

EGMS – Final Feasibility Study Report

Enterprise Grants Management System (EGMS) – Feasibility Study

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Executive Summary

Purpose

Efficient and transparent grants management is critical for fostering public trust and ensuring the strategic allocation of resources. Minnesota's decentralized grants management landscape supports agency autonomy while also creating variety in workflows, policy compliance strategies, and data collection practices. In this landscape, legislation in 2023 called for a study to determine whether an Enterprise Grants Management System (EGMS) is functionally and technically feasible.

The primary purpose of the study was to aid State of Minnesota leadership in assessing the overall feasibility of implementing an EGMS, considering not only technical and functional requirements but also critical factors such as cost, operational impacts, and sustainability. The study aimed to equip decision-makers with the insights needed to determine whether an EGMS would align with Minnesota's strategic goals and resources. While the study contains options and recommendations for possible implementation, the decision whether to move forward with an EGMS implementation will require additional inquiry and discussion among stakeholders. For example, the study did not evaluate the grantee's experience (convenience or accessibility) using an EGMS or a decentralized model. Moreover, the study did not evaluate or make recommendations on reporting standards or expectations, nor did it evaluate options for fraud or abuse detection. Finally, the study did not analyze or make recommendations on the cost effectiveness of adopting an EGMS. All of these considerations are critical to the decision of whether to implement an EGMS and will need to be analyzed and examined before any implementation is planned.

The study began by assessing current practices through interviews with Subject Matter Experts (SMEs), namely state staff from grant-making agencies in Minnesota and from other states that have implemented an EGMS or are currently implementing one. Interviews were also conducted with Software-as-a-Solution (SaaS) vendors. These efforts revealed key system requirements that could reduce inefficiencies, such as reliance on manual workflows, improve tracking and reporting capabilities, and support more standardized compliance tools. It also identified where there are similarities across the enterprise in business processes and policy compliance throughout the grant life cycle. By benchmarking Minnesota's processes against those of Arizona, Illinois, Indiana, and Nevada, the study identified best practices in EGMS implementation.

A structured scoring framework was applied to evaluate potential solutions, considering technical compatibility, scalability, and cost-effectiveness. This rigorous analysis informed the development of a phased roadmap tailored to Minnesota's needs, ensuring that the transition to an EGMS would be smooth, strategic, and sustainable.

Introduction

There is interest in the State of Minnesota to improve and enhance grants management processes and tools. With more than thirty grant-making agencies or entities, the current decentralized system offers an opportunity to standardize and modernize workflows to ensure greater efficiency, transparency, and compliance with policies, statutes, and regulations. The state enterprise currently utilizes more than sixty (60) tools to navigate complex business processes across agencies, divisions, and grant programs. By reducing the number of systems and tools used in grants management, as well as further aligning business processes, the state could unlock significant operational and strategic benefits.

The 2023 Minnesota legislative session directed the Department of Administration to complete a study to determine if an EGMS or combination of common systems is feasible in Minnesota ([Laws of Minnesota 2023, chapter 62, article 7, section 14](#)). In

March 2024, the Department of Administration (ADM), in collaboration with Minnesota IT Services (MNIT) initiated a comprehensive feasibility study for an EGMS. The goal was to explore if an EGMS is functionally and technically possible for Minnesota to improve the state’s grants management capabilities and align with best practices and future needs.

Project Phases

Spanning eleven months and structured into seven phases, this study employed a forward-looking and data-driven approach to uncover opportunities for enhancement. Through interviews with over 125 SMEs, extensive document reviews, stakeholder workshops, and benchmarking with other states, the study developed a cohesive and evidence-based roadmap. Each phase focused on leveraging Minnesota’s strengths while identifying pathways for growth, ensuring the EGMS initiative aligns with the state’s long-term vision for innovation and accountability.

Figure 1.2 below illustrates the high-level steps that are elaborated further in this section.



Figure 1.2 – Phases of the Feasibility Study

Pre-Project Setup

The feasibility study commenced with the selection of vendor RK Consultancy Services (RKCS). This phase was foundational in establishing a clear scope and operational alignment. The first key task was the finalization of the Statement of Work (SOW), which detailed deliverables such as business process documentation, high-level requirements documentation, a Target States Report (see Appendix B), a Solutions Analysis Report (see Appendix C), Functional and Technical Assessment Report (see Appendix D), and a Final Feasibility Study Report.

A robust framework for stakeholder engagement was then created, identifying key contacts across twenty-nine grant-making agencies participating in the study. This ensured effective communication and allowed agencies to contribute critical documentation, such as process maps and policy guides, to the study. Additionally, the development of standardized tools and templates streamlined data collection, setting the stage for subsequent phases. These efforts established a collaborative foundation essential for the study’s success.

Discovery/Kick-Off

The discovery/kickoff phase was designed to unify participating agencies around the study’s objectives. A statewide meeting introduced the study’s goals, timelines, and deliverables, providing stakeholders with a clear understanding of their roles in the initiative.

Prior to the kick-off event, RKCS met with four grant-making offices at the Department of Administration (ADM) to pilot and refine the engagement process. The engagement process with each subsequent agency was supported by the submission of documentation such as grant policies and processes, which were analyzed to establish a baseline of existing practices. This approach ensured that the study accurately reflected the needs and priorities of all participating agencies. Inclusive engagement will support future change management and collaboration among the grant making agencies as the state determines next steps.

Preliminary and Gap Analysis

This phase served as a cornerstone of the study, focusing on defining the functional, technical, security, and accessibility requirements for a potential EGMS. The team engaged over 125 state staff or SMEs from twenty-nine (29) grant-making agencies through interviews, workshops, and demonstrations to gather insights. At the time of the study, eighteen agencies utilized a grant management system (GMS) while eleven used other tools (e.g., MS 365 applications) to manage grants. The collaborative approach aimed to ensure comprehensive input and alignment across diverse stakeholders, laying a strong foundation for the analysis of desired future system functions.

The RKCS team conducted a current-state analysis to map existing processes and identify inefficiencies such as redundant manual processes and siloed data systems. A structured gap analysis compared these current processes and systems with the envisioned future state of twenty-nine (29) grant making entities. This analysis included an examination of policies, processes, tools, operational structure, form, and reports templates, and change management concerns to identify opportunities for improvement and potential barriers to implementation.

Target States Research

To ground recommendations for a possible implementation in proven strategies, the study analyzed EGMS implementations in Arizona, Illinois, Indiana, and Nevada. Each state's experience provided valuable insights into best practices and potential challenges. Arizona's phased rollout emerged as a key example, demonstrating the effectiveness of starting with smaller agencies to build momentum. Integration with financial systems and securing early stakeholder buy-in were also identified as critical factors in its success.

Illinois achieved widespread adoption by passing the Grants Accountability and Transparency Act (GATA), which required agencies to comply with the legislation. Similarly, Indiana introduced a financial circular mandating EGMS use unless agencies submitted an opt-out waiver, resulting in broad participation. In contrast, Nevada's efforts highlighted significant challenges, including insufficient funding and resistance to change, underscoring the importance of sustained financial and operational support.

This study leveraged these lessons to develop tailored recommendations for Minnesota. Key recommendations include a phased implementation to manage change effectively, development of strong governance structures to ensure accountability, and flexible funding models for an EGMS to provide long-term sustainability. These strategies aim to balance innovation with practicality, aligning with Minnesota's specific needs and context.

Solutions Analysis

The vendor evaluation process was rigorous and methodical, starting with an initial pool of over one hundred (100) solutions and narrowing it down to a broad review of twenty-seven (27) potential options. These vendors were narrowed to nine (9) for scoring and assessment against criteria including functionality, technical, security, and accessibility compatibility, as well as scalability. Demonstrations provided deeper insights into key features such as lifecycle management, integration capabilities, and user interface design, ensuring a thorough understanding of each solution's potential.

From this process, four vendors emerged as top contenders: Agate (IntelliGrants), Euna Solutions (eCivis), Fluxx (Fluxx), and Salesforce (Salesforce). Agate and Euna Solutions stood out for their extensive public-sector experience and comprehensive feature sets. IntelliGrants' (IGX) robust configurability and strong integration capabilities positioned it as a frontrunner, while eCivis

distinguished itself with cost-effectiveness and scalability, making it particularly appealing for long-term use. The implementation timelines proposed by the top four vendors range from 2-5 years. A Total Cost of Ownership (TCO) analysis over a 10-year horizon is estimated between \$14.2 million and \$26.5 million. eCivis is the most economical choice, while Agate offered unparalleled functionality for agencies with complex needs. These cost estimates are based on information available at the time of the study, vendor experiences with large scale implementations, and a specific implementation roadmap. It did not consider the cost of enterprise staff time that would need to be invested in an implementation. These findings were instrumental in shaping the study's final vendor recommendations, ensuring alignment with the state's technical, operational, and financial priorities.

Functional and Technical Assessment

The gap analysis identified 102 critical system requirements. These were categorized into sixty-nine (69) common needs, sixteen (16) shared needs, and seventeen (17) unique agency-specific needs, emphasizing the importance of flexibility within a standardized system. The findings confirmed agencies' need for automation, advanced reporting tools, and centralized or standardized compliance monitoring to address existing gaps and inefficiencies. Collectively, these results provided a detailed insight into the technological and operational improvements necessary for an EGMS to meet the state's objectives effectively. The comprehensive analysis performed during this phase of the study comparing policies, processes, tools, requirements, operational structure, form, and reports templates, indicated that implementing an EGMS for the State of Minnesota is functionally and technically possible.

Final Feasibility Study Report

Once the functional and technical possibility of an EGMS was established, the final phase of the study synthesized these findings into a clear and actionable roadmap. The process began by thoroughly assessing the functional and technical capabilities required to meet the needs of Minnesota's grant-making agencies. This included evaluating vendor solutions, analyzing existing workflows, and identifying critical gaps. These efforts confirmed that a phased implementation strategy would be the most effective approach, allowing Minnesota to mitigate risks while gradually refining the system and building momentum for broader adoption.

The recommended phased implementation strategy proposes starting with smaller agencies heavily reliant on manual processes. This approach allows for iterative testing and refinement, ensuring that the system can adapt to diverse agency needs while minimizing potential disruptions. A centralized governance structure is also proposed to oversee the implementation, ensuring consistency, addressing challenges proactively, and maintaining alignment with Minnesota's strategic goals. Additionally, agency specific training programs and agency champions are identified as critical components to facilitate smooth transitions and foster long-term adoption.

To support successful implementation, the roadmap details clear timelines, phases, milestones, and performance metrics to measure progress and success. Funding mechanisms such as federal grants and state modernization funds are identified as possible viable options to sustain the project. By combining a rigorous functional and technical analysis with a structured implementation plan, the study delivers a comprehensive blueprint for implementing an effective, efficient, and transparent EGMS. This roadmap not only addresses the current gaps but also positions the state for long-term success in managing public funds.

Conclusion

Implementing an EGMS could be a significant step forward for the State of Minnesota, offering transformative benefits tailored to meet the unique needs of its

grant-making agencies. Designed to address inefficiencies, enhance accountability, and improve service delivery, an EGMS could enable the state to streamline grant management processes across the enterprise. By leveraging modern technology and best practices, the state could reduce administrative burdens, ensure compliance with complex regulations, and provide greater transparency for Minnesotans. These enhancements are expected to optimize resource allocation, foster collaboration, and drive measurable cost savings, ensuring that public funds are managed efficiently and effectively.

Key benefits include:

- **Automated workflows:** The EGMS could automate complex processes such as grant application reviews, approvals, and compliance tracking, thereby reducing the administrative burden. This could enable Minnesota's agencies to reallocate resources to more critical activities, such as delivering programs and services to residents.
- **Standardized reporting and audit trails:** By implementing centralized and consistent reporting standards, the system could ensure compliance with both state and federal regulations. Comprehensive audit trails will minimize risks, enhance accountability, and streamline oversight processes, reducing the administrative burden during audits and reviews.
- **Real-time dashboards and public-facing tools:** The system could feature real-time dashboards to help agencies track grant statuses, allocations, and outcomes efficiently. Public-facing tools could enhance transparency, allowing Minnesotans to access clear and accessible information about how grant funds are allocated and used, fostering public trust.
- **Streamlined operations and shared infrastructure:** By consolidating grant management onto a shared platform, the EGMS can reduce duplicative systems and siloed processes. This approach has a potential to save Minnesota millions of dollars annually through optimized operations, reduced IT maintenance costs, and improved resource management across state agencies.
- **Enhanced collaboration tools:** The system's integrated collaboration features, such as shared workspaces and automated notifications, can improve coordination among Minnesota's grant-making agencies. This can ensure consistent communication and alignment, reducing redundancies and increasing operational efficiency.
- **Scalable architecture:** Built to accommodate Minnesota's evolving needs, the EGMS can offer scalability to handle growing grant volumes, new regulations, and agency-specific requirements. This flexibility ensures the system remains relevant and cost-effective well into the future.

While the study highlights possible benefits, there are challenges that may hinder the successful implementation of an EGMS for the State of Minnesota. These include securing a sustainable funding source, gaining support from agencies already utilizing a Grants Management System (GMS), and aligning staff roles to optimize the benefits of the EGMS implementation.

This study determined that there are enough shared critical functional and technical requirements between agencies and indicates that an EGMS is functional and technically feasible. Whether an EGMS is practically feasible requires consideration of factors such as cost, availability of funding, vendor selection, implementation authorities, current investments by agencies, detailed review of requirements, consideration of change management concerns, and alignment with the state's strategic goals. The state should focus on thorough preparation, robust training, iterative testing, and inclusive engagement, to ensure that the chosen system not only meets current needs but is also scalable, adaptable, and sustainable for future requirements. Drawing from the successes and lessons of other states, Minnesota's approach to move forward should balance innovation with practicality. With projections indicating significant reductions in administrative workload and compliance improvements that could save millions annually, an EGMS has the potential to deliver measurable, sustainable benefits. By taking this transformative step, Minnesota could position itself as a national leader in grants management modernization, setting a benchmark for public-sector excellence.

1 Final Feasibility Study Report

1.1 Purpose

This Feasibility Study Final Report consolidates insights from key documents, including the Target States Report (see Appendix B), the Solutions Analysis Report (see Appendix C), and the Functional and Technical Assessment Report (see Appendix D). These supplementary reports collectively examine market trends, solution viability, and the functional and technical aspects of an EGMS to determine its suitability for implementation in Minnesota. The reports highlight several key findings. First, the implementation of an Enterprise Grants Management System (EGMS) has been successfully achieved in other states, demonstrating its feasibility. Additionally, the analysis confirms that establishing an EGMS is both functionally and technically viable for the State of Minnesota. Furthermore, the marketplace offers a range of software-as-a-service (SaaS) solutions capable of meeting the majority of functional and technical requirements across state agencies. Lastly, the successful implementation of an EGMS will necessitate the adoption of intentional change management strategies to ensure smooth integration and effective utilization.

This report offers actionable recommendations to assist decision-makers as they consider the next steps in implementing an EGMS. These recommendations are informed by the lessons from the research conducted, which identify gaps and challenges and suggest practical measures for moving forward. The report provides a strategic approach to support collaboration, standardize opportunities, and utilize appropriate funding and resource allocation for successful implementation. Additionally, insights from the Target States Report (see Appendix B) and Solutions Analysis Report (see Appendix C) provide valuable perspectives on how other states have successfully navigated similar challenges, allowing Minnesota to avoid common pitfalls and leverage proven strategies.

By consolidating the findings into a cohesive analysis of opportunities, challenges, and risks, this report empowers state leaders to make informed decisions that align with Minnesota's overarching strategic goals. The report further outlines a forward-looking implementation roadmap, assisting stakeholders in planning, resource allocation, and strategic development to ensure that implementing an EGMS will enhance governance and optimize grants management across the State.

The feasibility of implementing an EGMS for the State of Minnesota is influenced by several factors, including functional and technical feasibility, which are detailed in the Functional and Technical Assessment Report (see Appendix D), as well as cost and operational feasibility. The recommendations in this report are intended to assist decision-makers in evaluating these aspects. However, the final determination of whether an EGMS should be implemented for the State of Minnesota rests with state leadership.

1.2 Summary

In the increasingly complex landscape of public administration, managing grants efficiently and transparently is critical for fostering public trust and ensuring that resources are allocated where they are needed most. The State of Minnesota's EGMS Feasibility Study provides a potential roadmap for modernizing grant management processes across its grant-making agencies. By addressing inefficiencies and integrating best practices, an EGMS aims to transform grant administration using a unified, scalable, and user-centric solution.

This report evaluates vendor capabilities, resource requirements, and implementation strategies while aligning these factors with the state's strategic goals. Drawing insights from other states and

expert recommendations, the report offers a vision for enhancing operational efficiency, promoting inter-agency collaboration, and strengthening compliance.

Minnesota's grant-making agencies currently operate under a decentralized system, marked by the use of over sixty tools, varied operational roles and responsibilities, and inconsistent use of terminology. These inconsistencies create inefficiencies, hinder collaboration, and reduce transparency. Without a common system, agencies face challenges in managing the grant lifecycle, integrating with legacy systems, and adhering to evolving regulatory standards. Some agency stakeholders have also reported that sub-grantees are seeking a centralized platform for project and financial management including reconciliation and creation of reports.

An EGMS would serve as a transformative platform, enabling standardized workflows for pre-award, award, and post-award phases, enhanced reporting tools, and compliance features to ensure public confidence, compatibility with existing state systems, and the ability to configure individual agency-specific needs.

During the study, a thorough analysis was conducted with twenty-nine (29) grant-making agencies at the state to understand their current challenges and requirements for an EGMS. This determined that there are enough shared critical functional and technical requirements between agencies and indicates that an EGMS is functional and technically feasible. Whether an EGMS is practically feasible requires consideration of factors such as cost, availability of funding, vendor selection, implementation authorities, current investments by agencies, detailed review of requirements, consideration of change management concerns, and alignment with the State's strategic goals. To further inform the state's next steps, research was carried out on four selected states to learn from their strategies in implementing an EGMS. The investigation into available vendor solutions in the market further provided insights into the most suitable solutions and best practices for the state's implementation. This combination of agency feedback and external research laid a solid foundation for making informed decisions about a possible EGMS deployment.

In the Solution Analysis phase, direct engagement with vendors allowed for an objective evaluation of potential systems. Vendors provided detailed feedback on how their platforms could meet Minnesota's functional, technical, security, and accessibility requirements. It was also determined that a Software as a Service (SaaS) is more cost effective than a custom-built system.

The study's evaluation of four shortlisted vendors—Agate Software (IntelliGrants), Euna Solutions (eCivis), Fluxx.io (Fluxx), and Salesforce (Salesforce for Public Sector)—revealed strong options for Minnesota's EGMS needs. IntelliGrants (IGX) and eCivis emerged as top contenders due to their proven scalability, lifecycle management features, and ability to integrate with state systems. Fluxx offers advanced analytics for post-award processes, while Salesforce demonstrates superior customization and integration capabilities.

To ensure a smooth transition for the State, the study proposes a phased implementation strategy that is detailed in Section 3 of this report. Implementing an EGMS represents a significant step toward achieving Minnesota's vision of transparent, efficient, and accountable governance. With the right approach, funding, and commitment, this initiative can position Minnesota as a leader in grants administration and serve as a model for state-wide modernization efforts across the United States .

Please note that acronyms are used throughout the document for agencies. All the acronyms are available in the Appendix A in Section 6.1.

2 Solutions Analysis Findings

The Solutions Analysis Report (see Appendix C) evaluated the capabilities of existing Software-as-a-Service (SaaS) vendors to identify potential solutions that best meet the state's needs, analyzing

functional, scalability, compliance, and integration capabilities. The evaluation process shortlisted nine vendors based on their alignment with Minnesota's requirements, with IntelliGrants (IGX), eCivis, Fluxx, and Salesforce emerging as the top four contenders.

The functional and technical assessment (See Appendix D) of grants management practices across twenty-nine state (29) agencies in Minnesota revealed substantial commonalities, including compliance with federal and Minnesota Office of Grants Management (OGM) policies, a shared grants lifecycle, and alignment on sixty-nine (69) out of hundred and two (102) critical requirements (67.65%). These findings provided a solid foundation for implementing a unified EGMS tailored to Minnesota's needs. While thirty-three (33) requirements (32.35%) are agency-specific, they can be addressed through targeted customizations. By streamlining workflows, automating tasks, and reducing redundancies, an EGMS offers Minnesota state agencies the potential to significantly enhance operational efficiency, compliance, and collaboration, while retaining the flexibility to meet unique agency needs.

Despite these opportunities, successful implementation in Minnesota will require addressing challenges unique to the state. Integration with Minnesota's fiscal system, SWIFT, is a uniform requirement, while integration with third-party systems will be managed case-by-case. Agency-specific policies and terminology pose additional complexities, but most agencies' compliance with federal and state OGM policies minimizes this issue. Crucially, a robust change management strategy is essential to ensure smooth adoption, minimize resistance, and support users through training and transition.

Implementing a grants management system in a complex and diverse operational environment like Minnesota requires a strategic and deliberate approach to ensure success. This process demands more than just the selection of a suitable platform—it requires alignment with organizational workflows, integration with legacy systems, and a focus on the people who will use the system daily.

2.1 Top Features and Functionalities

The State of Minnesota is exploring the implementation of an EGMS to improve equitable access to funding, strengthen internal controls, and reduce administrative effort the management of grant programs across agencies. The proposed EGMS would serve as a comprehensive platform, supporting the grant lifecycle from initial application and evaluation to fund disbursement, monitoring, reporting, and program closeout. By integrating advanced tools for both grantors and grantees, a system could foster collaboration, ensure compliance with state and federal regulations, and drive operational efficiency.

Central to the EGMS's design is its dual-sided functionality, addressing the needs of both grantors and grantees. For grantors, the system would simplify program design, application reviews, and fund disbursement processes while providing a robust framework for oversight and compliance. Grantees would benefit from user-friendly interfaces offering step-by-step guidance through application processes, document submission, and real-time tracking of their application status and payments. This dual perspective supports an intuitive, streamlined system that fosters engagement across all stakeholders.

Figure 2.1 below showcases some of the common modules that are offered by all the top four shortlisted systems.



Figure 2.1 EGMS Features and Functionalities

Transparency and accountability are integral to the proposed EGMS, with features designed to enhance public trust by making grant operations clear and accessible. The system could provide tools to allow citizens and stakeholders to monitor how funds are allocated and understand the impact of grant-funded initiatives. Public-facing dashboards, real-time reporting, and robust audit capabilities could ensure that grant programs operate with the highest level of integrity, bolstering confidence in the stewardship of public resources.

Additionally, the EGMS would prioritize financial oversight and reconciliation, enabling accurate tracking of disbursements, expenditures, and compliance with reporting requirements. Real-time analytics and monitoring would provide grantors with actionable insights into program performance while ensuring adherence to regulatory standards.

Integration with Minnesota’s existing state systems, such as Statewide Integrated Financial Tools (SWIFT), and data management tools such as Power BI and Oracle, would further enhance the EGMS’s utility. Compatibility with these systems would streamline workflows, eliminate redundancies, and enable data-sharing across agencies. Moreover, the system’s configuration and customization options would allow it to align with Minnesota’s unique grant policies and regulations, providing the flexibility needed to meet the state’s operational priorities.

By implementing an EGMS with advanced transparency, accountability, and operational features, Minnesota would enhance both the efficiency and integrity of its grant management processes. The inclusion of audit, financial reconciliation, and reporting tools would not only improve internal oversight but also foster public trust by ensuring responsible and impactful use of grant funds. In doing so, Minnesota would position itself as a leader in leveraging technology to support equitable, effective, and accountable grant administration.

2.2 Product Comparison

The scoring criteria for the vendors in the EGMS Feasibility Study evaluated their alignment with the State of Minnesota's functional, technical, accessibility, and security requirements. Each requirement was assigned a weight from 1 to 3, with higher weights indicating greater importance. Vendors were then scored on a scale of 1 (poor) to 10 (excellent) for each criterion. The final score for each vendor was calculated by multiplying the weight of each requirement by the vendor's score for that requirement and summing the results across all four categories.

The calculated scores provided a clear way to compare vendors based on their ability to meet Minnesota's needs. Vendors with higher scores demonstrated stronger alignment with the state's expectations and offered solutions that better satisfy functional, technical, accessibility, and security requirements. This methodology enabled objective decision-making, highlighting the most suitable vendors for the project while addressing all critical dimensions of the evaluation. This approach ensured a comprehensive assessment, prioritizing the requirements most critical to the project's success. The chart below shows the weighted scoring of the four products above across the different categories that were evaluated during the demos/discussions.

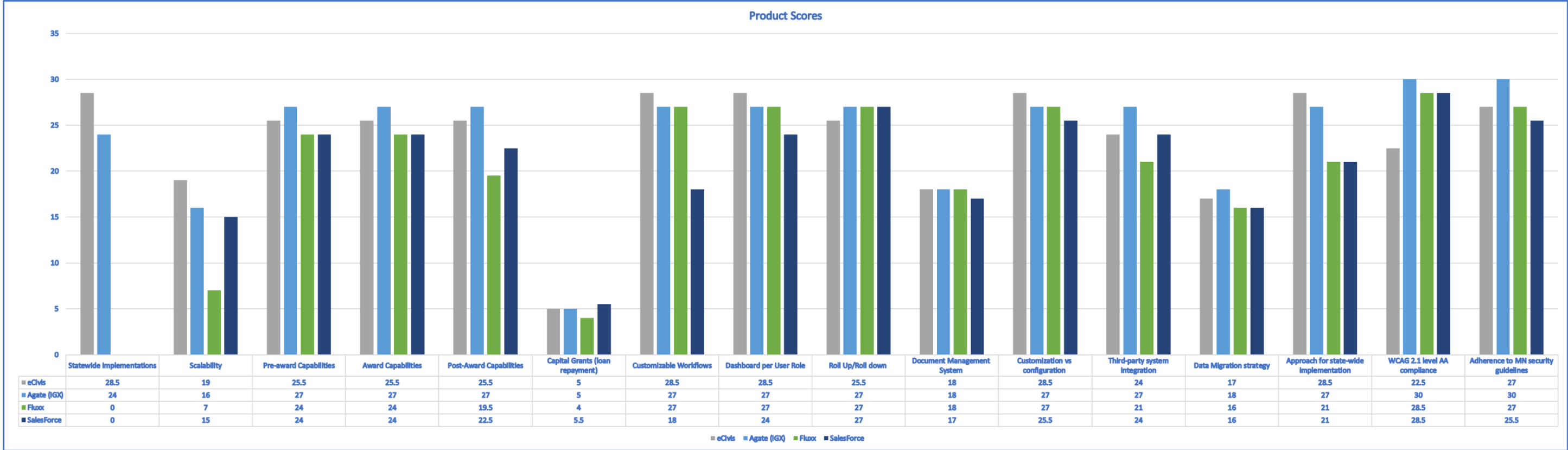


Figure 2.2 – Product Scores in Solutions Analysis Report

The relative weights used for the scoring criteria above are detailed below in Table 2.2.1. Please note that a score of 0 in statewide implementations is an indication of **no current** experience in statewide implementations instead of the solutions' capabilities to satisfy the EGMS needs in the State of Minnesota.

Category	Criteria	Weight
Experience and Scalability	Number of statewide implementations completed by the vendor.	3
Experience and Scalability	Ability to handle scalability across different state agencies.	2
Grant Lifecycle Administration	Request for Proposal (RFP) management and application review processes (eligibility, scoring, risk assessment).	3
Grant Lifecycle Administration	Contract management, invoice processing, payments, financial reconciliation, monitoring, and reporting.	3
Grant Lifecycle Administration	Closeout procedures and auditing capabilities.	3
Grant Lifecycle Administration	Support for capital grants including loan repayment.	1
Customization and User Roles	Customizable workflows with user role-based assignments tailored to processes.	3
Customization and User Roles	Role-based dashboards for monitoring and task management.	3
Integration, Document Management, and Reporting	Centralized data management with out-of-the-box reports and custom report configurations.	3
Integration, Document Management, and Reporting	Document Management System (DMS) capabilities for managing grant-related documents.	2
Integration, Document Management, and Reporting	Third-party integration capabilities, including compatibility with Swift-PeopleSoft.	3
Customization Flexibility	Flexibility in code vs. configuration for adapting workflows and processes.	3
Data Migration and Implementation	Strategy for migrating data from legacy systems, access databases, and Excel.	2
Data Migration and Implementation	Approach for statewide implementation, including resources, time, and cost estimates.	3
Compliance and Security	Web Content Accessibility Guidelines (WCAG) 2.1 Level AA compliance for accessibility of web interfaces.	3
Compliance and Security	Adherence to state security policies including perimeter security, identity management, and access control.	3

Table 2.2.1 – High-Level Scoring Criterion and Weight

The biggest takeaways from the detailed scoring are represented in Table 2.2.2 below showcasing the strengths and limitations of the top four systems identified for Minnesota. This table is a comparative analysis of features that distinguish one vendor system with another and is not a representative of all the capabilities that the systems offer. Please note that OGM refers to the Office of Grants Management and MNIT refers to Minnesota IT Services.

Agate Software (IGX)	Euna Solutions (eCivis)	Fluxx.io (Fluxx)	Salesforce (Salesforce)
Strengths: -Aligns with OGM and MNIT policies and has SWIFT voucher creation capabilities. -Supports multi-agency use, large-scale grants, and diverse needs (Professional /Technical (P/T) contracts, scholarships, inspections, asset inventory). --Unlimited data retention with access to a data warehouse. -Complete version control for applications, work plans, and amendments. -Multilingual System that supports ~100 languages for broader accessibility. Limitations: -Extensive configuration options may overwhelm non-technical users.	Strengths: -Pre-configured compliance that meets federal and multi-state requirements. -Integration with Wizehive & Submittable enhances application intake, compliance tracking, and integration capabilities. -Amazon data instance can be used for database sharing. -Proven Track Record having successfully implemented in Arizona and Indiana. -Extensive Pursuance module in the system that enables leveraging potential Federal opportunities Limitations: -Do not have a grants management contract in Minnesota and have lesser familiarity than the other products -Some integrations are manual and require a 3-day turnaround from the vendor	Strengths: -Card-based user interface with drag-and-drop reporting. -Supports third-party data pulls for analytics from various sources. -Is compliant with MNIT policies for security and accessibility. -Complete version control for all documents. -Unlimited licensing which is cost-effective for large-scale implementations. -Advanced reporting capabilities and a partner-supported Pursuance model for leveraging Federal opportunities Limitations: - Limited experience with public sector multi-agency implementations -Middleware (additional cost) may be required for compatibility with older systems.	Strengths: -Low-code platform supports tailored workflows. -Robust Application Programming Interfaces (APIs) for seamless connectivity with financial systems like SWIFT. -Can handle large datasets and user bases. -Existing contracts in Minnesota and familiarity with state requirements including loan management systems and MNIT standards. -Scalable licensing options to suit agency-specific needs. Limitations: - Limited experience with public sector multi-agency implementations of grants module. - Will require additional customization for grant-specific requirements.

Table 2.2.2 – Strengths and Limitations of the four Shortlisted Products

2.2.1 Summary of Observations

IntelliGrants and eCivis are the top contenders based on scoring. IntelliGrants is ideal for agencies seeking depth in lifecycle management and configuration, while eCivis is better suited for scalability and large-scale deployment experience. Fluxx may appeal to post-award-focused programs with simpler workflows but has greater reporting capabilities while Salesforce is a strong choice for integration-heavy environments but may require additional development for grant-specific needs. The potential highest score was 430 with a 10 on all scoring criteria.

- **Agate Software (IGX)** ranked as the top contender with a total score of 384, reflecting its comprehensive functionality and alignment with Minnesota's grant management needs. The platform excelled in pre-award and award processes, scoring 27 in each category, with strong capabilities in managing Request for Proposals (RFPs), application reviews, contract management, and payment processes. Its robust tools for post-award monitoring, including compliance and audit readiness, further enhanced its appeal. Additionally, IntelliGrants has a proven track record in large-scale statewide implementations, making it a reliable choice for Minnesota's diverse agencies.
- **Euna Solutions (eCivis)** emerged as a close second with a total score of 377, highlighted by its exceptional scalability score of 19, the highest among all vendors. This adaptability makes it well-suited to diverse and growing grant programs, especially in state government. The platform also led in statewide implementation experience, scoring 28.5, and demonstrates solid performance in pre-award and award phases, with scores of 25.5 in each. While its post-award monitoring capabilities (20) match IntelliGrants, it lagged behind Fluxx in offering advanced analytics and reporting. Overall, eCivis is a robust and reliable option, particularly for agencies prioritizing scalability and proven large-scale deployment.
- **Fluxx** offers a user-friendly interface and excels in post-award monitoring with a top score of 24, thanks to its advanced reporting, analytics, and impact measurement tools. However, its total score of 318 reflects some limitations in pre-award functionality and scalability, where it scores only 7 because IGX and eCivis are already geared towards state government. It is a potential high-value early partner and Minnesota can influence their roadmap and be a trusted partner for enterprise growth for both.
- **Salesforce** scored 317.5, showcasing strengths in scalability (15) and post-award monitoring (22), supported by advanced analytics and AI-driven insights through Tableau. However, its lack of experience in managing large-scale state government grant systems (statewide implementation score: 0) is a significant drawback. The platform scores 24 in both pre-award and award processes, reflecting adequate but not standout performance in these lifecycle phases. Salesforce's heavy reliance on customization adds potential costs and complexities, making it better suited for agencies seeking advanced integration and analytics capabilities but less ideal for those requiring out-of-the-box grant management solutions.

The detailed vendor scoring evaluation is available in the Solutions Analysis Report (see Appendix C, Section 8.5).

2.2.2 Final Takeaways

- IntelliGrants (IGX) leads in overall score and lifecycle management, making it the most comprehensive solution for the State of Minnesota.
- eCivis excels in scalability and statewide implementation experience, aligning with Minnesota's multi-agency requirements.
- Fluxx performs well across the board in grant management capabilities and has advanced reporting capabilities (Grantelligence) but no statewide implementations.

- Salesforce showcases strong integration capabilities and analytics but lacks state government grant-first functionalities and statewide implementation experience.

2.3 Time, Resource, and Cost Considerations

To ensure a fair and comprehensive evaluation of the four different systems, we conducted a detailed comparison using a standardized framework based on three key metrics: implementation timelines, state resource requirements, and total cost of ownership (TCO) over a 10-year period. This approach provided an objective and measurable framework to assess feasibility, operational demands, and long-term financial impact.

- **Implementation Timelines:** The top four vendors were given the number and classification of large, mid-sized, and small agencies (outlined in section 2.3.1) within the state. They were then asked to propose implementation timelines for their solutions across twenty-nine grant-making agencies. The vendors developed these timelines based on the provided information and their previous experience with similar public sector deployments of this scale. Each vendor's proposed timeline was evaluated to determine the time required to fully implement their solution across twenty-nine grant-making agencies included in the study. This assessment factored in variability based on project scope and complexity, offering insights into how quickly the solution could become operational and start delivering value.
- **Resource Requirements:** The expected resource commitments from the state were analyzed, including roles such as business Subject Matter Experts (SMEs), testers, and training personnel from agencies and MNIT. This metric highlights the internal effort required to deploy the solution and ensures the evaluation captures operational readiness.
- **Total Cost of Ownership (TCO):** A 10-year TCO calculation was performed to account for both initial and recurring costs. This comprehensive analysis included implementation expenses, licensing fees, data migration, integration efforts, and training costs. By considering ongoing investments alongside upfront costs, the evaluation provided a holistic view of the financial implications of each solution.

This apples-to-apples comparison framework enabled an objective evaluation of each solution's suitability by focusing on consistent and measurable criteria. It ensured that recommendations were aligned with organizational goals and priorities, balancing immediate operational needs with long-term sustainability.

The provided implementation durations and state resource requirements are based on several assumptions made by the vendors. A major influencing factor is the state's approach to strategizing the implementation of the EGMS. Whether the state opts for a staggered approach over a longer duration or consolidates efforts to bring many large, medium, and small-size agencies together, it will significantly impact these estimates. Therefore, these figures should be considered as very preliminary estimates provided by the vendors without having a clear understanding of the state's implementation strategy at this time.

2.3.1 Time and Resource Requirement

Implementation Duration

The implementation timelines proposed by each vendor reveal significant differences in their approaches and the feasibility of large-scale deployment. The duration for completing the implementation across twenty-nine grant-making agencies ranges from two to five years, depending on the vendor's methodology and implementation model.

Each vendor's approach involves running implementations concurrently across a mix of large, mid-sized, and small agencies. The definitions for these agency categories are outlined below, providing a clear basis for understanding the scope of work involved. The implementation durations proposed by each vendor are detailed in Table 2.3.1.

State Resource Requirement

The total number of hours that state staff, including agency and MNIT personnel, are expected to contribute throughout the entire implementation of the EGMS across twenty-nine grant-making agencies is summarized in Table 2.3.1. These hours, provided by each of the four vendors, account for the combined effort of state staff during all phases of the project, irrespective of the implementation duration.

State personnel are expected to be actively involved in requirements gathering, data migration and validation, testing, and training phases. The number of hours required varies by the size of the agency. For this report, agencies have been categorized using the following criteria:

- **Large size (4 agencies):** Agencies with substantial grant-making amounts (approximately > \$1B) and a large number of staff (> 200) engaged in grants administration.
- **Mid-size (10 agencies):** Agencies with moderate grant-making amounts (between \$300M and \$1B) and fewer staff (~100–200) compared to large agencies.
- **Small size (15 agencies):** Agencies with smaller grant-making amounts (< \$300M) and a relatively smaller number of staff (< 100) involved in grants administration.

This estimate is based on the available information. Given the variety of roles and responsibilities across agencies, it is difficult to precisely determine which individuals will need to be involved in the implementation.

Vendor (System)	Implementation Duration	State Resource Requirement
Agate Software (IGX)	3-5 years	Large size - 60 hrs./week @ ~2 years Mid-size - 20-30 hrs./week [~1 year] Small size - ~10 hrs./week [~2-9 months] Total = 41,260 hrs.
Euna Solutions (eCivis)	2.5-3 years	Large size - 7 staff @ 250 hrs./person Mid-size - 5 staff @ 200 hrs./person Small size - 3 staff @ 150hrs./person Total = 23,750 hrs.
Fluxx.io (Fluxx)	2 years	Large size - MNIT staff- 4 staff @ 630 hrs. /person Agency- 20 staff @ 500 hrs. /Person Mid-size - MNIT staff - 10 staff @ 470 hrs. /person Agency - 30 staff @ 350 hrs. /person Small size - MNIT staff- 15 staff @ 400 hrs. /person Agency Staff- 30 staff @ 250hrs. /person Total = 41,220 hrs.
Salesforce (Salesforce)	3 years	Could not provide this information without deep diving into the requirements.

Table 2.3.1 – Implementation Time and Resource needs per vendor

Summary of Observations

- **Agate Software (IGX)** requires the longest implementation duration of 3-5 years, with a total of 41,260 state resource hours needed. This includes a significant commitment for large size implementations (60 hrs. /week for ~2 years).
- **Euna Solutions (eCivis)** has a shorter implementation duration of 2.5-3 years and a total of 23,750 state resource hours.
- **Fluxx.io (Fluxx)** has the shortest implementation duration of 2 years, with a state resource requirement similar to Agate at 41,220 hours.
- **Salesforce (Salesforce)** offers an implementation duration of 3 years but lacks detailed state resource requirements without further deep diving into the project needs.

Overall, Fluxx.io (Fluxx), while having the shortest timeline of 2 years, demands a resource commitment similar to Agate Software (IGX), which has the longest timeline of 3-5 years. Euna Solutions (eCivis) offers a balanced approach with a moderate 2.5-3-year timeline and a more evenly distributed resource requirement. Agate Software (IGX) presents the longest duration but with a relatively lower resource requirement compared to Fluxx. Salesforce provides a 3-year timeline but lacks detailed resource estimates, requiring further analysis.

As recommended in the report, these estimates should be revisited with the vendors during a detailed requirements analysis phase.

2.3.2 Total Cost of Ownership (TCO)

The Total Cost of Ownership (TCO) was calculated for ten years across the four chosen systems. The TCO includes:

1. **Implementation Costs:** Cover one-time initial expenses such as initial configuration, and consulting services for deployment and configuration.
2. **Licensing Costs:** Include annual fees for software licenses, renewals, and scalability requirements.
3. **Data Migration Costs:** Account for data transfer from all twenty-nine agencies existing systems, including cleansing, validation, extraction tools, and technical resources. This cost may change if some of the agency decides not to migrate the data into the EGMS.
4. **Integration Costs:** Include expenses for integration with internal systems and third-party software, along with middleware, APIs, and testing. Only three integrations are considered for the purpose of this analysis.
5. **Training Costs:** Cover training workshops, webinars, and documentation development, including ongoing training needs over the ten-year period.
6. **Ongoing Service and Maintenance Costs:** Account for ongoing maintenance, including updates, patches, health checks, performance tuning, and support.

Table 2.3.2 below compares the above-mentioned cost estimates as provided by the four vendors. Each vendor has factored in a 3% year-over-year increase in licensing costs based on the contract length when calculating the total cost of ownership (TCO) over 10 years. However, Fluxx has made specific assumptions in its cost estimates due to differences in its technical architecture, which influences the cost calculation. The implementation and licensing costs for Fluxx assume that three or more large agencies will choose separate Fluxx instances, all connected to the EGMS. Agate also made a few assumptions related to data migration assuming not every agency will want or need to migrate data and the price for data migration per entity would be approximately \$19,600. Additionally, Agate mentioned training for configuration toolset is available for an additional cost-approximately \$27,320.00 for each training delivered for this toolset.

It is important to note that the considerable differences in cost estimates suggest that the vendors may have made several assumptions when providing these figures at such an early stage of engagement. Additionally, these estimates are based on very high-level requirements shared during the demo/discussion phase. The actual implementation costs should be evaluated after a detailed review of the requirements is conducted with each of the four vendors, as recommended in Section 3. These estimates should not be considered an accurate reflection of the final costs, a formal quote, or response to a RFI or RFP.

Cost Category	Frequency	Agate (IGX)	Euna Solutions (eCivis)	Fluxx.io (Fluxx)	Salesforce (Salesforce)
Implementation Costs	One time	\$9,910,000	\$2,550,000	\$1,200,000	\$4,000,000 - \$6,000,000
Licensing Costs	Annual	\$2,210,000*	\$925,000	\$1,275,000	\$750,000-\$1,800,000
Data Migration Costs (data from all 29 agencies to be migrated)	One-Time	\$0	\$1,035,970.00	\$145,000	\$600,000-\$800,000
Integration Costs (consider 3 integrations)	One-Time	\$0	\$ 0	\$90,000	\$600,000-\$800,000
Training Costs	One-Time	\$136,620	\$0	\$120,000	\$400,000-\$700,000
Ongoing service and maintenance costs	Annual	\$12,517,121*	\$0	\$100,000	\$100,000-\$200,000
Total Cost of Implementation (10 Years)-		\$24,773,741	\$14,190,058	\$17,317,834	\$23,350,000-\$26,500,000

Table 2.3.2 – TCO estimate comparison across vendors

*Agate’s Licensing and Ongoing service and maintenance costs are based on a phased implementation approach where the costs are incurred as agencies are onboarded.

Summary of Observations

1. **Agate (IGX)** has the highest overall cost due to significant licensing, ongoing service, and maintenance expenses. It also includes high one-time implementation costs.
2. **Euna Solutions (eCivis)** is the most cost-effective option with a total implementation cost over 10 years of approximately \$14.2 million, offering low implementation and data migration costs, and no ongoing service fees.

3. **Fluxx.io (Fluxx)** provides a middle-ground option, with moderate one-time costs and annual licensing, and ongoing service costs. Its total cost is between \$17.3 million and \$17.8 million over 10 years.
4. **Salesforce** offers a flexible but expensive range of costs, especially in areas like implementation, data migration, and integration, leading to a total cost range of \$23.4 million to \$26.5 million.

In summary, Euna Solutions (eCivis) offers the most budget-friendly solution, while Agate (IGX) and Salesforce are higher in cost, with Salesforce offering flexibility in some categories but potentially higher costs overall.

None of the vendors have reported nor anticipate any travel costs associated with this implementation. As the systems are fully configurable SaaS grants management platforms, customizations are not expected unless specific requirements for the State of Minnesota arise during the detailed requirements gathering sessions with the vendor. Therefore, none of the vendors have included customization costs in their pricing models. Implementation, data migration, and training costs are one-time costs that can be spread out over time. This needs to be investigated further and in detail. Licensing and maintenance costs are annual and usually per agency.

The state resource cost involved throughout the implementation has not been considered at this time. The Total Cost of Ownership reflects only the vendor-related expenses. Given the diverse roles and responsibilities across various agencies, quantifying exactly who would be involved in the implementation is challenging. Furthermore, the current staff would need to allocate time for this implementation as part of their usual 8-hour workday, adding complexity to the resource estimation. Another consideration is the staffing requirement for system maintenance, which may result in a cost to the agencies or MNIT.

Initial Two-year implementation Cost: To gather the estimated implementation costs for the first two years which aligns with the Minnesota legislature's biennial funding cycle, the four vendors were given the following information:

- **Year 1:** Cohort 1 (Pilot) – 2 mid-size agencies and 2 small size agencies
- **Year 2:** Cohort 2 – 1 large size agency and 1 small size agency

This outline represents the initial phases of implementation but does not suggest that the entire implementation will be completed within these two years. For instance, although the large agency may begin in Year 2 (e.g., between months 13 and 16), its implementation may extend beyond the end of Year 2.

The table below presents the estimated implementation costs for the first two years, as provided by the four vendors, based on the information outlined above.

Cost Category	Agate (IGX)	Euna Solutions (eCivis)	Fluxx.io (Fluxx)	Salesforce (Salesforce)
Initial two-year cost of implementation	\$2,284,081	\$2,120,323	\$918,000	\$6,350,000-10,000,000

2.4 Considerations

Effective implementation involves understanding and addressing the unique operational requirements of twenty-nine grant-making agencies while building consensus among diverse stakeholders. Based on the Solutions Analysis during Market Research, the following considerations should be made irrespective of the choice of vendor if any state decides to pursue an EGMS. Section 3, details recommendations curated to the State of Minnesota.

By focusing on thorough preparation, robust training, iterative testing, and inclusive engagement, the state can ensure that the chosen system not only meets current needs but is also scalable, adaptable, and sustainable for future requirements. The following steps outline a comprehensive approach to achieving these goals, prioritizing operational readiness, user adoption, and long-term functionality.

Deep Dive into Critical Requirements

A detailed exploration of the critical requirements ensures the selected platform meets the unique needs of state agencies. Key actions include:

- Conduct deep dive into critical requirements to ensure a more accurate and tailored solution from each vendor.
- Assess how the new platform will interface with legacy systems such as financial systems (e.g., SWIFT), reporting tools, and third-party software. Identify APIs, middleware, or custom integrations needed to ensure seamless data exchange and workflow continuity.
- Survey staff across agencies to gauge technical proficiency and familiarity with digital tools. This data helps define user roles and system access levels, tailoring the platform's complexity to match user capabilities.

The outcomes of this step will guide the vendor selection process, ensuring the chosen platform can accommodate operational, technical, and user-specific needs.

Plan for Comprehensive Training

Effective training is essential for administrative and financial staff at the state along with individual and organizational applicants and subgrantees to embrace and use the new system efficiently. To achieve this:

- Develop distinct curricula for different user groups and targeted training programs and training on system configuration, troubleshooting, data migration, and integrations for system administrators.
- Hands-on sessions focusing on everyday tasks such as grant application reviews, reporting, and compliance tracking for non-technical teams and focus on high-level oversight capabilities, reporting dashboards, and system governance for the leadership.
- Create role-specific manuals, interactive tutorials, and video walkthroughs for varied learning styles and long-term accessibility.
- Identify agency champions or super-users to receive in-depth training. These individuals can act as on-site resources for ongoing user support and guidance.

Ongoing training refreshers and system updates training should be planned to maintain user proficiency as the platform evolves.

Pilot Testing

Piloting the selected platform with a small group of agencies allows for iterative refinement. Steps include:

- Choose agencies of varying sizes and readiness levels for the pilot. Include agencies with diverse grant management needs to test the platform's adaptability and scalability.
- Simulate real-life scenarios across all grant lifecycle stages (e.g., application intake, payment processing, compliance audits) to evaluate system performance.
- Collect feedback from pilot users on system functionality, usability, and any challenges encountered. Use surveys, focus groups, and one-on-one interviews to gather insights.
- Work with the vendor to address issues identified during the pilot, including technical bugs, workflow mismatches, or user interface improvements.

Pilot testing reduces implementation risks by addressing challenges early, ensuring a smoother rollout for subsequent cohorts.

Engage Stakeholders

Engaging stakeholders ensures alignment, buy-in, and collaboration across all participating agencies. Actions include:

- Form a stakeholder advisory group with representatives from all grant-making agencies to provide input during the selection and implementation phases. Ensure diverse representation to capture the unique needs of each agency.
- Establish clear channels for regular updates, feedback, and discussions. Use newsletters, town hall meetings, and online forums to keep stakeholders informed and involved.
- Encourage stakeholder input on key decisions such as vendor selection, system customizations, and implementation priorities. Collaborative decision-making fosters ownership and commitment to the project's success.
- Identify influential individuals within each agency to serve as change champions. These individuals can advocate for the system, address resistance, and support their teams throughout the transition.
- Consider and incorporate grantee and sub-grantee feedback from organizations and selected individuals for feedback on the sub-grantee portal.

Effective stakeholder engagement ensures that the system aligns with operational goals and garners broad acceptance, reducing resistance and fostering collaboration. Further details are provided in Section 3.1.1.2 of this report.

2.5 Risks, Concerns, and Mitigation Strategies

This section lists the shared as well as specific potential operational and business risks along with some concerns about the adoption of the four suggested vendor systems in the State of Minnesota.

Shared Concerns Across Vendors: Some challenges could arise during the transition to the new EGMS, including resistance from agencies like COMM and DEED to move away from familiar systems, and agencies like MnDOT with discreet and complex processes across divisions. Smaller agencies may face difficulties due to limited financial and human resources. Inconsistent training could lead to uneven adoption and inefficient use of the system, while over-reliance on vendors for support and updates might impede long-term operational independence.

Statewide Mitigation Strategies: To mitigate potential challenges, develop a formal strategy focused on communication, stakeholder engagement, and managing resistance. Establish a governance committee to ensure a balance between centralized oversight and agency-specific input. Allocate centralized funds to provide smaller agencies with the necessary technical and financial support during the transition. Implement role-based, flexible training modules tailored to the varying needs and resource levels of different agencies. Finally, start with pilot agencies to refine the implementation approach and demonstrate the system's benefits, ensuring a smoother transition for all.

Cross-Platform Concerns: Implementing a new grants management system like the EGMS entails addressing change management challenges to ensure successful adoption and integration. Based on the change management concerns raised by agencies during the preliminary analysis phase and mentioned in the Functional and Technical Assessment Report (see Appendix D), resistance from staff accustomed to legacy systems may pose a hurdle, emphasizing the need for clear communication, robust training programs, and ongoing support to facilitate acceptance. A tailored approach to addressing user concerns and building confidence in the new system will be critical.

Data migration represents another complex aspect of implementation and can involve multiple levels of complication. Transitioning legacy data to the new platform may introduce inconsistencies,

inaccuracies, or even data loss if not meticulously planned. Agencies that want to migrate their data need to provide it in a standard format to the vendor or fill in the data themselves into the system. Establishing rigorous data validation protocols and testing processes can mitigate these concerns and ensure a smooth transition.

Agate Software (IGX)

Concerns: The steep learning curve for IGX's advanced functionalities could require significant resources and time for training.

Mitigation Strategies: To mitigate the steep learning curve for IGX's advanced functionalities, provide tiered, hands-on training and create tailored documentation for agencies. Additionally, offer ongoing support and designate "super users" to assist with the transition and ensure smoother adoption.

Euna Solutions (eCivis)

Concerns: eCivis has a proven track record but the implementation experience has been different between early adopters such as Arizona and later adopters such as Indiana. When the product was being developed in the early stages, the State of Arizona had direct inputs into the product development according to their needs versus a mature developed solution that was deployed in Indiana with lesser control on customizations of the base product.

Mitigation Strategies: Leverage vendor experience while also evolving the engagement over time and involving the agency representatives throughout the decision-making process to build consensus and secure buy-in.

Fluxx.io (Fluxx)

Operational and Business Risks: Fluxx's limited track record in large, decentralized public sector environments could result in a lack of understanding of Minnesota's enterprise and agency-specific needs. The system's scalability for Minnesota's large, multi-agency needs remains unproven as well.

Mitigation Strategies: To ensure successful implementation of Fluxx, engage agencies like DEED and IRRR early to address concerns and emphasize the system's benefits. Collaborate with Fluxx to develop a plan that ensures the system can handle multi-agency use and adapt to evolving needs. Begin with smaller agencies to refine the implementation process and build momentum for broader adoption.

Salesforce

Operational and Business Risks: Lack of experience in public sector grants management may potentially lead to implementation challenges and compliance issues.

Mitigation Strategies: Vetting the vendor's capabilities, providing specialized training, engaging experts, conducting a pilot, and ensuring ongoing support to address the lack of public sector grants management experience may help mitigate this risk.

Concerns: High customization capabilities but limited configurability, resulting in extensive training time and higher costs for the state. Also, smaller agencies, like MSAB and DCFY, may find Salesforce's extensive functionalities overwhelming, leading to underutilization.

Mitigation Strategies: Leverage pre-configured grants management solutions within Salesforce to reduce customization requirements and negotiating scalable pricing models that align with agency budgets and usage needs may help mitigating these concerns.

Finally, reliance on external vendors for system updates, support, and training introduces a dependency that could affect Minnesota's operations if vendor performance declines. To counteract this concern, the state could establish clear service-level agreements (SLAs) with vendors, including contingencies for disruptions. Developing internal expertise in the agency specific and enterprise configurations in the system and targeted training delivery will also reduce reliance on vendors, fostering long-term sustainability and resilience.

2.6 Overall Vendor (Product) Fit

In this section, we evaluate the system fit of four enterprise grants management solutions—Agate's IntelliGrants (IGX), eCivis, Fluxx, and Salesforce—for the State of Minnesota. This analysis is based on the Gap Analysis conducted during the Preliminary Analysis phase of the feasibility study, vendor scoring, operational needs, and specific state requirements.

Agate Software (IGX): High

Agate Software's IntelliGrants (IGX) platform is a comprehensive and customizable solution designed to effectively address Minnesota's diverse and complex grant management needs. Its features include full lifecycle management, robust compliance support, and advanced configurability, making it particularly suitable for multi-agency use where inter-agency collaboration and adherence to state standards are essential.

DPS, DEED, and OHE utilize IGX as their grant management system, enabling sub-grantee (recipient) organizations to submit grant applications, requests for payments, and progress reports. Additionally, the solution has proven capabilities in exchanging data with the SWIFT system and is used by the Department of Public Safety (DPS) in twenty-six different states in the US. IGX's rigorous RFP response process ensures alignment with Minnesota's specific requirements. Because of its presence in the grants landscape in the State of Minnesota, this system adheres to the state's information security policies and standards, as established by MNIT, to protect systems and data integral to government operations.

Additionally, IGX complies with Minnesota's accessibility standards, which incorporate the Web Content Accessibility Guidelines (WCAG) 2.1 and Section 508 of the Rehabilitation Act, ensuring a secure and inclusive platform for all users. These capabilities make IGX particularly effective for multi-agency use, facilitating inter-agency collaboration, tailored workflows, and compliance with the State of Minnesota standards. The platform's configurability allows it to meet the unique needs of various agencies, ensuring efficient and compliant grant management processes.

Conclusion: Agate's IntelliGrants (IGX) is a top contender for Minnesota's EGMS due to its ability to address complex workflows, meet stringent compliance needs, and integrate/interface seamlessly with existing systems including SWIFT.

Euna Solutions (eCivis): High

eCivis provides a scalable and reliable solution for standardized grant management processes, making it a strong candidate for agencies with diverse operational needs. Its pre-defined workflows and compliance tools enable rapid adoption and effective management across multiple agencies. eCivis has demonstrated its capability through successful statewide deployments in several states such as Arizona, Indiana, and Rhode Island.

eCivis additionally provides a comprehensive grant search database, enabling users to find grants using keywords, categories, and other filters, thereby simplifying the process of locating and applying for federal funding. The solution is pre-configured to comply with federal grants and has a proven track record of implementation in multiple states, such as Arizona and Indiana, making it field-tested for government entities. It is specifically curated for state government, and they offer policy-specific training, ensuring users can quickly adapt the system to Minnesota's policies and standards.

Conclusion: eCivis is well-suited for agencies seeking scalability and standardized workflows. It is a solid choice for agencies with simpler needs but may require supplemental tools for more specialized workflows. Additionally, the Euna Solutions team is consistently working on integrations (WizeHive, Salesforce, etc.) and acquisitions (Submittable) to enhance their grant management capabilities.

Fluxx.io (Fluxx) – Moderate to High

Fluxx is a comprehensive grants management platform that supports the entire grant lifecycle, including pre-award processes. It offers features such as notices of funding/Grant opportunities (NOFO/NOGO) and pre-award applications, enabling agencies to manage grant operations from start to finish within an integrated system. The platform is built to scale, accommodating an increasing number of grants and users without compromising performance but does not have statewide implementations currently.

Fluxx's user-friendly design simplifies adoption, and its comprehensive suite of tools—including compliance monitoring, analytics, and advanced reporting (Grantelligence)—ensures that agencies can effectively manage both pre-award and post-award activities. This holistic approach addresses the diverse needs of entities like the State of Minnesota, facilitating inter-agency collaboration and tailored workflows.

Conclusion: Fluxx has a card-based dashboard, an intuitive UI, and advanced reporting capabilities using Grantelligence. While they do not have proven experience in statewide implementations, their solution processes \$22B annually and has various deployments of scale. While the product and vendor showcase capabilities in different sectors and with varied clients, they do not have proven experience in enterprise state government solutions. Involvement with this vendor at this stage could allow the state to influence how the vendor incorporates future functionalities catered to Minnesota like Arizona with eCivis, which could be highly valuable in the long run as the solution would be customized to Minnesota's needs.

Salesforce (Salesforce) – Moderate to High

Salesforce's Grants Management solution streamlines the grant lifecycle with features like a branded grantee portal, comprehensive funding opportunity tracking, and integration with Salesforce Nonprofit Cloud. Its robust integration capabilities, including open APIs, low-code tools, and middleware support, enable seamless data exchange and advanced analytics, making it well-suited for data-intensive operations.

However, Salesforce's generalized workflows and significant customization requirements for grant-specific functionalities can pose challenges for statewide adoption. These customizations, along with higher implementation costs, may limit its appeal for smaller agencies with constrained budgets or larger agencies seeking quicker deployment. While the platform's scalability and integration strengths make it a strong choice for complex environments, agencies must carefully evaluate its suitability against their unique operational needs.

Conclusion: Salesforce is a suitable option for agencies prioritizing scalability, advanced analytics, and integration-heavy environments. However, the need for extensive customization and training to align with grant-specific workflows may limit its effectiveness as a comprehensive solution for Minnesota's EGMS.

3 Recommendations

The recommendations for the State of Minnesota are rooted in a comprehensive and multi-dimensional analysis conducted through the various stages of the EGMS feasibility study. This process began with the Preliminary Analysis phase, which offered an in-depth evaluation of the current grants management landscape across the state's twenty-nine grant-making agencies. This phase identified the unique requirements, operational challenges, and inefficiencies faced by individual agencies, providing a granular understanding of the existing ecosystem. These insights (see Appendix D) formed the foundation for tailoring solutions to address gaps and create a cohesive system that can harmonize the diverse needs of all agencies.

The analysis was further enhanced by findings from the Target States Research phase (see Appendix B). This effort examined the implementation experiences of four other states, offering valuable benchmarks and proven strategies that Minnesota could adopt. By leveraging lessons learned from other jurisdictions, Minnesota can avoid common pitfalls and incorporate best practices that align with its strategic goals. These comparisons provided actionable insights into the success factors and challenges faced during the deployment of similar systems, including scalability, procurement, and adoption.

The Solutions Analysis phase (see Appendix C) used structured scoring methodologies and qualitative assessments to evaluate vendors' strengths, weaknesses, and alignment with state priorities. The approach ensured that every recommendation was data-driven, addressing critical factors such as lifecycle management capabilities, integration potential, and cost-effectiveness.

This holistic, phased approach underscores the adaptability and robustness of the recommendations. By combining granular state-specific data, cross-state comparisons, and vendor insights, the recommendations are uniquely positioned to deliver an optimized, scalable, and sustainable grants management solution for Minnesota. These solutions aim to streamline grant processes, enhance inter-agency collaboration, ensure compliance, and ultimately increase transparency and efficiency in how grant funds are managed and distributed.

The report's recommendations emphasize phased implementation and stakeholder alignment ensuring the system evolves alongside the state's changing needs. By integrating lessons from other states and the expertise of leading vendors, Minnesota can implement a solution that not only addresses current challenges but also positions the state as a leader in modern grant administration practices.

3.1 Implementation Roadmap

The roadmap below outlines a phased and structured approach to implementing an EGMS in Minnesota. It integrates strategic procurement, stakeholder engagement, training, and system deployment to ensure a successful rollout.

Figure 3.1 below is a diagrammatic representation of the EGMS implementation roadmap. It outlines the step-by-step process from pre-implementation and implementation to post-implementation phases, with a feedback loop from stakeholders feeding into the Central Governance Body to incorporate their input into the next iteration of requirements gathering and blueprinting. The details of the road map have been described in detail in the following sections.

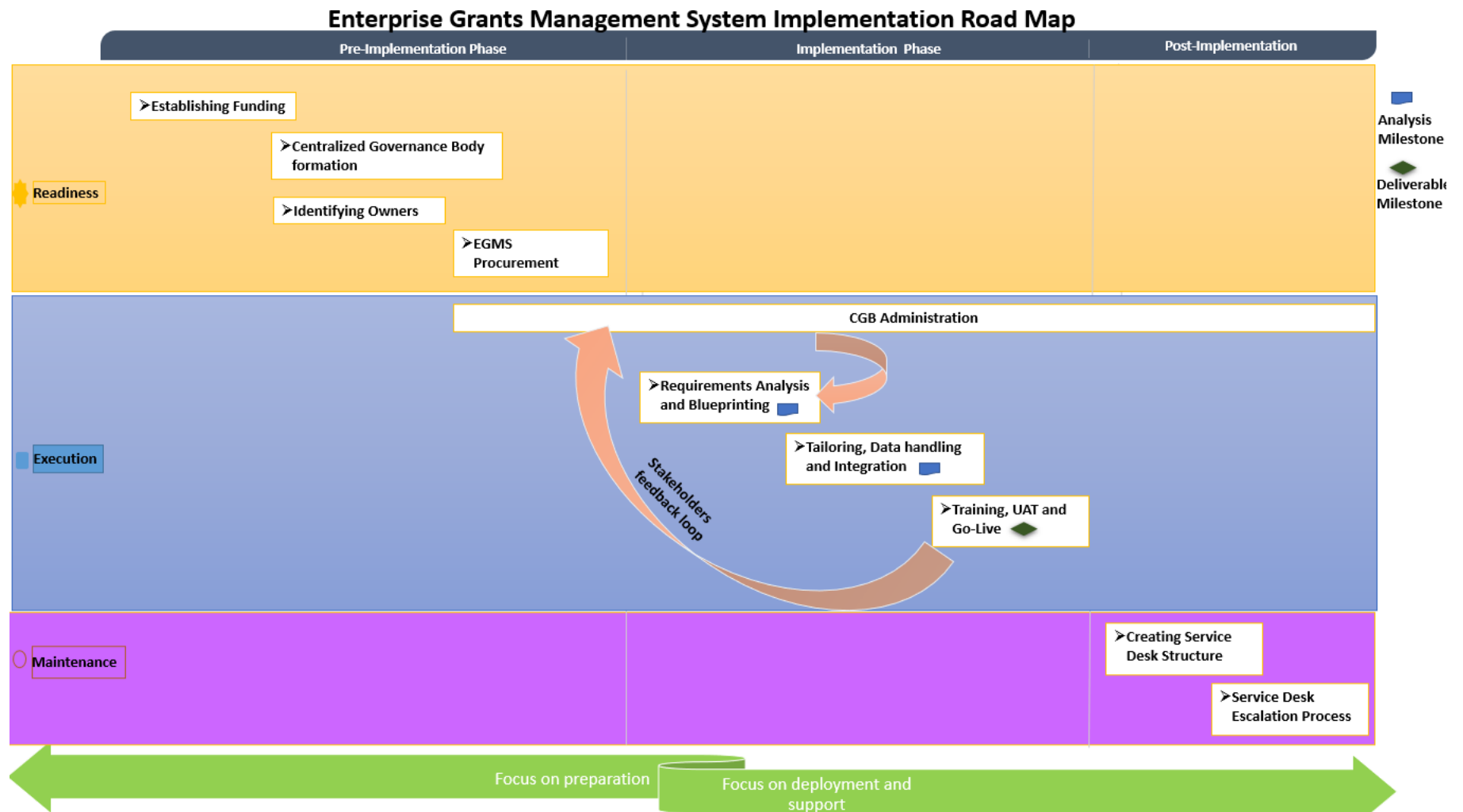


Figure 3.1 - EGMS Implementation Roadmap

3.1.1 Pre-Implementation Phase

The Pre-Implementation phase is crucial for laying the foundation of a successful deployment. It begins with Establishing Funding, ensuring that sufficient financial resources are allocated for the system's procurement, implementation, and long-term support. Securing adequate funding is critical to prevent delays and ensure all aspects of the system are adequately supported throughout its lifecycle. The next step involves the creation of a Centralized Governance Body (CGB), which will oversee the project, ensuring alignment with organizational goals and regulatory requirements. This body typically consists of key stakeholders from relevant agencies and is responsible for making strategic decisions, managing risks, and monitoring the project's progress. The Identification of Owners of the EGMS is vital to assign clear roles and responsibilities for the system's ongoing management and oversight. These owners will act as the primary points of contact for any issues, ensuring that the system is well-maintained and continually aligned with organizational needs. Finally, EGMS Procurement involves procuring the appropriate vendor solution based on a thorough evaluation of potential solutions. This step ensures that the chosen solution meets the specific requirements of the state and is scalable, secure, and capable of delivering the desired outcomes. Each of these steps sets the stage for a smooth implementation by addressing key strategic, financial, and operational needs from the outset.

3.1.1.1 Establishing Funding

The State of Minnesota would need to establish potential funding mechanisms to support both the implementation and ongoing operational and maintenance costs of the EGMS. This funding structure is critical to ensure the successful deployment, continuous operation, and long-term sustainability of the system, as well as to avoid any financial barriers that could disrupt the system's performance or availability. Section 7.3.9 of the Target States Report (see Appendix B, section 7.3.9) explains the funding mechanisms used by other states involved in our study. This section talks about potential options that can be utilized by the State of Minnesota to fund an EGMS.

Potential Funding Mechanisms

Through research conducted by the Feasibility Study project team, several potential funding methods have been identified for the State of Minnesota. Some of these mechanisms are currently used by other states but the others are potential funding mechanisms that could be considered by the State of Minnesota. These methods sorted by source are summarized in Table 3.1.1.1.1 below and elaborated on in the following section.

Source	Method	Description
Federal	Indirect Costs	Leveraging overhead costs for federal grants.
Federal	Federal Grants and Programs	Utilizing specific grant programs for funding.
Federal	State and Local Fiscal Recovery Funds (SLFRF)	Funding through the American Rescue Plan Act (ARPA)* for multiple causes, including EGMS.
State	Technology Modernization Fund (TMF)	State-dedicated funds for technology upgrades.
State	Funding from Minnesota Management and Budget (MMB)	State budget allocations for various projects through capital expenses and federal initiatives.
State	Special Revenue Fund	Funds tied to specific state programs and purposes.
State	General Fund	Primary state funding source for public projects.
State	Cost Recovery from Administrative Fees	Fees are charged to grant recipients to recover administrative costs.
Alternative	Public-Private Partnerships (PPPs)	Collaborations with private entities to share resources.
Alternative	Intergovernmental Partnership Programs	Cooperation among various government levels to share resources.

Table 3.1.1.1.1 – Potential Funding Sources for EGMS

*Some states used ARPA funding to support EGMS deployment, but it is not a viable option for Minnesota at this time because the ARPA funds needed to be obligated by end of 2024.

Federal Sources

1. Indirect Costs

Indirect costs to the federal government are expenses that are not directly attributable to a specific federal project but are necessary for the general operation of the organization receiving the federal funds. These costs include overhead expenses like rent, utilities, administrative salaries, and other general support services that benefit multiple projects or activities within the organization. This was the recommended funding mechanism for the State of Minnesota according to four separate SMEs including an Implementation Project Manager, a Solution Delivery Expert, and two Account Delivery Managers from vendors.

- Matthew Hanson (Implementation Manager in Arizona and grants management expert)
- Corey Coll (Solution Delivery Expert with experience across multiple grant management solution vendors)
- Curtis Hughes (Vendor expert at eCivis)
- Kevin French (Vendor expert at AmpliFund)

First, the state needs to ensure that it has an updated NICR (negotiated indirect cost rate) and build in the cost of the EGMS into all new Federal grants that are received. Steps for calculating indirect costs are available by AmpliFund [\[1\]](#).

The advantages of using this method include:

- No competing priorities with other grants/grant seekers,
- Ensuring regular funds in perpetuity, and
- Not impacting general funds or special revenue funds.

2. Federal Grants and Assistance Programs

While there are no direct federal grants explicitly for the implementation of an EGMS, several existing grant programs can be leveraged to support such a system if it aligns with their broader objectives. None of these methods listed below have been explicitly used in the states that were interviewed. Rather they are available grants in Federal assistance that can be leveraged to fund an EGMS in the State of Minnesota especially for the state agencies operating under the Federal branches provided the system aligns with the specific goals and requirements of the grants.

Department	Relevant Programs	EGMS Alignment
Department of Education	Education Stabilization Fund (ESF), Title IV, Part A, Statewide Longitudinal Data Systems (SLDS) Grant Program	Enhances federal fund management, integrates with data systems, supports educational grant administration.
Department of Health and Human Services (HHS)	Administration for Children and Families (ACF) Grants	Supports programs like Child Care, Head Start, and Family Assistance with streamlined oversight and reporting.
Department of Homeland Security (DHS)	Homeland Security Grant Program (HSGP)	Enhances state and local preparedness through technology infrastructure improvements.

Figure 3.1.1.1.2 – Potential Federal Grants Assistance Programs

3. State and Local Fiscal Recovery Programs (SLFRP)

The State and Local Fiscal Recovery Funds (SLFRF) from the American Rescue Plan Act (ARPA) offer a potential funding source for Minnesota's EGMS. The funds can cover technology infrastructure costs, including personnel and contract changes, with obligations required by

December 31, 2024, and eligible costs incurred until December 31, 2026 [\[2\]](#). To use this option, the state must partner with an agency holding an existing SLFRF grant or redirect ARPA funds to free up general funds for the EGMS. However, due to the complexity and tight deadlines to report resource and cost implications to the Federal government, this was the lowest-rated federal funding option.

State Sources

4. Technology Modernization Fund (TMF)

In 2023, the Minnesota Legislature allocated \$40 million over four years to this fund with an intent to modernize, secure, and improve the customer experience of the executive branch's technology systems. They fund IT projects that modernize state government systems. The fund prioritizes projects that improve security, enhance the digital experience for Minnesotans, and reduce operational risks.

Projects funded by the TMF could include updating legacy systems that are critical for state operations, implementing new software platforms for service delivery, and improving IT infrastructure to support future technological advancements.

The project team envisions this fund as potentially supporting the development or enhancement of an EGMS at the state level. An EGMS would improve the user experience, digitize, and modernize business processes, and align with every one of the TMF's focus areas including improving resiliency, operational efficiency, and/or risk reduction, moving to a shared or market-based technology solution, and leveraging artificial intelligence (AI) or automation. The Office of the Secretary of State (OSS) and other agencies using Foundant are already utilizing the GMS in a 4-stage process like the Select, Plan, Do, and Close phases as prescribed in the Modernization Playbook. The EGMS would help align with the Playbook and greater goal of One Minnesota as well.

For details on One Minnesota and specifically, its goals, please refer to Measurable Goals for the One Minnesota Plan [\[3\]](#). An efficient EGMS can cater to all of these goals and provide value across use cases in the State of Minnesota.

5. Funding from Minnesota Management and Budget (MMB)

MMB allocates capital investment funds for large-scale projects, including IT systems like grants management systems. These funds are for long-term projects but typically prioritize infrastructure-related initiatives. MMB also administers federal program funds, which could support an EGMS, especially if it involves managing or disbursing federal funds. For instance, the Infrastructure Investment and Jobs Act (IIJA) and the Inflation Reduction Act (IRA) might fund an EGMS if they align with their broader objectives.

6. General Fund

General Funds provide flexible, stable funding that can be allocated to where it's most needed [\[4\]](#), including the development, maintenance, and upgrades of a grants management system. They cover initial and ongoing costs, ensuring the system remains effective. However, General Funds face heavy competition, are vulnerable to budget cuts, and can be affected by shifts in legislative priorities.

7. Special Revenue Fund

Depending on the nature of the grants managed, specific Special Revenue Funds may be tapped to finance a grants management system. For example, funds related to health care, environmental protection, or education could potentially be used if the system is aligned with these areas, such as the Environmental Fund, Health Care Access Fund, or the Game and Fish Fund [\[5\]](#). To justify the use of these special revenue funds for an EGMS, it must be demonstrated

that the system will directly support the specific objectives of each fund. For instance, if the EGMS enhances the efficiency and effectiveness of grant management within environmental programs, health care services, or wildlife management, it may be considered an appropriate expenditure.

8. Cost Recovery from Administrative Fees

State could potentially charge administrative fees on the grants they distribute. These fees can be used to fund the grants management systems. The fees are typically a small percentage of the total grant amount and are intended to cover the administrative costs associated with managing the grants. If the cost can be recovered from these fees, then it becomes sustainable and reduces the need for general fund allocations, however, it increases the burden on grantees and could run into issues of underfunding.

Alternative Methods

9. Public-Private Partnerships (PPPs)

Some private foundations or public-private partnerships focus on improving government efficiency and might fund or support projects involving grants management systems. While not federal, these sources can sometimes supplement federal funding. An example of a public-private partnership (PPP) supporting a statewide enterprise implementation is the State of California's Financial Information System for California (FI\$Cal) in partnership between the state and private firms to create a single enterprise resource planning (ERP) system. In Minnesota, the Bush Foundation collaborates with public entities to fund projects that address community needs and enhance public services, including grant-making processes. Public-private partnerships can bring in expertise and reduce upfront costs. This approach can also result in more innovative solutions, as private companies may bring advanced technologies or best practices from other sectors.

10. Intergovernmental Partnership Programs

Intergovernmental partnership programs encourage collaboration between federal and state governments and may offer funding for centralized grants management systems. Examples include initiatives from the National Governors Association (NGA) and the Council of State Governments (CSG). Additionally, Connecticut's recent RFP for an EGMS presents a potential collaboration opportunity, especially if both states choose the same vendor. However, this option is challenging due to many unknowns and dependencies, including legislative approval and the outcomes of feasibility studies.

By establishing a robust yet flexible funding mechanism, the State of Minnesota can ensure that the EGMS remains adequately funded throughout its implementation and lifecycle, enabling it to meet the state's evolving grant management needs effectively. This proactive approach to funding will not only facilitate the system's successful deployment but will also support its long-term sustainability, reducing financial risk and ensuring continued service delivery.

3.1.1.2 Centralized Governance Body (CGB)

Creating a centralized governance body will be essential to ensure the successful implementation of the EGMS across Minnesota's grant-making agencies. This governing body would serve as the focal point for managing, coordinating, and overseeing all aspects of the EGMS project, ensuring that the system is implemented smoothly, efficiently, and in alignment with the state's strategic goals for grants management. The importance of centralized governance is underscored by the successes of states like Arizona, Indiana, and Illinois. Each state established dedicated governance bodies that were instrumental in the development and implementation of their enterprise grants management frameworks. Additional details can be found in the Target States Report (see Appendix B).

- **Arizona:** The Grants and Federal Resources Team (GFRT) played a pivotal role in automating and streamlining grants processes through their EGMS.
- **Indiana:** The State Budget Agency (SBA) led statewide coordination, ensuring consistency and alignment with state priorities.
- **Illinois:** The Grants Accountability and Transparency Unit (GATU) provided leadership in establishing standardized policies and performance monitoring.

The Centralized Governance Body (CGB) could include key agency stakeholders such as senior representatives from grants management who will oversee the EGMS implementation by ensuring project accountability, coordinating stakeholders, developing policies and standards, managing risks, allocating resources, and driving continuous performance improvement. Arizona's GFRT and Illinois's GATU primarily work on grants management while the SBA in Indiana is responsible for fiscal management and reporting in addition to grants management. The State of Minnesota will need to decide whether to establish a dedicated governance body solely focused on EGMS oversight or work with existing agencies to determine who takes on the key responsibilities.

The centralized governance body in Minnesota could have several key responsibilities, including:

1. **Project Oversight and Accountability:** The CGB will monitor the EGMS implementation, ensuring adherence to timelines, budgets, and objectives. It will address any challenges or obstacles that arise during the process, maintaining accountability across all involved stakeholders.
2. **Stakeholder Coordination:** Acting as the central communication hub, the CGB will facilitate collaboration among state agencies and divisions involved in grants management. This coordination will ensure alignment across all agencies, enabling consistent feedback, informed decision-making, and shared knowledge throughout the project.
3. **Policy and Standards Development:** The governance body will establish and enforce policies, standards, and best practices for EGMS usage. These guidelines will cover areas such as data entry, reporting, security, and compliance, ensuring uniformity and adherence to legal, regulatory, and federal requirements across participating agencies.
4. **Risk Management:** By proactively identifying and addressing potential risks, the CGB will mitigate challenges that could delay the project or increase costs. This proactive approach will help ensure a seamless rollout of the EGMS.
5. **Resource Allocation and Support:** The CGB will oversee the efficient distribution of both human and financial resources necessary for successful implementation. This includes managing training initiatives, offering ongoing support, and ensuring agencies have the tools and expertise required to adopt and operate the system effectively.
6. **Performance Monitoring and Continuous Improvement:** Following implementation, the CGB will regularly assess the system's performance, gather user feedback, and identify opportunities for improvement. This ongoing evaluation will ensure that the EGMS remains effective, scalable, and adaptable to evolving needs.



Figure 3.1.1.2.1 – Responsibilities of the CGB

The project team recommends that the Central Governance Body oversee the information gathered from all twenty-nine grant-making agencies during the preliminary analysis phase of the Feasibility Study project, including processes and requirements for the EGMS implementation. These documented processes and requirements will play a key role in establishing the foundation of EGMS at time of deployment.

Overall, the centralized governance body would be a critical entity in guiding the EGMS implementation, fostering collaboration, and ensuring that the system delivers optimal value to all state agencies involved in grants management. By providing oversight, fostering communication, and ensuring alignment with strategic objectives, it would ensure that the EGMS serves the needs of the state efficiently and effectively. Below are some key initiatives recommended by the project team for the Centralized Governance Body before initiating the procurement of an EGMS.

Standard Operational Structure

The gap analysis conducted during the Feasibility Study revealed critical variations in grant-making roles across Minnesota's agencies, highlighting potential challenges for implementing the EGMS. These discrepancies include inconsistent job titles, varying responsibilities for similar roles, and a decentralized operational structure. Agencies often use different titles for roles that perform comparable functions, with responsibilities differing significantly depending on the agency. These inconsistencies create inefficiencies, hinder collaboration, and complicate the adoption of a unified grants management system. Without addressing these foundational issues, the EGMS could face hurdles such as misaligned workflows, confusion in role assignments, and uneven system utilization, limiting its ability to deliver streamlined operations and enhanced inter-agency collaboration. Detailed findings from this analysis are documented in the Functional and Technical Assessment Report (see Appendix D).

To address these challenges, the project team recommends initiating a focused strategy to thoroughly examine operational roles across all grant-making agencies and develop a standardized framework. The unique operational structure of each agency, union contracts, and job classifications of roles involved in grantmaking will need to be considered. One option to create greater consistency across agencies to align roles and job functions to support an EGMS would be to standardize within the EGMS itself. User roles within the system could be based on job functions within the grant lifecycle rather than titles such as 'grant manager' or 'grant supervisor' that may differ at the agency level. Another option would be to apply a standardized framework that links job titles with standard role definitions and responsibilities across agencies while accommodating the customization needs of each agency. Some effort to create consistent nomenclature for roles and clarifying responsibilities will be required while allowing flexibility for specialized functions unique to certain agencies.

Proposed Steps:

1. **Mapping Roles and Responsibilities:**
 - A comprehensive mapping of roles and responsibilities should be conducted across all grant-making agencies and their divisions. This process would involve engaging each division within every agency through meetings and workshops to gather detailed information about their specific structures, roles, and responsibilities. The objective would be to capture the nuances of each agency's operational model, identifying overlaps, redundancies, and unique requirements.
 - The central offices at many agencies, currently lack a clear understanding of role variations and discrepancies within their grant-making divisions. This mapping exercise will uncover these gaps, providing critical insights that will inform the creation of a unified framework. This framework will standardize roles and responsibilities across agencies while accommodating specific needs, ensuring consistency, efficiency, and alignment in grant management processes statewide.
2. **Conducting a Comprehensive Gap Analysis:**
 - Following the detailed mapping of roles and responsibilities, a comprehensive gap analysis should be undertaken to identify and understand the discrepancies across all agencies and divisions. This analysis will pinpoint variations in responsibilities, inconsistencies in job titles, and misalignments in processes.
 - Based on the findings of the gap analysis, the Centralized Governance Body could design a new operational structure for grant administration. This structure will standardize and clearly define updated roles and responsibilities, ensuring consistency and efficiency in grant management

processes. The new framework will be aligned with the requirements of the EGMS, providing a solid foundation for streamlined operations across all agencies.

3. Collaboration with Vendors and Stakeholders:

- Once the operational baseline structure is finalized, it will be aligned with user roles and permissions in the EGMS in collaboration with the selected vendor.
- This will ensure that the roles and responsibilities identified in the new operational structure are seamlessly integrated into the system's functionality, allowing for efficient and effective grant management workflows.

The finalized operational structure will be tailored to address the specific needs and priorities of each agency. This customization will be carried out in close collaboration with all relevant stakeholders, ensuring that the structure not only aligns with the overarching goals of the EGMS but also supports the unique operational goals and workflows of individual agencies. The operational structure identified for each of the twenty-nine grant-making agencies during the preliminary analysis phase of the project can serve as the starting point for this initiative, ensuring consistency and efficiency across the EGMS implementation.

Standard Reports/Forms Terminology

The variation in terminology for reports and forms across Minnesota's grant-making agencies has been identified as a challenge during the feasibility assessment of the EGMS. Different agencies often use varying terms to refer to the same forms, reports, or data fields—such as "request for reimbursement," "claim request," or "budget report"—leading to confusion, inefficiencies, and errors. This inconsistency hampers effective communication, data sharing, and accurate enterprise-level reporting, making the implementation of EGMS more complex. A standardized approach to terminology is important to ensure consistency, streamline operations, and support the successful adoption of EGMS across the state. To address these challenges, the measures shown in Figure 3.1.1.2.2 below are recommended:



Figure 3.1.1.2.2 – Measures for standardizing forms/terminologies

Standardizing terminology across agencies is an important step in improving grant management processes statewide. This initiative will not only simplify the implementation of EGMS but also enhance inter-agency collaboration, reduce errors, and promote efficient data sharing. By adopting a unified framework, Minnesota can ensure that its grant-making operations are streamlined, accurate, and ready to meet the demands of a modernized system.

Standard Data Retention

Currently, grant-making agencies have varying data retention periods, ranging from six to ten years, with some agencies retaining records indefinitely. The CGB may want to establish a standardized data retention policy for all grants-related data, including financial data, application details, reports, and historical records. This policy could also include guidelines for migrating data from legacy systems, external databases, and manual records, as applicable. During the implementation phase, data migration activities could align with these newly defined policies and guidelines.

Standard Third-party System Integration

During the preliminary analysis phase of the project, many agencies expressed a desire to integrate the EGMS with various existing systems and tools. While some integrations could enhance operational efficiency, others might introduce unnecessary complexity to the system, which could be minimized by establishing certain safeguards. A formal policy would establish the framework, standards, and requirements for integrating third-party systems with the EGMS. The policy would ensure consistency across integrations. Key components of the third-party system integration policy could include:

Purpose and Goals: Define the objectives of integrating third-party systems. This could include enhancing functionality, enabling data exchange, improving efficiency, and ensuring compliance with regulations.

Scope of Integration: Clearly outline which third-party systems will be integrated with the EGMS, including any external platforms, applications, data sources, or services that interact with the EGMS.

Legislative adoption

Based on the learnings gathered from other states, the Central Governing Body (CGB) could consider implementing a set of regulatory measures aimed at ensuring a smoother transition and consistent adoption of the new EGMS by all grant-making agencies within the state. These regulations will establish clear expectations and provide a structured framework to support compliance, enhance operational efficiency, and modernize the grant management process. The proposed regulations could include the following:

- **Mandatory Use of EGMS for Payment Processing Requests:** All grant payment processing requests that require submission through the Swift payment platform must be generated exclusively via the new EGMS system. This measure is designed to streamline payment workflows, enhance transparency, and ensure that all financial transactions related to grants are properly recorded and managed within the centralized system.
- **Restriction on New Contract Initiations:** Agencies will be prohibited from initiating new contracts or agreements related to grants management outside the scope of EGMS once the legislature has formally approved the system's implementation. This regulation will ensure that all future contractual obligations align with the EGMS framework, avoiding potential fragmentation or reliance on legacy systems.
- **Non-Renewal of Existing Vendor Contracts:** Existing contracts with vendors for grant management services that are not compatible with the EGMS system will not be renewed upon their expiration. This approach will phase out outdated or redundant systems, driving a full transition to EGMS while minimizing disruption. Agencies will be required to assess their current vendor relationships and develop a migration plan to EGMS during the contract term.

These initiatives will help drive the successful adoption and long-term sustainability of the EGMS across grant-making agencies in Minnesota.

3.1.1.3 Identifying Owners of the EGMS

For the successful management, maintenance, and continuous improvement of the EGMS, it is essential to designate clear ownership across different operational, maintenance, training, and policy-related functions. Assigning ownership will ensure accountability, establish clear roles and responsibilities, and enable the system to meet the evolving needs of the State of Minnesota's grants management processes. Some states have adopted a centralized model, assigning most of the responsibilities and ownership of the EGMS to a central authority or agency. In contrast, others have opted to distribute these responsibilities and ownership across multiple agencies, which helps spread the workload but requires greater coordination. Below are the recommended roles and responsibilities for Minnesota for various key aspects of the EGMS. The responsibility of finding the owners of the EGMS remains with the state leadership team.

Operational Ownership

This entity would be the primary owner of the EGMS's operational functions, and its role will be to oversee the day-to-day functioning of the EGMS, ensuring that it aligns with the state's grant administration objectives, policies, and performance standards.

Responsibilities of Operational Ownership:

- **System Oversight:** Ensure that the EGMS operates in alignment with state grant management goals and compliance requirements.
- **Grant Process Management:** Define, review, and streamline the business processes for grant management across agencies, ensuring that EGMS is used effectively.
- **Performance Monitoring:** Track and measure the performance of the EGMS in terms of efficiency, accuracy, and effectiveness in managing grants.
- **Stakeholder Coordination:** Serve as the point of contact for all grant-making agencies, facilitating communication between different departments and ensuring that their operational needs are met.

Policies Ownership

This entity would take ownership of the policies governing the use of the EGMS, ensuring that all users and stakeholders adhere to standardized policies and regulatory requirements.

Responsibilities of Policies Ownership:

- **Policy Development:** Establish and enforce policies for the proper use of the EGMS, including data management, security protocols, user roles, and compliance with state and federal regulations.
- **Compliance Monitoring:** Regularly review policies to ensure they are in line with evolving regulatory requirements, including grant management regulations and data protection laws.
- **Policy Communication:** Ensure that all stakeholders are informed of relevant policies and any updates or changes. This includes creating clear documentation and guidelines.

Process Ownership

This entity would be responsible for defining and overseeing the processes associated with the EGMS. Processes provide step-by-step instructions for users and administrators to effectively carry out tasks within the system.

Responsibilities of Process Ownership:

- **Process Development:** Develop detailed, standardized processes for the operation of the EGMS which includes processes for data entry, reporting, financial management, and grant administration.
- **Process Improvement:** Continuously assess and improve processes to ensure they remain efficient, effective, and aligned with best practices in grants management.
- **User Documentation:** Provide clear, accessible user documentation and standard operating processes for all system functions, ensuring that end users are well-equipped to navigate and utilize the EGMS.

Maintenance Ownership

This entity would take on the responsibility for the ongoing maintenance of the EGMS, ensuring that the system remains secure, reliable, and up to date. They will be responsible for managing the technical aspects of the system, including infrastructure, updates, and troubleshooting for Level 2 support (Explained in Section 3.1.3.1 below).

Responsibilities of Maintenance Ownership:

- **System Security and Stability:** Ensure the integrity of the system by applying patches, performing security updates, and monitoring for vulnerabilities.
- **System Performance and Optimization:** Conduct routine performance checks, optimization, and troubleshooting to resolve any technical issues that may arise.
- **Data Backup and Disaster Recovery:** Oversee regular data backup procedures and ensure disaster recovery protocols are in place to safeguard against data loss or system outages.
- **System Enhancements:** Manage upgrades, customizations, and new releases for the EGMS, including testing and deployment of new features and functionalities.

Training Ownership

This entity would be responsible for the training functions of the EGMS including the development of training programs and ongoing support for both internal staff and external users, ensuring that all users are proficient in using the system. Staff at the agencies would be responsible for delivery once identified trainers at the agency are trained.

Responsibilities of Training Ownership:

- **Training Program Development (Identified Owner):** Design and implement comprehensive training programs tailored to different user roles (e.g., agency staff, administrators, end-users).
- **Onboarding and Ongoing Training (Agency staff):** Provide initial training to new users as well as continuous education on new features, best practices, and system updates.
- **User Support (Identified Owner):** Offer ongoing assistance and resources, such as user guides, FAQs, and online support, to ensure users are effectively utilizing the system.
- **Feedback Collection (Identified Owner):** Gather feedback from users to continuously improve training materials and strategies, ensuring that training evolves alongside system updates.

By clearly defining the ownership for various aspects of the EGMS, the State of Minnesota can ensure that the system operates efficiently, meets compliance requirements, and provides the necessary support to its users. This distribution of responsibilities also ensures a well-rounded, accountable, and sustainable system that can support the evolving needs of grants management in the state.

3.1.1.4 EGMS Fit for Minnesota

As part of the Feasibility Study project, a solution analysis was conducted to evaluate and assess potential vendor solutions that could meet the needs of twenty-nine grant-making agencies of the State of Minnesota. Based on the scoring mechanism created by mapping the high-level requirements of the state agencies and comparing the available solutions in the market, the top four vendors have been identified as the best candidates to meet the needs of the State of Minnesota's EGMS. These vendors have demonstrated their ability to deliver solutions that can align with the state's functional, technical,

security, and accessibility requirements and the details of the vendor selection process can be found in the Solutions Analysis Report (see Appendix B). The next step in the procurement process will involve deeper engagement with these vendors, including detailed demonstrations and discussions.

In-Depth Analysis

As part of the **Preliminary Analysis Phase** of the EGMS Feasibility Study project, the RKCS project team conducted a comprehensive assessment of the grants management landscape across twenty-nine grant-making entities in the State of Minnesota over a seven-month period from April to October 2024. During this time, functional, technical, security, and accessibility requirements were identified and documented, aligning with legal, legislative, federal, and state grant mandates essential for the EGMS.

The findings from this analysis, along with detailed requirements gathered from each agency, are presented in the Functional and Technical Assessment Report (see Appendix D). The desired functional and technical requirements for the EGMS were categorized based on their severity levels—**Critical**, **High**, or **Low**—as defined below. The severity of each requirement was determined by the SMEs of the respective agencies.

Severity	Definition
Critical	Essential features (showstoppers) that are necessary to continue essential grants management operation
High	Important for optimal performance but not immediately critical, business operations can continue without it temporarily while day-to-day functioning remains unaffected.
Low	Low impact (Nice to have features that could potentially add value)

Table 3.1.1.4 – Severity of Requirements Collected and Definition

Among these, only the **Critical** severity features were analyzed during the Preliminary Analysis phase, and a **High-Level Requirements list** was created. This list was used to assess vendor solutions in the subsequent Market Research - Solution Analysis phase, which led to the identification of the top four vendors who most closely meet the needs of Minnesota's grant-making agencies. The gap analysis of the critical requirements across twenty-nine agencies showcased:

- **102** total, representing the essential capabilities needed to meet compliance and operational needs.
- **69** applicable to all agencies, emphasizing universal system features such as reporting and compliance tools, integration capabilities, and robust security and accessibility needs.
- **16** shared by multiple agencies, indicating common needs like dashboards, workflows, and reporting tools.
- **17** specific to individual agencies, highlighting tailored requirements unique to certain programs or operations.

These critical severity features, designed to meet the needs of all twenty-nine grant-making agencies, encompass features that include policy considerations, automated workflows for pre-award, award, and post-award stages, system functionalities for managing grants throughout their lifecycle, integrations with third-party tools such as SWIFT, and data migration requirements. Some takeaways from the collected requirements are as follows:

Key Focus Areas:

- Many critical requirements pertain to supporting legal, federal, and state grant mandates, and thus ensuring adherence to compliance standards and policies is crucial.
- The need for customizable workflows and dashboards tailored to user roles highlights the importance of flexibility in the system.
- The majority of requirements are applicable across multiple agencies, reinforcing the need for a universally adaptable solution.

Key Observations:

- 16 critical requirements are required by more than one agency, while 17 are specific to certain agencies, indicating a mix of shared and unique needs across the entities.
- Agency-specific requirements focus on specialized workflows, reporting, or compliance needs tied to unique mandates or program objectives.
- Shared and universal requirements point to the need for scalability and flexibility in the EGMS to accommodate both common and distinct needs effectively.

The project team recommends conducting a deep dive into all 102 critical features with the top four vendors to identify the best fit for Minnesota's needs. These deep-dive sessions should involve SMEs from Minnesota's grant-making agencies. Agencies such as COMM have shown significant interest and recommended that a representative from each agency ought to serve on a Procurement Advisory Team for the EGMS, ensuring optimal results. This approach will ensure that the selected vendor provides a robust and effective EGMS solution, supporting the State of Minnesota's commitment to efficient, transparent, and streamlined grants management. The critical requirements spreadsheet is available in Functional and Technical Assessment Report (see Appendix D, section 9.6.2 [13]).

The project team has also recommended in the Functional and Technical Assessment Report (see Appendix D, section 9.6.2 [11] [12]) that Security and Accessibility engineers from MNIT be involved to provide further guidance on security and accessibility requirements during the procurement process.

Contract Negotiation and Procurement

After thoroughly evaluating the state's critical requirements with the top four vendors, Minnesota can select its preferred choice. Utilizing cooperative purchasing agreements, such as those offered by the National Association of State Procurement Officials (NASPO), provides an efficient and cost-effective method for the State of Minnesota to procure an EGMS through resellers. By leveraging pre-negotiated contracts, access to vetted vendors, volume discounts, and reduced administrative effort, the state can expedite the procurement process. This ensures a timely and successful EGMS implementation that meets the needs of all stakeholders. This strategy optimizes the procurement process and guarantees the state receives the best value while fulfilling its operational and technical requirements. Additionally, some vendors have Master Contracts with the State of Minnesota.

3.1.2 Implementation Phase

The implementation phase outlines recommended strategies for deploying the EGMS across twenty-nine grant-making agencies in the State of Minnesota. It covers an analysis of requirements, system configuration, and agency-specific customizations, followed by system testing, training for internal agency staff and grant subrecipients, as well as go-live and post-production support.

As established through assessment in the Functional and Technical Assessment Report (see Appendix D) the State of Minnesota already has the following standard grants management functions used across twenty-nine agencies for grant-making and administration.

- Federal and OGM policies
- Pre-award, award, and post-award processes
- Common (65.65%) critical functional and technical requirements
- Standard OGM templates
- Payment processing system

These common components can serve as the core foundation (Minimum Viable Product – MVP) of the system, with agency-specific customizations layered on top. Table 3.1.2.1 below outlines the step-by-step process to implementation which is then described in the following section.

Steps	System Setup	Description
Step 1 – Requirements Analysis	Understanding of processes and requirements for EGMS of twenty-nine grant-making agencies for Minimum Viable Product (MVP)	Requirements analysis by the vendor based on the processes and requirements gathered during the preliminary analysis phase of the project.
Step 2 - Blueprinting	Vendor sets up/configures the Minimum Viable Product (MVP) utilizing federal policies 2 CFR (Code of Federal Regulations) Part 200 and 13 OGM policies (business rules in workflows, forms, etc.)	Setting up the base foundation of the enterprise system
Step 2 - Blueprinting	Set up global user roles and permissions (preferably based on the new operational structure from CGB)	Setting up the base foundation of the enterprise system
Step 2 - Blueprinting	Vendor configures the Minimum Viable Product (MVP) workflows reviewing and utilizing pre-award, award, and post-award processes as created for each agency during the preliminary analysis phase of the project	Setting up the base foundation of the enterprise system
Step 2 - Blueprinting	Configure common critical requirements as the initial set-up as identified in the Gap Analysis document	Setting up the base foundation of the enterprise system
Step 2 - Blueprinting	Set up standardized reports/forms templates from OGM along with standardized terminology from CGB	Setting up the base foundation of the enterprise system
Step 2 - Blueprinting	Set up 16 critical requirements required by more than one agency and 17 unique critical requirements for specific	Using the gap analysis sheet, implement the agency-specific unique requirements

Steps	System Setup	Description
	agencies as identified in the Gap Analysis document	
Step 2 - Blueprinting	Set up SWIFT voucher files for automated payment processing	System set-up for individual agencies
Step 3 - Tailoring	Conduct focus groups with agencies as per cohorts (groups) defined in the next section.	Configure/customize based on each agency's need providing autonomy to the agency
Step 3 - Tailoring	Configure set-up based on agency-specific policy needs	Configure/customize based on each agency's need providing autonomy to the agency
Step 3 - Tailoring	Configure pre-award, award, and post-award process flows based on agency-specific needs	Configure/customize based on each agency's need providing autonomy to the agency
Step 3 - Tailoring	Set up high and low-severity requirements for agency-specific needs	Using the requirements workbook of each agency and information from the focus group giving autonomy to the agency
Step 3 - Tailoring	Configure operational structure/user roles based on agency-specific needs	Customize based on each agency's needs giving autonomy to the agency
Step 3 - Tailoring	Configure business rules to incorporate agency-specific internal controls	Customize based on each agency's needs giving autonomy to the agency
Step 3 - Tailoring	Configure/customize agency-specific forms and templates, and internal controls	Customize based on each agency's needs giving autonomy to the agency
Step 4 – Data Migration	Data Migration per cohort	Based on suggested policy/process from CGB
Step 5 - Integrations	Third-Party System Integration per cohort	Based on suggested policy/process from CGB
Step 6 - Training	Training of internal staff for train the trainer (per cohort)	Provide detailed training using train the train-the-trainer approach utilizing different methods such as hands-on sessions, user manuals, videos etc.
Step 6 - Training	Internal agency staff training (per cohort)	The trained trainer provides detailed training to the agency staff
Step 6 - Training	Training of external end users (per cohort)	The agency staff provides training to the end users
Step 7 – User Acceptance Testing (UAT)	UAT by the agency end-users and selected sub-grantees for feedback	Conduct unit testing and UAT prior to go live of each cohort

Steps	System Setup	Description
Step 8 - Go-Live	Go-Live to end-users across the Department and all sub-grantees	Go-live milestone of each cohort

Table 3.1.2 – EGMS Implementation Steps

3.1.2.1 Requirements Analysis and Blueprinting

The purpose of requirements analysis and blueprinting by the vendor requires a thorough analysis of the processes and requirements of all agencies and configure the Minimum Viable Product (MVP) to align with federal and OGM policies while addressing the common needs to establish a solid foundation for the EGMS rollout.

Step 1 - Requirements Analysis will involve elaboration of the processes and requirements for the EGMS across the twenty-nine grant-making agencies to establish a Minimum Viable Product (MVP). The vendor will conduct a thorough analysis based on the processes and requirements gathered during the preliminary analysis phase of the project to ensure the system meets the essential common needs of each agency.

Step 2 - Blueprinting will focus on configuring the MVP by the vendor, utilizing federal policies (2CFR Part 200) and 13 OGM policies to define business rules in workflows, forms, and other system components. The vendor will establish a standard foundation for system setup across all agencies, ensuring alignment with pre-award, award, and post-award processes. Additionally, the CGB's operational structure will map the user roles and permissions, and critical requirements identified in the Gap Analysis document will be implemented. This will include setting up sixty-nine critical requirements as the initial configuration, along with agency-specific needs, and establishing automated payment processing through SWIFT voucher files for efficient payment handling across agencies.

3.1.2.2 Tailoring, Data Handling, and Integration

At this stage of implementation, it is essential to address the unique needs of each agency, allowing them the flexibility to tailor the system according to their specific requirements. This autonomy ensures that each agency can optimize the EGMS to best align with its operational processes, internal controls, and regulatory needs.

Step 3 - Tailoring will involve conducting focus groups with agencies, organized into cohorts or groups (as recommended in Structure 1 or Structure 2 at the end of this section), to gather insights and customize the system according to each agency's unique needs. This approach empowers each agency to have control over its specific requirements, including tailoring policies, pre-award, award, and post-award process flows. Agencies will also have the autonomy to define severity levels for requirements, set up their operational structures and user roles, and customize business rules and internal controls. Additionally, forms and templates could be configured to meet agency-specific controls, ensuring alignment with their processes.

Step 4 - Data migration for the EGMS implementation will involve transferring data from existing systems and tools to the new platform, that could be guided by the policies and processes established

by the Centralized Governance Body (CGB). This will include assessing and mapping the data for compatibility with the new system, cleansing it to remove inaccuracies, and developing a detailed migration plan with a clear timeline. Extensive testing and validation will ensure the integrity and accuracy of the migrated data, while training and support will be provided to users for seamless access to the new system.

Step 5 - Integrating third-party systems with the EGMS will be essential for seamless data exchange and process automation. This integration could follow the policies and processes established by the Centralized Governance Body (CGB), which will define integration standards, ensure data security, and select the appropriate methods for connecting systems. This will include testing and validation to ensure data flows correctly and securely, helping the EGMS work efficiently within the broader IT ecosystem.

The phased approach ensures that customization is carried out systematically, addressing each agency's requirements while maintaining consistency and aligning with the overall framework defined by the CGB. This structured method allows for smooth integration and effective implementation across all agencies.

3.1.2.3 Training, UAT, and Go-Live

This phase of the implementation process will include training internal staff and external users to ensure proficiency in using the EGMS. This is followed by testing to confirm the system's functionality and a successful Go-Live to ensure smooth operation across all agencies.

Step 6 - Training will be a critical phase of the implementation process, focusing on equipping internal staff with the necessary knowledge to operate the EGMS effectively. The "train-the-trainer" approach may be utilized for each cohort, where selected internal staff members are trained in-depth on the system's features and functionalities using various methods such as hands-on sessions, instructional manuals, and other online training resources. This will ensure that internal staff become proficient in the system, serving as the primary trainers for their respective teams.

Once the trainers are equipped with the knowledge, they can conduct detailed training for the internal agency staff within each cohort. This hands-on, cohort-based training can be structured to ensure agency-specific processes are understood and can be executed effectively using the EGMS. Additionally, external end users, such as grant recipients or subrecipients, would also receive training from trained agency staff. The goal is to ensure that all users—internal and external—are proficient with the system prior to its full deployment.

Step 7 - UAT (User Acceptance Testing) would follow the completion of training and is a vital step before the system goes live. During this phase, unit testing and user acceptance testing (UAT) will be conducted for each cohort to ensure that the EGMS functions as expected and meets the requirements set forth during earlier stages. The testing process will involve verifying the system's functionality, identifying any bugs or issues, and ensuring that the system meets both technical and user expectations. Feedback gathered during UAT will help make necessary adjustments to ensure a smooth transition to the go-live phase.

Step 8 - Go-Live will involve the official launch of the EGMS for each group, with all components of the system being operational. Following the go-live, post-implementation support will be provided to resolve any issues that arise and ensure the system is running smoothly across all agencies. This step will ensure that the system is fully integrated into daily operations and accessible for both internal staff and external users.

To ensure a successful rollout, agencies may be grouped into different cohorts. The following two cohort structures are recommended.

Structure 1:

Please note to identify the cohorts, the size of the agencies is defined as follows:

- **Large size:** Agencies with substantial grant-making amounts (~>1B) and a large number of staff (>200) involved in grants administration.
- **Mid-size:** Agencies with moderate grant-making amounts (between 300M-1B) and fewer staff (~100-200) involved in grants administration compared to large agencies.
- **Small size:** Agencies with smaller grant-making amounts (~<300M) and a relatively smaller number of staff (<100) involved in grants administration compared to mid-size agencies.

Below is a generic cohort structure for any of the four vendors and solutions selected for an EGMS implementation.

Cohort 1	Pilot implementation: DNR, ADM, MNGEO, MNSure, MDVA The pilot cohort includes a mix of mid-sized and small agencies.
Pilot implementation	Pilot implementation is a critical step in the EGMS rollout process, enabling a controlled and manageable deployment prior to full-scale launch across other state agencies. This phase provides an opportunity to test the system with a select group of agencies, gathering valuable insights to refine and enhance the system for broader deployment.
Rationale	DNR: This medium-sized agency has recently completed a feasibility study for implementing a GMS. With detailed process mapping and requirements gathering already finalized, and SMEs actively advocating for a GMS, DNR is well-prepared and highly motivated to adopt a system that supports their grants administration. ADM, MNGEO, MNSure: These smaller agencies currently use Foundant as their GMS. Their similar system usage, aligned requirements, expectations, and training needs make the transition to an EGMS more straightforward, ensuring a smoother adoption process. MDVA: Including MDVA, a smaller agency without an existing GMS, provides a diverse mix of agency sizes for the pilot implementation. This inclusion will help refine the system by addressing unique needs across both medium-sized and smaller agencies.
Comments	The pilot implementation of the EGMS with DNR, ADM, MNGEO, MNSure, and MDVA will serve as a pivotal learning phase, laying the groundwork for a seamless statewide deployment. This phase will enable the project team to identify and address any issues, enhance system features, and refine processes before expanding the launch to larger agencies.

Cohort 2	MDH This cohort includes one of the large agencies
Rationale	MDH: As one of the largest grant-making agencies in the state, MDH currently lacks a centralized GMS, making it a strong candidate for implementing the EGMS at this stage. The agency is eager to streamline its day-to-day grant operations, and the insights gained from the pilot implementations will serve as a solid foundation for ensuring a successful deployment.
Comments	Successfully implementing the EGMS for one of the state's largest grant-making agencies would represent a significant milestone. This process will likely uncover unforeseen challenges that can be addressed early in the implementation, providing valuable insights. These lessons learned can be applied to subsequent deployment phases, ensuring smoother transitions for other agencies.

Cohort 3	MHFA, DLI, EMSRB, MASC, MNDOR This cohort comprises a mix of mid and small size agencies.
Rationale	MHFA: A midsize agency, MHFA has recently completed process and requirement mapping for implementing a GMS and is in the process of finalizing a vendor contract as of this report. However, some resistance to transitioning to the EGMS has been identified in the Functional and Technical Assessment Report (see Appendix D, Section 9.6.4). The successful implementation of the EGMS at MDH could serve as a compelling example and motivate MHFA to adopt the new system. DLI, EMSRB, MASC, and MNDOR: These smaller agencies currently operate without a GMS. Implementing an EGMS in their day-to-day operations would significantly streamline processes and provide relief from their existing manual or less efficient workflows. The introduction of the EGMS is expected to be well-received and offer immediate operational benefits.

Cohort 4	DHS This cohort includes a large agency.
Rationale	DHS: The Department of Human Services (DHS), the largest grant-making agency in the state, has identified a critical requirement for the EGMS: the ability to manage all types of contracts, including Professional/Technical (P/T) contracts. Currently, DHS relies on the Contracts Integration System (CIS) for contract management and expects the new system to replace CIS while offering enhanced functionalities for the entire grant lifecycle. If the selected EGMS proves capable of managing all contract types, not just grants-related contracts, it will significantly simplify DHS's transition and ensure seamless adoption.
Comments	Successfully implementing the EGMS for the state's largest grant-making agency would represent a major milestone. Although unforeseen challenges may arise, addressing them early in the implementation phase will yield valuable insights. These lessons can be leveraged in subsequent deployment phases, facilitating smoother transitions for other agencies.

Cohort 5	MDA, OSS, MPCA, PFA, TOUR This cohort includes a mix of mid and small size agencies.
Rationale	MDA and OSS: Both agencies currently use Foundant as their GMS. The transition of agencies like ADM, MNGEO, and MNSure—from Foundant to the new EGMS—can serve as practical examples for MDA and OSS. A successful implementation and positive reception by these agencies could encourage MDA and OSS to adopt the new system with greater confidence. MPCA, PFA, and TOUR: These agencies, comprising a mix of mid-sized and small-sized organizations, currently operate without a GMS. Introducing the EGMS will provide substantial relief from their manual processes, streamline grant management operations, and facilitate smoother transitions into more efficient workflows.

Cohort 6	DEED This cohort consists of another large size agency.
Rationale	DEED: The Department of Employment and Economic Development (DEED) is in the process of implementing Agate’s IntelliGrants (IGX) system, selected after a rigorous RFP process. However, there is apprehension within the agency about transitioning to the EGMS due to the significant changes involved and the investment already made in IGX. To address these concerns, DEED may consider adopting the EGMS once it has been successfully implemented and well-established in other large agencies. Demonstrating the benefits and effectiveness of the EGMS in similar contexts will help alleviate apprehensions, enabling DEED to evaluate its potential and ensure a smoother transition should they decide to proceed with its implementation.

Cohort 7	BWSR, IRRR, DOC, MSAB This cohort consists of a mix of mid and small size agencies.
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Rationale	BWSR and IRRR: Both mid-sized agencies currently use established GMS platforms. BWSR's eLINK system effectively addresses its contact management and technical training needs, but integration with the EGMS may be required based on the integration policies and processes set by the CGB. IRRR, on the other hand, will need to transition from their current Fluxx system, a process that will involve significant changes in system usage. Once the EGMS is successfully implemented in other mid-sized agencies, BWSR and IRRR would be strong candidates for adoption, given their similar size and operational needs. DOC and MSAB: The Department of Corrections (DOC), which currently uses BlackCat-Flex for contract management, would benefit from transitioning to the EGMS to streamline operations and enhance grant oversight. Meanwhile, MSAB, having recently signed a contract with a vendor to implement a GMS, is at a pivotal stage where adopting the EGMS would help them align with statewide standards and avoid redundancy. Both smaller agencies stand to gain from the lessons learned in previous cohort implementations, ensuring greater efficiency and effectiveness in their grant management practices.
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Cohort 8	MnDOT This cohort consists of a large size agency.
Rationale	MnDOT: As another large agency, MnDOT currently relies on CAATS for contract management. Lessons learned from implementing the EGMS at other large agencies, such as DHS and MDH, will provide a strong foundation for its adoption at MnDOT. This transition will enable MnDOT to streamline and integrate its contract and grant management processes, enhancing operational efficiency and aligning with statewide standards.

Cohort 9	DPS, OHE, PELSB, MIAC This cohort consists of mid and small size agencies.
Rationale	DPS and OHE: Both agencies currently use Agate's IntelliGrants (IGX) system as their GMS. DPS has been using an earlier version of Agate's system but is scheduled to transition to IGX by the end of the year. OHE, meanwhile, is in the process of implementing IGX. While DPS has demonstrated flexibility in considering a new EGMS, OHE is more apprehensive due to the significant time and cost already invested in IGX. The successful implementation of the EGMS at DEED, which also uses IGX, could encourage both agencies to become more receptive to adopting the new system. PELSB and MIAC: These smaller agencies currently do not have a GMS. Implementing the EGMS would significantly reduce their reliance on manual processes, enhancing grant management efficiency and ensuring smoother transitions for their operations.

Cohort 10	COMM This cohort consists of a mid-size agency.
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Rationale	COMM: The Department of Commerce (COMM) is currently in the process of implementing the GrantVantage system, selected after a rigorous RFP process. However, there is apprehension within the agency about transitioning to the EGMS due to the significant changes involved and the investment already made in GrantVantage. Once the EGMS is successfully implemented and well-established at other large agencies, with demonstrated benefits, COMM may become more receptive to adopting the new system. This phased approach would allow COMM to assess the success of the EGMS in similar contexts, address their concerns, and ensure a smoother transition if they choose to move forward with implementation.
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Cohort 11	MDE This cohort consists of a mid-size agency.
Rationale	MDE: The Minnesota Department of Education (MDE) is currently implementing the MEGS system and has already made a significant investment in its development. This system is specifically designed to meet the unique requirements of the education department. Due to the substantial time, resources, and effort invested, MDE is highly apprehensive about transitioning to a new EGMS. Concerns include potential disruptions to their operations and the learning curve associated with adopting a new system, especially as MEGS is still being integrated. Given these factors, MDE should be considered the final agency for EGMS implementation. It would be prudent to first establish the EGMS in other agencies successfully. This phased approach would allow MDE to evaluate the benefits and challenges experienced by others, building confidence in the system, and ensuring that they are fully prepared for a smooth transition if they decide to proceed with the EGMS in the future.

Structure 2:

Structure 2 given below has been recommended in case **Agate** is the vendor of choice for implementing the IntelliGrants (IGX) system as the EGMS for the State of Minnesota. Agate's IntelliGrants system was the highest-scored solution in the Vendor Solution Analysis. Additionally, since Agate's IGX system is already in use by three large and mid-sized agencies in the state, the change management process will differ compared to using other EGMS solutions. The change management concerns raised by some of the larger agencies have been considered when recommending Structure 2 for this implementation and deviation from this proposed structure may pose additional change management risks for the state.

Cohort 1	Pilot implementation: DEED, DPS, OHE, ADM This cohort consists of a mix of large and mid-size agencies.
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Rationale	DEED, DPS, and OHE: These agencies are already utilizing IGX as their Grants Management System (GMS) and are therefore well-prepared to implement the new system first. The core components, including integration with the SWIFT system, are already established, making them ideal candidates for early adoption. This cohort will play a critical role in refining the system by: • Establishing key benchmarks to evaluate success. • Collecting lessons learned to improve future deployment cycles. • Demonstrating quick wins to generate momentum and build confidence in the new system. ADM: The pilot implementation of the EGMS with a small agency that currently does not use IGX will serve as a pivotal learning phase. This new agency will allow the project team to identify and resolve any issues that may not have been encountered with agencies already using IGX, while also helping to improve system features and refine processes before expanding the rollout to larger agencies. Additionally, it would be the first agency that can provide a proof of concept to other agencies.
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Cohort 2	DNR, MNGEO, MNSure, MDVA This cohort consists of a mix of mid and small size agencies.
Rationale	Same rationale as in Structure 1 for these agencies.

Cohort 3	DHS This cohort includes a large size agency.
Rationale	DHS: The Department of Human Services (DHS), the largest grant-making agency in the state, has identified a critical requirement for the EGMS: the ability to manage all types of contracts, including Professional/Technical (P/T) contracts. Currently, DHS relies on the Contracts Integration System (CIS) for contract management and expects the new system to replace CIS while offering enhanced functionalities for managing the full grant lifecycle. Agate has demonstrated that the IGX system is capable of handling all contract types, not just grants-related contracts. This capability makes DHS well-positioned to move forward with implementation if IGX is selected as the preferred system. Successfully implementing the EGMS at DHS would be a significant milestone, likely uncovering unforeseen challenges that can be addressed early in the process. The lessons learned from this implementation can then be applied to subsequent phases of deployment, ensuring smoother transitions for other agencies.

Cohort 4	MHFA, DLI, EMSRB, MASC, MNDOR This cohort consists of a mix of mid and small size agencies
Rationale	Same rationale as in Structure 1 for these agencies.
Cohort 5	MDA, OSS, MPCA, PFA, TOUR This cohort consists of a mix of mid and small size agencies
Rationale	Same rationale as in structure 1 for these agencies.

Cohort 6	MDH, PELSB, MIAC This cohort consists of a mix of large and small size agencies
Rationale	MDH: As one of the largest grant-making agencies in the state, MDH currently lacks a centralized GMS, making it a strong candidate for EGMS implementation at this stage. The agency is eager to streamline its day-to-day grant operations, and the lessons learned from successful implementations at other large agencies like DHS will provide a solid foundation for a smooth and effective deployment. PELSB and MIAC: These smaller agencies currently do not have a GMS. Implementing the EGMS would significantly reduce their reliance on manual processes, improving grant management efficiency and ensuring smoother transitions in their operations.

Cohort 7	BWSR, IRRR, DOC, MSAB This cohort consists of a mix of mid and small size agencies.
Rationale	Same rationale as in structure 1 for these agencies.
Cohort 8	MnDOT This cohort consists of a large size agency.
Rationale	Same rationale as in structure 1 for these agencies.
Cohort 9	COMM This cohort consists of a mid-size agency.
Rationale	Same rationale as in structure 1 for this agency
Cohort 10	MDE This cohort consists of a mid-size agency.
Rationale	Same rationale as in structure 1 for this agency.

Note: If an agency chooses not to adopt an EGMS system, it is recommended that the agency create a set of required data to be compiled (using an Excel spreadsheet) and sent to the centralized team, such as the Office of Grants Management (OGM), for upload and integration into the EGMS. This will ensure the generation of the necessary accountability information and reporting.

3.1.3 Post-Implementation Phase

Post-implementation focuses on maintaining system performance through effective Go-Live support. This includes setting up a Service Desk as the primary point of contact for addressing technical issues and user inquiries, ensuring swift resolution of any challenges. The Service Desk Escalation Process is also established to quickly escalate complex issues to specialized teams based on severity. Together, these support structures ensure the EGMS operates smoothly, with timely responses to problems, while maintaining system reliability and user satisfaction

3.1.3.1 Creating Service Desk Structure

A well-defined service desk structure is crucial for ensuring the smooth operation of an EGMS. The service desk will act as the central point of contact for resolving issues, providing support, and ensuring system continuity. To address varying levels of complexity in the support process, the project team proposes that the structure be divided into three distinct support tiers: Level 0 Support, Level 1 Support, Level 2 Support, and Level 3 Support. Each level will have clearly defined responsibilities, ensuring that issues are addressed efficiently and effectively.

Level 0 Support – Self-Service Resources

Level 0 support includes self-service resources that help users resolve issues and find information independently. This support typically consists of publicly available documentation, such as user manuals and setup guides, online training resources like video tutorials, and a Frequently Asked Questions (FAQ) section addressing common issues. These resources are accessible through the website or EGMS home page, allowing users to quickly access the information they need without direct contact with support staff. This approach enhances user efficiency and reduces the strain on support teams by providing readily available solutions.

Level 1 Support – Agency Staff

Level 1 support can be managed by the staff within the individual agencies, providing the first line of assistance for users experiencing issues. Their primary responsibilities will include:

- **User Roles and Access Management:** Ensuring that users have the appropriate access to the system based on their roles. This includes creating, modifying, and deleting user accounts, as well as managing permissions and security settings.
- **Configuration of Workflows, Forms, and Reports:** Assisting with configuring basic workflows, forms, and reports based on user needs and specific agency requirements. This ensures that the system is aligned with the unique processes and goals of each agency.
- **Training of End-Users and Internal Staff:** Providing initial training to end-users and internal staff on how to use the system effectively. This includes ensuring that new users are familiar with system functions and helping staff understand the specific configurations applied within their agency.
- **First-Level Troubleshooting:** Identifying and resolving basic system issues such as password resets, access problems, minor errors in reports or forms, and general user-related queries. If the issue cannot be resolved at this level, it will be escalated to Level 2 Support.

Level 2 Support – MNIT Staff

Level 2 support can be provided by MNIT staff, who will handle more complex issues that cannot be addressed by Level 1 Support. Responsibilities include:

- **System Maintenance and Updates:** Ensuring that the grants management system is running smoothly by performing regular system maintenance tasks, including applying patches, updates, and security fixes to the underlying software infrastructure.

- **Security Scans and Vulnerability Management:** Conducting routine security scans to identify and address vulnerabilities in the system. Ensuring that all system components meet the necessary security standards and comply with state and federal regulations.
- **System Optimization:** Ensuring that the system operates efficiently by reviewing performance metrics, optimizing database queries, and adjusting system configurations to handle increased loads or new features.

Level 3 Support – Vendor

Level 3 support can be handled by the vendor, providing the highest level of expertise for specialized issues related to customizations, training, and system upgrades. Vendor support is critical for handling issues that go beyond the scope of internal teams. Key responsibilities at this level include:

- **Customizations and System Enhancements:** Implementing custom solutions, modifications, or enhancements to the system that are beyond the scope of standard configurations. This includes integrating new functionalities or adapting the system to meet evolving needs.
- **Specific Training Issues:** Addressing specialized training needs for users or internal staff. This could involve advanced troubleshooting of training-related issues or offering tailored training for complex functionalities not covered in initial training sessions.
- **System Upgrades and New Releases:** Handling major upgrades or new releases of the system, ensuring that the new version is properly implemented and that all customizations are preserved. This may involve significant testing and reconfiguration to accommodate the new version.
- **Disaster Recovery and Business Continuity:** In the event of system failure, data loss, or significant operational disruption, Level 3 Support can coordinate disaster recovery efforts, including restoring data from backups, implementing failover systems, and ensuring that the system is brought back online as quickly as possible.
- **Advanced Troubleshooting:** Addressing more technical issues, such as system errors, performance problems, or issues related to system configurations that require expertise beyond the knowledge of the agency and MNIT staff. This also includes troubleshooting data integration issues, system slowdowns, and access control problems.
- **Vendor-Specific Issues:** Resolving complex technical issues related to third-party software, hardware, or services that cannot be addressed by internal staff. This may also include liaising with other third-party vendors if integration issues arise.

3.1.3.2 Service Desk Escalation Process

To ensure a smooth escalation from one level of support to the next, the service desk structure will include a clearly defined escalation process. Issues that cannot be resolved at Level 1 will be documented and passed on to Level 2 Support, and similarly, Level 2 issues that require vendor involvement will be escalated to Level 3. Each escalation will include detailed information about the issue, steps already taken to resolve it, and any relevant system logs or error messages, ensuring that higher levels of support can address the issue efficiently.

Creating a well-defined and structured service desk for supporting the EGMS ensures that users at all levels receive timely assistance, and that the system operates smoothly. By clearly delineating responsibilities and providing a robust escalation process, the service desk can handle a wide range of technical issues, ensure operational continuity, and improve the overall user experience for the State of Minnesota's EGMS.

4 Incorporating Change Management

Change management should be incorporated at the outset of the EGMS implementation project and continue throughout its lifecycle to ensure smooth adoption and long-term success. The process of incorporating change management involves planning, supporting, and guiding stakeholders through the transition to the new system. Below are key phases where change management is critical:

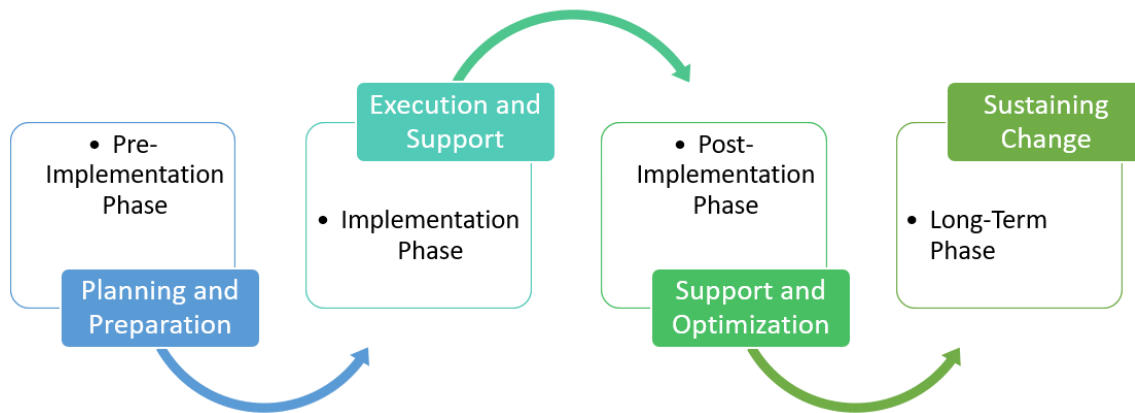


Figure 4.1 Phases Involving Change Management

Pre-Implementation Phase: Planning and Preparation

- **Stakeholder Analysis and Engagement:** Early identification of all stakeholders—internal staff, external partners, and other agencies—is essential. Understanding their concerns, expectations, and potential resistance will help proactively address issues and secure their buy-in from the beginning.
- **Engagement of SMEs:** Involving SMEs from each agency in the system selection process is a critical success factor. By participating in system demonstrations, evaluating how the solution meets their specific needs, and contributing to scoring and selection, SMEs will help build confidence in the solution, ease user acceptance, and reduce resistance to change.
- **Communication Strategy:** Developing a clear and consistent communication strategy is vital. This strategy should outline the purpose and benefits of the EGMS, along with the expected impact on day-to-day operations. Regular updates and transparent messaging will keep stakeholders informed, engaged, and aligned throughout the process.
- **Training Needs Assessment:** Conducting a thorough training needs assessment will ensure that training programs are tailored to user roles, responsibilities, and varying skill levels. By delivering targeted training, organizations can build competency and confidence, facilitating a smooth transition to the new system.
- **Defining Change Management Objectives:** Clear change management objectives should be established to drive the transition effectively. Goals such as improving user adoption, reducing resistance, and ensuring operational continuity are critical to success. Emphasizing these objectives will help minimize disruptions and maximize the benefits of the new EGMS.

By focusing on these areas, organizations can navigate change more effectively, foster engagement among all stakeholders, and ensure a seamless transition to the new system.

Implementation Phase: Execution and Support

- **User Training and Support:** Effective change management will be crucial for ensuring training programs meet user needs. Providing robust support mechanisms, such as help desks, on-site assistance, and real-time troubleshooting during the rollout, will build user confidence and ensure a smooth transition to the new system.
- **Managing Resistance:** Employ strategies such as personalized coaching, mentoring programs, and open forums to address concerns directly, providing users with the guidance needed to overcome obstacles and adapt to the new processes and system.
- **Continuous Communication:** Maintain clear, consistent communication by sharing regular progress updates, user feedback, and system improvements. Open communication channels will foster transparency, build trust, and dispel any confusion or misconceptions about the new system's functionality and benefits.
- **Champions and Leadership Engagement:** Empower change champions within the organization to act as advocates for EGMS adoption. These champions can provide peer support, resolve concerns, and encourage system utilization. Simultaneously, active leadership engagement is vital to inspire motivation, model commitment, and ensure alignment across all levels of the organization.

Post-Implementation Phase: Reinforcement and Optimization

- **Monitoring and Feedback:** Establish continuous feedback loops to gather user insights on experiences, challenges, and areas for improvement after implementation. Effective change management will ensure that these feedback sessions are well-structured and actionable and that any identified issues are promptly addressed.
- **Ongoing Training and Skill Development:** As users gain familiarity with the system, continue to provide ongoing training and regular updates to maintain proficiency and optimize system use. Change management will ensure training programs evolve to meet user needs and remain accessible over time.

Long-Term Phase: Sustaining Change

- **Continuous Improvement:** Foster an environment of continuous improvement where the EGMS evolves based on user feedback, technological advancements, and changing grant management requirements. Change management ensures the system remains aligned with organizational goals and adapts to future needs.

By incorporating change management at each of these phases, organizations ensure that the transition to the new system is not only smooth but also sustainable. Effective change management minimizes disruption, fosters a positive organizational culture, and maximizes the return on investment in the EGMS.

5 Final Feasibility Study Report Conclusion

In an era where transparency, efficiency, and accountability are essential to public trust, the State of Minnesota stands at a pivotal moment. The findings of this Final Feasibility Study Report provide a clear and compelling case for the potential benefits and pathways for implementing an EGMS. Minnesota's fragmented grants management landscape presents a significant opportunity for transformation. By implementing an EGMS, the state can address systemic inefficiencies, elevate inter-agency collaboration, and improve grant administration to better serve its agencies, stakeholders, and citizens.

The study reveals that Minnesota's current grant processes, spanning twenty-nine agencies and reliant on disparate tools, create barriers to effective oversight and management. This decentralized approach hinders transparency, delays decision-making in grant award evaluations, risk assessments, approvals, payment processing, and increases administrative burdens. A decentralized system also leads to inconsistent grantee user experiences by creating variations in processes, access, and support across different agencies. These challenges, while significant, are not unique. Peer states—Arizona, Illinois, and Indiana—demonstrate that adopting an EGMS can lead to measurable improvements in efficiency, compliance, and accountability. Their experiences underscore that success requires more than technology alone; it demands a shared vision, stakeholder engagement, and a commitment to thoughtful, phased implementation.

Through extensive evaluation, IntelliGrants (IGX) and eCivis emerged as leading solutions for Minnesota. IntelliGrants offers robust lifecycle management and configurability, while eCivis delivers proven scalability and success in multi-agency deployments. Together with other strong contenders like Fluxx and Salesforce, these options provide a clear roadmap for Minnesota to adopt a solution tailored to its unique needs and long-term goals.

The proposed phased implementation approach balances urgency with precision. Prioritizing high-impact agencies will allow the state to demonstrate early success, build trust, and lay the groundwork for broader adoption. Equally critical is the report's emphasis on change management, ensuring agencies are prepared, supported, and equipped to transition seamlessly to the new system. Additionally, the challenges identified—including data migration, system integration, and potential resistance to change—are real but manageable. By learning from the experiences of other states and deploying mitigation strategies, Minnesota can minimize risk and maximize impact. Leadership from this Legislature, coupled with cross-agency collaboration and targeted investments, will be essential to success.

Implementing an EGMS is more than a technological upgrade; it is a bold step toward realizing a unified, transparent, and modern system that ensures every grant dollar is effectively managed and accounted for. This system can:

- Streamline operations across all agencies,
- Standardize workflows and reporting,
- Foster data-driven decision-making,
- Enhance public transparency and trust, and
- Empower Minnesota to deliver equitable and impactful outcomes for its communities.

The Legislature now has the opportunity to act decisively, ensuring Minnesota remains a leader in accountable and efficient governance. Minnesota can embrace this transformation and chart a new course for grants management—one that meets the needs of today while preparing for the challenges of tomorrow. The future of grants management in Minnesota depends on leadership. The legislature may consider the following:

- **Approval of Initial Funding:** Allocate \$5 million for the pre-implementation phase, including governance setup, vendor selection, and pilot testing.
- **Creation of a Centralized Governance Body:** Establish oversight to guide implementation, standardize workflows, and ensure alignment with strategic goals.
- **Mandate for Statewide Adoption:** Require all grant-making agencies to transition to the EGMS to eliminate redundancies and enhance efficiency.
- **Phased Funding Commitments:** Approve a total implementation budget of \$20–25 million over 10 years to cover procurement, deployment, training, and maintenance.
- **Ongoing Support Mechanisms:** Provide sustainable annual funding (\$2–\$3 million) for system updates, training, and technical support.

In conclusion, adopting an EGMS will empower Minnesota to lead in efficient, transparent, and equitable grants management, shaping a stronger future for its communities.

6 Appendix A – Support Information

6.1 Abbreviations

This section provides a list of the abbreviations used in the document.

Abbreviation	Description
ACF	Administration for Children and Families
ADM	Department of Administration
AI	Artificial Intelligence
APIs	Application Programming Interfaces
ARPA	American Rescue Plan Act
BWSR	Board of Water and Soil Resources
CFR	Code of Federal Regulations
CGB	Centralized Governance Body
COMM	Department of Commerce
CSG	Council of State Governments
DEED	Department of Employment Economic Development
DHS	Department of Human Services
DLI	Department of Labor and Industry
DNR	Department of Natural Resources
DOC	Department of Corrections
DPS	Department of Public Safety
EGMS	Enterprise Grants Management System
EMSRB	Emergency Services Regulatory Board
ERP	Enterprise Resource Planning
ESF	Education Stabilization Fund
FI\$Cal	State of California's Financial Information System for California
GATU	Grants Accountability and Transparency Unit
GFRT	Grants and Federal Resources Team
GMS	Grant Management System
HSGP	Homeland Security Grant Program
IGX	IntelliGrants
IIJA	Infrastructure Investment and Jobs Act
IRA	Inflation Reduction Act
IRRR	Iron Range Resources and Rehabilitation Board
MASC	Minnesota Amateur Sports Commission
MDA	Minnesota Department of Agriculture
MDE	Minnesota Department of Education
MDH	Minnesota Department of Health
MDOR	Minnesota Department of Revenue
MDVA	Minnesota Department of Veterans Affairs
MHFA	Minnesota Housing Finance Agency
MIAC	Minnesota Indian Affairs Council

Abbreviation	Description
MN	Minnesota
MnDOT	Minnesota Department of Transportation
MNGEO	Minnesota Geospatial Information Office
MNIT	Minnesota IT Services
MNSure	MNSure
MPCA	Minnesota Pollution Control Agency
MSAB	Minnesota State Arts Board
MVP	Minimum Viable Product
NASPO	National Association of State Procurement Officials
NGA	National Governors Association
NICR	Negotiated Indirect Cost Rate
NOFO	Notice of Funding Opportunity
NOGO	Notice of Grant Opportunity
OGM	Office of Grants Management
OHE	Office of Higher Education
OSS	Secretary of State
P/T	Professional/Technical
PELSB	Professional Educator Licensing and Standards Board
PFA	Public Facilities Authority
PPPs	Public-Private Partnerships
RFP	Request for Proposal
RKCS	RK Consultancy Services, Inc.
SaaS	Software-as-a-Service
SBA	State Budget Agency
SLDS	Statewide Longitudinal Data Systems
SLFRF	State and Local Fiscal Recovery Funds
SME	Subject Matter Expert
SWIFT	StateWide Integrated Financial Tools
TCO	Total Cost of Ownership
TMF	Technology Modernization Fund
TOUR	Explore Minnesota
UAT	User Acceptance Testing
US	United States
WCAG	Web Content Accessibility Guidelines

6.2 References

The references used in the document are as follows:

[1] – [AmpliFund Indirect Costs Explained](https://www.amplifund.com/learning-hub/resources/explainers/indirect-costs-explained/);

(<https://www.amplifund.com/learning-hub/resources/explainers/indirect-costs-explained/>)

[2] - [State and Local Fiscal Recovery Funds | U.S. Department of the Treasury](https://home.treasury.gov/policy-issues/coronavirus/assistance-for-state-local-and-tribal-governments/state-and-local-fiscal-recovery-funds);

(<https://home.treasury.gov/policy-issues/coronavirus/assistance-for-state-local-and-tribal-governments/state-and-local-fiscal-recovery-funds>)

- [3] - [One Minnesota Goals](https://mn.gov/mmb/one-mn-plan/measurable-goals/);
(<https://mn.gov/mmb/one-mn-plan/measurable-goals/>)
[4] - [General fund definition — Accounting Tools](https://www.accountingtools.com/articles/general-fund);
(<https://www.accountingtools.com/articles/general-fund>)
[5] - [State Expenditures - All Operating Funds](https://www.lrl.mn.gov/docs/2019/other/190618.pdf);
(<https://www.lrl.mn.gov/docs/2019/other/190618.pdf>)

6.3 Return on Investment Analysis

Implementing a Grants Management System (GMS) involves one-time costs and ongoing expenses.

The key components include:

One-Time Costs:

Implementing a Grant Management System (GMS) involves several cost components that vary based on an organization's needs. System configuration is a significant one-time cost, where out-of-the-box systems are more affordable due to minimal setup, while customized solutions for complex workflows, multiple programs, or specific automation incur higher costs. Data migration of existing grant data may add expenses depending on the data's volume and complexity. If external support is needed, consulting fees for implementation services will also contribute to the overall cost.

Ongoing Costs:

Ongoing costs include recurring licensing fees, which vary based on pricing models, and additional support, with basic help desk support often included, but premium services costing extra. Integrating the GMS with other tools or systems post-deployment, as well as expenses for additional apps, tools, or specialized modules, can further increase overall costs. This information has been collected by the RKCS team for all four shortlisted vendors and is elaborated on in Section 2.3 above. However, estimating the Return on Investment (ROI) for implementing a Grants Management System (GMS) involves assessing costs and benefits.

Standard Formula

- $ROI = \text{Net Benefit} / \text{Cost} * 100$
- $\text{Net Benefit} = \text{Total benefits (quantified in monetary terms)} - \text{Total costs}$
- $\text{Cost} = \text{Total implementation and ongoing costs}$

Example Calculation: Let's say the total benefits (time savings, reduced errors, etc.) amount to \$200,000 annually, and the total costs (implementation + ongoing) are \$150,000 annually. Plugging these values into the formula: $ROI = \{200,000 - 150,000\} / \{150,000\} * 100\% = 33.33\%$

Qualitative Factors: For the long-term consider non-monetary benefits, such as improved program outcomes, better compliance, and stakeholder satisfaction and they contribute to the overall value of the GMS.

We do not have State of Minnesota costs for GMS usage, tool usage, administrative, or personnel costs. If that can be collected, we can provide more accurate numbers. The cost information available to the feasibility study project team for the current GMSs is inadequate for reasons explained in the next section. The following projections are assumptions based on research performed on public and shared information and are not exact numbers.

Potential Example is shown below:

Projected Costs Over 10 Years

Cost Category	Estimated Amount
Pre-Implementation Phase	\$5 million
System Implementation	\$5–8 million
Data Migration and Integration	1 million
Ongoing Maintenance and Support (Annual)	\$700 – 800K annually
Total Estimated Cost	\$18–22 million

Projected Benefits Over 10 Years

Benefit Area	Estimated Savings/Impact
Reduction in Administrative Workload	\$4–8 million annually
Elimination of Redundant Systems	\$8–20 million annually
Improved Grant Compliance	Avoid penalties of \$2 million
Increased Federal Grant Opportunities	\$10–15 million total
Enhanced Transparency and Reporting	Improved public trust
Total Estimated Savings	\$24–45 million

The EGMS is projected to deliver a net benefit of approximately **\$24–45 (very high) million** over 10 years through increased efficiency, cost savings, and enhanced grant compliance. This aligns with our research findings from Matt Hanson at the State of **Arizona** who reported savings of **>\$3.5M annually** across all agencies in the state.

Cost Calculations

- 1. Pre-Implementation Phase:** \$5 million
 - Covers activities like vendor procurement, detailed requirements analysis, and the establishment of a governance body.
 - Estimate derived from peer states (e.g., Arizona) which allocated 10-20% of total costs for pre-implementation activities.
- 2. System Implementation:** \$5–8 million
 - Includes software licensing, system configuration, and initial deployment.

- Average of implementation cost provided by the vendors.
- 3. **Data Migration and Integration:** \$1 million
 - Data migration from twenty-nine agencies and integration with financial tools like SWIFT and reporting tools like Power BI.
 - Average vendor-provided estimates ranged between \$0.5–1.5 million depending on complexity and scope of data transfer.
- 4. **Ongoing Maintenance and Support:** \$700–800K annually (\$7–8 million over 10 years)
 - SaaS licensing fees, software updates, technical support, and training cost.
 - Estimates align with recurring costs reported by the vendors.

Benefit Calculations

1. **Reduction in Administrative Workload:** \$4–8 million annually
 - EGMS can reduce manual grant processing effort by 30–40%, as reported in peer state case studies (e.g., Indiana, Arizona).
 - Assuming the State of Minnesota spends ~\$13–20 million annually on grant administration staff, savings of ~\$4–8 million are achievable.
2. **Elimination of Redundant Systems:** \$8–20 million annually
 - Centralizing to a single EGMS removes overlapping tools and reduces IT costs.
 - As assessed in Functional and Technical Assessment Report, 70% of the currently used tools (42 out of 60) can be eliminated by implementation of an EGMS.
 - There is a large range for this category because this is dependent on the variable cost of each tool (mostly unknown at this time) and when the existing GMSs and tools are decommissioned.
 - Some of tools may continue due to earlier contracts for different purposes (other than grants management) at the agencies.
3. **Improved Grant Compliance:** Avoid penalties of ~\$2 million
 - Missing deadlines or failing to meet reporting standards can result in penalties or forfeited federal funds.
 - EGMS ensures timely submissions and compliance, mitigating such risks.
4. **Increased Federal Grant Opportunities:** \$10–15 million total
 - States with centralized systems (e.g., Arizona) reported increased federal grant access due to improved efficiency and transparency.
 - EGMS enables better tracking of available grants and ensures compliance with federal requirements, securing additional funding.

Summary Table of Calculations

Category	Calculation/Source	10-Year Value
Pre-Implementation	Fixed cost (peer state benchmark)	\$5M
System Implementation	Vendor estimates (\$5–8M)	\$5–8M
Data Migration and Integration	Vendor estimates (\$0.5–1.5M)	\$1M

Category	Calculation/Source	10-Year Value
Ongoing Maintenance (Annual)	\$700–800K annually * 10 years	\$7–8M
Total Projected Costs	Sum of all costs	\$18–22M
Admin Savings	Over all savings over 10 years	\$4–8M
Elimination of Redundant Systems	~\$800K–2M annually * 10 years	\$8–20M
Improved Compliance	Avoided penalties (conservative estimate)	\$2M
Federal Grant Opportunities	Based on peer state increases	\$10–15M
Total Projected Benefits	Sum of all benefits	\$24–45M

ROI calculation:

$$\text{ROI} = \text{Net Benefit} / \text{Cost} * 100$$

$$\text{ROI 1} = (24-18)/18 * 100 = 33.3\%$$

$$\text{ROI 2} = (45-22)/22 * 100 = 100\%$$

Risks of Inaction

Without legislative action to approve and fund EGMS implementation, Minnesota faces significant risks:

- **Continued Inefficiencies:** Administrative redundancies will persist, costing millions annually.
- **Compliance Penalties:** Failure to meet grant regulations could result in federal funding losses and penalties.
- **Lost Opportunities:** Ineffective grant management may limit the state's ability to secure additional federal and external funding.
- **Reduced Transparency:** Fragmented systems hinder public reporting and oversight, eroding public trust.

Summary of Cost estimates of current Grants Management Systems (GMS)

Over a two-year period, ADM-OGM and SHPO spent (will spend) a total of \$11,021 on Foundant licenses, while OCDR uses Submittable, with the associated cost currently unknown. Few divisions within MDH using Foundant spent (will spend) approximately \$17,242 over two years for licensing, in addition to \$740 for Foundant work and \$1,567.52 for training four users over a year. Some divisions within DHS spent (will spend) varying amounts—\$16,667.75, \$16,800.00, and \$20,103.00—over two years for purposes that could not be identified from the available data. MDA spent (will spend) about \$1,630.83 over two years for Foundant licenses. In the BlackCat category, MNDOT spent (will spend) \$49,658 on a system upgrade over one year, along with \$51,912 over three years and \$189,586.95 over one year, though the reasons for these expenses remain unclear. DOC's BlackCat expenditures included \$6,158.18 and \$47,898.68, both over one year, for reasons not identifiable from current data. MSAB, transitioning

from WebGrants, spent \$6,995.14 and \$12,718.44 for WebGrants and Access Database Hosting over one year. MDE, implementing MEGS via MTW Solutions, is spending (using P/T contracts) approximately \$381,130 over two years for its implementation. DPS has spent between \$50,000 and \$173,920 over 1-4 years on Agate's e-grant system, but the specific reasons are unclear from the available data. They are transitioning to Agate's IntelliGrants (IGX) system by the end of 2024. DEED, with a two-year contract for Agate's IGX system, is spending \$419,027 for its implementation. COMM, implementing GrantVantage, has spent (will spend) \$6,034.88 over one year, with an additional \$107,100 for a two-year contract and \$33,300 for agency training, but the reasons are unknown. BWSR, using the internally built eLINK system, has spent (will spend) \$175,000 over five years for purposes not identifiable from the available data. The costs of GMSs and tools used by other grant-making agencies are currently unknown from the available data.

The data reveals significant variability in grant management system (GMS) costs across state agencies, reflecting differences in system complexity, agency size, and specific needs. Some agencies, like MDA and ADM, spend relatively low amounts on systems, while others, such as MDE and DPS, face much higher costs, particularly during transitions to new or upgraded platforms. There are also gaps in cost data for certain agencies, indicating a lack of transparency. Overall, the insights suggest that agencies prioritize diverse factors such as functionality, scalability, and budget when selecting GMS solutions, leading to a wide range of costs and implementation strategies.

Discontinuing current Grant Management Systems (GMS) in favor of implementing an EGMS would involve both short-term and long-term business, financial and operational impacts. In the short term, state agencies may incur one-time costs for system setup, data migration, training, and integration. However, over the long term, significant savings could be realized by eliminating ongoing licensing, subscription, and maintenance fees associated with multiple GMS platforms. Additionally, transitioning to a single EGMS would reduce vendor management costs and streamline operations, leading to further indirect savings. While the transition costs could be substantial, the long-term financial benefits, including lower recurring costs and improved operational efficiency, are likely to outweigh these initial expenses.

7 Appendix B – Market Research: Target States Report

Market Research: Target States Report

To Minnesota Department of Administration (ADM)

Enterprise Grants Management System (EGMS) – Feasibility Study

Date: November 2024

Submitted by: RK Consultancy Services Inc. (RKCS)

7.1 Market Research: Target States Report Purpose

This Market Research: Target States Report was prepared following an effort to understand the grants management landscape, models of centralized grant management, and the implementation of Enterprise Grants Management Systems (EGMS) in four states. These states were selected by the Department of Administration (ADM) from a list of eighteen (18) that were identified by RKCS in a Preliminary Market Research Report in May 2024. This report contains detailed and summarized information from interviews with staff from Arizona, Illinois, and Indiana as well as review of information shared via email from staff in Nevada. Additional information was gathered through online research, communication with system vendors, and through email with current and former state staff.

7.2 Market Research: Target States Report Summary

This report evaluates the feasibility of implementing an EGMS for the State of Minnesota, using insights from four states—Arizona, Illinois, Indiana, and Nevada—that represent varied EGMS adoption experiences. Arizona and Illinois have successfully implemented statewide systems, Indiana is in the process of deploying its solution, and Nevada has made several unsuccessful attempts. Based on interviews, document reviews, and vendor consultations, the findings provide information to Minnesota for assessing its readiness and strategizing its path toward a statewide EGMS.

The research highlights key models and strategies from other states. Arizona achieved success with eCivis through phased deployment, starting with early adopter agencies, and ensured system alignment with governance policies and stakeholder needs. Illinois leveraged AmpliFund to standardize grants management processes, integrating federal compliance requirements and centralized workflows across agencies. Indiana, still in the process of rolling out its EGMS, has emphasized agency collaboration, phased onboarding, and targeted training to manage deployment challenges. Nevada, by contrast, faced significant barriers, including high costs, resistance to change, and shifting legislative priorities, resulting in a fragmented grants management landscape.

These examples offer critical lessons for Minnesota as it explores its current grants management challenges. Stakeholder engagement emerged as a consistent factor in successful implementations. Early collaboration with agencies ensures buy-in, while comprehensive training builds capacity for transition. A thoughtful balance between standardization and customization is equally vital. For Minnesota, leveraging a standardized framework while allowing configurations for specific agency needs can foster both efficiency and adaptability. Funding models are another important consideration, with examples like Arizona's cost allocation plan and Illinois's embedding of administrative costs into federal grants offering viable solutions to ensure sustainable implementation.

Functionality and governance are central to the success of EGMS implementations. Centralized portals, automated processes, and standardized workflows have significantly reduced administrative burdens in other states while improving compliance and transparency. For Minnesota, integrating a system that centralizes grants processes and aligns with its existing financial tools, such as Statewide Integrated Financial Tools (SWIFT), will be crucial. Ensuring proper governance, akin to Arizona's Grants and Federal Resource Team (GFRT) and Illinois's Grants Accountability and Transparency Unit (GATU), can establish clear oversight and accountability mechanisms.

Minnesota faces similar challenges to those experienced by other states, including resistance to change, high upfront costs, and the complexities of migrating data from disparate systems. Additionally, addressing data security and interoperability with existing platforms will be critical for maintaining compliance and functionality. Minnesota's existing grants management environment—characterized by

manual and decentralized systems—creates a ripe opportunity to demonstrate early wins by transitioning high-impact agencies first, building momentum for broader adoption.

In conclusion, Minnesota is at a pivotal juncture in its grants management evolution. By prioritizing early successes with agencies that rely heavily on manual processes, fostering transparent and inclusive stakeholder engagement, and leveraging sustainable funding and governance strategies, Minnesota can overcome its present challenges. Learning from the experiences of other states, Minnesota has the opportunity to implement an EGMS tailored to its unique operational needs, enhancing efficiency, compliance, and transparency in its grants management processes.

7.2.1 Background

The State of Minnesota is interested in exploring the feasibility of creating a centralized grants management system/solution for the enterprise. To learn from the experience of other states that have undertaken this task, preliminary research was carried out by the RKCS team in the early stages of the Feasibility Study. Preliminary research aimed to identify four states using an EGMS that would be most beneficial for the State of Minnesota to learn from.

Preliminary research identified that Arizona (AZ), Illinois (IL), and Rhode Island (RI) are the only U.S. states that have fully implemented an EGMS across all agencies. Due to the limited publicly available information about other states, the RKCS team pivoted to leverage vendors and the industry’s subject matter experts (SMEs) with state government expertise to enhance learning and avoid redundant efforts. The process used to identify these states included three distinct stages. The diagram given below depicts the methods used during the preliminary analysis phase.

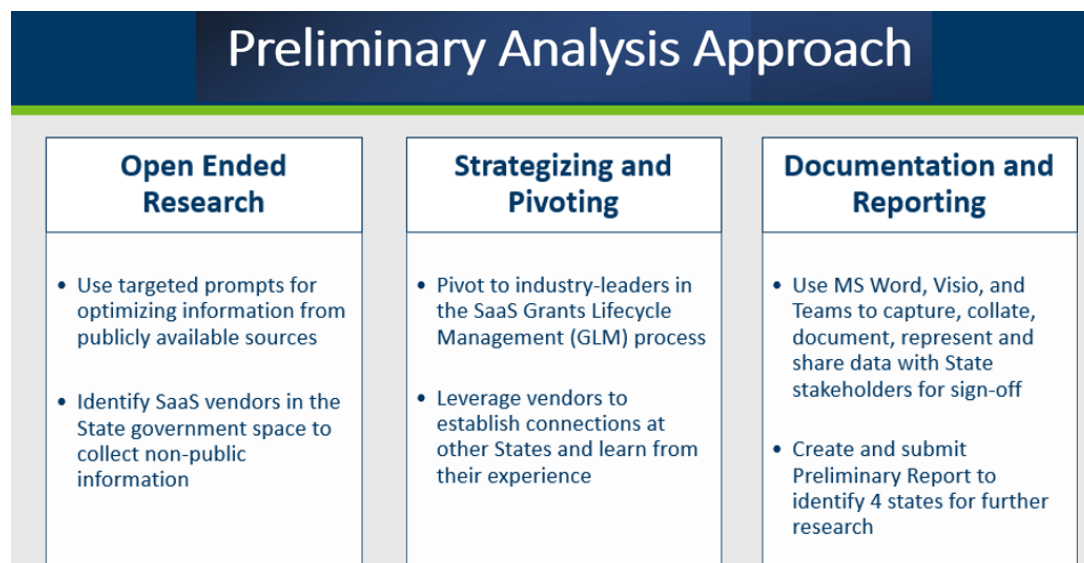


Figure 7.2.1 – Preliminary Analysis Approach

In total, eighteen (18) states were shortlisted during the preliminary analysis. These included Arizona, Illinois, Idaho, Rhode Island, Florida, Indiana, Nebraska, Kansas, Massachusetts, Montana, Maryland, Nevada, Georgia, North Carolina, Washington, Ohio, New York, and South Dakota. Based on the present maturity of EGMS adoption and both the historical and predicted EGMS approach in these states, they were categorized into the five buckets described below.

- **Group A** - Statewide EGMS implementations are in place across agencies

- **Group B** - Agency-driven implementations between multiple state agencies
- **Group C** - States that discontinued the approach of an EGMS
- **Group D** - Ground up/custom development solution (usually based on SAP)
- **Group E** - Disconnected and disparate systems (no present EGMS plans)

7.2.2 Target State Identification and Selection

The Preliminary Analysis Report was submitted to the Department of Administration (ADM) in May 2024. Based on the recommendations from the RKCS team and an internal review by ADM stakeholders, the following four states were selected for further investigation and inquiry.

- **State of Arizona (AZ):** First statewide EGMS implementation in the US (*Group A*)
- **State of Illinois (IL):** Statewide EGMS using a different product than AZ (*Group A*)
- **State of Indiana (IN):** Currently in implementation, with multiple agencies onboarded (*Group B*)
- **State of Nevada (NV):** Pursued EGMS multiple times and stopped (*Group C*)

Once the four Target States were determined, a questionnaire was formulated for direct interviews with the States of **Arizona, Illinois, and Indiana**. The Market Research Questionnaire was reviewed and approved by ADM stakeholders.

Information for the State of **Nevada** was gathered via a detailed documentation review of their RFPs and the successful responses by vendors to the RFPs.

7.3 Comparison of States with an EGMS

This section presents a comparative analysis of information gathered from Arizona (AZ), Illinois (IL), and Indiana (IN) based on key parameters such as implementation strategy, system functionality, and organizational governance. These parameters were selected to provide insight into how these states successfully adopted an EGMS. By understanding their approaches, including the challenges they faced and the solutions they implemented, Minnesota can apply these lessons as it considers any future transition to an EGMS.

The analysis aims to identify how the stakeholders in these three states deployed their statewide solution and engaged stakeholders during the process.

7.3.1 Background | Solution Overview

EGMS play a critical role in streamlining grants administration, enabling states to manage funding opportunities, applications, compliance, and disbursement more efficiently. However, the path to implementation varies significantly depending on a state's existing systems, governance structures, and funding mechanisms. Arizona, Indiana, and Illinois offer valuable case studies, each reflecting distinct approaches and outcomes. Arizona transitioned from a highly decentralized landscape, Indiana is navigating an ongoing implementation process, and Illinois focused on standardizing grants processes to meet federal compliance. These experiences provide essential context and lessons for Minnesota as it considers adopting a centralized EGMS to improve its grants management capabilities.

State of Arizona: The State of Arizona's decentralized grants management landscape initially involved twenty-three (23) systems including multiple versions of the same product at different agencies. They currently use eCivis (with a WizeHive integration and add-on) as the EGMS across 65+ grant-making agencies that disbursed just under \$26 billion in grants since being in the eCivis solution. These funds were spread over 3,691 unique grant awards (projects).

State of Indiana: The EGMS implementation of eCivis is still in progress. Currently, over 50 agencies use the EGMS to receive grant funding from Federal and other financial sources. Over \$134 billion has been disbursed in grants since being in the eCivis solution, spread over 2,231 awards (projects).

Note: The reason these values are elevated for the State of Indiana is that their state match dollars are co-mingled in the solution alongside their awarded grant dollars.

State of Illinois: In Illinois, the EGMS vendor is AmpliFund. There are 22 agencies that have completed the implementation and 8 more are in different stages of implementation. There were \$6 billion in grant application requests since being in the AmpliFund solution with \$2.4 billion currently managed across 3,700 awards (projects).

7.3.2 Vendor Selection Criteria

All three states utilized the Request for Information (RFI) process and the National Association of State Procurement Officials (NASPO) listing to evaluate and procure EGMS. In 2013, Arizona conducted an RFI and procured eCivis through the SPOC Clearinghouse for its alignment with state-specific requirements and cost model. Similarly, Indiana engaged key agencies in a fit-gap analysis and leveraged NASPO approval in 2021 to procure eCivis through the State's Quantity Purchase Agreement (QPA). In 2019, Illinois used an informal RFI to assess potential solutions and selected AmpliFund for its federal compliance capabilities, utilizing NASPO to streamline procurement. Additional details about the vendor selection criteria for each state are provided below.

The project team conducted in-depth research on funding options for the State of Minnesota, which will be included in the Final Feasibility Study report.

State of Arizona: In 2013, representatives from the State of Arizona (AZ), gathered requirements through stakeholder interviews and conducted a Request for Information (RFI) for an EGMS through the Single-Point-of-Contact (SPOC) Clearinghouse under the Grants and Federal Resource Team (GFRT). Three vendors responded. WebGrants did not meet the requirements and AmpliFund had a grant dollars processed-based pricing model that did not align with the cost model the state was looking for eCivis met most of the requirements. It offered unlimited user licenses; the pricing was not based on grant dollars but rather a negotiated total cost of the product and eCivis was selected as the best option.

State of Indiana: In 2021, representatives from the State of Indiana (IN), interviewed multiple vendors in search of a Grants Management System (GMS). The State Budget Agency (SBA), Department of Education, and Family and Social Services Administration collaborated with eCivis to complete a fit-gap analysis. eCivis was already approved by the National Association of State Procurement Officials (NASPO) and was procured through the State's Quantity Purchase Agreement (QPA). Based on the fit-gap analysis and NASPO result, the eCivis solution was selected as the EGMS.

State of Illinois: In 2019, stakeholders at the State of Illinois (IL) conducted internal research within the state to better understand the grant management tools in use by agencies. The results showed that most agencies relied on the use of spreadsheets, while larger agencies used home-grown systems specific to certain grants. The state wanted a commercial off-the-shelf (COTS) system that could comply with Federal grant management requirements (e.g., Code of Federal Regulations) without configuration updates required from the state IT team or other personnel. After an informal RFI with four vendors, AmpliFund was selected as the solution that could meet the State of Illinois' enterprise needs and support Federal requirements. Illinois used NASPO to procure AmpliFund.

Notably, both AmpliFund and eCivis process State and Federal grants, with the state as a grantee and/or a grantor for specific grants.

7.3.3 Adoption/Opt-Out Strategy

The adoption of an EGMS often encounters resistance from agencies accustomed to existing tools and workflows. To ensure successful implementation and widespread use, states have employed strategies to minimize agency opt-outs while promoting system adoption. These strategies involve a combination of policy enforcement, incentives, and regulatory mandates to align agency practices with the goals of centralized grants management. Arizona, Indiana, and Illinois offer distinct examples of how states navigated opt-out provisions, balancing the need for compliance with the flexibility required to address agency-specific constraints. These approaches provide valuable insights into the governance and operational dynamics necessary for effective EGMS implementation.

State of Arizona: The Secretary of State designated the new EGMS as the official grants management repository after a records assessment of the Schedule of Expenditures of Federal Awards was received by the state government. The AZ project team compared the awards received versus the potential awards that the state could have applied for in Federal funding by comparing eligible programs. This records assessment revealed that there was an additional \$600 million that the state could have applied for.

To ensure adoption, the procurement office prevented agencies from renewing contracts with existing GMS providers. A Grants Unique ID from the eCivis system was required to register a new grant in the ERP financial system. This forced agencies to move to the new system once current contracts expired.

The Department of Education is the only agency that was able and chose to opt out because the Superintendent of Public Instruction is a separately elected position.

State of Indiana: The adoption of an EGMS across agencies was driven by the State Budget Agency (SBA), which prescribed the use of the new system through a financial circular for all new grants by any grant-making agency in the state. This approach did not allow Agencies to opt out unless they submitted a waiver, maximizing statewide adoption. The state has upwards of 40 agencies using the EGMS since implementation in FY 2022.

NOTE: A financial circular is an official policy document issued by a governing authority, such as a state budget office, finance department, or central agency, to provide guidance, rules, or requirements related to financial management and operations. These circulars are typically used to standardize practices, ensure compliance with laws or regulations, and align processes across multiple agencies or departments.

State of Illinois: The Grants Accountability and Transparency Unit (GATU) in IL requires all grant-making agencies to comply with the Grants Accountability and Transparency Act (GATA). Smaller agencies, moving from paper-based to basic tools like Word and Excel, found the transition easier. In a directive from the governor's office, all agencies were pushed to maximize the adoption of the EGMS.

7.3.4 Implementation Strategy

The successful deployment of an EGMS requires careful planning, phased rollouts, and strategic alignment with existing systems and agency workflows. States like Arizona, Indiana, and Illinois have demonstrated varied approaches to implementation, tailoring their strategies to their unique operational landscapes. These efforts often involve balancing early adoption with minimizing disruption, leveraging robust training programs, and refining processes through incremental rollouts. By examining

these strategies, Minnesota can identify key elements to facilitate a smooth and effective EGMS deployment.

State of Arizona: In Arizona, the selection of eCivis as the statewide EGMS solution in 2013 marked a shift toward centralizing grants management. The project team coordinated closely with the General Accounting Office (GAO) to ensure alignment with Arizona's broader ERP system replacement efforts. This collaborative planning helped streamline integration and future compatibility between the new grants management and financial systems.

The deployment strategy was phased and strategic. Arizona began with "early adopter" agencies that previously relied on paper-based systems, enabling a quicker transition with minimal disruption. For more established agencies already using other GMS solutions, the team timed the deployment of eCivis to coincide with the planned retirement of these existing systems and worked with agencies to ensure a smooth transition post-deployment. This approach maximized funding efficiency and minimized operational risks associated with the switch. Additionally, during COVID-19 disbursements the system was aggressively expanded across agencies.

Deployments were comprehensive, rolling out both the grantee and grantor sides simultaneously within each agency, fostering consistency in how grants were managed and tracked. This dual deployment approach supported a standardized experience across agencies while helping ensure each agency could fully leverage the system's capabilities from day one.

State of Indiana: Indiana's phased deployment of its EGMS took a strategic approach by first addressing the grantee side through a comprehensive statewide launch, which ensured all new grants were immediately managed within the system. This "big bang" rollout was supported by extensive upfront training, helping users transition effectively.

Grantee-side functionalities included identifying and accessing grant opportunities, preparing, and submitting detailed applications with supporting documents, managing awarded funds through budgeting and expenditure tracking, reporting progress on milestones and deliverables, and adhering to compliance requirements such as financial and performance reporting.

The grantor side deployment began with a single agency, expanded to the Department of Education (DoE), and continues to be deployed at additional agencies. This incremental approach facilitated targeted adjustments and support as each new agency was onboarded. Over the following year, existing active grants were uploaded in managed 8-week cycles, which allowed for gradual adaptation to the new system without overwhelming users or disrupting operations.

Grantor-side functionalities included creating and managing grant programs with specific eligibility criteria, facilitating a structured application and review process, issuing awards and disbursing funds, monitoring grantee performance and compliance with regulations, and generating reports to track program outcomes, financial accountability, and audit readiness.

State of Illinois: In Illinois, the primary objective for implementing the statewide EGMS was to standardize grants management processes across departments, aiming to reduce deviations and exceptions. The vendor demonstrated its capability to create uniform processes, collaborating closely with individual agencies to map out specific business workflows and tailor the system for effective deployment.

The implementation followed a phased, cohort-based approach, where each cohort (the number of agencies in each cohort varies by size and complexity) of agencies underwent an 8-month process for

setup and integration. This rolling deployment allowed Illinois to gradually onboard agencies, providing targeted support and ensuring that each group adapted fully before moving to the next.

Since the rollout began over five years ago, the system has been incrementally refined, allowing Illinois to create a cohesive grants management environment with consistent practices across agencies.

7.3.5 System Functionality

The functionality of an EGMS plays a critical role in streamlining processes, improving compliance, and enhancing operational efficiency across agencies. Arizona, Indiana, and Illinois have implemented systems with varying capabilities tailored to their specific needs, ranging from automated workflows to centralized portals and robust compliance features. These functionalities not only reduce administrative burdens but also empower agencies to manage the entire grants lifecycle effectively. By examining the key features of each state's EGMS, Minnesota can identify the essential components necessary for a successful implementation that aligns with its unique grants management objectives.

Additionally, these are the functionalities highlighted by each state's SMEs. This is not a comprehensive list of all the functionalities of each system.

State of Arizona: The eCivis team configured multiple features for Arizona, integrating another product (WizeHive) into the offered solution that provided additional grants management capabilities. WizeHive offers a dynamic, cloud-based platform designed to streamline the management of grants, scholarships, fellowships, and other application-based processes. Key functionalities, as reported by interviewed stakeholders include:

- The system centralized funding opportunities through a single public-facing portal reduced reliance on websites and email.
- The state's GAO streamlined the grant policies, and they were automated and implemented in the tool to improve compliance across agencies.
- The system provided a grant portal for grantees to access information and improve reporting.
- The GAO standardized the grants lifecycle which was implemented in the system across major modules and features for all state agencies.
- Agencies still retained autonomy on necessary configurations for internal grants management and administration within the system.
- The system reduced administrative burden by automating workflows and approval processes and reducing manual entry errors by enabling digital data collection.
- The system improved financial and program performance by enabling better online risk assessments, audit trails, performance monitoring, and providing advice on "potential" grants.

State of Indiana: The State of Indiana also procured eCivis but implemented the available functionality differently. Key functionalities, as reported by interviewed stakeholders include:

- The system is built on task management that drives process flows. Every step in the grants management process is thus a step in the workflow configuration.
- The system covers the entire Grants Management Lifecycle from the state receiving funds, to disbursing them to sub-grantees, to further reporting.
- Compliance is built into the system using approval gates, risk assessment, compulsory fields in applications, and other similar checks in the system. Approval gates are steps in the business process flow which need authorized signatures or approvals from key team members.

- The grantee side is robust and consists of common features that are not just standardized but work across the wide variety of grants processed by the state. All new grants were entered into the system, and existing active grants were uploaded per cohort in their respective deployment cycles.

State of Illinois: The State of Illinois procured the AmpliFund product from the vendor for their implementation. Key functionalities of the system, as reported by interviewed stakeholders include:

- Single portal for applicants and agency staff across all agencies. They follow a multi-tenant approach with all agencies hosted in the same portal.
- There are configurable workflows per AmpliFund program, and each agency has access only to its data (multi-tenant), while Grants Accountability and Transparency Unit (GATU) has read-only access with enterprise-level reporting rights.
- Capital grants are not available out of the box, but the system can be used by adding certain forms/fields and manually evaluating some of the entered data. The state is deciding between adding functionalities to the EGMS or using existing loan/banking systems.
- Extensive training for learning and development is publicly available and has been developed in collaboration with the AmpliFund team.
- AmpliFund has a grants research team that actively supports agencies and the overall state government to obtain Federal funding and remain in compliance with new regulations, policies, etc.
- Interviewees at IL specified that there are unused features in AmpliFund that present unknown opportunities and need to be utilized properly for the product to perform at its best.

7.3.6 Additional Services/Integrations

Effective integrations and supplementary services are vital for maximizing the utility of an EGMS. These features enable seamless communication with existing financial systems, enhance reporting capabilities, and address unique operational requirements. States like Arizona, Indiana, and Illinois have incorporated various integrations tailored to their respective needs, such as linking their EGMS with financial platforms like PeopleSoft and SAP or managing specialized workflows. By leveraging these additional services, states can create a cohesive ecosystem that supports efficient grants management while ensuring compliance with financial and regulatory standards.

State of Arizona:

- Data can be exported out of the box in PDF or CSV formats.
- The ERP system, AFIS (CGI Advantage), is transitioning to a new system called AZ360 and will be integrated with the EGMS.
- Power BI is available at an extra cost, but the State of Arizona has not procured it.
- There is no need for integration with loan management systems for capital projects.
- With the entire state on one system, no other GMSs are being used.

State of Indiana:

- PeopleSoft is used as the financial system of records and integrates with eCivis for funds reconciliation and distribution.
- While some agencies still use other GMS tools, they will eventually be replaced.
- Loan management and certain contracts, like Professional-Technical (PT) contracts, will remain outside the GMS due to their independent operations.

State of Illinois:

- SAP-based financial system integrates with AmpliFund solution, enabling almost real-time communication between grants and financial management.
- Integrations with SAP and GATA systems were negotiated in statewide contracts.
- Larger agencies may need additional integrations that are planned for in the implementation roadmap at the state.
- Data must be fed into required specific systems outside the GMS for federal reporting and audits.

7.3.7 Data Migration(s)

Data migration is a crucial step in implementing an EGMS, as it ensures that historical and ongoing grant data are seamlessly transferred into the new system. Effective data migration not only preserves operational continuity but also lays the foundation for accurate reporting, compliance, and efficient grant management. The States of Arizona, Indiana, and Illinois demonstrated the importance of a structured approach by employing strategies such as standardized data formats, workshops for data quality assurance, and vendor-supported imports. These practices helped mitigate risks, maintain data integrity, and equip users to make the most of their new systems from the outset. All three states adhered to their data retention policies while migrating the data to the EGMS. For Minnesota, developing a robust data migration plan will be essential to achieving a smooth transition and successful EGMS implementation while complying with data retention policies.

State of Arizona:

- eCivis facilitated data migration by collecting data from state agencies in a spreadsheet format that was consumable by their solution and adhered with their data retention policies.
- The data shell was imported into the solution, and users assigned to the grants/projects added further details (data fields) when they started using the system.

State of Indiana:

- Similar to the approach by the State of Arizona, agencies populated a provided spreadsheet with mapped fields.
- Workshops were conducted for each cohort addressing data extraction, quality, and cleaning to ensure a smooth data migration.

State of Illinois:

- Agency stakeholders provided grant information in a specified spreadsheet format received from the vendor. The vendor imported this data into the system, allowing grant managers to add details.
- One agency is currently working with the vendor team on full data migration from its existing system into the EGMS.
- This agency's migration involves additional data mapping, cleansing, and verification to ensure compatibility with the EGMS structure.

7.3.8 Governance Environment

A strong governance environment is fundamental to the success of an EGMS. Governance structures establish the policies, guidelines, and oversight mechanisms necessary for consistent and compliant grants management across state agencies. In Arizona, Indiana, and Illinois, governance teams play a pivotal role in shaping and enforcing these frameworks, often leveraging the capabilities of their EGMS to automate and standardize processes. These structures ensure compliance, improve efficiency, and

provide a foundation for sustainable grants management practices. Minnesota can learn from these examples to design governance mechanisms that balance central oversight with agency-level flexibility.

- **State of Arizona:** Arizona's *Grants and Federal Resources Team (GFRT)* at the Office of Strategic Planning and Budgeting implemented eCivis, manages statewide grant policies, and acts as the owner including operation, and maintenance of the product at the state. The *General Accounting Office (GAO)* has had mostly fiscal responsibilities recently while the Department of Administration was responsible for creating the training, policies, and procedures related to the system used in AZ.
- **State of Indiana:** Indiana's *State Board of Accounts* provides an Accounting and Financial Regulatory Reporting Manual that contains guidelines for financial reporting for Local Government Units (LGUs) and schools. The *State Budget Agency (SBA)* oversees the implementation of eCivis, is the owner of the contract, and creates training, policies, and procedures related to eCivis use in the state. Additionally, SBA is allowed by statute to publish financial management circulars and currently includes guidelines for federal grants management, offsets by the US Treasury, and private grants and donations.
- **State of Illinois:** Illinois's *Grants Accountability and Transparency Unit (GATU)* handles grant-making policies and is the owner of the AmpliFund contract for operations and maintenance. GATA was developed in response to frustrations with decentralized processes in Illinois. While GATU provides grants management guidelines and training, policies, and procedures for applicable systems, however, individual agencies enforce regulations, giving them more control but limiting GATU's authority to dictate rules.

Compliance with policies and regulations is maintained through workflows and configurations in the tools across all the states. However, stakeholders from all the states acknowledge that there are limitations on what can be configured for compliance requirements.

7.3.8.1 Policies

Grants management policies are essential for ensuring accountability, compliance, and consistency across state agencies. These policies provide a structured framework to guide the administration of grants, from application and disbursement to reporting and auditing. States such as Arizona, Indiana, and Illinois have developed comprehensive policy manuals and regulatory frameworks to support their EGMS implementations.

State of Arizona: Many of the policies and procedures have remained active since they were created at project inception. A list of policies, as shared by the stakeholders, is provided below.

- Grants Manual by the Grants & Federal Resources Team (GFRT) [\[1\]](#)
- Grant and eCivis Resources by GFRT [\[2\]](#)
- Manual by the General Accounting Office [\[3\]](#)

State of Indiana: The list of policies available publicly is referenced below.

- Accounting and Financial Regulatory Reporting Manual (State Board of Accounts) [\[4\]](#)
- Financial Management Circulars by the State Budget Agency [\[5\]](#)

State of Illinois: The policies established by GATU are referenced below.

- Grants Accountability and Transparency Act (GATA) [\[6\]](#)

7.3.8.2 Organizational Roles in the EGMS

In a multi-agency grants management ecosystem, the standardization of organizational roles is crucial for fostering efficiency, collaboration, and effective system use. Agencies often use varied titles for similar functions—such as Program Administrator, Grant Manager, or Fiscal Officer—reflecting unique workflows or organizational structures. These differences, while natural, can complicate training, reporting, and cross-agency collaboration, especially within a centralized EGMS. Standardizing these roles into system-defined user roles addresses this challenge by creating a unified framework that aligns functionality with operational needs across all agencies.

Vendors play a pivotal role in this process by analyzing the specific roles and responsibilities across agencies and designing configurations that ensure these functions are captured consistently. For example, states like Arizona, Indiana, and Illinois worked closely with their EGMS vendors to align agency roles with system capabilities, enabling features such as permissions management, task assignments, and reporting structures to function seamlessly. This standardization supports not only day-to-day operations but also facilitates broader initiatives like training programs, as users across agencies are trained on consistent processes and tools regardless of their specific job titles.

Moreover, standardized roles enhance system scalability and adaptability. In large-scale implementations, such as those in Arizona and Illinois, standard roles allowed for streamlined onboarding of new agencies and users. It also ensured that system upgrades or policy changes could be rolled out uniformly, minimizing disruption and reducing the need for extensive retraining or customization. By focusing on consistency, states can improve compliance, foster collaboration between departments, and maximize the efficiency of their EGMS.

State of Arizona:

- *Organizational Master Account Holder* - Oversees the entire system, managing high-level permissions and settings across all agencies.
- *Agency Master Account Holder* - At least one per agency, responsible for managing agency-specific users and configurations.
- *Agency Users* - Restricted to accessing grants within their own agency, likely to handle day-to-day grant operations and reporting.
- *Community-Based Organizations/Sub-grantees* - External organizations with limited system access, that submit applications, provide reports, or manage grant-related activities.
- *Auditor* - Has limited access, specifically for federal compliance and auditing needs, ensuring adherence to reporting standards.

State of Indiana:

- *Account Managers* - These are users who oversee administrative and configuration activities within the system, like the Organizational and Agency Master Account Holders for Arizona.
- *Program Administrators* - Individuals responsible for managing program-specific details, with permissions to edit and oversee program operations, and access program-related information within their role's scope.

- *Fiscal Managers* - Users focused on financial aspects, including budgeting and financial reporting for grants, with access to financial data and permissions aligned with other roles to allow operational consistency.

Each role shares equivalent permissions, but their access levels vary, providing differentiated visibility and control over relevant grant management areas.

State of Illinois:

User roles are fully configurable to meet the diverse needs of each agency. Currently, they are set at 3 separate levels where these roles can be configured:

- *Account Level*—These would be the highest-level administrators in the system, like the Organizational Master Account Holder in AZ.
- *Agency Level* - Within each state account, individual agencies would have super users and users like account managers, program administrators, and fiscal managers in IL.
- *Division Level* - Each agency account is further divided into divisions allowing roles like Divisional Super Users and Divisional Users.

Additionally, permissions can be assigned by feature or functional areas within each division, allowing for precise control over user access to specific system functions. This layered structure promotes secure, role-based access while maintaining flexibility across departments and functional areas.

7.3.9 Funding Mechanisms

Securing sustainable funding mechanisms is essential for the successful implementation and ongoing operation of an EGMS. States like Arizona, Indiana, and Illinois have adopted different approaches to finance their EGMS projects, reflecting their unique legislative, operational, and budgetary contexts. From leveraging federal programs such as the American Recovery and Reinvestment Act (ARRA) and the American Rescue Plan Act (ARPA) to implementing charge-back models and cost allocation plans, these strategies demonstrate the importance of innovative funding solutions.

State of Arizona:

- AZ used *Statewide Cost Allocation Plans (SWCAP)* to fund the initial eCivis implementation.
- Because this project supported Single Point of Contact (SPOC) efforts - Intergovernmental Review (SPOC List) [7], they received additional funding from the Federal government.
Note that Minnesota is currently not on this list.
- Additionally, they leveraged American Recovery and Reinvestment Act (ARRA) funds to expand the system into an EGMS across the state.
- The state received discounted pricing (\$250,000/year for unlimited licenses-this was in 2013) with some portion of the implementation funded by their ERP replacement (CGI Advantage).
- After implementation, a charge-back model was introduced where large, medium, and small agencies paid \$75,000, \$50,000, or \$25,000, respectively.
- Small agencies with few members and low-value grants are exempted from charge-back currently.
- The present cost is absorbed as operational expense by the state for these smaller agencies but will eventually become part of regular agency chargebacks.

State of Indiana:

- The SBA received multiple state appropriations along with American Rescue Plan Act (ARPA) funds for the project.
- They are considering using SWCAP like Arizona or securing additional legislative appropriations.
- They are currently determining the optimal number of users to finalize the cost strategy and distribution.
- There is currently no chargeback mechanism.

State of Illinois:

- GATU as an entity in Illinois is funded through state appropriations, with the GATA legislation outlining the allocation methodology of how these funds can be utilized.
- The implementation of AmpliFund is considered an eligible cost, and GATU charges this as an administrative cost to the Office of Management and Budget (OMB) at the Federal agency level.
- There is a chargeback to agencies based on the grant dollars processed by the grant-making agency.

7.3.10 Standardization vs. Customization

At each of the identified target states, there were different levels of standardization vs. customization in business processes vs. modules implemented in the EGMS. Details provided by the three states as of the date of this report are as follows:

Note that customizations involve modifying a product's core code or making changes beyond the standard functionalities, allowing new features or unique behaviors not included in the original design. However, configurations utilize the solution's out-of-the-box capabilities without altering the code. They adjust existing settings and parameters to meet specific needs within the product's built-in options.

State	Standardization	Customization
Arizona	• Standardized process of publishing information to subgrantees about federal funds received by the state • Connection to the financial system and unique Grants ID required • Standardized application forms with agency-specific configuration	• Available for the state agencies on the grantor side but have a configuration-heavy approach • Minimal customization on the sub-grantee side to apply to state agency grants
Indiana	• Standardized the public-facing portal for sub-grantees across all agencies	• Retained flexibility on both grantor and grantee sides for allowable configurations with a focus on a configuration-heavy approach • PeopleSoft integration with ERP system was considered a customization as it was not in the initial contract
Illinois	• Standardized processes for grantee registration, pre-qualification, debarment • Consistent Notice of Funding/Grant Opportunity (NOFO/NOGO) templates • Standardized application, merit, and financial review • Uniform templates for grant agreements, budgets, indirect cost rates, and risk assessments	• Customization for agencies with capital grants that have unique loan amortization and bonding requirements that are different from traditional grant award processes and reimbursement/payment methods

Table 7.3.10 – Comparing Standardization vs. Customization across target states

7.3.11 Lessons Learned

The implementation of an EGMS is a complex process and states like Arizona, Indiana, and Illinois have gained significant experience through their EGMS journeys, offering lessons that can guide future implementations. These lessons cover critical areas such as change management, stakeholder engagement, standardization, customization, funding strategies, and system functionality. By reflecting on these experiences, Minnesota can identify opportunities to refine its' approaches, mitigate risks, and optimize outcomes. Minnesota can leverage these insights to design an EGMS implementation strategy that builds on proven successes and avoids common pitfalls.

State of Arizona:

Vendor Selection Criteria:

- *Module Requirements:* Ensure the chosen vendor offers a Grant Research and Pursuance Module to streamline the identification and application process for new funding opportunities.
- *Cost Efficiency:* Avoid solutions with high costs per user to maximize budget efficiency.
- *System Robustness and Usability:* Prioritize systems that are robust, intuitive, and require minimal customization. Usability is crucial for adoption across various agencies.
- *Change Management:* Assess the level of change management support needed. To ease the transition, choose vendors with strong change management capabilities.

Stakeholder Engagement:

- *Early Involvement:* Involve stakeholders in the functionality design phase to ensure that the product roadmap aligns with their needs, fostering support and ownership.

System Readiness:

Proof of Concept: First, engage agencies that are currently using manual or paper-based processes. Showcasing "quick wins" in these areas helps build confidence and can serve as "proof of concept" for the system's effectiveness.

- *Maturity for Larger Agencies:* Mature the solution with smaller or less complex agencies before rolling it out to larger agencies with established processes and systems to avoid disruptions.
- *Avoid Minimum-Viable-Product with Larger Agencies:* Provide a comprehensive list of fields and defined functionalities that can meet the needs of larger agencies instead of configuring minimum viable capabilities for the enterprise.
- *Consistency in Terminology:* Standardize definitions and ensure all agencies understand and agree on key terms to avoid confusion and promote cross-agency alignment.

Operational Challenges:

- *Manual Processes in Systems:* Solutions like WizeHive may require extensive manual intervention. For example, submitting and registering a program can take up to three days, and publishing solicitations may take additional days, slowing down the grant cycle.
- *Financial Flexibility:* The inability to make budget adjustments without official amendments or to enter negative numbers in financials limits operational flexibility. Future solutions should consider these capabilities.

Legacy System Limitations:

- *Custom-Built System Challenges:* Custom-built systems, such as those used by the Department of Education, can be difficult to maintain. Transitioning away from such systems may require careful planning and additional support for affected agencies.

State of Indiana:

Organizational Change Management (OCM):

- *State Ownership:* OCM should be owned by stakeholders in the state instead of third parties or contractors as they would know the internal processes, procedures, limitations, and standards better than consultants who do not operate in the state.

Training and Onboarding:

- *Just-In-Time Training:* Schedule training for state employees and system users just-in-time to avoid the need for retraining. This approach ensures that users are trained with the system's latest configurations and functionalities relevant to their roles.
- *Super Users:* Assign dedicated "super users" within each agency. These individuals serve as the first line of support, responsible for conducting training, creating user guides, and addressing agency specific queries.

Deployment Strategy:

- *Separate Grantee and Grantor Rollouts:* Treat the grantee and grantor functionalities as distinct modules. Deploy the grantee side first with a "big bang" approach, requiring all users to adopt the system within a specific timeline.
- *Hard Cut-Off for Adoption:* Implement a hard cut-off date to ensure that all users transition to the new system, which promotes consistency and system-wide usage.

Vendor Relationship and Influence:

- *Product Roadmap Influence:* Arizona had a unique situation with eCivis, where they could influence the product roadmap. This experience might not be available for all clients, so consider the level of influence available with your chosen vendor.

Stakeholder Engagement:

- *Broad Agency Buy-In:* Secure buy-in from multiple agencies, rather than selected ones, to avoid costly redesigns and re-implementations. Broad engagement helps standardize processes and fosters wider acceptance.
- *Understand System Functionality:* Invest time in understanding how the system works to fully utilize its capabilities. This proactive approach prevents overlooking valuable capabilities.

Project Planning and Fit-Gap Analysis:

- *Define Project Plans Post-Contract:* Create detailed project plans only after the contract is signed but ensure a thorough understanding of the proposed solution to guide the fit-gap analysis.

- *Avoid Prescriptive Requirements:* Rather than dictating all requirements upfront, work to understand what functionalities align best with the solution. This flexibility allows for better integration of the system's out-of-the-box features with existing processes.

State of Illinois:

Organizational Change Management:

- *Upfront Planning:* Organizational Change Management is essential and needs to be addressed at the beginning of the project. Proper planning helps ensure a smoother transition and greater acceptance among stakeholders.
- *Executive-Level Buy-In:* Establishing centralized governance (like GATA) and using a top-down approach can be effective in securing buy-in from executive leadership, which in turn accelerates the implementation process and promotes commitment across agencies.

System Capabilities and Requirements:

- *Functional Requirements Assessment:* Carefully evaluate the system's capabilities to ensure it meets the necessary requirements. Avoid unnecessary customizations or changes that may be requested by individual agencies unless they are essential for core functionality.
- *Selective Customization:* Not all agency requests for changes are critical. Focus on delivering essential functionalities to avoid over-customizing, which can lead to complexity and maintenance challenges.

Stakeholder Alignment and Engagement:

- *Tailored Support for Specific Agencies:* Some agencies may require additional guidance and support to align with the new system, especially when offboarding from legacy solutions. Tailored engagement with these agencies facilitates smoother onboarding and minimizes resistance.
- *Timing of Staff Involvement:* Ensure the correct staff from agencies are engaged at the right times for key activities such as requirements gathering, decision-making, implementation, and quality assurance. Proper timing and staff involvement help prevent delays and improve the quality of decisions by using a just-in-time approach.

Policy and Governance:

- *Governance vs. System Utilization:* Teams responsible for governance, such as GATU, may not directly use the system while establishing policies. It's essential to maintain coordination between policy development and system implementation teams to align governance structures with the system's functionalities.

Leadership Priority:

- *Importance of Executive Priority:* Higher prioritization from executive leadership can significantly speed up processes and remove bottlenecks, enabling the project to maintain momentum and meet deadlines more effectively.

7.4 Product and Vendor Satisfaction Survey

A satisfaction survey was created for state representatives in Arizona, Indiana, and Illinois on the product's satisfaction with the features mentioned below. Results from the three states on the requested categories are as follows.

Please note that though we requested each state to circulate the survey within agencies of each state, only one SME from the States of Arizona and Indiana responded to the survey. SMEs from Illinois did not complete the survey.

SMEs used the following scale for evaluation: 1 = Extremely Low to 10 = Extremely High. Category State Score (Out of 10)	Arizona (eCivis)	Indiana (eCivis)
Unified Data/Document Repository	9	7
Application and Proposal Management	9	9
Workflow Automation and Approval	9	8
Compliance and Regulatory Monitoring	9	8
Performance Reviews and Monitoring	9	8
Collaboration and Communication	9	8
Security and Access Control	9	9
Integration with Other Tools	9	9
Audit Trail and Transparency	10	8
Rate of Adoption at State Agencies	10	9
Average Grant Processing Time	10	9
User Friendliness/User Experience	10	7
Scalability (at large Agencies)	10	10
Training and Support	10	7
Total Cost of Ownership (TCO)	10	10

Table 7.4 – Customer Satisfaction Survey Results from Target States

Stakeholders from the State of Illinois shared that their experience with the vendor has been positive. They mentioned that as per their legal requirements, they cannot provide more feedback on the Vendor's performance which might be the reason for not receiving survey responses from them.

Note: Arizona and Indiana use the same vendor/product but have different experiences, with the vendor and product team. Since Arizona was involved early on in the product roadmap with the vendor the solution was engineered and customized around the state's needs.

7.5 State of Nevada

This section provides details on the State of Nevada's failed EGMS implementation.

7.5.1 Background

The State of Nevada (NV) has attempted to pursue the implementation of a statewide EGMS driven by the Office of Federal Assistance (OFA) multiple times but has abandoned the projects for various reasons. One time the award was appealed, the appeal was upheld, and the solicitation was withdrawn. On another occasion, all the proposals received were well beyond the state's available funding at that time, so they did not proceed to contract the vendor.

7.5.2 Current State

Nevada currently has a decentralized grants management landscape. Agate's Intelligrants (IGX) system has multiple active accounts across the enterprise. Smaller agencies such as the Governor's Finance Office (for American Rescue Plan Act (ARPA) data tracking) and the Division of Emergency Management have contracts with ZoomGrants. Other tools used in Nevada for grants management include the Nevada Grants Portal (used by multiple agencies to discover Federal funding), and Nevada ePro (procurement platform), along with common tools like MS Word, Email, Submittable, Excel, PDF, and a shared drive.

7.5.3 GMS Implementation(s)

Even though there is no EGMS at the State of Nevada, there are grants management systems that are used at various agencies across the state. Details about three of those agencies, as provided by the stakeholders at State of Nevada, are shared below:

- The Department of Public Safety (DPS) uses IntelliGrants (IGX) due to a long-term relationship with Agate Software, relying on National Highway Traffic Safety Administration (NHTSA) federal funding with minimal grant variation to keep costs and training needs low. Federal funds cover system maintenance, and Agate manages upgrades, making IGX their preferred solution.
- The Nevada Department of Education (NDE) had a two-year project budget of \$272,930, managing 75 grants and 800 sub-awards by 2021. They used ePAGE (Harris, Mackessy, and Brennan Inc. (HMB)), revising their contract to improve functionality, with HMB's low costs and zero-transition period making them the preferred vendor.
- The Department of Health and Human Services (DHHS) procured IntelliGrants (IGX) through Agate Software in late 2021, requiring data migration, document mapping, and system verification. IGX complied with federal standards, and also provided unlimited users, and retrieves opportunities from federal systems like SAM.gov and Grants.gov.

A summary of the Nevada findings is shown in Table 7.5.3 below.

Agency	Grants Management System	Project Budget	Number of Grants/Sub-awards	User Base	Key Features	Data Migration
Department of Public Safety (DPS)	IntelliGrants IGX (Agate Software, Inc.)	\$75,000	NHTSA federal funding with minimal grant variation	Not specified	Federal funds are used for upgrades; Agate responsible for tool updates	Not specified
Department of Education (NDE)	ePAGE (Harris, Mackessy, and Brennan Inc.)	\$272,930 for two years	75 grants, 800 sub-awards totaling ~\$700M in 2020	1,100 active users, 1,400 total users, 85k documents (95GB data migration)	Unlimited support, lower implementation costs, zero-transition period	Not specified
Department of Health and Human Services (DHHS)	IntelliGrants IGX (Agate Software, Inc.)	Not specified	Not specified	60 Full Users, 5 System Admins, 200 light users, up to 1000 vendors	Compliance with Federal, State, NIST, HIPAA, integration with SAM.gov and Grants.gov	Extensive data migration and mapping requirements with SQL database export

Table 7.5.3 – Summary of GMS use and features in sample of Nevada state agencies

7.5.4 Hurdles for EGMS Implementation

- **Resistance to Change:** Agencies with long-standing vendor relationships, such as the Departments of Education, Public Safety, and Human Services, resisted switching systems.
- **High Cost:** A 2022 needs assessment conducted via Request for Proposal with TriMetrix Inc. revealed the proposed implementation cost was not feasible given the required functionalities and timelines.
- **Legislative Support and Funding:** Despite securing legislative appropriations in 2017, 2019, and 2021 (Assembly Bill 445), a change in the Governor’s administration in 2023 shifted priorities, halting the project.
- **Challenges and Delays:** Vendor selection issues and delays, exacerbated by the COVID-19 pandemic, impacted Nevada’s EGMS efforts.

7.5.5 Future State

According to the 2024 Gartner report on “*Market Guide for State and Local Government Grant Management Solutions*”, there are three primary application approaches that are available in the market today:

1. Stand-alone built-to-purpose COTS applications (eCivis, AmpliFund, Intelligrants (IGX), REI Systems)
2. Application platforms (WizeHive, Salesforce, GrantVantage)
3. ERP modules for grants management (NetSuite, PeopleSoft, Tyler Technologies)

The State of Nevada is investigating the third approach to expand the grants module available within its new ERP system, CGI Advantage 360, as part of the ERP system roll-out over the next two years.

To adopt this strategy in Minnesota, Statewide Integrated Financial Tools (SWIFT) capabilities would have to be enhanced to include grants management capabilities. Since direct integrations with SWIFT are not allowed at this time, this would have to be an enhancement to the SWIFT system.

7.6 Stakeholders

Multiple stakeholders were interviewed from each of the target states to understand their unique implementations and to derive lessons from their experience. The interviewed stakeholders in the three target states are listed below.

State of Arizona:

- Matthew Hanson (Managing Director at Witt O'Briens. Previously the Statewide Grants Administrator and Project Champion of the eCivis implementation)
- Jason Mistlebauer (Took over from Matt and Implementation Manager/Lead)
- Lisa James (Early Adopter and Grant Program Manager at the Department of Agriculture)

State of Illinois:

- Lori Beeler (Director of Grants Accountability and Transparency Unit (GATU))
- Adriana Perez (Program Delivery Manager with GATU)
- Courtney Jackson (Works at GATU and was involved in the EGMS implementation)

State of Indiana:

- Luke Kenworthy (Director of Federal Grants Policy and Management)
- Matt Bracher (Responsible for the solution implementation at the state)
- Lisa Acobert (Deputy Director for Federal Grants Policy and Management)

Additionally, the following stakeholders were engaged with the State of Nevada for information collection and confirmation.

- Gideon Davis (Administrator at the Purchasing Division)
- A'Keia Sanders (Director at the Nevada Governor's Office of Federal Assistance)

7.7 Appendices

7.7.1 Abbreviations

This section provides a list of the abbreviations used in the Target States Report.

Abbreviation	Description
ADM	Department of Administration
ARPA	American Rescue Plan Act
ARRA	American Recovery and Reinvestment Act
AZ	Arizona
CFR	Code of Federal Regulations
COTS	Commercial Off-the-Shelf
DHHS	Department of Health and Human Services
DPS	Department of Public Safety
EGMS	Enterprise Grants Management System
ERP	Enterprise Resource Planning
GAO	General Accounting Office
GATA	Grants Accountability and Transparency Act
GATU	Grants Accountability and Transparency Unit
GFRT	Grants and Federal Resources Team
GMS	Grants Management System
HMB	Harris, Mackessy, and Brennan Inc.
HIPAA	Health Insurance Portability and Accountability Act
IGX	IntelliGrants
IL	Illinois
JIT	Just-in-Time
MN	Minnesota
NASPO	National Association of State Procurement Officials
NDE	Nevada Department of Education
NHTSA	National Highway Traffic Safety Administration
NIST	National Institute of Standards and Technology
NV	Nevada
NOFO	Notice of Funding Opportunity
NOGO	Notice of Grant Opportunity
OFA	Office of Federal Assistance
OGM	Office of Grants Management
OMB	Office of Management and Budget
OCM	Organizational Change Management
PT	Professional-Technical
QPA	Quantity Purchase Agreement
RFI	Request for Information
RFP	Request for Proposal
RI	Rhode Island
RKCS	RK Consultancy Services Inc.
SBA	State Budget Agency
SQL	Structured Query Language
SPOC	Single-Point-of-Contact

Abbreviation	Description
SWCAP	Statewide Cost Allocation Plans
SWIFT	StateWide Integrated Financial Tools
T3	Train-the-Trainer
TCO	Total Cost of Ownership

7.7.2 References

The references used in this report are as follows:

- [1] - [Governor's Office of Strategic Planning & Budgeting, Grants & Federal Resources Team \(GFRT\)](https://grants.az.gov) ;
(<https://grants.az.gov>)
- [2] - [Grant and eCivis Resources | Governor's Office of Strategic Planning & Budgeting, Grants & Federal Resources Team \(GFRT\)](https://grants.az.gov/grant-resources-1) ;
(<https://grants.az.gov/grant-resources-1>)
- [3] - [State of Arizona Accounting Manual \(SAAM\) | General Accounting Office](https://gao.az.gov/state-arizona-accounting-manual-saam) ;
(<https://gao.az.gov/state-arizona-accounting-manual-saam>)
- [4] – [SBOA: Resource Library : Accounting and Financial Regulatory Reporting Manual](https://www.in.gov/sboa/library/unit-specific-uniform-compliance-guidelines/accounting-and-financial-regulatory-reporting-manual/) ;
(<https://www.in.gov/sboa/library/unit-specific-uniform-compliance-guidelines/accounting-and-financial-regulatory-reporting-manual/>)
- [5] - [SBA: Financial Management Circulars](https://www.in.gov/sba/budget-information/financial-management-circulars/#tab-844779-5-Grants_Management) ;
(https://www.in.gov/sba/budget-information/financial-management-circulars/#tab-844779-5-Grants_Management)
- [6] - [Grants Accountability and Transparency Act \(GATA\)](https://gata.illinois.gov/) ;
(<https://gata.illinois.gov/>)

8 Appendix C – Market Research: Solutions Analysis Report

Market Research – Solutions Analysis Report

To Minnesota Department of Administration (ADM)

Enterprise Grants Management System (EGMS) – Feasibility Study

Date: December 2024

Submitted by: RK Consultancy Services, Inc. (RKCS)

8.1 Market Research: Solutions Analysis Report Purpose

This report aims to provide an overview of the current market for Software-as-a-Service (SaaS) solutions designed to manage the Grants Lifecycle Management (GLM) process for different agencies across scales and use cases in the State of Minnesota (MN). It contains an evaluation of potential vendors for a potential future Enterprise Grants Management System (EGMS) in Minnesota. The state will use this, along with other reports, to inform decision-making related to the implementation of an EGMS.

GLM involves managing the complete lifecycle of grants, from the discovery of funding opportunities to post-award reporting. Grantees need a system to discover funding opportunities, submit grant applications, track progress, manage funds, and comply with reporting requirements. Grantors need a solution to publish funding opportunities, review and approve grant applications, award grants, and ensure compliance throughout the life of the grant.

This report summarizes the evaluations of existing SaaS vendors identified through our market research. Each vendor was evaluated based on a selection of criteria that are elaborated on in Section 3.3 below. To pursue an implementation, there needs to be further evaluation of selected vendors, including a more detailed discussion about Minnesota's critical requirements and cost assessments, to ensure the solution meets the needs of the state.

8.2 Market Research: Solutions Analysis Report Summary

The State of Minnesota currently operates a decentralized model for managing grants, involving twenty-nine (29) grant-making agencies and approximately sixty (60) different tools. While this model has seen some success, it has resulted in significant disparities, including a lack of common terminology, unclear operational roles, reporting disparities, and fragmented systems. Details of the tools used across the grant-making agencies are available in the Functional and Technical Assessment Report (see Appendix D, section 9.2.3.3)

To address these inefficiencies, the State of Minnesota is exploring the implementation of an EGMS. An EGMS could centralize operations, standardize processes, clarify roles, and improve reporting consistency across all agencies. A unified solution would streamline operations, reduce errors, and enhance real-time insights, ensuring a more efficient and effective system for managing grants throughout their lifecycle.

This report evaluates the capabilities of SaaS vendors in the grant management space, aligning them with the functional requirements of Minnesota's grant-making agencies. A comparative analysis of twenty-seven vendors was conducted, leading to the recommendation of nine (9) vendors for further review. From this group, four vendors were selected for deeper analysis to ensure the best fit for the state's diverse needs and to identify potential solutions for addressing the challenges identified in the current decentralized system.

8.3 Grants Management Software(s)

8.3.1 Grants Management Landscape in Minnesota

Grants management in Minnesota is highly decentralized. Over sixty (60) tools are used across twenty-nine (29) grant-making agencies to support various functions throughout the grant lifecycle. Each agency has developed business processes or adopted systems to address specific needs, showcasing significant variability in processes, tools, and functionality.

Minnesota agencies use a variety of tools for critical grant management functions. Statewide Integrated Financial Tools (SWIFT) is universally used for grant disbursement by all agencies. For document storage and data retention, agencies rely on tools like Shared Drives (S/I/H drives), SharePoint, eDocs, FileNet, and Tempo. Communication and collaboration are supported by websites, emails, and DocuSign for e-signatures, along with platforms such as Microsoft Teams and Webex for meetings and virtual sessions. Agencies also use tools like Microsoft Word, PDFs, and Excel for applications, risk assessments, and financial tracking. Platforms such as Power BI, Access DB, and Tableau are used for reporting and analytics. For surveys and data collection, tools like Microsoft Forms, Mentimeter, and Survey Monkey are used by some agencies. Most agencies rely on federal platforms like Grants.gov, SAM.gov, and GrantSolutions for accessing information about potential federal grants.

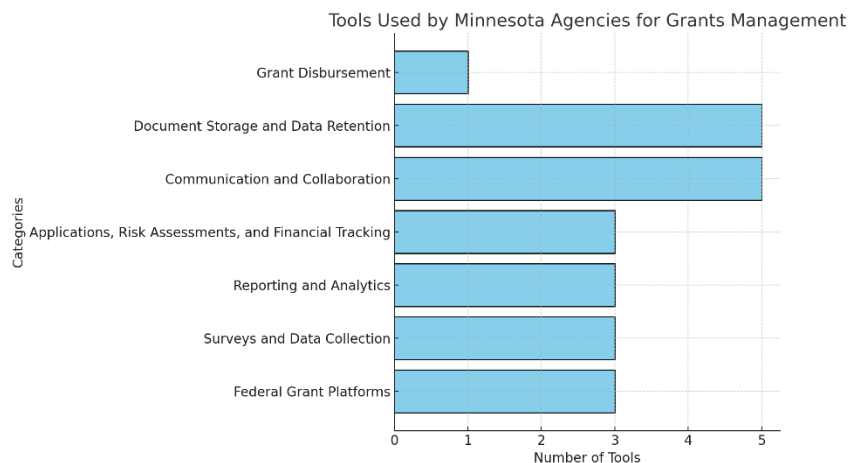


Figure 8.3.1.1 –Spread of tools used by agencies to perform grant management functions

In addition to these tools, some agencies utilize specialized grants management systems tailored to their specific requirements. Foundant is used by ADM – Office of Grants Management (OGM), ADM – State Historic Preservation Office (SHPO), Department of Agriculture (MDA), Minnesota Geospatial Information Office (MnGeo), MNSure, some divisions of Minnesota Department of Health (MDH), and the Office of the Secretary of State (OSS) for grant management with varying degrees of satisfaction. The Office of Collaboration and Dispute Resolution (OCDR) uses Submittable for application intake and review. Intelligrants (IGX) has been previously or is currently implemented at the Department of Employment and Economic Development (DEED), Office of Higher Education (OHE), and the Department of Public Safety (DPS). Microsoft Dynamics 365 via GrantVantage is used by the Department of Commerce (COMM).

Custom-built platforms like eLINK (Board of Water and Soil Resources (BWSR)), Contracts Integration System (CIS) (Department of Human Services (DHS)), and Minnesota Education Grants System (MEGS) (Minnesota Department of Education (MDE)) address specialized needs, while systems like Fluxx (Iron Range Resources Rehab Board (IRRR)), and BlackCat-FLEX (Department of Corrections (DOC) and Minnesota Department of Transportation (MnDOT)) are configured to specific agencies. Other tools, such as Tempo (Minnesota Pollution Control Agency (MPCA)), and SmartSimple

(recently adopted by the Minnesota State Arts Board (MSAB)), further illustrate the wide variety of the platforms in use. The Department of Natural Resources (DNR) is also exploring the feasibility of an agency-wide solution, demonstrating ongoing efforts to enhance functionality.

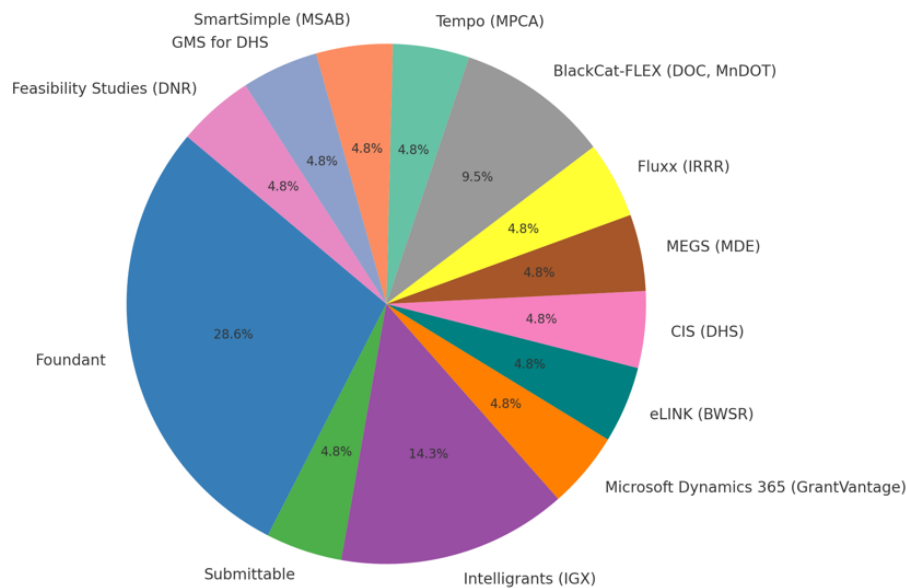


Figure 8.3.1.2 – Distribution of GMS use at agencies in the State of Minnesota

An EGMS would manage the entire lifecycle of grants for all agencies. It would involve using a single, unified system to administer all grant-related activities, but it will not eliminate the use of all the other tools. The Functional and Technical Assessment Report (see Appendix D) revealed that implementing an EGMS could significantly reduce the number of tools used for grants management, consolidating them from over sixty (60) to approximately eighteen (18).

8.3.2 Key Features of an EGMS

In Minnesota, implementing an EGMS offers an opportunity to modernize the grants management process. By consolidating tools and workflows into a single, centralized platform, an EGMS will enable agencies to streamline operations, enhance efficiency, and ensure compliance with state and federal regulations. This approach could reduce redundancy, improve communication, and provide a unified framework for managing grants. It could lead to delivering greater impact and transparency in grant-making efforts. The following table identifies the key features and functionalities of an EGMS that could support these results. The details of the key features are available in the Appendices in Section 8.8.3.

Category	Key Features
Proposal and Application Management	- Streamlined Application Creation - Document Uploads and Validation - Real-Time Application Tracking
Review and Approval	- Customizable Evaluation Workflows - Collaborative Review Features - Automated Notifications and Reminders
Award Management System	- Automated Award Documentation - Timely Communication with Grantees - Terms and Conditions Tracking

Category	Key Features
Comprehensive Financial Management	- Budget and Fund Tracking - Automated Financial Reporting - Spending Compliance Tools
Monitoring and Compliance Management	- Progress and Milestone Tracking - Automated Compliance Reporting - Risk Detection and Resolution
Advanced Reporting and Analytics	- Dynamic Reporting Tools - Real-Time Analytics Dashboards - Impact Evaluation Metrics
Integrated Communication and Collaboration	- In-System Messaging - Secure Document Sharing - Stakeholder Coordination Tools
Robust Data Security and Privacy	- Advanced-Data Encryption - Role-Based Access Controls - Comprehensive Audit Trails

Table 8.3.2 –Key desired features in a future EGMS

To identify the most suitable SaaS vendors for a centralized EGMS that would provide these features for the State of Minnesota, thorough market research was conducted.

8.4 Research Methodology

A three-step methodology was used to evaluate SaaS vendors and their products in relation to the needs of Minnesota's grant-making agencies. The diagrams below illustrate the process that guided our solution research and the overall results from each step.



Figure 8.4.1 – Methodology used for evaluation of SaaS vendors/products

The diagram below illustrates the progressive refinement of SaaS vendors during evaluation.

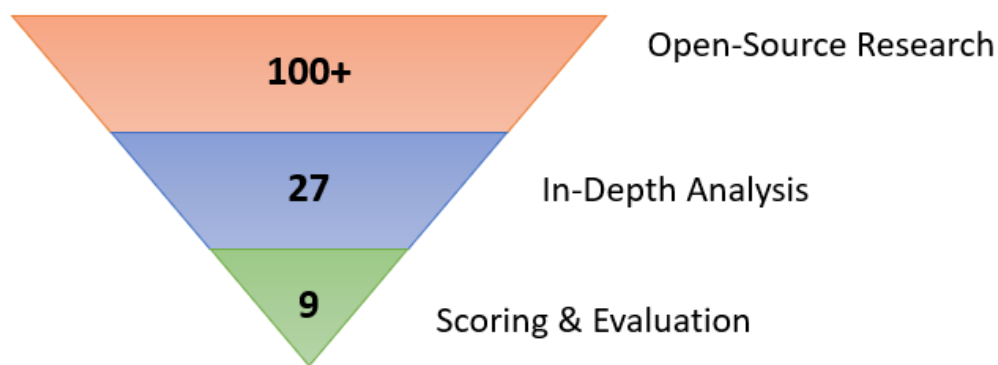


Figure 8.4.2 – Number of vendors included at each stage of the market research

The analysis began with over a hundred vendors identified during the open-source research phase, which involved broad online searches to understand the available options and establish a comprehensive list of potential candidates. This phase spanned two months and laid the foundation for the evaluation process by identifying a wide range of solutions.

Following the initial research, the focus shifted to In-Depth Analysis, where the list of vendors was reduced to twenty-seven. This stage represented the most detailed and time-intensive part spanning five months. During this phase, vendors were assessed based on whitepaper reviews, expert feedback, and detailed feature evaluations. The goal was to analyze their alignment with the needs of Minnesota's grant-making agencies, including capabilities like compliance monitoring, application tracking, and reporting. The scoring criteria were refined to further assess vendor suitability, with specific attention to usability, scalability, and compliance.

The final phase, Scoring, and Evaluation, overlapped with the In-Depth Analysis and lasted approximately two months. This stage involved a comprehensive application of scoring metrics developed from the requirements gathered during the Feasibility Study. Vendors were rigorously assessed to ensure alignment with Minnesota's operational and technical needs, leading to the final shortlist of solutions. Overall, the research process took seven months to complete.

8.4.1 Open-Source Research

To begin evaluating grants management software available in the market, information was gathered from public sources such as review platforms, expert analyses, and industry-specific resources. This foundational research aimed to identify the most suitable solutions based on user feedback, feature comparisons, and practical insights. The key steps in this phase included:

- **Leveraging Software Review Platforms:** Detailed analysis was conducted on platforms such as Capterra, G2, and Software Advice to gain an overview of the available software solutions. These platforms provided valuable insights into user ratings, detailed feature comparisons, and overall software scoring. By examining aggregated user feedback and ratings, the research highlighted software strengths, weaknesses, and suitability for grants management functions such as application tracking, compliance monitoring, and reporting.
- **Exploring User Experience Insights:** Platforms like TrustRadius and GetApp were explored for a more nuanced understanding of real-world user experiences. These platforms often include firsthand reviews, testimonials, and detailed use case examples, shedding light on the day-to-day usability of different grants management tools. This step was crucial in identifying software

solutions that not only excel in theoretical comparisons but also perform reliably in practical settings.

- Analyzing Specialized Articles and Comparisons:** Industry-specific articles and expert analyses from sources like Donorbox, Submittable, AmpliFund, and WizeHive were reviewed to gain deeper insights into curated comparisons and best practices. These articles offered unique perspectives on grants management software, including their alignment with government and nonprofit needs, practical use cases, and real-world implementation outcomes. They also provided detailed breakdowns of features, highlighting tools that excel in specific areas such as financial management, compliance, or reporting.

This initial research approach enabled a comprehensive understanding of the current grants management software landscape in the United States (US). It provided essential context for evaluating software capabilities and identifying solutions that meet the unique needs of Minnesota’s grant-making agencies. By combining quantitative ratings from review platforms with qualitative insights from user experiences and expert articles, the open-source research methodology ensured a balanced and informed foundation for the vendor evaluation and selection process.

Twenty-seven vendors were shortlisted based on this open-source research (Table 8.4.1.).

Product	Focus/Features	Target Audience
Altum Grants Management	Specializes in managing research grants, offering tools for tracking funding, ensuring compliance with regulatory requirements, and generating detailed reports.	Research institutions, universities, academic organizations
AmpliFund	Comprehensive lifecycle management for grantors and grantees, including application tracking, compliance monitoring, reporting, and automated workflows.	Grant-making organizations, nonprofits, government agencies
Blackbaud Grantmaking	Full grants lifecycle management, focusing on streamlining application processes, improving reporting, and ensuring compliance. Offers robust dashboards for efficiency.	Foundations, nonprofits, corporate philanthropies
BlackCat – FLEX	Cloud-based system supporting end-to-end grant lifecycle management, including applications, awards, milestone tracking, and compliance monitoring.	Government agencies, diverse grant-making organizations
Bonterra (CyberGrants)	Enterprise-level solution aimed at maximizing social impact through grants management. Includes features for reporting, compliance, and high-volume processing.	Corporations, foundations, philanthropic organizations
CommunityForce	Manages grants, scholarships, and awards with an emphasis on simplifying the application process, including custom workflows and applicant portals.	Educational institutions, nonprofits, scholarship providers
Easygrants	Customizable, scalable grants management software designed for efficiency. Features include application portals, compliance tracking, and reporting tools.	Grant-making organizations, nonprofits, government entities
eCivis	Focuses on government needs with specialized tools for compliance, transparency, fund management, and audit preparation.	State and local governments, government-funded organizations
EGrAMS	Web-based solution for all phases of the grant lifecycle, offering customizable templates, reporting, and compliance tools.	Government agencies, nonprofits, private grantors

Product	Focus/Features	Target Audience
FluidReview (SurveyMonkey)	A submission management platform that supports customizable workflows, collaboration tools, and real-time application tracking.	Foundations, grant-making organizations, nonprofits
Fluxx	Cloud-based platform enhancing transparency and collaboration between grant makers and grantees. Offers user-friendly dashboards and real-time reporting.	Foundations, nonprofits, philanthropic organizations
Foundant Technologies	Provides cloud-based solutions for grantmakers and seekers, focusing on ease of use, automation, and efficiency in managing applications and reports.	Nonprofits, foundations, educational institutions
Foundation Source	Serves private foundations by managing compliance, automating workflows, and providing tools for detailed financial and regulatory reporting.	Private foundations, philanthropic organizations
GEMS	Comprehensive grants lifecycle management platform designed to enhance transparency, reporting, and workflow automation.	Grant-making organizations, nonprofits
GIFTS Online	Cloud-based system for tracking, managing, and reporting on grants, emphasizing compliance, customization, and efficiency.	Foundations, nonprofits, grant-making entities
GrantHub	Designed for small to mid-sized organizations, offering simple tools for tracking deadlines, managing applications, and creating reports.	Small to mid-sized nonprofits, community organizations
Grant Lifecycle Manager	A full-featured grants management system focusing on transparency, accountability, and detailed reporting.	Grant-making organizations, government entities
GrantVantage	Specialized for managing federal, state, and foundation grants. Features include financial reporting, compliance tracking, and milestone monitoring.	Government agencies, nonprofits
IntelliGrants (IGX)	Streamlines grants management with automation, configurable workflows, and robust reporting capabilities.	Government agencies, grant-making organizations
Kaleidoscope	A user-friendly platform for managing scholarships and grants, featuring custom workflows and dashboards for flexibility.	Educational institutions, nonprofits, scholarship providers
NeonCRM	Integrates grants management with customer relationship management (CRM) capabilities, enabling application tracking, donor management, and compliance monitoring.	Nonprofits, foundations
NetSuite	Automated lifecycle tracking, financial reporting, multi-year expense management, and compliance tools for tracking and reporting.	Nonprofits, grant-making organizations
PeopleSoft	Manages the full research administration lifecycle, including proposal tracking, award management, and regulatory compliance.	Research institutions, government agencies
REI Systems (GovGrants)	Comprehensive SaaS platform for grant lifecycle management, focusing on automation, compliance, and real-time monitoring.	Government agencies, nonprofits
Salesforce Foundation	Grants management module integrated with Salesforce's CRM, enhancing tracking, reporting, and stakeholder engagement.	Nonprofits, government agencies, educational institutions
Submittable	Versatile platform for managing submissions, including grants, with features for collaboration, real-time updates, and customizable workflows.	Foundations, nonprofits, corporations

Product	Focus/Features	Target Audience
Versaic	Focuses on Corporate Social Responsibility (CSR) and grants management, offering tools for detailed tracking, impact measurement, and compliance reporting.	Corporations, philanthropic organizations

Table 8.4.1 – Grant management products with capabilities and target audiences

8.4.2 In-Depth Analysis

The next step to evaluate the wide range of grants management SaaS vendors and products currently available in the market began with a whitepaper research phase, which involved analyzing industry reports, and case studies to understand the offerings and capabilities of each vendor. This research provided a foundation for comparing vendors against the core features and functionalities required for effective grants management, such as application tracking, compliance monitoring, and reporting tools.

In addition to whitepaper research, interviews with industry Subject Matter Experts (SMEs) were conducted to gather practical insights and real-world experiences with these vendors. These discussions provided valuable context about vendor performance, scalability, and adaptability to government-specific needs. Another key consideration was determining whether the vendors had active projects with government entities at the Federal, State, or County levels. Vendors with demonstrated success in public sector projects were prioritized, as their experience and familiarity with regulatory requirements were seen as critical factors. This structured approach ultimately helped narrow the initial list of twenty-seven vendors to nine, ensuring a targeted and relevant selection for detailed demonstrations and discussions.

8.4.2.1 Whitepaper Research

Multiple whitepapers were researched to gain a comprehensive understanding of the grants management landscape within state governments across the United States and to identify the most suitable software offerings for state government use. These whitepapers provided valuable insights into industry standards, emerging trends, and the unique challenges faced by state agencies in managing grants. By exploring these in-depth sources, the research highlighted best practices for implementing grants management systems and provided a framework for evaluating how various SaaS solutions align with the operational and strategic needs of state governments.

The whitepapers also played a key role in assessing how different software solutions address critical factors such as regulatory compliance, data security, and the scalability required to manage large volumes of grants and users. These insights were instrumental in determining the effectiveness of each solution in meeting the complex demands of public sector grants management. By leveraging this information, the evaluation process was able to identify software offerings that not only aligned with industry standards but also demonstrated a clear ability to support the specific requirements of state government agencies. Some of the whitepapers that were researched include:

- 1. Gartner: Market Guide for U.S. State and Local Grant Management Solutions [1]**

This guide provided a comprehensive overview of grants management solutions tailored to the needs of state and local governments. It highlighted key vendors, features, and trends, which helped the project team identify market leaders and emerging technologies to streamline its grant processes.

- 2. Gartner: Consider Four Key Factors When Selecting a Grant Management Solution [2]**

This report outlined critical considerations when choosing a grants management system, such as scalability, compliance, integration, and user experience. For Minnesota, it served as a checklist to ensure that the selected solution aligned with state-specific operational and strategic requirements.

3. Gartner: Market Definition for the Government Grants Management Domain [3]

This document defined the scope and complexity of grants management within the government sector. It helped the project team to understand the key functionalities required in an EGMS and the role of compliance and efficiency in decision-making.

4. Fluxx: Guide to Data-Driven Grants Management [4]

This guide emphasized the importance of leveraging data for transparency and improved decision-making in grants management.

5. AmpliFund: The State Government Guide To Managing Grants [5]

Focused on the unique needs of state governments, this resource highlighted best practices and solutions for managing the entire grant lifecycle. It provided practical steps to modernize grants management and ensure compliance with federal and state regulations.

6. eCivis: Transforming Grants Management Whitepaper [6]

This whitepaper explored strategies for improving grant management efficiency and transparency, particularly in government settings. The project team leveraged these insights to suggest implementation strategies that will simplify and standardize business processes while ensuring unique stakeholder needs are met.

7. Next-Generation Grants Management Systems White Paper [7]

This document discussed innovative and emerging technologies shaping the future of grants management. It helped evaluate advanced features, like automation and artificial intelligence (AI).

8. MITRE Grants Management Blockchain Study Report [8]

The analysis included an exploration of the potential of blockchain technology in grants management, focusing on improving transparency, security, and traceability. It provides a futuristic perspective on how blockchain could revolutionize compliance and reduce administrative overhead.

Business Analysts from RKCS conducted an analysis of the grant ecosystem across Minnesota's grant-making agencies to establish commonalities and variations in their processes and workflows. This effort aimed to identify the core needs for a centralized EGMS and evaluate potential vendors based on their ability to meet these requirements. The key actions taken during this evaluation cover Gartner's suggestions showcased in Figure 8.4.2.1 below:

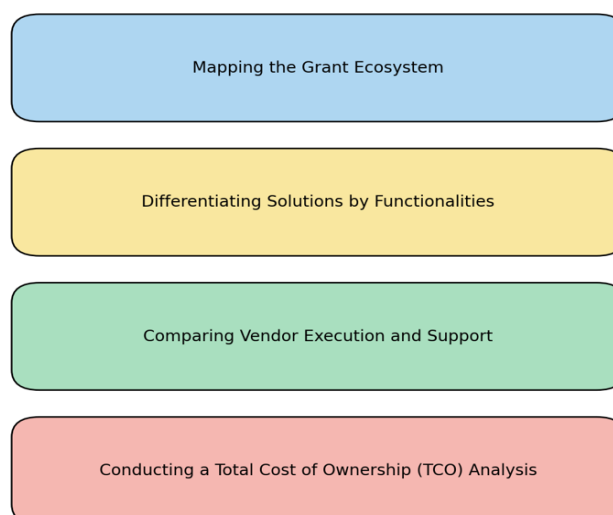


Figure 8.4.2.1 – Four Key Factors for an EGMS evaluation (Gartner) [2]

- **Requirements Gathering:** Identified shared and unique grants management requirements across 29 agencies to define the foundational functional, technical, security, and accessibility needs for a centralized system. This enabled mapping of the grant ecosystem in the State of Minnesota.
- **Scoring Criteria:** Established clear scoring criteria to assess vendors against the state's core requirements, focusing on functionality, technical capabilities, security compliance, and system accessibility which helped differentiate the vendors and solutions
- **Vendor Execution and Support:** Reviewed and compared vendor strategies for data migration, implementation, training, and ongoing support. Incorporated feedback from other states with EGMS implementations to assess vendor reliability and performance.
- **Total Cost of Ownership (TCO):** Evaluated projected costs, including licensing, implementation, maintenance, and scalability, which will be provided in a future report.

This approach ensured a structured and objective evaluation of vendors based on Minnesota's grants management priorities. Mapping requirements, applying scoring criteria, assessing vendor execution, and reviewing cost implications, sets the state up for selecting an EGMS that will enhance the state's operational efficiency, compliance, and long-term sustainability.

8.4.2.2 SME Interviews

Interviews with industry SMEs offered critical insights into the implementation of grants management systems, particularly in government contexts. These SMEs, with extensive experience in deploying such systems across various states, shared practical knowledge about addressing the unique challenges that government agencies face. Their expertise highlighted essential factors for successful implementation, such as navigating complex compliance requirements, ensuring scalability for large-scale operations, and managing organizational change effectively. By leveraging their experience, the evaluation process for Minnesota's grants management system was enriched with real-world considerations and lessons learned from previous deployments. The following takeaways from the SMEs helped shape the evaluation criteria, highlight potential risks, and ensure that any selected system aligns with Minnesota's specific needs and long-term objectives.

Product and Compliance Challenges

- Select products with a proven track record of meeting operational needs in government settings.
- Ensure that the system can adapt to evolving compliance requirements through configurable workflows and robust audit trails.
- Prioritize scalable solutions capable of managing large volumes of data and users.
- Validate the system's integration capabilities with existing infrastructure by requiring strong Application Programming Interfaces (APIs) and customization options.

System Performance for Government Requirements

- Test system capabilities for handling multi-agency coordination, strict reporting standards, and transparency mandates.
- Compare performance metrics from similar deployments to establish benchmarks.
- Identify critical features such as role-based access, advanced analytics, and comprehensive reporting to address government-specific needs.

Implementation Timelines and Common Challenges

- Develop realistic project timelines, accounting for key milestones and potential bottlenecks.
- Mitigate resistance to change by involving end-users early and communicating system benefits clearly.

- Simplify data migration by preparing legacy systems and ensuring compatibility with the new platform.
- Use phased rollouts and detailed configurations tailored to each agency's workflow to minimize disruptions.

Lessons for a Smoother Deployment

- Engage stakeholders early to ensure alignment with organizational goals and build consensus.
- Create a robust communication plan to set expectations and foster user adoption.
- Implement strong change management strategies, including comprehensive training programs and continuous support during the transition period.

The following SMEs were engaged during this process:

- **Matthew Hanson** served as Arizona's Statewide Grants Administrator as well as Assistant Director of the Arizona Governor's Office of Strategic Planning and Budgeting, Economic Recovery Management Team. He spearheaded the first EGMS implementation in the US.
- **Witt O'Brien's** expertise includes assisting the States of Rhode Island, Kansas, and Connecticut with current implementations and potential procurement of an EGMS across multiple agencies.
- **Corey Coll** has 20+ years of experience on the vendor side having worked at multiple grant management SaaS vendors in a variety of capacities and roles.

8.4.2.3 Government Experience and Capability

The next criterion in the vendor evaluation process was the SaaS provider's experience with government projects. This step ensured that vendors were familiar with the unique requirements and complexities involved in government implementations. Vendors were evaluated on their ability to successfully manage the roles of both grantees and grantors within state government contexts. The selection criteria focused on the following key aspects:

Existing Government Experience

Vendors were required to have a proven track record of deployments in county, department, or state government environments. This experience was critical to ensuring familiarity with compliance standards, security protocols, and the ability to manage large-scale projects effectively. Only vendors with demonstrated success in these areas were considered for further evaluation.

Understanding of Both Grantee and Grantor Roles

Since state governments operate as both grantors and grantees, vendors need to demonstrate a clear understanding of these dual roles. Their solutions had to address the unique operational needs of both perspectives, ensuring comprehensive functionality and seamless user experiences.

The evaluation process also involved a review of publicly available information. Vendor websites, case studies, customer success stories, and state government resources were analyzed to assess the vendors' capabilities, product experience, and customer satisfaction. This research provided valuable insights into the vendors' ability to meet the specific needs of state government grants management. Based on this evaluation, nine SaaS solutions with long-term, extensive, and established government contracts were shortlisted for further analysis. These vendors demonstrated the required expertise, successful deployments in state government projects, and a strong understanding of government-specific grants management needs.

The following shortlist was used as the basis for detailed demonstrations and discussions to determine the top four (4) vendors that align with Minnesota's functional grants management requirements.

Solution	Solution Fit for the State of Minnesota
Agate – IGX	Already has three contracts in Minnesota, demonstrated familiarity with the state's needs, and proven capability in managing grants at scale.

Solution	Solution Fit for the State of Minnesota
AmpliFund	Highly specialized for state government grants management, with robust pre-built workflows and compliance modules tailored for public sector needs.
eCivis	Currently has two statewide implementations and is actively pursuing others, showcasing its scalability and reliability for government agencies.
Fluxx	Offers modern capabilities and an option for unlimited licenses, making it cost-effective for large-scale, multi-agency use. Has one contract with the State of Minnesota.
Foundant	Maintains multiple existing contracts with Minnesota agencies, highlighting its relevance and established presence in the state.
GrantVantage	Being explored by agencies due to its seamless integration with Microsoft Dynamics 365, which aligns with the state's existing technology ecosystem. Has one contract with the State of Minnesota.
NetSuite	Considered because they have extensive presence in the State of Minnesota including existing Master contracts, have built-in PeopleSoft integrations, and have direct prior experience with SWIFT integrations.
REI Systems	Specialists in federal grants disbursement, but lack statewide integration experience, limiting their applicability for Minnesota's needs.
Salesforce	Holds multiple contracts with Minnesota agencies (not for grant making) and offers a flexible, low-code platform with extensive integration options, making it adaptable for complex grants management scenarios.

Table 8.4.2.3 – Shortlisted GMS Solutions

8.4.3 Scoring and Evaluation

To evaluate the nine vetted solutions, a scoring criterion was applied considering the State of Minnesota's functional, technical, accessibility, and security requirements with varying weights (1-3) and a score from 1-10. Based on requirements gathered during the preliminary analysis phase of the feasibility study from the twenty-nine (29) grant-making agencies in the State of MN, the following high-level requirements across categories were used to evaluate the vendors and their grants management solutions. The weights for the various factors are mentioned in the 3rd column below.

Category	Criteria	Weight
Experience and Scalability	Number of statewide implementations completed by the vendor.	3
Experience and Scalability	Ability to handle scalability across different state agencies.	2
Grant Lifecycle Administration	Request for Proposal (RFP) management and application review processes (eligibility, scoring, risk assessment).	3
Grant Lifecycle Administration	Contract management, invoice processing, payments, financial reconciliation, monitoring, and reporting.	3
Grant Lifecycle Administration	Closeout procedures and auditing capabilities.	3
Grant Lifecycle Administration	Support for capital grants including loan repayment.	1
Customization and User Roles	Customizable workflows with user role-based assignments tailored to processes.	3
Customization and User Roles	Role-based dashboards for monitoring and task management.	3
Integration, Document Management, and Reporting	Centralized data management with out-of-the-box reports and custom report configurations.	3
Integration, Document Management, and Reporting	Document Management System (DMS) capabilities for managing grant-related documents.	2
Integration, Document Management, and Reporting	Third-party integration capabilities, including compatibility with Swift-PeopleSoft.	3
Customization Flexibility	Flexibility in code vs. configuration for adapting workflows and processes.	3
Data Migration and Implementation	Strategy for migrating data from legacy systems, access databases, and Excel.	2

Data Migration and Implementation	Approach for statewide implementation, including resources, time, and cost estimates.	3
Compliance and Security	Web Content Accessibility Guidelines (WCAG) 2.1 Level AA compliance for accessibility of web interfaces.	3
Compliance and Security	Adherence to state security policies including perimeter security, identity management, and access control.	3

Table 8.4.3.1 – High-Level Scoring Criterion and Weight

The scoring criteria along with the weightage for each of the scoring items was approved by the ADM and Minnesota IT Services (MNIT) project stakeholders before the scoring was performed for vendor solutions. Additionally, a score of 1-10 was applied to each of the line items, and a description of the evaluation score is described below:

Score	Description
10	Perfect Fit – The product fulfills all the required functionalities exactly as needed, with no gaps or need for customization. Highly intuitive and user-friendly.
9	Excellent Fit – The product supports all the required functionalities and offers additional useful features. Customization may enhance usability but is not essential.
8	Very Good Fit – The product covers almost all required functionalities and aligns closely with needs. Minimal customization is required.
7	Good Fit – The product provides a strong majority of the required functionalities. Some minor adjustments or workarounds may be needed.
6	Moderate Fit – The product offers most of the required functionalities but is lacking some important features. May require moderate customization.
5	Below Average Fit – The product includes about half of the required functionalities. May require extensive customization or workarounds.
4	Limited Fit – The product meets some of the required functionalities but misses critical ones. Customization is required but might not be sufficient.
3	Poor Fit – Only a small percentage of the required functionalities are present. Major limitations in usability and features.
2	Very Poor Fit – The product supports a minimal subset of the required functionalities. Significant gaps exist with little or no ability to customize.
1	No Fit – The product lacks almost all the required functionalities. No apparent customization options to meet needs.

Table 8.4.3.2 – Descriptions of scores in the scoring sheet

8.5 Scoring Analysis and Takeaways

Details of the evaluation can be found in the Vendor Scoring Workbook (see Appendices, section 8.8.4).

The Excel file contains the following information:

Sheet Name	Description
Contents	Provides explanations of the spreadsheet structure, including scoring criteria and other sheets.
Score Range	Offers a guide to interpret the score ranges used in the evaluation.
BA #1 Score and BA #2 Score	Contains individual scores assigned by Business Analysts (BAs) for each vendor, based on demonstrations and discussions.
Overall Scores	Averages the scores from the BAs, including total scores for each vendor.
Results	Displays the final scoring and vendor rankings based on overall performance.

Table 8.5.1 –Contents of vendor scoring spreadsheet

As part of the vendor evaluation process, all shortlisted products were assessed using a structured scoring framework based on functional, technical, security, and accessibility criteria. While most vendors participated fully in the evaluation, two products were assigned a score of 0 and excluded from further consideration due to critical shortcomings that made them unsuitable for the State of Minnesota’s EGMS implementation. Below are the reasons for their exclusion:

- **Foundant:** The vendor failed to respond to requests for a product demonstration or discussion. This step was essential for assessing the system's alignment with Minnesota’s requirements, including functionality, scalability, and compliance capabilities. Without vendor engagement, it was not possible to evaluate Foundant against the scoring criteria or to verify its suitability for statewide implementation. This lack of response indicated potential challenges in vendor support and collaboration, which are crucial for the success of an EGMS deployment. Consequently, Foundant was excluded from further analysis.
- **NetSuite:** NetSuite does not offer a standalone Grants Management System (GMS); instead, its grants management functionalities are bundled within its Enterprise Resource Planning (ERP) suite. This approach requires organizations to purchase the entire ERP module, which significantly increases costs and complexity and is not an option for Minnesota because the Minnesota’s fiscal system, Statewide Integrated Fiscal System (SWIFT) cannot be replaced. As a result, NetSuite was deemed an infeasible option.

Note: The state’s fiscal system, SWIFT is a PeopleSoft solution and hence PeopleSoft’s grants management solution was in consideration for ease of integration. However, during the exploration phase, it was discovered that PeopleSoft is in the process of retiring its grants management solution, as Oracle (the parent company of both PeopleSoft and NetSuite) is shifting grants management capabilities to NetSuite. Since NetSuite couldn’t offer their standalone grants management module, the option of exploring PeopleSoft was eliminated.

An independent analysis was conducted by both RKCS business analysts during the scoring process and discrepancies greater than two points between BA #1 and BA #2 were flagged for discussion. When discrepancies were identified, the assessors discussed their rationale to arrive at a shared understanding. If the differences were reconciled, the scores were adjusted to reflect consensus. However, in cases where differences stemmed from legitimate subjective interpretations—such as varying views on ease of use or feature flexibility—those discrepancies were retained. The overall and category scores for the seven remaining vendors are as follows:

Category	REI Systems	GrantVantage	eCivis	AmpliFund	Agate (IGX)	Fluxx	SalesForce
No. of Statewide implementations	0	0	28.5	25.5	24	0	0
Scalability	8	5	19	14	16	7	15
Pre-award (1. RFP, 2) Application review process/eligibility determination, 3) (Scoring)/risk assessment)	21	19.5	25.5	22.5	27	24	24
Award - 3. Contract management, 4. Invoice and payments, 5. Financial reconciliation, 6. Monitoring, 7. Reporting	21	19.5	25.5	22.5	27	24	24
Post-Award - 8. Close out, 9. Auditing	19.5	19.5	25.5	22.5	27	19.5	22.5
Capital Grants including loan repayment	5	3	5	4.5	5	4	5.5
Customizable workflows and user role based assignment	21	21	28.5	9	27	27	18
Dashboard per user role.	21	15	28.5	22.5	27	27	24
Roll Up at Enterprise level/Roll down to program level	21	15	25.5	22.5	27	27	27
Document Management System (DMS).	15	15	18	15	18	18	17
Code vs configuration of workflows/processes	19.5	24	28.5	6	27	27	25.5
Third-party system integration/interface capabilities	19.5	15	24	19.5	27	21	24
Data Migration strategy	13	12	17	15	18	16	16
Vendor's approach for state-wide implementation	19.5	19.5	28.5	22.5	27	21	21
WCAG 2.1 level AA compliance	21	18	22.5	25.5	30	28.5	28.5
Adherence to state security guidelines (IAM, SSO etc.)	25.5	28.5	27	27	30	27	25.5
Total Score	270.5	249.5	377	296	384	318	317.5

Table 8.5.2 – Vendor scores across functional and experience fit criteria

The final scoring of all the shortlisted vendors (in decreasing order) is as follows:

Product/Vendor	Score
Agate - IGX	384
eCivis (Wizehive + Submittable)	377
Fluxx	318
Salesforce	317.5
AmpliFund	296
REI Systems	270.5
GrantVantage	249.5
Foundant + SmartSimple	0
NetSuite	0

Table 8.5.3 – Final vendor fit scores

Some of the biggest takeaways from the vendor demonstrations/discussions include the following:

Agate (IGX):

- Agate (IGX) stood out as a top contender due to its robust grant lifecycle administration capabilities, managing workflows seamlessly from pre-award to post-award.
- Its established presence in three major Minnesota agencies provided direct evidence of its ability to meet the state's operational needs.

- Agate’s scalability across diverse agencies and proven functionality in handling large-scale, complex grant operations highlighted its suitability for a statewide EGMS.

eCivis:

- eCivis performed strongly in key categories, with its current statewide implementations in two states showcasing its reliability and ability to scale.
- Its focus on government-specific requirements, including compliance and fund management, aligned well with Minnesota’s needs.
- The solution’s integration capabilities and user-friendly design further strengthened its position as a highly adaptable and effective system.

Fluxx:

- Fluxx received high marks for its modern interface and strong focus on scalability and flexibility.
- Its unlimited licensing model offers a cost-effective solution for multi-agency use, making it appealing for long-term operations.
- However, its lack of proven experience in large-scale statewide implementations placed it at a disadvantage despite its innovative capabilities.

Salesforce:

- Salesforce leveraged its low-code platform to deliver highly customizable workflows and robust integration options, scoring well in grants administration and scalability.
- With multiple existing contracts in Minnesota, Salesforce demonstrated a strong presence and familiarity with the state’s operational landscape.
- The absence of significant statewide implementations in the grants management domain limited its overall competitiveness.

AmpliFund:

- AmpliFund showcased strong functionality tailored for government use, with excellent scalability and a proven presence in public sector grants management.
- The system has configurable workflows but cannot incorporate business rules which hindered its adaptability to Minnesota’s diverse operational requirements, leading to lower scores.

GrantVantage:

- GrantVantage demonstrated decent performance in grants administration, offering reliable capabilities for managing the grant lifecycle.
- Its integration with Microsoft Dynamics 365 aligned well with Minnesota’s existing systems, but scalability limitations raised concerns about its suitability for statewide use.

REI Systems:

- REI Systems delivered moderate performance across categories, reflecting its reliable baseline functionality.
- While it excelled in federal grants disbursement, its lack of experience with statewide implementations limited its competitiveness for Minnesota’s EGMS needs.

The evaluation process highlighted key trends and insights for selecting an EGMS tailored to Minnesota’s needs. The analysis emphasized the importance of scalability to support statewide operations, proven success in government grants management, and flexibility to adapt to diverse

agency workflows. A vendor's ability to provide robust lifecycle administration, seamless integration with existing systems, and compliance with regulatory standards emerged as critical factors in determining suitability.

The findings underscored the value of tailored grants management solutions that are scalable and prioritize configurability over rigid customization, enabling agencies to standardize processes while addressing unique requirements. Responsiveness and engagement from vendors played a pivotal role in ensuring effective evaluation, as did the availability of successful government implementations to demonstrate reliability and alignment with public sector needs.

8.6 Custom Built versus SaaS

As the State of Minnesota embarks on implementing an EGMS, a critical decision revolves around choosing between a Software-as-a-Service (SaaS) solution or a custom-built approach. Both options have distinct advantages and challenges, and the choice has significant implications for cost, timeline, scalability, and long-term sustainability.

The custom-built solution offers the potential for highly tailored functionalities designed specifically for Minnesota's unique grants management needs. However, it also entails significant resource investments, lengthy development timelines, and substantial maintenance burdens. Conversely, SaaS solutions present a more streamlined alternative, offering pre-configured, tested functionalities that align with industry best practices. These solutions have been adopted by other states and government entities, providing a track record of reliability and successful implementation.

To determine the best path forward, a detailed comparison of SaaS and custom-built solutions was conducted that assessed key factors such as development effort, cost, implementation risk, system flexibility, and long-term maintenance.

Custom Build: High Resource Demands and Time Investment

- Building a custom solution requires detailed requirements gathering, designing, developing, and testing. This process demands significant collaboration among agencies to ensure system alignment.
- The iterative nature of custom development leads to substantial initial expenses and extended timelines to achieve a functional system.
- Ensuring compliance with operational, security, and regulatory standards necessitates comprehensive testing, further increasing costs and delaying deployment.
- For systems like EGMS, the resource demands, potential delays, and system complexity make custom development less viable compared to SaaS solutions.

Custom-Built versus SaaS: Maintenance and Support:

- Custom-built systems require ongoing support, updates, and upgrades, involving additional development, retesting, and redeployment, escalating operational costs over time.
- The maintenance and support needs of custom solutions create significant resource demands, increasing the workload on state IT teams.
- SaaS providers handle updates, security enhancements, and compliance, ensuring the system stays up to date with minimal state involvement.
- By outsourcing maintenance to SaaS vendors, the state reduces resource strain and achieves a more cost-effective, sustainable solution over time.

SaaS: Efficient, Reliable, and Proven for Grants Management

- SaaS solutions are designed for grants management, adhering to industry standards and ensuring readiness for immediate use.
- Successful implementations in other states and agencies demonstrate their effectiveness, minimizing risks associated with unproven technologies.
- SaaS providers offer implementation support, leveraging pre-configured setups and best practices to reduce deployment and training time.
- SaaS enables rapid implementation of the EGMS, ensuring timely functionality without unnecessary delays.

SaaS: Standardized Core with Configurable Flexibility

- SaaS solutions prioritize configuration over customization, maintaining standardized core functionalities across all users.

- Standardization reduces variability in processes and ensures a unified approach across agencies, critical for a state-wide EGMS.
- Configurable workflows, reporting dashboards, and role-based access empower agencies to tailor the system to unique requirements without disrupting the overarching framework.

After a thorough evaluation, the custom-built solution approach has been excluded from further consideration due to its high costs, extended timelines, and maintenance challenges. SaaS solutions are preferred for their proven reliability, faster implementation, configuration-based flexibility, and reduced long-term operational burden. This approach aligns with Minnesota's goals of achieving a standardized, efficient, and scalable grants management system while minimizing risks and resource requirements.

8.7 Market Research: Solutions Analysis Report Conclusion

The State of Minnesota conducted an extensive evaluation to identify a suitable EGMS to streamline its grants lifecycle management. The process involved analyzing over hundred (100) Software-as-a-Service (SaaS) vendors through open-source research, narrowing the list to twenty-seven (27) candidates based on feature alignment, and further refining to 9 shortlisted vendors using in-depth evaluations such as whitepaper research, SME interviews, and scoring criteria. Key considerations included functionality, scalability, compliance, and integration capabilities, ensuring alignment with Minnesota's operational and technical needs.

Among the nine (9) shortlisted vendors, Agate (IGX) and eCivis emerged as top contenders due to their proven capabilities in managing large-scale, government-specific grants systems. Agate demonstrated proven capabilities in integrating with Minnesota's systems and strong scalability, while eCivis offered robust compliance and fund management features. Fluxx and Salesforce were recognized for their modern and customizable interfaces respectively but lacked extensive statewide implementation experience. Vendors like AmpliFund and GrantVantage showcased solid functionality but had limitations in adaptability or scalability, making them less suitable for Minnesota's diverse needs. The evaluation underscored the importance of vendor experience with government entities and the ability to provide comprehensive, configurable solutions.

The evaluation compared the feasibility of custom-built systems against SaaS solutions. Custom-built systems allow for highly tailored functionalities but demand significant resources, longer development timelines, and ongoing maintenance efforts, which increase costs and risks. Conversely, SaaS solutions offer pre-configured capabilities, faster implementation, and proven success in other state governments. SaaS platforms emphasize configurability over customization, reducing complexity while meeting diverse agency needs. Additionally, SaaS vendors provide ongoing support, including compliance updates, reducing the state's operational burden, and ensuring long-term sustainability.

Pursuing SaaS solutions is the optimal path for Minnesota's EGMS initiative. SaaS vendors provide a balance of flexibility, efficiency, and reliability while minimizing risks associated with cost and implementation delays. By choosing SaaS, Minnesota can modernize its grants management processes efficiently, ensuring enhanced transparency, compliance, and operational consistency across all agencies.

8.8 Appendices

8.8.1 Abbreviations

This section provides a list of the abbreviations used in the Solutions Analysis Report.

Acronym	Definition
ADM	Department of Administration
AI	Artificial Intelligence
APIs	Application Programming Interfaces
BAs	Business Analysts
BWSR	Board of Water and Soil Resources
CIS	Contracts Integration System
COMM	Department of Communications
CRM	Customer Relationship Management
CSR	Corporate Social Responsibility
DEED	Department of Employment and Economic Development
DHS	Department of Human Services
DMS	Document Management System
DOC	Department of Corrections
DNR	Department of Natural Resources
DPS	Department of Public Safety
EGMS	Enterprise Grants Management System
ERP	Enterprise Resource Planning
GLM	Grants Lifecycle Management
GMS	Grants Management System
IGX	Intelligrants
IRRR	Iron Range Resources and Rehabilitation Board
MDA	Department of Agriculture
MDE	Minnesota Department of Education
MEGS	Minnesota Education Grants System
MN	Minnesota
MNIT	Minnesota IT Services
MnDOT	Minnesota Department of Transportation
MnGeo	Minnesota Geospatial Information Office
MPCA	Minnesota Pollution Control Agency
MSAB	Minnesota State Arts Board
OGM	Office of Grants Management
OCDR	Office of Collaboration and Dispute Resolution
OOTB	Out-of-the-Box
OHE	Office of Higher Education
OSS	Office of the Secretary of State
RFP	Request for Proposal
SaaS	Software-as-a-Service
SHPO	State Historic Preservation Office
SMEs	Subject Matter Experts
SWIFT	Statewide Integrated Financial Tools

Acronym	Definition
TCO	Total Cost of Ownership
US	United States
WCAG	Web Content Accessibility Guidelines

8.8.2 References

The references used in this report are as follows:

- [1] - [Market Guide for U.S. State and Local Grant Management Solutions, Published: 7 August 2019 ID: G00391366](#) ;
<https://www.gartner.com/en>
- [2] – [Consider Four Key Factors When Selecting a Grant Management Solution, Published: 9 January 2018 ID: G00335728](#) ;
<https://www.gartner.com/en>
- [3] - [Market Definition for the Government Grants Management Domain, Published: 17 October 2016 ID: G00315113](#) ;
<https://www.gartner.com/en>
- [4] – [Fluxx.Guide to Data-Driven Grants Management.pdf](#) ;
<https://cdn2.hubspot.net/hubfs/485822/2018%20Whitepapers/Fluxx.Guide%20to%20Data-Driven%20Grants%20Management.pdf>
- [5] – [The State Government Guide To Managing Grants | AmpliFund](#) ;
<https://www.amplifund.com/learning-hub/resources/guides/the-state-government-guide-to-managing-grants/>
- [6] – [eCivis-Transforming-Grants-Management-Whitepaper-ENDORSED-DIGITAL.pdf](#) ;
<https://media.erepublic.com/document/eCivis-Transforming-Grants-Management-Whitepaper-ENDORSED-DIGITAL.pdf>
- [7] – [Next-Generation Grants Management Systems White Paper.pdf](#) ;
https://www.reisystems.com/wp-content/uploads/2021/05/Next-Gen-Grants-Mgmt-White-Paper_final.pdf
- [8] - [MITRE Grants Management Blockchain Study Report](#) ;
<https://www.mitre.org/sites/default/files/2021-11/prs-19-1654-MITRE-grants-mgt-blockchain-study-report.pdf>

8.8.3 Detailed Key Features

The detailed key features of an EGMS across the categories mentioned in Section 8.3.2 are as follows:

Proposal and Application Management

- *Streamlined Application Creation:* Facilitates the creation of grant applications through guided online forms that reduce confusion and errors. This feature ensures that both grantors and applicants can efficiently complete applications without the need for manual processes or repetitive tasks.
- *Document Uploads and Validation:* Enables applicants to securely upload required documents, while the system automatically validates fields for accuracy and completeness. This reduces back-and-forth communication and ensures applications are ready for review upon submission.
- *Real-Time Application Tracking:* Provides both applicants and administrators with a transparent view of the application's status at every stage. This ensures timely updates and keeps stakeholders informed throughout the process.

Review and Approval

- *Customizable Evaluation Workflows:* Offers agencies the flexibility to define their own scoring criteria, review processes, and feedback mechanisms, ensuring that grant evaluations align with their specific objectives.
- *Collaborative Review Features:* Supports peer reviews and panel evaluations, enabling multiple stakeholders to provide input on applications. This fosters consistency and fairness in decision-making.
- *Automated Notifications and Reminders:* Keep reviewers and administrators on schedule by sending alerts for pending tasks, deadlines, and status changes. This reduces bottlenecks and ensures timely reviews.

Award Management System

- *Automated Award Documentation:* Generates award letters, agreements, and disbursement schedules with pre-configured templates, eliminating the need for manual document creation and reducing errors.
- *Timely Communication with Grantees:* Automatically notifies recipients of award decisions and next steps, fostering clear and professional communication.
- *Terms and Conditions Tracking:* Ensures all award-related terms are documented and tracked within the system, helping agencies maintain compliance and accountability.

Comprehensive Financial Management

- *Budget and Fund Tracking:* Tracks every dollar allocated, distributed, and spent across grants, ensuring transparency, and providing a clear audit trail.
- *Automated Financial Reporting:* Generates accurate and auditable reports on fund usage, simplifying compliance with financial regulations and reducing administrative workload.
- *Spending Compliance Tools:* Monitors expenditures in real-time to ensure they align with approved budgets and grant objectives, preventing overspending or underutilization.

Monitoring and Compliance Management

- *Progress and Milestone Tracking:* Tracks grantee progress toward defined milestones and deliverables, ensuring that grants are on track to achieve their intended outcomes.
- *Automated Compliance Reporting:* Produces reports to demonstrate adherence to state and federal regulations, reducing the risk of penalties or non-compliance.
- *Risk Detection and Resolution:* Flags potential issues such as missed deadlines or non-compliance early, enabling proactive problem-solving and course corrections.

Advanced Reporting and Analytics

- *Dynamic Reporting Tools:* Creates customizable reports that provide insights into financial performance, grant progress, and program impacts, supporting informed decision-making.
- *Real-Time Analytics Dashboards:* Displays data in easy-to-understand visual formats, allowing agencies to quickly assess the status of grants and identify trends.
- *Impact Evaluation Metrics:* Offers tools to measure the effectiveness of grants, enabling agencies to refine their strategies for greater future impact.

Integrated Communication and Collaboration

- *In-System Messaging:* Provides a secure communication channel for grantors, reviewers, and grantees, ensuring that all discussions and updates remain within the system.
- *Secure Document Sharing:* Allows users to safely exchange sensitive files, such as grant applications and financial reports, with role-based permissions controlling access.
- *Stakeholder Coordination Tools:* Centralizes communication to prevent misunderstandings, ensuring that all parties are aligned throughout the grant lifecycle.

Robust Data Security and Privacy

- *Advanced Data Encryption:* Safeguards sensitive information, such as applicant details and financial records, from potential breaches.

- *Role-Based Access Controls*: Ensures that only authorized personnel can access or modify specific data, reducing the risk of unauthorized changes.
- *Comprehensive Audit Trails*: Tracks all system activities to provide a clear record of changes and interactions, supporting compliance and security reviews.

8.8.4 Vendor Scoring Workbook

Contents:

Sheet Name	Description
Contents	Provides explanations of the spreadsheet structure, including scoring criteria and other sheets.
Score Range	Offers a guide to interpret the score ranges used in the evaluation.
BA #1 Score and BA #2 Score	Contains individual scores assigned by Business Analysts (BAs) for each vendor, based on demonstrations and discussions.
Overall Scores	Averages the scores from the BAs, including total scores for each vendor.
Results	Displays the final scoring and vendor rankings based on overall performance.

Score Range:

NOTE - For questions like "No. Of Statewide implementations", More than 1 = 10, 1 = 5, 0 = 0 "Accessibility", WCAG 2.1 Level AA = 10, WCAG 2.0 Level AA = 5, No WCAG = 0	
Score	Significance
10	Perfect Fit – The product fulfills all the required functionalities exactly as needed, with no gaps or need for customization. Highly intuitive and user-friendly.
9	Excellent Fit – The product supports all the required functionalities and offers additional useful features. Customization may enhance usability but is not essential.
8	Very Good Fit – The product covers almost all required functionalities and aligns closely with needs. Minimal customization is required.
7	Good Fit – The product provides a strong majority of the required functionalities. Some minor adjustments or workarounds may be needed.
6	Moderate Fit – The product offers most of the required functionalities but is lacking some important features. May require moderate customization.
5	Below Average Fit – The product includes about half of the required functionalities. May require extensive customization or workarounds.
4	Limited Fit – The product meets some of the required functionalities but misses critical ones. Customization is required but might not be sufficient.
3	Poor Fit – Only a small percentage of the required functionalities are present. Major limitations in usability and features.
2	Very Poor Fit – The product supports a minimal subset of the required functionalities. Significant gaps exist with little or no ability to customize.
1	No Fit – The product lacks almost all the required functionalities. No apparent customization options to meet needs.

BA #1 Score:

Criteria	Functionality	Weight	REI	Comment	Grant Vantage	Comment	eCivis	Comment	AmpliFund	Comment	Agate	Comment	Fluxx	Comment	Salesforce	Comment	NetSuite	Comment
Functional	No. of Statewide implementations	3	0	The system is utilized by over 20 agencies across various programs in the U.S. and internationally, including prominent organizations such as FEMA, NASA, and state-level entities like the California and Utah Boards of Education. However, there are no implementations that are statewide.	0	There are no statewide implementations. The system manages a total of \$10B+ across 500+ recipients, reflecting a smaller scale of operations and a lack of proven expertise in handling large-scale enterprise projects.	10	eCivis has achieved multiple statewide implementations, including in Arizona and Indiana, where it streamlined grants management across diverse state agencies. These successes highlight eCivis' s capability to handle complex, large-scale projects and set a benchmark in grants management solutions.	9	The system has been implemented on a statewide scale in Illinois, encompassing 27+ agencies through a big bang approach. Other states have adopted a phased cohort-based deployment, starting with smaller groups of agencies, and expanding gradually.	8	New Jersey manages grants across 20 departments, overseeing hundreds of programs and distributing billions annually. Oklahoma utilizes the system in 5–6 agencies, while New York operates across 30 departments. Alabama involves 6 departments, and Minnesota has adoption by three major agencies, all of which have expressed strong satisfaction with the system.	0	In Texas, Fluxx's grants management system is utilized by a maximum of six agencies, reflecting a moderate level of adoption within the state. In Minnesota, the system is currently implemented with one agency, highlighting its presence in the region while also indicating room for potential expansion across additional agencies within the state.	0	Salesforce's Grants Management solution is widely adopted across the United States, with deployments in 29 states and multiple implementations in over 20 of them. Additionally, Salesforce serves various counties and tribal nations, providing a comprehensive platform for managing grant programs and funding initiatives.	0	NetSuite was considered because SWIFT, Minnesota's financial management system, is built on PeopleSoft, making integrations potentially easier. However, their Grants Management System (GMS) required an accompanying ERP implementation, which is not a viable option for the State of Minnesota.
Functional	Scalability	2	7	An example of a large project is the management of over 300 grants totaling more than \$7 billion. This scale of operations demonstrates the system's capability to handle high-volume, high-value grant portfolios, ensuring efficient tracking, allocation, and reporting for significant funding initiatives.	4	Examples include - The South Carolina Department of Alcohol and Other Drug Abuse Services (DAODAS) which manages numerous substance use programs funded by SAMHSA grants. The Maryland Department of Health (MDH) oversees diverse health initiatives, with its Community Health Resources Commission awarding 866 grants totaling \$291.7 million. In Minnesota, the State Energy Office administers 50–60 programs focused on energy efficiency and renewable energy, supported by hundreds or thousands of funding streams.	10	In 2023, over 10,000 grants were awarded, totaling more than \$26 billion, with over 26,000 grant applications submitted. Additionally, over \$4 billion was allocated as pass-through funding to various communities, supporting deployments across diverse scales.	8	Same as above	8	Same as above	6	The solution is highly scalable but does not proven experience in public sector specifically	8	Our solution is built to be scalable with re-usable components for building out things like Funding Opportunities, Applications, and Scoring Assessments. As well as a scalable approval process model routing requests based on Agency and Program Areas.	0	Same as above

Criteria	Functionality	Weight	REI	Comment	Grant Vantage	Comment	eCivis	Comment	AmpliFund	Comment	Agate	Comment	Fluxx	Comment	Salesforce	Comment	NetSuite	Comment
						Engaging with Minnesota's State Energy Office could provide insights into energy-related funding opportunities.												
Functional	Can the system administer grants (competitive, Non-competitive, formula, pass-through, capital (bond, general fund) throughout the life cycle- Have following modules-built in. Pre-award 1. RFP 2.Application review process/eligibility determination (Scoring)/risk assessment	3	8	Programs can receive funds from multiple sources and can also be distributed to multiple destinations.	8	The product is configurable and has required high-level modules for pre-award in the Funder Portal and for award and post-award in the Post-Award Management. The system is capable of handling competitive, non-competitive, formula, pass-through, and capital grants as a workaround. Users can see funding announcements and self-register. Loads of features such as review opening, assessments (including risk assessment), archival, funding types, multiple applications allowed, etc. Instructions in the forms can be configured per funding announcement.	9	Tailored for public government. They have grants management functions for state government as a Recipient, Pass-through Entity and to distribute to Sub-Recipients. All of the required critical and important functions are available in the solution. Local match as well as state match is accounted for along with the pass-through scenario. Grant funding opportunities can be searched for without having to sign up.	8	The system demonstrated proven capabilities in pre-award grant management during the demo, showcasing a robust and adaptable framework designed to address the diverse needs of agencies during the critical early stages of the grant lifecycle.	9	The system is configured to support processes for three agencies, establishing a strong foundation for enterprise-wide process management. With standardized workflows, shared data models, and centralized governance, it ensures scalability, efficiency, and seamless onboarding of additional agencies.	8	Fluxx offers both out-of-the-box and configurable pre-award capabilities designed to meet the State of Minnesota's requirements. The platform supports the entire grant lifecycle, including pre-award applications, ensuring compliance with state policies and statutes.	8	We will show the following modules in the demonstration: - Grant Setup - Publishing to the Grant Portal - Applying - Application Review - Application Scoring Assessment	0	Same as above
Functional	Award 3. Contract management 4. Invoice and payments 5. Financial reconciliation 6. Monitoring 7. Reporting	3	8	Administrative costs are also accounted for and integrated with financial systems. Data is rolled up for reporting. Performance management and tracking. Fraud, waste, and abuse monitoring is important for MN and is an in-built module in the product. Emails and communications	8	Budget categories and calculations can be configured in the system, and it shows you the calculations and provides Budget Narrative. Grantees can add sub-categories, and the number of categories can be limited. There are configurable objectives, goals, and performance measures and grantees can customize their	9	Every grant has a project plan, automated notifications for each project, pre-scheduled emails (if required), due date tracking, tracking financial reimbursements, reconciliations, auditing every task, and routing though approval processes for typing to internal controls. Grants can be tracked from drawdown	8	Same as above but during the award cycle	9	Same above	8	Same as above	8	We will show the following modules in the demonstration: - Notice of Award - Contract generation - Expense Reporting Submission & Approvals - Disburse Funds - Budget Revisions - Progress Reporting - Deliverables - Monitoring Site views - Reports	0	Same as above

Criteria	Functionality	Weight	REI	Comment	Grant Vantage	Comment	eCivis	Comment	AmpliFund	Comment	Agate	Comment	Fluxx	Comment	Salesforce	Comment	NetSuite	Comment
				can be linked with business records.		KPIs as well for the Monitoring process. Applicants can see all their applications across Departments in their user portal. Provides extensive project management capabilities for the grantee.		Federal funds to different types of funds at the state level. Extensive features for monitoring, assessment (including pre-application, risk, and performance), and collaboration across agencies. Payment requests can be configured as needed by the program managers in the tool.										
Functional	Post-Award 8. Close out 9. Auditing	3	7	Allows multi-year periodic renewals and recuperation, if needed.	8	There is an in-built Project closeout process and audit can be achieved using features of using assessments, reconciliations, PM tasks, workflows, and notifications.	9	Has all required close-out features including auditing.	8	Same as above but during the post-award cycle	9	Same as above	7	Same as above	8	We will show the following modules in the demonstration: - Grant Close Out - Auditing - Onsite Reviews	0	Same as above
Functional	Capital Grants including loan repayment	1	7	Can be implemented via Advances, Reimbursements, and Refunds. For traditional grants, there is no refunds. But for loans, there can be Refunds.	4	It is configurable but not out-of-the-box and for capital grants and loans, the solution can be configured to the captured requirements.	5	Amortization schedules and payment schedules are not tracked but an integration could be done with the bank for high-level data consumption and centralized data management.	5	While it is not designed for repayment management, it can effectively handle loan distribution processes, ensuring that agencies can manage the disbursement and tracking of loans within the system.	5	Did not talk about this but the features showcased are capable of recuperating and tracking loan amounts.	4	It can be done but is not out-of-the-box.	7	Yes, Salesforce has capabilities to support Capital Grants with loan repayment. We are currently implementing this for another state. We would like further discussions to understand your requirements and to better respond with a solution.	0	Same as above
Functional	Does the system have customizable workflows and user role-based assignment based off the workflow.	3	8	Admins maintain the workflows, but it can be assigned to as many people as needed. Programs allow you to setup the high-level hierarchy so that information can be rolled up to that level.	8	Yes, the solution has customizable workflows and can be assigned per user role based on the workflow. Different roles can be assigned the ability to customize the workflows once they are created and provided the appropriate permissions.	10	Highly configurable across the entire system. Visibility can be defined using permission profiles and by using "Team Members". Workflows, approvals, stage fates, reviewers, forms, and reports can be configured as needed per grant/division/department. Department admins known as "liaisons" can be	4	Allows for configurable workflows to tailor processes to specific agency needs. However, internal controls cannot be directly implemented within the system. Dashboards must be configured according to user roles and are not provided out of the box, with only two standard views available. The platform offers flexibility to	9	Highly configurable by users, allowing them to customize workflows, dashboards, and reports to meet specific needs. Internal controls and business rules can be easily configured within these workflows, ensuring compliance, consistency, and tailored operational processes.	9	Highly configurable to suit the specific needs of each program, providing tailored solutions for various requirements. Internal controls are seamlessly integrated and customizable within workflows, ensuring compliance, accountability, and alignment with organizational and	6	We will show the following module in the demonstration: - Approval Routing based on Program Area and User roles	0	Same as above

Criteria	Functionality	Weight	REI	Comment	Grant Vantage	Comment	eCivis	Comment	AmpliFund	Comment	Agate	Comment	Fluxx	Comment	Salesforce	Comment	NetSuite	Comment
								identified as the first level of support at divisions/departments.		customize dashboards and workflows, ensuring they align with the unique requirements of each organization or program.				programmatic objectives. This flexibility allows for precise adaptation to diverse operational demands while maintaining robust governance and efficiency.				
	Does the system have a Dashboard per user role.	3	8	Roles (Organizational Hierarchy) include Executive Leadership, Fiscal Manager, Grant Managers and Program Staff, System administrators, and Grantees. Additional roles can be configured as needed and dashboards can be created per role.	6	There are a variety of interchangeable dashboards including the distribution of funds (by program and source). However, dashboard per user role is not available out-of-the-box.	10	There are easy-to-use dashboards across the different roles including roll-ups and drilldowns per role. These include budget per spend-area in the Financial details.	8	AmpliFund provides only two out-of-the-box views, limiting the default dashboard options available to users. However, the platform offers significant flexibility through customizable dashboards. Users can design dashboards tailored to their specific needs by leveraging any field set in the system, allowing them to create personalized views and reports. This customization ensures that users can adapt the system to meet their unique requirements, even though the pre-configured options are limited.	9	Offers user role-based access, allowing tailored permissions and functionality depending on the user's role within the organization. This ensures that each user has access to the relevant features and data they need. Additionally, the platform features a very neat and intuitive dashboard, providing a user-friendly interface for quick access to real-time data, metrics, and key insights, enhancing the overall user experience.	9	Offers visually appealing card dashboards and table views that provide real-time data insights. These features enable users to easily monitor progress, track metrics, and access key information at a glance. The dynamic and interactive dashboards enhance decision-making by presenting data in an intuitive and actionable format, while the table views allow for detailed analysis and management of program-specific data.	8	We will show the following module in the demonstration: - Dynamic home page with dashboards by user	0	Same as above
Functional																		
	Roll Up at Enterprise level - How can the system support centralize grants data in one location to allow enterprise-wide reporting on State and Federal grant requirements. Also roll down to program level - How will the system support customize reporting requirements for each Agency? Federal and State? Share list of out of the box reports available with-in the system and what	3	8	Single centralized data repository. Snapshots of records are taken at each stage like an audit for form fields to be used for reporting. There is also PDF comparisons available for contracts and other PDFs. Dashboards are not just at an object level but are rather multi-distributed throughout the tool as add-on features for	5	There are multiple reports available out-of-the-box, but the reports module is built out of PowerBI. Customized PowerBI reports can be created but will require PowerBI expertise.	9	Multiple reports available out-of-the-box and can be rolled up to centralize grants data for both State and Federal requirements. Data can be drilled down and drilled up across 3 separate levels. There is a Report Builder, and reports can be exported into Excel.	8	Dashboard access and data views are based on user roles, ensuring that individuals only see the information relevant to their responsibilities. For agencies with restricted access, the central team, who has access to all data, can be contacted to retrieve data from other agencies. This role-based access control helps maintain security and data	9	Comprehensive, highly configurable platform that supports both canned and ad-hoc reporting. It allows agencies to tailor reports and workflows to their specific needs. Additionally, Fluxx provides a data warehouse dump, enabling agencies to utilize and integrate data with other tools such as Power BI, BusinessObjects (BO), Tableau, and	9	Offers exceptional flexibility, empowering users to create, update, and customize reports in real time through an intuitive drag-and-drop interface. Its potential to ingest data from third-party systems like IGX or AmpliFund makes this product special. This combination of real-time data handling and easy reporting ensures actionable insights	9	Our solution uses various fields on objects to track State vs. Federal, and Agencies. Fields allow the system to run reports based on specified criteria. In the demonstration you will see the following capabilities - - Subgrants are at Bureau/Office level and Program Area that drive reporting - Sharing in place to only allow	0	Same as above
Functional																		

Criteria	Functionality	Weight	REI	Comment	Grant Vantage	Comment	eCivis	Comment	AmpliFund	Comment	Agate	Comment	Fluxx	Comment	Salesforce	Comment	NetSuite	Comment
	level (data set that can be available) of customized reports can be built by the users.			individual modules. The reporting capabilities look old docking points.						privacy while ensuring that necessary information can be shared when needed.		more. This capability allows for enhanced data analysis and visualization, providing deeper insights and supporting more advanced reporting and decision-making.		and streamlined decision-making.		access within Bureau/office		
	Can the system be used as Document Management System (DMS).	2	8	There is Supporting Documentation and grantors can define templates or requirement documentation during reimbursements/a greements/etc. There is also an ability to link to external DMS.	8	Attachments can be uploaded in the Attachments module, and they can be marked as "Mandatory" or "Non-Mandatory" documents in the funding announcement. They can also be configured at different portions in the solution and grantees can be asked to submit documents at different stages if the forms are set up in the proper manner.	9	There are extensive document management features, and it can be used as a data management system. The only reason for a point loss is that I am not sure of "searches" within documents.	8	Offers unlimited document storage, allowing users to upload and store an extensive number of files without concern for storage capacity. However, there is a file size limit of 1 GB per upload. This means that while you can store as many documents as needed, each individual file must not exceed 1 GB in size.	9	Offers robust document and data storage solutions tailored to the needs of grantmakers and government agencies. While specific storage limits are not publicly detailed, the platform is designed to handle extensive data and document management requirements, ensuring scalability and efficiency.	9	Provides robust document and data storage solutions tailored to the needs of grantmakers and government agencies. While specific storage limits are not publicly detailed, Fluxx's platform is designed to handle extensive data and document management requirements, ensuring scalability and efficiency. For precise information on storage capacities and to discuss options that align with your organization's needs, it's advisable to contact Fluxx directly.	8	Yes, our solution uses Salesforce Files and Content Libraries which allows you store, manage, and share documents. During the demonstration we will show various type of users uploading and sharing files in the system.	0	Same as above
Functional																		
	Code vs configuration of workflows/processes for compartmentalization to adapt to each agency's need.	3	7	Depends on how you segregate grants/divisions/departments etc. This system is more configuration (permissions, organization) based but is more built for Federal/NGOs than State government specifically.	8	Mostly configuration-based solution with custom integrations built based on need. There are some limitations as it is a managed solution such as the sequence of modules/pages but the content inside the pages/forms is highly configurable. Workflows and review processes can be configured by	10	You can operationalize any business controls and segregate them via grant/division/department. It is highly configurable and is basically plug-and-play for all of the available features. Customizations are at a bare minimum.	3	Provides configurable forms and applications, allowing users to customize them to meet specific program requirements. Workflows are also configurable, enabling users to design processes that align with their operational needs. However, at this time, business rules cannot be implemented directly within	9	Follows the 80/20 rule, where 80% of the platform is standardized to ensure consistency and efficiency across programs, while the remaining 20% is customizable to meet the specific needs of each agency. This customization allows for flexibility in workflows and operations. Additionally, business rules can be applied directly	9	Extensive configurability across various facets, including workflows, dashboards, and report creation. Users can tailor workflows to align with specific organizational processes, ensuring efficiency and compliance. The platform's dashboards are customizable, allowing for real-time data visualization that	8	Our solution is designed to minimize code and configure modules to the greatest extent possible, leveraging as many out-of-the-box features of Salesforce Grantmaking as we can.	0	Same as above
Functional																		

Criteria	Functionality	Weight	REI	Comment	Grant Vantage	Comment	eCivis	Comment	AmpliFund	Comment	Agate	Comment	Fluxx	Comment	Salesforce	Comment	NetSuite	Comment
						Department/Division.				workflows, limiting the ability to automate certain logic or compliance checks within the system. Despite this, the platform's flexibility in forms and workflows ensures that many program-specific needs can still be met.		within the workflows, ensuring that each program operates according to its unique requirements while maintaining robust governance and compliance.		meets unique reporting needs.				
Technical	Third party system integration/interface capabilities and limitations, especially third financial system (State uses Swift-Peoplesoft)?	3	8	There are integrations with Financial systems in addition to pre-built integration with Grants.gov and SAM.gov on the grantor side and additionally with PowerBI, DocuSign, etc. They have experience with flat file creation and consumption, in addition to middleware integrations. Also has XML, API options.	7	Already integrated with MS Dynamics 365 (Outlook, Teams) and Azure Cloud Services. Have extensive experience with other Financial systems and ready-made integrations with PowerBI for analytics. Dedicated third-party partners are used for integrations including Oracle but not PeopleSoft specifically. However, State of Minnesota does not need a direct API integration but voucher creation.	9	Has done multiple PeopleSoft integrations but not SWIFT specifically. They have advanced integrations for Business Intelligence (BI) including Tableau or Power BI and access to Amazon EC2. Detailed audit logs can be used for analysis as well. Loses a point as no out-of-the-box SAM.gov/Grants.gov/MS 365 integrations.	7	Extensive experience with financial system integration, which is crucial for seamless data flow and operational efficiency. The key to successful integration lies in thoroughly exploring the system first to understand its structure and requirements. AmpliFund supports both API and file-based integrations, allowing for flexible data exchange with other systems.	9	Integrates with several key systems to meet the diverse needs of agencies in Minnesota. These integrations include SWIFT (Statewide Financial Management System), SSO, DocuSign, SAM.gov and Grants.gov. Also integrates with IRIS (Integrated Financial and Administrative Reporting System) and USPS, among others. These integrations enable efficient data management, compliance with state and federal regulations, and a centralized approach to grant and financial operations, making it a highly suitable solution for most agencies in Minnesota.	7	Integration with key platforms like DocuSign (out-of-the-box), Oracle NetSuite, and potentially PeopleSoft, streamlining grant operations, financial management, and document workflows. Its integration with DocuSign enables efficient digital signatures, while the Oracle NetSuite integration supports real-time financial transactions and visibility. Additionally, Fluxx's flexible architecture can connect with other systems, such as SAM.gov, ensuring compliance and smooth data flow across enterprise applications.	8	With our solution, we typically propose using MuleSoft as the middleware tool for key integrations. By utilizing MuleSoft's robust API management and pre-built connectors, we can easily connect to various external applications, ensuring real-time or scheduled access to critical data.	0	Same as above
Technical	Data Migration strategy from different GMS, access DB and excel used today to EGMS? Continue using two systems?	2	7	Above average strategy but nothing of note.	7	They have a dedicated third-party partner that works on integrations. This can be a good thing (if they have specialty in a variety of tools) but indicates that the GrantVantage team does not have internal	9	Good strategy overall on both data migration and overall enterprise deployment for state government. They have past experience informing them on real scenarios instead of hypothetical ones.	8	Supports data migration through Excel and CSV files. If certain fields are not available in AmpliFund out of the box, the platform allows for the addition of new fields to accommodate unique data	9	The team suggested a comprehensive data migration approach that supports a wide range of file formats, both common and uncommon. This includes standard formats like CSV, Excel, and JSON,	8	Highly configurable for each program, allowing organizations to tailor workflows to meet specific needs. Internal controls can be seamlessly integrated and customized within these workflows,	8	There are multiple approaches that can be taken for migrating data from your existing grants system into our solution. One option is migrating all grants in progress to the new system and all users are	0	Same as above

Criteria	Functionality	Weight	REI	Comment	Grant Vantage	Comment	eCivis	Comment	AmpliFund	Comment	Agate	Comment	Fluxx	Comment	Salesforce	Comment	NetSuite	Comment
						expertise on the same.				requirements. This flexibility ensures that the system can be tailored to meet the specific needs of an organization or program while maintaining a smooth data migration process.		as well as more specialized formats such as shapefiles (.shp) for geographic data.		ensuring compliance, security, and consistency across processes. This flexibility ensures that each program's requirements are met while maintaining robust governance and operational efficiency.		on the new system at the time of go-live. We would work with the state to understand the existing system data model and how this maps to our solution. Data would then be exported, transformed, and loaded into the new system. Functional and data validation testing would be done to ensure a seamless transition. Option two, grants in the existing system are completed and all future grants are created in the new system. We would need more information to understand your requirements to determine an approach that best fits your organization's goals.		
Technical	What is the vendor's approach for state-wide implementation (resources/time/cost capacity)	3	7	Strategy is to group cohorts of Departments that have similar requirements. Keep the cohorts in the same node and separate node for distinctively separate groups.	6	Their suggested strategy is to pilot with one organization and then club cohorts. Starting with just one organization extends timelines and makes the pilot depend on the success/failure of just that organization as "Proof-of-concept" to the enterprise leadership group.	10	Their goals match with OGIMs goals of standardization and centralized data management. An excellent long-term strategy that includes standardization first to reduce downstream rework and reinvention. Once standardized, create the "MVP" or central tenant before strategizing on common groups or "tranches". Onboard common groups together and develop alternative	8	Supports both Big Bang and cohort-based approaches for system implementation and data migration, offering flexibility to suit organizational needs. While the vendor is flexible, they did not showcase confidence in a specific approach resulting in a reduction of points.	9	Follows a flexible approach where 80% of the system is standardized to ensure consistency, efficiency, and alignment with best practices across agencies. The remaining 20% is customizable, allowing each agency to tailor the system to meet their specific needs, workflows, and requirements. This balance of standardization and customization ensures a streamlined, efficient platform	7	Employs an agile approach to ensure flexibility and rapid adaptation to evolving needs, allowing for continuous improvements and enhancements. It leverages standardized templates to streamline processes, ensuring consistency and efficiency across projects. At the same time, the platform offers robust customization capabilities,	7	We would like further discussions to understand your current landscape of agencies, processes, and workflows in order to propose our approach for a state-wide implementation. However, a few approaches we have taken in the past: 1. Begin with a small subset of agencies with similar processes - pilot with this group of agencies and slowly roll out to additional	0	Same as above

Criteria	Functionality	Weight	REI	Comment	Grant Vantage	Comment	eCivis	Comment	AmpliFund	Comment	Agate	Comment	Fluxx	Comment	Salesforce	Comment	NetSuite	Comment
								strategies for non-adopters (fringes). Additionally, they had different strategies for both "procuring funds" for the EGMS and reducing schedule/distributing effort by using third-party vendors as needed.				while providing the flexibility to address unique agency requirements.		enabling users to tailor workflows, dashboards, and reports to meet specific program requirements, balancing standardization with the flexibility needed for unique organizational needs.		agencies. 2. Use a phased approach to club agencies with similar requirements and make them go-live as a cohort. 3. Use an iterative approach to leverage the lessons learned from agencies already live and adapt for the next cohort of agencies. 4. Use a Big-Bang approach to have all agencies go-live together. 5. Use an approach where all agencies get promoted to UAT but stagger the go-live dates.		
Accessibility	Any outward-facing Web interface must be fully compliant with WCAG 2.1 level AA both for internal and external users.	3	9	The VPAT complies with WCAG 2.1 Level AA. Waiting for confirmation from the vendor.	6	The product complies with WCAG 2.0, but the level is unknown. Found on their website - https://www.grantvantage.com/funder-portal/	9	WCAG 2.1 Level AA is available through their partner Wizehive in the Gen2 platform that is used by both Arizona and Rhode Island.	9	This was not shared with the project team but has been rated as 9 because it has a statewide implementation in Illinois that has comparable accessibility standards.	10	Presence in Minnesota ensures that accessibility standards are already verified and align with local requirements, providing an inclusive user experience that supports individuals with diverse needs.	9	Fluxx has achieved WCAG 2.2 compliance. Its presence in Minnesota ensures that accessibility standards are already verified and align with local requirements, providing an inclusive user experience that supports individuals with diverse needs. This commitment to accessibility demonstrates Fluxx's dedication to fostering equity and usability across its platform.	9	Salesforce out of the box is fully compliant with WCAG. More details about Salesforce's compliance can be found here: https://www.salesforce.com/company/legal/508_accessibility/	0	Same as above
Security	Strict adherence to state security guidelines (perimeter security, access management, identity management)	3	9	While the product does not have FedRAMP certification (because they are not multi-tenant), it does have compliance with FedRAMP along with HIPAA, ISO 27001, ISAE 3402, DIACAP, FISMA, ITAR, and SSAE	9	Leverages Microsoft cloud security compliance and is built on the MS 365 platform that has already been vetted by the Security team at MNIT. HIPPA, FedRAMP, NIST, GDPR, ISO/IEC, SOC 1, 2, & 3	9	Admin access and customer support would be at the Department level -> MNIT -> vendor (eCivis). They are aligned with 2 CFR by the UGC and both business processes and security compliance are in place to cater to	9	SOC 2 and HIPAA compliant, ensuring that it meets stringent security and privacy standards for data protection. These certifications validate the platform's commitment to safeguarding	10	SOC 2 and HIPAA compliant, ensuring that it meets stringent security and privacy standards for data protection. These certifications validate the platform's commitment to safeguarding	9	Presence in Minnesota ensures that its security protocols have been reviewed and verified to meet the state's stringent requirements. This local validation provides confidence in the	8	Our solution was built with common standard for security, access, and identity management. It is flexible to adhere to the state's specific guidance.	0	Same as above

Criteria	Functionality	Weight	REI	Comment	Grant Vantage	Comment	eCivis	Comment	AmpliFund	Comment	Agate	Comment	Fluxx	Comment	Salesforce	Comment	NetSuite	Comment
								state government. Does not FedRAMP compliance so might require internal audits instead of federally conducted audits.		sensitive information. Additionally, presence in Minnesota confirms that it adheres to local security regulations, further verifying its compliance and trustworthiness for managing data securely.		sensitive information. Additionally, presence in Minnesota confirms that it adheres to local security regulations, further verifying its compliance and trustworthiness for managing data securely.		platform's compliance with state-specific data protection, privacy regulations, and security standards, making it a reliable choice for managing sensitive information.				
Total Score		43	430		430		430											

BA #2 Score:

Criteria	Functionality	Weight	REI	Comment	Grant Vantage	Comment	eCivis	Comment	AmpliFund	Comment	Agate	Comment	Fluxx	Comment	Salesforce	Comment
Functional	No. of Statewide implementations	3	0	The maximum implementation is 300 programs so far. There is no experience with statewide implementation or working across multiple agencies.	0	The maximum implementation is 50-60 programs so far. There is no experience with statewide implementation or working across multiple agencies.	9	Statewide implementations include Arizona, Indiana, Rhode Island, Kansas	8	Illinois (statewide- 27 agencies), Other states with some agencies at a time approach and then expand to full state	8	20 departments for New Jersey. Hundreds of grant programs, billions in Annual grants. Oklahoma - 5-6 agencies New York- 30 departments Alabama - 6 departments MN availability with three bigger agencies and is liked by all three agencies.	0	6 max in Texas. Present in MN with one agency.	0	Limited agencies only one or two
Functional	Scalability	2	1	Have not been able to prove scalability with implementation examples shared.	1	Have not been able to prove scalability with implementation examples shared.	9	Widely scalable deployments.	6	Only one statewide implementation with big bang approach. Rest are cohorts of agencies and then expand.	8		1	Not experienced with public sector big implementations	7	

Criteria	Functionality	Weight	REI	Comment	Grant Vantage	Comment	eCivis	Comment	AmpliFund	Comment	Agate	Comment	Fluxx	Comment	Salesforce	Comment
Functional	Can the system administer grants (competitive, Non-competitive, formula, pass-through, capital (bond, general fund) throughout the life cycle- Have following modules-built in. Pre-award 1. RFP 2.Application review process/eligibility determination (Scoring)/risk assessment	3	6		5	Configurable, couldn't go over risk assessment but got good information from COMM.	8	Standard module meeting most needs of government entities.	7	Nothing more than standard	9	Already configured with 3 of MN's agencies processes and hence has the base developed for enterprise processes.	8		8	
Functional	Award 3. Contract management 4. Invoice and payments 5. Financial reconciliation 6. Monitoring 7. Reporting	3	6	Didn't have time to review everything in detail during demo, but the reporting and payment capabilities looked good.	5	Didn't have time to go over in detail	8	Strong monitoring and risk identification, share information between agencies for risk mitigation.	7	Can share information between agencies for risk mitigation.	9	Already configured with 3 agencies processes and hence has the base developed for enterprise processes.	8		8	
Functional	Post-Award 8. Close out 9. Auditing	3	6	Didn't have time to go over in detail	5	Didn't have time to go over in detail	8	Strong	7		9	Already configured with 3 agencies processes and hence has the base developed for enterprise processes.	6		7	
Functional	Capital Grants including loan repayment	1	3	Functionality not available out of box	2	Functionality not available out of box but customizable.	5	Configurable. Not out of box. Not meant for repayment but can manage loans distribution	4	Configurable. Not out of box. Not meant for repayment but can manage loans distribution.	5		4	Did not talk about this	4	Has loan repayment process outside of grants management module.
Functional	Does the system have customizable workflows and user role-based assignment based off the workflow.	3	6	Yes, fundamental workflows are available.	6	Yes, fundamental workflows are available.	9	Yes, very much configurable for each program. Internal controls/business rules are configurable within workflows.	2	Internal controls cannot be put in, Workflows are configurable. Dashboards have to be configured for user role, not out of box. Only 2 out of box view.	9	Easily configurable by users. Internal controls/business rules are configurable within workflows.	9	Yes, very much configurable for each program. Internal controls are configurable within workflows.	6	Customizable workflows and sub workflows. Low rating just because haven't seen many customizable workflows across programs, divisions, agencies because of lack of experience with multi agency implementation at state level.

Criteria	Functionality	Weight	REI	Comment	Grant Vantage	Comment	eCivis	Comment	AmpliFund	Comment	Agate	Comment	Fluxx	Comment	Salesforce	Comment
Functional	Does the system have a Dashboard per user role.	3	6	Yes, fundamental capabilities of dashboard are available	4	Have to be configured, user role base at enterprise level etc. is not available in out of box solution.	9	Roll up and down possible based on user role.	7	2 out of box look. Rest dashboards are customizable. Any field that is set in the system can be used to create customizable dashboards	9	User role based. Very neat dashboard	9	Pretty neat card dashboards, table view on real time data,	8	Yes, data from reports shown in graphs etc., task list and announcements, weblinks etc.
Functional	Roll Up at Enterprise level - How can the system support centralize grants data in one location to allow enterprise-wide reporting on State and Federal grant requirements. Also roll down to program level - How will the system support customize reporting requirements for each Agency? Federal and State? Share list of out of the box reports available with-in the system and what level (data set that can be available) of customized reports can be built by the users.	3	6	Yes, pdfs are comparable.	5	Power Bi reporting, about 50 canned reports available, other reports can be pulled based on data available.	8	Numerous out of box reports at all three levels that can roll down and up. Report builder	7	Based on user role. Central team who has access to all data can be contacted to get the data from other agencies	9	Very comprehensive, configurable, canned, and ad hoc. Data warehouse dump also available for agency to utilize and integrate with other tools/data e.g., power bi, BO, Tableau etc.	9	Very flexible and user can create, update, drag and drop reporting in real time, IntelliGrants that can take data in from third party and create drag and drop report by user.	9	
Functional	Can the system be used as Document Management System.	2	7	Yes, customization may be required. Didn't have time to go over upload of shape files, GIS data etc.	7	Yes, customization may be required. Didn't have time to go over upload of shape files, GIS data etc.	9	Unlimited document storage and data storage	7	Unlimited document storage space but file size limit is 1 GB at a time	9	Unlimited document storage and data storage	9	Unlimited document storage and data storage	9	
Functional	Code vs configuration of workflows/processes for compartmentalization to adapt to each agency's need.	3	6		8	Mostly configurations across system	9	Mostly configuration, Complete SaaS business model. Customization examples include-creating each agency's contract form.	1	Configurable forms/applications. Workflows can be configured. Business rules cannot be implemented at this time in workflows	9	Yes. Follow 80/20 rule. 80% standard and customize 20%. Business rules can be applied in the workflows.	9	Looks quite configurable all across-workflows, dashboard, and report creation	9	

Criteria	Functionality	Weight	REI	Comment	Grant Vantage	Comment	eCivis	Comment	AmpliFund	Comment	Agate	Comment	Fluxx	Comment	Salesforce	Comment
Technical	Third party system integration/interface capabilities and limitations, especially third financial system (State uses Swift-Peoplesoft)?	3	5	sam.gov, grant.gov, DocuSign, Adobe, Power BI, data management systems, API used integration, middleware integration, flat files integrations. (\$20k-80k cost of customization. One time cost for one agency and not for others.) Pdfs can be compared for contracts etc., Built on Salesforce. Have done PeopleSoft integration but will come with a cost.	3	Financial systems, Power Bi, third party partners are used to do financial integration. Not done PeopleSoft integration but with other systems like oracle etc.	7	Done many PeopleSoft integration for payment processing. Advanced capabilities to provide analytic dashboards in the system using Tableau or Power BI. Access to Amazon data instance where whole database can be pushed. Detailed audit logs, can run own BI reports using BI tools etc.	6	Lot of experience with Financial system integration. It is the key and done by exploring the system first. API and files integration also possible.	9	Integration/interface with swift already in place, SSO login, DocuSign, sam.gov, grants.gov (to see federal opportunities) other federal systems, IRIS, USPS etc. Meets the needs of most of agencies in MN.	7	Sam.gov, DocuSign (out of box), PeopleSoft, oracle NetSuite experience.	8	Integration with Swift for other modules in State of Minnesota just not grants management module.
Technical	Data Migration strategy from different GMS, access DB and excel used today to EGMS? Continue using two systems?	2	6	Standard, nothing to note that stands them out in this area.	5	Uses third party partner-way path for data migration.	8	Yes, very much configurable for each program. Internal controls are configurable within workflows.	7	Excel and csv migration, add new fields if not available in AmpliFund out of box	9	Details in recording. Pretty comprehensive approach even from shared drive files.	8	Yes, very much configurable for each program. Internal controls are configurable within workflows.	8	
Technical	What is the vendor's approach for state-wide implementation (resources/time/cost capacity)	3	6	Create cohorts for small agencies with similar processes.	7	Pilot with one agency and then start clubbing a few together.	9	Creating central team to standardize 60-70 % of processes, policies, report, templates etc. Create trenches with central ground around policies, processes, forms/templates etc. and start with them first, then add another trench with some fringes and rest 10% who will not align.	7	Big bang or cohorts both approaches available	9	80% standardize and then add 20% on top per agency needs	7	Agile approach, standardization template and customization on top	7	80/20 rule
Accessibility	Any outward-facing Web interface must be fully compliant with WCAG 2.1 level AA both for internal and external users.	3	5	The VPAT complies with WCAG 2.1 Level AA	6	Currently WCAG 2.0 level unknown. Getting recertification	6	Currently only 2.0 AA in the report they sent. Getting a recertification.	8		10	VPAT. Presence in MN hence Accessibility compliance is already verified.	10	Working towards WCAG 2.2 by end of year, right now at 2.0. Presence in MN hence Accessibility compliance is already verified.	10	

Criteria	Functionality	Weight	REI	Comment	Grant Vantage	Comment	eCivis	Comment	AmpliFund	Comment	Agate	Comment	Fluxx	Comment	Salesforce	Comment
Security	Strict adherence to state security guidelines (perimeter security, access management, identity management)	3	8	Have HIPAA, ISO 27001 compliance	10	Built on the MS 365 dynamics platform that has already been vetted by the MNIT security team.	9	Aligned with 2CFR, HIPAA and SOC 2 compliant	9	SOC2 compliant	10	SOC 2, HIPPA compliant. Presence in MN hence security is already verified.	9	Presence in MN hence security is already verified.	9	Presence in MN hence security is already verified.
Total Score																
Other Comments	Other Comments			Other notable functionalities include Grantee see all the programs/applications available. Same link for everyone across agencies. Access defines for user which grants they see from agency standpoint. Pre-built with integration with sam.gov and grants.com		Built on MS Dynamics 360-MNIT supported and licensed, security would be easy to handle.		Review notes for detailed list of additional functionalities:		Review notes for more system capabilities as well as limitations.		Please refer to notes for a lot of system capabilities that are critical for some of the larger agencies at MN.		Review notes for detailed list of additional functionalities:		Review notes for detailed list of additional functionalities and limitations.

Overall Scores:

Category	REI Systems	GrantVantage	eCivis	AmpliFund	Agate (IGX)	Fluxx	SalesForce
No. of Statewide implementations	0	0	28.5	25.5	24	0	0
Scalability	8	5	19	14	16	7	15
Pre-award (1. RFP, 2) Application review process/eligibility determination, 3) (Scoring)/risk assessment)	21	19.5	25.5	22.5	27	24	24
Award - 3. Contract management, 4. Invoice and payments, 5. Financial reconciliation, 6. Monitoring, 7. Reporting	21	19.5	25.5	22.5	27	24	24
Post-Award - 8. Close out, 9. Auditing	19.5	19.5	25.5	22.5	27	19.5	22.5
Capital Grants including loan repayment	5	3	5	4.5	5	4	5.5
Customizable workflows and user role based assignment	21	21	28.5	9	27	27	18
Dashboard per user role.	21	15	28.5	22.5	27	27	24
Roll Up at Enterprise level/Roll down to program level	21	15	25.5	22.5	27	27	27
Document Management System (DMS).	15	15	18	15	18	18	17
Code vs configuration of workflows/processes	19.5	24	28.5	6	27	27	25.5
Third-party system integration/interface capabilities	19.5	15	24	19.5	27	21	24
Data Migration strategy	13	12	17	15	18	16	16
Vendor's approach for state-wide implementation	19.5	19.5	28.5	22.5	27	21	21
WCAG 2.1 level AA compliance	21	18	22.5	25.5	30	28.5	28.5
Adherence to state security guidelines (IAM, SSO etc.)	25.5	28.5	27	27	30	27	25.5
Total Score	270.5	249.5	377	296	384	318	317.5

Results:

Product/Vendor	Score
Agate - IGX	384
eCivis (Wizehive + Submittable)	377
Fluxx	318
Salesforce	317.5
AmpliFund	296
REI Systems	270.5
GrantVantage	249.5
Foundant + SmartSimple	0
NetSuite	0

8.8.5 Blockchain in Grants Management

During the whitepaper research phase of this project, the project team explored a detailed report by MITRE which is a not-for-profit organization that operates federally funded research and development centers (FFRDCs) and works in the public interest to solve problems. MITRE collaborates with government, industry, and academia to provide innovative solutions in areas such as cybersecurity, healthcare, aviation, defense, and grants management and is recognized for its independent and

objective approach, leveraging advanced research and expertise to address complex challenges in public sector operations and technology.

The study aimed to assess whether a blockchain-based solution, termed a Distributed Grants Ledger (DGL), could improve grants management processes for Federal agencies and grant recipients. In the current state, federal agencies, state agencies, auditors, community-based organizations, and individual sub-grantees maintain individual copies of financial transactions for records and data retention which limits the visibility to direct transactions between parties and is burdensome to maintain and audit because different entities are using different systems and data formats. In the proposed future state, all entities will use the DGL enabling complete visibility into all transactions and resulting in simplified and standardized reporting and audits. A DGL is like a spreadsheet or logbook that isn't kept in one place. Instead, it is shared and synchronized across many computers. Everyone with access to the ledger sees the same information at the same time enabling complete transparency across all financial transactions. Key objectives of the study included:

- Improving timeliness, transparency, and quality of grant payment, spending, and performance information.
- Enhancing internal controls to reduce fraud, waste, and abuse.
- Reducing redundant reporting for grant recipients.

The following diagram shows the current decentralized state of grants management across the Federal, State, local, organizational, and individual entities, and the potential centralization of grant management activities across all entities using a DGL/Blockchain as shown in the future state.

Figure 1. Current State

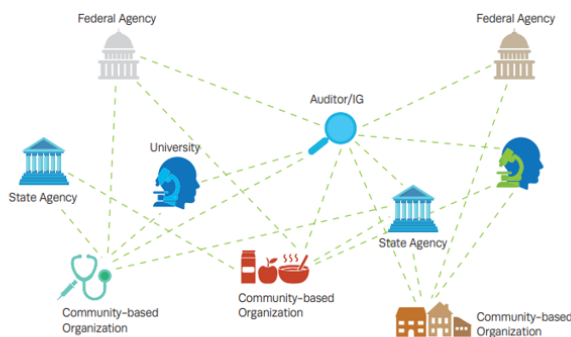


Figure 2. Future State

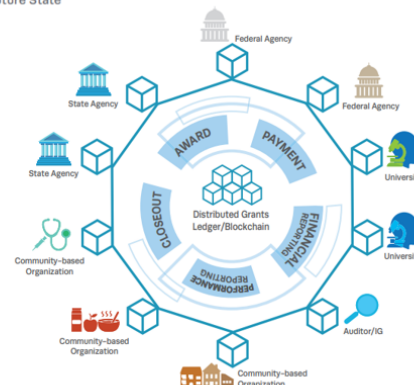


Figure 8.8.5.1 – Grant Management Stakeholders in Current versus Future State [8]

A comparison of the current and future state based on the report is tabled below:

Aspect	Current State	Future State
Grant Disbursement	- Federal agencies disburse funds to state agencies, which then allocate sub-awards to community organizations or other recipients.	- A blockchain-based Distributed Grants Ledger enables Federal, state, and community organizations to record and access grant-related actions in a shared, tamper-proof ledger.
Grant Disbursement	- Federal agencies lack visibility into downstream activities, including when, to whom, and for what purpose funds are disbursed.	- All stakeholders can view real-time, detailed records of grant awards, disbursements, and usage.
Grant Disbursement	- Community-based organizations must wait for intermediary state agencies to allocate and transfer funds.	- Direct Federal disbursement to final recipients improves speed and accountability while preserving the contractual roles of state agencies.
Reporting	- Grant recipients often report separately to multiple entities due to differing formats, processes, and systems.	- A centralized ledger consolidates reporting, requiring recipients to submit information only once in a standardized format.
Reporting	- Reporting processes are labor-intensive and vary widely between entities, creating inefficiencies and room for error.	- Automated data aggregation and consistency across stakeholders streamline the reporting process.
Transparency	- Limited data sharing across grantmaking tiers creates a lack of clarity for Federal agencies about how funds are spent and what outcomes are achieved.	- Transparent and immutable records provide full visibility into fund allocation, spending, and outcomes for all authorized participants.

Table 8.8.5 – Current versus Future state of blockchain use in grants management

Additionally, a potential future-state architecture for enterprise grants management in state government that incorporates blockchain technology is shown below:

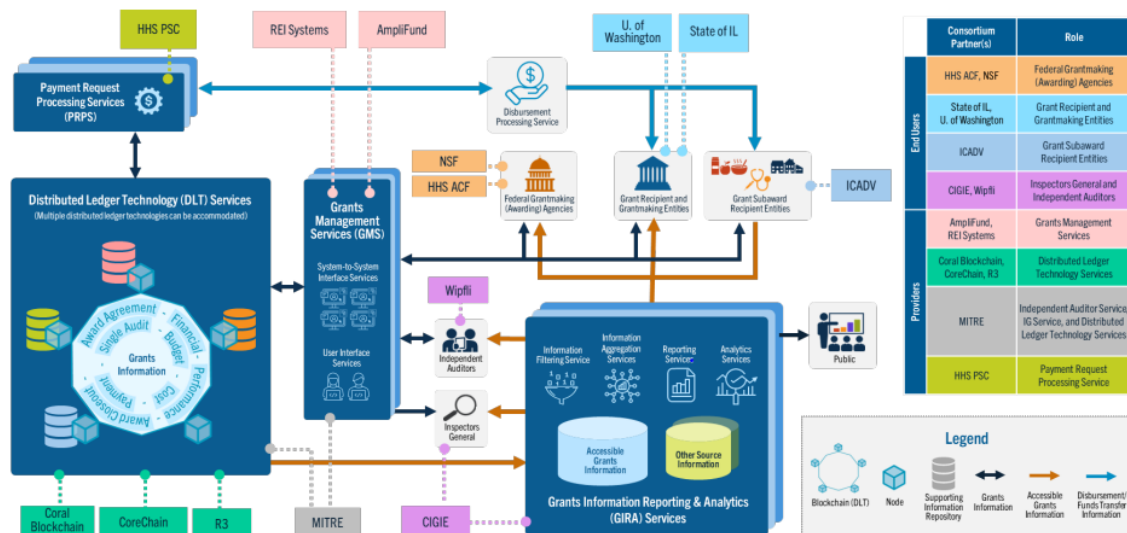


Figure 8.8.5.2 – Blockchain Future State Architecture [8]

The transition from the current state to the proposed blockchain-enabled future state offers significant benefits in terms of transparency, efficiency, and accountability. However, achieving this future state will require addressing technical, legal, and policy challenges to ensure effective implementation and is not currently feasible for the State of Minnesota.

9 Appendix D – Functional and Technical Assessment Report

Functional and Technical Assessment Report

To Minnesota Department of Administration (ADM)

Enterprise Grants Management System (EGMS) – Feasibility Study

Date: November 2024

Submitted by: RK Consultancy Services, Inc. (RKCS)

9.1 Functional and Technical Assessment Report Purpose

This document provides a comprehensive summary of the analysis conducted during the Preliminary Analysis phase of the Enterprise Grants Management System (EGMS) Feasibility Study. The study aimed to assess the feasibility and potential impact of implementing an EGMS for the State of Minnesota, with a focus on improving the administration and management of federal and state-funded grants. Throughout the study, a key goal was to identify the benefits, challenges, and requirements associated with such a system, ensuring that it would meet the needs of all relevant stakeholders.

The analysis phase involved extensive collaboration with **twenty-nine** (29) state agencies that are currently responsible for awarding and managing grants. These agencies encompass a broad range of sectors, including health, education, transportation, and public safety, which provide diverse insights into the different requirements for grant management across the state. The engagement process was facilitated by the Department of Administration (ADM), ensuring that each agency was actively involved and provided valuable input into the study.

ADM, through both the Office of Grants Administration (OGM) and the Minnesota Information Technology Services (MNIT) application support team, played a central role in coordinating the study, ensuring that participation was both comprehensive and inclusive. This collaborative effort enabled the collection of detailed information about the existing and desired future state system functionality [1], processes [8][9][10], and challenges each agency faced in managing grants. The input gathered from these agencies was essential for understanding the varied needs across different departments and aligning those needs with the potential functionalities of an EGMS.

The study also sought to identify any gaps or inefficiencies in the current grant management processes, which could be addressed through the implementation of a unified EGMS. By analyzing the workflow, requirements, compliance standards, and technology infrastructure of the involved agencies, the study aimed to build a foundation for a more streamlined and effective system.

Ultimately, the findings from this phase will inform the decision-making process regarding the implementation of the EGMS. The goal is to create a system that not only enhances operational efficiency but also provides a scalable, user-friendly solution that can adapt to future needs and changes in the state's grant management landscape.

NOTE: The feasibility of implementing an EGMS involves evaluating various factors, including functional and technical possibility, cost, and operational challenges. This report primarily analyzes the functional and technical requirements gathered from twenty-nine grant-making agencies. Additional details, such as potential system costs, change management, and business process considerations, will be addressed in future reports. While the analysis confirms that transitioning to an EGMS is possible, the State of Minnesota will need to take all factors into account when determining the next steps.

9.2 Preliminary Analysis

9.2.1 Approach

The RKCS project team assessed the grants management landscape across **twenty-nine (29)** grant-making entities at the State of Minnesota (MN) during a seven-month period from April 2024 – October 2024. While most entities included in the EGMS Feasibility Study were executive branch agencies, grant making boards, councils, and commissions were also included. For the purpose of this report, ‘entity’ and ‘agency’ will be used interchangeably. Information and data for the study was collected through interviews, questionnaires, and document reviews with Subject Matter Experts (SMEs) from each entity. In total, more than 125 SMEs were interviewed with various roles including grant managers, contract specialists, business analysts, and finance staff. This included reviewing existing documentation (e.g., RFPs, manuals, forms) to understand current business practices and identify areas for standardization.

Agencies were grouped into those currently using a grant management system (GMS) (Group A) and those only using tools such as the Microsoft 365 or other non-grant specific software (Group B) (see Table 9.2.1). More than 180 hours of semi-structured interviews were conducted to learn about each entity’s grants management operations, challenges, and needs. Elicitation sessions clarified business processes, workflows, and the usage of current tools. These sessions took place over 1-2 weeks for each agency. In addition, questionnaires and survey tools were used to collect data from some of the larger agencies. Demonstrations of existing Grants Management Systems (GMS) helped the RKCS business analysts better understand current system use and desired functionality.

Information related to the agency’s grant portfolio [2][3], operational structure [4][5], and the current and desired state of business processes [8][9][10] was mapped using Visio. Functional requirements [1] were categorized by agency, stakeholder group, and stage of the grant lifecycle in Microsoft Excel. A final summary of each agency’s grants landscape was provided to stakeholders in a summary document. This approach enabled the project team to consolidate the needs of the grant-making agencies at the state, find commonalities, and determine whether an EGMS implementation is functionally and technically possible.

A list of Group A and Group B agencies is provided in Table 9.2.1 below.

Group A (Using GMS)	Group B (Not Using GMS)
Department of Administration (ADM)	MN Dept of Labor and Industry (DLI)
Board of Water and Soil Resources (BWSR)	Emergency Services Regulatory Board (EMSRB)
MN Dept of Commerce (COMM)	MN Amateur Sports Commission (MASC)
MN Dept of Employment Economic Development (DEED)	MN Dept of Revenue (MDOR)
MN Dept of Human Services (DHS)	MN Dept of Veterans Affairs (MDVA)
MN Dept of Natural Resources (DNR)	MN Housing Finance Agency (MHFA)
MN Dept of Corrections (DOC)	MN Indian Affairs Council (MIAC)
MN Dept of Public Safety (DPS)	MN Pollution Control Agency (MPCA)
Iron Range Resources and Rehabilitation Board (IRRR)	Professional Educator Licensing and Standards Board (PELSB)

Group A (Using GMS)	Group B (Not Using GMS)
MN Dept of Agriculture (MDA)	MN Public Facilities Authority (PFA)
MN Dept of Education (MDE)	Explore Minnesota (TOUR)
MN Dept of Health (MDH)	
MN Dept of Transportation (MnDOT)	
MN Geospatial Information Office (MNGEO)	
MNSure (MNSure)	
MN State Arts Board (MSAB)	
Office of Higher Education (OHE)	
Secretary of State (OSS)	

Table 9.2.1. Group A and B agencies

The Department of Children, Youth, and Families (**DCFY**) is a new agency established in July 2024. Grants programs are currently in the process of transitioning from the Department of Human Services (DHS), Department of Health, Department of Public Safety, and the Minnesota Department of Education (MDE) to DCFY, starting in July 2024. As a newly established agency, DCFY was not part of the Preliminary Analysis Phase of the Feasibility Study project. However, the agency submitted its high-level process and system requirements to the ADM Project Manager in October 2024. The ADM Project Manager has vetted these requirements to ensure that they are included in the comprehensive set of EGMS requirements that will be used for vendor assessment.

9.2.2 Types of Data Collected

Information was collected and analyzed from each agency across the grant management lifecycle [6][7]. The information gathering focused on the areas described below. This data was summarized in a ‘requirements document’ that was reviewed and approved by agency SMEs before concluding an agency’s engagement with the study. The business analysts from RKCS used the information collected to evaluate the possibility of implementing a centralized EGMS solution for the State of Minnesota.

Key focus areas incorporated in the requirements document from each of the agencies are described below:

1. **Grants Management Portfolio [2][3]:** Identification of funding sources, including federal, state, and private funding streams, along with an inventory of grant types and programs managed by each agency to understand the scope of funding activities.
2. **Operational Structure [4][5]:** Comprehensive overview of the operational setup detailing unit roles and responsibilities within grants administration.
3. **Grants Management Lifecycle Mapping [6][7]:** High-level review of the end-to-end grant-making processes, including identification of applicable policies that guide each step of the grants lifecycle.
4. **Current State Process Flow Mapping [8][9][10]:** Creation of current state of process flow diagrams (pre-award, award, post-award) that depict the roles of stakeholders, their involvement at each step

of the grant's lifecycle, and currently used tools.

5. **Desired State Process Flow Mapping [8][9][10]:** Creation of desired state process flow diagrams that depict opportunities to streamline processes by replacing existing tools with EGMS.
6. **System Requirements [1]:** Documentation of the current functionalities of existing systems and identification of functional and technical requirements for an EGMS based on legal, legislative, federal, and state grant requirements that are desired to be met by the system.
7. **Security and Accessibility:** Assessment of security protocols and accessibility features to ensure that the new EGMS adheres to state accessibility standards.
8. **Policy Review:** Review of the use of 13 Office of Grants Management (OGM) policies, federal policies and guidelines, and internal documented agency policies (where applicable) to evaluate alignment throughout the grants administration process.
9. **Internal Controls:** Evaluation of documented internal controls either implemented through business processes or integrated within current Grants Management System.
10. **Integration Requirements [1]:** Identification of existing software, databases, and other tools that will need to be integrated or interfaced with the EGMS, including key systems like SWIFT for financial transactions.
11. **Current System Challenges:** Documentation of the specific challenges faced by agency staff when using current Grants Management Systems, including limitations and inefficiencies that impact daily operations.
12. **Change Management:** Documentation of concerns related to change management related to transitioning to an EGMS, including potential resistance or challenges in adapting to the new system. This information will inform recommendations for potential future implementation strategies.
13. **Subject Matter Experts (SMEs):** Record of the SMEs interviewed during requirements collection process, including their roles in grants management.

9.2.3 Summary of Preliminary Analysis

This section provides an overview of the key aspects of the **State of Minnesota's grants management landscape**, outlining the state's role in grant-making, the current grants management portfolio, available tools, and the operational structure that governs grant administration. It begins with an explanation of the **state's role in grant-making**, highlighting the responsibilities of various state agencies involved in distributing federal and state-funded grants. It then explores the **grants management portfolio**, detailing the diverse range of grants administered across sectors like health, transportation, and public safety.

The section further examines the **grants management tools** currently in use, including software platforms and manual processes, to understand their effectiveness and limitations. It also addresses the **grants management operational structure**, outlining how the state's agencies are organized to manage grants and ensure compliance with federal and state regulations.

The **grants management policies** section describes the regulatory and procedural framework that guides grant-making activities, ensuring consistency and accountability across agencies. Additionally, the functional, technical, security, and accessibility requirements essential for implementing the EGMS are addressed, including the need for integration with existing systems.

The report also evaluates whether internal controls related to policies are implemented within the current GMS or managed through business processes. Lastly, it presents **change management concerns and recommendations as expressed by participating agencies**.

Together, these sections provide a picture of the current state of grants management in Minnesota and set the stage for evaluating the possibility and impact of implementing an EGMS.

9.2.3.1 Role of the State of Minnesota in Grant making

Grants Received

The State of Minnesota receives substantial funding through federal grants and other financial sources, which support a wide range of programs and initiatives. These federal allocations are typically directed toward projects that align with federal priorities, such as infrastructure development, health services, education, and more. This funding helps Minnesota address critical needs and advance initiatives that benefit its residents while maintaining alignment with broader national goals.

Grants Distributed

The State of Minnesota, in turn, offers a wide variety of grant opportunities to local government units (LGUs), counties, nonprofits, schools, individuals, and other organizations. These grants support numerous initiatives aimed at enhancing the public sector, promoting community development, and achieving other important objectives that contribute to the well-being and growth of local communities. Each **type of grant opportunity** administered by an agency can have **multiple grant programs** under it, which may have specific eligibility criteria, reporting requirements, and program goals.

According to the State's fiscal system, Statewide Integrated Financial Tools (SWIFT), the State of Minnesota issued a total of \$20.47 billion and \$20.3 billion in grants FY 2022 and FY 2023, respectively. These figures include both federal and state funded allocations.

Grants Management Portfolio

The State of Minnesota is home to a diverse range of agencies, boards, commissions, and councils that are responsible for administering grant programs. These programs are funded through different sources, including state funds and federal funds.

Grant Funding Sources

- **State Funds**
These are grants that are funded by state-level resources, typically allocated by the Minnesota legislature to support various state priorities, such as community development, education, environmental conservation, and public health.
- **Federal Funds**
These grants are funded by the federal government, either directly through federal agencies or as part of federally funded state programs. These grants often align with federal initiatives and

requirements, such as those for infrastructure, public safety, and economic development.

- **Mixed and Matched Funds**

Many agencies administer grants that are funded through a mix of state and federal resources, or in partnership with external funding sources such as private foundations municipalities, counties, and nonprofit organizations.

A high-level overview of the State's Grants Management Portfolio is shown in Figure 9.2.3.1 below. It also illustrates the various tools used to administer grants across the state.

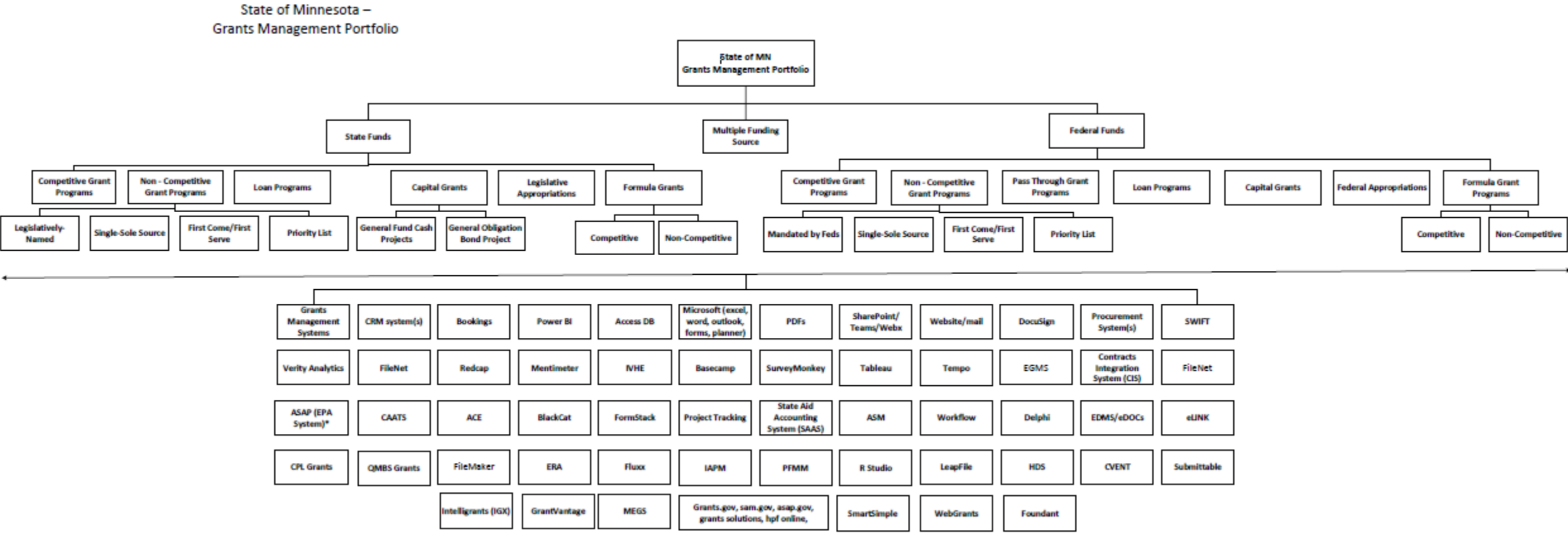


Figure 9.2.3.1 - State of Minnesota – Grants Management Portfolio

9.2.3.2 Grants Management Operational Structure

The analysis of grant-making roles across Minnesota’s state agencies reveals significant variations, including differences in responsibilities for similar roles, inconsistent role titles, and a decentralized structure. Agencies may use various titles for comparable positions, and responsibilities may differ depending on the agency. These variations have important implications for the future, particularly in the implementation of an Electronic Grants Management System (EGMS). Consolidating and understanding these roles will be essential to ensure a more efficient, unified approach to grants management across the state.

The Office of Grants Management (OGM), within the Department of Administration (ADM), is responsible for standardizing, streamlining, and improving state grant-making practices, as well as enhancing public awareness of state grant opportunities. OGM works closely with the Grants Governance Committee and State Agency Grant Contacts, which include representatives from state grant-making agencies and key grantee constituencies, to ensure effective grant administration and collaboration.

Information about state’s grant opportunities can be found at [Grants Management / Grants Minnesota](#)

Figure 9.2.3.2 below provides an overview of the State’s Grants Portfolio Operational Structure.

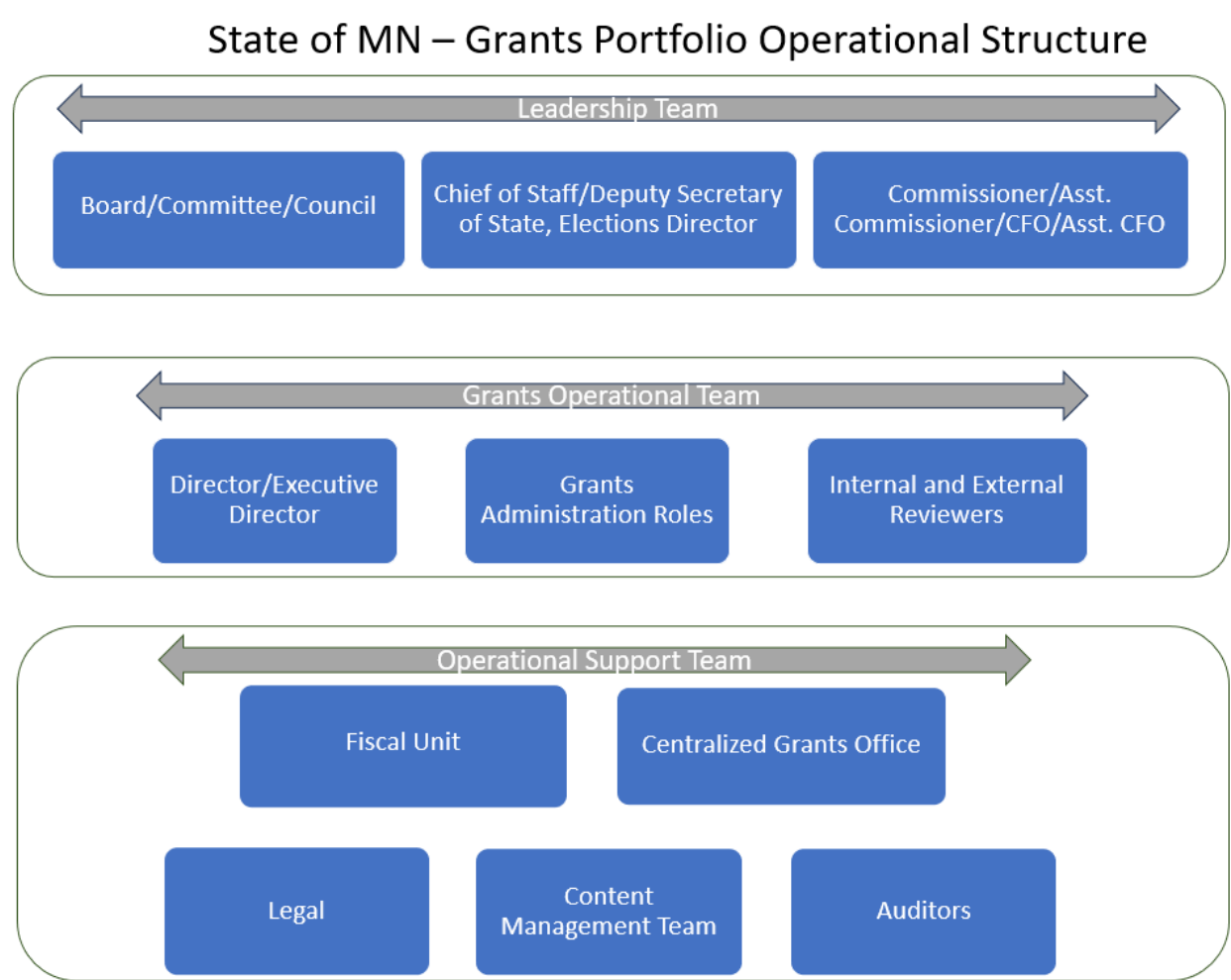


Figure 9.2.3.2 - State of Minnesota – Grants Portfolio Operational Structure

Figure 9.2.3.2 categorizes the operational roles into three main teams:

- **Leadership Team:** Comprising members from boards, committees, and councils, as well as key officials like the Chief of Staff, Deputy Secretary of State, Elections Director, Commissioners, Assistant Commissioners, Chief Financial Officers (CFO), and Assistant CFOs, this team provides oversight for grant-making and is typically involved in the grant approval process.
- **Grants Operational Team:** This team includes Directors, Executive Directors, various grant administration roles, and internal and external reviewers. They are responsible for the day-to-day operations of grant administration within each agency.
- **Operational Support Team:** Composed of units such as the Fiscal unit, Central Grants Office, Legal team, Content Management team, and auditors, this group provides essential support to Grants Operational team ensuring smooth and effective grant administration.

The **organizational roles** involved in grant-making vary significantly across the different agencies in the State of Minnesota. Some observations from the analysis include:

- **Diverse responsibilities across agencies:** The same role may come with **different responsibilities** in different agencies. For example, an individual with the title **Grants Manager** in one agency might have responsibility for all aspects of grants management, while in another agency, the same title may only pertain to grants application review and approval.
- **Inconsistent role titles:** Similar responsibilities across agencies might be referred to by **different titles**. For instance, an agency may have a **Grants Administrator**, while another may use a **Grants Officer** or **Grant Coordinator** for the same role.
- **Decentralized structure:** Each agency has a unique approach to grants management, resulting in a **decentralized organizational structure**. This means that the responsibilities, titles, and reporting relationships may differ substantially across agencies.

Some variations in these role titles are described below:

- **Director/Executive Director:** These may also include roles such as Divisional Director, Assistant Divisional Director, Community Development Director, Business Development Director.
- **Grants Administration Roles:** These include roles such as - Program Manager, Regional Supervisor, Grant Liaison, Program Coordinator, Grant Program Administrator, Business Grant administrator, Grants Coordinator, State Program Administrator, Grant Manager, Grant Supervisor, Grant Specialist, Agency Grant Administrator, Project Manager, Board Conservationist, Subject Matter Expert, Tribal Liaison, Analyst, Office admin, Grants Management Systems Administrator, Correctional Program and Policy Monitor, Industry Relations, Regional Coordinator, Contracts Specialist, Grants, Contracts Staff, Grants unit, Communications Staff, Engineer/engineering specialist.
- **Internal and External Reviewers:** **Internal reviewers** refer to individuals within the agency or within the state, but outside the specific grant-making agency. **External reviewers** refer to community reviewers who are not affiliated with the agency or the state.
- **Centralized Grants Office:** Not all agencies have a dedicated grants office such as the Office of Grants and Contracts (MDH), Office of Finance Management (MnDOT), Central Grants Office (DHS), or Office of Administrative Services (DOC).
- **Content Management Team:** Not all agencies reported this team as a distinct or separate role.

The consolidation of role titles across agencies is crucial for ensuring consistency, clarity, and efficient communication within the state's grant-making processes. By standardizing and documenting roles, it becomes easier to align responsibilities, improve coordination, and streamline operations across agencies, reducing confusion and inefficiencies. This is particularly important for the successful implementation of an Electronic Grants Management System (EGMS), as the system must be adaptable to the unique structures and processes of different agencies. Clear role definitions help ensure accurate data integration, facilitate targeted training, and support scalability as the system grows. Ultimately, this consolidation will enhance collaboration, improve system functionality, and support more effective grant administration across the state.

9.2.3.3 Grants Management Tools

Current State

There are currently about sixty (60) Grant Management Systems (GMS) and tools in use across the state enterprise to manage grants through the entire grant lifecycle. Grant management at the State of Minnesota is largely decentralized. This is readily apparent in the tool use across the enterprise. Figure 9.2.3.3.1 depicts the number of agencies using each of the tools listed. The most common are the state’s financial platform, SWIFT, as well as tools from Microsoft 365 (Excel, Word, Email/Outlook). The next most common is DocuSign used for electronic documents signature like signing of contracts between state and grantees. Some tools such as Smartsheet and Bookings are used by only one agency. The diversity and range of tools employed by different state agencies, demonstrating how fragmented the grants management landscape currently is. The graph also illustrates which tools are most commonly used across agencies e.g., SWIFT, MS Excel, as opposed to those that are used by only one agency or a few.

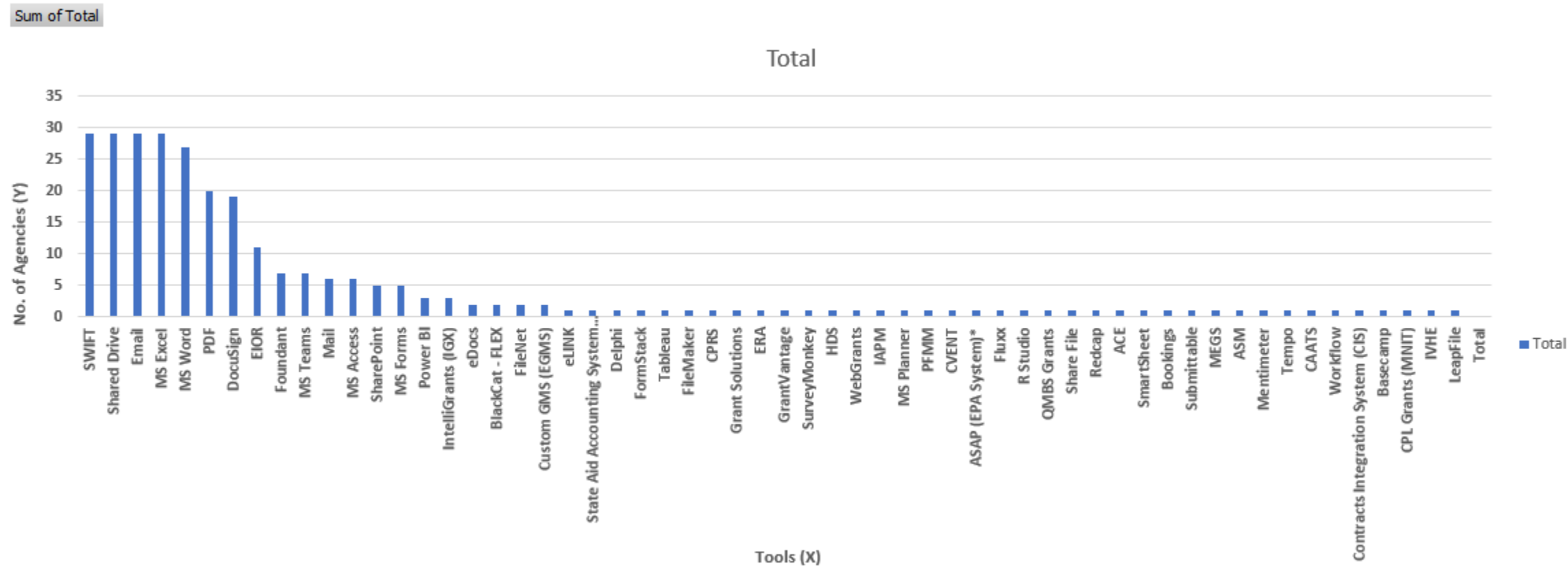


Figure 9.2.3.3.1 - Tools utilized for Grants Management

Table 9.2.3.3 below shows the current usage of GMS at the Group A (agencies with Grants Management System) agencies.

GMS	Agency	Current Use
Foundant, Submittable	ADM	Foundant (OGM and SHPO-supports certain processes in grants management lifecycle), Submittable (OCDR for application intake and review).
Foundant	MDA	Foundant (effectively supporting certain processes).
	MDH	Foundant (used by some divisions, experiences vary).
	MnGeo	Foundant (effectively supporting only certain processes).
	MNsure	Foundant (effectively supporting only certain processes).
	OSS	Foundant (effectively supporting only certain processes).
Intelligrants (IGX)	DEED	Intelligrants (IGX) through Agate (implementation in progress).
	DPS	E-grants through Agate, transitioning to Intelligrants (IGX) through Agate by end of 2024.
	OHE	Intelligrants (IGX) through Agate (implementation in progress).
BlackCat-FLEX	DOC	BlackCat-FLEX (effectively supporting only certain processes).
	MnDOT	BlackCat-FLEX (effectively supporting only certain processes).
eLINK	BWSR	eLINK (Custom-built conservation tracking system includes grants management, contact management, water plan tracking, and technical training).
GrantVantage	COMM	Microsoft Dynamics 365 through GrantVantage (implementation in progress).
Contracts Integration System (CIS)	DHS	Contracts Integration System (CIS; internally built for managing all contract, including Professional/Technical (P/T) contracts).
Fluxx	IRRR	Fluxx (effectively supports entire grants lifecycle).
MEGS	MDE	Minnesota Education Grant System (MEGS; implementation by MTW Solutions).
Tempo, Tableau	MPCA	Tempo database and Tableau (used for certain award and post-award processes and reporting).
SmartSimple	MSAB	SmartSimple (contract signed in July/August 2024).
In-process	DNR	Conducting feasibility study for an agency-wide Grants Management System.
	MHFA	Finalizing contract with a vendor (name undisclosed).

Table 9.2.3.3 Agencies with Grants Management System

Desired Future State

Each agency was asked which tools, if any, could be replaced by an EGMS. If an **EGMS** is fully adopted by all **twenty-nine** grant-making agencies in the State of Minnesota, including all available modules, the number of tools used for grants management could be **significantly reduced** to approximately **eighteen (18) tools**. However, some tools like **MS Excel** and **email** would still be utilized for tasks such as **custom reporting**, ad-hoc data analysis, and communication.

The graph below in Figure 9.2.3.3.2 demonstrates the **desired future state** of grants management tools across the State of Minnesota, which could be achieved by implementing an **EGMS**.

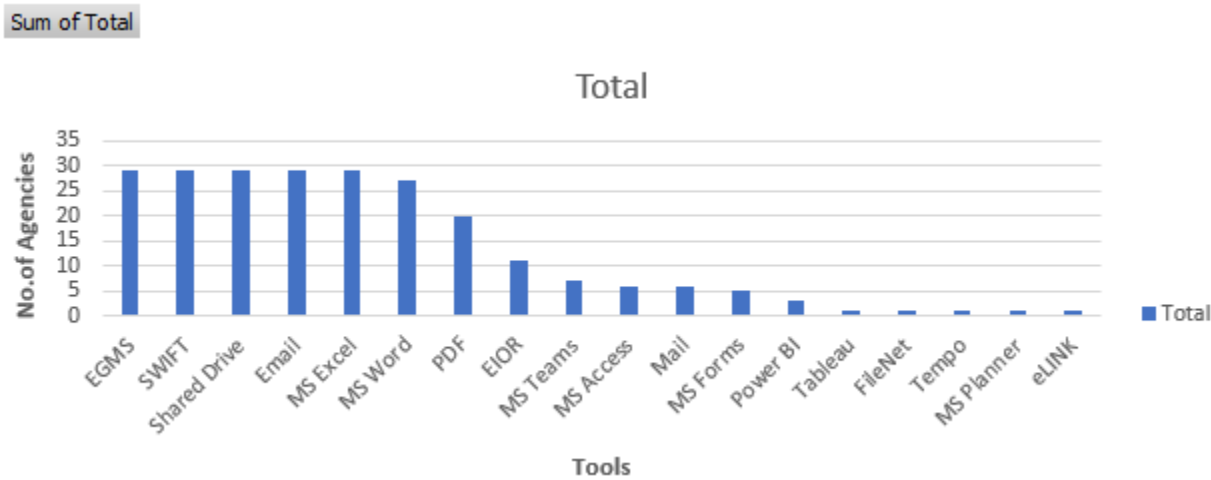


Figure 9.2.3.3.2 - Desired future state of tools utilized for Grants Management

The **federal systems** or websites used for federal grant programs (such as Grants.gov or federal databases) are **not included** in the graph, as they were not consistently reported during interviews with the SMEs.

Currently, each grant-making agency uses different tools to manage grants throughout their lifecycle. Some agencies rely on a comprehensive Grant Management System (GMS) with all its modules, while others utilize a mix of tools like Bookings, SmartSheet, MS Excel, and Power BI to handle various stages of the grant process. This decentralization of systems and tools leads to inefficiencies such as data inconsistencies, poor

visibility and transparency, increased risk of errors and fraud, difficulty in collaboration, higher operational costs, scalability issues, and the inability to track performance across agencies.

Decentralization in grant management can lead to numerous operational challenges, including data inconsistencies, poor visibility, higher costs, and a fragmented approach to collaboration, all of which hinder efficiency and effectiveness across agencies. If an Electronic Grant Management System (EGMS) is adopted across all twenty-nine grant-making agencies in the State of Minnesota, incorporating all its modules, the future state would reduce the number of tools used from 60 to 18. This transition is expected to deliver significant benefits, including a centralized system with unified processes, greater efficiency and productivity, enhanced reporting and data analytics, improved transparency and accountability, better collaboration and communication, scalability and flexibility, cost savings, strengthened security and risk management, simplified training and onboarding, and an improved experience for stakeholders.

Figure 9.2.3.3 below represents how various entities (grantees, grantors, and tools) would interact with the EGMS once all its modules are fully implemented.

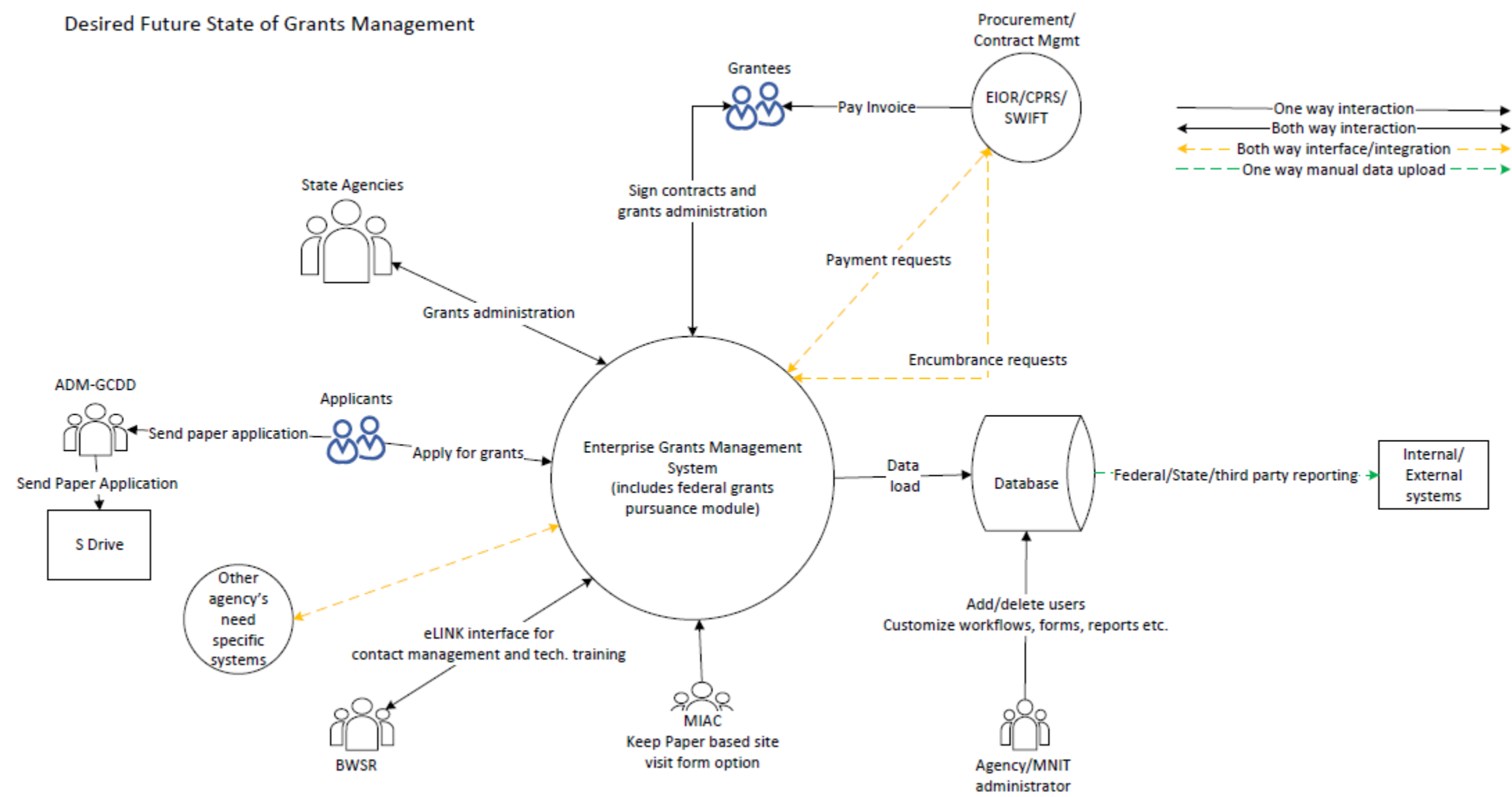


Figure 9.2.3.3 - Desired future state of Grants Management

9.2.3.4 Grants Management Policies

Grants management policies are essential for ensuring that grant processes are efficient, transparent, and accountable. These policies provide guidelines for how grants are awarded, administered, monitored, and evaluated. They serve to align grant management practices with legal, financial, and ethical standards and ensure that public and private funds are used effectively to achieve intended outcomes.

Policies ensure that grant-making agencies allocate funds in alignment with authorizing legislation and appropriation, as well as the established terms and conditions. They also ensure that grant recipients use the funds in accordance with the agreed-upon terms and conditions. By setting clear rules, policies help prevent misuse or mismanagement of funds and ensure that funds are allocated to appropriate projects. This also ensures public trust in the use of taxpayer money. Example: The United States' **Uniform Guidance for Federal Grants (2 CFR 200)** was developed to streamline and standardize the way federal grants are administered, improving accountability across agencies and departments. It aims to reduce the administrative burden while also safeguarding funds against fraud and waste.

9.2.3.4.1 State Policies

The SMEs from all agencies reported adherence to the 13 OGM policies by following the procedures documented within their respective agencies.

The link to the 13 current OGM policies is provided below.

[Grants Management Policies, Statutes, and Forms / Minnesota.gov \(mn.gov\)](#)

These policies were briefly reviewed with stakeholders and have been identified as relevant to various stages of the Grants Management Lifecycle. These connections were noted in each agency's Grants Management Life Cycle diagrams [6][7].

9.2.3.4.2 Federal Policies

Federal policies influence various aspects of an agency's business processes by setting standards and guidelines for activities such as grant allocation, financial management, procurement, compliance, performance evaluation, and workforce management. These policies ensure that agencies operate transparently, ethically, and efficiently, adhering to legal and regulatory requirements. They dictate how agencies allocate resources, manage risks, monitor performance, and ensure the responsible use of public funds. Additionally, policies shape processes related to environmental sustainability, data privacy, and transparency, aligning agency operations with broader governmental goals and ensuring accountability to the public. In essence, federal policies provide the framework that guides how agencies carry out their functions and deliver services effectively.

Agencies that administer federal grant programs comply with federal policies as required by the Uniform Grant Guidance or the Code of Federal Regulations (2 CFR Part 200).

The link to 2CFR Part 200 is provided below:

[eCFR :: 2 CFR Part 200](#)

Some agencies have developed documents to ensure federal compliance by mapping a crosswalk between the Uniform Grant Guidance (CFR Part 200) and their agency policies. A crosswalk between the Uniform Grant Guidance (2 CFR Part 200) and an agency's internal policies ensures alignment with

federal requirements, simplifying compliance, training, and implementation. It also facilitates audits, promotes transparency, and allows for easy updates to maintain ongoing compliance.

9.2.3.4.3 Agency Policies

Analysis of agencies' internal policies shows that nine out of twenty-nine grant-making agencies have agency-level policies. The agencies that have documented their grant-making policies include BWSR, DHS, DLI, DNR, DPS, IRRR, MDH, MnDOT, and OHE. As reported by SMEs, these agency-specific policies go above and beyond the OGM policies. Staff at each agency adhere to both their own agency policies and the OGM policies, along with any applicable federal policies for each grant program. COMM, DEED, MDOR, and OSS have internal agency-level policies in place that are implemented via business processes but are not officially documented yet.

The remaining agencies did not report any agency-specific policies related to the grants lifecycle management. SMEs also shared other policies, standards, regulations, and guidelines (such as the MMB capital grants manual, prevailing wage guidelines, etc.) that are followed as applicable to their divisions. The links to all relevant policies, procedures, standards, regulations, and guidelines are documented in the requirements document of each agency.

9.2.3.5 Requirements

The implementation of an Electronic Government Management System (EGMS) is a complex undertaking, with requirements divided into four areas: **Functional**, **Technical**, **Security**, and **Accessibility**. Each of these categories plays a distinct role in ensuring the system is effective, reliable, and user-friendly.

Functional requirements define the essential tasks and capabilities that the Electronic Government Management System (EGMS) must perform to meet its objectives. These include processes like user registration and authentication, data management (e.g., capturing, storing, and processing grants data), workflow automation (such as approvals and notifications), and reporting features. Essentially, they outline what the system needs to do to support the daily operations of grant services.

Technical requirements define the key technical aspects needed for the EGMS to operate effectively, including system architecture (e.g., cloud-based or on-premises), integration with existing systems (such as financial systems or databases), and performance standards (capacity, and scalability). These requirements are crucial for ensuring the system can function smoothly within the constraints of the state's existing IT infrastructure. Without proper technical planning, the system may face operational challenges, scalability issues, or integration problems. Technical requirements influence decisions about the tools, technologies, and development approaches used, impacting system performance, stability, and overall project costs.

Security requirements define the necessary safeguards to protect sensitive data and ensure the EGMS is secure from both internal and external threats. These include measures such as data encryption (for transmission and storage), authentication and authorization (to prevent unauthorized access), audit trails (to monitor and review system activities), and compliance with data protection regulations. Security is critical in an EGMS due to the sensitive nature of state's data, as breaches can lead to legal penalties, loss of public trust, and security risks. These requirements influence system design, impacting decisions on infrastructure, security protocols (e.g., firewalls, access control), and data protection practices, which can affect development time and costs.

Accessibility requirements ensure that the EGMS can be used by individuals with all abilities, including support for screen readers for keyboard navigation, color contrast adjustments, and plain language.

These requirements are essential for promoting digital inclusion and ensuring that the system is usable by all people.

The SMEs from each participating agency played a crucial role in identifying the requirements for grant making and administration, leveraging their expertise from day-to-day operations. Their in-depth understanding of the practical challenges and needs within the grant lifecycle enabled them to specify clear and effective requirements for systems, processes, and tools.

9.2.3.5.1 Functional and Technical Requirements

The system functionalities of the current system (for Group A agencies) and the desired system functionalities (for both Group A and B agencies) based on legal, legislative, federal, or state grant requirements, are included in the requirements workbook created for each agency.

The **system functionality** tab in each workbook serves as the primary source of written requirements. These requirements are organized into two categories: **Functional** and **Technical**. A sample requirement workbook is available in Appendices, section 9.6.2 [1].

9.2.3.5.2 Security and Accessibility Requirements

Per the guidelines from MNIT security and accessibility engineers, the SMEs were asked security and accessibility-related questions. The questions and their responses are documented in the requirements document for each agency.

Security requirements highlight the careful handling of sensitive data across various agencies involved in the grants process. Common themes included the collection and storage of high-security data elements, such as Social Security Numbers (SSNs), Federal Tax Information (FTI), and government-issued IDs, with agencies ensuring access control and secure transmission methods, such as SFTP and access-restricted drives. Many agencies also collect moderate security data like non-public personal information (names, addresses, etc.), which is protected until grants are awarded and publicly disclosed. Redaction of sensitive data, particularly SSNs and tax information, is required from applicants, though accidental disclosures may still occur. Across the board, agencies prioritize data security through limited access, secure storage, and strict adherence to legal and regulatory standards.

A summary of Security information from each agency is available in EGMS - Feasibility Study - Security Requirements [11].

Addressing accessibility requirements involved gathering feedback from SMEs at various agencies, as guided by the MNIT Chief Information Accessibility Officer. Agencies were asked about their adherence to accessibility standards beyond the state's guidelines and whether their user base included individuals with accessibility needs exceeding the state's standards. The response from all agencies, with the exception of GCDD as noted above, indicated no additional digital accessibility standards were in place, and no users with greater accessibility needs were identified at this time.

A summary of Accessibility information from each agency is available in EGMS - Feasibility Study - Accessibility Requirements [12]

The Security and Accessibility information gathered in these documents should be shared with Security and Accessibility engineers at MNIT to guide any future procurement process.

9.2.3.6 Internal Controls

Internal controls are essential for ensuring the integrity of financial and operational processes, enhancing efficiency, preventing fraud, and ensuring compliance with regulations. They provide a framework for identifying and managing risks that could undermine an organization's objectives. Within an agency's business processes, internal controls may appear as standardized forms for consistent documentation and transaction tracking, separation of duties to prevent any individual from having sole control over a transaction or process, reducing the risk of errors or fraud, process checks to verify the accuracy and completeness of various stages, reconciliations to regularly compare and validate records, approval procedures requiring proper authorizations before taking specific actions, audits and reviews for internal and external evaluations of control effectiveness and regulatory compliance, and access restrictions to sensitive information or systems to authorized personnel only.

These controls help agencies maintain accountability, protect assets, and enhance operational performance. While most agencies implement internal controls—often without formal documentation—they use tools and processes to ensure policy compliance and support daily grants management activities.

Where available, the list of internal controls is provided in each agency's requirements document, and those that are documented are also included as requirements for the EGMS.

Agencies are seeking future systems that can automate the management of state and federal policies as internal controls and business rules, ensuring consistent compliance across various programs and funding sources. Desired improvements include automating compliance checks, customizing rules for different programs, ensuring consistency across departments, tracking regulatory changes, managing exceptions, and providing real-time dashboards. These upgrades would streamline operations, reduce errors and fraud, and enhance oversight, helping agencies stay compliant with evolving regulations and better manage their resources.

9.2.3.7 Change Management Concerns

The SMEs from various agencies were interviewed to discuss their concerns regarding the transition from current systems to an EGMS. A detailed discussion with several SMEs revealed common themes and agency-specific issues related to this change management process.

Across all agencies, the major concerns included apprehension about the transition unless the EGMS clearly offers advantages over existing systems, concerns over the cost of implementation and ongoing maintenance, and the potential loss of autonomy in managing their grant programs. Smaller agencies, in particular, raised issues about the availability of resources to support the transition process, which adds complexity to the adoption of EGMS.

Agency-specific concerns regarding the transition to an EGMS varied widely. BWSR is concerned about separating data from its custom-built eLINK system and integrating it with an EGMS while COMM hesitates to abandon its chosen system (GrantVantage) due to a lengthy transition period (3-5 years). DEED is apprehensive of switching to an EGMS as their current GMS, IntelliGrants (IGX) was selected after a rigorous RFP process, and DHS needs a system that manages all contracts, not just grants. DNR is open to an EGMS but is unsure if it will meet their critical grants management and reporting needs while DOC faces budget constraints, limiting their involvement in the transition process. IRRR prefers its existing Fluxx system, citing a long implementation period, and MPCA is reluctant to move from Tempo, expecting another lengthy transition. MnDOT is cautiously optimistic but has unique needs for State Aid, while MNSure is apprehensive unless clear benefits are shown. MSAB is concerned that EGMS may not suit their unique needs, and OHE is worried about the large shift required due to their significant investment in IntelliGrants (IGX) and the impact on grantee training.

In summary, while agencies recognize the potential benefits of an EGMS, they are concerned about the transition process, the cost, and whether the new system can meet their specific needs and requirements. Many have already invested significant resources in their current systems, making the shift to a new EGMS challenging.

The remaining agencies are either looking forward to or are open to implementing an EGMS to assist with their day-to-day operations.

The details of concerns as shared by each agency is recorded in appendices as **Table 9.6.4 Agency specific change management concerns**.

Some factors that can serve as effective tools in designing the change management process will be outlined with implementation strategies in the Final Feasibility Study Report.

9.2.3.8 Recommendations from Agencies

During the discussion of change management concerns, several agencies offered recommendations for the implementation of EGMS, which are summarized below.

Several agencies have provided recommendations to ensure a smooth transition to an EGMS. Common recommendations include retaining control over system changes within each agency to enable quick response times, as relying on MNIT or a help desk for changes is concerning. Effective training for both agency staff and grantees is crucial, alongside creating simple, user-friendly documentation. Agencies also emphasize the need for their own systems administrators to support grantees, ensuring that staff can assist grantees effectively with the new system. Additionally, agencies suggest that MNIT should support EGMS internally, including tasks such as applying patches.

Specific agency recommendations further highlight the need for system customization and collaboration. COMM advocates for a standardized reporting protocol across the enterprise while considering the feasibility of a centralized grants management system. They also suggest that if such a system isn't viable, agencies should submit required data in a consistent format for integration into a common reporting system. They also stress the importance of identifying the funding sources required for maintaining a unified system. DPS recommends sharing an implementation timeline to help agencies plan the transition and emphasizes the need for collaboration with grant-making divisions while balancing centralized processes with business-specific needs. OHE requested a focus on involving sub-recipients in decision-making and stressed that training should be provided directly by the vendor rather than relying solely on training manuals. They also highlight factors like standardization versus autonomy, resource allocation, and the cost of implementing and maintaining EGMS, especially when considering the investments already made in current systems.

Details of recommendations as shared by participating agencies is available in appendices **Table 9.6.5 Recommendations from agencies.**

9.3 High-Level Requirements

The desired state functional and technical requirements for an EGMS, as collected from each agency, have been categorized with severity levels of Critical, High, or Low. The definitions of these levels are included in Table 9.3. The severity of each requirement was determined by the SMEs of the respective agency. The categorization of requirements into severity levels—Critical, High, and Low—is important for effectively prioritizing tasks, managing risks, and ensuring efficient resource allocation in an EGMS project. Critical requirements are prioritized to prevent significant operational or compliance issues, while High and Low requirements can be addressed later in the process. This classification helps in

setting clear expectations for stakeholders, managing dependencies between system components, and optimizing the project's scope and budget.

Severity	Definition
Critical	Essential features (showstoppers) that are necessary to continue essential grants management operation
High	Important for optimal performance but not immediately critical, business operations can continue without it temporarily while day-to-day functioning remains unaffected.
Low	Low impact (Nice to have features that could potentially add value)

Table 9.3 Requirements Severity Definition

Out of the three severity levels, the Critical severity features were analyzed during the Preliminary Analysis phase of the project, and an overarching High-Level Requirements list was created. These high-level requirements were used to assess vendor solution fit during the Market Research - Solution Analysis phase of this project.

The details of these high-level requirements, the research on vendor solutions, and the outcomes that resulted in the top four vendor determination are available in the Market Research: Solutions Analysis Report (see Appendix C).

9.4 Gap Analysis

The detailed requirements collected during the Preliminary Analysis phase of the project from each agency were used to conduct a gap analysis. This analysis compared the desired critical (showstopper) requirements for each agency, determined the common statewide needs, and assessed the functional and technical possibility of implementing an EGMS for the State of Minnesota.

9.4.1 Gap Analysis Methods

All the critical requirements (showstoppers) from the grant-making agencies were captured in the EGMS Feasibility Study Gap Analysis Document [13]. The agency source for each requirement is also identified in the document. The collected requirements have been compared to identify commonalities and differences in needs across the **twenty-nine** agencies.

A detailed gap analysis (comparison) was further performed based on the following factors:

- Federal, State, and Agency-specific policies that the agencies are required to comply with
- Future state processes as desired by each agency.
- Future state functional and technical requirements as desired by each agency.
- Reports and forms used by each agency.

(Note: It is important to note that there is a **chance of error in the data** presented in this report as some information could have been **missed or not shared** during the SME interview process.)

9.4.2 Gap Analysis Results

The gap analysis of the critical requirements across **twenty-nine** agencies identified:

- A total of 102 critical requirements reported by the **twenty-nine** grant-making agencies.
- 69 critical requirements common across all agencies
- 16 critical requirements requested by more than one agency
- 17 critical requirements unique to a specific agency

Some of the key observations from the gap analysis are highlighted below:

Federal Regulations and OGM Policies

- All agencies comply with federal regulations applicable to federal grants and follow the 13 policies outlined by the Office of Grants Management (OGM) as minimum standards. These regulations and policies provide a framework for uniformity in grant management practices across agencies. However, some agencies have adopted additional agency-specific policies that go beyond these baseline requirements to address their unique operational needs or align with their internal standards.

Grants Management Lifecycle

- The grants management lifecycle, encompassing pre-award, award, and post-award stages, follows a generally consistent structure across all agencies. This lifecycle includes key activities such as publishing of opportunities, risk assessments, fund disbursement, performance monitoring, and grant closeout. Despite the high-level similarities, the execution of these phases varies slightly among agencies to accommodate their program-specific requirements and organizational workflows.
- This provides a solid foundation for streamlining processes and ensuring standardization across the State of Minnesota.

Pre-award, Award, and Post-award Processes

- Each agency carries out similar high-level processes during the grant's lifecycle:
 - Pre-award Phase: Agencies conduct risk assessments for prospective grantees as required by policy. This includes evaluating an applicant's financial capacity, past performance, and compliance with regulations.
 - Award Phase: Agencies develop and issue award letters and agreements, ensuring compliance with OGM standards. Some programs, however, include additional steps, such as requiring Commissioner approval before sending award letters to grantees.
 - Post-award Phase: Agencies monitor the performance of grant recipients, oversee financial reporting, and ensure grant compliance through closeout processes.

While these steps are common, variations exist in the sequence of tasks, the number of steps involved in each phase, and approval processes. Some tasks and responsibilities may be centralized or decentralized depending on the agency's structure.

These differences suggest that a one-size-fits-all approach to EGMS implementation may need to be customized to accommodate unique agency needs. If the solution fails to account for the diversity of needs, it may not be sustainable or effective across different agencies, leading to the decision that

customization is necessary to address specific agency requirements. This can influence both the success of the implementation and the overall satisfaction of the agency users.

Common Critical Functional and Technical Requirements

- During the feasibility study, agencies identified 69 common critical functional and technical requirements for the EGMS. These requirements represent shared needs across agencies, such as:
 - Automation of key processes like application reviews and risk assessments.
 - Integration with existing financial and reporting systems.
 - Customizable workflows to accommodate program-specific nuances.
 - Robust reporting and data analysis capabilities to ensure transparency and compliance.

A significant number of common critical functional and technical requirements (67.65%) have been identified across all agencies, suggesting that there are shared needs and expectations for an EGMS solution that can meet the majority of agency requirements while allowing for some agency-specific customization.

Use of OGM Templates

- Most agencies reported using standardized templates from OGM. These templates streamline common tasks like application forms, award agreements, and monitoring reports. However, agencies frequently modify these templates to better suit the specific needs of their programs. For example, some agencies add fields or sections to templates to capture unique data or meet additional reporting requirements imposed by federal or state regulations.
- The widespread use of OGM-recommended templates from OGM, with modifications to meet the specific needs of individual programs, indicates that agencies have adopted standardized frameworks but still require flexibility to tailor processes to their unique circumstances.

9.4.3 Centralized versus Decentralized

The gap analysis identified two key aspects of grants management: centralized and decentralized functions. Centralized functions are standardized processes that apply uniformly across all state agencies to ensure consistency, efficiency, and compliance, such as alignment with policies and common payment processing method. In contrast, decentralized functions refer to agency-specific variations that allow flexibility to meet the unique needs and requirements of individual agencies. These variations can include tailored reporting metrics or customized processes specific to the agency's focus, such as health or education. The gap analysis helped pinpoint areas where these standardized and unique functions intersect or diverge, aiming to optimize the overall grants management system. Below is a breakdown of the **standardized grants management functions** versus agency specific variations based on the findings from the gap analysis.

- **Centralized:** These refer to the **standardized** and **unified** aspects of the grants management functions that are currently applied uniformly across all state agencies.
- **Decentralized:** These are the agency specific variations that exists currently and would require flexibility to meet unique needs of each agencies' processes and requirements.

Centralized	Decentralized
Alignment with Federal policies	Variation in process execution
Alignment with OGM policies	Agency-specific business rules
Similar Grants Management Lifecycle	Operational roles

Centralized	Decentralized
69 Common critical requirements	Systems and tools
Alignment with OGM-recommended templates	Customized forms and reports
Payment processing through SWIFT	Terminology of forms and reports

Table 9.4.3 Centralized vs decentralized grant functions

9.5 Functional and Technical Analysis

The functional and technical analysis of grants management practices across **twenty-nine** state agencies in Minnesota identified significant shared elements, including grants management policies (federal and OGM), the grants lifecycle, critical requirements (functional, technical, security, and accessibility), payment processes, and grants management templates. Such commonalities provide a clear opportunity to develop a unified EGMS that can enhance efficiency, compliance, and collaboration among agencies.

At the same time, variations were observed in agency-specific policies, process flows, organizational roles, custom forms and reports, and the terminology used for grants management documents. These differences emphasize the need for careful planning, flexible customization, and a robust change management strategy to ensure that an EGMS meets both shared and unique requirements.

The findings confirm that an EGMS is **functionally and technically possible** and would support improved grants management across the State of Minnesota.

Functional and Technical Possibility of EGMS Implementation

- The alignment of grants management lifecycle across agencies, along with adherence to common critical requirements and federal and state policies, creates a strong foundation for standardizing grants management.
- Variations in agency-level execution can be effectively managed through configuration and flexibility within the EGMS, ensuring tailored solutions that meet unique needs without compromising overall standardization.
- By streamlining workflows, automating tasks, and reducing redundancies, an EGMS has the potential to significantly enhance operational efficiency across the grants management lifecycle.
- The systems offer a pathway to unify and standardize grants management processes, promoting consistency, reducing complexity, and improving collaboration across agencies.
- Despite challenges, the analysis confirms that implementing an EGMS is functionally and technically possible and will deliver significant benefits, advancing the State of Minnesota's grants management capabilities.

Potential Viability Challenges

- **Agency-Specific Variations:** Early in the analysis, there could have been concerns about the difficulty of accommodating the diverse needs of individual agencies. If agency-specific processes were too divergent, it might have been challenging to find a flexible yet standardized solution. However, the finding that these variations are not too significant and can be managed through configuration within the EGMS reassured that this challenge could be overcome.
- **Implementation Challenges:** If the divergence in integration requirements such as integration with states' fiscal system and other existing third-party systems had been more significant, the technical viability of an EGMS could have been questioned. However, the analysis ultimately confirmed that the need for integration with state's fiscal system, SWIFT is uniform across all agencies. The other

integrations with third-party systems could be handled on case-on-case basis at time of implementation.

- **Agency-Specific Policies:** At the outset, the significant divergence in policies and regulations at agency level could have posed potential obstacles. However, once it was determined that most of the agencies comply with standard Federal and States' OGM policies, this challenge could be ousted. The slight variations in agency specific policies for a few agencies can be handled as customization to ensure compliance with these policies while maintaining overall standardization. Hence this concern was addressed.
- **Majority of Shared Requirements:** As a general guideline and industry best practice, when more than 50% of the requirements are shared across agencies, the likelihood of successfully implementing a system that addresses those common needs is typically higher [14][15]. The common 69 out of 102 critical requirements (67.65%) demonstrate the functional possibility of using these standardized requirements as the foundation for setting up the system. The remaining 33 requirements (32.35%), which are specific to certain agencies, can be addressed through system customization.

In summary, an EGMS for the State of Minnesota is functionally and technically possible by building on the common requirements, policies, and processes already in place. Additional standardization of business processes would improve implementation of an EGMS. Some customizations or configuration at the agency level would likely be required. A successful implementation would require a carefully considered change management plan.

Additionally, some agency-specific recommendations are mentioned below:

- **GCDD:** Due to the unique needs of the council in serving individuals with developmental disabilities, and the essential requirement for individuals with disabilities to be represented on the council to ensure their perspectives are effectively considered, the project team has recommended that implementing a Grants Management System (GMS) may not be the most suitable option for the Governor's Council on Developmental Disabilities (GCDD) at this time. The details of the discussion, analysis, and resulting recommendations are documented in the requirements report.
- **MnDOT:** Due to the number of divisions involved in the grant-making process at MnDOT, an alternative approach was taken to elicit the requirements. Input from participating units was summarized and collated to identify the high-level needs for an EGMS. Since MnDOT is one of the largest grant-making agencies in the State of Minnesota, the project team recommends that MnDOT SMEs be actively involved in the selection process and their requirements be fully vetted before proceeding with the procurement of an EGMS.

Need for Comprehensive Change Management:

- The current diversity in tools and processes highlights the importance of implementing a robust change management strategy to support the transition to an EGMS.
- A well-planned approach is necessary to ensure smooth adoption, minimize disruptions during the transition, and effectively address resistance to change.
- Comprehensive training and strong user support for both agency staff and grantees will be essential for ensuring the successful implementation and long-term usability of the system.

These conclusions inform a clear roadmap for the next steps in the EGMS journey, including system selection, tailored customization, and change management planning to ensure long-term success and adoption statewide.

The Final Feasibility Study report will provide a detailed roadmap, including an implementation strategy and key considerations to address potential change management challenges for a successful implementation of EGMS for the state.

It is important to note, that the functional and technical assessment presented in this report is based solely on the functional and technical requirements identified by each agency. The successful implementation of an EGMS will depend on additional factors, such as cost feasibility and navigating operational challenges like change management concerns raised by some of the grant making agencies. The Department of Administration (ADM) along with other leadership teams at the Enterprise level may evaluate these factors based on the findings and recommendations made by the project team that are compiled in the Final Feasibility Study report.

9.6 Appendices

9.6.1 Abbreviations

This section provides a list of the abbreviations used in the Functional and Technical Assessment Report.

Abbreviation	Description
ADM	MN Dept of Administration
BWSR	Board of Water and Soil Resources
COMM	MN Dept of Commerce
DCFY	MN Dept of Children, Youth, and Families
DEED	MN Dept of Employment and Economic Development
DHS	MN Dept of Human Services
DLI	MN Dept of Labor and Industry
DOC	MN Dept of Corrections
DNR	MN Dept of Natural Resources
DPS	MN Dept of Public Safety
EGMS	Enterprise Grants Management System
EMSRB	Emergency Services Regulatory Board
GMS	Grants Management System
IRRR	Iron Range Resources and Rehabilitation Board
MASC	MN Amateur Sports Commission
MDA	MN Dept of Agriculture
MDE	MN Dept of Education
MDH	MN Dept of Health
MDOR	MN Dept of Revenue
MDVA	MN Dept of Veterans Affairs
MHFA	MN Housing Finance Agency
MIAC	MN Indian Affairs Council
MnDOT	MN Dept of Transportation
MNGEO	MN Geospatial Information Office
MNsure	MNsure
MPCA	MN Pollution Control Agency
MSAB	MN State Arts Board
OHE	Office of Higher Education
OGM	Office of Grants Management
OSS	Secretary of State
PELSB	Professional Educator Licensing and Standards Board
PFA	MN Public Facilities Authority
SMEs	Subject Matter Experts
TOUR	Explore Minnesota

9.6.2 Samples of Preliminary Analysis Documents

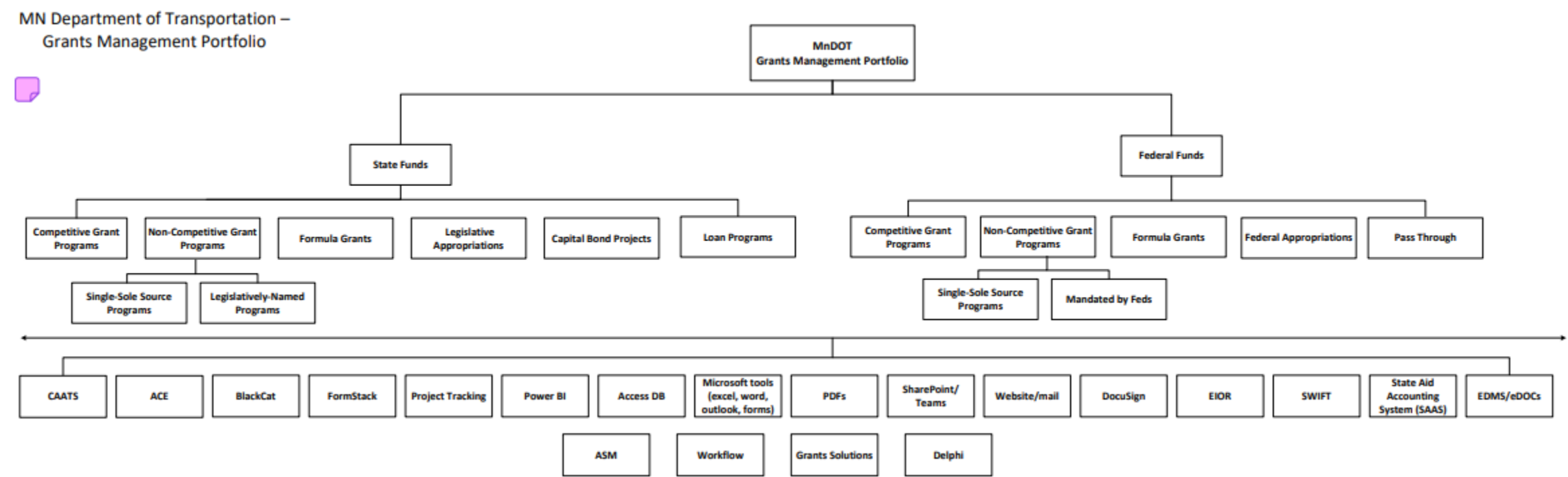
[1] - Requirements Workbook – Sample

Current (where a GMS exists) and desired functionalities for an EGMS based on legal, legislative, federal, and state grant requirements that are desired to be met by the system.

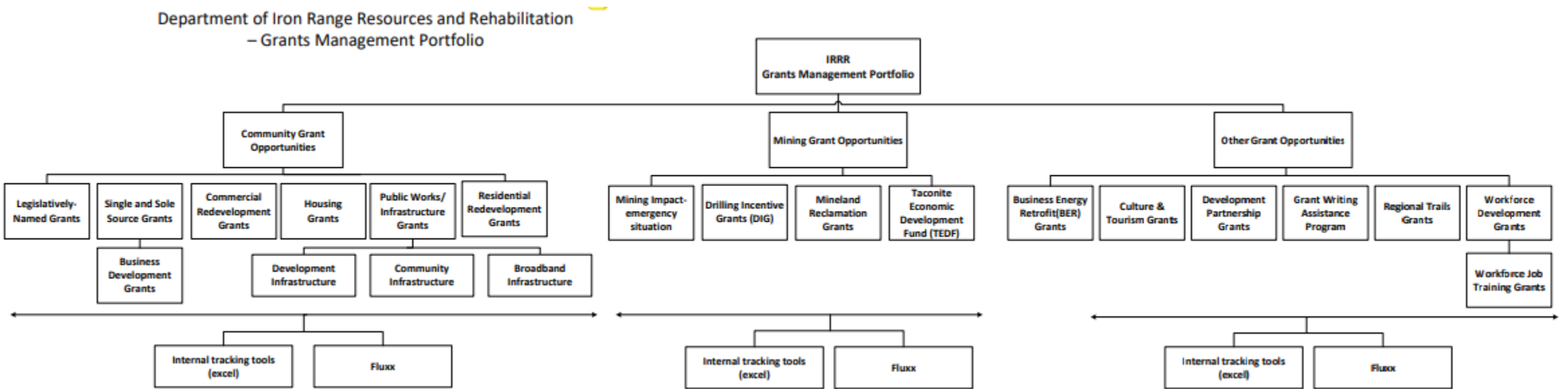
Sort #	Requirement Id	Agency/Entity	Category	Module	Desired System Functionality	Severity	Business Owner
Applicants							
1	AP1	DHS	Functional	Applicant	Can Search for applications	Critical	DHS SMEs
2	AP2	DHS	Functional	Applicant	Can Apply for Grants	Critical	DHS SMEs
3	AP3	DHS	Functional	Applicant	Upload all required documents	Critical	DHS SMEs
4	AP4	DHS	Functional	Applicant	Communicate with Granting Agency	Critical	DHS SMEs
Grantee							
Pre-Award							
5	GR1	DHS	Functional	Grantee	Can submit Financial documents for risk assessment	Critical	DHS SMEs
Award							
6	GR2	DHS	Functional	Grantee	Sign agreement	Critical	DHS SMEs
7	GR4	DHS	Functional	Grantee	Submit requests for Payments with required documentation	Critical	DHS SMEs
8	GR5	DHS	Functional	Grantee	Add Financial information for reconciliation	Critical	DHS SMEs
9		DHS	Functional	Grantee	Create and submit monitoring reports, progress reports etc.	Critical	DHS SMEs
Post-Award							
Granting Agency							
Pre-Award							
10	GA1	DHS	Functional	Granting Agency	Full Application Module	Critical	DHS SMEs
11	GA2	DHS	Functional	Granting Agency	Full Evaluation module including scoring and decision making within system to avoid errors	Critical	DHS SMEs
12	GA3	DHS	Functional	Granting Agency	Approval module (send award letters)	Critical	DHS SMEs
13	GA4	DHS	Functional	Granting Agency	Denial(Send Denial Letters)	Critical	DHS SMEs

[2] - Grants Management Portfolio – Sample 1

Identification of funding sources, including federal, state, and private funding streams, along with an inventory of grant types and programs managed by each agency to understand the scope of funding activities.

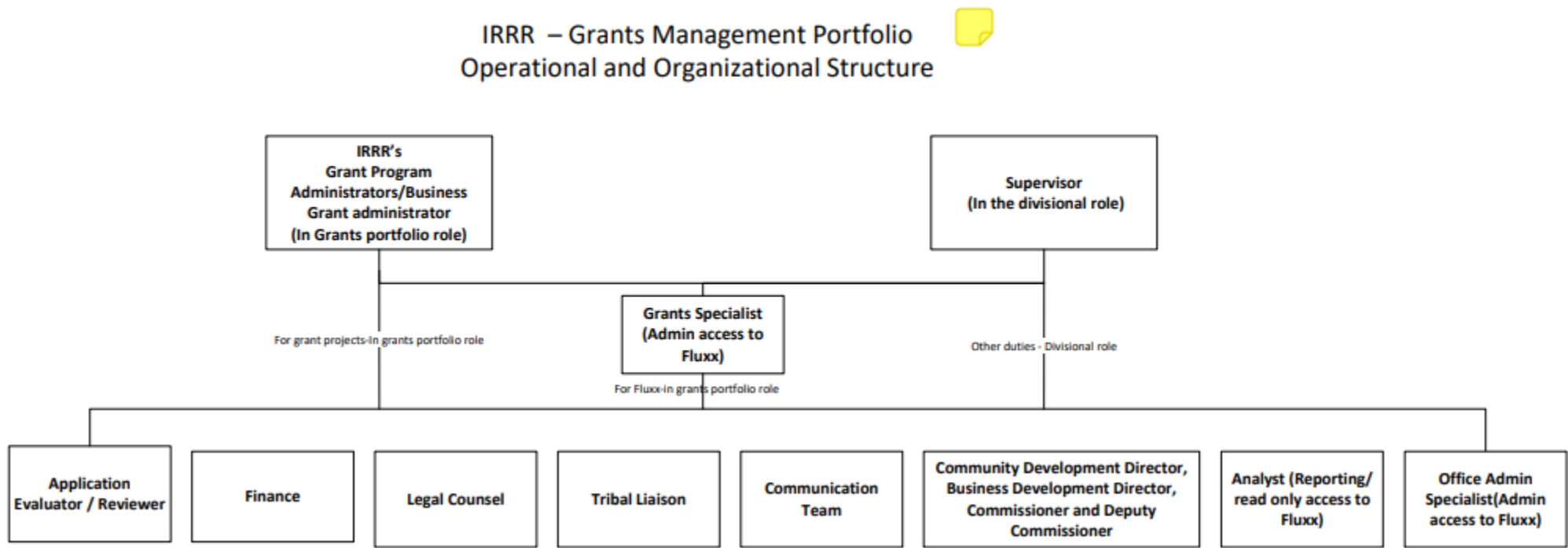


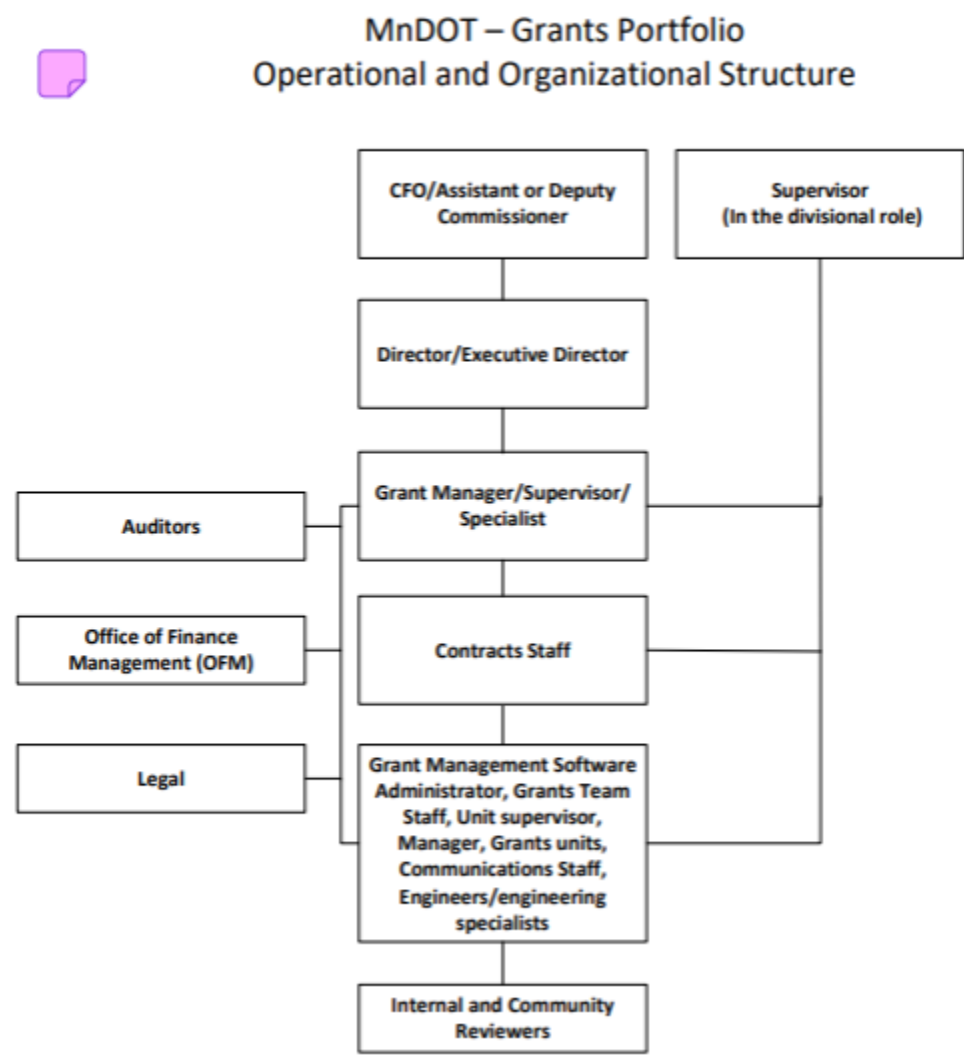
[3] - Grants Management Portfolio – Sample 2



[4] - Grants Portfolio Operational and Org Structure-Sample 1

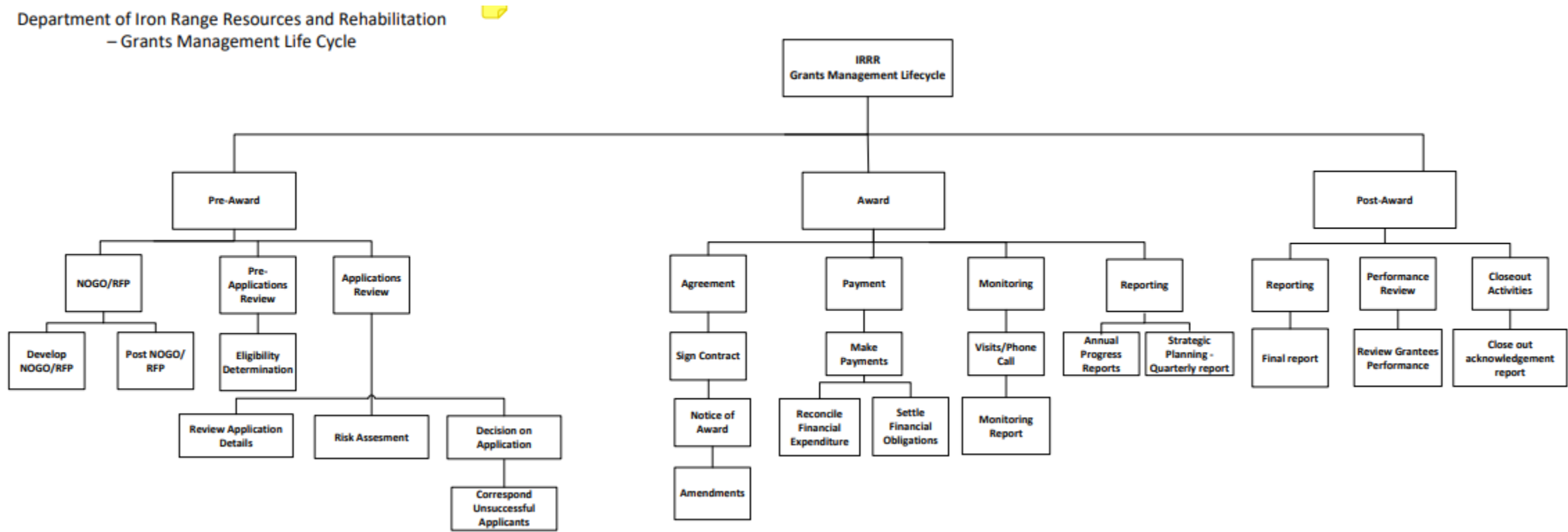
Comprehensive overview of the operational setup detailing unit roles and responsibilities within grants administration.



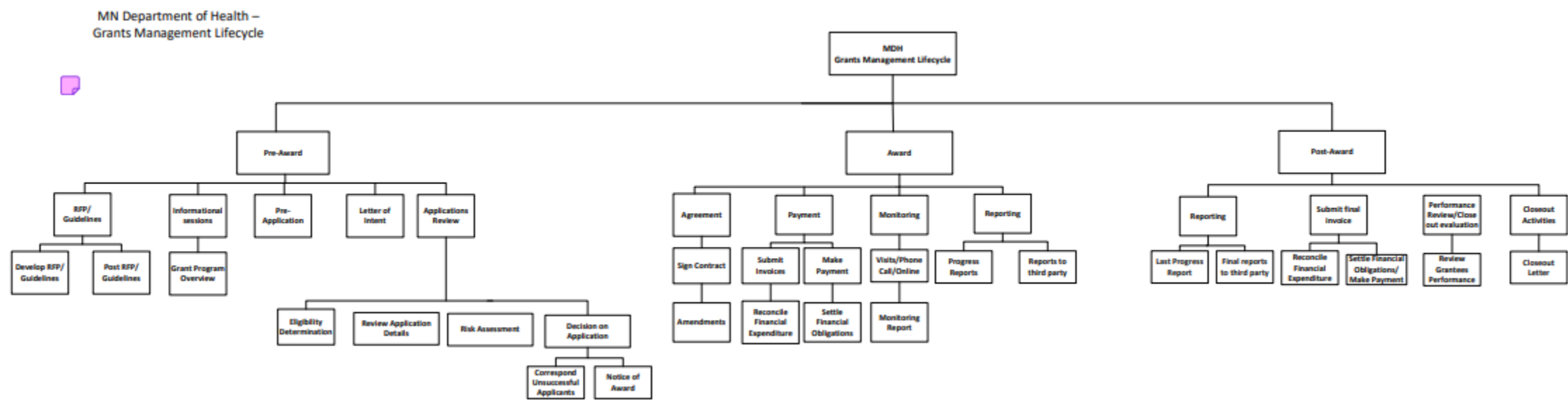


[6] - Grants Management Life Cycle-Sample 1

High-level review of the end-to-end grant-making processes, including identification of applicable policies that guide each step of the grants lifecycle.



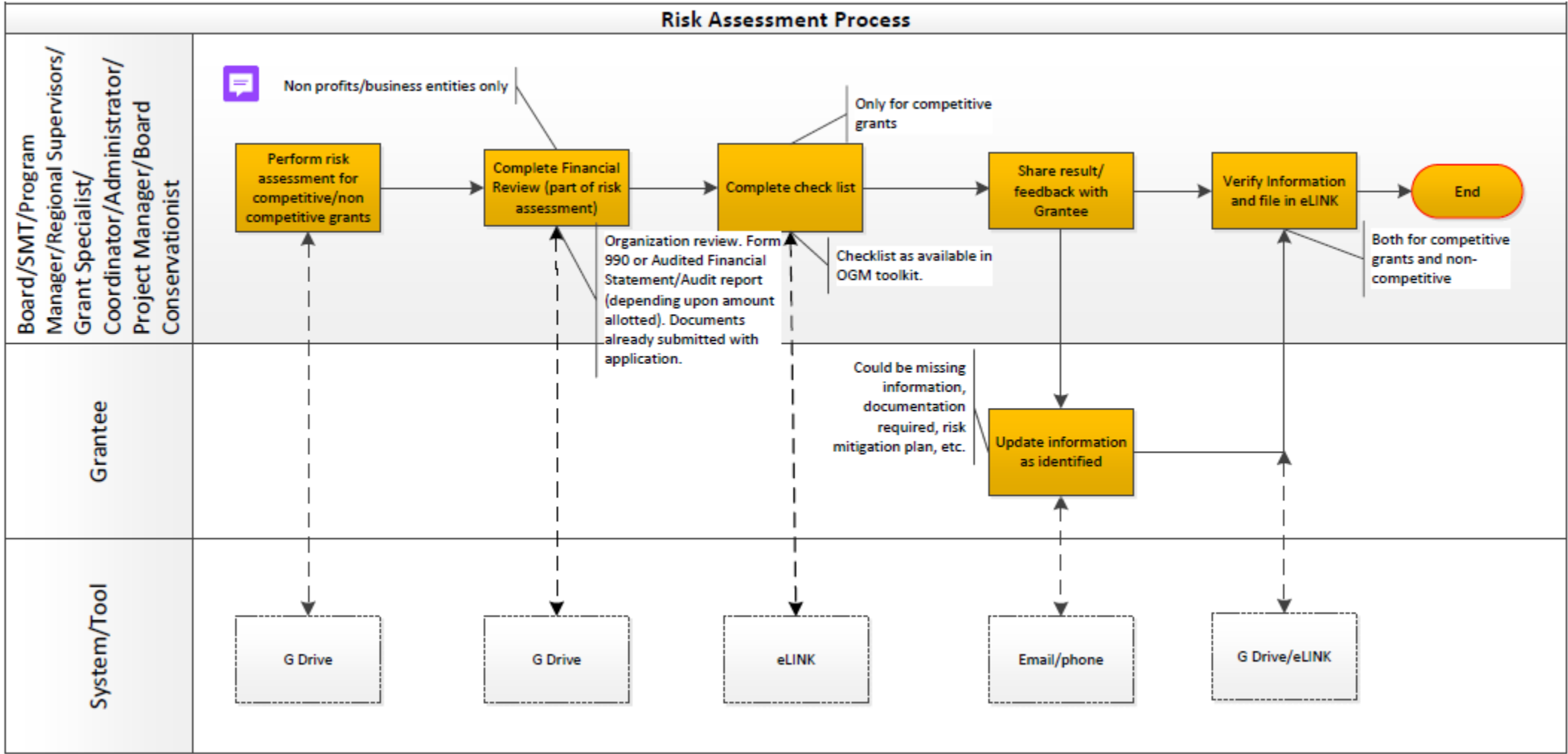
[7] - Grants Management Life Cycle-Sample 2



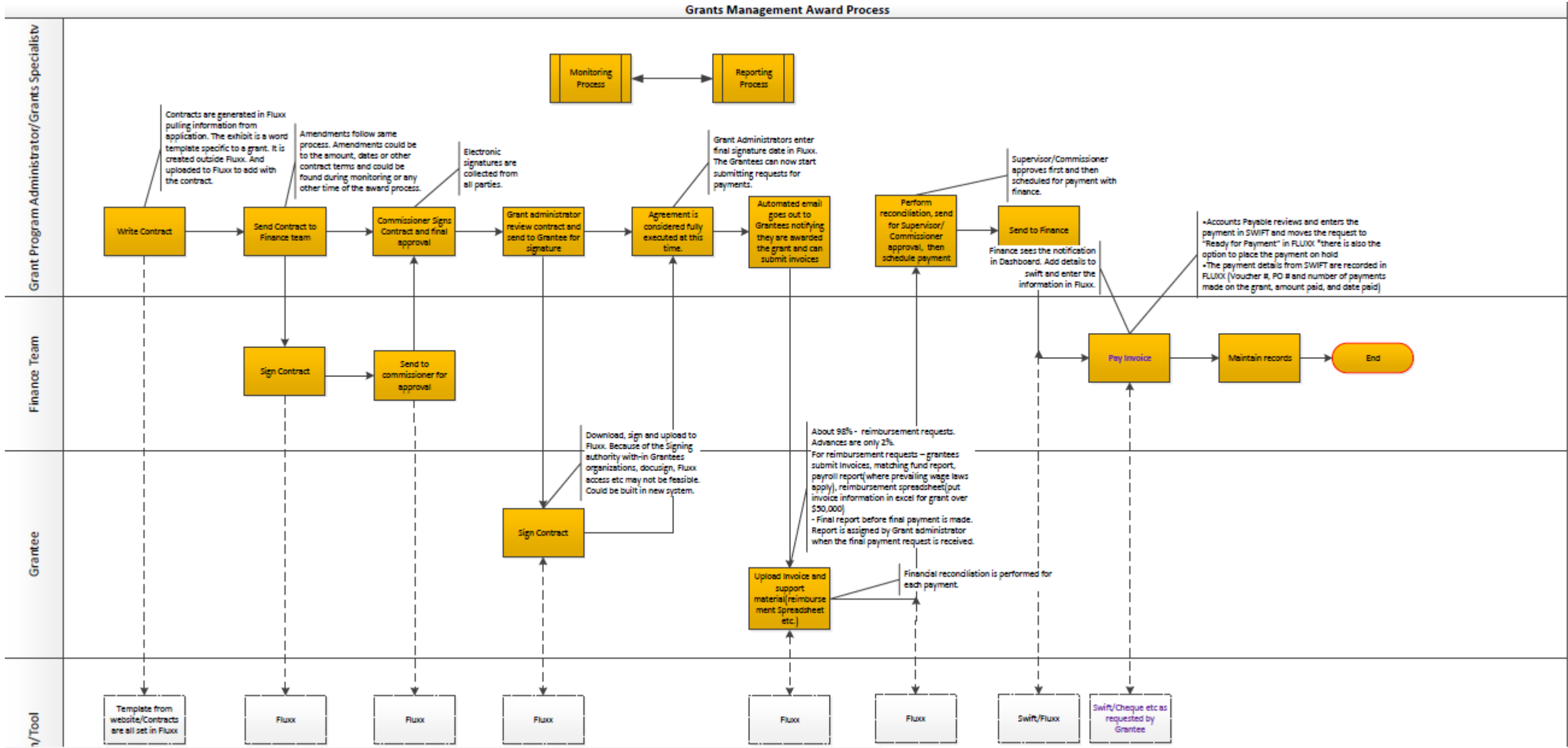
[8] - Pre-Award-Process flow-Sample

Creation of current and desired state of process flow diagrams (pre-award, award, post-award) that depict the roles of stakeholders, their involvement at each step of the grant’s lifecycle, and currently used tools as well as replacement of some tools by EGMS in desired future state.

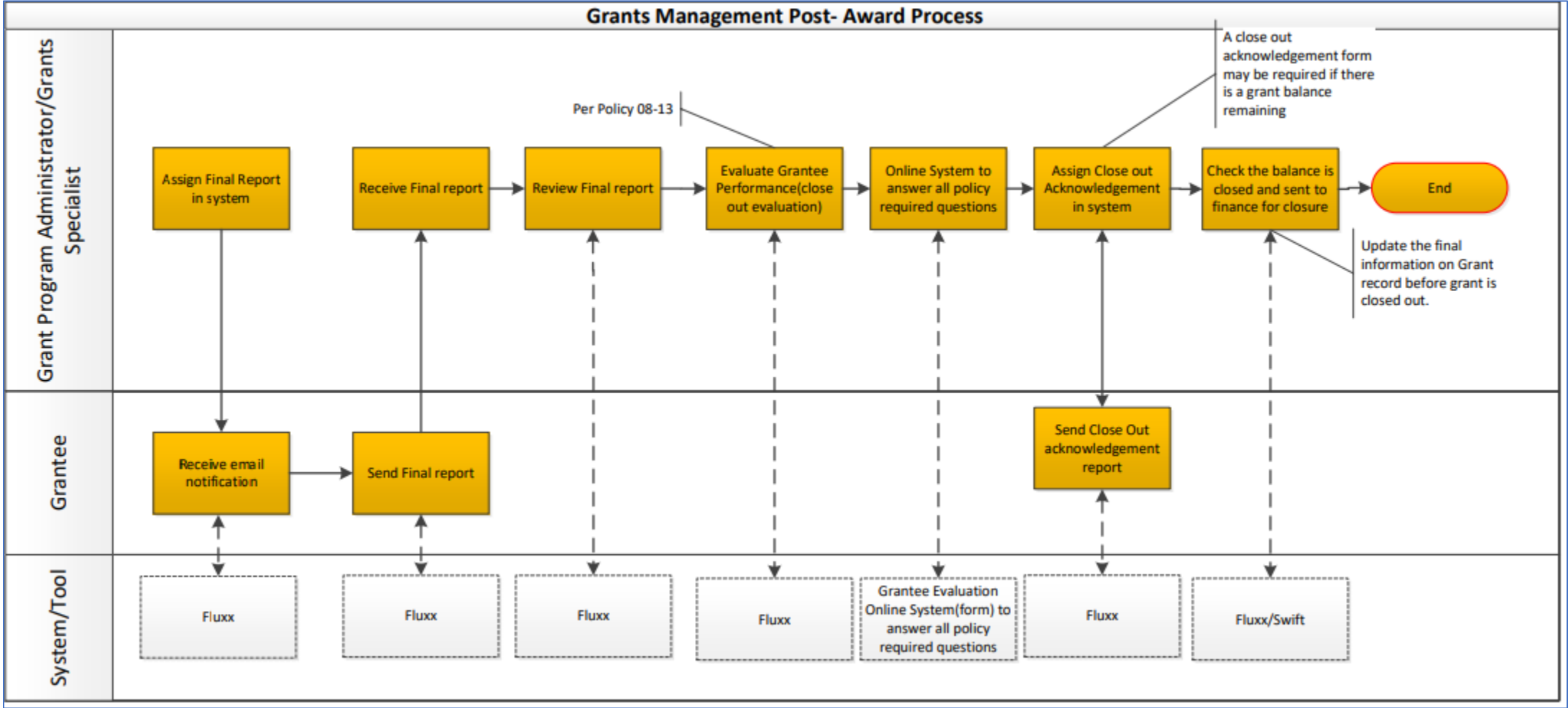
AS-IS Risk assessment subprocess (part of pre-award process)



[9] - Award-Process flow-Sample



[10] - Post - Award-Process flow-Sample



[11] - EGMS - Feasibility Study - Security Requirements

As per the guidelines from the MNIT security engineer, the Subject Matter Experts (SMEs) at each agency were asked security questions as given below.

Security:

- Is any of the High and moderate data elements listed below are collected and stored in the system/files?
 - If yes, does the business really need this?
 - How do you utilize this information?
 - Is there any other way to get this information?
1. High: Data that is highly sensitive and/or protected by law or regulation. This includes, but is not limited to:
 - Protected Health Information (PHI) data as defined in the HIPAA Regulation (45 C.F.R., Sec. 160.103).
 - Social Security Administration (SSA) Data
 - Criminal Justice Information (CJI) data as defined in the FBI Criminal Justice Information Services (CJIS) Security Policy.
 - Government-issued ID Numbers (e.g., Social Security Numbers, Driver's license numbers / State ID Card numbers, Passport Numbers)
 - Federal Tax Information (FTI) data as defined in IRS Publication 1075.
 - Payment Card Industry (PCI) Account Data as defined by the Payment Card Industry Data Security Standards (PCI DSS).
 - Bank account numbers excluding State-owned bank account numbers.
 2. Moderate: Data that does not meet the definition of Low or High. This includes, but is not limited to:
 - System security information.
 - Not public names.
 - Not public addresses.
 - Not public phone numbers.
 - IP addresses.

The response has been reported as:

High Data Elements:

DLI:

PII, Federal Tax ID, SSN's, DOBs is collected. This data is collected over a variety of ways including email, grantee portal, and physical mail. For Federal grants, this data is stored in an access-controlled G drive with limited users' access.

DOC:

Potential high-security data elements (CJI data – OID numbers) are not requested explicitly but may be included in invoices and desk review documents. BlackCat - FLEX currently satisfies the Security requirements at the State.

MDVA:

- First name, Last Name, SSN, Government-issued ID (e.g., SS, Driver's license numbers State ID Card Numbers, Passport Numbers) is submitted as part of the DD214 form to validate Veteran status. Data is shared via a secure SFTP site.
- The DD214 form is then stored in the shared drive.

- This data is then redacted. Only the first Initial, last name, and last 4 digits of SSN are used for further communication with veterans or grantees.

MSAB:

- Grantees' Green Card is requested to validate their state residency. Very few numbers in total cases.
- The Green Cards are attached to the Grantees file in the WebGrants system. However, only the Grants Management System Administrator (1 person) has access to the document.
- This information is not used thereafter in the grant process.
- These SMEs reported that the ID number and photographs can be masked in future if security would give that direction.

OHE: IGX has been vetted by the MNIT security team to make sure SSN's, federal tax, etc. information is secured well.

- The OHE Grants Portal includes SSNs for participants in a couple of programs. OHE Grants Portal will also include Federal Tax Information (FTI).
 - For Grant Programs: OHE cannot do without SSNs for two programs that require OHE to confirm if a participant has completed a FAFSA (Federal aid). We can only do that with an SSN and the consent from the student which they provide through a form in the portal. It is also necessary for program evaluation using SLEDS (State DB with all student's information throughout life- birth, workforce, death etc.) and other databases. In the grants portal, **access to this data is only available to the program administrator and system admin.** It is kept according to our records retention schedule. For most participants it will be for a long time because we use it to track their participation over a lifetime.
 - For Loan Repayment Programs: OHE cannot administer the program without collecting Federal Tax Information which sometimes also includes SSNs (if they send us docs with them included) because it is used to determine which applicants will be awarded. Currently, the plan is that once awards are made in the portal, the information derived from the tax data collected will be retained but the documentation (tax returns) will be deleted from the system.

MnDOT:

- OSPH: Yes, the grants we work with require a pre-award audit which requires tax returns and private audit data. We also require letters of credit (bank correspondence), and SOC2 cybersecurity and PCI reporting, which are confidential. Our grants also include trade secret data.
- OCR: Yes, we require government-issued ID Numbers to verify participant/program eligibility in workforce training. These details are stored in N: Drive (MnDOT file storage). OCR follows the MnDOT retention schedule and MNIT is involved in the security settings.
- AERO: Yes, we collect copies of accounting reports and bank statements to verify reimbursements for grants.

Moderate Data Elements:

OSS:

- There could be potentially moderate data elements for any security-related grants at OSS (physical, voter systems-related, or otherwise) that could have information in the RFPs or documents. This has rarely occurred in the past.

All Agencies:

- Most applicant data is classified as private until grants are awarded and contracts executed, at which point awarded information becomes public.
- Names, addresses, and phone numbers are made public only after an award is granted.
- During the financial review and applicant capacity process, tax returns and financial documents are reviewed, and staff provide detailed opinions based on these documents.
- Once applications reach "Awarded/Partial Award/Not Awarded" status, financial documents are deleted, but the opinions derived from them are retained.

- Applicants are required to redact sensitive information (e.g., SSNs, tax information), though accidental disclosures may still occur.

As part of EGMS - Feasibility Study –Solutions Analysis the following information has been verified by the vendors:

- SOC 2 Compliance
- Strict adherence to state security guidelines (perimeter security, access management, identity management)

[12] - EGMS - Feasibility Study - Accessibility Requirements

As per the guidelines from the MNIT accessibility engineer, the Subject Matter Experts (SMEs) at each agency were asked accessibility questions as given below.

- Do you have any other digital accessibility standard apart from the state’s standard?
- Does the user base include users with accessibility needs greater than the state’s accessibility standards (<https://mn.gov/mnit/government/policies/accessibility/>)?
Context: A user base may consist of visually impaired users. If this is the case, we need to identify the type of users and accessibility needs.

The response from all agencies has been reported as:

- No other digital accessibility standard was reported apart from the state’s standard.
- At the time of gathering this requirement, no other user with accessibility needs greater than state’s accessibility standards are known to the agency.

As part of EGMS - Feasibility Study –Solution Analysis the following information has been verified by the vendors:

- Any outward-facing Web interface must be fully compliant with WCAG 2.1 level AA both for internal and external users.
- VPAT has been requested from all the interviewed vendors and is available for review.
 - VPAT has been received from some vendors
 - Grant Vantage and Salesforce have not submitted the VPAT as of 11/21/24 but both stated to have the compliance. May need a follow-up if required in future.

[13] - EGMS Feasibility Study Gap Analysis

Information:

Information about the document	
The " Gap Analysis " sheet provides insights into desired system capabilities, agency-specific needs, and the severity of requirements. It includes the following columns:	
S. No	Serial number for the entries.
Requirement ID	The requirement ids are unique to each requirement and can map each requirement back to the requirements captured in the requirements workbook created for each agency.
Desired System Capability	Describes the specific feature or functionality needed in the system.

Agency	Indicates whether the requirement is for all agencies or specific ones.
Severity	Denotes the criticality of the requirement (e.g., Critical).
Stats	Summarize requirement distribution or metrics.
The " GMS " sheet provides details of Grants Management System implementation status of each agency who currently uses a Grant management System for grants administration.	

Gap Analysis

Stats	
Total critical requirements	102
Required by All agencies	69
Required by more than 1 agency	16
Required by specific agency	17

S. No	Requirement ID	Desired System Capability	Agency	Severity
Grants Management Module				
1	GM1	How can the system support compliance with 13 state Policies. Policies are identified and attached with each applicable feature/step in the requirements.	All	Critical
2	GM2	How can system support compliance to federal regulations e.g., 2 CFR Part 200	All	Critical
3	GM3	Does the system have a Dashboard per user role.	All	Critical
4	GM4	Does the system have customizable workflows and user role-based assignment of the workflow?	All	Critical
5	GM5	Can the agency staff have administrator access for direct customization and user access instead of MNIT/Vendor help desk.	All	Critical
6	GM6	Can links to manuals, OGM policies, tool kit, agencies websites, etc. be posted on the portal.	All	Critical
7	GM7	Can different policies/business rules be implemented in the forms/workflows e.g., Conflict of Interest internal control in place for application reviewers, grantees, third parties, internal staff to sign before proceeding further with the task.	All	Critical
Applicant Module				
S.No	Pre-Award			
8	AP1	Can search for applications	All	Critical
9	AP2	Can apply for Grants	All	Critical
10	AP3	Upload all required documents	All	Critical
11	AP4	Communicate with Granting Agency	All	Critical
12	AP5	Download a blank application in PDF form	All	Critical
Grantee Module				
	Pre-Award			
13	GR1	Can submit pre-award risk assessment related forms/data	All	Critical
	Award			
14	GR3	Electronically sign contract	All	Critical
15	GR4	Submit requests for payments with required documentation for financial reconciliation (read notes for internal control requirement).	All	Critical
16	GR5	Submit follow-Up/monitoring forms, create, and submit progress reports.	All	Critical

S. No	Requirement ID	Desired System Capability	Agency	Severity
17		Can maintain ledger to track the grant budget expenditures and payment reimbursements	All	Critical
	Post-Award			
18	GR6	Can submit information required for performance review. Submit final report, closeout letter etc.	All	Critical
Granting Agency Module				
	Pre-Award			
19	GA1	Full Application Module (RFP, Pre-Application, Application etc.)-Refer to notes for agency specific needs.	All	Critical
20	GA2	Full Evaluation module including scoring and decision making within system to avoid errors -Refer to notes for agency specific needs.	All	Critical
21	GA3	Approval module (send award letters)	All	Critical
22	GA4	Denial module (Send Denial Letters)	All	Critical
23	GA5	Risk Assessment Module (create risk assessment form, checklist , evaluate Grantee response against checklist and perform financial data assessment, create feedback report, approval/denial notification)-Refer to notes for policy related internal control.	All	Critical
	Award			
24	GA6	Agreement Module - electronically create and sign contracts, workflow-based assignment.	All	Critical
25	GA7	Payments and reimbursements module - (tracking, can perform financial reconciliation based on information submitted, internal controls in place to ensure correct supporting document is submitted while submitting reimbursement request e.g., Salary slip is submitted for salary reimbursement requests.)	All	Critical
26	GA8	Full Follow Up module-Monitoring module (include financial reconciliation worksheets and review all backup documents), Monitoring Report	All	Critical
27	GA9	Reporting (customize reporting requirement for each Agency including Federal and State reporting). -Refer to notes for details.	All	Critical
	Post-Award			
28	GA10	Diverse reporting needs of each agency- Refer to notes for examples of some agency specific needs.	All	Critical
29	GA11	Close out module (report etc.) -Refer to notes for examples.	All	Critical
30	GA12	Evaluate grantee performance	All	Critical
Document Management				
31	DM1	Can the system be used as Document Management System	All	Critical
32	DM2	Can System be used as Content management System (to review and approve the artifact level- Product/project outcomes shard by Grantees)	All	Critical
Data Retention				
33	DR1	Can system follow data retention policy for each agency --Refer to notes for details.	All	Critical

S. No	Requirement ID	Desired System Capability	Agency	Severity
34	DR2	Explain data retention and archival process	All	Critical
Data Migration				
35	DM1	Data from 30 agencies to be migrated into new environment from current systems, databases, on GMS systems like Tempo/tableau etc. -Refer to notes for details.	All	Critical
Integration				
36	IT1	Can System interface/integrate with state's Financial System- Swift (PeopleSoft)/EIOR/CPRS (procurement system used by procurement for encumbrance of funds at MnGeo)/Tempo (Procurement system at MPCA). - Refer to notes for more details.	All	Critical
37	IT2	Can system integrate/interface with Third party systems. Refer to notes for detailed list.	All	Critical
User Roles/URL				
38	UR1	Can user roles can be defined within the system-e.g., Community reviewers can be assigned reviewer roles, MMB etc.	All	Critical
39	UR2	Can data be segregated at agency and division level, so each agency sees only its own data and within each agency, each division see its own data only.	All	Critical
Enterprise Level Tracking and Reporting				
40	EL1	Track and report on program compliance, operations, progress, and other pre- and post- grant related processes	Enterprise	Critical
41	EL2	Centralize grants data in one location to allow enterprise-wide reporting on State and Federal grant requirements	Enterprise	Critical
42	EL3	Increase transparency and accountability surrounding the grants operations within the state	Enterprise	Critical
43	EL4	Document and inventory retention, and document management	Enterprise	Critical
44	EL5	Be customizable to meet diverse needs through the enterprise and be an intuitive user-friendly solution	Enterprise	Critical
45	EL6	Provide consistency and improve usability for grantees, thereby increasing grantee participation.	Enterprise	Critical
Audit Tracking (Agency and grantees)				
46	AD1	Track user id of who logged in to the system	All	Critical
47	AD2	When did the user logged in	All	Critical
48	AD3	Track ever activity	All	Critical
49	AD4	Maintain Audit Log per retention policy (each agency currently has from 6 to 10 years policy.). State may come up with a statewide policy.	All	Critical
Agency Based requirements				
50	GA12	Can Meet Wet Signature Policy for invoices etc. and OSP 1901 e-signature policy (applicable to all agencies) for contracts.	All	Critical

S. No	Requirement ID	Desired System Capability	Agency	Severity
51	GA13	Develop, Customize, Copy old forms- Conflict of Interest, Application, Evaluation, Contracts, Risk Assessment, Monitoring etc.	All	Critical
52	GA14	Correspond/exchange/sign documents with applicant within the system	All	Critical
53	GA15	Send notifications (internal granting team as well as applicant/grantees) through email for any new application/document/communication received in the system, incomplete applications, confirmation emails when application, report is successfully submitted.	All	Critical
54	GA16	Send pre-scheduled emails per due date for report/document submissions or upon a pre-step completion in the system by the Grant administrator e.g. Once training is complete invoice module can now be available to the grantees.	All	Critical
55	GA17	Can Upload Document of all types e.g., Excel, Pdf, word, csv, artwork samples- audio, visual, text, shape files, engineering plans, email etc.	All	Critical
56	GA18	Can Upload file size up to 1-2 GB	All	Critical
57	GA18.1	Export data into various file formats such as Excel, Word, Access, CSV, and PDF. Refer to notes for details.	All	Critical
58	GA20	Contracts and monitoring forms pull data from previously filled forms e.g., approval letters etc.	All	Critical
59	GA21	Side by side compare/view of Grant Application and evaluation and assign scores	ADM-OGM, MDA, IRRR, MSAB, COMM, MnGeo, MNsure, MIAC, DLI, PFA,TOUR,PELSB, MPCA, DPS, MDH, MnDOT, DOC, DOR	Critical
60	GA22	Report Follow federal Fiscal year calendar	All agencies managing federal grants	Critical
61	GA23	Report to show actual project (project for which grant was approved e.g., Survey of a building etc.) progress information	ADM-SHPO, MNDOT, MDH	Critical
62	GA24	Reporting from system follow Federal report format for easy massaging of data outside the system.	All agencies managing federal grants	Critical
63	GA25	One time integration of old system (Fluxx that was used from 1983-2018) excel data into new system) and report on statistics of grant amounts disbursed so far to each CLG.	ADM-SHPO	Critical
64	GA26	Content Management System (CMS) to review and approve the artifacts that are generated as part of the grant	ADM-SHPO	Critical
65	GA27	Dashboard of all communication with the Grantee and internal team (Internal and external communication are role based (who can see what))	MDA, IRRR, MDVA, MSAB, COMM, MnGeo, MNsure MIAC,DLI,PFA,TOUR,PELSB, MPCA,DPS, MDH, MnDOT, DOC, DOR	Critical

S. No	Requirement ID	Desired System Capability	Agency	Severity
66	GA 28	Local Match/State Match can be tracked	FMR, SHPO, GCDD, MSAB, MnDOT, MDH, MnDOT, DOC, DOR, DHS	Critical
67	GA29	Internal Controls be implemented in the system. Attach list from IRRR currently used in Fluxx, COMM-GrantVantage (compliance with OGM policies)	All	Critical
68	GA 30	Allow different fiscal year time frames (annual, state, federal etc.)	FMR, GCDD, COMM, DPS, MDH, MnDOT	Critical
69	GA 31	MSAB-Review Panel selection process and scoring process- Refer to following templates in Report Templates folder (link in notes): Grants Management Software Tasks-Panelist related Copy of 2024 Accessible Arts panel reviewer scores and dollars by review team-Dave copy	MSAB	Critical
70	GA 32	Ability to integrate application with the USPS address verification services (address in swift is verified against address in GMS)	MSAB	Critical
71	GA33	Secure panelist information. There are about 400-450 reviewers' panelists and there information should remain anonymized.	MSAB	Critical
72	GA34	Migrate existing grants information from Access and MySQL into the system.	MSAB	Critical
73	GA 35	Inventory of Artwork (Percent of Art Program)	MSAB	Critical
74	GA 36	Tag vendors (grantees, sub-grantees, sub-recipients, etc.) separately	DEED, COMM, DPS	Critical
75	GA 37	Set-up for the programs with multiple funding sources	DPS, DHS, DNR, MDH, MnDOT	Critical
76	GA 38	Able to review pervious performance metrics for monitoring purpose e.g., additional monitoring/requirement if high-risk assessment score.	DPS, BWSR	Critical
77	GA 39	Maintain lifetime inventory log of funded equipment, land record for long term tracking, track trails etc.	DPS, DNR	Critical
78	GA 39.1	Long term (life of the project) monitoring of capital/construction projects	DNR	Critical
79	GA 40	Sharing information across agencies for common artifacts e.g., grantees performance, grantee financial audits etc. Ability to share data across partner agencies for advanced or custom reporting needs. Share grantees informational cross agencies for shared grants Ability to see other grants that the grantee receives from other agencies. Only name of grant, contact, risk rating, date when last completed. Not access to detail work plan, invoice, reporting etc.	DPS, PFA, MDH, DHS, MnDOT	Critical
80	GA 41	Public Opportunity Portal allowing users the ability to view current and upcoming funding programs without needing to register for the solution.	DEED, SHPO	Critical
81	GA 42	Student loan repayment programs where about 900 students are paid directly not through an organization.	OHE	Critical

S. No	Requirement ID	Desired System Capability	Agency	Severity
82	GA 43	Management of same grantee across agencies. With in an agency same grantee may have different grants and they shouldn't be seeing each other's data. E.g., Hennepin county could be an organization with a vendor id who is getting grants from different agencies. A nonprofit within Hennepin County e.g., Hennepin health care gets grants from an agency. How do we track those vendor ids and make sure they match with swift.	All	Critical
83	GA44	Amendment changes can be tracked e.g., one type of equipment was approved in original contract; amendment is requested to change to another piece of equipment.	OSS, MASC	Critical
84	GA45	Request amendments or change to agreement, workplan, budget plan both from grantee and agency standpoint.	All	Critical
85	GA46	Ability to map applicant and/or recipient data geographically	All	Critical
86	GA47	Web interface required for internal staff and grantees	All	Critical
87	GA48	Mobile interface required for grantees. (Grantees can use tablets and mobiles including adding attachments.)	OHE	Critical
88	GA49	Can assign users to multiple agencies or applications	All	Critical
89	GA50	Data analysis about applicants within GMS needs to be user friendly, into API or imbedded analytical tools like dashboards	MnDOT	Critical
90	GA51	Ability to compare archived past applications with current grant application	DHS	Critical
91	GA52	Able to download information offline (Note: often times there is no service in the field)	DNR and others	Critical
92	GA53	Track the federal grant applications and approvals as Grantees to feds.	All	Critical
93	GA54	Internal and external Vendor Management (making sure no duplication of data and information matches with SWIFT)	All	Critical
94	GA55	Can be used as contract management tool for all types of contracts (not only Grants)	DHS	Critical
95	GA56	Version Control of documents	All	Critical
96	GA57	Add disclaimer to reports when only public data is included in the report. (Note: This will be dependent on the ability to mark data as public or not public as mentioned in the 'Customization' section).	DNR	Critical
97	GA58	Robust search functionality to search by key fields and metadata (Note: This is important for both data practices reporting and assisting grantees with search for previous grants and projects).	DNR	Critical
Internal Controls				
98	IC 1	Ability for system to have constraints or controls that prevent the unnecessary duplication of data.	All	Critical
99	IC2	Conflict of interest control. Unless form is signed the reviewer cannot be assigned an application for review.	All	Critical

S. No	Requirement ID	Desired System Capability	Agency	Severity
100	IC3	Checks while filling out application. E.g.,1. Ability to generate automatic 501(c)3 check to GuideStar and verify non-profit status2. 990 filings have been attached to application.3. State (secretary of State) and federal website to check vendor debarment and suspension lists.	MSAB	Critical
101	IC4	Ability to require progress reports prior to grantee's payment.	COMM, IRRR, MNsure, MSAB	Critical
102	IC5	Internal tracking sheet-tracks all the steps of pre-award, award, and post-award process flows	TOUR	Critical

GMS

GMS	Agency	Current Use
Foundant, Submittable	ADM	Foundant (OGM and SHPO-supports certain processes in grants management lifecycle), Submittable (OCDR for application intake and review).
Foundant	MDA	Foundant (effectively supporting certain processes).
	MDH	Foundant (used by some divisions, experiences vary).
	MnGeo	Foundant (effectively supporting only certain processes).
	MNsure	Foundant (effectively supporting only certain processes).
	OSS	Foundant (effectively supporting only certain processes).
Intelligrants (IGX)	DEED	Intelligrants (IGX) through Agate (implementation in progress).
	DPS	E-grants through Agate, transitioning to Intelligrants (IGX) through Agate by end of 2024.
	OHE	Intelligrants (IGX) through Agate (implementation in progress).
BlackCat-FLEX	DOC	BlackCat-FLEX (effectively supporting only certain processes).
	MnDOT	BlackCat-FLEX (effectively supporting only certain processes).
eLINK	BWSR	eLINK (Custom-built conservation tracking system includes grants management, contact management, water plan tracking, and technical training).
GrantVantage	COMM	Microsoft Dynamics 365 through GrantVantage (implementation in progress).
Contracts Integration System (CIS)	DHS	Contracts Integration System (CIS; internally built for managing all contract, including Professional/Technical (P/T) contracts).
FLUXX	IRRR	Fluxx (effectively supports entire grants lifecycle).
MEGS	MDE	Minnesota Education Grant System (MEGS; implementation by MTW Solutions).
Tempo, Tableau	MPCA	Tempo database and Tableau (used for certain award and post-award processes and reporting).
SmartSimple	MSAB	SmartSimple (contract signed in July/August 2024).
In-process	DNR	Conducting feasibility study for an agency-wide Grants Management System.
	MHFA	Finalizing contract with a vendor (name undisclosed).

9.6.3 References

The references used in this report are as follows:
[14] - Enterprise Resource Planning: Fundamentals of Design and Implementation" by K. R. K. Subramanian
[15] - "Critical Success Factors in Enterprise Resource Planning Implementation" by M. C. Umble, M. M. Haft, and J. E. Umble, *European Journal of Operational Research*, 2003.

9.6.4 Agency specific change management concerns

The following are the change management concerns as raised by some agencies regarding the implementation of an EGMS.

Agency	Major Concerns
Almost all agencies reported	• Unless there are obvious benefits of using an EGMS compared to using current GMS (where applicable), the agencies are apprehensive of the change. • Cost of implementation and maintenance • Loss of autonomy • Availability of resources to transition to an EGMS (especially reported by smaller agencies)
BWSR	• The eLINK is BWSR’s conservation tracking system. The system serves the key areas of BWSR’s business related to grants management, contact management, water plan tracking and technical training. • The eLINK system was custom built and has undergone many iterations since its deployment in 2003 to meet the needs of the business. • Segregating grants management data from eLINK to transition to EGMS could be a very painful or impossible process. Hence the team is apprehensive of the change. • If mandated to be transitioned to the EGMS, an interface with eLINK will be essential.
COMM	• COMM is open to sharing its experience about deploying a Grants Management System. • The agency did a lot of internal research and went through RFP process, system demos and getting feedback from MNIT leadership before deciding on GrantVantage. Reversing the same process is painful and team is apprehensive of the change. For optimal result, a representative of each agency ought to serve on a procurement advisory team for an EGMS. • The Commerce team noted from experience that a full transition to a new system could take three to five years.
DEED	• Agency is in the process of implementing Agate/Intelligrants throughout each division that manages grants. Agate/Intelligrants was selected through a rigorous RFP process. If Agate is not the EGMS system, it's a major concern.
DHS	• Contract Integration System (CIS) is used for all types of contracts across agency and not only for grants. Agency is apprehensive of using EGMS for grant contracts only. The ask is to have a system that can manage all types of contracts for the whole agency. • Making an enterprise-wide change or recommendation without seeing the full picture as how funds go out in many different ways and not just as grants, misses the dual work that a lot of areas are doing and that has a direct impact on many of the things we are wanting to enhance and make better for grants e.g. grants and PT contracts.
DNR	• The agency as a whole is open to an EGMS, understanding that system standardization will require process changes. The main concern is whether any system implemented will meet the critical GMS requirements, and reporting capabilities, and accommodate how programs serve different populations. • Agency wants to ensure the EGMS meets all the grants administration requirements and is not an overhead to the staff.
DOC	• Budgets are tight at DOC and additional costs would need to be secured from alternative funding sources. There are no administration, training, or IT budgets, and additional costs are sourced from existing programs. • Developing the current system was very difficult given time and resource constraints at the Department. This compromises other activities and duties. If the team needs to be involved, they can contribute “low effort” to implementing, deploying, and maintaining the tool.
IRRR	• IRRR would like to stick with Fluxx since it is working well to administer grants throughout its life cycle. • They did a lot of internal research and went through RFP process, demos and getting feedback from other states before deciding on the Fluxx. • The implementation period was about 12-18 months to implement Fluxx and it is a time taking process to transition from one system to another and making sure their needs are met.
MnDOT	• Cautiously optimistic for a grant system to take care of State Aid’s needs. State Aid has very different needs as was illustrated during the grants management policy the last couple years.
MNsure	• Unless there are obvious benefits of using EGMS compared to using current GMS, the team is apprehensive of the change.
MPCA	• The agency did a lot of internal research and went through a long training and transition process while implementing Tempo (used for document management and parts of award and post-award processes). Reversing the same process is painful and team is apprehensive of the change. • Having completed transition to Tempo, expect a full transition to take 1 to 2 years to a new system.
MSAB	• One size fit all approach may not work as MSAB has some unique requirements for their Grant programs. • SMEs are concerned that since the agency is small, their requirements may be overlooked. • The agency did a lot of internal research and went through RFP process and system demos before deciding on the new system that is to be implemented. Reversing the same process is painful and team is apprehensive of the change. • A full transition may take couple of years and MSAB may not have resources for such a transition.
OHE	• Agency is in the process of implementing Agate/Intelligrants software across each program that administer Grants. A lot of monetary and resource investment has already been put in. If Agate/Intelligrants is not the EGMS system, it's a major concern and the agency is apprehensive of the change. • Training the grantees who are already getting trained on Agate/Intelligrants, would be a huge transition for grantees in just a matter of few years

Table 9.6.4 Agency specific change management concerns

9.6.5 Agency specific recommendations

Here are a few recommendations for the implementation of EGMS as provided by some of the agencies.

Agency	Recommendations from Agencies
Almost all agencies reported	• The control of making changes in the system should retain with-in agency for a quick turnaround time. Having to open ticket with MNIT/support help desk is concerning. • A good training process both for agency as well as grantees is essential. • Good documentation/user manual (simple to read and user friendly) both for agency as well as grantees is critical. • Grantees need to have less dependency on agency to support the use of new EGMS. • Agencies will need their own systems administrators to support grantees • The agency staff must be well trained to be able to answer grantees questions regarding use of new EGMS. • EGMS should be supported internally by MNIT (e.g. apply patches etc.).
COMM	Since the need for this Feasibility Study is due, in part, the need to decentralized reporting of Grants information, the team supports standardization of a reporting protocol and the need for accountably across the enterprise. If a centralized grants management system across the enterprise proves not to be feasible, the team strongly suggests the following considerations: • Develop a set of required data that each agency would be responsible for producing (via excel spreadsheet) and sending to the Office of Grants Management (OGM) for upload/integration into a common reporting system that can generate the level of needed accountability information and reporting. • Consider the level of customization needed, for each agency, needed in a grants management system, given the wide range of grants issued by each agency. • Identify the amount and source of funding required by the enterprise to initiate, operate, and maintain a unified grant management system. We have identified at least four distinct funding sources, over a period of at least ten years, to budget for the use of supporting Microsoft Dynamics 365, licenses, and maintenance.
DPS	• They requested that when ready, sharing an implementation timeline so that DPS would begin planning to phase out their current system or portions of the system and switch to a state-wide system. • Suggested that its critical to work collaboratively with the grant-making divisions with-in each agency. • As per the experience of implementing an agency wide system and performing upgrades to the system, the SMEs suggest that along with having centralize processes it is important to recognize business-specific needs to maintain autonomy where it is required.
OHE	• Good training is essential not through manuals but directly from vendor. • Involve sub-recipients in decision making process and ask for their requirements and pain areas. Grantees have to do a lot of grant administration at their end, and they are looking for tools to manage their grant work. S having a system that can support them will be huge. • If mandatory to transition to an EGMS, consider the following factors: - Standardization vs autonomy/customization - Resources to implement an EGMS - Cost to implement and maintain EGMS - How does all the agencies recoup the money invested in current GMS.

Table 9.6.5 Agency specific recommendations