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The U.S. Department of Justice, Office of Justice Programs, National Institute of Justice is seeking applications for funding under the DNA Missing Persons Program. This program furthers the Department's mission by offering assistance in performing DNA analysis on unidentified human remains and family reference samples to support the efforts of States and units of local governments to identify missing persons.

# **Solicitation: Using DNA Technology to Identify the Missing**

## **Eligibility**

(See "Eligibility," page 3)

## **Deadline**

All applications are due **May 23, 2008, 11:59 p.m. eastern time.**

## **Contact Information**

For assistance with the requirements of this solicitation, contact Lois Tully, Deputy Chief, Investigative and Forensic Sciences Division, at 202-307-0694 or [lois.tully@usdoj.gov](mailto:lois.tully@usdoj.gov).

This application must be submitted through Grants.gov. For technical assistance with submitting the application, call the Grants.gov Customer Support Hotline at 1-800-518-4726.

**Grants.gov Funding Opportunity No. 2008-NIJ-1856**

**SL# 000832**

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# Using DNA Technology to Identify the Missing

## CFDA No. 16.560

### Overview

The National Institute of Justice (NIJ) is the research, development, and evaluation agency of the U.S. Department of Justice and a component of the Office of Justice Programs (OJP). NIJ provides objective, independent, evidence-based knowledge and tools to enhance the administration of justice and public safety. NIJ solicits applications to inform its search for the knowledge and tools to guide policy and practice.

The goal of the "Using DNA Technology to Identify the Missing" solicitation is twofold: (1) to assist eligible entities in performing DNA analysis on unidentified human remains and/or reference samples to support the efforts of States and units of local governments to identify missing persons and (2) to enter resulting DNA profiles into the CODIS+mito index of the FBI's National DNA Index System.

### Deadline: Registration

Registering with Grants.gov is a one-time process; however, if you are a first-time registrant, it could take up to several weeks to have your registration validated and confirmed and to receive your user password. Start the registration process early to prevent delays that may cause you to miss the application deadline. You must complete these three steps before you are able to register: 1) Register with Central Contractor Registry (CCR), 2) Register yourself as an Authorized Organization Representative (AOR), and 3) Be authorized as an AOR by your organization. For more information, visit <http://www.grants.gov>. **Note: Your CCR Registration must be renewed once a year. Failure to renew your CCR registration may prohibit submission of a grant application through Grants.gov.**

### Deadline: Application

The due date for applying for funding under this announcement is **May 23, 2008, 11:59 p.m. eastern time.**

### Eligibility

In general, NIJ is authorized to make grants to, or enter into contracts or cooperative agreements with, States (including territories), local governments (including federally recognized Indian tribal governments that perform law enforcement functions), nonprofit and profit organizations (including tribal nonprofit and profit organizations), institutions of higher education (including tribal institutions of higher education), and certain qualified

individuals. Foreign governments, foreign organizations, and foreign institutions of higher education are not eligible to apply.

Federal agencies are eligible to apply for funding under this solicitation. If an award is made to a Federal agency, it will be through an Interagency Agreement (IAA) with the National Institute of Justice, Office of Justice Programs, U.S. Department of Justice.

**Faith-Based and Other Community Organizations:** Consistent with President George W. Bush's Executive Order 13279, dated December 12, 2002, and 28 C.F.R. Part 38, it is DOJ policy that faith-based and other community organizations that statutorily qualify as eligible applicants under DOJ programs are invited and encouraged to apply for assistance awards to fund eligible grant activities. Faith-based and other community organizations will be considered for awards on the same basis as other eligible applicants and, if they receive assistance awards, will be treated on an equal basis with all other grantees in the administration of such awards. No eligible applicant or grantee will be discriminated for or against on the basis of its religious character or affiliation, religious name, or the religious composition of its board of directors or persons working in the organization.

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

If your organization is a faith-based organization that makes hiring decisions on the basis of religious belief, it may be entitled, under the Religious Freedom Restoration Act, 42 U.S.C. § 2000bb, to receive Federal funds and yet maintain that hiring practice, even if the law creating the funding program contains a general ban on religious discrimination in employment. For the circumstances under which this may occur, and the certifications that may be required, please see "Other Requirements for OJP Applications" at <http://www.ojp.usdoj.gov/funding/otherrequirements.htm>.

Applicants are encouraged to review the Civil Rights Compliance section under "Additional Requirements" in this announcement.

**American Indian Tribes and Alaska Native Tribes and/or Tribal Organizations:** If a grant application is being submitted on behalf of a tribe or tribal organization, a letter or similar document authorizing the inclusion of the tribe or tribal organization named in the application must be included.

# Specific Information—Using DNA Technology to Identify the Missing

## A. Background

The use of DNA to help identify the missing is a key priority under the President's DNA Initiative (Advancing Justice through DNA Technology). DNA technology can provide valuable information to assist in determining the source of unidentified human remains. In recent years, newer DNA technologies have substantially increased the successful analysis of aged, degraded, limited, or otherwise compromised biological evidence. As a result, biological samples, including skeletal remains, once thought to be unsuitable for testing, may now yield DNA profiles. Additionally, samples that previously generated inconclusive DNA results may now be amenable to reanalysis using newer methods.

A recent census by the Bureau of Justice Statistics (BJS) demonstrated the magnitude of the number of unidentified decedents nationwide. This Special Report, entitled Medical Examiners and Coroners' Offices, 2004 (available at <http://www.ojp.usdoj.gov/bjs/pub/pdf/meco04.pdf>) stated that over 4,000 unidentified human decedents are reported each year by medical examiners and coroners, and of those, an estimated 1,000 remain unidentified one year later and become "cold cases." As of 2004, almost 13,500 unidentified human decedents were on record. The true number may actually be higher, as this census did not include unidentified human remains that are stored in other locations, such as law enforcement agencies. Experts refer to this national crisis as a "mass disaster over time" (Missing Persons and Unidentified Remains: The Nation's Silent Mass Disaster. NIJ Journal No. 256. January 2007). (Also see the BJS Fact Sheet Unidentified Human Remains in the United States, 1980-2004 available at <http://www.ojp.usdoj.gov/bjs/pub/pdf/uhrus04.pdf>)

In 2005, the U.S. Department of Justice collaborated with Federal, State, and local law enforcement, experts, victim advocates, forensic scientists, and key policymakers to develop model State legislation (<http://www.ncjrs.gov/pdffiles1/nij/210740v2.pdf>) concerning the collection, analysis, and sharing of missing persons and human remains information. Several States now have laws that focus on locating missing persons and identifying human remains, while others have introduced bills based on the model legislation or are seeking to amend existing laws. Recently, the National Missing and Unidentified Persons System (NamUs) was launched by the National Institute of Justice. NamUs is the first national online repository for missing persons records and unidentified decedent cases.

The goal of the "Using DNA Technology to Identify the Missing" solicitation is twofold: (1) to assist eligible entities in performing DNA analysis on unidentified human remains and/or reference samples to support the efforts of States and units of local governments to identify missing persons, and (2) to enter resulting DNA profiles into the CODIS+mito index of the FBI's National DNA Index System.

## B. Award Purposes

The following must be the primary objective of all proposals submitted to this solicitation. Proposals lacking this objective will not be given further consideration:

- DNA analysis of unidentified human remains and/or reference samples, followed by review of DNA profiles and upload into the CODIS+mito database of the FBI's National DNA Index System.
  - DNA analyses conducted using funding from this program must be performed by a laboratory (government-owned or fee-for-service) that (1) is accredited by a nonprofit professional association of persons actively involved in forensic science that is nationally recognized within the forensic science community, and (2) currently undergoes external audits not less than once every 2 years that demonstrate compliance with the DNA Quality Assurance Standards established by the Director of the FBI.
  - All eligible DNA profiles obtained with funding under this program must be entered into the CODIS+mito index of the FBI's National DNA Index System.

The following activities are allowable as secondary objectives. The proposal must clearly demonstrate that these activities can be successfully performed and that the applicant has prior experience performing this work:

- Anthropological/odontological examinations of unidentified human remains for the following purposes:
  - Pre-DNA analysis: To establish if an unidentified human remain is amenable for subsequent DNA analysis.
  - Post-DNA analysis: For creating and entering information into the unidentified decedents database of NamUs.
- Evaluation and application of new DNA technologies designed to increase the amount of genetic information obtained from compromised skeletal remains.

### **C. Additional Requirements**

The application must include the following:

- The number of unidentified human remains and/or reference samples to be analyzed.
- A description of the source(s) of the samples to be analyzed, how the samples will be obtained, the entity that will perform the DNA analysis, and how the DNA analysis will support the efforts of States and units of local government to identify missing persons.
- A description of the type of DNA analysis to be performed (e.g., STR, mitochondrial DNA) and a demonstration of the laboratory's proficiency in performing such DNA analysis on unidentified human remains and/or reference samples.
- A description of the processes to be used to review and enter DNA data into the CODIS+mito database of the FBI's National DNA Index System, including the name of the entity that will review and enter the data and a demonstration of that entity's ability and authority to perform this function. If the entity designated to review and enter DNA data is not the same entity performing the DNA analysis,

an appropriate written agreement between the entities must be in place and included with the application.

- If the DNA analysis will be performed by a public or private entity other than the applicant, an appropriate written agreement between the applicant and the entity performing the DNA analysis must be included.

#### **D. Award period**

In general, NIJ will limit any grants under this program to a maximum period of 18 months after the start of the award.

#### **E. Permissible Uses of Funds**

- 1. Salary (full-time, part-time, overtime) and benefits.** Funds may be used for staff directly engaged in performing DNA analysis on unidentified human remains and/or reference samples from State or local government missing persons investigations. Funds may also be used for anthropologists/odontologists for those activities directly related to establishing whether unidentified human remains are amenable for subsequent DNA analysis or for entering information into NamUs. **Note:** NIJ makes no assurance that funds will be available for this purpose in any future award announcements. Supplanting is not allowable.
- 2. Training (limited).** Funds may be used for appropriate internal and external training of individuals directly engaged in performing DNA analysis on unidentified human remains and/or reference samples from State or local government missing persons investigations. The proposal must clearly demonstrate that the training will directly benefit the performance of the proposal's objectives. General conference (e.g., American Academy of Forensic Sciences) attendance is not allowable, although costs related to workshops within a conference may be allowable if there is a sufficient DNA and/or missing persons component. Training to enhance the laboratory's overall DNA capacity is not allowable.
- 3. Travel (limited).** Funds may be used for reasonable travel expenses related to transporting unidentified human remains from State or local government missing persons investigations to the laboratory for analysis; for travel to approved training venues (see #2 above); and for other travel directly related to the performance of the proposal's objectives.
- 4. Equipment and computers.** Funds may be used for upgrading, replacing, and purchasing equipment, instrumentation, and computer hardware or software for DNA analyses of unidentified human remains and/or reference samples from State or local government missing persons investigations. All equipment must be dedicated solely for this purpose, or costs must be prorated accordingly. Equipment for enhancing the laboratory's overall DNA capacity is not allowable.

5. **Supplies.** Funds may be used for supplies related to performing DNA analysis on unidentified human remains and/or reference samples from State or local government missing persons investigations, and for other supplies directly related to the performance of the proposal's objectives. The proposal must clearly demonstrate that the types and number of supplies requested are appropriate for the proposed level of effort. Supplies for enhancing the laboratory's overall DNA capacity are not allowable.
6. **Consultant and contractor services.** Funds may be used to hire consultants and/or temporary contract staff to perform DNA analysis on unidentified human remains and/or reference samples from State or local government missing persons investigations, or for other activities directly related to the performance of the proposal's objectives. Funds may also be used to outsource samples to qualified public or private laboratories.
7. Other reasonable expenses directly related to the performance of the proposal's objectives.

**Cost of proposed work:** Total funding for this solicitation and the number of awards made will depend on the availability of funds and the quality of the applications. All awards are subject to the availability of appropriated funds and to any modifications or additional requirements that may be imposed by law.

A grant made by NIJ under this solicitation may account for up to 100 percent of the total cost of the project. See "Cofunding" under "What an Application Must Include."

**Limitation on use of award funds for employee compensation; waiver:** No portion of any award of more than \$250,000 made under this solicitation may be used to pay any portion of the total cash compensation (salary plus bonuses) of any employee of the award recipient whose total cash compensation exceeds 110 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 salary table for SES employees is available at <http://www.opm.gov>.)

This prohibition may be waived at the discretion of the Assistant Attorney General for the Office of Justice Programs. An applicant that wishes to request a waiver should include a detailed justification in the budget narrative for the application.

## Performance Measures

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



Objective	Performance Measures	Data Grantee Provides
<p>To perform DNA analysis on unidentified human remains and/or reference samples collected as part of State or local government missing persons investigations, and to enter resulting DNA profiles into the CODIS+mito index of the FBI's National DNA Index System.</p>	<p>Percent of unidentified human remains and/or reference samples which yield a DNA profile.</p> <p>Percent of DNA profiles resulting in a CODIS match.</p>	<ol style="list-style-type: none"> <li>1. The number of unidentified human remains and/or reference samples analyzed by DNA testing.</li> <li>2. The number of unidentified human remains and/or reference samples which yielded a DNA profile.</li> <li>3. The number of DNA profiles from State or local government missing persons investigations that are entered into the CODIS+mito index of the FBI's National DNA Index System.</li> <li>4. The number of CODIS matches resulting from DNA analysis of unidentified human remains and/or reference samples from State or local government missing persons investigations.</li> </ol>

## How to Apply

DOJ is participating in the e-Government initiative, one of 25 initiatives included in the President's Management Agenda. Part of this initiative—Grants.gov—is a “one-stop storefront” that provides a unified process for all customers of Federal grants to find funding opportunities and apply for funding.

**Grants.gov Instructions:** Complete instructions can be found at [http://www.grants.gov/applicants/get\\_registered.jsp](http://www.grants.gov/applicants/get_registered.jsp). If you experience difficulties at any point during this process, please call the Grants.gov Customer Support Hotline at 1–800–518–4726.

**Note: Grants.gov does not support the Microsoft Vista operating system.** The PureEdge software used by Grants.gov for forms is not compatible with Vista. Also, Grants.gov cannot yet process Microsoft Word 2007 documents saved in the new default format with the extension ".DOCX." Please ensure the document is saved using "Word 97–2003 Document (\*.doc)" format.

**Please also note: OJP's Grants Management System (GMS) does not accept executable file types as application attachments.** OJP's Grants Management System (GMS) downloads applications from Grants.gov and is the system in which OJP reviews applications and manages awarded grants. These disallowed file types include, but are not limited to, the following extensions: ".com", ".bat", ".exe", ".vbs", ".cfg", ".dat", ".db", ".dbf", ".dll", ".ini", ".log", ".ora", ".sys", and ".zip".

**CFDA Number:** The Catalog of Federal Domestic Assistance (CFDA) number for this solicitation is 16.560, titled “Using DNA Technology to Identify the Missing,” and the Grants.gov funding opportunity number is **2008–NIJ–1856**.

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

## What an Application Must Include

Applications should include the following:

### Standard Form 424

#### Program Narrative

The Program Narrative includes:

- a. Abstract (not to exceed 400 words).
- b. Table of contents.
- c. Main body, which includes:
  - Purpose, goals, and objectives.
  - Project design and methods
  - Management plan and organization.
- d. Appendixes (not counted against program narrative page limit) include:
  - Bibliography/References (if applicable).
  - List of key personnel (required).
  - Résumés of key personnel (required).
  - List of previous and current NIJ awards (required).
  - Letters of cooperation/support or administrative agreements from organizations collaborating in the project (if applicable).
  - Chart for timeline, research calendar, or milestones (required).
  - Other materials required by the solicitation.

#### Budget Detail Worksheet

Templates for filling out the Budget Detail Worksheet may be found online at [http://www.ojp.usdoj.gov/funding/forms/budget\\_detail.pdf](http://www.ojp.usdoj.gov/funding/forms/budget_detail.pdf), OJP Standard Forms & Instructions. If you have any questions, please contact the Office of the Chief Financial Officer's Customer Service Center at 1-800-458-0786.

#### Budget Narrative

The Budget Narrative is a plain-language description of each of the proposed expenditures listed in the Budget Detail Worksheet.

### **Indirect Rate Agreement** (if applicable)

Applicants that do not have a federally negotiated indirect cost rate and wish to establish one can submit a proposal to their “cognizant” Federal agency. Generally, the cognizant Federal agency is the agency that provides the preponderance of direct Federal funding. This can be determined by reviewing an organization’s schedule of Federal financial assistance. If DOJ is your cognizant Federal agency, obtain information needed to submit an indirect cost rate proposal at [http://www.ojp.usdoj.gov/funding/pdfs/indirect\\_costs.pdf](http://www.ojp.usdoj.gov/funding/pdfs/indirect_costs.pdf).

### **Other Program Attachments**

These include several forms, available on OJP’s funding page at <http://www.ojp.usdoj.gov/funding/forms.htm>.

**Page limit:** The program narrative section of proposals must not exceed 20 double-spaced pages in 12-point font with 1-inch margins. Abstract, table of contents, charts, figures, appendixes, and government forms do not count toward the 20-page limit for the narrative section.

**Cofunding:** A grant made by NIJ under this solicitation may account for up to 100 percent of the total cost of the project. You must indicate whether you believe it is feasible for you to contribute cash, facilities, or services as non-Federal support for the project. Your application should identify generally any such contributions that you expect to make and your proposed budget should indicate in detail which items, if any, will be supported with non-Federal contributions.

## **Selection Criteria**

Successful applicants must demonstrate the following:

### **Understanding of the problem and its importance.**

Applicants should include appropriate citations and other information to demonstrate an understanding of the problem and the expected impact of the funding.

### **Quality and technical merit.**

1. Awareness of the state of current DNA technology and its application to analysis of biological samples typically encountered in missing persons investigations.
2. Soundness of methodology and approach.
3. Feasibility of proposed project and awareness of pitfalls.
4. Innovation and creativity (when appropriate).

### **Capabilities, demonstrated productivity, and experience of applicants.**

1. Qualifications and experience of proposed staff.
2. Demonstrated ability of proposed staff and organization to manage the effort.
3. Adequacy of the plan to manage the project, including how various tasks are subdivided and resources are used.
4. Successful past performance on NIJ grants and contracts (when applicable).

### **Impact of the proposed project.**

1. Potential for resolving State or local government missing persons investigations.
2. Affordability and cost-effectiveness.

### **Budget.**

1. Total cost of the project relative to the perceived benefit.
2. Appropriateness of the budget relative to the level of effort.
3. Use of existing resources to conserve costs.

## **Review Process**

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

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

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

**Reasons for rejection:** NIJ may reject applications that are incomplete, do not respond to the scope of the solicitation, do not comply with format requirements, or are submitted after the deadline. No additions to the original submission are allowed.

**When awards will be made:** All applicants, whether they are accepted or rejected, will be notified. The review and approval process takes about 6 months. You should not propose to begin work until at least 6 months after the application deadline on the cover of this solicitation. Also, you should not expect to receive notification of a decision for at least 6 months after that date. Lists of awards are updated regularly on NIJ's Web site at <http://www.ojp.usdoj.gov/nij/funding/welcome.htm>.

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

## **Additional Requirements**

- Civil Rights Compliance
- Confidentiality and Human Subjects Protection Compliance
- Anti-Lobbying Act
- Financial and Government Audit Requirements
- National Environmental Policy Act (NEPA) Compliance
- DOJ Information Technology Standards
- Single Point of Contact Review
- Nonsupplanting of State or Local Funds
- Criminal Penalty for False Statements
- Compliance with Office of Justice Programs Financial Guide  
<http://www.ojp.usdoj.gov/financialguide/>
- Suspension or Termination of Funding
- Nonprofit Organizations
- Government Performance and Results Act (GPRA)
- Rights in Intellectual Property
- Federal Funding Accountability and Transparency Act (FFATA)

We strongly encourage you to review the information pertaining to these additional requirements prior to submitting your application. Additional information for each can be found at [www.ojp.usdoj.gov/funding/other\\_requirements.htm](http://www.ojp.usdoj.gov/funding/other_requirements.htm).

If your proposal is funded, you will be required to submit several reports and other materials including: quarterly financial reports, semi-annual progress reports, a final progress report, and, if applicable, an annual audit report in accordance with Office of Management and Budget Circular A-133. The final report must include a summary and assessment of the program carried out with the award, including:

- The number of unidentified human remains and/or reference samples analyzed by DNA testing.
- The number of unidentified human remains and/or reference samples which yielded a DNA profile.
- The number of DNA profiles from State or local government missing persons investigations that are entered into the CODIS+mito index of the FBI's National DNA Index System.
- The number of CODIS matches resulting from DNA analysis of unidentified human remains and/or reference samples from State or local government missing persons investigations.