

**City of Winston-Salem Allowable Costs and Costs Principles Policy**  
**For Expenditure of ARPA/CSLFRF**

**I. ALLOWABLE COSTS AND COSTS PRINCIPLES POLICY OVERVIEW**

[Title 2 U.S. Code of Federal Regulations Part 200](#), Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards, commonly called Uniform Guidance (UG), specifically Subpart E, defines those items of cost that are allowable, and which are unallowable. The tests of allowability under these principles are: (a) the costs must be reasonable; (b) they must be allocable to eligible projects under the Coronavirus State and Local Fiscal Recovery Funds of H.R. 1319 American Rescue Plan Act of 2021 (ARPA/CSLFRF); (c) they must be given consistent treatment through application of those generally accepted accounting principles appropriate to the circumstances; and (d) they must conform to any limitations or exclusions set forth in these principles or in the ARPA/CSLFRF grant award as to types or amounts of cost items. Unallowable items fall into two categories: expenses which are by their nature unallowable (e.g., alcohol), and unallowable activities (e.g., fund raising).

The City of Winston-Salem shall adhere to all applicable cost principles governing the use of federal grants. This policy addresses the proper classification of both direct and indirect charges to ARPA/CSLFRF funded projects and enacts procedures to ensure that proposed and actual expenditures are consistent with the ARPA/CSLFRF grant award terms and all applicable federal regulations in the UG.

Responsibility for following these guidelines lies with the City Manager or his/her designee(s), who are charged with the administration and financial oversight of the ARPA/CSLFRF. Further, all local government employees and officials who are involved in obligating, administering, expending, or monitoring ARPA/CSLFRF grant funded projects should be well versed with the categories of costs that are generally allowable and unallowable. Questions on the allowability of costs should be directed to the City Manager or his/her designee(s). As questions on allowability of certain costs may require interpretation and judgment, local government personnel are encouraged to ask for assistance in making those determinations.

**II. GENERAL COST ALLOWABILITY CRITERIA**

All costs expended using ARPA/CSLFRF funds must meet the following general criteria:

**1. Be necessary and reasonable for the proper and efficient performance and administration of the grant program.**

A cost must be *necessary* to achieve a project object. When determining whether a cost is necessary, consideration may be given to:

- Whether the cost is needed for the proper and efficient performance of the grant project.
- Whether the cost is identified in the approved project budget or application.
- Whether the cost aligns with identified needs based on results and findings from a needs assessment.

- Whether the cost addresses project goals and objectives and is based on program data.

A cost is *reasonable* if, in its nature and amount, it does not exceed that which would be incurred by a prudent person under the circumstances prevailing at the time the decision to incur the cost was made. For example, reasonable means that sound business practices were followed, and purchases were comparable to market prices. When determining reasonableness of a cost, consideration must be given to:

- Whether the cost is a type generally recognized as ordinary and necessary for the operation of the City of Winston-Salem or the proper and efficient performance of the federal award.
- The restraints or requirements imposed by factors, such as: sound business practices; arm's-length bargaining; federal, state, and other laws and regulations; and terms and conditions of the ARPA/CSLFRF award.
- Market prices for comparable goods or services for the geographic area.
- Whether individuals concerned acted with prudence in the circumstances considering their responsibilities to the City of Winston-Salem, its employees, the public at large, and the federal government.
- Whether the City of Winston-Salem significantly deviates from its established practices and policies regarding the incurrence of costs, which may unjustifiably increase the ARPA/CSLFRF award's cost.

- 2. Be allocable to the ARPA/CSLFRF federal award.** A cost is allocable to the ARPA/CSLFRF award if the goods or services involved are chargeable or assignable to the ARPA/CSLFRF award in accordance with the relative benefit received. This means that the ARPA/CSLFRF grant program derived a benefit in proportion to the funds charged to the program. *For example, if 50 percent of a local government program officer's salary is paid with grant funds, then the local government must document that the program officer spent at least 50 percent of his/her time on the grant program.*

If a cost benefits two or more projects or activities in proportions that can be determined without undue effort or cost, the cost must be allocated to the projects based on the proportional benefit. If a cost benefits two or more projects or activities in proportions that cannot be determined because of the interrelationship of the work involved, then the costs may be allocated or transferred to benefitted projects on any reasonable documented basis. Where the purchase of equipment or other capital asset is specifically authorized by the ARPA/CSLFRF, the costs are assignable to the Federal award regardless of the use that may be made of the equipment or other capital asset involved when no longer needed for the purpose for which it was originally required.

- 3. Be authorized and not prohibited under state or local laws or regulations.**

4. **Conform to any limitations or exclusions set forth in the principles, federal laws, ARPA/CSLFRF award terms, and other governing regulations as to types or amounts of cost items.**
5. **Be consistent with policies, regulations, and procedures that apply uniformly to both the ARPA/CSLFRF federal award and other activities of the City of Winston-Salem.**
6. **Be accorded consistent treatment.** A cost MAY NOT be assigned to a federal award as a direct cost and also be charged to a federal award as an indirect cost. And a cost must be treated consistently for both federal award and non-federal award expenditures.
7. **Be determined in accordance with generally accepted accounting principles (GAAP), unless provided otherwise in the UGG.**
8. **Be net of all applicable credits.** The term “applicable credits” refers to those receipts or reduction of expenditures that operate to offset or reduce expense items allocable to the federal award. Typical examples of such transactions are purchase discounts; rebates or allowances; recoveries or indemnities on losses; and adjustments of overpayments or erroneous charges. To the extent that such credits accruing to and received by the local government related to the federal award, they shall be credited to the ARPA/CSLFRF award, either as a cost reduction or a cash refund, as appropriate and consistent with the award terms.
9. **Be adequately documented.**

### **III. SELECTED ITEMS OF COST**

The UGG examines the allowability of fifty-five (55) specific cost items (commonly referred to as Selected Items of Cost) at 2 CFR § 200.420-.475.

The City Manager or his/her designee(s) responsible for determining cost allowability must be familiar with the Selected Items of Cost. The City of Winston-Salem must follow the applicable regulations when charging these specific expenditures to the ARPA/CSLFRF grant. The City Manager or his/her designee(s) will check costs against the selected items of cost requirements to ensure the cost is allowable and that all process and documentation requirements are followed. In addition, State laws, City of Winston-Salem regulations, and program-specific rules may deem a cost as unallowable, and the City Manager or his/her designee(s) must follow those non-federal rules as well.

Exhibit A identifies and summarizes the Selected Items of Cost.

### **IV. DIRECT AND INDIRECT COSTS**

Allowable and allocable costs must be appropriately classified as direct or indirect charges. It is essential that each item of cost be treated consistently in like circumstances either as a direct or an indirect cost.

*Direct costs* are expenses that are specifically associated with a particular ARPA/CSLFRF-eligible project and that can be directly assigned to such activities relatively easily with a high degree of accuracy. Common examples of direct costs include salary and fringe benefits of personnel directly involved in undertaking an eligible project, equipment and supplies for the project, subcontracted service provider, or other materials consumed or expended in the performance of a grant-eligible project.

*Indirect costs* are (1) costs incurred for a common or joint purpose benefitting more than one ARPA/CSLFRF-eligible project, and (2) not readily assignable to the project specifically benefited, without effort disproportionate to the results achieved. They are expenses that benefit more than one project or even more than one federal grant. Common examples of indirect costs include utilities, local telephone charges, shared office supplies, administrative or secretarial salaries.

For indirect costs, the City of Winston-Salem may charge a 10 percent de minimis rate of modified total direct costs (MTDC). According to UGG Section 200.68 MTDC means all direct salaries and wages, applicable fringe benefits, materials and supplies, services, travel, and up to the first \$25,000 of each subaward (regardless of the period of performance the subawards under the award). MTDC EXCLUDES equipment, capital expenditures, charges for patient care, rental costs, tuition remission, scholarships and fellowships, participant support costs and the portion of each subaward in excess of \$25,000.

## V. SPECIAL PROVISIONS FOR STATE AND LOCAL GOVERNMENTS

There are some special provisions of the UG that apply only to states, local governments, and Indian Tribes. § 200.444 does not apply to expenditures by the City of Winston-Salem in the revenue replacement category or expenditures in other categories for administrative and other general government expenses that are specifically allowed in the ARP/CSLFRF Final Rule.

### § 200.444 General costs of government.

(a) For states, local governments, and Indian Tribes, the general costs of government are unallowable (except as provided in § 200.475). Unallowable costs include:

- (1) Salaries and expenses of the Office of the Governor of a state or the chief executive of a local government or the chief executive of an Indian tribe;
- (2) Salaries and other expenses of a state legislature, tribal council, or similar local governmental body, such as a county supervisor, city council, school board, etc., whether incurred for purposes of legislation or executive direction;
- (3) Costs of the judicial branch of a government;
- (4) Costs of prosecutorial activities unless treated as a direct cost to a specific program if authorized by statute or regulation (however, this does not preclude the allowability of other legal activities of the Attorney General as described in § 200.435); and

(5) Costs of other general types of government services normally provided to the general public, such as fire and police, unless provided for as a direct cost under a program statute or regulation.

(b) For Indian tribes and Councils of Governments (COGs) (see definition for *Local government* in § 200.1 of this part), up to 50% of salaries and expenses directly attributable to managing and operating Federal programs by the chief executive and his or her staff can be included in the indirect cost calculation without documentation.

**§ 200.416 COST ALLOCATION PLANS AND INDIRECT COST PROPOSALS.**

(a) For states, local governments and Indian tribes, certain services, such as motor pools, computer centers, purchasing, accounting, etc., are provided to operating agencies on a centralized basis. Since Federal awards are performed within the individual operating agencies, there needs to be a process whereby these central service costs can be identified and assigned to benefitted activities on a reasonable and consistent basis. The central service cost allocation plan provides that process.

(b) Individual operating agencies (governmental department or agency), normally charge Federal awards for indirect costs through an indirect cost rate. A separate indirect cost rate(s) proposal for each operating agency is usually necessary to claim indirect costs under Federal awards. Indirect costs include:

- (1) The indirect costs originating in each department or agency of the governmental unit carrying out Federal awards and
- (2) The costs of central governmental services distributed through the central service cost allocation plan and not otherwise treated as direct costs.

(c) The requirements for development and submission of cost allocation plans (for central service costs and public assistance programs) and indirect cost rate proposals are contained in appendices V, VI and VII to this part.

**§ 200.417 INTERAGENCY SERVICE.**

The cost of services provided by one agency to another within the governmental unit may include allowable direct costs of the service plus a pro-rated share of indirect costs. A standard indirect cost allowance equal to ten percent of the direct salary and wage cost of providing the service (excluding overtime, shift premiums, and fringe benefits) may be used in lieu of determining the actual indirect costs of the service. These services do not include centralized services included in central service cost allocation plans as described in Appendix V to Part 200.

## **VI. COST ALLOWABILITY REVIEW PROCESS**

### **PREAPPROVAL COST ALLOWABILITY REVIEW**

Before an ARPA/CSLFRF-funded project is authorized, the City Manager or his/her designee must review the proposed cost items within an estimated project budget to determine whether they are allowable and allocable and whether cost items will be charged as direct or indirect expenses. This review will occur concurrently with the review of project eligibility and *before* obligating or expending any ARPA/CSLFRF funds.

- Local government personnel must submit proposed ARPA/CSLFRF projects to the City Manager or his/her designee(s) for review. In addition to other required information, all proposed project submissions must delineate estimated costs by cost item.
- Along with a general review of project eligibility and conformance with other governing board management directives, the City Manager or his/her designee(s) must review estimated costs for specific allowable cost requirements, budget parameters, indirect rates, fringe benefit rates, and those activities/costs that require pre-approval by the US Treasury.
- If a proposed project includes a request for an unallowable cost, the City Manager or his/her designee(s) will return the proposal to the requesting party for review and, if practicable, resubmission with corrected cost items.
- Once a proposed project budget is pre-approved by the City Manager or his/her designee(s), the local government personnel responsible for implementing the project must conform actual obligations and expenditures to the pre-approved project budget.

### **POST-EXPENDITURE COST ALLOWABILITY REVIEW**

Once an expenditure is incurred related to an eligible project, and an invoice or other demand for payment is submitted to the local government, the City Manager or his/her designee(s) must perform a second review to ensure that actual expenditures comprise allowable costs.

- All invoices or other demands for payment must include a breakdown by cost item. The cost items should mirror those presented in the proposed budget for the project. If an invoice or other demand for payment does not include a breakdown by cost item, the City Manager or his/her designee(s) will return the invoice to the project manager and/or vendor, contractor, or subrecipient for correction.
- The City Manager or his/her designee(s) must review the individual cost items listed on the invoice or other demand for payment to determine their allowability and allocability.
- If all cost items are deemed allowable and properly allocable, the City Manager or his/her designee(s) must proceed through the local government's normal disbursement process.

- If any cost item is deemed unallowable, the City Manager or his/her designee(s) will notify the project management and/or vendor, contractor, or subrecipient that a portion of the invoice or other demand for payment will not be paid with ARPA/CSLFRF funds. The City Manager or his/her designee(s) may in their discretion, and consistent with this policy, allow an invoice or other demand for payment to be resubmitted with a revised cost allocation. If the local government remains legally obligated by contract or otherwise to pay the disallowed cost item, it must identify other local government funds to cover the disbursement. The City of Winston-Salem's governing board must approve any allocation of other funds for this purpose.
- The City Manager or his/her designee(s) must retain appropriate documentation of budgeted cost items per project and actual obligations and expenditures of cost items per project.

## **VII. COST TRANSFERS**

Any costs charged to the ARPA/CSLFRF federal award that do not meet the allowable cost criteria must be removed from the award account and charged to an account that does not require adherence to federal UGG or other applicable guidelines.

Failure to adequately follow this policy and related procedures could result in questioned costs, audit findings, potential repayment of disallowed costs and discontinuance of funding.

## EXHIBIT A

| Selected Items of Cost  | Uniform Guidance<br>General Reference | Allowability  |
|---|---------------------------------------|---|
| Advertising and public relations costs  | 2 CFR § 200.421                       | Allowable with restrictions   |
| Advisory councils   | 2 CFR § 200.422                       | Allowable with restrictions   |
| Alcoholic beverages   | 2 CFR § 200.423                       | Unallowable   |
| Alumni/ae activities  | 2 CFR § 200.424                       | Not specifically addressed  |
| Audit services  | 2 CFR § 200.425                       | Allowable with restrictions   |
| Bad debts   | 2 CFR § 200.426                       | Unallowable   |
| Bonding costs   | 2 CFR § 200.427                       | Allowable with restrictions   |
| Collection of improper payments   | 2 CFR § 200.428                       | Allowable   |
| Commencement and convocation costs  | 2 CFR § 200.429                       | Not specifically addressed  |
| Compensation – personal services  | 2 CFR § 200.430                       | Allowable with restrictions; Special conditions apply (e.g., § 200.430(i)(5))   |
| Compensation – fringe benefits  | 2 CFR § 200.431                       | Allowable with restrictions   |
| Conferences   | 2 CFR § 200.432                       | Allowable with restrictions   |
| Contingency provisions  | 2 CFR § 200.433                       | Unallowable with exceptions   |
| Contributions and donations   | 2 CFR § 200.434                       | Unallowable (made by non-federal entity); not reimbursable but value may be used as cost sharing or matching (made to non-federal entity) |
| Defense and prosecution of criminal and civil proceedings, claims, appeals and patent infringements | 2 CFR § 200.435                       | Allowable with restrictions   |



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| Depreciation  | 2 CFR § 200.436 | Allowable with qualifications   |
| Employee health and welfare costs                     | 2 CFR § 200.437 | Allowable with restrictions   |
| Entertainment costs                                   | 2 CFR § 200.438 | Unallowable with exceptions   |
| Equipment and other capital expenditures              | 2 CFR § 200.439 | Allowability based on specific requirement  |
| Exchange rates  | 2 CFR § 200.440 | Allowable with restrictions   |
| Fines, penalties, damages and other settlements       | 2 CFR § 200.441 | Unallowable with exceptions   |
| Fund raising and investment management costs          | 2 CFR § 200.442 | Unallowable with exceptions   |
| Gains and losses on disposition of depreciable assets | 2 CFR § 200.443 | Allowable with restrictions   |
| General costs of government                           | 2 CFR § 200.444 | Unallowable with exceptions   |
| Goods and services for personal use                   | 2 CFR § 200.445 | Unallowable (goods/services); allowable (housing) with restrictions   |
| Idle facilities and idle capacity                     | 2 CFR § 200.446 | Idle facilities - unallowable with exceptions;<br>Idle capacity - allowable with restrictions                           |
| Insurance and indemnification                         | 2 CFR § 200.447 | Allowable with restrictions   |
| Intellectual property                                 | 2 CFR § 200.448 | Allowable with restrictions   |
| Interest  | 2 CFR § 200.449 | Allowable with restrictions   |
| Lobbying  | 2 CFR § 200.450 | Unallowable   |
| Losses on other awards or contracts                   | 2 CFR § 200.451 | Unallowable (however, they are required to be included in the indirect cost rate base for allocation of indirect costs) |
| Maintenance and repair costs                          | 2 CFR § 200.452 | Allowable with restrictions   |

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| Materials and supplies costs, including costs of computing devices | 2 CFR § 200.453 | Allowable with restrictions  |
| Memberships, subscriptions, and professional activity costs        | 2 CFR § 200.454 | Allowable with restrictions; unallowable for lobbying organizations                                      |
| Organization costs   | 2 CFR § 200.455 | Unallowable except federal prior approval  |
| Participant support costs  | 2 CFR § 200.456 | Allowable with prior approval of the federal awarding agency   |
| Plant and security costs   | 2 CFR § 200.457 | Allowable; capital expenditures are subject to § 200.439   |
| Pre-award costs  | 2 CFR § 200.458 | Allowable if consistent with other allowabilities and with prior approval of the federal awarding agency |
| Professional services costs  | 2 CFR § 200.459 | Allowable with restrictions  |
| Proposal costs   | 2 CFR § 200.460 | Allowable with restrictions  |
| Publication and printing costs                                     | 2 CFR § 200.461 | Allowable with restrictions  |
| Rearrangement and reconversion costs                               | 2 CFR § 200.462 | Allowable (ordinary and normal)  |
| Recruiting costs   | 2 CFR § 200.463 | Allowable with restrictions  |
| Relocation costs of employees                                      | 2 CFR § 200.464 | Allowable with restrictions  |
| Rental costs of real property and equipment                        | 2 CFR § 200.465 | Allowable with restrictions  |
| Scholarships and student aid costs                                 | 2 CFR § 200.466 | Not specifically addressed   |
| Selling and marketing costs  | 2 CFR § 200.467 | Unallowable with exceptions  |
| Specialized service facilities                                     | 2 CFR § 200.468 | Allowable with restrictions  |
| Student activity costs   | 2 CFR § 200.469 | Unallowable unless specifically provided for in the federal award  |

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| Taxes (including Value Added Tax) | 2 CFR § 200.470 | Allowable with restrictions        |
| Termination costs                 | 2 CFR § 200.471 | Allowable with restrictions        |
| Training and education costs      | 2 CFR § 200.472 | Allowable for employee development |
| Transportation costs              | 2 CFR § 200.473 | Allowable with restrictions        |
| Travel costs                      | 2 CFR § 200.474 | Allowable with restrictions        |
| Trustees                          | 2 CFR § 200.475 | Not specifically addressed         |