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Function No. 20000 – General Accounting	TOPIC	Indirect Cost Recovery
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Introduction

Overview

Introduction Agencies and institutions recover indirect cost from grants and contracts by completing a cost allocation plan and/or an indirect cost rate proposal. This topic assists agencies and institutions in meeting the Commonwealth’s indirect cost recovery requirements as set forth in the *Appropriation Act*, Section 4-2.03.a.

This topic is organized into two parts as follows:

Indirect Cost Recovery from Grants and Contracts

- Establishes the policies and procedures for agencies to follow in recovering indirect cost recovery from grants and contracts. The role of the Department of Accounts (DOA), central service agencies, and agencies/institutions is outlined.

Nongeneral, Nonfederal Funded Agencies

- Explains the rationale of full costing statewide indirect cost recovery and the role of DOA and the Department of Planning and Budget (DPB) in both the preparation of the full costing assessment schedule and the resulting Appropriation Act transfers.
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Definitions

Agency Versus Statewide Indirect Costs The following table compares the differences between Agency and Statewide Indirect Costs.

Agency Indirect Costs ...	Statewide Indirect Costs ...
... are incurred by agencies.	... are incurred by central service agencies.
... have administrative costs borne by the agency.	...are calculated in Federal SICAP.
... benefit more than one cost objective.	... are provided to agencies by DOA.

Allocation Plans The *Full-Costing Statewide Indirect Cost Allocation Plan* is compared to the *Federal Statewide Indirect Cost Allocation Plan* as follows:

Plan Type	Preparation	Allocation	Governed	Support	Product
Full Costing	DOA	General Fund cost of central service agencies	NOT governed by Federal guidelines	Determines support to nongeneral, nonfederal programs	Assessment Schedule (Appropriation Act transfers section)
Federal	DOA	General Funds costs of central service agencies	By Federal guidelines <i>2CFR, Part 225 (formerly OMB A-87)</i>	Determines support to Federal programs	Fixed costs by agency or Statewide indirect costs to be used in agency rate calculations

Central Service Agency A state agency rendering various support services to other state agencies in the Commonwealth. These services may or may not be provided with charges to the recipient agency.

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Definitions, Continued

Central Service Cost Allocation Plan Cost allocation plan prepared by DOA and referred to as the *Statewide Indirect Cost Allocation Plan*, (SICAP) that documents, identifies, accumulates, and allocates allowable costs of services provided by central service agencies to benefiting agencies and institutions.

Cognizant Agency Federal agency responsible for reviewing, negotiating, and approving a specific state agency or institution’s cost allocation plan or indirect cost rate proposal.

Example: The Department of Health and Human Services is the cognizant agency for all state central service cost allocation plans.

The federal Office of Management and Budget (OMB) publishes a list of all cognizant agencies which can be obtained by contacting:

Office of Federal Financial Management
 Financial Standards and Reporting Branch
 Office of Management and Budget
 Washington, DC 20503
 Telephone 202-395-3993.

Direct Versus Indirect Costs

Direct Costs

Expenditures identified to a final (or singular) cost objective.

Indirect Costs

- Expenditures incurred for a joint purpose that benefit more than one cost objective.
- Expenditures are divided between Agency and Statewide.

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Definitions, Continued

Indirect Cost Recoveries Funds received for indirect costs that are reimbursed or "recovered" from grants. Indirect cost recoveries are identified as either agency or statewide.

*2CFR, Part 225
(formerly OMB
Circular A-87)*

Cost Principles for State and Local Governments

- Published by Federal Office of Management and Budget.
 - Establishes the principles and standards for determining costs for Federal awards carried out through grants, cost reimbursement contracts, and other agreements with State and local governments and federally-recognized Indian tribal governments (governmental units).
-

*2CFR, Part 220
(formerly OMB
Circular A-21)*

Cost Principles for Educational Institutions

- Published by Federal Office of Management and Budget.
 - Establishes the principles for determining costs applicable to grants, contracts, and other agreements with educational institutions.
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Indirect Cost Recovery From Grants and Contracts

Policy

Policy

These policies apply to all State agencies and institutions planning to accept or currently administering a grant or contract.

The *Appropriation Act*, Section 4-2.03.a., Indirect Cost, states:

“Each state agency, including institutions of higher education, which accepts a grant or contract, shall recover full statewide and agency indirect costs unless prohibited by the grantor agency or exempted by provisions of this act.”

Responsibility

Introduction

Responsibility and/or functions performed by

- DOA,
- Central Service Agencies, and
- Agencies & Institutions Administering Grants or Contracts

are as follows:

DOA

The State Comptroller is authorized in the *Appropriation Act* to issue regulations to carry out the provisions related to indirect cost recovery, including the establishment of criteria to certify that agencies are in compliance with these provisions.

In support of indirect cost recovery, the DOA will perform the following functions:

1. Maintain a technical understanding of indirect cost allocation plans and indirect cost rate proposals.
 2. Prepare and negotiate the federal Statewide Indirect Cost Allocation Plan (SICAP) with the federal Department of Health and Human Services (DHHS).
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3. Notify agencies and institutions of their allocation of costs in the federal SICAP once approved by DHHS.
 4. Review and monitor indirect cost recoveries recorded in CARS to ensure accurate and timely reporting of indirect cost recoveries.
 5. Prepare year end adjusting entries to remove the duplicate recording of revenue for purposes of financial statement preparation (agency only).
 6. Provide agency assistance in the development and negotiation of indirect cost allocation plans and indirect cost rate proposals.

Central Service Agencies

All **central service agencies** or other agencies submitting data for inclusion in the statewide indirect cost allocation plan will perform the following functions:

1. Provide the required data to DOA in a timely manner, accompanied by the standard SICAP certification form signed by the agency head or his or her designee attesting to the integrity of the data;
2. Maintain work papers supporting the data provided to DOA for a period of three years commencing with the submission of said data to DOA; and
3. Make available all related work papers upon request to DOA, Auditor of Public Accounts or federal reviewers.

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Agencies & Institutions Administering Grants or Contracts

State agencies and institutions will perform the following functions:

1. Prepare indirect cost allocation plans or indirect cost rate proposals in accordance with federal cost principles.
2. Maintain working papers supporting the development of timely indirect cost rate proposals or cost allocation plans, and make these working papers available to the Auditor of Public Accounts and DOA's staff for review upon request.
3. Record indirect cost recoveries and all related transfer entries if appropriate (agencies only), at least on a quarterly basis, to the appropriate fund and revenue source code according to accounting procedures established by DOA (See Recording Indirect Cost Recoveries in CARS below).
4. Ensure that adequate information is available to monitor indirect cost recovery efforts.
5. Complete the Indirect Cost Recovery Reconciliation Attachments included with the Fiscal Year Closing Procedures (agencies only).
6. Maintain and make available for review upon request a listing of all grants and contracts.
7. *Only Tier III are required to provide the following by institution number to DOA by the end of July for each fiscal year:*

- *Total expenditures for fiscal year to date for all funds and personal service cost expenditures in object code 11xx.*
- *Net Revenue by fund for the fiscal year to date recorded in revenue source code 09071, Recovery of Statewide Indirect Cost Grant/Contract Administration, 09076, Recovery of Statewide Indirect Cost Grant/Contract Administration – ARRA, 09077, Recovery of Agency Indirect Cost Grant/Contract Administration – ARRA, and 09073, Recovery of Higher Education Institution Indirect Cost Grant/Contract Administration.*
- *Listing of expenditures, where the payment has been made to other state agencies/institutions. Include in the listing the fiscal month the expenditure was recorded, your institution's number, the transaction amount, fund/fund detail, program/subprogram, revenue source code, object code, and agency/institution name that the payment was made to.*

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Procedures

Indirect Cost Rate Proposal or Cost Allocation Plan

Agencies or institutions planning to accept or currently administering a federally funded grant or contract—including those agencies and institutions supported entirely from nongeneral fund appropriations— must prepare and submit to its federal cognizant agency an indirect cost rate proposal or cost allocation plan in accordance with federal requirements. This is done either annually or as required by the cognizant agency.

According to the federal Office of Management and Budget (OMB), if sub-recipients of federal grants do not have a federal cognizant agency, State grantor agencies are responsible for reviewing and approving rates used to reimburse sub-recipients' indirect costs.

The proposed indirect cost rate established in the indirect cost rate proposal or the amounts included based on a cost allocation plan must include full statewide and agency indirect costs as allowed by federal cost principles (*2CFR, Part 225 and Part 220, formerly OMB A-87 or A-21*).

Agencies and institutions must apply the indirect cost rate, which is negotiated between the State agency and its federal cognizant agency, to all grants and contracts unless prohibited by the grantor or exempted by DOA. (See *General Exemption Section*.)

Central Service Agencies & Internal Service Funds

The costs associated with central service agencies may be charged to federal grants as either a direct or indirect cost. If a central service cost is direct billed to a benefiting agency, the same or like costs cannot be allocated indirectly in the SICAP.

The federal SICAP allocates allowable indirect central service costs according to *2CFR, Part 225 (formerly OMB Circular A-87)*. Unallowable costs identified in *2CFR, Part 225 (formerly OMB Circular A-87)* are not to be allocated in the federal SICAP or included in the calculation of direct billing rates.

The SICAP will include all central service costs claimed either as billed or allocated costs under federal awards with the required documentation as stated below. Costs of central services omitted from the plan will not be reimbursed.

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Central Service Agencies' Required Documentation | Central service agencies are required by federal *2CFR, Part 225 (formerly OMB Circular A-87, revised 5/04 and re-published 8/05)*, to submit to DOA for inclusion in the federal SICAP the following detailed documentation:

Internal Service Funds (budget of \$5 million or more)	<ol style="list-style-type: none"> 1. Description of the service 2. Fund balance sheet 3. Revenue/expenditures statement, with revenues by source 4. List of nonoperating transfers 5. Description of billing procedures (methodology) used to charge costs to users 6. Schedule of current rates 7. Schedule comparing full revenues (including imputed revenues) by service to the allowable costs 8. Explanation of how variances between revenue and expenses will be handled 9. Documentation that revenue reported includes all revenues generated by the service including unbilled and uncollected revenue 10. Expenses reported by cost category 11. Amount of working capital reserve if any
Self Insurance Funds	<ol style="list-style-type: none"> 1. Fund balance sheet 2. Statement showing fund income and fund outlays, including a summary of billings and claims paid by agency 3. Listing of all non-operating transfers into and out of the fund 4. The types of risks covered by the fund 5. An explanation of how the level of fund contributions are determined, and actuarial report 6. Description of procedures used to charge or allocate fund contributions to benefiting activities 7. Explanation of reserve levels in excess of claims paid, submitted but not adjudicated, and incurred but not submitted
Fringe Benefits	<ol style="list-style-type: none"> 1. Listing of fringe benefits provided 2. Overall annual cost of each benefit 3. Current fringe benefit policies 4. Procedures used to charge or allocate the costs to benefiting activities

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Pension and Post-Retirement Health Benefit Costs	<ol style="list-style-type: none"> 1. Funding policies 2. Pension plan's costs accrued for a year 3. Amount funded, and dates of funding 4. Copy of actuarial report 5. Plan trustee's report 6. Schedule showing the value of the interest cost associated with any late funding
Other Billed Central Service Activity Not Identified Above	The same documentation as required for Internal Service Funds is to be completed and maintained. But, it is not required to be submitted to DOA unless specifically requested to do so by DOA, APA or federal reviewers.

Over/Under Recoveries of Internal Service Funds Adjustments are required to be made for the over/under recoveries of Internal Service Funds. These adjustments can be made through the yearly federal SICAP in those instances where the over/under recovery does not exceed \$500,000.

Amounts that are not adjusted through the annual SICAP will be adjusted in the following manner subject to federal approval:

- cash repayment to the federal government
- credits to the amounts charged to the individual programs, or
- credit adjustment to future billing rates

DOA will notify central service agencies of the following:

- a) any over/under recoveries that are not adjusted through the SICAP
- b) any cost allocated to these internal service fund cost pools in the SICAP (cross allocations) that are not allocated to benefiting agencies. These costs allocated to the internal service funds in the SICAP are internal service fund costs and may be included in the calculation of the amount of over/under recovery.

Central Service agencies that manage internal service funds where an adjustment is necessary, will notify DOA as to the method and timeframe of repayment. DOA will coordinate any required adjustment with DHHS.

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Recording Indirect Cost Recoveries in CARS: Agencies Only

Overview All indirect cost recoveries from federal grants and contracts received by agencies are subject to the following procedures.

Statewide Indirect Cost Recoveries

The following procedures apply to Statewide Indirect Cost Recoveries.

Step	Action
1	Deposit Indirect Cost Drawdown in CARS.
2	Prepare a Deposit Certificate (DC) or Deposit ticket (DT) to deposit the drawdown.
3	Record the drawdown in the federal fund 1000 (<i>for Non-Stimulus (ARRA) funds</i>) using transaction code (TC) 001 (Debit cash/Credit revenue), batch type 7, and revenue source code 09071 <i>for Non-Stimulus (ARRA) funds</i> . Record the drawdown in the federal funds 1382, <i>Statewide Original IDC Rate – ARRA</i> or 1383, <i>Statewide Re-negotiated IDC Rate – ARRA</i> using (TC) 001 (Debit cash/Credit revenue), batch type 7 and revenue source code 09076 <i>for Stimulus (ARRA) funds</i> . The original IDC rate would be the IDC rate approved by the agency's federal cognizant agency prior to any ARRA funds receipt. The Re-negotiated IDC rate would be the IDC rate to be used if the agency re-negotiates the IDC rate as a result of receipt of ARRA funds to gain a higher recovery of costs associated with ARRA.
4	Transfer immediately the drawdown to either the general fund 0100 or special fund 0280 using the criteria and procedures as follows:

IF THE STATEWIDE INDIRECT COST IS NOT APPROPRIATED TO THE AGENCY ...

Step	Action
1	Prepare an Agency Transaction Voucher.
2	Use (ATV) TC 380 (Debit expenditures/Credit cash) to record expenditures in the federal fund 1000 <i>for Non-Stimulus (ARRA) and the federal funds 1382 or 1383 for Stimulus – (ARRA)</i> with subobject code 1481 (Statewide Indirect Recoveries) and the applicable program/subprogram(s).
3	Use TC 136 (Debit cash/Credit revenue) to record the revenue in the general fund 0100 with revenue source code 09071 <i>for Non-Stimulus (ARRA) or 09076 for Stimulus – (ARRA)</i> .
4	Use BATCH TYPE 6 to process in CARS.

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IF THE STATEWIDE INDIRECT COST IS APPROPRIATED TO THE AGENCY (As Approved in the *Appropriation Act*) ...

Step	Action
1	Prepare an Agency Transaction Voucher.
2	Use (ATV) TC 380 (Debit expenditures/Credit cash) to record expenditures in the federal fund 1000 <i>for Non-Stimulus (ARRA) and the federal funds 1382 or 1383 for Stimulus – (ARRA)</i> with subobject code 1481 (Statewide Indirect Recoveries) and the applicable program/subprogram(s).
3	Use TC 136 (Debit cash/Credit revenue) to record the revenue in the special fund 0280 with revenue source code <i>09071 for Non-Stimulus (ARRA) or 09076 for Stimulus – (ARRA)</i> .
4	Use BATCH TYPE 6 to process in CARS.

Agency Indirect Cost Recoveries

The following procedure applies to Agency Indirect Cost Recoveries

Step	Action
1	Prepare a DC or DT to deposit the drawdown.
2	Record the drawdown in the federal fund 1000 <i>for Non-Stimulus (ARRA) and 1380, Agency Original IDC Rate (ARRA) or 1381, Agency Re-negotiated IDC Rate (ARRA) for Stimulus – (ARRA)</i> using TC 001 (Debit cash/Credit revenue), batch type 7, and revenue source code 09070 <i>for Non-Stimulus (ARRA) or 09077 for Stimulus – (ARRA)</i> . <i>The original IDC rate would be the IDC rate approved by your federal cognizant agency prior to any ARRA funds receipt. The Re-negotiated IDC rate would be the IDC rate to be used if you re-negotiate your IDC rate as a result of receipt of ARRA funds to gain a higher recovery of costs associated with ARRA.</i>
3	Prepare immediately an ATV to transfer the drawdown to special fund 0280.
4	Use TC 380 (Debit expenditures/Credit cash), to record expenditures in the federal fund 1000 <i>for Non-Stimulus (ARRA) and 1380 or 1381 for Stimulus – (ARRA)</i> with subobject code 1482 (Agency Indirect Cost Recoveries)* and the applicable program/subprogram(s).
5	Use TC 136 (Debit cash/Credit revenue) to record the revenue in special fund 0280 with revenue source code <i>09070 for Non-Stimulus (ARRA) or 09077 for Stimulus - (ARRA)</i> .
6	Batch ATV transactions as a batch type 6.

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Procedures for Recording Statewide Indirect Cost Recoveries

Statewide Unappropriated

	Action by Agency	Doc	Trans Code	Batch Type	General Fund 0100	Special Fund 0280	Federal Fund 1000 for Non-Stimulus (ARRA) 1382 for Stimulus (ARRA) Original IDC Rate 1383 for Stimulus (ARRA) Re-negotiated IDC Rate
1	DRAWDOWN (Based on cost allocation plan or rate)	DC DT	001	7			Debit Cash - GLA 101 Credit Revenue - GLA 961 (Revenue Source Code 09071 for Non-Stimulus (ARRA) or 09076 for Stimulus (ARRA))
2	REPORTING TO GRANT	ATV	380	6			Debit Expenditures - GLA 901* (Subject Code 1481) Credit Cash - GLA 101
		ATV	136	6	Debit Cash - GLA 101 Credit Revenue - GLA 961 (Revenue Source Code 09071 for Non-Stimulus (ARRA) or 09076 for Stimulus (ARRA))		

Statewide Appropriated

	Action by Agency	Doc	Trans Code	Batch Type	General Fund 0100	Special Fund 0280	Federal Fund 1000 for Non-Stimulus (ARRA) 1382 for Stimulus (ARRA) Original IDC Rate 1383 for Stimulus (ARRA) Re-negotiated IDC Rate
1	DRAWDOWN (Based on cost allocation plan or rate)	DC DT	001	7			Debit Cash - GLA 101 Credit Revenue - GLA 961 (Revenue Source Code 09071 for Non-Stimulus (ARRA) or 09076 for Stimulus (ARRA))
2	REPORTING TO GRANT	ATV	380	6			Debit Expenditures - GLA 901* (Subject Code 1481) Credit Cash - GLA 101
		ATV	136	6	Debit Cash - GLA 101 Credit Revenue - GLA 961 (Revenue Source Code 09071 for Non-Stimulus (ARRA) or 09076 for Stimulus (ARRA))		
3	APPROPRIATION (Submit Form 27 to DPB budget analyst for appropriation of amount of revenue recorded in Fund 0280.)	Form 27	034	8			
4	RECORD ACTUAL EXPENDITURES (When appropriation is received from DPB, code and record expenditures as "regular," "subject codes," e.g., salaries, services, etc., in fund 0280.)						

* To make this entry you must have received an appropriation from DPB in Fund 1000 for Non-Stimulus (ARRA) or 1380 / 1381 for Stimulus (ARRA).

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Procedures for Recording Agency Indirect Cost Recoveries

	Action by Agency	Doc	Trans Code	Batch Type	General Fund 0100	Special Fund 0280	Federal Fund 1000 for Non-Stimulus (ARRA) 1380 for Stimulus (ARRA) Original IDC Rate 1381 for Stimulus (ARRA) Re-negotiated IDC Rate
1	DRAWDOWN (Based on cost allocation plan or rate)	DC DT	001	7			Debit Cash - GLA 101 Credit Revenue - GLA 961 (Revenue Source Code 09070 for Non-Stimulus (ARRA) or 09077 for Stimulus (ARRA))
2	REPORTING TO GRANT	ATV	380	6			Debit Expenditures - GLA 901* (Subobject Code 1482) Credit Cash - GLA 101
3	APPROPRIATION (Submit Form 27 to DPB budget analyst for appropriation of amount of revenue recorded in Fund 0280.)	ATV	136	6		Debit Cash - GLA 101 Credit Revenue - GLA 961 (Revenue Source Code 09070 for Non-Stimulus (ARRA) or 09077 for Stimulus (ARRA))	
4	RECORD ACTUAL EXPENDITURES (When appropriation is received from DPB, code and record expenditures as "regular," subobject codes, e.g., salaries, services, etc., in fund 0280.)	Form 27	034	8		Debit Surplus Appropriation - GLA 901 Credit Appropriation - GLA 900	
						Debit Expenditures - GLA 901 Credit Cash - GLA 101	

* To make this entry you must have received an appropriation from DPB in Fund 1000 for Non-Stimulus (ARRA) or 1380 / 1381 for Stimulus (ARRA).

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Recording Indirect Cost Recoveries in CARS: Agencies Only, Continued

Accountability These procedures provide complete accountability for indirect cost recovery and the basis for documenting the indirect cost expense in the federal fund—resulting in indirect cost recovery revenue being double recorded in CARS.

Agencies must recognize this and ensure the total of indirect cost recovery revenue in both the **general fund 0100** and **special fund 0280** (revenue source code 09071 for *Non-Stimulus (ARRA)*/09076 for *Stimulus – (ARRA)* and 09070 for *Non-Stimulus (ARRA)*/09077 for *Stimulus – (ARRA)*, respectively) is equal to the indirect cost recovery revenue recorded in the **federal fund 1000** for *Non-Stimulus (ARRA)* or 1380 / 1381 for *agency Stimulus – (ARRA)* or 1382 / 1383 for *Statewide Stimulus – (ARRA)*. Any difference should represent revenue in the federal fund pending transfer. DOA will eliminate this duplication for financial reporting purposes.

Appropriation Appropriations to support the expenditures in the **federal funds 1000, 1380, 1381, 1382, 1383,** and **special fund 0280** must be obtained from the Department of Planning and Budget (DPB) by submitting a Form 27. When the appropriation is received for the special fund, actual expenditures should be recorded in the "regular" subobject codes (e.g., salaries, services, etc.) in **fund 0280.**

Questions regarding the procedures for obtaining the proper *appropriation* for indirect cost should be addressed by each agency to its DPB budget analyst.

To enhance accounting control of these transactions, the recoveries can be recorded by grant or program by using the cost code or project code structure available in CARS.

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Recording Indirect Cost Recoveries in CARS: Institutions of Higher Education

Appropriation

According to the *Appropriation Act*, Section 4-2.03c, indirect cost recoveries for all institutions of higher education shall be appropriated according to the following provisions:

- a. Seventy percent shall be retained by the institutions as an appropriation of funds by the General Assembly for the conduct and enhancement of research and research-related requirements. This portion of the indirect cost recoveries shall be recorded in **fund/fund detail 0303, Program 110**.
- b. Thirty percent shall be transferred to the education and general revenues of the institutions. This portion of the indirect cost recoveries shall be recorded in **fund/fund detail 0300, Program 100**.
- c. Institutions of higher education may retain 100 percent of the indirect cost recoveries related to research grants and contract levels in excess of levels authorized in Part 1 of the *Appropriation Act*. This provision is included as an additional incentive for increasing externally funded research activities. This portion of the indirect cost recoveries shall be recorded in **fund/fund detail 0316, Program 110**. Please consult future *Appropriation Acts* for continuation of this provision.

Note: Any indirect cost recoveries associated with Stimulus (ARRA) must be recorded in the following fund details to maintain the transparency of the data:

Fund 1390 – Agency Original Indirect Cost Rate (ARRA)

Fund 1391 – Agency Re-negotiated Indirect Cost Rate (ARRA)

Fund 1392 – Statewide Original Indirect Cost Rate (ARRA)

Fund 1393 – Statewide Re-negotiated Indirect Cost Rate (ARRA).

The original IDC (Indirect Cost) rate would be the IDC rate approved by the institution's federal cognizant agency prior to any ARRA funds receipt. The Re-negotiated IDC rate would be the IDC rate to be used if the institution re-negotiates the IDC rate as a result of receipt of ARRA funds to gain a higher recovery of costs associated with ARRA.

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Recording Indirect Cost Recoveries in CARS: Institutions of Higher Education, Continued

Recording Revenue

All indirect cost recoveries received by institutions of higher education must be recorded in the following manner:

All **statewide** indirect cost recoveries must be recorded into the Higher Education Operating Fund using revenue source code 09071 *for Non-Stimulus (ARRA) or 09076 for Stimulus – (ARRA)*. If an institution cannot record statewide indirect cost recoveries separately from institution indirect cost recoveries as the funds are received, an adjustment must be made each quarter in order to properly reflect the statewide portion of the indirect cost recovery.

All **higher education institution** indirect cost recoveries must be recorded into the Higher Education Operating Fund using revenue source code 09073 *for Non-Stimulus (ARRA) or 09077 for Stimulus – (ARRA)*.

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Recording Indirect Cost Recoveries in CARS: Institutions of Higher Education, Continued

The recording of statewide and institution recoveries into the Higher Education Operating Fund is for information purposes only and is not intended to conflict with the provisions of the *Appropriation Act* regarding the use of the funds by higher education institutions.

Note: Revenue source code, 09074, *Administrative Allocation for Student Scholarships and Loans* was established to record the deposit of overhead and **administrative allowances** received from loan, scholarship, and work programs such as PELL, SEOG, and federal work study. This revenue source code is used only to record administrative allowances received from various financial aid programs.

General Exemption

Hardship If an agency or institution believes that adherence to these procedures would create an undue hardship because of extraordinary circumstances or conditions—such as the cost to develop an agency indirect cost proposal exceeds anticipated recoveries—the agency head may request the State Comptroller to amend or modify the requirements.

Written Request The written request shall include an explanation of the circumstances or conditions and the exact nature of the proposed modification. In turn, the State Comptroller shall provide written notification of any approved request or in the event approval cannot be accommodated, the reasons why.

Exemption Timeframe All exemptions or modifications to the indirect cost requirements approved by DOA will be granted only for a one-year timeframe, since an agency's/institution's situation could change significantly from year to year. Agencies/institutions will be required to submit written requests annually as needed. This will allow for DOA to properly review compliance with the provisions of indirect cost recovery as outlined in the *Appropriation Act*.

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**SPECIFIC INSTRUCTIONS:
INSTITUTIONS OF HIGHER EDUCATION ONLY**

Waiver

The requirement to apply a negotiated indirect cost rate to a specific grant or contract may be waived or the rate limited by the President of the institution or his designee if the grant or contract is judged to be of exceptional academic merit. Or, the inclusion of indirect cost recoveries would result in the potential grantee's proposal not being cost competitive. All exemptions or rate reductions should be reviewed and approved annually by the President of the institution or his designee.

Internal Control

Internal Control

Agencies and institutions that accept grants and contracts should implement internal control procedures to assure the following:

- Unallowable costs have not been charged to federal awards either directly or indirectly.
 - The agency organizational structure has been reviewed to determine the appropriate proposal methodology.
 - An indirect cost rate proposal or cost allocation plan has been prepared according to requirements set forth in *2CFR, Part 225, (formerly OMB Circular A-87), Cost Principles for State and Local Governments*, or *2CFR, Part 220, (formerly OMB Circular A-21), Cost Principles for Educational Institutions*.
 - The completed indirect cost rate proposal or cost allocation plan has been submitted, negotiated and approved by the cognizant agency in a timely manner.
 - The approved indirect cost rate or amount has been applied against grant awards.
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Internal Control, Continued

- The indirect cost recoveries and transfer entries have been recorded in the Commonwealth's Accounting and Reporting System (CARS) correctly and in a timely manner.
 - The work papers to support the development and application of indirect cost proposals and/or cost allocation plans and the recovery of indirect costs have been retained.
 - Documentation is maintained concerning the restriction or prohibition of indirect cost recovery from grants and contracts.
-



Records Retention

Records Retention

- Maintain indirect cost rate proposals or cost allocation plans, financial records, and support for three years beginning at the close of the fiscal year covered by the rate/plan.
 - If undergoing audits, claims or litigation retain documentation until completion.
 - Destruction of records should occur in accordance with policies and procedures from the Library of VA.
 - References for recordkeeping requirements can be found in:
 - OMB Circular A-102, Uniform Administrative Requirements for Grants-in-Aid to State and Local Governments
 - 2CFR, Part 215 (formerly OMB Circular A-110), Uniform Administrative Requirements for Grants and Agreements with Institutions of Higher Education, Hospitals and Other Non-Profit Organizations.
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DOA Contact

DOA Contact Indirect Cost Coordinator
 Financial Reporting
 (804) 225-3804
 penny.williams@doa.virginia.gov

Subject Cross References

**Subject Cross
 References** CAPP Topic No. 20205, *Deposits
 Appropriation Act* Section 4-2.03

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Indirect Cost Recovery From Nongeneral, Nonfederal Funded Agencies

Policy

Policy The policies set forth below on indirect cost recovery apply to all state agencies and institutions (**except institutions of higher education**) funded in whole or in part by nongeneral, nonfederal funds, including user fees charged to the general public, but not to other state agencies.

Responsibility

Introduction Responsibility and/or functions performed by

- Department of Accounts (DOA),
- Department of Planning and Budget (DPB),
- Central Service Agencies, and
- Agencies and Institutions (except Higher Education)

are as follows:

DOA

- In support of indirect cost recovery, DOA will provide the following functions:
- Maintain a technical understanding of full-costing methods.
- Prepare the full costing indirect cost allocation plan (SICAP).
- Send copies of the Full Costing Assessment Schedule to the appropriate personnel at DPB in a timely manner.

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Responsibility, Continued

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- Distribute copies of the proposed assessments to agencies after DPB reviews and makes adjustments.
 - Provide agencies upon request, an explanation of the methodology used in developing the full-costing SICAP.
 - Transfer to the General fund of the State Treasury prior to fiscal year end, the assessed indirect cost recovery amounts included in the Appropriation Act Section Three, that represent the General fund support provided to an agency's nongeneral, nonfederal fund.
 - Provide assistance upon written request, to an agency or institution in developing operating budgets and user fees, when applicable, that accurately reflect the full cost of delivering a prescribed service or product.
-

DPB

In support of indirect cost recovery, DPB will provide the following functions:

- Review the Full Costing Assessment Schedule prepared by DOA taking into consideration operational, budgetary, or other extenuating circumstances that could affect an agency's ability to pay these indirect costs.
- Notify DOA in writing in a timely manner of any and all exemptions and adjustments to the Assessment Schedule, so that DOA can distribute the Final Assessment Schedule to the affected agencies within established timeframes.
- Determine the final assessment to be included in the *Appropriation Act*.

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Responsibility, Continued

Central Service Agencies All central service agencies or other agencies submitting data for inclusion in the full costing indirect cost allocation plan will perform the following functions:

- Provide required data to DOA in a timely manner, accompanied by the standard SICAP certification form signed by the agency head or his or her designee attesting to the integrity of the data.
- Maintain work papers supporting data provided to DOA for a period of three years commencing with the submission of data to DOA.
- Make available all related work papers upon request to DOA and Auditor of Public Accounts.

Agencies & Institutions

Agencies and institutions, **except institutions of higher education**, must do the following:

- Develop operating budgets and budget requests based on full costs. Full costs must include direct costs, agency indirect costs, and statewide indirect costs. The statewide indirect costs to be used must be from the most recent full-costing SICAP available at the time of the development of the budget.
 - When applicable, maintain complete working papers supporting the development of user fees based on full-costing methods.
 - Reimburse the General Fund as directed in Section 3-1.01 of the *Appropriation Act*, for central service agency General Fund support associated with nongeneral, nonfederal fund activity.
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Procedures

Full Costing Indirect Cost Allocation Plan

DOA will prepare annually a full-costing Statewide Indirect Cost Allocation Plan (SICAP) that reflects all costs incurred by the General Fund on behalf of state agencies and institutions as recorded in the Commonwealth Accounting and Reporting System (CARS).

The full costing plan differs from the federal SICAP by its inclusion of certain General fund expenditures that are unallowable in the federal plan. Such items include but are not limited to General fund expenditures for Legislative Services, Executive Services, Taxation, and Banking Services.

The full costing SICAP will provide the base amount of statewide indirect costs associated with the nongeneral, nonfederal activity of an agency for the most recently completed fiscal year.

Assessment Schedule

The costs allocated in the SICAP computation are transferred to the Assessment Schedule. The Assessment Schedule computes the “Potential General Fund Support” that is provided to an agency’s nongeneral, nonfederal funds. The Potential General Fund Support is a fair representation of the General Fund Support received by a particular nongeneral, nonfederal fund within an agency. This potential support does not take into consideration operational, budgetary, or other extenuating circumstances that could affect the agency’s ability to pay these indirect costs.

The process to determine the Potential General Fund Support is outlined below:

Stage	Description
1	The Costing Allocations total allocated from the SICAP is <u>multiplied</u> by the percent of non-general expenditures to total expenditures for each agency/fund. The result is the Prorated General Fund Support .
2	The Prorated General Fund Support amounts are adjusted for any interest income received in the General fund for the particular nongeneral fund cash balances maintained by the agencies during the year.
3	The Prorated General Fund Support is adjusted by DPB for any unusual or extraordinary items or exemptions.

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Procedures, Continued

Exemptions and Adjustments

DPB is responsible for granting all exemptions and adjustments to the Potential General Fund Support on the Assessment Schedule. DOA will make adjustments to the SICAP allocation methodology only if a material error is found. No exemptions or adjustments are granted by DOA.

Agency Request for Adjustment

Agencies that believe extenuating circumstances exist and are not reflected in their allocation of statewide indirect costs should contact the assigned DPB analyst. DPB will then evaluate the concern and determine the adjustment, if any, which should be made to the assessment. For example, reimbursement of special revenue fund expenditures by federal funds (e.g., Medicaid payments to mental health facilities) is an extenuating circumstance that may require an adjustment to the statewide indirect cost allocation amounts.

Department of Planning and Budget Evaluation

Prior to development of the Executive Budget proposal and the recommendations for cost recovery transfers detailed in Section 3-1.01 of the *Appropriation Act*, DPB evaluates the impact that transferring statewide indirect cost recoveries to the General fund would have on each affected agency. DPB may determine that the expenditure of program dollars to reimburse the General fund for statewide indirect costs will have a detrimental programmatic affect on an agency. If so, that agency will not be required to reimburse the General fund for statewide indirect costs and the amount recovered will not be shown as a transfer in the *Appropriation Act*.

Transfers

Agencies that are able to recover statewide indirect costs will remit into the General fund the assessed amount of statewide indirect cost through a cash transfer. The State Comptroller each year as required will effect this by the *Appropriation Act*, Section 3-1.00, "Transfers."



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Records Retention

Records Retention

Documentation supporting the agency's recovery of statewide indirect costs associated with nongeneral, nonfederal funds, or the prohibition thereof, must be maintained at the agency for a period of at least three years, or until the completion of a review by the Auditor of Public Accounts, whichever is longer. If undergoing audits, claims or litigation retain documentation until completion.

DOA Contact

DOA Contact Indirect Cost Coordinator
 Financial Reporting
 (804) 225-3804
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Subject Cross References

Subject Cross References CAPP Topic No. 20205, *Deposits*
Appropriation Act Section 3-1.01 and 4-2.03
