

Performance Work Statement
NNSA Pantex/Y-12 National Security Complex and DOE Oak Ridge Office Consolidated
Protective Force Services
Solicitation #: DE-SOL-0003552

June 29, 2012

1.0 OVERVIEW AND OBJECTIVES

The National Nuclear Security Administration¹ (NNSA) requires a single contractor to perform protective force (PF) security services for the NNSA Production Office (NPO) at the Pantex Plant and Y-12 National Security Complex and Central Training Facility, collectively referred to as Pantex/Y-12. The same contractor is further required to provide PF security services under a separate contract to the Department of Energy Oak Ridge facilities (DOE-OR). The mission of the PF Contractor is to provide a secure environment protecting critical national security assets through the conduct of paramilitary security operations at Pantex/Y-12 and DOE-OR facilities 24 hours per day, 7 days per week.

In the current budget-constrained environment, the PF system must be both effective and efficient. An effective system is robust, resilient, adaptive, and consistent with the mission needs of the protected facilities. An efficient system operates at reasonable cost and imposes minimal burdens on the organizations carrying out primary missions at the facilities. Therefore, the objectives of these contracts are to improve performance in the execution of PF security services at Pantex/Y-12 and DOE-OR; merge PF operations at Pantex/Y-12 and transition to a consolidated contract; reduce costs; and increase the effectiveness and efficiency of PF operations through fully integrated and streamlined operations.

2.0 SCOPE

The DOE and NNSA (DOE/NNSA) are responsible for securing fully and partially assembled nuclear weapons and significant quantities of Special Nuclear Material (SNM). The DOE-OR mission also includes environmental clean-up and open –collaborative research. The security mission includes protecting these weapons and materials, associated facilities and other assets. The scope of these contracts includes PF operations, coordination, management, duties, training, facilities and equipment. As they relate to the effectiveness of PF operations, it also includes ancillary requirements such as Integrated Safety Management (ISM); Quality Assurance; Environmental, Safety and Health (ES&H); Incidents of Security Concern (IOSC); Program Planning, Budgeting and Evaluation (PPBE); and Emergency Management. The locations of performance include Pantex/Y-12 and DOE-OR. Pantex/Y-12 includes both plant sites and the Central Training Facility (CTF). DOE-OR includes the Oak Ridge National Laboratory (ORNL), East Tennessee Technology Park (ETTP) including the Environmental Management Waste Management Facility (EMWMF), and the Federal Building Complex (FBC). These sites

1. Established by Congress in 2000, NNSA is a semi-autonomous agency within the U.S. Department of Energy responsible for enhancing national security through the military application of nuclear science.

represent a range of mission activities that will require an optimized level of security staff including Security Officers and Security Police Officers.

The Contractor shall fully integrate and perform the requirements contained in this Performance Work Statement (PWS) at multiple locations in a manner that assures maintenance of a seamless operational structure. This includes full integration of functions, roles, and responsibilities where more than one contractor is involved in fulfilling the requirements of the overall security program. The Contractor is responsible for coordination, collaboration, and teamwork with the other site contractors, tenant organizations and site users to facilitate a systems approach to the design and evaluation of security strategies.

A collaborative systems approach considers the constraints under which the entire security system operates and provides valuable information to assist DOE/NNSA in making good risk management decisions. Toward this end, the following items must be taken into consideration during the performance of these contracts:

1. The vulnerability of nuclear explosives, SNM, facilities, and classified matter to malevolent acts;
2. The need to fully understand the potential threats contained in applicable threat policies² and apply these principles when assisting the management and operating (M&O) contractors in developing site-specific safeguards and security programs;
3. The importance of the facilities to the overall DOE/NNSA mission and costs of replacement due to acts of sabotage or other malevolent acts, the classification level of the documents and material, and the impact of loss or compromise to national security;
4. The requirement for continuous protective services 24 hours per day, 7 days per week;
5. The potential effects of a malevolent act on the health and safety of employees, the environment, or the public;
6. The need for integration of safeguards and security interests with site operations ranging from the management of nuclear weapons and materials to environmental clean-up and open collaborative science;
7. The need for efficient and cost-effective methods for protecting DOE/NNSA interests, taking into consideration applicable DOE/NNSA requirements and performance-based tests, self-assessments and exercises; and
8. The requirement to maintain the capability for effectively implementing appropriate protection strategies, as described in approved site Security Plans and Tactical Defense Plans, for matters involving the theft, diversion, or sabotage of nuclear explosives, SNM, and the use of weapons of mass destruction (nuclear, chemical, and biological). This includes maintaining the capabilities for successfully implementing recapture, recovery, and fresh pursuit operations.

2. Threats to DOE/NNSA facilities are described in the 2003 Design Basis Threat (DBT), DOE Order 470.3B, Graded Security Protection (GSP) policy, and local threat statements.

3.0 BACKGROUND

NNSA Production Office

The NPO is a newly created office responsible for the transition to, and execution of, the new consolidated M&O and Protective Force (PF) contracts at the Y-12 National Security Complex and the Pantex Plant. The mission of the NPO is to execute effective contract management and oversight to safely and securely maintain the nuclear weapon stockpile for the Nuclear Security Enterprise; provide enriched uranium for naval, research, and isotope production reactors, and support nonproliferation activities to reduce the global nuclear threat. This mission is currently accomplished at the following two geographically dispersed sites:

Pantex Plant

The Pantex Plant is located 17 miles northeast of Amarillo, Texas. The site is approximately 18,000 acres, with approximately 643 buildings covering three million square feet. There are approximately 3,600 full-time employees on site, including Federal and non-PF contractor personnel. The primary mission of the Pantex Plant is to maintain the safety, security and reliability of the Nation's nuclear weapons. This includes the assembly/disassembly and refurbishment of the Nation's nuclear stockpile. As a result of this mission, Pantex is the only Category IA facility in the Nuclear Security Enterprise.

Work performed at Pantex includes:

- Stockpile Stewardship
 - Evaluate, retrofit, and repair weapons in support of both life extension programs and certification of weapon safety and reliability;
 - Develop, test and fabricate high-explosive components.
- Nonproliferation
 - Dismantle weapons that are surplus to the strategic stockpile;
 - Provide interim storage and surveillance of plutonium pits;
 - Sanitize components from dismantled weapons.

Y-12 National Security Complex

The Y-12 National Security Complex (NSC) is located in Oak Ridge, Tennessee. The Y-12 site is 811 acres with approximately 350 buildings that house five million square feet of laboratory, machining, dismantlement, and research and development areas. In addition, the CTF is located approximately five miles west of the Y-12 plant proper, and comprises approximately 15 buildings. There are more than 7,000 personnel on the Y-12 NSC, including Federal and non-PF contractor personnel. Y-12's mission includes the following:

- Production/rework of complex nuclear weapon components and secondaries;
- Receipt, storage, and protection of SNM;
- Quality evaluation and enhanced surveillance of the Nation's nuclear weapon component stockpile;

- Dismantlement of weapon secondaries and disposition of weapon components;
- Prevention of the spread of weapons of mass destruction;
- Support to DOE, other federal agencies, and other national priorities;
- Maintenance and conduct of training operations at the CTF for the Y-12 NSC and DOE-OR PF.

DOE Oak Ridge Office Site/Facilities

DOE-OR is located in Oak Ridge, Tennessee. It encompasses locations in Anderson and Roane counties, and includes support for major federal programs in the areas of science, environmental management, nuclear fuels supply, reindustrialization and national security. DOE-OR oversees and manages these programs at three primary sites: ORNL, ETTP/EMWMF, and the FBC. The scope does not include security support to the United States Enrichment Corporation at the Oak Ridge Research Office.

Oak Ridge National Laboratory:

The ORNL site encompasses facilities in two valleys (Bethel and Melton) concentrated on approximately 4,470 acres. ORNL conducts research and development missions in the areas of neutron science, energy, high-performance computing, systems biology, materials science, environmental management, and national security. ORNL includes approximately 250 buildings totaling more than 4.2 million square feet of gross building area, including the High Flux Isotope Reactor, the Transuranic (TRU) Waste Processing Center and a Category I facility³. Other facilities include a sensitive compartmented information facility (SCIF), small chemical and radioactive-hood laboratories, radioactive hot cell facilities, accelerators, a large computer complex, administrative buildings, fabrication and maintenance shops, supply stores, residential guest housing and waste packing and storage areas for radioactive, chemical, and mixed waste. ORNL has a staff of more than 4,700 not including approximately 4,000 guest researchers (both U.S. and international) and 36,000 visitors annually.

East Tennessee Technology Park/Environmental Management Waste Management Facility:

ETTP is a center for environmental technology, waste management, technical support services, research and development and is undergoing a reindustrialization effort that is to be accomplished through facility reuse, facility and material recycling, and asset divestiture. ETTP encompasses 2,200 acres located approximately 13 miles southwest of downtown Oak Ridge. DOE's primary missions at ETTP are decontamination and decommissioning (D&D) of uranium enrichment facilities and other environmental programs. Although not located within the ETTP boundary, the EMWMF is protected by the ETTP PF. The EMWMF is an engineered; above-grade earthen disposal cell located

3. ORNL currently has a memorandum of agreement with Y-12 to utilize the Special Response Team (SRT) members from Y-12. This arrangement is expected to continue.

approximately two miles west of the Y-12 NSC and receives both classified and unclassified material. It is connected to the ETTP by an eight mile “Haul Road” and is authorized to receive low-level (radioactive) and other hazardous waste.

Federal Building Complex:

The FBC comprises approximately 33 acres of land and a series of buildings located throughout Oak Ridge, Tennessee, that are owned, leased, operated, or maintained by DOE-OR. The complex includes: federal office space, historical buildings, a public recreational area, maintenance facilities, and warehouses. Only the facilities listed below require protection by the Oak Ridge Protective Force (ORPF).

- Federal Office Building: This is a GSA-owned, five-story building, located in Oak Ridge, TN. It houses DOE-OR management as well as the majority of the matrix support organizations for DOE-OR. The facility is primarily a Property Protection Area (PPA); however, several Limited Areas (LA) are contained therein. The facility also contains a congressional office and the Oak Ridge Office Emergency Operations Center (OROC) which is a 24-hour emergency center.
- 2714 Complex: This is a DOE-owned, single story facility, located at 250 Laboratory Road, Oak Ridge, TN. It consists of six connected buildings on 12 acres and houses federal and contractor staff including the headquarters of the Oak Ridge Protective Force. The majority of the Complex is designated as a PPA, but it also contains two LAs. The Community Reuse Organization of East Tennessee is also housed in this facility.
- Office of Scientific and Technical Information (OSTI): OSTI, located on the Oak Ridge Turnpike, is a 133,000-square foot, DOE-owned single-story; brick building that provides office space for federal and contractor employees. OSTI is primarily a Property Protection Area with several LAs and a SCIF.
- DOE Office of Inspector General (DOE-IG): The DOE-IG is located at 115 Union Valley Road, Oak Ridge, TN. This is a DOE-leased building that houses the DOE-IG regional office. This facility is primarily a Property Protection Area with Las and vault-type rooms.

Although not part of the FBC, the ORPF also provides security at the Office of Secure Transportation, Secure Transportation Center located at the intersection of Highway 58 and Blair Road. This facility consists of a 40,000 square foot building on about 53 acres of land with approximately 24 acres fenced as a LA.

4.0 REQUIREMENTS

All requirements specified in this PWS are applicable to Pantex/Y-12 and DOE-OR except as otherwise noted. The Contractor shall provide fully qualified personnel to perform security services at Pantex/Y-12 and DOE-OR. All work performed must satisfy the requirements of applicable DOE/NNSA directives with oversight provided by DOE/NNSA. Additionally, the Contractor shall comply with all applicable federal, state and local laws, regulations, guidance and policies, including those which are promulgated after the effective date of these contracts. The Contractor agrees to protect the national security interests, facilities, government property, and personnel necessary to perform within the terms and conditions of these contracts. The Contractor shall ensure systems and processes are designed and implemented to streamline how business is performed, reduce the cost of operations, and increase productivity to maximize mission accomplishment.

The PF staffing under the PWS will be dependent upon operational requirements. The Government therefore reserves the right to modify the technical work requirements as needed due to changing security requirements or methods of accomplishing security functions. Fluctuating mission requirements associated with national security activities, changing research needs and the presence of SNM on site shall require the Contractor to demonstrate the capability to respond to workload changes quickly with minimal disruption to PF operations.

The services listed below shall be obtained through other Government contractual agreements:

- Computer network and applications service
- Cyber Security
- Vehicle fuel
- Technical Surveillance Countermeasures
- Office space
- Building maintenance and life cycle replacement (excluding the CTF)
- Transportation/Deliveries
- Project planning and execution (General Plant Projects, Line Items, etc.)
- Access Authorization (badges, clearances, re-investigations, etc.)
- Human Reliability Program (HRP)
- Facility Training; i.e., radiation protection, authorization basis, transportation security requirements
- Certain ES&H functions to be determined during contract transition in coordination with other Government contractors.

The Contractor shall be accountable for the safe and effective accomplishment of all work performed including work performed by its subcontractors. Employees will be expected to participate in annual training and other briefings associated with facility operations.

ES&H functions for the NPO and DOE-OR sites are primarily the responsibility of other Government contractors. The PF Contractor must ensure that its Worker Safety and Health Program addresses all Federally-mandated items and functional areas, including any unique hazards associated with work required under this PWS. The PF Contractor is responsible for coordinating ES&H functions associated with Pantex training areas and the Pantex firearms ranges with other Government contractors. The PF Contractor is solely responsible for the Firearms Safety Program and all ES&H functions at the Central Training Facility. The PF Contractor will coordinate efforts with other Government contractors to support Site Hazardous Evaluation Studies for unauthorized discharges of firearms, as necessary.

The following requirements encompass a range of PF security services and performance shall be in accordance with this PWS and applicable federal regulations and directives:

4.1 Program Management

The Contractor shall provide fully qualified, experienced, competent and trained management and full-time supervision for PF personnel. Supervisory staff shall be given authority and responsibility to implement applicable DOE/NNSA requirements.

4.1.1 Administration

- 4.1.1.1 Provide coordinated and integrated executive direction and program management, supervision, and staffing to efficiently and effectively execute the requirements of this contract in accordance with applicable directives, regulations, risk management principles and best business practices. This includes merging geographically-dispersed and separate DOE/NNSA PF organizations into a single management team.
- 4.1.1.2 Maintain high standards of competency, conduct, and integrity of all personnel.
- 4.1.1.3 Provide annual budget information in accordance with the Program Planning, Budgeting and Evaluation (PPBE) process.
- 4.1.1.4 Provide professional development and training for management and support staff in keeping with DOE/NNSA requirements and best business practices.
- 4.1.1.5 Ensure federal, state, and departmental environmental standards are met with regard to PF ranges and training facilities.
- 4.1.1.6 Integrate safety into management and work practices at all levels within the organization to ensure contract requirements are accomplished while protecting the public, workers and the environment.
- 4.1.1.7 Coordinate administration of the HRP for PF personnel with the responsible contractor(s).
- 4.1.1.8 Develop and execute a Contracting Officer (CO) approved Personal Property Management System (PPMS) and protection program.

- 4.1.1.9 Procure and maintain tactical and special use vehicles and equipment necessary to ensure operability and support the sites' protection strategies.
- 4.1.1.10 Ensure all PF personnel are equipped with DOE/NNSA approved uniforms and equipment.
- 4.1.1.11 Provide maintenance and logistical support for the CTF.
- 4.1.2 Performance and Operational Assurance
 - 4.1.2.1 Implement an effective and comprehensive contractor assurance system that is continually available for review and verification by DOE/NNSA, and which provides a comprehensive performance testing and analysis capability that supports the following: Vulnerability Assessments (VA); ongoing PF training; selection and implementation of security technologies; preparation of the respective site Security Plans; and development and execution of force-on-force exercises.
 - 4.1.2.2 Create and employ procedures for identifying, reporting and responding to IOSC and events with potential Price Anderson Amendment Act (PAAA) implications.
- 4.1.3 Planning and Operations
 - 4.1.3.1 Develop strategies and plans to ensure continued protection of security assets and identification of operational efficiencies from inception of the contract through five to seven years into the future.
 - 4.1.3.2 Provide appropriately-cleared and qualified PF personnel, with sufficient numbers of HRP certified employees, to provide required security services.
 - 4.1.3.3 Develop and implement PF tactics designed to mitigate threats to Departmental assets as defined in DOE/NNSA policy.
 - 4.1.3.4 Participate in integrated management activities with other site contractors that include preparation and issuance of safety policies, critical core expectations, and supplemental documentation. Coordinate with and provide subject matter expertise to the M&O and other on-site contractors with regard to site projects and upgrades relating to security and protection systems.
 - 4.1.3.5 Develop and implement security procedures, post/patrol/general orders, plans, and directives in support of mission requirements and risk management objectives in concert with the responsible VA organization. Prepare contingency plans for situations including, but not limited to, changes to security conditions, demonstrations, adversary threats, work stoppages, emergency response and evacuation requirements.

- 4.1.3.6 Provide appropriate PF personnel for other security-related duties such as construction escorts, and Work for Others (WFO) as directed by the CO or Contracting Officer's Representative (COR).
- 4.1.3.7 Ensure ongoing coordination and development of applicable agreements with local, state and federal law enforcement agencies.
- 4.1.3.8 Provide certified armorers with the knowledge, skills, and abilities to conduct inspection, maintenance, and repair of all site firearms.
- 4.1.3.9 Provide canine services to deter potential threats and enable effective explosive detection and surreptitious entry detection as necessary.

4.2 Duties

As required by the security assets at each site, the PF must be highly trained, competent, qualified, and certified to protect nuclear explosives, SNM and classified matter. The actual PF staffing is determined by the posts and patrols and their required hours of operation. The Contractor is expected to provide staffing to meet requirements in a cost-effective manner.

4.2.1 General Duties

- 4.2.1.1 Provide Security Officers (SO), as appropriate, to support functional responsibilities that allow armed PF personnel to maintain focus on their nuclear security mission. PF personnel designated as SOs shall meet the applicable medical qualification standards.
- 4.2.1.2 Provide Security Police Officers (SPO) to support site protection strategies as documented in the Site Security Plan. SPOs may perform duties associated with any PF assignments for which they have been properly trained and qualified. PF personnel designated as SPOs shall meet the applicable medical and physical readiness qualification standards.
- 4.2.1.3 For Pantex/Y-12, provide Special Response Team (SRT) capabilities with advanced tactical team skills to execute denial and recapture missions.
- 4.2.1.4 For Y-12, provide SRT to DOE-OR.

4.2.2 Central Alarm Station (CAS)/Secondary Alarm Station (SAS)

- 4.2.2.1 Provide qualified personnel capable of operating sophisticated central and secondary alarm centers to monitor and assess automated alarms and dispatch appropriate response personnel to alarm conditions.
- 4.2.2.2 Provide personnel to operate a central communications center for PF command and control.

4.2.2.3 For DOE-OR only, provide support for the OROC as directed for activities such as emergency notification and reporting; emergency response organization activation; and general or special communication situations.

4.2.3 Line Supervision

4.2.3.1 Provide PF supervisors that are knowledgeable of DOE/NNSA requirements and possess leadership skills commensurate with their assigned supervisory level.

4.2.3.2 Provide leadership to on-duty PF personnel to ensure effective performance of their duties.

4.2.3.3 Augment emergency response operations.

4.2.3.4 Provide command and control for emergency and other security events.

4.3 Training

The PF shall be trained and qualified to implement protection strategies to prevent the theft, diversion, or sabotage of nuclear explosives, SNM and/or classified matter. The Contractor must establish a formal training program which ensures PF personnel are competently trained, and fully qualified to perform the tasks within their assigned responsibilities under both normal and emergency conditions.

4.3.1 Mission Essential Tasks

4.3.1.1 Establish a high quality integrated training program based on mission essential tasks and/or job analyses.

4.3.1.2 Ensure PF personnel are fully trained and cognizant of limited arrest authority and use of force requirements.

4.3.1.3 Provide continuous training in the most efficient manner to maintain proficiency in perishable skills.

4.3.1.4 Provide professional development for all PF personnel.

4.3.1.5 Provide leadership and transition training for PF personnel selected for management or supervisory positions.

4.3.1.6 Develop, implement, and conduct training exercises to include force-on-force exercises.

4.3.1.7 Develop and implement a PF Annual Training Plan based on mission essential task lists (METL) and/or job analyses.

4.3.2 Firearms

4.3.2.1 Provide weapon manipulation skills and training on all firearms for which PF personnel are qualified.

4.3.2.2 Provide experienced and qualified firearms instructors to conduct live fire and weapons simulator training.

- 4.3.3 Physical Fitness
 - 4.3.3.1 Develop and implement a physical fitness program staffed by qualified fitness specialists that ensures PF personnel are compliant with the applicable medical and physical fitness standards in 10 CFR 1046 and are capable of performing duties requiring moderate to rigorous physical exertion.
- 4.3.4 Qualifications
 - 4.3.4.1 Ensure PF personnel meet the physical fitness and medical qualifications.
 - 4.3.4.2 Maintain PF personnel with appropriate access authorizations and certification in an HRP when required.
 - 4.3.4.3 Ensure firearms qualification and training programs are based on criteria established by the applicable federal regulations, DOE/NNSA directives, and approved courses of fire.
- 4.3.5 Range Operations/Maintenance
 - 4.3.5.1 Develop and implement site specific safety rules and regulations for the safe operation of live fire ranges.
 - 4.3.5.2 Develop a range safety risk analysis for range operations.
 - 4.3.5.3 Develop a formal process to support the use of facilities by other entities.
 - 4.3.5.4 Maintain a weapons arsenal(s) in a clean and safe operating condition.

5.0 TRANSITION

The Contractor shall submit a Transition Plan that describes the process, details, and schedule for providing a safe and orderly transition that minimizes the impacts on continuity of operations. A transition plan shall be submitted for both the NPO at Pantex/Y-12 and for the DOE-OR facilities. Each plan shall be approved by the respective Contracting Officer.

6.0 ACRONYMS

CAS	Central Alarm Station
CO	Contracting Officer
COR	Contracting Officer Representative
CTF	Central Training Facility
D&D	Decontamination and Decommissioning
DBT	Design Basis Threat
DOE	Department of Energy
DOE-OR	Department of Energy Oak Ridge Office
EMWMF	Environmental Management Waste Management Facility

ETTP	East Tennessee Technology Park
ES&H	Environmental, Safety, and Health
GSP	Graded Security Protection
FBC	Federal Building Complex
HRP	Human Reliability Program
IOSC	Incident of Security Concern
ISM	Integrated Safety Management
LA	Limited Area
M&O	Management and Operating
METL	Mission Essential Task List
MOA	Memorandum of Agreement
NNSA	National Nuclear Security Administration
NPO	NNSA Production Office
NSC	National Security Complex
ORNL	Oak Ridge National Laboratory
OROC	Oak Ridge Emergency Operations Center
ORPF	Oak Ridge Protection Force
OSTI	Office of Scientific and Technical Information
Pantex/Y-12	Pantex Plant/Y-12 National Security Complex & Central Training Facility
PAAA	Price Anderson Amendment Act
PF	Protective Force
PPA	Property Protection Area
PPBE	Program Planning, Budgeting and Evaluation
PPMS	Personal Property Management Systems
PWS	Performance Work Statement
SAS	Secondary Alarm Station
SCIF	Sensitive Compartmented Information Facility
SNM	Special Nuclear Material
SO	Security Officer
SPO	Security Police Officer
SRT	Special Response Team
TRU	Transuranic Waste
VA	Vulnerability Assessment
WFO	Work for Others