

JUSTIFICATION AND APPROVAL
FOR AN EXCEPTION TO FAIR OPPORTUNITY

1. Contracting Activity: Department of Veterans Affairs (VA)
Office of Acquisition Operations
Technology Acquisition Center
260 Industrial Way West
Eatontown, New Jersey 07724
2. Description of Action: This proposed action is for a firm-fixed-price Delivery Order (DO), issued under the National Aeronautics and Space Administration (NASA) Solutions for Enterprise-Wide Procurement (SEWP) IV Government-Wide Acquisition Contract (GWAC), for the SourceFire Intrusion Protection System (IPS) which consists of two additional SourceFire Model 3D8140 devices, a Defense Center (DC) Management Console Sourcefire 3D sensor, and DC Management Console software with maintenance and support. The period of performance for the maintenance support will consist of a one 12-month base period with one 12-month option period.
3. Description of Supplies or Services: The proposed action is to provide the SourceFire IPS solution to protect VA traffic traversing VA Information Technology Infrastructure at VA's four national Internet-facing gateways. The SourceFire IPS solution will be an inline device used to monitor network traffic for vulnerabilities, network attacks, and buffer overflows, and will be capable of preventing these attacks. This solution will enhance the network and security operations element under the Office of Information Security (OIS) with a test environment where all deployments of equipment to VA's Trusted Internet Connections (TIC) Gateways can be fully validated in an identical test environment before going into the production environment. Additionally, maintenance and support is required for the aforementioned solution. Maintenance and support shall include 24x7 access to support for hardware and software online, web-based access to a support website for information on software and rule updates, installation details, product documentation, and configuration and troubleshooting tips.
4. Statutory Authority: The statutory authority permitting this exception to fair opportunity is Section 41 U.S.C. 4106(c) as implemented by 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: VA currently uses eight SourceFire IPS devices and SourceFire DC Management Consoles. These are critical elements in the security perimeter for the VA's Enterprise Information Technology Infrastructure. It is essential that the testing environment be as close to the production environment as possible so equipment can be tested before it is relied upon to maintain the required level of protection. All equipment is tested

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before it is placed into service in VA's TIC Gateways. As a federal department, the TIC Gateways are approved by the Department of Homeland Security (DHS) and must continue to meet very critical capabilities outlined in the Cybersecurity Compliance Validation Program, Critical Technical Capabilities Assessment Workbook. DHS performs annual reviews of the TIC Gateways via the Cybersecurity Compliance Validation (CCV). VA currently has eight SourceFire devices in use, protecting VA's Enterprise Information Technology Infrastructure and the two additional units requested in this acquisition must be equal to and compatible with all existing, in-use devices for accurate, functional testing of the TIC Gateways. There are no other products capable of emulating the functionality of the SourceFire devices currently in use. If an alternate product were selected the devices currently owned by the VA would need to be replaced. Replacement of these devices would require Information Technology architects, engineers, and support staff 18-24 months to research, test, and procure devices with similar functionality if the devices are available.

6. Efforts to Obtain Competition: Market research was conducted, details of which are in the market research section of this document. Although the Government is limiting competition as a result of specifying a brand name, there are several authorized resellers of this service on the NASA SEWP GWAC. Competition for this requirement among these vendors is anticipated. Additionally, this Justification and Approval and the Request for Quotation (RFQ) will be submitted to all four NASA SEWP IV GWAC Groups in order to fully notify all interested parties. All SEWP IV orders are placed under existing indefinite delivery, indefinite quantity contracts, and thus are not required to be synopsisized pursuant to FAR subpart 16.505(a)(1); however, notice of the delivery order award and this justification shall be made publically available on FedBizOpps.gov within 14 days after award in accordance with FAR 16.505(b)(2)(ii)(D).
7. Actions to Increase Competition: In order to remove or overcome barriers to competition in the future, the program office will continue to perform market research on this equipment and support to determine if other solutions can be considered for future procurements.
8. Market Research: In March 2012, market research was conducted by VA Network Security Operations Center (NSOC) to determine if there were viable products from other manufacturers besides SourceFire to meet VA's requirements. IBM-ISS, Enterasys, and Tipping Point were determined to be the closest in comparison to SourceFire. These products do not allow VA to create an environment that emulates the existing TIC Gateways. Additionally, these products do not allow for the addition of custom rule sets and signatures in the format and syntax required by various VA programs and partners. The SourceFire 3D IDS/IPS solution is required for maximum compatibility with existing systems and projects to include EINSTEIN and TIC. Furthermore, a Request for Information (RFI) was issued in March 2012 to all NASA SEWP IV GWAC holders. Five responses were received from the following vendors:

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Alvarez & Associates (Service Disabled Veteran Owned Small Business), Affigent LLC (Small Business), Intelligent Decisions Inc. (Small Business), and Iron Bow Technologies (Large Business). In accordance with NASA SEWP recommendations, all four contract groups will be notified of this brand name requirement. However, since at least three small business vendors are capable of meeting this requirement, award will be reserved for a vendor from Group B or C.

9. Other facts: None