(2) as implemented by Federal Acquisition Regulation (FAR) 16.505(b)(2)(i)(B), entitled "Only one awardee is capable of providing the

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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 eight of this justification, it was determined that limited competition is available for the required brand name Gigamon products among authorized Gigamon resellers. The required hardware and supporting software is part of an integrated monitoring system that DHS developed utilizing Gigamon devices. The existing Gigamon GigaVUE fabric managers (GigaVUE-FM) and products located at two OI&T Infrastructure Operations data centers can only integrate and interoperate with other Gigamon products. Specifically, both the administrative control interface which controls the network visibility fabric and the physical device interfaces for network clustering and load balancing are proprietary and only Gigamon devices are able to integrate into the existing Gigamon infrastructure. Network visibility, port aggregation, and/or filtering hardware solutions from other vendors will not integrate with the existing GigaVUE-FM infrastructure and would require a separate infrastructure requiring duplication of costs to integrate the data and support two different proprietary cyber-security systems. The GigaVUE-FM manages all CDM Visibility Fabric devices across multiple locations and data centers. VA deployed the GigaVUE-FM system at VA datacenters to provide centralized management, monitoring, and configuration of the physical and virtual traffic policies for the Visibility Fabric. GigaVUE-FM also enables integration of the Visibility Fabric inventory, health, port and traffic insight into the CDM Splunk Enterprise system at all locations Gigamon devices are deployed. This integration is critical to provide VA with the capability to correlate a cyber-security alert with Visibility Fabric traffic metrics within the Splunk dashboard without having to use multiple applications. In addition, only authorized resellers of Gigamon products have access to proprietary Gigamon code to provide product support. This code is required to ensure any services provided are properly configured. The primary requirement of this acquisition, outside of the technical specifications of the equipment, is the ability to maintain an integrated, seamless view of network data and network performance across the VA IT infrastructure to monitor cyber-security threats. This complete view of the network is necessary to support the VA’s mission. Multiple incomplete “islands” of data requiring separate management and integration could result in an inability to triage and troubleshoot cyber-security threats across the entire infrastructure. This impacts VA’s ability to efficiently and effectively maintain the security of its core IT systems that directly support Veterans. Only Gigamon products will meet the requirements to integrate and interoperate with the existing Gigamon-based infrastructure.

6. Efforts to Obtain Competition: Market research was conducted, details of which are in section eight of this justification. This effort did not yield any additional sources that can meet the Government’s requirements. It was determined that limited competition is viable among authorized resellers for the required brand name Gigamon hardware and supporting software products. In accordance with FAR 5.301 and 16.505(b)(2)(ii)(D), notice of award of this action will be synopsisized and this justification will be made publicly available within 14 days of award on the Federal Business Opportunities Page. In accordance with FAR 16.505(a)(4)(iii)(A)(1), this justification will be posted with the

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request for quotation on the NASA SEWP V GWAC website to notify all interested parties.

7. Actions to Increase Competition: The Government will continue to conduct market research to ascertain if there are changes in the market place that would enable the use of technology other than proprietary Gigamon products and services. The program office will continue to monitor the market for availability of other solutions that are compatible with VA's infrastructure, and will continually conduct test and evaluation of those tools when feasible for consideration during the next competitive procurement and or technology refresh. Additionally, VA anticipates the optional tasks will cover aforementioned requirements for approximately 300 sites; however, it is possible there are a small number of additional sites that are not currently identified which will require Gigamon hardware and software.

8. Market Research: The Government's technical experts conducted market research in May 2017 by reviewing other similar hardware and software, including Network capture products manufactured by Net Optics; Visibility, Stealth, Security (VSS) Monitoring; and Ixia (Anue). This market research is an ongoing process and is continuously being conducted through subscription services with research organizations (such as Forrester Research, Gartner Research, and Frost and Sullivan), reviews of publically available Magic Quadrant and other white papers, VA side-by-side review of multiple competing products already in use in VA, review of professional trade publications specific to the cyber-security processes products implement, attendance at national conferences hosted by vendors, and research of NASA SEWP contract holders' catalogs for alternative sources and products. Based on reviews of these products, the Government's technical experts determined that none of these products can meet the Government's interoperability and compatibility requirements.

Additional market research was conducted in May 2017 by utilizing the NASA SEWP Provider Lookup tool to determine whether the required brand name Gigamon hardware and associated software is available from NASA SEWP V GWAC holders. It was determined that there are several resellers of the required brand name Gigamon products that hold current GWACs such that limited competition is anticipated.

9. Other Facts: None.