



**COMMISSION
AGENDA MEMORANDUM**

Item No. 61

ACTION ITEM

Date of Meeting October 22, 2019

DATE: October 22, 2019

TO: Stephen P. Metruck, Executive Director

FROM: Wendy Reiter, Aviation Public Safety, Security and Emergency Preparedness
Mark Leutwiler, Aviation Security, Sr. Manager Security Strategies and Intelligence

SUBJECT: Aviation Security Services IDIQ Competition Exemption

Total contract amount: \$400,000

ACTION REQUESTED

Request Commission authorization (1) for the Executive Director to execute one contract with Ross & Baruzzini to support and implement airport security and emergency preparedness recommendations as needed for an amount not to exceed \$400,000 during a contract ordering period not to exceed three years and (2) that Commission exercise its authority under RCW 53.19.020(5) to waive the competitive solicitation process for a personal services agreement on the basis that it is not appropriate or cost-effective. No funding request is associated with this request.

EXECUTIVE SUMMARY

On December 11, 2018, Ross & Baruzzini presented to the Port Commission preliminary findings of the Horizon Air After-Action Report (AAR), which included a multitude of recommended items to improve security and emergency preparedness at Seattle-Tacoma International Airport. As the scope of the original Ross & Baruzzini contract approved by the Commission on September 11, 2018, is nearing completion, port staff has determined that additional scope is required to implement AAR recommendations as well as additional recommendations contained in the Aviation Public Space Assessment Report dated March 2018. Staff does not have the expertise or resources to implement targeted security and emergency preparedness enhancements at the airport based on the findings.

In accordance with RCW 53.19.020(5), it is in the port's best interest to contract with the same firm used to develop the Horizon Air AAR and the Aviation Public Space Assessment Report. Collaborating with the same consultant on this major effort will result in the continuity of critical services with highly qualified industry experts resulting in a more cost-effective approach to implementing recommendations.

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Staff has determined that an estimated not-to-exceed amount of \$400,000 over the course of three years is adequate support to develop programs and concepts outlined in the recommended items in the Horizon Air AAR and the Aviation Public Space Assessment Report. No work is guaranteed to the consultants and the port is not obligated to compensate the consultant until work is authorized and services delivered. Industry stakeholder engagement is needed to further develop mitigation measures to reduce threats both internally and externally. Unified and Incident Command training, mental health, and Safety Act Certification are some of the general topics that may be addressed under this contract.

JUSTIFICATION

Staff is recommending that Commission determine that a competitive solicitation process for this service is not appropriate or cost effective in accordance with RCW 53.19.020(5) and to execute a contract with Ross & Baruzzini for a not-to-exceed value of \$400,000 during a three year period to assist in addressing general principals to improve security, emergency preparedness and after-action items stemming from the Horizon Air AAR and the Aviation Public Space Assessment Report.

Staff has determined continuity of services with Ross & Baruzzini is reasonable as listed below:

1. Ross & Baruzzini conducted the original Horizon Air AAR and the Aviation Public Space Assessment Report and developed recommendations to the port to improve airport security and emergency preparedness capabilities for the protection of airport passengers, employees, and critical infrastructure. Ross & Baruzzini is exceptionally familiar with the port's operating structure, its employees, and airport stakeholders. Contracting with a different firm would be unreasonable and hinder current progress in moving our security and emergency preparedness measures forward due to unfamiliarity with existing conditions, processes and procedures. It would also not be cost-effective as a new consultant would require more time and resources to achieve the same level knowledge Ross & Baruzzini has acquired with the port and our stakeholders. Several recommendations have already been implemented by internal staff.
2. Ross & Baruzzini team members are aviation industry experts in developing after-action reports and in developing mitigation measures and programs consistent with local, state, and federal regulations and industry best practices. Quickly making an accurate assessment and mitigation measures is critical after an incident and the path port assumed.
3. Ross & Baruzzini's collaborative approach has fostered trusted and established relationships with airport stakeholders to include port staff, airlines representatives, and Transportation Security Administration (TSA) officials. These relationships have proven to be critical in Ross & Baruzzini's efficient and effective implementation of work under the original Horizon Air AAR contract. Initiating this contract with Ross & Baruzzini provides continuity with previous projects and capitalizes on existing relationships to continue collective efforts in security and emergency preparedness improvements.

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4. Ross & Baruzzini’s experience and skillset will help the POS develop new and enhanced security and emergency preparedness measures and training programs faster and more efficiently than if the port sought to perform these functions internally.

DETAILS

Under contract P-00319535 Horizon Aircraft Incident After Action Report, Ross & Baruzzini conducted a federally regulated full AAR for the abduction of the Horizon Air aircraft from the airport. As a result of the Horizon Air AAR, several key and critical programs were recommended. Continuity of services to develop collaborative security and emergency preparedness concepts stemming from the Horizon Air AAR and the Aviation Public Space Assessment Report and in further developing mitigation measures to reduce both external and internal threats. Commission previously authorized a competition exemption valued at \$325,000. The actual amount spent was XXX-XX; leaving a remaining amount of XXX-XX for the implementation phase.

Services anticipated under this IDIQ contract may include, but are not limited to, the following:

1. Development and administer airport site-specific training on Unified Command and the Incident Command System for port staff and stakeholders. To include relevant training programs to promote emergency response and preparedness.
2. Explore practical methods and programs of mental health and employee assistance services for the Port’s broader population of airport workers. Identify barriers to implementation (e.g., financial, legal, logistics, and regulatory) and engage regulatory agencies and elected officials to provide input in finalizing a mental health framework for the aviation sector. Assist in removing barriers to implementation, up to and including legislation.
3. Assist the port in pursuing and maintain a SAFETY Act Certification from the Department of Homeland Security.
4. Provide expertise and consultation on action items stemming from the Horizon Air AAR and the Aviation Public Space Assessment Report.
5. Contractor may be requested to consult on an as-needed basis in the role of Subject Matter Expert (SME) on tasks relating to additional specialized security and emergency management matters. In the role of SME, the consultant would be working on behalf of the airport in providing expert security or emergency management guidance based on vendor-agnostic technical expertise and best practices.

ALTERNATIVES AND IMPLICATIONS CONSIDERED

Alternative 1 – Complete targeted work associated with the Horizon Air AAR and the Aviation Public Space Security Assessment through a competitive solicitation process per RCW 53.19. This process is estimated to take four months to complete, thereby delaying critical work and momentum gained.

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Cost Implications:

Pros:

- (1) Opportunity to evaluate multiple proposals and approaches to the Horizon Air AAR and the Aviation Public Space Security Assessment follow-on work.
- (2) Potentially lower costs.

Cons:

- (1) Delays in developing security and emergency preparedness measures and programs by going through the competitive bid process.
- (2) Different approach in addressing Horizon Air AAR recommendations, potentially leading to rework and conflicting opinions.
- (3) Additional costs and time to onboard a new consultant. Learning POS process, procedures, and its stakeholders is a long process that requires extensive internal and external resources.
- (4) Risk of not meeting Department of Homeland Security or other federal requirements.

This is not the recommended alternative.

Alternative 2 – Do not follow-on with all the critical recommendations or methods to improve security and emergency preparedness at STIA. Only complete easier, less time-consuming recommendations with internal staff.

Cost Implications:

Pros:

- (1) Cost savings for not hiring external support.

Cons:

- (1) Not implementing several critical airport security and emergency preparedness recommendations, resulting in possible increased risk to the public.
- (2) Fewer program enhancements to help avoid a similar incident in the future.
- (3) Lack of collaborative partnership with stakeholders affected from related incidents.
- (4) Appearance of not doing our due diligence from the public's perspective.

This is not the recommended alternative.

Alternative 3 – Execute a non-competitive IDIQ contract with Ross & Baruzzini.

Cost Implications:

This is the recommended alternative.

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Pros:

- (1) Fast and effective approach to utilize the same highly-qualified firm to continue developing and implementing security and emergency preparedness strategies.
- (2) POS staff and stakeholders familiar with consultants from Ross & Baruzzini, resulting in more efficient and collaborative work.
- (3) Continuity of services for programs and security and emergency preparedness measures development.

Cons:

- (1) Other firms are not provided the opportunity to compete for the work.

This is the recommended alternative.

FINANCIAL IMPLICATIONS

The total estimated services will not exceed \$400,000. No work is guaranteed to the consultants and the port is not obligated to compensate the consultant until a service directive is executed and services delivered. After receiving authorization for each project in accordance with POS policy, the actual work will be fully defined, and the port will issue individual project-specific service directives. The cost of services under this contract will be included in the annual Aviation Division operating budget.

ATTACHMENTS TO THIS REQUEST

None

PREVIOUS COMMISSION ACTIONS OR BRIEFINGS

- March 2018 - Aviation Public Space Security Assessment Report issued to POS executive staff
- September 11, 2018 – The Commission authorized a non-competitive contract for a total of \$325,000 for the Horizon Aircraft Incident After Action Report with Ross & Baruzzini
- December 10, 2018 – Ross & Baruzzini presented to the POS Commission the findings of the Horizon Air AAR