

JUSTIFICATION
FOR AN EXCEPTION TO FAIR OPPORTUNITY

1. Contracting Activity: Department of Veterans Affairs (VA)
Office of Procurement, Acquisition, and Logistics
Technology Acquisition Center
23 Christopher Way
Eatontown, New Jersey 07724
2. Description of Action: The proposed action is for the issuance of a Firm-Fixed-Price delivery order issued under the National Aeronautics and Space Administration (NASA) Solutions for Enterprise-Wide Procurement (SEWP) V Government-Wide Acquisition Contract (GWAC) for brand name Avaya Contact Center Solution.
3. Description of Supplies or Services: VA, Office of Information and Technology (OI&T) has a requirement to upgrade its existing Contact Center Solution (Avaya Aura Call Center Elite Multichannel) to the latest brand name Avaya Contact Center (Avaya Oceana) located at the VA Medical Centers (VAMCs) in Canandaigua and Albany, New York (NY). The current Avaya Contact Center in Albany and Canandaigua currently provides integration and management of phone and digital channels support for six National Contact Centers: Veterans Crisis Line to include Atlanta, Georgia (GA) and Topeka, Kansas (KS), Caregiver's Support Line, Million Vet Program (MVP) and National Veterans Homeless call center, Women's Health Program, and Coaching Into Care within Canandaigua's VAMC. In order to facilitate high platform availability, georedundancy licenses will be added to the Avaya Denver, Colorado (CO)/Waco, Texas (TX) platforms. This upgrade provides VA with a single unified telecommunications platform for texting/voice services to integrate between the VA and the Veteran, and will bring the currently used Avaya telecommunications platform up to the latest standards without disrupting or breaking any of the installed applications at these call centers. The Avaya Oceana Contact Center Solution is a multichannel customer engagement solution that provides seamless customer experiences across mobile, web, and traditional dial-up channels. It is built on the Avaya Breeze, which provides organizations with modular, scalable, and extended snap-ins for highly complex Contact Center installations. The Avaya Breeze component will enhance the design, creation and deployment of advanced team and customer engagement services without developers having to acquire specialized communications expertise. In addition, this upgrade will provide multiple underlying Avaya platform enhancements, which include Virtual Machine Solution upgrades, systems programming, and solutions integration that will need to be completed in order to run the complex Oceana Contact Center solution.

The Contractor shall provide all hardware, installation, configuration, programming, licensing, training, documentation and testing for the brand name Avaya Oceana Contact Center solution. Delivery of all hardware shall be 30 days from the date of award. Installation for Veterans Crisis Line, Caregiver's Support Line and Women's Health Program shall be completed by December 31, 2019. The installation for MVP

and National Veterans Homeless call center, and Coaching Into Care shall be completed by March 31, 2019. The period of performance for configuration, validation, and testing services shall be completed within 12 months from the date of award. The total estimated value of this proposed action is [REDACTED]

4. Statutory Authority: Pursuant to Federal Acquisition Regulation (FAR) 16.505(a)(4), the following brand name requirement is being justified and approved as an exception to fair opportunity under the statutory authority of Section 41 U.S.C. 4106(c)(2) as implemented by 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 Section 8 of this justification, it was determined that limited competition is viable amongst multiple resellers for the brand name Avaya Ocean Contact Center Solution. Currently, VA is undergoing an initiative to implement Microsoft Windows 10 (Win10) across VA's Enterprise which must be completed no later than December 2019. However, the currently installed Avaya Aura Call Center Elite Multichannel system is not Microsoft Win10 compliant, nor could it be configured to work in a Win10 environment. If VA were to implement the currently fielded system on Win10, the National Contact Centers infrastructure, texting, chatting and computer telephony integration would cease to function on the currently fielded Avaya Aura and Elite Multichannel system. Therefore, to keep those applications operational and Win10 compliant, VA has a need to upgrade to Avaya's newest Contact Center solution, Avaya Oceana. The new Avaya Oceana platform solution is Win10 compliant, and only the Avaya Oceana solution software can provide the required upgrade to seamlessly bring the current platform up to the latest standards without disrupting or breaking any of the currently installed applications. In addition, the Avaya infrastructure located at the Canandaigua VAMC allows for the redundant Veterans crisis line sites, located in Atlanta, GA and Topeka, KS, to contact back to the Avaya Contact Center environment located in NY, thereby allowing a single platform. Any other brand name solution cannot accomplish this because no other brand name software will be interoperable or compatible with the current fielded Avaya Platform because the current solution is comprised of Avaya products operated through Avaya source code. Therefore, no other vendor is able to provide the necessary Contact Center upgrade without access to Avaya's proprietary source code. Use of any other brand name Contact Center solutions for the aforementioned upgrade would require creating an entirely new platform which would include hardware, software, licenses, installation & configuration. This would result in extensive delivery delays and duplicated costs estimated at \$10 million that would not be recovered through competition. As a result, only brand name Avaya can meet the Government's need. Failure to acquire this upgrade solution would cause multiple Contact Centers to encounter system/performance degradation with the services that they and the Veterans have become accustomed to. Further, VA would not be able to accomplish its initiative to be Win10 compliant and the Contact Centers would lose functionality. Without a fully functioning Contact Center, the Veterans would be at risk of not receiving support from these call centers; thus, putting their health at risk.

6. Efforts to Obtain Competition: Market research was conducted, details of which are in the Section 8 of this document. This effort did not yield any additional sources, other than brand name Avaya resellers, that can meet the Government's requirements. Although the Government is limiting competition as a result of specifying brand name hardware and software, limited competition is viable amongst multiple resellers of the required brand name Avaya Oceana solution. 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 marketplace that would enable future actions to be competed. Specifically, OI&T will continue to monitor market trends, new/emerging products, looking for compatible and more advanced technologies to meet VA needs.

8. Market Research: The Government's technical experts conducted market research in June and July 2019 by reviewing similar service providers to determine if the Contact Center platforms looking to be utilized by VA can be supported by other service providers. Specifically, the technical experts conducted web-based research on NEC, Cisco, Siemens and Mitel websites for specific Contact Center services that integrate with the Avaya Private Branch Exchange hardware. As a result of the market research, the technical experts confirmed that there was no other product compatible and/or interoperable with the existing VA Contact Center infrastructure, as they are not able to integrate with the existing Avaya platform. Based on the market research efforts, the Government's technical experts have determined that only an Avaya solution can meet the requirements to seamlessly integrate with the existing Avaya single platform located throughout the NY hub, which integrates with the Atlanta, GA, Topeka, KS, Denver, CO, and Waco, TX sites.

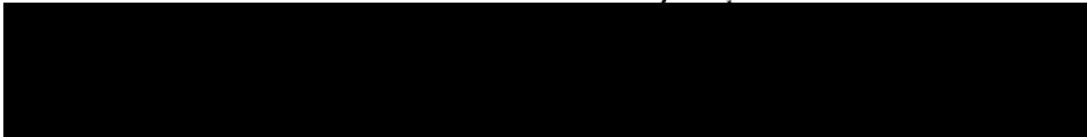
Additional market research was performed by the Contract Specialist in August 2019 utilizing the Provider Lookup Tool on the NASA SEWP V GWAC website, which identified multiple Service-Disabled Veteran-Owned Small Business (SDVOSB) Value-Added Reseller GWAC holders in Group B(2) and Group C that provide the brand name Avaya products. Therefore, limited competition is expected among SDVOSBs for this proposed action.

9. Other Facts: None.

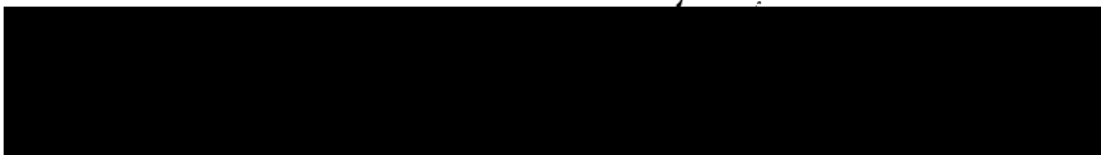
10. Technical and Requirements Certification: I certify that the supporting data under my cognizance, which are included in this justification, are accurate and complete to the best of my knowledge and belief.



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 based on anticipated competition and discounts among multiple value added resellers of the required brand name Avaya solution described herein. Additionally, further price analysis of quotes received will be conducted to determine fair and reasonable price. Finally, pricing of products awarded under NASA SEWP V GWAC have already been determined to be fair and reasonable.



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 brand name Avaya Contact Center Solution, on an other than fair opportunity basis pursuant to the authority cited in Section 4 above, subject to availability of funds, and provided that the property herein described have otherwise been authorized for acquisition.

