



Grants Management System Report

PUBLIC TRANSPORTATION DIVISION

October 2022

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ACRONYMS AND ABBREVIATIONS

Federal Transit Administration.....FTA

Grants Management System.....GMS

Office of the Chief Information Officer.....OCIO

Office of Financial Management.....OFM

Request for Proposals.....RFP

Washington State Department of Transportation.....WSDOT

ABOUT GMS

From 2019 to 2021, the Washington State Department of Transportation (WSDOT) Public Transportation Division implemented its new Grants Management System (GMS). GMS replaced numerous, complex paperwork processes and brought public transportation grants from pre-award through closeout into a single online system.

The overall objective and outcome of GMS was to provide WSDOT Public Transportation Division with a grants management system for administering state and federal grant funds that support public transportation providers in Washington state.

Additional goals included:

- Standardizing processes to award, manage, and report on grants
- Reducing customer effort for grant applications, reporting, and invoicing
- Increasing speed of and eliminating errors in reporting and invoicing
- Ensuring all grant information is auditable and in compliance with state and federal laws and rules

This report documents the funding, implementation, and operation of GMS. It also includes results of a GMS user-experience survey of WSDOT Public Transportation Division grant. ([ESSB 5689, Sec. 221\(16\).](#))

Funding and total cost

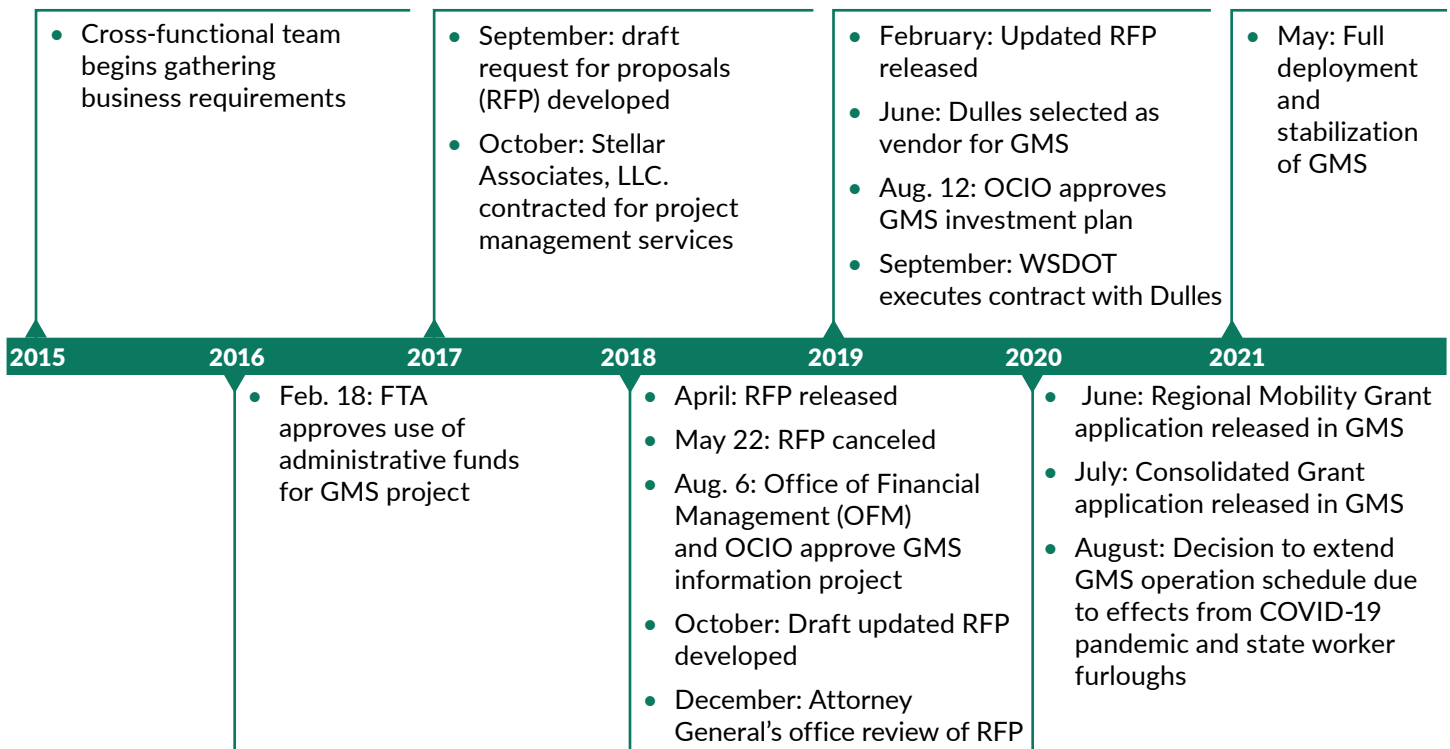
The Federal Transit Administration (FTA) approved the Public Transportation Division’s use of federal grant funds to develop and implement GMS Feb. 16, 2016. The Office of the Chief Information Officer (OCIO) approved the final GMS investment plan Aug. 12, 2019. At that time, the Public Transportation Division estimated GMS development and implementation and at \$3,999,542.

For more about GMS project approval, see “Development and implementation” below.

The Public Transportation Division fully deployed GMS May 2021. The project was 10.4% under budget, with a total cost of \$3,774,823.

The Public Transportation Division funded GMS entirely with federal funds.

GMS project timeline



Development and implementation

Prior to 2015: previous grants database

In July 2015, WSDOT Public Transportation Division established a cross-functional team to identify the division's business requirements to replace an outdated grants database with a more comprehensive grants management system. At the time, the division was responsible for managing around 200 grants totaling more \$210 million in combined state and federal funds annually. The division carried out this responsibility with a grants management staff of about 25.

Staff at that time used a variety of tools to manage grants prior to GMS, including Microsoft Excel spreadsheets, electronic and paper documents, and a database with a Microsoft Access user interface and Structured Query Language server back end. The division had the database custom built by a private software development company in 2009. The database required significant division staff resources and external assistance to maintain.

2015-2019: request for proposals and vendor selection

The cross-functional team began its work in 2015 reviewing systems used by other divisions at WSDOT. The team also canvassed Washington state agencies and reached out to other states' public transportation divisions to identify grants management systems in use across the nation and their costs. After finishing the review, the team began developing an RFP to acquire a software solution on the open market.

The team engaged internal subject matter experts throughout RFP development to ensure the request addressed user needs. Additionally, the team reached out to grantees to identify functionality they would like to see in the new grants management system. This outreach occurred through presentations at industry meetings, public transportation conferences, and focus groups.

FTA reinforced the team's search for a new system, recommending the Public Transportation Division procure a system like GMS in its 2015 state management review. Auditors noted in the review that the division would benefit from organizing its existing

grant management process and tools. The auditors shared that Alaska Department of Transportation had recently implemented a new grant management system, which improved the management of the state's FTA grant programs. The cross-functional team subsequently reached out to Alaska for input on GMS. This spurred the team to request FTA's approval to use federal funds for GMS. The Public Transportation Division received approval from FTA for the project Feb. 18, 2016.

After extensive outreach and research, the cross-functional team sought approval for the GMS implementation project from OFM and OCIO April 6, 2018. The team released the RFP for the project in May 2018. While OFM and OCIO approved the project Aug. 6, 2018, the team later canceled the RFP with intent to remove prohibitive requirements and re-release.

The team reevaluated and adjusted their approach with the help of private project management services from Stellar Associates, LLC. The team re-released the RFP in February 2019 with updates based on lessons learned, market research, and feedback from internal stakeholders and the vendors. The updated RFP clarified the business needs of the division to increase vendor interest in submitting proposals.

In June 2019, the team selected Dulles Technology Partners, Inc. as the successful proposer and vendor to develop GMS. OCIO approved the final GMS investment plan Aug. 12, 2019. WSDOT executed a contract with Dulles in September 2019.

Operation

2019-2021: deployment of GMS

Dulles organized the deployment of GMS in two phases:

- Phase 1
 - Release 1 – Regional Mobility Grant application release (one module), June 2020
 - Release 2 – Consolidated Grant application release (one module), July 2020
- Phase 2 – Full deployment and stabilization (10 modules), June 2021

Dulles delivered Phase 1 releases on time.

In August 2020, WSDOT Public Transportation Division approved the decision to add three months to project timeline to account for delays caused by COVID-19 and staff furloughs. Even so, Dulles delivered Phase 2 on time with the revised schedule.

By May 2021, GMS was fully deployed and stabilized, and WSDOT was managing its major public transportation grants through the system, including:

- Consolidated Grant (state Paratransit/Special Needs and Rural Mobility grants; federal section 5310, 5311, and 5339(a) grants)
- State Green Transportation Capital Grant
- State Regional Mobility Grant

Lessons learned

The following table contains lessons learned from WSDOT Public Transportation Division staff who served on the cross-functional team to implement operationalize GMS.

Strengths	Areas for improvement
<ul style="list-style-type: none"> • Project leadership was actively engaged throughout the project and kept the division informed of progress. Project director provided support to the team to address barriers. • The team was dedicated to the project and worked well together. Despite challenges from the COVID-19 pandemic, the team met regularly and collectively solved problems when necessary. • Use of project best practices allowed the project to stay organized and on track with expected timelines. After each training and configuration session, the team would document and provide clear feedback to the vendor. Once the vendor completed an issue or configuration, testing would occur. This cyclical process was used consistently throughout the implementation phase of the project with each module. • The team continuously adapted to lessons learned along the way (e.g., communication, roles and responsibilities, process improvements). This resulted in a high functioning team. • Despite early skepticism with the modular approach and methodology, the team adapted to the approach and successfully implemented and worked on modules simultaneously. 	<ul style="list-style-type: none"> • Lack of dedicated project resources required existing business and subject matter experts to manage project tasks in addition to their regularly assigned duties. This led to project staff feeling burned out. • There was not a clear communication process with the vendor at the start. This led to confusion, with several project staff sending information to the vendor and not speaking with a unified voice. • Having a vendor located in an eastern time zone made scheduling training, work sessions, and meetings a challenge. Resolving issues in a timely manner was also a challenge. • Not having a dedicated SharePoint site to provide effective two-way communication with the vendor for bugs, fixes, and enhancements was challenging. Instead, the project used email with a description of the identified issue and a screen shot. • The team would have benefited from increased visibility into GMS with an end-to-end view. This would have allowed the team a greater understanding of the system and prevented rework on modules that were already in production. • Not having the adequate time or opportunities for knowledge transfer and training with the vendor left the team feeling unprepared. Instead, team members learned through configuration and testing sessions as they worked through each individual module. This was a challenge for many team members. They would have preferred more hands-on training and a user manual to better understand the functionality.

User-experience survey

WSDOT Public Transportation Division conducted a user-experience survey for GMS from June-July 2022. Prior to the user-experience survey, the division conducted several other surveys through development and implementation of GMS.

The user-experience survey showed:

- More than 64% of respondents felt GMS made communication, efficiency, and ease of use somewhat or much better.¹
- Less than 17% of respondents felt GMS made communication, efficiency, and ease of use somewhat or much worse.
- Users find GMS easy to use for completing an application, submitting a claim, submitting a status report, and contacting the GMS helpdesk.
- For the future of GMS, over a third of respondents expressed no desired change, and another third expressed a desire to upgrade GMS. Less than 6% indicated a desire to replace GMS with a new system.

¹ Scale: much better, somewhat better, no change, somewhat worse, much worse.

- Almost three-quarters of users who responded to the survey received GMS training in the last 24 months. The top suggestions for improving training:
 - Provide more reference materials (40%)
 - Offer trainings more often (36%)
 - Provide more details at trainings (26%)

Full survey results are in the [appendix](#).

The division will use results from the latest survey, as well as previous surveys results, to improve users' experience applying for funding, completing required report forms, and submitting claims and compliance items in the system.

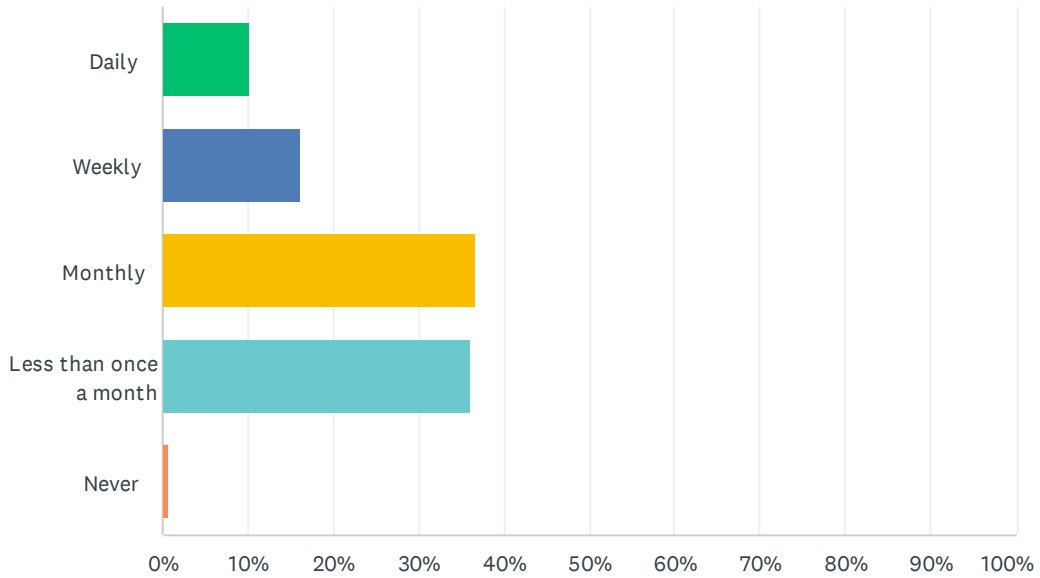
The division will also use the survey results to inform what and how often trainings need to be provided to internal and external users. For example, the division is developing a user's guide based on feedback in the surveys.

These surveys also help the division inform the GMS vendor of preferred enhancements to the system for users in general, as well as develop and update business processes to incorporate GMS. WSDOT and the vendor will implement these enhancements and processes as needed within the biennial fiscal period.

APPENDIX: USER EXPERIENCE SURVEY RESULTS

Q1 On average, how often do you use GMS?

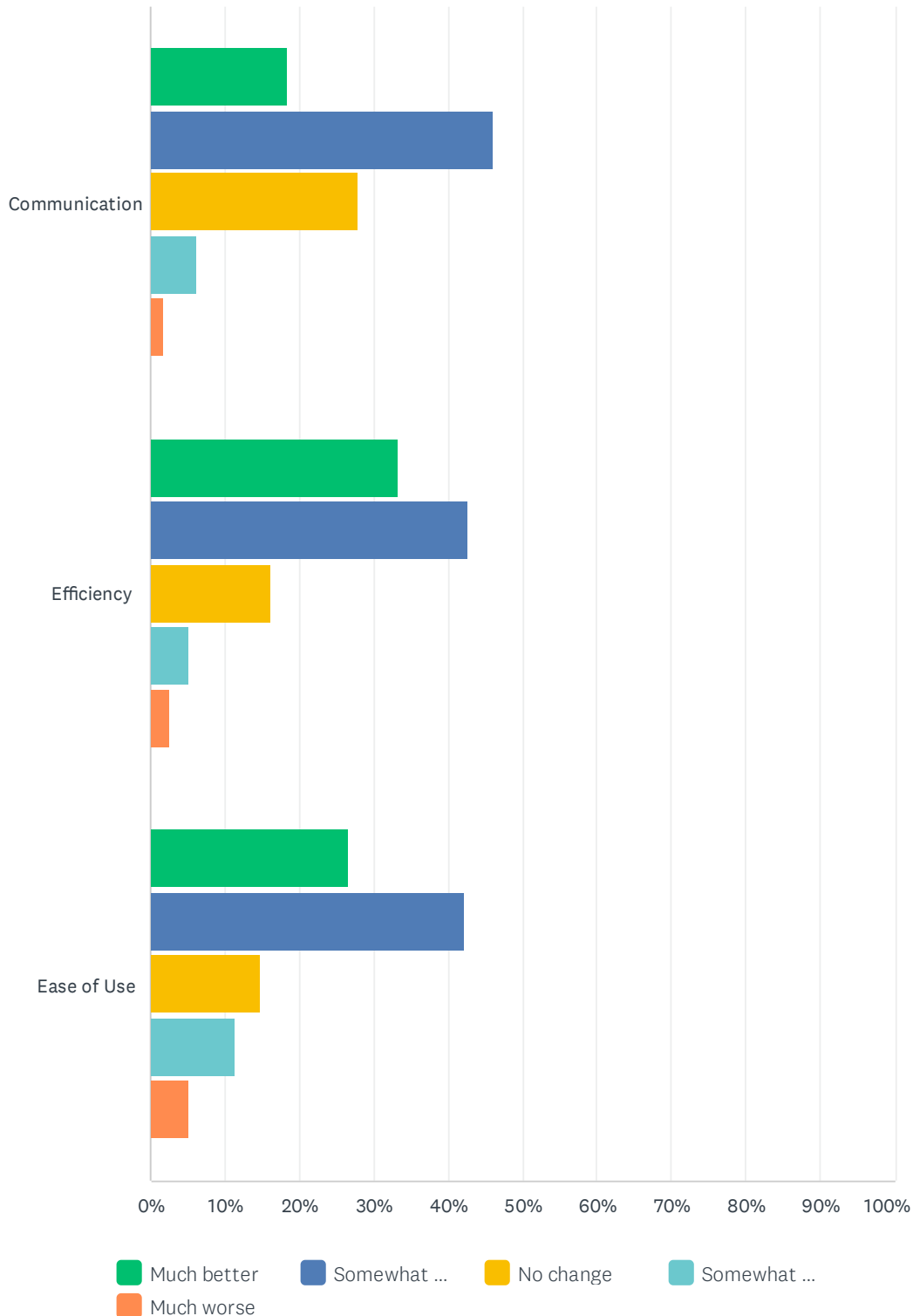
Answered: 136 Skipped: 1



ANSWER CHOICES	RESPONSES	
Daily	10.29%	14
Weekly	16.18%	22
Monthly	36.76%	50
Less than once a month	36.03%	49
Never	0.74%	1
TOTAL		136

Q2 GMS was designed to centralize grant documentation (e.g., contracts, policies, reports) to improve communication, efficiency, and ease of use.
How well does GMS meet each of these goals?

Answered: 118 Skipped: 19

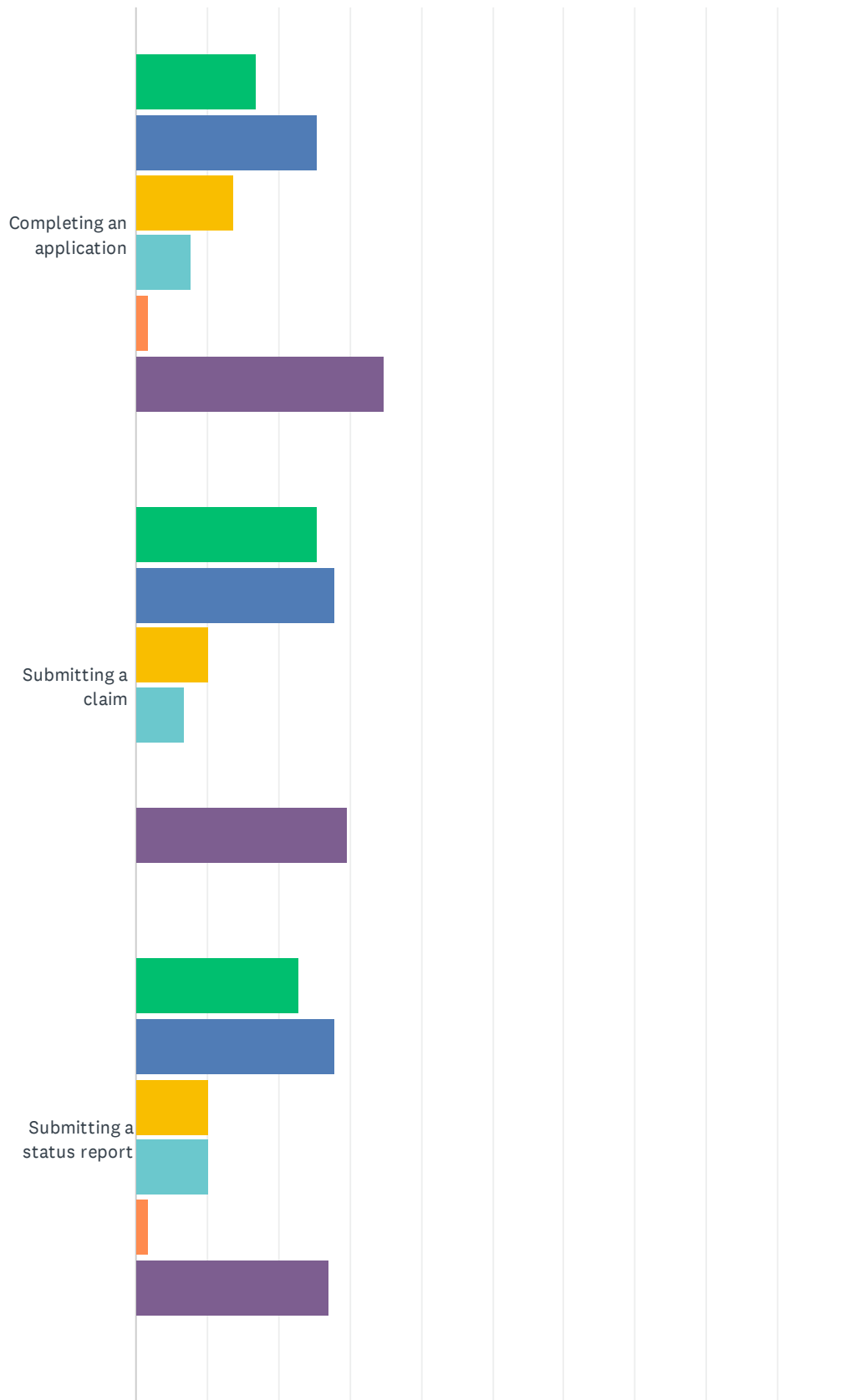


Grant Management System (GMS)

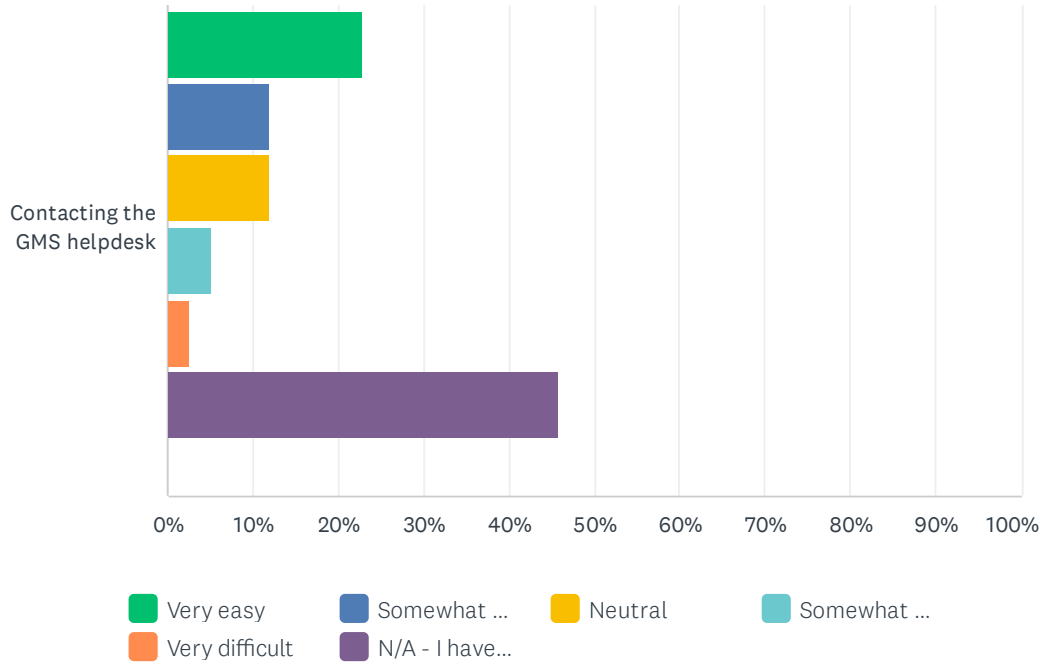
	MUCH BETTER	SOMEWHAT BETTER	NO CHANGE	SOMEWHAT WORSE	MUCH WORSE	TOTAL
Communication	18.26% 21	46.09% 53	27.83% 32	6.09% 7	1.74% 2	115
Efficiency	33.33% 39	42.74% 50	16.24% 19	5.13% 6	2.56% 3	117
Ease of Use	26.72% 31	42.24% 49	14.66% 17	11.21% 13	5.17% 6	116

Q3 How easy is it to use each of the following GMS features:

Answered: 118 Skipped: 19



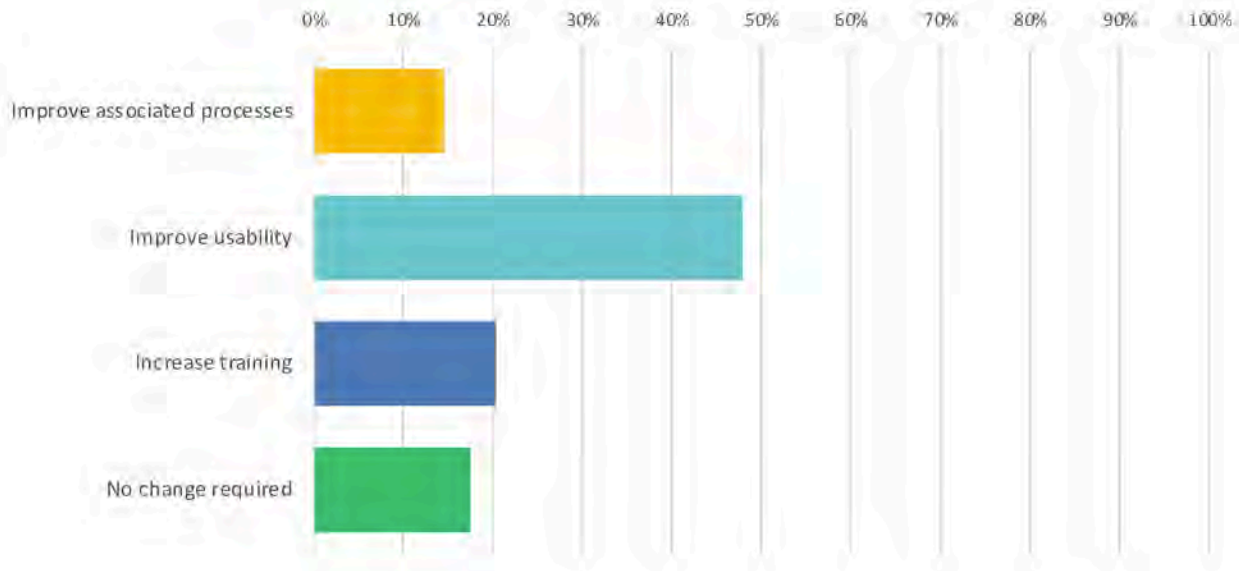
Grant Management System (GMS)



	VERY EASY	SOMEWHAT EASY	NEUTRAL	SOMEWHAT DIFFICULT	VERY DIFFICULT	N/A - I HAVE NOT USED THIS CAPABILITY	TOTAL	WEIGHTED AVERAGE
Completing an application	16.95% 20	25.42% 30	13.56% 16	7.63% 9	1.69% 2	34.75% 41	118	1.00
Submitting a claim	25.42% 30	27.97% 33	10.17% 12	6.78% 8	0.00% 0	29.66% 35	118	1.00
Submitting a status report	22.88% 27	27.97% 33	10.17% 12	10.17% 12	1.69% 2	27.12% 32	118	1.00
Contacting the GMS helpdesk	22.88% 27	11.86% 14	11.86% 14	5.08% 6	2.54% 3	45.76% 54	118	1.00

Q4 What is the most important thing we can do to improve GMS functions and/or processes?

Answered: 64 Skipped: 73

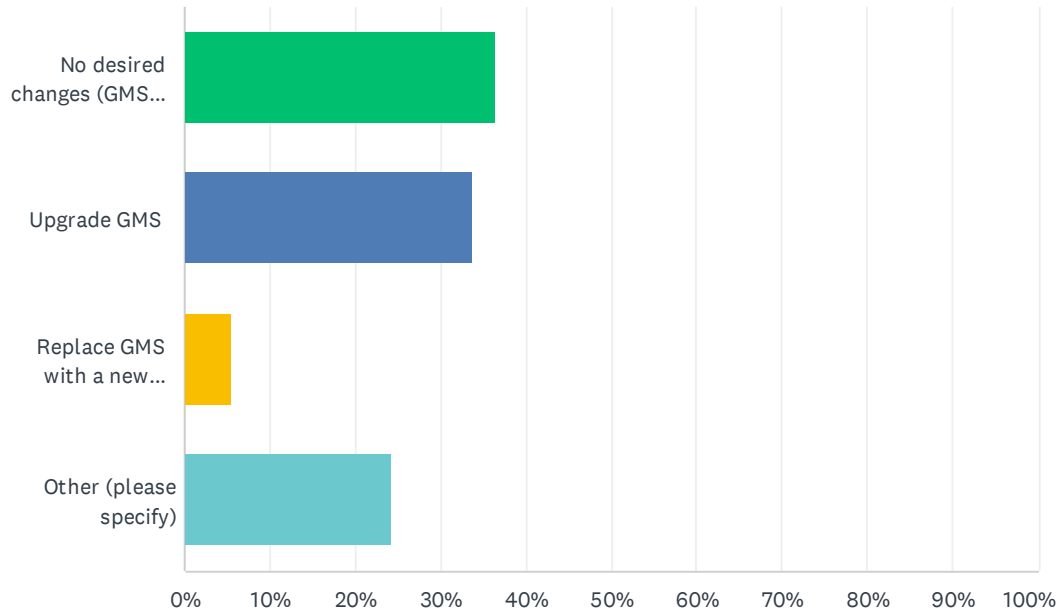


ANSWER CHOICES	RESPONSES	
Improve associated processes	14.5%	10
Improve usability	47.8%	33
Increase training	20.3%	14
No change required	17.4%	12
Total		69

Note: Five of the 64 respondents suggested two improvements, which is why the total responses are 69.

Q5 What would you like to see for the future of GMS?

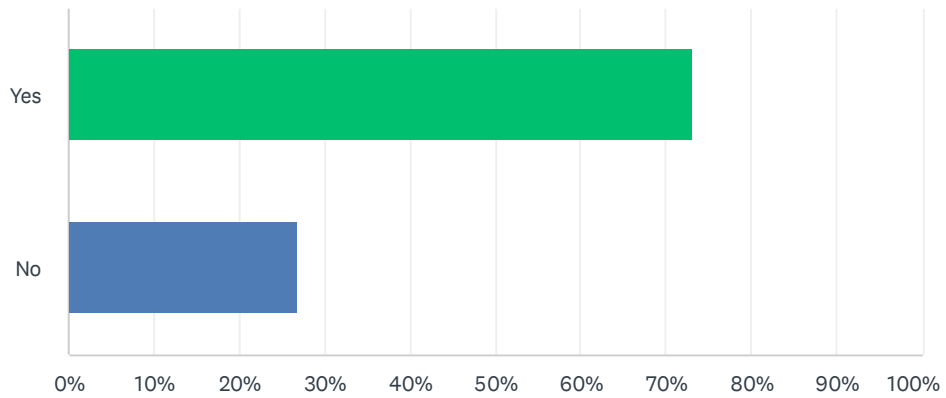
Answered: 107 Skipped: 30



ANSWER CHOICES	RESPONSES	
No desired changes (GMS is great as it is)	36.45%	39
Upgrade GMS	33.64%	36
Replace GMS with a new system	5.61%	6
Other (please specify)	24.30%	26
TOTAL		107

Q6 Have you received GMS training in the last 24 months?

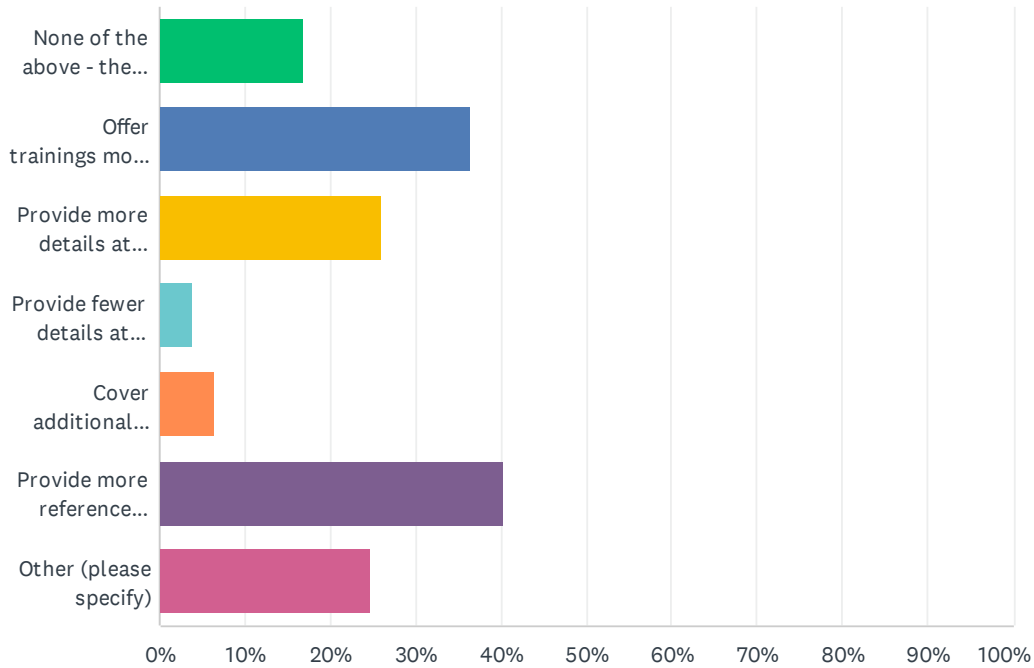
Answered: 115 Skipped: 22



ANSWER CHOICES	RESPONSES	
Yes	73.04%	84
No	26.96%	31
TOTAL		115

Q7 How can we make the training better (select all that apply)?

Answered: 77 Skipped: 60



ANSWER CHOICES	RESPONSES	
None of the above - the training is perfect as is!	16.88%	13
Offer trainings more often	36.36%	28
Provide more details at trainings	25.97%	20
Provide fewer details at trainings	3.90%	3
Cover additional topics (please suggest topics in text box below)	6.49%	5
Provide more reference materials (e.g., notes, presentations)	40.26%	31
Other (please specify)	24.68%	19
Total Respondents: 77		

Q8 If you would like us to reach out to you to discuss additional feedback for improvements or innovations to GMS, please provide your contact information below.

Answered: 23 Skipped: 114

ANSWER CHOICES	RESPONSES	
Name	100.00%	23
Agency/Organization	100.00%	23
Address	0.00%	0
Address 2	0.00%	0
City/Town	0.00%	0
State/Province	0.00%	0
ZIP/Postal Code	0.00%	0
Country	0.00%	0
Email Address	100.00%	23
Phone Number	95.65%	22

Title VI and ADA Language for use in WSDOT Publications, Communications, and Public Involvement

ENGLISH

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This material can be made available in an alternate format by emailing the Office of Equal Opportunity at wsdotada@wsdot.wa.gov or by calling toll free, 855-362-4ADA(4232). Persons who are deaf or hard of hearing may make a request by calling the Washington State Relay at 711.

ESPAÑOL

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Información de la Ley sobre Estadounidenses con Discapacidades (ADA, por sus siglas en inglés)

Este material está disponible en un formato alternativo, que puede ser solicitado al enviar un correo electrónico a la Oficina de Igualdad de Oportunidades (OEO, por sus siglas en inglés)/ wsdotada@wsdot.wa.gov o llamando gratis al siguiente número de teléfono: 855-362-4ADA (4232). Personas sordas o con discapacidad auditiva pueden solicitar la misma información llamando al Washington State Relay al 711.

한국어-KOREAN

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русский-RUSSIAN

Раздел VI Общественное заявление

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Закон США о защите прав граждан с ограниченными возможностями (ADA)

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Thông báo Khoản VI dành cho công chúng

Theo Khoản VI Đạo luật Dân quyền 1964, Chính sách của Sở Giao thông Tiểu bang Washington (WSDOT) đảm bảo không ai bị loại bỏ, từ chối quyền lợi, hay nói cách khác bị phân biệt đối xử trong mọi hoạt động và chương trình do Liên bang tài trợ dựa trên chủng tộc, màu da, nguồn gốc quốc gia. Bất cứ ai tin rằng quyền bảo vệ trong Mục VI của họ bị xâm phạm, họ có thể nộp đơn khiếu nại cho Văn Phòng Phụ Trách Bình Đẳng (OEO) của WSDOT. Để biết thêm thông tin liên quan đến các thủ tục khiếu nại theo Khoản VI và/hoặc thông tin liên quan đến các nghĩa vụ không phân biệt đối xử của chúng tôi, vui lòng liên hệ Điều phối viên Khoản VI của OEO theo số (360) 705-7090.

Thông tin về Đạo luật Người Mỹ tàn tật (Americans with Disabilities Act, ADA)

Bạn có thể yêu cầu cung cấp tài liệu này dưới định dạng khác bằng cách gửi email đến Văn phòng Cơ hội Công bằng theo địa chỉ wsdotada@wsdot.wa.gov hoặc gọi đến số điện thoại miễn phí 855-362-4ADA(4232). Người điếc hoặc khiếm thính có thể yêu cầu bằng cách gọi cho Dịch vụ Tiếp âm Tiểu bang Washington theo số 711.

Arabic - ڤي برعلا

روم جلد راعش 6 ناون عل

لصلال وأ نوللا وأ قرعلا اساساً عل صخش ي داعبتسا مدع نامض يف (WSDOT) نطنشاو ؤيالوب لقنلا قرادلسايس لثمتت، دئواف نم نامرحلا وأ ، يف فكراشملا نم ، 1964 ماعل ؤيندملا قوقحلا نوناق نم 6 ناون عل يف هيلع صنئي ام قفو ، سنجل وأ يموقلا نم 6 ناون عل هل امنمضي يتلا هتيماح كاهتنا مت دق منأب دقت عي صخش يأل نكم يو . امتطشن أو اجمارب نم ي يف زيي ممتلل ضرعتلا وأ عل لوصحلل .) WSDOT (نطنشاو ؤيالوب لقنلا قرادلسايس) OEO (صررفلا وفاقبت بتكم عل يوكش ميديقت ، ركذلا فللس نوناقلا قوقل عتملا تامول عمل عل لوصحلل وأو ركذلا فللس نوناقلا نم 6 ناون عل اب قوقل عتملا يوكشلا تاءارج! نأشب ؤيفاضل تامول عم وفاقبت بتكم يف ركذلا فللس نوناقلا نم 6 ناون عل نوؤشب ين عمل قس نم لاب لاصتالا يجر ي ، زيي ممتلا مدعب ؤلصل تاذ انتامازتلاب م قرلا عل صررفلا .

(360) 705-7090

(ADA) قواعلا يوذي نيكي رمال نوناق تامول عم

ينورتكللا ديربلا ناون عل صررفلا وفاقبت بتكم عل ي نورتكفل! ديرب لاسر! قي رط نع ليدب قي سننت يف داوملا هذه ريفوت بلط نكم يف مصل صاخشال نكم يف . 855-362-4ADA(4232) ي نامل م قرلا عل لاصتالا قي رط نع وأ wsdotada@wsdot.wa.gov

中文 – CHINESE**《权利法案》 Title VI 公告**

美国华盛顿州交通部(WSDOT)的政策将根据《1964年美国权利法案》Title VI，确保在任何计划或活动中，任何人均不应由于种族、肤色、原国籍而遭受排斥、剥夺权益或蒙受歧视。如果任何人认为其Title VI权利遭受侵犯，可向WSDOT平权办公室(OEO)提交投诉。如需了解Title VI权利保护的投诉程序和（或）我们的反歧视义务，请致电(360) 705-7090联系OEO Title VI协调员。

《美国残疾人法案》(ADA)信息

可发送电子邮件至wsdotada@wsdot.wa.gov或者拨打免费电话：855-362-4ADA(4232)，获取本材料的其他格式。听力丧失或听觉障碍人士可拨打711联系Washington州转接站。

Af-soomaaliga – SOMALI**Ciwaanka VI Ogeysiiska Dadweynaha**

Waa siyaasada Waaxda Gadiidka Gobolka Washington (WSDOT) inay hubiso in aan qofna, iyadoo lagu saleynayo jinsiga, midabka, dhalashada, sida lagu sheegay Ciwaanka VI Xeerka Xuquuaha Rayidka 1964, laga saarin ka qeybgalka, loo diidin kabka, ama haddii kale lagu takoorin barnaamijyada iyo hawlaha hoos yimaada. Qofkasta oo aamisan in xuquuqdiisa Ciwaanka VI lagu tuntay, wuxuu cabasho u gudbin karaa Xafiiska Sinaanta Fursadaha (OEO) ee WSDOT. Wixii macluumaad dheeriya ee khuseeya nidaamka cabashada Ciwaanka VI iyo/ama macluumaadka khuseeya waajibbaadka bilaa takoorka, fadlan la xiriir Iskuduwaha Ciwaanka VI ee OEO (360) 705-7090.

Macluumaadka Xeerka Naafada Marykanka (ADA)

Agabkan waxa qaabab kale loogu sameyn karaa iyadoo loo diraaayo iimayl Xafiiska Sinaanta Fursadaha wsdotada@wsdot.wa.gov ama iyadoo bilaash lagu wacaayo, 855-362-4ADA(4232). Dadka naafada maqalka ama maqalku ku adag yahay waxay ku codsan karaan wicitaanka Adeega Gudbinta Gobolka Washington 711.

Translation Services

If you have difficulty understanding English, you may, free of charge, request language assistance services by calling 360-705-7921 or email us at: PubTrans@wsdot.wa.gov

Español - Spanish

Servicios de traducción

Aviso a personas con dominio limitado del idioma inglés: Si usted tiene alguna dificultad en entender el idioma inglés, puede, sin costo alguno, solicitar asistencia lingüística con respecto a esta información llamando al 360-705-7921, o envíe un mensaje de correo electrónico a:

PubTrans@wsdot.wa.gov

tiếng Việt-Vietnamese

các dịch vụ dịch thuật

Nếu quý vị không hiểu tiếng Anh, quý vị có thể yêu cầu dịch vụ trợ giúp ngôn ngữ, miễn phí, bằng cách gọi số 360-705-7921 hoặc email cho chúng tôi tại: PubTrans@wsdot.wa.gov

한국어 – Korean

번역 서비스

영어로 소통하는 것이 불편하시다면, 360-705-7921 으로 전화하시거나 다음 이메일로 연락하셔서 무료 언어 지원 서비스를 요청하실 수 있습니다: PubTrans@wsdot.wa.gov

русский-Russian

Услуги перевода

Если вам трудно понимать английский язык, вы можете запросить бесплатные языковые услуги, позвонив по телефону 360-705-7921 или написав нам на электронную почту:

PubTrans@wsdot.wa.gov

العَرَبِيَّةُ - Arabic خدمات الترجمة

إذا كنت تجد صعوبة في فهم اللغة الإنجليزية، فيمكنك مجاناً طلب خدمات المساعدة اللغوية عن

طريق الاتصال بالرقم 360-705-7921 أو مراسلتنا عبر البريد الإلكتروني: PubTrans@wsdot.wa.gov

Af-soomaaliga - Somali

Adeegyada Turjumaada

中文 – Chinese

翻译服务

如果您难以理解英文，则请致电：360-705-7921，或给我们发送电子邮件：PubTrans@wsdot.wa.gov，请求获取免费语言援助服务。

For public events (like Open Houses, etc)

ENGLISH

Accommodation requests for people with disabilities can be made by contacting the WSDOT Diversity/ADA Affairs team at wsdotada@wsdot.wa.gov or by calling toll-free, 855-362-4ADA (4232). Persons who are deaf or hard of hearing may make a request by calling the Washington State Relay at 711.

ESPAÑOL

Solicitudes de acomodo razonable para personas con algún tipo de discapacidad o impedimento, pueden hacerlas comunicándose con el equipo de Asuntos de diversidad/ADA en WSDOT a través del siguiente correo electrónico wsdotada@wsdot.wa.gov o llamando al número gratuito, 855-362-4ADA (4232). Personas sordas o con problemas de audición pueden solicitar llamando el Relay del Estado de Washington al 711.