JUSTIFICATION FOR OTHER THAN FULL AND OPEN COMPETITION NATIONAL NUCLEAR SECURITY ADMINISTRATION OFFICE OF SECURE TRANSPORTATION (NA-15) PURCHASE ORDER NUMBER DE-NA0002171 June 10, 2013

I. AGENCY IDENTITY AND CONTRACTING OFFICE

The primary role of the National Nuclear Security Administration Office of Secure Transportation (OST) (NA-15) is to provide safe and secure transportation of nuclear weapons, nuclear weapon components and special nuclear material in support of the national security of the United States of America. The operations facilities support the operational duties of the Federal agents who are responsible for the daily safeguard and transport of nuclear weapons, components, test assemblies, and strategic quantities of weapons grade special nuclear material up to and including Secret Restricted Data (SRD).

OST shipments are conducted in a manner to ensure the security and safety of the cargo. The personnel who operate the transportation vehicles and the escort vehicles are federal agents. The OST annual budget is about \$250 million. The OST monitors weather from their operations center and weather checks are performed every two hours. In 2012, OST employed about 350 couriers. It employs military veterans, particularly ex-special-operations forces. Besides dealing with "irregular hours, personal risks, and exposure to inclement weather," agents "may be called upon to use deadly force if necessary to prevent the theft, sabotage or takeover of protected materials by unauthorized persons.

Through an active liaison program, NNSA maintains an emergency contact directory of federal and state response organizations located throughout the contiguous United States. During a convoy emergency, an open communications line is established and maintained between the control center and the appropriate state agencies. This way a continuous update of information from the scene can be relayed to the responding units. The OST has a system of emergency response including initial notification, monitoring and assessment of the situation, and working with other agencies in support of this vital national security function.

II. NATURE AND/OR DESCRIPTION OF THE ACTION BEING APPROVED

This document sets forth the justification and approval required for an exception to full and open competition allowed under the Competition in Contracting Act of 1984 (CICA), 41 U.S.C. § 3304(a)(1) as implemented by the small purchase procedures for justifying an award to a single source pursuant to FAR 13.106-1(b)(1)(i). This JOFOC supports a sole source purchase order for a six-month period of performance. The purchase order will be awarded to Mr. Don Alston, sole owner and principle of Alston Strategic Consulting, LLC, with a business address at P.O. Box 22304; Cheyenne, Wyoming 82003. Mr. Alston will be performing a comprehensive and professional external assessment of the NNSA Office of Secure Transportation (NA-15) and provide reports as required to the NNSA Office of the Administrator (NA-1).

III. DESCRIPTION OF SUPPLIES AND/OR SERVICES

The purpose of this purchase order is to task the contractor with an external assessment and comprehensive review of OST operations. The external assessment and comprehensive review of the OST shall be performed in two (2) phases. Phase 1 shall include the external assessment and comprehensive review of the current operations and organizational structure of the OST and will be completed in 90 days. Phase 2, if necessary, will include an Addendum or supplemental to the external assessment and comprehensive review of the OST completed in Phase 1. During Phase 2, Alston Strategic Consulting, LLC. will analyze any outstanding issues raised during Phase 1 at the request of NNSA management.

The comprehensive review of the OST will address, but is not limited to the following areas below. As the contractor complies data and conducts meetings and interviews, other issues may arise that shall be incorporated into the comprehensive review:

- Identify mission requirements for the OST;
- Analyze and evaluate the management and current organization of the OST;
- Analyze and evaluate training and discipline of OST personnel, with special emphasis on couriers;
- Analyze and evaluate of internal communications within the OST;
- Analyze and evaluate processes and performance of internal assessments and investigation within the OST;
- Analyze and evaluate the use and effectiveness of employee concerns programs, dispute resolution, and other systems for hearing and responding to employee issues;
- Identify organizational reporting structure, including alignment within the Office of Defense Programs (NA-10);
- Analyze and evaluate physical and cyber security systems and performance, including a determination on whether OST plans and training sufficiently address a full range of possible threats to its shipments; and
- Recommendations for changes to improve the operations and organizational structure based on the findings and results of the external assessment and comprehensive review of the OST

The estimated value of this purchase order is not to exceed \$106,518.75 for a six-month period of performance. This purchase will not exceed the simplified purchase threshold.

IV. AUTHORITY

The statutory authority permitting other than full and open competition is 41 USC § 3304(a)(1), as implemented by the small purchase procedures for justifying an award to a single source pursuant to FAR 13.106-1(b)(1)(i). Former Major General C. Donald Alston retired from the United States Air Force on September 1, 2012 after a distinguished career in the military which involved a myriad of responsibilities managing nuclear weapons related venues. Mr. Alston's former military experience included numerous management positions, several promotions and numerous assignments of increasing professional managerial responsibilities overseeing the nation's strategic missile defense operational and strike forces. These responsibilities over a plethora of national security operations, nuclear weapons technology, strategic command decisions and strategic nuclear operations demonstrate a unique cache of managing nuclear operations and strategic decisions at the highest

level of Government. He has commanded at the squadron, group and wing levels and served as the first Assistant Chief of Staff, Strategic Deterrence and Nuclear Integration at Headquarters U.S. Air Force. He has worked as a liaison officer to the U.S. House of Representatives, and also performed duties as the executive assistant to the Secretary of the Air Force in Washington, D.C. General Alston also served as the Deputy Chief of Staff for Strategic Communications and the spokesperson for Multi-National Force - Iraq in Baghdad. His background is aptly suited to carry out the assessment authorized in the attached (draft) charter, i.e. to conduct as comprehensive a review of OST operations as feasible. This review is to assess the overall ability of OST to safely and securely accomplish its mission. To efficiently carry out this task, the work will be carried out in phases.

V. APPLICATION OF AUTHORITY

41 USC 3304(A)(1) states that "An executive agency may use procedures other than competitive procedures only when 1) the property or services need by the executive agency are available from only one responsible source and no other type of property or services will satisfy the needs of the executive agency".

VI. EFFORTS TO IDENTIFY ADDITIONAL SOURCES

Alston Strategic Consulting, LLC. owned and operated by Mr. Alston as sole principal, possesses a unique capability and expertise not found elsewhere. A review of contractors available to perform the services being requested was performed and it was determined that while there were other contractors available, none appeared to have the desired combination of skills and background to adequately meet the needs as outlined above.

A notice of intent to sole source these services to Alston Strategic Consulting, LLC was posted on May 6, 2013 on Federal Business Opportunities' (FBO) website (<u>https://www.fbo.gov/</u>), with a request to all responsible sources to submit a capability statement or expression of interest by 4:00 pm Eastern Daylight Time (EDT), Tuesday, May 21, 2013. As of 5:00 pm EDT, Tuesday, May 21, 2013, NNSA did not receive any capabilities statements or expressions of interests. In addition, NNSA continues to make periodic surveys of the marketplace.

VII. DETERMINATION OF REASONABLENESS OF COST OR PRICE

It is the determination of the Contracting Officer that the anticipated costs will be fair and reasonable based on a price/cost analysis performed utilizing data from GSA supply schedules and other sources for other complex management consulting and professional support contracting actions. This acquisition will be for a six-month period of performance. As stated previously, the estimated value of this acquisition is not to exceed \$106,518.75 for a six-month period of performance. This purchase will not exceed the simplified purchase threshold which is currently \$150,000.

VIII. MARKET SURVEY

Alston Strategic Consulting, LLC., posses a significant level of background and experience operating within the unique environment found at sites involving mission related activities analogous to OST throughout the military-industrial nuclear weapons complex. The Office of the Administrator with the assistance of the NNSA Contracts and Procurement Division (NA-APM-12), conducts regular market surveys to identify potential providers of the types of services needed to support this and similar requirements, and will continue to do so, as needed.

IX. OTHER FACTS

The circumstances supporting the requirement to request a quote from Alston Strategic Consulting, LLC is based on Mr. Alston's unique technical background in nuclear weapons and his prior experience overseeing operations involving significant national security issues. Mr. Alston also has the unique experience and ability to manage and lead complex organizational challenges.

X. INTERESTED SOURCES

A notice of intent to sole source these services to Alston Strategic Consulting, LLC was posted on May 6, 2013 on Federal Business Opportunities' (FBO) website (<u>https://www.fbo.gov/</u>), with a request to all responsible sources to submit a capability statement or expression of interest by 4:00 pm Eastern Daylight Time (EDT), Tuesday, May 21, 2013. As of 5:00 pm EDT, Tuesday, May 21, 2013, NNSA did not receive any capabilities statements or expressions of interests—therefore NNSA did not survey any interested sources.

XI. STEPS TO FOSTER COMPETITION

Efforts to foster competition are not necessary since no follow on requirement is anticipated.

XII. CERTIFICATIONS

Acquisition Initiator/Technical Representative:

I certify that the facts and representations under my cognizance, which are included in this justification and which form a basis for this justification, are complete and accurate.

 $\frac{\frac{6}{13}}{13}$ Signat

Contracting Officer:

I certify that this justification is accurate and complete to the best of my knowledge and belief. Since this effort does not exceed \$650K, this certification serves as APPROVAL.

Rever M Vors

Signature

Date

6/14/13