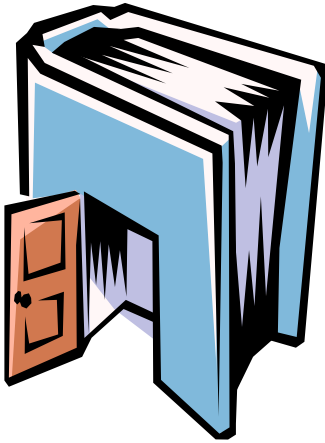


Unit 6
Financial and
Administrative
Requirements



Portal Questions

1. Complete this table on Federal Cost Share.

PROGRAM	FEDERAL COST SHARE
INFRASTRUCTURE SUPPORT	
Direct Federal Assistance	
Emergency Work	
Permanent, Restorative Work	
HAZARD MITIGATION GRANT PROGRAM (HMGP)	
HUMAN SERVICES	
Disaster Housing Assistance (DHA)	
Other Needs Assistance (ONA)	
Crisis Counseling (CC): = Immediate Services = Regular Services Disaster Unemployment Assistance (DUA)	

2. List the nine most common audit findings.

Portal Questions

Answer Key

1. Complete this table on Federal Cost Share.

PROGRAM	FEDERAL COST SHARE
INFRASTRUCTURE SUPPORT Direct Federal Assistance	100%
Emergency Work	75%
Permanent, Restorative Work	75%
HAZARD MITIGATION GRANT PROGRAM (HMGP)	75%
HUMAN SERVICES Disaster Housing Assistance (DHA)	100%
Other Needs Assistance (ONA)	Not Less Than 75%
Crisis Counseling (CC): = Immediate Services = Regular Services Disaster Unemployment Assistance (DUA)	100%

2. List the nine most common audit findings.

1. Failure to support/document costs claimed.
2. Claims in excess of actual costs or costs not consistent with normal/customary practice.
3. Eligibility issues.
4. Failure to offset cost with insurance proceeds.
5. Salvage value or unused material must be credited to cost of projects.
6. Excessive or unreasonable charges.
7. Improper contracting.
8. Improved projects.
9. Indirect costs claimed for sub-grantees.

Objectives

At the completion of this unit, you will be able to:

1. Identify Federal/State cost-share percentages for disaster assistance programs.
2. Describe allowable and unallowable costs by giving examples of each.
3. Organize required financial and administrative documentation.
4. Prepare for an audit on the use of disaster assistance funds.
5. Identify common reasons for audits and describe the ways to avoid being audited.

Topics

Documentation

Organizing Documentation

Federal Cost Share

Allowable and Unallowable Costs

Common Audit Findings

Mission Assignments

Mission Assignment Process

Disaster Assistance Programs Index

Learning Check

Supplemental Materials

Documentation

Documentation is the key to success in disaster finance issues.

The Federal government pays its share to the State on a reimbursement basis for documented expenditures. In theory, if you have not already paid for the expense, you will not receive money from the Federal government. In practice, payment comes to the State as a grantee, and it must be spent within three days based upon approved invoices. The State passes funds to its sub-grantees (local governments).

Keep track of response plan, damage, and financial details during the entire Response and Recovery (RR) phase. Documentation must begin as soon as the disaster occurs. If you know a disaster is possible from weather and storm forecasts, consider sending notice to local jurisdictions and other State agencies reminding them to begin the collection of data. A sample letter can be found in the Supplemental Materials section.

The checklist on the following page lists key items that should be included in your documentation.



Los Alamos, New Mexico- Small Business Administration representatives explain their disaster assistance program to residents following the Cerro Grande fire.

Photo by Andrea Booher/FEMA News Photo

Documentation should include:

Date and time . . .

- = The incident began.
- = Each responder was notified and “on station.”
- = Of all news releases and Emergency Alert System messages.
- = Of each injury, loss of life, and loss of property.
- = Of mitigation actions and recommendations.
- = Of man-hours expended and disaster-related expenses.

Time and description of each State and local response action.

Date, time, and response action for each request for assistance.

Audio- and/or videotapings and pictures of the disaster.

Dates, times, and transcripts of all news briefings.

Damage data and subsequent spreadsheets.

Damage survey efforts.

Personnel rosters.

Situation Reports (SITREP).

Event log.

Organizing Documentation

The best method for accurate project documentation is to establish a separate file for each Project Worksheet (PW) and keep in it all original materials pertaining to the project.

If original source documents such as time sheets, canceled checks, etc., cannot be retained in this file, then put copies of these documents in the file with a notation as to the location of the originals, because they will be needed if there is an audit.



12-31-99 -- FEMA Headquarters Emergency Support Team is on 24 hour operations until the Y2K rollover is complete. All government agencies have personnel located here.

Liz Roll / FEMA News Photo

Create separate files for the following:

- = Pictures
- = Invoices
- = Daily Activity Reports
- = Materials from stock
- = Rental/lease agreements
- = Contract documents
- = Insurance information
- = Approved Requests for Public Assistance (RPA)

Your files should stand alone. An auditor should not have to ask someone to explain each document or expense. As you prepare your records, ask, “Will someone who didn’t go through the disaster understand the records?”

To aid the process, consider preparing a list of acronyms and a glossary.

Federal Cost Share

The Federal government shares the cost of the disaster response and recovery with the State and local jurisdictions. The Federal cost-share percentage for all programs is based on documented eligible costs.

So how do you know the percentages?
And what costs are eligible?

You will find charts on the next pages that give the information you need.



Federal Cost–Share Percentages

PROGRAM	FEDERAL COST SHARE	NOTES
PUBLIC ASSISTANCE Direct Federal Assistance	100%	= 100% is at the President's discretion for the first 72 hours following the declaration. Note: Typically decreases after the first 72 hours following the declaration. = Length may be extended at the President's discretion.
Emergency Work	75%	= May be increased in extraordinary cases when a determination is made that a loan of the non-Federal share is not feasible. = Increases are limited to a maximum of 90%.
Permanent, Restorative Work	75%	= May be increased in extraordinary cases when a determination is made that a loan of the non-Federal share is not feasible. = Increases are limited to a maximum of 90%.
HAZARD MITIGATION GRANT PROGRAM (HMGP)	75%	= For disasters declared on or after June 10, 1993. = The Stafford Act contains no provisions for an increase in the Federal cost share for the HMGP. = Use of the non-Federal share must meet all program eligibility criteria. = HMGP funds cannot be used as a match for other Federal funds. = Loans may be authorized for the non-Federal share.
INDIVIDUAL ASSISTANCE Housing Assistance (HA)	100%	
Other Needs Assistance (ONA)	75% Federal 25% State	= The Stafford Act contains no provisions for an increase in the Federal cost share for the ONA program. Legislation relating to administration of insular areas provides for increasing the Federal share. = Loans may be authorized for the non-Federal share.
Crisis Counseling (CC): = Immediate Services = Regular Services Disaster Unemployment Assistance (DUA)	100%	

Allowable and Unallowable Costs

The tables on the following pages list categories and examples of allowable and unallowable costs under FEMA's disaster assistance programs. The categories and examples shown in the table are not a complete list.

For more information about allowable and unallowable administrative costs, refer to Office of Management and Budget (OMB) Circular A-87, Cost Principles for State, Local, and Indian Tribal Governments.

Note: These costs are allowable only to the extent that they do not exceed the limit imposed by the program.

Unit 6
Financial and Administrative Requirements

COST CATEGORY	EXAMPLES	NOTES/RESTRICTIONS
Advertising	<ul style="list-style-type: none"> = Radio, television, and newspaper ads. = Direct mail campaigns. 	When incurred for: <ul style="list-style-type: none"> = Recruitment of personnel. = Procurement of goods and services. Advertising costs are not allowable if incurred solely to promote the governmental unit.
Public Relations	Activities directed toward: <ul style="list-style-type: none"> = Maintaining the image of the governmental unit. = Promoting understanding and favorable relations with the public. 	When: <ul style="list-style-type: none"> = Incurred to communicate with the public and press pertaining to the specific program. = Necessary to conduct general liaison with the news media and government public affairs officers to keep the public informed. Public relations costs are not allowable if incurred solely to promote the governmental unit.
Alcoholic Beverages		Costs for alcoholic beverages are not allowable.
Audit Services	<ul style="list-style-type: none"> = Case or project reviews. = Project inspections. 	Provided that the audits: <ul style="list-style-type: none"> = Comply with the provisions of the Single Audit Act (see OMB Circular A-128). OR <ul style="list-style-type: none"> = Have otherwise been required and/or approved by FEMA.
Bad Debts	= Uncollectible funds.	Losses arising from uncollectible amounts and other claims, and related costs, are not allowable.

COST CATEGORY	EXAMPLES	NOTES/RESTRICTIONS
Bonding Costs	Costs associated with attaining surety bonds for employees and officials.	Provided that bonding is in accordance with sound business practice.
Budgeting	Budget: = Development. = Preparation. = Presentation. = Execution.	Allowable.
Communications	= Telephone. = Mail and messenger service.	Allowable.
Compensation for Personnel	= Wages and salaries. = Fringe benefits.	Provided that compensation is reasonable for the services provided.
Donated Services	Volunteered time by: = Technical personnel. = Consultants. = Skilled and unskilled labor.	= The value of donated services is not allowable either as a direct or indirect cost. = The value of donated services may be used to meet cost-sharing or matching requirements.
Legal Expenses	= Professional and/or support staff time. = Filing fees.	= Legal expenses required for program administration are allowable. = Legal expenses for prosecution of claims against the Federal Government are not allowable.
Disbursing Services	Costs associated with the accounts payable function.	Allowable.
Equipment and Other Capital Expenditures	= The net invoice price of equipment, including modifications, attachments, or accessories. = Ancillary charges, including taxes and freight.	For nonexpendable items of equipment having: = A useful life of more than 1 year. = An acquisition cost of \$5,000 or more. Items of equipment with an acquisition cost of less than \$5,000 are considered supplies.

Unit 6
Financial and Administrative Requirements

COST CATEGORY	EXAMPLES	NOTES/RESTRICTIONS
General Government Expenses	<ul style="list-style-type: none"> = Salaries and expenses of the Office of the Governor and/or State legislatures, tribal councils, or other local governmental bodies. = Costs associated with government services normally provided to the general public (e.g., fire and police). 	Normally not allowable.
Maintenance, Operation, and Repairs	<ul style="list-style-type: none"> = Utilities. = Insurance. = Security. = Janitorial services. = Equipment repairs. 	Allowable if they: <ul style="list-style-type: none"> = Keep property in efficient operating condition. = Do not add to the permanent value of property. = Are not included in rental charges for space.
Materials and Supplies	<ul style="list-style-type: none"> = Stationery. = General office supplies. = Equipment with an acquisition cost of less than \$5,000. 	Allowable after deducting: <ul style="list-style-type: none"> = Cash and/or trade discounts. = Rebates. = Other allowances.
Motor Pools	Vehicle: <ul style="list-style-type: none"> = Maintenance. = Inspection. = Repair services. 	Allowable if charged to the program at a mileage or fixed rate.
Training	Employee training and development.	Allowable to the extent that the training is required for program operation.
Travel	<ul style="list-style-type: none"> = Transportation. = Lodging. = Subsistence. 	Provided that: <ul style="list-style-type: none"> = Employees are traveling on official business. = The costs do not exceed the amount normally allowed by the agency in its regular operations.

Common Audit Findings

FEMA may audit all your financial records for a disaster. Certain issues cause problems in the audits, and States must provide additional information or pay money back to the Federal government if justification of the expense is not shown.

If you are aware of the most common audit findings, you can plan your documentation and provide the justification you need initially. You can avoid these problem areas by planning ahead.

On the following page is a list describing the most common audit findings.

Common Audit Findings

1. Failure to support costs claimed
 - = **This is the biggest area of audit findings.** If the documentation is not there, FEMA doesn't pay.
2. Claims in excess of actual costs or costs not consistent with normal/customary practice
 - = FEMA will pay you dollar for dollar the cost of rebuilding your communities – nothing more, nothing less. A frequent example of this is fringe benefits with respect to overtime. The fringe benefits rate is much lower for OT than for straight time.
3. Eligibility Issues
 - = The damage must be the result of the disaster.
 - = The damaged facility must be in the declared disaster area.
 - = Repairs to property must be the legal responsibility of the applicant.
 - = Private roads or a bridge must span the boundary between jurisdictions.
4. Failure to offset cost with insurance proceeds
 - = FEMA assistance is supplemental to all other sources.
5. Salvage value or unused material must be credited to cost of projects.
 - = For example, a State purchased an excessive number of power poles and transformers. FEMA doesn't pay for the unused items.
6. Excessive or unreasonable charges
 - = FEMA or local equipment rates should be charged. FEMA won't challenge the use of a 24-foot boom truck versus a 16-footer. But FEMA will challenge it if a stepladder would suffice.
7. Improper contracting
 - = Contracting must be consistent with established policy and procedure. FEMA likes to avoid "cost plus" and "time and material" contracts.
8. Improved projects
 - = FEMA will put it back as it was – where it was. FEMA will restore a damaged structure to its original size and function. If your civic center was a warehouse the day before the disaster, FEMA will rebuild a warehouse. FEMA will not replace concrete with marble.
9. Indirect costs claimed for sub-grantees
 - = Sub-grantees get administrative money from a sliding scale based on the dollar value of damages.

Mission Assignments

Direct Federal Assistance can be available in severe disasters, at 100 percent reimbursement for the first 72 hours.

That allowance is related directly to the use of Federal assets through State requests for and the issuance of mission assignments (MAs). Mission assignments may continue after the first 72 hours with a cost-share agreement between the Federal and State governments. A mission assignment is a work order from FEMA to another Federal agency that directs it to complete specific tasks and cites funding, managerial controls, and guidance. A mission assignment is given in anticipation of or in response to a Presidential declaration of a major disaster.

Although FEMA personnel are largely responsible for the mission assignment process, it is imperative that a SCO tracks requests and understands the probable costs the State incurs with each mission assignment.

There are two categories of Federal assistance directed by mission assignments:

- ◆ Direct Federal Assistance (DFA)
- ◆ Federal Operations Support (FOS).

The flowchart on the following page illustrates the Federal assistance categories.



Edgecombe County officials in Tarboro, NC., quickly load boxes of county documents into an NC Army National Guard truck.

Photo by Sgt. 1st Class Eric Wedeking, National Guard Bureau, Public Affairs Support Element

Direct Federal Assistance

Goods and services to State and local governments that cannot perform emergency work and/or debris removal.

- = Conditions established in the President's declaration letter.
- = Funded at 100 percent for 72 hours after the declaration if:
 - Disaster is catastrophic.
 - President authorizes 100 percent Federal funding.

Assigned a specific cost-share level (typically 75 percent Federal to 25 percent State).

Technical assistance to State and local governments that lack the needed knowledge or expertise.

Federal Operations Support

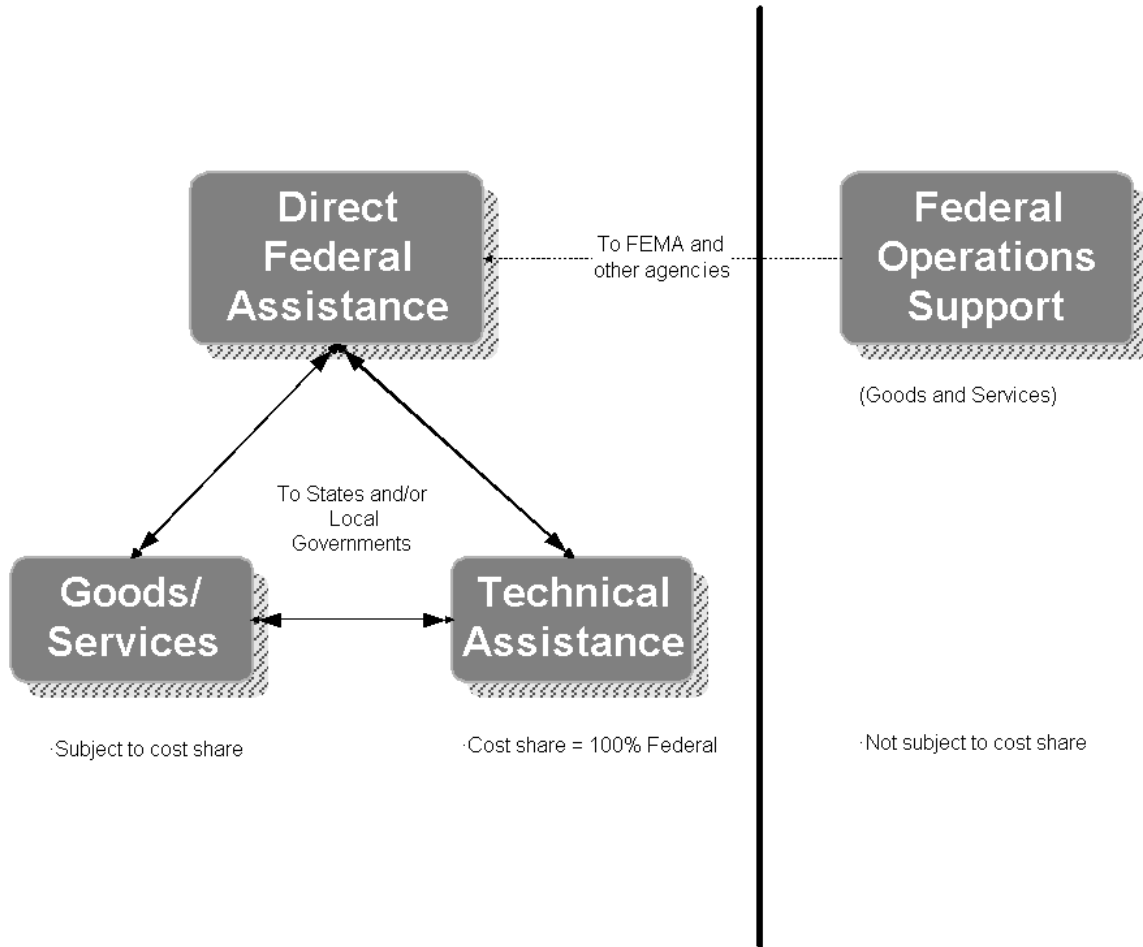
Goods and services.

Enables agencies to provide DFA.

Conditions of FOS:

- = Provided by Federal departments and agencies.
- = Directed entirely to support Federal operations.
- = Requested by FEMA or other agencies.
- = Authorized and reimbursed by FEMA.
- = Not subject to cost shares.

Federal Assistance Categories



Mission Assignment Process

There are five phases in the mission assignment process:

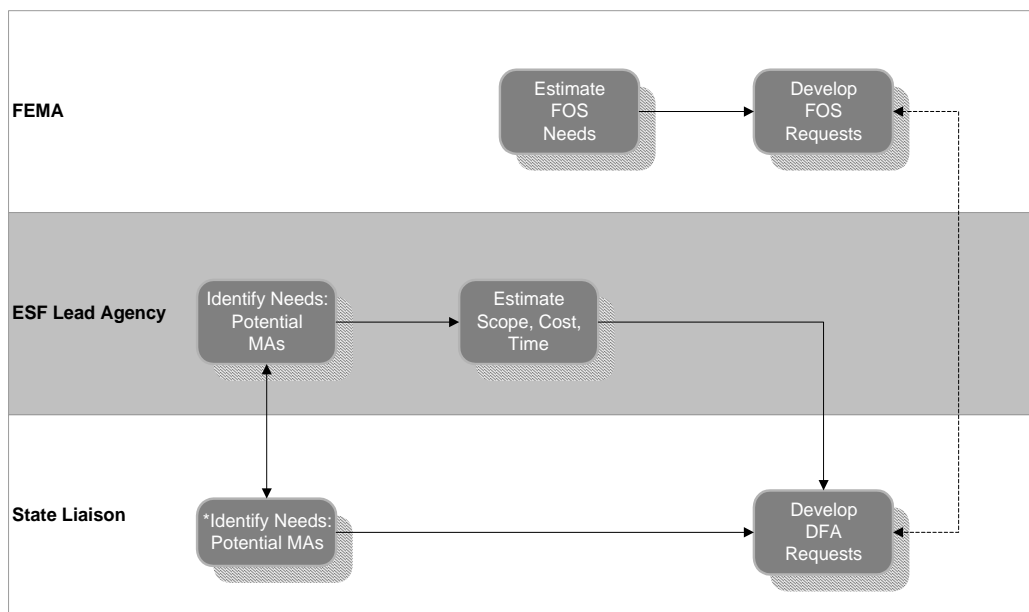
1. Performing initial operations.
2. Identifying needs.
3. Issuing mission assignments.
4. Managing mission assignments.
5. Closing out mission assignments.

Phase 1: Performing Initial Operations

State Point of Contact (POC) for mission assignments:

- = Identifies and serves as the conduit for assistance requests.
- = Coordinates closely with Federal and State staffs (especially when staffs are in separate locations).
- = Serves as State liaison at the State Emergency Operations Center (EOC) or the Disaster Field Office (DFO).

Initiating and Developing Mission Assignments



*Begin Process

Phase 2: Identifying Needs

State POC for mission assignments:

- = Coordinates to formulate and transmit State requests for assistance.
- = Documents requests and devises system to track mission assignments through the remaining phases.

Phase 3: Issuing Mission Assignments

Before a declaration, mission assignments are issued by any of the following:

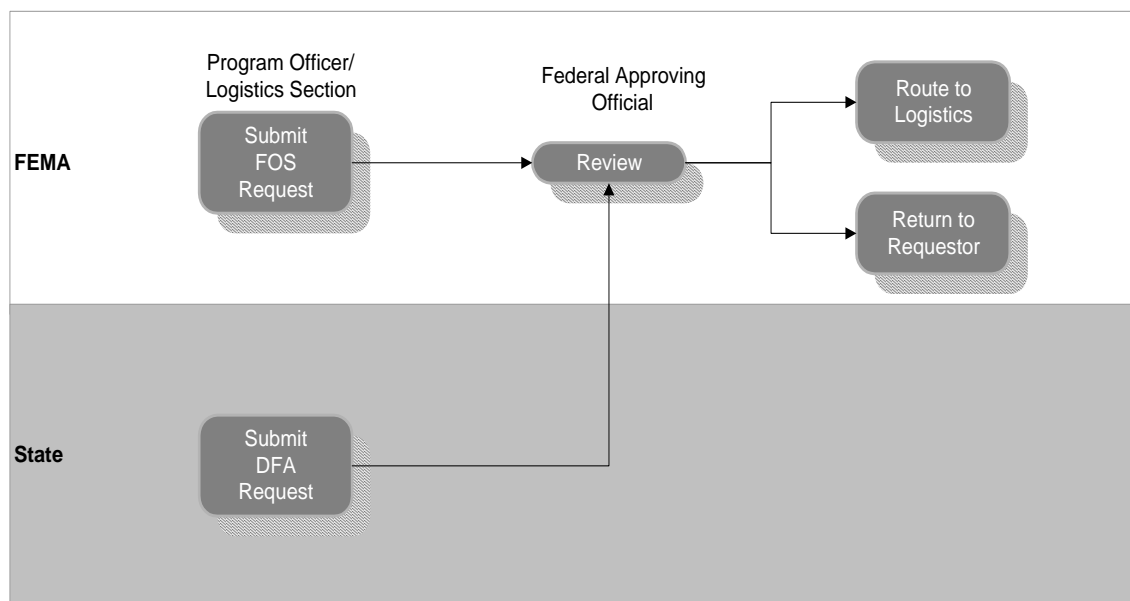
- = FEMA Director.
- = FEMA Director designee.
- = Associate Director, RR Directorate.
- = Regional Director/Disaster Recovery Manager (DRM).

After a declaration, mission assignments are issued by any of the following:

- = Regional RR Division at the Regional Office.
- = Emergency Response Team (ERT) at the DFO.
- = Emergency Support Team (EST) including the National Emergency Response Team (ERT-N) at the Emergency Information and Communications Center.
- = Regional Operations Support Team, including the Emergency Response Team—Advance Element (ERT-A) at the Regional Operations Center (ROC).
- = RR Directorate, Operations Division, National Office.

The Federal Approving Official or the State Approving Official can approve/deny issuance. It is critical that the State review all mission assignments at this point in the process.

Issuing Mission Assignments



Phase 4: Managing Mission Assignments

Managing mission assignments includes four steps:

- = Executing the mission assignment by the agency.
- = Tracking and monitoring work performance.
- = Deactivating the Emergency Support Function.
- = Billing and reimbursement.

Tracking and monitoring mission assignments is imperative to the State's ability to manage its financial responsibilities. Special disaster systems currently being used by States include databases, spreadsheets, and GIS-linked systems that provide generic interfaces to State, local, and Federal data.

Phase 5: Closing Out Mission Assignments

A mission assignment is closed out . . .

- = After all work has been completed and a final payment has been processed.
- = By the Disaster Finance Center.

The Mission Assignment Coordinator and other FEMA Regional Office staff participate in the closeout process.

The Disaster Finance Center . . .

- = Completes a financial review of bills submitted.
- = Receives and pays all mission assignment bills.

The State . . .

- = Is billed its cost share.
- = Submits a Transmittal of Reimbursement Request containing information about the submitting agency, the mission assignment, and the bill transaction.

You can find a sample of a Request for Federal Assistance form in the Supplemental Materials section.

Disaster Assistance Programs

Index

Disaster assistance is available through a number of programs. Each program has its own criteria for eligibility and its own financial and administrative requirements.

All the details are included in the Code of Federal Regulations. The trick is to know where to find each program.

The Supplemental Materials section includes an index by common title to those programs, listing the CFR reference.

It is important to remember that SCOs do not actually do all this documentation and preparation. By establishing operating procedures, they must see that it is done.



CORDOVA, AK. 3/01/00. Homes, buildings, roads, heavy machinery and automobiles were buried under tons of snow as this avalanche came down the mountain. Dave Saville/**FEMA News Photo**

Unit 6 Learning Check



1. List the Federal cost share for:

Infrastructure Support – Permanent, restorative work _____

Human Services – Disaster Housing Assistance _____

Individual and Family Grant Program _____

Disaster Unemployment Assistance _____

2. State whether items are allowable or unallowable costs.

Newspaper advertisements seeking temporary personnel for disaster recovery efforts _____

Messenger service _____

Attorney fees to sue FEMA for not paying for a PA project _____

Services donated by State Building Inspectors Association _____

Salaries and expenses of the Office of the Governor _____

3. List four of the most common audit findings.

4. List the phases of the mission assignment process.

Please see Appendix A, page A.10, to check your answers.

Supplemental Materials

Sample Letter to Response Agencies Requesting Documentation

DATE: April 4, 1997

TO: Heads of all State agencies
Heads of all local governments in affected areas

FROM: Director, State Emergency Management Agency

SUBJECT: POSSIBLE REQUEST FOR PRESIDENTIAL MAJOR DISASTER OR
EMERGENCY DECLARATION

cc: Office of the Governor
Region IV, Federal Emergency Management Agency
State Office of Commissioner of Insurance

Due to the substantial flooding along the Roaring River on April 2-3, 1997, there is a possibility that the State will request a Presidential Major Disaster or Emergency Declaration.

At this time, I would like you to again advise our local governments to keep a running total of monies expended for emergency operations.

We are also asking State agencies to keep a record of this should the need arise where we would have to ask for a Presidential Major Disaster or Emergency Declaration. At that time we must submit, as part of the State's commitment, what the State has expended in this disaster operation.

We will keep you advised of changing conditions.

Remember, should the need arise for our office to have this information, we will require it promptly.

REQUEST FOR FEDERAL ASSISTANCE FORM (RFA)

Tracking Information (FEMA Use Only)

State:	Request/Log #
Disaster #:	Date/Time Rec'd:

I. Assistance Requested

Internal Reference #	Assistance Requested	Qty	Date/Time Needed	Deliver to: Name/Address/Phone
<input type="checkbox"/> See attached				
Requestor/Phone #:				
State Approving Official (if applicable):				

II. Description

Assigned Agency:	<input type="checkbox"/> New MA	<input type="checkbox"/> Amendment to MA#
Mission Statement:		
Cost Share:	<input type="checkbox"/> Yes	<input type="checkbox"/> No
<input type="checkbox"/> See attached		
Total Cost Estimate: \$		Projected completion date:
Agency POC and Phone #:		

III. Coordination (FEMA Use Only)

Type of Assistance	State Cost Share	Fund Citation
<input type="checkbox"/> Direct Fed'l Assistance	0, 10, 25 %	1996 06 _____ 9 ___ 4 250 __ D
<input type="checkbox"/> Technical Assistance	0%	
<input type="checkbox"/> Fed'l Operations Support	0 %	Cost Share (%/\$):
Mission Assignment Coordinator (preparer) _____		
FEMA Project Officer/Branch Chief (program approval) _____		
Funds Control (funds review) _____		

IV. Approval

State Approving Official: _____
Federal Approving Official: _____

V. Obligation (FEMA Use Only)

Mission Assignment No.:	Amt This Action: \$	Date Obligated
Amendment Number:	Cumulative Amt: \$	Initials

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CFR PART

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