

# Wisconsin Department of Natural Resources (DNR)

## 2024 Outdoor Recreation Legacy Partnership Grant Program (ORLP)

### **Overview**

The National Park Service (NPS) Outdoor Recreation Legacy Partnership (ORLP) program was established in 2014 and is funded through the Land and Water Conservation Fund (LWCF). ORLP is a nationally competitive program targeting grant assistance to provide new or significantly improved recreation opportunities in urban, disadvantaged communities lacking access to walkable outdoor recreation (also known as park deserts), consistent with the purposes and requirements of the LWCF Act and LWCF Manual. Funds can be used for the acquisition and/or development of, or to substantially renovate obsolete, public parks and other outdoor recreation spaces. ORLP grants require a 50% match. If a grant is awarded, the assisted site must be maintained and accessible exclusively for public outdoor recreation use in perpetuity.

The NPS is accepting applications for \$224,145 million in ORLP grants. The minimum grant amount is \$300,000 and the maximum is \$15 million. The LWCF Act provides that only State Lead Agencies for the LWCF program (Wisconsin DNR) may apply for funds. The Wisconsin DNR will apply on behalf of other state agencies, local units of government or federally recognized tribes. The NPS anticipates 40 grants will be awarded nationally.

### **Notice of Funding Opportunity, Application Deadline, and Support**

View the NPS [Notice of Funding Opportunity](#) (NOFO PS24AS00498) on the [Grants.gov](#) website.

Applications will be accepted by the Wisconsin DNR through **11:59 on March 29, 2024**. All application materials should be emailed to Pam Rood at [pamelaa.rood@wisconsin.gov](mailto:pamelaa.rood@wisconsin.gov) on or before the application deadline.

Questions can be directed to:

Pam Rood – LWCF/ORLP Grant Manager (Wisconsin DNR)

Email: [pamelaa.rood@wisconsin.gov](mailto:pamelaa.rood@wisconsin.gov)

Phone: (608) 333-3718

### **Applicant and Project Location Eligibility**

- Eligible sub-recipient applicants must be state agencies, local units of governments and special purpose districts (must be an entity created by a legislative authority with a stated mission that includes acquiring, developing, owning, and managing recreation areas and be able to demonstrate it can meet the perpetual protection requirement of the LWCF program), and federally recognized Indian Tribes.
- Eligible projects must be:
  - located within an incorporated city (or town) having a population of 30,000 or more in the 2020 Census. If the subrecipient is a county or special purpose district, the project must be serving an incorporated city or town of at least 30,000 or more people. The park or recreation area and the disadvantaged community(ies) must all be within the city or town.

- located within a community (census tract) that is determined to be disadvantaged per the Climate and Environmental Justice Screening Tool at <https://screeningtool.geoplatform.gov/en/#4.1/23.17/-92.1> (includes census tract of project site and community).

### **Types of Eligible Projects**

Assistance is available for a wide range of outdoor recreation uses and the facilities needed to support the use and enjoyment of these areas. These include, but are not limited to:

- community parks
- campgrounds,
- sports fields and courts,
- picnic areas and tracks for walking or biking,
- water-based recreation facilities such as for swimming or boating, etc.
- pools

### **Ineligible ORLP Project Types and Limits of Awards Per Site**

Ineligible projects include:

- most indoor recreation and other buildings, such as nature centers or education centers; however, facilities to support the use of the recreating public, such as restrooms, can be eligible,
- parks/sites that are currently receiving an LWCF formula grant, or that received an LWCF formula grant that closed within the last seven years, at the same park, even if the scope of the project is different, and,
- parks/sites that have already received two previous ORLP awards, or additional ORLP funds to cover cost increases of a previous ORLP grant project.

### **ORLP Program Competition Priorities**

This competition will prioritize the selection of projects that:

- are green and blue spaces, and have tree cover to help cool the air, reduce pollution, and have positive effects on mental and physical health, nature-based park projects will earn a 5-point bonus. Nature-based projects are those where nature is a major element of, or strongly supports, the proposed recreational activity.
- additional benefits beyond the above may assist a project in standing apart from other projects, but they cannot be used as a replacement for the stated priority. Additional benefits may include, but are not limited to, projects that: expand public-private partnerships to leverage matching share resources (e.g. money or donated lands, supplies or services); provide economic benefits to the local community (e.g. short or long-term jobs or stimulation to local business near the park); use sustainable design/materials; include site features that consider the needs of all demographics, and/or; involve the redevelopment of a blighted or distressed property.

**Application Evaluation and Ranking Process**

Applications will be evaluated in accordance with the federal guidelines and funding requirements outlined in NOFO PS24AS00498 for both the DNR and NPS evaluation and scoring processes. The DNR has summarized these federal requirements below to help applicants identify and highlight the principal elements of the grant application. Scoring is used by the DNR to rank projects if the number of applications exceed the available funding from the NPS.

<b>Application Evaluation and Ranking (Scoring Criteria)</b>		<b>Max. Points</b>
<b>Eligibility Criteria</b>	<b>Application response will be assessed with the following criterion.</b>	
<p><b>Criterion 1 – Project Merit</b>            This criterion assesses the quality of the proposed project in addressing the lack of outdoor recreation in, and wants and needs of, the target urban, disadvantaged community(ies). A <b>five-point bonus</b> will be awarded to nature-based projects (projects where nature is a major element of, or strongly supports, the proposed recreational activity).</p>	<p>Projects will be scored based on their ability to meet or surpass all of the following priorities:</p> <p>(1) demonstrating a high degree of effort or initiative to engage residents of the disadvantaged neighborhood(s) in the project’s development,</p> <p>(2) demonstrating significant collaboration among the public and private sectors, including multiple levels of government, private/non-profit organizations, and community groups, and</p> <p>(3) having strong initiatives, policies, incentives, etc., to protect the area from gentrification (for more insight, see the National Recreation and Parks Associations’ paper Greening Without Gentrification at <a href="https://www.nrpa.org/parks-recreation-magazine/2019/december/greening-without-gentrification/">https://www.nrpa.org/parks-recreation-magazine/2019/december/greening-without-gentrification/</a>).</p> <p><b>Please provide the following information in the project narrative:</b></p> <ul style="list-style-type: none"> <li>• State if the project is, or is not, a nature-based park, and if so, provide a description of the natural elements and how these elements support the proposed recreation.</li> <li>• Describe any additional relevant benefits to the disadvantaged community, beyond being nature-based, that the project will provide, such as transforming a previous brownfield, involving of new or non-traditional partners, reaching new user groups, etc.</li> <li>• Describe the process that led to the development of this proposal. Focus on the efforts made to engage the disadvantaged community(ies) served, and their participation in the project’s design as well as that of other interested/affected entities. Include details such as number of meetings held and number of attendees, number of community members contacted, number of responses received.</li> <li>• Describe the partnerships or other collaborative efforts that have helped, or will help to, facilitate the project.</li> </ul>	50

	<ul style="list-style-type: none"> <li>Describe initiatives and/or strategies that are in place to substantially limit gentrification of the project area.</li> </ul>	
<p><b>Criterion 2 – Technical Excellence</b></p> <p>This criterion measures the project’s conformance with LWCF requirements and its likelihood to be successful.</p>	<p>Projects will be scored based on their ability to meet or surpass all of the following priorities:</p> <p>(1) directly aligning with at least one goal or need that is clearly identified in the State Comprehensive Outdoor Recreation Plan (SCORP), particularly any that are specific to urban or disadvantaged areas within the state or the area in which the project is located,</p> <p>(2) breaking ground within one year after award of a grant and be complete and open to the public within 2 to 3 years,</p> <p>(3) having a justified, reasonable, allowable and allocable detailed budget estimate that includes all information requested in Section D under “Detailed Budget Narrative”, and</p> <p>(4) being managed by a qualified, experienced teams with federal grant awards and construction project experience, as well as having qualified entities to maintain the site long- term, both physically and financially.</p> <p><b>Please provide the following information in the project narrative:</b></p> <ul style="list-style-type: none"> <li>SCORP and any other relevant city, regional or stated plan goals or initiatives the project directly supports. State specifically, how the project supports each plan’s priority or initiative (provide the plan title and date).</li> <li>Describe any other park or outdoor recreation plan (provide date of plan) that the project advances or supports, and state precisely how the proposed project aligns with it/each.</li> <li>Describe the status of planning referencing the milestones and measures in the timeline.</li> </ul> <p>Describe the non-recreational features within the project boundary such as leases or easements.</p> <ul style="list-style-type: none"> <li>Describe the basis/justification for the proposed budget estimates and identify who developed the budget estimates.</li> <li>Describe the qualifications of the parties responsible for managing the project, the grant, and long-term management and maintenance of the site (physically and financially).</li> </ul>	50
	TOTAL	100

**Timeline and Next Steps:**

Application Submission Deadline 3/29/2024	Applications must be emailed to Pam Rood, DNR Grant Manager, at <b>pamelaa.rood@wisconsin.gov</b> , by 4:00 pm on <b>March 29, 2024</b> . <i>Applications submitted directly to the NPS by entities other than the DNR will automatically be rejected by the National Review Committee without consideration.</i>
DNR Application Review 4/1/2024 – 4/5/2024	DNR reviews and scores applications.
Applicant Notification and Submission to NPS 4/8/2024 – 4/30/2024	DNR notifies applicants of their score and status. DNR finalizes application package and submits to NPS.
Federal Review 5/1/2024 – 11/1/2024	A National Review Committee will review all competitive applications from states.
Grant Award Announcement 11/1/2024	The ORLP NOFO (page 7) states NPS will announce selected awards.
DNR Full Application Completed 11/1/2024 - 11/1/2025	DNR must submit a full application for NPS final review within one year of the announcement for the project to remain eligible for funding.

**Application Checklist**

Applicants must provide the required elements listed below to meet the grant application requirements.

Required Grant Elements	Maximum Page Length	NOFO Page Reference
<b>1. Project Abstract</b>		12
<b>2. Project Narrative</b> The project narrative must include: <ul style="list-style-type: none"> <li>• Project Data Page (1-page limit)</li> <li>• Project Overview (2-page limit)</li> <li>• Responses to the Project Criteria (remaining pages)</li> </ul>	10 pages, 12-point font	12-13
<b>3. Budget Narrative</b> The project budget must include detailed information on all cost categories and must clearly identify all estimated project costs. Unit costs shall be provided for all budget items including the cost of work to be provided by contractors or sub-recipients.	5 pages	14
<b>4. Project Timeline</b> The project timeline must include information on planned completion of the tasks/activities under the proposal, detailed under "Project Timeline."	1 page	15
<b>5. Photos</b> Photos should provide context such as current site conditions, the surrounding environment, etc.	No limit	11
<b>6. Maps and Plans</b> <ol style="list-style-type: none"> <li>a. Map (or Aerial Photo) Delineating Project Area and Proposed Boundary - must clearly indicate area to be acquired and/or developed, as well as the proposed boundary of the larger park/recreation area that would be subject to the perpetual protection provisions of the LWCF Act (<a href="#">54 U.S.C. 200305(f)(3)</a>), all known outstanding rights and interests in the area held by others, total acres within the boundary(ies), and a north arrow. See sample at the end of this document.</li> <li>b. Plan or Sketch of the Site Features identifying location of planned recreational improvements and other features such as where the public will access the site, parking, etc. See sample at the end of this document.</li> </ol>	No limit	11

<p>7. <b>Letters of Commitment of Secured Contributions of Matching Share</b>  All letters must clearly state the amount and type of contribution. Contributions from project sponsor must also be confirmed.</p>	<p>No limit</p>	<p>11</p>
<p>8. <b>Applicant Response Form</b> (See form on pages 8-10 of this document)  Provide a response to each question about the applicant, project site and process used to develop the project.</p>	<p>No limit</p>	<p>DNR Form</p>

**NOTE:** All other forms mentioned in the Notice of Funding Opportunity will be completed by the DNR if the project is forwarded to the NPS National Review Committee.

### **Applicant Response Form**

**Instructions:** Answer the following questions about the applicant, the project site, and the process used to develop the project. There is no page limit for this form.

1. What is the applicant's recent experience completing similar projects with federal grant funding (LWCF or other)?
2. How was the cost estimate derived?
3. What assurances are there that the costs listed are reasonable?
4. Describe any project elements or costs that will improve site resiliency and facility longevity, if any.
5. Are any eligible pre-award costs being included as part of the grant request?
  - a.  No
  - b.  Yes – Indicate the **date from when those costs started being incurred**, the funding category/categories, the total amount of pre-award costs anticipated to be incurred before the grant start date, and whether they are included for match purposes or for reimbursement. (Note: these should also be presented in the budget narrative.)
6. Describe both short- and long-term outdoor recreation benefits that will be achieved as a result of this project.
7. Explain how this project fits as part of any other projects planned for this same site in the next three years.
8. Describe the process that led to the development of this proposal and how the public was involved.
9. What is the anticipated life span of the facilities that will be funded as part of this project?
10. How are access requirements under the Americans with Disabilities Act (ADA) and Architectural Barriers Act (ABA) being addressed in this project?
11. What design elements are included that contribute to preserving environmental resources as part of ensuring a quality outdoor recreation experience for present and future generations?
12. Will this proposal create a new public park/recreation area where none previously existed?
  - a.  No
  - b.  Yes – Explain:
13. Is your site contiguous with or connected to any federally owned recreation area?
  - a.  No
  - b.  Yes – Explain:
14. Is your site part of a larger management area, such as a greenway or regional recreation area?

- a.  No
  - b.  Yes – Explain:
15. Describe the existing site conditions. (groundcover type, topography, site attributes & existing facilities)
16. Explain why the site is suitable for the type of outdoor recreation proposal being submitted.
17. Does the site include any elements that visually detract from the outdoor recreation experience or that represent a potential public safety hazard?
- a.  No
  - b.  Yes – Explain and describe whether this project will help to address those concerns.
18. Is this a multi-use site (i.e. school, reservoir, state forest, etc.)?
- a.  No
  - b.  Yes – Explain:
    - i. How often will the public have recreation access to the site?
    - ii. What kinds of restrictions to public outdoor recreation will occur?
19. Who will manage and operate the site(s)?
20. Describe the nature of any rights-of-way, easements, reversionary interests, etc. within the proposed boundary area.
21. Are there any pre-existing or planned indoor facilities on site that would not themselves be eligible for grant funding?
- a.  No
  - b.  Yes – Describe and explain how/if the structure(s) support public outdoor recreation.
22. Is the proposed boundary the same as the boundary of the park/recreation area as it exists in its totality?
- a.  Yes
  - b.  No – Explain any area proposed for exclusion and why, and ensure it is clearly depicted on the proposed boundary map
23. Are there any pre-existing or planned resource management practices (i.e. timber management, grazing, etc.)?
- a.  No
  - b.  Yes – Describe the nature of the practice, the anticipated duration, and how the practice supports outdoor recreation.
24. Are there any pre-existing or planned uses on site that are incompatible (non-outdoor recreation purpose – i.e. fire stations, library, other) with requirements that should be excluded from the boundary?
- a.  No

- b.  Yes – Describe the nature of the use and ensure it is clearly depicted on the proposed boundary map. Clarify whether the future intent is for the area to become subject to once the use is terminated, or if the intent is for the use to continue within the park in perpetuity.

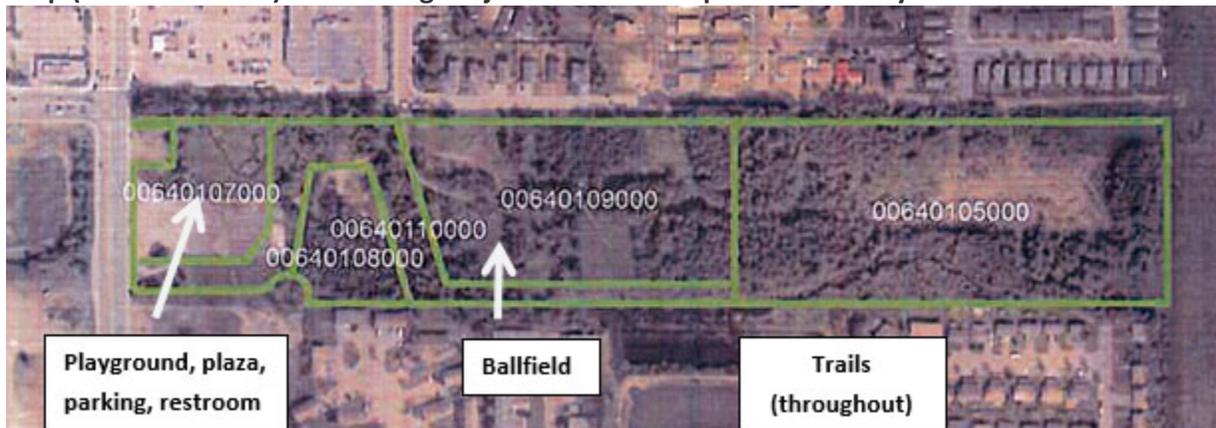
## Examples of Site Plans and Map

### Site Plan



A plan or sketch of the site that depicts the likely location of planned recreational improvements and other features such as where the public will access the site, parking, etc. To avoid confusing reviewers, please make sure the concept plan aligns with the narrative description of the project.

### Map (or Aerial Photo) Delineating Project Area and Proposed Boundary



Show an aerial image of proposed LWCF boundary and immediately surrounding context for orientation to the project. Include arrows generally indicating project area(s) within the park. This map or aerial photo delineates the project area to be acquired and/or developed, as well as the proposed boundary of the larger park/recreation area that would be subject to the protection provisions of [54 U.S.C. 200305\(f\)\(3\)](#). Ensure the LWCF boundary is discernable and demonstrates compliance with LWCF policy per the 2021 LWCF Manual (Version 71). LWCF policy is that the entirety of the park or recreation area receiving assistance should be included in the boundary. Exceptions for boundaries that would apply to a lesser unit of a park will be considered only if the recreation area is a stand-alone (i.e., its borders do not include other areas of the park) and self-sustaining (i.e., it does not rely on adjoining park area for access, utilities, support facilities, etc.). If the project entails not putting the entire park within the LWCF boundary, the narrative must provide an explanation.

**Outdoor Recreation Legacy Partnership (ORLP) Program**  
**Recommended Project Narrative Format**  
(10-Page Limit, 12-point font)

**A. Project Data** (1 page limit)

1. State and Contact Information:

Wisconsin Department of Natural Resources

Pam Rood, LWCF Grant Manager - [pamelaa.rood@wisconsin.gov](mailto:pamelaa.rood@wisconsin.gov)

2. Project Applicant Name and Contact Information:

3. Name of Park/Property:

4. Project Title:

5. Name of Property Title Holder:

6. Project Property Address/Location:

7. Project City's 2020 Census Population (must be over 30,000):

8. Census tract numbers of project site and community(ies) served – all tracts must be located within a Census tract that is determined to be disadvantaged per the *Climate and Environmental Justice Screening Tool* (CEJST) at <https://screeningtool.geoplatform.gov/>. (NPS recommends applicants maintain a screen shot of each tract's "disadvantaged" determination as Census data within the CEJST may change prior to NPS review of application and proof of previous data may be needed).

9. Select the Applicable Project Type:

- a.  Acquisition  New Development  Renovation  Combo Acquisition/Development

10. Select the Applicable Project Result:

- a.  New Park  Expanded Existing Park  Neither Expanded nor New Park

11. Project Summary (250-word limit):

**B. Project Overview** (2-page limit) – Provide the following information:

All Projects:

- Describe and quantify the types of resources and features of or on the property (e.g., 50 acres of forested area, 2,000 feet of waterfront, scenic views, unique or special features, recreation amenities, historic/cultural resources).
- Describe the current uses (if any) or disposition of the property to be acquired or developed, if uses will need to be discontinued, or the site rehabilitated. If there are any existing non-outdoor recreation or other non-public uses that are intended to continue on the property on an interim or permanent basis and/or proposed in the future, these should be explained.
- Describe constraints of the property (e.g., existing development; hazardous materials/contamination history; and restrictions such as institutional controls, easements, rights-of-way, reversionary interests, above ground/underground utilities; etc.).

Development Only:

- Describe the planned physical improvements and/or facilities, and the reason(s) such development is needed. Explain whether the work involves new development or rehabilitation or replacement of existing recreation facilities.

Acquisition Only:

- Provide a description of the property (including the current ownership) and an explanation of the need for its acquisition.
- State whether the acquisition would create a new public park/recreation area or if it will expand an existing site, and if so, by how much.
- Describe the plans for developing the property for recreation purposes after acquisition and the timeframe for the start and completion of development and when it will be open for public use.
- Describe the status of the acquisition, including negotiations with the landowner and development of due diligence materials such as title work and appraisal.
- Land acquisition costs must be based on the Uniform Appraisal Standards for Federal Land Acquisition (aka yellow book) estimate of fair market value. Be sure to explain the basis for the value estimate if an appraisal has not yet been performed.

Combination Projects:

- Provide information requested under “All Projects”, “Development Only” and “Acquisition Only”.

**C. Project Criteria Information (remaining pages):**

Provide information describing how your project meets the two project criteria outlined in Section E-Application Review Criteria in the Notice of Funding Opportunity. Any information regarding the budget may be included in the Budget Narrative.

**Criterion 1 – Project Merit (50-points)**

Response:

**Criterion 2 – Technical Excellence (50-Points)**

Response:

## Outdoor Recreation Legacy Partnership (ORLP) Program Recommended Budget Narrative Format (5-Page limit)

Budget must agree with budget information in the SF424, *Application for Federal Assistance*, and 424C, *Budget Information for Construction Programs*. **Each category must be broken down detailed items to determine eligibility and reasonableness of individual cost** (insert lines under each category as needed).

Cost Categories –	Unit of Measure & # of Units	Cost Per Unit	Federal Share	Match Share	Total Cost	If Pre-Agreement Cost - Dates Incurred	\$ subject to 25% budget cost restrictions
1. Administration and Legal expenses							
2. Land, Structures, Rights-of-Way, Appraisals							
3. Relocation Expenses and Payments							
4. Architectural and Engineering Fees							
5. Other Architectural and Engineering Fees							
6. Project Inspection Fees							
7. Site Work							
8. Demolition and Removal							
9. Construction							
10. Equipment							
11. Miscellaneous *							
12. Contingencies **							
13. Indirect Costs							
<b>GRAND TOTAL</b>							

\*If tribal monitoring costs are expected, they must be included under “miscellaneous costs,” additional federal funds to help cover these costs may not be requested after the application is submitted.

\*\*2 CFR 200 states the contingency amounts "must be estimated using broadly accepted cost estimating methodologies, specified in the budget documentation of the Federal award." **The applicant must, using their 424C cost categories, state what the contingencies are under each category and note how each was determined;** typically, contingencies are not the same rate for all cost categories. Please also identify who determined these rates, such as a city estimator. If it is an engineer/architect, documentation that they are licensed and attest to the contingency rates must be included with the application.

List Each Matching Share Contributor. Each entry must have a corresponding signed and dated letter of support stating their commitment of the contribution (this includes a letter from the project sponsor if it is contributing match).

Matching Share Contributors (Name and funding source):	Match Amount/Value	Type (cash, donated land, etc.)	Is Match Secure or firmly committed. If committed, list date expected to be secured.
<b>GRAND TOTAL</b>	\$-Sum of column		

## Common Ineligible LWCF Costs

- **Retroactive/pre-agreement costs** are not allowed except in certain circumstances as stated in Section 5A of the LWCF Manual. One of these exceptions is for certain pre-award project planning and design costs incurred within 3 years prior to submission of the final application.
- **Incidental costs related to land acquisition** such as appraisals or title work.
- **Acquisition of lands, or interests in lands, that completely restrict access to specific persons** such as non-residents of a community.
- **Operation and maintenance activity costs**
- **Semi-professional or professional athletic facilities** such as baseball stadiums or soccer arenas, including supporting facilities like practice facilities or buildings to house team operations.
- **Facilities on public school grounds or for public schools** that are part of the normal and usual program and responsibility of the educational institution unless the public has access at least 50% of open hours, and where public access times are posted at the site.
- **Indoor facilities that support primarily non-outdoor purposes** like destination restaurants, community centers, indoor recreation center, educational centers, or employee housing. In otherwise eligible indoor facilities, non-recreation supporting purposes like kitchens or kitchenettes, meeting rooms, theaters/auditoriums, etc. are also not eligible and costs must be pro-rated out.
- **Outdoor facilities that support non-recreation, or recreation support, purposes** such as or outdoor classrooms, food truck areas and farmer's market areas.
- **Costs for equipment and supplies made outside of United States** unless a waiver has been approved by the Office of Management and Budget per the Build America, Buy America Act ([Waivers | Made in America](#)).
- **Work outside the proposed protected boundary**, including cross walks, streetlights, and street trees.
- **Park equipment and facilities that are more than "basic"** such as cabins with full kitchens, signature play equipment, elaborate dog facilities such as obstacle courses and pools or splashpads, and artistic lighting.
- **Remediation work** related to reversing or stopping environmental damage.
- **Costs for preservation or restoration of a historic resource**, unless for typical repair work on a facility that will be used as part of the park such as a historic pedestrian bridge or gazebo.
- **Costs for work on, or for the benefit of, National Park Service sites.**
- **Stormwater management facilities**, unless serving the park itself.
- **Contractor bonding and insurance**
- **Beach nourishment** (aka sand replacement)
- **Cultural and historical interpretation signage**
- **Art installations**
- **Electric Vehicle charging stations**
- **Non-fixed facilities and sports/play equipment** such as temporary bleachers, moveable goal posts, balls, bats, rackets, pool toys, etc.