



# Illinois Department of Natural Resources

## The Recreational Trails Program

### Development Projects

## Implementation & Billing Requirements

**In cooperation with:**



U.S. Department of Transportation  
**Federal Highway Administration**

**IL Department of Natural Resources**  
**Division of Grant Administration**  
One Natural Resources Way  
Springfield, IL 62702  
Telephone: 217/782-7481  
Fax: 217-782-9599

In this packet, you will find necessary information and instructions to properly implement an approved development project involving RTP grant assistance from the Illinois Department of Natural Resources (DNR). **PLEASE READ THOROUGHLY!** Failure to comply with these instructions can jeopardize grant reimbursement.

## **GENERAL**

- 1) To maintain eligibility for grant reimbursement, the local Grantee must satisfactorily complete ALL approved project components as specified in the approved project application and the signed Project Agreement. Any changes (additions or deletions) to the project scope must be approved by DNR prior to implementation in order to maintain overall eligibility for grant reimbursement.
- 2) All **governmental agencies** may complete approved RTP projects by any of the following methods or combinations thereof: 1) competitively bid contract(s) per local/state procurement guidelines, 2) directly hired labor and material purchases IF qualifying as bid exempt or 3) using Grantee Force Account labor (in-house staff).
- 3) All local governments must comply with applicable state statutes and applicable local ordinances concerning bidding requirements for construction contracts and equipment/material purchases. DNR may request documentation from the local agency to verify compliance with applicable state statutes.
- 4) All **non-governmental agencies** must solicit a minimum of three (3) price quotes per project element. To avoid problems, contact DNR's Division of Grant Administration.
- 5) All RTP-assisted buildings/facilities must be designed and constructed to accommodate full accessibility as per the Illinois Accessibility Code standards and the "Americans with Disabilities Act" Accessibility Guidelines (ADAAG). If there are any questions or doubts regarding design standards proposed for your project, it is strongly encouraged that "working drawings" be submitted to the DNR grants staff for review prior to construction and/or solicitation of construction bids.
- 6) The approved RTP development project must be completed and ready for a final close-out/acceptance inspection by DNR staff AND all project costs for which reimbursement is expected must be paid no later than the expiration date specified on the signed Project Agreement, unless otherwise approved by DNR. Failure to have approved project components completed and paid for by the specified project expiration date could jeopardize approved grant reimbursement on the project.
- 7) The maximum allowable claim for "contracted" Architectural/Engineering (A/E) services used for proper project design and construction supervision/administration of an approved RTP development project shall be based upon the following percentages of actual RTP-assisted construction costs:

10.25% Initial analysis, design & bid work

5.0% On-site construction supervision and final project close-out work

NOTE: For governmental agencies, project A/E services may be accomplished "in-house" (force account) IF qualified staff exists and approved by the DNR. (See Force Account guidelines for funding limits.)

- 8) In connection with and prior to the construction, and thereafter the subsequent operation and maintenance of the RTP-assisted facilities, the Grantee agrees that it shall be responsible for and obtain all necessary permits, licenses or forms of consent, from, but not limited to, the following agencies. **(Failure to do so may jeopardize grant reimbursement.)**
- U.S. Department of the Army, Corps of Engineers.
  - IL Dept. of Transportation (Division of Highways).
  - IL Environmental Protection Agency.
  - IL Dept. of Natural Resources regarding "Interagency Wetlands Policy Act" (20 ILCS 830); "State Endangered Species Act" (520 ILCS 10/11); cultural resource impacts (20 ILCS 34/20, *coordinated with the IL Historic Preservation Agency*); and impacts to state waterways (615 ILCS 5/5).
  - IL Dept. of Public Health (Campground Licensing & Recreational Area Act, 210 ILCS 95/1).
  - Local Building or Zoning Agencies or Boards, where applicable.
- 9) "Buy America" requirements apply to all steel and iron permanently incorporated in a project. **This provision includes all trail grooming tractors/vehicles/equipment.**
- 10) Status of project progress **MUST** be reported to the IDNR Grant Administrator assigned to the project each January 1st, April 1st, July 1st and October 1st throughout the duration of project implementation (i.e., until the project's FINAL billing is submitted to IDNR). The enclosed "Project Performance and Status Report" form is provided on the following page. Failure to submit this form by the due dates will result in penalties up to and including Statewide stop payments, disallowing costs, suspension or termination, and debarment.
- 11) As you proceed with your project, if you have any questions regarding program requirements, please contact the Division of Grant Administration at 217/782-7481.

### **Accessibility Specifications Guide:**

All facilities constructed with RTP assistance must be developed and designed to accommodate full accessibility standards as per the Illinois Accessibility Code and the "Americans with Disabilities Act" Accessibility Guidelines (ADAAG).

Although the Illinois Accessibility Code standards do not address specific criteria for accessibility involving all outdoor recreational facilities, there is a reference to "Recreational Facilities" on Pg. 87 of the Code. A copy of the Illinois Accessibility Code may be obtained by calling 217/782-2864 (Springfield) or 312/814-6000 (Chicago).

To supplement this information, the U.S. Architectural and Transportation Barriers Compliance Board pursuant to ADA has developed final guidelines for recreation facilities and outdoor developed areas. A copy of the guidelines can be obtained by writing to: *Access Board, Recreation Report, 1331 "F" Street, N.W., Suite 1000, Washington, D.C. 20004-1111. Telephone: 202/272-5434, or 800/514-0301, or contact their web site at [www.access-board.gov](http://www.access-board.gov).*

## Open Competitive Bidding for Governmental Agencies:

- 1) EXCEPT as noted below in items 2 through 6 below, all public agency open competitive bidding for RTP projects shall be done in accordance with the Grantee's statutory requirements governing public procurement.
- 2) Language similar to the following should appear in all "bid advertisements" relative to the approved RTP grant project:

*This project is being financed, in part, with federal funds from the Recreational Trails Program (RTP) administered by the Illinois Department of Natural Resources.*

- 3) The Grantee shall encourage:
  - 1) "minority" business firms to submit bids on the approved project; and
  - 2) successful contract bidders to utilize minority businesses as sub-contractors for supplies, equipment, services, and construction. ***This stipulation should be noted in all bid solicitation notices.***
- 4) Contract award(s) shall be made to the lowest responsible bidder whose bid properly addresses and complies with the invitation, and is most advantageous to the Grantee; price and other factors considered. (Factors such as discounts, transportation costs, and taxes may be considered in determining the lowest bid.) **Justification for acceptance of a no-bid contract or awarding of contracts to other than the lowest bidder shall be subject to DNR approval.**
- 5) The bid proposal forms should be structured for flexibility. This can usually be done most effectively with add/deduct alternates and bidding the work by specific/distinct work elements.

The instructions to bidders in the bid specifications should clearly indicate what constitutes a valid bid and how the contract/bid will be awarded (lowest responsible/qualified bidder for all work items versus individual work items; base bid and selected bid alternates versus base bid separate from bid alternates, etc.). It should also specify whether substitutes will be accepted and if scope of individual work elements can be modified.

In general, the *Instructions and General Conditions* section of the Bid Specifications should, at a minimum, address the following items:

- Bid Opening Date
- Number of days Bid must be held
- Bid, Performance and Payment Bond/Security Requirements \*
- (Bonding requirements for all public works projects in Illinois are stipulated in the "Public Construction Bond Act" (30 ILCS 550/1 et.seq.) which states that every contractor on a public works project must provide to the satisfaction of the public agency good and sufficient bond with adequate sureties to guarantee construction performance and payment of materials and labor used in such work.)

- Contractor Insurance Requirements.
  - Completion date and if liquidated damages occur for late completion
  - Terms of Payment to Contractor
  - Schedule of quantities/material list and Unit Costs
  - If Bid is for material or product supply, do not specify specific name brand WITHOUT also accepting "or approved equal". Also, specifications for a particular product or material being bid cannot be written in such detail so as to prevent an open and competitive bidding situation.
  - Remember, DNR requires that all projects be completed by the date specified in the Project Agreement. The Grantee should ensure that all bidders are aware of the expected completion date by specifying the expected project construction start date and completion date in the bid specifications package.
- 6) In certain instances, conditions may arise after work has begun that are beyond the control of the Grantee and contractor which necessitate a change in specification and/or price. To maintain grant eligibility, such changes must be done by formal change orders. If the change order involves 1) the total deletion of an identified project component, 2) the addition of a new component for which reimbursement will be sought or 3) exceeds \$10,000 in value, the Grantee must receive DNR approval PRIOR to initiating the change order.

*For change orders in excess of \$10,000 (pursuant to Section 33E-9 of the Criminal Code of 1961, as amended) written assurance MUST BE provided to DNR by the Grantee that such a change order was not reasonably foreseen at the time of initial construction contract execution.*

### **No-Bid Procurements & Force Account (FA) Labor Guidelines for Governmental Agencies:**

- 1) Project construction can be completed by various means of procurement of material and equipment. For all Development projects, the grantee must comply with applicable state statutes and applicable local ordinances concerning bidding requirements for construction contracts and equipment/material purchases. In addition, grant reimbursement can be provided for project construction completed using local agency in-house staff ("Force Account" labor).
- 2) Equipment rental necessary to complete "force account" labor construction is eligible for grant reimbursement. HOWEVER, the value of donated material, labor and equipment to a project IS NOT grant eligible.

- 3) For "Force Account labor", the local Grantee shall maintain accurate time records and complete the appropriate time sheet summary form (attached) for reporting "in-house" force account labor necessary and reasonable for completing approved project components. This includes only those employees directly involved in project construction and any associated design work, construction supervision, and overall project record keeping and administration. The value of such labor shall reflect actual wages paid to each employee and may include fringe benefits. (Wages paid shall not be higher than those for persons on similar jobs within the Grantee organization.) *Claims for clerical and administrative F. A. labor necessary for overall project record keeping and administration shall not exceed 2.5% of the total "direct" costs claimed for approved F. A. construction labor and "non-bid" material purchases (see item #5 below).*
- 4) For all small procurement (not required to be bid by state statute or local ordinance) material purchases, appropriate purchase orders and/or invoices and corresponding canceled checks must be recorded on the "Materials Itemization Sheet" (attached) according to each major project construction component for which the materials were purchased. (Warning! Keep in mind that the grantee must comply with applicable state statutes and applicable local ordinances concerning bidding requirements for equipment/material purchases.)

**Please contact the Division of Grants staff if there are any questions regarding the completion of the forms mentioned in items #3 - #4 above.**

- 5) Guidelines for billing claims involving Force Account (FA) labor for project architectural/engineering (A/E) and administrative services are as follows:
  - a) At least 90% of project costs must be for "direct" construction costs,
  - b) Design and Construction Supervision Costs:  $\leq 7.5\%$  of associated "direct" construction costs
  - c) Administrative/Clerical Support Costs:  $\leq 2.5\%$  of "direct" FA & small procurement material costs

### **Billing Requirements:**

**A billing request MUST be submitted within nine (9) months after grant approval and at least once every nine (9) months thereafter until the project is completed.** Only costs incurred during the specified project period dates indicated on the signed Project Agreement and necessary to complete the approved project components are eligible for grant reimbursement.

The following documentation is required for project billings **for governmental agencies:**

- 1.) Completed "Development Project Billing Form" and "Project Performance Report". The forms must have original signatures. (Forms attached)
- 2.) Copy of project sign-off letters/forms from DNR regarding "endangered/threatened species, wetlands, cultural resource & waterways" impact. (See page 2, item #8 of General information section.)
- 3.) Photo of the sign posted at the site acknowledging RTP grant assistance.

4.) The following project cost support documents, as applicable:

A) Billing Claim for BID and NON-BID construction contracts:

- i. Proof of bid advertisement from local newspapers (Bid contracts only)
- ii. Bid Tabulation for each project bid request
- iii. Signed contract\* and change orders, if any, for each contractor (\*only require cover page, signature page(s) and contract amount/description page(s))
- iv. Copies of each contractor pay requests along with canceled check(s) or final lien waivers verifying proof of payment

B) Billing Claim for small procurement material costs and “force account” labor:

- i. Form FA: DOC-1 (Force Account Material Cost Summary). [Form attached]

Itemize all material purchases/costs by major project components, such as trails, parking, registration building, equipment purchase, etc. For each major component list:

- a) the company/business for each material purchase;
- b) description of materials purchased, quantity, & the purchase order number; and
- c) payment check number and check amount.

- ii. Form FA: DOC-2 (Force Account Labor Summary). [Form attached]

For "in-house" labor claims, the Grantee must determine by corresponding time sheet records the amount of Grantee labor attributed to each project component and tabulate on this form.

C) Contracted Project Design Work (architectural/engineering services)

- i. Copy of signed contract/agreement
- ii. Copy of each pay request and canceled check verifying proof of payment

The following documentation is required for project billings for **non-governmental agencies**:

- 1.) Completed “Development Project Billing Form” and “Project Performance Report”. The forms must have original signatures. (Forms attached.)
- 2.) Copy of the project sign-off letters from the Illinois DNR regarding “endangered/threatened species, wetlands, cultural resource and waterways” impact. (See page 2, item #8 of General information section.)
- 3.) Photo of the sign posted at the site acknowledging RTP grant assistance.
- 4.) Completed Form FA: DOC-1 (Force Account Material Cost Summary). Form attached.

Itemize all material purchases/costs by major project components, such as trails, parking, registration building, equipment purchase, etc. For each major component list:



- A.) the company/business for **each** material purchase
  - B.) description of materials purchased, quantity, & the purchase order number
  - C.) payment check number and check amount
- 5.) Copies of all bills/invoices and proof of payment (front and back of cancelled checks or written confirmation from the vendor/supplier/contractor that payment has been paid in full).
  - 6.) Copies of all price quotes. (A **minimum** of 3 price quotes per project element.)
  - 7.) Contracted Project Design Work (architectural/engineering services), if applicable.
    - A.) Copy of signed contract/agreement
    - B.) Copy of each pay request and canceled check verifying proof of payment

**NOTE:** Requests for **final** reimbursement (**both** governmental and non-governmental agencies) shall also include a copy of the record (as-built) drawings. (**The drawings must be no larger than 11" X 17".**) The drawings must encompass the entire project site and indicate all facilities (trails, parking areas, buildings, etc.) Additionally, final floor plans and elevation drawings for all buildings constructed with RTP grant assistance must be submitted. (Again, the drawings must be no larger than 11" X 17".)

### **Record Retention / Audit Requirements:**

As stipulated in the General Provisions of the grant Project Agreement, the Grantee must maintain, for a minimum three (3) year period following project completion, satisfactory financial accounts, documents, and records associated with the project and the disbursement of grant funds pursuant to this Agreement, and shall make them available to the Illinois DNR and/or the State of Illinois, Auditor General, for auditing at reasonable times. Failure by the Grantee to maintain such accounts, documents, and records, as required herein, shall establish a presumption in favor of the State of Illinois for recovery of any grant funds paid by the State for which adequate records are not available to support their purported disbursement.

### **GOVERNMENTAL AGENCIES ONLY**

- A. If the Grantee receives \$300,000 or more in RTP grant funds or charges the grant \$25,000 or more for Force Account labor or non-bid labor/material purchase costs, the Grantee shall provide the Department with one of the following types of audits:
  1. An agency-wide financial and compliance audit for each year that grant expenditures are made. This audit should be conducted as part of the Grantee's annual audit as is generally required by 1) State law (i.e., 55 ILCS 5/6-3001 et seq. and 65 ILCS 5/8-8-1 et seq.), 2) OMB Circular A-133, or 3) the Grantee's own governing body.
  2. A grant specific audit covering all funds expended under the terms of the grant.



All required audits must be conducted by an independent certified public accountant, licensed by the State of Illinois and must be performed in accordance with generally accepted auditing standards adopted by the American Institute of Certified Public Accountants (AICPA). The Grantee shall be responsible for procuring all required audits in accordance with its normal procurement rules, providing that these rules promote open competitive procurement. The Grantee will provide the Department with all required audits within 30 days of completion.

If the approved RTP project includes the use of Force Account labor, the Grantee shall ensure that any required audit includes an internal control evaluation and opinion on the Grantee's time and attendance allocation system. In addition, if the Grantee uses materials purchased by means of a Central Procurement System and allocates a portion of those materials to the project (Force Account material claim), the audit must include testing and reporting on the allocation system used for tracking material use.

- B. If the Grantee receives less than \$300,000 in grant funds or charges the grant less than \$25,000 for Force Account labor and/or non-bid labor/material purchase costs, the Grantee will provide the Department with copies of any audits that report findings involving the RTP project.

### **Audit Resolution:**

The Grantee shall be responsible for timely action in resolving any audit findings or questioned project costs. In the event that questioned costs are ultimately deemed disallowed as determined by the Illinois DNR or its representative, the Grantee shall be responsible for repayment of such costs.

STATE OF ILLINOIS  
DEPARTMENT OF NATURAL RESOURCES

**RECREATIONAL TRAILS PROGRAM  
DEVELOPMENT PROJECT BILLING STATEMENT**

**MUST be submitted at least once every 9 months until the project is completed**

Project #: \_\_\_\_\_

Project Sponsor: \_\_\_\_\_

Project Title: \_\_\_\_\_

Project Billing #: \_\_\_\_\_

**DEVELOPMENT COSTS SUMMARY STATEMENT**

Cost Category	Expenditure
Construction Costs (Contracted)	Bid contracts
(Non-contracted)	Non-bid contracts
Construction Costs (Force Account)	In-House labor
	Material /Supplies/Equipment
Architectural/Engineering Fees	
Other (specify)	
<b>TOTAL</b>	
Less Local Agency Share (20% minimum)	
<b>Amount Claimed for Grant Reimbursement (80 % maximum)</b>	

**CERTIFICATION STATEMENT:**

I do hereby certify that this Billing is correct and just and based on actual payment(s) of record by the Project Sponsor; that payment from the State of Illinois has not been received for these costs; and that the completed work and services or purchases are in accordance with provisions of the Recreational Trails Program (RTP) and the signed Project Agreement, including amendments thereto, with the Illinois Department of Natural Resources.

BY: \_\_\_\_\_

NAME: \_\_\_\_\_  
(Signature)

TITLE: \_\_\_\_\_

AGENCY: \_\_\_\_\_

DATE: \_\_\_\_\_

(Document must be attested to by local agency fiscal officer)

ATTESTED

BY: \_\_\_\_\_  
(Signature)

\_\_\_\_\_  
(Title)



**IL Department of Natural Resources  
Recreational Trails Program**

**FA/DOC-1**

**FORCE ACCOUNT PROJECT MATERIAL COST SUMMARY**  
(Itemized by major project components)  
(MATERIALS ITEMIZATION SHEET)

**Major Project Component:** \_\_\_\_\_ **PAGE** \_\_\_\_\_ **OF** \_\_\_\_\_

**PROJECT SPONSOR:** \_\_\_\_\_ **PROJECT #:** \_\_\_\_\_

**PROJECT TITLE:** \_\_\_\_\_

FIRM	MATERIAL ITEM	QUANTITY	PURCHASE ORDER NUMBER	CHECK NUMBER	CHECK AMOUNT	AMOUNT CLAIMED FOR REIMBURSEMENT
					\$	\$
					\$	\$
					\$	\$
					\$	\$
					\$	\$
					\$	\$
					\$	\$
					\$	\$
					\$	\$
					\$	\$
					\$	\$
					\$	\$
					\$	\$
					\$	\$
					\$	\$
TOTAL						

**I hereby certify that the above is true and correct and all materials were used exclusively on the referenced project.**

**Signature:** \_\_\_\_\_

**Name & Title:** \_\_\_\_\_

**Date:** \_\_\_\_\_

**PROJECT FORCE ACCOUNT IN-HOUSE LABOR SUMMARY**

**PROJECT SPONSOR:** \_\_\_\_\_ **PROJECT #:** \_\_\_\_\_

**PROJECT TITLE:** \_\_\_\_\_

**Pay Periods from** \_\_\_\_\_ **to** \_\_\_\_\_

EMPLOYEE'S NAME	JOB DESCRIPTION	HOURS WORKED ON PROJECT (*)	WAGES (HOURLY)	TOTAL WAGES
TOTAL				

(\*) From local agency time allocation records

**I hereby certify that the above is true and correct and all materials were used exclusively on the referenced project.**

**Signature:** \_\_\_\_\_

**Name & Title:** \_\_\_\_\_

**Date:** \_\_\_\_\_

# Development Project Status Report

(Reports due January 1, April 1, July 1 and October 1)

Project #: \_\_\_\_\_ Project Sponsor: \_\_\_\_\_

Project Title: \_\_\_\_\_

Project SITE:      Congressional Dist: \_\_\_\_\_ Legislative (Senate) Dist: \_\_\_\_\_ Representative (House) Dist: \_\_\_\_\_

IDNR Grant Administrator Name: \_\_\_\_\_

**(CONCISE / QUANTIFIED DESCRIPTION OF PROJECT):**

**(GENERAL COST BREAKDOWN OF COMPLETED MAJOR PROJECT COMPONENTS):**

<u>Approved Project Component</u>	<u>Actual Costs</u>	<u>Budgeted Cost</u>
<b>TOTAL:</b>		

**Check appropriate box:**

If applicable, currently addressing environmental requirements listed on the CERP form.  
 Archaeological survey required, date submitted: \_\_\_\_\_ OR anticipated date of submittal: \_\_\_\_\_  
 Wetland development plans required, date submitted: \_\_\_\_\_ OR anticipated date of submittal: \_\_\_\_\_

Project currently in design stage.      Anticipated bid advertisement date: \_\_\_\_\_  
 All necessary construction permits secured:       Yes       No  
 (If no, describe on back of page what permits are still needed and their status)

Project currently out to bid or bids received.  
 Anticipated construction start date: \_\_\_\_\_ completion date: \_\_\_\_\_

Project under construction (approx. percentage completed)  
 < 25%       25%       50%       75%       90%  
 (provide brief description of work completed and work remaining to be done)

Change Orders over \$10,000.00 approved by DNR -       Yes       No       N/A  
 Any changes in scope reviewed and approved by DNR -       Yes       No       N/A

Project construction complete.      Anticipated Final Billing submittal date: \_\_\_\_\_

For July 1 status reports only, dollar amount of incurred costs from July 1 of previous year to present.  
 Incurred costs represent actual payments made by the sponsor that have not yet been billed to the State.  
 \$ Amount \_\_\_\_\_

**Comments**

Prepared by: \_\_\_\_\_ Date: \_\_\_\_\_

Mail, Email or fax to: IDNR, Division of Grant Administration, One Natural Resources Way,  
 Springfield, IL 62702 FAX: (217) 782-9599 Email: [dnr.grants@illinois.gov](mailto:dnr.grants@illinois.gov)