

Uniform Guidance Procurement Requirements for NC Local Governments

UNC School of Government
Webinar Presentation
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Welcome!



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Part III

Office of Management and Budget

2 CFR Chapter I, Chapter II, Part 200, et al. Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards; Final Rule

What is the Uniform Guidance?

- Rules that set uniform standards for the award and expenditure of federal financial assistance (grants and loans)
- UG supersedes previous rules/OMB Circulars (ex: A-102, A-133)
- UG codified at 2 C.F.R. Part 200
- Procurement standards codified at 2 C.F.R. Subpart D (§§ 200.317-326)



What is the Uniform Guidance?

Administrative Requirements

- Pre-award (Subpart C)
- Post-Award (Subpart D)

Cost Principles (Subpart E)

Definitions (Subpart A)

General Provisions (Subpart B)

Uniform Guidance

2 C.F.R. Part 200

Audit Requirements (Subpart F)



What is the Uniform Guidance?



Post-Award Requirements (Subpart D)

- 1. Financial and Program Management Standards
- 2. Property Standards
- 3. Procurement Standards
- 4. Performance and Financial Monitoring and Reporting
- Record Retention and Access
- 6. Remedies for Noncompliance
- 7. Closeout
- 8. Post-closeout adjustment and continuing responsibilities
- Collection of Amounts Due

Who Does the UG Apply To?

"Non-federal entities" that receive federal financial assistance – states, nonprofits, Indian Tribes, universities and colleges, and local governments

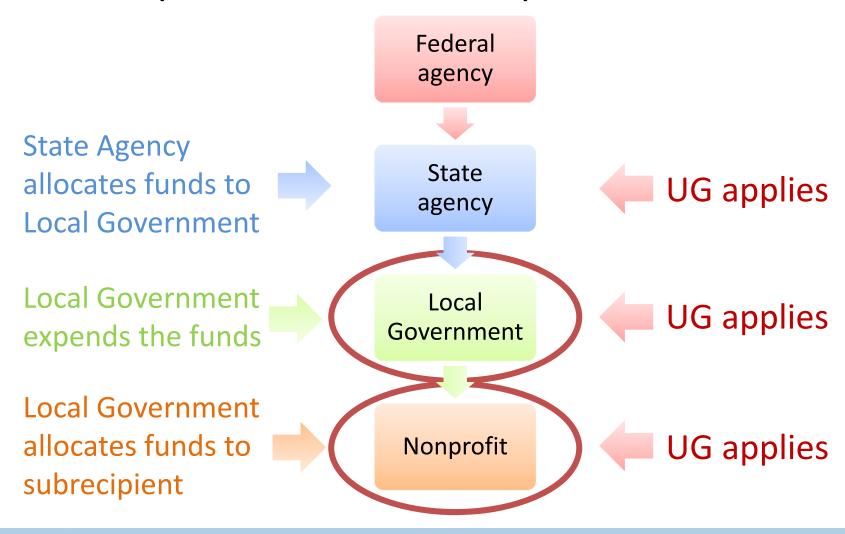


- City and County
- School District
- ✓ Public Authority and Special District
- ✓ Council of Government
- Any other "political subdivision"



Who Does the UG Apply To?

Recipients and all subrecipients are covered





Which Programs are Covered?

 UG applies to most (but not all) categories of federal financial assistance programs



- Not all federal programs are covered
- Not all parts of the UG apply to all categories of covered funds



ASSUME THE UG APPLIES UNLESS THE GRANTOR AGENCY ADVISES OTHERWISE - CHECK WITH YOUR GRANTOR AGENCY!













When Does the UG Become Effective?

Grace period for implementing new requirements ends

on your first FYE after 12/25/2017



Example:

If your fiscal year ends 6/30/2018, UG requirements apply 7/1/2018



Why Is This Important?





Noncompliance with state and federal requirements has serious consequences

Why Is This Important?

- DHS (FEMA) OIG audits
 - 2009-2014:
 Disallowed \$387m
 - 2015: *Disallowed \$122m*
- Noncompliance with federal procurement requirements most common reason for FEMA PA deobligation

Common Procurement Violations with FEMA PA:

- Noncompetitive contracting
- 2. Contract provisions
- 3. M/WBE requirements
- 4. Cost-Plus contracts
- Lack of documentation



TOP 10 GENERAL UG PROCUREMENT STANDARDS



1. Oversight

Maintain oversight to ensure contractors perform according to terms, conditions, and specifications of contract



2. Necessity

Avoid unnecessary/duplicative supplies and services; limit acquisitions to what is necessary to perform the scope of work (no "stockpiling")





3. Standards of Conduct

- Written policy governing conflicts of interest and performance of employees engaged in contracting
- Must address conflicts of interest and gifts
- Must include disciplinary action for violations



4. Conflicts of Interest

- Cannot be involved in contracting process if you have a real or apparent conflict of interest
- Must disclose conflicts in writing to federal grantor agency

5. Gifts

 Cannot solicit or accept gifts or favors from contractors or subcontractors



6. Award to Responsible Contractors

- Award contracts only to responsible contractors; adhere to the lowest responsive, responsible bidder standard of award
- Cannot award to federally debarred bidder

7. Records

Maintain records detailing the procurement process, including documentation of:

- Rationale for method of procurement used
- Contract type
- Contractor selection process
- Basis for contract price

DOCUMENT EVERYTHING!!!

Put the contract in writing!!!



8. Time and Materials & Cost-Plus Contracts

Generally not allowed.



9. Settlement of Issues

The local government, *not* the federal government, is solely responsible for settling all contract disputes and claims. Federal government will not become involved in or defend contract claims.



10. Full and Open Competition

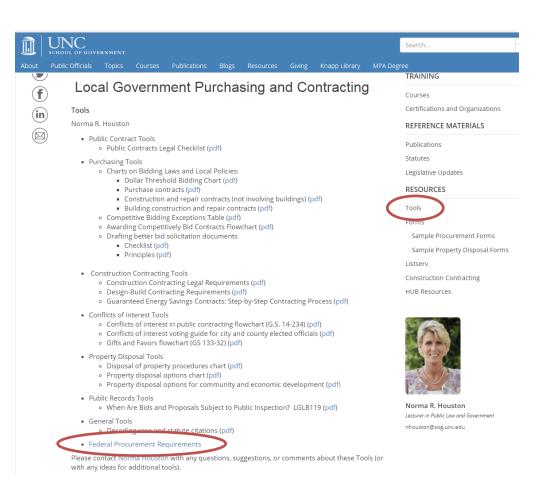
- Procurement process must be "full and open competition" consistent with state and federal bidding requirements
- Designers/contractors who help develop specs cannot bid on the contract

- Geographic preferences prohibited
- "Brand-name" specifications without equal alternatives prohibited
- Pre-positioned competitively bid contracts are permitted



Additional Resources

- Detailed comparison chart available on <u>SOG</u> website
- Requirements summarized in <u>Treasurer's</u> <u>Memorandum</u> #2018-06



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TOP 10
DIFFERENCES
BETWEEN

UG PROCUREMENT REQUIREMENTS AND STATE LAW



Which Rules Do You Follow?

"The non-Federal entity must use its own documented procurement procedures which reflect applicable state, local, and tribal laws and regulations, provided that the procurements conform to applicable Federal law and the standards identified in this part."

- 2 CFR § 200.318(a)



Major UG/State Differences

- 1. Bid Thresholds
- 2. Bidding Requirements
- 3. Service Contracts
- 4. Minority Solicitation Requirements
- Time & Materials / Cost-Plus Contracts

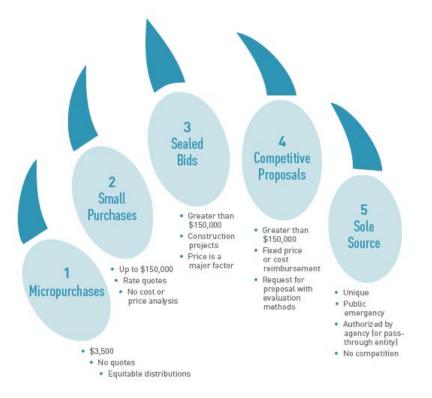
- 6. Bidding Exceptions
- 7. Written Policies & Documentation
- 8. Contract Provisions
- 9. Conflicts of Interest
- 10. Procurement by non-profits



1. BID THRESHOLDS

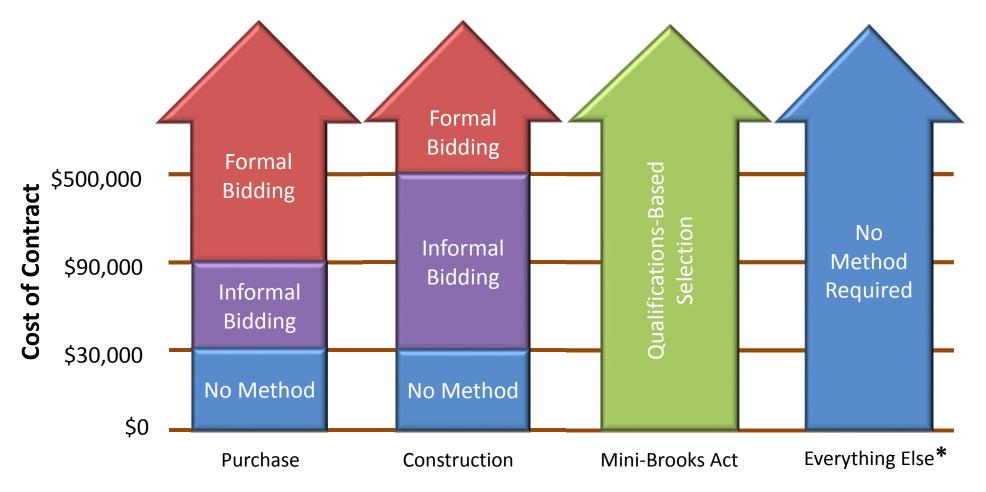
2. BIDDING REQUIREMENTS

3. SERVICE CONTRACTS



Source: "Frequently Asked Questions for the Office of Management and Budget's Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards at 2 CFR 200," published by the Council on Financial Assistance Reform (COFAR).

Procurement Methods – State Law

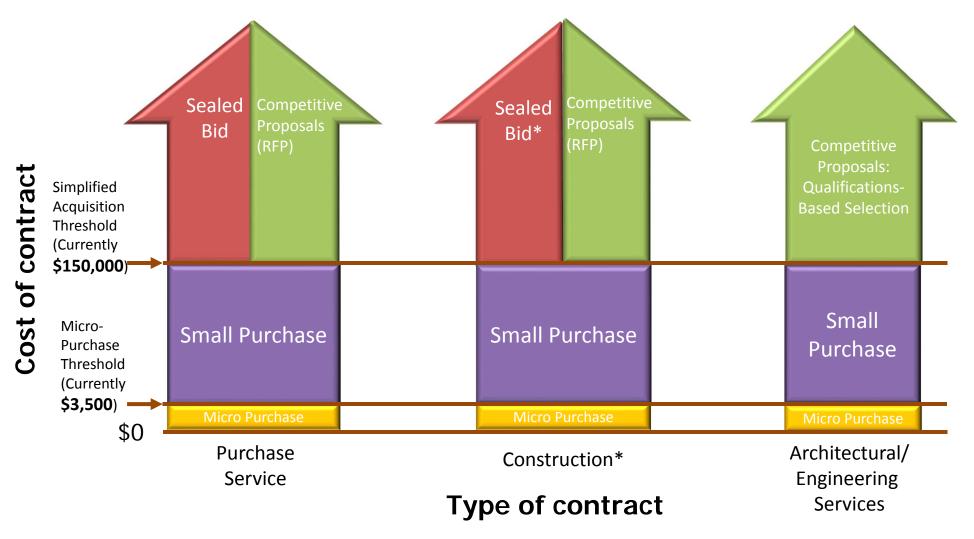


Type of Contract

* Optional: May use **request for proposals** for service contracts or information technology purchases or services.



Procurement Methods – UG



^{*} Sealed bid is preferred method for construction; may use competitive proposals when sealed bidding not appropriate



Which Set of Rules Do I Follow?

 Follow the "Most Restrictive Rule"

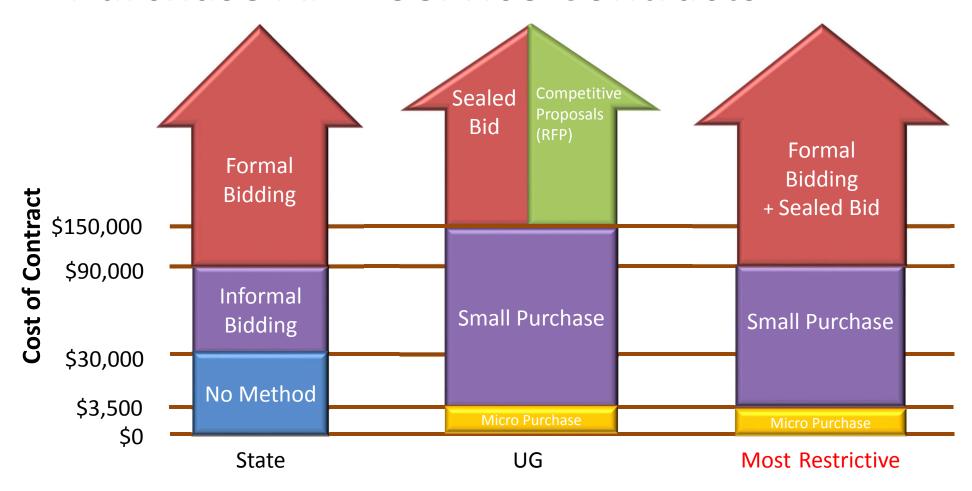
 If rules are different but neither is more restrictive than the other, follow federal rules

 Even when generally following federal rules, some specific state requirements may still apply

. . . and vice versa



Purchase AND Service Contracts

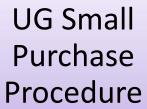


Even when generally following federal rules, some specific state requirements may still apply and vice versa.



"Most Restrictive Rule" Purchase and Service Contracts

Contract Cost: \$3,500-\$90,000

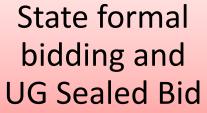


- Quotes from "adequate number" of bidders
- M/WBE solicitation
- Award on fixed-price or notto-exceed basis
- Contract in writing with UG provisions
- Award to LRRB
- Document procedures



"Most Restrictive Rule" Purchase and Service Contracts

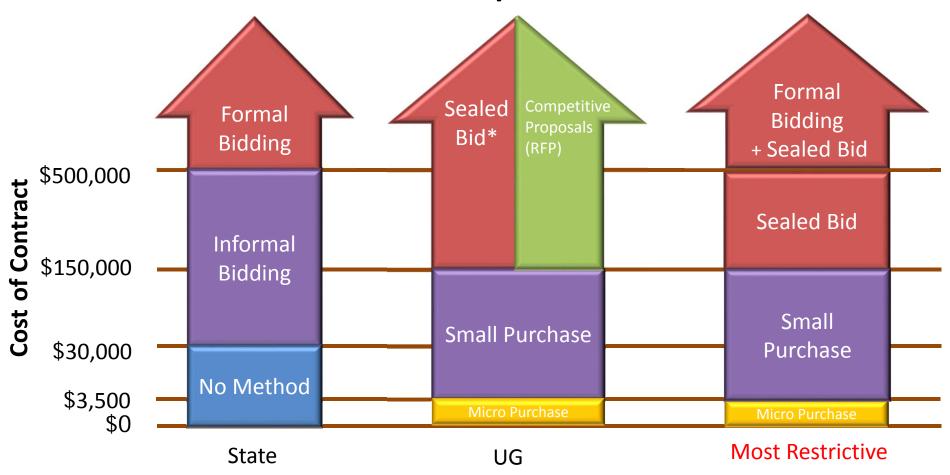
Contract Cost: \$90,000 and above



- Specs available to bidders
- Formal advertising
- Sealed bids
- Public bid opening
- Award to LRRB
- Price analysis before bidding
- M/WBE solicitation
- 2-bid minimum
- Award on fixed-price basis
- Contract in writing with UG provisions
- Document procedures



Construction and Repair Contracts



Even when generally following federal rules, some specific state requirements may still apply and vice versa.

*Some grantor agencies may require sealed bid for all construction



Contract Cost: \$3,500-\$150,000



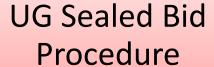
UG Small Purchase Procedure

Grantor agency may require sealed bid method!

- Quotes from "adequate number" of bidders
- M/WBE solicitation
- Award on fixed-price or not-toexceed basis
- Contract in writing with UG provisions
- Award to LRRB
- Document procedures



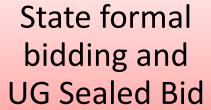
Contract Cost: \$150,000 to \$500,000



- Price analysis before bidding
- Specs available to bidders
- Public advertising
- M/WBE solicitation
- Sealed bids
- Public bid opening
- 2-bid minimum
- 5% bid bond / P&P bonds
- Award on fixed-price basis
- Contract in writing with UG provisions
- Award to LRRB
- Document procedures



Contract Cost: \$500,000 and above



- Specs available to bidders
- Formal advertising
- Sealed bids in paper form
- Public bid opening
- 3-bid minimum
- 5% bid bond / P&P bonds
- Award to LRRB
- Price analysis before bidding
- M/WBE solicitation
- Award on fixed-price basis
- Contract in writing with UG provisions
- Document procedures



Contract Cost: \$300,000 and above

Involving a building



Additional state requirements for large building projects

Additional requirements:

- State formal HUB, including bidders' good faith efforts
- Separate specs for main trades
- Authorized bidding method
- Dispute resolution procedures (all building projects)



Competitive Proposal Method

\$150,000 and above when conditions not appropriate for sealed bid method

Examples:

- Service contracts
- Innovative IT goods and services
- Alternative construction delivery methods (CMR, DB)

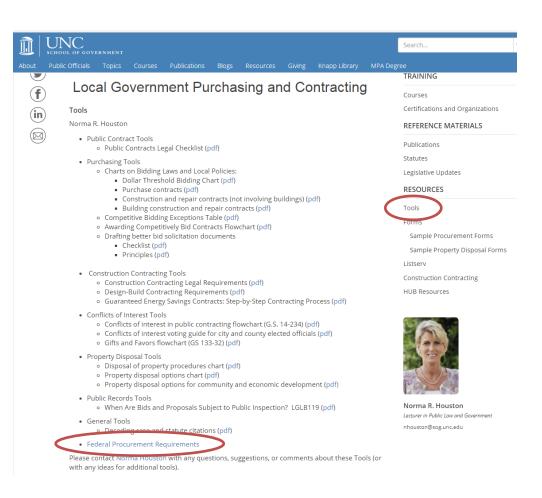
Don't use for purchase and construction contracts in formal bidding range (state bidding requirements more restrictive)

- Publicly advertise RFP
- M/WBE solicitation
- Identify evaluation criteria and weighting in RFP
- Consider all responses to maximum extent
- Written evaluation procedures
- Award to firm with most advantageous proposal based on price and other factors considered
- Contract in writing with UG provisions
- Award on fixed-price or costreimbursement basis



Additional Resources

"Most Restrictive Rule" summary available on SOG website



www.ncpurchasing.unc.edu



4. MINORITY SOLICITATION REQUIREMENTS



HUB Participation

- Is a goal, not a quota
- Focuses on opportunity to *compete* for contracts
- Lowest responsive, responsible bidder standard still applies
- Non-discrimination in contract award still applies







HUB - Follow UG AND State Law

UG (M/WBE)

- ✓ Applies to All Contracts regardless of type above micro-purchase threshold (\$3,500)
- ✓ Requires 6 specific solicitation steps (UG steps similar to state HUB good faith efforts)

State (HUB)

- ✓ Local government engages in outreach efforts for all building construction contracts costing \$30,000 and above
- ✓ Require bidders to engage in good faith efforts for all building construction contracts costing \$300,000 and above



UG M/WBE Requirements

- 1. Put M/WBEs on bidders list
- Include M/WBEs in bid solicitations
- Where feasible, divide project into smaller contracts to encourage M/WBEs participation

- 4. Where feasible, establish delivery schedules to accommodate M/WBEs
- 5. Use services of SBA, US Dept. of Commerce Minority Development Agency, and other similar agencies (NC HUB Office)
- Require prime contractors to comply with steps 1-5 above



5. TIME & MATERIALS / COST-PLUS CONTRACTS



This One's Easy . . .



- Contracts <u>must</u> be for a fixed-price (lump sum, not-toexceed, etc.)
- Cost-plus contracts are not allowed
- Time & Materials may be allowed in exigent circumstances within limited time frame and contract includes not-toexceed limit







Follow UG Generally . . .

Noncompetitive (sole source) contracts allowed when:

- ✓ Item only available from one source similar to state "sole source" exception; state procedural requirements apply
- ✓ Public exigency similar to state emergency exception but within limited time frame
- ✓ Awarding agency authorizes noncompetitive contract purchase and construction contracts must still fall within allowed state exception

- ✓ Competition inadequate
 after attempts at solicitation
 state law requires readvertising
 for construction contracts in
 formal bidding range
- ✓ GSA Contract Purchase or Interlocal Agreement

BEFORE USING AN EXCEPTION, CHECK WITH YOUR GRANTOR AGENCY!



State Exceptions Not Allowed Under UG

- × Piggybacking
- X Group Purchasing Programs (may be allowed if the coop qualifies as an interlocal agreement and contracts are procured in compliance with UG – check with your federal grantor agency!)

Can use state contract and group purchasing for micro-purchases (below \$3,500)

X State contract

(state contract must have been bid in compliance with federal requirements applicable to local governments to be allowed)









UG Requires:

- 1. Written procurement policies that are consistent with state and federal law
 - Must include statement that local government will comply with all federal laws and regulations applicable to federal grant funds
 - Not required to reprint entire federal code in local policy; compliance statement is sufficient:
 - "Contracts funded with federal grant funds must be procured in a manner that conforms with all applicable Federal laws, policies, and standards."



UG Requires:

- Written conflict of interest policy governing financial conflicts of interest in contract award and gift bans
- Documentation of procurement steps and required activities, including basis for contractor selection and price

PUT ALL CONTRACTS IN WRITING!

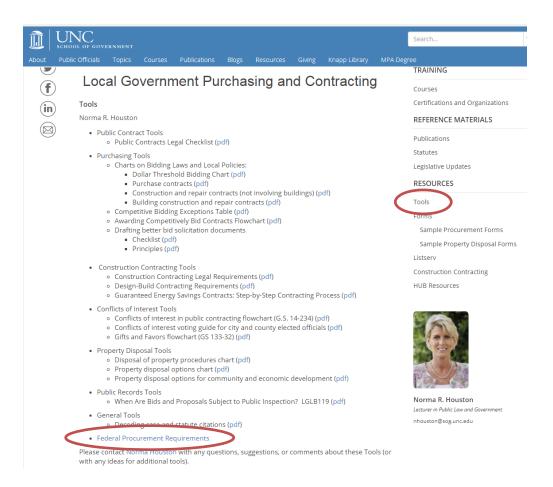


If you didn't document you didn't do it.



Additional Resources

- Sample policies
 available on <u>SOG</u>
 <u>purchasing</u>
 <u>website</u>
- Thanks to:
 - Debbie Anderson,
 Catawba County
 - Laura Jones,Onslow County



Thank you

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8. CONTRACT PROVISIONS



Can you do another draft of this? There's still a couple of sentences people might actually understand...

UG Contract Provisions

- Contracts must contain certain "boilerplate" provisions
- Must have provisions in writing in some form
- Requirements vary depending on cost of the contract
- Can include in standard T&Cs
- Can include in bid specs for vendors to certify agreement when submitting bids



Grantor agency may require additional provisions – check with your grantor agency!



UG Requires Contract Provisions On:

- 1. Remedies for breach
- Termination for cause and convenience
- 3. EEO
- Bacon-Davis wage requirements
- Work Hours and Safety Standards
- Clean Air Act and Federal Water Pollution Control Act
- 7. Debarment and Suspension

- 8. Byrd Anti-Lobbying
- 9. Recovered Materials

Others:

- Changes and modifications to contract
- 2. Access to records
- Compliance with federal law, regulations, and executive orders
- Federal government holdharmless
- Fraud and False Statements



Give Your Attorney Something To Do!

- Work with your attorney to develop UG boilerplate provisions
- Contract provisions listed in Appendix II to Part 200 https://www.ecfr.gov/cgi-bin/text-idx?SID=956b5e913f2dd41cc9 ec031c4cfab670&mc=true&n ode=ap2.1.200 1521.ii&rgn=div9 (more resources available on SOG purchasing website)







Conflicts of Interest

	UG (2 C.F.R. § 200.318(c)(1))	State (G.S. 14-234(a)(1))	
Who is covered	Officers, employees, and agents of recipient and subrecipient involved in contracting	Officers, employees involved in contracting	
Who else is covered	Spouse, immediate family, partners, current or soon-to-be employer	Spouse	
What kind of interest	Real or apparent financial or other interest or personal tangible benefit	Direct benefit	
Exceptions	1. Banks & utilities 2. "Friendly" condemnation 3. Spouse employment 4. Public assistance 5. Small jurisdictions		
Penalties	 Loss of federal funds Disciplinary action Other remedies for noncompliance listed at 2 C.F.R. § 200.338 	 Class 1 misdemeanor Void Contract 	

Gifts & Favors

	UG (2 C.F.R. § 200.318(c)(1))	State (G.S. 133-32)
Prohibited giver	Current or future contractor or vendor	Past (w/in 1 year), present, or future contractor or vendor
Prohibited receiver	All officers, employees, agents of recipients and subrecipients	Officers and employees involved in: 1. Preparing plans 2. Awarding or administering contracts 3. Inspecting or supervising construction
Exceptions	Unsolicited gift of nominal value	 Honoraria Nominal advertising items Meals at banquets Professional groups Family and friends
Penalties	 Loss of federal funds Disciplinary action Other remedies for noncompliance listed at 2 C.F.R. § 200.338 	Class 1 misdemeanor





UG Requirements Apply to Nonprofits!

- Same rules that apply to local governments also apply to nonprofits, including your subrecipients
- You are still responsible for monitoring your subrecipient's compliance with UG requirements
- Have written MOA or contract between local government and nonprofit to
 - verify nonprofit is acting on your behalf
 - require subrecipient compliance



THINGS TO DO WHEN YOU GET BACK TO YOUR OFFICE



Be Prepared . . .

- ✓ Become familiar with 2 CFR Part 200
- Adopt/update local purchasing policies
- ✓ Adopt/update conflict of interest/gift ban policies
- Ensure procedures are in place to fully document procurement processes
- ✓ Work with your attorney to develop federal contract provision templates

- ✓ Review relationships with nonprofit partners (is an MOU or contract in place? Are you monitoring compliance?)
- ✓ Where applicable (such as disaster recovery), bid prepositioned contracts (debris removal, etc.)
- Review terms and conditions of federal grant awards to confirm all requirements – check with your grantor agency!







CFR Website



Home gpo.gov govinfo.gov

Browse / Search Previous

e-CFR Navigation Aids

Browse Simple Search

Advanced Search

- Boolean
- Proximity

Search History Search Tips Corrections

Electronic Code of Federal Regulations

e-CFR data is current as of April 11, 2018

Title 2 \rightarrow Subtitle A \rightarrow Chapter II \rightarrow Part 200

TITLE 2—Grants and Agreements

Subtitle A—OFFICE OF MANAGEMENT AND BUDGET GUIDANCE FOR GRANTS AND AGREEMENTS

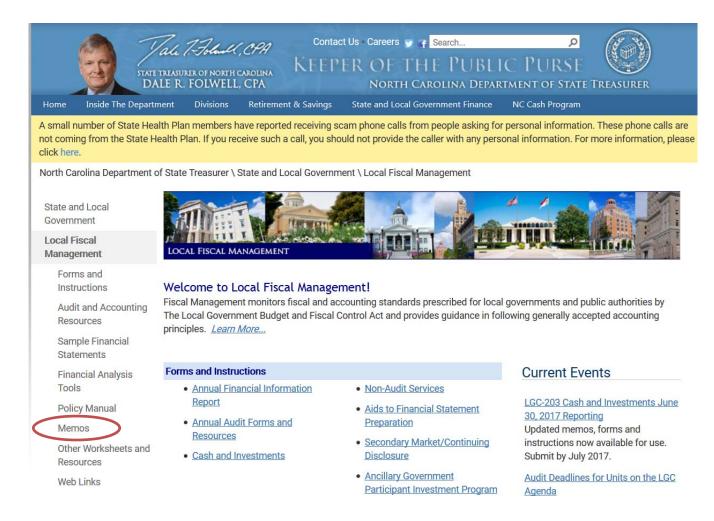
CHAPTER II—OFFICE OF MANAGEMENT AND BUDGET GUIDANCE

PART 200—UNIFORM ADMINISTRATIVE REQUIREMENTS, COST PRINCIPLES, AND AUDIT REQUIREMENTS FOR FEDERAL AWARDS

https://www.ecfr.gov/cgi-bin/textidx?SID=6214841a79953f26c5c230d72d6b70a1&tpl=/ecfrbrowse/Title02/2 cfr200_main_02.tpl



NC Treasurer's Office Website

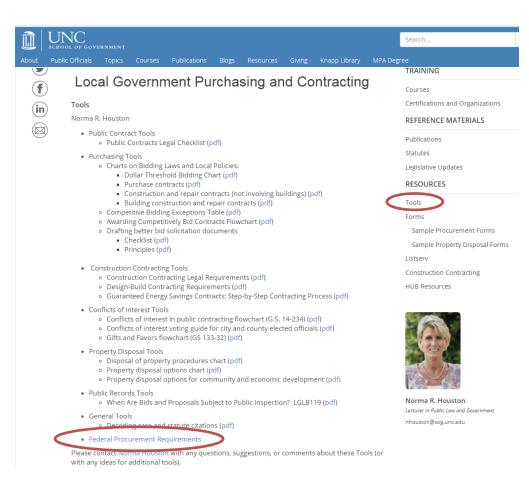


www.nctreasurer.com/slg/lfm



SOG Purchasing Website

- "Most Restrictive Rule" summary
- Detailed comparison chart
- Treasurer's guidance memo
- Link to 2 CFR Part 200
- Federal contract provisions
- Sample policies
- Webinar slides

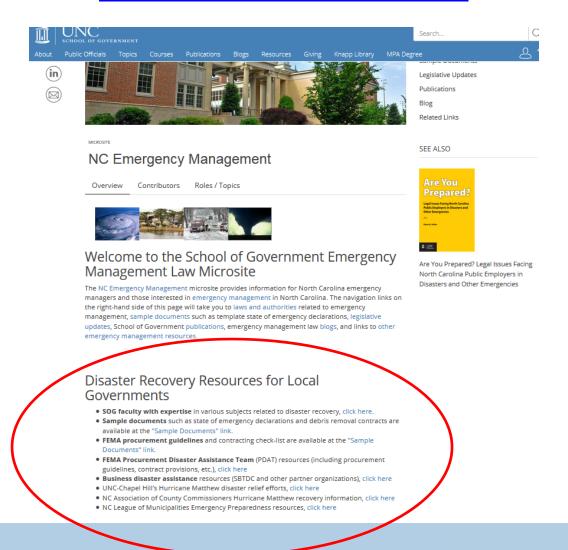


www.ncpurchasing.unc.edu



SOG Emergency Management Website

www.sog.unc.edu/ncem





US Chief Financial Officers Council



CFO Council CXO Fellows MyCareer Q

UNIFORM GUIDANCE

In December 2014, OMB together with Federal awarding agencies issued an interim final rule to implement the Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards (Uniform Guidance). This guidance and implementing regulations delivers on President Obama's second term management agenda and his first term directives under Executive Order 13520, the February 28, 2011 Presidential Memorandum, and the objectives laid out in OMB Memorandum M-13-17 to better target financial risks and better direct resources to achieve evidencebased outcomes. The final guidance, originally published December 26, 2013 (available at 78 FR 78589) simultaneously improves performance, transparency, and oversight for Federal awards. The

Questions about the Uniform Guidance? Check the Frequently Asked Questions, and then our Training page.

UNIFORM GUIDANCE: PROMISING PRACTICES IN IMPLEMENTATION JUNE 2016

JULY 2016: UNIFORM **GUIDANCE: PROMISING** PRACTICES IN

JULY 2015: OMB UNIFORM **GUIDANCE TRAINING** SERIES HOSTED BY ECIVIS **UNIFORM GUIDANCE IMPLEMENTATION:** A SERIES OF **DIALOGUES OCTOBER 2014**

OCTOBER 2014: UNIFORM GUIDANCE **IMPLEMENTATION: A**

www.cfo.gov/grants/uniform-guidance/

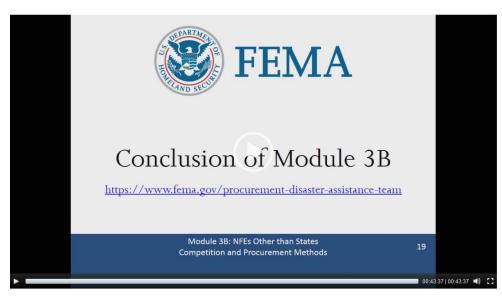


FEMA PDAT

FEMA Procurement Disaster Assistance Team

www.fema.gov/procurement-disaster-assistance-team

Procurement Under Grants 2.0 Webinar Module 3B: NFEs Other than States – Competition and Procurement Methods



The Federal Emergency Management Agency (FEMA) Procurement Disaster Assistance Team (PDAT) has put together a series of webinar modules on the rules for procurement under grants. There are eight (8) modules in this series. This webinar series





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