

LIMITED-SOURCES JUSTIFICATION

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 12-month firm-fixed price (FFP) task order with two, 12-month option periods for DecisionSim Software as a Service (SaaS). There are two optional tasks for additional new individual virtual patient cases and additional learner activity users for published cases. The proposed effort will be awarded under the General Services Administration (GSA) Federal Supply Schedule (FSS) GS35F368GA to V-42, LLC, doing business as VICTOR42.
3. Description of the Supplies or Services: The proposed action is for DecisionSim SaaS which includes software, licensing, hosting services, technical support, software maintenance, documentation, and training which supports VA, Veterans Health Administration (VHA), and Employee Education System (EES) Office. EES requires DecisionSim for clients who need an eLearning modality that supports higher-level learning through application of knowledge, problem-based learning, or virtual patient simulation. In April 2011, the EES office selected DecisionSim as its virtual patient authoring and delivery platform to support the SimLEARN Program. The SimLEARN Program is a national simulation training, education, and research program which is organizationally aligned under the EES office and is responsible for developing the strategic vision and system-wide plan for simulation process modeling, training, education, and research for VHA. Under this effort, VA will have administrator level license access to the latest version of DecisionSim software. The Contractor shall host the virtual patient software application and maintain 40 existing baseline published cases with limited learner access for up to 1,000 users per case in both the base period and the option periods. In addition, 40 new virtual patient cases will be authored by the VA with limited learner access for up to 3,000 users for each new case in both the base period and option periods. VA will have authoring activity access for up to three named authors per case per base period and option periods. The software maintenance includes application updates, problem resolutions, and up-to-date documentation and support services including Tier 2 Help Desk support. The period of performance for this effort is a 12-month base period with two, 12-month option periods. There are two optional tasks in addition to the base period: one optional task is for up to 200 new additional virtual patient cases (in addition to the 80 already accounted for in the base period); another optional task is for additional learner activity users for up to 300,000 users to be used for any case. These optional tasks allow flexibility (beyond the base period) dependent on EES eLearning client demands for virtual patient cases and can be awarded any time throughout the period of performance.
4. Authority: This acquisition is conducted under the authority of the Multiple-Award Schedule Program. The specific authority providing for a limited source award is

Federal Acquisition Regulation (FAR) Part 8.405-6(a)(1)(i)(B), "Only one source is capable of providing the supplies or services required at the level of quality required because the supplies or services are unique or highly specialized.

5. Rationale Supporting Use of Authority Cited Above: The proposed source for this action is V-42, LLC, dba: VICTOR42, 5825 Mark Dabbling Blvd Suite 160, Colorado Springs, CO, 80919-2236. DecisionSim software is the only software available that meet VA's requirements which include virtual patient clinical simulations and cases (both published and patient) as a core training modality. VICTOR42 is the only authorized reseller of the DecisionSim brand name software and the only company that can provide maintenance and technical support for this proprietary software. DecisionSim is currently the only SaaS which is 508 compliant and meets with the standards found in 36 CFR 1194, Information And Communication Technology Standards And Guidelines. In addition, DecisionSim is the only SaaS which has the ability to integrate with Talent Management System (TMS). Any other brand name software would not be able to operate with TMS due to the proprietary constraints that TMS is written in. Without the integration to TMS, learners, such as physicians, clinicians, and practitioners, would not get mandatory CEU credits and/or meet accreditation requirements. Furthermore, the DecisionSIM brand name software application is the only software that meets all of the VA's functional requirements to serve as an authoring tool for creating and administrating virtual patient simulation cases and provides the capability of a web-based delivery interface so users can play the virtual patient simulations. Some of the key functional requirements that VA requires, in which only DecisionSIM brand name software can satisfy, are as follows:

- 1) Provide a web-based interface for authors to create virtual patient simulations, which runs on both Mac and Windows workstations;
- 2) Provide a separate administrator web-based interface for authorized administrators;
- 3) Provide data entry screens that are fully featured and allow the import of features compliant with the MedBiquitous Virtual Patient XML data standards;
- 4) Provide a library of standard templates that captures VA's requirements which can be used as a starting point for creating new Virtual Patient cases;
- 5) Provide the ability to designate any virtual patient simulation as a template so it can be used as a starting point for creating new virtual patients;
- 6) Provide the ability for authors to clone templates for their own use;
- 7) Provide the ability to design both simple linear and complex branched-narrative virtual simulations based on multiple choice questions;
- 8) Provide versioning functionality which allows a virtual patient simulation to be rolled-back to previous published versions;
- 9) Provide the ability to easily display simulations in outline format by representing screens and decisions with a map of notes and branches flow charts;
- 10) Provide the ability to import and edit existing virtual patient simulations created on other virtual patient authoring systems which are compliant with MedBiquitous virtual patient XML data standards;
- 11) Provide the ability to export virtual patient simulations in format compliant with

- MedBiquitous virtual patient XML data standards for sharing with others;
- 12) Provide the ability to export virtual patient simulations as SCORM (Shareable Content Object Reference Model) compliant learning objects;
 - 13) Provide a web-based and mobile learner interface (player) for running virtual patient simulations;
 - 14) Provide scalability and load balancing of the player application to allow multiple VA facilities and locations to be supported and administrated from the system;
 - 15) Provide tools to assist learners utilizing the training materials such as video playback; and
 - 16) Provide learner feedback based on decisions, score, money, time spent, and quality of patient care.
 - 17) Provide the ability for the software to be compliant with the ADA Section 508 guidelines;
 - 18) Provide the ability for vendor technical support of the software due to either software updates or as needed by the government

The functional requirements listed above are essential to VA and only DecisionSim can meet all requirements. DecisionSim provides a web-based interface for authors to create virtual patient simulations, which runs on both Mac and Windows workstations. As a result, doctors and clinicians can author cases from any computer, laptop, or tablet at any time. This means that regardless of their work schedules or the information technology (IT) equipment they are provided by the VA, they are able to author cases. It also means that several doctors or clinicians from geographically dispersed locations can collaborate in an asynchronous manner on a case without the risk of incompatible content or overwriting one another's work. Additionally, the software gives the ability to design both simple linear and complex branched-narrative virtual simulations based on multiple choice questions. As doctors and healthcare practitioners interact with Veterans, they encounter a wide variety of situations and issues. It is critical that the software is capable of meeting the wide variety of possible scenarios that need to be taught. Lastly, the DecisionSim software provides learner feedback based on decisions, score, money, time spent, and quality of patient care. The interactions and decisions of VA physicians and healthcare practitioners result in feedback—visual, mechanical, computerized, social, etc. With feedback, subsequent Veteran healthcare actions or decisions will be made. In order to be realistic, VA healthcare scenarios based on authentic situations require feedback as well. In healthcare, this entails time, money, patient perceptions, clinical rigor, and positive outcomes. Software that immerses the learner needs this kind of feedback in order to be authentic. This contributes to the applicability of knowledge the learners develop.

Failure to renew the aforementioned software licensing and the aforementioned support services would result in an unacceptable break in service to the SIMLearn Program by causing a lapse in using content created by the software. DecisionSIM is a proprietary Commercial-Off-the-Shelf software product and VICTOR42 has exclusive rights to provide technical support and software maintenance for DecisionSIM. No other vendor has access to the proprietary source code to perform these services. Additionally, acquiring any other type of software other than DecisionSIM would result in delays of at

least two years and a substantial duplication of cost that would not be recovered through competition since the web-based platform for EES currently operating under the DecisionSIM software would have to be completely recreated. The delays would stem from vetting software with OI&T and the Section 508 office before any learning content re-purposing and re-creation efforts can begin on over 40 learning modules. All content, training, and accreditation in place currently will have to be eliminated (unavailable to physicians, clinicians, and practitioners), then re-created in another form of web-based training. In addition, other forms of web-based training will need to be vetted by OI&T, safely integrated with the TMS, and subject to lengthy Section 508 testing and approval protocols. This integration and testing is a lengthy process and can take between 1-9 months. TMS administration will need to coordinate efforts with the vendor to ensure vendor software code is stable and can communicate with TMS databases. OI&T will need to review the software for stability, security, and the management of PII. Section 508 review requires vendor software to be reprogrammed to meet Section 508 guidelines.

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 were able to meet the Government's requirements. There is no competition anticipated for this acquisition. This proposed contract action is exempt from synopsis in accordance with FAR 5.202(a) (11). In accordance with FAR 8.405-6(b)(3), this justification will be posted with the solicitation. Any responses received will be considered and evaluated as appropriate. Finally, in accordance with FAR 5.303(a)(2)(i), the award notice for this action will be posted on the Federal Business Opportunities (FBO) website along with a copy of this justification 14 days after 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 such as the capability of another SaaS product meeting the functional requirements of VA.

8. Market Research: The Government's technical experts conducted market research January through June 2017. Market research was conducted by posting a Sources Sought Notice/Request for Information (RFI) on April 7, 2017 to the Federal Business Opportunities (FBO) web page to ensure all interested vendors could respond. The posting yielded five responses on FBO: Auto Graphics, Inc., CSF Technologies Inc., Lynch Consultants, LLC, Quick Response Systems, Inc. and VICTOR42. Auto Graphics, Inc., Lynch Consultants, LLC, and Quick Response Systems, Inc. simply submitted marketing information which is not applicable to the RFI. CSF Technologies Inc.'s information was more detailed as it included a capabilities page, a brochure, and an OEM offering document. On May 11, 2017, the CO followed up with Auto Graphics, Inc., CSF Technologies Inc., Lynch Consultants, LLC and Quick Response Systems, Inc. No additional correspondence was received from Auto Graphics, Inc., Lynch Consultants, LLC or Quick Response Systems, Inc. However, after reviewing the CO's follow-up inquiry, CSF Technologies responded that the information submitted was an

introduction to their company's capabilities and not a response to the RFI opportunity. CSF Technologies agreed that their company cannot meet VA's need. The Government reviewed VICTOR42's capability statement and deemed the company capable of meeting the requirements to include the VA functional requirements, 508 compliance and integration to TMS. Additionally, the Government's technical experts reviewed the following alternative software approaches – Open Labyrinth, i-Human, Web-SP, and TUSK. However, the analysis was inconclusive in determining if each of the companies are capable of meeting all 18 VA functional requirements due to the nature of the requirement. On June 8, 2017, the Contracting Officer (CO) contacted the abovementioned vendors to get additional information on their respective product. The CO indicated to the vendors that VA is currently using DecisionSim but considering alternate solutions and requested each vendor submit a capability statement. Requested responses were due June 14, 2017 and no responses were received. Based on review of these companies capability statements, the Government's technical experts determined that VICTOR42 is the only vendor capable of meeting the Government's requirements.

Furthermore, the Technology Acquisition Center (TAC) sent additional market research questions to Kynectiv, Inc., the Original Equipment Manufacturer (OEM), of the brand name DecisionSim software. It was confirmed that VICTOR42 is the only responsible source as it is the sole company that is authorized to resell and provide support for DecisionSim brand name software.

9. Other Facts: None.