



DEPARTMENT OF ADMINISTRATIVE AND FINANCIAL SERVICES  
**OFFICE OF STATE PROCUREMENT SERVICES**  
 STATE OF MAINE

**PROCUREMENT JUSTIFICATION FORM (PJF)**

This form must accompany all contract requests and sole source requisitions (RQS) over \$10,000 submitted to the Office of State Procurement Services.

*INSTRUCTIONS: Please provide the requested information in the white spaces below. All responses (except signatures) must be typed; no hand-written forms will be accepted. See the guidance document posted with this form on the Procurement Services intranet site (Forms page) for additional instructions.*

<b>PART I: OVERVIEW</b>			
Department Office/Division/Program:		Marine Resources/Marine Science/Bio Monitoring and Assessment/Landings Program	
Department Contract Administrator or Grant Coordinator:		Robert B Watts II	
(If applicable) Department Reference #:		N/A	
Agency Department Code:	13A	Advantage CT / RQS #:	2026012100000001174
Amount: (Contract/Amendment/Grant)		\$ 12,000	
<b>CONTRACT</b>	Proposed/Original Start Date:	<b>2/15/2026</b>	Proposed/Most Recent End Date: 6/30/2026
<b>AMENDMENT</b>	New Effective Date:		New End Date (if Applicable):
<b>GRANT</b>	Project Start Date:		Grant Start Date:
	Project End Date:		Grant End Date:
Vendor/Provider/Grantee Name, City, State:		Bluefin Data LLC/VC1000009360/ Baton Rouge, LA 70808	
Brief Description of Goods/Services/Grant:		Continuation, updating and maintenance of VESL NFC reporting application created by Bluefin Data LLC for elver.	

<b>PART II: JUSTIFICATION FOR VENDOR SELECTION</b>			
Check the box below for the justification(s) that applies to this request. (Check all that apply.)			
<input type="checkbox"/>	A. Competitive Process	<input type="checkbox"/>	G. Grant
<input type="checkbox"/>	B. Amendment	<input type="checkbox"/>	H. State Statute/Agency Directed
<input checked="" type="checkbox"/>	C. Single Source/Unique Vendor	<input type="checkbox"/>	I. Federal Agency Directed
<input type="checkbox"/>	D. Proprietary/Copyright/Patents	<input type="checkbox"/>	J. Willing and Qualified
<input type="checkbox"/>	E. Emergency	<input type="checkbox"/>	K. Client Choice
<input type="checkbox"/>	F. Higher Education Cooperative Project	<input type="checkbox"/>	L. Other Authorization

Please respond to ALL of the questions in the following sections.

**PART III: SUPPLEMENTAL INFORMATION**

1. Provide a more detailed description and explain the need for the goods, services or grant to supplement the response in Part I.

In a previous BPO agreement (BPO#13A-20120530\*1808), the Department purchased unlimited copies of the “Elver System” custom software for Maine elver dealers to use to report detailed information according to DMR regulations. In the agreement, the Provider provided backup support, was available for troubleshooting software problems and providing program upgrades as needed. This program is essential, as elver dealers in Maine use the software to comply with DMR regulations. The information collected from this program is shared by DMR with the National Marine Fisheries Service and other state agencies for fisheries management.

In the BPO amendment, the Provider modified the “Elver System” for elver dealers whom are required use swipe cards, and to lock down the program so dealers cannot modify their data after they commit the record to SAFIS (Standard Atlantic Fisheries Information System), which is a database that houses fishery information for the entire Atlantic Coast. The swipe card system created in the last BPO agreement proved to be a more secure and accurate way to identify harvesters and hamper the ability for harvesters to sell under another person’s license; it also hampered the ability for dealers to buy from unlicensed harvesters and/or change the data on their electronically submitted records. The previous two years, Bluefin Data, LLC also included a “dealer to dealer” transaction feature that allowed the DMR to track dealer purchases amongst dealers and export dealers to ensure that the data being submitted from the harvester to dealer transaction is the most accurate available. This dealer to dealer component was vital in that it provided fisheries managers with certainty for the first time that only elvers landed with a valid harvester license were being shipped overseas. Bluefin Data, LLC already has the established program and data feeds to SAFIS, so the “back end” of this reporting system does not need to be built because it already exists and is currently in use for dealers in Maine.

Two years ago we initiated an agreement which modified the system to add features that the DMR identified would assist staff in managing the program and fishery and remove the need for a physical card to be created and utilize NFC technology to initiate the transaction process. The previous contract also allowed the “Elver System” to move from a PC based program to a mobile application allowing dealers to use a mobile device to do their transactions. These modifications also allowed DMR to start utilizing this program for their sea urchin fishery for the current 2023/24 season. Previously sea urchins utilized another swipe card program (eDR mobile) developed by Harborlight Software for the Atlantic Coastal Cooperative Statistics Program. eDR mobile has had its difficulties in the past being a reliable swipe card program and the DMR wanted to utilize the “Elver System” for urchins since it had proven to be a reliable program the past 7 plus years. So far the rollout of VESL mobile for sea urchins has moved forward without a hitch.

DMR has been in contact with several states on the Atlantic Coast and with the Atlantic Coastal Cooperative Statistics Program (ACCSP) to see if any state or federal fishery agency on the Atlantic Coast currently utilizes the swipe card with electronic reporting technology with data feeds to SAFIS. Currently, ACCSP has developed a program which DMR is using for the sea urchin fishery; however, this program does not include a dealer to dealer component required by Maine DMR regulation. Maine DMR has also heard from several states that are interested in using it if Maine continues to develop it. In past years, DMR called the Canadian Department of Fisheries and Oceans (DFO) to see if their elver fishery or any other Atlantic fishery uses electronic reporting technology paired with card readers, and they do not.

This BPO will allow for the VESL mobile for elver and urchins to utilize ACCSP’s API to transfer data in real time since the current data path maintained by NOAA GARFO is being decommissioned and only transfers data to ACCSP once a day. The urchin part of this program is not being covered in this BPO.

2. Provide a brief justification for the selected vendor to supplement the response in Part II. Reference the solicitation (RFP/RFA/RFQ) number if applicable.

This is custom-made software used by the seafood industry that is only available from Bluefin Data LLC. This vendor is the only entity that can provide support and maintenance.

**PART III: SUPPLEMENTAL INFORMATION**

3. Explain how the negotiated costs or rates are fair and reasonable; or how the funding was allocated to grantee.

DMR has been utilizing Bluefin Data LLC for the “Elver System” since 2014. The costs associated with this WCB are in line with past costs (lower than last year since urchin is not included) and are within the going rate for programming and other development costs. The costs are similar to a previously enacted RFP for development that the DMR recently received responses from.

4. Describe the plan for future competition for the goods or services.

This and several other fishery specific reporting systems that have been created and maintained by Bluefin in accordance with a previous RFP will be bundled into a single RFP which will be issued within the next six months.

**PART IV: AMERICAN RESCUE PLAN ACT (ARPA) / MAINE JOBS & RECOVERY PLAN (MJRP)**

Does this request utilize ARPA/MJRP funds?

Yes, MJRP funds (023) – If Yes, please attach the approved Business Case(s).

Yes, ARPA funds (025) or (026) – If Yes, please be aware of the requirements from awarding federal agencies.

No – If No, proceed to Part V.

**PART V: CONFLICTS OF INTEREST (COI); CONTRACT WITH THE STATE**


*Maine law contains Conflict of Interest statutes directed to State Departments, State Officers, and Employees Generally under MRS [Title 5, §18](#) and [§18-A](#), in harmony with MRS [Title 17, §3104](#).*

The requesting department’s signatory affirms, understands, and acknowledges Maine’s Conflict of Interest statutes and, in accordance with those statutes and to the best of their knowledge, has determined that no conflict of interest exists at the time of this contract, renewal, or amendment.

**PART VI: APPROVALS**

Governor/Department Commissioner or Designee

1. The signature below indicates approval of this procurement request.

Signature of requesting Department's Commissioner (or designee):	 <a href="#">Carl Wilson (Feb 11, 2026 11:23:32 EST)</a>		
--	--	--	--

Typed Name:	Carl Wilson	Date:	2/11/2026
-------------	-------------	-------	-----------

2. Additional signature required **ONLY if box E (Emergency) is selected in PART II**. The signature below indicates approval by the Department's Commissioner, or the designee specifically authorized to approve emergency procurement requests.

Signature of requesting Department's Commissioner (or designee):			
--	--	--	--

Typed Name:		Date:	
-------------	--	-------	--

**\*\*OSPS Section Only\*\***

Signature of DAFS Procurement Official:	Signed by:  AE2C1DD1C5434E9		
---	--	--	--

Typed Name:	Katie Boynton, Systems Analyst	Date:	2/12/2026
-------------	--------------------------------	-------	-----------

# PJF RQS 13A 20260121-1174

Final Audit Report

2026-02-11

Created:	2026-02-11
By:	Mickenzy Breton (mickenzy.breton@maine.gov)
Status:	Signed
Transaction ID:	CBJCHBCAABAAZ-YwrGdoNW9aLbroUzkBOhwNm9am_7Pn

## "PJF RQS 13A 20260121-1174" History

-  Document created by Mickenzy Breton (mickenzy.breton@maine.gov)  
2026-02-11 - 4:21:30 PM GMT
-  Document emailed to Carl Wilson (carl.wilson@maine.gov) for signature  
2026-02-11 - 4:21:35 PM GMT
-  Email viewed by Carl Wilson (carl.wilson@maine.gov)  
2026-02-11 - 4:23:01 PM GMT
-  Document e-signed by Carl Wilson (carl.wilson@maine.gov)  
Signature Date: 2026-02-11 - 4:23:32 PM GMT - Time Source: server
-  Agreement completed.  
2026-02-11 - 4:23:32 PM GMT