



TOWN OF APPLE VALLEY

TOWN COUNCIL STAFF REPORT

To: Honorable Mayor and Town Council **Date:** April 24, 2018

From: Kofi Antobam, Director of Finance **Item No:** 4
Finance Department

Subject: ADOPT RESOLUTION NO. 2018-13, A RESOLUTION OF THE TOWN
COUNCIL OF THE TOWN OF APPLE VALLEY, CALIFORNIA,
ADOPTING A GRANT MANAGEMENT POLICY

T.M. Approval: _____ **Budgeted Item:** Yes No N/A

RECOMMENDED ACTION:

That Town Council adopt Resolution 2018-13 approving a Grant Management Policy.

BACKGROUND:

Grants are a significant source of revenue for the Town and are provided by Federal, State and other agencies or private foundations/organizations for specific purposes. The Town uses grants to support various programs and services, and capital improvement projects. Often grants come with requirements that apply to operations, compliance, sub-recipient monitoring and reporting. Typically, there are negative consequences for failing to meet these requirements, such as the need to return funds to the grantor. Likewise, a grant may result in a program that continues, or an asset that must be maintained, well beyond the expiration of the grant.

The Office of Management and Budget (OMB) implemented Title 2 U.S. Code of Federal Regulations Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards (Uniform Guidance) for all federal awards, which among other things, requires the adoption of a Grant Management Policy by entities receiving federal grants.

The purpose of this policy is to set forth an overall framework for guiding the Town's application, use and management of grant resources and to be in compliance with the Uniform Guidance.

FISCAL IMPACT:

There is no fiscal impact resulting from adoption of the Grant Management Policy.

ATTACHMENTS:

- 1) Resolution No. 2018-13
- 2) Exhibit A - Town of Apple Valley Grant Management Policy
- 3) Exhibit B - Grant Information Form

RESOLUTION NO. 2018-13

A RESOLUTION OF THE TOWN COUNCIL OF THE TOWN OF APPLE VALLEY, CALIFORNIA, ADOPTING A GRANT MANAGEMENT POLICY

WHEREAS, it is fiscally responsible to adopt policies to guide long-term planning of resources; and

WHEREAS, the Town Council sets the Town's fiscal priorities annually in the form of an adopted budget; and

WHEREAS, the Town Council recognizes that many grant funding opportunities come with hidden costs not always disclosed in the grant advertisement; and

WHEREAS, the Town Council desires to maintain its control over the Town's fiscal priorities by formalizing the grant request, award, and administration process and requiring full disclosure of anticipated grant costs and benefits; and

WHEREAS, the Town Council desires to adopt a Policy for grant management in accordance with Title 2 U.S. Code of Federal Regulations Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards.

NOW THEREFORE, BE IT RESOLVED, by the Town Council of the Town of Apple Valley, that the Grant Management Policy incorporated herein as Exhibit A is hereby approved by the Town Council.

APPROVED and **ADOPTED** by the Town Council of the Town of Apple Valley this 24th day of April 2018.

Art Bishop, Mayor

ATTEST:

La Vonda M-Pearson, Town Clerk

EXHIBIT A



Town of Apple Valley Grant Management Policy

GRANT ADMINISTRATION

The Town of Apple Valley (Town) will aggressively pursue grant funding from federal, state and other sources, consistent with identified Town goals and objectives. Since the Town does not have a centralized grants department; it is the responsibility of each department obtaining a grant to care for and be familiar with all grant documents and requirements. The Town Manager and the Director of Finance or their designee must be notified prior to submission of any grant application. For the purpose of this policy “Program Director” applies to the individual within a given department who will be responsible for the grant.

1. Grant Development, Application, and Approval –

- a. Legislative Approval – The point at which legislative approval is required is determined by the requirements of the grant program. If the grant must be submitted by “an individual authorized by the legislative body”, then Council approval is required prior to submitting the application. If such legislative approval is not specifically required by the written terms of the grant, then the department head may, at his or her discretion, approve grant applications. In this case, a copy of the application shall be sent to the Finance Department. If an award is given, a copy of the agreement shall also be furnished to the Finance Department. Electronic copies are preferable.
- b. Matching Funds – Grants that require local cash matches must be coordinated through the Director of Finance or his/her designee. At a minimum, funds must be identified within the existing budget to provide the match, or a budget adjustment will be required. Depending on the nature of the grant, there may also be some policy implications that will bear discussion. (For example, will the grant establish a level of service that cannot be sustained once the grant funds are depleted?)
- c. Grant Budgets – Most grants require the submission of an expenditure budget. The department head should review this portion of the grant request prior to submission. The Director of Finance or his/her designee will need to be contacted regarding personnel projections.

2. Grant Program Implementation –

- a. Notification and Acceptance of an Award – Official notification of a grant award is typically sent by a funding agency to the Program Director and/or other official designated in the original grant proposal. However, the authorization to actually spend grant funds is derived from the Council through the approval of a grant budget. This is done with the adoption of the Government-wide operating budget, as the grant budget is a component of such or through a budget adjustment.
- b. Establishment of Accounts – The department that obtained the grant will provide the Finance Department with information needed to establish revenue and expense accounts for the project by completing a “Grants Information Form.” Ordinarily, this information will include a copy of a summary of the project and a copy of the full project budget.

Grant Management Policy

- c. Purchasing Guidelines – All other Government purchasing and procurement guidelines apply to the expenditure of grant funds. The use of grant funds does not exempt any purchase from normal purchasing requirements. All typical paperwork and bidding requirements apply. All normal staff approvals apply. When in doubt, the Program Director should contact the Finance Department for further assistance.

3. Financial and Budgetary Compliance –

- a. Monitoring Grant Funds – Departments may use some internal mechanism (such as a spreadsheet) to monitor grant revenues, expenditures and budgetary compliance, however all such financial information will also be maintained in the Town's finance software at some level. The finance software is considered to be Town of Apple Valley's "official" accounting system. Ultimately, the information in this system is what will be audited and used to report to governing bodies, not information obtained from offline spreadsheets. Program Directors are strongly encouraged to use inquiries and reports generated directly from the finance software to aid in grant tracking. If any "off-system" accounting records are maintained, it is the responsibility of the Program Director to ensure that the program's internal records agree to the Town's accounting system.
- b. Fiscal Years – Occasionally, the fiscal year for the granting agency will not coincide with the Town's fiscal year. This may require adjustments to the internal budget accounts and interim financial reports as well as special handling during fiscal year-end close. It is the responsibility of the department head to oversee grant budgets within his/her department and to bring such discrepancies to the attention of the Finance Department at the time the grant accounts are established.
- c. Grant Budgets – When the accounting structure for a grant is designed, it will include the budget that was prepared when the grant application was submitted. The terms of each specific grant will dictate whether any budget transfers between budgeted line items will be permitted. In no case will the Program Director be authorized to exceed the total budget authority provided by the grant.

If grant funds have not been totally expended by fiscal year-end, it is the responsibility of the Program Director to notify the Director of Finance that budget funds need to be carried forward to the new fiscal year, and to confirm the amounts of such carry-forwards. This can be done during the Town's normal annual budgeting process. Carry-forwards of grant funds will be subjected to maximum allowable amounts/percentages based on the grant award agreement and/or the Uniform Guidance compliance supplement.

- d. Capital Assets – Town of Apple Valley is responsible for maintaining an inventory of assets purchased with grant monies. The Town is accountable for them and must make them physically available for inspection during any audit. The Director of Finance or his/her designee must be notified immediately of any sale of these assets.

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Customarily, the proceeds of the sale can only be used on the grant program that purchased them. In most cases, specific governing regulations can be found in the original grant.

The individual department overseeing the grant will coordinate this requirement. All transactions that involve the acquisition or disposal of grant funded fixed assets must be immediately brought to the attention of the Director of Finance or his/her designee.

4. Record Keeping –

- a. Audit Workpapers – The Town’s external auditors audit all grants at the end of each fiscal year. The department who obtained the grant, in consultation with the Finance Department, will prepare the required audit workpapers (if any). These will then need to be sent to the Director of Finance or his/her designee within a reasonable time following year end.
- b. Record Keeping Requirements – Grant record keeping requirements may vary substantially from one granting agency to another. Consequently, a clear understanding of these grant requirements at the beginning of the grant process is vital. The Program Director within a department applying for a grant will maintain copies of all grant draw requests, and approved grant agreements (including budgets).
- c. Single Audit - The Town is subject to the financial and compliance requirements of the Single Audit Act of 1984, which is applicable to all local and state governments expending more than \$750,000 in federal financial assistance during a fiscal year. The Act seeks to: (1) improve the financial management and accountability of state and local governments with respect to federal financial assistance programs, (2) establish uniform requirements for audits of federal grants, (3) promote efficient and effective use of audit resources, and assure that federal departments and agencies rely upon and use audit work performed during a single audit rather than performing the audit work themselves.

Under this Act, federal grants are included under an inclusive single audit program that is incorporated into the Town's annual audit and financial report preparation process. During the audit, tests are made to determine the adequacy of the internal control structure, including that portion related to federal financial assistance programs, as well as to determine that the Town has complied with applicable laws and regulations.

Uniform Guidance Compliance Supplement - General Information

Town Policies. The following financial policies have been separately reviewed and approved by the Town Council. These policies may be incorporated into this document by reference. All of the policies below are applicable to Federal grants where appropriate:

- **Cash Receipts Guidelines, Accounts Payable Guidelines, Purchasing Policy, Bidding Policy, Fixed Asset Policy, Investment Policy, Travel Reimbursement Guidelines.**

Grant Management Policy

Uniform Guidance Compliance Supplement - Activities Allowed/Unallowed and Allowable Costs/Cost Principles

The requirements for allowable costs/cost principles are contained in the Uniform Guidance, program legislation, Federal awarding agency regulations, and the terms and conditions of the award.

In order to ensure compliance with these requirements, Town of Apple Valley has implemented the following policies and procedures:

1. All grant expenditures will be in compliance with the Uniform Guidance, State law, Town Government policy, and the provisions of the grant award agreement will also be considered in determining allowability. Grant funds will only be used for expenditures that is considered reasonable and necessary for the administration of the program.
2. Grant expenditures will be approved by the department head when the bill or invoice is received. The terms and conditions of the Federal Award will be considered when approving. The approval will be evidenced by department head's signature or initials on the bill or invoice. Accounts payable disbursements will not be processed for payment until necessary approval has been obtained.
3. Payroll costs will be documented in accordance with the Uniform Guidance. Specifically, compensation for personal services will be will be handled as set out in §200.430 and compensation for fringe benefits will follow §200.431 of the Uniform Guidance.
4. An indirect cost rate will only be charged to the grant to the extent that it was specifically approved through the grant budget/agreement.
5. It is the Town's policy to follow federal cost principles for federal awards as set forth in OMB Circular No. A-87 "Cost Principles for State, Local, and Indian Tribal Government."

Uniform Guidance Compliance Supplement - Cash Management

Source of Governing Requirements – The requirements for cash management are contained in the Uniform Guidance, program legislation, Federal awarding agency regulations, and the terms and conditions of the award.

In order to ensure compliance with these requirements, Town of Apple Valley has implemented the following policies and procedures:

1. Most of the Town's grants are awarded on a reimbursement basis. As such, program costs will be expended and disbursed prior to requesting reimbursement from the grantor agency. If Federal grant funds are received first, care will be taken to minimize the time elapsing between receipt of Federal funds and disbursement to contractors/employees/subrecipients according to §200.302 (6) of the Uniform Guidance.

Grant Management Policy

2. Cash draws will be initiated by the Program Director or designee who will determine the appropriate draw amount. Documentation of how this amount was determined will be retained. Payments and travel costs will be handled in a manner consistent with the Town's existing Accounts Payable policies and in accordance with §200.305 (payments) and §200.474 (travel costs) of the Uniform Guidance. Also, if program income is received, the Program Director or designee must ensure those funds are expended before any cash draws are made.
3. The physical draw of cash will be processed in the Town's finance software, Tyler EDEN, or through the means prescribed by the grant agreement for other awards.
4. Supporting documentation or a copy of the cash draw paperwork will be filed along with the approved paperwork described above and retained for audit purposes.

Uniform Guidance Compliance Supplement - Eligibility

Source of Governing Requirements – The requirements for eligibility are contained in program legislation, Federal awarding agency regulations, and the terms and conditions of the award.

Additional Policies and Procedures. The following policies and procedures will also be applied, to the extent that they do not conflict with or contradict the existing Town policies listed on page 3:

1. Federal grants will only benefit those individuals and/or groups of participants that are deemed to be eligible.
2. Initial eligibility determinations will be made by the Program Director or designee based on the grant award/contract. Sufficient documentation to support these determinations will be retained and made available to administration, auditors, and pass-through or grantor agencies, upon request. It is the department's responsibility to maintain complete, accurate, and organized records to support eligibility determinations.

Uniform Guidance Compliance Supplement - Equipment and Real Property Management

Source of Governing Requirements – The requirements for equipment are contained in the Uniform Guidance, program legislation, Federal awarding agency regulations, and the terms and conditions of the award.

Additional Policies and Procedures. The following policies and procedures will also be applied, to the extent that they do not conflict with or contradict the existing Council policies listed on page 3:

In order to ensure compliance with these requirements, Town of Apple Valley has implemented the following policies and procedures:

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1. All equipment will be used in the program for which it was acquired or, when appropriate, other Federal programs.
2. When required, purchases of equipment will be pre-approved by the grantor or pass-through agency. The Program Director will be responsible for ensuring that equipment purchases have been previously approved, if required, and will retain evidence of this approval.
3. Property/Equipment records will be maintained, a physical inventory shall be taken every two years, and an appropriate system shall be used to safeguard assets.
4. When assets with a current per unit fair market value of \$5,000 or more are no longer needed for a Federal program, a request for written guidance shall be made from the grantor agency as to what to do with the property/equipment prior to sale or relocation. The Town shall abide with the requirements set out in §200.311 and §200.313 of the Uniform Guidance in this regard. If a sale will take place, proper procedures shall be used to provide for competition to the extent practical and result in the highest possible return.

Uniform Guidance Compliance Supplement - Matching, Level of Effort and Earmarking

Source of Governing Requirements – The requirements for matching are contained in the Uniform Guidance, program legislation, Federal awarding agency regulations, and the terms and conditions of the award. The requirements for level of effort and earmarking are contained in program legislation, Federal awarding agency regulations, and the terms and conditions of the award.

Town of Apple Valley defines “matching”, “level of effort”, and “earmarking” consistent with the definitions of the Uniform Guidance Compliance Supplement:

Matching or cost sharing includes requirements to provide contributions (usually non-Federal) or a specified amount or percentage of match Federal awards. Matching may be in the form of allowable costs incurred or in-kind contributions (including third-party in-kind contributions).

Level of effort includes requirements for (a) a specified level of service to be provided from period to period, (b) a specified level of expenditures from non-Federal or Federal sources for specified activities to be maintained from period to period, and (c) Federal funds to supplement and not supplant non-Federal funding of services.

Earmarking includes requirements that specify the minimum and/or maximum amount of percentage of the program’s funding that must/may be used for specified activities, including funds provided to subrecipients. Earmarking may also be specified in relation to the types of participants covered.

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In order to ensure compliance with these requirements, the Town has implemented the following policies and procedures:

1. Compliance with matching, level of effort, and earmarking requirements will be the responsibility of Program Director.
2. Adequate documentation will be maintained to support compliance with matching, level of effort, and earmarking requirements. Such information will be made available to administration, auditors, and pass-through or grantor agencies, as requested.

Uniform Guidance Compliance Supplement - Period of Performance

Source of Governing Requirements – The requirements for period of performance of Federal funds are contained in the Uniform Guidance, program legislation, Federal awarding agency regulations, and the terms and conditions of the award.

In order to ensure compliance with these requirements, Town of Apple Valley has implemented the following policies and procedures:

1. Costs will be charged to an award only if the obligation was incurred during the funding period (unless pre-approved by the Federal awarding agency or pass-through grantor agency).
2. All obligations will be liquidated no later than 90 days after the end of the funding period (or as specified by program legislation).
3. Compliance with period of performance requirements will initially be assigned to the Program Director. All Accounts Payable disbursements are subject to the review and approval of the Program Director and the Director of Finance or his/her designee as part of the Town's payment process.

Uniform Guidance Compliance Supplement - Procurement, Suspension and Debarment

Source of Governing Requirements – The requirements for procurement are contained in the Uniform Guidance, program legislation, Federal awarding agency regulations, and the terms and conditions of the award.

The requirements for suspension and debarment are contained OMB guidance in 2 CFR part 180, which implements Executive Orders 12549 and 12689, Debarment and Suspension; Federal agency regulations in 2 CFR implementing the OMB guidance; the Uniform Guidance; program legislation; Federal awarding agency regulations; and the terms and conditions of the award.

In order to ensure compliance with these requirements, Town of Apple Valley has implemented the following policies and procedures:

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1. Purchasing and procurement related to Federal grants will be subject to the general policies and procedures of the Town. (See Town Bidding Policy.)
2. Contract files will document the significant history of the procurement, including the rationale for the method of procurement, selection of the contract type, contractor selection or rejection, and the basis of contract price.
3. Procurement will provide for full and open competition.
4. No employee, officer, or agent may participate in the selection, award, or administration of a contract supported by a Federal award if he or she has a real or apparent conflict of interest. Such a conflict of interest would arise when the employee, officer, or agent, any member of his or her immediate family, his or her partner, or an organization which employs or is about to employ any of the parties indicated herein, has a financial or other interest in or a tangible personal benefit from a firm considered for a contract. The officers, employees, and agents can neither solicit nor accept gratuities, favors, or anything of monetary value from contractors or parties to subcontracts. If the financial interest is not substantial or the gift is an unsolicited item of nominal value, no further action will be taken. However, disciplinary actions will be applied for violations of such standards otherwise.
5. The Town will avoid acquisition of unnecessary or duplicative items. Consideration will be given to consolidating or breaking out procurements to obtain a more economical purchase. Where appropriate, an analysis will be made of lease versus purchase alternatives, and any other appropriate analysis to determine the most economical approach. The Town will also analyze other means, as described in §200.318 of the Uniform Guidance, to ensure appropriate and economic acquisitions.
6. The Government is prohibited from contracting with or making subawards under covered transactions to parties that are suspended or debarred or whose principals are suspended or debarred.

“Covered transactions” include those procurement contracts for goods and services awarded under a nonprocurement transaction (i.e., grant or cooperative agreement) that are expected to equal or exceed \$20,000 or meet certain other specified criteria. All nonprocurement transactions (i.e., subawards to subrecipients), irrespective of award amount, are considered covered transactions.
7. Town of Apple Valley will include a suspension/debarment clause in all written contracts in which the vendor/contractor will certify that it is not suspended or debarred. The contract will also contain language requiring the vendor/contractor to notify the Government immediately upon becoming suspended or debarred. This will serve as adequate documentation as long as the contract remains in effect.
8. The Program Director or designee will be responsible for running or requesting from the Finance Department a year-to-date transaction report from the Town’s accounting system. Any vendor with accumulated transactions equaling or exceeding \$20,000 that is not subject to a written contract including a suspension/debarment clause or for which a signed statement or suspension or debarment is not on file will be subject to

Grant Management Policy

additional procedures. The Program Director or designee will check the Excluded Parties List System (EPLS) maintained by the General Services Administration (GSA) for the vendor name. A potential match will be followed-up on immediately. Each vendor searched on EPLS will be initialed on the vendor transaction report and the report will be signed and dated on the first or last page. The vendor transaction report will be retained as evidence of the control.

9. If a vendor is found to be suspended or debarred, the Town will immediately cease to do business with this vendor.
10. Executed contracts and signed quarterly vendor transaction history reports will be retained and filed by the Program Director.

Uniform Guidance Compliance Supplement - Program Income

Source of Governing Requirements – The requirements for program income are found in the Uniform Guidance, program legislation, Federal awarding agency regulations, and the terms and conditions of the award.

In order to ensure compliance with these requirements, Town of Apple Valley has implemented the following policies and procedures:

1. Program income will include (but will not be limited to): income from fees for services performed, the use or rental of real or personal property acquired with grant funds, the sale of commodities or items fabricated under a grant agreement, and payments of principal and interest on loans made with grant funds. It will not include interest on grant funds unless otherwise provided in the Federal awarding agency regulations or terms and conditions of the award.
2. The Town will allow program income to be used in one of three methods:
 - a. Deducted from outlays
 - b. Added to the project budget
 - c. Used to meet matching requirements

Absent specific guidance in the Federal awarding agency regulations or the terms and conditions of the award, program income shall be deducted from program outlays.

3. Program income, when applicable, will be accounted for as a revenue source in the same program code (whether it be division or project in Tyler EDEN) as the Federal grant.

Uniform Guidance Compliance Supplement - Reporting

Source of Governing Requirements – Reporting requirements are contained in the following documents:

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Uniform Guidance, Performance reporting, 2 CFR section 215, Performance reporting, 2 CFR section 215.51, program legislation, ARRA (and the previously listed OMB documents and future additional OMB guidance documents that may be issued), the Transparency Act, implementing requirements in 2 CFR part 170 and the FAR, and previously listed OMB guidance documents, Federal awarding agency regulations, and the terms and conditions of the award.

In order to ensure compliance with these requirements, Town of Apple Valley has implemented the following policies and procedures:

1. Reports will be submitted in the required frequency and within the required deadlines.
2. Reports will be completed using the standard forms (as applicable) and method of delivery (i.e., e-mail, grantor website, postal service, etc.).
3. Regardless of the method of report delivery, a copy of the submitted report will be retained along with any documentation necessary to support the data in the report. The report will evidence the date of submission in order to document compliance with timeliness requirements. This may be done either physically or electronically.
4. Financial reports will always be prepared based on the general ledger using the required basis of accounting (i.e., cash or accrual). In cases where financial data is tracked outside of the accounting system (such as in spreadsheets or paper ledgers), this information will be reconciled to the general ledger prior to report submission.
5. Any report with financial-related data will either be prepared or reviewed by the Program Director and reviewed by the Director of Finance and will have the appropriate review based on specific grant guidelines.
6. Preparation of reports will be the responsibility of Program Director or designee. All reports (whether financial, performance, or special) must be reviewed and approved (as applicable) prior to submission. This will be evidenced by either physical signatures or electronic timestamps of approval.
7. Copies of submitted reports with preparer and reviewer signatures and data will be filed with supporting documentation and any follow-up correspondence from the grantor or pass-through agency. Copies of all such reports will be made available to administration, auditors, and pass-through or grantor agencies, as requested.

Uniform Guidance Compliance Supplement – Subrecipient Monitoring

Source of Governing Requirements – The requirements for subrecipient monitoring are contained in 31 USC 7502(f)(2)(B) (Single Audit Act Amendments of 1996 (Pub. L. No. 104-156)), Uniform Guidance, program legislation, 2 CFR parts 25 and 170, and 48 CFR parts 4, 42, and 52 Federal awarding agency regulations, and the terms and conditions of the award.

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The Town will review and oversee subrecipient activity and obtain a copy of their Single Audit. Other oversight processes and procedures will be established on a case by case basis, dependent on grant requirements and the level of activity of the subrecipient.

Uniform Guidance Compliance Supplement - Special Tests and Provisions

Source of Governing Requirements – The laws, regulations, and the provisions of contract or grant agreements pertaining to the program

Additional Policies and Procedures. The following policies and procedures will also be applied, to the extent that they do not conflict with or contradict the Town policies listed on page 3:

In order to ensure compliance with these requirements, Town of Apple Valley has implemented the following policies and procedures:

1. The Program Director will be assigned the responsibility for identifying compliance requirements for special tests and provisions, determining approved methods for compliance, and retaining any necessary documentation.

Effective Date: April 25, 2018.

EXHIBIT B

**TOWN OF APPLE VALLEY
FEDERAL AND STATE FINANCIAL ASSISTANCE
GRANT INFORMATION FORM**

Federal Grantor: _____

Pass-Through Grantor: _____

Program Title: _____

Grant Identification Number: _____

Federal CFDA Number: _____

Pass-Through Grantor's Number: _____

Program or Award Amount: _____

Term of Grant: _____

Nature and Purpose of Grant: _____

Method of Funding (Reimbursement, Advance, etc): _____

Matching Requirements: _____

Report Distribution (Other Than Cognizant Agency): _____

Fund Number in Town General Ledger: _____

Revenue Account Numbers in General Ledger: _____

Expenditure Account Numbers and Project Numbers in General Ledger: _____

Department Contact: _____
