Final Proposal Requirement 4: Oversight and Accountability Processes

Attachment 4.2(1):

Program Monitoring Plan

Broadband Equity, Access, and Deployment (BEAD) Program

Attachment 4.2

DRAFT | August 2025

Contents

1   BEAD monitoring process overview

The Nevada Governor's Office of Science, Innovation and Technology (OSIT), the Eligible Entity for the State of Nevada, is pleased to present this Program Management Plan, which is Attachment 4.2(1) to the state's BEAD Final Proposal.

As subgrantees spend BEAD funds on construction, equipment, services, and personnel, it is the responsibility of OSIT to monitor subgrantees to ensure the proper use of the grant funds. This oversight is critical to OSIT's role as the primary subgrantee (grantee) of BEAD funds and its responsibility to deliver timely and accurate reports to NTIA.

OSIT will adjust and right-size its monitoring to fit the circumstances of its subgrantee awards and OSIT's resources. In its subgrant award provisions, OSIT created compliance requirements and checks, including milestone-based payments, clawback provisions, timely reporting, BABA, and environmental and historic preservation requirements.

At a higher level, the data produced via monitoring activities will be useful in constructing a robust view of BEAD accomplishments and outcomes for the program as a whole.

1.1   Subgrant monitoring strategy

In this plan, OSIT is establishing a manageable, pragmatic, and effective approach to its risk-based monitoring. It is in the best interest of the State for subgrantees to successfully complete their projects and offer broadband service to those who need it most.

Subgrant monitoring includes activities related to specific subgrants, such as project meetings, desk reviews, and field inspections or site visits. These monitoring activities, as well as subgrantees' regular reports, will provide program-wide data that can be used to inform and direct the provision of technical assistance as well as corrective action and, as required, enforcement measures.

OSIT will establish initial monitoring levels using a combination of fixed subgrantee or award attributes, objective characteristics, and previous experience; OSIT will apply one of three levels of monitoring to subgrantees; and OSIT may change monitoring levels and activities as circumstances require, depending on each subgrantee's compliance status.

1.2   Funds distribution

Funds will be distributed to subgrantees on a progression and reimbursable basis according to milestones to be detailed in the subgrant agreement.

1.3   Subgrantee accountability

The subgrant agreement, which is presented as Final Proposal attachment 4.2(2), establishes the obligations the subgrantee must meet in deploying its broadband project. Each subgrant will have a subgrant agreement that contains OSIT's terms and conditions. OSIT may, as warranted, add specific special award conditions depending on individual circumstances (e.g., environmental issues, risk assessments). OSIT will include provisions in the subgrant agreements for LEO capacity subgrants in alignment with Appendix B of NTIA's BEAD Restructuring Policy Notice. Draft BEAD subgrant agreements

include terms and conditions that support OSIT's monitoring plan, including requiring distribution of funding on a progression and reimbursable basis, auditing requirements, and clawback provisions for non-compliance.

2 Monitoring activities

OSIT will conduct monitoring activities consistently across infrastructure deployment projects and, in alignment with the Policy Notice, across LEO capacity subgrants. Monitoring outputs will inform risk-analysis and decision-making.

2.1 Subgrantees' semi-annual reports

Subgrantees will be required to file semi-annual financial and performance reports. OSIT may require additional reporting on a one-time basis or as NTIA requires.

2.2 3.2Desk reviews

OSIT will use Desk Reviews as a monitoring tool to develop an understanding of subgrantee progress and performance. OSIT personnel will review information provided by the subgrantee to substantiate its progress; demonstrate compliance with key requirements, terms and conditions, or milestones; and show achievement of reported outcomes or other measures each quarter. Any risk identified via the Desk Review will be documented and result in a detailed project meeting to examine the information submitted, progress reported, risk identified, and any mitigation required.

2.3 Project meetings

OSIT plans to have Project Meetings, as required, based on findings in Desk Reviews to further investigate project progress and potential risks identified during the Desk Reviews. Project Meetings will cover project milestones, progress by address, schedules and commitments, project progress (such as miles deployed and BSLs passed), timeline risks, and financial risks. During these meetings, OSIT and subgrantees will address any risk or concerns and develop mitigation plans, if needed. The Project Meeting will also address any known challenges or broad issues such as design changes, permitting, supply chain, resource, and other project-related topics.

2.4 Site visits

Site visits typically last one to two days and are guided by a standardized agenda and published checklist of review items, which are tailored by project staff to fit the issues and circumstances of each site visit. Subgrantees will be informed of agendas and performance data to be validated, confirmed, discussed, or observed during the visit.

2.4.1 Standard site visits

Standard site visits are prioritized based on factors such as:

- Monitoring level assigned at start of project

- Award amount

- Drawdown amount

- Designation as "High Risk" by OSIT based on changes to the monitoring level (see Section 3.3)

- Unresolved issues and questions

- Project schedule

- Staff turnover, particularly among leadership

After a standard site visit, staff will draft a report that documents findings and conclusions, attaching supporting data. Where site visits identify or confirm significant issues, OSIT may specify corrective actions to be taken by the subgrantee based on observations and conclusions drawn from the site visit. OSIT may adjust monitoring levels based on a site visit.

2.4.2 Advanced site visits

Advanced site visits are conducted to address specific issues but otherwise follow the form and format of other site visits. Potential reasons for advanced site visits include:

- Challenges negotiating environmental or historic preservation rules

- Challenges working with government agencies, including Tribal Nations

- Allegations of waste, fraud, or abuse

- Concerns regarding the subgrantee's Desk Reviews or Project Meetings, including failure to file reports or questions regarding the contents of reports

2.5 Project inspections

At least annually, OSIT will perform project inspections to ensure that subgrantees are meeting reported milestones, applying safety standards, restoring sites, and meeting other requirements. Depending on the grant and circumstances, these may be virtual or in-person. Deployment project field inspections are more likely to occur at network sites to confirm network documentation and performance. The inspection team may review project segments against as-built reporting and application requirements. The team may also review and verify initial performance testing.

After a project inspection, OSIT will complete a standard report that documents findings and conclusions, attaching supporting data.

Per NTIA requirements, OSIT will perform closeout inspections and final network acceptance testing prior to OSIT's acceptance of closeout materials.

2.6 Tracking progress against milestones

By providing funds for the achievement of milestones on a fixed fee basis, OSIT will track the progress of projects so that they are completed on time. See the sample subgrant agreement, which is presented as Final Proposal attachment 4.2(2).

2.7 Closeout

OSIT will create a standard closeout checklist to help subgrantees and OSIT confirm project completion before releasing a final payment. The closeout checklist may require documentation regarding final network acceptance testing, final design documentation, site restoration information, UCC-1 filing documentation, and documents supporting the subgrantee's final reimbursement request.

The final disposition of all files related to the completed project will be managed according to established document retention procedures that follow applicable laws and program requirements. OSIT will retain BEAD records for at least three years following subgrant closeout.

According to [2 CFR § 200.344(b)](): "A [subgrantee] must submit all reports (financial, performance, and other reports required by the Federal award) no later than 120 calendar days after the conclusion of the period of performance."

3 Monitoring levels and adjustments

Monitoring activities may be adjusted, as needed, to align with OSIT's available staff and contract resources. Regardless of changes to monitoring levels, OSIT commits to adequate and effective monitoring.

3.1 Establishing monitoring levels

OSIT will establish initial monitoring levels using a combination of fixed subgrantee or award attributes (e.g., grant funding, project size, number of BSLs, topography), objective characteristics (e.g., financial, managerial and organizational capacity), and previous experience. The monitoring levels are described in the following section.

3.2 Levels of monitoring

OSIT will apply one of three levels of monitoring to subgrantees, depending on the subgrantee's compliance status. OSIT may change monitoring levels and activities as circumstances require, depending on each subgrantee's compliance status.

3.2.1 Standard monitoring

Standard monitoring comprises the following activities for each subgrantee:

- Review of semi-annual and other required reports

- Regular Desk Reviews

- Annual project inspection to confirm milestones completed

3.2.2 Intermediate monitoring

Subgrantees subject to intermediate monitoring will have a site visit at least twice per year and are more likely to receive Project Meetings, subject, to staff resources.

3.2.3 Advanced monitoring

Advanced monitoring will comprise the following activities for each subgrantee:

- Monthly conference call with subgrantee, depending on the cause of the advanced monitoring status; subgrantees requiring technical assistance are more likely to receive bi-weekly calls

- Careful scrutiny of reporting, especially during quarterly Desk Review, and additional Project Meetings, if needed

- Additional site visits as required

3.3 Changing the monitoring level

Any monitoring activity described in this section could result in a change in the monitoring level assigned to any subgrant. Events that can trigger a recommendation for an upward adjustment of a project's monitoring status include:

- Reports of fraud, waste, or abuse

- Significant modifications in timeline or milestone commitments

- Failure to secure permitting as forecasted

- Excessive or significantly minimal drawdown of federal funds

- Uncertainty over the subgrantee's ability to meet matching commitments

- Consistent delinquency on submission of or completeness of reports

- Potential violation of federal, State, or BEAD conditions

- Violation of award conditions and certifications

- Failure to update or provide a compliant supply chain risk plan or cybersecurity plan

- Audit findings

- Management or key personnel changes that could impact performance

4   Recordkeeping

OSIT will maintain a file in its BEAD grants management system for each awarded subgrant that includes all information necessary to comply with BEAD Program requirements (such as those in the BEAD NOFO), federal requirements such as 2 C.F.R. 200, and State laws and regulations.

5 Project improvement and corrective actions

In general, OSIT plans to work closely with its subgrantees to prevent the need for corrective actions. If necessary, OSIT will seek to resolve issues through technical assistance but may choose to take further corrective action, as outlined below. OSIT will document its actions, which will form a part of the subgrantee's recordkeeping file (see Section 0).

5.1 Performance Improvement Plan (PIP)

A PIP is used to document a required subgrantee action, which the subgrantee is required to acknowledge and affirm. PIPs are also used to address programmatic concerns with subgrantee project schedules, implementation issues, sustainability, and performance/benefits.

PIPs are typically recommended for performance issues of a non-technical nature. Examples of issues prompting a PIP include the subgrantee's need for timely report submission after missing two semi-annual reporting deadlines, submitting corrections to erroneous performance data, or making updates to the project plan to achieve various project milestones or to address schedule delays.

5.2 Technical Assistance (TA)

OSIT's project leadership may recommend specific TA activities for a subgrantee if the subgrantee has performance issues and requires project-specific support or subject matter expertise.

5.3 Risk Management Plan (RMP)

An RMP can be used to formally document a required subgrantee action of programmatic concern (e.g., project schedule, timely reporting), or address and officially document significant non-compliance or chronic, unresolved performance issues. Any non-resolution of significant issues identified in an RMP may lead to an enforcement action.

6 Checklists for subgrantees

For each executed programmatic activity, OSIT will collect a sample of supporting documentation that demonstrates project milestones achieved, implementation challenges and solutions (if applicable), and outcomes. Subgrantees should review the following checklist questions to help ensure they can provide adequate supporting documentation as appropriate.

6.1 Construction checklist

- Has your organization met the milestones of the baseline project plan and/or the most recent performance (technical) report?

- Have there been significant obstacles in the way of project progress?

- Do you have purchase orders for materials and/or equipment utilized to execute the scope of work?

- Do you have inventory reports that detail the use of materials purchased with subgrant funds?

- Do you have equipment usage logs that detail which equipment has been utilized at the project site?

- Do you have a project monitoring plan and a documented process for data collection activities?

- Do you have permitting procedures, and have you identified the barriers or obstacles you anticipate regarding permitting for your project?

- Do you have records certifying compliance with applicable labor and employment requirements?

6.2 Environmental and historic preservation (EHP) compliance checklist

- Have there been any significant developments, including any route changes, that require additional environmental or historic review?

6.3 Construction permitting

- Has your organization obtained and maintained all necessary permitting for construction activities?

- Has your organization secured any required rights-of-way, pole rights, private easement rights, or other access required to successfully complete the project?

6.4 Financial capabilities checklist

- Has an independent certified public accountant (CPA) examined the financial statements?

- Have you retained copies of the CPA's latest report, and any management letters issued?

- Are you generally familiar with the existing regulations and guidelines containing the cost principles and procedures for the determination and allowance of costs in connection with Federal contracts/grants?

- Have you filed audits with the Federal Audit Clearinghouse in a timely manner, if applicable?

6.5   Property management checklist

- Does your property management system provide for maintaining:

    - a description of the property;

    - an identification number;

    - source of the property;

    - where the title vests;

    - the acquisition date;

    - the Federal share of property cost;

    - the location and condition;

    - the acquisition cost; and

    - the ultimate disposition information?

- Does your property management system provide for a physical inventory and reconciliation of property at least every two years?

6.6   Build America, Buy America Act (BABA) checklist

The Department of Commerce signed a BABA waiver in February 2024 limiting the requirements of the BEAD NOFO (of May 2022) but not eliminating them.[1] Under NTIA guidance regarding BABA issued in July 2024,[2] subgrantees must track every type of equipment, and iron and steel in BEAD projects, recording the manufacturer, product number, location of manufacturing, and other data in NTIA-provided templates.

To comply with NTIA guidance regarding BABA, every subgrantee should:

- Have a procedure to track every piece of equipment, and all iron and steel, deployed in the BEAD project, using the required NTIA templates, including the following information (required by the templates):[3]

---

[1] See "Limited General Applicability Nonavailability Waiver of the Buy America Domestic Content Procurement Preference as Applied to Recipients of Broadband Equity, Access, and Deployment Program," Department of Commerce, February 2024, https://www.commerce.gov/sites/default/files/2024-02/BABA%20Waiver%20Signed.pdf; BEAD NOFO, NTIA, https://broadbandusa.ntia.doc.gov/sites/default/files/2022-05/BEAD%20NOFO.pdf, VII.D.6, p.87-88.

[2] See, "Build America, Buy America Compliance and Documentation Requirements and Procedures," NTIA, July 2024, https://broadbandusa.ntia.doc.gov/sites/default/files/2024-07/BABA_Compliance.pdf; "BABA Compliance and Self Certification," NTIA, https://broadbandusa.ntia.doc.gov/technical-assistance/BABA_Compliance_and_Self_Certification.

[3] See, "Build America, Buy America Compliance and Documentation Requirements and Procedures," NTIA, July 2024, https://broadbandusa.ntia.doc.gov/sites/default/files/2024-07/BABA_Compliance.pdf, Appendix B – BEAD BABA Reporting Subrecipient Tracker (for Finished Waived Electronics).

- o Manufacturer
- o Electronic Category (e.g., router, switch, power system, radio)
- o HS Code (10 digits)
- o Product Identifier (e.g., SKU, Product ID)
- o Common Language Description of Product Function
- o Country of Origin
- o Quantity

- Have a procedure to catalog this data so that the subgrantee can retrieve it if, for example, audited by the NTIA

- Have a procedure to obtain and catalog the NTIA's Manufacturer Self Certification Letter for each manufacturer whose products are used in the BEAD project[4]

- Procedures to collect all of the above data from any contractors and vendors, as necessary

- Procedures to document BABA compliance at all project sites

---

[4] See, "Build America, Buy America Compliance and Documentation Requirements and Procedures," NTIA, July 2024, https://broadbandusa.ntia.doc.gov/sites/default/files/2024-07/BABA_Compliance.pdf, Appendix A – Sample Manufacturer Certification Letter.

7   Monitoring resources

BEAD Waivers – https://broadbandusa.ntia.gov/waivers-policies

- **Letter of Credit Waiver** (includes performance bond) – https://broadbandusa.ntia.doc.gov/funding-programs/policies-waivers/BEAD-Letter-of-Credit-Waiver

- **Letter of Credit Waiver Update, July 2025** – https://broadbandusa.ntia.gov/funding-programs/policies-waivers/BEAD_LOC_Programmatic_Waiver_Update_July_25

- **Conditional Limited Programmatic Waiver and Clarification of Professional Engineer Certification** – https://broadbandusa.ntia.doc.gov/funding-programs/policies-waivers/BEAD_-_Conditional_Limited_Programmatic_Waiver_and_Clarification_of_Professional_Engineer_Certification

- **Programmatic Waiver of Tribal Lands** – https://broadbandusa.ntia.gov/funding-programs/policies-waivers/BEAD_Program_-_Waiver_of_Subpoint_E_of_the_Definition_of_Tribal_Lands

- **Limited General Applicability Nonavailability Waiver of the Buy America Domestic Content Procurement Preference as Applied to Recipients of the BEAD Program (Build America, Buy America Waiver)** – https://www.commerce.gov/sites/default/files/2024-02/BABA%20Waiver%20Signed.pdf

- **Proposed BEAD Performance Measures Guidance** (December 2024 – pending finalization) – https://www.ntia.gov/sites/default/files/2024-12/draft_performance_measures_for_bead_last-mile_networks_policy_notice.pdf

General Terms and Conditions for the NTIA Broadband Equity, Access, and Deployment Program (BEAD) Program Funds – https://broadbandusa.ntia.doc.gov/sites/default/files/2024-05/BEAD_IPFR_GTC_04_2024.pdf

2 CFR Part 200 – https://www.ecfr.gov/current/title-2/subtitle-A/chapter-II/part-200?toc=1

- **Uniform Guidance for 2 CFR Part 200:**

    ο Tailoring the Application of the Uniform Guidance to the BEAD Program (December 2023) – https://broadbandusa.ntia.doc.gov/sites/default/files/2023-12/BEAD_Policy_Notice_of_Part_200_Exceptions_Related_Issues.pdf

    ο Uniform Guidance Policy Notice for the BEAD Program (March 2024) – https://broadbandusa.ntia.gov/sites/default/files/2024-06/BEAD_Uniform_Guidance_Briefing.pdf

Department of Commerce Financial Assistance Award Terms & Conditions (October 2024) – DOC Financial Assistance General Terms and Conditions as of 01 October 2024.pdf

OMB Circular A-133: Audits of States, Local Governments, and Non-Profit Organizations:

- Circulars (note that OMB Circular A-133 was updated under 2 CFR) – https://www.whitehouse.gov/omb/information-for-agencies/circulars/

- 2024 Compliance Supplement – https://www.fac.gov/assets/compliance/2024-Compliance-Supplement.pdf

- 2 CFR Subpart F – Audit Requirements – https://www.ecfr.gov/current/title-2/subtitle-A/chapter-II/part-200/subpart-F

8 Additional BEAD-related resources

Resource	Website Address	Description
Advisory Council on Historic Preservation	http://www.achp.gov/	This website provides information regarding compliance with Section 106 of NHPA.
BEAD Program Website	https://broadbandusa.ntia.gov/funding-programs/broadband-equity-access-and-deployment-bead-program	This website is the homepage of BEAD.
Council on Environmental Quality (CEQ)	https://www.whitehouse.gov/ceq/	This website is for guidance and information concerning NEPA requirements.
Financial Management Handbooks	https://www.commerce.gov/ofm/publications/handbooks-and-manuals/financial-management	Links to templates, guidance, and handbooks at varying levels of detail.
NIST Financial Assistance Reference Guide	https://www.nist.gov/system/files/documents/2025/05/13/FAAMO%20Financial%20Assistance%20Reference%20Guide%20for%20Recipients%20%28v4%20last%20updated%20May%202025%29.pdf	Provides information on the essential elements and most commonly asked questions of NIST financial assistance subgrantees. The guide contains a multitude of carefully selected topics designed to assist the grant and cooperative agreement community from acceptance of the award to reporting requirements to amendments and prior approvals during the award to close-out procedures after award completion.
U.S. Government Accountability Office (GAO) Red Book	https://www.gao.gov/legal/appropriations-law/red-book	*Principles of Federal Appropriations Law*, also known as the Red Book, is GAO's multi-volume treatise concerning federal fiscal law. The Red Book provides text discussion with reference to specific legal authorities to illustrate legal principles, their application, and exceptions.