REF-ESSCA-COR-001: ESSCA CONCEPTS OF OPERATIONS

Guidance & Tips from the COR

Version 2.0

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Prologue

This "Concepts of Operations" document does not contain requirements; it is not a work instruction; and it isn't even a plan that must be followed. Rather this is a description of 'how things are currently being done'. The intent is to be helpful and useful to those MSFC personnel who interact with the ESSCA contract and may have questions. It is primarily written with the Task Initiators in mind but may be useful to other roles as well. Note that the 'real world' may have multiple exceptions to what is written here. But as a general guidance, this information is correct and current as of the date in the top margin.

These operations take place within the requirements of the ESSCA contract (80MSFC18C0011) and applicable MSFC and NASA policies, requirements, and work instructions. But those mandatory requirements are supplemented by the choices and conventions the people working with ESSCA have chosen. This document attempts to capture that entire environment and describe 'how we do things' – at least at the moment.

In the event of a conflict between the descriptions in this document and the contract, the contract defines requirements and takes precedence. Similarly, in the event of a conflict between this document and any MSFC or NASA directive, or organizational work instruction – those documents take precedent.

Finally, as ESSCA operations change or evolve over time, this document may be updated to reflect that, but may lag actual operations. Always consult the ESSCA Contracting Officer's Technical Representative (COR) if you want up-to-the-minute recommendations and advice for how things are operating – and the various exceptions.

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April 25, 2025

Contents

1. ESSCA – Augmentation Task Orders

The Engineering Services and Science Capability Augmentation (ESSCA) contract (80MSFC18C0011) provides Engineer, Scientist, and Technician Skills to augment the MSFC workforce. ESSCA is structured as a Cost-Plus Award Fee (CPAF) Contract, Indefinite Delivery, Indefinite Quantity (IDIQ) – meaning we can turn work on and off as needed, without competition *provided the work falls within the scope of the ESSCA contract.* As a necessary condition within that determination, the task order must align with the skills identified in the Performance Work Statement (PWS). The PWS broadly defines the requirements provided by ESSCA in support of NASA-led activities. It is a high-level broad description of the skills required with examples (not all encompassing) of the specific types of work normally associated with those skills. Specific descriptions of the work required within these skills is defined in the individual Task Orders (TOs) – which will include 'sub-tasks' which are independently reported/costed work subdivisions, usually aligned with a specific project or customer supported by the initiating organization. Services and skills are to be provided across a broad spectrum of engineering and science disciplines for the purposes of design, analysis, development, and testing.

The ESSCA contract provides engineers, scientists, and engineering technicians in support of the MSFC Engineering Directorate (ED) as well as other programs and projects across the Center, both present and future. The contract also includes support for NASA activities and other reimbursable work for which MSFC has responsibility, including support to Department of Defense (DoD), other Government, commercial, or educational activities. The Contractor's work under ESSCA is controlled by means of Task Orders (TOs). The Government will not assign inherently governmental functions in accordance with FAR Subpart 7.5, *Inherently Governmental Functions*.

The ESSCA Contractor provides necessary personnel, training, travel, and materials to execute the requirements of the approved Task Orders. NASA may provide some items of property, equipment, and services (e.g., onsite access to copier equipment, office supplies, office furnishings, Government-approved computer equipment, etc. (See contract attachment J-5)) but all other necessities to complete the work in the Task Order are supplied by the ESSCA Contractor.

The Contractor is required to comply with NASA and MSFC regulations, policies, directives, procedures, and standards when performing all work under this PWS. (Note that ESSCA is not a personal services contract, so requirements applicable to 'human resources' would not be applicable, as would any requirements specifically applicable only to NASA civil servants. See also the "Labor" subsection below.)

- Unless otherwise agreed, the ESSCA Contractor will conduct work (design, analysis, test, etc.) and deliver work-products in accordance with the NASA processes and procedures defined as part of the Marshall Management System, including the Quality Management System which is self-assessed and certified to be compliant with AS9100. (Reference MPD 1280.1 and associated Directives at: dml.msfc.nasa.gov/directives).
- In addition, most organizations initiating a TO will have one or more "organizational work instructions" or "organizational issuances" that define how work is to be performed. Work supporting formal projects and programs will normally have an extensive set of programmatic requirements, plans, and procedures. All these form requirements for how the ESSCA Contractor performs the work called for in the Task Orders.

These TOs require the ESSCA Contractor to coordinate with the Government. Since Government engineering and science personnel will lead the implementation of work, frequent coordination between ESSCA Contractor personnel and Government personnel is expected. TO support will generally be

conducted on-site and highly integrated with civil servant personnel, although there may be subsets of work performed exclusively by the ESSCA Contractor with Government insight and review of the work products.

Performance Period	Start Date	End Date
Base Period		
1A	12/1/2017	5/25/2018
1B	5/26/2018	11/23/2018
2	11/24/2018	11/22/2019
3	11/23/2019	11/27/2020
4	11/28/2020	11/26/2021
Option 1		
5	11/27/2021	11/25/2022
6	11/26/2022	11/24/2023
Option 2		
7	**11/25/2023**	**11/22/2024**
8	**11/23/2024**	**11/30/2025**

1.1. Labor

1.1.1. Major Skill Categories

All work requested under an ESSCA Task Order needs to be aligned with one or more of the major skill categories defined in the contract PWS (contract attachment J-1). The descriptions of these major skill categories in the PWS is intended to be illustrative, but not all-inclusive. Specific work assignments not delineated but that have a strong nexus to the scope described in the PWS are appropriate for an ESSCA TO, provided the work also falls within the responsibility of the initiating organization.

As defined in the PWS, these major skill categories are:

- 3.1 Aero-Science Design, Development, and Test
- 3.2 Avionics & Electrical Systems Design, Analysis, and Test

- 3.3 Flight Software and Ground Test Design, Analysis, and Test
- 3.4 Materials Research, Analysis, Testing, Process and Hardware Development
- 3.5 Operability Design, Analysis, and Test
- 3.6 Optics Design, Analysis, and Test
- 3.7 Propulsion System Design, Analysis, and Test
- 3.8 Scientific Disciplines Design, Analysis, and Test
- 3.9 Structural and Mechanical Design and Analysis
- 3.10 Systems Engineering and Management
- 3.11 Test Design and Operations
- 3.12 Thermal and Fluids Design, Analysis, and Test

1.1.2. Integration With The NASA Design Team

Because the personnel under the ESSCA Contract augment the MSFC workforce, they will generally be working onsite and in integration with civil servants and possibly other contractors. Work products by ESSCA support or form products provided by the Initiator's organization to MSFC customers (e.g. projects, programs, partnerships, collaborations, or internal initiatives.) MSFC may provide the equipment and consumables required to perform the work or will authorize ESSCA to purchase what they need to do the work.

ESSCA Contract personnel are expected to perform work in compliance with the NASA, MSFC, project, and organizational requirements applicable to that skill and project. NASA civil servants (notably Branch Chiefs, Chief Engineers, and others) retain technical authority (see MCP 8070.2, *(MSFC) Technical Authority Implementation Plan*) for all technical work within their responsibility and may determine/lead technical approaches and solutions, acceptability or rework, etc. within the requirements of the TO. Where those decisions impact TO or contract performance, the Initiator and/or the COR will become involved to formally direct such decisions.

Based upon the nature of the work and the availability of civil service personnel, the ESSCA workforce (specific to the TO and/or 'subtask') may operate in one or more situations, including the following relationships.

(1) ESSCA Contract personnel (one or multiple) support a collaborative team that supports one or more activities/projects and is comprised of contractors and civil servants working toward a shared objective. Specific responsibilities may be defined in advance or continually adjusted throughout the course of the work, based upon needs, availability, and expertise. The team may be led by civil servants, or contractors supporting civil servants with responsibility for the team.
(2) ESSCA Contract personnel (one or multiple) work separately from civil servants and/or other contractors performing a specific role in the work process that maintains a degree of independence from the work/roles performed by others. This separation is intended to provide "checks" of the different work products by separating the larger team into smaller sub-sets.

(3) ESSCA Contract personnel work independently of civil servants to provide specific products (e.g., designs, analysis, test results, etc.) to the Government, developed in accordance with procedures and policies, and subject to review/acceptance/rejection by the NASA project and/or technical authorities, and may include reviews/oversight during the development. This model is more common when NASA civil servants have limited availability to support a particular work product.

(4) ESSCA Contract personnel work independently of civil servants to provide specific products to the Government but are expected to develop processes and skills – or use Corporate processes and skills – in the production of the products. The results are still subject to NASA review/acceptance/rejection but there may be limited if any review or oversight until the end. This model is applicable where NASA has responsibility but limited experiences in the detailed performance of the application of the skills to that product.

1.1.3. Personal Services Prohibitions

Initiators and other Government personnel must remember that we are purchasing skills and services described in TO/sub-tasks, not people by name! In other words: The ESSCA contract is NOT a personal services contract – rather it is a nonpersonal services contract. A personal services contract is characterized by the employer-employee relationship it creates between the Government and the contractor's personnel. (FAR 37.104(a)). A nonpersonal services contract means a contract under which the personnel rendering the services are not subject, either by the contract's terms or by the manner of its administration, to the supervision and control usually prevailing in relationships between the Government and its employees (FAR 37.101).

- While NASA employees and contractor employees operate within the same NASA team environment, an arm's length relationship must be maintained between NASA employees and contractor employees.
- NASA employees and ESSCA Contractor employees operate under different conditions of employment, management, authority, personnel policies, and performance standards.

1.2. Training

ESSCA Contractor personnel may need or want training for a variety of reasons, including:

- Government mandatory training (applicable to all employees);
- Training to obtain/maintain a certification required to perform TO work;
- Training to obtain/maintain access to a NASA asset (such as an IT system or a physical location) associated with TO work;
- Training identified by the Initiator in the TO;
- Training required (but not Government-required) by the Contractor's company; or
- Training for professional development or enrichment.

There are generally three approaches to obtain training for ESSCA personnel:

(1) ESSCA can purchase training for their personnel. Training that is in support of the TO or deemed to be in the Government's interest is a reimbursable expense under the ESSCA contract. Training

obtained in this manner is funded in the same way as any other contract expense such as labor, travel, purchasing, etc. There is no requirement for a 'special code' to fund ESSCA training.

(2) ESSCA can utilize routinely available NASA-provided training including online (e.g., SATERN) or in-person classes. Note that for most NASA-conducted training, civil servants are often given priority and contractors enrolled only if there are openings. (This is because civil servants do not have another option for obtaining training the way that ESSCA personnel do, e.g. #1 above.)

(3) ESSCA can participate in NASA-funded training brought in for a specific purpose (e.g., Technical Excellence funded training requests.) This option is at the Government's discretion and should not be relied on as a method to obtain mandatory training to support certifications or other qualifications to perform work.

Because ESSCA is not a personal services contract, Government personnel do not determine whether and when individual ESSCA employees will receive training. There is an exception for training that is NASA-provided and/or directly funded by government 'training dollars' set aside for civil servants.

The COR generally approves ESSCA requests for SATERN training, then notifies both the ESSCA supervisor and the NASA initiator. However, the COR could withhold, withdraw, or reject approval of the use of the Government system at any time. Similarly, NASA is under no obligation to utilize civil servant training funds to admit ESSCA contractors into training classes.

1.2.1. Government Required Training

The ESSCA contract requires that the Contractor provide, maintain, and track all training and certifications required for ESSCA personnel to perform the work in the task orders. Although the Government's Task Order Request (TOR) may frequently identify specific training and/or certification requirements, this is a helpful courtesy, and does not remove the ability or obligation of the Contractor to identify and ensure relevant requirements for training (specified or implied by the scope of the TO) are met. Any cost requirements for such training should be identified by the ESSCA Contractor in the Task Order, but the obligation for such training remains even if it is not explicitly identified in the TOP.

> *Note: It is not necessary to specify in the task order such training as is mandatory for 'all workers' – such as initial and annual/refresher training for physical security, cybersecurity, and SHE.*

ESSCA utilizes any of the 3 options above to obtain the training, although depending upon the type of training NASA may be the only available source for the training. Required training – whether for 'all' or specific to the work performed under the TO is a reimbursable expense, subject to the allowability restrictions of the FAR.

1.2.2. Other Training

Training that is not required by the Government or required to perform the requirements in a TO can be considered optional. Optional training is reimbursable if it is identified in an approved TO or is otherwise determined to be allowable and beneficial to the Government. The above 3 options for obtaining training for ESSCA personnel apply, but contractor employees will generally receive lower priority for limited-size training, prioritizing civil servants.

Training conducted on-line in SATERN does not (generally) have a cost and may not require COR approval. If time spent in this type of training negatively affects TO performance, it can be brought to the attention of the COR for consideration at the midterm and PEB.

1.3. Travel

Travel that is in support of TO requirements or to obtain necessary training is a reimbursable expense under the ESSCA contract (subject to limits defined in the FAR for what is 'allowable').

1.4. Purchasing

ESSCA is not a purchasing contract, but purchases can be made to support execution of TOs. This includes both items identified by the ESSCA Contractor, as well as those required by the Initiator and identified in the TOR. Note that ESSCA-purchased items are subject contract management overhead and award fee. Procurement costs should be considered and compared to the costs of NASA-direct purchases or other procurement mechanisms. The following restrictions/prohibitions apply, and are to be provided/ensured by the Initiator/Government personnel:

- No Quality Sensitive Items as defined in MPR 8730.1 – see PWS, section 2.5.1.
- No IT (such as desktops, laptops, printers, etc.) that should be purchased thru the OCIO contracts (e.g., NEXT) – see PWS, section 2.5.1.
- Prior approvals for certain criteria (see the NASA Form 1707 for guidance) are still applicable – including a capitalization determination for anything >$500k.
- Any organizational-specific approvals that apply (e.g., the ITEMS process for task orders supporting an Engineering Directorate organization) are still required.

Purchases must be in support of a TO – and must procure items that will be used by (are required for) the ESSCA contractor to fulfill the requirements of the TO. It is permissible that these items may also be used by NASA civil servants (as they are purchased using Government funds and are or will be transferred to the Government) – but there must be an ESSCA need/usage to justify purchasing under the ESSCA contract.

In accordance with the terms/conditions of the ESSCA contract, purchases greater than $150,000 require approval (PWS 2.5.1). An explicit identification of the item and approximate cost in the approved TO is one way to obtain this approval.

Purchased items become Government property – either upon conclusion of the contract or earlier. Generally, ESSCA transfers any property (e.g., equipment, but not expendable supplies) to NASA on a form NF4554 upon receipt by ESSCA. Such items can then be used by ESSCA onsite, or transferred to off-site locations where ESSCA performs work.

2. Creating/Editing Task Order Using the ESSCA ATOMS

2.1. Scenario 1: Normal Task Order Flow

Only the CO can authorize new work, or changes in scope of work being performed. These authorizations are generally initiated and approved thru the ATOMS as a TOR or TOCR. Generally, it takes 2-3 weeks to process an 'average' TOCR. Note that although the contract requires a specific turn-around time for ESSCA to perform their portions of the process, the review/approvals by the Government are not constrained – and can proceed quicker or slower, depending upon the complexity of the change and the availability of review personnel. If a 2–3-week (or longer) delay is not sufficient to meet the needs to begin new work, see Scenario 2.

A Branch Chief determines that the organization's current civil servant workforce doesn't have capacity to fully support project XYZ and decides that ESSCA Contractor support is needed to augment the available civil servant workforce. Prior conversations with the funding project have indicated that either MSFC civil service (i.e., "FTE") or support contractors (i.e., "WYE") or a combination of FTE & WYE is acceptable. The Branch already has an existing Task Order (TO) with ESSCA for support, but the scope of that TO doesn't include the type of work the Branch Chief envisions handing over to ESSCA. After considering whether to create a new TO for this new work, or modify the existing TO, the Branch Chief decides that it is best add this new scope/requirement to the existing TO. As the Branch Chief has chosen in the past not to assign the Task Initiator role to someone else, the Branch Chief will be the one to initiate the TO change.

This change is initiated by developing a Task Order Change Request (TOCR) – although for most people involved this is conventionally just called a "TOR". Technically a TOR is for a new task order, and a TOCR is for a change to an existing task order – but most people use the terms somewhat interchangeably or just think of both cases as a "TOR".

The Branch Chief logs into the ESSCA Contractor's Automated Task Order Management System (ATOMS) – developed and provided in response to the contract's J-8 and J-9 requirements.

(1) The Branch Chief has been provided a NASA WBS code which is where the funding will come from to authorize and pay for the ESSCA work. As a first step, the Initiator (in this case the same as the Branch Chief) will review the "Contract WBS Crosswalk" report that documents the funding codes already loaded into the ATOMS. In this case, the needed code does not yet exist, but the initiator sees that several closely related WBS codes exist in a funding source (in this case mapped to the 4-character code 'SRCE'.) The Initiator contacts the Technical Monitor and COR requesting that one of them create a new code in the Crosswalk and suggesting that making it a new sub-source under SRCE might be reasonable, and provides them with the NASA WBS from the customer, the customer organization, and a brief description of the work, and suggest that – if available – the preferred 3-character code 'SUB' to use as the pneumonic. Once the new code is created in the ATOMS, the Initiator can proceed using the new code: SRCE.SUB.

(2) The Initiator selects the Branch's existing TO and edits it to create a new 'subtask' numbered "SRCE.SUB.01" The J-9 numbering schema allows for (and requires) an 'activity identifier' that allows for different portions of work under that code to be grouped, performed, and reported by the ESSCA Contractor separately. The Initiator only plans to have a single subtask within the Branch under the SRCE.SUB funding and decides that '.01' is as good as any (and logical) for the activity number. Once this new 'subtask' is created, the requirements for the work are entered into ATOMS by the Initiator, along with selecting the name of the organization's Resource

Analyst (RA) assigned to manage that funding. Once the changes are completed, the revision is saved and submitted. ATOMS then routes the TOR/TOCR to the Technical Monitor for review - based upon the specific org-code (encoded into the TO number in accordance with J-9) automatically routing it to the specific Technical Monitor assigned for that organization.

(3) The Technical Monitor reviews the TOR/TOCR changes and verifies that the correct RA assignments have been made, then approves within ATOMS. The COR is currently on leave, but has set up within the ATOMS a delegation to the alternate COR. When the Technical Monitor approves the TOR/TOCR the review action is routed to the COR and the COR's delegate(s).

(4) Either the COR or the COR's delegate(s) can approve (or reject) the TOR/TOCR. As it turned out the action comes thru late in the afternoon when the COR is checking messages, so the COR reviews and approves the TOR/TOCR. Thus, no action is required by the COR's delegate. ATOMS then routes the review to the Contracting Officer.

(5) The Contracting Officer (CO) reviews/approves the TOR/TOCR – sending it to the ESSCA Contractor.

(6) *ESSCA has their own internal processes for preparing, reviewing, and approving the Task Order Plan (TOP) – also called a Task Order Change Plan (TOCP) if this is in response to a TOCR rather than a new task order creation. These contractor-internal routing processes may be built into the ATOMS and may be visible to the COR but are not controlled by the contract beyond the* requirement to provide the TOP/TOCP back to the Government within 7 calendar days.

(7) When ESSCA routes the TOP/TOCP to NASA for review, the ATOMS will simultaneously route the review/action to both the assigned RA(s) and the Initiator.

   a. The Initiator will review the TOP/TOCP – including both the narrative and the resource/cost data to determine whether the ESSCA Contractor appears to understand the requirements, have a reasonable plan for achieving those requirements, and that the resources identified support that plan.

   b. The RA(s) will review financial aspects of the TOP/TOCP to ensure that funding is currently available and will continue to be available in the future (if incremental funding is planned by the Government). As part of this the RA(s) will frequently conduct a Peer Review with other analysts within other organizations – including the project/customer, which includes ensuring that the costs are within the agreements made between the Branch Chief and the project/customer. (See section describing Peer Reviews.)

(8) When both the Initiator and the assigned RA(s) have approved the TOP/TOCP, the review action is routed to the COR. After review and answers to any questions, the COR approves the TOP/TOCP in the ATOMS which automatically routes it to the CO.

(9) The CO reviews the TOP/TOCP and decides to approve or reject. When the CO approves the TOP/TOCP, it is routed back to the ESSCA Contractor.

(10) Upon receipt of the CO's approval of the TOP/TOCR, the ESSCA Contractor conducts a final review of the new TO and if no issues are found accepts the work and releases the TOP/TOCP as a new/revised Task Order in the ATOMS.

(11) Upon release, the ESSCA Contractor has the authority from the CO to begin execution of the work in the approved/released TO. Actual performance of work may lag depending upon project schedules, the need for ESSCA to hire or communicate with their subcontractors, execute purchases, etc.

2.2. Scenario #2: Emergency Task Order Flow

Only the CO can authorize new work, or changes in scope of work being performed. These authorizations are generally initiated and approved thru the ATOMS as a TOR or TOCR. Generally speaking, it takes 2-3 weeks to process an 'average' TOCR. However, the Emergency Task Order allows work to be authorized (up to a not-to-exceed cost amount, authorized at Government-risk) to begin in generally 2-3 days (instead of week). The Emergency option requires a justification to be entered and should not be relied upon for 'poor planning' resulting in not initiating a change earlier.

NOTE: The Emergency process envisions either adding a new 'subtask' or adding scope to an existing 'subtask'. Closing or descoping a subtask is not normally a good fit for an emergency – consult with the COR on the most effective strategy to achieve a quick turnaround in these circumstances.

A Branch Chief is notified that hardware originally designed within the Branch and installed/operating on the International Space Station (ISS) has experienced several unexplained anomalies in performance, and the ISS Program wants to begin an investigation to help determine what is taking place. Some of the original design and analysis of the hardware was performed by ESSCA, so the Branch Chief recommends modifying the Branch's current TO to add scope to support this investigation. The customer/project agrees but requests that (1) the work be reported – including with financial reporting - separately from other work currently ongoing in that Branch with the same NASA WBS, and (2) that work – including work involving the ESSCA personnel in the investigation needs to commence as soon as possible (ASAP) in order to meet critical decision points.

The Branch Chief has previously assigned one of the Branch's civil servants to be the Initiator for the Branch's ESSCA TO, replacing another civil servant who left the Branch last week. The Branch Chief contacts the COR to request that the Branch's Task Order be reassigned to the new civil servant Initiator. Because the new Initiator already has an account in the ATOMS (had been used as a delegate by the previous Initiator), the COR is able to accommodate this request without the need for additional training and has the TO reassigned to the new Initiator. The Branch Chief provides the requirements to the Initiator and asks to have the new support authorized as quickly as possible.

The Initiator logs into the ESSCA Contractor's Automated Task Order Management System (ATOMS) – developed and provided in response to the contract's J-8 and J-9 requirements and determines that the NASA WBS code used to fund ESSCA already exists and is ready for use. However, the Initiator also is aware that that NASA WBS is already in use for support to the Branch in a 'sub-task' identified (in accordance with J-9) as TISS.EQP.01.

(1) The Initiator selects the Branch's existing TO and edits it to create a new 'subtask' numbered "TISS.EQP.02" The J-9 numbering schema allows for (and requires) an 'activity identifier' that allows for different portions of work under that code to be groups, performed, and reported by the ESSCA Contractor separately. By selecting .02 for the investigation this gives the separately reportable activity and costs that the project/customer requested.
(2) The Initiator enters the requirements for the work into ATOMS, along with selecting the name of the organization's Resource Analyst assigned to manage that funding.
(3) The Initiator also uses the capability in the ATOMS to designate that this 'subtask' is an Emergency, which will trigger the special routing and timelines specified in the Contract. When designating an emergency, the Initiator supplies both a justification for why this is an emergency (i.e. quickly start an investigation of on-orbit anomalies) and a "not-to-exceed dollar amount"

which is estimated by the Initiator to cover the amount of work ESSCA would need to perform during the development/approval of the TO revision (normally 2-3 weeks, or about a month).

(4) Once this new 'subtask' is completed, the revision is saved and submitted. ATOMS then routes the TOR/TOCR to the Technical Monitor for review - based upon the specific org-code (encoded into the TO number in accordance with J-9) automatically routing it to the specific Technical Monitor assigned for that organization.

(5) The Technical Monitor reviews the TOR/TOCR changes and verifies that the correct RA assignments have been made, then approves within ATOMS. Because a 'subtask' has been designated by the Initiator as an emergency, special routing (different from a non-emergency TOR) is applied by ATOMS to route the TOR/TOCR next to the assigned Resource Analysts (RAs).

(6) The RA(s) will review the emergency 'subtasks' and ensure that the NTE funding is available to be applied to the new 'subtask' for the short-term/emergency work. Any other 'subtasks' which may have been changed or affected will receive their financial review once a TOP/TOCP is returned from the ESSCA Contractor. Once the RA(s) approve, the review action is routed to the COR and COR's delegates (if any).

(7) The COR reviews and approves (or rejects) the TOR/TOCR, paying special attention to timeliness since this is designated by the Initiator as an Emergency. Upon approval, ATOMS then routes the review to the Contracting Officer.

(8) The Contracting Officer reviews/approves the TOR/TOCR, and identifies a not-to-exceed funding authorization for the ESSCA Contractor to use (generally the amount requested by the Initiator). Once approved in ATOMS by the CO, the ATOMS routes the TOR/TOCR and the funding limitation (i.e., NTE amount) – to the ESSCA Contractor. This provides the ESSCA Contractor with authority to immediately begin work on the emergency 'subtask' – up to the NTE funding amount specified. Development/approval of a TOP/TOCP is not required to begin the emergency 'subtask'.

(9) *ESSCA has their own internal processes for preparing, reviewing, and approving the Task Order Plan (TOP) – also called a Task Order Change Plan (TOCP) if this is in response to a TOCR rather than a new task order creation. These contractor-internal routing processes may be built into the ATOMS and may be visible to the COR but are not controlled by the contract beyond the* requirement to provide the TOP/TOCP back to the Government within 5 calendar days for any TOR/TOCR with an emergency 'subtask'. The ESSCA Contractor's plans address both the emergency and non-emergency (if any) 'subtasks' within the TOR/TOCR.

(10) When ESSCA routes the TOP/TOCP to NASA for review, the ATOMS will simultaneously route the review/action to both the assigned RA(s) and the Initiator.

a. The Initiator will review the TOP/TOCP – including both the narrative and the resource/cost data to determine whether ESSCA appears to understand the requirements, have a reasonable plan for achieving those requirements, and that the resources identified support that plan.

b. The RA(s) will review financial aspects of the TOP/TOCP to ensure that funding is currently available and will continue to be available in the future (if incremental funding is planned by the Government). As part of this the RA(s) will frequently conduct a Peer Review with other analysts within other organizations – including the project/customer, which includes ensuring that the costs are within the agreements made between the Branch Chief and the project/customer. (See Peer Review section.)

(11) When both the Initiator and the assigned RA(s) have approved the TOP/TOCP, the review action is routed to the COR. After review and answers to any questions the COR approves the TOP/TOCP in the ATOMS which automatically routes it to the CO.

(12) The CO reviews the TOP/TOCP and decides to approve or reject. When the CO approves the TOP/TOCP is routed back to the ESSCA Contractor.

(13) Upon receipt of the CO's approval of the TOP/TOCR, the ESSCA Contractor conducts a final review of the new TO and if no issues are found accepts the work and releases the TOP/TOCP as a new/revised Task Order in the ATOMS.

(14) Upon release, the ESSCA Contractor has the authority from the CO to begin execution of the work in the approved/released TO that was not covered in an emergency subtask, or that was in excess of the not-to-exceed-cost for the emergency subtask. Actual performance of work may lag depending upon project schedules, the need for ESSCA to hire or communicate with their subcontractors, execute purchases, etc. For the emergency subtask this replaces the prior NTE authorization of the TOR/TOCR.

2.3. Scenario #3: Technical Direction

Only the CO can authorize new work, or changes that increase or decrease the cost to the contract. These authorizations are generally initiated and approved thru the ATOMS as a TOR or TOCR. However, there are some conditions under which the COR can provide 'Technical Direction' for minor changes that do not affect the scope or cost (up or down) of an existing Task Order. Examples include purely editorial updates and the addition of 'child subtasks' for cost-reporting purposes. The advantage of a TD is expedited routing/approval thru the ATOMS to reach ESSCA. The scenario below describes one commonly-used approach to technical direction.

A Branch Chief has previously set up an ESSCA Task Order in which one of the 'subtasks' serves as a 'parent' for the other 'subtasks.' This 'parent subtask' defines the scope and expectations for ***all*** the skills augmentation that will be performed by ESSCA during the period of performance, but does not specify specific project/customers for which the Branch (and ESSCA) will support, except by reference to other 'child subtasks.' In the TOP, ESSCA proposes all the resources required against the 'parent subtask', but estimates zero cost for the 'child subtasks.' However, cost reporting records the actuals for each of the 'subtasks' – both the parent and all the children. The work performed against each 'child subtask' is a subset of the resources planned against the 'parent subtask'. Although in basic reporting, each 'subtask' will show a variance (the 'parent' will underrun, and the 'child' will overrun) – because planning is against the 'parent' and execution includes separate reporting against the multiple 'children'. This is a non-conventional way to set up a TO, but is done in anticipation of frequent (and often short-duration) new projects/customers for the Branch to support, and that those project/customers will require separate cost reporting of ESSCA costs.

A new project comes along and asks the Branch Chief for support and provides a project WBS (PWBS) code for funding ESSCA. The Branch Chief *could* set up a new Task Order to perform this work. However, the current ESSCA workforce has the capacity to do this new work within the resources already scoped in the existing 'parent subtask'. Therefore, the Branch Chief decides that the work can be performed as part of the existing Task Order, but in order to obtain the project's separate cost reporting, will set up a new 'child subtask' to allow ESSCA to separately report the work efforts/costs associated with this project, and which will be funded by the newly-provided PWBS. He gives the COR a 'heads up' email that this is about to come thru and that it really needs to go thru ATOMS quickly so that work

can begin as soon as possible. The COR reminds him that this would be an opportunity to use Technical Direction – which will expedite getting the change made the fastest. So, the Branch Chief (in his role as TO Initiator) creates a TOCR that creates a new 'child subtask' for the new project/customer, specifying that this work is to be performed as a subset of the 'parent subtask.' He further edits the 'parent subtask' to indicate that the new 'child subtask' is linked to it. Finally, he selects the option in the ATOMS to route this as a Technical Direction.

The TD is first reviewed and approved by the Technical Monitor for that organization and then routed to the COR. The COR reviews the language to ensure that what it is calling for is consistent with his prior understanding, and that it meets the criteria for what is allowable under technical direction. Once satisfied, the COR enters a comment along with his approval that states that since this is not a change in scope and does not affect cost (up or down) but is merely an administrative change to add an additional cost-reporting category, it is consistent with Technical Direction. Once the COR approves, the TD is routed to ESSCA which will make their own determination about whether this fits within the scope of Technical Direction. If they accept it as a TD, they will implement the administrative changes in the TO in order to reflect the new 'subtask', release the updated TO, and internally to their system set up cost collection and reporting against the new code. As part of this process, there is no approval required by the CO, and although ESSCA updates their planning, no TOP is routed thru the ATOMS for NASA review or approvals. As a result, this is usually the fastest way to authorize an administrative change like this and allow ESSCA to begin work.

2.4. Special TOR Considerations

2.4.1. New CWBS Codes

The Contract WBS (CWBS) structure – defined in the contract J-9 attachment, is used to number 'subtasks' within a Task Order and ties the work performed under that TO to a specific NASA Project WBS code. (In some instances, CWBS code may be multi-funded). Previously used or anticipated codes are already available in the ATOMS tool but often when a new project begins or an existing project establishes a new cost-reporting category, new CWBS codes will need to be created prior to the Initiator being able to create the subtask. This can be accomplished as follows:

- Send an email to the COR(s) and/or the appropriate Technical Monitor.
    1. Provide the NASA Project WBS code.
    2. Provide a description of the work being performed under this code.
    3. If there is a known preference identify which Funding Source (CWBS Level 4) should be used.
    4. If there is a preference for a 3-alpha/numeric Funding Subsource (CWBS Level 5) provide that recommendation.
- The CWBS creator* will coordinate as appropriate with the Initiator and Resource Analysts, then enter the new code into the ATOMS tool.
- The Lead RA (or an alternate who has that account type in ATOMS) will review and approve the new code, making it available to all Initiators to see and use.

Note: edits to existing codes can be requested thru the same process. Editorial changes to the description can always be made. Changes to the associated NASA Project WBS code will be evaluated to

ensure that the edit won't cause reporting confusion (in which case a new/separate CWBS code will be needed instead of editing the existing.)

*The Lead RA role can also create new CWBS codes. However, since that is the *approving* role it is preferred to have the submitter and the approver be separate personnel, as this helps avoid oversights.

2.4.2. Classified Work Requirements

**DO NOT INCLUDE CLASSIFIED INFORMATION IN THE TASK ORDER!! **

If performing a task order requires the ESSCA Contractor to access classified information, the Initiator indicates this in the TOR/TOCR. We currently track this requirement at the level of a 'subtask'.

The identification of the requirement in the TO will be followed up by development of a form DD254 to add to the contract.

1. The COR will initiate the DD254 (or DD254 revision) – coordinating with the Initiator as needed, and routing to MSFC Security for review.
2. MSFC Security will review/concur with the DD254 and add additional requirements as necessary.
3. The CO will approve the DD254. A copy of this approved DD254 will be provided to the ESSCA Contractor.
4. The ESSCA Contractor will submit classified visit requests to MSFC Security to gain access to MSFC classified information needed to perform the task order.
5. In the next contract mod following approval of the DD254, the DD254 will be formally incorporated into the contract.
6. If required, ESSCA will flow down classified requirements and prepare their own DD254 for subcontracts.

2.4.3. Remote Duty Stations

The ESSCA contract envisioned primarily on-site work for MSFC – either in Huntsville (including both the Redstone and NSSTC campuses), or at MAF in New Orleans. However, some requirements for services will take place at remote sites (e.g., a 'remote duty station' – not considered telework or remote work just because it is not located in Huntsville or New Orleans.) These situations would primarily (but not exclusively) include a 'MSFC Remote Management Office (RMO)' at either another NASA Center or at a contractor/vendor's facility.

- Work performed routinely (i.e., not including temporary travel or 'TDY') outside the Huntsville and MAF areas may affect contract compensation requirements and/or determination of cost reimbursable.
- A change to the ATOMS requirements was implemented (mid CY7) to better capture and track requirements for Remote Duty Stations.
- For any subtask with a requirement for ESSCA to perform work outside the Huntsville area, the Initiator will:
    - Select the option in ATOMS that indicates a *Remote Duty Station*, and
    - Identify the location(s) where the work is required to be performed.

- The ESSCA contractor shall respond to the request for a Remote Duty Station by indicating how that requirement will be staffed, distinguishing between exempt and non-exempt labor categories.
- If necessary, the Contracting Officer will add Department of Labor (DOL) Wage Determination (WD) schedules to the ESSCA Contract to cover any labor categories covered by the WD for the Remote Duty Station. The WD schedules applies primarily to the Technician labor categories, as science/engineering categories are exempt from the WD.

2.4.4. Telework

Due to cultural changes since the award of the ESSCA contract, telework (including both "local telework" within the Huntsville/MAF area or "remote telework" from a location outside the Huntsville/MAF areas) has become increasingly prevalent. ESSCA Contract management's telework approach currently, is to support the requirements and the culture of the organization(s) supported. Constraints and allowances for the use of telework should be documented in the TOs, or expectations otherwise coordinated with the Task Initiator.

"Remote telework" has potential administrative and cost implications, in particular for 'non-exempt' labor categories subject to the Department of Labor (DOL) Wage Determination (WD) which sets minimum pay based upon the location of the performing contract employee. The ESSCA contract contains the DOL WD for the currently-known locations and labor categories, but others can be (and are required to be) added if work is approved for a non-exempt labor category at a new remote location.

- The Task Order should include any costs associated with the use of telework (e.g., purchasing required to support the telework, as well as any travel requirements, including travel to the official duty station (generally MSFC and/or MAF) when required by the customer, by ESSCA management, or in support of infrastructure such as badging, computer seat issuance, maintenance, etc.)

Note: working at a Resident Management Office where presence at the RMO does not constitute telework – that is a "Remote Duty Station".

3. ATOMS Reviews & Approvals

3.1. Mandatory Reviewers

In accordance with the requirements of the contract, the ATOMS will route the TO thru the required review and approval steps. These are:

(1) For a routine task order the mandatory approvers are:

TOR: Initiator, Technical Monitor, COR, CO

TOP: Initiator & Resource Analyst(s), COR, CO

(2) For an *emergency* task order the mandatory approvers are:

TOR: Initiator, Technical Monitor, *Resource Analyst*, COR, CO
TOP: Initiator & Resource Analyst(s), COR, CO

(3) For a Technical Direction:

TOR: Initiator, COR

For any mandatory review the designated reviewer *or their delegate* must approve the action for it to advance to a subsequent step in the ATOMS. If a review stalls due to unavailability of personal or misassignment of personnel, contact the COR who will work to resolve the issue.

3.2. Peer Reviewers

The ATOMS provides the capability for an optional "peer review". The review can be conducted at any stage of the review – but is not required. Note: Most RAs routinely conduct Peer Reviews as part of their review process. Any Mandatory Reviewer can create a peer review using the ATOMS, assigning the Peer Review to anyone with an existing account in the ATOMS.

Note that:

(1) Peer Reviews are not a requirement of the ATOMS or of the contract;
(2) A Peer Reviewer does not have to respond in order for the Mandatory Reviewer to approve (or reject) the step. When the Mandatory Reviewer approves or rejects, the Peer Review is cancelled.
(3) The ATOMS provides the capability for the Peer Reviewer to record their concurrence (or not) with the review and also to provide any additional comments that the Mandatory Reviewer may need. Comments recorded in the ATOMS are visible to other reviewers of that particular TO.
(4) A Mandatory Reviewer is not obligated to take the advice of the Peer Reviewer.

If a Peer Review stalls due to unavailability or misassignment of personnel, the Mandatory Approver can proceed without a response from the Peer Reviewer or contact the COR who will help resolve the issue.

3.3. Delegations

Prior to being out, each reviewer (mandatory or peer) should designate a delegate within the ATOMS. A delegation can be made to anyone with an existing account of the same type as the person creating the delegation. If the individual does not know how to use this capability, or if a person is unavailable

without a delegate, the COR will help to resolve the issue and keep progress thru the ATOMS moving forward.

3.4. TOR Review & Approval Best Practices

- Initiators and Technical Monitors (and subsequently the COR) should ensure that the TOR is allowable under the ESSCA contract (i.e. described by the PWS, no inherently Governmental functions, and no personal services)
- For emergency TORs the Resource Analyst will ensure that the amount of funding to support the 'not-to-exceed' authorization is available (only for those subtasks designated as an emergency in the current revision.)

3.5. TOP Review & Approvals Best Practices

- Initiators should ensure that the technical approach demonstrates an understanding of the requirements and is reasonable, including a review of the labor categories and hours proposed, the applicability of non-labor costs (e.g., travel, relocation fees, etc.), and phasing of the costs.
- Resource Analysts should ensure that the funding for each separate subtask (i.e. each funding source/subsource that maps to a NASA Project WBS) is available and will be added to the contract (generally as incremental funding maintaining enough funding for 3 months.)
    - This will normally include the use of Peer Reviews with the funding project's RA to ensure availability within allocation and expected phasing.

4. Performance Monitoring & Cost Reporting

4.1. Performance Monitoring

Initiators also responsible for monitoring the performance of ESSCA under the task order, to ensure that the Government's expectations are being met.

- This includes direct observation of the work, review of work products, discussions with other Government employees interfacing with ESSCA work, and direct communication with the ESSCA management counterparts.
- Any noted issues or exceptional performance should be communicated to the organization's Technical Monitor, and the COR.
- Any significant issues with the behavior of ESSCA personnel (e.g., harassment, bullying, etc. of a Government employee) should be communicated to the Contracting Officer.
    - Where appropriate notify the COR of issues being taken to the CO.
    - This communication path does not preclude the use of NASA HR and Security to ensure safety, health, and welfare of civil servant employees, or for emergency situations.

The COR will conduct a survey of ESSCA performance twice each performance period. The Initiator (not delegates) is responsible for responding to the survey (or delegating to another civil servant) and submitting one (and only one) survey *for each task order they 'own.'* Based upon the current award fee periods these surveys will be conducted:

- Midterm: May/June
- Performance Year: October

Training will be provided by the COR prior to each survey to explain both the format of the survey and the need/use of performance comments.

Organizational Technical Monitors, along with the SMA Monitor and Lead Business Monitor will assist the COR in reviewing the survey data and helping to identify the most significant items to be reflected in the COR's report to the PEB.

4.2. ESSCA Cost Reporting & Review

Each month the ESSCA contractor will deliver financial reporting:

- DRD MA-007, the "533 and 533 Supplement"
- DRD MA-006, "Task Order Activity Reports"

The RAs will analyze the 533 reports and use them to help prepare the monthly funding Purchase Request (PR). Initiators should review the activity reports – including both technical and financial status – to ensure that work is progressing according to schedule, and that the actions and costs are reasonable.

If a significant variance is developing between the plan and actuals, it may be appropriate to revise the TO (i.e. submit a TOR/TOCR) to allow for a new estimate.

- For an Award Fee contract such as ESSCA, the fee pool is calculated as a percentage of the *costs proposed (in the TOP) not the actual work performed.* For this reason, a significant

underrun could result in 'paying fee for work not performed' – and would be a reason to revise the TO and limit the underrun.

- Earned Fee is calculated by taking the fee pool and multiplying by the PEB score as a percentage, on an annual basis.
    - Task Orders obligate cost based upon the assumption of 100% award fee.
    - The ESSCA Contractor is paid up to 80% "provisional award fee" (or the most recent PEB score – whichever is lower) on a monthly basis.
    - Following the PEB any additional earned fee is paid.
    - Unearned fee is not paid to ESSCA and does not roll over to the next period. Instead, those funds collected and obligated to the contract will be used for future (non-fee) costs.

4.3. Performance Evaluation Board (PEB)

Because ESSCA is an award fee contract (used to incentivize excellent performance but requiring subjective criteria) performance is evaluated as a method of determining award fee. This process utilizes and is generally referred to as the "Performance Evaluation Board (PEB)."

The award fee process is defined in contract attachment J-3, "Award Fee Evaluation Plan" and implemented in accordance with MWI 5116.1, *Evaluation of Contractor Performance Under Contracts with Award Fee Provisions.*

5. Additional ESSCA Activities

5.1. Technology, Innovations, and Process Improvements

The ESSCA contract requires the Contractor to identify and promote technology, innovations, and process improvements that improve engineering and science products, processes and operations. (PWS Section 2.6) The status of these activities is reported monthly to the CO and the COR, and coordinated with the ED01 Associate Director, Technical.

5.2. Education and Outreach

The ESSCA contract requires the Contractor to plan and implement educational outreach activities to communicate and promote NASA and MSFC-supported events, programs, projects, missions, and goals via public and educational outreach. The status of these activities is reported monthly to the CO and COR. (PWS Section 2.7) and should be self-reported by ESSCA thru the NASA Engages tool: https://stemgateway.nasa.gov/nasaengages/s/

Formerly the MSFC Speaker's Bureau was used for this purpose.

5.3. Scientific and Technical Publications

Scientific and Technical Information (STI) prepared under the ESSCA contract – whether in response to a direct requirement in a Task Order, or as a collateral activity, is subject to NASA review and approval prior to publication. The process for performing this review is currently the "STRIVES" system, located at: https://strives.nasa.gov/portal. The STRIVES tool has specific workflows for ESSCA contractors that route the review thru the COR prior to the organizational-specific approval chain. This routing allows the COR to maintain awareness, identify any activities potentially out of scope of the contract, and to help facilitate the process by sharing lessons-learned.

6. ESSCA COR Approvals & Notifications

6.1. IdMAX

NASA affiliations and credentials are requested by ESSCA thru the NASA IdMAX system. The ESSCA manager has designated specific ESSCA individuals as "Identity Requesters" – who have accounts with privileges that allow them to originate new IdMAX requests.

The COR is the "Affiliation Sponsor" for each of these actions and approves thru the IdMAX system. The COR may have alternate approvers set up for 'escalation' (i.e., if after several days the COR has not responded.) The COR will generally approve new affiliation requests subject to communication from ESSCA identifying how this person will support the contract.

As a courtesy, the COR provides a notification upon approval to the Task Order Initiator and the Technical Monitor for the TO(s) to be supported by the new ESSCA personnel.

When ESSCA requests an *affiliation change* (i.e., someone with existing and active NASA affiliation such as a civil servant or who works for another contractor) who is being hired by ESSCA, the action is unable to edit certain information (such as organizational code, position description, etc.) The org-code can be updated by the organizations OITM in the MAMS system, from which it will propagate to IdMAX and other locations (such as Outlook email.)

6.2. SATERN

The COR *should be* the SATERN approver for all ESSCA personnel. However, this is not automatically established in SATERN and new ESSCA contractors will need to be assigned (or reassigned if previously listed under a different approver) via request by the COR to the NSSC.

The COR will receive weekly report of training status for the (assigned) ESSCA personnel and in consultation with ESSCA supervisors will help to ensure mandatory training is completed and address any erroneous assignments.

The COR routinely approves SATERN requests, unless travel is indicated. Rapid approval is made to increase the priority/chance of the requester being enrolled prior to the class limit. (Note that in many cases contractors receive lower priority than NASA civil servants – but being approved prior to other contractors may increase the chances of enrollment prior to the class reaching capacity.) Following approval, the COR provides a notification to the individual's ESSCA supervisor, and as a courtesy to the NASA Task Order Initiator. If any issues are identified the COR can withdraw approval upon request.

6.3. NAMS

NAMS requests are used to request/approve access to various physical and IT assets. The COR *should be* the assumed NAMS sponsor for ESSCA personnel, with the exceptions noted below. Normally when a new identity is approved in IdMAX the COR will set the default sponsor in NAMS to his own name. However, NAMS requests can be – individually or as a default – changed by the individual o a specific NAMS request.

The COR *requests* the following guidelines be used:

- In general, "**ESSCA should not sponsor ESSCA**"
  - ESSCA supervisors can initiate requests if they are needing to show their approval of the asset request.
- ESSCA NAMS sponsors in NAMS *should be* civil servants.
  - Other civil servants (preferably Branch Chief's or Initiators) who are willing to do so are granted an unlimited delegation by the COR to fulfill this role.

Certain NAMS requests require specific sponsors (as the designated personnel/roles either have not been or cannot be built into the NAMS workflow as approvers or provisioners.) In each of these cases the COR *prefers* that these requests first be routed to the COR as sponsor, and that the COR will change the sponsorship to the required individual (then back to the COR after approval/rejection). The known cases requiring these special approvals are:

Skillsoft Percipio Access (ID 263953)	COR
Web Services Office Enterprise Atlassian Suite (ID 232697) (JIRA, Bamboo, Confluence, etc.)	[redacted]
KSC Pad/VAB Access (various)	[redacted]

6.4. Other COR Approvals & Notices

6.4.1. STI & STRIVES Reviews

Any scientific and technical information (STI) routed thru the STRIVES review/approval tool in which one or more ESSCA personnel is the primary (or lead) author should be routed thru the COR for review. There are organizational-specific routing (i.e. the unique management and export control reviewers for that Branch or Division) that include the ESSCA COR of the form: MSFC/XXXX (ESSCA), where XXXX is the 4-digit org-code.

6.4.2. Property

Property transfers (NF 4554) are routed to the COR for review and approval prior to going to the CO for signature. Normally the COR will coordinate with (and obtain the signature of) the 'marked for' civil servant in the organization supported by the associated TO prior to signing.

6.4.3. Notifications from the COR

The COR will provide the following notifications:

- ESSCA supervisors:
  - SATERN training approvals
  - Training delinquency reports or questions about training requirements in SATERN
- Task Order Initiators:
  - IdMAX affiliations (i.e. when ESSCA hires a new person to support a TO);
  - SATERN training approvals;
  - Expiring Subtask Report (2-month look-ahead);
- Technical Monitors:
  - Monthly "termination report" (i.e. personnel who have left the ESSCA contract);
  - Copies of IdMAX notifications to the Initiator
- ESSCA Help Desk
  - Assignment of new/changed Task Orders;
  - Assignment of new/changed Technical Monitors;

- Temporary Delegation Requests;
- New ATOMS account requests (Note: the Lead Resource Analyst may also request RA accounts).

6.4.4. Notifications to the COR

Task Initiators (and delegates): Please keep the COR informed as appropriate for the following:

- Upcoming changes in requirements for classified work under ESSCA
- Performance feedback on ESSCA
- Needs for new delegates or transfer of initiator/owner role
- Questions, problems, or issues causing you to withhold a TO approval, etc.
- Anything the COR may be able to help you with
- **Any time you change job roles and *no longer need access to sensitive ESSCA data.*** This will allow us to close out your access.

Resource Analysts (and delegates and peer reviews): Please keep the COR and the Lead RA informed as appropriate for the following:

- Questions, problems, or issues causing you to withhold a TO approval, etc.
- Anything the COR may be able to help you with
- **Any time you change job roles and *no longer need access to sensitive ESSCA data.*** This will allow us to close out your access.

7. Project Perspectives

The majority of the work performed by ESSCA is in support of MSFC programs, projects, activities, or partnerships. However, in most cases, this support is *indirect to the project*, as ESSCA augments the Engineering organization (usually Branch) that is supporting the project. There are exceptions:

(1) Systems Engineering support direction to the project/program offices (XP, HP, ST, LP)
(2) Test Stand Engineering for SLS support at Stennis (EA sponsored via XP)
(3) Ground Systems Support to the Office of Center Operations (AS42)
(4) Pressure Systems Support to MSFC's Pressure Systems Manager (QD10) – *no support currently*

Except as noted above where the Initiator is outside of MSFC engineering, ESSCA reporting, approvals, and performance monitoring are conducted by Engineering Directorate personnel (task Initiators and the corresponding Branch Chief's of the performing organizations.)

Engineering personnel should:

- Negotiate WYE support with customer projects as part of the normal work agreement process (CWP, etc.);
- Coordinating funding and reporting structure to meet the customer projects financial structures;
- Communicate and coordinate with RAs for funding requirements;
- Notify the customers of any changes in ESSCA support.

8. Funding Perspectives

Because of the extrodinary complexity of ESSCA (currently over 1200 activie subtasks, and over 30,000 different tracked funding lines (including remaining funding on inactive subtasks, as well as zeroed funding lines.) To assist the analysis needed to manage the flow of funding onto, within, and of off the contract, a variety of tools are used – including several customs tools developed within MSFC or developed by the ESSCA Contractor in response to contract requirements (e.g. Attachement J-8.)

At the Agency level there are 3 tools: System Analysis Program (SAP) which is NASA's accounting system; Invoice Routing and Information System, which is NASA's Government facing invoicing processing tool, and Invoice Processing Platform (IPP) which is the Department of Treasure tool NASA uses for contractor-facing invoice submission and tracking.

- SAP is used by the MSFC Office of Chief Financial Officer (OCFO or CFO) to commit, obligate, cost, and disburse project funding.
- IPP is a tool used by the ESSCA Contractor to submit payment invoices
- IRIS is a tool that interfaces to IPP, allowing NASA personnel (including the CFO analysts from the AOFC Accounting Operations Office (RS20), and the Contracting Officer to review and pay invoices. IRIS interfaces to SAP, thru which the NASA Shared Services Center will issue payments for invoices approved in IRIS.
    - The RS20 analysis is inclusive of the analysis performed by the NASA Business Manager for ESSCA (located in the OCFO Engineering Support Office/RS30).
    - The CO's analysis is inclusive of analysis performed bythe COR.

At the MSFC level RS30 has developed several tools to assist in the development of the Purchase Request (PR) that feeds the (by convention – monthly) Contract Modifications (i.e. "MODs") to add/remove funding. The Funding MOD itself contains top-level obligations and deobligation, where the SF30 Continuation Sheet that is provided by the Government's Business Manager for ESSCA provides the detailed mapping of new funding, by Purchase Request Line Item (PLI) and Accounting Line Item (ALI) to the specific subtask level of the ESSCA contract.

- The "RS30 PR Tool" is fed by the analysis the RA's assigned to the Task Orders (located in RS30 for Engineering Directorate Task Orders, and in RS60 (OCFO Program Support Office) or other organizations for task orders outside the Engineering Directorate.
    - The RS30/RS60 analysis is based upon the monthly financial Reports (both the NASA Form 533 and the '533 Supplement' – defined by Data Requirement Document (DRD) in the ESSCA contract)
- Along with feeding the Funding MOD and the SF30 Continuation Sheet, obligations and preobligations of funding in SAP are performed by the RAs.

At the Contractor Level, the ESSCA Contractor provides the 533/533 Supplment DRD, and has developed (per contract Attachment J-8) a tool in ATOMS to provide the Government reporting capabilities and insights from the Contractor's financial system.

- The ATOMS 'Funding Transfer Tool' allows the RAs to move funding already on the contract between subtasks (including subtasks on separate Task Orders), as needed and appropriate. This data is input back into the Contrator's Financial System
- The ATOMS also provides a variety of reports (including fiancial reports) to assist the RAs and Initiators in pulling together specifc reports of funding, WYE projections, and crosswalk of the Contract WBS (CWBS) codes to the Project WBS codes.
- The Contractor's Financial System is used to track and reconcile:
    - Funding applied to the contract via the multiple Funding PRs and allocated to subtasks per the SF30 Continuation Sheet and actions in the Funding Transfer Tools;
    - Costs associate with work performed on TOs;
    - Generate 533 reports at the contract level;
    - Generate 533 Supplement reports at the subtask and funding (PLI/ALI) level; and
    - Generate Payment Invoices to input to IPP.

The interaction off all of these tools, reports, and funding is depicted graphically in Table 8-1 (below). This process has been optimized for ESSCA to enable both full financial tracking capability for the Government while minimizing the OCFO labor/personnel required to do so.

A Note about Resource Analyst (RA) Assignments:

By making RA assignments at the subtask (rather than TO) level, it allows different organizations to use different philosophies.

- *Some base the assignment on the organization (i.e. the RA reviews for all the projects that the organization supports on a Task Order);*
- *Others assign based upon the project/funding source (i.e. multiple RAs are assigned to a single Task Order, each looking at a specific set of project/funding codes); or*
- *Mixed approaches.*

In a recent data pull it was noted that over the 1225 subtask (spread over 96 Task Orders) there were 51 individual RAs assigned. The number of subtasks per RA ranged from 1 up to 152. The Task Order with the most assigned RAs had six different RA's assigned (despite having 29 subtasks.) The current record-holder for subtasks is 30, for which only one RA is assigned across all. So 'different philosophies' indeed!

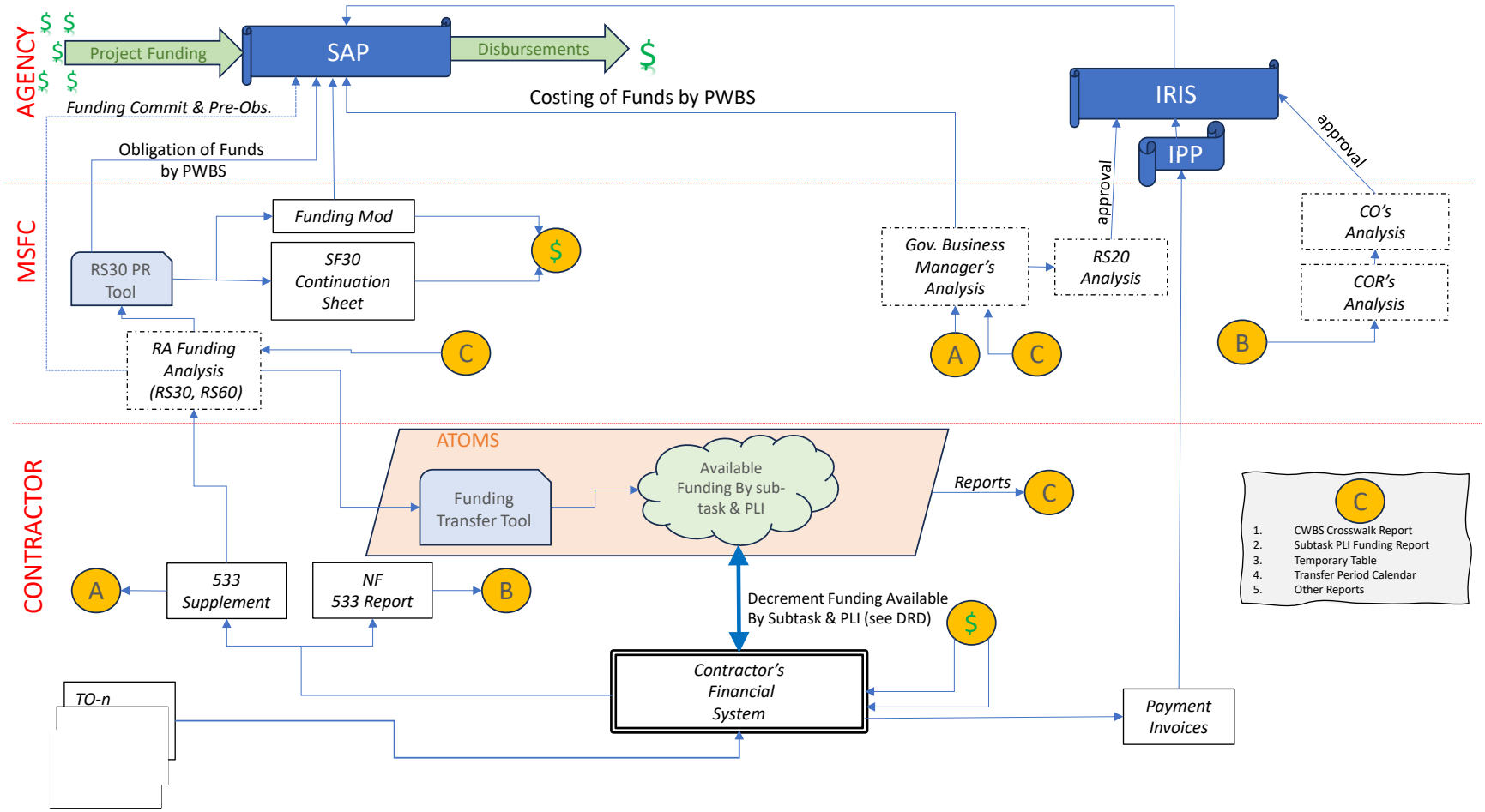

Figure 8-1: Funding Flowchart for ESSCA

Appendix A Glossary

Contracting Officer (CO) A person, appointed in accordance with the FAR/NFS, with the sole authority to enter into, administer, and/or terminate Government contracts and make related determinations and findings within the limits of their certificates of appointment. (MWI 5116.1)

- For ESSCA the CO [redacted]

Contracting Officer's Representative (COR) A qualified Government employee appointed by the CO to act as their technical representative in managing the technical aspects of a particular contract. These individuals are appointed to provide continuous evaluation of a contractor's performance under an award fee arrangement and are recommended based on their training, qualifications, and experience commensurate with the duties and functions to be delegated and the nature of the contract. (MWI 5116.1)

- The COR is also an interface with the manager of the requiring organization (ED01 for ESSCA).
- For ESSCA the COR is [redacted]

CWBS The 6-level format (see contract attachment J-9) used to identify the organization supported and the funding details for that support. The CWBS constitutes a task/subtask number.

Delegate See Initiator.

Initiator Individual responsible on behalf of the Government for identifying work under a specific Task Order(s) and helping monitor the progress.

- The ESSCA Initiators are usually Branch Chief's or their designated representatives.
- The "owner" or "initiator of record" is the one (and only one) person listed in the ATOMS for a specific Task Order – generally the person who created it or as reassigned by the COR.
- *Delegates* have same access/information/authority – the only exception is they *can not further delegate. Delegates are a*ssigned by the Owner within the ATOMS, or by the COR. Delegation can go to anyone with an Initiator account.

Invoice Routing and Information System (IRIS). NASA's Government-facing invoice processing tool.

Invoice Processing Platform (IPP). The Department of Treasury tool NASA uses for contractor-facing invoice submission and tracking.

Monitor Individuals appointed to provide continuous evaluation of the contractor's performance in specific areas. The Monitors include, but are not limited to, the COR, alternate(s), and appointed technical representatives, but also includes all functional representatives with contract administration responsibilities such as CO, Office of Procurement representatives (including Small Business representative), SMA representative, and Property. (MWI 5116.1)

- Generally, each Project Office, or Engineering Department/Lab/Office has a COR-appointed "Technical Monitor".
- Assignments within the ATOMS are managed by the COR.

Resource Analyst Personnel from the Office of the Chief Financial Officer (RSxx) responsible for ensuring the availability of funds to perform work under a Task Order, who review/approve TOPs and Emergency TORs, funding of the subtask in correlation to the program funding, and analyze the Contractor's cost reports and financial data including estimates and actuals.

- Selected from drop-down menus when a TOR or TOCR is created (i.e. by Initiator)
- Technical Monitor can edit RA assignments during their review of the TOR
- Assignment of RA accounts within the ATOMS are managed by the Lead Business Management Monitor [redacted]

System Analysis Program (SAP). NASA's accounting system.

Task Order (TO) A CO-approved (and Contractor-accepted) agreement between NASA and the ESSCA Contractor that results from the review/approval of a Task Order Plan (TOP) submitted in response to an approved Task Order Request (TOR). Released Task Orders are maintained in the ATOMS.

Task Order Change Plan (TOCP) A change request to an existing TOP. See Task Order Plan (TOP).

Task Order Change Request (TOCR) A change request to an existing TOR. See Task Order Request (TOR).

Task Order Plan (TOP) A formal description/proposal in the ATOMS that describes **how** the ESSCA Contractor will perform the work requested in a TOR/TOCR and what resources are required (e.g. labor categories, hours, and cost; travel; training; equipment; materials; etc.)

Task Order Request (TOR) A formal description/request in the ATOMS that describes **what** (i.e. the requirements) NASA wants the ESSCA Contractor to provide, including such characteristics as deliverable hardware, software, or documentation; schedule milestones; travel or training to support, etc.