

Moving Public TransportationInto the Future

Financial Management for Subrecipients

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Training Objectives

- Financial Management Overview
- Financial Management Responsibility
- Financial Management Principles
- Reimbursement review trouble shooting
- Purchase of Service Revenue
- Reserve Accounts and Use
- Indirect Cost Plan
- ◆ CARES Act invoice
- FMO Manual Appendix Forms



Subrecipient Responsibility

- It is the subrecipient responsibility to establish financial policies, procedures and practices in accordance with generally accepted accounting principles that demonstrate compliance with:
 - FTA regulations
 - State regulations
 - GDOT regulations



- Organizational ethics/integrity
 - Roles/responsibilities of employees
 - Authorized levels, authority,
 - Role of the governing board
- Budget development/management
- Information/communication



- Cash Management
 - Cashiering
 - Farebox tabulation
 - Storage
 - Deposits
 - Cash disbursements



- Receiving and Acceptance of Funding
- Accounts payable
- Accounts receivable
- Payroll
- Cost allowability with Federal principles
- Grants management procedures
- Indirect costs



- Accounts management and reconciliation
- Credit card use
- Conflict of interest
- Authorized levels of authority
- Audit
- Record retention
- Depreciation schedules
- Disposition procedures



- Protection of assets
- Information access controls and system security
- Back-up protocols
- Business continuity plan



Subrecipient Oversight

- The subrecipient is standing in the shoes of GDOT and the TPO is standing in the shoes of the subrecipient.
 - Subrecipient is under contract with GDOT
 - TPO is under contract with the subrecipient
 - FTA certifications and assurances apply for both
 - Subrecipient and TPO must have the financial and technical capacity to manage the program



GDOT Subrecipient Oversight

- Evaluating subrecipients and conducting periodic mini reviews and assessments, provide technical assistance on requirements.
 - Review of monthly invoices and supporting documentation
 - Reference resources and provide resources to the subrecipient



- What Are They?
 - Legally binding obligations to comply with the terms and conditions of the Federal Transit grant Agreement with GDOT including ANY REFERENCE TO:
 - FTA Master Agreement
 - FTA CIRCULARS, state, or local law
- Developed Based on Legislation



Legislation

- The Fixing America's Surface Transportation (FAST)
 Act, Public Law No. 114-94, December 4, 2015, and
 other authorizing legislation to be enacted –
 extended
- The Moving Ahead for Progress in the 21st Century Act (MAP-21), Public Law No. 112-141, July 6, 2012, as amended by the Surface Transportation and Veterans Health Care Choice Improvement Act of 2015, Public Law No. 114-41, July 31, 2015,
- Appropriations Acts or Continuing Resolutions funding the U.S. Department of Transportation during Fiscal Year 2018.



- ◆ Category 1 Administrative Activities
 - Applicant assures it has adequate resources to plan, manage, and properly complete the tasks to implement its Award, including:
 - The MANAGERIAL AND ADMINISTRATIVE CAPABILITY to do so



- Applicant and Subrecipient Relationships
 - 2 CFR 200 (Super Circular; combination of 8 previous federal circulars)
 - Must Monitor the activities of the sub-recipient as necessary to ensure that the subaward is used for authorized purposes, in compliance with Federal statutes, regulations, and the terms and conditions of the subaward; and that subaward performance goals are achieved
 - Includes subrecipient oversight of the TPO



- Monitoring Must Include:
 - Reviewing financial and performance reports required
 - Provision of technical assistance on programrelated matters
 - Performance of on-site reviews of program operations



 Following-up and ensuring that timely and appropriate action on all deficiencies pertaining to the Federal award detected through audits, on-site reviews, and other means



Oversight

- Subrecipient Oversight of TPO:
 - Monthly invoice review
 - Verification of Service Hours Billed for Unit Rates
 - Review of Invoice and Supporting Financial Reports for Cost Reimbursement
 - Random expense audits
 - Periodic Visits to the Transit System
 - Follow-up on any findings



Key Principles to Financial Management

Consistency:

 Financial policies and procedures remain consistent

Accountability:

 Must be able to demonstrate how resources have been used and what has been accomplished

Transparency:

 Must be open about finances and make information available



Key Principles to Financial Management

- Integrity:
 - Must operate with honesty and professionalism
- Financial Stewardship:
 - Must protect assets and ensure resources are used for the purpose intended
- Accounting Standards:
 - The system for financial records must meet generally accepted accounting standards



Resources

- The GDOT FMO Manual
- National RTAP Fundamental Financial Management Manual 2020
 - https://www.nationalrtap.org/Resource-Center/Advanced-Search/fid/109
- National RTAP Budgeting and Finance 101
 - http://nationalrtap.org/Toolkits/Transit-Managers-Toolkit/Administration/Budgetingand-Finance-101



Resources

- ◆ FTA Triennial Review Guide
 - https://www.transit.dot.gov/funding/granteeresources/triennial-reviews/triennial-reviews



Accounting Refresher

- FTA Requires Accrual Accounting
 - Revenue and expense is accounted for at the time the revenue was earned and when the expense occurred
- ◆ The Organization Must Establish Accounting Records to Allow for the Transit Program to be Clearly Identified and Segregated from other Organization Programs



Accounting Refresher

Allowable Costs Are:

 Costs that are spent on the project for which the grant was awarded and are necessary and reasonable for the project

Indirect Costs Are:

 Costs that are shared with many programs or departments typically charged to the each program based on a percentage that is supported by a Cost Allocation Plan or an Indirect Cost Rate



Accounting Refresher

Program Income Is:

- Income earned through activities such as providing transportation service under contract, selling advertising space, renting office space, intercity bus ticket sales, sale of maintenance services
 - Revenues can be used to reduce the net project cost (treated like fares)
 - To be used as local match
 - Retained in a restricted Transit Reserve Fund



Program Income

- Program Income Must be Retained for Transit Use Purposes
 - Program income must be retained by the subrecipient of the Federal grant program
 - Program income must be reflected in the subrecipient financial statement



Reimbursement Review

- GDOT Will Request a Corrected Invoice If:
 - Expense or revenue claimed cannot be justified by the detailed general ledger report
 - Subrecipient reported incorrectly on the invoice



Invoice Supporting Documents

- Completed Invoice Workbook
- General Ledger Summary Report by Revenue and Expense Accounting Category
 - Detailed general ledger report as requested
- Signed SRR



Invoice Review

◆ Exercise and Discussion



Invoice Review Follow-Up

- Repeat Offenders:
 - Monthly review of detailed general ledger by GDOT
 - Training and technical assistance
 - Corrective action plan
 - Unresolved errors = lack of technical capacity to manage the Federal grant
 - May result in suspension or loss of funding



Eligible VS Ineligible

- ◆ Ineligible expenses as outlined by 2 CFR 200
 - Employee gifts and bonuses when not associated with a safety plan
 - Indirect costs if an indirect cost allocation plan has not been submitted
 - Double dipping can occur due to claiming an indirect expense as a direct expense and claiming the approved indirect rate



Purchase of Service Revenue

- Purchase of service revenue generated from an FTA program source must be claimed and used to reduce the monthly operating expense before the FTA share is calculated.
- Purchase of service revenue generated from non-FTA program sources must be claimed. The revenue is claimed as program income and can be used as local match or retained for transit purpose use up to the GDOT reserve account cap.



Program Income VS Enterprise Fund

- Program income generated by the operation of the transit service such as purchase of service transportation is permitted to be used in the grant period for the grant in which it was earned.
 - Used as match
 - Placed in the transit reserve fund



Program Income VS Enterprise Fund

- Income generated for transit but is not associated with the operation of transportation service is considered enterprise funds and cannot be used in the grant period earned for the grant in which it was earned.
 - Insurance proceeds
 - Sale of maintenance service



Reserve Fund and Transit Enterprise Fund

- The subrecipient must ensure transit reserve funds and enterprise funds are restricted for transit use only.
 - Accounting system include accounts and account balances
 - Accounting procedures must be in place to transfer unused funds to the next grant year



Use of Reserve Account

- Subrecipients with reserve account funds may use the reserve funds for eligible transit expenses.
 - Subrecipient financial policies and procedures should address the procedure and approval process for use of the reserve funds
 - Use of the reserve fund will likely require a budget revision



Indirect Cost Allocation Plan

- ◆ In Order to Claim Indirect Costs as an Eligible Expense the Subrecipient Must Develop an Indirect Cost Plan or Cost Allocation Plan.
 - The plan must be approved by the appropriate funding agency (largest Federal funding program)
 - Requirements and technical assistance for CAP in the GDOT FMO Manual



Indirect Cost Allocation Plan

 Indirect cost allocation plans are developed to equitably share expenses that are shared among multiple agency programs.

Types of Cost Allocation

- Financial Based Cost Allocation
 - Indirect Cost
- Service Based Cost Allocation Plans
 - Cost of Service



Financial Based Cost Allocation

- ◆ Indirect Cost Allocation Plan
 - An Entity (Public or Private Nonprofit)
 Provides Multiple Program Services
 - Certain Overhead and Administrative Costs Incurred by the Entity Benefit All Programs and Services, Including Transit
 - The Agency Seeks to Recoup These Costs in Their Billings to Various Federal Agencies
 - The Entity Requires an Approved "Indirect Cost Allocation Rate" in Order for Such Costs to be Reimbursable by the Federal Government

Service Based Cost Allocation

- Allocate Costs to Various Types/Modes/Services
- Price Service Provided Under Contract
- Urban/Rural Cost Allocation
 - Required by FTA
- Charter Cost Allocation
- Local Match Allocation Plan

Service Based Cost Allocation

- Allocate Costs to Different Modes
 - A Public Transit Agency Operates a Fixed Service
 - Under the ADA Rule, the Entity Must Also Operate Complementary Paratransit
 - NTD Generally Requires Expenses be Split by

Mode of Service

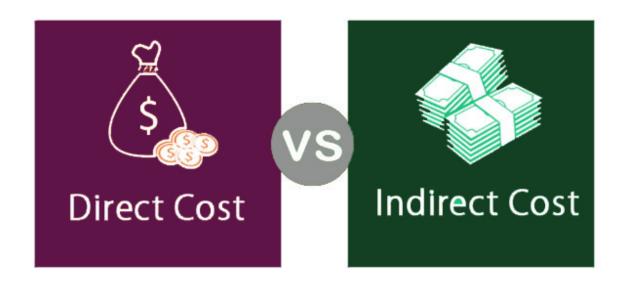
- MB = Motor Bus
- DR = Demand Response

Federal Transif Administration U.S. Department of Transportation Office of Budget and Policy

National Transit Database 2019 Policy Manual

Principle of Cost Allocation

 There Is No Universal Rule For Classifying Certain Costs as Either Direct or Indirect (F&A) Under Every Accounting System



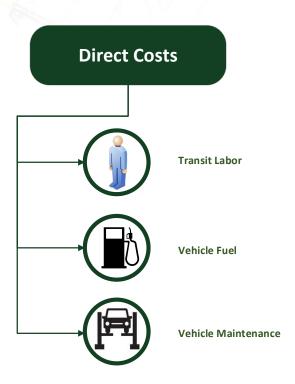
Principle

 Each Item of Cost Incurred For the Same Purpose Be Treated Consistently In Like Circumstances Either as a Direct or An Indirect (F&A) Cost In Order To Avoid Possible Double-**Charging of Federal Awards**



Direct Costs

 Those Expenses Incurred by the Recipient of Subrecipient That Are <u>Directly</u> Related and Strictly Benefit <u>Only</u> the Public Transportation Program



Direct Costs

- Transit Examples:
 - Operator's Salaries & Wages
 - Dispatcher's Salaries & Wages
 - Contract Vehicle Maintenance
 - Fuel & Lubricants Consumed
 - Tires and Tubes Consumed
 - Purchased Transportation

Direct Costs

- Classification of Direct Salaries May Present Challenges
 - Must Be Based on Actual, After-the-Fact Determinations
 - Specific Activity Performed/Benefitting Unit of Government
 - Transit Direct Cost
 - Multiple Units (Transit and Others) Indirect Cost
- Budget Estimates Should Not Be Used

 Indirect Costs Are Those That Have Been Incurred For Common or Joint Purposes



- ◆ These Costs Benefit More Than One Cost Objective and Cannot Be Readily Identified With a Particular Final Cost Objective Without Effort Disproportionate To the Results Achieved
- New Concepts
 - Indirect Costs are Now Referred to as Indirect (F&A) Costs
 - F = Facilities
 - A = Administration

◆ A Cost May Not Be Allocated To a Federal Award As An Indirect Cost If Any Other Cost Incurred For the Same Purpose, In Like Circumstances, Has Been Assigned To a Federal Award As a Direct Cost

- Facilities and Administration
 - Examples
 - Central Service Costs
 - General Administration of the Organization
 - Accounting, Legal, Human Resource Services
 Performed on Behalf of Multiple Departments Within
 the Organization, Including Public Transit
 - Costs of Operating and Maintaining Shared Facilities

Allowability of Indirect Costs

- Allowable, to the Extent the Charges Conform to an <u>Approved Indirect Cost Rate</u>
- Indirect Costs Are Normally Charged to Federal Awards By the Use of An Indirect Cost Rate
- A Separate Indirect Cost Rate(s) Is Usually Necessary For Each Department or Agency of the Governmental Unit Claiming Indirect Costs Under Federal Awards

Indirect Cost Rate Proposal

- ◆ Guidance
 - Primary Guidance
 - State and Local Governments
 - 2 CFR § 200, Appendix VII, "States and Local Government and Indian Tribe Indirect Cost Proposals"
 - Nonprofits
 - 2 CFR § 200, Appendix IV, "Indirect (F&A) Costs Identification and Assignment, and Rate Determination for Nonprofit Organizations"

Submission

- Submission Should be Made to the Cognizant Agency for Indirect Costs
 - This is the Entity Responsible for the Following in Indirect Cost Rate Proposals:
 - Review
 - Negotiation
 - Approval

ICR Methods & Rates

- Indirect Cost Rates are Not Complicated,
 Nothing More Than Simple Division
- Indirect Costs Divided by a Direct Cost Base
- For Example:

ICR Methods

- Simplified Method is Appropriate for Most Smaller Entities
 - Elements of ICRP Using Simplified Method
 - Audited Financial Data (Schedules)
 - Direct Costs
 - Indirect Cost
 - Exclusions
 - Unallowable
 - 2. Distribution Basis
 - Salaries & Wages
 - Modified Total Direct Costs (MTDC)
 - Type of Rate

ICR Methods

- Simplified Method is Appropriate for Most Smaller Entities
 - Elements of ICRP Using Simplified Method
 - 3. Organizational Chart
 - 4. Narrative (One-Time Submission)
 - Departments Units Generating Direct Costs
 - Departments/Units Generating Indirect Costs
 - 5. Schedule of Rate Computation
 - Salaries & Wages
 - Modified Total Direct Costs (MTDC)
 - 6. Certification

Simplified Method

• Example:

MANAGEMENT'S DISCUSSION AND ANALYSIS FOR THE YEAR ENDED DECEMBER 31, 2013 UNAUDITED (Continued)

Table 2 reflects the change in net position for 2013 and 2012.

Table 2 Governmental Activities Changes in Net Position

	2013	2012	Change
Receipts:			
Program Receipts:			
Charges for Services	\$3,609,389	\$3,586,890	\$22,499
Operating Grants, Contributions, and Interest	10,870,680	9,966,286	904,394
Capital Grants		610,923	(610,923)
Total Program Receipts	14,480,069	14,164,099	315,970
General Receipts:	No. of the last		
Property Taxes Levied for General Operating	1,661,853	1,641,057	20,796
Property Taxes Levied for Lawnview 169 Board	2,404,132	2,365,758	38,374
Property Taxes Levied for Children's Services	510,428	502,126	8,302
Sales Taxes	5,312,020	4,859,352	452,668
Grants and Entitlements	1,087,655	868,012	219,643
Interest	404,705	436,112	(31,407)
Other	2,221,264	2,945,223	(723,959)
Total General Receipts	13,602,057	13,617,640	(15,583)
Total Receipts	28,082,126	27,781,739	300,387
Program Disbursements			
General Government:			
Legislative and Executive	3,920,017	3,938,117	18,100
Judicial	2,338,841	2,242,057	(96,784)
Public Safety	4,050,913	3,857,664	(193,249)
Public Works	4,937,669	6,279,755	1,342,086
Health	5,026,790	4,903,592	(123,198)
Human Services	4,939,302	5,431,627	492,325
Conservation and Recreation	274,920	216,237	(58,683)
Economic Development and Assistance	702,590	170,914	(531,676)
Capital Outlay	149,557	50,499	(99,058)
Debt Service:			
Principal Retirement	289,060	313,119	24,059
Interest and Fiscal Charges	54,700	64,900	10,200
Total Disbursements	26,684,359	27,468,481	784,122
Increase in Net Position	1,397,767	313,258	1,084,509
Net Position at Beginning of Year	12,717,648	12,404,390	313,258
Net Position at End of Year	\$14,115,415	\$12,717,648	\$1,397,767

Simplified Method

Exercise No. 5 - Answers Indirect Costs Schedule Smith County Public Works Department For the Fiscal Year Ended December 31, 2014

Direct Costs Expenditures Indirect Direct Salaries Other Not Allowable and Wages Total Exclusions Costs **Direct Costs Departmental Unit** (A) (B) (C) (D) (E) (F) Transit 568,118 790 151,878 63,646 351,014 Roads 1,769,398 125,695 \$ 3,190 1,079,178 \$ 558,145 256,967 Environmental Services 2,092,776 334,933 265 1,500,346 Subtotal 4,430,292 446,308 4,245 2,930,538 1,044,956 **Departmental Indirect Costs** Administration 285,599.39 285,599 Subtotal 285,599.39 \$ 285,599 Services Furnished (But Not Billed) by Other Governmental Units Human Resources \$ 123,273 \$ 123,273 Finance \$ 67,037 \$ 67,037 Legal 5,612 5,612 Information Technology 24,890 24,890 Subtotal 220,812 \$ 220,812 \$ Total 4,936,704 446,308 506,412 2,930,538 4,245 1,044,956 Indirect costs Although Exclusions Should reconcile Should reconcile Should reconcile should be unallowable. to audit data, include passto audit data, to audit data, accumulated in other finance through funds such expenses other finance other finance must bear their separate data used to and capital data used to data used to accounts within share of indirect prepare ICRP prepare ICRP prepare ICRP the accounting

system

Simplified Method

Sample Indirect Cost Rate Proposal - Simplified Method Smith County Public Works Department For the Fiscal Year Ended December 31, 2014

Summary

Total (A)		Exclusions and Non-Allowable (B) +(C)		Indirect Costs (D)		Modified Total Direct Cost (MTDC) (E) +(F)	
\$	4,937,669	\$	450,553	\$	507,377	\$	3,975 <i>,</i> 494

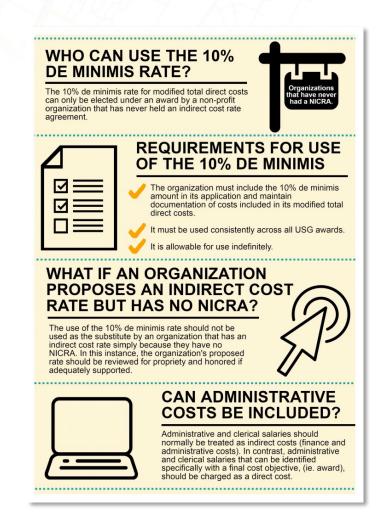
Indirect Cost Rate Computation

(D) ÷ [(E) + (F)]
$$\frac{$507,377}{$3,975,494}$$
 = 12.8%

Smith County Public Works Department proposes to use an Indirect Cost Rate of 12.8% applied to Modified Total Direct Costs in its Fedeal grant awards.

Using the de minimis Rate

- No ICRP Required
- Any Non-Federal
 Entity (Either Public
 or Nonprofit) May
 Utilize the de minimis
 Rate



Using the de minimis Rate

- Previous or Expired Rates With the Federal Government
 - If, at any Time the NFE Had a Prior Rate with the Federal Government, the NFE is Prohibited from Using the *de minimis* Rate
 - Effective November 12, 2020, this Previous Provision is No Longer Applicable

Using the de minimis Rate

- Using the de minimis Rate as a Transitional Rate
 - This Practice is Permitted
 - An NFE May Use the de minimis Rate, If Otherwise Qualified, Until Such Time as a Negotiated Rate is Developed, Submitted, and Approved



- Published in the Federal Register, August 13, 2020
- ◆ Effective November 12, 2020

- Key Changes
 - Definitions No Longer Numbered
 - Were 2 CFR § 200.00 § 200.99
 - New Procurement Thresholds Updated
 - Clarified That the Pass-Through Entity is Only Responsible for Resolving Audit Findings Specifically Related to the Subaward

Key Changes

- Entities That Previously Had an Indirect Cost Rate Negotiated With the Federal Government May Now Use the *de minimis* Rate
- Clarifies that NFEs that Use the *de minimis* Rate Are Not Obligated to "Prove" The Organization Incurred 10 Percent Indirect Costs
- All Approved Indirect Cost Rates Must be Published on an OMB-Approved Web Site

- Key Changes
 - Procurement Activity Now Defined by Three Classes
 - Informal
 - Micro-Purchase
 - Small Purchase
 - Formal
 - Sealed Bids
 - Proposals
 - Non-Competitive

Key Changes

 Prohibition Against Procuring, Renewing a Contract, or Entering Into a Contract with Certain Designated Chinese Telecommunications and Video Surveillance Companies



Budget Revisions

- A Budget Revision Does Not Involve Additional Appropriation of Funds from GDOT
 - Increase in local funds to cover cost overruns
 - Updates to revenue accounts to make adjustments for what is actually occurring
 - Updates to expense accounts to make adjustment for what is actually occurring
 - Typically completed when expense or revenue category changes by 10% or more



Budget Revisions

 Budget Revisions Require the GDOT Project Manager to Update the Transit System's Budget



Budget Supplement

- Budget Supplement Adds Funding from GDOT to the Budget
 - Case by case basis
 - Must be justified
 - Should not be a common occurrence
 - If a system needs supplements on a regular basis they do not have the financial capacity to manage the Federal program



CARES Act

• Under the **FTA** Emergency Relief Program (49 U.S.C. § 5324), recipients are permitted to use Urbanized Area or Rural Areas formula funds administered under the provisions of the Emergency Relief Program or CARES Act funds until January 20, 2022, to pay for the operational costs of such services.



CARES Act

FAQ - resource

https://www.transit.dot.gov/frequently-asked-questions-fta-grantees-regarding-coronavirus-disease-2019-covid-19

Expenses incurred for essential non transit services are eligible for reimbursement but cannot be reported as a transit expense for NTD purposes



GDOT FMO Policy Manual

Appendix forms

Exhibit#	Exhibit Name	Type Document/Purpose		
1	Financial System Certification "Government Entities"	Word – Application		
1A	Financial System Certification "Private Non-profit"	Word – Application		
1B	Financial System Certification De-minimis Modified Total Direct Cost (MTDC) Certification	Word – Application		
2	GDOT Approval "Template" letter for ICRP	Word - GDOT Internal		
3	Written Financial Policy Checklist for FTA Grants	Word - FTA Compliance		
4	Allowability of Costs under FTA Federal Grant Award	Word - FTA Compliance		
5	RFP Solicitation "Template" for Third-party operation of Transit Service	Word – subrecipient		
5B	Third Party Operator Rate Budget Worksheet RFP	Excel – subrecipient		
6	Third-Party Operator Contract Template	Word – subrecipient		
7	2020 Subrecipient Operating Reimbursement Report Form	Excel – subrecipient		
8A	Internal Monthly Invoice Review Report Form	Word - GDOT Internal		
8B	Internal Monthly Invoice Discrepancy Report	Word - GDOT Internal		
8C	Request for Outstanding Invoice "Template" Letter	Word - GDOT Internal		
9A	Sample Time Sheet "Template" for Transit Staff in Multiple Programs	Excel – subrecipient		
9В	Sample Payroll Positions – Segregating Transit Salaries for Transit Systems	Excel – subrecipient		
10	Transit Operating Reserve Policy Certification	Word – Application		
11	Glossary of Terms and Acronyms	Word – FTA terms		
12	Modified Total Indirect Cost Worksheet 2020 (Excel)	Excel – subrecipient		
13	FTA Incidental Use Form	Word – subrecipient		



Questions and Answers

- Questions
- General discussion on FMO Policy Manual content
- Other Questions



Thank you

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