

FY 2018 EMPG GUIDANCE
Emergency Management Performance Grant
Guidance and Application Workbook



Funding provided by
The Department of Public Safety's (DPS)
Division of Emergency Management (DEM)

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DEM CONTACTS

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LIAISONS

If you need assistance, please contact the LNO that coincides with the region that your emergency management program falls under.

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Region 2

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BACKGROUND

The mission of the Utah Division of Emergency Management is to unite the emergency management community and coordinate the efforts necessary to mitigate, prepare for, respond to, and recover from emergencies and catastrophic events. Emergency managers provide critical leadership in their jurisdiction's ability to achieve this mission within their own communities.

The purpose of the Emergency Management Performance Grant (EMPG) Program is to provide qualifying jurisdictions (Counties, Cities, Tribes, and Public Institutions of Higher Education) with financial assistance and technical expertise in establishing, maintaining, and enhancing an effective emergency management program. This is accomplished by identifying eligible missions and core capabilities outlined in the National Preparedness Goal ([NPG](#)). A central objective of this program is to ensure that there are trained, experienced, and professional emergency management personnel in each eligible jurisdiction.

The Utah Department of Public Safety's Division of Emergency Management (DEM), funds the local EMPG Program through funding received from the U.S. Department of Homeland Security; Federal Emergency Management Agency (FEMA).

GRANT INFORMATION

The full **Notice of Funding Opportunity** (NOFO) from **FEMA** for **EMPG** can be found [here](#).

The **Code of Federal Regulations** which applies to all federal awards can be found [here](#).

The **objective** of the EMPG Program is to support a comprehensive, all-hazard emergency preparedness system by building and sustaining the [core capabilities](#) contained within each [mission area](#) of the NPG.

Examples of EMPG funded activities include but are not limited to:

- Initiating or achieving a [whole community approach](#) to security and emergency management;
- Strengthening a state or community's emergency management program;
- Updating emergency plans;
- Completing a Threat and Hazard Identification and Risk Assessment ([THIRA](#)) process;
- Designing and conducting exercises that engage a whole community of stakeholders and validate core capabilities;
- Conduct and attend training.

The Department of Homeland Security expects EMPG recipients and subrecipients (county/city/tribe/IHE) to *prioritize* grant funding to address capability targets and gaps identified through the annual THIRA and SPR process. Recipients and subrecipients should *prioritize* the use of grant funds to maintain/sustain current capabilities, to validate capability levels, and to increase capability for high-priority core capabilities with low capability levels. ([Resource](#) for developing core capabilities)

A **cost match** is required under this program. The Federal share that is used towards the EMPG Program budget **shall not exceed 50%** of the total budget. FEMA administers cost matching requirements in accordance with [2 CFR 200.306](#). To meet matching requirements, the contributions must be verifiable, reasonable, allowable, allocable, and necessary under the grant program and must comply with all federal requirements and regulations.

Note: subrecipients will be reimbursed at a maximum of 25% of the total award amount per quarter. Expenditures must be paid *during* the quarter they are claimed for reimbursement.

ELIGIBILITY REQUIREMENTS

- Employ a full-time, three-quarter time, part-time, or one-quarter time Emergency Program Manager (40, 30, 20, or 10 hours per week respectively).
 - This position cannot be a contracted or held by an elected official.
 - If an emergency manager or emergency management supporting staff member hold multiple positions, they should note their hours spent on Emergency Management to differentiate from other responsibilities.
- Submit a timely and complete application.
- Meet all Federal requirements such as (but not limited to):
 - Equal Opportunity Employer
 - Drug-Free Workplace
 - Single Audits
 - Federal Funding Accountability and Transparency Reporting
 - Compliance with 2 CFR 200 policies
 - [etc.](#)
- Cities shall submit a letter/E-mail from their respective County EMs acknowledging their participation in the EMPG program with their applications.
- New applicants shall complete IS 100, 200, 700, and 800 prior to applying for the grant.
 - Exceptions will be considered on a case by case basis.
- All applicants shall submit a Multi-Year Training and Exercise Plan spanning the current year prior to submitting their applications.
- Complete and report on all performance standards listed within this guidance.
 - Performance Standard One: Exercise
 - Performance Standard Two: NIMS Compliance
 - Performance Standard Three: Planning
 - Performance Standard Four: Professional Development Coordination
 - Performance Standard Five: Community Outreach
- Full participation and compliance with DEM's Grant Monitoring Program.

REPORTING

On a quarterly basis the Emergency Program Managers shall submit the following to Utah DEM via WebEOC:

1. A progress report reflecting work accomplished according to their work plan. The report should address activities for all Five Performance Standards. The report should also have a detailed narrative as to what has been completed.
2. Exercise documents, if applicable for the reporting period (see the table on page 8 for required documents). All exercise requirements shall be fulfilled by EMPG funded personnel.
3. A financial request for reimbursement form.
4. Thorough documentation in support of the reimbursement request. All expenses listed in this report must be paid and supporting documentation shall be attached and submitted via WebEOC. (more information found on page 6)

Penalties for missing/late reporting

1. If the performance standards are incomplete at the end of the 4th quarter, the jurisdiction's following year reimbursement shall be reduced by 10% of its following year's allocation per incomplete standard.
2. A late report, not waived for good cause by the Director of DEM or his designee, will not receive reimbursement for that quarter.
3. If two reports, two reimbursement requests, or one or more performance standards are missed or late throughout the grant year, the jurisdiction may receive a probationary letter when applying for EMPG the following year along with a 10% decrease in new year funding. If improvement is not made, the jurisdiction will be disqualified from applying in the subsequent year.

SUPPORTING DOCUMENTATION

For expenses claimed under EMPG, we require supporting documentation to meet the Federal Requirement put in place by [2 CFR 200.331 \(d\)](#) which requires pass-through entities to “monitor the activities of subrecipients as necessary to ensure that the subaward is used for authorized purposes.”

These supporting documents must be procedurally generated and cannot be self-certified documents. For example, in the case of **Salary and Benefits**, we would require documentation generated by the jurisdiction’s payroll software.

What this is

- Compensation and Benefits Summary
- Payroll Summary
- Pay Stubs

What this isn’t

- A written document (E-mail)
- An excel spreadsheet showing the amounts
- A copy of the trial balance

For other **purchases**, we will need proof of purchase as well as proof of payment. Again these must be a procedurally generated documents and not self-certified documents.

What this is

- An invoice and a copy of the check used to pay the invoice
- An invoice and credit card statement showing the purchase
- An itemized receipt showing payment and listing what was purchased

What this isn’t

- A copy of the general ledger or trial balance
- A spreadsheet stating expenses to be claimed for EMPG
- A purchasing card transaction log

As for **Travel Expenses**, these documents will depend on your policy. We will need proof that the travel was authorized and proof that the expenses were incurred and/or reimbursed.

These documents are to be submitted in webEOC with your quarterly reports. If you are ever uncertain about whether or not you have the documentation required to claim an expense under EMPG, call or E-mail the EMPG coordinator.

*Remember to retain all documents for three at least years after closeout.

PERFORMANCE STANDARD ONE: EXERCISE

Per FEMA requirements *all* EMPG funded personnel shall participate in no fewer than three exercises per year as well as conduct or participate in a Training and Exercise Planning Workshop (TEPW) on an annual basis. All exercises used for EMPG credit shall be entered into the WebEOC Exercise Schedule and History Log 30 days prior to the exercise. Instructions for how to use this feature of WebEOC are available [HERE](#). In your progress reports, in WebEOC, please indicate the exercise name and date (use the same name and date that you used in the scheduler). All exercise documentation shall be in the Exercise Schedule and History Log and not the progress report.

When claiming an exercise all EMPG sub-recipient jurisdictions involved, whether hosting or participating, shall submit the required documentation (page 8) within 90 days of the exercise to receive credit toward the requirement. If the hosting jurisdiction gathers information unique to each participating jurisdiction, one AAR/IP may be submitted. If you are not the lead agency for an exercise and you wish to count the exercise for participation credit you will need to submit your documentation through the Exercise Schedule and History Log as Miscellaneous Documentation. Instructions for how to use this feature of WebEOC are available [HERE](#). AAR/IP documentation needs to reflect what lessons were learned for *your* jurisdiction, what corrective actions are needed for *your* jurisdiction and what improvement planning *your* jurisdiction will be making, not just the items that the lead jurisdiction has written.

Please review exercise types [HERE](#) for a clear understanding of the types of exercise that may be conducted for EMPG credit. Regardless of participation level (observer, player, actor, evaluator, etc) **all required documents** shall be submitted for *your* jurisdiction. The following information and table shows how EMPG subrecipients shall meet these exercise requirements.

Exercises may include volunteer capabilities and their resources *if* the objectives address a specific portion of the jurisdiction's EOP (e.g. Mass Care Annex, Volunteer and Donations Management Annex, etc.) but cannot be the central purpose of the exercise. (An exercise only involving CERT would not qualify.)

Exercise Reporting Requirements:

EMPG Exercise Reporting Requirements	Exercise Plan* which should include an Exercise Overview page	After Action Report / Improvement Plan* which should include an Exercise Overview page	Participant Roster*
Seminar <i>(This Exercise Type is an informational briefing)</i>	Not Required	Either AAR/IP or Executive Summary*	At a minimum, names of participants and agencies in AAR
Workshop <i>(A Product is Developed During this Exercise Type)</i>	Not Required	Either AAR/IP or Executive Summary*	At a minimum, names of participants and agencies in AAR
Tabletop	Not Required	Required	Required: See template
Drill <i>(usually single agency, single function)</i>	Not Required	Required	Required: See template
Functional	Required	Required	Required: See template
Full-Scale	Required	Required	Required: See template
Planned Event**	Not Required	Required	Required: See template
Real World Event**	Not Required	Required	At a minimum, names of participants and agencies in AAR

*Templates of these documents are found in the links at the top of the table and on our website

dem.utah.gov/exercises/ An **Exercise Overview** is always required.

**Planned Events and Real World Events require an Incident Action Plan (minimum of 3 forms within the IAP)

(Pre)Approval Requirements - Needed for Planned Events and Real World Incidents

Planned events (parades, races, festivals, fairs, etc.) may be used towards EMPG requirements once per grant cycle after approval has been given, to apply for approval fill out the survey found [HERE](#), jurisdictions shall provide an Exercise Overview to the T&E Program Manager and enter the information into WebEOC following approval. Preparedness Fairs and “Shoot-Outs” will **NOT** be accepted as planned events without extensive planning documentation and whole community planning participation. Seek guidance from the DEM T&E Program Manager before the planning begins to get clarification.

Real world incidents *may* count as an exercise *if* the jurisdiction fills the approval survey (found [HERE](#)) within 10 business days after the last response/operational period ends. Specific documentation requirements will be provided at that time. As a guideline, to use a Real-World event as one of your three exercises, it should touch on three of the following factors. Exceptions will be made on a case by case basis.

- The jurisdiction's Principal Executive Officer or a designated representative identified in the jurisdiction's emergency management plan participated
- At a minimum, three emergency management core capabilities are tested and evaluated (one will include the jurisdiction's Operational Coordination)
- A declaration of local emergency or disaster was issued
- The emergency response involved resources from outside the jurisdiction
- Activate of local EOC or an incident command post/center

Training and Exercise Planning Workshop (TEPW)

All EMPG subrecipients shall conduct or participate in a Training and Exercise Planning Workshop (TEPW) annually. A TEPW is held at the state level in October. EMPG Sub-grantees may choose to attend this TEPW, or they may conduct one at a local level. If a local TEPW is conducted, the participating jurisdictions must inform their Regional LNO. Because the TEPW is a workshop, a product is required at the conclusion of the exercise. That product is a [\(Multi-Year\) Training and Exercise Plan \(TEP\)](#). This TEP will be submitted with the grant application each year and should include specific details for the current year.

Because your TEPW is held in order to create a TEP, the content of the TEPW should include:

- Identifying Gaps
- Developing Priorities
- Assigning Core Capabilities
- Aligning Training and Exercises to address Gaps
- Building a Multi-Year Calendar

For any additional questions or for support in planning, documenting, or evaluating your exercises, contact Kris Repp at krepp@utah.gov, Don Cobb dcobb@utah.gov, or Tracy Bodily tbodily@utah.gov.

TRAINING AND EXERCISE PLAN (TEP)

Recipients (including subrecipients) who receive awards under EMPG shall complete a Multi-year Training and Exercise Plan (TEP) on an annual basis. It is considered to be a living document that can be updated and refined annually. This plan will consist of the upcoming year and at least two years beyond this year. The purpose of the TEP is to document a jurisdiction's overall training and exercise program priorities for a specific, multi-year, time period. This document should address the key elements found in the Homeland Security Exercise and Evaluation Program (HSEEP) [TEP Template](#), but may be formatted to be more relevant for the jurisdiction.

Required elements for a Multi-Year Training and Exercise Plan (TEP)

1. Dates for plan (start date, end date, and date prepared)
2. Defined Lead Agency
3. Point of Contact for plan
4. Program Priorities
5. Why/How specific program priorities were selected
6. Who was involved in creating these program priorities
7. Core capabilities assigned to each priority
8. Trainings and exercises included in plan to address each program priority
 - a. Must include Title, Location, and Date - these may be approximate
9. Indicate how the lead agency will track training progress
10. Indicate how the lead agency will evaluate exercises
11. Indicate how the lead agency will track improvement planning and corrective actions
12. Include a Multi-Year Calendar
 - a. Indicate who will be trained/exercised
 - b. Indicate what the training/exercise will be
 - c. Indicate which priorities are being addressed by the training/exercise (these should be the same priorities indicated in the plan)

Please make note that this requirement is separate from, and does not count towards, your jurisdictions three required exercises.

PERFORMANCE STANDARD TWO: NIMS COMPLIANCE

IS Training and the [Professional Development Series \(PDS\)](#) or [EM Basic Academy](#)

- Per FEMA requirements and recorded proof of completion: NIMS Training, Independent Study (IS) 100, 200, 700, and 800. In addition, personnel shall complete either the Independent Study courses identified in the Professional Development Series or the National Emergency Management Basic Academy delivered by either the Emergency Management Institute (EMI) or at a sponsored State, Local, Tribal, Territorial, Regional, or other designated location.
 - This is no longer required to be submitted with your application. However, it has made it's way into our monitoring checklist. So when DEM performs monitoring for your jurisdiction, please ensure that you have quick access to this/these document(s).

NIMS Implementation

- Update list of resources in Resource Inventory Tracker in WebEOC annually. ([Statute 53 2a 306](#))
 - Per FEMA requirements recipients and subrecipients receiving EMPG funding are required to implement NIMS, and EMPG funds may be used to meet the requirements. FY 2018 EMPG recipients and subrecipients shall use standardized resource management concepts for resource typing, credentialing, and an inventory to facilitate the effective identification, dispatch, deployment, tracking, and recovery of resources.
 - With this list, we are primarily interested in capital assets and teams. However, use your best judgement as to what resources your neighboring jurisdictions would benefit from being able to see/request in/from this list. If you have any questions, contact Rey Thompson (801.330.4343).
- Additional NIMS resources
 - [What is NIMS?](#)
 - [Compliance Basics](#)
 - [NIMS Training Needs](#)
 - [Additional NIMS info](#)

Report on quarterly progress report through the NIMS Implementation Survey tab.

PERFORMANCE STANDARD THREE: PLANNING

Emergency Operations Plan

- Submit a copy of the most recent promulgation letter of a developed or updated Emergency Operations Plan (EOP) with your application.
- Per FEMA requirements recipients and subrecipients shall *update* their EOP at least once every two years to comply with the [CPG 101 v.2](#), Developing and Maintaining Emergency Operations Plans.
- While *updates* are only required biannually, progress towards updating your EOP and its annexes should be an annual endeavour.*
- Submit an **annual** progress of the EOP update using the CPG 101 v.2 [Process and Analysis Tool](#).
 - This form has been included in the “progress report” excel template.

*What this means is that the year you “update” your EOP is the year you “finalize” it. And the years in between are spent holding meetings and planning for the future update.

PERFORMANCE STANDARD FOUR: PROFESSIONAL DEVELOPMENT COORDINATION

To meet this performance standard a jurisdiction's Emergency Manager or a member of their EM Support staff shall attend **the Utah State Emergency Managers Conference and one additional conference** annually. The following conferences that fulfill this requirement include:

- Public Safety Summit
- Utah Emergency Management Association (UEMA) or International Association of Emergency Managers (IAEM) Conference
- Utah Floodplain and Stormwater Management Association Conference
- Public Information Officers' Conference
- Other conferences require prior approval, please contact tpatterson@utah.gov
 - As a guideline, to be approved, 'other' conferences should identify missions and core capabilities from the National Preparedness Goal.

The emergency manager or designee shall also participate in your region's LEPC *at least* quarterly as well as a minimum of one Region/County Stakeholder meeting (contact your Regional Chair, County EM, or Liaison for information).

Also participants shall meet with their Regional Liaison Officer quarterly. In these meetings please alert your Liaison as to how you intend to meet, or how you met, each of these performance standards.

All participants shall also complete two Emergency Management related classes per year. These should be classes sponsored by DEM or FEMA, alternative classes must receive approval prior to their use toward this performance standard. While working on the required IS, PDS or EM Basic Academy requirements, the associated classes will count toward this requirement. Also, instructing classes for DEM will also meet this requirement. If you are unsure which classes to take to meet this requirement after you have met the NIMS compliance requirements, we would recommend progressing towards FEMA's [Advanced Professional Series](#) (APS).

Report on quarterly progress report.

PERFORMANCE STANDARD FIVE: COMMUNITY OUTREACH

Subrecipients shall complete at least one of the activities listed below, pertaining to community outreach.

- Host or participate in a Community Preparedness Fair or Event
- Develop a local specific emergency preparedness handbook
- Develop and sustain local Citizen Corps activities
- Participate in or develop a Private Sector Preparedness Council
- Create an advertising campaign for educational outreach
- Other (with approval by DEM prior to the event)

Report on quarterly progress report.

EHP

As a federal agency, FEMA is required to consider the effects of its actions on the environment and/or historic properties (EHP) to ensure that all activities and programs funded by the agency, including grants-funded projects, comply with federal **EHP regulations**, laws and Executive Orders as applicable. Recipients and subrecipients proposing projects that have the potential to impact the environment, including but not limited to construction of communication towers, modification or renovation of existing buildings, structures and facilities, or new construction including replacement of facilities, must participate in the FEMA EHP review process. The EHP review process involves the submission of a detailed project description that explains the goals and objectives of the proposed project along with supporting documentation so that FEMA may determine whether the proposed project has the potential to impact environmental resources and/or historic properties. In some cases, FEMA also is required to consult with other regulatory agencies and the public in order to complete the review process. The EHP review process must be completed and approved before funds are released to carry out the proposed project. FEMA will not fund projects that are initiated without the required EHP review.

Additionally, all recipients are required to comply with FEMA EHP Policy Guidance. This EHP Policy Guidance can be found in FP 108-023-1, [Environmental Planning and Historic Preservation Policy Guidance](#), and FP 108.24.4, [Environmental Planning and Historical Preservation Policy](#).

SUPPLANTING FUNDS

According to Article XXIII - Non-supplanting Requirement; all recipients who receive awards made under programs that prohibit supplanting by law must ensure that Federal funds do not replace (supplant) funds that have been budgeted for the same purpose through non-Federal sources.

DEFINITION 1:

“Supplant means to replace or take the place of. Federal law prohibits recipients of federal funds from replacing state, local, or agency funds with federal funds. Existing funds for a project and its activities may not be displaced by federal funds and reallocated for other organizational expenses. These funds are meant for the purpose of ‘supplementing’ or building on state, local, and agency funds. “

DEFINITION 2:

“A state or unit of local government reduces state or local funds for an activity specifically because federal funds are available (or expected to be available) to fund that same activity. When supplanting is not permitted, federal funds must be used to supplement existing state or local funds for program activities and may not replace state or local funds that have been appropriated or allocated for the same purpose. Additionally, federal funding may not replace state or local funding that is required by law.”

The NOFO gives the examples of: the hiring of sworn public safety officers for the purposes of fulfilling traditional public safety duties, or to supplant traditional public safety positions and responsibilities.

Supplanting funds can cause confusion; so if there is ever uncertainty of whether or not a purchase falls into the category of ‘supplanting’ rather than ‘supplementing’ call the EMPG Program Coordinator.

ADDITIONAL REFERENCE LIBRARY

- [Allowable costs as summarized in the EMPG NOFO](#)
- [Authorized Equipment List](#)
- [Cost Sharing or Cost Matching Funds](#)
- [Environmental Planning and Historic Preservation Review \(Slides\)](#)
- [What is Supplanting?](#)
- [Core Capability Building Worksheets](#)
- [CPG 101 version 2](#)
- [What is NIMS](#)
- [NIMS Compliance Basics](#)

EMPG CHECKLISTS

✓	Application Requirements (TBD)
	Fill and Submit FFATA (Federal Funding Accountability and Transparency Act)
	Fill and Submit Match Certification
	Submit Multi-Year Training and Exercise Plan (TEP)
	Submit most recently signed EOP promulgation letter
	Signed Letter/E-mail showing County Acknowledgement of EMPG application (Cities only)
	Complete Pre-Award Risk Assessment (work with your finance section)
	Wait for Emergency Management Performance Grant Program Acceptance

✓	Award Obligation Requirements (These documents will be sent to subrecipients upon State's EMPG Award from FEMA)
	E-mail signed 76-10 (Obligating Document) to tpatterson@utah.gov
	E-mail signed Articles of Agreement to tpatterson@utah.gov

✓	Performance Standard One Exercise (Due by end of grant cycle)
	Complete and report on first exercise through the WebEOC Exercise Schedule
	Complete and report on second exercise through the WebEOC Exercise Schedule
	Complete and report on third exercise through the WebEOC Exercise Schedule
	Participate in a Training and Exercise Plan Workshop to develop a Multi-Year TEP

✓	Performance Standard Two NIMS Compliance (Due by end of grant cycle)
	Complete, or make progress toward completing, IS 100, 200, 700, 800
	Complete, or make progress toward completing, either PDS or EM Basic Academy
	Update your resource inventory board on WebEOC

✓	Performance Standard Three Planning (Due by end of grant cycle)
	Update EOP (required once every two years)
	Submit CPG 101 v.2 Process and Analysis Tool (required annually)

✓	Performance Standard Four Professional Development and Coordination (Due by end of grant cycle)
	Attend two conferences (USEMC required)
	Complete (or instruct) two training courses sponsored by DEM or FEMA
	Participate in an LEPC Quarterly
	Attend at least one region county stakeholder meeting

✓	Performance Standard Five Professional Development and Coordination (Due by end of grant cycle)
	Complete a community outreach campaign (list of option provided in guidance)

✓	Quarter 1 Requirements (Due April 20th)
	Update Progress Report
	Track, generate, sign, and submit Expenditures Report and Reimbursement Request
	Meet with Region Liaison

✓	Quarter 2 Requirements (Due July 20th)
	Update Progress Report
	Track, generate, sign, and submit Expenditures Report and Reimbursement Request
	Meet with Region Liaison

✓	Quarter 3 Requirements (Due October 20th)
	Update Progress Report
	Track, generate, sign, and submit Expenditures Report and Reimbursement Request
	Meet with Region Liaison

✓	Quarter 4 Requirements (Due January 20th)
	Update Progress Report
	Track, generate, sign, and submit Expenditures Report and Reimbursement Request
	Meet with Region Liaison
	Ensure all performance standards are met by this deadline or funding may be reduced