

Guide for Intragovernmental & Intramural Department of Defense Applicants

Spring 2024



CDMRP

DEPARTMENT OF DEFENSE

**CONGRESSIONALLY DIRECTED
MEDICAL RESEARCH PROGRAMS**

Disclaimer: This “Guide for Intragovernmental & Intramural Department of Defense Applicants” does not supersede the application requirements described in the funding opportunity announcements and accompanying general application instructions.

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Purpose

This document provides information specifically for intragovernmental and intramural Department of Defense (DOD) investigators contributing to the submission of an application in response to a Congressionally Directed Medical Research Programs (CDMRP) funding opportunity announcement (FOA).

The information provided herein will complement that of the *Guide for Funded Investigators*, found on the CDMRP homepage, <https://cdmrp.health.mil>, and the electronic Biomedical Research Application Portal (eBRAP), <https://ebrap.org/eBRAP/public/Program.htm>. Refer to the *Guide for Funded Investigators* for general information pertinent to all awards, such as definitions of terms, information about interacting with CDMRP personnel, and active award management processes such as obtaining and maintaining approval from the Office of Human and Animal Research Oversight for DOD-funded animal and/or human studies.

The processes for award issuance and fund distribution to intragovernmental and/or intramural DOD organizations are different from the processes for extramural organizations. This document summarizes some of the distinctions in the associated processes.

An applying entity is categorized as one of the following:

1. ***Extramural Organization:*** An eligible domestic or foreign non-DOD organization. Examples of extramural organizations include, but are not limited to, academic institutions, biotechnology companies, foundations, federal government organizations other than the DOD, and research institutes.
 - a. ***Intragovernmental Organization:*** U.S. government-operated labs and facilities not aligned to the DOD or an affiliated military service branch. Examples include the National Institutes of Health, Centers for Disease Control and Prevention, and U.S. Department of Veterans Affairs.
2. ***Intramural DOD Organization:*** Refers specifically to DOD organizations including DOD laboratories, DOD military treatment facilities, and/or DOD activities embedded within a civilian medical center.

The guidance in this document applies when an intragovernmental/intramural DOD site is the primary award recipient or is a subaward site collaborating with an extramural organization.

Please note: Awards are made to eligible organizations, not to individuals.

General Funding Information

CDMRP manages programs funded via Congressional Special Interest (CSI) appropriations that are added by Congress as two-year Research, Development, Test, and Evaluation (RDT&E) dollars to the annual DOD budget. The CDMRP also provides

support for the execution of 2-year Core and Restoral CSI RDT&E funds on behalf of the Defense Health Program. All RDT&E funds must be obligated or allocated to a specific award or purpose within 24 months from the start of the fiscal year (FY) in which the funds were appropriated. For example, FY24 funds must be obligated no later than 30 September 2025.

Out-year funding for CSI-supported awards is not guaranteed. As a consequence, the CDMRP intends to fully fund applications using the current year appropriation. This approach ensures that funding is available for the lifetime of the award.

CSI funds are subject to two distinct deadlines for fund obligation and fund disbursement. Using FY24 as an example, funds that are unobligated by 30 September 2025 will expire and must be returned to the U.S. Treasury. Award funds obligated by the deadline are not fully disbursed up front. Instead, funds are disbursed according to the terms and conditions outlined in the award agreement.

Obligated RDT&E funds not disbursed within five years from the obligation deadline will expire and be returned to the U.S. Treasury (Figure 1). Using FY24 as an example, obligated funds expire for disbursement on 30 September 2030.

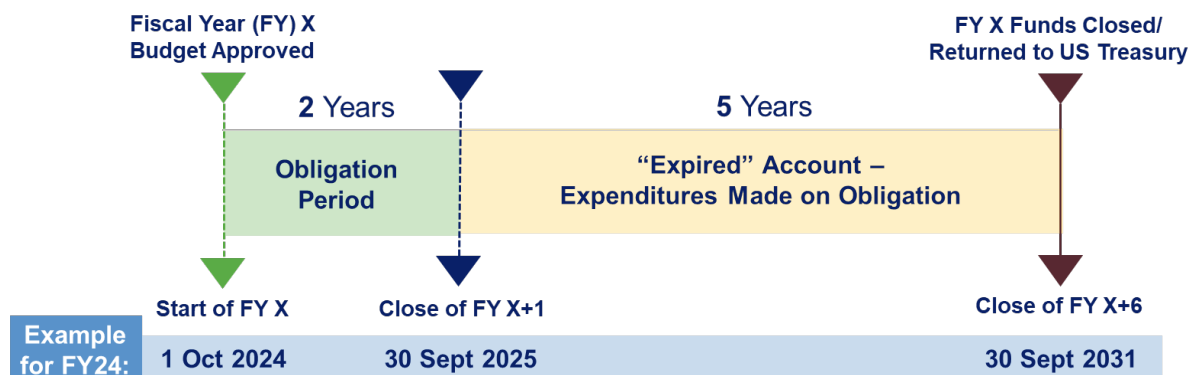


Figure 1. Appropriation cycle for RDT&E funds.

The CDMRP receives RDT&E funds, which have a 2-year obligation deadline and a 5-year expiration period for award utilization before funds expire and must return to the U.S. Treasury.

Funds Transfer and Expiration Considerations for Intragovernmental and/or Intramural DOD Organizations

The CDMRP does not employ incremental funding processes; therefore, it is critical for applicants to be aware of the expiration timeline for award funding before applying to CDMRP FOAs. CDMRP encourages applicants to work with their respective Resource Management (RM)/Task Area Manager/Comptroller or equivalent Business Official before submitting an application to determine whether the requested period of performance for the proposed research project is compatible with the expiration timeline for RDT&E funds.

Several factors influence how funds are transferred and when they will expire for use at intramural DOD and intragovernmental organizations, such as:

1. The affiliation of the organization, such as a DOD medical treatment facility or laboratory.
2. The specific process necessary to transfer funds to the organization.
3. Whether an extramural foundation is serving as the prime applicant/awardee or partner.
4. Which transaction authority is applicable.

Federal funds are obligated using various transactional authorities. The two transactional authorities primarily used by the CDMRP are the Project Order Statute and the Economy Act Statute.

Project Order Statute

The Project Order Statute is an interagency transaction authority that permits federal funds to transfer directly to another intramural federal entity that may support or supplement the project. When using the Project Order Statute, the funds are obligated once sent to the servicing federal entity. Recipients are not required to deobligate the funds at the end of the 2-year obligation period. Project Order funds remain available for disbursement for the five-year disbursement period before expiration.

For CSI-funded projects with an intramural DOD performer, where applicable, the CDMRP intends to utilize the Project Order Statute to ensure alignment with congressional intent, funding availability, and ethical compliance for human and/or animal subjects research.

The Project Order Statute (United States Code, Title 41, Section 6307 (41 USC § 6307) transaction authority may be used when the following conditions are met. This list below is not exhaustive but emphasizes the items most relevant to CDMRP usage of the statute:

1. The transaction is directly between two DOD organizations. For example, between the CDMRP and a DOD performing site.
2. The service to be performed is non-severable.
3. At least 51% of the funding reimburses government-only costs.
4. The period of performance starts before obligation and government-performed work will begin within a reasonable time period after acceptance.

DOD agencies/organizations that receive funds that are obligated using the Department of Treasury Interagency Agreements (IAA) Forms 7600A and 7600B and the Project Order Statute will have 5 years to expend the obligated funds. For example, in the case of FY24 funds, the intramural DOD or intragovernmental organization will have until 30 September 2030 to expend funds.

In cases where an extramural foundation serves as the primary applicant for the intragovernmental/intramural organization, the foundation will receive allowable obligated funds via a research award and will have five years to expend funds.

Economy Act Statute

If the conditions for using the Project Order Statute cannot be met, the CDMRP may use the Economy Act Statute (31 USC § 1535) transaction authority to issue funds. When utilizing the Economy Act Statute, each intramural DOD or intragovernmental organization may have their own mechanism by which they can receive funds from the CDMRP regardless of whether they are serving as the prime applicant or a sub-awardee.

Under the Economy Act Statute, federal agencies/organizations may receive a direct funds transfer through either a Defense Health Agency Funding Authorization Document (DHA FAD), or Direct Charge Work Breakdown Structure (DRCH WBS). Federal agencies/organizations **must** obligate those funds before the end of the 2-year obligation deadline.

As an example, using FY24 funds under the Economy Act Statute, the intragovernmental/intramural organization must obligate the total award amount received before 30 September 2025. The window for funds expenditure under the Economy Act Statute is substantially narrower compared to the Project Order Statute.

Due to the Economy Act deobligation requirement, federal agencies/organizations, including DOD, that receive funds using the Department of Treasury Forms 7600A and 7600B and the Economy Act should coordinate with their servicing RM office to ensure compliance with the law.

In cases where an extramural foundation serves as the primary applicant for the intragovernmental/intramural organization, the foundation will receive allowable obligated funds via a research award and will have five years to expend funds.

NOTE: There are exceptions to the above information that depend on how other federal funding agencies interpret funding laws and budget year funding. Table 1 outlines some funding mechanisms. Applicants should always discuss with their RM office to fully understand any specific exceptions for their circumstances.

Table 1. Common types of funding mechanisms depending on intragovernmental/intramural organizations.

Transaction Authority	Federal Agency/Organization	Funding Mechanism*
Project Order Statute	DOD (all)	Project Order Military Interdepartmental Purchase Request (MIPR), IAA(FS-7600a) <i>preferred primary mechanism</i>
Economy Act Statute	Army	Depending on the site, via DHA FAD or DRCH WBS
	Navy	DHA FAD
	Air Force	DHA FAD
	Department of Energy	MIPR IAA(FS-7600)
	Department of Health and Human Services	MIPR IAA(FS-7600)

*NOTE: This list is not all inclusive and may change at the discretion of the CDMRP or United States Army Medical Research and Development Command RM.

Considerations for all Intragovernmental/Intramural Applications

Investigators may find the information below helpful as they prepare their applications and/or during award negotiations should the application be recommended for funding. *As a reminder, this information does not supersede requirements documented in the FOA and General Application Instructions (GAI).*

When submitting an application including intragovernmental/intramural organizations as either the primary or subaward award recipient, please note the following:

- Applicant Responsibilities:** It is the responsibility of the applicant to determine:
 - Whether they or their sub-award collaborators can accept the current fiscal year funds listed in the FOA.
 - The last date the intragovernmental/intramural organization can accept the current fiscal year funds.
 - How they will obligate the funds by the expiration date. Applicants should assume that all project funding will be provided from the fiscal year listed in the funding opportunity and that funds from future fiscal year(s) for any item (including travel) will not be provided.
- Contact Information:** During application submission, applicants are strongly encouraged to provide contact information for the additional individuals responsible for award execution. These individuals will be key partners with the CDMRP during award negotiations and will be required to review and concur on the final budget.

Such individuals typically include a contact from the organization's RM office and an Authorized/Business Official from the recipient's business office who has the authority to sign the final award document. *Note that these are not always the same individuals with eBRAP access.*

3. **Intragovernmental Budget Form:** The suggested Intragovernmental Budget Form and the associated budget justification are recommended for all intragovernmental/intramural sites. Instructions on what information to include are detailed in the FOA and GAI and should be carefully followed. Applicants should be sure to use the correct version of the GAI that accompanies the FOA for which the application is being submitted. The Intragovernmental Budget Form can be found on eBRAP (<https://ebrap.org/eBRAP/public/Program.htm>).
4. **Budget Justification:** The Budget Justification should itemize direct costs for all years of the award. For specific instructions on the Budget Justification, please refer to the FOA and GAI. Organizations must provide sufficient detail and justification so the government can determine that the proposed costs are allowable, allocable, and reasonable for the proposed research effort.
 - a. Applicants should indicate the last date the intragovernmental/intramural organization can accept current fiscal year funds.
 - b. Applicants must include a Federal Financial Plan. The plan must address how all funds transferred to the intragovernmental/intramural organization will be obligated before their expiration for obligation, and how funds will be available to cover research costs over the entire award period. The plan must include the funding mechanism(s) that will be used to carry over funds between fiscal years, if applicable. Unless otherwise stated in the funding opportunity, the CDMRP does not intend to use funds from future fiscal year(s), if appropriated, to support the award.
 - i. If using the Project Order Statute: Funds will be obligated upon final signature of the IAA(FS-7600a). The recipient is responsible for developing a plan to invoice and expend funds prior to the funds' disbursement deadline.
 - ii. If using the Economy Act Statute: Funds will be transferred to the recipient via a FAD or DRCH WBS. The recipient is responsible for developing a plan to obligate funds before the two-year obligation deadline. The plan should also include details of how funds will be expended prior to the funds' disbursement deadline.
5. **Total cost versus direct cost limits:** All FOAs have a maximum cost per award, stated as either a total cost limit or a direct cost limit. The award costs **cannot** exceed the cost limit stated in the FOA. Figure 2 depicts what is included in direct costs and total costs. Total costs include the combined direct and indirect costs. Subaward total costs in their **entirety**, which includes direct costs and any indirect costs and fees, are counted as part of the direct costs of a primary award budget.

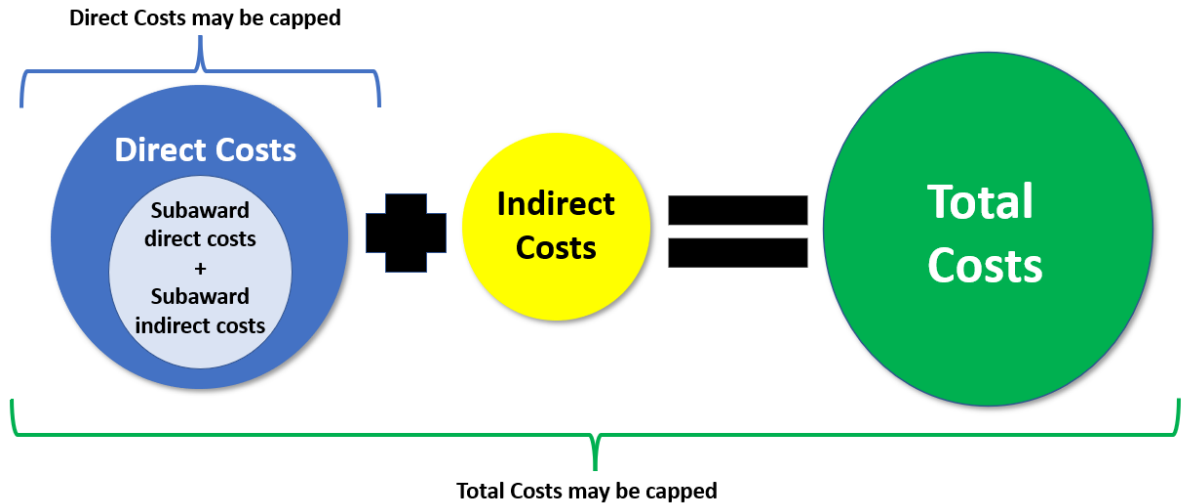


Figure 2. Illustration of how subaward costs factor into a direct or total cost cap.

6. Indirect costs must be included and justified in the budget documents for the respective intragovernmental/intramural site. ***Some travel costs are ineligible for organizational indirect costs or fees.*** Further guidance is provided below.
7. Travel Costs for DOD Military and Civilian Personnel are separate categories on the budget.
 - a. If using the Project Orders Statute: All funds requested for travel in the approved budget will be included on the project order and received as part of the total funds transfer. Therefore, indirect costs on travel are allowable.
 - b. If using the Economy Act Statute: Funds are not released by the CDMRP until required by the traveler, thus eliminating the need for many small direct transfers to cover travel. These ***travel costs are ineligible for any organizational indirect costs or fees.*** Personnel who use the Defense Travel System will access the budgeted travel funds via a cross-organizational Line of Accounting memorandum.

Additional Considerations for Extramural Applications with Intragovernmental/Intramural Subawards

In addition to the information above, the following information is pertinent *if the intragovernmental/intramural organization will be a sub-awardee on an extramural research application.*

1. When an extramural organization is the prime awardee, costs are often directly funded to the intragovernmental/intramural site due to the [Assistance/Procurement Advisory Notice 15-01 \(APAN-15-01\) policy](#).

- a. The Project Order Statute remains the preferred transactional authority to fund costs that must go directly to a DOD intramural organization. Under the APAN-15-01 policy, where the Project Order Statute is not available, the Economy Act Statute is the preferred transactional authority if it is suitable.
 - b. If using an extramural entity to administer the award, applicants are instructed to submit the entirety of the budget under the extramural prime budget, with the intragovernmental/intramural portion listed as a subaward during the proposal/application stage. This method facilitates application budget compliance with the total or direct cost limit stated in the FOA.
2. The intragovernmental/intramural organization is allowed to charge indirect costs on the intragovernmental/intramural direct cost pool. However, applicants should be aware of the following:
 - a. The intragovernmental/intramural organization **may not** charge indirect costs on the extramural prime direct cost pools.
 - b. The extramural prime **may not** charge indirect costs on the intragovernmental/intramural direct cost pools.
 - c. The CDMRP is aware that some intragovernmental/intramural organizations have instituted a fee structure on work performed in their facilities to recoup costs. While this is allowable, the fees need to be reflected in the intragovernmental/intramural budget to be directly transferred to that organization.
 - d. Funds transferred using the Economy Act Statute **may not** charge indirect costs on military/DOD civilian travel.
 - e. Please refer to [General Funding Information section](#) about CSI funds restrictions, as these are applicable to out-year fees as well.

Conclusion

This document provides general guidance for potential intragovernmental/intramural investigators. Additional information can be found in the [CDMRP Guide for Funded Investigators](#). Please refer to the FOA, GAI, and the eBRAP.org helpdesk for more specific questions.

Acronym List

APAN	Assistance/Procurement Advisory Notice
CDMRP	Congressionally Directed Medical Research Programs
CSI	Congressional Special Interest
DHA	Defense Health Administration
DOD	Department of Defense
DRCH WBS	Direct Charge Work Breakdown Structure
eBRAP	electronic Biomedical Research Application Portal
FAD	Funding Authorization Document
FOA	Funding Opportunity Announcement
FY	Fiscal Year
GAI	General Application Instructions
IAA	Interagency Agreement
MIPR	Military Interdepartmental Purchase Request
RDT&E	Research, Development, Test, and Evaluation
RM	Resource Management
USC	United States Code