



## DEPARTMENT OF VETERANS AFFAIRS

Strategic Acquisition Center  
10300 Spotsylvania Ave  
Fredericksburg, VA 22408

### JUSTIFICATION AND APPROVAL FOR A LIMITED SOURCE AWARD UNDER A FEDERAL SUPPLY SCHEDULE

1. Contracting Activity: Department of Veterans Affairs (VA)  
Office of Acquisition Operations  
Strategic Acquisition Center  
10300 Spotsylvania Ave, Suite 400  
Fredericksburg, VA 22408
2. Description of Action: This request is for a Federal Supply Schedule (FSS) Limited Source Justification. This justification will formally document and demonstrate the technical services performed are within-scope, as determined by the Contracting Officer, under Iron Bow Technologies (Iron Bow) single-award Blanket Purchase Agreement (BPA) VA119-15-A-0131. This instant procurement was competitively awarded on September 29, 2015, to Iron Bow, a small business, using Federal Acquisition Regulation (FAR) Part 8.4, Federal Supply Schedules procedures. This justification provides the rationale that Iron Bow is Telehealth's single integrator for digital technologies and it will validate their unique and novel capabilities to perform in-scope technical support services under said BPA. There have been 285 BPA Calls awarded to date valued at \$87,389,787.00. The BPA ceiling is \$309,231,297.26. There are three years remaining on the BPA.
3. Description of Supplies or Services: The scope of the services to be provided are modified to include helpdesk support (Tiers 1-3), equipment provisioning and technical support services which includes integration of Telehealth's digital technology inclusive of development and release requirements for the Office of Connected Care (OCC). The modified and in-scope services include:
  - a. Tier 1 support services include help desk support, equipment integration, hardware and software maintenance, inventory management, training and equipment provisioning. Software maintenance support ensures digital technology software continues to satisfy user requirements through the following activities: correct faults; improve the design; implement enhancements, interface with other software, adapt programs so that different hardware, software, system features, and telecommunications facilities can be used; migrate legacy software; and retire software.
  - b. Tier 2 support includes providing support assistance to the Office of Information and Technology (OI&T) and Biomedical Equipment (BME) Teams to resolve escalated Tier 1 issues, problems and risks.
  - c. Tier 3 support resolves escalated Tier 2 issues, problems and risks, equipment provisioning including equipment replacement, digital technology development and enhancements, releases and staff training.

OCC digital technologies are used to enhance patient access to care by enabling direct patient care to occur at a distance, where patients and providers are connected virtually rather than in a physical setting.

In support of OCC's maintenance and development of digital technologies, the following tasks have been performed under this BPA:

- a. **VA Video Connect (VVC) Application:** VVC is critical digital technology for improving Veterans access to care by allowing VA providers to conduct video visits with VA patients. VVC is an existing VA production application that uses the Pexip commercial-off-the-shelf (COTS) software as the underlying technology which has been enhanced and integrated with VA systems.
- b. **Telehealth Management Platform (TMP):** TMP is the scheduling application that is used VA to schedule video appointments. TMP uses the Microsoft Dynamics COTS software as the underlying technology which has been enhanced and integrated with VA systems.
- c. **Remote Care Mobile Applications:** Software maintenance has been used to enhance and integrate VA production mobile applications and COTS mobile applications that enable care to be rendered at a distance by VA.
- d. **Technology Transition, Training, and Outreach:** This effort includes training clinical staff so they can competently use OCC digital technologies.
- e. **Clinical Engineering Design:** This effort involves supporting the visual and technical design of OCC digital technologies.

The tasks are being provided by the National Telehealth Technology Help Desk, (NTTHD):

- a. **Modernization:** Track and implement hardware and peripheral upgrades/retrofits through coordination and execution, software upgrades to include enhancement development covered under service and maintenance task orders;
- b. **Endpoint Refresh:** Verification of deployed and installed refresh equipment replacing end of life equipment, verifying device status is operational and facilitates corrections as necessary;
- c. **Transportable Exam Station (TES) Activation:** Track, facilitate and confirm deployment, activation of software applications, and functionality of TES units, resolve technical issues with applications and connectivity;
- d. **Equipment Not Connected:** Track/cleanup VISN CEVN devices offline or displaying TMS related errors/vulnerabilities, communicate and coordinate with Telehealth Clinical Technician's (TCT's) to resolve network and communication errors and/or purging devices as necessary;

- e. **Transfer Equipment** (monitor, track, collaborate with effected locations, and log internal VA movement of unused Telehealth equipment from existing locations to new locations based on need for technology, manage inventory distribution and logistics on the NTTD Technology Management Portal);
- f. **Dual Registration:** Track cleanup of VA Clinical devices registered in the Telepresence Management System (TMS) ensuring all medically funded CEVN Coders/Decoders (Codecs) are registered correctly in CEVN folders, verifying status and correct registration, identify devices with dual registrations (CEVN and Admin) and determine correct registration, purge as required;
- g. **Clinical Codec Device Management:** Tracks upgrades, replacements, and device configuration for all CEVN registered Codecs including but not limited to: updating configurations, TMS errors, alias management, software upgrades, and proper CEVN registrations;
- h. **OCC Digital Technology:** Perform error tracking through definition of solution, findings communicated to Telehealth programmers for resolution, resulting solutions verified through testing, participation in strategy sessions with TMP developers and Telehealth management;
- i. **TMP New User Account Creation:** Maintain and review TMP requests utilizing SharePoint, utilize TMP for new accounts including all details, roles, facility, etc.;
- j. **NTTTHD SharePoint Site Management:** Upload, edit and maintain Telehealth and mobile application informational/training documents/reports allowing VA Staff a single location and accessibility to documents, reports, and known issues information;
- k. **CVT Patient Tablet Home Telehealth** (currently being replaced/upgraded to VA Video Connect (VVC)): Support includes troubleshooting connection issues for both provider and patient users, includes training and configuration guidance, software testing, upgrades and reporting results to VA;
- l. **Equipment Tracking Report:** Track all Telehealth CVT equipment purchased using the BPA as part of equipment refresh, expansion, and/or implementation projects through inventory reports maintained on SharePoint;
- m. **Master Inventory Report:** Generate and distribute Master Inventory tracking of all BPA approved vendor equipment delivered to the VA (monthly), used for equipment purchases, transfers, maintenance requirements, and nationwide maintenance agreements; and
- n. **Support of Mobile Devices;** Provide, provision, deploy and support mobile devices and applications for both VA staff and Veterans.

4. Statutory Authority: This acquisition is conducted under the authority of the General Services Administration's (GSA) Multiple-Award Schedule Program. The specific statutory

authority providing for a logical follow on is FAR 8-405-6(a)(1)(i)(C). In the interest of economy and efficiency, the new work is a logical follow-on for services similar to an originally competed Federal Supply Schedule BPA. The effort was previously competed and awarded on 29 September 2015.

5. Rationale Supporting Use of Authority Cited Above: The OCC Telehealth digital technology network is an enterprise-wide, complex, and diverse system for the distribution of health care and related services. Notably, it requires multiple clinical disciplines and procedures as well as hundreds of equipment items and components that must be integrated through interfaces and enhancements to OCC digital technologies. Technology items include, but not limited to over 2,000 telehealth carts, over 4,000 mobile devices for patients and associated medical applications, 20,000 medical peripheral devices, a Cisco infrastructure, a telehealth scheduling system, and a telehealth helpdesk. The OCC requires all digital services, applications, platforms, and equipment to integrate effectively so that all components work together seamlessly to ensure VA's Telehealth system provides safe, effective, and quality medical and critical care to our nation's Veterans.

Iron Bow's original BPA VA-243-BP-0135 was competitively awarded September 30, 2010, and ended September 30, 2013. A bridge BPA, VA119-14-A-0018, was awarded June 20, 2014, and ended December 19, 2015. This current BPA provides products and technical support services from a single prime vendor, which enables OCC Telehealth to:

- a. Provide the telehealth technology framework necessary to support the mission of improving Veterans access to care through digital technologies;
- b. Set-up and operate telehealth related technologies, e.g., help desk, video endpoints, video software, mobile devices and applications, scheduling software and telehealth carts;
- c. Provide architecture, design, development, operation, and maintenance support for technical OCC digital telehealth solutions that provide Veterans access to VA health services, applications, and infrastructure; and
- d. Ensure that the existing telehealth infrastructure is utilized effectively without duplication or the inefficiencies that multiple vendors introduce into the system.

There are new BPA Call orders that have been determined as logical follow-on requirements to the work performed in Fiscal Year (FY) 2016. The follow-on work is planned for similar services to support the continued development and maintenance of OCC's Telehealth Program. An award to any other source would be inefficient as it would result in substantial duplication of effort and costs that cannot be recovered through competition. This includes unacceptable delays in fulfilling OCC's Telehealth requirements, significant ramp-up and training costs for new sources, and new costs inherent to OI&T processes in the support of OCC's digital technologies. These risks could cause disruption in services, which would negatively impact the Veteran's access to required virtual medical care.

Iron Bow has extensive knowledge, expertise, experience, and has functioned as OCC's single integrator for approximately seven (7) years supporting VHA's highly specialized telehealth network. As such, Iron Bow has a comprehensive understanding of all relevant components that must integrate seamlessly to continuously optimize the telehealth network. Securing new and unknown sources would delay the follow-on work by six (6) to nine (9) months, causing a significant interruption to direct patient care, which would add an unacceptable degree of risk to the VA Telehealth Program. Additional impacts to the Government include the following:

- a. Through the Iron Bow BPA, the Government saved approximately \$1.37M on an unlimited use software license for the Pexip Video Care solution that was negotiated by VA for the life of the BPA. Pexip will not offer or guarantee this negotiated price to the Government outside of the Iron Bow BPA;
- b. The Government will experience a significant increase in costs associated with delays in the delivery of telehealth products, services, and a disruption of VA's ability to deliver virtual patient care. A new competition would significantly impact the program's ability to support the Veteran in as much as 18 month delay in products and services. Delays and or disruptions to the Telehealth Program will require Veterans to physically travel long distances to VA locations or receive care in the community, resulting in increased costs to the Government for reimbursements both in Veterans' travel fees and private care providers and their facilities;
- c. Disruption in the Telehealth network will harm Veterans' access to health care especially in those rural areas where community VA health clinics are not easily available; and
- d. Another financial impact to the Government involves the increased costs associated with having multiple firms performing work without direction from a "prime" integrator who can ensure that all software and hardware are engineered to work together in order to avoid costs associated with redundant work and rework. Iron Bow is OCC's current technical resource for managing, maintaining, and supporting OCC's telehealth network, which includes integrating new or enhanced digital technologies.

6. Efforts to Obtain Competition: Given the significant and critical integration of the tasks described herein and those tasks being so integrally related, a single integrator, Iron Bow, is the only responsible source with the highly specialized experience needed to fulfill OCC's digital technologies technical services and create a seamless operation of OCC's Telehealth Program. Additionally, in accordance with FAR 5.301 and 8.405-6(a) (2), this action will be synopsisized at award on the Federal Business Opportunities Page (FBO) and the justification will be made publicly available.

7. Actions to Increase Competition: No barriers to future competition are anticipated. All future, follow-on requirements to the BPA will be managed and administered in accordance with FAR/VA Acquisition Regulation (VAAR) and other applicable acquisition strategy policies and procedures related to requirements. After the BPA performance period, any follow-on effort to

support the Telehealth Program equipment and associated services is anticipated to be fulfilled through competitive acquisitions.

8. Market Research: Market Research was conducted IAW FAR Part 10, which describes the policies and procedures for conducting market research to arrive at the most suitable approach to acquiring, distributing, and supporting supplies and services. The Government must secure a source in the most efficient manner that minimizes risk to schedule, cost, and quality in the performance of the tasks to achieve optimum and critical telehealth services for our nation's Veterans.

Iron Bow is determined to be the only source capable of providing the supplies and services at the level of quality required. The scope of these technical support services requires Iron Bow to provide the services compliant to the goals and objectives set forth in BPA VA119-15-A-0131. These technical services in BPA Call Orders (approximately 20) are estimated at \$60 million. Iron Bow is a responsible company for performance of the services described herein, and the proposed efforts can be awarded at a fair and reasonable, firm-fixed-price, based on established labor rates.

Iron Bow has performed satisfactorily and in accordance with the terms and conditions of the BPA. Since execution of the BPA, Iron Bow successfully supported hundreds of BPA Calls supporting an ideal, uninterrupted, and high quality VHA Telehealth Program. Iron Bow's initial and accepted proposal included labor rates which were determined to be fair and reasonable, and incorporated into the BPA. The Telehealth Program will experience significant and detrimental impacts as a direct result of multiple integrators; hence severely impacting direct patient care or subject Veterans to long wait times all of which conflicts with Veterans Access, Choice and Accountability Act of 2014 (Choice Act). It is not anticipated that re-procurement for these technical services will result in cost savings. The schedule impact of re-procurement will impede the telehealth care system as well as the department will incur tremendous additional costs that cannot be recouped by issue of award to a new vendor.

9. Other Facts: There are no other supporting facts.

\*\*APPROVED 18 AUG 2017\*\*