

Sole Source Justification (SSJ)
RFO FAR 8.401 & GSAM/R 538.7104-3(b)(1)(ii)

1. Acquisition Title: IHS-JVN Teleophthalmology Program Support Contract
Division: Indian Health Service (IHS) Office of Clinical and Preventive Services (OCPS)
Contracting Activity: IHS Headquarters Division of Acquisition Policy (DAP)
Authors: [REDACTED]

2. Nature and/or Description of the Action being Approved:

The IHS Office of Clinical and Preventive Services (OCPS) requests a Task Order (TO) with the contractor listed in the table below. This acquisition is conducted under the Federal Supply Schedule (FSS) Program using the ordering procedures established by GSA found in the General Services Acquisition Manual/Regulation (GSAM/R) at subpart 538.71.

The period of performance for the follow-on effort will be from August 28, 2026 through August 27, 2031. This includes a 12-month base period and four 12-month option periods. The order will also include an option to extend services for an additional six months. The Government projects award for August 2026, using fiscal year 2026 funds.

Contractor: Estenda Solutions, Inc. (Small Business), [REDACTED]				
Schedule Contract Number: 47QTCA22D007A				
Performance Period	Dates/Duration	Unit Price/CLIN	Multiplier	Total
Base Period	12 months	[REDACTED]	1	[REDACTED]
Option Period 1	12 months	[REDACTED]	1	[REDACTED]
Option Period 2	12 months	[REDACTED]	1	[REDACTED]
Option Period 3	12 months	[REDACTED]	1	[REDACTED]
Option Period 4	12 months	[REDACTED]	1	[REDACTED]
52.217-8 Option*	6 months	[REDACTED]	1	[REDACTED]
Estimated Total Dollar Value:				[REDACTED]

3. Description of Supplies and/or Services:

The general purpose of this contract is to maintain ongoing development, operation, and support of IHS-Joslin Vision Network (JVN) Teleophthalmology activities in Urban Indian Health Care clinics, Tribal Health Clinics, and IHS hospitals and clinics. This acquisition requires delivery of services and supplies, with the service component making up the majority of the requirement.

The services component includes operations support, logistical support, repairs, new site deployment, existing site support, software development, software maintenance and enhancement, and camera deployment and management. The ancillary supply component of the contract will include teleophthalmology stationary and mobile cameras, accompanying workstations, and readers.

The IHS Teleophthalmology Program uses the JVN system, which is a specialized teleophthalmology modality for the remote diagnosis and management of diabetic retinopathy (DR). The JVN technology

[REDACTED]
[REDACTED] Evaluation of these images by IHS readers requires use of specialized reading and reporting software.

Deployment and use of the JVN system allows participating facilities to image the retina of patients with diabetes for the purpose of remote diagnosis and recommendations for referral and management of DR. This allows timely diagnosis and treatment, thereby reducing avoidable vision loss among American Indian/Alaska Native (AI/AN) populations. This is a critically important program from both clinical and regulatory vantage points. AI/AN patients with diabetic retinopathy are at risk for progressing to blindness if not identified and treated.

[REDACTED]

[REDACTED]

[REDACTED]

4. Authority Cited and Rationale:

Authority of the FSS Program, Title III of the Federal Property and Administrative Services Act of 1949 (41 U.S.C. 251, et seq.); Title 40 U.S.C. 501, Services for Executive Agencies, as implemented at RFO - FAR 8.401 and GSAM/R 538.7104-3(b)(1).

GSAM/R 538.7104-3(b)(1)(ii)- Only one source is capable of providing the products, services, or solution at the level of quality required because the products, services, or solutions are unique or highly specialized.

GSAM/R 538.7104-3(b)(1)(ii) permits the placement of an FSS order on a sole source basis when only one source is capable of providing the products and services at the level of quality required because they are highly specialized. In this case, the only one responsible source, Estenda Solutions, Inc., a small business, can satisfy the Government's requirements for this order due to the highly specialized nature of the requirement and the contractor's unique qualifications. An award to another vendor would result in substantial duplication of cost to the Government that is not expected to be recovered through competition and would also result in unacceptable delays in fulfilling the Government's requirement. The succeeding paragraphs provide a brief background about the requirement and explain in detail why Estenda is uniquely positioned to provide the services and products at the level of quality required and how the requirement is highly specialized.

Background

This requirement provides advanced information technology services, camera deployment and lifecycle management, and development, operation, maintenance, and sustainment of the IHS-Joslin Vision Network (JVN) teleophthalmology system. These services directly support the IHS mission to provide diabetic

retinopathy screening and diagnosis to more than 30,000 American Indian and Alaska Native (AI/AN) patients annually across 123 clinical sites in 25 states.

The Joslin Diabetes Center (JDC) originally developed the JVN concept and system. In Fiscal Year 1999, Congressional legislative language directed IHS to collaborate with JDC to implement remote diabetic retinopathy screening in Native American communities. IHS subsequently partnered with JDC to expand and operationalize the JVN concept for nationwide use throughout the IHS healthcare system. Initial deployments began in 2000, and the program has expanded continuously to improve screening rates and increase access to specialty eye care for rural and underserved populations.

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

Required Level of Quality

The Government requires uninterrupted operation of a nationwide clinical teleophthalmology program that supports mission-critical public health services to AI/AN communities. The required level of quality includes maintaining validated clinical workflows, preserving diagnostic accuracy, ensuring data integrity,

sustaining secure integration with IHS enterprise systems, maintaining cybersecurity compliance, and providing continuous operational support without interruption to patient care.

Additionally, the existing teleophthalmology platform has been validated to operate at the American Telemedicine Association (ATA) Category 3 level, providing remote diagnostic performance equivalent to in-person retinal examinations. Maintaining this validated level of clinical performance is essential to ensuring reliable patient diagnoses and continuity of care throughout the IHS healthcare system.

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

Why Other MAS Contractors Cannot Fulfill the Government's Requirements

Market research indicates that other FSS contractors may possess general software development, systems integration, or health information technology capabilities. However, no other known FSS contractor possesses the combination of contractor-developed software, proprietary integration architecture, validated operational processes, system-specific technical knowledge, and production experience required to immediately sustain and enhance the existing IHS-JVN teleophthalmology platform.

[REDACTED]

These efforts would result in unacceptable schedule delays, substantial duplication of costs that would not be recovered through competition, and unacceptable disruption to the Government's mission of providing diabetic retinopathy screening services to AI/AN patients nationwide. Accordingly, only Estenda Solutions, Inc. is

capable of providing the required products, services, and solutions at the level of quality required by the Government.

5. Market Research:

Market research conducted by the Program Manager determined that there are no existing agency IDIQ contracts that could meet the need for this requirement. Mandatory sources of services and supplies were also reviewed. Due to the specialized nature of the IHS-JVN Teleophthalmology Program requirements, no mandatory source – including AbilityOne or Federal Prison Industries/UNICOR - was identified that can meet the Government's needs.

The Program Manager conducted a review of AI/AN-owned firms and none were identified that could provide the full scope of required services. A review of vendors with existing FSS contracts determined that no vendors (using search terms of teleretinal and retinal) had the capability to meet the requirement besides Estenda. Estenda maintains a GSA Multiple Award Schedule (MAS) contract, Contract No. 47QTCA22D007A, which includes SIN 54151HEAL (Health Information Technology Services) and Order-Level Materials (OLM) authority. Based on the market research detailed below, the Government determined that an order under this contract is suitable for this requirement, and the inclusion of OLMs in the order is appropriate, per GSAM/R 538.7104-2.

Published Notices:

A sources sought notice (IHS_SS_26_0406) was posted on April 6, 2026, with a deadline of April 20, 2026. The sources sought notice detailed the requirement's objectives, scope, and deliverables. The 21-page sources sought notice included a detailed Statement of Work. This was intended to provide interested parties with information regarding the full scope of the requirement. Answers to interested vendors' questions regarding the sources sought notice were also posted on Sam.gov on April 15, 2026. Seven (7) entities responded to the Sources Sought Notice. These entities, along with a summary of the program lead's evaluation of their capabilities, are outlined below. Of the seven vendors responding to the sources sought notice, only Estenda demonstrated the capability and experience required to support this requirement.

As a best practice, the Government posted a Notice of Intent to Sole Source on Sam.gov on June 11, 2026. This notice remained open until June 26, 2026. No responses were received. In accordance with GSAR 538.7104-3(b)(3), this Justification will be posted on Sam.gov within 14 days after order award.

[REDACTED]

8. Additional Information or Other Facts:

9. Technical or Requirements Program Management Certification: I certify that the supporting data under my cognizance which are included in the justification are accurate and complete to the best of my knowledge and belief.

**Director,
Teleophthalmology Program**

Signature & Date:

Right-Click "Signature Setup"

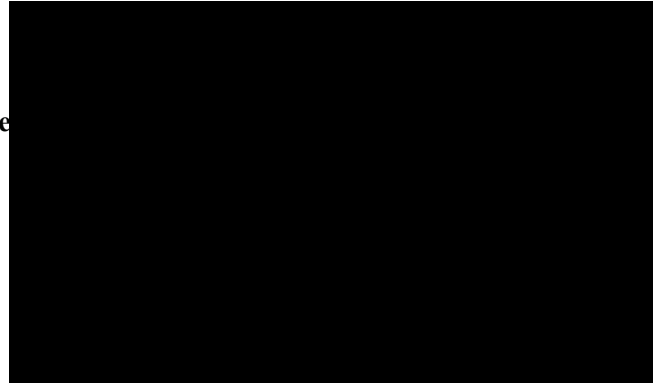
10. Best Value Determination: As the Contracting Officer, I hereby determine that the anticipated price to the Government for this contract action represents the best value for the Government. The anticipated sole source order is an estimated value of [REDACTED] for the IHS-JVN Teleophthalmology Program Support with a base and four one-year option periods. The required services are available through the contractor's FSS Multiple Award Schedule contract, under which labor rates have already been determined fair and reasonable by GSA. The Government will evaluate the contractor's proposed pricing, including labor rates, level of effort, and any proposed Order-Level Materials (OLMs), for fairness and reasonableness prior to award. [REDACTED]

[REDACTED] The Government will seek any additional discounts determined appropriate during negotiations and will ensure all proposed OLM pricing is evaluated in accordance with applicable MAS ordering procedures.

11. Contracting Officer (CO) Certification and Determination: I hereby certify that this justification is accurate and complete to the best of my knowledge and belief. And, based upon the foregoing, I also determine that using a sole-source order is in the best interest of IHS.


Contracting Officer

Signature & Date



ELEVATED REVIEWS & APPROVALS

12. IHS Advocate for Competition (AfC) Review and Approval: I reviewed this justification and find that it adequately supports a sole source acquisition.

[Redacted]

IHS Competition Advocate

Signature & Date:

[Redacted]