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The [U.S. Department of Justice](#) (DOJ), [Office of Justice Programs](#) (OJP) [Bureau of Justice Assistance](#) (BJA) is pleased to announce that it is seeking applications for funding for the Prison Rape Elimination Act (PREA) Demonstration Projects to Establish “Zero Tolerance” Cultures for Sexual Assault Program. This program furthers the Department’s mission by providing resources to state governments to implement comprehensive approaches to address the detection, prevention, and response to sexual abuse within confinement environments.

## **PREA Demonstration Projects to Establish “Zero Tolerance” Cultures For Sexual Assault in Local Adult and Juvenile Correctional Facilities FY 2012 Competitive Grant Announcement**

### **Eligibility**

Applicants are limited to state governments.

The intent of this solicitation is to provide resources to meet the requirements of the PREA standards in juvenile correction facilities, local juvenile detention facilities, adult jails and lock-ups, and tribal facilities. While the applicant must be a unit of state government, it is expected that in many cases collaborative partnerships must be established with local and tribal government agencies.

**Special Notice:** BJA may elect to make awards for applications submitted under this solicitation in future fiscal years, dependent on the merit of the applications and on the availability of appropriations in future years.

### **Good Faith Commitment**

Applicants must support the adoption of the national standards to be promulgated by the Attorney General under the authority of PREA. Applications must include a certification from the chief executive of the state that the state will consider adopting all future standards. Because the final PREA standards will not be published as a final rule until after the close of this solicitation, applicants should describe how the objectives of their proposed demonstration project will further the intent of PREA to establish a “zero tolerance” culture with respect to sexual victimization.

## Deadline

Applicants must register with [Grants.gov](http://Grants.gov) prior to submitting an application. (See “How To Apply,” page 14.) All applications are due by 11:59 p.m. eastern time on March 15, 2012. (See “Deadlines: Registration and Application,” page 5.)

## Contact Information

For technical assistance with submitting an application, contact the Grants.gov Customer Support Hotline at 800-518-4726 or 606-545-5035, or via e-mail to [support@grants.gov](mailto:support@grants.gov).

**Note:** The [Grants.gov](http://Grants.gov) Support Hotline hours of operation are 24 hours a day, 7 days a week, except federal holidays.

For assistance with any other requirements of this solicitation, contact the BJA Justice Information Center at 1-877-927-5657, via e-mail to [JIC@telesishq.com](mailto:JIC@telesishq.com), or by [live web chat](#). The BJA Justice Information Center hours of operation are 8:30 a.m. to 5:00 p.m. eastern time, Monday through Friday, and 8:30 a.m. to 8:00 p.m. eastern time on the solicitation close date.

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# PREA Demonstration Projects to Establish “Zero Tolerance” Cultures For Sexual Assault in Local Adult and Juvenile Correctional Facilities

## CFDA 16.735

### Overview

Based on the Department of Justice’s (DOJ) analysis of data compiled by the Bureau of Justice Statistics (BJS), approximately 200,000 adult prisoners and jail inmates suffered some form of sexual abuse while incarcerated during 2008<sup>1</sup> (see BJS, *Sexual Victimization in Prisons and Jails Reported by Inmates, 2008–09* (August 2010)). This suggests 4.4 percent of the prison population and 3.1 percent of the jail population within the United States suffered sexual abuse during that year.<sup>2</sup> In some prisons, nearly 9 percent of the population reported abuse within that time; in some jails the corresponding rate approached 8 percent.<sup>3</sup> In juvenile facilities, the numbers are similarly troubling. At least 17,100 adjudicated or committed youth (amounting to some 12 percent of the total population in juvenile detention facilities) reported having suffered sexual abuse within 12 months of arriving at their facility, with rates as high as 36 percent in specific facilities<sup>4</sup> (see BJS, *Sexual Victimization in Juvenile Facilities Reported by Youth, 2008–09* (January 2010), pages 1, 4).

The [Prison Rape Elimination Act of 2003](#) (PREA) (P.L. 108-79) requires the Attorney General to promulgate regulations that adopt national standards for the detection, prevention, reduction, and punishment of prison rape. PREA established the National Prison Rape Elimination Commission (Commission) to carry out a comprehensive legal and factual study of the penological, physical, mental, medical, social, and economic impacts of prison rape in the United States, and to recommend national standards to the Attorney General and to the Secretary of Health and Human Services. The Commission recommended four sets of national standards for eliminating prison rape and other forms of sexual abuse in a report available at [cybercemetery.unt.edu/archive/nprec/20090820154845/http://nprec.us/publication/standards/](http://cybercemetery.unt.edu/archive/nprec/20090820154845/http://nprec.us/publication/standards/). Each set is applicable to one of the following four confinement settings: (1) adult prisons and jails; (2) juvenile facilities; (3) community corrections facilities; and (4) lockups (i.e., temporary holding facilities). The Commission recommended that its standards apply to federal, state, and local correctional and detention facilities (excluding facilities operated by the Department of Defense and the Bureau of Indian Affairs).

Based on the Commission’s recommendations, DOJ published a proposed rule in 2011, and based on public comments, revisions were made as warranted, and the standards have been forwarded to the Office of Management and Budget for final review. DOJ’s proposed rule can be found at: [www.ojp.gov/programs/pdfs/prea\\_nprm.pdf](http://www.ojp.gov/programs/pdfs/prea_nprm.pdf). It is anticipated the final standards will be published by late Spring 2012. The standards seek to prevent sexual abuse and to reduce the

<sup>1</sup> This total includes the cross-sectional number covered in BJS surveys plus the number of estimated victims released in the twelve months prior to the survey. For methodology, see Initial Regulatory Impact Analysis (IRIA), page 9, available at [www.ojp.usdoj.gov/programs/pdfs/prea\\_nprm\\_iria.pdf](http://www.ojp.usdoj.gov/programs/pdfs/prea_nprm_iria.pdf).

<sup>2</sup> See id., page 6.

<sup>3</sup> See id., page 8.

<sup>4</sup> This total includes the cross-sectional number covered in BJS surveys plus the number of estimated victims released in the 12 months prior to the survey. It includes adjudicated/committed youth only. For methodology, see IRIA, page 9.

harm that it causes when it occurs and consist of 11 categories: prevention planning; responsive planning; training and education; screening for risk of sexual victimization and abusiveness; reporting; official response following an inmate report; investigations; discipline; medical and mental care; data collection and review; and audits.

This program is funded under the Consolidated and Further Continuing Appropriations Act, 2012 (Pub. L.112-55). Demonstration projects funded through this solicitation will support comprehensive approaches within local adult and juvenile correctional facilities to prevent, detect, and respond to incidences of sexual victimization.

## **Deadlines: Registration and Application**

Applicants must register with Grants.gov prior to submitting an application. OJP encourages applicants to register several weeks before the application submission deadline. The deadline to apply for funding under this announcement is 11:59 eastern time on March 15, 2012. See the “How To Apply” section on page 14 for details. Please note that while the deadline for submission is 11:59 p.m. eastern time on March 15, 2012, staff assistance through the BJA Justice Information Center is only available until 8:00 p.m. eastern time (see “Contact Information” on the title page for more information about BJA’s Justice Information Center).

## **Eligibility**

Refer to the title page for eligibility under this program.

## **PREA Demonstration Projects to Establish “Zero Tolerance” Cultures For Sexual Assault in Local Adult and Juvenile Correctional Facilities—Specific Information**

The PREA Program provides funding to state governments for demonstration projects within local adult and juvenile confinement settings, including jails and juvenile detention facilities, law enforcement lockups and other temporary holding facilities, and tribal detention facilities. Applicants must successfully communicate a comprehensive approach to the prevention, detection, and response to the incidence of sexual abuse and clearly prioritize gaps which are as of yet unaddressed, either programmatically or through changes in policy and procedures, as it relates to implementation of the PREA standards.

## **Goals, Objectives, and Deliverables**

The goal of this program is to assist local adult and juvenile facilities in implementing prevention, identification, and response mechanisms that will reduce the incidence of sexual abuse in confinement facilities. Facilities or systems that have reflected a higher than average number of reported sexual assaults on the annual administrative records review submitted to BJS will be given priority. This program will provide federal assistance to units of state governments to implement comprehensive demonstration projects in local adult and juvenile correctional facilities, to meet the PREA requirements of the standards to be promulgated.

Objectives under this program include the following:

- Increase awareness of the problem of sexual assault in adult and juvenile jails, lockups, detention facilities, community corrections facilities, and tribal confinement facilities.
- Provide resources to develop comprehensive programs, strategies, and policies that will enhance local or tribal government’s abilities to achieve compliance with the PREA standards and eliminate sexual abuse.
- Identify causes and contributing factors leading to sexual victimization supported by data.
- Track performance indicators to ensure the effective application of policy and implementation of program strategies which achieve compliance with the PREA standards and create a “zero tolerance” within confinement environments.

The deliverables under this program should include comprehensive demonstration projects with program design elements to reduce sexual abuse and reach the goal of a “zero tolerance” environment. Design elements of a comprehensive response may include the following: policy and practice review and revision; preventative infrastructure and technology enhancements; offender education; victim support services; leadership and cultural examination; data collection; staffing support; and evaluation. Comprehensive demonstration projects, when feasible, should focus on systemic changes as opposed to discrete changes in single facilities or operational practices.

**Collaboration with Other Federal Agencies**

BJA, BJS, the Office of Juvenile Justice and Delinquency Prevention (OJJDP), the Office for Victims of Crime (OVC), the Office on Violence Against Women (OVW), and the National Institute of Corrections (NIC) will all collaborate to ensure that adult and juvenile PREA efforts are supported and that victim services are incorporated into comprehensive responses.

**Training and Technical Assistance—National PREA Resource Center**

Established through a FY 2010 competitively awarded cooperative agreement from BJA to the National Council on Crime and Delinquency (NCCD), the National PREA Resource Center (PRC) represents a unique collaborative partnership with a wide array of national stakeholder organizations representing federal, state, local, and tribal corrections field; adult prisons and jails; juvenile detention; community corrections; tribal facilities; lockups; and victim advocacy groups. The PRC will provide training and technical assistance to applicants funded through this solicitation and serve as the national online source for direct support, training, technical assistance, and research to assist adult and juvenile corrections, detention, and law enforcement professionals, as well as victim advocate and other professionals such as community service providers in their ongoing work to eliminate sexual assault in confinement.

Focusing on areas such as prevention strategies, improved reporting and detection, investigation, prosecution, and victim-centered responses, the PRC will identify promising programs and practices that have been implemented around the country and demonstrate models for keeping inmates, detainees, and residents safe from sexual assault. The Center will also maintain a full resource library including webinars, studies and articles, and will include a wide range of subject matter experts to respond to the technical assistance and training needs of jurisdictions in complying with the yet to be announced final PREA standards.

While the PRC provides a centralized source for training and technical assistance, BJA and other partners may continue to provide relevant support to the field, and BJA will continue to

work closely with the PRC and federal partners to ensure strategic coordination efforts and avoid unnecessary duplication of resources. For more information on the PRC visit [prearesourcecenter.org/](http://prearesourcecenter.org/).

### **Evidence-Based Programs or Practices**

OJP considers programs and practices to be evidence-based when their effectiveness has been demonstrated by causal evidence (generally obtained through one or more outcome evaluations). Causal evidence documents a relationship between an activity or intervention (including technology) and its intended outcome, including measuring the direction and size of a change, and the extent to which a change may be attributed to the activity or intervention. Causal evidence depends on the use of scientific methods to rule out, to the extent possible, alternative explanations for the documented change. The strength of causal evidence, based on the factors described above, will influence the degree to which OJP considers a program or practice to be evidence-based. OJP's [CrimeSolutions.gov](http://CrimeSolutions.gov) web site is one resource that applicants may use to find information about evidence-based programs in criminal justice, juvenile justice, and crime victim services.

### **Allowable Uses of Funds**

Demonstration projects may include, but are not limited to, the following allowable uses of award funds:

#### Policy and Practice Review, Revision, and Implementation

- Review and revise current policies, procedures, contracts, and written materials that are provided to staff and detainees/inmates to ensure compliance with PREA standards and best practices. Considerations should be made for policies/protocols on cross-gender viewing and searching, hiring, and promotion decisions, accommodations for inmates with special needs, contents of contracts with private entities, evidence and forensic medical examination protocols, investigation protocols and assurances, employee/volunteer/contractor training, inmate education, and reporting protocols, protective custody protocols, staff and inmate disciplinary sanctions, medical and mental health screenings and treatment availability, and data collection and auditing protocols.
- Review current staffing levels and patterns with regard to the make-up of the inmate/detainee population and the physical layout of the facility.
- Conduct sexual abuse vulnerability assessments to identify and isolate circumstances and physical plant artifacts that can contribute to increased incidences of sexual assault.

#### Preventative Infrastructure and Technology Enhancements

- Utilize technology resources to improve prevention and security. For example, using incident mapping technologies that may help identify places where inmates and staff are vulnerable with the perspective that physical modifications backed up with electronic monitoring will help mitigate risks.
- Develop or modify offender management systems or other data bases that will track aggressors and victims.
- Integrate different data systems used by internal departments. For example, combining security information around sexual abuse with medical and mental health information.

- Purchase “limited” equipment and supplies (i.e., purchase of rape kits, etc). “Limited” is defined as less than 10 percent of the total federal award amount.

#### Offender Education

- Develop and institute offender education programming to promote sexual abuse awareness, sexual abuse reporting mechanisms, victim services, and relevant facility policies and procedures (offender education programming should be responsive to gender/sexual orientation differences).

#### Victim Support Services

- Develop first response strategy protocols that detail how to work with victims to address their needs while at the same time managing the investigation.
- Leverage community-based resources and develop relationships with Rape Crisis Centers and the creation of Sexual Assault Response Teams (SART).
- Contract with outside community-based organizations or services providers for counseling activities and assistance to facilities with addressing sexual victimization issues.
- Provide support services to protect vulnerable populations and victims. Currently, most vulnerable populations, including many victims, are kept in long-term segregation. Some systems may have alternatives that could be replicated, or funding could be used to test policies/programs that aim to protect this population without relying on long-term segregation.
- Provide support to victim advocates who are either specially trained staff or are from community-based sexual assault service providers.
- Initiate partnerships that can make the work of all involved agencies more effective in bringing cases forward for successful prosecution of abusers.
- Provide reimbursement of treatment and medical expenses (to allow for elimination of inmate co-pays/fees).
- Establish facility hotlines to report sexual victimization incidents.

#### Leadership, Organizational Culture, and Performance

- Examine extent that the organizational culture, including leadership and staff/inmate communications are responsible for high incidence of sexual abuse.
- Plan and implement strategies to improve leadership, organizational culture, and performance through policy development, accreditation enhancement activities, training, and other strategies (applicants are strongly encouraged to examine the extensive and cutting edge resources of NIC in this area).

#### Data Collection and Performance Measurement

PREA activities and the standards implementation will require the continued accumulation and reporting of data reflecting levels of sexual assault in various settings. As a result, funds can be used for the following data collection activities:

- Develop and utilize more effective and efficient strategies and efforts to improve the capacity to collect these data, analyze, and report them.

- Build or enhance data systems, data collection, storage, and publication of data results to further promote best practices.
- Participate in system-wide performance data collection efforts such as the Council of Juvenile Correctional Administration's Performance Based Measures System.

#### Planning, Analysis, and Staffing Support

- Develop sustainability protocols to maintain staff after federal funding may no longer be available. Staffing support examples could include hiring these types of individuals: PREA Coordination Officer; additional officers (supervision staff); Investigators; and medical and mental health practitioners.
- Staff or hire individuals to conduct statistical analysis of alleged sexual assaults, monitor each reported incident to guarantee staff compliance with policies, facilitate staff training and awareness programs for offenders, and identify issues for further policy development.

#### Evaluation

- Conduct an independent evaluation of the effectiveness of the policies, programs, and strategies proposed within the funded project related to reducing sexual abuse in confinement environments.

#### **Priority Considerations**

Priority consideration will be given to the following:

- State government agencies are the only eligible applicants under this solicitation. However, proposed projects must focus on furthering the intent of PREA in local adult and juvenile correctional facilities. Applications submitted by state government agencies that provide comprehensive strategies for juvenile detention centers, jails, lockup facilities, and tribal detention facilities, will be prioritized and considered for award selection. Applications proposing to address specific local adult and juvenile confinement facilities which demonstrate high (above the national average) incidence of sexual abuse based on data reported annually to BJS, or other available data that suggest past problems with sexual abuse within the facility. According to 2008 data, BJS suggests 4.4 percent of the prison population and 3.1 percent of the jail population within the United States suffered sexual abuse during that year.
- Applications proposing to address specific confinement facilities that demonstrate significant progress in PREA-related policy and protocol review and which propose to use project funds to implement clearly prioritized and demonstrated need(s) and agree to provide a report on the improvement efforts so that others may learn from the experience.
- Applications which propose to address specific findings of the BJS reports *Sexual Victimization in Prisons and Jails Reported by Inmates, 2008–09* and *Sexual Victimization in Juvenile Facilities Reported by Youth, 2008–09* including specific variations in victimization rates and the circumstances of victimization, or other available data that suggest past problems with sexual abuse within the facility.
- Applications that propose to rigorously evaluate their efforts toward the elimination of sexual abuse in confinement environments, share results with the field through BJA and the Resource Center, and have identified a research partner.

## **Amount and Length of Awards**

Awards under this program will be made for up to \$600,000 for a 2-year project period.

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

## **Budget Information**

### **Limitation on Use of Award Funds for Employee Compensation; Waiver**

With respect to any award of more than \$250,000 made under this solicitation, federal funds may not be used to pay total cash compensation (salary plus bonuses) to any employee of the award recipient at a rate that exceeds 110 percent of the maximum annual salary payable to a member of the federal government's Senior Executive Service (SES) at an agency with a Certified SES Performance Appraisal System for that year. The 2012 salary table for SES employees is available at [www.opm.gov/oca/12tables/indexSES.asp](http://www.opm.gov/oca/12tables/indexSES.asp). Note: A recipient may compensate an employee at a higher rate, provided the amount in excess of this compensation limitation is paid with non-federal funds. (Any such additional compensation will not be considered matching funds where match requirements apply.)

The limitation on compensation rates allowable under an award may be waived on an individual basis at the discretion of the Assistant Attorney General (AAG) for OJP. An applicant requesting a waiver should include a detailed justification in the budget narrative of its application. Unless the applicant submits a waiver request and justification with the application, the applicant should anticipate that OJP will request the applicant to adjust and resubmit its budget.

The justification should include the particular qualifications and expertise of the individual, the uniqueness of the service being provided, the individual's specific knowledge of the program or project being undertaken with award funds, and a statement explaining that the individual's salary is commensurate with the regular and customary rate for an individual with his/her qualifications and expertise, and for the work to be done.

### **Minimization of Conference Costs**

No OJP funding can be used to purchase food and/or beverages for any meeting, conference, training, or other event. Exceptions to this restriction may be made only in cases where such sustenance is not otherwise available (i.e., extremely remote areas), or where a special presentation at a conference requires a plenary address where there is no other time for sustenance to be attained. Such an exception would require prior approval from OJP. This restriction does not apply to water provided at no cost, but does apply to any and all other refreshments, regardless of the size or nature of the meeting. Additionally, this restriction does not impact direct payment of per diem amounts to individuals in a travel status under your organization's travel policy.

Updated Department of Justice and OJP guidance on conference planning, minimization of costs, and conference cost reporting will be forthcoming and will be accessible on the OJP web site at [www.ojp.usdoj.gov/funding/funding.htm](http://www.ojp.usdoj.gov/funding/funding.htm).

### **Costs Associated with Language Assistance (if applicable)**

If an applicant proposes a program or activity that would deliver services or benefits to individuals, the costs of taking reasonable steps to provide meaningful access to those services

or benefits by individuals with limited English proficiency may be allowable costs. Reasonable steps to provide meaningful access to services or benefits may include interpretation or translation services where appropriate.

For additional information, see the "Civil Rights Compliance" section of the OJP "Other Requirements for OJP Applications" web page ([www.ojp.usdoj.gov/funding/other\\_requirements.htm](http://www.ojp.usdoj.gov/funding/other_requirements.htm)).

**Match Requirement (50 percent In-Kind)**

Federal funds awarded under this program may not cover more than 50 percent of the total costs of the project being funded. The applicant must identify the source of the 50 percent non-federal portion of the total project costs and how match funds will be used. If a successful applicant's proposed match exceeds the required match amount, the match amount that is incorporated into its OJP-approved budget is mandatory and subject to audit. (Match is restricted to the same uses of funds as allowed for the federal funds.) Applicants may satisfy this match requirement with in-kind services. The formula for calculating the match is:

$$\frac{\text{Federal Award Amount}}{\text{Federal Share Percentage}} = \text{Adjusted (Total) Project Costs}$$

$$\text{Required Recipient's Share Percentage} \times \text{Adjusted Project Cost} = \text{Required Match}$$

**Example:** 50 percent match requirement: for a federal award amount of \$350,000, match would be calculated as follows:

$$\frac{\$350,000}{50\%} = \$700,000 \quad 50\% \times \$700,000 = \$350,000 \text{ match}$$

**Performance Measures**

To assist the Department in fulfilling its responsibilities under the Government Performance and Results Act of 1993 (GPRA), Public Law 103-62, and the GPRA Modernization Act of 2010, Public Law 111-352, applicants that receive funding under this solicitation must provide data that measure the results of their work done under this solicitation. Any award recipient will be required, post award, to provide the data requested in the "Data Grantee Provides" column so that OJP can calculate values for the "Performance Measures" column. Performance measures for this solicitation are as follows:

Objective	Performance Measure(s)	Data Grantee Provides
To assist priority facilities in implementing prevention, identification, and response mechanisms that will reduce the incidence of sexual abuse in confinement environments.	Percentage of substantiated occurrences of inmate-on-inmate non-consensual sexual acts	A. Number of allegations B. Number of substantiated allegations C. Number of unsubstantiated allegations D. Number of unfounded allegations E. Number of ongoing investigations
	Percentage of substantiated occurrences of inmate-on-inmate non-consensual sexual acts that were	A. Number of substantiated allegations B. Number of substantiated

	completed	<p>occurrences of inmate on inmate non-consensual sexual acts that were completed.</p> <p>C. Number of substantiated occurrences of inmate-on-inmate non-consensual sexual acts that were attempted.</p>
	Percentage of male victims involved in substantiated occurrences of inmate-on-inmate non-consensual sexual acts	<p>A. Number of victims</p> <p>B. Number of male victims</p>
	Percentage of female victims involved in substantiated occurrences of inmate-on-inmate non-consensual sexual acts	<p>C. Number of victims</p> <p>D. Number of female victims</p>
	Percentage of male perpetrators involved in substantiated occurrences of inmate-on-inmate non-consensual sexual acts	<p>A. Number of perpetrators</p> <p>B. Number of male perpetrators</p>
	Percentage of female perpetrators involved in substantiated occurrences of inmate-on-inmate non-consensual sexual acts	<p>C. Number of perpetrators</p> <p>D. Number of female perpetrators</p>
	Most frequent place of occurrence of where inmate-on-inmate sexual violence happened	<p>A. Number of occurrences of sexual violence that happened in the victim's cell/room.</p> <p>B. Number of occurrences of sexual violence that happened in the perpetrator's cell/room.</p> <p>C. Number of occurrences of sexual violence that happened in a dormitory or other multiple housing or living area.</p> <p>D. Number of occurrences of sexual violence that happened in a temporary holding cell within the facility</p> <p>E. Number of occurrences of sexual violence that happened in a program service area (yard, gym, library, or clinic)</p> <p>F. Number of occurrences of sexual violence that happened in another common service area (commissary, kitchen, storage, laundry, cafeteria, workshop, or hallway)</p> <p>G. Other</p>
	Percentage of persons involved in occurrences of inmate-on-inmate non-consensual sexual acts that had HIV/AIDS tests.	<p>A. Number of persons involved in occurrences of inmate non-consensual sexual acts</p> <p>B. Number of persons involved in occurrences of inmate-on-inmate non-consensual sexual acts that had HIV/AIDS tests.</p>
To reduce incidents of sexual assault through prevention	Percentage of custodial staff trained in sexual assault prevention within	Total number of custodial staff who received training to prevent sexual

training.	inmate populations.  Percentage of inmates trained in sexual assault prevention.	assault.  Total number of custodial staff.  Total number of inmates who received training to prevent sexual assault.  Total number of inmates.
To support the investigation and prosecution of inmate-on-inmate sexual assault.	Total number of inmate-on-inmate sexual assaults prosecuted.  Percentage of inmate-on-inmate sexual assault prosecutions that result in convictions.	Total number of inmate-on-inmate sexual assaults prosecuted.  Total number of convictions for inmate-on-inmate sexual assault.
To provide appropriate services and treatment for both victims and perpetrators of sexual assault within inmate populations.	Percentage of victims who received physical treatment as a result of inmate-on-inmate non-consensual sexual acts.  Percentage of perpetrators who received physical treatment as a result of inmate-on-inmate non-consensual sexual acts.  Percentage of victims who received psychological counseling as a result of inmate-on-inmate non-consensual sexual acts.  Percentage of perpetrators who received psychological counseling as a result of inmate-on-inmate non-consensual sexual acts.  Percentage of victims who received other treatment as a result of inmate-on-inmate non-consensual sexual acts.  Percentage of perpetrators who received other treatment as a result of inmate-on-inmate non-consensual sexual acts.	Number of victims of inmate-on-inmate non-consensual sexual acts  Number of perpetrators of inmate-on-inmate non-consensual sexual acts  Total number of victims who received physical treatment as a result of inmate-on-inmate non-consensual sexual acts.  Total number of perpetrators who received physical treatment as a result of inmate-on-inmate non-consensual sexual acts.  Total number of victims who received psychological counseling as a result of inmate-on-inmate non-consensual sexual acts.  Total number of perpetrators who received psychological counseling as a result of inmate-on-inmate non-consensual sexual acts.  Total number of victims who received other treatment as a result of inmate-on-inmate non-consensual sexual acts (please specify).  Total number of perpetrators who received other treatment as a result of inmate-on-inmate non-consensual sexual acts (please specify).

Submission of performance measures data is not required for the application. Instead, applicants should discuss in their application their proposed methods for collecting data for performance measures. Refer to the section “What an Application Should Include” on page 16 for additional information.

**Note on Project Evaluations**

Applicants that propose to use funds awarded through this solicitation to conduct project evaluations should be aware that certain project evaluations (such as systematic investigations designed to develop or contribute to generalizable knowledge) may constitute “research” for

purposes of applicable DOJ human subjects protection regulations. However, project evaluations that are intended only to generate internal improvements to a program or service, or are conducted only to meet OJP's performance measure data reporting requirements likely do not constitute "research." Applicants should provide sufficient information for OJP to determine whether the particular project they propose would either intentionally or unintentionally collect and/or use information in such a way that it meets the DOJ regulatory definition of research.

Research, for the purposes of human subjects protections for OJP-funded programs, is defined as, "a systematic investigation, including research development, testing, and evaluation, designed to develop or contribute to generalizable knowledge" 28 C.F.R. § 46.102(d). For additional information on determining whether a proposed activity would constitute research, see the decision tree to assist applicants on the "Research and the Protection of Human Subjects" section of the OJP "Other Requirements for OJP Applications" web page ([www.ojp.usdoj.gov/funding/other\\_requirements.htm](http://www.ojp.usdoj.gov/funding/other_requirements.htm)). Applicants whose proposals may involve a research or statistical component also should review the "Confidentiality" section on that web page.

## Notice of Post-Award FFATA Reporting Requirement

Applicants should anticipate that OJP will require all recipients (other than individuals) of awards of \$25,000 or more under this solicitation, consistent with the Federal Funding Accountability and Transparency Act of 2006 (FFATA), to report award information on any first-tier subawards totaling \$25,000 or more, and, in certain cases, to report information on the names and total compensation of the five most highly compensated executives of the recipient and first-tier subrecipients. Each applicant entity must ensure that it has the necessary processes and systems in place to comply with the reporting requirements should it receive funding. Reports regarding subawards will be made through the FFATA Subaward Reporting System (FSRS), found at [www.fsrs.gov](http://www.fsrs.gov).

Please note also that applicants should anticipate that no subaward of an award made under this solicitation may be made to a subrecipient (other than an individual) unless the potential subrecipient acquires and provides a Data Universal Numbering System (DUNS) number.

## How To Apply

Applications will be submitted through Grants.gov. Grants.gov is a "one-stop storefront" that provides a unified process for all customers of federal awards to find funding opportunities and apply for funding. Complete instructions on how to register and submit an application can be found at [www.Grants.gov](http://www.Grants.gov). If the applicant experiences technical difficulties at any point during this process, call the Grants.gov Customer Support Hotline at **800-518-4726** or **606-545-5035**, 24 hours a day, 7 days a week, except federal holidays. Registering with Grants.gov is a one-time process; however, **processing delays may occur, and it can take up to several weeks** for first-time registrants to receive confirmation and a user password. OJP highly recommends that applicants start the registration process as early as possible to prevent delays in submitting an application package by the specified application deadline.

All applicants are required to complete the following steps:

- 1. Acquire a Data Universal Numbering System (DUNS) number.** In general, the Office of Management and Budget requires that all applicants (other than individuals) for federal funds include a DUNS number in their applications for a new award or renewal of an existing

award. A DUNS number is a unique nine-digit sequence recognized as the universal standard for identifying and keeping track of entities receiving federal funds. The identifier is used for tracking purposes and to validate address and point of contact information for federal assistance applicants, recipients, and subrecipients. The DUNS number will be used throughout the grant life cycle. Obtaining a DUNS number is a free, one-time activity. Obtain a DUNS number by calling Dun and Bradstreet at 866–705–5711 or by applying online at [www.dnb.com](http://www.dnb.com). A DUNS number is usually received within 1-2 business days.

- 2. Acquire or renew registration with the Central Contractor Registration (CCR) database.** OJP requires that all applicants (other than individuals) for federal financial assistance maintain current registrations in the CCR database. An applicant must be registered in the CCR to successfully register in Grants.gov. The CCR database is the repository for standard information about federal financial assistance applicants, recipients, and subrecipients. Organizations that have previously submitted applications via Grants.gov are already registered with CCR, as it is a requirement for Grants.gov registration. Note, however, that applicants must **update or renew their CCR registration annually** to maintain an active status. Information about CCR registration procedures can be accessed at [www.ccr.gov](http://www.ccr.gov).
- 3. Acquire an Authorized Organization Representative (AOR) and a Grants.gov username and password.** Complete the AOR profile on Grants.gov and create a username and password. The applicant organization's DUNS number must be used to complete this step. For more information about the registration process, go to [www.grants.gov/applicants/get\\_registered.jsp](http://www.grants.gov/applicants/get_registered.jsp).
- 4. Acquire confirmation for the AOR from the E-Business Point of Contact (E-Biz POC).** The E-Biz POC at the applicant organization must log into Grants.gov to confirm the applicant organization's AOR. Note that there can be more than one AOR for the organization.
- 5. Search for the funding opportunity on Grants.gov.** Use the following identifying information when searching for the funding opportunity on Grants.gov. The Catalog of Federal Domestic Assistance (CFDA) number for this solicitation is CFDA 16.735, titled "Protecting Inmates and Safeguarding Communities Discretionary Grant Program: Prison Rape Elimination," and the funding opportunity number is BJA-2012-3161.
- 6. Complete the Disclosure of Lobbying Activities.** All applicants must complete this information. An applicant that expends any funds for lobbying activities must provide the detailed information requested on the form, *Disclosure of Lobbying Activities*, (SF-LLL). An applicant that does not expend any funds for lobbying activities should enter "N/A" in the required highlighted fields.
- 7. Submit an application consistent with this solicitation by following the directions in Grants.gov.** Within 24–48 hours after submitting the electronic application, the applicant should receive an e-mail validation message from Grants.gov. The validation message will state whether the application has been received and validated, or rejected, with an explanation. **Important:** Applicants are urged to submit applications **at least 72 hours prior** to the due date of the application to allow time to receive the validation message and to correct any problems that may have caused a rejection notification.

**Note: Grants.gov will forward the application to OJP's Grants Management System (GMS). GMS does not accept executable file types as application attachments.** These disallowed file types include, but are not limited to, the following extensions: ".com," ".bat," ".exe," ".vbs," ".cfg," ".dat," ".db," ".dbf," ".dll," ".ini," ".log," ".ora," ".sys," and ".zip."

**Note: Duplicate Applications**

If an applicant submits multiple versions of an application, BJA/OJP will review the most recent version submitted.

## **Experiencing Unforeseen Grants.gov Technical Issues**

If an applicant experiences unforeseen Grants.gov technical issues beyond the applicant's control that prevent submission of its application by the deadline, the applicant must e-mail the BJA Justice Information Center (see page 1 for contact information) **within 24 hours after the application deadline** and request approval to submit its application. The applicant must include in the e-mail: a description of the technical difficulties, a timeline of submission efforts, the complete grant application, the applicant DUNS number, and Grants.gov Help Desk tracking number(s) the applicant has received. **Note: Requests are not automatically approved by BJA.** After the program office reviews all of the information submitted, and contacts the Grants.gov Help Desk to validate the technical issues reported, BJA will contact the applicant to either approve or deny the request to submit a late application. If the technical issues reported cannot be validated, the application will be rejected as untimely.

The following conditions are not valid reasons to permit late submissions: (1) failure to begin the registration process in sufficient time, (2) failure to follow Grants.gov instructions on how to register and apply as posted on its Web site, (3) failure to follow all of the instructions in the OJP solicitation, and (4) technical issues experienced with the applicant's computer or information technology (IT) environment, including firewalls.

Notifications regarding known technical problems with Grants.gov, if any, are posted at the top of the OJP funding web page at [www.ojp.usdoj.gov/funding/solicitations.htm](http://www.ojp.usdoj.gov/funding/solicitations.htm).

## **What an Application Should Include**

Applicants should anticipate that failure to submit an application that contains all of the specified elements may negatively affect the review of the application; and, should a decision be made to make an award, it may result in the inclusion of special conditions that preclude access to or use of award funds pending satisfaction of the conditions.

Moreover, applicants should anticipate that applications that are unresponsive to the scope of the solicitation, or that do not include application elements designated by BJA to be critical, will neither proceed to peer review, nor receive further consideration. Under this solicitation, BJA has designated the following application elements as critical: Program Narrative and the Budget Detail Worksheet and Budget Narrative. The Budget Detail Worksheet and Budget Narrative may be combined in one document. However, if only one document is submitted, it must contain **both** narrative and detail information.

OJP strongly recommends use of appropriately descriptive file names (e.g., "Program Narrative," "Budget Detail Worksheet and Budget Narrative," "Timelines," "Memoranda of

Understanding," "Resumes") for all attachments. OJP recommends that resumes be included in a single file.

### 1. Information to Complete the Application for Federal Assistance (SF-424)

The SF-424 is a standard form required for use as a cover sheet for submission of pre-applications, applications, and related information. Grants.gov and GMS take information from the applicant's profile to populate the fields on this form. When selecting "type of applicant," if the applicant is a for-profit entity, select "For-Profit Organization" or "Small Business" (as applicable).

### 2. Program Abstract

The program abstract should be no more than two double-spaced pages and should:

- Identify the facility(ies) in which the demonstration project would be targeted that includes the specific name of the facility, as well as whether the facility is for adults or juveniles.
- Describe clearly how the applicant will address all the Priority Considerations (see page 9). Specifically, provide information on the facility's rate of sexual abuse, especially if over the national average.
- Describe clearly the data available on the incidence and nature of sexual abuse within the facility(ies) for which funding is being requested.
- Describe clearly the extent that the applicant has already completed a comprehensive review of the facility's(ies') policies and protocols as they relate to PREA.
- Provide a brief description of the proposed activities to be conducted with grant funds.

### 3. Program Narrative

The program narrative must respond to the solicitation and the Selection Criteria (1–4) in the order given. The program narrative should be double-spaced, using a standard 12-point font (Times New Roman is preferred) with not less than 1-inch margins, and should not exceed 20 pages. Please number pages "1 of 20," "2 of 20," etc.

If the program narrative fails to comply with these length-related restrictions, noncompliance may be considered in peer review and in final award decisions.

The following sections should be included as part of the program narrative:

- a) Statement of the Problem
- b) Project Design and Implementation
- c) Capabilities and Competencies
- d) Plan for Collecting Data for this Solicitation's Performance Measures:  
**Note:** Submission of performance measures data is not required for the application. Performance measures are included as an alert that successful applicants will be required to submit specific data to BJA as part of their reporting requirements. For the application, the applicant should indicate an understanding of these requirements and discuss how the applicant will gather the required data, should the applicant receive funding.

#### 4. Budget Detail Worksheet and Budget Narrative

##### a) Budget Detail Worksheet

A sample Budget Detail Worksheet can be found at [www.ojp.gov/funding/forms/budget\\_detail.pdf](http://www.ojp.gov/funding/forms/budget_detail.pdf). If the budget is submitted in a different format, the budget categories listed in the sample budget worksheet should be included.

For questions pertaining to budget and examples of allowable and unallowable costs, see the OJP Financial Guide at [www.ojp.usdoj.gov/financialguide/index.htm](http://www.ojp.usdoj.gov/financialguide/index.htm).

##### b) Budget Narrative

The Budget Narrative should thoroughly and clearly describe every category of expense listed in the Budget Detail Worksheet.

- Proposed budgets are expected to be complete; reasonable and allowable; cost effective; and necessary for project activities.
- The narrative should be mathematically sound and correspond with the information and figures provided in the Budget Detail Worksheet.
- The narrative should explain how all costs were estimated and calculated and how they are relevant to the completion of the proposed project.
- The budget materials must include information on the 50% in-kind match requirement
- The narrative may include tables for clarification purposes but need not be in a spreadsheet format. As with the Budget Detail Worksheet, the Budget Narrative should be broken down by year.

#### 5. Indirect Cost Rate Agreement (if applicable)

Indirect costs are allowed only if the applicant has a federally approved indirect cost rate. (This requirement does not apply to units of local government.) A copy of the rate approval should be attached. If the applicant does not have an approved rate, one can be requested by contacting the applicant's cognizant federal agency, which will review all documentation and approve a rate for the applicant organization or, if the applicant's accounting system permits, costs may be allocated in the direct cost categories. If DOJ is the cognizant federal agency, obtain information needed to submit an indirect cost rate proposal at [www.ojp.usdoj.gov/funding/pdfs/indirect\\_costs.pdf](http://www.ojp.usdoj.gov/funding/pdfs/indirect_costs.pdf).

#### 6. Tribal Authorizing Resolution (if applicable)

If an application is being submitted by either (1) a tribe or tribal organization or (2) a third party proposing to provide direct services or assistance to residents on tribal lands, then a current authorizing resolution of the governing body of the tribal entity or other enactment of the tribal council or comparable governing body authorizing the inclusion of the tribe or tribal organization and its membership should be included with the application. In those instances when an organization or consortium of tribes proposes to apply for a grant on behalf of a tribe or multiple specific tribes, then the application should include a resolution (or comparable legal documentation, as may be applicable) from all tribes that will be included as a part of the services/assistance provided under the grant. A consortium of tribes for which existing consortium bylaws allow action without support from all tribes in the consortium (i.e., without authorizing resolution or other enactment of each tribal governing

body) may submit a copy of its consortium bylaws with the application in lieu of tribal resolutions (or comparable legal documentation).

If an applicant is unable to obtain and submit with its application a fully-executed (i.e., signed) copy of a tribal resolution or other, comparable legal documentation as may be consistent with the tribe's governance structure, then, at minimum, the applicant should submit an unsigned, draft version of such legal documentation as part of its application (except in cases where, with respect to a tribal consortium applicant, consortium bylaws allow action without the support of all consortium member tribes). If selected for funding, use of and access to funds will be contingent on receipt of the fully-executed tribal resolution or other, comparable legal documentation.

## 7. Additional Attachments: Project Timeline, Position Descriptions, and Letters of Support

- **Project Timeline** with each project goal, related objective, activity, expected completion date, responsible person, or organization.
- **Position Descriptions** for key positions.
- **Letters of Support** from all key partners, detailing the commitment to work with the applicant to promote the mission of the project.

## 8. Other Standard Forms

Additional forms that may be required in connection with an award are available on OJP's funding page at [www.ojp.usdoj.gov/funding/forms.htm](http://www.ojp.usdoj.gov/funding/forms.htm). For successful applicants, receipt of funds may be contingent upon submission of all necessary forms. Note in particular the following forms.

- a. [Standard Assurances](#)  
Applicants must read, certify, and submit this form in GMS prior to the receipt of any award funds.
- b. [Certifications Regarding Lobbying; Debarment, Suspension and Other Responsibility Matters; and Drug-Free Workplace Requirements](#)  
Applicants must read, certify and submit in GMS prior to the receipt of any award funds.
- c. [Accounting System and Financial Capability Questionnaire](#)  
Required for any applicant other than an individual that is a non-governmental entity and that has not received any award from OJP within the past 3 years; this form must be downloaded, completed, and submitted.

## Selection Criteria

The following five selection criteria will be used to evaluate each application, with the different weight given to each based on the percentage value listed below after each individual criteria. For example, for the first criteria, "Statement of the Problem," this section is worth 20 percent of the entire application in the review process.

**1. Statement of the Problem (20 percent out of 100)**

- Identify and describe the challenges faced with addressing sexual victimization within the facility(ies).
- Provide data to show the nature and scope of the problem of high incidence or rates of sexual abuse in confinement environments, and explain previous or current efforts to address the problem.
- Clearly state how the applicant will address the Priority Considerations listed on page 9.

**2. Program Design and Implementation (40 percent out of 100)**

- Outline the specific goals and objectives of the project and how they will address the problem.
- Describe the strategies that substantiate the project as a comprehensive demonstration project.
- Describe how the project will address the allowable uses of funds and Priority Considerations outlined on page 9.
- Describe the selected allowable uses of award funds and how they will be utilized in addressing a reduction in sexual victimization and enhancement of PREA activities.

**3. Capabilities and Competencies (20 percent out of 100)**

- Describe the experience and capability of the applicant organization and any partner organization or contractors that also includes the resume materials for these individuals.
- Identify the agency that will serve as the grantee and fiscal agency responsible for the grant's administration, and the staff team supporting the project including the name, title, and affiliation of each member.
- Provide documentation of any collaboration that has or is previously occurring on the initiative.
- Describe any potential barriers to implementing the project and strategies to overcome them.

**4. Plan for Collecting the Data Required for this Solicitation's Performance Measures (10 percent out of 100)**

Applicants should identify who will collect performance data, who will be responsible for performance measures, and how the information will be used to guide the program.

**5. Budget (10 percent out of 100)**

- Provide a proposed budget that is complete, allowable, cost effective, and tied to the proposed planning activities.
- Refer to the budget information listed on page 18 for more detailed information.

## Review Process

OJP is committed to ensuring a fair and open process for awarding grants. BJA reviews the application to make sure that the information presented is reasonable, understandable, measurable, and achievable, as well as consistent with the solicitation.

Peer reviewers will review the applications submitted under this solicitation that meet basic minimum requirements. BJA may use either internal peer reviewers, external peer reviewers, or a combination, to review the applications under this solicitation. An external peer reviewer is an expert in the subject matter of a given solicitation who is NOT a current DOJ employee. An internal reviewer is a current DOJ employee who is well-versed or has expertise in the subject matter of this solicitation. Applications that meet basic minimum requirements will be evaluated, scored, and rated by a peer review panel. Peer reviewers' ratings and any resulting recommendations are advisory only. In addition to peer review ratings, considerations for award recommendations and decisions may include, but are not limited to, underserved populations, geographic diversity, strategic priorities, past performance, and available funding.

The Office of the Chief Financial Officer (OCFO), in consultation with BJA/OJP, conducts a financial review of applications for potential discretionary awards to evaluate the fiscal integrity and financial capability of applicants; examines proposed costs to determine if the Budget Detail Worksheet and Budget Narrative accurately explain project costs; and determines whether costs are reasonable, necessary, and allowable under applicable federal cost principles and agency regulations.

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

## Additional Requirements

Applicants selected for awards must agree to comply with additional legal requirements upon acceptance of an award. OJP strongly encourages applicants to review the information pertaining to these additional requirements prior to submitting an application. Additional information for each requirement can be found at [www.ojp.usdoj.gov/funding/other\\_requirements.htm](http://www.ojp.usdoj.gov/funding/other_requirements.htm).

- Civil Rights Compliance
- Faith-Based and Other Community Organizations
- Confidentiality
- Research and the Protection of Human Subjects
- Anti-Lobbying Act
- Financial and Government Audit Requirements
- National Environmental Policy Act (NEPA)
- DOJ Information Technology Standards (if applicable)

- Single Point of Contact Review
- Non-Supplanting of State or Local Funds
- Criminal Penalty for False Statements
- Compliance with [Office of Justice Programs Financial Guide](#)
- Suspension or Termination of Funding
- Nonprofit Organizations
- For-profit Organizations
- Government Performance and Results Act (GPRA)
- Rights in Intellectual Property
- Federal Funding Accountability and Transparency Act (FFATA) of 2006
- Awards in Excess of \$5,000,000 – Federal Taxes Certification Requirement
- Active CCR Registration

### **Provide Feedback to OJP on This Solicitation**

To assist OJP in improving its application and award processes, we encourage applicants to provide feedback on this solicitation, application submission process, and/or the application review/peer review process. Feedback can be provided to [OJPSolicitationFeedback@usdoj.gov](mailto:OJPSolicitationFeedback@usdoj.gov).

# Application Checklist

## FY 2012 PREA Demonstration Projects to Establish “Zero Tolerance” Cultures For Sexual Assault in Local Adult and Juvenile Correctional Facilities

This checklist has been created to assist with developing an application.

### Eligibility Requirements:

\_\_\_\_\_ Applicant meets eligibility requirements as a state government agency (see title page)

### What an Application Should Include:

- \_\_\_\_\_ SF-424 Form (see page 17)
- \_\_\_\_\_ Program Abstract (see page 17)
- \_\_\_\_\_ Program Narrative\* (see page 17)
  - \_\_\_\_\_ Statement of the Problem/Program
  - \_\_\_\_\_ Project/Program Design and Implementation
  - \_\_\_\_\_ Capabilities and Competencies
  - \_\_\_\_\_ Plan for Collecting Data for this Solicitation’s Performance Measures
- \_\_\_\_\_ Budget Detail Worksheet\* and Budget Narrative\* (see page 18)
- \_\_\_\_\_ Indirect Cost Rate Agreement (if applicable) (see page 18)
- \_\_\_\_\_ Tribal Authorizing Resolution (if applicable) (see page 18)
- \_\_\_\_\_ Additional Attachments (see page 19)
  - \_\_\_\_\_ Project Timeline
  - \_\_\_\_\_ Position Descriptions
  - \_\_\_\_\_ Letters of Support
- \_\_\_\_\_ Other Standard Forms including (as applicable) (see page 19)
  - \_\_\_\_\_ Accounting System and Financial Capability Questionnaire

**\*Note:** These elements are the basic minimum requirements for applications. Applications that do not include these elements shall neither proceed to peer review nor receive further consideration by BJA.