Local Government Solutions for COVID-19 and Beyond: *Grants Management Capacity*

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FEMA

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Executive Summary

This resource guide is part of a set of documents developed by FEMA in response to the disaster recovery challenges state, local, tribal, and territorial (SLTT) governments have faced due to COVID-19. Although developed in response to COVID-19, many of the solutions can be applied beyond the context of disaster. FEMA held discussions with representatives from FEMA Regions, national associations, and other federal agency partners to identify challenges for SLTT governments. From these engagements, three key topic areas were identified – adaptive design, grants management capacity, and alternative public service solutions.

Each topic has a "Stand-alone" Solutions Guide with a Case Studies Supplement that provides examples from different representative community types. **These guides and case studies are intended to provide guidance and resources rather than recommendations and best practices.** The guides do not provide specific guidance for complying with requirements for any federal assistance programs.

The **Grants Management Capacity Local Government Solutions Guide** covers seven steps of grants management from pre-award to post-award. Each step includes guidance and important considerations and stakeholders as well as additional resources from grant funders and subject matter experts. The seven steps outlined in this guide are:

- **Project Development**
- **Funding Identification**
- **Proposal Preparation**
- **Proposal Submission**
- **Award Acceptance**
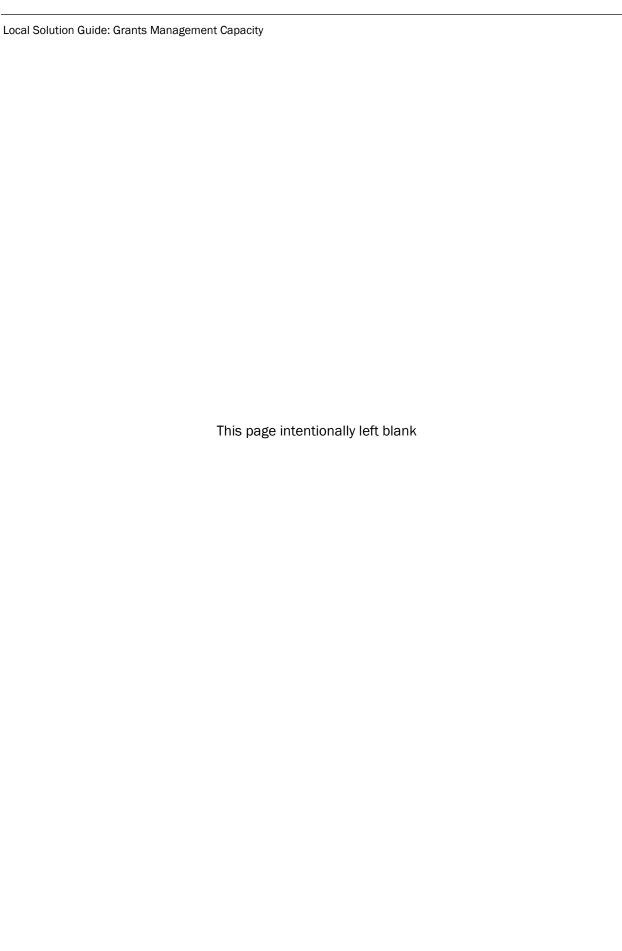- **Award Management**
- **Award Closeout**

This guide seeks to simplify the process of building local government capacity for grants management through this comprehensive explanation of a grant's entire lifecycle. It also highlights considerations that can help smaller governments compete for larger grants. Finally, it provides information on specific **COVID-19 Considerations**. Throughout every stage of the process, however, involvement and buy-in of the community and partners both within and outside the local government is critical to the success at every grant stage.

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1.   Introduction

Since 1973, the U.S. economy has experienced six recessions that have lasted an average of two years prior to recovering. During this period, the Federal Government enacted congressional legislation authorizing specific federal financial assistance (grants) to state and local governments. The types of assistance have varied from unrestricted or general-purpose funds, to disbursement via existing or new grant programs with a specific purpose.[1] Historically, Congress has provided federal assistance and grants to local governments to support workforce development, employment training, emergency jobs, justice assistance, health and human services, housing, energy efficiency, public welfare, public infrastructure, food programs, and sustainment of the agriculture industry. In addition to these concerns, issues such as maintaining adequate health care staffing levels, expanded broadband access, food insecurity, job losses, and small business closures have been amplified during the COVID-19 pandemic with smaller communities particularly impacted due to lack of partnerships and resources.

One way to bridge this gap is through federal grant programs and building sustainable public-private partnerships. Although building the capacity for grants management can be a challenge for all local governments, this guide seeks to provide a brief federal grants primer and demonstrate how jurisdictions can compete for and win federal grants. Annual preparation for the inclusion of grants into the budget cycle can present communities larger federal grant awards that can help meet the needs of residents and provide funding to enhance new or existing projects. Additionally, this guide has incorporated additional tips that can help smaller communities secure funding through use of federal/partner technical assistance and cost saving measures. **While this guide is focused on federal grant programs, many of the tools and practices discussed below are general enough to also assist with non-federal grant program applications.**

1.1.   Purpose

This Local Government Solutions Guide on **Grants Management Capacity** is one of three documents focused on providing guidance and resources that local governments can use to plan for recovery from COVID-19 pandemic impacts. This guide is not intended to provide technical assistance or recommendations but rather it acts as a summary of the innovations other communities have employed to meet public service needs in the face of budget constraints. The guide frames core challenges and provides general solutions, resources and considerations for local government officials who wish to pursue them.

1.2.   Local Government Solutions Guide Development

In developing these guides, feedback from national associations, FEMA regional contacts, and federal partners that work with local governments was used to identify local governments'

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[1] United States Government Accountability Office, State and Local Governments: Knowledge of Past Recessions Can Inform Future Federal Assistance (U.S. GAO, March 2011)

largest obstacles to recovery from COVID-19. This approach was taken in order to draw on the local knowledge of these partners and expediently assess key general challenges given the broad diversity of local government, in both type and size, across the nation. This process included a review of several surveys and data sources partners have compiled directly from local governments.[2] From these discussions, we identified three major themes of concern with a gap in general guidance that could benefit from a solution guide for the coronavirus: grants management capacity, alternate public service solutions, and adaptive design. Another gap identified was the diversity of local government types and the desire for a peer-to-peer engagement among communities of similar population or governance.

In response, we developed abbreviated guides for each of the three topic areas with case study supplements, included at the end of each document and where possible focused on COVID-19 examples. **Throughout the documents the term "local government" is used broadly to include a diverse array of "local" government structures including: towns, cities, rural and non-rural counties, and tribal communities.** The case study supplements are organized in alignment with the relevant topic area and local government type.

2.   Grants Management Capacity Background

Federal grants can be a solution to fill gaps left by budget shortfalls, but they are meant to supplement, not replace, local efforts that provide services and resources. While grants provide important opportunities, many agree that the process of securing grants is long and difficult. Furthermore, management of these funds is not an easy task with competing demands and regulations issued by Congress, the Office of Management and Budget, and various federal departments supplying grant funding. Thus, many municipalities miss out on grant opportunities due to lack of staffing or expertise, or unintentionally mismanage grants, which results in having to return funding. This Local Government Solutions Guide seeks to demystify the process, to demonstrate how grants can be used effectively, and through a case study supplement show how municipalities have built capacity and created long term recovery with a sound grant management strategy.

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[2] i.e., The United States Conference of Mayors Fiscal Pain Tracker; National Association of Cities Comprehensive Analysis of COVID-19's Impact on County Finances and Implications for the Economy; International City/County Management Association COVID-19 Impacts on Local Governments

2.1. Chapter Organization – the Grant Lifecycle

Grant processes and requirements can vary between federal agencies. Being proactive and communicating with the grant maker to better understand grant requirements can help ensure a successful grant application. This guide provides a high-level overview on how local governments can build capacity for grants management by preparing for grants annually in conjunction with their yearly budget and capital improvement plan cycles using a seven-step process split between two distinct phases of the grant lifecycle: **Pre-award and Post-award**.

3. Pre-award Phase:

The Pre-award phase is synonymous with application development and submission, and includes four steps: project development, funding identification, proposal preparation and proposal submission.

3.1. Step 1: Project Development

Project development starts with **identification of an internal or external challenge or gap** that requires a local solution. Challenges may include social problems that impact local constituents, or the need to build and repair infrastructure that the public uses. These challenges may be identified by a mayor or other elected official, a disaster (e.g. hurricane or pandemic), a customer call, an advocacy group (i.e. local chamber), a business owner, or a community member.

Once the challenge is clearly identified and articulated, it is recommended that the community form a team that includes subject matter experts (SMEs) who understand the issue, professional expertise to solve the problem, finance staff, and a lead champion or visionary who can identify and build partnerships and bring other stakeholders to the table. The number of team members and the skills they possess will vary by community, but the following are examples of potential members of a grant stakeholder team:

- Lead Proposal Writer/Consultant Firm
- Professional Subject Matter Expert (e.g., Engineer, Project Manager, City Council/Commissioner)
- Finance Staff (Account, Department Budget Analyst)
- Champion (e.g., Lead Project Manager, Department Director as needed, etc.)

3.1.1. PROVIDING PROOF FOR THE CHANGE PROCESS

The next large hurdle in grants management is to demonstrate how the proposed project will achieve your intended outcome. Two tools often used to help validate a proposed solution are the Theory of Change and a Logic Model. The Theory of Change is a comprehensive planning tool that considers citizen participation, program outcomes, and evaluation to promote long-term social change. This methodology is most used when there

Community Engagement and Equity

An important element in the identification of an internal or external challenge or gap and its potential solution is seeking out and incorporating community feedback in an inclusive and continuous manner in order to ensure priorities and projects meet needs of vulnerable or underserved populations as well as align with an equitable distribution of resources. Make sure to plan for effective, culturally aligned communication and messaging to outreach to traditionally underserved populations. . While local governments may already have established techniques for community engagement, the COVID-19 pandemic has accelerated the adaptation of expanded methods of community participation – particularly the use of virtual engagement methods. Make sure to address communications accessibility requirements for those with functional or access needs. For more information on this topic and an expanded list of the resources below see the **Adaptive Design Guide** in this series on Local Government Solutions.

RESOURCE: Practices for Engagement in the Time of COVID (2020)

RESOURCE: The New Normal: Communities adjust to Conducting Business Remotely While Maintaining Citizen Input (2020)

RESOURCE: 10 Ways to Manage Crisis Communications During the COVID-19 Pandemic (2020)

RESOURCE: Bright Spots in Community Engagement: Case Studies of U.S. Communities Creating Greater Civic Participation from the Bottom Up (2013)

RESOURCE: Participation Tools for Better Community Planning (2013)

RESOURCE: Guidance for Title VI of the Civil Rights Act of 1964

RESOURCE: Guidance for Section 508 of the Rehabilitation Act of 1973

is a project proposed that requires a long-term solution and will result in a multi-year project or program (i.e., 3-10-year timeframe). Examples of proposed community challenges relevant to this approach may include topics such as increasing graduation rates or improving the tax base of the downtown business district.

In contrast, a Logic Model is typically depicted as a one-page visual infographic that shows how a program/project will work to solve the identified community need. The development process for a Logic Model is shorter, may take less than 8 hours for completion, can be finalized by internal staff, and usually looks at a problem with a 1-3-year time frame. Several federal departments require logic models as a part of a grant application -- the U.S. Department of Housing and Urban Development (HUD), the Department of Justice (DOJ), the U.S. Department of Health and Human Services (HHS), and the Department of Education (ED). While developing a Logic Model, the grant management team will identify resources (inputs), task or events to complete (activities), program/project outcomes, products (outputs), immediate impact (short-term outcomes), and long-term effects (long-term outcomes).

Keep in mind the development of the logic model (see Appendix 1.) often results in the identification of additional action items that need to be completed prior to seeking funding for the grant.

3.1.2. CREATE A ZERO-BASED PROJECT BUDGET

One critical action item from the logic model, or during any program design exercise, is to identify all the resources needed to develop a project budget. A recommended practice is that the grant management team start with a zero-based budget and list all line items that will be needed for project completion. Details are important and additional subject matter experts may be needed to complete a comprehensive design and engineering report for capital projects that includes all construction materials. Common expenses included in most budgets are:

- Salary and Wages for Personnel and Volunteer Expense
- Fringe Benefits
- Equipment
- Travel and Training Expenses
- Materials and Supplies
- Contractors and Consultant
- Other (e.g., Subscriptions, Telephone, Contingency, Project Management Cost, Construction Management Costs, etc.)
- Indirect Costs
- Management Costs (Grant Administration)

In development of a line item budget, the project champion and the finance staff would ensure that money is set aside in a department budget and/or the capital improvement program to cover program and project expenses. Local funds should also be budgeted to cover matching requirements of 20-50% of the project budget if the locality seeks government or private grant funds to cover

project expenses. Once completed this budget can be used in the grant proposal applications and should be modified in accordance with funding guidelines.

3.1.3. BUILD PUBLIC-PRIVATE PARTNERSHIPS (P3S)

Identifying external partnerships between public, private, and nonprofit stakeholders can be a way to provide goods and services, enhance the project, raise funds, apply for grants on behalf of the partnership, and secure financing that would otherwise not be available. Incorporating partnerships can therefore create a stronger program design, so those partners should be identified on the logic model or within the theory of change documents.

Partnerships require a win-win negotiation strategy to develop an outcome beneficial to all parties. It is recommended that the project champion seek legal counsel and work with the local government procurement division to complete contracts, memorandums of agreement, or memorandums of understanding for these types of partnerships. Common partnerships built to enhance local government programs are:

- Creation of nonprofit entities with 501 (c) 3 status to accept donations and apply for private sector grants. (e.g., Friends of the Library, Friends of the Park System, Groundwork USA)
- Design-Build-Finance-Operate/Infrastructure P3s (e.g., A local housing authority has a corporate development company. The entity designs, builds, and secures bank financing to build a multi-family property on city land. Upon project completion the Housing Authority will manage the apartment complex.)

Grant-making agencies view partnerships as assets when awarding grant funds. Local governments can demonstrate solid partnerships in future grant applications by attaching letters of commitment, copies of agreements, and ensuring the partners are mentioned directly in the grant applications and that they are aware of their contributions both monetarily and non-monetarily.

3.1.4. PARTNERSHIP GUIDANCE AND RESOURCES:

Grant administration has many steps, and all parties involved should understand the detailed process, and solicit assistance to build capacity in areas not readily available.

RESOURCE: [International City/County Management Association (ICMA): Public-Private Partnerships (P3s): What Local Government Managers Need to Know](#)

- Provides why public-private partnerships are vital, how to finance them, advantages, challenges, and when to use them.

RESOURCE: [Independent Sector. Org: Independent Sector Value of Volunteer Time/State and Historical Data](#)

▪ Provides information on the benefits of using volunteers and provides current rates for volunteer time by state, which can be used for an in-kind match in the grant proposal budget.

3.1.5. SEEK FEDERAL PARTNER TECHNICAL ASSISTANCE

An unlikely partner in project development that may be less known are federal departments. Several federal departments can provide technical assistance for project development prior to applying for grant proposals. Federal staff members or third-party contract providers have resources to provide capacity building training, policy development, implementation of evidence-based programs, curriculum development, data analysis, research, strategic planning assistance, and services for grant administration. This technical assistance could particularly benefit communities who cannot hire external consultants or additional staff members. Federal technical assistance services include the following:

▪ FEMA Grants Management Technical Assistance Resources

▪ DOJ Bureau of Justice Assistance, National Training and Technical Assistance Center

▪ Internal Revenue Service (IRS) Volunteer Income Tax Assistance Program (VITA)

▪ ED Comprehensive Centers Program

▪ Department of Energy (DOE) State Energy Program (SEP)

▪ HHS Office of Family Assistance Health Profession Opportunity Grants

▪ Department of Agriculture, Rural Development (USDA-RD) Technical Assistance for Business Creation and Growth

▪ USDA-RD Co-op Development for Businesses

▪ Economic Development Administration (EDA) Local Technical Assistance and University Centers, as well National Technical Assistance providers

Applicants for EDA programs to support economic development can also receive support to develop their projects from EDA's network of Economic Development District organizations, as well as from EDA Regional Offices, including the EDA Economic Development Representatives assigned to the applicant's state or region.

Additionally, many federal agencies have technical assistance programs specifically for tribal communities. These include, but are not limited to:

▪ DOJ Tribal Justice and Safety Training and Technical Assistance

▪ DOE Office of Indian Energy Policy and Programs Technical Assistance

▪ Department of Transportation (DOT) Federal Highway Administration Tribal Technical Assistance Program

▪ HHS Substance Abuse and Mental Health Services Administration Tribal Training and Technical Assistance Center

3.1.6. RURAL DEVELOPMENT GUIDANCE AND RESOURCES:

Rural communities often lack capacity (e.g., staffing, finances, technical) to compete for grants on a competitive scale with larger urban communities. However, the U.S. Department of Agriculture Rural Development agency (USDA-RD) provides many technical assistance guides and provides 1-on-1 guidance to grantees to help them build capacity. Listed below are guides that provide technical guidance related to issues that may affect rural communities.

RESOURCE: [USDA-RD Publications for Cooperatives](#)

RESOURCE: [USDA-RD Co-ops 101](#)

RESOURCE: [USDA-RD Housing Loans and Grants Guidebooks](#)

RESOURCE: [USDA-RD Recreation Economy Guide](#)

3.2. Step 2: Funding Identification

3.2.1. IDENTIFY FUNDERS:

After projects have been designed, local government applicants should begin to look for funding opportunities from federal, state, and private sources. The most comprehensive list of all federal grants is located on the database [Grants.gov](#). There are several types of federal grants, but the most common forms are:

- **Formula Grant:** Formula grants are allocated to local governments, territories, and states based on specific criteria set by legislation. Exactly how funds are distributed is most often governed by statutes or congressional appropriations acts that specify which factors are used to determine eligibility, how the funds will be allocated among eligible recipients, as well as the method by which an applicant must demonstrate its eligibility for that funding. Grant award amounts are calculated by a formula, and calculations may consider factors such as population, census data, violent crimes, or other statistics.

- **Discretionary (Competitive) Grant:** Discretionary grants are an award of financial assistance provided directly by the federal government, or a pass-through agency, to an applicant. The applicant drafts a grant proposal in accordance with published guidelines, and the funding agency ranks the proposal and provides grant awards based on a competitive review process. The highest ranked proposal is usually accepted.

- **Continuation Grant:** Continuation grants are renewal or multi-year extension funding for existing grantees. They are awarded based upon the grantees project performance and compliance with existing program deliverables.

- **Cooperative Agreement:** This is an award of financial assistance from a federal department or pass-through entity that requires a substantial relationship with the awardee, which may involve more frequent meetings and reporting requirements.

Additional grants provided from charitable organizations and corporations may include start-up (helps launch new programs and projects), capital (used for funding equipment, facilities, construction of building), general operating (used to cover daily operations, personnel, and technology), planning (used to hire consultants or coaches to develop business, strategic, and operational plans), and technical assistance grants (typically in-kind grants provided to help with finances, communication, evaluation, strategy, or fundraising). However, localities may need to partner with nonprofit providers to secure funding to enhance existing program objectives.

3.2.2.   FEDERAL GRANT FUNDERS GUIDANCE AND RESOURCES:

Finding federal resources has been centralized. Future grantees can still seek out an overview of each federal department's grant opportunities via the departmental webpage. However, detailed notifications of funding are centralized via two databases making them the premier one-stop shop for application requirements.

RESOURCE: Grants.gov

- An e-government initiative operating under the governance of the Office of Management and Budget and managed by the Department of Health and Human Services
- An online platform for the federal government that houses application information for over 1,000+ grant programs from federal-grantmaking agencies.
- Searching the directory is free and available via the website at www.grants.gov or utilizing the Grants.gov mobile app (Android and IOS). Applicants must create an organization profile on the platform to submit grants.
- Additional information is available via the Grants.gov Youtube Channel, or via a Grants 101 Guide provided on the website.

RESOURCE: General Services Administration-Assistance Listings (formerly known as the Catalog of Federal Domestic Assistance)

- Produced by the U.S. General Services Administration (GSA)
- Assistance Listings are a new resource that provides the public with descriptions of federal assistance listings available to state and local governments (including the District of Columbia); federally recognized Indian tribal governments, territories (and possessions) of the United States; domestic public, quasi-public, and private profit and nonprofit organizations and institutions; specialized groups, and individuals.
- Entities can conduct preliminary planning using this resource, also known as "SAM.gov," by browsing listings across all federal departments to develop a funding strategy.
- Each listing has a unique five-digit CFDA (Catalog of Federal Domestic Assistance) number. Once a federal assistance listing of interest is identified, link directly to grant

opportunities on Grants.gov or follow up with that specific agency using the contact information provided.

RESOURCE: [Federally Recognized Indian Tribes and Resources for Native Americans](#)

- Produced by USA.gov
- Provides links to federal programs for Native American Tribes and Members, including grant programs
- Grant links include [Tribal Heritage Grants](#), [Repatriation Grants](#), [Indian Housing Grants](#), and [Tribal Green Building Grants](#)

3.3.   Step 3: Proposal Preparation

3.3.1.   STAFF DEVELOPMENT IN GRANTS

Many communities do not have the additional budget to fully staff a grants office that can constantly look for opportunities on behalf of the community. The role and responsibility of applying for grants may be added to the already full plates of existing local government personnel. If local governments want to diversify revenue streams and enhance programs with grant funding a strategy should be developed, and any team members assigned the responsibility of research, writing, or management of grants can benefit from professional development to strengthen their skillsets. FEMA cannot endorse specific organizations, however, there are several professional associations dedicated to the grants management field that provide excellent training beyond the references listed in the Federal Grant Guidance and Resources Section of this guide. The two leading professional associations used for training, community, and advocacy are the Grants Professional Association (GPA) and the National Grants Management Association (NGMA). GPA provides professional development on the full life cycle of the grant with more emphasis on the pre-award phases, while NGMA focuses on the post award phase. Furthermore, many federal departments may provide applicant or technical assistance training on specific grant program requirements. The technical assistance may or may not be geared toward how to write a successful proposal but will include instruction on the technical aspects of application components.

3.3.2.   CREATING A GRANTS FUNDING STRATEGY

Requests for federal grant applications generally provide 30-120 days to complete a submission. Ideally, applicants want to permit themselves the maximum time allotted to write the grant proposal.

Due to the tight timelines for grant applications, it is important to consider the sequence of applying for multiple grant opportunities. Overlapping capacity strains and timelines may result in delays in submitting the multiple applications. To better plan for this situation, departments can create a master grant application file that can be shared with all local government departments. This document would contain basic historical details about the community relevant to grant applications such as:

- City population size and demographics
- Zip code population demographics (site specific)
- List of City Council/Commissioner names with district numbers
- Key geographical landmarks (i.e. square miles of the city, landmarks, bodies of water)
- Professional sports teams/associations/organizations
- Top five employers and number of employees
- History of the city incorporation
- Name of the current Mayor, City Manager, Department Directors
- Any major disasters that impacted the city
- Number of staff by city department and demographics (e.g., full-time, part-time, contractors, sworn, civilian, non-civilian)
- Current city department budgets (PDFs of individual budgets)
- Current audits/single audits

If possible, letters of support from the Mayor, congressional leaders, state legislators and community partners can aid the grant application's success rate. The notice of funding opportunities may request Commitment of Matching Funds letters, which will be discussed later in this text. Furthermore, if grant development teams work closely with finance staff it ensures that the lead writer is supplied with proper city identification numbers for applications (e.g., DUNS number, Employer ID number, and SAM registration).

3.3.3. MATCHING REQUIREMENTS (FEDERAL GRANTS)

Most federal grants require grantees to supply funding to meet a cost share or matching requirement for grant programs. Cost share is the portion of project costs not paid by federal funds and can vary from grant to grant or program to program.

Some federal grant programs do not require grantees to supply cost share (i.e., USDA-National Institute of Food and Agriculture).[3] However, most Federal departments will fund a program and/or project at approximately 75% of the total project costs, and grantees are responsible for supplying approximately 25% of the project funding. The approximately 25% cost share requirement can be burdensome to many government entities during recessions when funds are scarce. Coming up with additional funding to meet these requirements requires creative thinking on behalf of a government entity and its partners. Listed below are a few options below that can help communities meet these requirements:

- **In-kind Contributions (Soft)** – donations of goods and services for the project that may be applied to the budget. Typically, these types of donations do not come with stringent requirements and

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[3] U.S. Department of Agriculture Matching Requirement

may only require name recognition or a thank you from elected officials. Examples of this support include:

- Donated services (i.e., volunteer rates, interns, partnership with a university for technical assistance)

- Donated goods at wholesale value from local businesses, government agencies, or civic organizations (i.e. equipment, materials, software, supplies, space/buildings, food)

- **Cash (Hard)** – municipalities will provide a cash match available at the time of the award to match the federal grant (i.e., municipal general operating funds, special revenue funds for capital improvement projects, program income from a previous grant award). A common example to use toward the cash match in a budget is to document municipal staff time (i.e., annual salary or hourly rate of a project manager, engineer, finance personnel, legal, or grants staff who will contribute toward the management of the project). There are also a few limited federal funding streams that can be used to match other federal grants, such as HUD's Community Development Block Grant (CDBG) program.

- **Deploying public-private partnerships** with local businesses, national foundations, and local nonprofits who can help the municipality fundraise the matching funds.

3.3.4. FEDERAL GRANT WRITING GUIDANCE AND RESOURCES:

Grant requirements vary among different federal departments. This list of free resources provides some grant writing tips to submit a successful proposal.

RESOURCE: HHS Family & Youth Services Bureau, Grant-Writing Tips

RESOURCE: HHS Health Resources and Services Administration, Tips for Writing & Submitting Good Grant Proposals

RESOURCE: USDA National Agricultural Library, A Guide to Funding Resources

RESOURCE: USDA National Institute of Food and Agriculture, Grant Training

3.4. Step 4: Proposal Submission

3.4.1. DEVELOP AN INTERNAL GRANTS REVIEW TEAM

Another best practice deployed by many local governments is to create an internal grants review team and process flow that allows several people to review components of the grant application prior to submission. Ideal staff members to have on the grant review team may be a representative from human resources, finance staff, a department subject matter expert, the grant manager, an external partner, and the public information/external affairs officer.

All components of the grant application should be forwarded to these individuals, who can provide concurrence that the application should be submitted using a grant scoring sheet. Some of the common objectives they may want to review as part of this scoring sheet are:

- Grammar and spelling for the overall proposal
- Organizational fit (project is in the city's strategic plan, capital improvement plan, budget)
- Resources (personnel, salaries, space, equipment needs)
- Financial budgets or statements
- Grant aligns with the intended community goals
- Letters have been collected from supporters and elected officials
- All federal forms are signed and dated by the organization's Authorized Official (typically Mayor, City Manager, or designee)

Upon the completion of the internal review the grant management team can submit the grant to the grant-making agency. Decisions for grant awards often take 2–6 months depending on the funder. If the application is denied for funding, the applicant can request a debrief with the funder to seek feedback on how to improve the application moving forward. These debriefs provide invaluable information on strengths and weaknesses with the proposal and project idea. Consistent application of this practice can ensure your community is prepared for the next round of funding and can help improve all proposal development efforts moving forward.

4. Post-Award Phase:

According to industry survey data, provided to the U.S. Office of Management and Budget, **it takes grant personnel more than 40% of their time to manage grant awards effectively**, so it is advisable that localities have dedicated grant management staff to ensure the entire organization stays abreast of changes that impact the ability to seek new grant proposals and maintain compliance of a complex grants' portfolio of competing interests from various grantors.

4.1. Step 5: Award Acceptance

4.1.1. GRANT KICK-OFF MEETINGS

If selected the local government will receive an award letter from the funder that they have received a new grant award. Federal notifications come through the congressional district where the project site is located, and the Federal awarding agency will send a letter to the Authorized Representative of the locality (e.g., Mayor, City Manager). Once the letter is received the assigned grant program manager should contact the funder to discuss the grant agreement, receive technical assistance, and review deadlines.

Afterward it is recommended that the grant program manager host a grants management kickoff meeting with the all internal and external parties that will have a part in project implementation. It is

imperative for all parties to understand the compliance requirements for the award. A comprehensive meeting of this type would include the following elements:

- Review the grant agreement together
- Discuss all reporting deadlines
- Review all memorandums of agreement with external partners
- Review the budget
- Discuss procurement options and any need to purchase goods and services
- Review subrecipient monitoring, site visit schedules, and close-out procedures
- Discuss any travel, and training that will be required to manage the grant

It is also important to continue to keep the public updated on the progress and decision-making process involved in the implementation of the funded project, providing opportunities for feedback where applicable and in alignment with relevant regulations, as doing so will help to ensure an equitable distribution of resources and benefits. (For more information on community engagement see the text box on page 4 and/or the Adaptive Design Local Government Solutions Guide in this series.)

4.1.2.   COST SHARE WAIVERS

Cost share waivers are also known as Waiver of Matches. This process is used most frequently by communities devastated during a disaster, or requested by smaller counties, local governments and territories who cannot meet cost-share. Each federal department has a process to review written justifications from grantees for consideration to waive the matching funds requirements for grant funded programs. Local governments can provide documentation that demonstrates the unique nature of the disaster (natural or man-made). However, approval of the cost share waiver is at the discretion of the funding agency or may be implemented with congressional involvement.

4.1.3.   DUPLICATION OF BENEFITS (DOB)

Local departments should communicate in a coordinated manner to ensure that other departments do not apply for multiple grants that will fund the same program, project, or activity. When multiple grant awards are received for the same purpose and funding is applied to the whole project, or a part of a project, this is considered a Duplication of Benefits. "A DOB occurs when an entity receives (i.e., draws down/takes possession of) multiple sources of federal funding assistance, or outside funding (e.g., insurance), for a specific eligible cost or activity where funding has already been used for the entirety of that particular cost or activity, or in excess of the amount needed for that specific eligible cost or activity."[4]

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[4] FEMA Frequently Asked Questions: Duplication of Benefits (July 2020)

Duplications are generally not allowable per most federal grants. However, during the proposal development phase it is a good idea to reach out to the program officer listed on the Notification of Funding Opportunity (NOFO) announcement and ask questions. There are examples where multiple federal grant awards can fund a whole project such as using FEMA Hazard Mitigation Grant Program funds (75% of the budget) coupled with the HUD Community Development Block Grant Program (25% of the budget) during a disaster. This allows communities the opportunity to fund long-term recovery projects when there is less revenue received due to a diminished tax base after a disaster has occurred. In other cases it may be possible to use different federal grants to fund different parts of a larger initiative – for example one agency funds the construction of a job training center, a second agency funds the workforce training that occurs in the Center, and a third supports a transportation amenity that assists individuals traveling to the workforce program.

Additionally, some federal programs require that grant funds be used to supplement existing funds and not replace (supplant) funds that have been allocated or previously spent for the same purpose. Applicants should consult the applicable Notice of Funding Opportunity or other applicable grant guidance to determine if this requirement applies to the grant they are applying for.

4.1.4. FEDERAL GRANT FISCAL MANAGEMENT GUIDANCE AND RESOURCES:

These financial management guides provide an understanding of how to manage a federal grant during the post-award phase and demonstrate examples of common allowable and unallowable expenditures grantees can request when completing the budgets for federal grant applications.

RESOURCE: [DOJ Office of Justice Programs, Grants Financial Guide](#)

RESOURCE: [FEMA Disaster Financial Management Guide-Guidance for State, Local, Tribal & Territorial Partners](#)

RESOURCE: [FEMA Grants Program Directorate Grants Management Training and On-demand Mini Lessons](#)

RESOURCE: [HHS Office of Federal Assistance Management: Grants Management Unallowable and Allowable Costs](#)

4.2. Step 6: Award Management

Displaying best practices for grant management is crucial to receiving invitations to apply for other grants, and mismanagement of grant funds will result in having funding rescinded by the funder, or worse impacting the applicant's ability to receive future grant awards. What is done during the post award phase can impact pre-award opportunities, and what is written in grant proposals during pre-award will impact post award success. Thus, good management of all phases of the grant lifecycle is important. Ways to increase award management success include:

- Meet all deadlines for program deliverables and financial reports

- Follow state and federal, non-discrimination, civil rights, and accessibility laws and procurement regulations
- Report program success to funders by documenting success stories with photos
- Stay on schedule with the project milestones
- Communicate with the program officer when things are not going well
- Get feedback from professional colleagues in the same industry or the grants industry
- Monitor all subrecipients and vendors with site visits and desk audit reviews of paperwork
- Communicate with your program officer on a regular basis and build a rapport
- Take grants management training to stay up to date on new developments
- Review the project budget at least bi-weekly and track all expenses
- Do not make purchases with grant funds that have not been approved in writing
- Follow all federal guidelines for the award

Creating a solid history of managing grants effectively places the applicant in a favorable light with their funders, and sometimes the funders will call grantees to inform them of new grant opportunities, which means more potential funding to support your community.

4.2.1. GRANT PROCUREMENT GUIDANCE AND RESOURCES:

These resources can be used to plan for the post award phase and avoid costly mistakes that would cause the funder to terminate a grant award, or worse require the grantee to pay back funds.

RESOURCE: [Electronic Code of Federal Regulations (eCFR) Part 200.318 General Procurement Standards](#)

RESOURCE: [FEMA Procurement Under Grants: Under Exigent or Emergency Circumstances](#)

RESOURCE: [FEMA Procurement Disaster Assistance Tools and Guides](#)

RESOURCE: [FEMA Top 10 Procurement Mistakes under Grants](#)

4.3. Step 7: Award Closeout

4.3.1. GRANT CLOSE-OUT

The grant closeout is a critical part in the life cycle of a grant. **Preparation for a grant closeout should generally begin three months prior to the end date of the grant** to accurately record revenues, expenses and prepare to complete any required programmatic and financial reports. If the project is not near completion, the grant manager may request a no-cost time extension for the grant and inquire about the process with the funder.

Closeout processes may vary by funder, but the federal grants closeout and liquidation must occur no later than 120 calendar days after the end date of the period of performance for all awards

issued on or after Nov. 12, 2020. Sub-recipients must submit to the pass-through entity no later than 90 calendar days after the end date of the period of performance. The 90 days, and 120 days for direct recipients allows for processing final payments, annual reports, programmatic reports, and a final financial report that shows all activities and expenses paid with grant funds and matching funds that have been expended After submission it can take a few months to receive a close-out letter from the funder. This letter should be kept both electronically and in a manual file in case the grant is audited after it is closed.

4.4. COVID-19 Considerations

COVID-19 has created new circumstances. This historical time has caused many local administrators to confront a new normal that involves the creation of a strategic plan to acquire resources during a time when local, state, and private budgets are tightening.

This section of the guide highlights major impacts to grant management brought about by COVID-19 at the close of 2020. For further context, local government proposal developers, and grant managers can review the guidance documents mentioned.

4.4.1. UPDATED UNIFORM GRANTS GUIDANCE (EFFECTIVE DATE NOVEMBER 12, 2020)

The Office of Management and Budget (OMB) released a five-year update to the existing Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards (a.k.a. Uniform Grant Guidance), 2 C.F.R. Part 200. The revisions to the OMB guidance governing federal grants are effective for all financial assistance made on or after November 12, 2020, except for 2 CFR Part 200.216, 200.340, and 200.110(b) which are effective August 13, 2020. As with all grants, it is important to conduct a detailed guidance review and seek out additional assistance or expertise as needed so that important details are not missed or misinterpreted. For example, in addition to extending the close-out period from 90 to 120 days, some of the key takeaways grant managers should review for applicability to new or existing awards include:

- **Micro-purchases, Small Purchase and Simplified Acquisition thresholds changed:**[5] The guidance update provides for an increase to $10,000 for all micro-purchases for goods and services ($3,500 was the old threshold). Non-federal entities can also request a micro-purchase threshold higher than $10,000 based on certain conditions including a requirement to maintain records for thresholds up to $50,000 and to go through a formal approval process by the Federal government for thresholds above $50,000.[6] For simplified acquisitions the threshold has been increased from up to $150,000 to up to $250,000 for simplified acquisitions. Micro-purchases require that goods be purchased for "reasonable" costs, and the higher limit enables grantees to make some purchases without getting price or rate quotes for anything under $10,000 if allowed

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[5] The OMB's Proposed Changes to Uniform Guidance, The CPA Journal (June 2020)

[6] 2 C.F.R. 200.320

by state procurement laws. If the organization exceeds $250,000 in a contract costs the grantee must procure goods and services via sole source, competitive, or a sealed bid.

▪ **Prohibition of covered telecommunications equipment or services:** 2 CFR 200.216 was updated to include section 889(b)(1) of the John S. McCain National Defense Authorization Act for Fiscal Year 2019. Effective August 13, 2020, this prohibition applies to the use of federal award funds to procure, obtain, or extend or renew a contract to procure or obtain equipment, services or systems that use covered telecommunications equipment produced by Huawei Technologies Company or ZTE Corporation, or any subsidiary or affiliate of such entities. This is significant because grantees should review where items are made prior to purchasing goods.

▪ **Termination of grant awards:** Section 2 CFR 200.340 was updated to allow any federal awarding agency, a pass-through entity (i.e., state), and subrecipients to terminate grant contracts early for failure to comply with grant terms, program objectives do not meet the funder's goals, or due to mutual consent from a pass-through entity and the Federal awarding agency.

Additional provisions were updated within the guidance. All grantees should review the updated document to stay abreast of changes that impact all federal grants effective November 12, 2020 and can reference the [Office of Management and Budget](#) website for additional updates, as information may have changed since publication.

Those applying for or receiving grants should also make sure to review all relevant state and local procurement, financial management, and grants management requirements as they may require additional steps or have more restrictive criteria. Additionally, you should consult the grants guidance for the program you are focusing on as there may be specific agency guidance or requirements in addition to the common OMB guidance.

4.4.2.   COVID-19 PANDEMIC GUIDANCE AND RESOURCES:

This resource list provides local governments with additional solutions to be used specifically for the COVID-19 pandemic, and its total duration. All federal departments and many national associations have worked diligently to create resources, templates, new policy amendments and draft guides to help communities and governments navigate these times and provide necessary resources. As such, the list below provides additional roadmaps to more federal funding by entity type (i.e., local government, rural community).

RESOURCE: [FEMA Federal COVID-19 Resource Roadmaps](#)

RESOURCE: [FEMA COVID-19 Supplemental Resources Search Tool](#)

RESOURCE: [FEMA Fact Sheet Disaster Financial Management Guide and COVID-19 Response](#)

RESOURCE: [USDA-RD COVID-19 Federal Rural Resource Guide](#)

RESOURCE: [Rural Health Info: Rural Response to Coronavirus Disease 2019 (Covid-19) Resources](#)

5.   Case Studies by Community Type

5.1.   Small Towns and Cities

Romeoville Village, IL Wins Economic Development and Innovation Grant

Figure 1. Logo of the Romeoville Community Development Department. Source

Romeoville Village, IL (Population 39,746): Mayor John Noak of Romeoville Village, Illinois was presented with a U.S. Conference of Mayor's grant award in 2019 for support with the Lewis Innovation Hub regional small business incubator program at Lewis University. The Innovation Hub trains new and start-up small business owners on business administration and creation of scalable companies. The $75,000 grant award is used to support existing functions for business development coaching, Lewis database access, labs, networking activities, courses, seminars and more. Lewis University has garnered more financial support for the hub by partnering with the Des Plaines River Valley Enterprise Zone, which is made up of neighboring counties who provide additional resources.

Whatcom County, WA: A Tale of Seven Cities Who Extended Business Lifelines

Whatcom County, WA (Population: 229,247): The cities of Whatcom County (Bellingham, Lynden, Ferndale, Sumas, Everson, Nooksack and Blaine) collectively pooled CARES Act funding through a program called Whatcom Restart. The process was created by county executives who developed a methodology to score grant applications based on three categories, "Adaptivity/business strength (40 percent), impact/need (40 percent) and community contribution (20 percent)." The criteria were used by a mayoral designated grant review committee in each city.

In totality, each of the mayors collaboratively awarded 264 grants of up to $15,000 for small business, and workforce development programs. Funding was allocated by city based on historical city longevity as an economic center, number of jobs, and by industry. Of the applications submitted only 40% of the total applicants were able to receive a grant award based on the limitation of the CARES Act funding.

5.2.   Rural Communities

Mora County, NM Creates Economic Cooperatives through Partnership

Figure 2. Mora County, NM emblem. Source

Mora County, NM (Population 4,521): Located in a rural area of New Mexico, with more than 80% of residents considered low-income, Mora County was economically depressed prior to 2005. With the help of local businesses, county officials, and a local nonprofit the community has been able to create more than a dozen cooperatives. Cooperatives are a model which provides seed grant funding to organizations to provide technical assistance, workforce development training, business assistance, pooled resources/fund development, and the creation of cooperative alliances.

In 2005, Mora agriculture farmers received a grant to create a new line of business producing and caring for black angus cows and producing beef. This led them to develop the Sangre de Cristo Livestock Association; one of the first agricultural cooperatives. In 2012 another cooperative, Los de Mora Local Growers' Cooperative formed and trained residents on best practices for agricultural management, bee keeping, local honey production, and chicken and egg farming. The cooperative secured certifications in Good Agricultural Practices (GAP); which is an industry wide standard for sustainable agriculture. Additional co-ops have since formed with all the water companies, tourism (Mora Valley Tourism Co-op), and electric companies (Mora-San Miguel Electric Cooperative). Co-ops have proved to be a sustainable model for the rural community by empowering the residents to create collective cooperative alliances that are governed by the residents and an avenue to pool resources together.

Additionally, the formation of these cooperatives spurred public-private funding from a variety of sources over a 15-year period. Grants and technical assistance funding have been provided from private sources such as, Heifer International, Goodwill Industries, and the McCune Charitable Foundation. Federal sources include the USDA, HUD, and the AmeriCorps VISTA program. This model is one that can be replicated in other rural communities with the right champions in place.

> ### 📄 Millville, NJ Uses Partnership to Amplify COVID-19 Assistance
>
> **City of Millville, NJ (Population 27,391):** The City of Millville partnered with a nonprofit Community Development Corporation (Holly City Development Corporation) to create a new business program to help expand business operations for 7 businesses and save 18 jobs during the COVID-19 pandemic. Micro-grants were provided to local businesses in the amount of $5,000 utilizing a small CARES Act allocation provided to the City from the State of New Jersey, coupled with remaining grant funds left over from a 2019 Neighborhood Preservation
>
> The Program Grant received from the State of New Jersey, which was designed to help the city hire a business coordinator to work with local businesses on strategic direction and teach them how to grow their business through e-commerce. This partnership is a great example of how to utilize existing state, local and nonprofit partners to expand programs and leverage various funding sources

5.3.   Large Cites

> ### 📄 Smart Cities Innovations Lead to Different Grant Outcomes During the Pandemic
>
>
>
> *Figure 3. A SMRT self-driving mini-bus in Columbus, Ohio.* *Source*
>
> **City of Columbus, Ohio (Population: 898,553):** Smart City Columbus was spearheaded by a group of regional stakeholders in Columbus, OH who want to modernize the Columbus transportation system using existing and future technologies. The group secured Smart Cities grant funding from the U.S. Department of Transportation (DOT) four years ago, and have begun implementing projects that solve transportation issues at local colleges and universities, created new apps for daily drivers, deployed autonomous vehicle ride-shares for customers, provided Electric Vehicle (EV) incentives for taxi-cab companies, and launched shuttle systems for pregnant low-income mothers who lack transportation to/from health care facilities for prenatal support. At the start of 2020 the initiative ran into problems that caused coordinators to need to pivot to a new normal during and after COVID-19, including but not limited to the following:
>
> - Need for greater broadband and internet connectivity as systems are overloaded.

- Delays in equipment manufacturing

- Ridership and number of people driving has been reduced by half

- An injury sustained on a self-driving vehicle caused the partnership to pivot and recommission the technology to deliver much needed food and meals to lower-income residents

Food pantry requests have spiked more than 400% since the pandemic started, and all food pantries are participating to provide residents with one box of food per week. The food boxes are delivered to a central community center Monday through Friday for pickup by the self-driving shuttle aptly named the Linden LEAP. They contain meat, vegetables, dairy products, shelf-stable products, fruit, grains, and face masks.

Program participants include Smart Columbus, St Stephen's Food and Nutrition Centre, the Rosewind Community Centre, Children's Hunger Alliance, and the City of Columbus. The relaunch of the autonomous shuttle in May 2020 is being run as a pilot through March 2021, and it has been well received by residents all over Franklin County, in which Columbus is located.

Funding for Smart Columbus is derived from sources who have provided grants, in-kind services, and rebates toward the efforts:

- U.S. Department of Transportation Grant ($40,000,000)

- State of Ohio Matching Funds ($5,800,000)

- City of Columbus Matching Funds ($12,000,000)

- Paul G. Allen Family Foundation Grant ($10,000,000)

- DC Solar Freedom In-Kind Solar Equipment ($3,600,000)

- American Electric Power (AEP) Electric Grid Modernization Matching Funds ($200,000,000)

These types of partnerships are a cornerstone for making a regional scale effort like this work for all stakeholders. As such, the City of Columbus-Smart Columbus initiative has built partnerships with a wide range of collaborators including Carnegie Mellon University, Ohio State University, Ohio Dominican University, State of Ohio, City of Columbus, DC Solar Freedom, Paul G. Allen Family Foundation, Central Ohio Transit Authority, Honda, AEP, The Columbus Partnership, Bosch, Cardinal Health, Franklin County Board of Commissioners, The Columbus Foundation, Amazon AWS, AT&T, and many more. For replication in other areas the initiative should be initiated by a Mayor and/or City Manager, private sector stakeholders (i.e., The Columbus Partnership), and include community involvement for all constituents regardless of socioeconomic backgrounds. Efforts of this magnitude occur with the implementation of solid public and private partnerships (P3s).

City of Philadelphia Awards 2020 Innovation Grants for Covid-19 Pivots

City of Philadelphia, PA (Population 1,584,064): Formed in 2013, the City of Philadelphia's Mayoral Office created the Innovation Management Group, within city government, as a public-private conduit for seeking innovative ideas and solutions from community members and city employees to solve local problems. Additionally, the office partners with external funders and stakeholders to secure resources for project implementation. Examples of these partnerships includes the Bloomberg Mayor's Challenge, Spruce Foundation, and the Mayor's Fund for Philadelphia.

As such, when Covid-19 crippled the nation the Mayor's Office tasked the City's Innovation Management Group to administer grants from the Mayor's Fund for Innovation for amounts up to $7500 to help develop solutions within the community and respond to resident needs. Solutions created include the following:

- **Licenses & Inspections – Online Customer Support Integration.** Added online chat function for customers, customer screen viewing options, and other innovations to improve the license and inspection for the Electronic Commercial Licensing, Inspection and Permitting Services Enterprise (eCLIPSE) system.

- **Department of Prisons – Outdoor Refrigeration Unit for Philadelphia Orchard Project.** Installing a self-contained outdoor refrigeration unit to facilitate the safe storage of harvested fruits and vegetables from the Philadelphia Department of Prisons' Orchard until they can begin delivering to communities again after COVID-19.

- **Office of Immigrant Affairs Multilingual Voter Guides.** Partnering with local immigrant organizations on a user experience design process to develop multilingual voter guides for the general election in November which are unique due to COVID-19.

- **Office of Domestic Violence Strategies – Marketing + Floor Decals for Domestic Violence Hotline.** Working with Mural Arts to create floor decals to promote the Philadelphia Domestic Violence Hotline (PDVH) in grocery stores and bodegas.

- **Department of Behavioral Health & Intellectual Disability Services – Youth Resource Bags.** Providing trauma-exposed youth and families with resource bags full of arts-based coping strategies.

- **Office of Emergency Management –Pop-up Spraygrounds & Cooling Stations.** Creating mobile / pop-up spraygrounds and water bottle refill stations throughout Philadelphia in order to provide residents relief from high summer temps while pools and cooling stations are closed due to COVID-19.

5.4. Mid-Size Cities

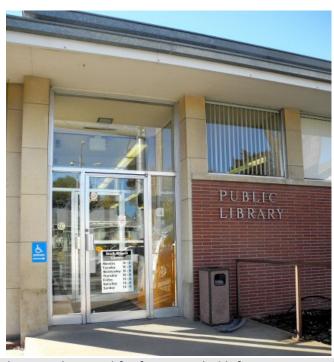Lincoln, NE Economic Task Force Funds Broadband with Unusual Source

Figure 4. The entrance to the South Branch of the Nebraska Public Library system, which has benefitted from the fiber option construction. Source

Lincoln, NE (Population 287,401):
Lincoln, Nebraska has taken a forward-thinking approach to fiber optic installation for broadband technology for more than 30 years. This ingenuity paid off during the current COVID pandemic when city households needed access to broadband services more than ever. The vision started in the 1990's when public works engineer Virendra Singh convinced superiors to allow Public Works to install 300 miles of copper conduit at intersections and for future capital infrastructure projects (CIP) over a 30 year period now called the Lincoln Technology Improvement System (LTIS).

Over the years, funding for this fiber optic project came from investments within the CIP. In 2009, former Mayor Chris Beutler established a "Fast Forward Fund" to continue to make city improvements. The initial investment of $6,435,000, collected from a city Special Assessment District Revolving Fund, presented an "opportunity" that became what the foundation needed to provide everyone in Lincoln with no less than a gigabit of service. This foundation helped the city obtain grant funding for fiber construction at eight (8) public libraries with a Nebraska Public Service Commission grant of $334,000, and eventually created a $100 million private sector investment.

The LTIS was a determining factor for telecommunication providers to serve the City and continue with fiber optics installation in City easements and right-of ways for a fraction of the cost, paving the way for residents, businesses, nonprofits, and the government to receive up to one (1) gigabit (Gb) per second of service.

Additionally, as of 2019 this fiber optic network is the catalyst for the City and the Lincoln Chamber of Commerce to attract new private sector companies to the area for job growth and economic redevelopment. The success of these projects has city officials considering expansion of the national model if there is no additional funding coming from the federal government during the COVID-19 pandemic that can be used for the project.

Nashville Teams Up with the County to Compete for Grant That Impacts Women

Nashville, TN (Population 694,144): The Metropolitan Government of Nashville, Davidson County, and the Metropolitan Board of Health collaborated to submit a U.S. Department of Health and Human Services (HHS) grant proposal to address the reduction of infant mortality rates in pregnant women and new mothers. HHS awarded the group another Healthy Start grant for $1,165,343 in fiscal year 2020 to implement a variety of services to address racial and ethnic disparities in mortality rates.
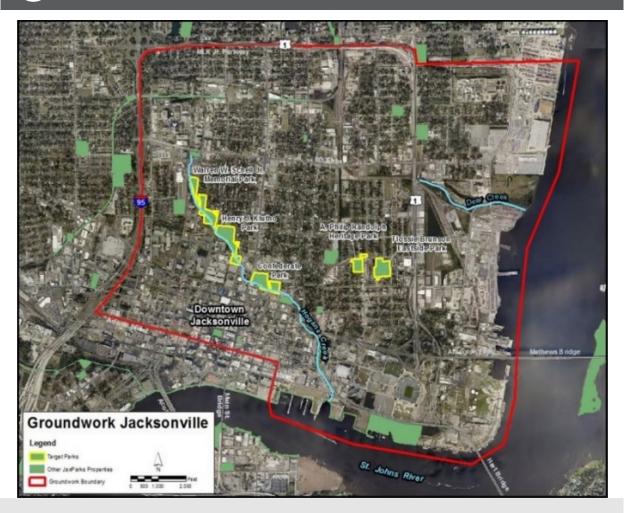
Davidson County, and more specifically Nashville, has a high infant mortality rate. With the help of HHS funding the local board of health can offer a suite of services to pregnant or existing parents. Programming made possible with the grant funds includes a Fetal and Infant Mortality Review (FIMR), which convenes community stakeholders to document and assess infant mortality causes, data, and feedback to create implementation actions to drive down the rates of mortality. This includes:

- Fetal and Infant Mortality Review – for those who have lost a child

- Safe Sleep Campaigns and Training – to teach caregivers proper sleeping techniques for infants

- Project Blossom – a community-based approach to reviewing infant mortality

- Breastfeeding Resources – designed for mothers, fathers and both gender caregivers

5.5.   Non-Rural County Governments

📄🔍 Duval County and GroundWork Jacksonville Trust Move to Solve a Flood Issue

Figure 5: Project area of GroundWork Jacksonville, showing target areas in yellow. Source

City of Jacksonville (Duval County), FL (Population 911,507): In 2013, the City of Jacksonville executed a memorandum of agreement with non-profit provider GroundWork Jacksonville to help galvanize the community toward completion of two large scale (Est. $100M each) flood mitigation projects that will alleviate economic losses for residents and business owners who live, work and play near the St. Johns River, which meanders through the downtown of the consolidated city and county. The flood mitigation projects will occur at Hogan's Creek and McCoy's Creek which stem from the St. John's River. Historically, these creeks flood during afternoon showers, but the flooding became worse after a recent string of hurricanes in Florida.

In 2016–2017 the City of Jacksonville sustained widespread flooding due to back-to-back Hurricanes Matthew and Irma. The storm events were unprecedented and touted as the first 500 year storms to impact the area. Within the past three years the City has devoted capital improvement funding, applied for FEMA Hazard Mitigation Grant Program funds, and HUD Community Development Block Grant Mitigation grants to create large scale flood mitigation projects that will involve bridge removals, road/bridge elevations above floodplain, creek channelization, ecological restoration, and new natural and cultural resources that include parks and multi-modal trails along Hogan's and McCoy's Creek.

The City of Jacksonville and GroundWork Jacksonville convened community residents, state, regional, national and private partners to develop feasibility studies and a vision for the mitigation and redevelopment project. More specifically, the trust will support the efforts of the City of Jacksonville by assisting with the cleanup and redevelop of Hogan's and McCoy's Creek. This will occur with the conversion of contaminated land into parks, playgrounds, trails, other public spaces, and with the implementation of a local resident job training program for caretaking of the creeks and amenities once the project comes to fruition. Additional trust contributions have been to secure private funding for 30% of the engineering design reports ($420,000+) for City of Jacksonville Flood Mitigation projects, securing funding from the Florida Department of Transportation and National Fish and Wildlife Commission, and speaking with other private foundations (i.e., Jessie Ball duPont Fund) to become partners for the project.

GroundWork Jacksonville is a member of the national GroundWork USA Trust which was created, "to transform the natural and built environment of low-resource communities. As a national enterprise with local roots, partners work at the intersection of the environment, equity, and civic engagement." GroundWork USA received seed funding from the U.S. Environmental Protection Agency and the National Park Service to develop a model for additional U.S.-based nonprofit trusts. As 501 c 3s these trusts can raise funds through philanthropic efforts and secure additional grants from private charities and other sources that many government entities cannot. Additionally, these trusts can build trust within marginalized communities where a lack of trust often exists between governmental entities and the community at large. This is one of the largest benefits of utilizing these external agencies to bring awareness toward correcting environmental, economic, and social decline in neighborhoods.

GroundWork Jacksonville is the 21st such trust in the United States designed to assist with a community-driven and equity-based restoration and flood revitalization project of this magnitude.

5.6.   Tribal Communities

<table>
<tr><td>📄🔑</td><td>Lumbee Tribe of North Carolina Receive $18 Million COVID-19 Relief Grant</td></tr>
</table>

Lumbee Tribe of North Carolina: In January 2021 the Lumbee Tribe of North Carolina received an $18 million grant – the largest federal grant award in the tribe's history – from the U.S. Treasury Department. The funds will be used to help Lumbee tribal members living anywhere in the United States who are experiencing hardship due to the COVID-19 pandemic through assistance with rent and water and energy bills. The tribe also hopes to use some of the funds to continue infrastructure projects that were initiated following Hurricane Matthew (2016), such as building new houses within tribal territory for families who lost shelter due to the storm, building homes for veterans experiencing homelessness and improving living conditions for tribal elders.

Lumbee officials learned about the grant through an email from the National Congress of American Indians on January 6, 2021. A four-member team wrote and submitted the grant six days later, a day before the January 12th deadline. (The tribe qualified for the grant because of membership in the Native American Housing Assistance and Self Determination Act of 1996 (NAHASDA) Housing Program.) On January 27th the tribe received notification approving the award and held a full tribal council on February 4th to vote on the budget. This was done in a virtual special meeting in order to be mindful of safety precautions necessitated by the coronavirus, and to stay in accordance with tribal law that requires the budget be posted to the public for 30 days before spending and disbursement can begin. Conditions of the grant require the tribe to receive guidance from the Treasury Department on operational considerations and to spend the funds by the tentative deadline of December 31, 2021. It is expected that in addition to providing relief to Lumbee tribal members, the grant funding will support economic development, since 25 new employees will be needed for case management and other roles related to management of the funds.

Appendix A. University of Wisconsin Extension – Logic Model Example

Logic Model of __Building Strong Families Program_____

Situation:
In Missouri, 90 of 114 counties identified building strong families as a local program priority. University Outreach and Extension responded with the Building Strong Families Program. The program helps families build strengths, face challenges, and make choices; covers 13 topics; and uses hands-on activities to involve participants.

Inputs	Outputs		Outcomes – Impact		
	Activities	**Participation**	**Short Term**	**Medium Term**	**Long Term**
What we invest:	**What we do:**	**Who we reach:**	**What the short term results are:**	**What the medium term results are:**	**That the ultimate results are:**
Campus and field faculty (specialists and assistants; HES, 4-H and Ag; MU and LU)	Offer BSF community programs.	Families (adults and children)	**For Families:** Family members use at least one suggestion to build their family strengths.	**For Families:** Family members' relationships improve.	**For Families:** Families thrive and contribute to community well being.
Community partners and collaborators	Work with 4-H, HES, and agency facilitators to create parallel curriculum for children and youth.	Facilitators	Family members use at least one idea to set up meaningful time with their children or with each other.	Families work together to support each other's needs.	
Facilities	Work with Adult Literacy Specialist to lower the reading level of materials.	Agencies	Family members use at least one idea to improve their communication with each other.	Families accomplish goals they have set.	
Equipment and supplies	Update curriculum materials.				
Funds, grants, and fees	Market program nationally.				
	Provide technical and evaluation support to facilitators.		**For Facilitators:**	**For Facilitators:**	**For Facilitators:**
	Provide BSF facilitator training.		Facilitators use ideas from the training to gain stronger facilitation and teaching skills (better communication skills; increased confidence levels; more teaching opportunities; better understanding of experiential learning).	Facilitators work more effectively with audiences.	Families are stronger and contribute to their communities.
	Continue relationship with Nebraska Extension.			Facilitators support each other within a statewide/nationwide BSF network.	
				Additional facilitators are trained in Missouri and nationwide.	

Assumptions:
Participants learn better when treated as co-learners.
Every family has at least one strength to build on.
Hands-on activities help participants remember what they have learned, so they are more likely to use the information and skills.
Community-based facilitators can make a greater impact on families than those facilitators outside the community.

External Factors:
Poverty
Work
Economy
Family structure

Extension University of Wisconsin-Extension Cooperative Extension Program Development & Evaluation © 2002
http://www.uwex.edu/ces/pdande/

Appendix B. Local Solutions Guide: Grants Management Capacity Resources List

The following is a list of all resources mentioned in the Grants Management Capacity Solutions guide:

Community Engagement

RESOURCE: Practices for Engagement in the Time of COVID (2020)

RESOURCE: The New Normal: Communities adjust to Conducting Business Remotely While Maintaining Citizen Input (2020)

RESOURCE: 10 Ways to Manage Crisis Communications During the COVID-19 Pandemic (2020)

RESOURCE: Bright Spots in Community Engagement: Case Studies of U.S. Communities Creating Greater Civic Participation from the Bottom Up (2013)

RESOURCE: Participation Tools for Better Community Planning (2013)

RESOURCE: Guidance for Title VI of the Civil Rights Act of 1964

RESOURCE: Guidance for Section 508 of the Rehabilitation Act of 1973

Partnership Guidance and Resources:

RESOURCE: ICMA, International City/County Management Association: Public-Private Partnerships (P3s): What Local Government Managers Need to Know

RESOURCE: Independent Sector. Org: Independent Sector Value of Volunteer Time/State and Historical Data

RESOURCE: FEMA Grants Management Technical Assistance Resources

RESOURCE: Department of Justice, Bureau of Justice Assistance, National Training and Technical Assistance Center

RESOURCE: Internal Revenue Service Volunteer Income Tax Assistance Program (VITA)

RESOURCE: Department of Education Comprehensive Centers Program

RESOURCE: Department of Energy State Energy Program (SEP)

RESOURCE: Economic Development Administration (EDA) Local Technical Assistance and University Centers, as well National Technical Assistance providers

RESOURCE: EDA's network of Economic Development District organizations

RESOURCE: EDA Regional Offices

RESOURCE: Department of Health & Human Services (HHS), Office of Family Assistance Health Profession Opportunity Grants

RESOURCE: Department of Agriculture, Rural Development Technical Assistance for Business Creation and Growth

RESOURCE: Department of Agriculture, Rural Development Co-op Development for Businesses

RESOURCE: Department of Justice Tribal Justice and Safety Training and Technical Assistance

RESOURCE: Department of Energy, Office of Indian Energy Policy and Programs Technical Assistance

RESOURCE: Department of Transportation, Federal Highway Administration Tribal Technical Assistance Program

RESOURCE: HHS, Substance Abuse and Mental Health Services Administration Tribal Training and Technical Assistance Center

Rural Development Guidance and Resources:
RESOURCE: U.S. Department of Agriculture Rural Development Publications for Cooperatives

RESOURCE: U.S. Department of Agriculture Rural Development Co-ops 101

RESOURCE: U.S. Department of Agriculture Rural Development Housing Loans and Grants Guidebooks

RESOURCE: U.S. Department of Agriculture Rural Development Recreation Economy Guide

Federal Grant Funders Guidance and Resources:
RESOURCE: Grants.gov

RESOURCE: General Services Administration-Assistance Listings (formerly known as the Catalog of Federal Domestic Assistance)

RESOURCE: [USA.gov Federally Recognized Indian Tribes and Resources for Native Americans](#)

Federal Grant Writing Guidance and Resources:

RESOURCE: [U.S. Health and Human Services, Family & Youth Services Bureau, Grant-Writing Tips](#)

RESOURCE: [U.S. Department of Health and Human Services, Health Resources and Services Administration, Tips for Writing & Submitting Good Grant Proposals](#)

RESOURCE: [U.S. Department of Agriculture, National Agricultural Library, A Guide to Funding Resources](#)

RESOURCE: [U.S. Department of Agriculture, National Institute of Food and Agriculture, Grant Training](#)

Federal Grant Fiscal Management Guidance And Resources:

RESOURCE: [U.S. Department of Justice, Office of Justice Programs, Grants Financial Guide](#)

RESOURCE: [U.S. Department of Homeland Security, Federal Emergency Management Agency, Disaster Financial Management Guide-Guidance for State, Local, Tribal & Territorial Partners](#)

RESOURCE: [U.S. Department of Homeland Security, Federal Emergency Management Agency, Grants Program Directorate Grants Management Training and On-demand Mini Lessons](#)

RESOURCE: [U.S. Health and Human Services, Office of Federal Assistance Management: Grants Management Unallowable and Allowable Costs](#)

Grant Procurement Guidance And Resources:

RESOURCE: [Electronic Code of Federal Regulations (eCFR) Part 200.318 General Procurement Standards](#)

RESOURCE: [FEMA Procurement Under Grants: Under Exigent or Emergency Circumstances](#)

RESOURCE: [FEMA Procurement Disaster Assistance Tools and Guides](#)

RESOURCE: [FEMA Top 10 Procurement Mistakes under Grants](#)

COVID-19 Pandemic Guidance and Resources:

RESOURCE: [Federal COVID-19 Resource Roadmaps](#)

RESOURCE: [FEMA COVID-19 Supplemental Resources Search Tool](#)

RESOURCE: [FEMA Fact Sheet Disaster Financial Management Guide and COVID-19 Response](#)

RESOURCE: [U.S. Department of Agriculture Rural Development COVID-19 Federal Rural Resource Guide](#)

RESOURCE: [Rural Health Info: Rural Response to Coronavirus Disease 2019 (Covid-19) Resources](#)