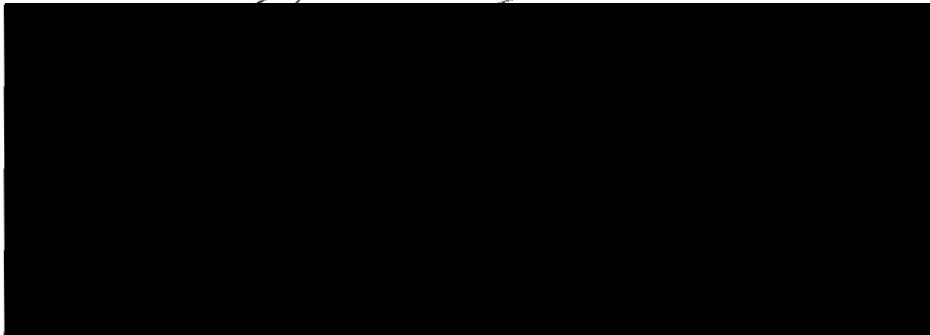


Justification For An Exception To Fair Opportunity
Coordination Matrix



Concur/Non-Concur

JUSTIFICATION FOR AN EXCEPTION TO FAIR OPPORTUNITY

1. Contracting Activity: Department of Veterans Affairs (VA)
Office of Procurement, Acquisition, and Logistics
Technology Acquisition Center
1701 Directors Blvd., Suite 600
Austin, TX 78744
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 Quest Tool for Oracle Application Development (TOAD) software subscription and technical support.
3. Description of the Supplies or Services: VA requires Quest TOAD software licensing and technical support. VA, Office of Information and Technology currently uses the Quest TOAD as a common tool for all software development, database administration, database management, and data analysis activities. This acquisition will continue to supply VA with one software suite of Quest TOAD integrated tools that includes TOAD Development Suite with Database Administration for SQL Server and Oracle, TOAD Data Point Professional, and TOAD Decision Point Professional. Additionally, it will provide VA with unlimited access to software and technical support to include continuing existing subscription-based software licenses, software maintenance renewal, technical support for customer problem reporting, software enhancements, incremental version updates, and hot fixes to bugs. The term of the subscription will include a 12-month base period and three 12-month option periods, with a total estimated cost of [REDACTED]. The Government requires the services for continuity of operations, and there is a potential cost for disrupted support. The services are anticipated beyond the initial contract period. VA requires this PoP because there are existing ancillary applications and items not being procured under this justification that only work with these tools and VA anticipates using those tools for a minimum of 4 years. The inclusion of three additional option periods will allow VA to continue to meet all needs while maintaining the flexibility to not exercise the option periods if market research shows an alternative product becomes available.
4. Statutory Authority: The statutory authority permitting an exception to fair opportunity is Section 41 U.S.C. 4106(c)(2) as implemented by the Federal Acquisition Regulation (FAR) 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 market research, as described in paragraph 8 of this justification, it was determined that limited competition is available for this procurement. Subsequent to the previous enterprise license the Quest product line is now promoted under its own name. Dell has divested itself of Quest software. VA currently uses the Quest TOAD software nationwide. Based on

market research, as described in paragraph 8 of this justification, it was determined that limited competition is available for this procurement. Subsequent to the previous enterprise license the Quest product line is now promoted under its own name. Dell has divested itself of Quest software. VA currently uses the Quest TOAD software nationwide. The Quest products continue to be the only products that can be used by multiple database implementations housed by VA. The current Quest Software is the only software that can operate against Oracle, Microsoft SQL server, and other large vendor specific database implementations which account for VA's nationalized data warehouses. This is a critical VA functional requirement. This important capability allows database administrators to use the same features and user interfaces to connect to all individual databases that differ between the two prominent and recurring database vendors used by VA. Given the difference between database management tools specific to each of the Microsoft and Oracle database standards, focusing on tools that allow management of both implementations eliminates the need for unique tools and delayed management when databases of both vendors are assigned.

In addition, no other brand name software can meet all of VA's interoperability and compatibility. Specifically, the current list of databases run scripts that can only communicate with Quest brand name software. Utilizing any other software would require an extensive redesign and redevelopment effort to re-write all the scripts that currently run the existing databases. This would also require multiple technical support teams and duplicative efforts to create database engineering and management procedures, baseline configurations, and compliance evidence due to the use of multiple tools and variations in methods and capabilities between tools. This would result in extensive delivery delays of 6 weeks and duplicated costs of \$2.5M that would not be recovered through competition. This estimate is based on the cost for similar efforts.

There are also data integrity issues if VA were to utilize another brand name software. The current databases house data that has been coded to be viewed and accessed by the Quest brand name software. Utilizing any other brand name software would result in data transferring issues which would render the data unviewable. This assessment is based on similar issues VA has encountered.

These tools are used on a full time basis by database designers and developers, database administrators, data managers, and data analysts. Tool replacement would add the organizational requirement for retraining and conversion of all tool-generated artifacts to the new tools proprietary format. The extent of use of these tools across multiple job roles, levels of experience, and individual offices would introduce additional training and examination of existing procedures defined with these tools in mind. This excessive duplicated cost, transition time involved, and unforeseen variables does not effectively support the demand, productivity, and performance expected within the VA.

Finally no other source can provide the technical support required without access to the Quest proprietary technical data. This data is required to ensure all the services provided are properly configured.

6. Efforts to Obtain Competition: Market research was conducted, details of which are in section 8 of this justification. This effort did not yield any additional sources that can meet the Government's requirements. However, the undersigned VA technical representative determined that limited competition is available among authorized resellers for brand name Salesforce licenses, as well as software maintenance and support. In accordance with FAR 16.505(a)(4)(iii)(A)(1), this justification will be provided with the solicitation to all appropriate NASA SEWP V GWAC holders. Furthermore, in accordance with FAR 5.301, 16.505(b)(2)(ii)(D), and 16.505(a)(4)(iii), the award notice for this action will be synopsisized on the Federal Business Opportunities website and this justification will be made publicly available within 14 days of award.

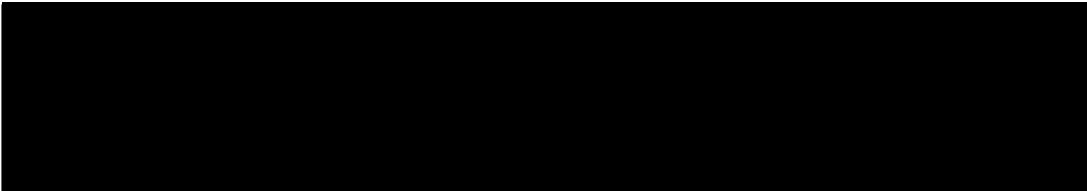
7. Actions to Increase Competition: The Government will continue to conduct market research to learn if there are changes in the marketplace that would enable future actions to be competed.

8. Market Research: VA technical personnel conducted market research in January 2018, which consisted of a review of similar software. VA technical personnel reviewed the market analyses of independent technology research firms including IT Central Station, Gartner, Forrester and Infotech, in addition to multiple product comparison websites (g2crowd, trustradius, itqlick) that also identify competitors based on tool functional category. Other comparable tool manufacturers reviewed were Oracle, Computer Associates, Idera, and Solarwinds. Based on the Government's technical expert's review of these products, none of them were found to meet VA's needs as outlined in Section of this Justification.

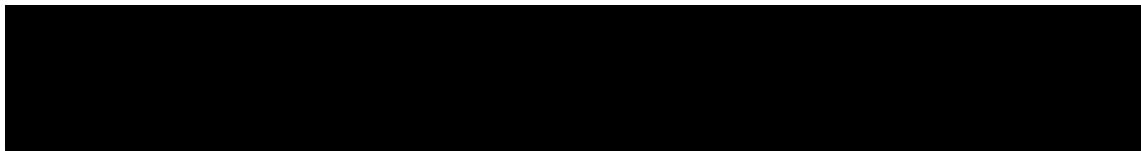
The Quest TOAD Tools is proprietary software and sustainment of licenses already implemented nationally requires continuation of services from the manufacturer through their authorized resellers. As a result of the market research, it was determined that no other software was found to be compatible and interoperable with the existing VA software. The Contract Specialist (CS) conducted market research in March 2018 by using the NASA SEWP V GWAC market research tools to determine what vendors are capable of meeting the requirement. Based on this market research, the CS found multiple resellers capable of meeting the full requirement.

9. Other Facts: None.

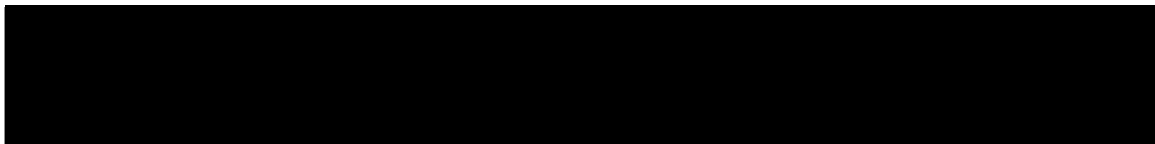
10. Technical and Requirements Certification: I certify that the supporting data under my cognizance, which are included in this justification, are accurate and complete to the best of my knowledge and belief.



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).



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



Approval

In my role as procuring activity Advocate for Competition, based on the foregoing justification, I hereby approve the acquisition of Quest software subscription and technical support on an other than fair opportunity basis pursuant to the authority cited in paragraph 4 above, subject to availability of funds, and provided that the property and services herein described have otherwise been authorized for acquisition.

