[redacted]

LIMITED-SOURCES JUSTIFICATION

1. Contracting Activity: Department of Veterans Affairs (VA)
Office of Procurement, Acquisition, and Logistics (OPAL)
Technology Acquisition Center (TAC)
23 Christopher Way
Eatontown, NJ 07724

2. Description of Action: The proposed firm-fixed price (FFP) sole source action is for the procurement, installation, and deployment of 40 VKiosk model commercial grade, self-service kiosks manufactured by Vecna Technologies, Inc. These models are interoperable and compatible with VetLink proprietary software, as the VA infrastructure will remain operating with the existing VetLink software. The proposed effort will be awarded under the General Services Administration (GSA) Federal Supply Schedule contract GS-35F-0363L to Vecna Technologies, Incorporated (henceforth referred to as Vecna) 6404 Ivy Lane, Suite 500, Greenbelt, MD. 20770

3. Description of Supplies or Services: The proposed action is to provide commercial grade, VKiosk self-service kiosks (herein referred to as kiosks) which shall be installed and deployed at the following three (3) locations- Veterans Health Care System of the Ozarks - Joplin Community Based Outpatient Clinic (CBOC) 3015 S. Connecticut Ave Joplin, Missouri (MO) 64801; Veterans Health Care System of the Ozarks - Springfield CBOC 1850 West Republic Street Springfield, MO 65897; and VA St. Louis Health Care System Jefferson Barracks VA Medical Center 1 Jefferson Barracks Drive St. Louis, MO 63106. The kiosks shall include appropriate peripheral devices and accessories as well as a standard 12-month commercial warranty. The 40 kiosks shall be comprised of 29 self-service freestanding kiosks and 11 self-service tabletop (also known as desktop) kiosks to include mounting hardware, anchorage, and all accessories. The kiosks shall be delivered, installed, tested/activated and be covered by a 12-month standard commercial warranty. The kiosk hardware shall be compatible with VetLink proprietary software, as VA infrastructure utilizes VetLink software. The scope of this effort does not include replacement of the current software in use. This procurement is for self-service kiosk hardware and warranty only.

The period of performance shall be 12 months. Delivery, installation and deployment is anticipated to begin four to eight weeks following award while the 12-month commercial warranty shall begin on the actual date of successful and confirmed delivery and installation of hardware at the three designated VA locations. [redacted]

4. Statutory 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 is Vecna Technologies, Incorporated, 6404 Ivy Lane, Suite 500, Greenbelt, MD. 20770. Vecna is the only manufacturer of VKiosks that are designed and certified to be compatible with the VetLink proprietary software. Vecna owns the proprietary source code for the software which powers the kiosk hardware.

The original Veterans Health Administration (VHA) Blanket Purchase Agreement (BPA) VA741-BP-0019 expired on December 22, 2015, which allowed for purchase of kiosk hardware for national deployment. Upon expiration of the BPA, the Government contracted for Operations and Maintenance (O&M) of the initially deployed kiosks including hardware and software which included the purchase of extended warranties. However, the current O&M support does not include a requirement for additional kiosks.

Since February 2018, the Veterans Point of Service (VPS) Program has been aggressively working on an acquisition requirement for a complete Hardware Refresh of the existing kiosks as well as with the understanding that the VetLink software will not be replaced. During the requirement refinement stage of the Hardware Refresh acquisition, VPS experienced unforeseen delays in the Federal Information Technology Acquisition Reform Act (FITARA) review and approval process. As part of this process, the Management Quality and Control and Technical reviews were completed during the months of April and May 2018 with concurrence received. In mid-June following the technical reviews, the Office of Strategic Sourcing asked for a comparative risk assessment of the VPS program. In early July 2018, during the ongoing FITARA review, a recommendation was received for migrating to a managed service. As a result of the recommendation, the Hardware Refresh acquisition was paused. The VPS program continues to work with leadership within the FITARA process to affirm its kiosk strategy. Additionally, although contemplated in the prior acquisition strategy, further delays have occurred while VHA continues to work on a strategy that also considers future system acquisitions and Cerner Electronic Health Records management integration.

In the meantime, the VPS program recently experienced a decline in its current kiosk hardware spare inventory. The current inventory is down to only three (3) spare kiosks, however, VPS needs to install 40 kiosks for new CBOCs that are opening within VHA as identified above. With these sites opening within the next several months, the current inventory has been depleted and therefore replenishment is critical.

All three new sites have planned for kiosk devices to be fully integrated into their service and facility specific workflows to better serve our Veterans. Failure of installation and deployment of devices will result in disruption of:

- Veteran ability to conduct independent check–in, request services and update information
- Staff capability to manage patient check-in, coordinate care across teams, and analyze data to inform clinic facility management

[redacted]

The projected opening dates for the new locations are listed below-

Springfield CBOC- official grand opening of CBOC fully staffed and with all services projected for Jan or Feb 2019. This will be the largest of the two CBOC's for Fayetteville VAMC that will provide care for 17,000 Veterans.

Joplin CBOC - projected opening Jan 2019

VA St. Louis Health Care System Jefferson Barracks VA Medical Center- targeted opening Apr 2019

For VA Medical Centers, kiosks lessen a Veteran's wait time for updating vital information, filling out clinical questionnaires, reviewing their medications and allergies, and provides valuable information to their care providers, to name a few. Kiosks provide more time to spend with Veterans that may need more assistance, less returned mail and lost prescriptions, more information about a Veteran's condition available for the care provider for their appointments, and more time for staff to perform their other administrative duties. These new sites have fully planned for the kiosks and the integration of the current kiosk model into facility workflow. If kiosks are not installed at the new facilities, it will result in disruption of a Veteran's ability to conduct independent check–in, request services and update information. Additionally, the lack of kiosks in facilities will result in disruption of the medical staff's assistance to Veterans, coordination care across teams, and analysis of data, which informs clinic facility management on Veteran's visits to its facility.

The required new kiosks must be interoperable with the VetLink proprietary software in order to provide the access to data and services described in a timely manner which in turn will avoid delays in providing the current functionality described above. No other source would have an understanding of the software configuration specification, which is necessary to re-configure the VetLink interface required to work with the kiosk hardware. Re-configuration of peripheral equipment such as Magstrip/barcode reader, thermal receipt printer, and insurance card scanner could also not be performed without this knowledge. Any reengineering and changes that would be required would take a minimum of 30 business days. Any changes would require coding, testing and acceptance of the changes, which if not successfully performed, could result in the kiosks becoming inoperable as the VetLink software might crash due to unexpected errors occurring. Until all changes are successful, the coding, testing, and acceptance processes would need to be repeated. Any long-term delays, without the ability to put contingencies in place, are unacceptable as Veterans visiting the new clinics will not have access to the software functionality currently being provided to Veterans at the other clinics. The current VetLink infrastructure is configured to Vecna's proprietary software code and no other source would be capable of providing kiosk hardware without significant delays. The new clinics identified above are in operation and with no current kiosk inventory, the VPS program cannot provide kiosk functionality to the Veterans now visiting those locations. Therefore, only Vecna can provide kiosk hardware that is configured, therefore compatible, for installation to the required locations within the time frame

required. Only Vecna kiosk hardware eliminates the need to reconfigure the VetLink interface.

Furthermore, no other source would have access to the proprietary VetLink solution including device driver software for the required peripherals such as a thermal receipt printer, barcode identification (ID) card scanner/imager. These kiosk hardware peripheral devices also require interoperability and integration with the VetLink software that is currently owned by Vecna. The barcode scanner and card swipe work directly with the software to provide the capability of scanning a Veterans health ID card and allowing the system to identify the Veteran. The thermal receipt printer is integrated with the software and provides a business process for most sites, allowing the Veteran to get a hard copy notification for successful check-ins, a bene-travel request, 30-day future appointments, or directions to appointment location. Any other source would require a timeframe of approximately 30 business days if a re-engineering effort was undertaken. In addition, any other source would require a timeframe of approximately10-20 business days to gain familiarity with the VA VPS procedures and methodologies for deployment and installation; inventory and asset management; and operations and maintenance of the current hardware and software procedures and methodologies. The VPS has current needs for kiosk hardware to be delivered and installed in three (3) sites. If these sites do not have kiosks available to Veterans during their visit at these sites, the VPS program will be failing in its ability to provide Veterans improved access to care as directed by VA initiatives.

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 can meet the Government's requirements. 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: As discussed above, the VPS Program continues to work with the Office of Strategic Sourcing and VHA leadership to better refine requirements for a competitive buy for the future Hardware Refresh acquisition. It is anticipated that such a strategy will include the purchase of a small supply of excess kiosks (e.g. inventory) to supply the field as new needs are identified and to better meet the Veteran demand for our system. In fact, in the last seven years, the VPS Program Office has seen an increase in the number of kiosks needed as well as removal and re-distribution activities.

8. Market Research: Market research was conducted by posting a Request for Information (RFI) on the Federal Business Opportunities (FBO) page and GSA on December 4, 2018. The purpose of the RFI was to ascertain if there were sources available that could provide kiosk hardware that is interoperate with the Vetlink proprietary software. The following five (5) responses were received: Olea Kiosk Inc., Blue Chip Systems, MinuteMan, Vecna Technologies and Turnkey Kiosks. The Government's technical experts assessed all responses and all but two companies, Vecna Technologies and MinuteMan, presented hardware incompatible with the VetLink proprietary software. However, the MinuteMan response was only capable due to its