

**Forest Service Manual  
National Headquarters - Washington Office  
Washington, DC**

**Forest Service Manual 1500 – External Relations  
Chapter 1580 - Grants, Cooperative Agreements, and Other Agreements**

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**Responsible Staff:**

**Explanation of changes:** Following is an explanation of the changes throughout the directive by section.

**1580.41i:** Establishes code, caption, and sets forth delegation of signing authority to the National Technology & Development Program Director (NTDP) and the Geospatial Technology & Applications Center (GTAC) Director. Sets forth delegation of authority to the National Technology & Development Program Director to enter into agreements with other agencies or academic institutions that have Institutional Review Board (IRB) approval to conduct research involving human subjects.

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This chapter establishes Forest Service standards on the use of Federal financial assistance (Grants and Cooperative Agreements), Exempted Agreements, Collection Agreements, Interagency Agreements, Memorandum of Understanding, and Partnership Agreements to carry out the Forest Service mission for public benefit.

### **1580.1 - Authority**

This chapter is not by itself a complete document, as it must be used in conjunction with Department of Agriculture Regulations (7 CFR 3015-3052), statutory authorities, management policy, FSM 1509.11, et. seq., and, where appropriate, Office of Management and Budget Circulars.

The Forest Service has general authority to enter into Federal financial assistance transactions (that is, grants and cooperative agreements) under the Federal Grants and Cooperative Agreements Act of 1977 (FGCAA), as amended by the Using Procurement Contracts and Grant and Cooperative Agreements Act of September 13, 1982 (31 U.S.C. 6301-6308, Pub. L. 97-258), as amended. This Act states, in part, that unless a relationship is otherwise specified by statute, Federal agencies must characterize the relationship between a Federal and non-Federal party as one of a procurement contract or of Federal financial assistance. In addition to the FGCAA, the Forest Service is required to have a specific statutory authority that allows the program area to carry out specific program activities using grants and/or cooperative agreements.

Other statutes permit lawful relationships that fall outside the scope of the FGCAA. For example, the Cooperative Funds and Deposits Act (Pub. L. 94-148) permits the Forest Service to enter into Participating Agreements, and the National Agricultural Research, Extension, and Teaching Policy Act of 1977 (Pub. L. 95-113), as amended by the Food Security Act of 1985 (Pub. L. 99-198) and further amended by Pub. L. 105-198, allows the Forest Service to enter into Joint Venture and Cost-Reimbursable Agreements. These two authorities specifically exempt the Forest Service from the FGCAA under specific situations.

In addition to the specific statutory authority required to enter into any obligating grant, cooperative agreement, or other relationship (such as a Participating or Joint Venture Agreement), the Forest Service is required to have the appropriate authority to use funds from Congressional appropriations. Thus, all instruments must cite an appropriate authority and use the proper appropriations.

The authorities described in FSM 1580.11 - 1580.16 are the most commonly used statutory authorities for Government-wide, service-wide, and specific deputy area use (National Forest System, State and Private Forestry, Research and Development, and International Programs). When citing one of these authorities, or an authority not listed here, G&A specialists and program managers shall ensure that the activities described in the agreement conform to the permissible activities under the authority.

The direction in this chapter applies to the following types of grants, cooperative agreements, and other agreements, commonly referred to as 1580 agreements:

1. Grants (S&PF, R&D, IP) (FSH 1509.11, ch. 20);
2. Cooperative Agreements (S&PF, R&D, IP, limited for NFS) (FSH 1509.11, ch. 20);
3. Cooperative Fire Protection Agreements (S&PF, NFS) (FSH 1509.11, ch. 30);
4. Cooperative Law Enforcement Agreements (NFS) (FSH 1509.11, ch. 30);
5. Cooperative Forest Road Agreements (NFS) (FSH 1509.11, ch. 30);
6. Collection Agreements (FSH 1509.11, ch. 40);
7. Interagency Agreements (FSH 1509.11, ch. 50);
8. Memorandum of Understanding (FSH 1509.11, ch. 60);
9. Participating Agreements (FSH 1509.11, ch. 70);
10. Challenge Cost-Share Agreements (FSH 1509.11, ch. 70);
11. Joint Venture Agreements (FSH 1509.11, ch. 70);
12. International Joint Venture Agreements (FSH 1509.11, ch. 70)
13. Cost-Reimbursable Agreements (FSH 1509.11, ch. 70);
14. Cooperative Research and Development Agreements (FSH 1509.11, ch. 70);
15. Material Transfer Agreements (FSH 1509.11, ch. 70);
16. Non-Disclosure Agreements (FSH 1509.11, ch. 70).

When an acronym is shown in parentheses after an instrument listed above, it generally reflects which type of instrument may be issued by units receiving which designated deputy area appropriations, for example, National Forest System (NFS), State and Private Forestry (S&PF), Research & Development (R&D), and International Programs (IP). If no deputy area appropriations are specifically identified, the instrument type may be issued using any Forest Service appropriations. However, use of some types of instruments may be further limited as described in each applicable section of FSM 1580. For example, program managers shall validate that appropriations are used for their designated purpose and within the period available for expenditure, see FSH 6509.11g, when funding instruments under FSM 1580, *et seq.*

The Grants and Agreements (G&A) Community is comprised of Acquisition Management, Program, and Budget and Finance staffs who work together to ensure the application of a consistent business process that includes the review, obligation, monitoring, payment, collection and close-out activities for grants, cooperative agreements and other agreements under FSM 1580 (External Relations).

With respect to the I-Web, G&A module (I-Web), it was established in response to the E-Grants Initiative, which is part of the President's 2002 Fiscal Year Management Agenda to improve Government services to the public. The concept has its origins in the Federal Financial Assistance Management Improvement Act of 1999, also known as [Public Law 106-107](#). Further, I-Web also complies with OMB Circular A-123 and assists in carrying out the Federal Funding Accountability and Transparency Act (FFATA), Pub. L. 109-282.

#### **1580.11 - Governmentwide Use**

1. The Economy Act of June 30, 1932, (31 U.S.C. 1535, Pub. L. 97-258 and 98-216). Section 601 of this Act authorizes one Federal agency to requisition work, services, supplies, materials, or equipment from another Federal agency (FSH 1509.11, sec. 50.1).
2. Cooperation with Federal and State Agencies and Foreign Countries (Act of August 27, 1958, 23 U.S.C. 308(a), P. L. 85-767). This Act authorizes the Federal Highway Administration to perform by contract or otherwise, authorized engineering or other services in connection with the survey, construction, maintenance, or improvement of highways on behalf of other Government agencies (FSH 1509.11, sec. 50.1).
3. Intergovernmental Cooperation Act of 1968, as amended by the Intergovernmental Cooperation Act of September 13, 1982, (31 U.S.C. 6501-6508, Pub. L. 97-258). Title III of this Act authorizes the Forest Service to provide special or technical services to States or subdivisions of States (FSH 1509.11, ch. 40.1).
4. Federal Technology Transfer Act of 1986, (15 U.S.C. 3710a, Pub. L. 96-480). This Act authorizes the Forest Service to enter into cooperative research and development agreements for technological transfer for commercial purposes (FSH 1509.11, sec. 70.1).
5. United States Information and Exchange Act (22 U.S.C. 1451 and 1479, Pub. L. 97-241). This Act authorizes the Forest Service to cooperate with a foreign government by providing, at its request, Forest Service employees with specific technical or professional qualifications (FSH 1509.11, sec. 40.1).

#### **1580.12 - Service-wide Use**

1. Cooperative Funds Act of June 30, 1914, (16 U.S.C. 498 as amended by Pub. L. 104-127). This Act authorizes the Forest Service to accept money received as contributions

toward cooperative work in forest investigations or protection, management and improvement of the National Forest System (FSH 1509.11, sec. 40.1).

2. Granger-Thye Act of April 24, 1950, (16 U.S.C. 572). Section 5 of this Act authorizes the Forest Service to perform work to be done for the benefit of the depositor, for administration, protection, improvement, reforestation, and such other kinds of work as the Forest Service is authorized to do on lands of the United States: (a) on State, county, municipal, or private land within or near National Forest land, or (b) for others who occupy or use National Forests or other lands administered by the Forest Service (FSH 1509.11, sec. 40.1).

3. Cooperative Funds and Deposits Act of December 12, 1975, Pub. L. 94-148, 16 U.S.C. 565a1 – a3, as further authorized by Division F, Title IV, Sec. 417 of the Consolidated Appropriations Act 2008 (Pub. L. 110-161). This Act authorizes the Forest Service and cooperator(s) to perform work from which they would accrue mutual non-monetary benefit in the areas of cooperative pollution abatement; cooperative manpower, job training, and development programs; development and publication of cooperative environmental educations and forest history materials; and, forestry protection (FSH 1509.11, sec. 70.1).

4. Interior and Related Agencies Appropriations Act of 1992, (Pub. L. 102-154) (Challenge Cost-Share). This Act authorizes the Forest Service to cooperate with others in developing, planning, and implementing mutually beneficial projects that enhance Forest Service activities, where the cooperators provide matching funds or in-kind contributions. Cooperators may be public and private agencies, organizations, institutions, and individuals (FSH 1509.11, sec. 70.1).

5. Department of Agriculture Reorganization (7 U.S.C. 6915). This Act directs agencies of the Department, where practicable, to combine field offices and jointly use office space, equipment, office supplies, and administrative and clerical personnel. (FSH 1509.11, sec. 40.1).

6. Federal Employees International Organization Service Act (5 U.S.C. 3343 and 3581-3584), as amended. This Act authorizes the Forest Service to detail employees to an international organization that requests services for a period not to exceed 5 years (FSH 1509.11, sec. 40.1).

7. National Agricultural Research, Extension, and Teaching Policy Act of 1977, (Pub. L. 95-113), as amended by the Food Security Act of 1985, (7 U.S.C. 3318, and 3319, Pub. L. 99-198) and further amended by Public Law 105-198. This Act authorizes the Forest Service to:

a. Enter into joint venture agreements with any entity or individual to serve the mutual interest of the parties in agricultural research, and teaching activities, whereby all parties contribute resources to accomplish those objectives (7 U.S.C. 3318(b) and FSH 1509.11, sec. 70.1).

b. Enter into cost reimbursable agreements with State cooperative institutions or other colleges and universities without regard to any requirement for competition, for the acquisition of goods or services, including personal services, to carry out agricultural

research or teaching activities of mutual interest (7 U.S.C. 3319(a), and FSH 1509.11, sec. 70.1).

8. Service First Authority, Section 330 of the Department of the Interior and Related Agencies Appropriations Act of 2001, Pub. L. 106-291, 114 Stat. 996, 43 U.S.C. sec. 1701 note, as amended by Section 428 of the Department of the Interior, Environment, and Related Agencies Appropriations Act of 2006, Public Law No. 109-54, 119 Stat. 555, as further amended and extended through September 20, 2011 under Section 418 of the Omnibus appropriations Act of 2009, Pub. L. 111-8. This Act is designed to improve customer service between the Bureau of Land Management (BLM), Bureau of Land Reclamation (BLR), National Park Service (NPS), Fish and Wildlife Service (FWS), and the Forest Service (FS) by providing streamlined, one-stop shopping across agency jurisdictional boundaries for public land users, and to enhance work accomplished between Federal agencies through shared facilities, services, and employees. Examples of acceptable activities include the ability to conduct projects, planning, permitting, leasing, contracting and other activities, either jointly or on behalf of one another. It also provides authority for co-location of the agencies in shared facilities. (FSH 1509.11, sec. 40.1).

9. Stewardship Authority, section 323 of Public Law 108-7, Consolidated Appropriations Resolution for Fiscal Year 2003, (16 U.S.C. 2140 Note). The Forest Service may enter into agreements (or contracts) for services to achieve land management goals and meet local and rural community needs on a best-value basis. See, FSH 2409.19, chapter 60 - Stewardship Contracting, for direction on Stewardship Agreements. (FSH 1509.11, sec. 70.1)

10. Wyden Amendment (Public Law 105-277, Section 323 as amended by Public Law 109-54, Section 434, and permanently authorized by Public Law 111-11, Section 3001). This authorizes the Forest Service to enter into cooperative agreements (that is, both Federal financial assistance Cooperative Agreements and Participating Agreements) with willing Federal, tribal, State, and local governments, private and nonprofit entities, and landowners for:

- a. The protection, restoration, and enhancement of fish and wildlife habitat, and other natural or cultural resources on public or private lands;
- b. The reduction of risk for natural disaster where public safety is threatened; or
- c. A combination of both.

The agreements must result in a benefit to natural or cultural resources on national forests lands within the watershed. (FSH 1509.11, sec. 20.1 and sec. 70.1).

## **1580.13 - Research**

1. Forest and Rangeland Renewable Resources Research Act of 1978, as amended (16 U.S.C. 1641-1646, Pub. L. 95-307). This Act authorizes implementation of a program of

forest and rangeland renewable resources research, dissemination of the research findings, and the acceptance of gifts, donations, and bequests and the investing thereof (FSH 1509.11, sec.20.1 and FSH 1509.11, sec. 30.1).

2. Public Law 110-246, Food, Conservation, and Energy Act of 2008, Title IX - ENERGY. This act authorizes the Forest Service to implement the Forest Biomass for Energy Program, under Section 9012. The Forest Biomass for Energy Program (CFDA 10.686) is a competitive research and development program that encourages the use of forest biomass for energy. (FSH 1509.11, sec. 20.1).

#### **1580.14 - State and Private Forestry**

1. Cooperative Forestry Assistance Act of 1978, as amended (16 U.S.C. 2101-2114, Pub. L. 95-313). This Act authorizes the Forest Service to work through and in cooperation with State foresters or equivalent agencies, and other countries in implementing technical programs affecting non-Federal forest lands (FSH 1509.11, sec. 20.1).

2. National Forest Dependent Rural Communities Economic Diversification Act of 1990 (7 U.S.C. 6601 note, Pub. L. 101-624). Title XXIII, Subtitle G, Rural Revitalization through Forestry, authorizes Forest Service establishment and implementation of educational programs and technical assistance to businesses, industries, and policy makers to create jobs, raise incomes, and increase public revenues in ways that are consistent with environmental concerns (FSH 1509.11, sec. 20.1).

3. Public Law 110-246, Food, Conservation, and Energy Act of 2008, Title IX - ENERGY. This act authorizes the Forest Service to implement the Community Forest and Open Space Conservation Program (CFP), under section 8003. The CFP is a competitive program that encourages the establishment of community forests by acquiring and protecting private forest lands. (FSH 1509.11, sec. 20.1).

Additionally, this act authorizes the Forest Service to implement the Community Wood Energy Program under Section 9013. The Community Wood Energy Program (CFDA 10.685) is a competitive grant program in addition to demonstrations of new technologies and direct technical assistance. (FSH 1509.11, sec. 20.1).

4. Collaborative Forest Restoration Act, Public Law 106-393. This Act authorized the Forest Service in New Mexico to work through and with local and tribal governments, educational institutions, landowners, conservation organizations, and other interested public and private entities to implement Collaborative Forest Restoration (CFDA 10.679). The Community Forest Restoration is a competitive grant program overseen by

a. Technical Advisory Panel. (FSH 1509.11, sec. 20.1).

5. Forest Land Enhancement Program, Farm Security and rural Investment Act of 2002, Public Law 107-171. This Act authorizes the Forest Service to grant funds to State Foresters to



encourage the long-term sustainability of non-industrial private forest lands (CFDA 10.677). (FSH 1509.11, sec. 20.1).

6. National Forest Foundation Act, Public Law 101-593, Title IV, as amended by Public Law 103-106. This Act authorizes the Forest Service to grant earmarked funds to the National Forest Foundation (CFDA 10.682). Use of this authority is limited to the Washington Office. (FSH 1509.11, sec. 20.1).

7. National Fish and Wildlife Foundation Establishment Act, Public Law 98-244 as amended. This Act authorizes the Forest Service to grant earmarked funds to the National Fish and Wildlife Foundation (CFDA 10.683). Use of this authority is limited to the Washington Office. (FSH 1509.11, sec. 20.1).

8. Lake Tahoe Restoration Act, Public Law 106-506, as amended Public Law 108-108, Section 337. This Act authorizes the Forest Service to make annual payments to the governing bodies of each of the political subdivisions located in the Lake Tahoe Basin for erosion control and water quality projects. (CFDA 10.683). (FSH 1509.11, sec. 20.1).

#### **1580.15 - International Programs**

The International Forestry Cooperation Act of 1990, (16 U.S.C. 4501, Pub. L. 101-513, as amended). This Act authorizes Forest Service cooperation and assistance with domestic and international organizations to further international programs, which support global environmental stability, scientific exchange and educational opportunities, and provide technical and managerial expertise (FSH 1509.11, sec. 20.1).

#### **1580.16 - National Forest System**

1. Cooperative Law Enforcement Act of August 10, 1971, (16 U.S.C. 551a, Pub. L. 92-82). This Act authorizes Forest Service cooperation with State or political subdivisions to enforce or supervise laws and ordinances of a State or political division on National Forest Systems lands (FSH 1509.11, sec. 30.1).

2. Secure Rural Schools and Community Self-Determination Act of 2000, Public Law 106-393, 16 U.S.C. 500, as reauthorized and amended by the Emergency Economic Stabilization Act of 2008, Energy Improvement and Extension Act of 2008, and Tax Extenders and Alternative Minimum Tax relief Act of 2008, Section 601(a) in division C of P.L. 110. This Act, as amended, is the same as, or similar to, Pub. L. 106-393. It authorizes the Forest Service to:

- a. Stabilize and transition payments to counties to provide funding for schools and roads that supplements other available funding (Title I);
- b. Make additional investments, and create additional employment opportunities through projects that improve maintenance of existing infrastructure, implement stewardship

objectives that enhance forest ecosystems, and restore and improve land health and water quality (Titles II and III); and

c. Improve cooperative relationships among people that use and care for Federal land and the agencies that manage Federal land (Title II).

3. National Forest Roads and Trails Act of October 13, 1964, (16 U.S.C. 532-538, Pub. L. 88-657). This Act authorizes Forest Service financing and/or cooperation with other public agencies, private agencies, or individuals for acquisition, construction, and maintenance of forest development roads within or near national forests (FSH 1509.11, sec. 30.1).

4. The Reciprocal Fire Protection Act of May 27, 1955, (42 U.S.C. 1856a, Pub. L. 84-46). This Act authorizes the Forest Service to enter into reciprocal agreements with any fire organization maintaining fire protection facilities in the vicinity of national forest lands (FSH 1509.11, sec. 30.1).

5. Sikes Act of September 1, 1960, (16 U.S.C. 670g-6701, 670o, Pub. L. 86-797, as amended). This Act authorizes the Forest Service to cooperate with State wildlife agencies in conservation and rehabilitation programs for fish, wildlife, and plants considered threatened or endangered (FSH 1509.11, sec. 40.1). This Act should be used in conjunction with the Cooperative Funds Act to collect funds from the State wildlife agency.

6. Consolidated Security, Disaster Assistance and Continuing Appropriations Act of 2009, Public Law 110-329; the 2005 Interior and Related Agencies Appropriations Act, Public Law 108-447; and the Omnibus Appropriations Act of 2009, Public Law 111-008. This Act (Good Neighbor Act) authorizes the Forest Service in Colorado and Utah to enter into agreements (or contracts) with their respective State Foresters to perform forest, rangeland, and watershed restoration services on National Forest System lands in Colorado and Utah.

## **1580.2 - Objective**

The objective of this chapter is to provide clear direction on the use of grants, cooperative agreements, and other agreements to carry out the Forest Service mission for public benefit in accordance with applicable laws, regulations, and management policy.

## **1580.3 - Policy**

Agreements under this chapter must not be used to procure goods or services for the direct benefit of the Forest Service, unless an authority specifically allows it.

1. Establish procedures that:

a. Ensure clear, simplified, and standardized steps are set forth to eliminate unnecessary, conflicting, duplicative, and varying requirements placed upon program managers, recipients, and cooperators.

- b. Provide clear guidance on the formation, administration, and close-out of grants, cooperative agreements, and other agreements.
2. Strive for maximum coordination and cooperation among Government programs.
3. Provide for timely changes in grant, cooperative agreement, and other agreement policy.
4. Encourage program managers to plan grant, cooperative agreement, and other agreement workloads prior to each new fiscal year. This process is also referred to as Advanced Grants and Agreements Planning.
5. Ensure the Washington Office, Branch Chief, G&A, is available for consultation on any grant, cooperative agreement, or other agreement where it appears that complex issues are involved, such as consideration being given to enter into a new or different use of an agreement authority (see section 35).
6. Require the use of specific instrument types previously identified in this chapter for all grants, cooperative agreements, and other agreements.
7. Ensure service-wide instruments are initiated by deputy area program staffs and reviewed by the Washington Office G&A staff, see FSM 1580.4. Upon execution, the Washington Office G&A staff shall post the instrument on the Washington Office G&A National Web site.
8. Allow the execution of National, regional, forest, station, Area, and Institute master agreements such as regionwide master participating, cooperative, or challenge cost-share agreements only when the following conditions are met:
  - a. Each master agreement title references the proper area of coverage, for example "Intermountain Region Master Challenge Cost-Share Agreement."
  - b. Supplemental Project Agreements are issued against the master agreement.
  - c. All FSH 1509.11 requirements are met, including, but not limited to: proper statutory and appropriation use, proper instrument use, and all other administrative requirements.
9. Ensure that units do not circumvent Federal statutes or regulations related to procurement, personnel, copyright, printing, information collections, and so forth, using grants, cooperative agreements, or other agreements, with the exception of any activities authorized specifically by statute.
10. Ensure that all parties have signed the applicable instrument prior to any work being accomplished under a grant, cooperative agreement, or other agreement.
11. Apply the following to any agreement that requires an annual operating plan:

- a. Ensure that an operating plan to the agreement is in place prior to any performance being accomplished; and
- b. Require each subsequent annual operating plan be negotiated, executed, and incorporated into the agreement by written modification to the original agreement prior to the performance of new work.

12. When applicable, ensure that an instrument contains an appropriate financial plan.

13. Ensure that each instrument contains an expiration date of no more than 5 years from the date of execution. The start date for performance dictates the start of the period of performance. The agreement should be clear as to when the period of performance begins. Refer to specific FSH chapters for further guidance.

### **1580.31 - I-Web**

The Federal Financial Management Improvement Act of 1996 requires Federal agencies, where appropriate and feasible, to organize functional duties so that no one person performs a process from beginning to end. This is known as separation of duties. As such, the I-Web system is a role-based system that provides functionality based upon “user roles” tied to each users function.

The I-Web G&A module, one of several business areas in I-Web, is the required electronic corporate database of record for the administration of all grants, cooperative agreements, and other agreements found in FSM 1580. G&A specialists, program managers, budget officers, and the Albuquerque Service Center shall have different, but complimentary, roles within I-Web. See section 43 for I-Web roles and responsibilities.

Administrative functions in I-Web include, but are not limited to, the following: data entry, approval or rejection of proposals, making awards, financial transactions, voucher processing, monitoring, close-out, and other associated tasks.

Technical processes for data entry system functionality are documented in the “Grants & Agreements Help” in the I-Web Net and are incorporated by reference as directives FSH 1509.11, section 12.1.

### **1580.32 - Inherently Governmental**

Under FSM 1580 et seq., the Forest Service shall not assist employees in an unacceptable transfer of the official, inherently governmental, functions related to G&A specialists responsibilities, to contractors. This is based on applying the principles of OMB Policy Letter 92-1 (issued pursuant to section 6(a) of the Office of Federal Procurement Policy (OFPP) Act, as amended, codified at 41 USC 405). Similarly, the Forest Service shall not transfer these responsibilities to recipients/cooperators under FSM 1580 instruments.

Furthermore, as a matter of policy (based on Policy Letter 92-1), the Forest Service deems the G&A specialist's responsibility as "inherently governmental" based on the following:

The G&A specialist routinely interprets and executes the laws of the United States so as to:

1. Bind the United States to take, or not to take, some action by contract and grants and agreements, policy, regulation, authorization, order, or otherwise;
2. Determine, protect, and advance the United States' economic, political, property, or other interests by contract and grants and agreements management, or otherwise;
3. Exert ultimate control over the acquisition, use, or disposition of the property, real or personal, tangible or intangible, of the United States, including the collection, control, or disbursement of appropriated and other Federal funds.

### **1580.33 - Use of Government-Owned Vehicles**

When an instrument anticipates the use of a Government-owned vehicle, then guidance in FSH 7109.19, chapter 60, must be followed.

### **1580.34 - Volunteer Agreements**

Follow the guidance in FSM 1830.

### **1580.35 - Conflicting Policies and Deviations**

#### **1. Grants and Agreements Direction.**

- a. Except as provided in paragraph b of this section, FSM 1580 supersedes and takes precedence over any supplementation to the directive system by field units on direction addressing the administration of grants, cooperative agreements, and other agreements.
- b. FSM 1580 may only be superseded, in whole or in part, by either a specifically worded statutory provision or a deviation authorized by the Washington Office Director, Acquisition Management. The term "deviation" includes, but is not limited to, the following actions:
  - (1) Use of a provision, that conflicts with or changes the direction prescribed in FSH 1509.11, chapter 90.
  - (2) Use of any other instrument title not prescribed herein.
  - (3) Any notifications to the Office of Management and Budget that impose terms more restrictive than those imposed under U.S. Department of Agriculture implementing regulations (7 CFR 3019).

2. Budget and Financial Direction. The Albuquerque Service Center (ASC), Line Officers, and unit budget officers provide supporting budget and/or finance roles for implementing grants and agreements. The Business Operations Transformation Program (BOTP) developed a list (that is, MAP: My Administrative Processes) of G&A process steps that explain the roles and responsibilities for budget and finance related activities that can be found at the Forest Service ASC intranet Web site (<http://fsweb-wo.dev.pdx.fs.fed.us/ops/botp/>). Parties assigned these roles and responsibilities shall abide by the direction given in MAP and this chapter. Should the MAP requirements issued by Budget & Finance differ from FSM 1580 and FSH 1509.11, then the language in FSM 1580 and FSH 1509.11 must control.

#### **1580.4 - Responsibility**

Primary responsibility for developing and implementing grants or agreements rests with signatory officials, certified G&A specialists, and program managers.

#### **1580.41 - Grants & Agreements Officials**

##### **1580.41a - Washington Office, Director of Acquisition Management**

The Washington Office Director of Acquisition Management has the responsibility to establish procedures and policies as needed for the award, administration, and close-out of grants, cooperative agreements, and other agreements. The procedures and policies must, at a minimum, include:

1. Designation of a G&A Specialist. The Washington Office Director of Acquisition Management, functioning as the Washington Office Head of Contracting Activities (HCA), designates the regional, forest, station, Area, and International Institute of Tropical Forestry (IITF) senior procurement officials with the responsibility to establish and monitor a certification process to ensure G&A specialists selected have the knowledge, training, and experience described in FSH 1509.11, section 17. If there is no senior procurement official or the G&A function is managed by other than the Acquisition Management staff, then the Washington Office HCA has the responsibility to establish and monitor the certification process.

2. Establishment of a Certification System. The Director of Acquisition Management establishes a two-level certification system that is monitored by designated Acquisition Management officials to ensure a standard of competency for G&A specialists. This system includes both formal training and on-the-job experience. (See FSH 1509.11, sec. 17).

##### **1580.41b - Washington Office, Branch Chief, Grants & Agreements**

The Washington Office, Branch Chief, G&A staff serves as the National G&A Specialist responsible for implementing FSM 1580.

The Washington Office G&A Branch Chief coordinates with the U. S. Department of Agriculture (USDA) point of contact (POC) to post all competitive requests for application (RFA) packages to the *Grants.gov* Web site as required by Federal statute. The USDA POC gives the program manager specific *Grants.gov* access to manage the RFA and retrieve subsequent proposals received in response to the posting. If the program manager is absent, then the Washington Office G&A Branch Chief receives access to the RFA to download proposals.

#### **1580.41c - Deputy Chiefs, Director of Law Enforcement and Investigations, and Director of International Programs**

Deputy Chiefs, the Director of Law Enforcement and Investigations (LEI), and the Director of International Programs (IP) (FSM 1580.42) are the designated signatories for grants, cooperative agreements, and other FSM 1580 agreements, and as such must be familiar with the policy and regulations in this manual and FSH 1509.11. The deputy chiefs are responsible for bringing to the Chief's attention those grants, cooperative agreements, and other agreements that appear by their significance to merit signature by the Chief. The deputy chiefs and the Directors for LEI and IP may delegate this authority in writing to staff directors and certified G&A specialists. Staff directors should provide a copy of the written delegation of authority to their G&A specialist. When an individual is acting on behalf of a staff director, the acting staff director shall provide a copy of the written delegation of authority from the principal staff director, as appropriate, to the G&A specialist.

#### **1580.41d - Regional Foresters, Station Directors, Area Director, International Institute of Tropical Forestry Director, and Special Agents in Charge of Law Enforcement and Investigations**

Regional foresters, station directors, the Area Director, the International Institute of Tropical Forestry (IITF) Director, and the special agents in charge of Law Enforcement and Investigations, are designated as signatory officials for grants, cooperative agreements, and other FSM 1580 agreements for programs under their jurisdiction, and as such must be familiar with the policy and regulations in this manual and FSH 1509.11. These officials may delegate this authority in writing to certified G&A specialists, staff directors, and Line Officers. Staff directors and Line Officers shall provide a copy of the written delegation of authority to their G&A specialist. When an individual is acting on behalf of a staff director or Line Officer, the acting staff director or acting Line Officer shall provide a copy of the written delegation of authority from the principal staff director or Line Officer, as appropriate, to the G&A specialist. Signatory authority may vary by unit, depending on delegation and organizational structure.

Regional foresters must approve all stewardship project proposals. This authority is not delegable.

### **1580.41e - Signatory Officials**

It is the responsibility of the signatory official to carry out the signatory official assigned procedures set forth in this manual. Furthermore, it is the responsibility of signatory officials to:

1. Ensure that a certified G&A specialist reviews each proposed grant, cooperative agreement, or other FSM 1580 agreement for legal sufficiency (see FSM 1580.41f) and compliance with policy and recommends approval, in writing, prior to signature (FSM 1580.44).
2. Execute and be the responsible party for grants, cooperative agreements, and other FSM 1580 agreements for programs under their jurisdiction.

### **1580.41f - Grants & Agreements Specialists**

It is the responsibility of the G&A specialist to carry out the G&A specialist assigned procedures set forth in this manual.

1. Pre-Award/Award Responsibilities. It is the responsibility of G&A specialists to:
  - a. Review grant or cooperative agreement applications and other FSM 1580 agreement proposals. Identify the proper instrument type and provisions, ensuring that the authority cited is appropriate for the project, and, when feasible, identifying the correct use of a staff's appropriated funds (that is, through the job code).
  - b. Examine proposals for the following: potential conflict of interests, including the appearance of conflict of interest; prohibited sources; and other, ethics related issues.
  - c. Ensure that a program manager is designated for each instrument prior to execution.
  - d. Ensure the instrument expiration date is within authorized timeframes.
  - e. Ensure that all instruments and award packages are properly constructed using the correct format, and include all mandatory and applicable provisions (FSH 1509.11, ch. 90).
  - f. Assign a Federal Identifier Number to each instrument and enter relevant instrument data in I-Web as defined in section 43.
  - g. Ensure that the instrument is properly executed by authorized signatory officials from the Forest Service and the cooperator/recipient.
  - h. Once the instrument is executed by signatory officials, execute and obligate funds in I-Web in a timely manner.
2. Approval. A certified G&A specialist shall review and recommend approval of all grants, cooperative agreements, memorandum of understanding, interagency agreements, collection



agreements, and other FSM 1580 agreements for compliance with Federal regulations and Forest Service policy prior to execution of the instrument by the signatory official. Recognition of instrument review and G&A approval must include the following statement and signature block on the signature page (ex. 01) of the instrument or, in the case of Interagency Agreements, an attached page, if the signature page does not have adequate space:

## 1580.41f – Exhibit 01

### Signature Block

The authority and format of this instrument has been reviewed and approved for signature.	
_____	_____
Grants and Agreements Specialist	Date

Upon review and approval, the G&A specialist shall sign and date the statement and signature block, above, except when the G&A specialist has been delegated signatory authority and signs the agreement. When the G&A specialist is the signatory official, the G&A specialist shall otherwise comply with all other G&A specialist requirements set forth under this section.

If the G&A specialist does not approve the instrument, then the G&A specialist shall not endorse the signature block and shall document and forward those circumstances preventing approval to respective program managers and signatory officials.

3. Administration. To ensure administrative efficiencies and consistent policy adherence, the designated G&A specialist shall:

- a. Ensure that the official file of record is periodically reviewed and includes the following: pre-award correspondence, the official award document, payment documents, post-award correspondence, modifications, performance and financial reports, and close-out documentation.
- b. Work closely with cooperators/recipients and program managers to clarify regulations, policies, and procedures that may be unclear and/or new to them.
- c. Assess the need for conducting site visits and/or meetings. G&A specialists may assess and/or perform these activities individually; in collaboration with other staff areas, such as program managers; or appoint a program manager to lead. When leading an activity, the G&A specialist shall document the results in writing and maintain the document in the official file of record.
- d. Assist program managers with the preparation of modifications to the instrument, as needed.
- e. Assess the need for corrective action to address a cooperator's/recipient's performance issues or internal control issues related to financial management, including recommendations for debarment, suspension, financial controls, or termination. G&A specialists may assess and/or perform these activities in collaboration with other staff

areas, such as program managers. When leading an activity, the G&A specialist shall document the results in writing and maintain the document in the official file of record.

4. Close-out. The designated G&A specialist shall conduct the official close-out of the instrument following direction in FSH 1509.11, section 16.

## 1580.41g - Program Managers

It is the responsibility of the program manager to carry out the program manager assigned procedures set forth in this manual.

1. Pre-Award/Award Responsibilities. It is the responsibility of the program manager to:
  - a. Determine the need for competition (based on the authorizing statute and/or regulations that implement the program). This may include writing Federal Register announcements or *Grants.gov* solicitations/application packages, arranging mailings, setting up independent proposal review groups comprised of subject matter specialists identified by the program manager, advising review groups on authorities and responsibilities, and coordinating the results of the proposal review groups. Additionally, potential applicants may be located through professional societies or associations, current or former Forest Service cooperators/recipients, and searches through subject specific journals and/or Web sites.
  - b. Screen proposals, when applicable. The concept of screening is that a cursory review of a proposal(s) is made to ensure that the proposal meets award requirements, is from a reputable source, and addresses the key research or technical issue that the program manager is concerned with. In a competitive situation, there is a panel of experts who determine in a more formalized process which applications should be considered for award based on the totality of their merits. With unsolicited applications, the program manager may review the proposals alone or with other like experts to determine which proposal should receive funding. There may be multiple levels for screening proposals.
  - c. Make recommendation on award of applications.
  - d. Prior to submitting a proposal to the G&A specialist and/or I-Web, the program manager shall coordinate with the appropriate budget official to ensure that the proposed Forest Service funds are available for the type of project, or alternatively identify the use of incoming funds with the budget official, and verify that the funds are proper for the period of performance.
  - e. Ensure that performance under the instrument is properly described in the narratives and work to be accomplished is reflected in the financial plan and/or operating plan.
  - f. Create an I-Web record and perform all program manager responsibilities in I-Web, including the review and acceptance or rejection of invoices.
  - g. Furnish the G&A specialist with a properly completed grants and agreements cover page, where required by the unit, and a draft of the proposed instrument and its associated financial plan, and other supporting documentation (for example, project proposals; SF-424, Application for Financial Assistance; request for agreement action), for review and coordinate any changes based on G&A advice, prior to approval.

h. Coordinate with the G&A specialist to ensure the fully executed instrument is placed in the official file of record. Distribute copy(s) to the other party(s) agreements and project contacts.

2. Administration. The program manager, to properly administer and monitor the grant or agreement, shall:

a. Conduct monitoring activities to ensure that cooperator/recipient performance is monitored and fully accomplished under the instrument. Monitoring activities may include, but are not limited to: site visits to the cooperator/recipient facility or the performance site, review of cooperator/recipient reports or publications or telephone or meeting discussions with the cooperator/recipient to determine the status of on-going activities under the scope of work of the agreement. Where necessary, the program manager should collaborate with the G&A specialist to determine the need for site visits and/or meetings. (See FSH 1509.11, sec. 15.6).

b. Furnish copies of pre- and post-award correspondence to the G&A specialist.

c. Coordinate modifications to the instrument with the G&A specialist prior to the incurrence of additional costs or expiration date of the instrument. Modifications may include changes to financial and/or operating plans.

d. Ensure that cooperators/recipients are informed of all financial and performance reporting requirements and that all required reports are submitted by the cooperators/recipients according to the terms of their award. Ensure that copies of these completed reports are included in the official file.

e. Review payment requests (for example, invoices for reimbursement or requests for advance(s) and final requests for reimbursement) and either approve or reject the request. Justifiable reasons for rejecting the request may be when billed expenditures are not reflective of performance progress or lack of receipt of properly completed and required financial or performance reports have not been received.

f. Assess the need for corrective action to address performance issues or internal control issues related to financial management, including recommendations for debarment, suspension, financial controls, or termination. Program managers may assess and/or perform these activities in collaboration with other staff areas, such as G&A specialists. When leading an activity, the program manager shall document the results in writing and maintain the document in the official file of record.

3. Close-out. Conduct the official close-out of the instrument following direction in the appropriate FSH 1509.11, sec. 16.

#### **1580.41h - Budget Officials (Officers, Coordinators, and Analyst)**

It is the responsibility of the budget officials to carry out the procedures set forth in this manual and in FSH 1509.11.

Pre-Award/Award Responsibilities. It is the responsibility of the budget officials to:

1. Determine which job codes program managers may use for a proposed FSM 1580 agreement;
2. Determine that the proposed job code(s) for a proposed 1580 agreement has sufficient funds to cover the proposed obligation to the recipient/cooperator, that is, sufficient funds are available for the proposed project;
3. Determine if the job code may be used appropriately with the authority cited in the proposed agreement;
4. Ensure the appropriate budget object code is applied to the proposed agreement; and
5. Perform all budget approver responsibilities in I-Web.

#### **1580.41i - National Technology & Development Program Director and Geospatial & Technology Applications Center Director**

Signing authority is delegated to the National Technology & Development Program (NTDP) Director and Geospatial Technology & Applications Center (GTAC) Director for grants, cooperative agreements, and other agreements for programs under his/her purview. Authority is also delegated to sign de-obligation and closeout letters for all grants, cooperative agreements, and other agreements. These authorities may be re-delegated to the NTDP and GTAC Assistant Directors. The NTDP Director or GTAC Director shall delegate specific signing authorities or reservations of authority as supplements to this title, chapter, and section of the Forest Service Manual. The Washington Office Director of AQM has the responsibility to establish procedures and policies as needed for the award, administration, and close-out of grants, cooperative agreements, and other agreements.

The NTDP Director has the authority to enter into agreements with other agencies or academic institutions that have Institutional Review Board (IRB) approval to conduct research involving human subjects, in accordance with Department of Health and Human Services Federal-Wide Assurance, per 45 CFR Part 46.114. This is re-delegable to NTDP Assistant Directors.

#### **1580.42 - Ethics and FSM 1580 Instruments**

Signatory officials, program managers, and G&A specialists should routinely evaluate all grant and agreement proposals and awards for compliance with ethics related laws, regulations, and directives, including, but not limited to: Conflict of Interest, Federal Criminal Conflict of

Interest, and the Standards of Ethical Conduct for Employees of the Executive Branch. See USDA Ethics, Rules of the Road, index at <http://www.usda-ethics.net/rules/index.htm> for links to additional ethics related resources.

#### **1580.42a - Conflict of Interest**

Signatory officials, program managers, and G&A specialists should routinely evaluate all grant and agreement proposals and awards to ensure, among other things, that there are:

1. No potential conflict of interest or the appearance of a conflict of interest with the recipient/cooperator.
2. No direct endorsement of cooperator products or services through the grant or agreement.
3. No direct marketing of cooperator products or services by mail or other means.
4. Plans by the cooperators to transfer their copyrights to a designee (third party) for the sale and distribution of the item for profit.

#### **1580.42b - Federal Criminal Conflict of Interest**

See Title 18, United States Code, sections 202 through 209 for additional laws on Federal criminal conflict of interests. Signatory officials, program managers, and G&A specialists should routinely evaluate all grant and agreement proposals and awards to ensure, among other things, that they are not demanding, seeking, receiving, accepting, or agreeing to receive any compensation for representational services, as agent or attorney, or otherwise, with the recipient/cooperator.

#### **1580.42c - Standards of Ethical Conduct for Employees of the Executive Branch**

See Title 5, Code of Federal Regulations, section 2635 for additional regulations on ethics. Signatory officials (SO), program managers (PM), and G&A specialists (G&A) should routinely evaluate all grant and agreement proposals and awards to ensure, among other things, the following:

1. The proposal or grant/agreement does not solicit funds (directly or indirectly) especially from a prohibited source (see 5 CFR part 2635, subpart B).
2. The SO, PM, and G&A shall not accept gifts offered for influencing official acts or action in violation of their official duties (see 5 CFR part 2635, subpart B; see also section 42d, Gifts).
3. The proposed partnership does not influence significant pending agency decisions or actions involving partner interests, for example approval of a mining plan of operations or a NEPA decision for a special use permit (see 5 CFR part 2635, subpart B).

4. The SO, PM, and G&A shall not receive any salary or any contribution to or supplementation of salary from any source other than the United States as compensation for services as a Government employee (see 5 CFR part 2635, subpart B).
5. The SO, PM, and G&A have no financial interest associated with the cooperator or this agreement, including direct and predictable effects on such interest (see 5 CFR part 2635, subpart D).
6. The SO, PM, and G&A have no imputed interest with this cooperator or through this agreement, including family financial interest (spouse, child, other); organization they belong to; or prospective employers (see 5 CFR part 2635, subpart D).
7. The SO, PM, and G&A are not using their agency position for private gain, endorsement of product, service or enterprise, or the private gain of friends, relatives, or persons with whom they are affiliated in a non-governmental capacity (including non-profit organizations of which the employee is an officer or member) or persons with whom they have or are seeking employment or business (see 5 CFR part 2635, subparts G and H).

If any Forest Service employee identifies or raises the issue of an ethics nature, then they should seek advice from a Forest Service ethics advisor at the USDA Office of Ethics.

#### **1580.42d - Gifts**

Forest Service personnel involved in the G&A process shall not accept gifts from interested parties. Interested parties include those vendors and permittees under Forest Service permit or contract at the time of initiating an agreement, those seeking to engage in other financial relationships with the Forest Service, or those who conduct operations or activities that are regulated by the Forest Service.

Even when it appears that no interested party is involved, such as non-profit organizations, businesses that do not have permits with the Forest Service, State agencies, and so forth, signatory officials, program managers, and G&A specialists shall avoid the appearance of preferential treatment or other improper conduct when entering into grants or agreements.

#### **1580.42e - Soliciting Money**

Signatory officials, program managers, and G&A specialists, or anyone acting on their behalf, shall not solicit money, either verbally or in writing, except as noted, below.

Based on the prohibition, signatory officials, program managers, and G&A specialists shall not approach cooperators with monetary requests. Federal statute authorizes the National Forest Foundation to solicit and accept donations on behalf of the Forest Service. Also, the Forest Service may not use appropriated funds to contract with a firm or to authorize a separate organization to solicit money from the public on behalf of the Forest Service.



The prohibition on soliciting does not restrict the Forest Service from approaching and discussing potential projects with cooperators, where the Forest Service and the cooperator share mutual interests and may benefit in the same qualitative way. When approaching potential cooperators the first step is to discuss the project, separate and apart from funding. More than one cooperator may be approached. The purpose is to ascertain how many cooperators may have a mutual interest in the project and wish to commit to its joint completion. Once a cooperator or group of cooperators is identified, a discussion of contributions should follow. Contributions may include cash, services, in-kind contributions, donation of equipment, and so forth. The focus should always be on the discussion of contributions necessary for joint completion of the project, not soliciting money on behalf of the Agency.

Competing for funding opportunities by applying for Federal grants is also permissible and not considered soliciting funds.

#### **1580.42f - Endorsements**

Contributions may not be accepted by the Forest Service conditioned upon actual, or the appearance of, endorsement of organizations, products, or activities. For guidance of the differences between endorsements and acknowledgements, refer to the Partnership Guide at: <http://www.partnershipresourcecenter.org/resources/partnership-guide/>.

#### **1580.43 - I-WEB**

G&A specialists and program managers shall comply with I-Web requirements (for example, proposals, commitments, monitoring, close-out, and so forth.)

User roles have been established in the I-Web G&A module to allow for a separation of duties. The functionality of each role may overlap with one or more roles, while others are restricted to one role only. For example, all I-Web roles for the G&A module may run reports, but only the G&A program approver may approve or reject payment requests.

Responsibility for inputting data into I-Web G&A rests with program managers, G&A specialists, G&A technicians, program technicians, and accounting officials.

Roles identified below describe those activities specific to that user. Enhancements to the I-Web module do not affect roles and responsibilities identified in this section.

##### **1. Program Managers.**

Program managers are responsible for the roles and responsibilities enumerated in this section. Program managers requesting access to the G&A program approver role should also request access to the G&A program technician role for data entry privileges. Processes vary by region, station, Area, forest and unit, depending on how units are organized and choose to do work.

The I-Web contact subtype is either a 'PA' (payment approver), 'PGC' (program contact), or 'PRC' (project contact).

a. Program Technician Role (G&A PROGRAM TECHNICIAN).

- (1) Input required proposal data.
- (2) Input details of approved proposals.
- (3) Input commitment details for the reservation of funds.
- (4) Input payment details into payment request lines.
- (5) View records.
- (6) Create and view attachments.
- (7) Run reports.

b. Program/Project Approver Role (G&A PROGRAM APPROVER).

- (1) Accept or reject proposals in G&A.
- (2) Approve or reject proposals in G&A.
- (3) Identify the job code(s) and amount(s) to be committed on a grant or agreement.
- (4) Submit commitment(s) to budget approver for funds availability certification.
- (5) Approve or reject payment requests and submit to ASC for payment for payment processing in Foundation Financial Information Systems (FFIS).
- (6) Submit commitment(s) for funding modifications to budget approver for certification of funds availability.
- (7) Notify the G&A specialist to initiate liquidation of obligations (de-obligation).
- (8) View records.
- (9) Create and view attachments.
- (10) Run reports.

2. Grants and Agreements Officials.

Grants and Agreements officials are responsible for the roles and responsibilities enumerated in this section. Users requesting access to the G&A specialist role should also request access to

the G&A technician role for data entry privileges. The I-Web contact subtype is 'RW' or "Reviewer/G&A specialist."

a. Grants & Agreements Technician Role (G&A TECHNICIAN).

- (1) Input required proposal data.
- (2) Input details of approved proposals.
- (3) Input commitment details for the reservation of funds.
- (4) Input other contribution details and specify Contributor ID.
- (5) Add contacts and cooperators.
- (6) View records.
- (7) Create and view attachments.
- (8) Run reports.

b. Grants & Agreements Specialist Role (G&A SPECIALIST).

- (1) Accept and approve proposal requests communicated by the program manager.
- (2) Input proposal details.
- (3) Add contacts and cooperators.
- (4) Input commitment details for the reservation of funds.
- (5) Input other contributions and specify Contributor ID.
- (6) Assign grant, cooperative agreement, or other agreement numbers.
- (7) Select vendor codes.
- (8) Submit new vendor requests to ASC.
- (9) Submit new CAN (Common Agreement Number, that is, vendor code) requests to ASC.
- (10) Enter execution, start, and expiration dates.
- (11) Submit executed grant or agreement to ASC for obligation in FFIS.
- (12) Complete the FFATA/FAADS data tab with all required elements for Grants and Cooperative Agreements.

- (13) Modify obligations per program manager request.
- (14) Close grants, cooperative agreements, or other agreements.
- (15) View records.
- (16) Create and view attachments.
- (17) Run reports.

### 3. Budget Officials.

Budget officials are responsible for the roles and responsibilities enumerated in this section. Users requesting access to the budget approver role shall be the budget officers or analysts as identified by the local units. The I-Web contact subtype is 'BA' or "budget approver."

#### a. Budget Approver Role (G&A BUDGET APPROVER).

- (1) Review budget object code, budget organization code and job code for appropriate use.
- (2) Commit funds for specific job codes selected by the program/project approver (if the amount is greater than \$5,000), which initiates a commitment in FFIS.
- (3) Approve or reject requests for commitment or modified commitments. If the commitment is rejected, provide comments on the reason for rejection.
- (4) View records.
- (5) Create and view attachments.
- (6) Run reports.

### 4. Accounting Officials.

Accounting officials are responsible for the roles and responsibilities enumerated in this section. Users requesting access to the G&A accounting approver role should also request access to the G&A accounting technician role for data entry privileges.

#### a. Accounting Technician Role (G&A ACCOUNTING TECHNICIAN, ASC).

- (1) Enter initial payment data.
- (2) Submit payment requests to program manager for approval.
- (3) Process vendor requests submitted by G&A specialists.
- (4) View records.

(5) Create and view attachments.

(6) Run reports.

b. Accounting Approver Role (G&A ACCOUNTING APPROVER).

(1) Approve or reject obligations, payments, and liquidation of obligations for processing in FFIS.

(2) View records.

(3) Create and view attachments.

(4) Run reports.

5. User Management Application Managers.

Grants and Agreements officials are responsible for the following roles and responsibilities:

- a. Approve or reject User Management Application (UMA) requests for their respective organizations.
- b. Add or remove roles and orgs for users within their designated area.
- c. Revoke UMA roles use by unauthorized users.

**1580.5 - Definitions**

1580 Instrument. Any of the instruments, which is grants and agreements, covered by FSM 1580.

Agreement Number. The number assigned to a FSM 1580 instrument by a G&A specialist for the purpose of identifying and tracking the instrument. It is also called the Federal Identification Number.

Appropriation. Authority given to Federal agencies to incur obligations and to make payments from Treasury for specified purposes.

Augmentation. To increase an agency's appropriations from outside sources without specific statutory authority. This is prohibited by law.

Authority. The Forest Service shall have appropriate authority derived from legislation prior to entering into any grant, cooperative agreement, or other agreement, which could result in the use, obligation, or other commitment of any Forest Service resources.

Catalog of Federal Domestic Assistance (CFDA). A publication and/or online database produced by the General Services Administration (GSA) that lists the domestic assistance programs of all

Federal agencies and gives information about a program's authorization, fiscal details, accomplishments, regulations, guidelines, eligibility requirements, information contacts, and application and award process.

Close-out. The process by which a Federal awarding agency determines that all applicable administrative actions have been completed by the recipient/cooperator and the Federal awarding agency. The close-out administrative action must be documented with substantive documentation indicating the completion and/or receipt of goods and services, receipt of invoices, receipt of performance and financial reports (as required), and payments made against the grant or agreements obligation.

Cognizant Agency. A Federal agency designated by the Federal Audit Clearinghouse which on behalf of all Federal agencies is responsible for implementing the requirements of the Single Audit Act. Responsibilities include reviewing, negotiating, and approving indirect cost rates and receiving and approving non-Federal audit reports.

Conflict of Interest (or Appearance of). Any action taken by a Forest Service employee on behalf of a cooperator that could be construed by another cooperator or the public as an entitlement to obtain special consideration or advantage in current or future transactions with the Agency.

Contributed Funds. A partner's voluntary transfer of cash to the Forest Service with consideration for a specific project as authorized under certain statutes, such as: the Cooperative Funds Act of June 30, 1914, (16 U.S.C. 498), the Granger-Thye Act of April 24, 1950, (16 U.S.C. 572) and the Forest and Rangeland Renewable Resources Research Act of 1978.

Contribution. Something of value, given in order to achieve the objective(s) mutually agreed upon under a partnership agreement. Contributions may take the form of money, materials, supplies, or labor. A contribution is not to be confused with a gift or a donation.

Cooperative Agreement.

1. A legal instrument under Federal assistance used by the Forest Service to document a transaction where the Forest Service is substantially involved in performance of the project (see substantial involvement);
2. Often, this term is used in a general sense to refer to one of several types of agreement with partners/cooperators.

Cooperator/Partner. An individual or entity that voluntarily desires to cooperate with the Forest Service on a project and is willing to formalize the relationship by entering into some form of written agreement.

Cost-sharing. The value of a cooperator's in-kind contributions (including third party contributions) consisting of allowable and reasonable costs. The terms "cost-sharing" and "matching," in this part, are synonymous.

Deliverable. Product, service, or property that is a performance requirement of a contract or agreement.

Direct Cost. Expenses that may be specifically attributed to the delivery of a Forest Service program or a program's output and accomplishments. Direct costs include, but are not limited to, personnel costs; material, supplies, and equipment costs. Other costs such as office space, computer equipment, and utilities may be direct costs (See also, Indirect Costs).

Domestic Grants and Cooperative Agreements. Federal financial assistance instruments entered into between the Forest Service and a recipient located, chartered to do business, and operating within the United States and its territories, regardless of whether the project is performed domestically or internationally.

Donation. Cash voluntarily provided to the Forest Service when such transfer is made without any consideration. Also, see the definition of the term Gift.

Drawdowns. The act of accessing awarded funds from the Health and Human Services Payment Management System by an authorized cooperator consistent with the established terms and conditions of the instrument.

eAuthentication. A USDA system that is used to verify a user's name and password so they can use the same user name and password for various applications. Users shall use eAuthentication to access I-Web.

Emergency. Generally, any occasion or instance for which Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States. Note: If an instrument cites an authority, then verify the legal definition of "emergency," per the cited authority, when applicable.

Extramural. Outside the Forest Service organization. Common to research programs where applied and basic research is cooperatively accomplished with research organizations and universities.

Federal Assistance Awards Data System (FAADS). A central collection of selected, computer-based data on Federal financial assistance award transactions, compiled quarterly. All departments and major agencies of the Executive Branch of the Federal Government with grant making authority report to FAADS.

Federal Funding Accountability and Transparency Act (FFATA). This Act is intended to empower every American to hold the Government accountable for every spending decision using

taxpayer dollars. The end result is to reduce wasteful spending in the Government. FFATA requires information on Federal awards (Federal financial assistance and expenditures) be made available to the public via a single, searchable Web site. Federal awards include grants, subgrants, loans, awards, cooperative agreements and other forms of financial assistance as well as contracts, subcontracts, purchase orders, task orders, and delivery orders.

Federal Financial Assistance. A transfer of money, property, services or anything of value to a recipient in order to accomplish a public purpose of support or stimulation which is authorized by Federal statute. Federal financial assistance involves the execution of a grant or cooperative agreement between the Forest Service and a recipient.

Federal Identifier Number. The number assigned to a FSM 1580 instrument by a G&A specialist for the purpose of identifying and tracking the instrument. It is also called the Agreement Number.

Financial Plan. The spreadsheet attached to an agreement that displays the contribution from each party separated by cost element.

Financial Reporting. An assessment process designed to provide reasonable assurance of the appropriate use of Federal awarding agency obligations by the recipient/cooperator, which compares expenditures against work performed.

Gift. A voluntary, gratuitous transfer of property. It may include any gratuity, favor, discount, hospitality, loan, cash, security, land, facility, personal property, forbearance, or other item having monetary value. It includes services such as transportation, local travel, lodging, and meals, whether provided in-kind, such as the purchase of a ticket, payment in advance, or reimbursement after the expense has been incurred.

Grant. A legal instrument under Federal financial assistance utilized by the Forest Service to document a transaction where the Forest Service is not substantially involved (FSH 1509.11, ch. 20) with the project.

Grants and Agreements (G&A) Specialists. A Forest Service employee certified for having responsibility for award, administration, and close-out of instruments governed by FSM 1580 and working full time within an Acquisition Management functional area. Job titles may vary from “grants and agreements specialist,” that is grants specialist or agreements coordinator, and so forth; however, the individual signing shall be G&A certified.

Indirect Costs. Expenses that are necessary for the operation of an organization, but not specifically identified with or traceable to a specific program or output, that is, not a direct cost but rather a cost distributed across many programs or outputs. Often referred to as “overhead,” or in the Forest Service as “burden,” indirect costs are incurred as part of general management and administrative support of an organization, and may include office and personnel expenses, computers, and utilities.



In-kind Contribution. Contributions made to the total cost of a project where the contributor incurs no cash expense. In-kind contributions may be valued at what it would have cost if the contributor had paid for the item or service.

Instrument. A document or formalized arrangement used to accomplish a specific type of work and define rights, duties, entitlements, and/or liabilities between the Forest Service and a partner(s). Examples include grants, Memorandum of Understanding, Challenge Cost Share Agreements, Cooperative Agreements, and other agreements.

Interested Party/Prohibited Source. An entity or individual who is or seeks to be engaged in contractual, financial, or business relations with the Forest Service, and who has a legally recognized private interest that may be substantially affected by the proposed activity. Interested parties include Forest Service permittees, vendors, bidders, and potential bidders on Forest Service Timber sales, licensees, and organizations engaging in activities regulated by the Forest Service. This concept applies to gifts of real or personal property and donated funds.

International Grants and Cooperative Agreements. Federal financial assistance instruments entered into between the Forest Service and a foreign recipient located, chartered to do business, and operating outside the United States and its territories, regardless of whether the project is performed domestically or internationally.

I-Web. In FSM 1580 and FSH 1509.11, I-Web refers specifically to the G&A electronic corporate database Module in I-Web; not the larger I-Web system that supports multiple modules and functions including G&A. Also known as G&A I-Web, I-Web G&A.

Master Agreement. An agreement, typically a Challenge Cost Share or Participating Agreement, executed between the Forest Service and a cooperator that establishes a framework for completion of separate but related projects. Master agreements may be national, regional, or local in scope.

Matching. The value of third party in-kind contributions plus that portion of the allowable costs of recipients not supported by the Federal government. The terms “cost-sharing” and “matching,” in this part are synonymous.

Non-Cash Contribution. A cost incurred, but not transferred to the other party, towards the completion of a project.

Partner/Cooperator. An individual or entity that voluntarily desires to cooperate with the Forest Service on a project and is willing to formalize the relationship by entering into a FSM 1580 agreement, such as a Challenge Cost Share, Participating, or Collection agreement.

Partnership. A voluntary, mutually beneficial arrangement entered into for the purpose of accomplishing mutually agreed upon objective(s), related to the instruments and authorities listed in FSH 1509.11, chapter 70.

Partnership Agreements. Agreements entered in to with a cooperator/partner, using the appropriate, specific legislative authority and agreement template (FSH 1509.11, ch. 70). Partnership Agreements do not include Federal financial assistance instruments. The specific authority exists in order to form partnerships where funds, property, or other items having value are anticipated being exchanged between the parties. Also commonly referred to as “Other Agreements.”

Publication. Either a periodical (recurring publication) or non-recurring publication (one-edition publication). The document must have a format, content, and a purpose consistent with the content. Examples include, but are not limited to: leaflets, bulletins, folders, books, booklets, reports, and speeches, including those reprinted based on evidence of need to maintain inventory.

Excluded are: Memoranda, directives, regulations, legal opinions and decisions, proceedings, programs for ceremonies, press releases, environmental impact statements and assessments, planning documents, newsletters and annual reports, other purely administrative materials, and primarily (90 percent or more) statistical materials.

Procurement. A written legal document between the Forest Service and a non-Federal party to document the acquisition by the Forest Service, by purchase or lease, of property or services for the direct benefit or use of the Forest Service.

Program Manager. Forest Service employee with program management responsibilities, including the development and implementation of a grant, cooperative agreement, or other agreement.

Program Income. Income earned by a cooperator/recipient as a result of the project or work being performed under grants, cooperative agreements, or other agreements.

Operating Plan. An attachment to an agreement that describes the work to be performed by each party to accomplish the objectives of the agreement. Costs for items or activities in the Operating Plan are displayed in the associated Financial Plan.

Ratification. The signed, documented action taken by a signatory official to approve a previously unauthorized and undocumented commitment.

Recipient. An organization receiving Federal financial assistance directly from the Forest Service to carry out a project or program.

Reimbursable Agreements. Agreements between parties where the performing entity agrees to provide the resources and perform services on behalf of the paying entity. The paying entity pays for the resources and services provided on its behalf by the performing entity. Costs are borne initially by the performing entity, and subsequently those costs are forwarded to the paying entity for reimbursement, in accordance with the terms of the agreement.

Scope of Work. A general description of the work the parties will perform under a contract, grant, or other agreement.

Severability. Separable into two or more instruments (and obligations) rather than consolidated into a single instrument (and obligation).

Signatory Official. The Chief, deputy chiefs, the Director of Law Enforcement and Investigations, the Director of International Programs, regional foresters, station directors, the Area Director, the Institute Director, and special agents in charge of Law Enforcement and Investigations, as well as any Forest Service employee who is properly delegated written authority to execute a grant, cooperative agreement, and other FSM 1580 agreement for programs under their jurisdiction.

Solicitation. A specific, written document or oral request, which can be construed into a serious request for money to benefit Forest Service programs.

State Cooperative Institution. (7 U.S.C. 3103(16)). A State controlled university or college designated under one of the following statutes:

1. The Act of July 2, 1862, (7 U.S.C. 301 et seq.); commonly known as the First Morrill Act,
2. The Act of August 30, 1890, (7 U.S.C. 321 et seq), commonly known as the Second Morrill Act, including Tuskegee University,
3. The Act of March 2, 1887, (7 U.S.C. 361a et. seq.), commonly known as the Hatch Act of 1887,
4. The Act of May 8, 1914, (7 U.S.C. 341 et seq.) commonly known as the Smith-Lever Act,
5. The Act of October 10, 1962, (16 U.S.C. 582a et seq.), commonly known as the McIntire-Stennis Act of 1962, and
6. Subchapters V, VI, XI and XII of 7 U.S.C. 3103.

Strawman. A person, entity, or organization used to accomplish an activity that is otherwise not authorized or is prohibited.

Substantial Involvement. As related to 41 U.S.C. 501, Federal Grant and Cooperative Agreement Act of 1977, it is one of two mandatory requirements (the other requirement is the principal purpose test) required in order to enter into Cooperative Agreements, as defined in FSH 1509.11, section 20.3, paragraph 4a. In general, it is involvement in a Federal financial assistance award where the Agency's involvement is limited to necessary programmatic activities, as defined in the cooperative agreement instrument. Substantial involvement exists when the responsibility for the management, control, direction, or performance of the projects is shared by the Forest Service and the recipient, or the Forest Service has the right to intervene in the conduct or performance of project activities, which may include interruption or

modification. However, the Agency's involvement should not affect the recipient's management decisions and their supervision of day-to-day activities.

Supplemental Project Agreement (SPA). An instrument executed under the umbrella of a Master Agreement.

Technical Assistance. Non-financial assistance provided by the Forest Service to a recipient or cooperator, such as sharing of information and expertise.

Technician Role. A role that only allows a user data entry privileges in I-Web.

User Management Application (UMA). A software function used to create accounts and sets user security roles in I-Web.

User (Security) Roles. These are functions that are set up in the User Management Application for each I-Web user. Each UMA applicant is assigned a function that best fits the applicants roles and responsibilities in the G&A process. To obtain a user role in the I-Web G&A Module, an eAuthentication account is required.