Creating a Cross-Agency Fund Development Office

A SUCCESS STORY FROM ALAMEDA COUNTY

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Acknowledgements

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I. Introduction

Funding governmental programs and agencies

County governments face funding constraints, leaving departments and agencies competing for scarce resources for their programs. As the recession shrank county budgets, agencies were left with even fewer funds and forced to rely on grant support to fund their core programmatic work. At the same time, formula and categorical funding from state and federal agencies has shifted toward competitive models, and cross-agency collaboration has become a common eligibility requirement to encourage counties to better serve the interconnected needs of their clients. Cross-agency collaboration, however, is inherently difficult. As Eugene Bardach comments in his book, *Getting Agencies to Work Together*, "substantial public value is being lost to insufficient collaboration in the public sector…by the existence of… political and institutional pressures on public sector agencies in general push for differentiation rather than integration"[1]. The political and bureaucratic limitations imposed on agencies do not lend themselves to engaging in collaborative efforts.

How, then, do you change a culture to foster a proactive fundraising environment and to promote collaboration over competition? Alameda County took on this challenge directly with the creation of the Fund Development Office.

The Alameda County Fund Development Office

In 2011, the Alameda County Health Care Services Agency (HCSA) launched a pilot Fund Development Office (FDO) to meet the dual goals of 1) encouraging agencies to apply for more state and federal grants and 2) facilitating cross-agency collaboration on grant applications for innovative programming. The FDO developed shared infrastructure for fundraising activities across HCSA, the Social Services Agency (SSA), and the Probation Department (PD) to better address the health, safety, and wellbeing of Alameda County residents. Four years later, the pilot has grown into an established office of six staff members who have helped develop and submit 181 funding proposals and have secured $44 million in grant revenue. The office provides a model for other counties hoping to increase grant revenues and stimulate cross-agency collaboration.

Objective

The goals of this report are to: 1) Describe how the FDO was developed in Alameda County, and how it has evolved over the last four years; 2) Highlight the benefits and remaining challenges of the model in Alameda County; and 3) Provide insights for how other counties can develop similar structures.

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[1] Bardach, Eugene. *Getting Agencies to Work Together: The Practice and Theory of Managerial Craftsmanship*. Washington, D.C.: Brookings Institution, 1998, p. 11.

This report was prepared by four first-year graduate students from the Goldman School of Public Policy at the University of California, Berkeley. The team was selected in December of 2014 to work as consultants for Cynthia Burnett (Development Director, FDO) from February through May 2015.

Methodology

The majority of the data presented in this report was gathered through 15 semi-structured interviews with FDO Portfolio Managers, staff from county agencies/departments, and grant writing consultants. Each interview was conducted by two members of the consulting team, either in-person or on the phone, using one of three protocols designed for Portfolio Managers, heads of agencies/departments, and other interested parties (see appendices A, B, and C). All interviews took place between February and April of 2015. Table 1 below identifies each person interviewed and their affiliation.

Table 1: Alameda County Staff Interviewed for Report

Name	Position and Agency
Alex Briscoe	Agency Director, HCSA
Cynthia Burnett	FDO Development Director, HCSA
Lori Cox	Agency Director, SSA
Hilary Crowley	FDO Portfolio Manager, Center for Healthy Schools & Communities (a program of HCSA), plus other clients as needed.
Jocelyn Garrick	Deputy Medical Director, Emergency Medical Services (a division of HCSA)
Lisa Haefele	FDO Portfolio Manager, SSA
LaDonna M. Harris	Chief Probation Officer, Probation Department
Tracy Hazelton	Prevention Coordinator, Alameda County Behavioral Health Care Services (a division of HCSA)
Emily Kaplan	FDO Portfolio Manager, HCSA
Randy Malat	Consultant, Grantwriters' Pool
Kiko Malin	Director, Family Health Services (a division of HCSA)
Steve Schultz	Consultant, Grantwriters' Pool
Monica Uriarte	FDO Portfolio Manager, Probation
Dawn Valadez	Consultant, Fund Development Staff for REACH (a program of HCSA)
Susan Wallis	Consultant, Grantwriters' Pool

The consulting team prepared transcripts of each interview separately, and then combined them around key themes including agency specific processes, FDO processes, FDO benefits, FDO challenges, and suggested solutions. The information shared in interviews shaped the scope of our analysis and our recommendations.

In addition, the consulting team reviewed relevant documents provided by the FDO and participating agencies. These included reports (FDO "Measuring Impact" report written by an external consultant,

agency annual reports, and FDO quarterly reports) and FDO materials (grant bid-analysis template, development timeline, and eCivis reports). Finally, members of the team attended one FDO meeting and one eCivis training in order to see the FDO's work in action.

Summary of Key Findings

Below are the summarized findings of this report including the key benefits provided by the FDO as well as the most pressing challenges still faced by the office:

Benefits of the FDO
- Created a proactive grant-seeking culture.
- Increased capacity for fundraising.
- Provided development expertise.
- Fostered robust cross-agency collaboration.
- Provides revenue for discretionary, rather than categorical spending.

Challenges of the FDO
- Tension over priorities because the FDO is located within one county agency (HCSA).
- County employment structures do not have an appropriate place for fund development staff. FDO staff members are hired with different employment statuses, and are located at different levels within the organizational structure of the partner agencies.
- Fostering collaboration across agencies.
- Utilizing the Grantwriters' Pool efficiently.
- Creating infrastructure within each agency to support grant implementation.
- Quantifying the benefits of the FDO to Alameda County.

Recommendations
Despite these challenges, the FDO has added substantial value to the county and should continue its work. We recommend that it be formalized as a permanent entity in Alameda County, and believe that it can serve as a model for other jurisdictions interested in promoting a proactive fundraising culture and facilitating cross-agency collaboration.

Components of this report
This report includes four parts:
- Implementation of Alameda County FDO (Section II)
- Alameda County FDO Benefits and Challenges (Section III)
- Would a FDO Benefit Your County? (Section IV)*
- Limitations (Section V)

*Section IV has been created for other counties interested in developing a FDO.

II. Implementation of Alameda County FDO

In 2011, Alameda County Health Care Services Agency launched the Fund Development Office (FDO) with two goals: to promote a proactive fundraising culture and to facilitate cross-agency collaboration. The mission of the FDO is to "institute practice standards and maintain a common repository for tools and talent that together facilitate high-yield fundraising across public agencies to result in more strategic, high-impact solutions for complex socioeconomic problems in Alameda County."[2] In addition, it was hoped that the creation of the FDO would cultivate ties with philanthropic organizations that typically do not provide grants to government agencies. The FDO has been successful in forming these relationships and bringing millions of dollars in philanthropic funding into the county. The FDO leads grant application activities for three partner agencies—the Health Care Services Agency (HCSA), Social Services Agency (SSA), and Probation Department (PD)—and provides fundraising support for other agencies across the county.

A. The purpose of the FDO

The FDO was created to provide centralized fundraising infrastructure for agencies, programs, departments, and centers within Alameda County. The FDO helps county agencies research and apply for three types of grants:

- Funding opportunities that are almost or entirely non-competitive
- Funding opportunities that are competitive (from government sources)
- Funding opportunities that are competitive (from foundations, corporations, and trade associations)

For the three partner agencies (HCSA, SSA and PD), the FDO provides services in addition to grant research and application support, including weekly collaborative meetings between Portfolio Managers (fund developers housed within each agency) and the Director, as well as strategic planning with executive-level staff. In addition, the FDO has developed a three-part training series to assist programmatic staff with eCivis and other grant writing basics in order to build a grant-seeking culture within partner agencies.

Contracted partners (non-partner agencies in Alameda County and community based organizations) do not receive this comprehensive package, but rather tailor their agreement with the FDO to include specific services related to grant writing and strategic planning. The FDO has also provided assistance to these clients with general marketing materials.

B. The structure of the FDO

The FDO is comprised of one full-time Development Director (hereafter "Director"), one part-time administrative assistant, three Portfolio Managers (PMs) for the full-partner agencies, one Portfolio Manager for special projects, communications, and marketing, and one full-time consultant housed at The REACH Ashland Youth Center (REACH). The HCSA, SSA and Special Projects PMs are full-time employees

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[2] Burnett, Cynthia. *Measuring Impact* (draft FDO report), August 2014.

of their agencies, while the PD and REACH PMs are contracted through a third party. A diagram of the organizational structure can be found in Figure 1 and current FDO staff positions are outlined in Table 2 below.

The FDO also manages a Grantwriters' Pool of third-party fund development professionals. This pool is accessed through the Director and is available to support full partner agencies as well as contracted partners in preparing grant applications.

Figure 1. Organizational Structure of the FDO
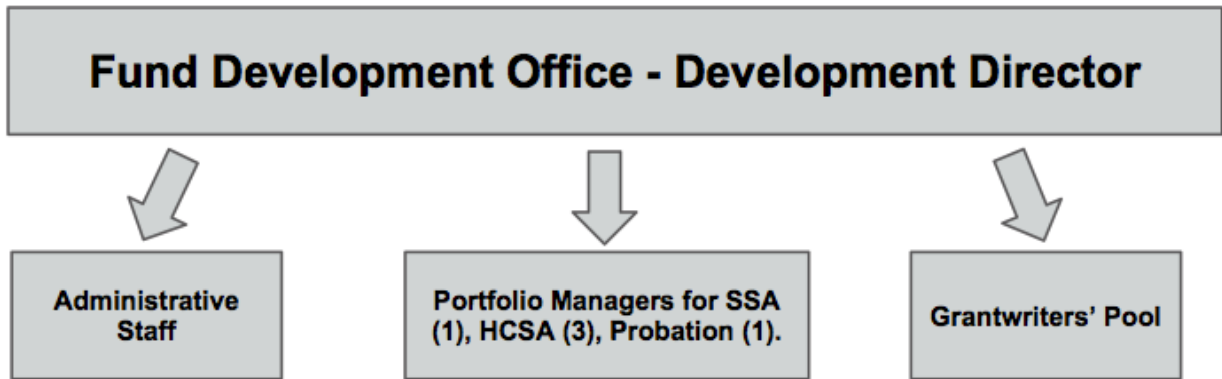
The Director oversees the day-to-day functions of the FDO, ensuring adherence to best practices among the PMs. The Director also plays a role in the big picture development strategy for the three partner agencies, and is responsible for facilitating the collaborative aspects of the FDO. This is accomplished through cross-agency grant applications and programming, as well as common interest roundtables. The Director jointly supervises the PMs with their home agency supervisors and provides direct support to executive leadership within the partner agencies as needed.

In addition to providing the resources needed to support the partner agencies, the Director provides consulting services to other agencies throughout Alameda County. These services can be as limited as connecting an agency to a consultant in the Grantwriters' Pool or as extensive as providing long-term strategic planning. These outside consulting arrangements account for ten percent of the Director's time and can include deliverables such as funding plans, reports, or PowerPoint presentations.

Table 2. Current FDO staff positions

Name	Employment Status	Role	Position funded by	Writes on behalf of:
Cynthia Burnett	FT	Director	HCSA	N/A
Karman Wright	PT - Consultant	Admin support	HCSA	N/A

Emily Kaplan	FT	HCSA Portfolio Manager	HCSA	HCSA
Hilary Crowley	FT	HCSA Portfolio Manager	HCSA & Center for Healthy Schools	HCSA & Center for Healthy Schools
Monica Uriarte	FT - Consultant	Probation Portfolio Manager	Probation	Probation
Lisa Haefele	FT	SSA Portfolio Manager	SSA	SSA
Dawn Valadez	FT - Consultant	REACH Ashland Youth Center Portfolio Manager	HCSA	City, county and non-profit CBOs at REACH

C. FDO Revenue Sources

The FDO's *Measuring Impact* report, prepared in 2014 describes the FDO's revenue structure:

"FDO revenue is derived through three mechanisms:

Indirect Cost Contribution: The Director has proposed collecting a standard percentage of indirect costs (2%–4%) funded in every grant secured by or with assistance from the FDO.

Client Fees: Negotiated share of FDO cost among client agencies. Clients pay:
1) The salary and benefits of a dedicated PM or the total consultant fee of a dedicated consulting PM;
2) A negotiated percentage of the Director's and Administrative Assistant's salaries and benefits; and
3) A negotiated contribution to the costs of the Grantwriters' Pool based on anticipated use; this fee is collected at a frequency determined by the HCSA Finance Director. Clients are charged against a written commitment *("Statement of Commitment for Participation in the Fund Development Office Grantwriters' Pool")* based on actual usage throughout the year. Any unspent contribution is rolled over to the next fiscal year or refunded at year-end."[3]

D. The Grantwriters' Pool

The Grantwriters' Pool (GP) consists of 15-20 independent fundraising professionals available to all Alameda County agencies. The consultants are accessed through a third-party vendor procured through the County's Request for Proposal process. Each fiscal year the Director assesses the needs of partner and non-partner agencies, and amends the contract as needed to accommodate demand.[4] Throughout the year the Director reaches out to the GP as requested by partner and other county agencies. She hires consultants from the Pool when FDO staff does not have the capacity to work on a particular grant

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[3] Burnett, Cynthia. *Measuring Impact* (draft FDO report), August 2014.
[4] *Ibid*.

application. In addition, the Pool is used by non-partner agencies for grant research and application support as well as strategic planning. This comprises less than 10% of the GP services for the county.

After the Director decides to utilize the GP for a particular project, she decides which grant writer to hire based on capacity, expertise, availability, and the cost of individuals and firms that comprise the pool. This information has been gathered and maintained through her personal relationships with each grant writer over the last four years. Once identified, the Director makes the initial introduction between the grant writer and the agency requesting support.

E. Agency development practices pre-FDO

The grant application process prior to the creation of FDO varied across the three partner agencies.

- **SSA** had no history of applying for grants before their partnership with the FDO. Their fund development strategy focused on state-funded opportunities for which they were invited to apply.

- **HCSA** had a long history of applying for grants; however, several years ago the incoming leadership at HCSA saw a need to improve agency capacity in key areas. This included how to assess whether a grant opportunity aligned with the agency's priorities and staff capacity, and where programs might overlap with other agencies' work.

- **PD** had access to grant writing assistance from a full time fundraising staff member shared with the Oakland Police Department. This specific fund developer, however, was not effective for either department. PD relied on this staffer only once they had identified a grant opportunity and needed assistance in writing the narrative for the application.

Benefits of the FDO

At first, building fundraising capacity was difficult, even for Portfolio Managers who came to the table with extensive networks and fundraising experience. PMs recounted that their first few years at the FDO were spent identifying the funding priorities of their home agencies and researching potential funding opportunities.

Over time, PMs established a grant-seeking culture in their agencies, and now program staff often suggest funding opportunities to them. The FDO created a structure for this grant-seeking culture to flourish, and provides support for increased fundraising capacity, with full time PMs and additional fundraisers through the Grantwriters' Pool.

between agency staff and the grant writer.

F. Early FDO days

The FDO began as a pilot collaboration, spearheaded by Cynthia Burnett who had previously consulted with the County's School Health Centers and with HCSA more broadly. Through a memorandum of understanding, a two-year FDO pilot was formalized between HCSA, SSA and PD. Ms. Burnett was hired as Development Director in February 2010, and PMs were hired over the next year.

In the beginning, PMs spent most of their time establishing relationships with key foundations and other agencies and departments, as well as identifying funding priorities for their particular agency. Because staff capacity was spent developing this network, less time was spent on prospecting for grants. As a result, agency staff expressed that it took a long time for them to become aware of the full range of resources available through the FDO.

G. Current FDO grant processes

1. Grant Research

FDO staff use a variety of strategies to identify funding opportunities:

- **eCivis, databases, and newsletters**: Alameda County has a universal license for eCivis, a cloud-based grant research and limited grant-management tool. eCivis plays a central role in researching grant opportunities. For the first several years the FDO purchased this software and made it available to clients and community-based partners following completion of at least one of the three FDO training classes. All client agencies contributed financially to the cost of this service (the annual cost is $14,500). In the first quarter of 2015, the Alameda County Administrator's Office secured countywide access. It is unclear who will contribute to the costs going forward.

  Some PMs use eCivis more than others. PMs also use a range of newsletters to seek out opportunities. For example, HCSA staff reported that they have so many opportunities and requests for grants that eCivis is not used to prospect in the same way it was used when the FDO first launched in 2011. PD and SSA use eCivis for alerts about new grant opportunities, though both PMs acknowledged that many grant opportunities arise from newsletters shared amongst agency staff.

- **Funders and clients approach FDO staff:** Many opportunities are brought to staff through personal relationships with funders, clients, and partners.

- **Agency leadership establish goals:** In some cases, the PM meets regularly with the director and deputy directors of their home agency to identify priorities and evaluate existing staff capacity to implement new programs.

- **FDO internal collaboration**: Members of the FDO team bring opportunities to each other through their own contacts, as well as various newsletters, listservs, and databases they monitor.

Over the past five years, as the FDO has increased the grant-seeking culture of each of the three partner agencies, PMs have spent less time researching grant opportunities. This is a result of an increase in reocurring grant applications and referrals by agency and FDO staff.

However, a critical phase of the research process is assessing whether or not it is the right decision for an agency to apply for a grant. To formalize this analysis across the county, the FDO created a bid analysis template.

Bid decision process:

- **Use of bid/no bid analysis:** A key goal of the Director has been to formalize the bid/no bid process. While PMs use the formal bid/no bid template to varying degrees, it has served as a guide to standardized this step in the research process for the three partner agencies.   With experience, PMs have developed the ability to vet a grant during the request for proposal stage, including this analysis from the outset.

- **Factors taken into consideration:** (a) eligibility, (b) feasibility (likelihood of winning the grant), (c) drain on staff capacity, (d) sustainability. Because most grants fund new programming, rather than existing operations, staff capacity was repeatedly cited as the most important part of the bid analysis.

- **Participants involved in the decision:** This differs by agency and grant size, but most often the senior leadership team is central to the bid decision.

2. Grant Applications

Once the bid decision has been approved, the application process is straightforward. General components involve:

1) **Develop timeline:** This document includes deliverables and responsibilities of each partner in executing goals of the grant. If a collaborative grant, this includes breakdown of deliverables of the different agencies.

2) **Assemble team:** PMs gathers and leads a team to carry the grant application through to submission.

Challenge: Gaps in grants management

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PMs in agencies without a history of development tend to take a more active role in the grant management process. This may manifest itself in a variety of ways, ranging from coordinating programmatic and finance staff and providing the needed reports to funders, to ensuring spending complies with the guidelines of the grant. A general lack of training for programmatic staff, as well as difficulty communicating with the finance department were cited as the key reasons why PMs engage in grant management beyond their official responsibilities. Concerns over grant management also play a role in the bid analysis process, and as PMs become more experienced they may choose to forgo grant opportunities because of a lack of capacity to manage the grant after it is awarded.

3) **Produce content and write grant narrative**: Agency staff provide the core content, and the PM assembles the narrative and manages version control. Some PMs, depending on the size of their agency and how deeply embedded they are, take a more involved role in developing the content for grant narratives. At times, program staff can end up writing a majority of the grant application because of their area-specific expertise (for example, HCSA's Behavioral Health division).

4) **Draft MOU and letters of support**: This step is crucial for grants requiring cross-agency collaboration or work with community partners.

5) **Liaise with Finance Department**: PMs work with agency finance department staff who will ultimately manage the receipt and allocation of grant funding.

6) **Coordination and submission of grant:** PMs coordinate all of the above steps, package, and submit the grant.

Partner agencies have relied on additional support from the Grantwriters' Pool during the research and application process depending on workload. Section 4 below contains more information on the grant research and application process in the pool.

3. Grant Management

Grants management is not a formal role for portfolio managers. As designed, the FDO and PMs were meant to provide support in the research and application process, handing off grants management to agency staff. However, there are many gaps in the process that complicate this handoff, mainly a lack of staff capacity within agencies to implement expanding programs.

4. Grantwriters' Pool

The Grantwriters' Pool (GP) is utilized by partner and non-partner agencies. For partner agencies, PMs will approach the Director when they need support with their prospect list. This can involve researching or applying for a grant, depending on the need of the PM. GP consultants can lead grant applications when PMs do not have time to do so. More often, consultants from the GP provide supplemental support on grant applications led by PMs.

Non-partner agencies will approach the Director either with a request for strategic guidance, or to request technical assistance in applying for a specific grant. The Director matches the agency with a consultant from the pool, taking into consideration the capacity of a grantwriter, including their expertise, availability and cost. Once a consultant in the GP has been connected to agency staff, the FDO Director is not involved in day-to-day work unless there is a problem with the scope of work or issues with communication.

Each consultant in the GP has a different process for working with the county depending on the size of their staff as well as the scope of the project. One consultant estimated the time involved in researching and writing a federal government grant for an Alameda County partner to be approximately 80-100 hours. Less involved projects, such as the submission of an already drafted grant, take an average of 25 hours.

The GP research and application process does not differ much in comparison to general third party contracting. The added value provided by the FDO is the connection between agencies and a consultant with a particular skill or expertise, as well as the mediation provided by the Director should a conflict arise between agency staff and the consultant.

5. Cross-agency process

While each PM has their own system for tracking and deciding if a grant should be part of a collaborative effort, the weekly FDO meetings have been key to providing context and establishing relationships for cross-agency grants. Even for grants that do not directly involve agency partnership, it is useful for PMs to know what grants their colleagues are applying for and ultimately win.

Part of each PM's job is to identify collaborative opportunities among agencies for identified funding opportunity. The FDO team considers applying for large cross-agency grants when relevant RFPs are released and ends up submitting four to five applications each year.

FDO staff also collaborate with departments and organizations within the county who have not bought into the FDO (they do not pay for services, and thus do not have a dedicated FDO staff person assigned to their department or program). See Chapter 2, Community Corrections Roundtable for an example of this kind of collaboration.

H. Where are we now?

To give the best customer service, each PM has adopted their own process for researching, applying, and managing grants that is unique to the culture and management style of their organizations. While a key goal of the FDO was to provide best practices for these procedures, it does not appear that there currently is a one-size-fits-all strategy based on the uniqueness of each client. The process varies depending on each individual PM's organizational strategy, as well as the scale of the grant in question. What is clear is that the FDO has created a development culture within each of the partner agencies and increased the fundraising capacity of partner and non-partner agencies throughout the county.

To date, the FDO has secured $44 million in grant funding for Alameda County and assisted with 181 applications.

The FDO passed its two-year pilot deadline in 2013. The Director has continued to gather written commitments from non-partner agencies regarding their participation in the Grantwriters' Pool. The current contract for the vendor who manages the pool ends in June 2016. There does not appear to be a more formal agreement regarding the future of the FDO. Executive-level staff at each partner agency are committed to maintaining their own development staff, but it is unclear what this means for the FDO as a freestanding operation.

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III. Alameda County Fund Development Office Benefits and Challenges

The Fund Development Office (FDO) was created to promote a proactive fundraising culture and to facilitate cross-agency collaboration in Alameda County. The FDO reached and exceeded these goals in the last four years. As the FDO was created, it faced some challenges inherent to working through the county bureaucracy and to creating a new, innovative structure. This chapter highlights the benefits that the FDO provides to Alameda County as a whole, as well as the benefits and challenges experienced by FDO and partner agency staff.

In section A we highlight the benefits of the FDO to Alameda County. In Section B we outline challenges the FDO faces and provide options to address them. Some of the challenges are specific to the FDO's organizational structure within Alameda County, while others relate to bureaucratic hurdles and fund development within government agencies more generally.

A. Benefits of the FDO

- **Created a proactive grant-seeking culture:** Prior to the creation of the FDO, the three partner agencies did not have dedicated, in-house grant writers, and their existing staff had limited capacity and expertise to prepare and submit grant applications. Today, Portfolio Managers (PMs) and other FDO staff can identify promising grant opportunities and participate in strategic fund development planning for their host agencies. PMs have also created new formal processes within their home agencies for identifying grant opportunities and implementing grant funds once they are secured.
- **Increased capacity for fundraising:** The FDO has submitted 181 grants and secured $44 million in revenue for the county. FDO staff have cultivated relationships with philanthropic funders, thus increasing non-governmental funding opportunities.
- **Provided development expertise**: The FDO hired development professionals who are experienced and well connected in Alameda County. The Director and PMs have decades of combined development experience. Several PMs said that the FDO has been so successful because of the high level of skill and experience of the staff members.

> **Increased Capacity for Fundraising**
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> Agency staff credited the FDO with allowing them to apply for grants that they previously would not have considered.
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> Additionally, the FDO has allowed agencies to more efficiently allocate their staff resources. Dedicated fund development staff has replaced the previous grant process, which drew already-taxed staff away from their programmatic responsibilities.

- **Fostered robust cross-agency collaboration:** The FDO facilitates cross-agency grant applications, which can make Alameda County competitive for funding that no single agency would have been competitive for on its own. Many funders look highly upon applications where agencies and organizations are coordinating with one another and providing innovative services. At the same time, the FDO reduces competition for grants between county agencies. The FDO facilitates information sharing and program alignment more generally across the county. Discussions about specific funding opportunities incentivize leaders from different agencies to come together and discuss shared goals, which had not been happening previously.
- **Provides revenue for discretionary, rather than categorical spending.** Resource-constrained county budgets include minimal discretionary funds. Grant funds allow county agencies to implement new, innovative programs tailored to the dynamic needs of their clients.

The FDO was started as a pilot, but its successes have led to its continued existence over the last four years. In speaking with agency staff throughout the county, the message was clear – the FDO has been a huge boon for the county and should continue its work. We recommend that it be formalized as a permanent entity in Alameda County, and believe that it can serve as a model for other counties interested in promoting a proactive fundraising culture and facilitating cross-agency collaboration.

Community Corrections Roundtable

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In November 2014, the FDO convened a Community Corrections Roundtable, which serves as a collaborative space for staff from county agencies that touch the criminal justice system. Representatives from Probation, the Sheriff's Office, the District Attorney's Office and the Public Defender's Office have participated in this monthly conversation.

The goal of this monthly meeting is to formalize communications and improve collaboration.

The roundtable demonstrates the importance of the FDO as a collaborative structure to align programs across the county, irrespective of funding opportunities.

B. Designing a Cross-Agency Fund Development Structure: Questions to Consider and Challenges Faced by the FDO in Alameda County

In realizing the potential for the FDO to become a permanent entity and to serve as a model for other counties, it is important to highlight some of the challenges it has overcome in the last four years, as well as those that persist today. Some of these challenges are inherent to collaborative work, while others are

specific to the structure of Alameda County's FDO. The following section (1) presents questions to consider when developing a FDO, (2) describes how the Alameda County FDO addressed these questions and details some subsequent challenges which remain, and (3) offers potential options that Alameda County could implement to address these challenges.

Key questions to consider

What is the appropriate organizational structure of a FDO?

- Should fund developers be housed within each individual agency as full-time staff, or should each fund developer serve multiple agencies? (Challenges 1 and 2)
- Should the FDO be housed in a participating agency or at a countywide level (e.g. County Administrators Office)? (Challenge 1)
- How does a third-party office foster collaboration across agencies? (Challenge 3)

Is a FDO a transitional or permanent structure?

- Should the FDO be an intentionally temporary group that creates a development culture and then is dissolved with its staff becoming in-house fund developers for agencies, or should it be a permanent collaborative structure? (Challenge 2 and 5)
- Should the Director primarily focus on coaching and supervising Portfolio Managers, or should the Director provide consulting services as needed countywide? (Challenge 3).

Alameda County FDO challenges

Challenge 1: Tension because the FDO is located within one county agency (HCSA).

Alameda County's FDO was placed within HCSA, largely because of the Director's close ties to that agency. In the case of Alameda County, the FDO may not have been created without this personal relationship. As the pilot has transformed into a more permanent office, questions have been raised regarding whether it would be more appropriate to house a cross-agency office at a higher level within the county as opposed to within an individual agency.

Ongoing Challenges
- **Tensions between FDO partner agencies about where the FDO should be housed.** Participating agencies differ in their assessment of whether the FDO is a truly collaborative program, or if HCSA exerts disproportionate influence on the FDO's agenda. Because the Director is employed by HCSA, there is a structural bias that may make staff from other agencies (outside of HCSA) feel like HCSA's agenda is prioritized over the agendas and grants of their home agencies.

- **The FDO lacks support from some leaders within its home agency (HCSA), which makes it vulnerable to changes in leadership.** Some HCSA leaders believe that the agency bears a

disproportionate amount of the financial burden for hosting the FDO. Additionally, some leaders generally want to focus energy and resources on core programs rather than grant-funded programs.

- **FDO staff and portfolio managers receive limited administrative support.** Part-time (rather than full-time) administrative support most severely impacts the Director. She spends a significant amount of her time on administrative tasks, such as scheduling, rather than facilitating the work of the PMs or consulting with other county agencies. FDO staff serving non-HCSA clients reported that they would like to have more access to the Director.

Option to address these challenges

- Move the FDO, as it is currently structured, to the County Administrator's Office. The three partner agencies would maintain the structure they have developed within their host agencies as well as the FDO, but the Development Director would be supervised and would report to someone in the County Administrator's Office.

Challenge 2: County employment structures do not have an appropriate place for fund development staff. FDO staff are hired with different employment statuses, and are located at different levels within the organizational structure of the partner agencies

The FDO used diverse hiring methods to accommodate the needs of agencies of different sizes and budget constraints. The FDO team is currently comprised of full-time staff, temporary staff, contractors, and consultants. These creative hiring strategies allow agencies to hire PMs or development support to meet their specific needs around resource constraints. As a consequence, depending on their placement within the management hierarchy in their agency, PMs have varying levels of influence in the agency's final decision regarding whether or not to apply for each grant.

Ongoing challenges

- **PMs are placed at different levels in their home agencies, and not all are members of the leadership teams within their agencies.** Partner agencies have varying capacities to hire staff, rendering some PMs full time staff members of their home agencies, and others third party contractors or consultants subject to rehiring based on budgets every year. Even full-time PMs are not placed at the same levels within their home agencies; some have easy access to agency directors, and others must penetrate several layers of bureaucracy to get the attention of the leadership team. This difference allows some PMs to be more effective at influencing grant applications and facilitating cross-agency work than others. This also can lead to PMs reporting to multiple agency higher-ups in addition to the FDO Director, resulting in tensions due to competing priorities. Further complications arise from the civil service employment structure of Alameda County, which directly ties salary and leadership position to the number of staff one supervises. Fund development staff would be most effective as members of the leadership teams

within their organizations; however, it does not make sense for them to supervise a large number of employees.

- **Portfolio managers are involved in fund development activities beyond grant applications, such as management, strategic planning, and communications**.   As fundraising has increased, the staffing to manage new programs has not kept pace. Though outside of the scope of their job descriptions, PMs are often asked to take on the management of grants, leaving them less time to research and apply for additional opportunities. Agency directors, who stated a need to increase overall staff capacity when grant applications are actually funded, also identified grant management as a key challenge.   Additionally, PMs play a role in strategic planning and communications, which is not explicitly included in their job descriptions.

Options to address these challenges
- Option 1: Require all partner agencies to hire PMs at the same hierarchical level within their respective agencies, ideally within the leadership team or in a position that reports directly to senior staff.

- Option 2: Institutionalize funding streams so that PMs are included in agency budgets every year, and job security is not a cause for concern each budget cycle.

- Option 3: Develop an FDO PM set of roles and responsibilities, and evaluate PMs based on these performance/evaluation metrics so that there is parity across agencies.

Challenge 3: Fostering collaboration across agencies.
The FDO was formed to address the key challenge of fostering cross-agency collaboration. The FDO has successfully facilitated collaboration across agencies in many instances. Because of this noteworthy success, we describe below how they have overcome some of the challenges they encountered, as well as their ongoing challenges with cross-agency collaboration.

Challenges Overcome
- **PMs wear two hats: they are embedded in their "home" agencies in addition to being part of the FDO.** Initially it was challenging to embed PMs in their agencies because there was not a pre-existing development infrastructure. PMs credit their accomplishments to their successful integration into their home agencies while utilizing the FDO's collaborative infrastructure. The former allows them to understand the history, culture, priorities, and internal dynamics of their agencies in order to present more compelling cases for grants, while the latter allows them to identify opportunities for cooperation during team meetings. The Director plays an important role in facilitating this shared learning and in negotiating competing agency interests.

- **FDO formalized a process for cross-agency grant applications.** Weekly team meetings provide a space to collaborate and jointly prepare grant application materials. In addition, when the FDO began there was no system in place to get letters of support from different agencies, making the process of obtaining these letters confusing, unreliable, and time consuming. Now, each partner agency has a system in place to provide letters of support for other agencies' grant applications in a timely manner. This system makes grant applications more competitive and allows them to be prepared more quickly.

- **Shared grant research and application management software.** eCivis, the county's grant application management system, provides each PM with up-to-date information about which FDO staff are applying for specific grants. It also serves as an historical database of application materials, which can make it easier to apply for similar grants in the future. For example, FDO staff benefit from templates and past grant applications that were submitted by staff on behalf of different agencies. The FDO staff worked closely with eCivis to customize the software to meet its needs.

Ongoing Challenges

- **Fostering mutually beneficial collaboration across agencies.** Each agency has a unique culture and decision-making process, and agency directors sometimes have divergent opinions and competing interests. As a result, PMs may need to advocate for their home agencies within the FDO team, particularly when it comes to being the lead agency on a collaborative grant or when the priorities of an agency conflict with another FDO partner.

- **Fully switching to eCivis for grant reporting.** Each agency has a different expectation for what information should be included in reports on fund development activity. eCivis reports do not include certain fields needed by agencies, and the software cannot be

Connecting Kids to Coverage

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SSA and HCSA secured a $877,750, 2-year collaborative grant for school-based outreach, enrollment, and retention for children and their families to Medi-Cal and CalFresh. This grant was funded by the U.S. Department of Health and Human Services, Center for Medicaid and Medicare Services. This was a natural partnership between SSA, the agency charged with Medi-Cal eligibility determinations, and HCSA, whose Center for Healthy Schools (CHSC) and Communities had pre-existing partnerships and infrastructure in the county's school districts. PMs coordinated between the two agencies, collecting needed policy briefs and program design plans. The grant funded positions within the two agencies to administer the program: SSA has a project director, and HCSA/CHSC has an assistant director. Pooling resources allowed the two agencies to bring additional leverage and expertise to the table.

customized easily. Most FDO staff use an additional management and reporting system, usually self-developed in Excel.

Option to address these challenges

- Increase FDO senior leadership's capacity to foster communication by separating the Director's role into two: 1) manage FDO staff and foster collaboration, and 2) provide fund development consultations countywide. This would help address the FDO's dual, and often competing, goals of increasing individual agency fund development, while fostering cross-agency collaboration.

Challenge 4: Utilizing the Grantwriters' Pool efficiently.

The FDO established a Grantwriters' Pool (GP) to provide discounted grant writing and strategic consulting services, allowing agencies to circumvent the county's onerous procurement procedures when they need third-party support. The GP allows partner agencies to apply for (and receive) more grants than the PMs could handle on their own. Access to the GP has also benefitted non-partner agencies by providing easier and cheaper access to fundraising professionals.

Ongoing Challenges

- **Last minute requests to grant writers lead to work outside the scope of agreement.** It is difficult to strike a balance between bringing grant writers in too early (and ultimately having agencies decide not to move forward with a grant) and bringing them in too late (and having a lot of clean up that leads consultants in the pool to do work outside the scope of the project). Last minute requests lead to tense relationships between consultants and agency staff, and often require GP consultants to work significantly more hours than is agreed upon in the scope of work.

- **Consultants perform unnecessary work because the FDO approaches GP members before final agency signoff.** Perhaps more costly, there have been instances in which the FDO has contracted with a consultant in the GP to work on grant applications that the agency subsequently decided not to apply for. This is costly for both the county and the grant writers. From the county's perspective, however, this issue of spending resources on applications that are ultimately dropped may exist whether they use internal or external grant writers.

- **Some agency staff said that they would prefer more in-house grant writers who can develop an expertise in their specific program areas.** Agency staff can spend a lot of time liaising with GP consultants who are removed from the day-to-day work of the programs grant funds support. This is a challenge inherent to increasing fundraising capacity, as the PMs have gained this expertise overtime, but do not have the time to oversee each grant application.

- **Communication between agency staff and grant writers.** While the Director plays a key role in connecting agency staff with consultants in the GP, there might be a more efficient way to develop

ongoing relationships between agency staff and consultants. Having one connection can create a bottleneck, especially with the nature of these last minute grants.

Options to address these challenges

- Option 1: Institutionalize executive-level agency signoff on grants before hiring from the pool (note: this would not work for grant research, only for the application stage).

- Option 2: Foster relationships between consultants in the pool and specific agencies to develop area expertise, as well as cut down on the bottleneck that the Director might inadvertently be creating.

- Option 3: Develop a directory of GP consultant biographies that includes area expertise, prior grants submitted in the county, and cost. This would allow agencies to identify their own consultants without relying so heavily on the Director to make a good match.

Challenge 5: Creating infrastructure within each agency to support grant implementation.

The FDO created fundraising infrastructure within agencies that had little to no experience seeking outside funding. While this is a key benefit of the FDO as described above, it also introduced challenges.

Ongoing Challenges

- Some agency directors and department heads are averse to pursuing grant funds for the following reasons:
    - **Demands on staff time.** Administering grants places demands on staff time, both in terms of running grant-funded programs and managing the required reporting of funds spent. These costs are often difficult to measure and may not be fully covered by the grant funds.
    - **Strain on limited resources:** Some leaders within the county feel that pursuing grant-funded programs takes resources away from implementing core programs. Additionally, some directors reported that they face pressure to find funds to continue programs once the grants end (funders typically provide grants to fund new, rather than existing services).
    - **Complexity of hiring new staff.** When grants end some department leaders may feel pressure to find jobs within the agency for staff that were hired to run grant-funded programs (unofficial "no layoff" policies).
    - **Constraints on where grant monies can be spent.** Although each grant writer brings significantly more money into the county than their salaries and benefits, grants generally do not allow awarded funds to go towards paying the salaries of grant writing staff or fund development activities, which means agencies sponsoring the FDO need to dedicate funds to cover the infrastructure of the FDO.
    - **Capacity to manage grants.** All agency staff interviewed reported challenges related to grant management. Some recounted that their department could not apply for as many grants as it would like because they do not have staff to manage those grants. Others

reported that it is unclear who is responsible for managing grants once they are awarded (agency finance teams vs. FDO staff vs. project staff). Grant management is not an official role of FDO staff; however, as stated above, some FDO staff members are involved in managing grants to various degrees.

Options to address these challenges

- Option1: Require any agency with PMs to have someone identified in-house who is responsible for a grant management role before submitting an application on the agency's behalf.

- Option 2: Assign grant management role to PMs, allocating a certain amount of time to this responsibility. This option would require additional FDO staff to maintain the current level of service for fund development work.

Challenge 6: Quantifying the benefits of the FDO to Alameda County.

The FDO has institutionalized reporting of grants applied for and received by each partner agency, creating a shared infrastructure to promote the fundraising prowess of the three agencies. Still, it remains difficult to capture the successes of the FDO in terms of dollars secured for agencies and for the county.

Ongoing Challenges

- **Quantifying collaborative grants.** It is difficult to track the number and dollar amount of collaborative grants secured because eCivis can only be used by one agency to track a given grant.
- **Quantifying costs and savings.** While grants bring new funding into the county, there are costs associated with matching new resources and implementing a new program. There is inconsistency between agencies in how they track and match staff resources, which could be due in part to how finance departments work differently across agencies.
- **Quantifying and promoting success.** Classic measures like return on investment do not capture the benefits of the FDO in increasing fundraising capacity. For example, one might expect to see an increase in the number of grant applications submitted from year to year. While this might be true at first, we would also expect this number to drop as PMs become better at identifying good matches for their agencies and put their efforts into applying for grants they are more likely to win.

Options to address these challenges

- Option 1: Institutionalize reporting practices across agencies with the tools currently available in eCivis.

- Option 2: Develop an alternative mechanism for tracking collaborative grant applications and wins outside of eCivis.

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- Option 3: Develop metrics that capture the benefits of a more proactive fundraising culture and cross-agency collaboration. Promote success using these metrics, rather than more traditional measures like return on investment.

IV. Would Your County Benefit From a FDO?

Cross-agency collaboration is difficult, but many state and federal grants now require applicants to work across agencies in order to obtain funding. In 2011, Alameda County developed a Fund Development Office (FDO) with the goal of creating shared infrastructure for fundraising activities across county agencies, in order to increase grant funds secured individually by each agency and to foster collaborative programming across agencies. The Health Care Services Agency, Social Services Agency, and Probation Department joined the FDO and were able to build permanent internal fund development capacity, as well as increase partnerships between the three organizations. This increased collaboration allows the county to win grants that no single agency would be competitive for on its own and provides Alameda County residents with access to increased and more innovative social services.

Since its inception, the FDO has submitted 181 grant applications and raised $44 million in grant revenues for Alameda County.

What does a FDO do?
A Fund Development Office provides a mechanism to foster cross-agency collaboration and to decrease competition between departments applying for the same grants by providing:
- Fund development experts to serve within agencies to provide strategic planning and apply for specific funding opportunities.
- A forum for agencies to apply for and administer grants collaboratively.
- Trainings and resources on development best practices.
- Access to additional grant writers at a discounted rate to assist with applications (including applications for agencies without fulltime development staff).
- Access to technology that would be too expensive for a single agency to purchase alone.

What does a FDO not do?
A Fund Development Office does not manage grants or implement programs. Additionally, a FDO does not provide training on how to write grants.

Is a FDO right for you?
If you are looking for a means to increase the overall number of grant applications for your department and increase cross-agency collaboration, a Fund Development Office could be for you.

Agencies have different needs, and a Fund Development Office can take many forms to suit the needs of your agency and county:
- It can be a **permanent** institution set up to foster collaboration, or it can be a **transitional** strategy for building a model of collaborative grant funding that can then be taken in-house.

- o You want to consider whether you are looking to create a development infrastructure from scratch, improve upon an existing development structure, or simply foster collaboration between existing fund development professionals.

- It can be **housed in one agency** or it can be **housed in a department** that serves many agencies.
  - o You want to consider how many agencies have overlapping missions and/or shared clients. It may not be efficient to have a Fund Development Office housed in a countywide structure if there are only a few agencies/departments that can collaborate.

- Fund developers can be hired as **staff members** or as **contractors** that serve multiple agencies.
  - o You want to consider the financial capacity of interested agencies, and where capacity exists for development professionals to be trained and managed.

Alameda County's FDO has revealed some key attributes that have fostered success:

- A Development Director to lead the group, provide training and supervision to fund developers, and form relationships with executive level staff at agencies countywide, as well as with funders.
- Full-time fund developers embedded in participating agencies.
- Centralized administrative staff to coordinate weekly meetings, cross-agency applications, and access to additional grant writers.
- Limited membership to agencies with overlapping missions and clients, while making additional fundraising and strategic planning services available to other agencies countywide.

For additional information, contact Cynthia Burnett, FDO Development Director, at Cynthia.Burnett@acgov.org.

V. Limitations

While the consulting team was able to collect robust information regarding the implementation, benefits, and challenges of the FDO, there are limitations to our research. First, we did not interview people other than those suggested to us by our client. Consequently, it must be acknowledged that there are views regarding the FDO that are not accounted for in this analysis. Second, the team was unable to speak with staff in agencies not at all connected to the FDO in order to create a rich comparison between FDO and non-FDO development work in Alameda County. While our interview protocols did ask interviewees many questions about pre-FDO fund development in their agency in relation to how the work is done now, we do not present an analysis of whether the benefits described are unique to participating agencies or if they could potentially be expanded throughout the county. This limits our ability to discuss the benefits of expansion of the FDO to include other agencies. Finally, we were not able to secure interviews with the County Administrator's Office or members of the Board of Supervisors. This means we were unable to speak to the political feasibility of some of the options for addressing challenges.

Appendix A:

FDO Portfolio Manager Interview Protocol

Introduction

Thank you for taking the time to meet with us today. We are part of a team of UC Berkeley Masters of Public Policy students. We are performing an implementation analysis of the Fund Development Office as part of an Introduction to Policy Analysis class. We are conducting interviews with several county staff, including staff at the FDO, participating agencies, agencies that are not currently participating in the FDO, the County Administrator, and Board of Supervisors. Over the next two months we will produce a report for our class and for the FDO.

The goals of today's interview are to understand:
- How the FDO functions today
- Key successes and challenges of the grant application process

We have 90 minutes scheduled for our interview today. In order to be mindful of your busy schedule and to ensure that we cover all of the topics that we want to discuss today, at times we may ask you to move on to the next question.

To help us ensure that we are accurately capturing your comments today, would it be okay if we recorded the interview? The recording will not be shared with anyone outside of the four graduate students in our research team, and our faculty coach. Because of the small number of agencies currently part of, or potentially joining, the FDO, we will take steps to do what we can to disguise or protect any specific points you make that you would not want linked back to you -- especially if we are alerted to that need. On the other hand, when you would like us to convey your views to the managers of FDO, we might be able to help with that. Please be sure to let us know your thoughts on these kinds of matters as the conversation proceeds. We are a truly independent consultative team.

1. **Background**

   How long have you been in the portfolio manager position? Were you doing grants work before? If yes, where?

2. **Documenting current grant process (research, application, and management)**
   - Walk me through the current process of identifying a grant.
   - How has the process for grants research changed since the FDO was established?
   - What considerations go into deciding which grants to apply for? Who decides what justifies applying for a grant? (bid analysis template probe if do not get to it)
   - Walk me through the current process of applying for a grant.
     - ☐ Competitive grants
     - ☐ Entitlements
     - ☐ Other types of grants

- Walk me through how a collaborative grant application works.
  - ☐ Probe for research, application, and implementation if not touched on.
  - ☐ What did that look like before the FDO was established? What does that look like now?
  - ☐ Who was responsible within the agency for managing grants before?
- How has the grant application process changed since the FDO was established?
- How did your agency manage grants before the FDO?
- How does your agency manage grants now? What is your role in the process?
- What systems have you set up for yourself and your agency outside of eCivis?
- Is there any part of your role we have not spoken about yet?

Now we want to talk about changes in FDO processes:
- What have you been able to improve during your time at the FDO?
- What do you wish you had been able to improve?
- How has staff* time spent on grant research, application or management changed since the establishment of the FDO? (*your or other applicable staff)
- Anything that we have missed that you want to highlight?

3. **What are the key successes and challenges of the FDO model?**
   - What have been the benefits of being a part of the FDO?
     - ☐ Probe: Agency-level and County-level
   - What have been the process challenges you have faced with the FDO?
     - ☐ Probe: Agency-level and County-level
   - What have been the negative outcomes you have experienced being part of the FDO?
   - What are the features of the FDO you think are crucial to its success? Anything else?
   - What are the features of the FDO that are hindering its success? Anything else?
   - What features or services would make the FDO more helpful/successful in your mind?
   - What would need to change about the FDO to (1) double the number of agencies included and (2) be open to all agencies countywide?
     - ☐ Probes if needed: problems concerning collaboration with agencies competing for funds; scale getting too big to maintain day-to-day management

4. **Which agencies should be targeted for expansion of the FDO model?**
   - Which agencies are you already working with on grants?
   - Do you see opportunities for potential collaboration anywhere?
     - ☐ Do these opportunities differ whether potential partners are in the FDO or not?
   - If expanded, what parts of the process might break down? What would need to change?

5. **What is the implementation feasibility of expansion?**
   - If you had the opportunity to expand the FDO, how would you go about it?
   - What challenges do you anticipate?

Wrap-Up

- Is there anything else you would like to tell us today?
- If you have any additional comments on the topics that we discussed today, please feel free to email us.
- Is it OK if we email you with additional questions or clarification in the next 2-4 weeks as we review these notes with our teammates and write up our report?
- If there are any documents that you think would help us understand your agency's grant application process, please send them to us at *[your email address]. [request specific documents the respondent mentioned during the interview].*
- Thank you for your time!

Appendix B

Protocol for Interview with Cynthia Burnett, FDO Development Director

Introduction

The goals of today's interview are to understand:
- How the FDO functions today
- Key successes and challenges of the grant application process
- Opportunities for expansion

1. **Background**
- Describe how the FDO started. {Note: we will cut you off to save time for later questions}
- How did it transition from pilot to permanent entity?

2. **Documenting current processes**
    - What are you responsible for? (Job description)
    - How does the FDO function (organizational structure, job responsibilities, etc.)
        - o What is your relationship with PMs and other support staff?
            - ▪ Probe: supervisory, advisory?

For Full members:
- What, other than identifying and applying for grants, does the FDO do or provide for full members?
- What are your roles in the grant research, application, management, training [whatever she lists above] different processes?
- What systems have you set up for yourself and the FDO outside of eCivis?
    - o Research, application, management, reporting/marketing
    - o What systems do you think/know that PMs have set up for themselves?
- Are grants being used for new services or existing services in these three agencies?
    - o Probe: do they have data on this? Would it be burdensome for the PM's to tag?
- Describe the difference in process (pre-FDO to FDO) from your perspective for one (or more) of the partner agencies.
    - o How has the grant application process changed since the FDO was established?
    - o How did the agency manage grants before the FDO?
    - o How does the agency manage grants now?

Describe all "partners" of FDO:
- Other than the three partner agencies, what agencies and organizations do you work with?
    - ☐ Did you offer/did they ask?
- What, other than identifying and applying for grants, does the FDO do or provide for these members?

- What are your roles in the grant research, application, management, training [whatever she lists above] different processes?

- **If not clear from above, have Cynthia describe the services provided to each entity.**

Now we want to talk about changes in FDO processes:
- What have you been able to improve during your time at the FDO? (Changes from Day 1)
- What do you wish you had been able to improve?
- Do you have a sense of how staff* time spent on grant research, application or management changed since the establishment of the FDO? (*PMs or other applicable staff)
- Anything that we have missed that you want to highlight?
- Before we move on to next steps, is there any part of your role we have not spoken about yet?

3. **What are the key successes and challenges of the FDO model?**
- What have been the benefits to agencies and the County of having the FDO?
    - ☐ Probe: Agency-level and County-level
- What have been the process challenges you have faced?
    - ☐ Probe: Agency-level and County-level
- What have been the negative outcomes you have experienced being part of the FDO?
- What are the features of the FDO you think are crucial to its success? Anything else?
- What are the features of the FDO that are hindering its success? Anything else?
- What features or services would make the FDO more helpful/successful in your mind?
- What would need to change about the FDO to (1) double the number of agencies included and (2) be open to all agencies countywide?
    - ☐ Probes if needed: problems concerning collaboration with agencies competing for funds; scale getting too big to maintain day-to-day management

4. **Which agencies should be targeted for expansion of the FDO model?**
- What is your vision for expansion?
- How does your role need to change in order to accommodate expansion?
    - ☐ Probe: difference between full membership vs. a la carte menu depending on agency need
- Which agencies have you already had conversations with about expansion?
    - ☐ That you approached?
    - ☐ That approached you?
- Who are the first few agencies/organizations where you would like to expand next? Why?
- If expanded, what parts of the process might break down? What would need to change?
- If expanded, how would your role change?
- What challenges do you anticipate with expansion?
- **Reminder:** ask for new interviewee names (agencies not getting "light touch" and prioritize existing list).

5. **What is the political feasibility of expansion?**
-   What are your concerns? Who is pro, who is against?
-   If this were to be expanded, what is an appropriate measure of success?

THANK YOU

Appendix C

FDO Agency, Non-Portfolio Manager Interview Protocol

Introduction

Thank you for taking the time to meet with us today. We are part of a team of UC Berkeley Masters of Public Policy students. We are performing an implementation analysis of the Fund Development Office as part of an Introduction to Policy Analysis class. We are conducting interviews with several county staff, including staff at the FDO, participating agencies, agencies that are not currently participating in the FDO, the County Administrator, and Board of Supervisors. Over the next two months we will produce a report for our class and for the FDO.

We've already spoken to [PM for the agency]. The goals of today's interview are to understand:
- Your agency's relationship with the FDO
- Key successes and challenges of the grant application process for your agency

We have 30 minutes scheduled for our interview today. In order to be mindful of your busy schedule and to ensure that we cover all of the topics that we want to discuss today, at times we may ask you to move on to the next question.

1. **Background**
   - Can you describe for us your relationship with the FDO?
   - Probes: I have a PM, I use the Grantwriters' Pool, I attend their trainings

2. **What is your team's role (or your personal role) in the grant process (as opposed to FDO staff):**
   a. Grant identification & bid decision process?
   b. Grant application process
   c. Grant management
   d. How are these processes different than they were before the FDO existed (or before your department had a PM)

3. **What are the key successes and challenges of the FDO model?**
   - What have been the benefits for your agency of being a part of the FDO?
   - What have been the process challenges you have faced with the FDO?
   - What features or services would make the FDO more helpful/successful in your mind?
   - Can you tell me about a particularly successful or interest grants that you were able to procure with the FDO's support?
   - What is the relationship between your PM and the rest of your agency's staff?
     ☐ Probes for whether that has been smooth or challenging
   - If the FDO were to disappear tomorrow, what effect would that have on your agency?
     ☐ Probes: what would fund development look like for you?

☐ What would it look like if the FDO did not exist, but you still had your PM?

- If the FDO did not exist (it started as a pilot), would you keep your PM on?

☐ What would it look like if your PM left?

4. **Future of the FDO**
   - Would you like the see the FDO expanded in the county?
     o If so, how?

Wrap-Up
   - Is there anything else you would like to tell us today?
   - If you have any additional comments on the topics that we discussed today, please feel free to email us.
   - Is it OK if we email you with additional questions or clarification in the next 2-4 weeks as we review these notes with our teammates and write up our report?
   - If there are any documents that you think would help us understand your agency's grant application process, please send them to us at *[your email address]. [request specific documents the respondent mentioned during the interview].*
   - Thank you for your time!

Appendix D

FDO Agency Key Facts

Agency Name	Staff (in FTE)	Total Budget (2014-2015)	Mission
Health Care Services Agency(HCSA)	1,466.35	$644,884,462	To provide fully integrated health care services through a comprehensive network of public and private partnerships that ensures optimal health and well-being and respects the diversity of all residents.
Probation Department (PD)	658	$117,300,000	To promote public safety by providing supervision, services, support and opportunities to our clients on behalf of the people of Alameda County through quality supervision, leadership services and effective partnerships.
Social Services Agency (SSA)	2,414.32	$723,632,668	To promote the economic and social wellbeing of individuals, families, neighborhoods, and communities.