

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 incentive fee bridge modification to the existing bridge contract N00024-12-C-4401 for up to one year of additional professional support services for SEA 21, Surface Warfare Directorate. The original task order SeaPort N00024-01-D-7013-0021 expired on 06 December 2011. An advance agreement for pre-contract costs was signed on 5 December 2011 and a bridge contract was awarded on 16 December 2011 for a one year period of performance to allow adequate time to compete a follow-on task order through SeaPort-e.

A solicitation to award a follow-on competitive SeaPort-e task order has been in process since December 2010. Progress in awarding this task order during the original bridge period was delayed on multiple occasions by the need for significant revisions. A variety of changes, which included the addition of a 20% small business set-aside solicitation, major structural reorganization within SEA 21, and newly implemented DOD policy changes regarding services procurement increased the processing times for the follow-on SeaPort-e solicitation beyond the period of performance of the originally awarded first bridge contract. This request is for up to one year of additional professional support services until such time as the competitive follow-on task order is awarded.

3. **Description of Supplies/Services**

The modification to the existing bridge contract will provide additional Program Management, Engineering, Logistics, Technical, Planning and Readiness, Fleet Introduction Training and Financial Management Support Services to SEA 21 Surface Warfare Directorate and Commander, Naval Regional Maintenance Center (CNRMC).

The proposed modification will have a period of performance of no more than 12 months and is estimated to require no more than [REDACTED] hours as shown in Table 1.

Table 1: Estimated Annual Labor Hours

	FY 11 SeaPort-e	FY 12-13 1 ST Bridge forecast to complete (1-YR POP)	FY 13-14 2 ND Bridge (1-YR POP)
Annual Labor Hours	[REDACTED]		

The estimated cost to provide sole source support services during this period of time is [REDACTED] programmed as shown in Table 2.

Table 2: Estimated Cost

Appropriation Type	FY 13	FY14	Total
OPN	[REDACTED]		
O&MN	[REDACTED]		
SCN	[REDACTED]		
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 and CNRMC; 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 modification to the existing bridge 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, awarded on 16 December 2011, has a period of performance of one year. Presently, Alion Science and Technology Corporation is the only responsible source capable of satisfying the Navy's requirements for SEA 21's professional support services during the bridge period while the follow-on SeaPort-e competition is being conducted, thereby ensuring that the 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: 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.

Impact if 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: PMS 400F - Surface Combatants Program Office Support

- Responsible for supporting PMS 400F in planning, executing and integrating ship modernization and maintenance, for all classes of Surface Combatant ships.

Impact if delayed:

- Delays 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 (JFMM), 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 PMS 400F'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: PMS 470 - Auxiliary, Amphibious, Mine Warfare and Command Ships, Patrol Coastals, and X-Craft Program Office Support

- Responsible for supporting PMS 470 in planning, executing and integrating ship modernization and maintenance of assigned ship classes.

Impact if 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 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 executing 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.

Task 4: SEA 21A - Planning Yard and Readiness Support

- 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 Related Engineering/Logistics (PRE/PRL) Sustainment activities.
- Responsible for coordinating Life Cycle & Modernization issues resolution, and investigations of various ship class issues, integrated ship class maintenance and modernization plans, C51MP issues, New Construction Support/Fleet Introduction, Availability Support, Planning Yard, PARMs, PEO interface, and Configuration Management and Control.

Impact if 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-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, BFM's, 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: SEA 21AM - Technical Support

- 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.

Impact if 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 could cause non-availability of HSC material, availability schedule changes, incomplete identification of material requirements, and increased ship installation program and schedule risk.

Task 6: SEA 21AL - Logistics Support

- 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.

Impact if delayed:

- SEA-21's ability to monitor the outfitting of the remaining Flight of 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: SEA 21P - Business and Financial Management Support

- Supports 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.

Impact if delayed:

- Approximately 500 monthly financial management and execution documents necessary to meet programmatic requirements will be impacted, causing unacceptable execution delays, lowered obligation rates and delayed budget execution performance. This will hamper the ability of SEA 21P to provide timely

responses to emergent Congressional and POM/PR data calls and program funding requests.

Task 8: Integrated Ship Controls (ISC) and Integrated Bridge System (IBS) Programs Support

Impact if delayed:

- Work stoppages may 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: PMS 339 - Fleet Introduction and Surface Training Systems Support

- 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.

Impact if delayed:

- Delivery and performance of Manpower, Personnel and Training (MPT) products and services in support of PMS 339's mission will be delayed, severely impacting PMS 400F, CG Modernization, DDG Modernization, PMS 470 LSD & LHD Midlife programs, and Fleet Readiness.
- The suspended services will 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 execution of Stand Up Policies, directives, procedures and Memorandum of Agreement (MOA) support would also be adversely impacted.

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

The proposed modification was synopsized on the Federal Business Opportunities (FEDBIZOPS) website on 11 September 2012 in accordance with FAR 5.2. Except for an

email from Alion Science and Technology received on 14 September 2012, 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 competing a follow-on task order via SeaPort-e for the services covered in this document, with an expected award date of [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. The contracting officer has a wealth of past performance, pricing and cost data, is thoroughly familiar with the government requirements, and is knowledgeable about the skill-sets and levels of experience required to perform together with the geographic locations in which the work will be performed.

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

A competitive procurement for a follow on contract award by 16 December 2012 for the services set forth in this J&A is not practical and would cause unacceptable delays as defined in section 5. However, NAVSEA is currently in the process of soliciting a follow-on SeaPort-e task order for the same services covered in this document. The estimated schedule for this competition is as follows:

- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]

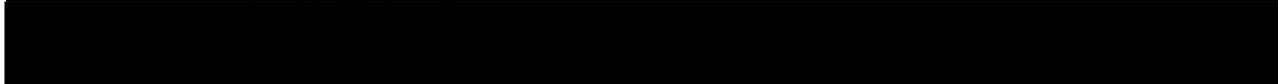
As a result of this estimated schedule, a bridge contract is required for up to 12 months or until such time that the competition for these services is complete and a task order is awarded.

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:

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.



Name 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).

DIRECTOR OF CONTRACTS (SEA02)

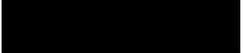
Jerome F. Punderson

Name and Title

Code

Phone

Date



11/8/12

