

# Tribal Broadband Connectivity Program

## Closeout Guidance

Last Updated: 07/01/2024

### Disclaimer

*This resource is not intended to supersede, modify, or otherwise alter applicable statutory or regulatory requirements, the specific requirements set forth in program NOFOs, existing [DOC Grants and Cooperative Agreements Manual](#) (Grants Manual) requirements, or other Departmental Administrative Orders (DAOs) and Federal Circulars. Similarly, this guidance document does not supersede or supplement NOAA GMD policy and procedures related to their work on financial assistance awards. In all cases, statutory and regulatory mandates, and the requirements set forth in the NOFO, shall prevail over any inconsistencies contained in this guidance.*

### Version Control Log

Date	Version	Version Name	Description
9/6/2023	V1	Closeout Guidance	Grants Online process
7/1/2024	V2	Closeout Guidance	Amended to reflect eRA processes

## Table of Contents

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<b>1. Closeout Process</b>	<b>3</b>
1.1 Early Closeout	3
<b>2. Requirements</b>	<b>4</b>
2.1 Final Performance (Technical) Report	6
2.2 Final Federal Financial Report	6
2.3 Tangible Property	6
2.3.1 Tangible Property Forms	7
<b>3. Award Closeout Checklist</b>	<b>7</b>
<b>4. Billing and De-Obligation</b>	<b>10</b>
4.1. Two Percent Cap on Administrative Costs	10
4.2 De-obligation	10
<b>5. Record Retention</b>	<b>11</b>
<b>6. Frequently Asked Questions</b>	<b>12</b>
<b>Appendix A: Glossary of Closeout Terms and Definitions</b>	<b>13</b>
<b>Appendix B: Additional Closeout Resources</b>	<b>13</b>
<b>Appendix C: Standard and Specific Award Conditions</b>	<b>14</b>

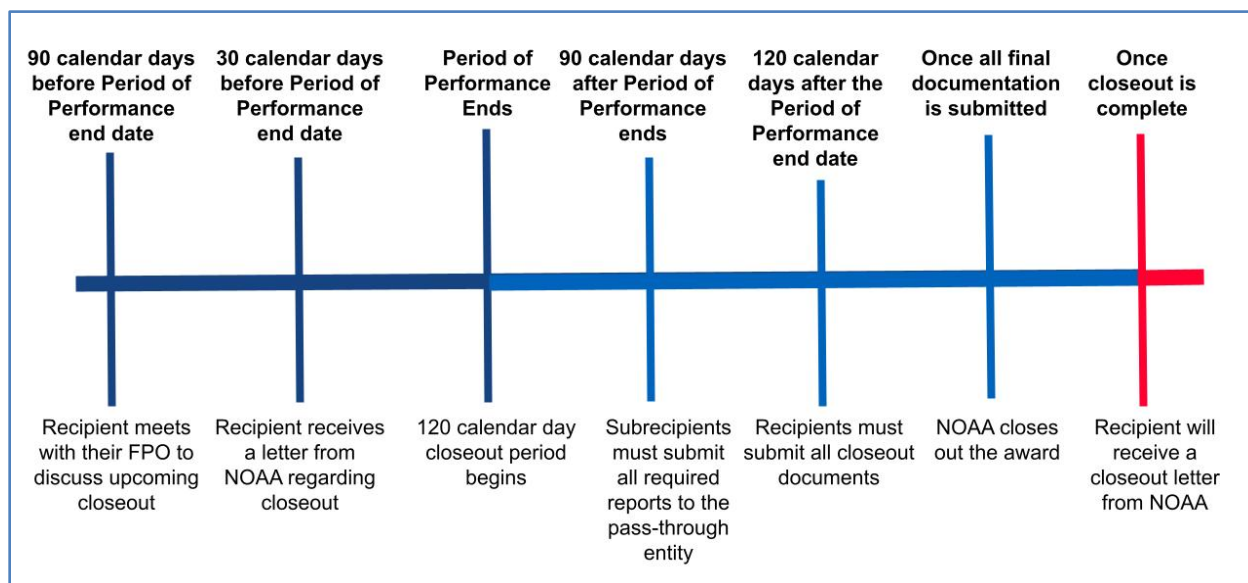
# 1. Closeout Process

Closeout is the process by which the National Telecommunications and Information Administration (NTIA) and the National Oceanic and Atmospheric Administration (NOAA) determine that recipients have completed all applicable administrative and financial requirements of their award. The eRA Commons system automatically makes a grant ‘ready for closeout’ by making the closeout link appear on the eRA Commons Status screen when the project period end date has passed.

Per the Terms and Conditions of the TBCP awards, including the incorporated [2 CFR Part 200](#) requirements, recipients have **120 calendar days** after the end of their period of performance to complete the closeout process. During this time, recipients work with their FPO to verify that they have completed all Standard and Specific Award Conditions (SACs) and submitted all Federally-mandated final documentation.

Per the TBCP Standard Award Conditions, subrecipients must submit all closeout reports to the pass-through entity no later than **90 calendar days** after the period of performance end date. Recipients may request an extension to the closeout period (see [2 CFR § 200.344](#)).

**Figure 1: Closeout Timeline**



## 1.1 Early Closeout

If a recipient completes all project goals prior to their period of performance end date, the recipient may wish to terminate their award early. To end their award early, recipients must submit an early closeout request in eRA Commons.

To begin the early closeout process, a recipient should first discuss early closeout with their FPO and Grants Management Specialist (GMS). If both the FPO and GMS agree that an early closeout is appropriate, the recipient may submit a “Termination by Consent” Revision Request in eRA Commons. The “Termination by Consent” Revision Request must include a written request for termination on Tribal letterhead and signed by the recipient’s Authorized Organization Representative (AOR). The GMS will provide additional details on what should be included in the request. This written request is submitted within the “Justification Document”

field of the Revision Request. In the Revision Request “Description” field, include the modified end date that the recipient discussed with their FPO and GMS.

Once approved, the early termination will amend the official period of performance end date to the newly requested end date. The amended end dates will always fall on the last day of the month. Approved “Termination by Consent” Revision Requests result in a new Notice of Award (NoA) being generated and sent to the awardee. Upon project completion, the recipient must follow all standard closeout procedures to close out the award.

## 2. Requirements

TBCP recipients must follow the closeout requirements under [2 CFR § 200.344](#). These requirements include:

- Submitting all financial and performance reports (see Table 1: Closeout Documentation);
- Liquidating all financial obligations;
- Refunding any unobligated cash balances; and
- Accounting for real and personal property.

All TBCP recipients must submit:

- Final Performance (Technical) Report that includes all activities conducted during the award.
- SF-425 (Final Federal Financial Report) that encompasses all financial transactions that occurred during the life of the award.
- SF-428 (Tangible Personal Property Report).
- SF-429 (Real Property Status Report showing if grant funds were used to acquire or improve real property.
- All recipients with equipment or supplies of \$5,000 or more to report are required to submit an SF-428-S and an SF-428-B.

**Table 1: Closeout Documentation**

Document Type	Description	Applicable to:
<b>Final Performance (Technical) Report</b>	The Final Performance (Technical) Report should be cumulative of all activities conducted by the recipient.  Note that since the Performance (Technical) Reports are cumulative, the final report should mirror the information in the recipient’s last submitted Semi-Annual Performance (Technical) Report.	All TBCP recipients
<b>Form SF-425 (Final Federal Financial Report)</b>	The Final SF-425 should include all financial transactions that occurred during the life of the award. The Grant Closeout Module will appear for the recipient in eRA Commons after the period of performance has ended.  The Final SF-425 details all financial transactions from award inception through completion, including costs that may be incurred during closeout ( <i>i.e.</i> , wrap-up activities such as paying salaries). The Final SF-425 may not include any unliquidated obligations or cash on hand.	All TBCP recipients

Document Type	Description	Applicable to:
<b>Annual Report</b>	<p>Annual Reports are due one year after the period of performance start date, and annually thereafter. Due to No-Cost Extensions (NCEs), the period of performance end date might not end on a year increment. In this case, the recipient must submit an Annual Report covering the months since their last Annual Report was due.</p> <p>For example, a recipient received a NCE and has a period of performance of 1/1/2022 – 6/30/2024 (one year, six months).</p> <ul style="list-style-type: none"> <li>• Their first Annual Report is due 1/1/2023 (one year).</li> <li>• At closeout, they would submit a report covering 1/1/2023 – 6/30/2024 (six months).</li> </ul>	All TBCP recipients
<b>Form SF-428 (Tangible Personal Property Report)</b>	The SF-428 forms are for equipment acquisition and/or an aggregate sum of supplies of \$5,000 or greater that was purchased with Federal funds and will remain in the organization's possession.	All TBCP recipients
<b>Form SF-428-B (Tangible Personal Property Report Final Report)</b>	<p>The SF-428-B must be completed by recipients with a residual inventory of equipment or unused supplies exceeding \$5,000 in total aggregate value.</p> <p>Please note, if the institution wants to transfer tangible property to a different award, they must ask for permission. This can be found under section 2a of this form.</p>	TBCP recipients with equipment/ supplies of \$5,000 or greater to report
<b>Form SF-428-S (Tangible Personal Property Report Supplemental Sheet)</b>	<p>The SF-428-S must be completed by recipients with a residual inventory of equipment or unused supplies exceeding \$5,000 in total aggregate value.</p> <p>Please note, under section 2b. option (i) "Request unconditional transfer of title with no further obligation to the Federal Government" is NOT an allowable option. This is an error on this form.</p>	TBCP recipients with equipment/ supplies of \$5,000 or greater to report
<b>Form SF-429 (Real Property Status Report)</b>	<p>This is a standard report used by recipients of Federal financial assistance to report real property status (Attachment A) or to request agency instructions on real property (Attachments B and C) that was/will be provided as Government Furnished Property (GFP) or acquired (i.e., purchased or constructed) in whole or in part under a Federal financial assistance award.</p> <p>This includes real property that was improved using Federal funds and real property that was donated to a Federal project in the form of a match or cost share donation. This report is to be used for awards that establish a Federal Interest on real property.</p>	All TBCP recipients

## 2.1 Final Performance (Technical) Report

TBCP recipients must submit a Final Performance (Technical) Report in the Grant Closeout Module. This report uses the same template as the Semi-Annual Performance (Technical) Reports. Recipients indicate that this is the Final Performance (Technical) Report by checking the “Yes” box in the Final Report selection of the General Information section.

**Figure 2: Final Performance (Technical) Report Template**

OMB Control No. 0660-0047 Expiration Date: 07/31/2025

TRIBAL BROADBAND CONNECTIVITY PROGRAM PERFORMANCE (TECHNICAL) REPORT			
GENERAL INFORMATION			
GENERAL	Recipient Organization:	Award Identification Number:	
	Recipient Street Address:	Report Submission Date (MM/DD/YYYY):	
	City, State, Zip Code:	Final Report:	<input type="checkbox"/> No
	UEI Number:		<input checked="" type="checkbox"/> Yes
	Period of Performance Start Date (MM/DD/YYYY):	Period of Performance End Date (MM/DD/YYYY):	
	Report Period Start Date (MM/DD/YYYY):	Report Period End Date (MM/DD/YYYY):	

Recipients must also indicate that the Performance (Technical) Report is for closeout when they submit it in eRA Commons by selecting “Yes” in the Final Report section.

## 2.2 Final Federal Financial Report

Recipients complete the Final Federal Financial Report (FFR) within the eRA Commons Grant Closeout (GC) module under Additional Closeout Documentation (ACD). The Final FFR is cumulative and should include all financial transactions that occurred during the life of the award, including any closeout costs. In question 6. Report Type, recipients should check the box for “Final” (see Figure 3).

**Figure 3: Final Federal Financial Report Template**

6. Report Type	<input type="radio"/> Quarterly	<input type="radio"/> Annual
	<input type="radio"/> Semi-Annual	<input checked="" type="radio"/> Final

The due date and status for the final FFR are based on the project period end date as follows:

- *Pending*: if the FFR is not submitted and it is within 120 days of the project period end date.
- *Due*: if the FFR is not submitted and it is between the project period end date and 120 days past the project period end date.
- *Late*: if the FFR is not submitted and is over 120 days past the project period end date.

For additional information, refer to the [eRA Commons User Guides](#).

## 2.3 Tangible Property

TBCP-funded property is ideally to remain in use for its estimated useful life for the purposes of the award under which it was acquired for. See [2 CFR § 200.313](#).



**Equipment** is tangible personal property with a per-unit acquisition cost which equals or exceeds the lesser of the capitalization level established by the non-Federal entity for financial statement purposes, or \$5,000 and that has a useful life of more than one year. See definition of equipment in [2 CFR § 200.1](#). Following closeout, recipients may continue to use TBCP-funded equipment for the purpose of their award throughout the useful life of the property as long as it is used in compliance with the previously approved historical and environmental assessments and scope. If the equipment is no longer needed and will not be used, recipients should coordinate disposition of the equipment with the NOAA Grants Office. See [2 CFR § 200.313](#).

**Supplies** are tangible personal property other than those that fall within the definition of equipment. See definition of supplies in [2 CFR § 200.1](#). A reasonable amount of undeployed supplies may be retained to support the maintenance of TBCP-funded facilities. Further use of undeployed supplies is only permitted to complete previously approved TBCP routes and only if implemented in accordance with previously approved environmental and historic preservation assessments. The use of TBCP-funded supplies beyond these limited parameters may be subject to disposition. See [2 CFR § 200.314](#).

If there is a residual inventory of unused supplies with an aggregate value of \$5,000 or greater at closeout, then the recipient may:

1. Use the supplies on another Federally-sponsored project or program,
2. Dispose of those supplies and compensate NTIA for its Federal share of sale proceeds, or
3. Retain the supplies for the recipient's non-Federal use and compensate NTIA for the Federal share of the fair market value of the supplies (see [2 CFR § 200.313 \(e\)\(2\)](#) for the calculation methodology).

For TBCP-funded property that was replaced or upgraded before the end of the item's useful life, the recipient must request permission from the Grants Office to dispose of the replaced equipment.

### 2.3.1 Tangible Property Forms

**Form SF-428 (Tangible Personal Property Report)** collects information related to tangible personal property (equipment and supplies). The form consists of the cover sheet (SF-428) and attachments, to be completed as needed. All TBCP recipients are required to complete the SF-428, but only recipients with equipment or supplies of \$5,000+ to report must complete attachments SF-428-B and SF-428-S.

**Form SF-428-B (Tangible Personal Property Report Final Report)** provides a final property report for closeout of the TBCP award. The SF-428-B allows recipients to request specific disposition of Federally owned property and acquired equipment. The form also provides a means for calculating and transmitting appropriate compensation to the awarding agency for residual unused supplies.

**Form SF-428-S (Tangible Personal Property Report Supplemental Sheet)** provides detailed individual item information in connection with required reports of tangible personal property.

## 3. Award Closeout Checklist

The Table 2: Award Closeout Checklist below is for recipients to use during the TBCP Award Closeout process. The checklist guides recipients through the following phases of closeout:

- Preparing for Award closeout;

- Submitting all Required Documentation during closeout; and
- Completing Award closeout and Retaining Documentation.

The checklist also provides guidance for recipients that request an early closeout. Recipients that plan to request an early closeout should follow steps A, B, and C, outlined in the Requesting an Early Closeout portion of the checklist, before proceeding to step 1 of Preparing for Award Closeout.

**Table 2: Award Closeout Checklist**

Activity		Associated Documents	Submission Method	Status	
				Done	Date
Requesting an Early Closeout					
A	Discuss project status and possibility of early closeout with TBCP FPO and GMS.	N/A	N/A	<input type="checkbox"/>	
B	Determine with FPO and GMS an appropriate amended period of performance end date for project	N/A	N/A	<input type="checkbox"/>	
C	Submit a Termination by Consent Revision Request in eRA Commons.	Revision Request	eRA Commons	<input type="checkbox"/>	
Preparing for Award Closeout					
1	Discuss closeout process and period of performance end date with TBCP FPO	N/A	N/A	<input type="checkbox"/>	
2	Verify that all funds necessary for project completion will be obligated by the period of performance end date	N/A	N/A	<input type="checkbox"/>	
3	Verify that all project activities will be completed by the period of performance end date	N/A	N/A	<input type="checkbox"/>	
Submitting all Required Documentation During Closeout (Within 120 Days of the Period of Performance End Date)					
4	Annual Report <ul style="list-style-type: none"><li>• Reporting Period: <i>varies – PoP end date</i></li><li>• Due Date: <i>PoP end date + 1 calendar day</i></li></ul>	Final Annual Report (OMB Control No. 0660-0047)	Submit within the Closeout module under “Additional Closeout Documents” in eRA Commons	<input type="checkbox"/>	



Activity	Associated Documents	Submission Method	Status	
			Done	Date
<b>5</b> Semi-Annual Performance (Technical) Report <ul style="list-style-type: none"> <li>Reporting Period: <i>Start of semi-annual reporting period [April 1 or October 1] – PoP end date</i></li> <li>Due Date: <i>PoP end date + 30 calendar days</i></li> </ul>	TBCP Performance (Technical) Report (OMB Control No. 0660-0047)	Submit within the Terms and Conditions Module (TCM) under the “Project Period” section in eRA Commons	<input type="checkbox"/>	
<b>6</b> Final Performance (Technical) Report <ul style="list-style-type: none"> <li>Reporting Period: <i>PoP start date – PoP end date</i></li> <li>Due Date: <i>PoP end date + 120 calendar days</i></li> </ul>	TBCP Performance (Technical) Report (OMB Control No. 0660-0047)	Submit within the Closeout module under “FPR” in eRA Commons	<input type="checkbox"/>	
<b>7</b> Final Federal Financial Report (Form SF-425) <ul style="list-style-type: none"> <li>Reporting Period: <i>PoP start date – PoP end date</i></li> <li>Due Date: <i>PoP end date + 120 calendar days</i></li> </ul>	<a href="#">Form SF-425</a>	Submit within the Closeout module under “FFR” in eRA Commons	<input type="checkbox"/>	
<b>8</b> Tangible Personal Property Report (Form SF-428)	<a href="#">Form SF-428</a> (expires 11/30/24)	Submit within the Closeout module under “Additional Closeout Documents” in eRA Commons	<input type="checkbox"/>	
<b>9</b> Real Property Status Report	<a href="#">Form SF-429</a> (expires 02/28/25)	Submit within the Closeout module under “Additional Closeout Documents” in eRA Commons	<input type="checkbox"/>	
Only applies to TBCP recipients with equipment/supplies of \$5,000 or greater to report)				
<b>10</b> Tangible Personal Property Report Final Report (Form SF-428-B)	<a href="#">SF 428-B</a>	Submit within the Closeout module under “Additional Closeout	<input type="checkbox"/>	

Activity		Associated Documents	Submission Method	Status	
				Done	Date
			Documents" in eRA Commons		
11	Tangible Personal Property Report Supplemental Sheet (Form SF-428-S)	<a href="#">SF-428-S</a>	Submit within the Closeout module under "Additional Closeout Documents" in eRA Commons	<input type="checkbox"/>	

## 4. Billing and De-Obligation

The recipient and their subrecipients and contractors cannot charge for work conducted or incur programmatic costs for Federal reimbursement after the period of performance end date.

Reasonable, necessary, allowable, and allocable administrative award closeout costs are authorized during the 120-calendar day closeout period. In accordance with [DOC Financial Assistance Standard Terms and Conditions](#), closeout activities are limited to the preparation of Final Performance, Financial, property, and required project audit reports, unless otherwise approved in writing by the Grants Officer.

### 4.1. Two Percent Cap on Administrative Costs

Costs associated with closeout are considered administrative expenses. Per the Standard Award Conditions, TBCP recipients cannot spend more than two percent (2%) of grant funds on administrative expenses. For this purpose, the two percent limitation on administrative expenses includes the combined total of indirect costs and direct administrative costs charged to an award.

Recipients must ensure that the total costs incurred for indirect costs, plus the total costs incurred for direct administrative costs, does not exceed two percent (2%) of the grant amount, regardless of any previously approved indirect cost rate the recipient and/or subrecipient(s) may have negotiated with a cognizant Federal agency. A recipient's failure to abide by the two percent cap on administrative costs will lead to the disallowance of award costs by the Grants Officer and may require the recipient to return a portion of the federal award funding to NTIA (see [2 CFR § 200.346](#)).

Remember that the 2% cap applies to the total amount of Federal funds awarded, not spent.

### 4.2 De-obligation

Before the 120-calendar day closeout period ends, the recipient must request all final costs through the Automated Standard Application for Payment (ASAP). The Final FFR must reflect all expenditures, so it is recommended that recipients make their final drawdown as soon as possible to allow for more time to complete the final closeout reports.

NOAA will de-obligate any remaining funds and close out the award after the final reports are

submitted (see [Table 1: Closeout Documentation](#) for a full list of required documents). When the award has been closed, no further transactions will be permitted, and no reports may be submitted or replaced. Once the closeout process is complete, NOAA will send the TBCP recipient a closeout letter.

## 5. Record Retention

Recipients are required to maintain certain documentation pertinent to their TBCP award for a period of three years in accordance with [2 CFR § 200.334](#) (Retention requirements for records). The retention period starts the day the recipient submits their Final Financial Report. Supporting documentation, financial records, and other documents may be subject to future review.

In cases where litigation, claims, or an audit is initiated prior to the expiration of the three-year period, records must be retained until completion of the action and resolution of any issues associated with it or the end of the three-year retention period, whichever is later.

Table 3 below lists documentation TBCP recipients are advised to retain after closeout; this list is not exhaustive.

**Table 3: Record Retention Documents**

Records Retention Documents
Award Package
Financial Records
Evidence of program accomplishments
Baseline Reports
Performance (Technical) Reports
Annual Reports
Audit follow-up records
Monitoring records
Written determinations and preapprovals between NOAA/NTIA and TBCP recipient
Records supporting all cost charge to the award
Procurement records
Subawards issued by the recipient and all documentation supporting the management and oversight of the subawards
Final closeout letter
Record of reconciliation
Property disposition forms

## 6. Frequently Asked Questions

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**Q: When are final reports due?**

A: Final reports are due 120-calendar days after the period of performance end date. Per [2 CFR § 200.344](#), NOAA may extend the closeout period if the recipient requests and provides justification for the extension.

**Q: Will I need to submit a final Performance (Technical) Report?**

A: Yes, closeout requirements include a Final (closeout) Performance (Technical) Report that is due within 120 calendar days of the recipient's period of performance end date.

**Q: What is the difference between the last semi-annual Performance (Technical) Report and the final Performance (Technical) Report?**

A: Since the Performance (Technical) Reports are cumulative, the final report should mirror the information in the recipient's last submitted Semi-Annual Performance (Technical) Report. In the Final (closeout) Performance (Technical) Report, recipients should check "Yes" in the Final Report selection of the General Information section.

**Q: May I incur costs after the period of performance end date?**

A: After the period of performance end date, recipients may only incur costs related to grant-required closeout activities. Closeout activities are limited to the preparation of final reports, such as Performance (Technical), Financial, and audit reports, and administrative costs related to the completion of these reports. Total administrative costs may not exceed two percent (2%) of the grant amount.

**Q: Should the final FFR cover the period through the period of performance end date only or should it include closeout-related costs?**

A: The Final FFR should reflect all expenditures, including any closeout-related costs. The Final FFR should not reflect any unliquidated obligations or remaining share due to the recipient. Recipients should submit their Final FFR with their other closeout documents within the 120-calendar day closeout period.

**Q: We didn't purchase any tangible property using TBCP funds. Do I still need to complete the SF-428?**

A: Yes. All TBCP recipients are required to complete the SF-428 even if the recipient did not use project funds to purchase equipment. Only recipients with equipment or supplies of \$5,000+ to report must complete attachments SF-428-B and SF-428-S.

## Appendix A: Glossary of Closeout Terms and Definitions

Term	Definitions
Award Closeout Documents Due Date	The closeout documents due date occurs 120 calendar days after the period of performance end date. The date is listed in the NOAA closeout letter.
Closeout Letter	The closeout confirmation letter is the letter from NOAA to the recipient confirming the award has been closed.
Closeout Period	The closeout period is a 120-calendar day window, which begins immediately following the period of performance end date, during which the recipient must submit all required documentation, perform any final financial accounting of the award, and receive final review by NTIA and NOAA.
Period of Performance End Date	The period of performance end date is listed on the recipient's most up-to-date Notice of Award (NoA) (revised or original).

## Appendix B: Additional Closeout Resources

Resource	Link
2 CFR Part 200.344 Closeout	<a href="https://www.ecfr.gov/current/title-2/subtitle-A/chapter-II/part-200/subpart-D/subject-group-ECFR682eb6fbfabcd2/section-200.344">https://www.ecfr.gov/current/title-2/subtitle-A/chapter-II/part-200/subpart-D/subject-group-ECFR682eb6fbfabcd2/section-200.344</a>
TBCP Standard Award Conditions	Refer to the Terms and Conditions module in eRA Commons.
TBCP Specific Award Conditions	Varies by recipient, refer to the Terms and Conditions module in eRA Commons.
DOC Financial Assistance Standard Terms and Conditions ( <i>dated November 12, 2020</i> )	<a href="https://www.commerce.gov/sites/default/files/2020-11/DOC%20Standard%20Terms%20and%20Conditions%20-%202012%20November%202020%20PDF_0.pdf">https://www.commerce.gov/sites/default/files/2020-11/DOC%20Standard%20Terms%20and%20Conditions%20-%202012%20November%202020%20PDF_0.pdf</a>
Broadband USA Website	<a href="https://broadbandusa.ntia.doc.gov/resources/grant-programs/tribal-broadband-connectivity-program">https://broadbandusa.ntia.doc.gov/resources/grant-programs/tribal-broadband-connectivity-program</a>
eRA Commons Closeout Status Information and Instructions	<a href="#">Closeout Status for DOC Awards (nih.gov)</a>

## Appendix C: Standard and Specific Award Conditions

The following table lists standard and examples of specific award conditions which may be applied to recipients awarded under the [TBCP 1 Notice of Funding Opportunity](#) (NOFO).

Standard and Specific Award Conditions (SACs)	
Standard Award Conditions	
Annual Reports	Audit Requirements
Baseline Report	Environmental Assessment (ID only)
Baseline Project Plan	Compensation
Initial (6-Month) Expenditure Plan (ID only)	Revised Expenditure Plan
Human Subjects Research (HSR)	Project Management (PM) Conference
Property Reports and Disposition	Property Trust Relationship and Public Notice for Filings for Grant-Acquired Property
Financial Reporting	Performance Reporting
Reporting Subawards and Expenses	Two Percent Cap on Administrative Expenses
Examples of Specific Award Conditions <sup>1</sup>	
Contractual Restriction	Corrective Action Plan Submission
Post-Award NEPA Review Process (ID only)	Delinquent Audit
Tangible Property Reporting and Disposition	Restriction on Equipment Purchase
Duplication of Funding <i>May also be referred to as: Individualized Federal Funding Duplication Avoidance, (Duplication) Any Other Programmatic restrictions placed on this Award, Any Other Programmatic restrictions placed on this Award, Performance Progress Reports, Any Other Programmatic restrictions placed on this Award (Post Award Process), DUPLICATION - Any Other Programmatic restrictions placed on this Award, Avoidance of Federal Funding Duplication</i>	

<sup>1</sup> This list of specific award conditions is non-exhaustive; the NOAA Grants Office may apply additional SACs to TBCP recipients.