



Effectiveness of the Program to Prepare Communities for Complex Coordinated Terrorist Attacks and the Countering Violent Extremism Grant Program

June 26, 2018

Fiscal Year 2017 Report to Congress



**Homeland
Security**

Federal Emergency Management Agency

Message from the Administrator

June 26, 2018

I am pleased to present the following report, “Effectiveness of the Program to Prepare Communities for Complex Coordinated Terrorist Attacks and the Countering Violent Extremism Grant Program,” which has been prepared by the Federal Emergency Management Agency (FEMA).



The report was compiled pursuant to language in Senate Report 114-264 accompanying the Fiscal Year 2017 Department of Homeland Security (DHS) Appropriations Act (P.L. 115-31). Recent events have demonstrated that the threat of a terrorist attack haunts every community in our country. In the effort to achieve the National Preparedness Goal, FEMA seeks to enhance preparedness by assisting our communities to attain the core capabilities needed to prevent, protect, respond, mitigate, and recover from a complex coordinated terrorist attack (CCTA) and to prevent and intervene in the process of violent extremist radicalization and recruitment.

Although the awards made under the CCTA and Countering Violent Extremism Grant Programs are still in the early stages of their performance periods, this report will provide the congressional requesters with sufficient information to provide a level of confidence that DHS has constructed the grant programs with effective programmatic and financial oversight and monitoring, as well as a mechanism and methodology that will provide an analysis of its effectiveness throughout and at the conclusion of the performance period.

Pursuant to congressional requirements, this report is being provided to the following Members of Congress:

The Honorable Kevin Yoder
Chairman, House Appropriations Subcommittee on Homeland Security

The Honorable Lucille Roybal-Allard
Ranking Member, House Appropriations Subcommittee on Homeland Security

The Honorable Shelley Moore Capito
Chairman, Senate Appropriations Subcommittee on Homeland Security

The Honorable Jon Tester
Ranking Member, Senate Appropriations Subcommittee on Homeland Security

Inquiries relating to this report may be directed to me at (202) 646-3900.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Brock Long', with a long horizontal flourish extending to the right.

Brock Long
Administrator
Federal Emergency Management Agency



Effectiveness of the Program to Prepare Communities for Complex Coordinated Terrorist Attacks and the Countering Violent Extremism Grant Program

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I. Legislative Language

This document has been compiled pursuant to language set forth in Senate Report 114-264 accompanying the Fiscal Year (FY) 2017 Department of Homeland Security (DHS) Appropriations Act (P.L. 115-31).

Senate Report 114-264 states:

In Public Law 114–113, the Congress provided \$50,000,000 to the Secretary for emergent threats from violent extremism and from complex, coordinated terrorist attacks. FEMA will execute \$40,000,000 of those funds focusing on the latter threat, \$1,000,000 through Joint Counterterrorism Awareness Workshops and \$39,000,000 through competitive grants. In support of the Office of Community Partnerships [OCP], FEMA will award \$10,000,000 to more directly build community partnerships necessary to support efforts for countering violent extremism [CVE]. As funded projects begin to bear useful best practices and new approaches, FEMA and OCP shall make the information available in a usable format to other communities. Sharing information will allow communities to develop more effective projects. The funds have 2-year availability to allow careful consideration of the path forward. FEMA is directed to provide a report no later than 180 days after the final grant award for these grants that evaluates the effectiveness of each program and identifies remaining gaps.

II. Program to Prepare Communities for Complex Coordinated Terrorist Attacks

A. Introduction

As new threats and hazards emerge, communities need to assess their risk and take the necessary steps to prepare. From 2008 to present, recent terrorist incidents, such as those in Boston, Massachusetts; Nairobi, Kenya; San Bernardino, California; Paris, France; and Brussels, Belgium, highlight the emergence of a more recent threat known as complex coordinated terrorist attacks (CCTA). The emergence of these types of threats represents a need for communities to work toward strengthening their capabilities in order to prepare for, prevent, and respond to a CCTA.

In FY 2016, Congress appropriated \$50 million to the Secretary of Homeland Security to address emergent threats from violent extremism and from CCTAs. Congress further directed the Federal Emergency Management Agency (FEMA) to execute \$40 million of those funds focusing on the CCTA threat, \$1 million through Joint Counterterrorism Awareness Workshops, and \$39 million through a competitive grant process. On December 7, 2016, the Notice of Funding Opportunity (NOFO) for the CCTA Grant Program was released, and on July 13, 2017, the 29 grant award recipients were announced.

B. Background

The FY 2016 Program to Prepare Communities for Complex Coordinated Terrorist Attacks (CCTA Program) provides funding to local, state, tribal, and territorial jurisdictions of different types, sizes, and capabilities to improve their ability to prepare for, prevent, and respond to CCTAs in collaboration with the whole community.

CCTAs are acts of terrorism that involve synchronized and independent teams at multiple locations sequentially or in close succession, initiated with little or no warning, and employing one or more weapon systems: firearms, explosives, fire as a weapon, and other nontraditional attack methodologies that are intended to result in large numbers of casualties. These attacks represent an evolving and dynamic terrorist threat, shifting from symbolic, highly planned, and structured Al Qaeda-style attacks (terrorist-directed) focused on high-visibility targets to threats that are more diffuse, difficult to detect, and less costly to implement (terrorist-inspired).

DHS is responsible for implementing the National Preparedness System, the instrument that the Nation employs to build, sustain, and deliver core capabilities in order to achieve the National Preparedness Goal of a secure and resilient Nation. Complex and far-reaching threats and hazards require a collaborative and whole community approach to national preparedness that engages individuals, families, communities, private and nonprofit sectors, faith-based organizations, and all levels of government. The guidance, programs, processes, and systems that support each component of the National Preparedness System allow for the integration of

preparedness efforts that build, sustain, and deliver core capabilities and achieve the desired outcomes identified in the National Preparedness Goal. This program is intended to achieve these core capabilities and to further the advancement to attaining the National Preparedness Goal.

The whole community approach of the CCTA Program aims to include individuals and communities, the private and nonprofit sectors, faith-based organizations, and all levels of government (local, regional/metropolitan, state, tribal, territorial, insular area, and federal). The FY 2016 CCTA Program also focuses on developing regional partnerships intended to strengthen the applicant's capacity for building and sustaining capabilities specific to identifying gaps and planning, training, and exercising associated with preparing for, preventing, and responding to a CCTA.

Program Objectives

The FY 2016 CCTA Program objective is to build and sustain capabilities of local, state, tribal, and territorial jurisdictions to enhance their preparedness for CCTAs by achieving the following activities:

- Identifying capability gaps related to preparing for, preventing, and responding to a CCTA.
- Developing and/or updating plans, annexes, and processes to address the identified gaps.
- Training personnel and the whole community to implement the plans and processes and to build needed capabilities.
- Conducting exercises to validate capabilities and identify opportunities for additional corrective action.

Program Priorities

The FY 2016 CCTA Program prioritized projects that incorporated the following factors:

- Develop comprehensive and sustainable approaches to enhance preparedness for CCTAs.
- Develop and advance regional partnerships and whole community collaboration.
- Promote creative, innovative, and replicable approaches to preparing for CCTAs.
- Develop and share lessons learned and best practices associated with preparing for CCTAs between jurisdictions.

History of Accomplishments

On December 7, 2016, the Notice of Funding Opportunity for the CCTA Grant Program was released, with an application deadline of February 10, 2017. On July 13, 2017, the 29 grant award recipients were announced (refer to Section II, paragraph E of this report).

On October 31 and November 1, 2017, FEMA held a CCTA Program kickoff meeting at the Argonne National Laboratory outside of Chicago, Illinois. More than 100 local, state, and federal officials attended, including the grant project leads, the financial reporting leads, and

FEMA regional and headquarters employees. This approach helped FEMA to mitigate the challenges faced by the grant recipients when initiating their projects. Additionally, this strategy helped to enhance federal partnerships further by having the FEMA regions actively involved with the grant awardees from the onset of the program.

As a requirement prior to receiving the award, FEMA instructed grant applicants to submit a work plan and budget, which serves multiple purposes: it provides a detailed blueprint of the project design, implementation strategy, and associated costs to the activities requested for grant funds; and it establishes a baseline of gap identification, planning, training, and exercising activities against which the eventual recipient's progress will be measured.

C. Performance/Expenditure Monitoring Plan

At the time of this report, only two quarterly performance reporting periods have elapsed since the grant awards were announced, and, as a result, performance progress data are limited. However, FEMA recognizes that, at this early stage in the grant lifecycle, effectiveness primarily is shown in the progress of approval of the recipient work plans, the establishment of monitoring and reporting protocols and plans, and the continuous support provided by FEMA. FEMA continually is collecting information on the effectiveness of the CCTA grant; however, because of the type and duration of activities necessary for building and sustaining capabilities for preparing for and responding to a CCTA, it will take the entire 36-month performance period to measure grant effectiveness accurately and comprehensively.

FEMA will measure the effectiveness of each grant project by comparing quantitative and qualitative variables against the established baseline, such as the number of new interstate and interlocal agreements executed, the number of public safety personnel trained, and the number of whole community organizations included in the planning. FEMA constructed a reporting tool that captures both baseline data and subsequent performance progress quarterly. Moreover, FEMA will assess the effectiveness of the grant program further by evaluating the innovative approaches and replicable best practices that will be shared across the Nation to enhance national preparedness against CCTAs.

As it relates to the collection and analysis of performance data, the following grant monitoring plan is being executed by FEMA. FEMA's Protection and National Preparedness Office of Counterterrorism and Security Preparedness is the program management office responsible for overseeing the management and administration of the CCTA Program, while FEMA's Federal Preparedness Coordinators assist with the programmatic monitoring of the stages of work and technical performance of the activities described in the approved work plan. The FEMA Grant Programs Directorate (GPD) performs the financial monitoring for the CCTA Program grant recipients.

FEMA requires recipients to provide updated programmatic performance reports quarterly. Examples of data collected in the quarterly programmatic performance report include, but are not limited to: number of mutual aid/interagency agreements executed; number of emergency operations and response plans developed and implemented; number of persons trained; and

number and variety of whole community entities included in the funded activities of gap identification, planning, training, and exercises.

To measure progress and effectiveness of the activities identified in a recipient's work plan and budget, FEMA developed a Quarterly Programmatic Performance Reporting tool. Each reporting period, FEMA provides this user-friendly tool, prepopulated with data from the recipient's approved work plan and budget, allowing both the grant recipient and FEMA easily to track and report the project's progress and effectiveness.

Quarterly Performance Reports

The Quarterly Performance Progress Reports include the following information:

- *Status Summary* –
 1. Provides a brief narrative of the overall project status;
 2. Identifies accomplishments and milestones achieved as they relate to the approved project (categorized by the following activities: (a) Identifying Gaps, (b) Planning, (c) Training, and (d) Exercises);
 3. Summarizes expenditures (categorized by the following activities: (a) Identifying Gaps, (b) Planning, (c) Training, and (d) Exercises); and
 4. Describes any potential issues that may affect project completion.
- *Best Practices/Lessons Learned Summary* – describes any best practices or lessons learned identified, to date, through the program. The purpose of this information is to develop and enhance guidance materials, tools, templates, and lessons learned and best practices summaries. At the end of the period of performance, grantees will provide an in-person briefing to FEMA to present a summary of their project accomplishments and lessons learned.
- *Issues List* – identifies any program-related challenges that may require assistance or that may affect successful and on-time completion of the funded project.

D. Discussion

Because the projects are in the emergent phase, the effectiveness of the CCTA grant-funded projects has yet to be determined. However, because sustainability and replicability were identified as priorities of the CCTA Program, FEMA has highlighted three examples below as projects that are particularly innovative, sustainable, and replicable.

Metropolitan Washington Airports Authority

The Metropolitan Washington Airports Authority (MWAA) project provides a unique opportunity to create a template for emergency planning and response to a CCTA involving an airport facility. The goal of the project is to enhance the capacity of MWAA, to include Ronald Reagan Washington National Airport and Dulles International Airport. This is also an opportunity for the region's mutual aid partners to be better prepared to respond to and recover from a CCTA. If one or both airports are attacked, the entire region will suffer and response resources will be taxed. Through planning, training, and exercises, MWAA will address necessary processes and capabilities needed to ensure clear communication, coordination, and cooperation among MWAA, its federal partners (Federal Bureau of Investigation, Transportation Security Administration, Federal Aviation Administration, and U.S. Customs and Border Protection), regional mutual aid partners (local and state agencies), and the whole community (airlines, tenants, and the American Red Cross). Upon completion of this project, best practices and lessons learned can be shared nationally to enhance the preparedness of airports and their communities.



Texas Department of Public Safety

The Texas Department of Public Safety (DPS) will create a “CCTA Preparedness Toolbox” that can be accessed and implemented by every community in Texas, and presumably by other states. Although other FEMA-sponsored projects have provided highly generalized quick resource guides, the Texas DPS project takes CCTA preparedness a step further. The Texas DPS CCTA toolkit materials will include: gap analysis guides for local jurisdictions and specific facilities such as critical infrastructure and schools; templates to help in the development of local emergency plans relative to a CCTA; standard operating procedures, checklists, and protocols; a guide to available CCTA training for first responders; recommendations for baseline CCTA training needs; and a CCTA exercise guide including templates for exercise materials and recommendations for exercise priorities, all of which are compliant with FEMA exercise evaluation standards. The Texas DPS will make the CCTA toolkit available through a Web-based portal, www.preparingtexas.org, ensuring that it is easily accessible and constantly updated.



East-West Gateway Council of Governments

Centered in St. Louis, Missouri, the East-West Gateway Council of Governments' project encompasses two states (Illinois and Missouri), eight counties, almost 200 municipalities, and

spans two FEMA regions. This project is somewhat distinctive, and may have particular importance to national preparedness efforts because it stresses the importance of interstate collaboration and response. Like many communities in this country, border towns and cities may rely on neighboring towns from a different state for mutual aid response. Although the mutual aid response may be seamless and automatic for fires and natural disasters, interstate response for CCTAs requires additional planning and coordination to address such issues as the use of deadly force and the law enforcement authorities across state lines.



Technical Assistance

In its effort to ensure success of the CCTA Program, FEMA has contracted with the Argonne National Laboratory to provide technical assistance (TA) services. Examples of the support that the Argonne National Laboratory will provide to assist CCTA Program grant recipients with achieving their program objectives include:

- A series of quick reference guides to provide the grant recipients a foundation on how to perform essential tasks such as gap analysis and response plan development;
- Recommendations on the CCTA planning process and the leadership framework and plans that should be in place for a successful CCTA Program;
- A training and exercise plan template;
- Planning templates for critical CCTA components, such as a communications plan, mass care plan, mass casualty plan, and reunification plan;
- Best practices and guidance documents on a variety of topics, such as rescue task forces, managing self-deployment, and managing spontaneous volunteers;
- Project management approaches to manage and sustain a CCTA Program; and
- A centralized hub for sharing best practices and for providing peer-to-peer support through CCTA subject matter experts.

The Argonne National Laboratory offers webinars and virtual training to the grant recipients to augment the TA provided through the quick reference guides. Direct, individualized TA is also an option, with the Argonne National Laboratory providing subject matter expertise directly to the grant recipient to assist with overcoming specific, identified challenges.

Homeland Security Information Network - CCTA Program Community of Interest Web Portal

During the kickoff meeting, project representatives expressed that they greatly valued the opportunity to interact with and share ideas with other project leaders. FEMA considered the options to provide virtual interaction among the CCTA projects, and decided to leverage DHS's existing Web-based portal, the Homeland Security Information Network (HSIN), and to establish a CCTA Community of Interest (COI) within the portal. The HSIN CCTA COI includes a library of relevant documents such as best practices, templates, and plans; a calendar of

significant events; and a message board and collaboration space to allow the recipients and others to communicate and collaborate.

Although the performance data from the individual projects still are forthcoming, FEMA and CCTA grant recipients have demonstrated progress in the first 180 days since award announcement, including:

- Conducted several webinars, providing CCTA grant recipients with instruction on how to complete the work plan, as well as an explanation of the baseline data that are being recorded.
- Held a kickoff meeting, with every grant recipient represented, as well as representatives from the associated FEMA regions and FEMA headquarters.
- Developed the Quarterly Programmatic Performance reporting tool to measure and assess progress and program effectiveness.
- Established the TA program to supplemental recipient needs as grant-funded activities occur.
- Delivered webinars to the grantees outlining the TA products, and explaining the process for requesting and receiving TA.
- Established the HSIN CCTA COI platform for recipients to collaborate and share best practices/lessons learned.
- Delivered webinars to the grantees demonstrating the HSIN portal and the CCTA COI, and explaining the enrollment and approval process.

To optimize communication and information sharing, FEMA scheduled a half-day CCTA Program midyear meeting for July 2018, leveraging the National Homeland Security Conference in New York City, New York. This meeting will ensure a cohesive pathway for grantees and build on their respective collaborative relationships essential to building their whole community preparedness.

E. List of CCTA Grant Recipients

State	Grant Recipient	Award Amount
Arizona	City of Phoenix	\$1,565,000
California	City of Los Angeles Mayor's Office of Public Safety	\$1,223,225
	San Bernardino County	\$1,334,751
District of Columbia	Metropolitan Washington Airports Authority (Washington, D.C./Virginia)	\$595,098
Florida	City of Miami	\$723,260
Hawaii	Hawaii Department of Defense	\$492,800
Illinois	City of Aurora	\$1,373,809
	City of Chicago Office of Emergency Management and Communications	\$699,502
	Illinois Emergency Management Agency	\$1,214,024
Indiana	Indiana Department of Homeland Security	\$2,024,833
Maryland	Maryland Emergency Management Agency	\$2,098,575
Missouri	East-West Gateway Council of Governments (Illinois/Missouri)	\$1,474,716
	Mid-America Regional Council (Kansas/Missouri)	\$2,251,502
New York	New York State Division of Homeland Security and Emergency Management	\$1,379,048
North Carolina	City of Winston-Salem	\$1,868,050
	Durham County	\$931,500
Ohio	Franklin County	\$829,725
South Carolina	South Carolina Law Enforcement Division	\$1,530,020
Tennessee	Knox County	\$536,250
Texas	City of Dallas	\$925,000
	City of Houston	\$1,759,733
	Galveston County	\$976,896
	South East Texas Regional Planning Commission	\$1,076,336
	Texas Department of Public Safety	\$659,556
Utah	Unified Fire Authority of Greater Salt Lake	\$1,043,800
Virginia	Arlington County	\$1,244,890
	Virginia Department of Emergency Management	\$2,001,568
Washington	King County	\$1,516,723
Wisconsin	Wisconsin Emergency Management ¹	\$589,810

¹ The Wisconsin Emergency Management Agency elected to withdraw from the CCTA Program after accepting the grant funding, despite FEMA's efforts to persuade the agency to reconsider.

F. Conclusion

As mentioned earlier, because of the nascent development stage of the program, limited performance data are available, preventing a meaningful analysis of the effectiveness of the individual grant-funded projects. The effectiveness of the FEMA CCTA Program, however, can be assessed by evaluating the process by which performance and expenditure data are being collected, as well as the methodology by which the data will be analyzed. Furthermore, the rigorous grant award selection process ensured that those projects selected for grant funding will advance the CCTA Program's goal of prioritizing innovation and replicability, and ensuring whole community engagement and regional collaboration.

The periodic Threat Hazard Identification Risk Assessment and Stakeholder Preparedness Review processes will provide the evidence of enhanced preparedness in the future. Measurement will be conducted by the extrapolation and replication of the best practices identified by the various projects funded by the CCTA Program, leading to enhanced national preparedness for CCTA.

III. Countering Violent Extremism Grant Program

A. Introduction

The Homeland Security Act of 2002 established that one of the primary missions of DHS is to “prevent terrorist attacks within the United States.” A key element of that mission is to prevent and intervene in the process of recruitment or radicalization of individuals to violent ideologies. As with many homeland security mission areas, DHS has devoted resources to encourage and support local communities and other elements of the homeland security enterprise in their efforts to prevent terrorism. Partnering with stakeholders and taking countering violent extremism or terrorism prevention² activities to scale has been the chief mission of the Office for Community Partnerships (OCP), which has transitioned into the Office of Terrorism Prevention Partnerships (OTPP)³ within the Office of Partnership and Engagement (OPE).

The FY 2016 Countering Violent Extremism Grant Program (CVEGP) provided an opportunity to implement programs informed by the best, most-recent countering violent extremism (CVE) research. This grant program is unique because of the broad eligibility for all types of key partners and where the funds were dedicated to this mission. DHS recognizes that uniqueness, and is actively monitoring and evaluating the CVEGP projects for promising methodologies and best practices that can be packaged and replicated in other communities, as well as to determine if certain approaches are more or less effective and to establish a baseline of performance measures against which to judge future projects. Additionally, OTPP has provided significant technical assistance to grantees to ensure the greatest level of success in this emerging field. This section summarizes the activity that has taken place in the CVEGP to date, provides a preliminary assessment of the effectiveness of those activities, and provides key findings and trends observed related to these grants.

B. Background

In P.L. 114-113, Congress appropriated \$10 million to DHS “for a countering violent extremism (CVE) initiative to help states and local communities prepare for, prevent, and respond to emergent threats from violent extremism,” and further directed that “all funds under the CVE initiative shall be provided on a competitive basis directly to states, local governments, tribal governments, nonprofit organizations, or institutions of higher education.” DHS OCP and FEMA GPD partnered closely to develop the NOFO utilizing FEMA GPD’s expertise in grants

² “Terrorism prevention” is the current term to describe activities employed to render terrorism ineffective as a tactic in the United States by diminishing opportunities for recruitment and inspiration for the support and use of ideologically motivated violence. Previously, many terrorism prevention activities were labeled “countering violent extremism.” In this report, CVE will be used when designating the proper term employed to label the CVE Grant Program.

³ The transition from OCP to OTPP was initiated by a November 27, 2017, memo signed by Acting Secretary Elaine Duke. References to “OCP” are included in this report to describe actions prior to November 27, 2017, that are not ongoing and “OTPP” is used for actions after that date. In some places “OTPP” is used for existing activities that are ongoing.

administration and OCP’s expertise in countering violent extremism. Interest in the grant program was significant. During the application period (July–September 2016), there were more than 700 participants in two webinars that DHS hosted, DHS received more than 600 requests for information, and more than 250 applications were initiated on grants.gov.⁴ There were 212 complete applications submitted by the deadline, and 197 applications were deemed eligible in the initial review (including applications from 60 state, local, tribal, or territorial governments; 31 universities; and 106 nonprofit organizations from 42 states, territories, and the District of Columbia). The eligible applications represented more than \$100 million in total requested funding; see figure 1.

Fig. 1 Applications by focus area and funds requested.

Focus Area	Funding Requested	% Funding	Applications	% Applications
1 Developing resilience	\$20,293,370	20%	50	25%
2 Training and Engagement	\$20,248,983	20%	57	29%
3 Managing Interventions	\$5,489,359	5%	13	7%
4 Challenging the Narrative	\$36,786,181	37%	55	28%
5 Building Capacity	\$14,978,105	15%	20	10%
6 Hybrid	\$2,737,256	3%	2	1%
Total	\$100,533,255	100%	197	100%

* Total is off because of rounding.

Four subject matter experts, including one nongovernmental peer reviewer, scored each eligible application on seven criteria and sub-criteria. A panel then reviewed the top scoring applications in each focus area and made funding recommendations on the basis of four additional criteria in the NOFO:

1. maximizing the total impact of the available funding,
2. meeting funding targets by focus area,
3. ensuring geographic diversity of the communities where activities will be focused, and
4. ensuring diversity among the eligible applicant types.

The panel made recommendations to the director of OCP and assistant administrator of FEMA GPD. The nonprofit organizations recommended to the Secretary for approval then underwent a security review.⁵ In June 2017, Secretary Kelly approved funding for 26 projects.

Award offers were made in July, and the period of performance began on August 1, 2017, and will conclude on July 31, 2019. Grant recipients submit financial and programmatic reports

⁴ <https://www.dhs.gov/publication/cve-grant-webinars>

⁵ Details of the Security Review can be found here: <https://www.dhs.gov/publication/dhsallpia-057-countering-violent-extremism-grant-program>.

quarterly. DHS currently has received two rounds of reports covering August–December 2017. See the reporting schedule as announced in the NOFO in Figure 2. Following awards by FEMA, monitoring and oversight are split between FEMA GPD, which will conduct financial monitoring, and OTPP, which will conduct programmatic monitoring.

Fig. 2 Reporting Schedule for CVEGP

Reporting Period	Report Due Date
October 1 – December 31	January 30
January 1 – March 31	April 30
April 1 – June 30	July 30
July 1 – September 30	October 30

C. CVEGP Activities

Even prior to the award offers being made and accepted, OCP began to take a number of measures to help grant recipients to achieve high-quality project delivery. While a final determination on recipients was being made, OCP began analysis of submitted applications likely to be selected for funding to support OCP’s performance management and project execution. OCP/OTPP also provided extensive technical assistance to the recipients following award.

1. Grant Program Performance Management

OTPP’s performance measurement involves regular monitoring and reporting of individual grantees’ project accomplishments and progress against set goals. Implicit in this approach is the notion of performance management, in which grantees’ project data are used actively to improve project efficiency and results. OTPP’s management of performance measures focuses on grantees’ implementation of planned services and activities, associated products, and the results of delivered products.

As an initial step, OTPP translated the goals of the CVE Grant Program into specific project performance measures. These performance measures addressed how each individual project achieves its specified objectives, expressed in measurable performance standards. Specifically OTPP is engaged in measuring:

- **Process implementation:** Mapping the type of program services and activities being conducted to ensure fidelity between grantees’ plans and activities. CVE grantees will provide a variety of services including, but not limited to, training sessions, Web site development, or community engagement events. Some grantees may provide one or multiple services. OTPP has worked with grantees to produce logic models that will allow OTPP to better monitor the services delivered, when, by whom, and how.⁶

⁶ A logic model is a tool used by funders, managers, and evaluators of programs to evaluate the effectiveness of a program. Logic models are usually a graphical depiction of the logical relationships between the resources, activities, outputs, and outcomes of a program. Although there are many ways in which logic models can be

- **Outputs:** Quantifies the amount of products and services that grantees deliver. Examples of outputs include newsletters focused on terrorism prevention; catalogs of social, mental health, and other services available in their community; referrals for use of services; training manuals on terrorism prevention; and a Web site dedicated to terrorism prevention in Arabic and English. OTPP monitors the number, amount, and frequency of training sessions, newsletters developed (and content), and public engagements (roundtables) on terrorism prevention. Outputs allow OTPP to measure progress against the process implementation measures and the impact of the award.
- **Outcomes:** The results of the delivered products and services among program participants and, where applicable, the broader community. Put simply, these measures answer the “so what” question, measuring the impact that a project has had in the end. For example, audiences of projects focused on community outreach events are expected to show results of increased awareness of radicalization, and participants of projects focused on recruitment signs and youth leadership should be engaged more actively in community civic efforts. OTPP will receive information on changes in knowledge, attitudes, and behaviors among participants of grantees’ activities, and use this information to produce a robust discussion of the potential impact of promising programs in terrorism prevention. Grantees will collect data on their activities through a variety of evaluation methods including: surveys, focus groups, qualitative assessments, and participation/engagement levels.

OTPP is engaged in supportive management and technical assistance to grantees. OTPP informs grantees about the purpose of selected measurable performance standards and how the information on their project will be used. Additionally, OTPP discusses with and explains in detail to grantees the instructions, definitions, and examples on measures used to assess their project performance; these discussions also include privacy considerations (exclusion of personal identifiable information) in their reports.

2. Performance Measurement Tools

A main tool for the CVE grant program performance measurement is the Project Implementation and Evaluation Plan (PIEP), designed to capture individual grantee program information in a logical and efficient manner. OTPP worked with grantees to develop their PIEPs prior to receiving access to their grant funds. See Figure 3 for the PIEP template used.

The PIEP was designed to be a useful tool for grantees to:

- *Delineate planned services and activities:* Grantees outlined main activities to be accomplished, specifying parties involved, timeframes, and needed resources (personnel, equipment, and meeting space).
- *Set program deliveries or outputs:* Output information or direct products from services and activities to be met were identified.

presented, the underlying purpose of constructing a logic model is to assess the relationships between the elements of the overall program.

- *Manage project operations:* Activities and outputs to be met will help grantees put in action needed steps to move forward, effectively tracking progress against their set outputs and deadlines.
- *Prepare progress reports:* PIEP content and ongoing updates on program operations would be the main source of information and topics addressed in the required quarterly progress reports.
- *Set results with program participants or outcomes:* Grantees identified indicators of what effects the project services delivered will have on their participants and how they planned to gather that information.

Fig. 3 PIEP template used by CVE Grant Program Grantees

Project Goal Statement:				
Target Population:				
OUTCOME 1:				
OUTCOME 1 IMPLEMENTATION PLAN				
Activity	Inputs/Resources	Time Frame	Anticipated Outputs	Progress Reporting <i>(Complete for Progress Report Only)</i>
OUTCOME 1 EVALUATION PLAN				
Outcome Indicator(s)		Data Collection Method and Timeframe		Evaluation Results <i>(Complete for Progress Report Only)</i>
Appendix A: Risk Management Plan				
Risk Identified	Likelihood of Risk Occurring <i>(low/medium/high)</i>	Risk Analysis <i>(brief assessment of the impact that the identified risk could/would have on the project)</i>		Risk Management Plan <i>(plan to minimize the impact that the risk presents to the project and adjustments to be made if the risk transpires)</i>

A second tool that OTPP developed is an output database. In order to better document grantees’ service provision and to identify promising practices, OTPP has instructed grantees to provide more specific information on their projects’ outputs, including dates when the service/activity was provided, the estimated number of participants, and the estimated percentage of the type of participants (see Figure 5) who attended. Likewise, grantees provide more detailed information on the partnerships developed for their projects. This information will help OTPP to summarize strategies that may facilitate future program implementation and partnership development, while avoiding potential mistakes.

3. CVE Program Outcomes and Future Replication

Throughout the period of performance and with a final assessment of the final progress reports submitted following the end of the period of performance, OTPP expects to maintain a series of promising practices implemented by the CVEGP projects. These promising practices, models, and training materials will be cataloged and packaged in an accessible manner for replication by OTPP's partners, all grantees, and terrorism prevention practitioners and researchers. OTPP will assist replication with technical assistance and other resources, as available, to ensure that the successful work of the CVEGP can be continued. Additionally, the projects themselves and any replication has three intended long-term outcomes:

- Increased community resilience through strengthened adaptive social capabilities (i.e., social capital, community competence, information, and communication).
- Increased likelihood of referral or self-referral to community-based intervention options (i.e., those who need help or receive help prior to engaging in chargeable criminal conduct).
- Deradicalization of at-risk or disengaged individuals to reduce the likelihood of violence to advance social, political, or otherwise ideological agendas.

Each outcome is broken down into three to four mid-term outcomes, and one to five short-term outcomes. OTPP will assess these outcomes utilizing a number of indicators. Currently, there are 37 indicators proposed to support the analysis of achieving the outcome; however, several factors may limit the reporting on all of the 37 indicators. For example, not all projects include budgets for all the data collections that OTPP identified would be beneficial, the project beneficiaries may decline to take the surveys or participate in focus groups, or the size and quality of collected data may be insufficient to draw a significant conclusion. A small number of indicators have been collected to date, but are not substantial enough to draw any conclusions.

OTPP has worked closely with the DHS Science and Technology (S&T) Directorate, a key member of the DHS Terrorism Prevention Working Group since its inception, to learn from its significant terrorism prevention research. OTPP and S&T have developed a plan for independent evaluation of a representative sample of the grant projects. The evaluations will begin while the projects are ongoing, and the evaluation work will continue for a period of time following the conclusion of the period of performance, which will facilitate an investigation of lasting or follow-on impacts of the projects. Reports and other products will be available from the evaluators at varying intervals to be determined depending on the specific projects. OTPP monitoring projects in real time to determine promising practices and challenges to the various approaches being implemented.

4. Technical Assistance

Since the inception of the CVEGP, OTPP has engaged in significant technical assistance to its grantees to ensure that projects began quickly and correctly. For example, the PIEP template and guidance was designed to help capture the project activities and outcomes in a uniform, logical way. In working with grantees to complete their individual PIEPs, OTPP staff assisted grantees in developing outcomes that mapped to the intended outcomes of the overall program. In part,

this assistance helped to inform improvements to the program outcomes versus what was published in the NOFO and to be reflective of the contributions of the actual awarded projects rather than the universe of project types that could have been awarded under the NOFO.

Another example is the digital marketing academy for grantees. OTPP contract staff joined OTPP and staff from the federal interagency CVE Task Force to develop and launch the Digital Marketing Academy for Terrorism Prevention, a series of six Webinars aimed at improving the digital marketing skills of terrorism prevention practitioners. It was piloted for the CVE Grant Program recipients, and it was particularly useful for those projects outside of the challenging narrative focus area (which would have digital marketing expertise as part of the project team's expertise). The complete recordings and slides from the Webinars are archived online (password protected) for recipients and their partners to access at later times. The following is the listing of Webinar topics:

- Measuring the Effectiveness of Digital CVE Campaigns with Analytics
- How to Attribute Online and Offline CVE Campaigns
- Clearly Define Your Target Audience
- Content and Email Marketing
- Owned, Paid, and Earned Media (Part 1)
- Owned, Paid, and Earned Media (Part 2)

Third, OTPP hosted a separate Webinar for grantees that was aimed at coordination and collaboration of terrorism prevention training materials. The Webinar was intended mainly to brief recipients on existing and planned terrorism prevention training products. The Webinar also resulted in ongoing collaboration between several law enforcement recipients and the Civil Rights and Civil Liberties Institute, the DHS Office for Civil Rights and Civil Liberties' training section. One concrete outcome of this Webinar and partnership was a recent trial of the train-the-instructor program of the Law Enforcement Awareness Briefing at the Denver Police Department (a CVEGP grantee) as part of the police department's efforts to bring its trainers up to speed and to accomplish the officer training portion of the project. Ongoing collaboration on training involves approval of grantee training products and avoiding duplication of materials developed.

5. Partnerships

OTPP is a hub for partnering grant recipients with potential partners or encouraging additional partners. CVE Grant Program recipients routinely are invited to conferences to discuss their projects and to network with other practitioners. Creating meaningful partnerships is a key function of OTPP, and maintaining an active cadre of stakeholders will facilitate replicating best/promising practices.

6. Legal and Policy Support

Various novel legal and policy matters have arisen in implementing the grant projects, given the unique set of activities funded. OTPP works closely with FEMA GPD, FEMA's Office of Chief Counsel, and the DHS Office of the General Counsel to resolve issues as they arise. A chief

element has been a concern over the collection of personal information by grant project beneficiaries/participants. DHS is not able to collect and does not intend to seek the authority to collect the personally identifiable information (PII) of beneficiaries of CVE Grant Program activities. In order to have the maximum benefit of these projects, it is important that individuals believe that when they receive services or participate in activities aimed toward preventing violent extremism prior to the commission of a crime, they are not subject to any federal determination of a criminal, civil, or administrative nature as a result of their voluntary involvement in these activities. The clearest way to demonstrate this is not to collect the PII of these individuals in the first place. DHS is barred from collecting such information by the Privacy Act of 1974 and has no intention of seeking to change that. This program encourages projects and their partners to report potential criminal activity to law enforcement, and supports many activities aimed at building trust between communities and law enforcement.

D. Project Accomplishments to Date

1. Outputs

Project outputs are measurable indicators of project activity by grantees. Although not as many conclusions can be drawn from outputs as can be drawn from the outcomes/outcome indicators, outputs are noteworthy in that they show who is doing the project, where, and what the project is doing. They also are more readily available, particularly early in the project, than outcome indicator data. In the first two quarters of the period of performance (August 1–December 31, 2017), grant projects had 94 CVEGP outputs and grantees interacted in person with more than 3,100 participants; see Figure 4 for a breakdown of outputs and Figure 5 for a breakdown of participants by type. Virtually, on websites and in social media, grantee messages were displayed or interacted with nearly **600,000** times through the end of the second quarter.⁷

⁷ Traditional media reach statistics are harder to determine, but the use of monthly readership, ratings, etc., suggest significant coverage as well.

Fig. 4 CVEGP Outputs by Type

Community Outreach or Engagement	21
Education/Training/Skill Development/Workshop	18
Convening of Advisory Group/Community Coalition/Subject Matter Experts	17
Training Curriculum	11
Mentoring Session	5
Train-the-Trainer	4
Symposium/Conference	4
Recreation/Sports/Cultural Event	4
Other Event (Specify)	3
Website Content	3
Other Material (specify)	3
Outreach Materials	1
Total	94

Fig. 5 CVEGP Output Participants by Type

General Community Audience	607
Young Adult/Student	565
Police/Law Enforcement	548
Parent of Youth or Young Adult (Ages 12–26)	251
Social Service Providers	237
Individuals Affected by Terrorism	167
Government Representatives (Local, State, Federal, Tribal)	137
Mental/Behavioral Health Providers	97
Faith Leaders/Religious leaders	88
Other Participants	86
Teachers/School Staff/Educators	76
Business Owners/Entrepreneurs	61
Other Service Providers	50
Youth Workers	42
Public Health Professionals	42
Community Organization Representative	24
Volunteers	21
Other Frontline Workers (nongovernment)	18
Activists/Advocates	14
Other Frontline Workers (government)	2
Total	3,133

2. Partnerships

Partnerships are a key element of CVE or terrorism prevention work. Research routinely validates that interdisciplinary approaches are key drivers of the success of prevention efforts, and specifically to the successful prevention of recruitment and radicalization to violent ideologies.⁸ OTPP and OPE specifically are tasked with developing partnerships to benefit homeland security. The NOFO specifically encouraged partnerships in the development of grant proposals to further the best practices identified by research. OTPP has found that several partnerships have borne fruit for prevention programming beyond the original scope of the funded projects. See Figure 6, which shows the established partnerships to date through December 31, 2017.

Fig. 6 Partnerships Existing and Established by Grantees

Nongovernmental Service Providers	147
Local Police/Law Enforcement Agencies	117
Faith/Religious Leaders	80
Charities, Private Foundations	47
Institutes of Higher Education	45
Activists/Advocates	41
Local Government Service Providers	37
Key Influencers	33
Schools	30
International Organizations/Foreign Governments	30
Federal Agencies/Representatives - Non-Law Enforcement	22
Large Businesses/Corporations	18
Cultural Organizations	17
Other CVE Grant Program Recipients	16
Federal Law Enforcement Agencies	14
Small Businesses	13
State Government Service Providers	10
Social Media/Marketing/Tech Companies	9
Other (Please Specify)	8
State Police/Law Enforcement Agencies	6
Total	740

⁸ <http://www.start.umd.edu/publication/best-practices-developing-resilient-communities-and-addressing-violent-extremism>

E. Project Descriptions and Notable Progress

Below are descriptions for all CVEGP grant recipients and includes selected discussions of progress from the most recent quarterly performance reports.

Focus Area 1: Developing Resilience

Police Foundation (Washington, D.C.) \$484,835: The recipient is creating mentoring programs between the Boston Police Department and local Somali-American youth to enhance the resiliency of the Somali-American community in Boston. The project, named Youth Police Initiative Plus (YPIP), is building off Youth Police Initiatives (YPI) previously conducted in more than 25 jurisdictions, including Boston, since 2003 for the purposes of lowering general youth crime and violence by creating stronger connections between youth and police. Research has shown promising results in some aspects of the YPI, which YPIP is implementing. The project focuses on Islamic State of Iraq and Syria (ISIS), Al-Shabaab, and other Islamist terrorist movements, which most often targeting Somali-American youth. Since its inception, Police Foundation has finalized its data collection methodology, executed sub-awards to its community partners, and launched the first YPIP cohort.

Tuesday's Children (New York, New York) \$386,670: The recipient is developing and delivering culturally competent mental health and support services through an existing peace-building and conflict-resolution initiative titled *Project Common Bond*. The project's goal is to enhance critical thinking and civic engagement among communities at risk for, and recovering from, terrorism and mass shootings. The project focuses on all forms of violent extremism. Since its inception, Tuesday's Children has provided training and other resources to more than 100 social and mental/behavioral health providers and has reached hundreds of thousands of people via social media and television and print interviews describing their projects and their available resources.

Heartland Democracy Center (Minneapolis, Minnesota) \$423,340: The recipient is expanding its existing program working with youth in the Somali community of Minnesota, which is part of the broader "Minnesota model" for countering violent extremism. This project also has intervention activities in addition to those that develop individual or community-level resilience to recruitment and radicalization. The project focuses on ISIS, Al-Shabaab, and other Islamist terrorist movements, most often targeting Somali-American youth. In the second quarter, Heartland Democracy greatly expanded its outreach to develop trusted relationships with key community partners like school districts and civic leaders, and even expanded to begin discussion with Native American student groups.

Peace Catalyst International (Greenwood Village, Colorado) \$95,000: The recipient is building interfaith working groups in locations across the nation between Muslim and Christian groups to counter narratives propagated for radicalization to violence. The working groups will empower grassroots leaders to implement and evaluate countering violent extremism actions. The project focuses on preventing both violent Islamist extremism and domestic violent extremism against Muslims. In the second quarter, Peace Catalyst developed the agenda for its first Faith Leaders'

Network Conference, to be held in April at Duke University, which will spearhead the development of community resilience plans in numerous communities.

Seattle Police Department (Seattle, Washington) \$409,390: The recipient employs a focused and localized community approach, on the micro-neighborhood level, to prevent recruitment and radicalization to violent extremism among refugee women, youth, and disenfranchised populations in ethnically and culturally diverse neighborhoods. The recipient builds off an existing program that guides police resource investments at the neighborhood level in concert with community representatives. The project has the capacity to address all forms of violent extremist threats identified in community assessments. In the second quarter, the Seattle Police Department formalized plans for more intensive outreach to immigrant families, and completed a survey of immigrant communities that resulted in more than 5,000 respondents.

Nashville International Center for Empowerment (Nashville, Tennessee) \$445,110: The grant recipient uses youth engagement, intercultural/interfaith exchange, and community outreach activities to increase the resilience of communities to domestic terrorism and new American youth who may be considered “at risk” for radicalization and violent extremism. The project’s goal is to build mutual respect and understanding among people of different faiths, cultures, and ethnicities. It focuses on both Islamist terrorism and domestic terrorism. The Nashville International Center for Empowerment expanded its outreach activities in the second quarter, adding 93 organizations and generating 98 attendees at events that it supported during the quarter.

Focus Area 2: Training & Engagement

City of Houston Office of Public Safety & Homeland Security (Houston, Texas) \$500,000: The recipient works with the Houston Regional CVE Steering Committee to host scenario-based workshops for parents and youth, interfaith engagements, and a train-the-trainer program to ensure sustainability of the program. The project addresses all forms of violent extremism. This grantee encountered delays attributable to the impacts of Hurricane Harvey, but in the second quarter had secured vendors to implement its programs.

Illinois Criminal Justice Information Authority (Chicago, Illinois) \$187,877: The recipient develops and delivers a bystander/gatekeeper training program to educate a broad cross-section of communities on how to intervene with individuals who exhibit warning signs of either radicalization to violence or planning an act of ideologically inspired violence. The project focuses on all forms of violent extremism and includes at least one site focused specifically on domestic terrorism. In the second quarter, the grantee engaged with five different localities to establish future focus groups that will support the training programs in specific communities.

Global Peace Foundation (Lanham, Maryland) \$453,497: The recipient is developing and providing training and fostering community engagement in New Jersey to counter violent extremist recruitment by 1) raising awareness of the frontline law enforcement workers and community leaders on indicators connected to violent extremism, including active shooters, through train-the-trainer programs; and 2) strengthening community and law enforcement partnerships to counter violent extremism through community engagement events. The recipient addresses all forms of violent extremism. The recipient secured a commitment from the New

Jersey Attorney General's Office and other law enforcement entities, to bring this training to all law enforcement officers in New Jersey by 2020, to include local police, state police, corrections officers, prosecutors, etc.

Nebraska Emergency Management Agency (Lincoln, Nebraska) \$300,000: The recipient conducts community engagement that identifies and addresses barriers to reporting in rural and small/mid-sized communities, facilitating the reporting of concerns, enhancing resilience of local communities to all forms of violent extremism and increased awareness of observable behaviors associated with the process of radicalization. The recipient addresses all forms of violent extremism and will document its process for ease of replication in other locales. In the second quarter, Nebraska held a Webinar with numerous state agencies, held a breakout session at a national conference of emergency response professionals to solicit input on their approach, and began work to pilot its approach in different sites in the state.

City of Dearborn Police Department (Dearborn, Michigan) \$51,521: This project provides a means for the Dearborn Police Department to offer training open to all city residents, as well as neighboring community members. The training/awareness briefings will be held at various venues spread geographically across the city throughout the 2 years of the grant. The recipient will address all forms of violent extremism. Dearborn has completed its training curriculum and held a train-the-trainer event for its officers who will be delivering the curriculum in the community.

National Consortium for Advanced Policing (Los Angeles, California) \$200,000: The recipient is delivering a community resiliency training program across the 66 largest metropolitan areas in the country that will provide an understanding of (a) all forms of violent extremism and how they manifest themselves in local communities; (b) how community policing strategies can be used to develop a safety net of relationships that can lead to early detection and prevention; and (c) how each municipality plays a role. The recipient now is teamed with the Major Cities Chiefs Association (MCCA) and targets police executives, some of which have been involved in the MCCA Committee on Preventing Terrorism and Targeted Violence, which is reviewing promising practices already in place in MCCA member cities.

Hennepin County Sheriff's Office (Minneapolis, Minnesota) \$347,600: The recipient is implementing multiple instances of a 2-day community engagement workshop and is expanding the recipient's Community Engagement Team. As an agency, it has invested and prioritized resources to engage new residents in order to monitor trends, learn from cultural communities, and work daily to grow outreach to meet the demand for prevention and education initiatives among new Americans. The project will focus on ISIS, Al-Shabaab, and other Islamist terrorist movements, most often targeting Somali youth. In the second quarter, the recipient made good progress, building the infrastructure required to complete the project, such as identifying personnel for community liaison activities and hosting a citizen's academy to identify nonprofit community organizations to perform services.

City of Arlington Police Department (Arlington, Texas) \$47,497: The recipient is developing and delivering an engagement program to strengthen partnerships between the recipient and the Muslim community in Arlington. The recipient is creating and sustaining engagement

programming that is responsive to the city's residents, and this effort will extend those efforts on the basis of recommendations from a Duke University study on the role of community policing in CVE. The project will focus on ISIS, Al-Shabaab, and other Islamist terrorist movements, most often targeting American Muslim youth. In the second quarter, the Arlington Police Department began cultural sensitivity training for sworn officers and secured agreements with a half-dozen community partners to host events supporting the project.

National Governors Association (NGA) Center for Best Practices (Washington, D.C.) \$500,000: The grantee is founding and launching a "State Approaches to Violent Extremism (S.A.V.E.) Policy Academy" program through governors' offices across the United States. The NGA Center will provide state sub-grants to five competitively selected states and assist them with adopting and implementing a sustainable, flexible roadmap to support statewide CVE efforts. This project will focus on all forms of violent extremism, including the drivers of extremism. In the second quarter, the NGA held its first roundtable to produce the aforementioned roadmap, and also held elicitation sessions with 46 experts.

Denver Police Department (Denver, Colorado) \$481,313: The recipient is using officer training, school-based mentoring, and outreach efforts to refugee/immigrant communities to improve identification of radicalizing or at-risk individuals, to integrate them into the Denver metropolitan area city life, and to build community resilience to radicalization. The project focuses on all forms of violent extremism. The recipient now has conducted extensive training for Denver police instructors and soon will begin training its line officers.

Focus Area 3: Interventions

City of Los Angeles Mayor's Office of Public Safety (Los Angeles, California) \$425,000: The recipient is expanding the reach and accessibility of CVE programming across the approximately 10 million people in the Los Angeles region. It will complement other CVE prevention, resilience, and mental health services ongoing in the Los Angeles area. The recipient will deploy a comprehensive training program to elevate knowledge and access to resources for interventions in coordination with CVE professionals and community-based organizations. The recipient held public meetings during the first two quarters to approve projects formally.

Massachusetts Executive Office of Public Safety and Security (MA EOPSS) (Boston, Massachusetts) \$500,000: The MA EOPSS is building resilience and preventing the escalation of violence and violent extremism among high-risk individuals. The MA EOPSS and its project partner, the Massachusetts Department of Corrections, will target 139 men being released from maximum security prison over 2 years with a high risk for violent extremism. The EOPSS proposal focuses on promoting resilience by strengthening protective factors including social and problem-solving skills, self-esteem and cultural identity, good communication skills, pro-social connections/social support/family ties, success and commitment to education and employment goals, and positive community engagement. The project will focus specifically on addressing the drivers of violent extremism and is able to address all forms of violent extremism. In the second quarter, the recipient added clinicians to the project staff, identified its project participants, assessed needs, and began providing services to participants.

Crisis Intervention of Houston, Inc. (Houston, Texas) \$500,000: The recipient is addressing all forms of violent extremism by training counselors in violent extremism risk factors and in protocols to steer callers to the appropriate resources for help, as well as marketing services through online public awareness campaigns, social media, community centers, and other means to reach young at-risk populations targeted by violent extremists. As of the second quarter, the Crisis Intervention of Houston has launched its marketing materials, has trained call center staff and local law enforcement personnel, and has begun referring callers to services on the basis of vulnerability to recruitment or radicalization.

Alameda County Sheriff's Office (Oakland, California) \$499,125: Through a number of integrated efforts, this project supports the successful reentry of Alameda County residents in the criminal justice system who may be susceptible to radicalization and violent extremism. The recipient works with Criminal Justice Mental Health, Probation, and Case Managers to identify individuals susceptible to radicalization and violent extremism. They also will develop a referral network to work with individuals who may be susceptible to violent extremism as well as a trauma-informed, evidence-based curriculum for system-involved adults. The project will focus on all forms of violent extremism. In the second quarter, the recipient finalized its evaluation plans as well as the referral network design, and submitted plans to the County Board of Supervisors for approval.

Las Vegas Metropolitan Police Department (Las Vegas, Nevada) \$500,000: The recipient is creating a community-led and interdisciplinary coalition to develop and administer an intervention program for community members at risk of recruitment to all forms of violent extremism. The recipient builds on existing terrorism prevention programs that have been in place since 2009, as well as a robust set of engagement activities that address the drivers of violent extremism and that have led to a community-based demand for an intervention program. The project will focus on all forms of violent extremism. As of the second quarter, the grantee has completed most of its administrative and program infrastructure requirements, in spite of delays incurred in the aftermath of the October 2017 mass casualty shooting.

Focus Area 4: Challenging the Narrative

America Abroad Media (Washington, D.C.) \$647,546: The recipient is hosting hackathons that bring together diverse groups of Muslim and non-Muslim creative artists to develop communications campaigns and content that not only counter the influence of Islamic State of Iraq and the Levant (ISIL) but also encourage and enable community members to develop and promote their own CVE content. The project will focus on countering ISIL propaganda. This recipient already has held one of three hackathons, which developed significant content for the portal.

Rochester Institute of Technology (Rochester, New York) \$149,955: The recipient is developing an app that will put high-quality video editing tools, tips on digital marketing, and pithy, relevant research findings on radicalization and recruitment in the hands of thousands. This will help to make the creation of counter messages a viral practice. The project will focus on countering ISIS propaganda.

Masjid Muhammad, Inc. (Washington, D.C.) \$531,195: The recipient is creating a robust, online multimedia platform that challenges online radicalization narratives with positive, inclusive narratives across a variety of digital media. The project will work to increase the dialogue and engagement between local law enforcement and Muslim community groups. The project will focus on ISIS, Al-Shabaab, and other Islamist terrorist movements, most often targeting American Muslims. In the second quarter, the grantee launched *the American Muslims Against Terrorism and Extremism* campaign, based on a website located at www.amateinitiative.com and the #enoughisenough social media campaign.

Focus Area 5: Building Capacity

University of San Diego (San Diego, California) \$634,769: The recipient will increase community resilience to violent extremism by implementing an initiative that will build the capacity of community-based organizations to constructively engage Somali and Iraqi youth in refugee communities in San Diego and El Cajon. The project explicitly seeks to build trust between law enforcement and youth in order to rebuff recruitment and radicalization. The project will focus on ISIS, Al-Shabaab, and other Islamist terrorist movements, most often targeting American Muslim youth. Over the course of the second quarter, the project team conducted five individual capacity-building sessions with sub-awardees on topics ranging from organizational structure to conducting effective community outreach, and one joint session on effective facilitation with young adults.

Green Light Project Inc. DBA The Counter Extremism Project (New York, New York) \$298,760: The recipient will establish a positive narrative-based website called MuslimWorldToday.org to provide social resources and to allow Southern/Central Asian persons a safe space online to discuss subjects relating to religion and integrating into the United States. The project will focus on ISIS, Al-Shabaab, and other Islamist terrorist movements, most often targeting American Muslim youth. This portal launched and is engaged with its audience through its website and social media brand. There were nearly 400,000 online contacts and impressions through December 31, 2017.

F. Key Findings and Trends

Working with interested stakeholders in the grant program prior to the announcement of the funding opportunity, with applicants, recipients, and 5 months' worth of performance and administrative reports, OTPP is able to identify a number of key findings in the early stage of the performance on these grant projects.

1. CVE Frameworks

OCP has seen several regions develop robust regional plans or achieve significant progress toward developing and/or refining plans since the funding opportunity was announced. This is likely in reaction to the NOFO scoring process adding points for projects that already have invested time or resources in regional planning on terrorism prevention. In some cases, the planning was conducted as part of the application process. As such, reviewers assigned points in the Ongoing Community Resilience and Prevention Planning category to many projects outside

of the CVE pilot cities on the basis of the work undertaken.⁹ Many of these projects were not funded, which means the availability of funding alone spurred local planning.

2. Law Enforcement Training and Engagement

There has been significant enthusiasm in the law enforcement community, particularly with regard to training and community policing for terrorism prevention. For example, one CVEGP project proposed conducting law enforcement training for just a handful of police departments in a certain region. However, when senior law enforcement officials in the state became involved as partners in the project, they recommended that the training be given to the entire state, even though the project is only funding a portion of that.

3. Applicability to All Forms of Terrorism

Many funded projects have wide applicability to all forms of terrorism, including terrorism related to foreign terrorist organizations and domestic terrorist movements. Intervention projects, such as the ones in Las Vegas or Alameda County, have the capacity to intervene with individuals who are radicalizing to any type of violent ideology. Training projects, such as those in Denver and Dearborn, train on violent extremist ideologies across the spectrum including domestic violent extremist movements and foreign terrorist organizations. The approach that these grantees are taking will give DHS the ability to foster projects and develop insights that have longer-term applicability because they are more applicable to an ever-evolving threat picture.

G. Other Items of Note

The opening months of the CVEGP have provided OTPP with some additional observations with ramifications for the remainder of the CVEGP and future terrorism prevention programming. These items are discussed in brief below.

1. Public Interest and Opposition

There has been significant public and media interest in the CVEGP including several Freedom of Information Act (FOIA) requests. OTPP has worked proactively with the FOIA office to make those documents available quickly and completely.¹⁰ In addition, local and national groups opposing this type of government programming have led several intended grantees to reject the funds publicly, have caused partners of funded projects to back out, and have had an effect on recruiting participants, beneficiaries, and partners. By operating the CVEGP program transparently, and with proper monitoring and measurement of results, we hope to demonstrate the importance and effectiveness of terrorism prevention activities in general.

⁹ The CVE pilot cities are Los Angeles, Minneapolis, and Boston. See <https://www.justice.gov/archives/opa/blog/pilot-programs-are-key-our-countering-violent-extremism-efforts> for more information on the pilot cities.

¹⁰ All awarded applications and other program information is available to the public on the DHS FOIA Library: <https://www.dhs.gov/publication/cve-grants-awarded> and <https://www.dhs.gov/publication/countering-violent-extremism-grant-program>

One positive outcome that OTPP learned was that a few applicants that ultimately did not receive funding, including at least one who declined the funding, have independently raised funds for the specific projects that they proposed in their CVEGP applications. OTPP is working with these projects as requested, helping to ensure that they benefit from performance metrics and other technical assistance accorded the CVEGP participants. OTPP also has worked with the philanthropic sector to help identify quality project types, producing a “look book” of projects for foundations to review.

2. Training Products

In cases where grantees proposed portions of their budget to develop training, OTPP and FEMA have worked with the grantee to use existing validated training products and to realign budgets to shift funds from training production to expansion of training delivery. In any future terrorism prevention training grants, OTPP plans to recommend against creation of new training where it would be duplicative of the wide array of existing training, and instead focus on adapting training to local needs, at little or no cost.

3. Subject Matter Expertise

The number of qualified practitioners or subject matter experts in preventing and intervening in the process of radicalization and recruitment to violence is small, relative to other homeland security disciplines. However, the CVEGP is having a positive impact by growing the cadre of qualified practitioners and subject matter experts. When taking terrorism prevention capabilities to scale in the future, decision-makers should continue to remain cognizant of the skill/knowledge gap to do so. Offices such as OTPP will continue to serve to close this gap through the sharing of best practices and successful models, training products, referrals, reviewing projects, and monitoring federal grant recipients, which includes working with DHS, interagency, and private-sector partners to disseminate the latest research and analysis, and will help state and local agencies to leverage related expertise or resources.

H. Conclusion

Although projects have been performing only since August 1, 2017, this report shows that OTPP and FEMA GPD have undertaken considerable efforts on the CVEGP and already have identified several key findings that demonstrate the effectiveness of using grants for terrorism prevention. We look forward to the bulk of the performance data to be reported to DHS over the remaining 75 percent of the period of performance and to having more significant findings of effectiveness and gaps. As always, OTPP and FEMA leadership welcome further opportunities to describe the impact of the CVEGP to Congress and the public.