National Environmental Satellite, Data, and Information Service (NESDIS)

Fiscal Policy for Intra-Agency Funding Transfers

April 2020

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Chapter 1. Introduction

1.1 PREFACE

NESDIS achieves mission success by working collaboratively across programs to access the resources required to execute strategic priorities. The NESDIS portfolio management process enhances collaboration among various stakeholders, including NESDIS Financial Management Centers (FMCs), the Office of the Chief Financial Officer (OCFO), and other NOAA Line Offices (LO). The collaboration across the organization can result in the need to transfer funding for cost reimbursable work.

The Fiscal Policy for Intra-Agency Funding Transfers describes the NESDIS process and the approval requirements for completing intra-agency funding transfers. This document defines the types of funding transfers, the process, required documentation and approval required within NESDIS and/or across NOAA Line Offices.

The Fiscal Policy for Intra-Agency Funding Transfers does not include Inter-Agency Agreements (IAAs), Memoranda of Understanding (MOU) and Memoranda of Agreement (MOA), which are used to coordinate authorized activities with external-NOAA entities.

1.2 PURPOSE AND SCOPE

The purpose of this policy is to establish oversight and standardization within NESDIS for the review, documentation and approval of all intra-agency funding transfers. Funding transfers include cost reimbursable work for technical tasks performed by one NESDIS FMC to support another Program's mission functions, as well as cost reimbursable work performed by NESDIS to support other NOAA Line Offices.

This policy provides guidance for intra-agency fund transfers associated with cost-reimbursable or cost-sharing technical tasks, including the following four scenarios:

1. Funding transfers between NESDIS and another NOAA Line Office.

2. Funding transfers between NESDIS FMCs over $1.0 million (annually).

3. Funding transfers between NESDIS FMC's between $200K and $1.0 million.

4. Funding transfers between NESDIS FMC's under $200K.

All procurement and acquisition funding approval will follow the NESDIS policy for "Delegation of Authority for Procurement Requests."

The FMC that manages the program is accountable for all of the appropriated funds. The FMC that receives funds from another office is responsible for obligating the funds as specified in the agreement.

All intra-agency funding transfers will be executed through the Budget Operating Plan "BOP" process. BOP'ing of funds provide transparency within the NOAA financial system to identify funds execution by the FMC Organization Code, as well as the associated program and project codes.

This document applies to all NESDIS FMCs.

1.3 AUTHORITY

- Principles of Federal Appropriations Law;
  - Chapter 3 Availability of Appropriations: Purpose;
  - Chapter 5 Availability of Appropriations: Time;
  - Chapter 6 Availability of Appropriations: Amount;
- NESDIS Budget Manual
  - Chapter 6.2 Budget Operating Plans
  - Chapter 7.1 BOP'ing
  - Chapter 7.2 Manual Transfers
- NESDIS Delegation of Authority for Procurement Requests

1.4 POLICY

This policy provides guidance for intra-agency fund transfers associated with cost-reimbursable or cost-sharing technical tasks.

The intra-agency fund transfer request process includes stakeholders throughout NESDIS. The NESDIS FMCs initiate the process by identifying the need for a funding transfer. Documentation to support the funding transfer requests should be submitted to your NESDIS OCFO Data Analysis, System and Information Branch (DASIB) and Program Analysis Branch (PAB) analysts.

All intra-agency fund transfers will follow the review and approval process as described in the NESDIS policy for "Delegation of Authority for Procurement Requests." A summary of the approving officials and funding thresholds are as follows:

- The NESDIS Assistant Administrator (AA) approves procurement and acquisition greater than $25 million.

- The Director, Geostationary Operational Environmental Satellites (GOES-R) and Director, Joint Polar Satellite Systems (JPSS) have delegated authority to approve procurement and acquisitions less than or equal to $25 million. The NESDIS CFO will approve procurement and acquisitions less than or equal to $25 million for all other FMCs.

- All other FMC Directors and NESDIS Assistant Chief Information Officer (ACIO) have delegated authority to approve procurement and acquisition less than or equal to $5 million.

Each of the four intra-agency fund transfer scenarios are described below.

1. **Funding transfers between NESDIS and another NOAA Line Office:** Requires a Service Level Agreement (SLA). SLAs should be used when a cost reimbursable technical task or service is provided between NOAA Line Office (e.g., NESDIS and Office of Atmospheric Research (OAR)).

The SLA must be accompanied by a statement of work (SOW) and a cost estimate worksheet. Sample templates for a SLA, SOW and cost estimate worksheet are provided in Appendices D, E and F of this policy document.

The SLA must be approved by the Director of the corresponding program office that is transferring funds or the recipient of the funds from another Line Office. Additionally, the SLA will be reviewed and approved as described in the NESDIS policy for "Delegation of Authority for Procurement Requests."

2. **Funding transfers between NESDIS FMCs over $1.0 million (annually):** Requires a Technical Task Agreement (TTA). Although this policy does not prescribe a specific TTA format, a TTA should include the following core elements and information: NESDIS FMCs involved in the funding transfer, description of the scope of services, period of performance, terms and conditions and BOP transfer guidelines and contacts. The TTA should be accompanied by the Cost Estimate worksheet (sample is provided in Appendix F of this document).

   The TTA should be used for intra-agency fund transfer between NESDIS FMCs for cost reimbursable work to complete technical tasks, with total funding greater than $1.0 million (annually) to include incremental funding, modifications or additional work requirements.

   The TTA must be approved by the Director of the corresponding program office that is transferring funds and/or the recipient of the funds from another FMC. Additionally, the TTA will be reviewed and approved as described in the NESDIS policy for "Delegation of Authority for Procurement Requests." The FMCs involved in the transfer are responsible for technical negotiation and approval and should submit the supporting documentation to the OCFO to approve and process the BOP.

3. **Funding transfers between NESDIS FMC's between $200K and $1.0 million:** Requires a TTA. The TTA should include the following core elements and information: NESDIS FMCs involved in the funding transfer, description of the scope of services, period of performance, terms and conditions and BOP transfer guidelines and contacts. The TTA should be accompanied by the Cost Estimate worksheet (sample is provided in Appendix F of this document).

   The TTA must be approved by the NESDIS FMC Budget Officer of both sending and receiving FMC's and the Chief of DASIB before the funding transfer can be completed. The FMCs involved in the transfer are responsible for technical negotiation and approval and should submit the supporting documentation to the OCFO to approve and process the BOP.

4. **Funding transfers between NESDIS FMC's under $200K**: Requires documentation of the transfer requests. A notification should be sent to your DASIB and PAB analysts, to include a description of the task(s) to be accomplished, Period of Performance (POP) or timeframe for tasks that will be completed, and the amount of the funds to be transferred. The FMCs involved in the transfer are responsible for technical negotiation and approval and should submit the supporting documentation to the OCFO to approve and process the BOP.

The following table summarizes approvals and documentation requirements for funding transfers between NESDIS FMCs.

Intra-Agency Funding Transfers between NESDIS and other NOAA Line Offices	
Documentation Required	Approvals Required
SLA with SOW and Cost Estimate	Other Line Office Program/FMC Director Other Line Office CFO NESDIS: see *"Delegation of Authority for Procurement Requests" policy:* • NESDIS AA: greater than $25M • Director (GOESR and JPSS): less than or equal to $25 million • NESDIS OCFO: less than or equal to $25 million for all other FMC's • Director (all Other FMCs): less than or equal to $5 million

Intra-Agency Funding Transfers between NESDIS FMCs		
Funding Transfer Amount	Documentation Required	Approvals Required
> $1 Million	TTA with SOW and Cost Estimate	NESDIS: see *"Delegation of Authority for Procurement Requests" policy:* • NESDIS AA: greater than $25M • Director (GOESR and JPSS): less than or equal to $25 million • NESDIS OCFO: less than or equal to $25 million for all other FMC's • Director (all Other FMCs): less than or equal to $5 million
< $1 Million and > $200,000	TTA with SOW and Cost Estimate	FMC Budget Officer; OCFO DASIB Chief
< $200,000	Description of tasks to be performed, period of performance, and amount of funds to be transferred	FMC Budget Analyst; OCFO DASIB Analyst, CC to PAB Analyst

All intra-agency funding transfer requests, along with the required documentation for the four scenarios, should be routed/emailed to the DASIB and PAB analysts to support the review and complete the BOP transfers. Approvals need to be obtained before executing the funding transfers.

All intra-agency funding transfers will be executed through the Budget Operating Plan "BOP" process. Fund transfers should not be made using the Direct Cite process. Each process is described below:

- The BOP transfer of funds (referred to as BOP'ing) is the process used to describe the action of transferring funds between FMCs or adjustments (increases or decreases) made to an allotment. NESDIS OCFO recommends and prefers that FMCs use BOP'ing for annual transfers of funds, which provides for transparency within the CBS financial system to identify funds execution by the FMC Organization Code, as well as the associated program and project codes that an organization charges. All BOPs shall be planned and documented within an SLA or TTA.

- The Direct Cite of funds is defined as when a funding Office (i.e., FMC) provides its program line of accounting, including the Subactivity, fund code (which ties to the funding year), project code, and task code, to a receiving FMC, who then uses the accounting information to execute its operations (i.e., contracts, grants, etc.). The funds are not explicitly tied to the FMC obligating the funds, nor managing the projects and tasks. Within CBS, all funds are displayed as being executed by the original Program FMC's organization code, even though another FMC obligated those funds. Due to the limited CBS transparency and tracking issues, Direct Cite usage shall be discontinued. Offices that currently use Direct Cites as a method of transferring funds will have 30 days from the effective date of this policy to establish TTA agreements, which will be used to approve BOPs within the financial system.

Chapter 2. Roles and Responsibilities

2.1 NESDIS or NOAA Program Office (Funding Provider)

a. Identifies the need for the projects to be executed, defines the project's scope, and assigns program office staff to monitor the project. Identifies funding for the project.
b. Coordinates with stakeholders during the development of the SOW and cost estimate. Prepares documentation and obtains the required approvals to support the scope and cost of the project.
c. Reviews projects and their scope of work to ensure they meet the recording statute requirements (31 U.S.C. § 1501(a)) and the bona fide purpose rule prior to recording the obligation.
d. Submits the package to the DASIB and PAB Analysts assigned to the FMC that includes a funds transfer request.
e. Prepares project code request forms to establish if new project codes are required for the agreement.
f. Identifies the reporting requirements commensurate with the level of activity and POP to include progress reports and obligation and cost plans.
g. Monitors the performance of the project and includes the cost projections and funds required in the obligation and cost plans.

2.2 NESDIS OCFO

a. Receives funding transfer requests with the supporting documentation. Verifies that the request funding transfer is accompanied with the required approvals.
b. Certifies requesting office has adequate funds available for the transfer.
c. If necessary, creates a new project code in the financial system and transfers funds to the project code.
d. Assists in tracking and monitoring of agreements, including remaining unobligated balances and period of performance tracking.

2.3 NESDIS or NOAA Program Office (Funding Recipient)

a. Coordinates with stakeholders during the development of the SOW and cost estimate. Receives the funds for the identified tasks. Executes the defined tasks or provides the services described in the

agreement.

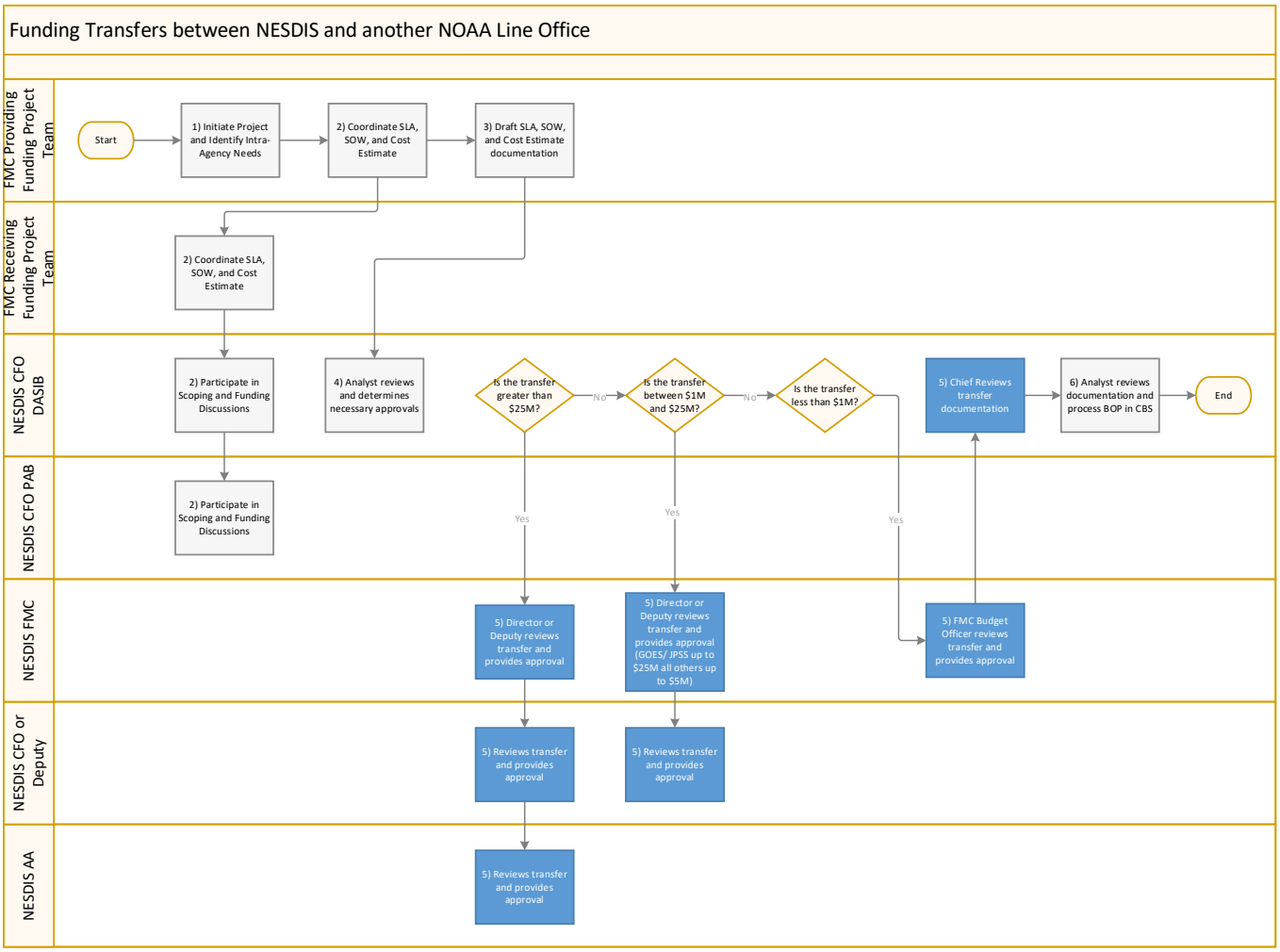
b. Provides status reporting for both technical and financial progress to the requesting office, with a copy to DASIB and PAB analysts.
c. Provides costing information and expense entries under approved agreements for review of the requesting office, with a copy to DASIB and PAB analysts.
d. Ensures all expenses are charged to approved project codes.
e. Assists in the close-out or modifications to the approved agreements, as necessary.

Chapter 3. Intra-Agency Funding Transfer Process

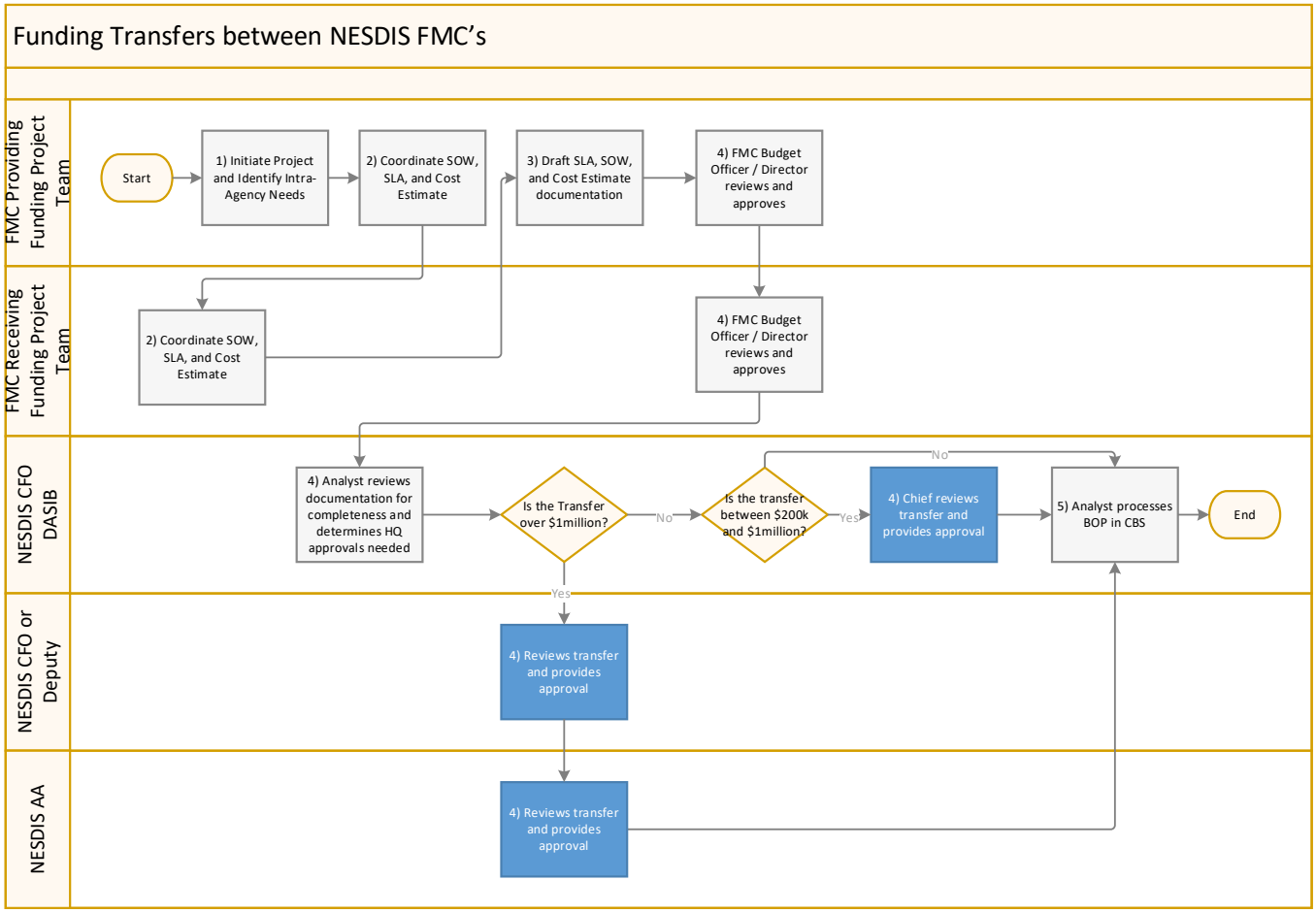
3.1 Intra-Agency Funding Transfer Request and Approval Process

The following flowcharts describe the process steps and review requirements for funding transfers involving technical tasks reimbursable work at the four thresholds previously identified.

Transfers between NESDIS with another NOAA Line Office:



Transfers between NEDSIS FMCs:



3.1.1 Project Initiation

FMCs identifying the need for cost-sharing or cost reimbursable work with your NESDIS OCFO analysts (DASIB and PAB). Upon project approval, the program office will follow the steps in the flowchart above to execute any necessary funding transfers.

3.1.2 Information to be included in SLA/TTAs

Documentation

SLA's - SLAs should be used when a cost reimbursable technical task or service is provided to or from another NOAA line office. The SLAs set out the funding requirements, tasks to be performed and include approvals from NESDIS program office, NESDIS CFO or Deputy, and AA.

At a minimum SLAs should include the following information. A template with an example of an SLA is attached in Appendix D of this document.

SLA (Appendix D) – SLAs shall include data elements:

- Parties and Purpose
- Background and Scope
- Terms and Conditions
- Transfer of Funding Guidance
- Resolution of Disagreements
- Contacts

TTAs – TTA's should be used when a cost reimbursable technical task or service is provided to or from one NESDIS FMC to another NESDIS FMC. The TTA is used to describe technical services and tasks; funding guidelines; reporting guidelines; and the period of performance for the agreement. At a minimum TTAs should include the following information:

- NESDIS FMCs involved in funding transfer
- Description of the Scope of Services
- Period of Performance
- Terms and Conditions
- BOP Funding Transfer Guideline
- Contacts

SOWs- SOW's should be used for both SLAs and TTAs to provide a greater level of budgetary detail needed to align tasks performed with budgetary information such as project and task codes, funding year, allotment, etc. A template with an example of an SOW is attached in Appendix E of this document. At a minimum SOWs should include the following information:

- Project Name
- Project Lead
- Total Proposed Cost
- Background
- Objectives
- Scope
- Deliverables

Cost Estimates - Cost estimates shall accompany SLAs and TTAs. The estimates are needed to inform cost planning for specific projects and provide details on the types of costs needed to complete the tasks. A template with an example of a cost estimate is attached in Appendix F of this document. At a minimum cost estimates should include the following information:

- Project Name
- Description
- Deliverables
- Direct Labor Costs
- Direct Equipment, Materials, and Supplies Costs
- Travel Costs
- Indirect Costs

Appendix A: Definitions

Cost-Reimbursable – A project where the costs of completing the agreed upon tasks and deliverables will be borne by an FMC other than the FMC completing the work.

Funding Provider – The program office or FMC that is initiating the request for funding transfer and providing the funds.

Funding Recipient- The program that is tasked with accomplishing the tasks outlined in the statement of work.

Period of Performance – The expected time frame that the agreement is valid and for the agreed upon tasks to be completed.

Service Level Agreement – A document that describes the roles and responsibilities as well as the terms and conditions that will govern the interaction of the requesting and servicing programs.

Statement Of Work – A document that clearly identifies the specific tasks to be performed which includes the purpose and time frame for competing the tasks.

Technical Task Agreement - A document that describes the roles and responsibilities as well as the terms and conditions that will govern the interaction of NESDIS FMCs, to include SOW and Cost Estimate.

Appendix B: Acronyms

AA	Assistant Administrator
DASIB	Data, Acquisition, and Systems Integration Branch
FMC	Financial Management Center
LO	Line Office
M&A	Management and Administration
NESDIS	National Environmental Satellite, Data, and Information Service
OCFO	Office of the Chief Financial Officer
NOAA	National Oceanic and Atmospheric Administration
PAB	Program Analysis Branch
POP	Period of Performance
SLA	Service Level Agreement
SOW	Statement of Work
TTA	Technical Task Agreement

Appendix C: References

1. NOAA Business Manual
2. NOAA Finance Handbook
3. Appropriations Law (Time, Purpose, Amount).
4. Fiscal Policy for the STAR Product Lifecycle
5. Principles of Federal Appropriations Law,
    - Chapter 3 Availability of Appropriations: Purpose;
    - Chapter 5 Availability of Appropriations: Time;
    - Chapter 6 Availability of Appropriations: Amount;
6. NESDIS Budget Manual
    - Chapter 6.2 Budget Operating Plans
    - Chapter 7.1 BOP'ing
    - Chapter 7.2 Manual Transfers
7. NESDIS Delegation of Authority for Procurement Requests

Appendix D: Sample Template for SLA

SERVICE AGREEMENT BETWEEN
NATIONAL ENVIRONMENTAL SATELLITE, DATA, AND INFORMATION SERVICE
_____(Insert NESDIS ORG)__ AND
_____
FOR PARTNERSHIP PROJECTS

This document serves as the Service Level Agreement (SLA) governing the transfer of funds between the National Environmental Satellite, Data, and Information Service (NESDIS) _____and the _____ for partnership projects.

1. PARTIES AND PURPOSE
The purpose of this agreement between the National Environmental Satellite, Data, and Information Service (NESDIS) _____and the _____ (the Parties) is to document how the Parties will partner to perform work focused on their common NOAA objectives in FY __. This agreement specifies the list of projects in FY 20__, the amount of funds required to achieve work objectives, and the timing of necessary funding transfers. The agreement also includes a requirement to establish statements of work (SOW) and funding plans for all partnership projects in FY __.

2. BACKGROUND AND SCOPE
NESDIS is dedicated to providing timely access to global environmental data from satellites and other sources to promote, protect and enhance the Nation's economy, security, environment and quality of life. To fulfill its responsibilities, NESDIS acquires and manages the Nation's operational environmental satellites, operates the NOAA National Data Centers, provides data and information services including Earth system monitoring, performs official assessments of the environment, and conducts related research. NESDIS and _____ have partnered on objectives that support the NOAA mission.

_____
_____
_____

This agreement specifies the process whereby both parties will determine and arrange for necessary services to be provided using available funding. This process will help both parties better coordinate their collaborative work and program planning and budget execution.

3. TERMS AND CONDITIONS
This SLA is based on program needs and documents the following expectations of both parties. Since projects may not be fully defined or known (e.g., awaiting the results of competitions) at the beginning of FY20__, funded projects will be agreed upon by the parties in three phases as necessary through the year contingent on the availability of appropriated funds and project statement of work (SOW) approval dates as follows:
Phase 1: Projects with approved SOWs by Q1
Phase 2: Non Phase 1 projects with approved SOWs by Q2
Phase 3: Non Phase 1 or 2 projects with approved SOWs by Q3

Phase 1 total projected cost is $_____. Specific Phase 1 projects and costs are specified in Appendix 1 and a Statement of Work (SOW) for each project are contained in Appendix 2.

Phase 2 and 3 projects will be documented in signed addenda to this SLA as necessary.

Both parties agree to:

- Document the scope of work, period of performance, milestones and deliverables, assumptions, constraints, and associated cost proposal for each project and develop funding transfer requirements in a SOW and accompanying financial plan.
- Transfer established funds as necessary before the start of any project to ensure funds availability and in increments as appropriate (e.g., quarterly) thereafter, per the SOW/financial plan.
- Provide progress reports on project progress, milestone and deliverables, and cost expenditures as specified in each projects SOW;
- Continue to evaluate projects to ensure progress and operational efficiency.
- Modify SOWs and financial plans to be consistent with available funding upon passage of a continuing resolution or appropriation. SOWs and financial plans will not be considered final until passage of a final appropriation; and,
- Ensure a bona fide need established in each project statement of work is aligned with the appropriate Budget Program, Project, or Activity (PPA) relative to the PPA's time and purpose provisions.

This agreement is subject to the availability of appropriated funds and exceptions may be required due to situations beyond NESDIS or _____ control. NESDIS and _____ will negotiate in good faith and upon mutual agreement attach signatures to this document. Exceptions to this agreement may be requested through the CFO of each Line Office. The Assistant Administrators for NESDIS and _____ must approve this SLA, before work may begin in FY20XX. In general, no work will be authorized without appropriate signed documentation and approval from the _____ and NESDIS Assistant Administrators.

The estimate of anticipated NESDIS costs and required fund transfers are based on _____and NESDIS estimates from the most current operating budget assumptions, continuing resolution, sequestration, or fiscal year appropriation.

Both parties will constrain expenditures to the agreed-upon maximum cost, as well as to a reasonable level of variation from the estimated maximum cost. Both parties agree to make appropriate notifications if either party anticipates that actual costs will differ by more than 10 percent. In addition, NESDIS agrees to provide _____ with a minimum 30 day cancellation notice prior to the beginning of each quarter if funds are not available to support work.

In no case will either party plan for or incur expenses in excess of the originally agreed-upon maximum cost estimate without the prior notification and written agreement with the other party.

Any such significant changes in actual or estimated costs, service level to be performed or maximum costs will be subject to negotiation between both parties and will be documented through modifications to the original written agreement(s). Such modifications will be subject to the review and approval of each party's signatory authorities and will be documented in an addendum to this agreement.

Both NESDIS and _____ will assign staff to perform project management responsibilities for each respective project. The same individuals may be project manager for multiple projects. These project managers will provide regular status reports on progress and manage delivery of work products as appropriate. Project managers have the ability to set their own schedules for discussion and methods of communication, but must assure that these meetings occur at least once each month.

This Service Agreement is effective when signed by both parties and will remain in effect through September 30, 20__. A new agreement reflecting new FY 20__ requirements must be in place by October 1, 20__.

4. INTEROFFICE TRANSFER OF FUNDS

Inter-office transfers will be documented by both parties and include:

- Accounting code structure (Provided by Disbursing Organization);
- Purpose of the transfer (_____);
- Manager or individual responsible for fund management;
- Dollar amount in total and by (two-digit) object class by quarter;
- Estimated date of transfer (15 calendar days after LO establishment of initial BOPs in CBS);
- Timelines and/or contingencies for executing and receiving program support under a continuing resolution or in anticipation of a final annual appropriation.

Budget Operating Plans (BOPs) will be used for fund transfers from one party to the other. It will involve notification by memorandum and be accompanied by the completion of this corresponding service agreement.

5. CONTACTS

The contacts for each party to this service agreement are:

For Disbursing Organization:

CFO/CAO Signature_____ Initial/Date: _____

For Receiving Organization:

CFO/CAO Signature _____ Initial/Date: _____

These points of contact will be responsible for the technical administration of this service agreement and serves as a liaison for their organization. Any modifications under this agreement will be directed to these individuals. Any notifications required subsequent to this signed agreement will be directed to the points of contact.

6. RESOLUTION OF DISAGREEMENTS

Nothing herein is intended to conflict with current NOAA or Department of Commerce directives. If the terms of this agreement are inconsistent with existing directives of either party to the agreement, then those portions of this agreement which are determined to be inconsistent shall be invalid, but the remaining terms and

conditions not affected by the inconsistency shall remain in full force and effect. In such case and at the first opportunity for review of the agreement, all necessary changes will be accomplished either by a modification to this agreement or by entering into a new agreement, whichever is deemed expedient to the interest of both parties.

Should disagreement arise on the interpretation of the provisions of this agreement, or modifications thereto, that cannot be resolved by the contacts for each Party to the agreement; these disagreements will be forwarded to the signatories of this Service Agreement for appropriate resolution.

AGREED:

_____ Date: _____
Assistant Administrator

_____ Date: _____
Assistant Administrator

Appendix E: Sample Template for SOW

Statement of Work
<TITLE OF PROJECT>
<DATE>

Project Title:
Proposed for: <FMC>
Project Lead:
Total Proposal Cost:

1. Background
NESDIS's _____ Office (XXX) and ...

Objectives
The overall objectives of this project are to continue to ...

1. Scope
Project Summary: The purposes of this project are:

-

This project supports the NOAA's Next Generation Strategy Plan (NGSP) goal of "_____" through …

1. Deliverables/Milestones:
Task 1: reports are being done on quarterly basis. (Q1 – Q4).

Task 2:

1. Project Management
The overall lead of this project is ...

1. Total Cost Estimate (include/attach a Cost Proposal): Please see the attached budget spreadsheet for details.

1. Assumptions, Dependencies and Constraints
General Assumptions for all projects are that:
This SOW is subject to the availability of funds, and work should not begin until final approval is given by the program manager.

Project Specific Assumptions:

Appendix F: Sample Template for Cost Estimate and TTA

Cost Proposal			Date:					
Project Title:								
Proposed for:		NESDIS/FMC						
Task ID:								
Task Description:								
		Date	Description					
Deliverables:		Q1-Q4						
		Q1						
Direct Labor								
Direct Labor Category			Staff Affiliation		Hours			Direct Labor Cost
XXX			XXX					
XXX			XXX					
	Total Direct Labor Hours				0			
	Total Direct Labor Cost							$0.00
^ Indirect Costs								
IT Support and Services								
Administration and Management								
	^ Total Indirect Costs							$0.00
Equipment, Materials, Supplies								
Description					Number of Units	Unit Cost	Non-labor Cost	
Travel								
	Total Equipment, Materials, Supplies						$0.00	
				Cost Summary				
				Total Direct Labor				$0.00
				Total Indirect Costs				$0.00
				Total Equipment, Materials, Supplies				$0.00
				Total Cost				$0.00

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