

UNITED STATES DEPARTMENT  
OF  
**JUSTICE**



American Recovery and Reinvestment Act of 2009

Office on Violence Against Women

Program-Specific Plan for  
Management of Recovery Act Funds

May 15, 2009

## INTRODUCTION

The Department of Justice's (Department) Office on Violence Against Women (OVW) received \$225 million of the Federal aid issued through the American Recovery and Reinvestment Act of 2009 (Recovery Act). OVW will distribute the Recovery Act funds by awarding formula and discretionary grants to local governments, including Indian tribal governments, as well as private and nonprofit organizations throughout the country to reduce violence against women and administer justice for, and strengthen services to, all victims of domestic violence, dating violence, sexual assault, and stalking. The following is a list of the five OVW grant programs receiving Recovery Act funds:

- Grants to Indian Tribal Governments Program – \$20.8 million
- Grants to State Sexual Assault and Domestic Violence Coalitions Program – \$8.75 million
- STOP Violence Against Women Formula Grant Program – \$140 million
- Transitional Housing Assistance Grants for Victims of Domestic Violence, Dating Violence, Stalking, or Sexual Assault – \$43 million
- Tribal Domestic Violence and Sexual Assault Coalitions Grant Program – \$2.8 million

## PURPOSE

This document serves as OVW's plan for implementing the requirements of the Recovery Act and managing the funding received through the Act. As required by Office of Management and Budget (OMB) guidance, *Updated Implementing Guidance for the American Recovery and Reinvestment Act of 2009*, each agency receiving Recovery Act funds must submit program-specific plans detailing the implementation strategy specific to the programs funded through the Act. The purpose of these plans is to assist in the achievement of program-specific objectives, as well as the following broad Recovery Act objectives:

- Funds are awarded and distributed in a prompt, fair, and reasonable manner;
- The recipients and uses of all funds are transparent to the public, and the public benefits of these funds are reported clearly, accurately, and in a timely manner;
- Funds are used for authorized purposes, and the potential for fraud, waste, error, and abuse are mitigated;
- Projects funded through the Act avoid unnecessary delays and cost overruns; and
- Program goals are achieved, including specific program outcomes and improved results on broader economic indicators.

This Program-Specific Plan sets forth the key aspects of OVW's five Recovery Act-funded programs. The body of the document describes the oversight and management activities that are applicable to all programs, such as methods and tools for ensuring transparency and accountability, carrying out monitoring and evaluation activities, and measuring performance. The key aspects specific to each program, such as program objectives, type of financial awards, and planned milestones, are provided in the Appendix to this document. This plan supplements the Department's *Agency Plan for Management of Recovery Act Funds*, which addresses the following key accountability mechanisms:

- Governance Structure
- Communications Strategy
- Risk Identification and Management
- Internal Control Assessment
- Performance Monitoring
- Corrective Action Implementation

## PROGRAM OBJECTIVES AND ACTIVITIES

OVW's main objective in its implementation of the Recovery Act is to provide the necessary resources, through the use of grants, to develop the nation's capacity to reduce domestic violence, dating violence, sexual assault, and stalking by strengthening services to victims and holding offenders accountable for their actions. These funds are intended to support local governments and private organizations with similar objectives and, in addition, create and retain jobs across the nation. The following is a list of OVW's program-specific objectives that Recovery Act funding will help to achieve:

- Promote a coordinated, multidisciplinary approach to enhancing advocacy and improving the criminal justice system's response to violent crimes against women.
- Encourage the development and improvement of effective law enforcement and prosecution strategies to address violent crimes against women and the development and improvement of advocacy and services in cases involving violent crimes against women.
- Provide direct support to member rape crisis centers and domestic violence shelters through funding, training and technical assistance, public awareness, and public policy advocacy.
- Provide assistance to individuals who are homeless or in need of transitional housing or other housing assistance as a result of fleeing a situation of domestic violence, dating violence, sexual assault, or stalking, and for whom emergency shelter services or other crisis intervention services are unavailable or insufficient.
- Enhance the ability of tribes to respond to violent crimes against Indian women, enhance victim safety, and develop education and prevention strategies.
- Build the capacity of survivors, advocates, Indian women's organizations, and victim service providers to form nonprofit, nongovernmental tribal domestic violence and sexual assault coalitions to end violence against American Indian and Alaska Native women.

## FINANCIAL AWARDS – RECIPIENTS AND BENEFICIARIES

OVW will distribute financial awards through formula and discretionary grants. These grants will be awarded to state, local, and tribal law enforcement agencies to:

- improve the capacity of communities to maintain a coordinated response to domestic violence, dating violence, sexual assault, and stalking;
- increase the number of professionals trained to respond to such violence against women; and
- increase the percentage of victims of violence against women who request and receive services from OVW-funded grant programs.

## PLANNED MILESTONES

The following table provides the planned completion dates for the significant activities associated with OVW's overall distribution of Recovery Act funds. The planned milestones specific to OVW's five Recovery Act-funded programs are provided in the Appendix.

Significant Activities	Planned Completion Dates
First OVW Recovery Act grant program solicitation was issued	03/06/2009
First OVW Recovery Act grant was awarded	04/24/2009
Achieve job creation goals	09/30/2012

## MEASURES

OVW will use the following measures to track progress against achievement of Recovery Act and program-specific objectives for all five programs funded through the Act. The OVW Director will be accountable for each of these measures.

- *Number of jobs created and/or preserved due to Recovery Act funding.*  
This represents an unduplicated count of the number of jobs that were created and/or preserved as a result of the funds provided by the Recovery Act. This data should be reported for each position only once during the grant period. A job can include full-time, part-time, contractual, or another employment relationship. This outcome will be measured annually, and an initial increase in the number of jobs created and/or preserved is expected. The number of jobs created and/or preserved is anticipated to be 145 in FY 2009, 2300 in FY 2010, and 9 in FY 2011.
- *Percent of funds outlaid.*  
The percent of funds outlaid is the rate of grantee drawdown against appropriated funds. This drawdown creates the outlay and is recorded in OVW's accounting system as a payment made to grantees. This efficiency measure will be measured quarterly, and an initial increase in the percent of funds outlaid is expected. The percent of funds outlaid is anticipated to be 20 percent in FY 2009, 55 percent in FY 2010, and 25 percent in FY 2011.

## MONITORING AND EVALUATION

Grant monitoring and evaluation are critical aspects of all OVW grant programs. In order to monitor the success of OVW's five Recovery Act-funded programs, an assessment will be conducted of all grantees against standardized grant and Recovery Act risk factors. All grantees will be assigned a risk rating based on an assigned point value for each standardized risk factor. Based on a cumulative rating, grantees will be given a monitoring priority of low, medium, or high. In the application review process, grantees who receive a high rating may be ineligible to receive an award or may receive special conditions on the award, as well as be identified for a higher level of monitoring. OVW will conduct an on-site visit of those grantees deemed high risk.

OVW requires all discretionary grantees to submit semi-annual program progress reports. The STOP Formula Grant Program recipients and sub-grantees must submit annual progress reports that include details on the use of funds by the grantee/sub-grantee, which are reviewed by OVW program managers to ensure compliance with program requirements. In addition, all grantees must submit quarterly financial reports, which are reviewed by the Office of Justice Programs (OJP), Office of the Chief Financial Officer (OCFO).

Currently the OJP OCFO conducts reviews of each grantee's use of funds via quarterly financial reports and/or on-site audits. OVW works in collaboration with OJP OCFO to develop an action plan when programmatic monitoring raises concerns about grantees' use of funds. In addition, OVW plans to conduct on-site monitoring of at least 10 percent of all Recovery Act grantees, as well as provide one-on-one interaction and monitoring of grantees during technical assistance meetings and grant program conferences.

OVW utilizes programmatic tools, such as financial status reports, progress reports, grant change requests (budget modifications and no-cost extensions), and product and training approval requests, to ensure grant funds are being expended in accordance with grant program requirements. These tools, when used effectively, can highlight potential misuse of funds and will trigger additional action if needed.

## **TRANSPARENCY, ACCOUNTABILITY, AND BARRIERS TO EFFECTIVE IMPLEMENTATION**

OVW management is committed to achieving both the transparency and accountability objectives of the Recovery Act. OVW's current method of ensuring transparency and accountability for all of its grant programs requires operational and financial reports to be submitted by all grantees on a regular basis. Discretionary grant programs grantees are required to submit detailed semi-annual progress reports through the OJP Grants Management System (GMS). Grantees and sub-grantees of the STOP Formula Grant Program are required to submit detailed annual progress reports directly to OVW. After review and approval of grantee reports, OVW transmits these data, as well as sub-grantee data, to the Muskie School of Public Service's Catherine E. Cutler Institute for Child and Family Policy (the Muskie School) for further review and analysis. The Muskie School develops 6-month reports with aggregate data for each OVW discretionary grant program and assists OVW in drafting biennial Reports to Congress regarding all OVW programs, including the STOP Formula Grant Program.

The reports developed by the Muskie School every 6 months are made available on the Muskie School's website at <http://muskie.usm.maine.edu/vawamei/summaryreports.htm>. OVW's Reports to Congress are available at <http://www.ovw.usdoj.gov/reports-congress.htm>, as well as on the Muskie School's website at <http://muskie.usm.maine.edu/vawamei/ovwrptcongress.htm>. In both the 6-month summary reports and the Reports to Congress, OVW provides data aggregated on the program level. As a general rule, OVW does not make publicly available disaggregated grantee performance information. OVW will release individual grantee reports in response to Freedom of Information Act (FOIA) requests, once any requested reports have been carefully reviewed to redact any confidential or victim-identifying information.

To facilitate transparency, OVW established unique accounting codes so that its Recovery Act-funded obligations can be easily distinguished in the Department's Financial Management Information System (FMIS2) from obligations funded by other appropriations. In addition, the grant numbering system for Recovery Act awards will use unique identifying information to indicate Recovery Act funding.

OVW has taken steps to mitigate the additional risks attributed to its increased workload by reviewing and enhancing, where necessary, its business process controls covering Recovery Act funding. In addition, as part of its ongoing risk management process, OVW intends to successfully manage increased responsibilities related to grants oversight and monitoring by coordinating with and leveraging the efforts of other Departmental internal review and oversight organizations.

## **FEDERAL INFRASTRUCTURE INVESTMENT REQUIREMENTS**

The Recovery Act imposes numerous requirements on funds used for infrastructure investments. For all Recovery Act-funded programs, OVW has a Categorical Exclusion to the National Environmental Policy Act (NEPA) under Appendix D to 28 CFR Part 61, for "minor renovation projects" that do not "change the basic prior use of a facility or significantly change the size." OVW grant programs, with the exception of the Grants to Indian Tribal Governments Program and the Transitional Housing Assistance Grant Program, do not allow any renovations or construction; therefore, Environmental Review Compliance is not applicable for those programs. For the Transitional Housing Assistance Grant Program, OVW will only allow renovations that fit within the existing Categorical Exclusion, so no further NEPA analysis will be necessary.

Some OVW awards within the Grants to Tribal Governments Program may require specific analysis under NEPA and other related Federal laws (e.g., 42 USC section 4321, et seq.). This grant program permits grantees to use funds for renovations. Under this program, grantees with renovations that do not

U.S. Department of Justice  
OVW Program-Specific Plan for Management of Recovery Act Funds

fit within the Categorical Exclusion will be required to conduct Environmental Assessments. Any required Environmental Impact statements will be prepared as well. For all grants with renovations, OVW will work with the State or Tribal Historic Preservation Office for approval of the project. OVW will also work with Departmental organizations, such as the Justice Management Division's Facilities Staff, to ensure grant agreements include terms to ensure environmental requirements are met.

## Appendix – Key Aspects Specific to OVW’s Five Recovery Act-Funded Programs

### 1. STOP Violence Against Women Formula Grant Program (STOP Program)

#### A. *Program Objectives and Activities*

The purposes of the STOP Program are to enhance offender accountability in cases involving domestic violence, dating violence, sexual assault, and stalking; to increase the availability of services for victims of these crimes; and to support communities in their efforts to develop and strengthen effective law enforcement, prosecution, and court responses to these crimes.

OVW encourages states to target Recovery Act funding to hiring and retaining criminal justice and victim services personnel, as well as supporting other strategies that create and preserve jobs and promote economic growth while improving responses to domestic violence, dating violence, sexual assault, and stalking. STOP Program funding may not be used for lobbying, fundraising, research, construction, or renovations. In addition, OVW strongly discourages projects that include activities that may compromise victim safety.

#### B. *Financial Awards – Recipients and Beneficiaries*

Financial awards will be distributed primarily in the form of formula grants with a much smaller amount distributed as project grants. In general, for the purposes of this program, OVW is authorized to make grants to, or enter into contracts or cooperative agreements with, states (including territories). The primary beneficiaries of OVW’s Recovery Act awards will be communities that receive funding and victims of domestic violence, sexual assault, dating violence, and stalking.

#### C. *Planned Milestones*

The following table provides the planned completion dates for the significant activities associated with the distribution of Recovery Act funds for the STOP Program.

Significant Activities	Planned Completion Dates
Solicitations for STOP Formula Posted	3/06/2009
Solicitations for STOP Formula Closed	3/24/2009
Grant Award Process Completed	9/30/2009

### 2. Grants to State Sexual Assault and Domestic Violence Coalitions Program (State Coalitions Program)

#### A. *Program Objectives and Activities*

The purpose of this program is to enhance the capacity of state sexual assault and domestic violence programs to provide technical assistance to member victim service programs and to hire or retain coalition program staff.

This program funds three types of statewide coalitions – sexual assault, domestic violence, and dual. Statewide sexual assault coalitions provide direct support to member rape crisis centers through funding, training and technical assistance, public awareness activities, and public policy advocacy (e.g., state coalitions might work with law enforcement, prosecution, and faith-based and community organizations to enhance their responses to victims of sexual assault). Statewide domestic violence coalitions provide comparable support to member battered women's shelters and other domestic violence victim service providers. Dual coalitions provide both types of support to a membership that includes both domestic and sexual violence service providers. State Coalitions Program funding may not be used for lobbying, fundraising, research, direct services for victims, construction, renovations, grant writing, sexual assault forensic examiner projects, or child abuse-related activities. In addition, funds may not be used for activities that may compromise victim safety.

*B. Financial Awards – Recipients and Beneficiaries*

Financial awards made under this program will be distributed in the form of project grants. In general, for the purposes of this program, OVW is authorized to make grants to, or enter into contracts or cooperative agreements with, private nonprofit institutions/organizations.

The primary beneficiaries of OVW's Recovery Act awards will be communities that receive funding and victims of domestic violence, sexual assault, dating violence, and stalking.

*C. Planned Milestones*

The following table provides the planned completion dates for the significant activities associated with the distribution of Recovery Act funds for the State Coalitions Program.

Significant Activities	Planned Completion Dates
Solicitations for State Coalitions Programs Posted	3/06/2009
Solicitations for State Coalitions Programs Closed	3/24/2009
Start Grant Awards for State Coalitions Programs	4/30/2009
Grant Award Process Completed	9/30/2009

**3. Transitional Housing Assistance Grants for Victims of Domestic Violence, Dating Violence, Stalking, or Sexual Assault**

*A. Program Objectives and Activities*

The purpose of this program is to increase the availability of transitional housing, short-term housing assistance, and related support services for victims of domestic violence, dating violence, sexual assault, and stalking. Transitional housing programs will meet the goals of the Recovery Act through employing victim advocates and other personnel to assist victims, renovating housing for victims, offering additional housing units, and increasing job opportunities for victims through training, education, and other support services. Transitional Housing Assistance funding may not be used for lobbying; fundraising; research; serving victims of elder neglect, elder caregiver abuse, child abuse, and other family violence; mandatory support services; and prevention activities.

Funding may only be used for limited legal assistance, minor renovations, serving victims and their dependents who are homeless or in need of transitional housing as a result of fleeing abuse and for whom emergency shelter services or other crisis intervention services are unavailable or insufficient, and direct

services to children when those services are ancillary to serving a victim. In addition, funds may not be used for activities that may compromise victim safety.

*B. Financial Awards – Recipients and Beneficiaries*

Financial awards made under this program will be distributed primarily in the form of project grants with a much smaller amount distributed as cooperative agreements. In general, for the purposes of this program, OVW is authorized to make grants to, or enter into contracts or cooperative agreements with, states, counties, cities or townships, federally recognized Indian tribal governments, and private nonprofit institutions/organizations. The primary beneficiaries of these funds will be fund recipients, victims of crime, and the general public.

*C. Planned Milestones*

The following table provides the planned completion dates for the significant activities associated with the distribution of Recovery Act funds for the Transitional Housing Assistance Grant Program.

Significant Activities	Planned Completion Dates
Solicitations for Transitional Housing Program Posted	3/12/2009
Solicitations for Transitional Housing Program Closed	4/08/2009
Peer Review for Transitional Housing Program	4/24/2009
Grant Awards for Transitional Housing Program	9/30/2009

**4. Grants to Indian Tribal Governments Program (Tribal Governments Program)**

*A. Program Objectives and Activities*

The purpose of this program is to enhance the ability of tribes to address violence against Indian women. These grants support a broad spectrum of activities intended to strengthen the capacity of Indian tribes to respond to violence against Indian women, including providing services to victims and ensuring offender accountability. The grants will help grantees to hire new personnel, develop databases, renovate housing, and help victims achieve economic independence. Tribal Governments Program funding may not be used for lobbying, fundraising, research, investigating or prosecuting child sexual abuse, or providing services for child victims of sexual assault or stalking where those services are not related to a domestic violence incident. In addition, funds may not be used for activities that may compromise victim safety.

*B. Financial Awards – Recipients and Beneficiaries*

Financial awards made under this program will be distributed primarily in the form of project grants with a much smaller amount distributed as cooperative agreements. In general, for the purposes of this program, OVW is authorized to make grants to, or enter into contracts or cooperative agreements with, states and federally recognized Indian tribal governments or their designees. The primary beneficiaries of these awards will be federally recognized Indian tribal governments and their communities.

*C. Planned Milestones*

The table on the following page provides the planned completion dates for the significant activities associated with the distribution of Recovery Act funds for the Tribal Governments Program.

Significant Activities	Planned Completion Dates
Solicitations for Tribal Governments Posted	3/13/2009
Solicitation for Tribal Governments Closed	4/09/2009
Internal Review of Tribal Governments Applications	4/24/2009
Grant Awards for Tribal Governments	9/30/2009

## 5. Tribal Domestic Violence and Sexual Assault Coalitions Grant Program (Tribal Coalitions Program)

### A. Program Objectives and Activities

The purpose of this program is to enhance the capacity of tribal sexual assault and domestic violence programs to provide technical assistance to member victim service programs and tribes, and to hire or retain coalition program staff. These grants will support increasing awareness of domestic violence and sexual assault against American Indian and Alaska Native women; enhancing the response to violence against American Indian and Alaska Native women at the tribal, Federal, and state levels; and identifying and providing technical assistance to coalition membership and tribal communities to enhance access to essential services for American Indian women victimized by domestic and sexual violence. Tribal Coalitions Program funding may not be used for lobbying, fundraising, research, addressing child abuse outside the context of domestic violence and/or sexual assault, construction, or renovations. In addition, funds may not be used for activities that may compromise victim safety.

### B. Financial Awards – Recipients and Beneficiaries

Financial awards made under this program will be distributed primarily in the form of project grants with a much smaller amount distributed as cooperative agreements. In general, for the purposes of this program, OVW is authorized to make grants to, or enter into contracts or cooperative agreements with, private nonprofit institutions/organizations. The primary beneficiaries of these Recovery Act awards include state and local governments, federally recognized Indian tribal governments, U.S. territories, individuals/families, and Indian/Native American tribal governments.

### C. Planned Milestones

The following table provides the planned completion dates for the significant activities associated with the distribution of Recovery Act funds for the Tribal Coalitions Program.

Significant Activities	Planned Completion Dates
Solicitations for Tribal Coalitions Program Posted	3/13/2009
Solicitations for Tribal Coalitions Program Closed	4/08/2009
Internal Review of Tribal Coalitions Applications	4/21/2009
Grant Awards for Tribal Coalitions Program	9/30/2009