

JUSTIFICATION FOR OTHER THAN FULL AND OPEN COMPETITION

1. Contracting Activity: Department of Veterans Affairs (VA)
Office of Acquisition Operations
Technology Acquisition Center
23 Christopher Way
Eatontown, NJ 07724
2. Description of Action: The proposed action is for a sole source firm-fixed price contract with Data Innovations.
3. Description of Supplies or Services: The proposed action is required to add the software modules that consist of Decision Support algorithms (rule sets) that will implement auto-verification into the currently existing Data Innovations Instrument Manager system at the following five Veterans Affairs Medical Centers (VAMCs): 1) Tampa, 2) Tucson, 3) Fresno, 4) Iowa City, and 5) Salt Lake City. The Contractor shall design and implement the rule sets and introduce these rule sets into the production Data Innovations Instrument Manager system currently in use at the five VAMCs. The Contractor shall also provide enhancements to the Instrument Manager system in the Kansas City VAMC, which was the Pilot for this work, to include two additional analyzers and updates to Chemistry department analyzers based on the outcome of the effort performed at the five VAMCs named above. The Contractor shall provide the necessary licenses, software, and hardware that are required to implement auto-verification at the five VAMCs using Data Innovations middleware. The required software modules shall be designed and configured utilizing industry best practice for business rule set design. The Contractor shall provide instrument configuration for Thin Client remote access for technologist's workstations. The Contractor shall provide three environments (Test, Shadow, and Production) for BioRad Unity Real-Time Quality Control Integration, Moving Averages, eCAP Solutions, and Lab Intelligence Reports Manager software logic. The period of performance for this effort is 18 months from the date of award. The total estimated value of the proposed action is \$3,162,124.00.
4. Statutory Authority: The statutory authority permitting other than full and open competition is Section 41 U.S.C.3304(a)(1) as implemented by the Federal Acquisition Regulation (FAR) 6.302-1 entitled, "Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements."
5. Rationale Supporting Use of Authority Cited Above: The proposed source for this action is Data Innovations, 120 Kimball Avenue, Suite 100, South Burlington, VT 05403. This is a sole source justification for the procurement of software modules that consist of Decision Support algorithms (rule sets) that will provide enhancements to the existing Data Innovations Instrument Manager system. The Decision Support algorithms (rule sets) will implement auto-verification capabilities. No other software modules can meet all of VA's functional requirements, specifically interoperability and compatibility requirements with the existing system and software. The transmission of laboratory results is accomplished within Veterans Health Information Systems and Technology Architecture (Vista) utilizing HL7 messaging.

Only one vendor, Data Innovations, provides the highly specialized computer middleware needed to handle HL7 messaging from laboratory analyzers to the Vista computer system. All VAMC laboratories have been using the Data Innovations middleware for this purpose since the mid-1980's. Furthermore, Data Innovations Instrument Manager is proprietary software. Unauthorized software providers do not have access to the proprietary data of the Instrument Manager software and that data must be available to have the capability to perform this effort.

This effort adds a critical and necessary functionality to the Instrument Manager system that is licensed to the VAMCs under a separate license agreement. The effort currently being proposed is to determine whether the enhancement solution is scalable and can be deployed across the entire VA to all 153 VAMCs. As stated above, there are no other software modules that are interoperable with VA's existing architecture. Accordingly, Data Innovations is the only firm capable of providing the required software modules. As detailed above, multiple factors strongly support the sole source requirement and the continued use of this software.

6. Efforts to Obtain Competition: Market research was conducted, details of which are in the market research section of this document. There is no competition anticipated for this acquisition. Additionally, the proposed action will be synopsized on the Federal Business Opportunities Page in accordance with FAR 5.201. Any proposals that are received shall be evaluated.

7. Actions to Increase Competition: To remove or overcome barriers to competition in the future, the agency 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 in January 2014 and again in January 2015 to ascertain the ability of any other sources meeting VA's needs. The research consisted of attending trade shows, performing internet searches, and reviewing information technology publications. Through these efforts, various software modules were analyzed. Additionally, all Laboratory Information Managers throughout the nation were polled to see if any other vendors have interoperability with laboratory analyzer middleware and Vista. There were no responses indicating any other vendor could be utilized for laboratory communications between individual instrument vendors and Vista. Based on the market research conducted by the Government's technical experts, it has been determined that only Data Innovations can provide the required software modules that consist of Decision Support algorithms (rule sets) that will provide enhancements to the existing Data Innovations Instrument Manager system. Data Innovations does not utilize authorized resellers or service providers. Therefore, unauthorized software providers do not have access to the proprietary data of the Instrument Manager software to be able to provide the required software modules detailed in this effort. Additionally, on January 21, 2015 VA posted a Request for Information on the NASA SEWP IV GWAC to ascertain the ability of any other

source to meet all of VA's needs. No responses were received. Failure to acquire the aforementioned software modules could result in an adverse outcome for a patient due to the potential increase in data transcription errors. Based on the above, it has been determined that adding functionality to the existing Instrument Manager system can only be accomplished by Data Innovations due to the uniqueness and the proprietary nature of VA's current system.

9. Other Facts: Dawning software was a product that was used in approximately 10% of the laboratories in VA. However, in 2014, Dawning was purchased by Data Innovations and the VAMCs deploying the Dawning software were upgraded at that time to Data Innovations Instrument Manager. At this time there are no other laboratory middleware vendors with HL7 messaging interoperability with VistA.