CDBG-NDR: DRGR ACTION PLAN AND QPR GUIDANCE | JULY 2017

The following guidance has been developed for the 13 grantees awarded funds through the National Disaster Resilience competition and is **required for all NDR DRGR Action Plans and QPRs.**

Due to the unique requirements for NDR grants, the DRGR Action Plan set-up and QPR reporting will differ slightly from guidance previously made available to Community Development Block Grant Disaster Recovery (CDBG-DR) grantees. This document supplements—and in some cases, modifies—the step-by-step instructions of DRGR Action Plan set-up and QPR reporting described in Section 4 and Section 6, respectively, of the DRGR User Manual located at https://www.hudexchange.info/programs/drgr/guides/.

If you have specific questions regarding this guidance, please email resilientrecovery@hud.gov and include 'NDR DRGR Guidance' in the subject line.

DRGR ACTION PLAN SET-UP

Overall Narratives

The purpose of this section is to provide an updated version of your NDR competition application (Action Plan). The goal is to present a clear and succinct description of what HUD has funded and what will be accomplished with the available resources. Add the following overall narratives to your NDR Action Plan by updating and summarizing language from your Phase 2 application:

- **Executive Summary.** Enter a comprehensive, but concise narrative updated to reflect the projects you will be implementing as part of your NDR grant, including HUD-funded projects, projects funded through your supporting leverage, and your long-term commitments.

- **MID-URN Target Area.** Discuss the geographic area(s) that you will focus efforts on, updated to reflect revisions to the areas discussed in your Phase 2 application.

- **Partners.** Discuss all partners participating in the collaborative and their current roles, as updated since you submitted your application.

Website Posting

While HUD only requires grantees to publish on their website the DRGR Action Plan (see June 7, 2016 Notice), HUD strongly encourages grantees to develop a formally updated version of the Action Plan to reflect the projects to be implemented, and to also make that document available to the public.
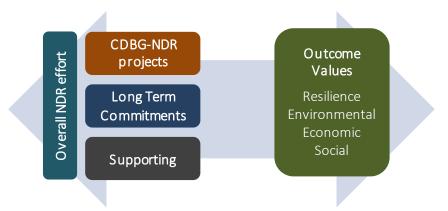
Project and Activity Set-up

DRGR project and activity set-up requirements have been modified from existing guidance to facilitate grantee reporting on the unique components of NDR grants. The **NDR Project and Activity Flow Chart** on page 5 of this guidance illustrates the basic DRGR project and activity set-up for NDR grantees.

The NDR DRGR Action Plan will be comprised of four main components ('project groups'):

1. CDBG-NDR funding Projects and Activities
2. Long Term Commitments
3. Supporting Leverage
4. Outcome Values*

The Outcome Value* project group is unique since its sole purpose is to report: a) outcomes associated with the NDR effort; or b) outcomes associated with each of the other three project groups (CDBG-NDR projects, Long Term Commitments, and Supporting Leverage). This is illustrated in Figure 1:

Figure 1: Relationship between the Outcome Values project and other project groups

Project and Activity Numbering

Either the project or activity number (and titles) must include the following:

- the term 'NDR' for CDBG-NDR, the term 'LTC' for Long-Term Commitment, 'SL' for Supporting Leverage, or 'OV' for Outcome Value, and
- a short version of the project name if a grantee has more than one NDR project.

Project Set-up

Each NDR grantee must set-up DRGR projects and activities using the following four project groups:

NDR CDBG-NDR Assisted Projects

Create a separate DRGR project for each CDBG-NDR project for which the grantee received an award. These projects will contain the CDBG-NDR assisted activities.

Select the 'NDR' *Project Designation* from the dropdown menu.

LTC Long-Term Commitments Project

Create one project for Long-Term Commitments. Generally, this project will have no CDBG-NDR funding. This project will contain all HUD-accepted Long-Term Commitments, as agreed upon with HUD following award notification. All activities must be completed by January 2017.

Select the 'LTC' *Project Designation* from the dropdown menu.

SL Supporting Leverage Project

Create one project for Supporting Leverage (if the grantee pledged and HUD accepted supporting leverage, as agreed upon with HUD following award notification). This *Project will have no CDBG-NDR funding*. This project will contain all Supporting Leverage activities.

Select the 'SL' *Project Designation* from the dropdown menu.

OV Outcome Values Project

Create one Outcome Values project. *This Project will have no CDBG-NDR funding*. This project will contain all Resilience, Economic Revitalization, Environmental, and Social outcome value information.

Select the 'OV' *Project Designation* from the dropdown menu.

Activity Set-up

NDR   CDBG-NDR Assisted Activities

Set up each activity normally. Select from the existing activity types in DRGR. If a grantee has an activity eligibility waiver, HUD will add the activity type to the list for that grantee to select.

Common DRGR activity types for these grants include:

- Administration: for administration activities carried out with CDBG-NDR or leveraged funds
- Planning: for planning activities carried out with grant or leveraged funds
- Rehabilitation/reconstruction of a public improvement or public facility: for pre-development activity delivery costs and construction costs

Continue to create separate activities by the following minimum criteria:

- Activity Type
- Responsible Organization
- National Objective

Performance Measure Projections. Only enter projections for performance measures that will _not_ be entered in the Outcome Value activities. Standard DRGR performances measures will be entered within each CDBG-NDR activity, but the Outcome Values each grantee develops in coordination with HUD will be reported under the Outcome Values Project. For each activity, include projections for each selected performance measure (e.g. # of households, # of facilities). Projections must indicate results to be achieved by grant closeout.

Direct leverage. In addition to the normal activity set-up, CDBG-NDR grantees must include all direct leverage amounts for each CDBG-NDR assisted activity. This is a two-step process. First, add the _Funding Source Name_ and _Funding Type_ on the _Edit Action Plan_ screen and click save. Then, on the _Edit Activity – Page 1_ screen, enter the amount of direct leverage for that activity next to the _Funding Source Name_ and click save. Note that the total of all direct leverage must equal or exceed the negotiated amount of total direct leverage in the grant agreement.

GIS coordinates. GIS coordinates are required for each CDBG-NDR assisted physical development activity. This is different from the service area of the activity. The coordinates for any area covered by a Planning activity should also be included, as applicable. To enter GIS coordinates, navigate to _the Edit Activity – Page 2_ screen, and click _Investment Location_ next to the _Location Description_ text field. This will open a new screen with the option to upload GIS coordinates via shapefiles.

> **Projections.** To comply with the June 7, 2016 Notice, grantees must enter projections in DRGR at 1) the activity level; and 2) as a separate attachment.
>
> **1) Activity Level Projections:** The Performance Measure Projections described in the Activity Set-up section of this guide refer to the total number of projected outcomes for each activity performance measure. For example, if a NDR activity is expected to produce 10 new housing units, then the grantee must enter "10" in the projected # of housing units activity set-up screen for that activity only.
>
> **2) Projections as an attachment:** Within 90 days of DRGR Action Plan approval, grantees must submit an update to the program schedule (projection of expenditures) and milestones (outcomes) included in the application response to the Phase 2, Factor 3, Soundness of Approach rating. The projections must be based on each quarter's expected performance— beginning the quarter in which funds are available to the Grantee and continuing each quarter until all funds are expended.
>
> The performance projections should correlate to the NDR projects (not the smaller activities). Essentially, grantees should provide projections for the performance measure associated with the NDR projects outlined in the grant agreement. Grantees must attach the projections to the Admin activity in DRGR. A template is available at https://www.hudexchange.info/programs/cdbg-dr/resilient-recovery/

LTC   Long-Term Commitments Activities

Create a separate activity for each long-term commitment. The end date for each long-term commitment activity must be no later than January 2017. As of the date of this guidance, all LTC activities should have an activity status of "complete."

- Only use the Long-Term Commitment activity type.

- National Objective is not required, select "NA".

- At least one measure of benefit is required for each LTC activity, similar to NDR activities.

- No long-term commitment activity should include any CDBG-NDR funding.

Performance Measure Projections. Most long-term commitments will not report on standard DRGR performance measures, but instead, will report outcomes under the Outcome Values project. If the grantee chooses to associate performance measures with its Long-Term Commitment activities, enter projections for those performance measures for each activity. Projections must reflect results to be achieved by January 2017.

Direct Leverage. Not required.

GIS coordinates. Not required.

SL   Supporting Leverage Activities

For activities assisted solely by supporting leverage, set up the activities normally with the following exceptions:

- Use the normal activity types in the drop-down menu as much as possible. Only use the new "Supporting Leverage" activity type if none of the other activity types apply.

- National Objective is not required, select "NA".

- Performance measures are not required for SL activities, but grantees may choose to associate such measures as part of their NDR Action Plan.

- *No supporting leverage activity should include any CDBG-NDR funding.* For each supporting leverage activity first, add the *Funding Source Name* and *Funding Type* on the *Edit Action Plan* screen and click save. Then, on the *Edit Activity – Page 1* screen, enter the amount of supporting leverage for that activity next to the *Funding Source Name* and click save. Note that the total of all supporting leverage must equal or exceed the negotiated amount of total supporting leverage in the grant agreement.

- **Performance Measure Projections.** If the grantee chooses to associate performance measures with its Supporting Leverage activities, enter projections for those performance measures for each activity. Projections must reflect results to be achieved by grant closeout.

GIS coordinates. GIS coordinates are required for physical development activities and the coordinates for any area covered by a Planning activity. To enter GIS coordinates, navigate to *the Edit Activity – Page 2* screen, and click *Investment Location* next to the *Location Description* text field. This will open a new screen with the option to upload GIS coordinates via shapefiles.

Direct Leverage. Not required.

MID Threshold Budgets: A new feature was added to DRGR in May 2017 (DRGR Release 7.13) to track compliance with expenditures in Most Impacted and Distressed Areas. Since NDR grantees are required to expend 100% of NDR grant funds in areas already agreed upon by HUD, NDR grantees should NOT to enter any values into the MID Threshold Budgets on the Edit Activity Screens. Likewise, NDR grantees should NOT enter expenditures in MID Target Areas in the QPR.

OV   Outcome Values Activities

As stated above, the Outcome Value project group is unique since its sole purpose is to report: a) outcomes associated with the NDR effort or b) outcomes associated with CDBG-NDR projects and Long-term Commitments. Because other CDBG-DR grantees usually report *outputs* of an activity, the Outcome Values project group was created to enable NDR grantees to report on *outcomes*. Grantees must indicate whether the Outcome Value activity is associated with overall NDR effort or one of the three other projects groups in the Outcome Value activity narrative.

CDBG-NDR grantees were responsible for determining the desired outcomes and proposing ways to measure those outcomes. The NOFA categorizes the grantees' desired community development objectives into four outcome categories: Resilience, Economic Revitalization, Social, and Environmental Values. These categories are now in DRGR as new activity types.

> **Outputs versus Outcomes**
>
> Grantees are encouraged to use outcomes measures that demonstrate the ultimate benefits of the NDR projects, where applicable, as opposed to output measures that quantify direct results of the invested funds. For example, outputs of an investment might be the number of completed structures, households relocated, or acres of marshland created. An outcome measure is a quantitative metric that shows how the project is impacting a community goal articulated by the community, such as improved access to recreational space, improved health or quality of life measures, expected reduction in damage expenses from 100-year flood events.

Activity set-up criteria. All Outcome Value activities must be assigned to the Outcome Values project. Create separate Outcome Value activities by the following minimum criteria:

- Outcome Value Category (Resilience, Economic Revitalization, Social, or Environmental)
- Quantitative outcome measures and Qualitative outcome measures
- Project association (if any) or overall effort

The action plan must include at least one Outcome Value measure associated with each NDR-funded project and each Long-Term commitment activity.

Quantitative versus Qualitative outcome values

Each Outcome Value Category must have one or more activities to report quantitative (numeric) measures. HUD will load all agreed-on quantitative measures into DRGR so each grantee can select the appropriate measures during activity set-up. HUD anticipates ongoing revision of the measures established in DRGR and will accommodate requests for revisions or additions.

Quantitative outcome measures (required)

Quantitative measures are those that can be captured with a single numerical unit, such as a percent, dollars, counts, etc.

Multiple quantitative outcome measures related to a particular Outcome Value category and project may be set-up within a single Outcome Value activity.

Similarly, multiple quantitative outcome measures related to a particular Outcome Value category across the overall NDR proposal (or multiple projects) may be set-up in a single Outcome Value activity.

Qualitative outcome measures (optional)

Qualitative measures are narrative descriptions used when progress cannot be captured with a single numerical unit.

Each Outcome Value activity with a qualitative measure must be set-up as a single separate activity under the appropriate Outcome Value category. Only one qualitative measure may be entered per Outcome Value activity.

Grantees must associate the "% progress" measure with each qualitative Outcome Value activity. This is the only required numeric measure for a qualitative activity.

Performance Measure Projections. For each activity, include projections for each selected measure, even % Progress. In most cases, projections should indicate results to be achieved by grant closeout. However, some projected outcomes may not be achieved by grant closeout. For example, desired outcomes related to decreased damage in a subsequent disaster event won't be tested until a disaster occurs. This is acceptable and must be briefly explained in narrative. Grantees should include best estimates of projected outcomes when possible.

Baselines. The outcomes ("performance measure projections") entered into Outcome Value activities are *projections* or *targets,* not baselines. A baseline is the starting value of the performance measure that will change because of the NDR effort. The baseline should indicate conditions as close to the time of Phase 2 application as feasible.

For example, if a grantee 1) selected "$ median property value increase due to NDR investment" as a performance measure; 2) identified the existing median property value to be $200,000; and 3) had a goal of increasing the median property value to $215,000, then the grantee should:

- Action Plan: In the Outcome Value activity that contains the "$ median property value increase due to NDR investment", enter $215,000 in the projected field;

- Action Plan: In the same Outcome Value activity, enter a brief description of the baseline ($200,000) and the frequency the grantee will update the progress toward the projected goal (e.g. annually);

- QPR: Enter the baseline into the *Actual* field of the first QPR that the baseline is confirmed;

- QPR: Continue to report the updated value in the QPR at the frequency described in the activity narrative (more information on QPR reporting is contained in the next section).

Once a baseline is entered into the Action Plan Outcome Value Activity, it should not be adjusted without notifying HUD of any changes.

GIS Coordinates: Include the GIS coordinates related to the area achieving the outcome, if applicable. To enter GIS coordinates, navigate to *the Edit Activity – Page 2* screen, and click *Investment Location* next to the *Location Description* text field. This will open a new screen with the option to upload GIS coordinates via shapefiles.

DRGR QPR REPORTING

In addition to the QPR overall progress narrative, there are up to eight data elements that must be completed for each activity in the QPR:

1. Update race/ethnicity and income data, if applicable

2. Report baselines (one time only) and update values per the frequency outlined in the Action Plan (Outcome Value Activities **only**)

3. Update performance measures as accomplishments are made

4. Report CDBG-NDR expenditures

5. Report direct leverage expenditures

6. Report supporting leverage expenditures

7. Enter progress narrative

Narratives

Activity level: Due to the unique nature of NDR projects, activity progress narratives are an important tool to inform HUD and the public about key milestones and project progress, or reasons for delays.

Overall Progress Narrative: The Overall Progress Narrative should report on the progress of the grant and should include explanations of any substantial amendments resulting in programmatic or financial changes.

8. Enter actual completion end date only when activity is completed

Figure 2 shows which fields are required for activities in each of the four project groupings:

Figure 2: Required QPR data entry by Project Group

	CDBD-NDR Projects	Long Term Commitments	Supporting Leverage	Outcome Values
1. Update race/ethnicity and income data, if applicable	X		O	
2. Report baselines (one time only) and update values periodically				X
3. Update performance measures as accomplishments are made	X	O	O	X
4. Report CDBG-NDR expenditures	X			
5. Report direct leverage expenditures	X			
6. Report supporting leverage expenditures	O		X	
7. Enter progress narrative	X	X	X	X
8. Enter actual completion end date only when activity is completed	X	X	X	X

X = Required   O = If applicable

Additional QPR Information by Project Group

NDR   CDBG-NDR Assisted Activities

Grantees should enter accomplishments for CDBG-NDR activities as projects are completed and a National Objective is met. For example, a National Objective is met, at minimum, when a public improvement is completed and usable by intended users, or when a housing unit is occupied. Enter direct benefit data and accomplishment data for ONLY the quarter for which you are reporting. DRGR will calculate the cumulative totals automatically.

LTC   Long-Term Commitments Activities

After the activity status is marked "complete" in the Action Plan, update the actual end date for each long-term commitment activity under the Completed Activity *Actual* End Date section. Please note that the actual end date should not be any later than January 31, 2017. Enter any actual accomplishments that were projected in the Action Plan, if applicable. Update the Activity Progress Narrative section and note that the activity is complete.

S L **Supporting Leverage Activities**

For activities assisted solely by supporting leverage, report the expenditures for each activity in the Supporting Leverage expenditure field. Enter any actual accomplishments that were projected in the Action Plan, if applicable. Enter an activity progress narrative.

O V **Outcome Values Activities**

Again, the Outcome Value project group is unique since its sole purpose is to report: a) outcomes associated with the NDR effort or b) outcomes associated with CDBG-NDR projects and Long-term Commitments.

Quantitative Outcomes. All Outcome Value activity performance measures must have a baseline. Once the baseline for a particular performance measure is confirmed, a baseline value for each *quantitative* activity must be entered in the *Actual* field in the QPR as well as the Activity Narrative in the Action Plan. The baseline should indicate conditions as close to the time of Phase 2 application as feasible. Grantees will report progress against the baseline by updating the *Actual* field at the frequency described in the Action Plan Activity Narrative. Grantees can enter positive or negative numbers into the QPR to reflect the new value.

For example, if a grantee 1) selected "$ median property value increase due to NDR investment" as a performance measure; 2) identified the existing median property value to be $200,000; and 3) had a goal of increasing the median property value to $215,000, then the grantee should:

- Enter the baseline ($200,000) into the *Actual* field of the first QPR that the baseline is known; and

- Continue to report the updated value in the QPR at the frequency described in the activity narrative (e.g. Year 1, report $5,000 to reflect a median value of $205,000; Year 2, report $6,000 to reflect a median value of $211,000; Year 3, report -$1,000 to reflect a median value of $210,000; and Year 34 report $5,000 to reflect a median value of $215,000.

Qualitative Outcomes. For *qualitative* measures, the narrative entered at the time of activity set-up must describe baseline conditions. The narrative should be updated quarterly along with the "% progress" measure for each qualitative Outcome Value activity.

For each subsequent QPR, enter accomplishment data in the *Actual* field for ONLY the quarter for which you are reporting. DRGR will calculate the cumulative totals automatically.

TECHNICAL ASSISTANCE AND ADDITIONAL RESOURCES

DRGR Resources   https://www.hudexchange.info/programs/drgr/

Ask-A-Question   https://www.hudexchange.info/get-assistance/my-question/

NDR Resources   https://www.hudexchange.info/programs/cdbg-dr/resilient-recovery/