

**DRAFT Performance Work Statement**  
NNSA Pantex/Y-12 National Security Complex and DOE Oak Ridge Office Consolidated  
Protective Force Services

December 2, 2011

## **1.0 OVERVIEW AND OBJECTIVES**

The Department of Energy, National Nuclear Security Administration (DOE/NNSA), requires a contractor to perform protective force (PF) security services for the NNSA Pantex Plant/Y-12 National Security Complex and Central Training Facility (Pantex/Y-12) and for the DOE Oak Ridge facilities (DOE-OR). The mission of the PF is to conduct paramilitary security operations at Pantex/Y-12 and DOE-OR facilities 24 hours per day, 365 days per year.

In the current budget-constrained environment, the PF system needs to be both effective and efficient. An effective system would be robust, resilient, and adaptive. An efficient system would operate at reasonable cost and impose minimal burdens on the organizations carrying out primary missions at the facilities. Therefore, the objectives of this contract are to improve performance in the execution of PF security services at Pantex/Y-12 and DOE-OR; transition to a consolidated contract and merge PF operations at geographically-dispersed nuclear facilities; reduce costs; and increase efficiencies of PF operations through fully integrated and streamlined operations.

## **2.0 SCOPE**

The DOE/NNSA is responsible for securing fully and partially assembled nuclear weapons and significant quantities of Special Nuclear Material (SNM). The security mission includes protecting these weapons and materials, associated facilities and other assets. The scope of this contract 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 Quality Assurance; Environmental, Safety and Health (ES&H); Incidents of Security Concern (IOSC); Program Planning, Budgeting and Evaluation (PPBE); Human Resources (HR); Human Reliability Program (HRP); and Emergency Management. The locations of performance include Pantex/Y-12 and DOE-OR. Pantex/Y-12 includes both plant sites and the Oak Ridge Central Training Facility (CTF). DOE-OR includes the Oak Ridge National Laboratory (ORNL), East Tennessee Technology Park (ETTP), and the Federal Building Complex (FBC).

The Contractor shall fully integrate the requirements contained in the 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 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. The PF is trained and qualified to implement protection strategies to prevent the theft, diversion, or sabotage of nuclear explosives, SNM and/or classified matter.

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 execution of this contract:

1. The vulnerability of nuclear explosives, SNM, facilities, or sensitive matter to malevolent acts.
2. The need to fully understand the potential threats contained in applicable threat policies 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 matter, and the impact of loss or compromise to national security.
4. Continuous protective services are required 24 hours per day, 365 days per year.
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.
7. The need for efficient and cost-effective methods for protecting DOE/NNSA interests, taking into consideration applicable requirements and performance-based tests, self-assessments and exercises.
8. The requirement to maintain the capability for effectively implementing appropriate protection strategies, as described in approved Site Security Plans (SSP) 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.

### **3.0 BACKGROUND**

#### **Pantex Plant**

The Pantex Plant is located 17 miles northeast of Amarillo, Texas. The site covers 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 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, spanning 3.2 miles, 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 20 buildings. There are more than 7,240 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.

### **Oak Ridge Operations Site/Facility**

DOE-OR is located in Oak Ridge, Tennessee. It encompasses locations in Anderson and Roane counties, and includes a research and manufacturing park, with 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, ETPP, and the FBC.

#### Oak Ridge National Laboratory:

The ORNL site encompasses facilities in two valleys (Bethel and Melton) concentrated on approximately 4,470 acres of land. ORNL conducts six major missions: neutron science, energy, high-performance computing, systems biology, materials science, and national security. ORNL occupies almost 252 buildings, totaling more than 4.2 million square feet of gross building area including a Category I facility. ORNL has a staff of more than 4,700 not including approximately 4,000 guest researchers and 36,000 visitors annually.

East Tennessee Technology Park:

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, other environmental management programs, and re-industrialization.

Federal Building Complex:

The FBC comprises approximately 33 acres of land and a series of buildings located throughout Oak Ridge, Tennessee. The complex includes congressional offices, Emergency Operations Center, the Office of Inspector General, federal office space, historical buildings, warehouses, and also supports the Secure Transportation Center, American Museum of Science and Energy, and the Environmental Management Waste Management Facility.

#### **4.0 REQUIREMENTS**

As required by DOE/NNSA, 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 and 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 become effective after the effective date of this contract. The Contractor shall implement the DOE/NNSA Governance Transformation Initiative designed to streamline how business is done, reduce the cost of operations, and increase productivity to maximize mission accomplishment. The Contractor agrees to protect the national security interests, facilities, government property, and personnel necessary to perform within the terms and conditions of this contract.

The PF staffing under the PWS will be dependent upon operational and funding requirements. The Government therefore reserves the right to modify the level of effort and enhance 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 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 Contractor shall be accountable for the safe and effective accomplishment of all work performed including subcontractors. This scope encompasses a range of PF security services and performance shall be in accordance with this PWS.

The Contractor shall perform the following work:

#### **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 and best business practices. This includes merging two geographically-dispersed and separate NNSA PF organizations into an integrated contract with a single management team. Additionally, the Contractor shall manage a separate contract under this PWS for the DOE-OR facilities.
- 4.1.1.2 Maintain high standards of competency, conduct, and integrity of all assigned personnel.
- 4.1.1.3 Maintain and negotiate as necessary, a collective bargaining agreement (CBA) with the relevant bargaining unit at each site.
- 4.1.1.4 Provide prime contract administration; accounting and payroll; budget formulation, execution and reporting; procurement; subcontracting; and human resources.
- 4.1.1.5 Provide professional development and training for management and support staff in keeping with DOE/NNSA requirements and best business practices.
- 4.1.1.6 Ensure federal, state, and departmental environmental standards are met with regard to PF ranges and facilities.
- 4.1.1.7 Integrate safety into management and work practices at all levels within the organization to ensure contract requirements are accomplished while protecting the public, work and environment.
- 4.1.1.8 Provide a comprehensive Quality Assurance Program that conforms to applicable directives.
- 4.1.1.9 Collect, manage, store, and retire records in accordance with 36 CFR Chapter XII Subchapter B, "National Archives and Records Administration - Records Management," and other applicable requirements.
- 4.1.1.10 Administer the HRP for PF personnel in accordance with 10 CFR 712, "Human Reliability Program," and other applicable requirements.

#### 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.
- 4.1.2.2 Provide 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 SSP; development and execution of force-on-force exercises.
- 4.1.2.3 Maintain an accurate and up-to-date issues management and corrective actions tracking system.
- 4.1.2.4 Create and employ procedures for identifying, reporting and responding to IOSC.

#### 4.1.3 Planning and Operations

- 4.1.3.1 Establish and implement strategic initiatives that align with the DOE/NNSA Strategic Plan focusing on achieving the mission in a safe, secure, and reliable manner.
- 4.1.3.2 Develop strategies and plans to ensure continued protection and identification of efficiencies five to seven years into the future.
- 4.1.3.3 Provide appropriately-cleared PF personnel, with sufficient numbers of HRP certified employees, to provide required security services.
- 4.1.3.4 Develop and implement a protection posture designed to mitigate the applicable threats.
- 4.1.3.5 Establish schedules and written operating procedures for PF duties.
- 4.1.3.6 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 contractor with regard to site projects and upgrades relating to security and protection systems.
- 4.1.3.7 Develop and implement security procedures, plans, and directives in support of mission requirements in concert with the M&O 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.
- 4.1.3.8 Provide support for reimbursable Work for Others (WFO) activities as determined by DOE/NNSA.
- 4.1.3.9 Provide appropriate PF personnel for other security-related duties as directed by the Contracting Officer (CO) or Contracting Officer's Representative (COR).

- 4.1.3.10 Ensure ongoing coordination and development of applicable agreements with local, state and federal law enforcement agencies.
- 4.1.3.11 Provide staff for site emergency response operations.

## **4.2 Duties**

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 fulfill the required duty hours 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 contained in 10 CFR 1046, "Physical Protection of Security Interests."
- 4.2.1.2 Provide Security Police Officers (SPO) to support site protection strategies as documented in the SSP. 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 fitness qualification standards contained in 10 CFR 1046. In addition, they must be fully trained and cognizant of the requirements in 10 CFR 1047, "Limited Arrest Authority and Use of Force by Protective Force Officers."
- 4.2.1.3 Provide Special Response Team (SRT) capabilities with advanced tactical team skills to execute recapture and support the denial mission.
- 4.2.1.4 Protect national security interests against malevolent acts.

### **4.2.2 Armorer**

- 4.2.2.1 Provide certified armorers with the knowledge, skills, and abilities to conduct inventory, inspection, maintenance, and repair of all site firearms.

### **4.2.3 Central Alarm Station (CAS)/Secondary Alarm Station (SAS)**

- 4.2.3.1 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.
- 4.2.3.2 Provide a central communications capability for PF command and control.
- 4.2.3.3 For DOE-OR, provide support for the DOE Oak Ridge Operations Center as directed for activities such as emergency notification and

reporting; emergency response organization activation; and general or special communication situations.

#### 4.2.4 Line Supervision

- 4.2.4.1 Provide PF supervisors that are knowledgeable of DOE/NNSA requirements and possess leadership skills commensurate with their assigned supervisory level.
- 4.2.4.2 Provide leadership to on duty PF personnel to ensure effective performance in their duties.
- 4.2.4.3 Provide staff for site emergency response operations.
- 4.2.4.4 Provide command and control for emergency and other security events.

### **4.3 Training**

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 an integrated training program based on mission essential tasks.
- 4.3.1.2 Ensure SPOs are fully trained and cognizant of the requirements in 10 CFR 1047, "Limited Arrest Authority and Use of Force by Protective Force Officers."
- 4.3.1.3 Ensure PF personnel demonstrate familiarity with, and knowledge of, the responsibilities identified in job analyses and/or Mission Essential Task Lists (METL), and demonstrate proficiency in the skills and abilities necessary to perform required and assigned job tasks.
- 4.3.1.4 Provide continuous training to maintain proficiency in perishable skills.
- 4.3.1.5 Provide professional development for all PF personnel.
- 4.3.1.6 Provide leadership and transition training for PF personnel selected for management or supervisory positions.
- 4.3.1.7 Develop, implement, and conduct training exercises to include force-on-force exercises for all PF personnel.
- 4.3.1.8 Develop and implement a PF Annual Training Plan based on job analyses and/or METLs.

#### 4.3.2 Firearms

- 4.3.2.1 Provide weapon manipulation skills and refresher 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 Ensure compliance with applicable medical and physical fitness standards.
- 4.3.3.2 Develop and implement a physical fitness program staffed by qualified fitness specialists that ensures PF personnel 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 set forth in 10 CFR 1046.
- 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.

### **4.4 Facilities/Equipment**

The Contractor must establish processes to ensure PF facilities and equipment are available and support the mission as described in this PWS.

#### 4.4.1 Range Operations/Maintenance

- 4.4.1.1 Develop and implement site specific safety rules and regulations for the safe operation of live fire ranges.
- 4.4.1.2 Develop a range risk/safety analysis for range operations.
- 4.4.1.3 Operate and maintain all PF training facilities and equipment in accordance with local, state, and federal environmental laws.
- 4.4.1.4 Develop a formal process to support the use of facilities by other entities.
- 4.4.1.5 Maintain a weapons arsenal(s) in a clean and safe operating condition. All arsenal and emergency equipment shall be properly stored, protected, accounted for, and secured at all times.

#### 4.4.2 Personal Property and Vehicle Management

- 4.4.2.1 Develop and execute a CO-approved Personal Property Management System (PPMS) and protection program in accordance with 41 CFR 101, "Federal Property Management Regulations."
- 4.4.2.2 Procure and maintain tactical and special use vehicles and specialized equipment as necessary.

#### 4.4.3 Logistics

- 4.4.3.1 Provide all equipment necessary to support the site protection strategies.

- 4.4.3.2 Ensure all PF personnel are equipped with the DOE/NNSA approved uniform which includes uniform maintenance, badges, belts and holsters, etc.
- 4.4.3.3 Maintain all equipment assigned to or obtained by the Contractor in a serviceable condition.
- 4.4.3.4 Maintain all keys, locks and safe combinations pertaining to PF operations.

## **5.0 TRANSITION**

During the first 60 days after award of the contract, the Contractor shall initiate and complete transition and merger activities in accordance with the Contractor’s approved Transition Plan. The Contractor shall establish a transition/merger management team capable of providing overall management and logistical support for all transition activities at each site. During the transition period the management team will establish relationships with the respective local unions and other applicable established site entities.

The Contractor is responsible for performing due diligence to ensure all transition activities are identified and completed in a timely manner during the transition term. After completion of all required transition activities, the Contractor shall formally notify the CO that it is ready to assume full responsibility of this contract. Upon receipt of written notification from the CO that the transition activities are considered complete, the Contractor shall assume full responsibility for all PF operations at each site.

## **6.0 ACRONYMS**

CAS	Central Alarm Station
CBA	Collective Bargaining Agreement
CO	Contracting Officer
COR	Contracting Officer Representative
CTF	Central Training Facility
D&D	Decontamination and Decommissioning
DOE/NNSA	Department of Energy/National Nuclear Security Administration
DOE-OR	Department of Energy Oak Ridge Office
ETTP	East Tennessee Technology Park
ES&H	Environmental, Safety, and Health
FBC	Federal Business Complex
HR	Human Resources
HRP	Human Reliability Program
IOSC	Incident of Security Concern
M&O	Management and Operating
METL	Mission Essential Task List

NSC	National Security Complex
ORNL	Oak Ridge National Laboratory
Pantex/Y-12	Pantex Plant/Y-12 National Security Complex & Central Training Facility
PF	Protective Force
PPBE	Program Planning, Budgeting and Evaluation
SAS	Secondary Alarm Station
SO	Security Officer
SPO	Security Police Officer
SRT	Special Response Team
SSP	Site Security Plans
PPMS	Personal Property Management Systems
PWS	Performance Work Statement
SNM	Special Nuclear Material
VA	Vulnerability Assessment
WFO	Work for Others