



The U.S. Department of Justice, Office of Justice Programs (OJP), [Office for Victims of Crime](#) (OVC), is pleased to announce that it is seeking applications for funding for a demonstration project to identify promising practices in the delivery of a comprehensive array of services to victims of human trafficking who are U.S. citizens or lawful permanent residents under the age of 18. This program furthers the Department's mission by enhancing the social service field's response to victims of human trafficking.

# **OVC FY09 Services for Domestic Minor Victims of Human Trafficking**

## **Eligibility: Service Providers**

By statute, grants under this program may be awarded to states, Indian tribes, units of local government, tribal governments, and nonprofit, nongovernmental organizations. For the purposes of this program, a unit of local government is any city, county, township, town, borough, parish, village, or other general-purpose political subdivision of a state, including local courts, law enforcement agencies, prosecutor's offices, and public shelters. Applicants must demonstrate that they have the expertise and organizational capacity to successfully undertake an initiative that involves significant collaboration with local, state, and federal law enforcement, as well as local public agencies, victim service providers, and nonprofit and faith-based organizations that serve youth, in order to develop, enhance, or expand a comprehensive model of service delivery to minors who have been subjected to sex or labor trafficking as defined by the Trafficking Victims Protection Act (TVPA) of 2000.

(See "Eligibility," page 5.)

## **Deadline**

Registration with GMS is required prior to application submission. The deadline for registering against this solicitation in the Grants Management System (GMS) is 8:00 p.m. Eastern Time on Monday, July 13th, 2009.

(See "Deadline: Registration," page 5.)

All applications are due by 8:00 p.m. Eastern Time on Thursday, July 16th, 2009.

(See "Deadline: Application," page 5.)

## Contact Information

For assistance with the requirements of this solicitation, contact Mary Atlas-Terry, Victim Justice Program Specialist, at 202-353-8473 or e-mail [mary.atlas-terry@usdoj.gov](mailto:mary.atlas-terry@usdoj.gov).

This application must be submitted through OJP's Grant Management System. For technical assistance with submitting the application call the Grants Management System (GMS) Support Hotline at 1-888-549-9901, option 3.

**Note:** The GMS Support Hotline hours of operation are Monday-Friday from 7:00 a.m. to midnight Eastern Time.

# CONTENTS

Overview of Grant .....	4
Deadline: Registration.....	5
Deadline: Application .....	5
Eligibility .....	5
Faith-Based and Other Community Organizations .....	5
Program-Specific Information .....	6
Performance Measures.....	13
How to Apply .....	15
What an Application Must Include:.....	16
Standard Form 424	
Program Narrative	
Budget and Budget Narrative	
Other Attachments	
Selection Criteria.....	21
Review Process .....	22
Additional Requirements.....	22

# **OVC FY09 Services for Domestic Minor Victims of Human Trafficking (CFDA # 16.320)**

## **Overview**

The statutory authority for this program is 22 U.S.C. § 7105(b)(2) (A). The overall purpose of this demonstration project is to identify promising practices in the delivery of a wide array of services to domestic minors who have been subjected to sex or labor trafficking as defined in the Trafficking Victims Protection Act (TVPA) of 2000, 22 U.S.C. § 7102(8). Specifically, the goals of this demonstration project are to (1.) provide a comprehensive array of timely and high-quality services to victims of sex and labor trafficking who are U.S. citizens or lawful permanent residents under the age of 18; (2.) develop, enhance, or expand the community response to domestic minor victims of all forms of human trafficking; and (3.) produce a final report about the implementation of the project, including a discussion of successes, challenges, and lessons learned, that may be disseminated through OVC to the victims' field. OVC funding will be dedicated to ensuring that grantees can work in coordination with existing community-based resources to meet the immediate and long-term needs of trafficked children regardless of whether or not the trafficked child is returned to a family or relative, placed in a group home or foster care, or placed in a detention facility.

Through this competitive solicitation, OVC will award two cooperative agreements, each for a period of 3 years. Funds through this project are intended to identify and serve U.S. minors involved in all forms of human trafficking, including labor trafficking. Applicants must demonstrate an ability to work with community partners to identify and serve both males and females, as well as address the cultural and linguistic needs of trafficked children who may have been raised in immigrant families.

OVC is partnering with the U.S. Department of Justice, Office of Justice Program's National Institute of Justice (NIJ) to conduct a participatory process evaluation of these OVC-funded demonstration projects. NIJ will competitively award one evaluator to work with the two OVC funded demonstration sites over a 3-year period. More information about this NIJ evaluation is on page 13.

Applicants must document existing services and related initiatives within their jurisdiction, document the status of the current community response to domestic minor victims of trafficking, and propose a comprehensive model of service delivery that will coordinate the various existing resources and address the gaps in critical services within a specific geographic area. The proposed service model must include, but is not limited to, the provision of intensive case management, appropriate shelter, safety planning, victim advocacy, food, clothing, interpretation, mental health treatment (in-patient, as well as support groups and individual counseling), medical care, dental care, substance abuse treatment, specialized educational services/GED, life skills training, transportation, and other necessary victim services.

While this project should primarily be dedicated to the provision of direct services to domestic minors in a specific jurisdiction, funding may also be dedicated to conducting outreach and training in communities where sex and labor trafficking may be found and building community

capacity to address the issue. Training efforts should be targeted to law enforcement, service providers and other practitioners to educate them about human trafficking, help increase the identification of victims, and build capacity to address the specialized service needs of child and adolescent victims of human trafficking.

## **Deadline: Registration**

All applicants must register in GMS to apply online for the funding opportunity titled “OVC FY09 Services for Victims of Human Trafficking.” The deadline to register is **8:00 p.m. Eastern Time on Monday, July 13, 2009**. Applicants should begin the registration process a few weeks prior to the GMS registration deadline, especially if this is the first time they have used the system.

## **Deadline: Application**

The due date for applying for funding under this announcement is **8:00 p.m. Eastern Time on Thursday, July 16, 2009**.

## **Eligibility**

By statute, grants under this program may be awarded to states, Indian tribes, units of local government, tribal governments, and nonprofit, nongovernmental organizations. For the purposes of this program, a unit of local government is any city, county, township, town, borough, parish, village, or other general-purpose political subdivision of a state, including local courts, law enforcement agencies, prosecutor’s offices, and public shelters.

Recipients of this award must be located in the community or jurisdiction specified in the application. Applicants must clearly identify the jurisdiction or community in which project activities will be implemented. Applicants must also demonstrate that they have the expertise and organizational capacity to successfully undertake an initiative that involves significant collaboration with local, state, and federal law enforcement, as well as local public agencies, victim service providers, and nonprofit and faith-based organizations that serve youth, in order to develop, enhance, or expand a comprehensive model of service delivery to minors who have been subjected to sex or labor trafficking as defined by the Trafficking Victims Protection Act (TVPA) of 2000.

The U.S. Government is opposed to prostitution and related activities, which are inherently harmful and dehumanizing, and contribute to the phenomenon of trafficking in persons. U.S. nongovernmental organizations, and their sub-grantees, cannot use U.S. Government funds to lobby for, promote, or advocate the legalization or regulation of prostitution as a legitimate form of work. Foreign nongovernmental organizations, and their sub-grantees, that receive U.S. Government funds to fight trafficking in persons cannot lobby for, promote, or advocate the legalization or regulation of prostitution as a legitimate form of work. It is the responsibility of the primary grantee to ensure these criteria are met by its sub-grantees.

**Faith-Based And Other Community Organizations:** Consistent with Executive Order 13279, dated December 12, 2002, and 28 C.F.R. Part 38, faith-based and other community organizations that statutorily qualify as eligible applicants under DOJ programs are invited and

encouraged to apply for assistance awards to fund eligible grant activities. Faith-based and other community organizations will be considered for awards on the same basis as other eligible applicants and, if they receive assistance awards, will be treated on an equal basis with all other grantees in the administration of such awards. No eligible applicant or grantee will be discriminated for or against on the basis of its religious character or affiliation, religious name, or the religious composition of its board of directors or persons working in the organization.

Faith-based organizations receiving DOJ assistance awards retain their independence and do not lose or have to modify their religious identity (e.g., remove religious symbols) to receive assistance awards. DOJ grant funds, however, may not be used to fund any inherently religious activity, such as prayer or worship. Inherently religious activity is permissible, although it cannot occur during an activity funded with DOJ grant funds; rather, such religious activity must be separate in time or place from the DOJ-funded program. Further, participation in such activity by individuals receiving services must be voluntary. Programs funded by DOJ are not permitted to discriminate in the provision of services on the basis of a beneficiary's religion.

If your organization is a faith-based organization that makes hiring decisions on the basis of religious belief, it may be entitled, under the Religious Freedom Restoration Act, 42 U.S.C. § 2000bb, to receive federal funds and yet maintain that hiring practice, even if the law creating the funding program contains a general ban on religious discrimination in employment. For the circumstances under which this may occur, and the certifications that may be required, please see the section titled, "Funding to Faith-Based Organizations" on the "Other Requirements for OJP Applications" Web page at [http://www.ojp.usdoj.gov/funding/other\\_requirements.htm](http://www.ojp.usdoj.gov/funding/other_requirements.htm) .

Applicants are also encouraged to review the "Civil Rights Compliance" section on the "[Other Requirements for OJP Applications](#)" Web page, which can be found at the Web address shown above.

**American Indian Tribes and Alaska Native Tribes and/or Tribal Organizations:** Applicants are limited to for-profit (commercial) organizations, nonprofit organizations, faith-based and community organizations, institutions of higher learning, and consortiums with demonstrated organization and community based experience working with American Indian and Alaska Native communities, including tribal for-profit (commercial) and nonprofit organizations, tribal colleges and universities, and tribal consortiums.

All tribal applications must be accompanied by a current authorizing resolution of the governing body of the tribal entity or other enactment of the tribal council or comparable government body. If the grant will benefit more than one tribal entity, a current authorizing resolution or other enactment of the tribal council or comparable government body from each tribal entity must be included. If the grant application is being submitted on behalf of a tribal entity, a letter or similar document authorizing the inclusion of the tribal entity named in the application must be included.

## **Program-Specific Information**

All awards are subject to the availability of appropriated funds and any modifications or additional requirements that may be imposed by law.

**Award Amount:** Two cooperative agreements of up to \$800,000 will be awarded. OVC retains the right to exercise discretion in setting award amounts.

**Award Period:** Project Period for each award will be 3 years.

**Match Requirement: (cash or in-kind)**

A grant made under this program may not cover more than 75% of the total costs of the project being funded. The applicant must identify the source of the 25% non-federal portion of the budget and how match funds will be used. Applicants may satisfy this match requirement with either cash or in-kind services. The formula for calculating the match is:

Award amount = Adjusted Project Costs X Recipient's share = required match  
Federal Share

Example: 75/25% match requirement

For a federal award amount of \$800,000 match would be calculated as follows:

$$\frac{\$ 800,000}{75\%} = \$1,066,667 \times 25\% = \$ 266,667 \text{ match requirement}$$

**Limitation on Use of Award Funds for Employee Compensation; Waiver:** No portion of any award of more than \$250,000 made under this solicitation may be used to pay any portion of the total cash compensation (salary plus bonuses) of any employee of the award recipient whose total cash compensation exceeds 110% of the maximum annual salary payable to a member of the Federal Government's Senior Executive Service (SES) at an agency with a Certified SES Performance Appraisal System for that year. (The salary table for SES employees is available at [www.opm.gov](http://www.opm.gov).)

This prohibition may be waived at the discretion of the Assistant Attorney General for the Office of Justice Programs. An applicant that wishes to request a waiver should include a detailed justification in the budget narrative for the application. The justification should include: the particular qualification and expertise of the individual, the uniqueness of the service being provided, the individual's specific knowledge of the program or project undertaken with the grant funds and a statement explaining that the individual's salary is commensurate with the regular and customary rate for an individual with her/his qualifications and expertise, and for the work that is to be done.

**Definitions:** All efforts supported by this program must address services to domestic minor victims of human trafficking. For purposes of OVC's Services for Domestic Minor Victims of Human Trafficking Grant Program, the following definitions are used:

- "Victim of trafficking" refers to a person who has been subjected to a "severe form of trafficking in persons" which, as defined in the Trafficking Victims Protection Act (TVPA) of 2000, 22 U.S.C. 7102(8), means—
  - A. Sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such an act has not attained 18 years of age.

- B. The recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.
- “Domestic” refers to U.S. citizens or lawful permanent residents who are trafficked in the U.S.
  - “Minor” refers to persons who are under the age of 18.
  - “Comprehensive Services” means an array of services that can be offered to a client enrolled in the OVC-funded project that will address needs identified at the time of intake and service planning. At minimum, these services include shelter, intensive case management, safety planning, crisis intervention, victim advocacy, mental health treatment including individual counseling and support group, support in family reunification/preservation, medical care, dental care, substance abuse treatment, assistance with educational needs/GED, life skills training, transportation, and other necessary services. Regardless of whether the client is placed in a shelter/group home or foster care, or if the client resides with family members, these services should be coordinated and available for client served under this initiative, either through the primary organization identified in the application or through other community resources.

**Background:** Since 2003, OVC has been providing grant funding through the OVC Services to Victims of Human Trafficking Discretionary Grant Program to support services to victims of severe forms of human trafficking. Through this grant program, OVC has funded 49 grants to support the provision of comprehensive services to “pre-certified” victims of human trafficking, who are foreign nationals who are not yet “certified” by the U.S. Department of Health and Human Services as eligible to receive services similar to those services that would be provided to refugees. Currently, the Bureau of Justice Assistance (BJA), within the U.S. Department of Justice, Office of Justice Programs, provides funding to 42 state, territorial, and local law enforcement agencies to form Anti-Human Trafficking Task Forces across the country. The primary goal of the BJA anti-human trafficking task force is the identification and rescue of foreign victims of human trafficking, with the secondary goal being the successful prosecution of traffickers. To accomplish these goals, the BJA law enforcement grantee works in close collaboration with their Office of the U.S. Attorney to investigate all forms of human trafficking and with the OVC-funded comprehensive trafficking victim services provider to identify and rescue foreign trafficking victims. The major focus of the human trafficking task forces is on identification and rescue of foreign victims of trafficking, but task forces may also investigate trafficking of U.S. citizens.

To ensure that this solicitation is not duplicative of other federally funded programs and that it directly addresses gaps in existing services for domestic minors involved in sex and labor trafficking, OVC has developed this solicitation collaboratively with several federal agencies that currently provide services to children and adolescents. For example, OVC has worked with staff from the U.S. Department of Health and Human Services (HHS), Administration on Children, Youth and Families (ACYF), Family Youth and Services Bureau (FYSB), as well as HHS’s Office of Refugee Resettlement Anti-Trafficking in Persons Division (ATIP), to identify cross-cutting issues between this funding opportunity and HHS initiatives addressing the target population such as HHS’s Street Outreach Program (SOP), Runaway and Homeless Youth Shelter Program (for short term and transitional living services), the Rescue & Restore Anti-Human Trafficking public awareness activities, Rescue and Restore Regional Programs to



support coalition-building and trafficking victim identification, and other HHS programs. OVC has also worked with staff from the Office of Juvenile Justice and Delinquency Prevention (OJJDP), within the U.S. Department of Justice, Office of Justice Programs, to explore intersections between this demonstration project and OJJDP's initiatives for "Improving Community Response to the Commercial Sexual Exploitation of Children." Prior to award of the new OVC grants for this demonstration project, OVC will continue to work with these federal agencies to avoid duplication of federal funding streams.

The TVPA of 2000 strengthened existing laws and clearly defined human trafficking as a federal crime. The Act further states that any person under the age of 18 that is induced to perform commercial sex acts, regardless of whether or not force, fraud and coercion are evident, should be considered a victim of human trafficking, eligible for the same protection and assistance as federal crime victims. Unfortunately, many child and adolescent trafficking victims still are not recognized as victims by professionals within the criminal justice system, victim service and social service programs, or the community at large. For example, many victims of trafficking are run away or homeless youth who may be involved in prostitution as matter of survival. Recognizing that this population often has past or present involvement with child welfare, juvenile justice, and law enforcement, applicants must demonstrate an ability to collaborate successfully with these agencies in order to meet the needs of the victim and explore all avenues for potential successful outcomes for the child.

Compared to child sex trafficking, which includes many forms of commercial sexual exploitation of children, little attention has been given to children or teenagers who may be victims of labor trafficking. It is for the most part invisible or hidden. Examples can include, but are not limited to, agricultural or factory work; construction; domestic labor (cleaning, childcare, eldercare); janitorial work; door-to-door sales, street peddling, or begging; hair, nail, or beauty salons and massage parlors. Children may also find employment through formal and informal intermediaries, due to cultural and economic situations, sometimes with the assistance of peers, parents and/or guardians. As with the commercial sexual exploitation of children, child and adolescent victims of labor trafficking may not come forward because they are unaware of their rights or are threatened by trusted family, guardians, peers (e.g. gangs) and other persons of power. Labor trafficking is implemented and sustained by deception, inadequate information, false promises and onerous fees.

Across both sectors of sex and labor trafficking, more attention must be paid to developing a community-wide approach to providing a comprehensive array of services, including appropriate shelter services and intensive case management, to youth impacted by these crimes. This solicitation will allow OVC to identify promising practices in the delivery of a comprehensive array of services to victims of sex and labor trafficking who are U.S. citizens or lawful permanent residents, under the age of 18.

**Program Strategy:** The overall purpose of these demonstration projects is to identify promising practices in the delivery of a comprehensive array of services to domestic minors who have been subjected to sex or labor trafficking. Specifically, the goals of these demonstration projects are to (1.) provide a comprehensive array of timely and high-quality services, to victims of sex and labor trafficking who are U.S. citizens or lawful permanent residents under the age of 18; (2.) develop, enhance, or expand the community response to domestic minor victims of all forms of human trafficking; and (3.) produce a final report, including final versions of documents used to implement the project, which could be disseminated through OVC to the victims' field.

For the purposes of OVC's Services for Domestic Minor Victims of Human Trafficking Grant Program, a person eligible for services under this program is—

- 1) a victim of a severe form of trafficking in persons as defined in the Trafficking Victims Protection Act (TVPA) of 2000, 22 U.S.C. § 7102(8);
- 2) under the age of eighteen (18); and
- 3) a citizen or lawful permanent resident of the U.S.

**Deliverables for this demonstration project include:**

- 1) A revised time task plan within 30 days of the award;
- 2) Development, enhancement and expansion of a comprehensive service model;
- 3) Provision of direct services to domestic minor victims;
- 4) Participation in a process evaluation conducted for both demonstration sites through NIJ;
- 5) A plan for sustainability of the comprehensive service model after the OVC project ends;
- 6) A final report outlining the implementation of the project, including successes, challenges and lessons learned. The report should include *final* versions of documents and resources used during the implementation of the project which may include, but would not be limited to the following:
  - Policies and procedures;
  - Data collection forms;
  - MOUs and contracts;
  - Community response protocols;
  - Training materials; and
  - Public awareness and outreach resources.

Applicants must demonstrate that, prior to this funding opportunity, key community stakeholders, such as law enforcement, child protective services, juvenile justice systems, social service organizations, victim service organizations, and other organizations were already engaged in a collaborative effort to identify trafficking of children and adolescents in the community and identify gaps in services. Applicants must demonstrate their knowledge and experience regarding incidents of sex and labor trafficking of domestic minors within the geographic area they propose to serve. Applicants must document existing services and related initiatives within their jurisdiction, document the status of the current community response to domestic minor victims of trafficking, and propose a comprehensive model of service delivery that will coordinate the various existing resources and address the gaps in critical services within a specific geographic area. Applicants must demonstrate their ability to work in coordination with BJA funded Anti-Human Trafficking Task Forces; OVC Trafficking Victim Service Providers; OJJDP initiatives for "Improving Community Response to the Commercial Sexual Exploitation of Children"; HHS Rescue and Restore Regional Programs and Coalitions, Street Outreach Programs; HHS FYSB Runaway and Homeless Youth

Programs, Innocence Lost Task Forces; and other related task forces or initiatives that may be operating within the geographic area impacted by the proposal.

**The Comprehensive Service Model:** Applicants seeking funding through this solicitation must demonstrate that they have a comprehensive service model in place or have specific plans to use grant funding to develop such a model for domestic minor victims of sex and labor trafficking. A coherent, concise and complete Comprehensive Service Model will ensure that the domestic minor victim of trafficking obtains the support they need to work through the impact of the crime, address the issues that shaped the trafficking situation, and assist the domestic minor victim in identifying and obtaining their personal goals, including potentially assisting the child to work with local/state/federal law enforcement in the prosecution of the trafficker. The comprehensive service model must include a plan to provide intensive case management to the domestic minor victim regardless of placement in foster care, group home, detention facility or reunification with family. The goal of the intensive case management is to ensure the provision of “wrap around services” that the child would need while working through the trauma of the situation and interacting with the criminal justice system, child welfare systems, shelter systems, educational systems, and other critical services. Case managers supported through this project would support, not replace, case managers in Child Protective Services, run-away shelters, homeless shelters, substance abuse treatment centers, and other settings where case management is required. Case managers supported through this initiative would also assist with the child’s integration into a safe family environment and would ensure that victims are provided victim advocacy to ensure that their rights as crime victims are upheld within the criminal justice process. Case managers will be integral to safety planning and helping the domestic minor victim to understand how his/her safety is affected by contact with the traffickers, including family members or “friends” who may have been involved in the sex or labor trafficking scheme. The application must describe the staffing structure of its program, its plan for providing intensive case management for eligible victims of trafficking, and include a description of how they would provide EACH of the direct services described below, either in-house or through project partners. For services to be provided by project partners, the applicant must name the project partner that will provide the specific services, and include, as an attachment to the application, an MOU, letter of intent, or draft sub-contract with a description of the fee structure and cost to the grant for each service.

The Comprehensive Service Model must include the following services:

- Intake and eligibility assessment to determine that the person meets eligibility requirements of this OVC initiative.
- Intensive Case Management, including assessment of client needs, development of individualized service plans, assessment of eligibility for other public or community based programs, assistance in accessing publicly funded programs, safety planning, assisting with crime victim compensation claims when possible, information and referral, documentation of services provided, routine follow-up to ensure that the victim’s needs are being addressed either in house or through project partners, and assistance with transition planning for clients who turn 18, and who are no longer eligible for the OVC funded program.
- Shelter/housing and sustenance—safe, appropriate emergency, transitional, and long term shelter options for male and female victims of human trafficking under age 18.

- Medical care.
- Dental care.
- Mental Health Treatment, including emergency mental health assessments, short and longer term treatment, individual and/or group counseling with therapists who specialize in trauma and who are experienced in working with victims under the age of 18.
- Interpreter/translator services.
- Criminal justice system-based advocacy, including services that will ensure that the rights of the domestic minor victim are upheld throughout criminal justice proceedings, information about crime victims' rights and services, information about the status of an investigation or prosecution; assistance with crime victims compensation claims; accompaniment to court proceedings, etc.
- Specialized educational services, literacy education, and job training.
- Transportation.
- 24 hour/evening and weekend response to client emergencies and emergency calls from law enforcement. This may be a plan to utilize or develop a hotline service, a call-forwarding system, rotate an on-call cell phone, or using an existing protocol for responding to victim emergencies and emergency referrals after hours.

**Note: All applicants must include a line item for each of these services in the budget detail worksheet, and, in the project narrative, the applicant must include a detailed explanation of how these services will be provided. Consultant fees for services may not exceed \$450 per day or \$56.25 per hour. If any of the services above are to be provided pro bono or accessed through other government subsidized programs, applicants must describe how services will be provided locally without the use of grant funds. Such pro bono or reduced fee services may be included as part of the required match, subject to guidelines regarding match in the OJP *Financial Guide* <http://www.ojp.usdoj.gov/financialguide/index.htm> .**

Applications that fail to document a comprehensive model of care will not be considered responsive to this solicitation's requirements.

**Training. A minimum of five percent (5%) of the total project budget must be used to support training activities.** OVC recognizes that training and public awareness activities are integral to the community response to human trafficking. Applicants must document that key staff on the project including project partners providing direct services to domestic minor victims have completed or will complete training in connection with human trafficking and its impact on victims under the age of 18. Basic training on trafficking indicators, cultural considerations, safety concerns, and the needs of trafficking victims under the age of 18 should be covered. For more information about the items that need to be included in the training plan at the time of application, see the section entitled "What an Application Must Include".

**Evaluation:** Evaluation is necessary to ensure that projects meet their goals in terms of the process of service provision and impact on trafficking victims. OVC is partnering with the National Institute of Justice (NIJ) to conduct a participatory process evaluation of the OVC funded demonstration projects. NIJ will competitively award one evaluator to work with the OVC funded demonstration sites over a 3-year period. In keeping with participatory evaluation framework, the NIJ funded evaluator and the program staff of the two demonstration sites will be expected to work collaboratively throughout the evaluation. Therefore, at the time of application for the OVC award, OVC applicants must describe their commitment to participating in the evaluation, describe how the program staff plans to collaborate with the evaluation team, and describe how evaluation may aid in the program enhancement.

The methods of participatory evaluation used by the successful NIJ applicant may include archival data collection, focus groups, observations, and interviews. Activities will include identifying goals and objectives, measuring activities, interpreting the analysis, examining conclusions, making recommendations, participating in dissemination and working collaboratively on action plans to improve program performance. The NIJ evaluator will provide interim feedback to the OVC funded demonstration sites between month 18 and month 24 of the award. Each site will be provided with a report at the conclusion of the award, and a final report will be submitted to NIJ.

Within four months of the award, the applicant should plan to meet with the NIJ evaluator review their agency's forms and data collection tools and to finalize the evaluation design and data collection plan. In addition, within the first 6 months of the project, the applicant should plan to participate in a startup meeting with NIJ and OVC, in Washington, D.C. The OVC applicant must include costs associated with travel to D.C. in the proposed budget and may also include other costs related to the evaluation such as personnel time to coordinate evaluation activities at the project site, data collection and updated software.

Applicants for the "FY09 OVC Services for Domestic Minor Victims of Human Trafficking" grant may review NIJ's program announcement and application kit, which will be posted on the NIJ Web site at <http://www.ojp.usdoj.gov/nij/funding/welcome.htm>. For more information about the NIJ funded evaluation for this demonstration project, contact Karen Bachar, NIJ Social Science Analyst, at 202-514-4403 or [Karen.bachar@usdoj.gov](mailto:Karen.bachar@usdoj.gov).

## **Performance Measures**

To assist in fulfilling the Department's responsibilities under the Government Performance and Results Act (GPRA), P.L. 103-62, applicants who receive funding under this solicitation must provide data that measure the results of their work. Additionally, applicants must discuss their data collection methods in the application. Performance measures for this solicitation are as follows:

<b>Objectives</b>	<b>Performance Measures</b>	<b>Data Grantee Provides</b>
<p>To provide high-quality and timely comprehensive services to victims of sex and labor trafficking who are U.S. citizens under the age of 18.</p>	<p>Percent increase in the number of services (broken down by type of service) provided to domestic minor victims of human trafficking.</p> <p>Percent increase in the number of domestic minor victims of human trafficking served.</p>	<p>The number of services provided to domestic minor victims of human trafficking at the beginning and end of the report period (broken down by type of service).</p> <p>The number of NEW domestic minor victims of human trafficking served for the first time during the report period.</p> <p>The TOTAL number of domestic minor victims of human trafficking served during the report period. (This includes new clients and existing clients served during the report period.)</p>
<p>To develop, enhance or expand the community response to domestic minor victims of all forms of human trafficking.</p>	<p>Number of professionals who receive training.</p> <p>Increase in the number of collaborative partners working with an OVC-funded organization to serve victims of trafficking</p>	<p>Number of professionals who receive training during the report period, broken down by discipline.</p> <p>Number of collaborative partners involved in the initiative at the beginning and end of the reporting period, broken down by type of organization.</p>
<p>Institutionalize the project through the participation in process evaluation activities, the development of community response protocols, Memoranda of Understanding, training materials and other resources that may be disseminated by OVC to the victims' field and allied professionals.</p>	<p>Participation with NIJ funded process evaluation.</p> <p>The percentage of deliverables completed in accordance with proposed time task plan.</p>	<p>Number of meetings and conference calls with the designated NIJ evaluator during this report period.</p> <p>The total number of deliverables due for completion during the report period, broken down by type (reports, protocols, MOUs, training materials, etc.)</p> <p>The total number of deliverables completed on time.</p>

## How to Apply

Grants Management System Instructions. Applications must be submitted through OJP's online Grants Management System (GMS). To access the system, go to <https://grants.ojp.usdoj.gov>. Applicants must register with GMS and apply on-line for the funding opportunity titled *OVC FY09 Services for Domestic Minor Victims of Human Trafficking*. Applicants should begin the process a few weeks prior to the GMS registration deadline, especially if this is the first time they have used the system. For a step-by-step guide, visit <http://www.ojp.gov/gmscbt/> and refer to the section entitled "External Overview: Locating & Applying for Funding Opportunities." For additional assistance, call the GMS Help Desk at 1-888-549-9901 from 7:00 a.m. to midnight Eastern Time Monday to Friday.

**Note: OJP will not review any application whose attachments are in Microsoft Vista or Microsoft 2007 format.** Applications submitted via GMS must be in the following formats: Microsoft Word (\*.doc), Word Perfect (\*.wpd), Microsoft Excel (\*.xlm), PDF files (\*.pdf), or Text Documents (\*.txt). GMS is not yet compatible with Vista and cannot yet process Microsoft Word 2007 documents saved in the new default format with the extension ".docx." Please ensure the documents you are submitting are saved using "Word 97-2003 Document (\*.doc)" format. Additionally, GMS does not accept executable file types as application attachments. These disallowed file types include, but are not limited to, the following extensions: ".com," ".bat," ".exe," ".vbs," ".cfg," ".dat," ".db," ".dbf," ".dll," ".ini," ".log," ".ora," ".sys," and ".zip."

**CFDA Number:** The Catalog of Federal Domestic Assistance (CFDA) number for this solicitation is 16.320 titled "Services for Trafficking Victims".

**A DUNS number is required:** The Office of Management and Budget requires that all businesses and nonprofit applicants for federal funds include a DUNS (Data Universal Numbering System) number in their application for a new award or renewal of an award. Applications without a DUNS number are incomplete. A DUNS number is a unique nine-digit sequence recognized as the universal standard for identifying and keeping track of entities receiving federal funds. The identifier is used for tracking purposes and to validate address and point of contact information for federal assistance applicants, recipients, and subrecipients. The DUNS number will be used throughout the grant life cycle. Obtaining a DUNS number is a free, simple, one-time activity. Obtain one by calling 1-866-705-5711 or by applying online at <http://www.dnb.com/us/>. Individuals are exempt from this requirement.

**Central Contractor Registration (CCR) is required:** In addition to the DUNS number requirement, OJP requires that all applicants (other than individuals) for federal financial assistance maintain current registrations in the Central Contractor Registration (CCR) database. The CCR database is the repository for standard information about federal financial assistance applicants, recipients, and subrecipients. Organizations that have previously submitted applications via Grants.gov are already registered with CCR, as it is a requirement for Grants.gov registration. Please note, however, that applicants must update or renew their CCR registration at least once per year to maintain an active status. Information about registration procedures can be accessed at [www.ccr.gov](http://www.ccr.gov).

## What an Application Must Include:

This section provides specific detail about the required information that must be included in an application.

### Application for Federal Assistance (SF-424)

**Program Narrative:** The program narrative should not exceed 25 doubled-spaced pages in 12-point font with 1-inch margins and must include six separate sections: Project Abstract, Problem Statement, Project Goals and Objectives, Project Design/Implementation Plan, Organizational Capability and Project Management, and Plans for Measuring Progress and Outcomes. Each section is described below.

*Please note that the time-task plan is not included in the 25-page limit, and may be submitted as a separate attachment. The plans for training and evaluation may also be submitted as separate attachments.*

- **Project Abstract:** The application should include a one-page summary that describes the purpose of the project, goals and objectives, and activities that will be implemented to achieve the project's goals and objectives, methods, and outcomes. The summary must include a specific statement of the jurisdiction or community in which project activities will be implemented.
- **Problem Statement:** The problem statement must provide strong rationale for the project and clearly describe the applicant's awareness of incidents of sex and labor trafficking involving domestic minors in the jurisdiction or community in which the project will be focused. Applicants must document existing services and related initiatives within their jurisdiction and document the status of the current community response to trafficking victims under the age of 18. The applicant must demonstrate how the proposed comprehensive services initiative will address the goals of this program, including the need coordinate existing resources and address gaps in critical services within a specific geographic area.
- **Project Goals and Objectives:** The applicant must specify the goals and objectives of the project and the specific jurisdiction or community in which project activities will be implemented. The objectives should describe the steps necessary to reach the goals and how the goals will be accomplished. The goals and objectives must be clearly specified, relate directly to the problem statement, and should focus on the (1.) provision of a comprehensive array of timely and high-quality services, to victims of sex and labor trafficking who are U.S. citizens or lawful permanent residents under the age of 18; (2.) development, enhancement, or expansion of a community response to domestic minor victims of all forms of human trafficking; and (3.) production of a final report, including final versions of documents used to implement the project, which could be disseminated through OVC to the victims' field.
- **Project Design/Implementation Plan:** The project design and implementation plan must describe the project strategy and discuss how the strategy will address the identified problems and support the goals and objectives. The applicant's strategy or design must include a detailed description of how each of the services listed on page 12 will be provided, either in-house through specific project partners, to domestic minor



victims of human trafficking. For services to be provided by project partners, the applicant must name the project partner that will provide the specific services, and include, as an attachment to the application, an MOU, letter of intent, or draft sub-contract with a description of the fee structure and cost to the grant for each service. Applications that do not demonstrate the ability of project staff and/or subcontractor partners' staff to provide the full range of comprehensive services will not be favorably considered.

The comprehensive service model must include a plan to provide intensive case management to the domestic minor victim regardless of placement in foster care, group home, detention facility or reunification with family. The applicant's plan must include working collaboratively with child welfare, juvenile justice systems, law enforcement, and system and non-system based victim service organizations that focus on child and youth victimization. Applicants must demonstrate their ability to work in coordination with other initiatives related to trafficking in persons that may be funded within the geographic area impacted by the proposal.

**Training:** The applicant must dedicate a minimum of five percent (5%) of the total project budget to support training activities as described on page 13 of this solicitation. The applicant must document that training on trafficking of domestic minors will be provided to all organizations that will be involved in providing direct services to victims through this project.

The plan for training must be clearly outlined in the project strategy and corresponding costs must be clearly indicated in the Budget Detail Worksheet as described on pages 22 and 23 of this solicitation. The training plan provided at the time of application must include (1.) plans for the use of existing training materials and/or the development or enhancement of training materials to ensure that materials are specific to issue of identification of and services to victims of sex and labor trafficking under the age of 18, (2.) a detailed discussion of project partners they will work with to develop and deliver substantive training for law enforcement, other first responders, and youth shelters, child welfare programs, juvenile justice, and other service providers, (3.) detail about the approximate number and types of trainings that will be delivered, and (4.) plans for staff professional development opportunities (i.e., attendance at local or national victim assistance or regional or national trafficking conferences.) See "Budget Detail Worksheet" section below for more details about specific costs for training that need to be included in the Budget Detail Worksheet.

**Time-Task Plan:** Applicants must develop a time-task plan that clearly identifies major activities for the duration of the project period. This plan must include the designation of persons responsible for each task, a schedule for the completion of the activities including submission of quarterly and semi annual reports, NIJ evaluation activities (as documented on page 13) and the submission of finished products/ deliverables. In preparing the time-task plan, applicants should make certain that all project activities will occur within the proposed project period. The plan also must provide for the submission of financial and progress reports and the submission of a revised time-task plan within 30 days of the award. Applicants must plan to develop products such as training materials, brochures, or other outreach materials for local dissemination should be aware of the requirement to submit all drafts to OVC for review and approval at least 10 working days in advance of release. In addition, final drafts deliverables intended for

dissemination by OVC must be submitted to OVC within 120 days prior to the end date of the grant.

- **Organization Capability and Project Management:** Organizational capability will be assessed on the basis of (1.) the applicant's described management structure and financial capability; (2.) results of current grant efforts (if applicable); and (3.) the applicant's project management plan and documentation of the professional staff members' unique qualifications to perform their assigned tasks.

Applicants must state their experience with managing federal grants that support direct services to crime victims, and must document their administrative and financial capacity to manage federal grants. If the applicant has other grants to provide services to victims of human trafficking, training on human trafficking for professionals, outreach to trafficking victims or establish trafficking task forces or coalitions, the applicant must describe the scope of each of these grants and describe how activities and data collection on these projects will be tracked separately to avoid duplication.

It is essential that applicants clearly demonstrate the qualifications and experience of their direct service staff and subcontractor partners. Applicant must document that key staff on the project have completed or will complete training in connection with child victims of human trafficking and include documentation that the applicant possesses the requisite staff and subject matter expertise in the area of human trafficking. Applicants must describe how the program will be managed and include an organizational chart or information describing the roles and responsibility of key organizational and functional components and personnel. The applicant must include a detailed staffing structure and a clear plan for the provision of case management for victims enrolled in the project. Key staff, including case managers, must have prior victim service experience or must be under the direct supervision of a senior case manager/project director who has such experience.

Applicants must also include a list of personnel responsible for managing and implementing the major stages of the project. Resumes of key staff should be attached. If additional staff will be hired to complete the project, the applicant should provide a job description and identify the selection criteria for the position. Applicants must include a description of the current and proposed professional staff members' unique qualifications that will enable them to fulfill their grant responsibilities. Applicants should also provide detailed information about staff who have committed to work on the project contingent upon receipt of funding.

- **Plans for Measuring Progress and Outcomes:** The performance measures must be stated in the application as well as a description of how they will collect data to support the performance measures for this grant.

OVC applicants must describe their commitment to participating in the evaluation conducted through the NIJ grant, describe how the program staff plans to collaborate with the evaluation team, and describe how evaluation may aid in the program enhancement. Applicants must describe all resources that will be devoted to participating in the NIJ evaluation, including the identification of staff members and staff time and any other support costs associated with conducting an evaluation. The applicant should plan to submit evaluation information as part of the semiannual

progress report, as well as part of the final report due within 90 days of project completion.

**Privacy Certificate:** OVC and recipients of OVC funding are subject to confidentiality requirements protecting research and statistical information collected that is identifiable to a private person under the DOJ regulations found at 28 CFR Part 22. Identifying characteristics include, but are not limited to, identifiers such as name, address, Social Security number or other identifying number, fingerprints, voiceprints, photographs, genetic information, or any other item or combination of data about a person that could reasonably lead, directly or indirectly, by reference to other information, or to identification of that individual(s). OVC requires recipients of OVC funding to submit a Privacy Certificate prior to engaging in any project activities that involve data collection on individuals through observations, interviews, reports, or review of administrative records, or any project tasks likely to result in the gathering or development of information identifiable to individuals. OVC-funded activities that require a Privacy Certificate prior to conducting the activity include, but may not be limited to, a needs assessment, program evaluation, survey, or focus group interviews. **If the applicant's project includes any activity listed above, the applicant must include a privacy certificate with the application materials submitted.** For sample privacy certificates, visit <http://www.ovc.gov/fund/forms.htm> and view the two model privacy certificates available for adaptation.

**Budget Narrative:** The applicant is required to complete the budget narrative and budget detail worksheet (see description below). The budget narrative justifies or explains each budget item and relates it to project activities. The budget narrative provides justification for all proposed costs and should closely follow the content of the budget detail worksheet. For example, the narrative should explain how fringe benefits were calculated, how travel costs were estimated, why particular items of equipment or supplies must be purchased, and how overhead or indirect costs were calculated. The budget narrative should justify the specific items listed in the budget detail worksheet in all cost categories and demonstrate that all costs are reasonable. Budgets must dedicate adequate and reasonable funding to support services and not dedicate the preponderance of funding to salary/benefits for non-service providing staff and operational costs.

**Budget Detail Worksheet:** The completion of this form is required in support of the budget narrative form described above. The budget detail worksheet must list the cost of each budget item and show how the costs were calculated. For example, costs for personnel should show the annual salary rate and the percentage of time devoted to the project for each employee to be paid through grant funds. The budget detail worksheet should present a complete and detailed itemization of all proposed costs. A template of a fillable PDF budget detail worksheet form, which can be used as a guide to assist you in preparation of the budget detail worksheet and narrative, is available at [http://www.ojp.usdoj.gov/funding/forms/budget\\_detail.pdf](http://www.ojp.usdoj.gov/funding/forms/budget_detail.pdf).

*Note: Total costs specified in the Budget Detail Worksheet must match the total amount on line 15.g of the SF 424.*

- 1) Travel for Required Meetings/Trainings: Applicants should plan to attend meetings and trainings as required by OVC. Applicant must breakout costs associated with travel, lodging, per diem and ground transportation for each of the following OVC required events:

- a. Two persons to attend two OVC Discretionary Grantee Meetings in Washington, D.C.;
  - b. One person to attend one OJP Financial Management Training Seminar sponsored by Office of Justice Programs' (OJP) Office of the Chief Financial Officer (OCFO), unless the grantee has previously attended this seminar. Specific information (such as dates and locations of upcoming OCFO events) can be found at <http://www.ojp.usdoj.gov/training/financial.htm>.
  - c. Two persons to attend two DOJ National Trafficking Conferences, the first conference to be held in Washington D.C. in May 2010. **(This should be labeled as part of the 5% required for training.)**
  - d. One person to participate in two meetings in Washington D.C. with NIJ, OVC, and the NIJ-funded evaluator.
- 2) Program Match: A 25 percent (25%) program match is required. To calculate match based on federal share, divide the total federal share by 3.
  - 3) Training: **OVC requires a minimum of five percent (5%) of the total project cost to be used for training.** Note: For example: if the total cost of this project (federal share plus match) totaled \$1,066,667, then the minimum amount that would be allocated for training activities would be \$53,333. Costs for use of the training and evaluation set asides will be distributed in various categories throughout the budget and each item that should be applied to the set aside should be clearly labeled as "Training". Travel for the purpose of staff professional development can be included as part of the five percent (5%) required for training. The applicant should provide the name of the Conference and conference location, if known.
  - 4) Consultant Rates: Consultant rates may not exceed the maximum of \$450/day or, if paid by the hour, \$56.25/hour for a maximum 8-hour workday. Rates which exceed the maximum rate must be strongly justified by the applicant and approved in writing by OVC after the award is made. Consultants or other providers who are donating the cost of their services as match toward the project are also subject to the \$450/day or \$56.25 per hour limitation.
  - 5) Direct Services for Victims: Applicants must include a specific line item for each direct service provided to victims serviced under the OVC initiative. As stated on page 12, Draft sub-contracts, MOUs, or letters of intent must be included to describe the fee for service or payment structure for services provided.
  - 6) OJP *Financial Guide*: All grantees are required to comply with the regulations and requirements outline in the OJP *Financial Guide*. The *Financial Guide* includes information on allowable costs, methods of payment, audit requirements, accounting systems, and financial records. Copies are available from the Department of Justice Resource Center (1-800-421-6770) and also through the OJP Web site at <http://www.ojp.usdoj.gov/finguide06/index.htm>. This document will govern the administration of funds by all successful applicants and their contractors.

- 7) Indirect Cost Rate Agreement (if applicable): Indirect costs are allowed provided the applicant has a federally approved indirect cost rate agreement. A copy of the federally approved indirect cost rate agreement should be provided as an attachment to the application.

**Other Program Attachments:** Remaining attachments include the following materials:

- **Résumés of Key Personnel:** For positions that are vacant, provide job descriptions outlining roles and responsibilities and provide the selection criteria for the proposed new positions (required).
- **MOUs/Contracts/Letters of Support** must be provided to document payment structures with organizations that will be providing direct services to clients served under this grant (required).
- **A Detailed Time-Task plan** must be provided (required).
- **A Privacy Certificate** must be provided (required).
- **Financial Capability Questionnaire:** Applicants that are nonprofit or commercial organizations, and have never received any grants from OJP, are required to complete the Financial Capability Questionnaire form. The form must be submitted along with a copy of the organization's most recent audited Financial Statements (review if audited Financial Statements are not available). This form is available at <http://www.ojp.usdoj.gov/funding/forms.htm> under Accounting System and Financial Capability Questionnaire.
- **Other attachments** as needed (if applicable).

## Selection Criteria

The section entitled "What an Application Must Include", detailed above, provides the required information that will serve as the selection criteria of this project. Each section of the application will be evaluated using the weighted percentages below.

- **Problem(s) To Be Addressed and Goals and Objectives (15%)**
- **Project Design/Implementation Plan (30%)**
- **Organizational Capability and Project Management (30%)**
- **Plan for Measuring Progress and Outcomes (10%)**
- **Budget and Budget Narrative (15%)**

## Review Process

OJP is committed to ensuring a standardized process for awarding grants. The Office for Victims of Crime reviews the application to make sure that the information presented is reasonable, understandable, measurable, and achievable, as well as consistent with program or legislative requirements as stated in the solicitation.

Peer Reviewers will be reviewing the applications submitted under this solicitation as well. The Office for Victims of Crime may use either internal peer reviewers, external peer reviewers or a combination of both to review the applications under this solicitation. An external peer reviewer is an expert in the field of the subject matter of a given solicitation who is NOT a current U.S. Department of Justice employee. An internal reviewer is an expert in the field of the subject matter of a given solicitation who is a current U.S. Department of Justice employee. Applications will be screened initially to determine whether the applicant meets all eligibility requirements. Only applications submitted by eligible applicants that meet all other requirements (such as timeliness, proper format, and responsiveness to the scope of the solicitation) will be evaluated, scored, and rated by a peer review panel. Peer reviewers' ratings and any resulting recommendations are advisory only. In addition to peer review ratings, considerations may include, but are not limited to, underserved populations, strategic priorities, past performance, and available funding.

After the peer review is finalized, the Office of the Chief Financial Officer (OCFO), in consultation with OVC, conducts a financial review of all potential discretionary awards and cooperative agreements to evaluate the fiscal integrity and financial capability of applicants; examines proposed costs to determine if the budget and budget narrative accurately explain project costs; and determines whether costs are reasonable, necessary, and allowable under applicable federal cost principles and agency regulations. OCFO also reviews the award document and verifies the OJP Vendor Number.

Absent explicit statutory authorization or written delegation of authority to the contrary, all final grant award decisions will be made by the Assistant Attorney General, who may also give consideration to factors including, but not limited to, underserved populations, strategic priorities, past performance, and available funding when making awards.

## Additional Requirements

Successful applicants selected for award must agree to comply with additional applicable requirements prior to receiving grant funding. We strongly encourage you to review the list below pertaining to these additional requirements prior to submitting your application. Additional information for each can be found at [http://www.ojp.usdoj.gov/funding/other\\_requirements.htm](http://www.ojp.usdoj.gov/funding/other_requirements.htm).

- Civil Rights Compliance
- Funding to Faith-Based Organizations
- Confidentiality and Human Subjects Protection
- Anti-Lobbying Act

- Financial and Government Audit Requirements
- National Environmental Policy Act (NEPA)
- DOJ Information Technology Standards
- Single Point of Contact Review
- Non-Supplanting of State and Local Funds
- Criminal Penalty for False Statements
- Compliance with Office of Justice Programs [Financial Guide](#)
- Suspension or Termination of Funding
- Nonprofit Organizations
- For-Profit Organizations
- Government Performance and Results Act (GPRA)
- Rights in Intellectual Property
- Federal Funding Accountability and Transparency Act (FFATA) of 2006

### **Grants versus Cooperative Agreements**

Cooperative agreements are used when substantial collaboration is anticipated between OVC and the award recipient during performance of the proposed activities.

Responsibility for general oversight and redirection of the project, if necessary, rests with OVC. OVC will review and approve all activities in the requirements under the various stages, as enumerated in the solicitation. This includes review and approval in a timely manner of all key personnel selections, consultants, assessments, plans, instruments, manuals, and documents developed or identified for use during the project, with suggestions for modifications. Responsibility for the coordination of topics addressed or services rendered will be shared by OVC and the recipient. Where appropriate, the recipient will act jointly with OVC to determine modifications to the program plan or budget, and design data collection instruments. In executing this responsibility, OVC requires that its program specialist meet periodically with the recipient (as determined by OVC) throughout the life of the project to discuss project activities, plans, problems, and solutions. Responsibility for the day-to-day conduct of the project rests with the recipient. This specifically includes operations, data collection, analysis, and interpretation.