

BUREAU OF JUSTICE ASSISTANCE

# Fiscal Year 2023 Solicitation Webinar:

## National Sexual Assault Kit Initiative (SAKI) A NATIONWIDE APPROACH TO SEXUALLY MOTIVATED CRIMES

**February 27, 2023**



**BJA**  
Bureau of Justice Assistance  
U.S. Department of Justice

# Presenters

**Dr. Angela Williamson**

**BJA Supervisor/FBI ViCAP liaison**

**BJA Policy Office /Forensics Unit**

**Carey Hendricks**

**Policy Advisor**

**BJA Policy Office/Forensics Unit**

# Agenda

- **SECTION 1: BJA and OJP Overview**
- **SECTION 2: BJA Fiscal Year 2023 SAKI Program – History and Solicitation Overview**
- **SECTION 3: How to Apply/Review Process**
- **SECTION 4: Questions and Answers Session**



SECTION 1:

**OJP AND BJA:**

**OVERVIEW  
INFORMATION**



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# What is the Office of Justice Programs?

- The Office of Justice Programs (OJP) provides grant funding, training, research, and statistics to the criminal justice community.
- OJP is one of three grant-making components of the Department of Justice along with the Office on Violence Against Women (OVW) and the Office of Community Oriented Policing Services (COPS).

## Office of Justice Programs

**BJA** - Bureau of Justice Assistance

**BJS** - Bureau of Justice Statistics

**NIJ** - National Institute of Justice

**OVC** - Office for Victims of Crime

**OJJDP** - Office of Juvenile Justice and Delinquency Prevention

**SMART** - Office of Sex Offender Sentencing, Monitoring, Apprehending, Registering, and Tracking

# U.S. Department of Justice Bureau of Justice Assistance

**Mission:** BJA's mission is to provide leadership and services in grant administration and criminal justice policy development to support state, local, and Tribal justice strategies to achieve safer communities. BJA works with communities, governments, and nonprofit organizations to reduce crime, recidivism, and unnecessary confinement, and promote a safe and fair criminal justice system.



[www.bja.gov](http://www.bja.gov)





Appointed by President Biden in February 2022, Director Moore leads BJA's programmatic and policy efforts on providing a wide range of resources, including training and technical assistance, to law enforcement, courts, corrections, treatment, reentry, justice information sharing, and community-based partners to address chronic and emerging criminal justice challenges nationwide.

### Policy Office

provides national leadership to criminal justice organizations that partner with BJA to identify effective program models for replication and infuse data-driven, evidence-based strategies into operational models, practices, and programs.

### Programs Office

administers state, local, tribal, and territorial grant programs. It acts as BJA's direct line of communication to states, local jurisdictions, territories, and tribal governments by providing customer-focused grants management support and careful stewardship over federal funds.

### Operations Office

coordinates all communication, formulates and executes the budget, manages contracts, measures grantees' performance, and provides administrative support to BJA.

### Public Safety Officer Benefits Office

provides death and education benefits to survivors of fallen law enforcement officers, firefighters, and other public safety officers, and disability benefits to officers catastrophically injured in the line of duty.

**BJA Director  
Karhlton F. Moore**

# Five Major Strategic Focus Areas

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Improve public safety through measures which build trust with the community and ensure an effective criminal justice system

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Reduction in recidivism and prevention of unnecessary confinement and interactions with the criminal justice system

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Integration of evidence-based, research-driven strategies into the day-to-day operations of BJA and the programs BJA administers and supports

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Increasing program effectiveness with a renewed emphasis on data analysis, information sharing, and performance management

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Ensuring organizational excellence through outstanding administration and oversight of all of BJA's strategic investments

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**Fund** – Invest diverse funding streams to accomplish goals.

**Educate** – Research, develop, and deliver what works.

**Equip** – Create tools and products to build capacity and improve outcomes.

**Partner** – Consult, connect, and convene.

SECTION 2:

# NATIONAL SEXUAL ASSAULT KIT INITIATIVE (SAKI)

## HISTORY AND PROGRAM OVERVIEW

BJA Policy Office



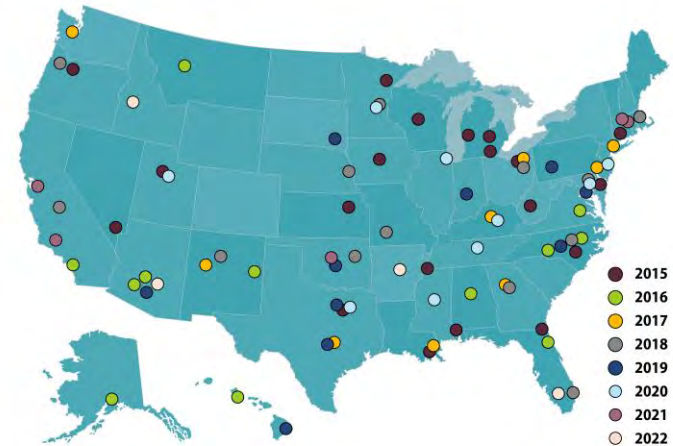
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# SAKI- largest federally-funded cold case program

- **Provides jurisdictions with resources to address their cold case sexual assaults/homicides, including support to:**
  - Inventory, test, and track SAKs and other crime scene evidence
  - Crime Analysis and ViCAP entry of criteria cases
  - Advanced DNA testing including forensic genealogy
  - Investigate and prosecute cases (including travel to interview victims, witnesses and suspects)
  - Victim engagement and support
  - Training and Technical Assistance
  - Increase collection of lawfully-owed offender DNA for CODIS upload purposes, that may lead to the identification of violent offenders
  - **Up to \$2.5million per award and ~\$50 million available each year**

# SAKI Grantees

- Program launched in 2015 and funded annually
- Currently 82 SAKI Grantee Sites across 46 states
- \$330 million awarded to date



# SAKI Accomplishments

From 2015 to Present \*

183,139 kits inventoried

90,243 kits sent for testing

80,325 kits tested to completion

33,398 DNA profiles uploaded to CODIS

15,784 CODIS hits

2,252 CODIS hits to serial sex offenders

8,298 CODIS hits to serial violent offenders

23,426 investigations

2,423 cases charged

1,554 convictions

\*Cumulative performance metrics are updated quarterly based on state and local level reports. Therefore, they do not reflect real-time data.



# LAWFULLY OWED DNA

# All bad guys are in CODIS, right?

- Since 2001, it has been standard practice to collect DNA from convicted violent offenders for upload to CODIS
- However, as many practitioners are aware, DNA has not been collected from thousands of convicted offenders across the United States due to the lack of coordinated DNA collections in some jurisdictions, as well as the frequent inability for rural and smaller municipalities to collect samples from offenders during booking/processing.
- Many states do not collect from felons who are currently under supervision, incarcerated, or who died in prison- even though DNA could lawfully be obtained from these individuals.
- Collection policies also vary with regards to offenders remanded in Civil Commitment or Mental Health Facilities (i.e. those found not guilty via reason of insanity, or those deemed too mentally incompetent to stand trial).



Ted Bundy-  
DNA  
uploaded in  
2011



John Wayne  
Gacy-DNA  
uploaded in  
2012

# Progress in Cuyahoga County

- Cuyahoga was the first SAKI site to receive funding to collect lawfully owed DNA.
- From an initial collection of **DNA from 1,847 convicted offenders (many on probation)**, Cuyahoga has received **70 CODIS Hits** including: **multiple murders** and **sexual assaults**.
- In the murder cases, one of the hits provided the suspect name in an unsolved cold case.
- Two convictions obtained already including one involving the cold case stranger rape of a 14 year old girl.



# SAKI Accomplishments- Lawfully Owed DNA

From 2016 to Present\*:

312,204 samples identified  
10,987 samples collected  
12,658 samples sent for testing  
10,886 samples tested to completion  
10,275 profiles uploaded to CODIS  
243 CODIS hits  
93 CODIS hits to sex offenders  
16 CODIS hits to serial sex offenders  
12 CODIS hits to homicides  
111 CODIS hits to other crimes  
29 cases charged  
11 Convictions

\*Cumulative performance metrics are updated quarterly based on state and local level reports. Therefore, they do not reflect real-time data.

# Will DNA solve every case?

- Many of the cases tested under SAKI will not yield a DNA profile and/or hit to a known suspect in CODIS/FGG databases.
  - It is estimated that **approximately 50% of cases will be solved with DNA.**
- This means that tens of thousands of cases will need other investigative strategies in order to try and identify the suspects and provide long awaited answers for victims.



The SAKI-FBI ViCAP Partnership

# FBI Violent Criminal Apprehension Program - ViCAP

- ViCAP facilitates communication and coordination between law enforcement agencies that investigate, track, and apprehend violent serial offenders.
- ViCAP maintains a nationwide database that collects, collates, and analyzes crimes of violence (i.e., homicide, attempted homicide, missing persons, child abductions, sexual assaults, and unidentified deceased persons).
- ViCAP analysts examine crime data and patterns to identify potential similarities among crimes, create investigative matrices, develop time-lines, and identify homicide and sexual assault trends and patterns.
  - **All eligible SAKI cases from Purpose Areas 1, 2, 4 and 6 must be entered into ViCAP**

# National Sexual Assault Kit Initiative

## Solicitation Overview



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### Program Background:

The goal of the National Sexual Assault Kit Initiative (SAKI) is the creation of a coordinated community response that ensures just resolution of sexual assault cases, whenever possible, through a victim-centered approach, and to build jurisdictions' capacities to prevent the development of conditions that lead to high numbers of unsubmitted sexual assault kits (SAKs)/cold case evidence.

SAKI provides funding to support multidisciplinary community response teams to inventory, track, and expeditiously test previously unsubmitted SAKs (as defined below); collect and test lawfully owed DNA from offenders/arrestees; produce necessary protocols and policies to improve collaboration among laboratories, police, prosecutors, and victim service providers; provide resources to address the sexual assault investigations and prosecutions that result from evidence and CODIS hits produced by tested SAKs; optimize victim notification protocols and services as well as address the lack of criminal justice resources for other violent crime cold cases.

There are 6 Purpose Areas under SAKI:

- Purpose Area 1: Comprehensive Approach to Unsubmitted Sexual Assault Kits
- Purpose Area 2: SAKI for small agencies
- Purpose Area 3: Collection of Lawfully Owed DNA
- Purpose Area 4: Investigation and Prosecution of Cold Case Sexual Assaults
- Purpose Area 5: Developing and Implementing a Sustainability Plan
- Purpose Area 6: National Cold Case Initiative

<https://bja.ojp.gov/program/saki/overview>

# FY 2023 SAKI Funding Approximately \$50 Million Available

**Note:** An applicant entity may submit more than one application, if each application proposes a different project in response to the solicitation. Also, an entity may be proposed as a subrecipient (subgrantee) in more than one application.

Category *	Number of Awards	Dollar Amount for Award	Performance Start Date	Performance Duration (Months)
Purpose Area 1: Comprehensive Approach to Unsubmitted Sexual Assault Kits	8	\$2,500,000	10/1/23 12:00 AM	36
Purpose Area 2: SAKI for Small Agencies	3	\$1,000,000	10/1/23 12:00 AM	36
Purpose Area 3: Collection of Lawfully Owed DNA	4	\$1,500,000	10/1/23 12:00 AM	36
Purpose Area 4: Investigation and Prosecution of Cold Case Sexual Assaults	8	\$1,500,000	10/1/23 12:00 AM	36
Purpose Area 5: Developing and Implementing a Sustainability Plan	2	\$1,000,000	10/1/23 12:00 AM	36
Purpose Area 6: National Cold Case Initiative	8	\$2,500,000	10/1/23 12:00 AM	36

# National Sexual Assault Kit Initiative

## Purpose Area 1: Comprehensive Approach to Unsubmitted Sexual Assault Kits

- Implement a comprehensive approach to unsubmitted SAKs that includes all three elements of the BJA SAKI Model.
  - BJA SAKI Model: Inventory/Track SAKs, MDT, designate site coordinator

### Required to:

- Track all SAKs utilizing automated information technology system
- Create and continuously meet with a Multidisciplinary Team (MDT)
- Hire and designate a site coordinator that will oversee the project and work on a regular basis with SAKI TTA
- Enter criteria cases into ViCAP
- Other allowable activities: testing of secondary evidence, Y-STR testing, FGG, Familial searching, phenotyping/ancestry analysis, SAK tracking systems, and more (found on pg. 16 of FY23 solicitation)

NOTE: Funds will be withheld via a special condition on the award. Certification of inventory completion must be approved by BJA (in consultation with the TTA provider) in order for award recipients to gain access to the remaining grant funds.



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# National Sexual Assault Kit Initiative

**Purpose Area 2:  
SAKI for Small Agencies  
including Rural and Tribal  
agencies**

Applicants are expected to achieve SAKI's overall goals but do not require extensive funding to support the three elements of the BJA SAKI Model.

- Implement a comprehensive approach to unsubmitted SAKs that includes all three elements of the BJA SAKI Model.
  - BJA SAKI Model: Inventory/Track SAKs, MDT, designate site coordinator
- Track all SAKs utilizing automated information technology system.
- Create and continuously meet with a Multidisciplinary Team (MDT)
- Hire and designate a site coordinator that will oversee the project and work on a regular basis with SAKI TTA
- Enter criteria cases into ViCAP
- Other allowable activities: testing of evidence, Y-STR testing, FGG, Familial searching, phenotyping/ancestry analysis, SAK tracking systems, and more (found on pg. 16 of FY23 solicitation)

NOTE: Funds will be withheld via a special condition on the award. Certification of inventory completion must be approved by BJA (in consultation with the TTA provider) in order for award recipients to gain access to the remaining grant funds.



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# National Sexual Assault Kit Initiative

## Purpose Area 3:

Expansion of DNA Databases to Assist with Sexual Assault Investigations and Prosecutions: Collection of Lawfully Owed DNA from Convicted Offenders and Arrestee DNA Collections



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Purpose Area 3 addresses the identification, collection, and DNA profiling of samples from convicted offenders who should have samples in CODIS but from whom samples have never been collected or submitted to a lab for testing.

Funding is granted only after a jurisdiction has made significant progress in eliminating its backlog of unsubmitted SAKs and made other significant policy and programmatic improvements.

Applicant *does not* have to be an existing SAKI award recipient- but must submit an Inventory Certification.

Application proposal narrative *must* include the following elements:

- Census
  - Census details are covered on page 20 of the FY23 solicitation.
  - Note: Know your state's laws in qualifying offenses for collection
- DNA Collection Plan
  - Note: this is a multidisciplinary effort
  - You need a method to track your samples!
- Designate a DNA collection coordinator

Allowable costs: Rapid DNA; collect, test, and upload to CODIS lawfully owed DNA samples from C.Os (who are not in CODIS); Test autopsy samples and exhumations; personnel support directly related to project;



# National Sexual Assault Kit Initiative

## Purpose Area 4:

Investigation and Prosecution of Cold Case Sexual Assaults

This Purpose Area supports the investigation and prosecution of high volumes of sexual assault cases that have resulted from testing backlogs of previously unsubmitted SAKs.

- Can fund investigators to interview and investigate convicted sexually motivated perpetrators in order to gather information on additional offenses committed.
- Applicants must establish partnerships where possible. Sites will need to establish:
  - A point of contact to coordinate activities
  - A small working group (prosecutor, investigator, lab rep, and advocate)
- Should strategically apply advanced DNA methodologies to identify and apprehend offenders associated with unknown DNA profiles in CODIS.
- All criteria cases must be entered into ViCAP



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# National Sexual Assault Kit Initiative

## Purpose Area 5: Developing and Implementing a Sustainability Plan



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This purpose area solicits existing or previous SAKI grantees, which have addressed their unsubmitted kits and the downstream case activities for the majority of their cases, for one final SAKI project that is focused on sustainability.

Examples of permissible activities include creation/enhancement of policies and procedures that:

- Require law enforcement agencies to submit all previously unsubmitted sexual assault kits to a forensic crime laboratory to be tested.
- Require an annual statewide inventory of all SAKs in the possession of law enforcement and/or the state forensic crime laboratory.
- Require all law enforcement agencies to submit newly collected SAKs to a forensic crime laboratory as well as policies and procedures that require the forensic lab to test the submitted kits within a specified timeframe.
- Adopt biological evidence retention policies/protocols that are victim centered and preserve evidence from uncharged or unsolved reported cases for 50 years or the length of the statute of limitations, whichever is longer.
- Require a SAK tracking system that allows for survivors to check on the status of their kits throughout the process.

- Require all qualifying sexual assaults and sexually motivated homicides to be entered in a timely manner into ViCAP. This includes routine searching of the database to generate investigative leads.
- Require mandatory training for all law enforcement officers on sexually motivated crimes.
- Require both the creation and then regular convening of multidisciplinary working groups in individual prosecutorial jurisdictions for regular case reviews as well as a statewide multidisciplinary advisory council to serve in an advisory capacity for developing best practices and protocols to aid survivors of sexually motivated crimes.
- Ensure that all survivors receive victim notification on the status and location of their sexual

# National Sexual Assault Kit Initiative

## Purpose Area 6: National Cold Case Initiative

Under Purpose Area 6, BJA expands on the success of SAKI and utilizes the BJA SAKI Model to support the investigation of all other violent crime cold cases.

Encompasses all other violent crime cold cases that are not sexually motivated and provides funding not only for DNA/FGG activities, but also for critical and labor intensive investigative, behavioral and crime analysis, and prosecutorial activities, as well as, victim and family advocacy.

Intended as enhancement funding for existing and/or previous SAKI grantees that have addressed their unsubmitted kits and have clearly demonstrated they have also addressed the downstream case activities under SAKI for at least 75% of their cases.

### BJA SAKI Model for Purpose Area 6:

- Inventory all unresolved violent crime cold cases
- Create a multidisciplinary working group
- Designate a site coordinator

All criteria cases must be entered into ViCAP

Allowable costs: Testing of evidence; YSTR testing; FGG; Familial DNA searches; Phenotyping/ancestral analysis



# National Cold Case Initiative

- Across SAKI sites, investigators are finding that approximately 65% of offenders linked to SAKs have prior convictions for other non-sexual violent offenses
- Over 78% of SAK DNA CODIS hits to serial offenders are attributed to Violent Serial Offenders as opposed to convicted serial sex offenders



## Two-Step Process

**Step 1:** The applicant must submit by the Grants.gov deadline the required Application for Federal Assistance standard form (SF-424) and a Disclosure of Lobbying Activities (SF-LLL) form when they register in Grants.gov at

<https://www.grants.gov/web/grants/register.html>

To register in Grants.gov, the applicant will need to ensure that its System for Award Management (SAM) registration is current.

**Grants.Gov DUE DATE: April 4, 2023; 8:59 pm EDT**

## Two-Step Process

**Step 2:** The applicant must then submit the **full application** including attachments in JustGrants at [JustGrants.usdoj.gov](https://JustGrants.usdoj.gov). To be considered timely, the full application must be submitted in JustGrants by the JustGrants application deadline.

OJP encourages applicants to review, the “How to Apply” section in the [OJP Grant Application Resource Guide](#) and the JustGrants website for more information, resources, and training.

**JustGrants DUE DATE: April 11, 2023; 8:59 pm EDT**

# National Sexual Assault Kit Initiative

## Deadlines

# Solicitation Posting and Closing Date Information

- **Posting Date:** February 6, 2023
- **Closing Date:** April 11, 2023
- **Grants.gov Deadline:** April 4, 2023, 8:59 pm Eastern
- **Application JustGrants Deadline:** April 11, 2023, 8:59 pm Eastern
- **Weblink:** <https://bja.ojp.gov/funding/opportunities/o-bja-2023-171565>



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# Application Review Process



1. OJP screens applications to ensure they meet the basic minimum requirements prior to conducting the peer review.
2. Applications that meet the basic minimum requirements, will be evaluated for technical merit by a peer review panel(s).
  - Proposal Abstract
  - Proposal Narrative
  - Budget Web-based Form (The web-based form includes the budget details and the budget narrative.)

Although specific requirements may vary, the following are common requirements applicable to all OJP solicitations:

- The application must be submitted by an **eligible type of applicant**.
- The application must request funding within programmatic funding constraints (if applicable).
- The application must be **responsive to the scope** of the solicitation.



## Other common application elements

- Indirect Cost Rate Agreement
- Potential Environmental Impact Coversheet and Checklist (NEPA)
- Financial Management and System of Internal Controls Questionnaire
- Disclosure of Duplicate Cost Items
- **Letter(s) of Commitment**
- DOJ Certifications Regarding Lobbying; Debarment, Suspension and Other Responsibility Matters; and Drug-Free Workplace Requirement
- Accreditation Documentation (if applicable)
- List of Key Personnel



## Required for Purpose Areas 1 & 2:

- Must disclose **all existing federal grant-funded SAK testing projects** (including any funding a crime lab may receive from BJA for the purposes of testing or processing of SAK evidence) and must explain why additional funding is necessary.
  - In addition, must describe how they will document SAKI funding will be coordinated, tracked separately from any other funding (including BJA's DNA Capacity Enhancement and Backlog Reduction Program), and not duplicate other current grant-funded projects.
- **Certification of Inventory of SAKs**- 25% of funds will be released for initial planning and remainder of funds released once a completed inventory certification is submitted to BJA

## Required for Purpose Area 6:

- An **unresolved violent crime cold case inventory** must be submitted for **PA6**
  - Must be completed and approved by BJA before evidence can be submitted for testing using SAKI funding.

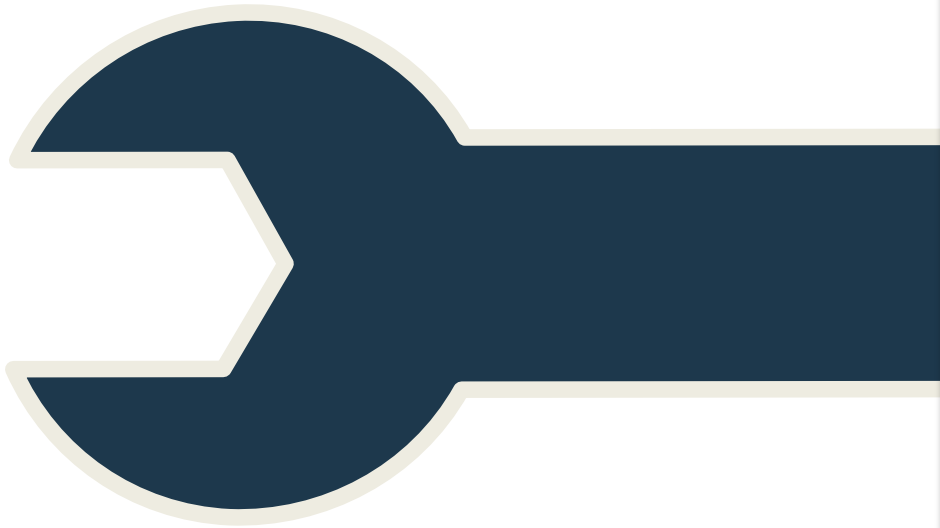
# Merit Review Criteria



- **Statement of the Problem/Description of the Issue (15 Percent)** - Evaluate the applicant's understanding of the program/issue to be addressed.
- **Project Design and Implementation (40 Percent)** - Evaluate the adequacy of the proposal, including the goals, objectives, timelines, milestones, and deliverables.
- **Capabilities and Competencies (25 Percent)** - Evaluate the administrative and technical capacity of the applicant to successfully accomplish the goals and objectives.
- **Plan for Collecting the Data Required for this Solicitation's Performance Measures (10 Percent)** - Evaluate the applicant's understanding of the performance data reporting requirements and the plan for collecting the required data.
- **Budget (10 Percent)** - Evaluate for completeness, cost effectiveness, and allowability (e.g., reasonable, allocable, and necessary for project activities).

**Important: Beginning on page 33 of the solicitation- you will find a further breakdown and details regarding the Review Criteria for all Purpose Areas**

# JustGrants System



OJP has developed several resources to help grantees navigate the JustGrants system.

We encourage all of our grantees take the time to review and leverage the various resources available to use the system and execute basic functions. These resources include videos, job aides, and more on procedures for entity management, award acceptance, and grant modifications.

**Training Available:**

<https://justicegrants.usdoj.gov/training-resources/justgrants-training/grants-management-lifecycle>

**Subscribe to the JustGrants Newsletter:**

<https://justicegrants.usdoj.gov/news>

For any questions or technical issues regarding JustGrants please contact the helpdesk at [JustGrants.Support@usdoj.gov](mailto:JustGrants.Support@usdoj.gov) or 833-872-5175.

# THANK YOU FOR YOUR PARTICIPATION!

## ANY QUESTIONS?

Contact information:

**Dr. Angela Williamson**  
BJA Supervisor/FBI ViCAP liaison  
BJA Policy Office /Forensics Unit  
202.598.6443  
[Angela.Williamson@usdoj.gov](mailto:Angela.Williamson@usdoj.gov)

**Carey Hendricks**  
Policy Advisor  
BJA Policy Office/Forensics Unit  
202.598.3188  
[Carey.a.Hendricks@usdoj.gov](mailto:Carey.a.Hendricks@usdoj.gov)