

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 Director's Blvd., Suite 600
Austin, Texas 78744
2. Description of Action: This proposed action is for a firm-fixed-price delivery order issued under the National Aeronautics and Space Administration (NASA) Solutions for Enterprise-Wide Procurement (SEWP) V Governmentwide Acquisition Contract (GWAC) for 27 brand name Cisco Unified Communications Manager (CUCM) Voice over Internet Protocol (VoIP) Voice Systems (VSs).
3. Description of the Supplies or Services: VA Office of Information Technology, Service Operations, has a requirement for a quantity of 13 brand name CUCM VoIP VSs at the following VA Medical Centers (VAMC):

Salem, VA VAMC	1970 Roanoke Blvd. Salem, VA 24153.
Coatesville VAMC	1400 Blackhorse Hill Road Coatesville, PA 19320
Lebanon VAMC	1700 South Lincoln Avenue Lebanon, PA 17042
Wilkes Barre VAMC	1111 East End Blvd. Wilkes-Barre, PA 18711
Beckley VAMC	200 Veterans Avenue Beckley, WV 25801
Minneapolis VAMC	One Veterans Drive Minneapolis, MN 55417
Omaha VAMC	4101 Woolworth Avenue Omaha, NE 68105
Hot Springs VAMC	500 North 5th Street Hot Springs, SD 57747
Fargo VAMC	2101 Elm Street, Fargo, ND 58102
Sioux Falls VAMC	2501 West 22 nd Street, Sioux Falls, SD 57117
Black Hills (Fort Meade) VAMC	113 Comanche Rd, FORT MEADE, SD 57741
Des Moines VAMC	3600 30 th Street, Des Moines, IA 50310
Iowa City VAMC	601 Highway 6 West, Iowa City, IA 52246

Also, there is an optional requirement for 14 additional brand name CUCM VoIP VSs at the following locations:

Grand Island VAMC	2201 N. Broadwell Ave. Grand Island NE 68801
Togus (Augusta) VAMC	1 VA Center Augusta, ME 04330
White River Junction VAMC	163 Veterans Drive White River Junction, VT 05009
Long Beach VAMC	5901 East 7th Street Long Beach, CA 90822
San Diego VAMC	3350 La Jolla Village Dr. San Diego, CA 92161
Pittsburgh Healthcare System Heinz Location	1010 Delafield Road Pittsburgh, PA 15215
Pittsburgh Healthcare System University Dr. Location	University Drive Pittsburgh, PA 15240
Butler VAMC	353 North Duffy Road Butler, PA 16001
Philadelphia VAMC	3900 Woodland Avenue Philadelphia, PA 19104

Miami VAMC	1201 N.W. 16th St. Miami, FL 33125
Lake City VAMC	619 S. Marion Avenue Lake City, FL 32025-5808
Tucson VAMC	3601 S 6th Ave Tucson, AZ 85723
Salt Lake City VAMC	500 Foothill Drive Salt Lake City, UT 84148
Western NY (Buffalo) VAMC	3495 Bailey Avenue Buffalo, NY 14215

This will provide the Medical Centers with digital/analog/IP voice capabilities needed to seamlessly interconnect with the pre-existing Cisco VS's in place at all locations within the VA's Voice network. These additions are necessary to provide uninterrupted access, ease of scalability and secure continued readiness in response to the increase in demand for the existing deployed platform already in place. The period of performance will be 30 days from date of award. The total estimated price of the proposed action is [REDACTED] inclusive of the optional quantities.

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 upon market research, as described in section 8 of this justification, it was determined that limited competition is anticipated for these brand name items. Only Cisco or an authorized reseller can provide the necessary products for the expansion of the existing Cisco VoIP, Voice Mail, Automated Call Distribution licensing, software and hardware components currently deployed throughout the VA voice network. No other source is capable of providing the required VoIP hardware and software that meets VA's unique functional requirements. The VS in place don't use Session Managers to connect them together. However, they also don't have the same level of connectivity. They can call one another, but lack the Unified Communications aspect of connectivity that the Cisco Session Managers provide. Specifically, connectivity and communication to the Cisco Session Managers, which were deployed regionally over the last few years, to which all 27 sites and others currently deployed connect to in order to communicate with each other. Because Cisco operates within its own proprietary constraints, no other brand name product can communicate with the regional Cisco Session Managers and currently fielded devices as required by the VA. Routers, switches, licenses and other identified equipment must be fully electronically, logically (software) and physically (hardware) compatible with Cisco. Acquisition of different brand name VS products would require replacing the currently fielded regional Cisco Session Manager and various Cisco devices and software resulting in extensive delivery delays and duplicated costs that would not be recovered through competition. Specifically, the compatibility and interoperability issues would prove insurmountable from a technical and operational standpoint, because the VA is going to use existing Cisco licenses to support the new CUCM VoIP VS. Utilizing any other brand name VS would result in replacing currently fielded Cisco licenses resulting in a duplicated cost of \$12,677,200.00. Since the existing Cisco licenses are

not compatible with any other manufacturer it would require the VA to purchase an entirely new infrastructure rather than expand on the existing infrastructure. This would result in extensive delivery delays and duplicated costs that would not be recovered through competition. Only Cisco or an authorized reseller has access to the proprietary database and structure specific to the expansion requirement to interconnect with the current infrastructure that is presently in place at the VA.

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 ascertain if there are changes in the market place that would enable future actions to be competed.

8. Market Research: The Government's technical experts conducted market research during January 2018 by reviewing similar hardware and software products to ascertain if other brands could meet VA's functionality requirements. Specifically, the Government's technical experts conducted web based research on alternative manufacturers such as Blackbox and Brocade, however they were determined not to meet VA's functional, interoperability, and computability requirements as outlined in Section 5 of this Justification. Therefore, at present there is no other VS available in the market place that can meet VA's requirement. In addition, VA networking Subject Matter Experts regularly review industry trade publications and conduct internet research to ascertain if any other brand name hardware or software is available. Based on these market research efforts, the Government's technical experts have determined that only the Cisco brand name VS can meet all of the VA's needs.

Additional market research was conducted in January 2018 by utilizing the NASA SEWP V GWAC Provider Look-up Tool to determine whether Cisco products are available from resellers that hold NASA SEWP V GWAC. It was determined that there are multiple prospective resellers of Cisco products under the NASA SEWP V GWAC.

9. Other Facts: None.

