



**DEPARTMENT OF THE NAVY**

NAVAL SEA SYSTEMS COMMAND  
1333 ISAAC HULL AVE SE  
WASHINGTON NAVY YARD DC 20376-0001

IN REPLY TO:

J&A Number: 40,854  
Code: SEA 02441  
P.R. Number:

**JUSTIFICATION AND APPROVAL  
FOR USE OF OTHER THAN FULL AND OPEN COMPETITION**

**1. Contracting Activity**

The Naval Sea Systems Command (NAVSEA), Fleet Support Contracts Division (SEA 024).

**2. Description of the Action Being Approved**

Contracting without providing for full and open competition with Alion Science and Technology Corporation, 1750 Tysons Blvd, Suite 1300, McLean, VA 22102-4220. Alion will be awarded a short term cost plus award fee bridge contract for the continuance of professional support services in the areas of Program Management, Engineering, Logistics, and Financial Management for SEA 21 Surface Warfare Fleet Support. The contract currently in place to meet the requirements, SeaPort contract N00024-01-D-7013-0021, is expected to run out of contract ceiling by 15 December 2011. Efforts to award a competitive follow-on contract to contract N00024-01-D-7013-0021 have been started by SEA 026 (Undersea Systems Contracting Division), SeaPort-e branch and are expected to result in a contract award by [REDACTED]. This request will provide for up to one year of continued professional support services until the competitive follow-on contract is awarded.

**3. Description of Supplies/Services**

This bridge contract will provide Program Management, Engineering, Logistics, Technical, Planning and Readiness, Fleet Introduction Training and Financial Management Support Services in support of SEA 21 Surface Warfare Fleet Support.

The proposed bridge contract will have a period of performance of no more than 12 months. The estimated cost to provide sole source support services during this period of time is \$72,000,000, programmed as follows:

	Monthly	FY12	FY13	Total
[REDACTED]				

The Government's minimum needs have been verified by the certifying technical and requirements personnel. This acquisition is to satisfy the requirements of SEA 21; the J&A does not authorize acquisitions for other requirements.

4. **Statutory Authority Permitting Other Than Full and Open Competition**

10 U.S.C. 2304(c)(1): Only one responsible source and no other type of supplies or services will satisfy agency requirements.

5. **Rationale Justifying Use of Cited Statutory Authority**

FAR 6.302-1(a)(2)(iii)(B) allows an agency to restrict competition when services are deemed to be available only from the original source in the case of a follow-on contract for the continued provision of highly specialized services when it is likely that an award to any other source would result in unacceptable delays in fulfilling the agency's requirements. The current professional support services contract is a 16-year SeaPort task order that runs out of ceiling on 15 December 2011. Currently, Alion Science and Technology Corporation is the only responsible source capable of satisfying the Navy's requirements for SEA 21's professional services during the bridge contract period while the new competition is being conducted ensuring that the current services needed to meet the agency's requirements will not be interrupted. Each task under this order is mission critical and the following describes the harm to the Navy if an interruption in support occurs.

**Task 1: Accomplishment of Program Management Support**

- Responsible for support to SEA 21 Senior Leadership, Ship Managers and/or their Assistants and to select members of the PEO Ships/SEA 21 front office.
- Ship Managers support entails consolidating and streamlining like-processes under one support organization to the fullest extent possible.

If this task is delayed:

- SEA 21's ability to effectively manage its strategic mission will be severely degraded: Administrative support for all U. S. Navy in-service surface ship maintenance and modernization availabilities will be suspended. Major tasks and actions which will be severely delayed include the coordination of Flag/SES-level functions requiring fleet support equities; Total Ownership Cost (TOC), Cost as an Independent Variable (CAIV) and Life Cycle Cost (LCC) reports and plans; and executive-level program management metrics generation and reporting, including process improvements and technical work reduction initiatives.

**Task 2: Accomplishment of Surface Combatants Support to PMS 400FR**

- Provide surface combatant support to PMS400FR Ship management branch. Responsible for supporting PMS 400F in the planning, execution and integration for ship modernization and maintenance for all classes of Surface Combatant ships.

If this task is delayed:

- It would severely impact and delay the delivery of all monthly advance planning products and letters of authorization (LOA) for all Surface Combatant Ships. These products are requirements of the monthly Joint Fleet Maintenance Manual (JFFMM) and delays in delivery could postpone program execution milestones. Additionally, this task provides both planning and execution support at the waterfront of CNO and Major Modernization Availabilities. Any loss of coverage would severely impact PMS400F's ability to oversee ship installations and lead to schedule delays and cost overruns. Simultaneous performance of the following tasks would be severely delayed: attending meetings, building briefs, quick turnaround Congressional inquiries, and continuous budget drill responses.

**Task 3: Accomplishment of support to the Auxiliary, Amphibious, Mine Warfare and Command (MAAC) Ships, Patrol Coastals and X-Craft Program Office (PMS 470) and PMS 470R**

- Responsible for supporting the planning and execution of ship modernization of these classes of ships.

If this task is delayed:

- Waterfront support provided by Program Management Representatives (PMRs) will be severely degraded, thereby impacting ship availability execution and current readiness. This will further jeopardize effective resource allocation and execution.
- Reporting of Program status and metrics will be severely delayed, affecting PMS 470's ability to properly manage modernization programs, specifically, LSD midlife, LHD midlife, and PC sustainment.
- Planning, budgeting, and execution of major mid-life programs will be delayed. This will increase the risk of timely budget submissions and obligations of program funds by the class managers.
- Planning and execution of F-35 Joint Strike Fighter (JSF) integration testing on LHD-1 will be delayed. These delays will introduce program and schedule risk toward the developmental testing of the JSF, DoD's largest ACAT-ID acquisition program.

**Task 4: Accomplishment of Planning Yard and Readiness Support to SEA 21A**

- Responsible for supporting SEA 21A in the oversight, planning and execution of modernization and maintenance programs for all classes of surface ships under the

Surface Maintenance Engineering Planning Program (SURFMEPP) and Program Required Engineering/Logistics (PRE/PRL) Sustainment activities.

- Coordinate Life Cycle & Modernization issues, investigations, various ship class issues, integrated ship class maintenance and modernization plans, C5IMP issues, New Construction Support/Fleet Introduction, Availability Support, Planning Yard, PARMs, PEO interface, and Configuration Management and Control.

If this task is delayed:

- It will have adverse effects on several Fleet Readiness concerns. At SUPSHIP-Bath the preparation of funding requests, linkage of funding to ACRNs and to requirements, initiation of PY contract obligation process, technical reviews of PY contract proposals, technical reviews of PY-completed CDRLs, status reporting to the PARMs of progress, completion and expenditures will be severely delayed.
- Post delivery work for LPD-17 Class and CG-47 Class Ships at SUPSHIP-Gulf Coast will be adversely impacted and delayed due to increased Government personnel workload.
- Communication between PARMs, BFMs, and numerous internal and external customers will be adversely impacted and delayed.
- Ship checks will be delayed, degrading the timeliness and quality of deliverables to the Fleet.

**Task 5: Accomplishment of Technical Support for SEA 21M**

- Responsible for supporting Ship Change Document (SCD) preparation, direct fleet support, and configuration management for in-service Surface Combatants, MAAC and Mine Warfare ships, and Dry-docks.

If this task is delayed:

- The following critical efforts will be suspended: Ship Change Documents (SCD) and supporting materiel and equipment for CNO Availabilities; interface actions with PARMs; Planning Yards and Hardware System Commands (HSC) for tracking, status and resolution of discrepancies.
- Funding will be delayed and cause non-availability of HSC material, availability schedule changes, incomplete identification of material requirements, and ship installation program and schedule risk.

**Task 6: Accomplishment of Logistics Support to SEA 21AL**

- Responsible for supporting SEA21AL in providing timely and affordable Integrated Logistics Support (ILS) products and services (from acquisition through disposal) in support of in-service Mine Warfare, Surface Combatants, Amphibious, Auxiliary, and Command Ship classes of ships, dry-docks, operational readiness requirements, and new construction programs for Littoral Combat Ships (LCS), DDG-51 and DDG-1000.

If this task is delayed:

- SEA-21's ability to monitor the outfitting of the remaining DDGs through DDG-112 will be hampered. It will delay timely responses to current logistics issues with ERP Outfitting implementation, COSAL development and support, and expeditious Technical Manual outfitting accounting and management.
- It will severely delay initiating material requisitions, coordinating and tracking material orders and GBL shipments and TACs.
- ILS certification and availability support for all in-service ships, product status and resolution tracking for LPD-17 and LHD-8 classes will be severely delayed.
- BMD capability logistics support will be suspended, causing unacceptable delays of analysis of End of Availability (EOA) reports, spares and technical manual deliveries to the supported ship.

**Task 7: Accomplishment of Business and Financial Management Support to the SEA 21 Chief Financial Officer, SEA 21P**

- Support SEA 21P in ensuring that financial and business processes are in place and executed in order to provide support and respond to the Fleet's life cycle requirements for in-service Mine Warfare, Surface Combatants, Amphibious, Auxiliary, and Command Ship classes of ships and dry-docks.

If this task is delayed:

- Approximately 500 monthly financial management and execution documents required to be processed in ERP will be impacted, causing unacceptable execution delays, poor obligation rates and poor budget execution performance. This will hamper SEA 21P's ability to provide timely responses to emergent Congressional and POM/PR data calls and funding requests.

**Task 8: Accomplishment of program management support and engineering technical support for the Integrated Ship Controls (ISC) and Integrated Bridge System (IBS) programs, commonly referred to as "Smartship".**

If this task is delayed:

- Work stoppage will occur, delaying PMS 400F's ability to resolve emergent fleet problems involving ship control and electrical systems associated with the installation of ISC/IBS technologies.
- The Program Office will suffer delays managing engineering changes to the Electronic Turbine High Overload Recovery (ETHOR) System and other automated electronic ship control systems.
- It will further cause unacceptable delays in the evaluation of technical issues, documentation, and recommendations for SHIPALTs, technical refreshments

onboard the CGs/DDGs, and software and hardware upgrades and technical documentation for backfits.

**Task 10: Accomplishment of support to the Fleet Introduction and Surface Training Systems Program Office (PMS 339)**

- Responsible for supporting the integration of administrative, logistical, personnel and training, technical services, ship commissioning (new construction only), shipboard data systems, and information technology services for all new construction classes, and in-service ship classes undergoing extended modernization availabilities.

If this task is delayed:

- It will suspend the delivery and performance of Manpower, Personnel and Training (MPT) products and services in support of PMS 339's mission, severely impacting PMS 400F, CG Modernization, DDG Modernization, PMS 470 LSD & LHD Midlife programs, and Fleet Readiness.
- The suspended services include:
  - MPT Product development and support, including AEGIS Ashore Navy Training System Plan (NTSP) Development (OPNAV N86's Top Priority), AEGIS Wholeness Manpower Study
  - Navy Training System Plans (NTSP) Development & Updates – 6 Ship Class NTSP's would not be reviewed, developed, and updated
  - Surface Warfare Enterprise (SWE) Personnel Readiness Team (PRT) Support
  - PMS 339 Stand Up Policies, directives, procedures and Memorandum of Agreement (MOA) support.

**6. Description of Efforts Made to Solicit Offers from as Many Offerors as Practicable**

The proposed contract was synopsisized on the Federal Business Opportunities (FEDBIZOPS) website on 20 July 2011 in accordance with FAR 5.2. No responses have been received. Any responses received will be evaluated prior to award.

No additional market research will be conducted because it is not practicable, for the reasons discussed in paragraph 5 above, for any company other than Alion Science and Technology Corporation to provide the required services during the bridge period. NAVSEA is currently in the process of re-competing a follow-on task order via SeaPort-e for the services covered in this document, with an expected award date of no later than [REDACTED].

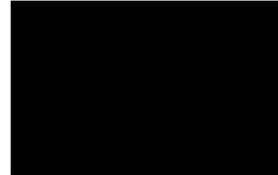
**7. Determination of Fair and Reasonable Costs**

The Contracting Officer has determined that the anticipated cost to the Government for the supplies/services covered by the J&A will be fair and reasonable.

**8. Actions to Remove Barriers to Competition**

A competitive procurement for a follow on contract award by 15 December 2011 for the services set forth in this J&A is not practical and will cause unacceptable delays as defined in section 5. However, NAVSEA is currently in the process of re-competing a follow-on contract via SEAPORT-E for the types of services covered in this document. The estimated schedule for this competition is as follows:

- Procurement Request to NAVSEA Contracts –
- Request For Proposal Released to Industry –
- Proposals Due From Industry –
- Competitive Award of Task Order –



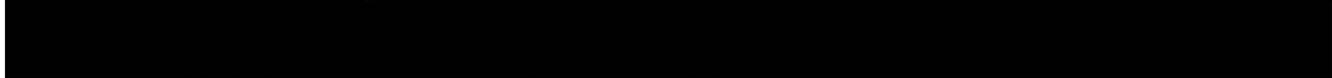
As a result of this estimated schedule, a bridge contract is required for up to 12 months or until such time that the competition for these services is complete and a task order is awarded.

**CERTIFICATIONS AND APPROVAL**

**TECHNICAL/REQUIREMENTS CERTIFICATION (FAR 6.303-2(b))**

I certify that the facts and representations under my cognizance, which are included in this justification and its supporting acquisition planning data, except as noted herein, are complete and accurate to the best of my knowledge and belief.

**TECHNICAL COGNIZANCE:**



Name and Title                      Code                      Phone                      Date

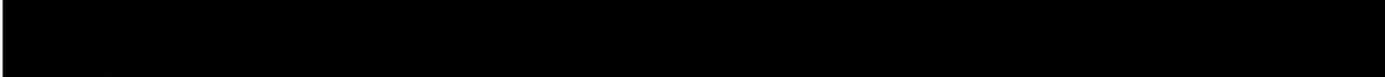
**REQUIREMENTS COGNIZANCE:**



Name and Title                      Code                      Phone                      Date

**REVIEW FOR LEGAL SUFFICIENCY REVIEW (NMCARS 5206.303-90)**

I have determined this justification is legally sufficient.



Name and Title                      Code                      Phone                      Date

**CONTRACTING OFFICER CERTIFICATION (FAR 6.303-2(a)(12))**

I certify that this justification is accurate and complete to the best of my knowledge and belief.



Signature                      Name (Print) and Title (Code)                      Phone                      Date

**APPROVAL BLOCK (FAR 6.304 for Approving Official)**

Upon the basis of the above justification, I hereby approve, as Designee of the Head of the Contracting Activity the solicitation of the proposed procurement(s) described herein using other than full and open competition, pursuant to the authority of 10 U.S.C. 2304(c)(1).



Signature                      Name (Print)                      Date