

Request for Application #2022-020

Development and Implementation of the Zanzibar Health Interoperability Layer

I. Summary of Deadlines

The expected schedule for this application is outlined in the following table. Note that PATH reserves the right to modify this schedule as needed. All parties will be notified simultaneously of any changes through a modification posted on [Digital Square's website](#).

Release of request for application (RFA)	April 20, 2022, at 4 p.m. Eastern Africa Time (EAT)
Submission of fact-finding questions to Sadick Masomhe; smasomhe@path.org	April 25, 2022, at 4 p.m. EAT
All fact-finding questions and answers posted to https://digitalsquare.org/solicitations	April 28, 2022, at 4 p.m. EAT
Applications due	May 16, 2022, at 12 p.m. EAT
Applicants notified of decision	May 31, 2022, at 4 p.m. EAT

II. PATH Statement of Business

PATH is the leader in global health innovation. An international nonprofit organization, we save lives and improve health, especially among women and children. We accelerate innovation across five platforms—vaccines, drugs, diagnostics, devices, and system and service innovations—that harness our entrepreneurial insight, scientific and public health expertise, and passion for health equity. By mobilizing partners around the world, we take innovation to scale, working alongside countries primarily in Africa and Asia to tackle their greatest health needs. Together, we deliver measurable results that disrupt the cycle of poor health. Learn more at www.path.org.

III. Project Background

A. Project Background

Digital Square is a PATH-led initiative funded by the United States Agency for International Development (USAID), the Bill & Melinda Gates Foundation, and a consortium of other partners.

Since 2016, Digital Square at PATH has worked with ministries of health to align adaptable, interoperable digital technologies with local health needs. Digital Square does this by:

- Providing technical assistance to local stakeholders who are executing digital health initiatives.

- Strengthening national-level digital health expertise to enable sustainable implementation.
- Promoting the development, adoption, and reuse of mature digital public goods for health (global goods), and advancing their availability, adaptability, and scalability.
- Fostering alignment to improve how countries and the global health community design, use, and pay for digital health tools and approaches.
- Developing and curating resources to support the global digital health implementation ecosystem.

The Digital Square initiative grew out of lessons learned during the Ebola outbreak from 2014–2016 in West Africa, where the fragmented and uncoordinated use of digital tools complicated response efforts. The COVID-19 pandemic has heightened the need for digital tools to support the collection and use of health data, and it has underscored the importance of coordination in the digital health sector. Digital Square provides a mechanism to foster alignment and coordination among investors, implementers, and innovators to reinforce one another in hearing, understanding, and supporting country priorities.

Over the past five years, Digital Square has raised US\$75M from 15 investors to catalyze a range of digital health investments, including the development and maturation of digital health global goods that are readily adaptable at scale. These global goods are used in more than 130 countries and showcased in Digital Square's Global Goods Guidebook. Digital Square's investment in 38 global goods has led to increased maturity for 16 software systems.

The advancement of global goods is crucial for saving lives and improving health around the world because these free and open-source digital health tools can be used across different countries and health program verticals, cutting down on fragmentation and duplication to accelerate scale and health impact.

In 2020, Digital Square supported the Ministry of Health, Social Welfare, Elderly, Gender and Children (MOHSEGC) in collaboration with other implementing partners to develop the Zanzibar Digital Health Strategy of 2020–2025 and the subsequent Digital Health Investment Roadmap 2020/21–2024/25 to translate the strategic initiatives into investments with defined outputs, activities, and budget. The two documents provide a vision, strategic direction, and costed plan for promoting the use of digital health technologies for improved delivery of high-quality and equitable health services at all levels of the health system in Zanzibar.

The Digital Health Strategy and the Investment Roadmap outlined the need for developing and implementing an interoperable digital health framework that will lead to improved availability of high-quality data for evidence-based planning, service delivery, and decision making. Digital Square is collaborating with the Revolutionary Government of Zanzibar to achieve this vision set forth in the Digital Health Strategy, by emphasizing the importance of interoperability using the health interoperability layer to the overall digital landscape.

Through this RFA, Digital Square at PATH seeks partnership with a subrecipient that can support the design, development, and implementation of the Zanzibar Health Interoperability Layer (ZHIL).

B. Proposed Project Timeline

PATH anticipates that subawards will be four months from the effective date and end by September 2022. As part of the development and implementation of ZHIL's due diligence, we will conduct pre-award evaluations of all shortlisted candidates. We will use our recipient pre-award survey—informed by USAID's non-US organization pre-award survey and other industry-wide standards—customized for Digital Square. In addition to project-specific deliverables based on individual scopes of work, PATH will require applicants to provide, at minimum, quarterly narrative and financial reports to support their work.

IV. Scope of Work and Deliverables

A. Scope of Work

MOHSEGC, in collaboration with Digital Square at PATH, is seeking to engage a capable organization to support the design, development, and implementation of ZHIR. The envisioned work is categorized in the following work streams:

1. Vision and requirements.
 - a. Review and recommend the health interoperability layer architecture that fits the context of Zanzibar.
 - b. Develop software requirements for ZHIR.
2. Data integrations.
 - a. Develop the health interoperability layer and application programming interfaces (APIs).
 - b. Support the connection of existing priority systems to the health interoperability layer to support health sector priorities, e.g., HIV, malaria, reproductive and child health, and supply chain.
 - c. Develop strategy and plan for quality assurance and testing.
 - d. Develop framework to support repeatable testing of connections through the interoperability layer.
3. Capacity building.
 - a. Develop training plan and provide training to the software development team working in the health sector on all technical aspects of the health information mediator.
 - b. Provide regular mentorship and engagement of the software development team during development and configuration of integration use cases.
4. Technical and user documentation.
 - a. Develop architectural and technical design documentation.
 - b. Develop hardware, operational, and performance requirements.
 - c. Develop installation and configuration procedures documentation.
 - d. Develop training, support, and technical operations materials that will support implementation and user training, facilitate the ability of technical users and administrators to troubleshoot and operate the different health information mediator technologies, processes, and procedures as required. This includes administrator, technical user, and end-user guides.
 - e. Develop technical specifications and interface documentation to facilitate integration into an enterprise setting that manages sensitive data.

B. Deliverables

The following table provides the summary of the deliverables for the proposed scope of work.

#	Deliverable	Due Date
1.	Inception report detailing understanding of the scope, technical approach, project plan, team, and milestones.	July 1, 2022
2.	Software requirements specification document outlining the functional and non-functional requirements of the health interoperability layer. List of initial interoperability use cases to be implemented based on existing systems. Detailed requirements, data mapping, and standards for the identified interoperability use cases.	July 18, 2022

3.	Technical report of the review of software platforms and the selected solution to be used to implement ZHIL.	July 22, 2022
4.	Proof and link to ZHIL platform and setup.	July 29, 2022
	Framework to support repeatable testing for connections through the health interoperability layer.	August 12, 2022
	Test plan document detailing modality and test cases for use in conducting integration test.	August 12, 2022
5.	Monthly report on implemented test cases and performed integration tests which detail the test results, status, and action items for all the tested interoperability use cases.	July 29, 2022 August 31, 2022
6.	Approved training materials and training plan for building capacity of MOHSWEGC technical team.	August 12, 2022
7.	Report of the capacity building activities and training conducted to MOHSWEGC technical team.	August 15, 2022
8.	Documented technical reference manual detailing architectural, hardware, configuration, performance, and operational specifications of the health interoperability layer platform, APIs, and implemented use cases.	August 31, 2022

V. Application Requirements – Cost

PATH will evaluate the quoted prices and hourly rates. No analysis will be performed on quotes determined as non-responsive or if the technical quote is determined to be technically unacceptable. The price/business evaluation will be conducted in accordance with the quoted utility-based solution and proposed labor categories, their rates, and the Evaluation Matrix. PATH will conduct an analysis to determine if all quoted prices are reasonable and reflect the current market price. This evaluation is conducted with the expectation of adequate price competition and will rely heavily on market forces to determine whether proposed prices are fair and reasonable. The comparison of proposed prices in response to this solicitation is the preferred and intended price analysis technique.

PATH will also compare the proposed prices to historical prices paid for the same or similar services and the independent government cost estimate. Other techniques and procedures may be used to ensure quoted prices are fair and reasonable. A cost realism analysis will be performed to determine whether the quoted Level of Effort is realistic for the work to be performed, reflects a clear understanding of the requirements and is consistent with the unique methods of performance set forth in the company's technical quote.

Required Elements

The Cost Application must include a budget narrative (maximum two pages), detailing the cost and cost basis applied in generating the application and describe the reasonableness of each proposed cost. The Cost Application must also include a detailed budget that is itemized along the cost categories defined below. This detailed budget should be submitted in an unlocked Excel spreadsheet and must include the following information:

- Personnel. At minimum the budget should detail:
 - All proposed staff/positions with daily rates.
 - Total number of days in total level of effort according to key staff.
- Itemization of all other costs (e.g., agency costs, service tax, administrative costs, supplies, etc.).

- Estimated schedule of other anticipated expenses (travel, subawardee resources, supplies, outside resources, etc.).
- Details of all subcontracting out of work, this includes proposed consultants as well as proposed subawardees.

The Cost Application shall begin with a summary budget detailing costs in the following categories:

Description	Total Cost (USD)
Personnel	
Fringe Benefits	
Travel	
Equipment	
Supplies	
Other Direct Costs	
Contractual	
Consultants	
Total Direct Costs	
Indirect Costs	
Total Project Costs	

Special Note on Prohibition on Certain Telecommunication and Video Surveillance Services or Equipment

Procurement of telecommunications or video surveillance equipment and services produced by Huawei Technologies Company, ZTE Corporation, Hytera Communications Corporation, Hangzhou Hikvision Digital Technology Company, and Dahua Technology Company, or any other company, including affiliates and subsidiaries, owned or controlled by the People's Republic of China is strictly prohibited under this solicitation and applications will not be funded.

Special Note on Indirect Costs

Indirect costs are overhead expenses incurred as a result of the project but not easily identified with the project's activities. These are administrative expenses that are related to overall general operations and are shared among projects and/or functions. Examples include executive oversight, existing facilities costs, accounting, grants management, legal expenses, utilities, and technology support.

If your organization includes indirect costs in the budget, you must provide a Negotiated Indirect Cost Rate Agreement with the US Government or three years of audited financials to PATH to validate the use of this rate.

VI. Application Requirements – Technical

Provide a narrative on your technical approach to accomplish objective(s) identified in the Scope of Work identified in section IV, including:

- Description of your technical approach which includes:
 - Problem statement and solution approach.
 - A description of how your solution will accomplish each of the subtasks in this application.
 - A description of how your solution will scale to growing needs of users across the globe.
 - Potential obstacles and plans to overcome them.
- Notional workplan for your chosen workstream(s), aligned to the subtasks in this application with illustrative timeline to meet deliverables.
 - This work plan should include illustrative results and describe specific interventions to achieve those results. The illustrative work plan should describe specific interventions (activities) planned for the relevant tasks and should include a timeline providing target dates for achievement of milestones and illustrative results.
- Identification of major internal and external resources.
- Past performance information sheets demonstrating:
 - Profile of relevant corporate qualifications.
 - Profile of relevant experience and examples of related work.
 - Applicants may provide any information on awards or certifications.
- Staffing plan accompanied by curriculum vitae (CV) for key technical positions.
 - Offerors must include a staffing plan in accordance with the Cost Application personnel requirements, including specific position titles and the approximate level of effort for each position.
 - A complete and current resume must be submitted for each key personnel position, detailing the requisite qualifications and experience of the individual. Qualifications, experience, and skills shall be placed in chronological order starting with most recent information and include a list of certifications possessed by each key technical personnel.
- Annual Revenue
 - If your company has more than one location, please indicate these qualifications for the site that is responding.
- Number of years in business

VII. Additional Attachments, optional

1. Third-tier subawardee agreements, contracts, or commitments. Offerors may submit any agreements, contracts, or commitments it has with any potential third-tier subawardee.

VIII. Application Evaluation Criteria

The following is a list of significant criteria against which applications will be assessed.

1. Technical approach that conforms to all the components listed in Section VI above (**40 points**).
 - Description of technical approach.
 - Timeline to meet the deliverables.
 - Identification of major internal and external resources.
 - Qualifications.
 - Profile of relevant experience and examples of related work.

- Staffing plan accompanied by CVs for key technical positions.
 - List of certifications possessed by each key technical personnel.
 - Number of years in business.
2. Experience with development of enterprise level solutions validated by past performance references **(15 points)**.
 3. Experience working with governments and ministries of health validated by past performance references **(15 points)**.
 4. Costs as detailed in Section V **(30 points)**.

Note: PATH reserves the right to include additional criteria.

IX. Instructions and Deadlines for Responding

A. PATH contacts

Program Contact: Hassan Mtenga; hmtenga@path.org

Procurement Contact: Teresa Gingras; tgingras@path.org

Technical Lead Contact: Sadick Masomhe; smasomhe@path.org

B. Applications Due: May 16, 2022, at 12 p.m. EAT

Completed applications should be submitted by email to the contacts listed above. The subject line of the email should read: **"RFA #2022-020- (Applicant name)"**

We advise that you send files in commonly recognized Microsoft formats. We will not accept responsibility for resolving technical transmission problems with applications.

C. Submission of Questions and Answers

Please submit questions by April 25, 2022, at 4 p.m. EAT to Sadick Masomhe, smasomhe@path.org. All responses will be emailed to the submitter by April 28, 2022, at 4 p.m. EAT and posted on <https://digitalsquare.org/solicitations>.

D. Conclusion of Process

Applicants will be notified of the decision by May 31, 2022, at 4 p.m. EAT. The final award is subject to the terms and conditions included in this solicitation, as well as successful final negotiations of all applicable terms and conditions affecting this work.

X. Terms and Conditions of the Solicitation

A. Notice of non-binding solicitation

PATH reserves the right to reject any and all bids received in response to this solicitation and is in no way bound to accept any application. The applications submitted through this RFA process are the responsibility of the submitter and do not necessarily reflect the views of USAID, the United States Government, or PATH.

B. Confidentiality

All information provided by PATH as part of this solicitation must be treated as confidential. In the event that any information is inappropriately released, PATH will seek appropriate remedies as allowed. Applications, discussions, and all information received in response to this solicitation will be held as strictly confidential, except as otherwise noted.

C. Conflict of interest disclosure

Applicants must disclose, to the procurement contact listed in the RFA, any actual or potential conflicts of interest. Conflicts of interest could be present if; there is a personal relationship with a PATH staff

member that constitutes a significant financial interest, board memberships, other employment, and ownership or rights in intellectual property that may be in conflict with the applicant's obligations to PATH. Applicants and PATH are protected when actual or perceived conflicts of interest are disclosed. When necessary, PATH will create a management plan that provides mitigation of potential risks presented by the disclosed conflict of interest.

D. Communication

All communications regarding this solicitation shall be directed to appropriate parties at PATH indicated in Section IX. A. Contacting third parties involved in the project, the review panel, or any other party may be considered a conflict of interest and could result in disqualification of the application.

E. Acceptance

Acceptance of an application does not imply acceptance of its terms and conditions. PATH reserves the option to negotiate on the final terms and conditions. We additionally reserve the right to negotiate the substance of the finalists' applications, as well as the option of accepting partial components of an application if appropriate.

F. Right to final negotiations

PATH reserves the option to negotiate on the final costs and final scope of work, and also reserves the option to limit or include third parties at PATH's sole and full discretion in such negotiations.

G. Third-party limitations

PATH does not represent, warrant, or act as an agent for any third party as a result of this solicitation. This solicitation does not authorize any third party to bind or commit PATH in any way without our express written consent.

H. Application Validity

Applications submitted under this request shall be valid for 90 days from the date the application is due. The validity period shall be stated in the application submitted to PATH.