

# OTHER TRANSACTIONS

## OTHER TRANSACTION AGREEMENTS

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# MECHANISMS USED TO HELP MEET DOD MISSIONS

DoD uses Variety of Mechanisms to help meet Missions:

- **Contracts**
- **Grants**
- **Cooperative Agreements**
- **CRADAs**
- **Other Transaction Agreements**  
for both assistance and acquisition programs  
(TIAs, R&D and prototyping)

## ***WHAT IS AN OTHER TRANSACTION (OT)?***

- **A legally binding agreement other than a Procurement Contract, Grant, or Cooperative Agreement**
  - **Generally not subject to Federal Laws and Regulations, Federal Acquisition Regulations (FAR), FAR Supplements (DFARs, AFFARs)**
  - **Streamlined procedures that Federal Agencies may use to procure innovative research or prototypes without constraints of typical FAR-based contracts**

## WHY THE NEED FOR OTAs?

METHOD OF REACHING “NON-TRADITIONAL” DEFENSE CONTRACTORS THAT CANNOT OR DO NOT WANT TO DO BUSINESS WITH THE FEDERAL GOVERNMENT

# WHAT LED TO THE CREATION OF OTHER TRANSACTIONS?

## BASIC OTA HISTORY - 101

# LAIKA



**Laika: first animal in orbit, aboard *Sputnik 2*, November 1957**

(Sad note: Unfortunately she died when the oxygen supply ran out)

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# IKE INKS SPACE LAW - NASA BORN JULY 1958 OTHER TRANSACTION LEGISLATION ENACTED



# OTA HISTORY 101: IKE INKS SPACE LAW – NASA BORN – OTHER TRANSACTION LEGISLATION ENACTED

- In wake of Russians putting SPUTNIK 2 into orbit the pressure for U.S. response in “Space Race” grew
  - July 1958: President Eisenhower signs the National Aeronautics and Space Act creating National Aeronautics and Space Administration (NASA)
- Congress created Other Transaction Authority:
  - Driven by the desire to close space exploration technology gap between U.S. and Russia
  - Need for NASA to get **commercial companies** with new technologies involved quickly – **unencumbered by Federal procurement laws and regulations**



# IMPEDIMENTS TO COMMERCIAL FIRM PARTICIPATION

- THE TRADITIONAL PROCUREMENT PROCESS IS TOO SLOW
- TRADITIONAL PROCUREMENT CONTRACTS ARE BASED ON REGULATION RATHER THAN NEGOTIATION
- THE GOVERNMENT'S COST-BASED PRICING SYSTEM IS CUMBERSOME AND EXPENSIVE
  - REQUIRES UNIQUE ACCOUNTING AND AUDITING SYSTEMS
  - LEGACY OF ACTUAL OR PERCEIVED OVERSIGHT EXCESSES
- THE GOVERNMENT'S STANDARD APPROACH TO INTELLECTUAL PROPERTY CAN BE OVERREACHING AND INFLEXIBLE

# OTA BENEFITS FOR COMMERCIAL FIRM PARTICIPATION

- OTAs ALLOW THE GOVERNMENT AND CONTRACTORS TO:
  - CONSIDER NEW WAYS OF DOING BUSINESS
  - PERMIT NON-TRADITIONAL CONTRACTOR, SMALL BUSINESSES AND NON-PROFIT ORGANIZATIONS TO WORK WITH THE DoD WITHOUT CHANGING BUSINESS PRACTICES
- BRINGS NEW IDEAS TO THE FEDERAL ACQUISITION/BUYING PRACTICE
- ENCOURAGES GOVERNMENT AND CONTRACTOR COLLABORATION DURING ALL PHASES OF THE ACQUISITION PROCESS

# DoD AND OTHER FEDERAL AGENCIES ARE AT THE SAME CROSSROADS AS THE SPACE EXPLORATION PROGRAM WAS IN 1958!

- Need to Maintain U.S. Technological Superiority and Military Readiness
- Ensure Cybersecurity of our Information Technology Systems, Weapon Systems and Networks.
- Address Cybersecurity early within acquisition and thoughtfully integrate with systems engineering, test and evaluation and other acquisition processes throughout DoD systems' lifecycles

**DoD NEEDS TO CAPTURE/TAKE ADVANTAGE OF ALL THE LATEST  
TECHNOLOGICAL ADVANCES IN THE MARKETPLACE  
QUICKLY, SMARTLY AND EASILY WITHOUT ANY ENCUMBRANCES**

# WHO HAS OT AUTHORITY TODAY?

- **CONGRESS GAVE NASA OTHER TRANSACTION AUTHORITY IN 1958. SINCE 1958, SEVEN OTHER AGENCIES HAVE BEEN GIVEN OT AUTHORITY:**
  - DEPARTMENT OF DEFENSE (DoD)
  - FEDERAL AVIATION ADMINISTRATION (FAA)
  - DEPARTMENT OF TRANSPORTATION (DOT)
  - DEPARTMENT OF HOMELAND SECURITY (DHS)
  - TRANSPORTATION SECURITY ADMINISTRATION (TSA)
  - DEPARTMENT OF HEALTH AND HUMAN SERVICES
  - DEPARTMENT OF ENERGY
- **OTHER FEDERAL AGENCIES MAY USE OT AUTHORITY UNDER CERTAIN CIRCUMSTANCES**
  - REQUIRES OFFICE OF MANAGEMENT AND BUDGET (OMB) AUTHORIZATION

## **SOME OTA ACTIVITIES USED BY FEDERAL AGENCIES**

- **DOE/ARPA-E: SOLAR/GEOTHERMAL ENERGY RESEARCH**
- **HHS AND NIH: MEDICAL ISSUES RESEARCH AIMED AT DISEASES, BIOMEDICAL ADVANCES, AND, PHARMACEUTICALS**
- **DOT: RESEARCH TO ENHANCE OIL/PIPELINE SAFETY**
- **FAA: RESEARCH SAFE UNMANNED AERIAL SYSTEMS OPERATIONS**
- **DoD: PROTOTYPES TO IMPROVE MILITARY TECHNOLOGY**
- **DHS: PROTOTYPE TO IMPROVE ENERGY SECURITY**
- **NASA/TSA/FAA: USED FOR OTHER THAN R&D OR PROTOTYPE ACTIVITIES**

# CHANGES SUPPORTING ALTERNATIVE PROCUREMENT APPROACHES

- CONGRESSIONAL INTEREST IN ACCESSING NEW SOURCES OF TECHNICAL INNOVATION FROM COMMERCIAL FIRMS AND START-UPS
- TECHNOLOGIES AND TECHNOLOGICAL-BASED COMPANIES ADVANCE SO RAPIDLY THAT THE DoD IS FINDING IT DIFFICULT TO CONTRACTUALLY ENGAGE, COLLABORATE, AND DO BUSINESS WITH HIGH-TECH COMPANIES

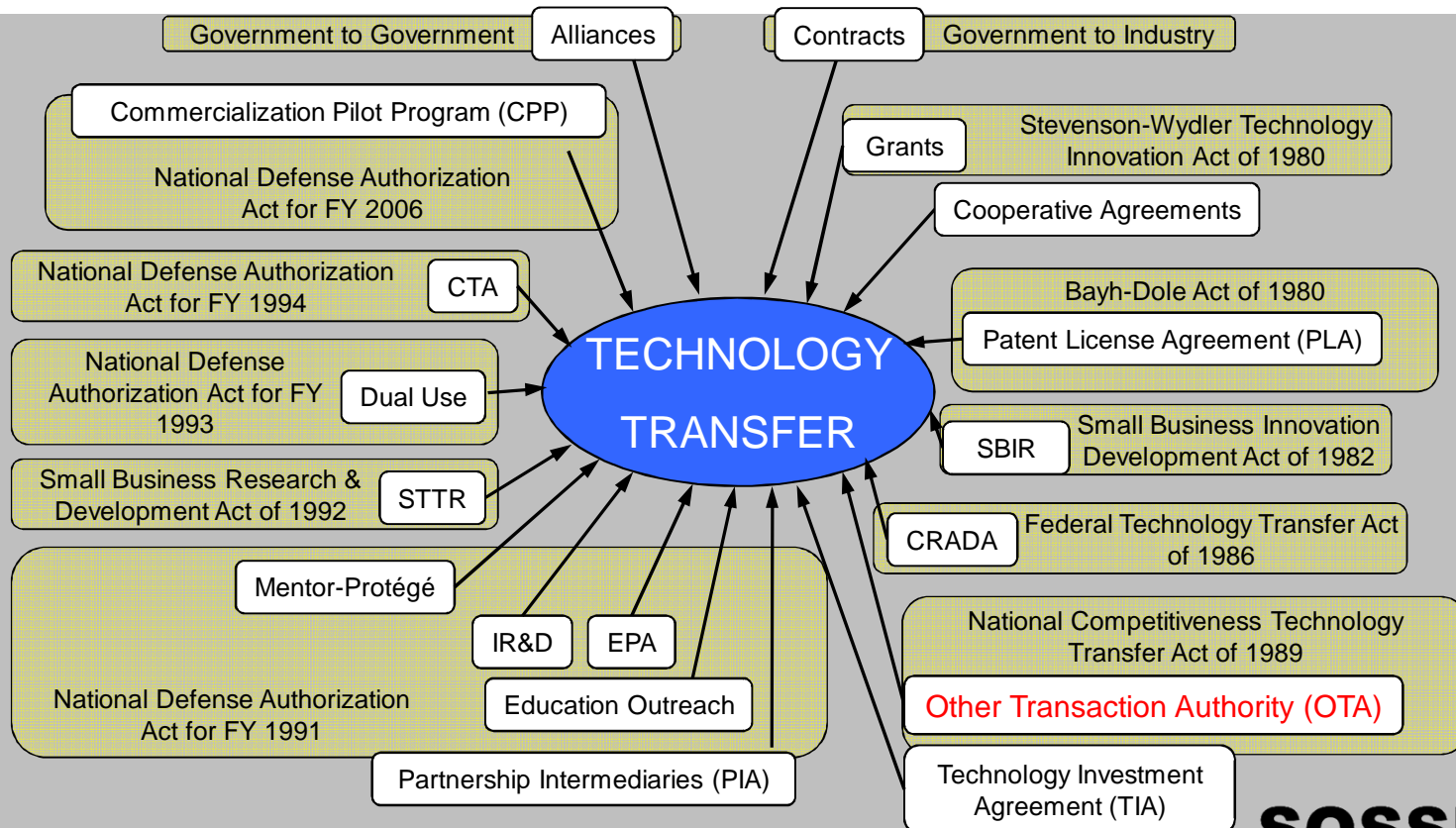
*“Start-ups are the leading edge of commercial innovation, and right now, DoD researchers don’t have enough promising ways to transition technologies that they came up with to application.”*

*-Secretary Ash Carter, Defense Media Activity, April 23, 2015*

# SCIENCE AND TECHNOLOGY COMMUNITY MARKETPLACE

- INNOVATION FUELED BY COMMERCIAL MARKET
- CUTTING EDGE COMMERCIAL FIRMS WITH LARGE R&D INVESTMENTS HAVE BEEN RELUCTANT TO WORK WITH THE GOVERNMENT
- THE FOCUS AND PACE OF S&T INNOVATION AND ITS ENVIRONMENT IN LEADING TECHNOLOGY AREAS IS WITH THE COMMERCIAL SECTOR
- DoD NEEDS TO WORK WITH COMMERCIAL SECTOR TO MAINTAIN A TECHNOLOGY ADVANTAGE AND PROVIDE THE LATEST TECHNOLOGIES TO THE WARFIGHTERS

# TECHNOLOGY TRANSFER AUTHORIZATIONS





# The Contracting Tool Box

Acquisition		Non-Acquisition				
Procurement Contracts	Non-FAR Contracts	Grants	Cooperative Agreements		OTs For Research	OTs for Other
10 U.S.C. 2304 31 U.S.C. 6303 6 U.S.C. 187(b)(3) 6 U.S.C. 188(b)(1)(C) ↓ Federal Acquisition Regulations	*Non-appropriated funds contracts  *Other Transactions for Prototypes 10 U.S.C. 2371 note 6 U.S.C. 391	10 U.S.C. 2358  31 U.S.C. 6304  6 U.S.C. 187 6 U.S.C. 188	10 U.S.C. 2358 31 U.S.C. 6305 6 U.S.C. 187 6 U.S.C. 188	10 U.S.C. 2358 6 U.S.C. 187 6 U.S.C. 188	10 U.S.C. 2371  6 U.S.C. 391	10 U.S.C. 2371  6 U.S.C. 391
PART 15  Cost/Price Based	PART 12 Commercial Items  *NASA Space Act  Price Based	OMB Circ.  DODGAR	OMB Circ.  DODGAR  Lore	Recoupment Authority	Multi-Party Commercial Firm Consortia  Recoupment Authority	Bailments Lease Arrangement Loan-to-Own

**CRADA** - A legal agreement between a federal laboratory and industry used for the transfer of commercially useful technologies from federal laboratories to the private sector and to make accessible unique technical capabilities and facilities.

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# WHAT IS AN OTHER TRANSACTION AGREEMENT?

- An OT is a special vehicle used to obtain or advance research and development or *prototypes*.
- An OT is not a FAR-based contract, grant, or cooperative agreement
- OTAs are a special form of buying arrangement
- Non-Federal Acquisition Regulation (FAR) type vehicles where 17 laws and regulations don't apply
- OTAs are generally with a single contractor or Consortium
- Created in 1958 to enable Fed Gov't to get to Non-Traditional defense contractors
- OTAs allow the government and contractors to consider new ways of doing business and permit non-traditional contractors to work with the DoD without changing business practices
- Brings new ideas to the Federal Acquisition/Buying Practice
- Generally projects are Fixed Price with Milestone Payments
- Significant Gov't involvement with contractor during all phases of the acquisition process encouraged

# TYPES OF OTAs

## FOR ACQUISITION

- R&D – spur development of advanced technologies that may have commercial application
- or
- Prototypes – directly relevant to the supporting/improving DoD platforms, systems, components, or materials in use or proposed to be acquired or developed (including C4ISR, Cybersecurity, etc.) May involve adaptation, integration, testing of new or commercial items to a military weapons system of systems

**OTAs are not suited for Advisory and Assistance or Engineering services, General Support, LRIP or production acquisitions**

## OTHER TRANSACTIONS FOR PROTOTYPES

Military Departments may use Other Transactions for:

**“Prototype projects that are directly relevant to enhancing the mission effectiveness of military personnel and the supporting platforms, systems, components, or materials proposed to be acquired or developed by the Department of Defense, or to improvement of platforms, systems, components, or materials in use by the armed forces.”**

## DEFINITION OF “PROTOTYPE PROJECT”

- **OSD MEMO, DATED NOV 20, 2018, SUBJECT: DEFINITIONS AND REQUIREMENTS FOR OTHER TRANSACTIONS UNDER TITLE 10, UNITED STATES CODE, SECTION 2371b, DEFINES “PROTOTYPE PROJECT” IN THE CONTEXT OF AN OT AS FOLLOWS:**
  - **“A PROTOTYPE PROJECT ADDRESSES A PROOF OF CONCEPT, MODEL, REVERSE ENGINEERING TO ADDRESS OBSOLESCENCE, PILOT, NOVEL APPLICATION OF COMMERCIAL TECHNOLOGIES FOR DEFENSE PURPOSES, AGILE DEVELOPMENT ACTIVITY, CREATION, DESIGN, DEVELOPMENT, DEMONSTRATION OF TECHNICAL OR OPERATIONAL UTILITY, OR COMBINATIONS OF THE FOREGOING. A PROCESS, INCLUDING A BUSINESS PROCESS, MAY BE THE SUBJECT OF A PROTOTYPE PROJECT”**

# NON-TRADITIONAL DEFENSE CONTRACTOR DEFINITION

- A “Non-traditional” Defense Contractor is defined as a “contractor that **has not been awarded** any contract that is subject to full coverage under the cost account standards (CAS) prescribed pursuant to section 26 of the Office of Federal Procurement Policy ACT (41 U.S.C. 422) and the regulations implementing such section”
- Definition expanded to recognize the need to get to all Small Businesses and Non-Profit Organizations whether Traditional or Non-Traditional

## WHY USE AN OTHER TRANSACTIONS?

- Allows for flexibility in meeting needs/requirements
- Allows for flexibility in teaming
- Attracts new start-up companies, Commercial, technology firms that normally avoid DoD business
- Projects focus on technical results vs. bureaucratic process concerns
- Not a formal source selection process
  - Although not a BAA, you can craft evaluation process/criteria similar to BAAs

# OTAs CAN REDUCE IMPEDIMENTS TO SMALL BUSINESSES, COMMERCIAL FIRMS AND NON-TRADITIONAL DEFENSE CONTRACTORS

## Benefits Government and Industry

- Provides Relief from FAR, DFARS, supplemental regs
- Encourages Flexibility to use “best” practices
- Conduct business outside of procurement laws/regs
- Eliminates Compliance with Several Laws and Regulations, Specialized Accounting and Audit Systems, Oversight Excesses that Increase Contractor Overhead and Monetary Non-Compliance Risks
  - Competition only to the maximum extent practicable
  - Government Interaction with Consortium Members is Allowed/Encouraged throughout the Acquisition Process—Eliminates Ambiguity, Scrap and Rework and Increases likelihood of a timely, affordable, quality prototype product



## **IMPEDIMENTS ELIMINATED: REGULATIONS AND STATUTES NOT APPLICABLE TO OTHER TRANSACTIONS:**

- **Competition in Contracting Act (CICA)**
- **Truth in Negotiation Act (TINA)**
- **Contract Disputes Act**
- **Procurement Protest System**
- **P.L. 85-804 and indemnification**
- **Cost plus a percentage of cost prohibition**
- **Procurement Integrity Act**
- **Cost Accounting Standards**
- **Bayh-Dole Act**
- **Drug-Free Workplace Act**
- **Anti-Kickback Act**
- **Walsh-Healey Act**
- **Buy American Act (in part)**
- **Kinds of Contracts**
- **Examinations of Records of Contractor**
- **No Changes clause**
- **No Disputes/claims**
- **No Termination for Default**
- **No mandatory Accounting System**

# SUMMARY OF OTA BENEFITS

- **Untapped Market of Industry Contributors:** OTA(s) are more attractive to non-traditional firms, typically small business start-ups and commercial firms, that are unfamiliar with government acquisition processes, contracting procedures and sometimes burdensome regulations/compliance programs
- **Quick Tech Transition:** OTA(s) can expeditiously transition technology from development to actual DoD customer use
- **Ongoing Dialog:** DoD customer/Consortium Member IPTs encouraged
- **Results Focused:** Less Gov't paperwork required throughout process
- **Good Value:** Faster, more affordable results can be achieved
- **Path Forward:** Sole Source Follow-on Production Allowed
- **AGILE PROCESS: FROM REQUIREMENT IDENTIFICATION THROUGH AWARD IS AGILE:** Government customer only required to identify a “*technology gap*” in simple, succinct Statement of Objective/Need

# FOLLOW-ON PRODUCTION

- THE FY16 NDAA CHANGED THE FOLLOW-ON PRODUCTION SECTION OF U.S.C. 2371b TO BE MORE PRACTICAL AND USEFUL
- NOW ALLOWS FOR FOLLOW-ON PRODUCTION TRANSACTIONS TO THE PARTICIPANTS IN THE OT TRANSACTION UNDER THE FOLLOWING CONDITIONS:
  - COMPETITIVE PROCEDURES WERE USED FOR THE SELECTION OF THE PARTICIPANTS IN THE OT TRANSACTION.
  - ADVANCED CONSIDERATION GIVEN AND NOTICE MADE OF POTENTIAL FOR FOLLOW-ON OT; THIS IS A NECESSARY PRECONDITION FOR A FOLLOW-ON PRODUCTION OT. AS SUCH, SOLICITATION DOCUMENTS AND THE PROTOTYPE OT AGREEMENT SHALL INCLUDE NOTICE THAT A FOLLOW-ON PRODUCTION OT IS POSSIBLE.
  - THE PROTOTYPE PHASE WAS SUCCESSFULLY COMPLETED. THE “SUCCESSFUL COMPLETION” IS DEFINED AS:
    - A TRANSACTION FOR A PROTOTYPE PROJECT IS COMPLETED UPON THE WRITTEN DETERMINATION OF THE APPROPRIATE APPROVING OFFICIAL FOR THE MATTER IN QUESTION THAT EFFORTS CONDUCTED UNDER A PROTOTYPE OT: (1) MET THE KEY TECHNICAL GOALS OF A PROJECT; (2) SATISFIED SUCCESS METRICS INCORPORATED INTO THE PROTOTYPE OT; OR, (3) ACCOMPLISHED A PARTICULARLY FAVORABLE OR UNEXPECTED RESULT THAT JUSTIFIES THE TRANSITION TO PRODUCTION.
    - FURTHERMORE, SUCCESSFUL COMPLETION CAN OCCUR PRIOR TO THE CONCLUSION OF A PROTOTYPE PROJECT TO ALLOW THE GOVERNMENT TO TRANSITION ANY ASPECT OF THE PROTOTYPE PROJECT DETERMINED TO PROVIDE UTILITY INTO PRODUCTION WHILE OTHER ASPECTS OF THE PROTOTYPE HAVE YET TO BE COMPLETED.
    - ANY PROTOTYPE OT SHALL CONTAIN A PROVISION THAT SETS FORTH THE CONDITIONS UNDER WHICH THAT PROTOTYPE AGREEMENT MUST BE SUCCESSFULLY COMPLETED
- THE FOLLOW-ON EFFORT CAN BE AWARDED AS AN EXTENSION TO THE ORIGINAL OT, AS A NEW OT, AS A PROCUREMENT CONTRACT, OR, UNDER OTHER PROCEDURES THE SECDEF MAY ESTABLISH

# OT TO ONE COMPANY FOR SINGLE ACQUISITION VS. CONSORTIUM FOCUSED ON SPECIFIC TECHNOLOGY

- Initially OTs were for Single Agreement with Commercial Firms to satisfy a Government Agency's Specific Prototype Requirement
- Approx. 15 Years Ago, Army Developed New OTA Paradigm/Model
  - Award to *Consortium* of companies/universities/ organizations in a Specific Technological Domain
  - OTA awarded to Consortium Managing Agent (CAO)
  - Multiple Projects for Within Scope Rqmts Awarded against the OTA
  - OTA has Ceiling Price and Completion Date
  - Awards generally Fixed Price with Milestone Deliverables/Payments

# CONSORTIUM MODEL

- An “enterprise partnership” between the Government and a consortium of technology developers/providers in a specific domain where...
  - The “Government” partner can be a single sponsor (program executive officer) or multiple sponsors coordinated through a lead agency
  - The “Consortium” partner’s members can include: Non-Traditional and Traditional Defense Contractors; large and small businesses; for-profit companies, not-for-profit and/or non-profit organizations; universities; and, other academic research organizations
- The Government and Consortium are connected through a binding contractual instrument called an “Other Transaction Agreement (OTA)” that operates outside the normal Federal Acquisition Regulations (FAR)
  - Consortium Members are awarded Project Awards against the basic OTA with the OTA Consortium Lead

# WHAT CAN/SHOULD CONSORTIUM OFFER

- **Provide advanced technology to the warfighters**
  - Large, active member organizations -- Small Entrepreneurs to Very Large Business to Non-Profit and Academia
  - Wide range of advanced capabilities
- **Engage non-traditional and small business contractors for innovative, novel, affordable high tech solutions**
- **Enhance cooperation and collaboration between Government customers and Consortium members**
- **Develop and Execute An Agile End to End Acquisition Process from “Cradle to Grave”**

# CONSORTIUM FEATURES AND BENEFITS

Features	Benefits
Open Membership	Provides access to a broad range of potential solution providers (large and small businesses, academia and non-traditional contractors) by establishing and maintaining low barriers to entry.
Streamlined Acquisition	Reduces the acquisition administrative lead times for development and fielding of prototype/pilot scale solutions without cumbersome restrictions imposed by FAR-based contracting.
Collaborative Strategic Planning	Permits Government and Consortium member collaboration in the development of technology roadmaps and strategic investment plans against which subsequent investments can be made.
Targeted Research Investment	Enables industry to align their Independent Research and Development resources with Government technology needs.
Non-Traditional Entity Participation	Encourages participation by non-traditional sources who bring innovative technologies and solutions to both Government and Consortium members, but who do not have DCAA-approved cost-accounting systems.
Resource Leveraging	Allows industry to apply cost sharing against a specific contracted effort and leverage Government and Consortium member resources.
Single-Point Contracting	Reduces proposal preparation, contract award, and Congressional reporting burdens on both the Government and the Consortium.
Teaming Opportunity	Fosters innovation in proposals by incentivizing traditional contractors to partner with small and non-traditional contractors

## CONSORTIUMS' TECHNOLOGY REACH

- Agile contracting process
- Simple process from “cradle to grave”
- Ability to compete among members
- Flexible consortium: open to new members—quick and easy to join
- Force Multiplier: Consortium members supported by Consortium Manager (e.g., SOSSEC, Inc.) from start to finish



## MOST DESIRABLE ATTRIBUTES OF CONSORTIUM MANAGER

- An honest broker
- No interest in any product or Consortium member
- Not a third party supplier of commercial products
- Cannot compete with Consortium members
- Works for DoD customers' **and** Consortium members' interests
- Mentoring all members especially commercial firms and small start-ups throughout the process
- Focus on supporting members in meeting/exceeding Government requirements
- Ensuring delivery of the Consortium members' best solutions
- Expands opportunities for the Consortium
- Facilitate teaming amongst Members

# CONSORTIUM MANAGER WORKS FOR CONSORTIUM MEMBERS AND CUSTOMERS!

- Manage projects from requirement identification through product delivery
- Perform market research/analysis
- Solicit white papers upon government customer request
- Assist with drafting requirements documents (e.g., SOO, SOW)
- Solicit proposals for multiple projects and assist in proposal analysis
- Work with Consortium members during white paper and proposal process to ensure fully compliant submissions
- Coordinate special events (such as, PlugFests, Shark Tank, etc.)
- Ensure customer paying/member receiving “fair and reasonable” price
- Support selection of “Best Value” proposal/offeror
- Support Program/Project Management and monitor contractor performance through final deliverable
- Quality control and problem solving
- Manage financial issues
  - Invoicing, milestone delivery payment schedules, etc.
- Single point of contact for customer from start to finish
- Ensure conflict avoidance and problem identification/resolution

# SOME OTAs WITH CONSORTIUM

- Homeland Defense/Homeland Security\*
- C4ISR Open System Acquisition Initiative\*
- AF Propulsion Initiative\*
- National Security and Intelligence Solutions\*
- Sensors, Communications, and Electronics (SCEC)\*
- COBRA(Enterprise Information Systems/Cyber Security)\*
- AFLCMC Consortium Initiative (ACI)\*
- Energy, Environment, Demilitarization Technology
- National Chemical and Biological Defense
- Rapid Ordnance Technology

(\* denotes SOSSEC, Inc., OTAs)

# SOME OTAs WITH CONSORTIUM

- Nano Technology
- Vertical Lift Technology
- National Advanced Mobility and Robotics
- Electromagnetic Wireless Spectrum Technologies
- Medical Device Technologies
- National Warheads and Energetics
- Defense Automotive Technologies
- National Security and Intelligence Solutions
- Warfighter Sustainment and Optimization
- Space Systems Technologies
- Underwater Warfare Systems

# -STRAIGHT TALK-

- OT flexibility is important to further the U.S. Government's mission of *creating and promoting new technologies from "non-traditional" Sources*
  - *but must be properly used (not abused)*
- OTAs can provide the means of a Robust, Agile, "Value Added" acquisition process to meet your high tech R&D and Prototyping Needs
- OTAs (for DoD) are best for Prototype Development
- OTs are only as Effective as the Process the Government and Consortium CAO put in Place
- OTA Project Award Lead-time can be as little as 30 days or as much as 360 days!
- KISS—Avoid Urge to Mirror the FAR/DFARS or DoD Defense Acq System management process/directives
- The OTA Project Award Process is as Easy and Quick as you make it!

# FOR FURTHER INFORMATION

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