

JUSTIFICATION FOR OTHER THAN FULL AND OPEN COMPETITION

1. Contracting Activity: Department of Veterans Affairs  
Office of Acquisition and Logistics  
Technology Acquisition Center  
1701 Directors Boulevard Ste 600  
Austin, TX 78744
  
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 procurement of Tenable Vulnerability Scanning Software with associated maintenance and technical support. The Tenable Software brand name will be delivered within 30 days after DO award. Maintenance and technical support will be for a 12-month period commencing after VA acceptance of the Software.
  
3. Description of the Supplies or Services: The Department of Veterans Affairs (VA), Office of Information Technology (OIT) IT Operations and Services (ITOPS) Infrastructure Operations (IO) Security Division requires Tenable software licenses to be perpetually assigned to the associated production IO Tenable Security Center manager. IO Vulnerability Management program requires system security monitoring of all system vulnerabilities using combined SIEM Tenable plug-in data feeds from the current Tenable Security Center architecture, collectively referred to as Tenable brand name software meets these requirements. The vulnerability assessment software includes standard Tenable licenses. Finally, VA requires warranty/maintenance to begin once the new Tenable software is accepted; the required warranty and maintenance includes 24/7 telephone and email support, software updates, patches and defect support for one year. The total estimated price of the proposed action is [REDACTED], with a period of performance of 12 months.
  
4. Statutory Authority: The statutory authority permitting this exception to fair opportunity is 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: This is a brand name justification in support of FAR 11.105, Items Peculiar to One Manufacturer. Tenable brand name software is the only software that can continue to build upon IO Security's existing Tenable-based operating system (OS) vulnerability scanning system. Other brand name OS and application scanning solutions were researched and unable to integrate with the currently fielded Tenable architecture and Tenable-based architecture licensing. Additionally, no other brand name OS vulnerability assessment system has been determined to be interoperable or compatible with the currently fielded Tenable-based brand name architecture. Specifically, the current system and software communicates through a source code that is based on Tenable proprietary data. No other software can provide this communication capability without this source code.

Existing Tenable brand name security appliance inventory includes existing ownership of five existing Tenable-related physical appliances and licenses spread over five IO data centers. In addition to the VA's continuous monitoring requirement, these software appliances are needed to support the VA's Information Technology (IT) visibility to the Network initiative, which includes database discovery activities. Specifically, only Tenable brand name security appliances can provide upstream forwarding of any localized vulnerability discovery data into the existing IO Tenable architecture. The upstream of data is critical to produce a single view collective status of all OS vulnerability security related information over the network. This will ultimately continue to provide IO a single interactive view that displays the monitored IO's network's security posture of all network elements of OS protection. Furthermore, any other brand name software cannot accomplish this because another product cannot communicate, nor integrate with the architecture and licensing of, the Enterprise Operations Console, and thus will not allow security visibility of database vulnerabilities on the network. Additionally, OS vulnerability data discovered and provided by another vendor will not integrate with the existing toolset, which is based on Tenable brand name security architecture and licensing.

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 item. In accordance with FAR 5.301 and 16.505(b)(2), this action will be synopsisized at award on the Federal Business Opportunities Page (FBO) and the justification will be made publicly available on the NASA SEWP web site to 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 work with the program office to continue to perform market research to consider and ascertain if any other sources can provide these services in the future.

8. Market Research: The Government's technical experts conducted market research by reviewing other similar vulnerability assessment systems. This market research is an ongoing process starting in Jan 2017 and continuously being conducted, as recently as September 2017. The other similar software reviewed included Application Security [REDACTED]. 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 previously discussed. Additionally, none of these other products can offer the upstream forwarding of localized data into the existing IO Tenable console architecture, which is critical in producing a single view collective status of all Tenable security related activity over the network. Review of these products is based on actual VA experience using OS vulnerability assessment software. Additionally, VA networking Subject Matter Experts regularly review industry trade publications and conduct internet research to ascertain if any other brand name software is available. Based on all of these market research efforts, the Government's technical experts have determined that only Tenable brand name security appliance and licensing can meet all of IO's needs.

The Contract Specialist (CS) conducted market research in October 2017, by using the NASA SEWP V GWAC Provider Lookup tool. Based on this market research, the CS found multiple NASA SEWP V GWAC holders capable of meeting the full requirement.

9. Other Facts: N/A

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.

Name

Date: \_\_\_\_\_

[Redacted Signature]

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 because NASA SEWP GWAC prices have previously been determined fair and reasonable. Additionally, price competition is expected among authorized resellers for this action. Additional price analysis may be performed in accordance with FAR 15.404-1(b).

[Redacted Signature]

12. Procuring Contracting Officer Certification: I certify that this justification is accurate and complete to the best of my knowledge and belief. As this contract action does not exceed \$700,000, the certification below required by FAR 16.505(b)(2)(ii)(C)(1) serves as approval.

[Redacted Signature]