



Department of Homeland Security
Federal Emergency Management Agency

Alternative Housing Pilot Program

Guidance and Application Kit

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**Homeland
Security**

TABLE OF CONTENTS

I.	GULF COAST RECOVERY	2
A.	INTRODUCTION	2
B.	THE ALTERNATIVE HOUSING PILOT PROGRAM	3
C.	ELIGIBLE APPLICANTS AND FUNDING AVAILABILITY.....	3
II.	PROGRAM GUIDANCE	5
	A. OVERVIEW	5
	B. PROJECT SELECTION CRITERIA	5
	C. MONITORING AND EVALUATION	10
	D. FEMA REVIEW AND NATIONAL EVALUATION	10
	E. SELECTION	11
	F. PROGRAM GUIDANCE	12
	G. GOVERNING PROVISION	14
	H. FEDERAL ASSISTANCE RESOURCES AND SUPPORT	15
III.	APPLICATION KIT	18
IV.	AWARD AND REPORTING REQUIREMENTS	21
	A. GRANT AWARD TO STATE	21
	B. DRAWDOWN OF FUNDS	21
	C. REPORTING REQUIREMENTS	21
	D. MONITORING	22
	E. GRANT CLOSE-OUT PROCESS	23

I. GULF COAST RECOVERY

A. Introduction

FEMA typically addresses disaster-related housing requirements with a combination of travel trailers and manufactured homes. Travel trailers have been used principally for shorter-term housing needs and are placed on private sites while a homeowner's permanent residence is being repaired, or in group configurations to primarily support displaced renters. Manufactured homes have been used to meet both short and longer-term disaster housing needs, and are typically placed on commercial pads or in group sites developed expressly for this purpose.

Hurricane Katrina spawned the largest natural disaster in our nation's history, decimating housing stock in the Gulf Coast region. Hurricanes Rita and Wilma further exacerbated the housing crisis in the region. Although FEMA's traditional temporary housing options are sufficient to address the unmet housing needs of residents in most disasters, the catastrophic dimensions of Hurricane Katrina challenged the efficacy of these traditional methods, which are based on the statutory supposition that such assistance will generally not be required for more than 18 months. Some of those catastrophic dimensions are identified below:

1. A significant number of homes on private lots were completely destroyed.
2. Complete neighborhoods were destroyed.
3. Protracted community recovery timelines, with the likelihood that temporary housing may be required in some cases for extended periods.
4. A shortage of resources for reconstruction of homes, uncertainty with respect to community and neighborhood recovery, labor shortages and other factors that limit the pace of recovery.
5. Community and individual resistance to the use of travel trailers for extended temporary housing concurrent with the interest of the design community, local governments and Congress to find better options for disaster victim use while pursuing permanent housing solutions.

Recognizing the extensive and complex housing challenges facing victims and communities as a result of Hurricane Katrina and acknowledging the limitations on FEMA's ordinary statutory authority to provide non-temporary housing solutions, Congress appropriated \$400 million to the U.S. Department of Homeland Security (DHS) to support alternative housing pilot programs. Congress provided that: "Notwithstanding any other provision of law, the Secretary of Homeland Security shall consider eligible under the FEMA Individual Assistance Program the costs sufficient for alternative housing pilot programs in the areas hardest hit by Hurricane Katrina and other hurricanes of the 2005 season." (*P.L. 109-234, Sec 2403*) The Alternative Housing Pilot program represents a one-time exception to FEMA's existing authority under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, by providing an opportunity to explore, implement, and evaluate innovative approaches to both short and intermediate-term housing solutions, an initiative that may yield systemically adoptable alternatives worthy of future consideration by FEMA and Congress.

The objectives of the Alternative Housing pilot program are to:

1. Evaluate the efficacy of non-traditional short and intermediate-term housing alternatives for potential future use in a catastrophic disaster environment.
2. Identify, develop and evaluate alternatives to and alternative forms of FEMA Disaster Housing to assist victims of the 2005 hurricanes in the Gulf Coast.
3. Consider the feasibility of these options as part of the standard package of housing assistance that could be made available by federal government agencies or state agencies for other disasters of various sizes, locations and impacts.
4. Assure that pilot projects address the needs of a variety of populations, such as persons with disabilities and the elderly, historically underserved populations as well as renters, homeowners, single-family dwelling occupants and multi-family dwelling occupants.

B. The Alternative Housing Pilot Program

The Alternative Housing Pilot Program is intended to address ongoing housing challenges created by the 2005 hurricane season in the states of the Gulf Coast region, specifically Alabama, Florida, Louisiana, Mississippi, and Texas.

The Alternative Housing Pilot encourages:

- Innovation and creativity.
- Alternatives that can be produced, transported, and installed in a timely manner, and in quantities appropriate to meet the projected needs of a catastrophic disaster situation.
- Alternatives that are adaptable to a variety of site conditions with minimal requirements for site preparation.
- Housing solutions that will facilitate sustainable and permanent affordable housing.

C. Eligible Applicants and Funding Availability

In accordance with the House Conference Report for H.R. 4939, Public Law 109-234, of the \$6 billion appropriated for the Disaster Relief Fund, \$400 million is to be made available to carry out alternative housing pilot programs in the areas hardest hit by Hurricane Katrina and other hurricanes of the 2005 season. Specific funding levels will not be predetermined or allocated to given states. One or multiple awards may be made based on the quality of the proposals. For this program, the five Gulf Coast States will be eligible for application for the grants and will comprise the list of potential Grantees. They may choose to have sub-applicants, but in all cases the Grantees are responsible for compliance with grant terms and conditions. In all cases, each sub-applicant must be submitted to the appropriate state entity that will submit one overall

application for this pilot. If the sub-applicant's project is selected for award, they become a sub-grantee and will be managed and monitored by the state as grantee.

Award decisions will be based on compliance with grant guidance and the technical merits of the proposals submitted by eligible states. All state applications will be reviewed by a selection committee. A State will receive one grant award consisting of the number of projects that are approved. The State may propose to manage the projects directly, or the State may choose to work with sub-grantees that will manage the projects.

The states of the Gulf Coast region (Alabama, Florida, Louisiana, Mississippi, and Texas) are eligible to apply for the Alternative Housing Pilot Program. The Governor of each state should designate the State Agency that will apply for and administer the grant funds. Each State may then submit applications – including applications for multiple housing options – to compete for an allocation of the \$400 million appropriated for this Alternative Housing Pilot program.

Although the governor's designated applicant submits proposals to DHS, the applicant is encouraged to conduct substantive outreach to local communities, non-profit organizations, industry experts, universities, and other people or organizations that may have innovative housing ideas and consider multiple housing options before finalizing the proposal to DHS.

Community buy-in and support of each state's proposal is also essential. The proposed efforts should be, to the greatest extent possible, consistent with the currently approved Consolidated Plan for the jurisdiction or other relevant community plans. Applicants will be required to submit formal evidence of support from the jurisdictions in which the housing will be placed. Applicants may also include with their proposals expressions of support from local neighborhood or community organizations.

II. PROGRAM GUIDANCE

A. Overview

The Department of Homeland Security's Federal Emergency Management Agency (FEMA) is implementing an alternative housing pilot program through a \$400 million grant process that is designed to identify and evaluate new options for housing disaster victims in the aftermath of a disaster or emergency. The unprecedented housing challenges faced following Hurricane Katrina has prompted Congress to appropriate the \$400 million, providing an opportunity for FEMA to work constructively with the Gulf Coast states in developing temporary and intermediate housing solutions that best meet their needs.

The grant allows FEMA to improve a critical aspect of the agency's mission and allocates resources to find cost-effective solutions to the challenge of housing disaster victims safely and quickly.

Applications

All grant applications must be submitted by 5 p.m. Eastern Daylight Time on October 20, 2006. Late applications will not be accepted.

Project Selection

FEMA will chair a selection committee consisting of DHS technical experts, representatives from the Department of Housing and Urban Development (HUD), and representatives from private sector organizations with housing architectural, engineering, and construction expertise. The selection panel will evaluate and rate all proposals, and make grant recommendations to the DHS Senior Manager about which proposals, or portions of a proposal, to fund. (See Section D for more detail on the selection process.)

Grant Award

One or multiple awards may be made based on the quality of the proposals. Once decided upon by the DHS Senior Manager, the recommendations of the selection panel will be awarded in a timely manner, pending all appropriate federal, state, and local approvals. The timing of the award is also dependent upon the time necessary to resolve with the applicants any matter highlighted by the technical reviewers or a Grants Management Specialist. Once the grants are awarded, FEMA will monitor the grants for compliance with the grant agreement.

B. Project Selection Criteria

Grant Instructions

All proposals must follow the instructions listed below:

1. This will be a State managed program in which each housing option presented is considered one pilot project. State applicants are authorized and encouraged to propose multiple discrete pilot projects.

2. Proposed projects must comply with all applicable local, state, and federal laws.
3. Individuals placed in housing should be those displaced by the 2005 hurricanes, and those with continuing post-hurricane housing needs that are not adequately met by traditional forms of temporary housing.
4. Pilot projects must comply with model building codes (IBC, IRC or NFPA 5000) or locally adopted versions of such codes, including wind and flood hazard provisions, or, as applicable, with the HUD code for manufactured housing and applicable installation standards. For those types of housing for which codes do not apply, the applicant should specify which safety and performance standards they intend to use for measuring the safety of such housing, and how proposed units will be assessed to ensure they meet those consensus standards. If the applicant proposes compliance with a building code other than the community building code (or the HUD Code, as applicable), the application should include a certification that the units will meet the selected safety standards and that such an approach is acceptable to the building code official responsible for that jurisdiction.
5. Pilot projects must comply with State, and local ordinances, as well as 44 CFR part 9, Floodplain Management and Protection of Wetlands, 44 CFR part 10, Environmental Considerations, the National Historic Preservation Act, the National Environmental Policy Act, Executive Order 11988, and all other applicable environmental and historic preservation laws, implementing regulations and Executive Orders. For those types of housing for which regulations do not (or should not) apply, the applicant should specify which performance standards they intend to use and how proposed units will be assessed to ensure they meet those standards.
6. Project implementation and management is the sole responsibility of the Grantee or Sub-grantee, as applicable, and should not require any material or financial support from FEMA, beyond the amount of the grant. FEMA will provide only technical assistance, monitoring, and the approved funds as described in this grant guidance and agreed to at the time of award.
7. The disposition of all housing units produced from this pilot will be the responsibility of the State.
8. The Grantee should provide all required reports to FEMA in a timely manner.

If multiple types of housing strategies are proposed (such as different types of housing units or entirely different strategies), the application and the management plan development by the applicant should specifically address the management for each of the approaches. For example, if an applicant proposes a modular product, a rental rehab, and a manufactured (HUD Code) product, there should be three tailored management strategies.

Rating Criteria

The applications will be rated based on the following five criteria. The bullets under each criterion are aspects on which that criterion will be evaluated. While each project is not required to meet each bullet point, the overall score of each criterion will consider the applicant's response to each of the bullet points describing that criterion.

1. The manner and extent to which the alternative housing solution improves upon the conditions characteristic of existing temporary housing and improves long-term recovery.

This factor includes (but is not limited to) consideration of:

- The extent to which the square footage of proposed housing solutions meet or exceed that of FEMA travel trailers and manufactured homes, and includes provisions for privacy, family size, family composition, etc.

Note: The *average* specifications for FEMA travel trailers and manufactured housing are:

- FEMA manufactured houses: 14 x 60 feet (840 square feet), 3 bedrooms, 1 bathroom.
- FEMA travel trailers: 8 x 32 feet (256 square feet), one-bedroom, one bathroom.
- FEMA travel trailer Park Model: 11 x 34 feet (374 square feet), two bedrooms, one bathroom.

- The extent to which the amenities provided meet or exceed those typically offered in FEMA travel trailers and manufactured homes.

Note: The *standard package* of amenities found in FEMA travel trailers and manufactured housing includes: living kits (pots, pans, sheets, blankets, silverware, etc.), bedroom set, refrigerator/freezer, stove (with oven), microwaves, and heaters. Travel trailers have built in air conditioners, manufactured homes do not. It is expected that all units produced under this program would have air conditioning, either integral to the units produced or installed as part of installation.

- The technical soundness and engineering feasibility of the pilot design.
- The extent to which the housing unit can meet the needs of diverse populations (e.g. homeowners, renters, large and small families, single family households, multifamily households, rural or urban residents, housing for the elderly) and be able to accommodate or be modified to accommodate persons with disabilities.
- The extent to which the proposed unit itself facilitates transition to affordable permanent housing.
- Opportunities for leveraging other federal, state or local housing programs to create permanent housing solutions.

2. The extent to which the option can provide ready for occupancy (RFO) housing (obtained, transported, installed, repaired, constructed, etc.) within time frames and in quantities sufficient to meet disaster related needs under a range of scenarios, including sudden onset catastrophic disasters.

This factor includes (but is not limited to) consideration of:

- Estimates of the number of units that can be produced and installed, ready for occupancy per month for up to twelve months in disaster conditions.
- Availability of transportation modes; assets for transporting large numbers of the units quickly; access to qualified labor force; supplies; and other requirements for making housing unit RFO.
- Housing types which may, by design or construction location, have reduced transportation requirements and thus can be transported to disaster sites with less impact on other response activities.
- Ease of building/installation requirements, in terms of time elapsed from start-date of building/installation to RFO.
- Minimal potential for safety or hazardous material problems or for potential environmental, historic or cultural impacts that may require extensive mitigation or time in consultation.

3. Life Cycle cost, including the cost to acquire, transport, install/construct/repair, and maintain during the period it is occupied by disaster victims.

This factor includes (but is not limited to) consideration of:

- Initial acquisition cost.
- Transportation cost.
- Installation cost.
- Maintenance cost and ease of maintenance.
- Energy efficiency.
- Durability and Re-use capability, including refurbishment cost.
- Other cost factors, or issues which affect life-cycle cost potential.

4. The capacity of the proposed alternative approach to be utilized in and adapt to a variety of site conditions and locations.

This factor includes (but is not limited to) consideration of:

- Architectural design standards that can be adapted to compliment the pre-disaster, current, or desired neighborhood layout.
- The cost and time involved in site preparation.
- Infrastructure requirements of the anticipated sites.
- The extent to which units can be occupied immediately with little or no site preparation, even if more extensive site preparation is required for long term occupancy.
- Ability to use the proposed prototype, if applicable, on individual lots as well as in commercial, private or group sites.
- The ability of the home to withstand environmental conditions experienced in the region without adverse impact on the durability of the unit or the health of the residents.

5. The extent to which local officials, local neighborhood associations and other community organizations are part of or support the pilot program in the community in which it will occur.

This factor includes (but is not limited to) consideration of:

- The extent to which the placement of units incorporates community input and considers the needs and future goals of the community.
- A resolution or other formal evidence on behalf of the host community public leadership in favor of the project.
- The extent to which ideas submitted by the applicant were vetted with disaster victims and/or potential end-beneficiaries of pilot projects or those who may be impacted by the project.
- The extent to which the applicant has established partnerships or has support from organizations, agencies, companies, or institutes, such as one or more of the following groups (applications must provide verifiable documentation of support from or partnership with any groups).
 - Public Housing authorities
 - Neighborhood associations
 - Financial institutions
 - Faith-based or community organizations
 - Economic or Community development or redevelopment organizations

- Private sector companies representing the real estate, insurance or housing construction industries
- Regional planning commissions

C. Monitoring and Evaluation

The selected pilot housing initiative(s) will be externally evaluated throughout the life cycle of the project in two phases, beginning with the design and construction phase. HUD will chair the evaluation committee that will present the results of the pilot and make appropriate recommendations to the Secretary of Housing and Urban Development, the Secretary of Homeland Security, and the Congress.

The two-phase approach to the evaluation is as follows: the first evaluation will include factors such as cost, building code compliance, speed of construction, consumer perceptions, community impacts, and criteria for selection. The first HUD evaluation effort will be completed after the grant period of performance ends. The second-phase of the evaluation focuses on the longer-term performance of the housing provided under this effort. This will address longer-term costs (energy and maintenance), durability, consumer perceptions, and impact on long-term recovery of communities and individuals that received housing through this pilot. FEMA's traditional temporary housing solutions will also be evaluated with the same methodology to allow objective comparison of options.

As a HUD evaluation will be conducted concurrent with the performance of the grantees' planned activities, grantees should anticipate the need to provide reasonable information and reports to the HUD evaluators on an ongoing basis. The HUD evaluators will work with the grantees to ensure grantee data collection efforts will capture the information necessary to support the evaluation efforts.

In order to insure that the evaluation of the pilot projects is empirically sound, the HUD evaluation team will work with states to design projects in a way that allows distinct housing methods to be compared. Grantees will be eligible for technical assistance from DHS and FEMA on issues related only to administration of the grant award and the HUD evaluation. Support for engineering or other necessary technical services is the responsibility of the grantee and should be reflected in the proposal budget.

D. FEMA Review and National Evaluation

FEMA Review

FEMA will initially review all proposals and project sub-applications to ensure eligibility and completeness and will review each project for environmental, historic preservation and cost considerations, construction engineering soundness, and overall project feasibility.

National Evaluation

A National Evaluation panel, chaired by FEMA and composed of DHS/FEMA representatives, HUD representatives, private sector representatives, and not-for-profit organizations will then

review and evaluate applications. Evaluators will score applications based on predetermined factors listed in this published grant guidance to calculate a National Evaluation Score for each project. FEMA will ensure that panel evaluations are conducted consistently and fairly with no conflicts of interest and based on the published criteria. Applicant management cost sub-applications will **not** be scored but will be awarded based on proposal and project sub-applications awarded for each applicant. After the National Evaluation is completed, all proposals will be sorted in descending order based on National Evaluation Scores.

E. Selection

The Approving Federal Official at FEMA shall consider the National Evaluation Score, the comments and recommendations from independent panelists, and any other pertinent information in determining which proposals are selected for further review up to the amount of funds available for the program.

Pre-Award

Once decided upon by the DHS Senior Manager, the recommendations of the selection panel will be awarded in a timely manner, pending all appropriate federal, state, and local approvals. The timing of the award is also dependent upon the time necessary to resolve with the applicants any matter highlighted by the technical reviewers or a Grants Management Specialist. The timing of an award may be extended to complete additional evaluations when the use of a proposed site for the pilot program has the potential for significant adverse impact on communities, public health, or the natural environment. Once the grants are awarded, FEMA will monitor the grants for compliance with the grant agreement.

FEMA will be responsible for completing environmental and historic preservation compliance, pursuant to National Environmental Policy Act (NEPA) and National Historic Preservation Act (NHPA) on projects selected prior to award. If an application proposes a range of activities without specific site locations, FEMA will conduct programmatic analysis based on the application and set requirements for further review once detailed information is available and prior to award.

Reconsideration

At its discretion, FEMA may review a decision regarding a proposal that does not meet the Alternative Housing Pilot program's requirements only where there is an indication of material, technical, or procedural error that may have influenced FEMA's decision. There will be no reconsideration regarding the amount of applicant management costs. Applicants should send requests for reconsideration based upon material, technical, or procedural error to the FEMA Assistance Officer in 5 business days of the date of notification of FEMA's decision. Reconsiderations should be mailed to the address below.

Federal Emergency Management Agency
Grants Management Branch
500 C Street, SW
Attn: Assistance Officer
Patriot Center, Room 222
Washington, DC 20472

The Appeal Officer will review the reconsideration and provide a written decision within 30 days. FEMA will not consider new information provided in the request for reconsideration.

F. Program Guidance

Period of Performance

The period of performance is 24 months from the award date. Funding that is not obligated, e.g. under contract, to an active project will be de-obligated by FEMA at the end of the liquidation period. Extensions to the period of performance may be requested and can be authorized in writing by the DHS Grant Officer with the concurrence of the DHS Project Officer.

Extensions

Requests for extensions to the performance period will be considered but will not be automatically approved. Requests for a period of performance extension must be submitted in writing to the Assistance Officer and must be supported by adequate justification in order to be processed. This justification is a written explanation of the reason or reasons for an extension and must demonstrate that work is in progress and will be completed within the extended period of performance.

The justification **MUST** address the following areas to enable the review of extension requests:

- 1. Submission Date:** The request must be submitted at least 60 calendar days prior to the expiration date of the performance period.
- 2. Reason for Delay:** Identify the status of the activity and give a brief description for the delay (*e.g.*, weather conditions).
- 3. Budget:** Identify the remaining funds, available for the extended period and outline how the funds will be used. Identify sources of additional funding if remaining FEMA funds and cost share will not support the extension request.
- 4. Plan for Completion:** Identify the objectives necessary to complete the activity, completion date for each objective, and list the position/person responsible for oversight of completion of the activity.
- 5. Completion Date:** Identify the projected completion date for the activity.

6. No change of scope: Provide a certification that the activity will be completed within the extended period without any modification to the original Scope of Work approved by FEMA.

Should any sub-grant performance period be extended, the grant performance period will be extended as well; however, the extension should be conditioned so that all completed sub-grants are closed out within their individual performance periods. The total extended period of performance for planning and project sub-grants shall not exceed five years.

Reporting Process

Grantees would be required to report on financial and performance progress as well as provide reports for evaluation purposes (see Section IV (c), below).

Applicant's Management Cost

Applicants must apply separately for management costs of the overall grant. Applicants may apply for a maximum of 10 percent of the total funds requested in their Alternative Housing Pilot grant application budget for management costs to support the planning and project sub-applications included as part of their Alternative Housing Pilot grant application. As part of their management costs, grantees (States) may request reimbursement for Indirect Costs based on an approved Indirect Cost Agreement.

Cost Overruns and Cost Under-Runs

The Alternative Housing Pilot program is competitive and, therefore, Federal award amounts are final. There will be no additional FEMA funding beyond the initial award. FEMA will not cover cost overruns associated with grant activities. All costs for which funding is requested MUST be included in the original Alternative Housing Pilot grant application's budget section.

Cost under-runs (*i.e.*, unexpended funds) remaining after the expiration of the performance period must be reported to FEMA for de-obligation.

Non-Discrimination

Like other FEMA programs, the Alternative Housing Pilot program must be administered in an equitable and impartial manner, without discrimination on the grounds of race, color, religion, nationality, sex, age, or economic status. The Alternative Housing Pilot program complies with Section 308 of the Stafford Act and Title VI of the 1964 Civil Rights Act. All Applicants/Grantees must comply with Title VI, including state and local governments distributing Federal assistance.

In implementing the Alternative Housing Pilot program, Applicants and Sub-applicants will ensure that no discrimination is practiced. Applicants must consider fairness, equity, and equal access when prioritizing and selecting planning and project sub-applications to submit with their Alternative Housing Pilot grant application. Sub-applicants must ensure fairness and equal access to homeowners and individuals that benefit from property acquisitions, structure improvements, etc.

Duplication of Benefits

Persons who are currently receiving housing assistance under FEMA's Individuals and Households Program (IHP) may not *also* receive housing pursuant to the Alternative Housing Pilot Program. Any person currently receiving housing assistance pursuant to the IHP who wants to instead receive housing from a project funded by the Gulf Coast Housing Pilot Program must vacate their IHP-provided housing.

G. Governing Provisions

The Grantee and any sub-grantees shall comply with all applicable laws and regulations. A nonexclusive list of laws and regulations commonly applicable to FEMA grants is attached hereto for reference only.

The following laws, regulations, and Office of Management and Budget Circulars, are also applicable to this grant:

- The Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, 42 U.S.C. §§ 5121-5206 (Stafford Act)
- Title 44 of the Code of Federal Regulations (CFR)
- 44 CFR Emergency Management and Assistance Regulations (This publication is available at <http://www.gpoaccess.gov/cfr/index.html>)
- 44 CFR Part 9 Floodplain Management and Protection of Wetlands
- 44 CFR Part 10 Environmental Considerations
- 44 CFR Part 13 Uniform administrative requirements for grants and cooperative agreements to state and local governments
- 44 CFR Part 7 Nondiscrimination In Federally-Assisted Programs (FEMA)
- 44 CFR Part 17 Government wide debarment and suspension (nonprocurement) and government wide requirements for drug free workplace (grants)
- 44 CFR Part 18 New restrictions on lobbying
- 44 CFR SUBCHAPTER B - Insurance and Hazard Mitigation
- 44 CFR SUBCHAPTER C - Fire Prevention and Control
- 44 CFR SUBCHAPTER D - Disaster Assistance
- 44 CFR SUBCHAPTER E - Preparedness
- 31 CFR 205.6 Funding techniques (This publication is available at <http://www.gpoaccess.gov/cfr/index.html>)
- OMB Circular A-110 Uniform Administrative Requirements for Grants and Agreements with institutions of Higher Education, Hospitals, and Other Non-Profit Organizations
- OMB Circular A-102 Uniform Administrative Requirements for Grants and Cooperative Agreements with State and Local Governments
- OMB Circular A-87 Cost Principles for State and Local Governments
- OMB Circular A-21 Cost Principles for Educational Institutions
- OMB Circular A-122 Cost Principles for Nonprofit Organizations
- OMB Circular A-133 Audits of States, Local Governments, and Non-Profit Organizations

Prior to the start of any construction activity, the Grantee shall ensure that all applicable Federal, State, and local permits and clearances are obtained.

Prior to the award, it must be reviewed by FEMA for compliance with Executive Order 11988, Floodplain Management (44 CFR Part 9), the National Environmental Policy Act (NEPA), as implemented under 44 CFR Part 10, and Section 106 of the National Historic Preservation Act. Grantees are encouraged to seek guidance from the FEMA Environmental Officer in complying with NEPA and other environmental requirements.

The Grantee shall transfer to FEMA the appropriate share, based on the Federal support percentage, of any refund, rebate, credit or other amounts arising from the performance of this agreement, along with accrued interest, if any.

The Grantee is free to copyright original work developed in the course of or under the agreement. FEMA reserves a royalty-free, nonexclusive and irrevocable right to reproduce, publish, or otherwise use, and to authorize others to use, the work for Government purposes. Any publication resulting from work performed under this agreement shall include an acknowledgement of FEMA financial support and a statement that the publication does not necessarily reflect FEMA's views.

H. Federal Assistance Resources and Support

To assist grantees with program activities, FEMA, DHS Preparedness Directorate Grants & Training, and HUD have several support mechanisms available to grantees.

Role of FEMA and Gulf Coast Recovery Office (GCRO)

FEMA supports State and local governments in the fulfillment of their emergency planning, preparedness, mitigation, response and recovery responsibilities. In support of this recovery effort, FEMA's Gulf Coast Recovery Office (GCRO) will design, award, and manage the Alternative Housing Pilot program in response to Congress' appropriation of \$400 million for this purpose. This grant management role will include pre-award, award, grant monitoring and administration, and closeout activities. FEMA's Gulf Coast Recovery Office will serve as Project Officer during the grant period. During the review and evaluation activity, FEMA will also chair a selection committee that will include DHS representatives, HUD representatives, and private sector representatives to review and evaluate applications. Grants Management staff will review approved applications and award funding. As needed, Grants staff will participate in monitoring (including on-site visits) and administration of this program. FEMA will also be responsible for grant closeout.

Role of DHS's Preparedness Directorate, Office of Grants & Training (G&T)

Throughout the project period, G&T Preparedness Officers will work closely with FEMA's GCRO and state and local officials in assigned states to provide technical assistance regarding grant management. G&T's Preparedness Officers will collaborate with representatives from the GCRO in order to facilitate management of this grant program.

Role of HUD - Evaluation

HUD will appoint at least one participant for the National Evaluation panel. HUD will also conduct two interrelated evaluation efforts on the Alternative Housing Pilot Program. The results of these evaluations will provide information to Federal, state and local leaders to assist them in making decisions regarding the provision of alternative types of housing for use in future disasters.

Short Term Evaluation – A short-term (24-30 months) evaluation will be conducted on factors associated with the type, codes, cost, timeframes, and acceptability of the approaches (units) selected. This effort will be conducted concurrently with the actual grant execution efforts of the states receiving FEMA grants. The short-term evaluation will be concluded shortly after the period of performance for the FEMA grants to the states end.

Although the actual scope of the evaluation effort will be finalized following the review and award of the grant applications, evaluation topics would include elements such as:

- Method of constructing the units.
- Code and regulatory compliance.
- Cost of the units.
- Speed of delivery to the site.
- Site work required.
- Speed of installation (including special installation requirements).
- Cost of installation and necessary infrastructure.
- Initial performance of the units at installation (building systems).
- Ability of the units to support the needs of a wide variety of residents (accessibility and related issues).
- Initial acceptance of the units by individual residents.
- Initial acceptance of the units by the community.

Long-Term Evaluation – HUD will also conduct a subsequent evaluation focusing on the longer-term performance of the housing provided under this effort. This evaluation effort will begin concurrently with the short-term evaluation, and will continue for approximately four years. This second evaluation will address longer-term costs (energy and maintenance), durability, consumer perceptions, and impact of housing on individual and long-term community recovery and wellbeing. This effort is necessary as some of the units are likely to be delivered relatively late in the grant period and a concurrent performance assessment may not be possible. Furthermore, the longer term recovery impacts of FEMA traditional housing options, and options identified through this pilot program require a longer time horizon for evaluation. Determination of the actual scope of this longer evaluation requires a refined understanding of the types of housing interventions proposed by the states.

The actual scope of the longer-term evaluation will be developed following grant award. Evaluation topics may include:

- Unit durability due to normal wear and tear.
- Unit durability to weather and other environmental issues.
- Performance of the units with respect to resident health issues.

- Energy use.
- Reusability of the unit.
- Impact of unit on the environment.
- Modifications of the units by the residents.
- Residual value at end of the evaluation.
- Issues of ownership and long-term tenure.
- Ability of units to adapt to various household sizes.
- Ability of the units to support the needs of a wide variety of residents (accessibility and related issues).
- Ability of unit to be replicated in and adapted to various geographic regions and climates.
- Ability of unit to withstand various hazards of the region.
- The time period for which the housing alternative is recommended (18 month occupancy or 5 year occupancy).
- Community changes as a result of the housing units.
- Impact of unit on facilitating transition to affordable permanent housing.
- Satisfaction about the units by individual residents.
- Satisfaction about the units by the community.

Because these evaluation efforts will require access to grantee (and sub-grantee) records for information gathering, applicants should ensure they factor those requirements into their planning process. As the evaluation development process is refined, additional evaluation elements may be added to either the short or long-term evaluation scope.

III. APPLICATION KIT

A synopsis of the Alternative Housing Pilot Program will be posted through the Grants.gov system. But applicants must access the FEMA website at www.fema.gov to download their application package. Applications are available as of **September 15, 2006** and must be received no later than 5 p.m. Eastern Daylight Time on **October 20, 2006**. Applicants will apply manually and must submit an original and two (2) copies of the application and all supporting documentation. The program title listed in the Catalog of Federal Domestic Assistance (CFDA) at <http://12.46.245.173/cfda/cfda.html> is “*Fiscal Year 2007 Alternative Housing Pilot Program.*”

Required Application Submissions

1. SF-424 Grant Application with certifications including:

- SF 424A or SF424C (Budget including budget narrative).
- SF 424B or SF424D (Assurances & Certifications).
- SF LLL, Disclosure of Lobbying.

2. DUNS Number. The applicant must provide a Dun and Bradstreet (D&B) Data Universal Numbering System (DUNS) number with the application. ***An application will not be considered complete until a valid DUNS number is provided by the applicant.*** This number may be provided in one of the attachment fields within the online GMS application. Organizations should verify having a DUNS number or take the steps necessary to obtain one as soon as possible. Applicants can receive a DUNS number at no cost by calling the dedicated toll-free DUNS Number request line at 1-800-333-0505.

3. Project Proposals. Project proposals are limited to a maximum of ten pages, not including attachments that are necessary to fully describe the project such as blueprints, specifications, resolutions, letters of commitment, and vendor material. The proposals should provide sufficient detail so as to demonstrate to the reviewers an understanding of the essential issues as well a strategy for the actual accomplishment of the housing work proposed by the applicant. FEMA also suggests that the applicant have the Rating Criteria at hand as they are writing the application. Projects can be managed by Sub-grantees as well as directly by Grantees. The project proposals should include the following information:

a) **Applicant Information:** Provide name, type, and state of the Applicant, state and Federal tax numbers, Federal Employer Identification Number, DUNS number. Indicate whether the Applicant has a Smartlink account, whether the application is subject to review by the Executive Order 12372 and whether the Applicant is delinquent on any Federal debt.

b) **Contact Information:** Provide the name, agency, and address for the point of contact for the grant application.

c) **Sub-grant applications:** Include eligible sub-applications that the Applicant has reviewed and approved.

d) **Project Description Summary or Objective:** Briefly describe the project and the objective of the project.

For projects that involve property acquisitions and relocations, the applicant or sub-applicant must indicate that they have procedures in place to ensure compliance with federal, state, and local relocation requirements. Normally this involves letters of interest from the owners of property amongst other factors.

e) **Complete Description:** The Scope of Work (SOW) describes the objectives, methodology, outcomes, timeline, milestones, resources and deliverables for the proposed housing projects. The SOW must also document the benefits and effectiveness of the proposal. Supporting documentation should include the following:

- Purpose of the project (i.e., what is the goal?).
- Clear, concise description of the proposed project and how it will be implemented. A description of any associated construction activities, such as temporary access roads, staging yards, etc.
- For new technology, information regarding laboratory tests, field-testing, and other aspects of the technology.

f) **Schedule:** Each project should have an independent project plan and schedule. Provide the title of the grant application and the overall projected performance period for the grant, and ensure that the work schedule for each sub-application included with the grant application is appropriate.

g) **Budget:** Ensure that the requested Cost Estimate for each sub-application is appropriate and provide the grant budget class for each item. Please include full cost and describe the basis for costs. For example, if any travel is involved, the description should state, 4 trips by 2 persons, at \$500 for each trip. Also, for contract costs give a description of the estimate and please include mix of personnel or skills that are being proposed. Provide an Approved Indirect Cost Agreement, if applicable.

The Cost Estimate describes all anticipated and potential costs associated with the proposed project activity, and represents the Sub-applicant's best estimate of the total value of the proposed activity. Sufficient detail should be provided regarding various cost item categories such as labor, materials, equipment, subcontract costs, etc. Documentation of all cost estimates provided, including the dates of estimates, as well as the anticipated date of construction should be provided, if applicable.

The Cost Estimate MUST include all anticipated project costs such as:

- Engineering designs/specifications.
- Other related acquisition construction/demolition/relocation costs, such as survey, permitting, site preparation, material disposal.
- Other related acquisition costs, such as appraisals, legal recordation, displacement costs for renters.

If a project is selected for potential award, the applicant will work with FEMA to develop a cost estimate for anticipated environmental resource remediation or historic property treatment measures.

h) **Assurance and Certifications:** Complete the Assurances - Non-Construction Programs, FEMA Form 20-16A, if applicable; Certification Regarding Lobbying; Debarment, Suspension and Other Responsible Matters; and Drug-Free Workplace Requirements, FEMA Form 20-16C; and Disclosure of Lobbying Activities, Standard Form LLL, if applicable.

i) **Rating Criteria:** In summary, please address each rating criterion, including its components, and remember that a panel of technical experts will use those criteria to review your proposal.

4. **FEMA Review.** Because FEMA needs to review all projects for compliance with environmental and historic preservation requirements prior to award, the applicant should provide sufficient information for FEMA to do a preliminary review. Information such as:
- the addresses of properties and original date of construction.
 - any identified federally listed threatened or endangered species and its designated critical habitat in the project area.
 - vegetation that might be removed or affected.
 - area water bodies that could be impacted.

For projects that involve property acquisitions and relocations, the applicant or sub-applicant must indicate that they have procedures in place to ensure compliance with federal, state, and local relocation requirements. Normally this involves letters of interest from the owners of property amongst other factors. Applicants are encouraged to provide sufficient information for FEMA to do a preliminary review, and if the project is selected for further consideration, FEMA will work with the applicants to obtain all final required documentation.

5. **Single Point of Contact (SPOC) Review** (if applicable). Executive Order 12372, located at http://www.archives.gov/federal_register/codification/executive_order/12372.html, requires applicants from state and local units of government or other organizations providing services within a state to submit a copy of the application to the state SPOC, if one exists and if this program has been selected for review by the state. Applicants must contact their state SPOC to determine if the program has been selected for state review. The date that the application was sent to the SPOC or the reason such submission is not required should be provided.
6. **Suspension or Termination of Funding.** DHS, by written notice, may terminate this grant, in whole or in part, when it is in the Government's interest.

Applicants must familiarize themselves with the requirements and restrictions of the Program Guidance for FY 2007 Gulf Coast Housing Grant, available in Sections I through IV of the *Fiscal Year 2007 Gulf Coast Housing Grant: Program Guidance and Application Kit*. The Program Guidelines contain critical information regarding this grant program. All grant recipients are assumed to have read, understood, and accepted the Program Guidance as binding.

IV. AWARD AND REPORTING REQUIREMENTS

A. Grant Award to State

Upon the selection committee's approval of a project, approval of the DHS Senior Manager, and processing by the Grants Management Branch, the grant will be awarded to the respective applicant. This date will be known as the "*award date*."

B. Drawdown of Funds

Following acceptance of the grant award and release of any special conditions withholding funds, the grantee can drawdown funds through one of 2 methods:

1. The Grantee shall be paid using the HHS Smartlink System, provided it maintains or demonstrates the willingness and ability to maintain procedures to minimize the time elapsing between the transfer of the funds and their disbursements by the Grantee. When these requirements are not met, the Grantee will be required to use the reimbursement method as the preferred funding method.
2. FEMA uses the Direct Deposit/Electronic Funds Transfer (DD/EFT) method of payment to its Grantees. To enroll in the DD/EFT, the Grantee must complete a Standard Form 1199A, Direct Deposit Form. The Grantee may be paid in advance, or reimbursed by completing the Standard Form (SF) 270, Request for Advance/Reimbursement. In accordance with Treasury regulations at 31 CFR, Part 205, the Grantee shall request funds for immediate cash needs not more than 3 business days prior to the day on which it makes a disbursement.

Interest earned on advances will be handled in compliance with 44 CFR 13.21(i).

C. Reporting Requirements

Financial Status Report

The Grantee shall submit Financial Status Reports (using FEMA Form 20-10) to the FEMA Office indicated below, within 30 days after the end of each quarter. Reporting dates are January 30, April 30, July 30 and October 30. The final Financial Status Report is due 90 days after the close of the grant. In addition, if the Grantee uses Smartlink, it shall submit a Financial Cash Transactions Report (PMS 272) to the following address:

Federal Emergency Management Agency
Grants Management Branch
500 C Street, SW
Attn: Assistance Officer
Patriot Center, Room 222
Washington, DC 20472

NOTE: If the Request for Advance/Reimbursement is used for payment, the quarterly financial reports may be waived by FEMA with only the final Financial Status Report due 90 days after the close of the Grant or Cooperative Agreement.

Program Status Report

The Grantee shall submit performance reports to the Program Office within 30 days after the end of each quarter. Reporting dates are January 30, April 30, July 30 and October 30. The final performance report is due 90 days after the close of the grant. The Grantee shall submit copies of the performance report to the FEMA Office at the address listed in above. Grantees may request a waiver of the first quarter performance report from the Assistance Officer.

Performance/progress reports must include the activity name or other identification as well as:

- Describe significant activities and developments that have occurred that show performance during the quarter, including a comparison of actual accomplishments to the objectives established in the sub-application.
- Indicate whether completion of work is anticipated within the performance period. If not, describe any problems, delays, or adverse conditions that will impair the ability to meet the stated objectives in the sub-application.

Evaluation Report

The Department of Housing and Urban Development (HUD) will be conducting an evaluation of the alternative housing pilots over time. Applicants should respond to reporting requests from HUD and anticipate a reasonable requirement for reporting of cost, production, installation, location, resident information, and community information as part of these reports.

Audit

The state shall require that sub-grantees comply with the audit requirements set forth in *OMB Circular A-133 Audits of States, Local and Tribal Government and Non-Profit Organizations*. Recipients are responsible for ensuring that sub-recipient audit reports are received and for resolving any audit findings.

D. Monitoring

Grant recipients will be monitored periodically to ensure that the program goals, objectives, timeliness, budgets, and other related program criteria are being met. Monitoring is accomplished through a combination of office-based and on-site monitoring visits. Monitoring involves the review and analysis of the financial, programmatic, and administrative issues relative to each program, and helps identify areas where technical assistance and other support may be needed.

The State Agency designated by the Governor is responsible for monitoring sub-grantee activities to provide reasonable assurance that the sub-grantee administers federal awards

in compliance with federal and state requirements. Responsibilities include the accounting of receipts and expenditures, cash management, the maintaining of adequate financial records, and the refunding of expenditures disallowed by audits.

E. Grant Close-Out Process

Within 90 days after the end of the grant period, the grantee will submit a final Financial Status Report, a final performance report detailing all accomplishments throughout the project, and process a final payment or return de-obligated funding. After both of these reports have been reviewed and approved by the Gulf Coast Recovery Office and the Grants Management Staff (FEMA), a closeout satisfaction letter will be provided to the Grantee.