

**EDWARD BYRNE MEMORIAL
JUSTICE ASSISTANCE GRANT PROGRAM
FISCAL YEARS 2006-2008 REQUEST for PROPOSALS
APPLICATION INSTRUCTIONS AND REQUIREMENTS**

**DOMESTIC VIOLENCE AND SEXUAL
ASSAULT ASSISTANCE PROGRAMS**

**CRIMINAL JUSTICE SERVICES DIVISION
OREGON OFFICE OF HOMELAND SECURITY
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SALEM, OREGON 97305
(503) 378-4145**

APPLICATION DUE DATE: JULY 17, 2006

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EDWARD BYRNE MEMORIAL JUSTICE ASSISTANCE GRANT PROGRAM

Fiscal Years 2006-2008 Request for Proposals

Domestic Violence and Sexual Assault Assistance Programs

Introduction

The Criminal Justice Services Division (CJSD) of the Oregon Office of Homeland Security announces the availability of \$1,500,000 in Edward Byrne Memorial Justice Assistance Grant Program (JAG Program) funds to be competitively distributed during fiscal years 2006-2008 for the purpose of assisting victims of domestic violence and sexual assault in communities throughout the state. Emphasis is placed on promoting implementation of programs that reflect the current national consensus of research and practice for effectively serving female victims.

Domestic violence is defined here by the Children, Adults, and Families Office of the Oregon Department of Human Services as “a pattern of assaultive or coercive behaviors including physical, sexual, psychological, and emotional abuses, as well as economic coercion that adults use against their intimate partners to gain power and control in that relationship” (1).

Sexual assault is defined here by the Oregon Attorney General’s Sexual Assault Task Force as “any nonconsensual sexual act. A sexual act is nonconsensual if it is inflicted upon a person unable to grant consent or is unwanted and compelled through the

use of physical force, manipulation, coercion, threats, or intimidation” (2).

One important source of funding that CJSD has historically administered for domestic violence services in Oregon is the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant (Byrne Formula Grant Program), which was appropriated under the Anti-Drug Abuse Act of 1988 and administered to states by the U.S. Department of Justice, Bureau of Justice Assistance (DOJ / BJA) (3). As part of the 2005 Consolidated Appropriations Act (Public Law 108-477) intended to streamline justice funding and grant administration, Congress merged the Byrne Formula Grant Program with the Local Law Enforcement Block Grant Program and established the JAG Program.

While the JAG Program represents a significant reduction in funding to States, it continues to support several DOJ / BJA designated crime prevention and control program areas that can impact domestic violence and sexual assault. These program areas include law enforcement, prosecution and the courts, drug treatment, prevention and education, and planning, evaluation, and technology improvement (4, 5).

State Administering Agency

CJSD provides services to the Oregon criminal justice community through the administration of eleven federal grant programs aimed at reducing drug use and violent crime and improving the effectiveness of the criminal justice system (6). As the state administering agency for the Oregon JAG Program, CJSD collaborates with the Governor's Office in determining funding priority areas and authorizing distributions. Oregon JAG Program funds for fiscal years 2006-2008 have recently been authorized for competitive distribution through this Request for Proposals.

Intent of This Request for Proposals

The intent of this Request for Proposals is to advance the DOJ / BJA designated JAG Program areas related to law enforcement, prosecution and the courts, drug treatment, and prevention and education in Oregon through funding of programs that provide multi-disciplinary services to or on behalf of victims of domestic violence and sexual assault.

To be considered for funding, applicants must comply with all of the guidelines described in this Request for Proposals. These guidelines include the:

- Amount and duration of funding
- Application due date
- Eligible applicants
- Funding priorities
- Application instructions and requirements
- Application review and award decisions
- Award conditions

I. Amount and Duration of Funding

A total of \$1,500,000 will be distributed during fiscal years 2006-2008. First year funding is expected to begin October 1, 2006 and end September 30, 2007. Second year funding will be based on grantee performance and compliance with award conditions, and on the continued availability of JAG Program funds in Oregon.

Applicants must be able to document the availability of a 25 percent non-Federal cash or in-kind match. The method for calculating the match requirement is described in the Budget section of the application instructions. In addition, since an important objective of the JAG Program in Oregon is to initiate potentially sustainable programs, applicants are encouraged to plan for continued funding of the program after JAG Program funding expires.

II. Application Due Date

One original and five copies of the application must be **received (not post-marked) by 5:00 PM Monday, July 17, 2006**. Only materials included as part of the application will be considered in the review process. Late applications or additions to an original application to meet the grant program guidelines will not be accepted. Neither facsimiles nor email submissions will be accepted. The postal mail and hand-delivery address follows.

**Edward Byrne Memorial
Justice Assistance Grant Program:
Domestic Violence and Sexual
Assault Assistance Programs**

**Criminal Justice Services Division
Oregon Office of Homeland Security
4760 Portland Road NE
Salem, OR 97305
Phone: (503) 378-4145**

**Priority Area #1 - Assistance to
Victims of Domestic Violence:**

**Integrated, trauma-specific
substance abuse treatment, mental
health counseling, and related
services for victims of domestic
violence that address the addiction /
self-medication and psycho-social /
psychiatric problems often
associated with violence.**

III. Eligible Applicants

Applicants eligible under this solicitation include state and local units of government, non-profit agencies, and tribal governments.

Agencies that have previously not received funding for domestic violence or sexual assault services through the Byrne Formula Grant Program are particularly encouraged to apply. Agencies that receive a direct JAG Program award from DOJ / BJA remain eligible applicants under the portion of the JAG Program administered by the State.

IV. Funding Priorities

A. Priority Areas

Applicants eligible for funding must propose to develop or enhance services that fall under one of the following two priority areas:

Program services should include, but are not limited to: Outreach and engagement, screening and assessment, treatment, parenting skills training, resource coordination and advocacy, and crisis intervention services.

Victims of domestic violence eligible for services under this priority area are those that present with either or both substance abuse and mental health problems, and services delivered should be tailored to meet the substance abuse and / or mental health needs of each victim.

In addition to any other goals or objectives identified by applicants in the proposal, these programs should be aimed at: Helping victims with complex needs to achieve a holistic and self-directed recovery, establish well-being either within or outside of the abusive relationship and, thereby, reduce the likelihood that they will stay in or re-enter the system.

Priority Area #2 - Assistance to Victims of Sexual Assault:

Collaborative crisis response, advocacy, and prosecution services for victims of sexual assault that provide recovery support and basic justice, and include standardized processes for reporting and collection of forensic evidence, immediate care, and referrals following an assault.

In addition to any other goals or objectives identified by applicants in the proposal, these programs should be aimed at: Conducting compassionate and respectful collection and documentation of forensic evidence, ensuring court admissibility of the evidence and reliable court testimony and, thereby, increasing the percentages of perpetrators prosecuted and convicted.

Victims of sexual assault receiving services under this priority area are not required to participate in the criminal justice system or cooperate with law enforcement in order to be provided with a forensic examination.

The rationale and recommended approach for each of the two priority areas are described below.

B. Rationale and Recommended Approach for Priority Area #1

1. Rationale

Domestic violence researchers and practitioners report that providers of crisis, advocacy, and shelter programs are often overwhelmed by the service

needs of victims who present with substance abuse and mental health problems. Abuse-related trauma can play a strong role in developing or advancing substance abuse problems, as victims may self-medicate their feelings of powerlessness and fear. Victims are also at increased risk of having or developing a range of psychological and psychiatric conditions, or exacerbating existing ones, such as post-traumatic stress disorder, depression, anxiety, and panic attacks. Moreover, these problems are often aggravated by the isolation from the family, social, and financial supports that can promote recovery. The complex needs of these victims lead them to stay in or repeatedly re-enter the service system (7, 8, 9).

Recognizing that the needs of trauma victims have historically been under treated, the Substance Abuse and Mental Health Services Administration (SAMHSA) undertook a five-year multi-site study of more than 2,000 women - the *Women, Co-occurring Disorders and Violence Study (WCDVS)*. The results of this study suggest that the best way to combat trauma, substance abuse, and mental health problems is through an integrated, holistic approach, taking into account how each individual problem affects the others.¹

“Women in the study who received counseling that addressed all three aspects of their lives together improved

¹ While childhood abuse was initially the type of trauma focus for this study, the recognition that abuse in adulthood correlates with substance abuse and mental health problems led to the inclusion of programs or program elements serving adult victims of domestic violence.

more than women in usual care. Women's symptoms also improved when they participated in the planning implementation, and delivery of their own integrated services. Integrated services that involved the women themselves in treatment decisions cost the same as usual care and produced better outcomes, making the services cost-effective." (10)

SAMHSA has also launched a national Center on Women, Violence and Trauma, and has been developing ways to help states and communities become trauma-informed. The Center is designed to develop leadership networks, spread information about emerging best practices, and stimulate local change (11).

The focus on trauma-specific services is rapidly becoming accepted practice throughout the nation (12). Consistent with this, the February 2006 policy statement of the Office of Mental Health and Addiction Services (OMHAS) of the Oregon Department of Human Services is that "all state and community providers, and those who oversee public mental health and addiction services are informed about the effects of psychological trauma, assess for the presence of symptoms and problems related to that trauma, and develop and offer services that facilitate recovery in accordance with Oregon Administrative Rules"² (13).

² OMHAS defines psychological trauma as "the cluster of symptoms, adaptations, and reactions that interfere with the functioning of an individual who has experienced extreme suffering (including neglect and deprivation), secondary to severe physical abuse and

Current research and practice suggests that the use of an integrated, trauma-specific approach at the local level will produce the most favorable long-term outcomes for both victims and the communities in which they live.

2. Recommended Approach

Applicants are encouraged to take **one** of the following three approaches to a proposal under this priority area:

a. Select and implement one of the service programs recognized in the **WCDVS** that best fits the local site and population

First funding priority will be given to applicants proposing to replicate one of the nine service programs recognized in the *WCDVS*. Each of these programs integrates services for substance abuse and mental health problems, and incorporates a trauma-specific treatment model. The program names and locations are:

- 1- *PROTOTYPES Systems Change Center*,
Culver City, California
- 2- *District of Columbia Trauma Collaboration Study*,
Washington, DC
- 3- *Women Embracing Life and Living (WELL)*,
Cambridge, Massachusetts

injury, sexual abuse and/or exploitation, or as a result of witnessing or surviving severe community or domestic violence (including accidents, natural or human-caused disasters). This includes effects of mistreatment, abuse, neglect, or coercive interventions in the broad context of health services (e.g., outpatient, hospital, residential, employment, or criminal justice settings)".

- 4- *Allies: An Integrated Services System of Care / Women's Health Study*, Stockton, California
- 5- *New Directions for Families*, Thornton, Colorado
- 6- *Triad Women's Project*, Avon Park, Florida
- 7- *Boston Consortium of Services for Families in Recovery*, Boston, Massachusetts
- 8- *Franklin County Women's Research Project*, Greenfield, Massachusetts
- 9- *Portal Project*, New York, New York

Information on the service program sites, treatment settings, key service components (including the trauma-specific treatment model used), integration strategies, as well as contact information for program developers is provided in the *WCDVS Program Summary* (17).

A trauma-specific treatment model is a key component of service programs for this population. One of the following four trauma-specific treatment models has been incorporated into each of the nine service programs described above: *Seeking Safety - Psychotherapy for Trauma / PTSD and Substance Abuse*; *Trauma Recovery and Empowerment Model (TREM)*; *Addiction and Trauma Recovery Integration Model (ATRIUM)*; and *Triad Women's Trauma Model*.

Each of these trauma-specific treatment models is cognitively-behaviorally based, stresses safety first, and addresses trauma within the context of substance abuse. For information on these models, applicants are referred to the National Trauma Consortium (14) as well as to the following two publications: *Creating Trauma Services for Women with Co-Occurring Disorders* (15), and *Developing Integrated Services for Women with Co-Occurring Disorders and Trauma Histories* (16).

Importantly, the developers of the nine service programs have shown a strong commitment to participant involvement at all levels of planning, implementation, and evaluation. This has resulted in programs that are empowerment and strengths-based as well as sensitive to cultural issues. For information on involving participants, applicants are referred to the publication *Consumer / Survivor / Recovering Women: A Guide for Partnerships in Collaboration* (18).

When selecting a program, applicants should carefully consider the feasibility of replicating the program at the local site, in terms of whether the specific administrative, staffing, training, and service delivery (core components and dosage) requirements can be met. Prior to developing and submitting a proposal, applicants may benefit from contacting the program developer for information on how to implement the program with good fidelity (adherence).

b. Select and implement recognized best practices guidelines

In cases where applicants determine that it will not be feasible to replicate one of the nine service programs from the *WCDVS* at the local site, the use of best practices guidelines may also be considered. Proposals involving best practices guidelines should describe how trauma will be addressed, including use of one of the four trauma-specific models, if planned. Two best practices guidelines that are relevant to this funding priority area are:

Substance Abuse Treatment and Domestic Violence: Treatment Improvement Protocol (TIP) #25 (19).

Substance Abuse Treatment for Persons with Co-Occurring Disorders: Treatment Improvement Protocol (TIP) #42 (20).

Published by the SAMHSA Center for Substance Abuse Treatment, TIPs are based on the experiences, opinions, and studies of peer-nominated professionals from substance abuse treatment programs, hospitals, community health centers, counseling programs, criminal justice agencies, child welfare agencies, and private practice. In developing the *WCDVS*, researchers built upon the guidelines of *TIP #25* and, importantly, the results of the *WCDVS* confirmed these guidelines. *TIP #42* reflects the longstanding concern within substance abuse treatment programs for treating the whole person, and recognizes the importance of ensuring that entry into any one system can provide access to all needed systems.

c. Propose the implementation of another integrated, trauma-specific program having evidence of effectiveness

The service programs and best practices guidelines identified above are examples intended to be helpful in guiding applicant reading and program planning. However, applicants may also propose other programs or guidelines that involve similarly integrated, trauma-specific approaches. Evidence of effectiveness for these other approaches should be described and referenced in the proposal.

Proposals adopting any one of the three approaches described above should consider how the safety of victims will be ensured during treatment.

Since domestic violence sometimes escalates as a result of the victim receiving services, applicants under this funding priority area are encouraged to determine (and describe) how program participants will be protected through safety planning. Safety planning should include arrangements for physical protection and housing, as well as for safeguarding important information, such as social security numbers, marriage licenses, passports, protective orders or divorce or custody papers, green cards, children's birth certificates and medical histories, deeds or leases for residences and cars, and other financial documents.

C. Rationale and Recommended Approach for Priority Area #2

1. Rationale

Sexual assault researchers and practitioners report that the key to helping sexual assault victims is having a collaborative, standardized approach that includes medical forensic examinations, medical care, advocacy, law enforcement, and prosecution services.

The most widely recognized program that incorporates all of these services is the Sexual Assault Response Team (SART). SARTs are multidisciplinary programs that can include one or more Sexual Assault Nurse Examiners (SANE), law enforcement officers, sexual assault victim advocates, prosecutors, judicial members, hospital administrators or managers, and other professionals interested in assisting these victims.

SANEs are registered nurses with advanced training in forensic examinations specific to sexual assault victims. When responding to an assault, a SANE obtains a detailed history of the incident, conducts a head-to-toe assessment with a detailed reproductive health exam, collects and preserves physical evidence according to a prescribed protocol, and may later testify in legal proceedings.

SANE services appear to improve the quality of forensic evidence and the chain-of-custody for the evidence, thereby increasing its court admissibility and the overall reliability of testimony. Multidisciplinary SARTs, with the support of SANE services, also appear

to increase sexual assault reporting, prosecution, and conviction rates. SANE and SART programs are currently considered by professionals in the field to produce the most favorable outcomes for victims of sexual assault (21, 22, 23).

2. Recommended Approach

First funding priority for services targeting this population will be given to applicants proposing to develop a new SART and / or SANE program, or enhance an existing SART and / or SANE program. Applicants are referred to the following publications for detailed criminal justice and health care information and guidelines on these programs:

- *A National Protocol for Sexual Assault Medical Forensic Examinations* (24).
- *Sexual Assault Nurse Examiner (SANE) Development and Operation Guide* (25).
- *Sexual Assault Nurse Examiner (SANE) Programs: Improving the Community Response to Sexual Assault Victims* (22).
- *Sexual Assault Response Team (SART) Guidelines* (26).
- *Evidence Collection and Care of the Sexual Assault Survivor: The SANE-SART Response* (27).

The above publications also include extensive references and resources. In addition, the International Association of Forensic Nurses provides information on

SANE certification (28), and the Oregon Attorney General's Sexual Assault Task Force provides news and information on SART and SANE programs in Oregon (2).

Finally, applicants representing rural areas may consider a regional SANE program to be a feasible alternative to a community having its own SANE program. A regional program may be the only cost-effective way to provide SANE services where no one medical facility in the region serves a large number of sexual assault victims. Staff training and competency may also be improved when each SANE sees enough clients during a year to develop and maintain clinical competence.

V. Application Instructions and Requirements

A. Application Length and Format

Applications should consist of the Cover Sheet, Proposed Program Narrative, Plan for Assessing Program Implementation and Monitoring Program Outputs, Proposed Program Budget Worksheet and Narrative, and Plan for Program Sustainability. Applications must not exceed fifteen pages, exclusive of the cover sheet, and have a maximum additional fifteen pages of appendices. No part of sections V.B.1 through 5 may be submitted as an appendix, with the exception of the Implementation Timeline (per V.B.2.a below), Memorandum of Understanding (per V.B.2.d below) and Statements of Qualifications (per V.B.2.e below).

Applications must be submitted on single-sided, 8½ x 11-inch paper, using

one-inch margins, and typed double spaced with a standard 12-point font.

B. Application Contents

1. Cover Sheet

Identifying information must be provided using the cover sheet format in Appendix A. This sheet must be completed in full and placed at the beginning of the proposal.

2. Proposed Program Narrative

A proposed program narrative must be provided that separately identifies and addresses each of items a through e below.

a. Program Description

The program to be paid in full, or in part, by the grant must be described. The program description should be presented in a way that helps stakeholders (such as administrators, staff, evaluators, funding agencies, advocacy groups, citizens, and elected officials) to understand and communicate about the program.

For the program description, applicants must specify the:

- i. Name of and source information for the service program, best practices guidelines, and / or trauma-specific treatment model to be replicated, and the rationale for proposing their use.
- ii. Goals, or what the program is intended to accomplish and for which community(ies). The goals must be consistent with the priority

areas of this solicitation (per IV.A above).

- iii. Resources, such as staff, volunteers, time, financial resources, materials, and equipment and other essential inputs to be used to deliver the program.
- iv. Activities and operations, such as how individuals will be referred to the program, and day-to-day interventions and other services planned.
- v. Outputs, such as the anticipated number and characteristics of the individuals to be served, and the types, amount, duration, and quality of activities to be carried out or interventions and services to be delivered in the program.
- vi. Short / mid-term outcome objectives, or the measurable changes that can be expected to further the goals of the program, such as anticipated changes in knowledge, skills, attitudes, motivation, behavior, functioning, safety, prosecutions, and / or convictions.
- vii. Implementation timeline, including planning and development, program delivery, assessment, and reporting activities that will take place each month throughout the anticipated grant period (up to two years). Appendix B provides a sample format to be used for this purpose. The timeline will be used both in reviewing the application

and as a benchmark against which to measure progress during the grant period.

- viii. Organizational arrangements that will be involved in administering and delivering the program, and how the program builds upon or articulates with programs previously or currently delivered by the applicant.
- ix. Steps taken to determine the feasibility of fully replicating the program at the local site.

b. Demonstration of Need for the Program

Applicants must demonstrate a need for the proposed program for the proposed community(ies). This need must be substantiated with:

- i) Data reflecting the scope of the problem of victims of domestic violence with substance abuse and / or mental health problems, or the scope of the problem of sexual assault in the community(ies) to be served by the program; and
- ii) Data reflecting the absence or inadequacy of substance abuse, mental health, and related services for victims of domestic violence, or the absence or inadequacy of crisis response, advocacy, and prosecutorial services for victims of sexual assault in the community(ies) to be served by the program.

Qualitative information (such as that from interviews or other key informants on barriers to obtaining needed services

quantitative data that substantiate the need for the program. However, qualitative data should not be the sole justification for the proposal.

c. Applicant Previous Experience

Applicants with previous experience in a program providing the types of services proposed should briefly describe:

- i) The specific program and any administrative or participatory role played by the applicant (including collaboration with other local, State, and / or Federal agencies, and tribal governments).
- ii) Whether and how previous involvement of the applicant in this program resulted in changes in participant safety, behavior, health, and / or success within the justice system.

Applicants having received previous support through CJSD for any program described above should cite the grant award(s) and date(s).

d. Evidence of Collaboration in Planning and Implementation

Collaboration is expected to be an important factor in the successful planning and implementation of a program funded under this solicitation. Applicants should develop their proposed programs through a collaborative process that involves the agencies and organizations in the communities that will be impacted by the proposed program, and must describe the nature and extent of this collaborative planning. If possible, the planning group membership should

mirror the diversity of the community(ies) to be served by the program.

Applicants are expected to have consulted with tribal, State, or local victim service programs during the course of developing their proposals in order to ensure that proposed services and activities are designed to promote the safety, confidentiality, and economic independence of victims of domestic violence and / or sexual assault.

Applicants are also expected to implement their proposed program in a collaborative context, and use written agreements that bind agencies, organizations, case managers, and service providers. Applicants must include a Memorandum of Understanding that clearly states the goals of the program, lists each of the entities involved, and describes the roles and responsibilities of each. An authorized official from each participating entity must sign the Memorandum of Understanding. Failure to include all signatures will result in the application not being accepted for review.

e. Evidence of Staff Professionalism and Cultural Competency

The professional preparation and experience of identified or planned staff must be described in relation to the knowledge and skills needed to work specifically with the proposed target population, and to deliver the core components of the proposed program. Applicants must describe the preparation and experience of staff, or the need for staff training, specific to the proposed program. Statements of

Qualifications for professional staff positions, including the education, training, and experience necessary to perform program activities and deliver program services may be submitted as an appendix to the application.

The preparation and experience of identified or planned staff must also be described in relation to the ability to work with and provide services to the culturally and otherwise diverse populations in the community. These populations may include, but are not limited to, those who are cultural / ethnic minorities, racial minorities, non-English speaking, migrant farm workers, physically or mentally impaired, and lesbian / homosexual / bisexual. Developing and implementing culturally competent services may take time, collaboration, and training, and should be accounted for in the program timeline as needed.

Adapting services to best meet the diverse cultural and linguistic requirements of victims acknowledges that those from different cultural backgrounds may have different needs, and that not all victims may have the same experience of violence. To assist grantees receiving funding under this solicitation in ensuring cultural competency, CJSD will distribute materials as needed from the *Cultural Competency Plan for Programs Serving Victims of Domestic Violence and Sexual Assault in Oregon* (29).³

³ This plan was developed for CJSD and collaboratively adopted by the Crime Victims Assistance Section of the Oregon Department of Justice, and the Children, Adults, and Families Office of the Oregon Department of Human Services.

If there is a need or plan for professional or cultural competency training, the specific type(s) and source(s) of training(s) to be obtained should be described. Training is an allowable expense under the JAG Program, and may be included in the Budget.

3. Plan for Assessing Program Implementation and Monitoring Program Outputs

CJSD anticipates that the maximum two-year period of this grant will limit the amount of evaluation that can successfully be completed during the funding period. New programs need time to develop and implement, and no program is fairly or accurately evaluated before it is fully and well implemented. Therefore, the required evaluation component of this grant will focus on assessing program implementation and monitoring program outputs. This focus will enable grantees to gather information that will help them best develop and refine their programs, report adequately to CJSD on progress during the funding period, and lay the foundation that is essential for evaluating outcomes as the program continues beyond the period of this grant.

Applicants must submit a plan for program implementation assessment with output monitoring, and are encouraged to use a contracted evaluation consultant or staff member experienced in evaluation to develop the plan and serve as lead evaluator during the grant period. The implementation assessment should be designed to document the resources, context, activities, and operations involved in the delivery of the program. The output

monitoring should be designed to describe the individuals being served by the program and detail the services that they receive.

The assessment / monitoring plan should also be designed with an eye toward modifying the program to best target the stated goals and objectives of the program. This should include examining the extent to which the program as implemented matches the program as intended, examining the extent to which the outputs produced match the outputs intended, and identifying and solving problems related to implementation and outputs.

The assessment / monitoring plan should include multiple data collection methods (such as program records, surveys, interviews, and observations) and multiple sources of data (such as program administrators, service providers, other staff, and clients). The use of simple quantitative scales along with rich, textural descriptions provide the best information for this purpose.

The implementation assessment / output monitoring plan should specify the:

- i) Types of implementation and output data to be collected.
- ii) Collection schedule for each type of implementation and output data.
- iii) Existing and newly planned sources for each type of implementation and output data, including confirmation of access to or ability to develop these sources.

iv) Previous experience of the applicant agency / organization in collecting, analyzing, and reporting program data, and the administrative and other arrangements that will need to be made in order to successfully complete the assessment / monitoring.

v) Affiliation, training, and experience of a contracted consultant or program staff member who will serve as lead evaluator and be responsible for data collection, analysis, and reporting throughout the grant period.

vi) Opportunities for program stakeholders (such as program administrators, collaborating agencies / organizations, case managers, and service providers), to provide input into and receive information resulting from the assessment / monitoring.

vii) Anticipated expenses related to assessment / monitoring. A minimum of ten percent of the total budget must be allocated for these activities, and applicants should be careful not to underestimate the costs of successfully completing these activities during the grant period. An estimate of the amount of time or percent of Full Time Equivalent to be dedicated to assessment / monitoring by the lead evaluator should also be noted. These costs must also be detailed in the proposed budget.

Applicants should consult publications / internet sources for information on methods of assessment and monitoring.

Much of the information on domestic violence programs will also be relevant to sexual assault programs. Some publications that may be helpful are:

- *Evaluating Services for Survivors of Domestic Violence and Sexual Assault* (30).
- *Evaluating the Outcomes of Domestic Violence Service Programs: Some Practical Considerations and Strategies* (31).
- *Key Issues and Challenges in Evaluating Integrated Services for Women with Substance Abuse and Mental Health Disorders and Histories of Violence* (32).
- *Evaluating Services for Women with Co-Occurring Disorders and Histories of Trauma: Challenges and Lessons Learned* (33).

While applicants are expected to identify their own lead evaluator, CJSD may provide evaluation technical assistance after an award has been made to finalize the elements of the assessment / monitoring plan

4. Proposed Program Budget Worksheet and Budget Narrative

A detailed budget must be prepared using the format of the Budget Worksheet provided in Appendix C. The Budget Worksheet must be placed at the beginning of this section of the proposal, and be followed by a Budget Narrative that explains the need for each item.

Categories of expenses included on the Budget Worksheet are personnel salaries, contractual / consultant services, rent and utilities, supplies, travel / training / conferences, equipment, administration, evaluation, and other expenses that do not fall under one of the above categories. The Budget Worksheet must show how the cost of each item was calculated, and must account for grant funds requested in this application, match funds, and all other sources of funds to be used for the proposed program.

As noted on page two of this Request for Proposals, a 25 percent cash or in-kind match is required. This may be a commitment from State and / or local government, fees, volunteers, donated services, or other non-Federal sources of funding. The availability and sources of the match funds must be documented in the application. The authorized official for the program administering agency (as identified on the cover page) will be responsible for ensuring the acquisition and expenditure of all cash or in-kind match funds during the grant period.

The required amount of match funds should be calculated by dividing the requested grant amount by three. For example, a grant request of \$200,000 would require match funds of \$66,667. Of the resulting total of \$266,667 in grant plus match funds, the \$66,667 in match funds would represent the required 25%.

Federal funds may not be used to fulfill the match requirement. Match and grant funds both constitute program funds, and all conditions that apply to

grant funds also apply to match funds. All funds designated as match are restricted to the same uses as grant funds and must be expended within the grant period. Grantees must ensure that match funds are identified in a manner that guarantees their accountability during an audit.

5. Plan for Program Sustainability

Applicants must describe their plan to identify sources of continuation funding for the proposed program. Continuation funding can be sought through reallocation of resources internal to the grantee agency and / or through external sources (such as Federal, State, local, or foundation). A program that employs a recognized treatment model and service program, and has well documented implementation and outputs, will have the best chance of obtaining continuation support.

VI. Application Review and Award Decisions

A. Review Process

CJSD will oversee an impartial review of all applications received by 5:00 PM on Monday, July 17, 2006. Each application will initially be examined for responsiveness to the guidelines provided in this Request for Proposals related to timeliness, page length and format, and contents. An application will be deemed non-responsive if it is submitted late, exceeds 15 pages (plus 15 pages of appendices), or has a missing or incomplete Cover Sheet, Proposed Program Narrative, Plan for Assessing Program Implementation and Monitoring Outputs, Proposed Budget Worksheet and Narrative, or Plan for Sustainability. Only those applications

deemed responsive will be considered for further review.

The Governor's Drug and Violent Crime Advisory Board will assist CJSD in making grant award recommendations. All applications that are deemed responsive to the guidelines will be scored by CJSD and members of the Advisory Board. Applications will be scored based on a maximum of 100 points. The possible maximum score for each application section will be as follows:

- **55 points** – Proposed Program Narrative
 - *20 points* - Program Description
 - *10 points* - Demonstration of Need for the Program
 - *05 points* - Applicant Previous Experience
 - *10 points* - Evidence of Collaboration in Planning and Implementation
 - *10 points* - Evidence of Staff Professionalism and Cultural Competency

20 points – Plan for Assessing Program Implementation and Monitoring Program Outputs

- **15 points** – Proposed Budget Worksheet and Budget Narrative
- **10 points** – Plan for Sustainability

After scoring, the geographical distribution of applicants with the highest scores may also be considered in the review process.

B. Award Decisions

The grant award recommendations will be forwarded to the Governor, who will then make final award decisions. CJSD will send decision letters by postal mail on or about August 14, 2006 to the name and address of the authorized official for the program administering agency indicated on the cover sheet of the application.

VII. Award Conditions

A. State Administering Agency Award Conditions

Grantees of the JAG Program must agree to the following grant award conditions set forth by CJSD.

1. Monitoring

CJSD will monitor whether grantees are operating their programs as described in their approved applications, working toward their goals as described in their approved applications or as modified in collaboration with CJSD, and following appropriate fiscal procedures. To assist CJSD in this process, grantees must submit regularly scheduled progress reports and participate in periodic communications and occasional site visits with CJSD.

2. Progress Reports

Grantees must submit quarterly, annual, and final cumulative program progress reports to CJSD as scheduled. Progress reports must include:

Data and narrative information on program activities conducted, assessment / monitoring plan activities completed, and progress

made toward furthering the goals of the program during the period covered by the report. This information should be reported in relation to the timeline proposed by the applicant.

A description of problems encountered during the reporting period in conducting program activities, implementing the assessment / monitoring plan, or furthering the goals of the program, and the steps taken to solve these problems. These steps might require changes in such areas as policies and procedures, use of resources, and internal or external relationships. (Note that substantial program changes must be approved by CJSD.)

In addition to assisting CJSD in monitoring grantees, the progress and cumulative reports may be used by CJSD to assist other agencies implementing similar programs, to justify continued funding of the JAG Program, and to provide information to such entities as the Governor's Office, Legislature, DOJ / BJA, and Congress.

3. Requests for Reimbursement

Reimbursements will be made to grantees only for goods or services identified in the approved application budget, and only for actual expenses incurred during the grant period. All requests for reimbursement must include supporting documentation to substantiate claims of expenses incurred. Payments will be withheld when any documentation is not provided and / or any progress report is outstanding. Reimbursements will be

made to grantees no more than quarterly unless otherwise determined by CJSD.

4. Due Dates for Progress Reports and Requests for Reimbursement

Progress reports and requests for reimbursement will be due within 30 days of the end of each quarter of the grant period as follows:

Quarter:	Due Date:
January 1–March 31	April 30
April 1–June 30	July 31
July 1–September 30	October 31
October 1–December 31	January 31

Annual and final cumulative reports will be due three months following the end of the reporting period, on December 31 of each year.

5. Grant Suspension or Termination

Following reasonable notice to grantees and attempts to resolve problems informally, CJSD may suspend funding in whole or in part, terminate funding, or impose another sanction for any of the following reasons:

Failure of the program to become operational within 60 days of the effective date of the grant, with failure to provide reasons for the delay and the steps taken to initiate the program. An extension to 90 days may be allowed only under unusual circumstances.

Failure of the program to comply substantially with the requirements or statutory objectives of the JAG Program guidelines issued

hereunder, or other provisions of federal law.

- Failure of the program to make satisfactory progress toward the approved goals as reflected in the performance monitoring.
- Failure of the program to adhere to the requirements of the grant award and standard or special conditions.
- Proposing or implementing substantial changes that result in a program that would not have been selected if it had been subjected to the original review of applications.
- Failure of the program to comply substantially with any other applicable Federal or State statute, regulation, or guideline.

B. Federal Award Conditions

Grantees of the JAG Program must also agree to the following Federal grant award conditions set forth by DOJ / BJA.

1. Reimbursement for Expenses

Reimbursement for expenses incurred for the program must meet the requirements of the most current edition of the *Financial Guide* published by the Department of Justice, Office of Justice Programs, Office of the Comptroller. The *Financial Guide* may be obtained at <http://www.ojp.usdoj.gov/FinGuide/>

2. Unallowable Costs

Grantees may not use or budget grant award funds for the following items:

- Land acquisition.
- Construction of non-penal or correctional buildings.
- Indirect costs.
- Vehicles.
- Meals not associated with overnight travel. An exception is made for breakfast and dinner as long as the employee is on travel status for a minimum of two hours before the beginning of their regularly scheduled work shift or after the end of their regularly scheduled work shift.
- Meals provided at conferences or training seminars.
- Tips, meal service or related items (i.e., napkins, plates, forks, spoons, and knives) beverages, snacks, candy, food items or bar charges.
- Entertainment, honoraria, gifts, gift certificates, movies, arcades, recreation, or sporting events.
- Fundraising campaigns, endowment drives, or solicitation of gifts and bequests.
- Personal items such as makeovers, membership dues, flowers, cards, social events or promotion of church attendance.
- Grant writing.
- Visas or passport charges.
- Compensation to federal employees.
- Bonuses or commissions.
- Military-type equipment such as armored vehicles, explosive devices, and other types of hardware, excluding automatic weapons.
- Lobbying or attempts to influence members of Congress, the Oregon Legislature, City Councils, County Commissions, or other legislative bodies.
- Corporate formation.
- Interest, interest on non-bearing items, or the cost of money.
- Laundry charges.
- Expenses related to the maintenance or sale of forfeited or seized property.
- Expenses related to clandestine lab clean-up.
- Stipends or incentives.
- Transportation tax.

This is not intended to be an exhaustive list of unallowable items. CJSD reserves the right to modify this list as it deems necessary. An exception for some items may be allowed for residential treatment programs.

3. Supplanting

Grantees must use award funds to supplement, not supplant, existing funds. Neither Federal grant nor match funds may replace funds that have already been appropriated, or would otherwise be available, for the proposed program.

4. Drug-Free Work Place, Debarment, and Lobbying

Grantees must maintain a drug-free workplace, prohibit the use of Federal grant funds by persons debarred or suspended from receiving these funds, and prohibit the use of Federal grant funds for lobbying Members of Congress.

5. Civil Rights Compliance

Grantees are required to comply with the nondiscrimination requirements of:

- U.S. Department of Justice has issued guidance for grantees to assist them in complying with Title VI requirements. The guidance document can be accessed on the Internet at www.lep.gov or by contacting the OJP Office for Civil Rights at (202) 307-0690.
- Title VI of the Civil Rights Act of 1964, as amended, 42 U.S.C. § 2000d et seq. (prohibiting discrimination in programs or activities on the basis of race, color, and national origin)
- Omnibus Crime Control and Safe Streets Act of 1968, as amended, 42 U.S.C. §3789d(c) (1) (prohibiting discrimination in employment practices or in programs and activities on the basis of race, color, religion, national origin, and gender).
- Section 504 of the Rehabilitation Act of 1973, 29 U.S.C. § 794 et seq. (prohibiting discrimination in employment practices or in programs and activities on the basis of disability).
- Title II of the Americans with Disabilities Act of 1990, 42 U.S.C. § 12131 (prohibiting discrimination in services, programs, and activities on the basis of disability).
- The Age Discrimination Act of 1975, 42 U.S.C. § 6101-07 (prohibiting discrimination in programs and activities on the basis of age).
- Services to Limited English-Proficient Persons. National origin discrimination includes discrimination on the basis of Limited English Proficient Persons (LEP). To ensure compliance with Title VI and the Safe Streets Act, recipients are required to take reasonable steps to ensure that LEP persons have meaningful access to their programs. Meaningful access may entail providing language assistance services, including oral and written translation, where necessary. The

- Title IX of the Education Amendments of 1972, 20 U.S.C § 1681 et seq. (prohibiting discrimination in educational programs or activities on the basis of gender).
- If required to formulate an Equal Employment Opportunity Program, grantees must maintain a current copy on file that meets the applicable requirements.

6. Single Audit Report

Grantees who expend \$500,000 or more of Federal funds during their fiscal year are required to submit an organization-wide financial and compliance audit report.

7. National Environmental Policy Act Compliance

Prior to obligating grant funds, grantees are required to comply with the National Environmental Policy Act, by providing notice to CJSD if any of the following activities will be related to the use of these funds:

- New construction.
- Minor renovation or remodeling of a property either (a) listed on or eligible for listing on the National

Register of Historic Places or (b) located within a 100-year floodplain.

- Renovation, lease, or any other proposed use of a building or facility that will either (a) result in a change in its basic prior use or (b) significantly change its size.
- Implementation of a new program involving the use of chemicals other than chemicals that are (a) purchased as an incidental component of a funded activity and (b) traditionally used, for example, in office, household, recreational, or educational environments.

Most grantees will not be affected by the National Environmental Policy Act. If, however a program will involve minor renovation, construction, or any other activity that may significantly impact the environment or a change in the use or function of a facility, the grantee must provide CJSD with a full description of the proposed work. A determination will then be made as to whether any further action is necessary. The grantee must agree to cooperate with any specific request made by CJSD or DOJ / BJA in the preparation of an environmental assessment of the grant funded program or activity based on the above criteria.

VIII. References

General:

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Appendix A
FY 2006-2008 Justice Assistance Grant Program
Domestic Violence and Sexual Assault Assistance Programs
COVER SHEET FORMAT

Program title: _____

Administering agency: _____

Total cost of program: \$ _____

Federal funds requested: \$ _____

Required minimum match: \$ _____

Other sources of funding: \$ _____

Total: \$ _____

Program agency (if not administering agency): _____

Address: _____

Program contact: _____

e-mail address: _____

phone: (____) _____ fax: (____) _____

Fiscal contact: _____

e-mail address: _____

phone: (____) _____ fax: (____) _____

Administering agency Federal Tax Identification Number: _____

Grant start date: July 1, 2006 ----- Grant end date: June 30, 2007

Authorized official for the applicant: _____

Signature of authorized official: _____

Appendix B
FY 2006-2008 Justice Assistance Grant Program
PROGRAM IMPLEMENTATION TIMELINE FORMAT

Activity *	Month in Program Year 1: FY 2006-2007												Month in Program Year 2: FY 2007-2008											
	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S
Program Planning and Development																								
Finalize Administrative / Collaborative Arrangements																								
Identify / Hire / Train Staff and Consultants																								
Purchase Equipment and Supplies																								
Develop Client Services																								
Program Delivery																								
Recruit / Enroll Clients																								
Deliver Client Services																								
Program Assessment																								
Test Data Collection Methods, Develop Database																								
Collect Data: Implementation																								
Collect Data: Outputs																								
Enter Data																								
Analyze Data																								
Progress Reports																								
Submit Quarterly Reports																								
Submit First Year Annual Report																								
Submit Final Cumulative Report																							Dec 2008	

* These activities are examples; applicants may include these and / or other activities as appropriate.

