



Sample Indirect Cost Rate Proposals

A. Introduction

This document provides an example of Indirect Cost Rate Proposal methodologies using the Single Rate Method and Two Rate Method. These examples are meant as a resource for EERE applicants and recipients when preparing Indirect Cost Rate Proposals. **Section E** contains essential terms and references.

Note: Indirect Cost Rates should only be considered as a segregated allocation if this is the normal and consistent practice for the organization. If an organization normally conducts business under fully burdened Labor Rates, or does not allocate indirect costs, it should not be considered appropriate for the DOE award.

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C. Indirect Rate Proposal – Single Rate Method

i. Example

The following is a sample INDIRECT RATE PROPOSAL using the Single Rate Method. The indirect rate calculations and step-by-step instructions are shown below the General Ledger (GL) Table. Each step has a narrative explanation provided in Section C.iii.

GENERAL LEDGER

ACCT #	ACCOUNT NAME	ANNUAL TOTAL	DIRECT	INDIRECT	UNALLOW	INDIRECT-CLAIMED
6110	Salaries and Wages	\$ 656,824	\$ 656,824			
8110	Salaries and Wages	\$ 123,067		\$ 123,067		\$ 123,067
8210	Holiday	\$ 22,502		\$ 22,502		\$ 22,502
8211	Vacation	\$ 31,252		\$ 31,252		\$ 31,252
8212	Sick Leave	\$ 15,318		\$ 15,318		\$ 15,318
8213	Severance Pay	\$ 32,419		\$ 32,419		\$ 32,419
8214	FICA-Employer Portion	\$ 27,427		\$ 27,427		\$ 27,427
8215	Federal Unemployment Insurance	\$ 1,393		\$ 1,393		\$ 1,393
8216	State Unemployment Insurance	\$ 6,722		\$ 6,722		\$ 6,722
8217	Workers' Compensation	\$ 3,826		\$ 3,826		\$ 3,826
8218	Health Insurance	\$ 40,009		\$ 40,009		\$ 40,009
8219	Life Insurance	\$ 7,920		\$ 7,920		\$ 7,920
8220	Pension Plan	\$ 60,638		\$ 60,638		\$ 60,638
8221	Recruitment	\$ 285		\$ 285		\$ 285
8222	Relocation	\$ 1,216		\$ 1,216		\$ 1,216
8223	Personal Absence	\$ 1,082		\$ 1,082		\$ 1,082
6310	Travel	\$ 35,173	\$ 35,173			
8310	Travel	\$ 12,987		\$ 12,987	\$ 2,500	\$ 10,487
6320	Material	\$ 843,192	\$ 843,192			
6330	Other Direct Cost	\$ 187,493	\$ 187,493			
6340	Subcontracts-contractual	\$ 944,841	\$ 944,841			
6350	Supplies	\$ 25,000	\$ 25,000			
8350	Supplies	\$ 15,014		\$ 15,014		\$ 15,014
6360	Equipment Rental	\$ 15,000	\$ 15,000			
8360	Equipment Rental	\$ 12,150		\$ 12,150		\$ 12,150
8410	Legal Fees	\$ 1,744		\$ 1,744		\$ 1,744
8420	Audit Fees	\$ 32,361		\$ 32,361		\$ 32,361
8430	Miscellaneous	\$ 3,969		\$ 3,969		\$ 3,969
8503	Entertainment	\$ 484		\$ 484	\$ 484	\$ -
8505	Advertising & Promotion	\$ 354		\$ 354		\$ 354
8520	Periodicals	\$ 6,435		\$ 6,435		\$ 6,435
8522	Bad Debts	\$ 3,018		\$ 3,018	\$ 3,018	\$ -
8523	Business Meals	\$ 2,702		\$ 2,702		\$ 2,702
8524	Depreciation/Amortization	\$ 2,824		\$ 2,824		\$ 2,824
8525	Dues/Memberships	\$ 2,112		\$ 2,112		\$ 2,112
8526	Conventions/Seminars	\$ 7,936		\$ 7,936	\$ 2,000	\$ 5,936
8527	Interest Expense	\$ 1,001		\$ 1,001	\$ 1,001	\$ -
8531	Insurance	\$ 738		\$ 738		\$ 738
8535	Repairs/Maintenance	\$ 1,681		\$ 1,681		\$ 1,681
8537	Telecopier	\$ 2,434		\$ 2,434		\$ 2,434
8539	Telephone	\$ 45,552		\$ 45,552		\$ 45,552
8539	Temp Help/contract labor	\$ 1,816		\$ 1,816		\$ 1,816
8540	Small Equipment	\$ 878		\$ 878		\$ 878
8542	Postage & Handling	\$ 6,235		\$ 6,235		\$ 6,235
8553	Office Supplies	\$ 6,461		\$ 6,461		\$ 6,461
8554	Other Outside Services	\$ 30,281		\$ 30,281		\$ 30,281
	TOTAL		\$ 2,707,523	\$ 576,243	\$ 9,003	\$ 567,240
			Base-Direct Labor			Pool
	INDIRECT COST POOL	\$ 567,240				
	BASE= (DIRECT LABOR)	\$ 656,824				
	INDIRECT RATE	86.40%				



ii. Steps in Single Rate Process

1. Develop List of Accounts (GL)
2. Segregate Direct Cost from Indirect Costs
3. Segregate Unallowable Costs
4. Consider Adjustments to Historical Cost
5. Sum the Indirect Cost Pool
6. Identify the Indirect Base
7. Calculate the Indirect Rate

iii. Written Narrative

The Single Rate Method is the simplified method for allocating indirect costs. The following is a written narrative to explain the steps identified in the Single Rate Method Example in Section C.i above. This is usually applicable to a small business with less than \$10M or less than 25 employees. This method groups all allowable indirect costs, including fringe, into a single pool. The following is a step-by-step process of how to use the information from your GL to develop an indirect rate.

A. Develop List of Accounts (GL)

Start the process by compiling a list of all accounts in the GL, along with the Account Number, Account Name, and the Dollars that equate to the most recent fiscal year of incurred costs/expenses. If the business is new and no costs/expenses have been incurred, then use your best judgment in estimating cost of budgeted amounts for the accounts in the GL. **(A GL sample is included in Section C.i.** Please note that it is provided only as a sample and therefore the recipient should use their own account names and numbers rather than those in the sample.)

B. Segregate Direct Costs from Indirect

The second step in the process is to determine which accounts/costs in the GL can be considered direct costs to a single project or indirect costs to two or more projects (see definitions in Section E). Evaluate each expense or account in the GL to determine if the account should be divided into separate direct and indirect accounts. For example, Salaries and Wages can be charged as a direct cost in some situations and as an indirect cost in other situations. Therefore, Salaries and Wages would be separated into two distinct account numbers in the GL to separate direct salaries from indirect salaries (as shown in the example GL in Section C.i.). Other similar cost/expenses that may be identified as sometimes direct and sometimes indirect are travel, supplies, equipment, and subcontracts. Costs that are identified as direct in the GL must track in corresponding subsidiary ledgers with unique account numbers to each project or job. For example, direct salaries/labor can be accumulated into one direct account number in GL, but in the subsidiary ledgers the direct salaries must be identified to individual projects using unique account numbers. To be considered compliant, the government requires a job order cost accounting system.



C. Segregate Unallowable Costs

Once the costs in the GL are separated into direct and indirect accounts, you must identify any cost that may be considered unallowable for federal awards and remove them from the total indirect cost pool. Unallowable costs are identified in the cost principles for each type of organization (see Reference Information in Section E). It is essential to read the appropriate Cost Principles to identify the types of costs that are considered unallowable. In some situations, costs might be considered allowable where the same type of cost can be considered unallowable in other circumstances. The sample GL in Section C.i. identifies some unallowable costs. The sample is not a complete list.

D. Consider Adjustments to Historical Expenses

Applicants must consider the impact the pending Award will have on their financial status (GL). In some cases, the historical cost accumulated as part of Step 1 may need to be adjusted to better reflect the financial situation after receipt of the Award. As an example, if all expenses in the GL will increase in the same proportion there would be no impact on the resulting Indirect Rate result calculation in Step 7. However, if direct labor goes up significantly but other indirect expenses do not increase in proportion the result would be a decrease to the Indirect Rate calculated in Step 7. Therefore, the recipient preparing the Indirect Rate Proposal should perform a cursory review of the nature and magnitude of the accumulated historical expenses and make appropriate adjustments to ensure that the resulting indirect rate is the best representation of your business during the period of performance of the Award. If historical costs are adjusted, please provide the original historical cost, the adjusted costs, and a written descriptive summary of the business assumptions used in determining the adjusted costs when submitting the Indirect Rate Proposal.

E. Sum the Total of the Indirect Cost Pool (numerator)

Add the total of all allowable indirect costs that are segregated in Step 3 above. This will be the “pool” or top number (numerator) when dividing to compute the indirect rate. Please ensure that there are no unallowable costs included.

F. Select the Base – federal and non-federal (denominator)

The base used to allocate the indirect costs is usually Total Direct Labor or Total Direct Costs of all projects/programs/activities. In the attached example, Total Direct Labor Costs is used as a base. The direct labor costs (both federal and non-federal projects) segregated in Step 2 will be the “base” of allocation or the bottom number (denominator) for calculating the indirect rate. Normally there are no unallowable direct costs, but if there are, they need to be left in the base so indirect costs are allocated equitably.

G. Calculate the Indirect Rate (Pool/Base)

Divide the Pool amount in Step 5 by the base amount in Step 6. This will be the indirect rate as a percentage of the base selected.



D. Indirect Rate Proposal – Two Rate Method (Fringe Rate and Indirect Rate)

i. Example

The following is a sample INDIRECT RATE PROPOSAL using the two rate method- Sample rate calculations are included below the GL with a Step by Step process. A written narrative of each step is provided in Section D.iii. following the example.

GENERAL LEDGER

ACCOUNT #	ACCOUNT NAME	ANNUAL TOTAL	DIRECT	FRINGE	INDIRECT	UNALLOWABLE	INDIRECT-CLAIMED
8210	Holiday	\$ 22,502			22502		
8211	Vacation	\$ 31,252			31252		
8212	Sick Leave	\$ 15,318			15318		
8213	Severance Pay	\$ 32,419			32419		
8214	FICA-Employer Portion	\$ 27,427			27427		
8215	Federal Unemployment Insurance	\$ 1,393			1393		
8216	State Unemployment Insurance	\$ 6,722			6722		
8217	Workers' Compensation	\$ 3,826			3826		
8217	Health Insurance	\$ 40,009			40009		
8219	Life Insurance	\$ 7,920			7920		
8220	Pension Plan	\$ 60,638			60638		
TOTAL FRINGE POOL				\$ 249,426			
6110	Salaries & Wages	\$ 656,824	\$ 656,824				
8110	Salaries & Wages	\$ 123,067			123067		\$ 123,067
FRINGE ALLOCATED TO DIRECT & INDIRECT LABOR			\$ 210,184	32%	\$ 39,381		\$ 39,381
8221	Recruitment	\$ 285			\$ 285		\$ 285
8222	Relocation	\$ 1,216			\$ 1,216		\$ 1,216
8223	Personal Absence	\$ 1,082			\$ 1,082		\$ 1,082
6310	Travel	\$ 35,173	\$ 35,173				
8310	Travel	\$ 12,987			\$ 12,987	\$ 2,500	\$ 10,487
6320	Material	\$ 843,192	\$ 843,192				
6330	Other Direct Cost	\$ 187,493	\$ 187,493				
6340	Subcontracts-contractual	\$ 944,841	\$ 944,841				
6350	Supplies	\$ 25,000	\$ 25,000				
8350	Supplies	\$ 15,014			\$ 15,014		\$ 15,014
6360	Equipment Rental	\$ 15,000	\$ 15,000				
8360	Equipment Rental	\$ 12,150			\$ 12,150		\$ 12,150
8410	Legal Fees	\$ 1,744			\$ 1,744		\$ 1,744
8420	Audit Fees	\$ 32,361			\$ 32,361		\$ 32,361
8430	Miscellaneous	\$ 3,969			\$ 3,969		\$ 3,969
8503	Entertainment	\$ 484			\$ 484	\$ 484	0
8505	Advertising & Promotion	\$ 354			\$ 354		\$ 354
8520	Periodicals	\$ 6,435			\$ 6,435		\$ 6,435
8522	Bad Debts	\$ 3,018			\$ 3,018	\$ 3,018	0
8523	Business Meals	\$ 2,702			\$ 2,702		\$ 2,702
8524	Depreciation/Amortization	\$ 2,824			\$ 2,824		\$ 2,824
8525	Dues/Memberships	\$ 2,112			\$ 2,112		\$ 2,112
8526	Conventions/Seminars	\$ 7,936			\$ 7,936	\$ 2,000	\$ 5,936
8527	Interest Expense	\$ 1,001			\$ 1,001	\$ 1,001	0
8531	Insurance	\$ 738			\$ 738		\$ 738
8535	Reparis/Maintenance	\$ 1,681			\$ 1,681		\$ 1,681
8537	Telecopier	\$ 2,434			\$ 2,434		\$ 2,434
8538	Telephone	\$ 45,552			\$ 45,552		\$ 45,552
8539	Temp Help/contract labor	\$ 1,816			\$ 1,816		\$ 1,816
8540	Small Equipment	\$ 878			\$ 878		\$ 878
8542	Postage & Handling	\$ 6,235			\$ 6,235		\$ 6,235
8553	Office Supplies	\$ 6,461			\$ 6,461		\$ 6,461
8554	Other Outside Services	\$ 30,281			\$ 30,281		\$ 30,281
TOTAL INDIRECT COST POOL							
TOTALS			\$ 2,917,707		\$366,198	\$9,003	\$357,195
			(BASE)				(POOL)
FRINGE COST POOL		\$249,426	INDIRECT COST POOL			\$357,195	
BASE (DIRECT & INDIRECT LABOR)		\$779,891	BASE=(TOTAL DIRECT COSTS)			\$ 2,917,707	
FRINGE RATE		32.0%	INDIRECT RATE			12.2%	



ii. Steps in the Two Rate Method

1. Develop List of Accounts (GL)
2. Segregate Direct Costs, Fringe costs and Indirect Cost
3. Segregate Unallowable Costs
4. Consider Adjustments to Historical Costs
5. Identify Fringe Pool
6. Identify Fringe Base
7. Compute the Fringe Rate
8. Distribute Fringe Expense (direct and indirect)
9. Sum the Indirect Cost Pool
10. Identify the Indirect Cost Base

iii. Written Narrative

The following is a written narrative to explain the steps identified in the Example in Section D.i. While the Single Rate Method discussed in **Section C** is more simplified, the Two Rate Method is the more common approach and includes separating out fringe costs from indirect costs.

1. Develop List of Accounts (GL): Same as Step 1 in Section C

2. Segregate Direct Costs, Fringe costs and Indirect Cost

The second step in the process is to separate accounts/costs in the GL into three categories, direct costs, fringe costs, or indirect costs. First, separate out employee benefits or fringe costs and then use the same scenario described in Step 1 in Section C to determine direct and indirect costs after the fringe is separated.

3. Segregate Unallowable Costs: Same as Step 3 in Section C.

4. Consider Adjustments to Historical Cost: Same as Step 4 in Section C.

5. Identify the Fringe Pool (numerator)

As described in Step 2, the GL cost elements must be separated into three cost groupings/pools. As seen in the sample GL below, the first grouping of costs could be the fringe pool which will include the expenses incurred by the business for the employees such as FUTA, SUTA, employer share of social security taxes, health insurance/medical, etc. Add the total of these costs to determine the Fringe Pool.

6. Identify the Fringe Base (denominator)

The base for allocating fringe will be the total of direct and indirect salary and wages.

7. Compute the Fringe Rate

Divide the total from Step 5 by the total from Step 6. This will be the Fringe Rate which will be applied to both direct and indirect salaries and wages (total labor cost).



8. Distribute the Fringe Expense to Direct and Indirect Columns

The Fringe Rate calculated in Step 7 can now be used to distribute or allocate the fringe expense to the Direct and Indirect Expense Columns. Use the calculated Fringe Rate from Step 7 and multiply the amount of total Direct Labor dollars. Manually enter the amount in the Direct Expense column of the GL. This fringe amount will now be considered part of the Total Direct Costs. In preparing a Budget (SF-424a) the computed Fringe Rate will be multiplied times the amount of Direct Labor in Block 6a and the amount entered in Block 6b. Similarly, multiply the Fringe Rate computed in Step 7 by the indirect Labor dollars. Manually enter the amount in the Indirect Expense column in the GL. The Fringe in the Indirect Expense column will now become part of the “indirect pool” described in Step 9.

9. Sum the Indirect Pool (numerator)

Add the total of all allowable indirect costs that are segregated in Step 3 above. This will be the “pool” or top number (numerator) when dividing the indirect rate. Please ensure that there are no unallowable costs included or any costs in the indirect Cost Pool that are also claimed in the base in Step 5. Also note that the Indirect Pool includes the fringe computed on indirect labor in Step 8.

10. Identify the indirect cost base (denominator)

The base or denominator for computing the indirect rate is commonly Direct Labor which was used in this example. Other bases such as Total Direct Costs can also be used if appropriate.



E. Definitions and References

Direct Costs

Direct Costs are those costs that can be identified and traced to a single project, activity, function, program, job, or contract. Examples of costs that are most easily traced to a specific project are labor, equipment, subcontracting, supplies, and other direct costs. For accounting purposes, the GL would accumulate all direct costs into summary accounts such as Direct Labor, Direct Material, etc., but the subsidiary ledgers would have unique account identifiers to track the costs to the specific projects.

Indirect Costs

Indirect costs are those costs or expenses that cannot be identified or tracked to a single activity, project, job, or contract or costs that apply to more than one project. Some examples of the types of cost that typically might be considered indirect are clerical labor, supervisor/management labor, utilities, phone expenses, fringe benefits, insurance, legal, and office rental or mortgage. These costs will be allocated or spread to more than one project.

Allocate

Allocate means to set apart or assign. Direct costs are assigned or allocated to individual projects based on an equitable base such as direct labor. Indirect costs are set apart or allocated to two or more projects.

Base (denominator)

Indirect costs are assigned or allocated to individual projects by using an Indirect Rate. The number the resulting rate or calculated percentage which will be applied to the appropriate “base”. If an indirect rate is going to be applied to a project then the “base” has to be directly identified to the project (such as direct labor hours, direct labor dollars, material, supplies etc.). One concern becomes how to know what “base” to use when computing an indirect rate. To make the determination, two things should be considered: who or what causes the indirect cost and secondly, and who or what benefits from the indirect cost? For example, the paying of salaries and wages causes a business to have to incur fringe costs so the most logical base to use for computing a fringe rate is salary and wages. Other indirect costs such as utilities are not caused by any single person or event but everything in the business benefits from paying the utilities so the base could be all direct labor costs or total direct costs since they all benefit.

Indirect Cost Pool (numerator)

Indirect costs cannot be identified to specific projects; so all the indirect costs are grouped or added together into an indirect cost pool. By combining the costs into one pool, the costs can be allocated to projects by computing an indirect rate after a base is selected. Examples of indirect cost that can be combined into one group are fringe costs that are grouped into a “fringe pool”.



Indirect Rate

An indirect rate is simply a mathematical calculation expressed as a percentage that results from dividing the allowable indirect cost pool dollars by the selected direct base dollars. When expressing an indirect rate it is always important to express both the percentage and the base to which it applies (e.g. 45% of TDC). Expressing that an indirect rate is 45% doesn't mean anything unless it also states the base that it is applied to such as Total Direct Labor or Total Direct Costs.

Unallowable Costs

Federal guidelines prohibit the Federal Government from reimbursing certain types of costs that are called unallowable. Allowable and unallowable costs are listed in the corresponding cost principles for each type of organization. The references below identify the cost principles that are applicable to unallowable in part because of the nature of way they were incurred.

REFERENCES:

- For DOE Financial Assistance Regulations refer to **2 CFR 200**. Financial Administration is addressed in Parts 200.300-309, and 910.350 – 910.372.
- For information associated with **Cost Principles** defining allowable and unallowable costs for different types of organizations refer to the following:
 - For-profit Organizations: **Federal Acquisition Regulation (FAR) Part 31**.
 - All Other Entities: 2 CFR 200 Subpart E
- For audit requirements for States, Local Governments, and Non-Profit Organizations including Institutions of Higher Education, refer to 2 CFR 200 Subpart F. Audit requirements for for-profit entities, refer to 2 CFR 910 Subpart F
- Administrative requirements are found in 2 CFR 200 and **2 CFR 910**.