

IPAs, JPAs, and JAs

RAC Mentoring Session

10/26/23

Intergovernmental Personnel Act (IPA) Agreements

- The Intergovernmental Personnel Act Mobility Program provides for the temporary assignment of personnel between the Federal Government and state and local governments, colleges and universities, Indian tribal governments, federally funded research and development centers, and other eligible organizations.
- <https://www.opm.gov/policy-data-oversight/hiring-information/intergovernment-personnel-act/>



IPA Agreements

IPA Agreements are cost-reimbursement contracts that allow for the assignment of personnel and reimbursement of salary and fringe benefits between government agencies.

Most commonly, UMB enters into IPA agreements when an individual is hired by UMB but is temporarily assigned to work on a Veterans Affairs (VA)-funded project such as a Merit Award.

IPA Agreements

OF 69 # (REV. 2-89)
U.S. Office of Personnel Management
FPM Chapter 334

Assignment Agreement
Title IV of the Intergovernmental Personnel Act of 1970 (5 U.S.C. 3371-3376)

INSTRUCTIONS

This agreement constitutes the written record of the obligations and responsibilities of the parties to a temporary assignment arranged under the provisions of the Intergovernmental Personnel Act of 1970.

The term "State or local government," when appearing in this form, also refers to an institution of higher education, and Indian tribal government, and any other eligible organization.

Copies of the completed and signed agreement should be retained by each signatory.

Within 30 days of the effective date of the assignment, two copies of this form must be sent to:

U.S. Office of Personnel Management
Personnel Mobility Program
Staffing Operations Division/CEG
1900 E street, NW
Washington, D.C. 20415

Procedural questions on completing the assignment agreement form or on other aspects relating to the mobility program should be addressed to either mobility program coordinators in each Federal agency or to the staff of the Personnel Mobility Program in the U.S. Office of Personnel Management.

PART 1 - NATURE OF THE ASSIGNMENT AGREEMENT

1. Check Appropriate Box

New Agreement Modification Extension

PART 2 - INFORMATION ON PARTICIPATING EMPLOYEE

2. Name (Last, First, Middle) _____

3. Social Security Number _____

4. Home Address (Street, City, State, Zip Code) _____

5.- A. Have you ever been on a mobility assignment?
 YES NO

5.- B. If "YES", date of each assignment (Month and Year)
From _____ To _____

PART 3 - PARTIES TO THE AGREEMENT

6. Federal Agency (List office, bureau or organizational unit which is party to the agreement) _____

7. State or Local Government (Identify the governmental agency) _____

- IPA Agreements normally utilize the OF-69 form. Some Federal agencies may have their own forms, but the format is very similar.
- https://www.opm.gov/forms/pdf_fill/of69.pdf

IPA Agreements

Assignment agreements can be made for up to two years, and may be intermittent, part-time, or full-time. An assignment may be extended for an additional two years when the extension will be to the benefit of both organizations.

Per 5 CFR part 334, an employee who has served for four continuous years on a single assignment may not be sent on another assignment without at least a 12-month return to duty with his or her regular employer.

The regulations prohibit a Federal agency from sending on assignment an employee who has served on mobility assignments for more than a total of six years. The Office of Personnel Management may waive this provision upon the written request of the agency head.

****A UMB employee that will be assigned to a Federal agency must have been employed by UMB for at least 90 days before entering into an IPA Agreement.****



Cleland-Dole Act

The Joseph Maxwell Cleland and Robert Joseph Dole Memorial Veterans Benefits and Health Care Improvement Act of 2022, (aka the Cleland-Dole Act) was signed into law in December 2022. The act addresses Veteran homelessness, telehealth and long-term care.

It also includes language allowing the VA to make exceptions to the 4-year time limitation for IPA Agreements.

As of August, the VA had not developed policy regarding this change, but some recent IPA Agreements with the VA have exceeded the 4-year time limitation.

§ 7382. Research personnel

(a) WAIVER OF INTERGOVERNMENTAL PERSONNEL ACT MOBILITY PROGRAM LIMITS.—The Secretary may waive the limit on the period and number of assignments required under section 3372(a) of title 5 with respect to an individual who performs research for the Department under the mobility program under subchapter VI of chapter 33 of such title (commonly referred to as the ‘Intergovernmental Personnel Act Mobility Program’).

Joint Personnel Assignment (JPA) agreements

- Joint Personnel Assignment (JPA) Agreements are agreements for assignment of personnel and reimbursement of salary and fringe benefits between UMB and the Baltimore Research and Education Foundation (BREF), which is the VA's Foundation.
- UMB enters into JPA agreements when an individual is hired by UMB but is temporarily assigned to work on a BREF-funded project.

Reverse IPA or JPA Agreements



- Reverse IPAs or JPAs are agreements for assignment of VA or other federal personnel to work at UMB. These agreements may include requirements for UMB to reimburse the agency for the personnel temporarily assigned to UMB to work on a UMB project.
- These agreements may use the standard IPA format or could be a subaward from UMB to BREF.

IPA/JPA Process at UMB

<https://www.umaryland.edu/spa/developing-proposals/ipas-and-jpas/>

- IPA Agreements and JPA Agreements must be routed through KR
- IPA Agreements with the VAMHCS:
 - IPAs must not be started by a department without the assigned employee's VSC fingerprint adjudication/clearance.
 - Must include confirmation that the proposed employee is not on the [OIG Exclusionary List](#). (A printout should be included in the KR routing)
 - Must include a completed [VA IPA Worksheet](#)
 - A partially executed IPA must be delivered to **VAMHCS** Service Office **at least 60 days in advance of the start date**.
 - Must include a scope of practice form that includes all anticipated research duties on all projects and must be signed by the Supervisor and the employee

Reverse IPA/JPA Process at UMB

<https://www.umaryland.edu/spa/developing-proposals/ipas-and-jpas/>

If there is no reimbursement of costs from UMB to the Federal agency

- Route the IPA/JPA Form through KR as an Unfunded Agreement

VA/BREF employees working on a UMB project when UMB will reimburse the VA/BREF:

- Use the Subaward Request process.

Joint Appointments

UMB and VAMHCS

The U.S. Department of Veterans Affairs Maryland Health Care System (VAMHCS) and the SOM are parties to a Medical Education Affiliation Agreement.



The purpose of the Affiliation Agreement is to:

Provide high quality care to VAMHCS patients

Provide research support to dually appointed investigators

Maintain the high academic standards that UMB has established for its health care training and research programs

UMB and VAMHCS



UMB, on behalf of the SOM, has entered into a Collaborative Research Agreement with VAMHCS and BREF.



This Agreement applies only to research that is performed by Principal Investigators who hold appointments at both UMB SOM and the VAMHCS, also known as Dually-Appointed Personnel (DAP).



DAP means any person who is employed by and has entered into an employment or patent agreement with both the VAMHCS and the University, or with BREF and the University. DAP may have full-time, part-time, IPA, JPA, or Without Compensation (“WOC”) appointments at VAMHCS and the UMB SOM

Required Memorandum of Understanding (MOU)

- A MOU or other similar agreement must be in place which specifies the employee's allocation of time between the institutions with respect to research time, and clinical, teaching and administrative duties (in aggregate).
- The MOU should be signed by the supervisor for the DAP at each institution and maintained on file at the respective offices where such personnel records are maintained. The MOU or similar agreement shall be substantially in the form of a template to be developed and approved by UMSOM and the VA.

NIH Grants Policy Statement and Joint Appointments

17.3 VA-University Affiliations

- Investigators with joint appointments at a VAMC (VA hospital) and an affiliated university must have a valid MOU that specifies (at both the university and the VAMC) the title of the investigator's appointment, distribution of compensation, the responsibilities of the proposed investigator, and the percentage of effort available for research at each institution. The MOU must be signed by the appropriate officials of the recipient and the VAMC, and must be updated with each significant change of the investigator's responsibilities or distribution of effort and, without a significant change, not less than annually. The joint VA/university appointment of the investigator constitutes 100 percent of their total professional responsibilities. However, NIH will recognize such a joint appointment only when a university and an affiliated VA hospital are the parties involved.
- A grant application from a university may request the university's share of an investigator's salary in proportion to the effort devoted to the research project. The institutional base salary as contained in the individual's university appointment determines the base for computing that request.

(https://grants.nih.gov/grants/policy/nihgps/html5/section_17/17.3_va-university_affiliations.htm)

NIH Proposals and Joint Appointments

PIs with Joint Appointments with the VA **MUST** disclose their joint appointment in the budget justification of their NIH proposals. The standard statement should indicate that the base salary used in the application represents only the UMB salary and that the effort committed is related solely to the PI's UMB appointment. Check with the SOM for standard language.



Other Support and Joint Appointments



- Sponsors that request Other Support pages are expecting to see all research listed, including VA funded research.
- If a PI has both VA-funded research and research that is proposed through UMB, the PI must disclose percentage of effort (or person-months) on the Other Support Pages twice: once using total professional effort as the basis and once using UMB effort as the basis.
- The UMB effort basis should agree to the committed effort levels on the budget pages.

Additional Resources



[VA IPA Training Slides April 2016 PPTX](#)



[VA Handbook 5005/32 \(IPAs\) DOCX](#)



5 USC sections 3371 through 3375

[Link to United States Code](#)



5 CFR part 334

[Link to Electronic Code of Federal Regulations](#)