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The [U.S. Department of Justice](#) (DOJ), [Office of Justice Programs](#) (OJP), [Bureau of Justice Statistics](#) (BJS) is pleased to announce that it is seeking an applicant to provide project management and coordination, technological systems design, and implementation and technical assistance services in connection with the National Crime Statistics Exchange (NCS-X) Project. The NCS-X Project seeks to build a nationally representative system of incident level records on offenses known to law enforcement agencies. The system would leverage the capabilities of current record management systems and other automated information exchanges. NCS-X, while providing reliable national crime estimates in a very short period of time, will also strive to return meaningful statistical information and analytical support to the law enforcement community.

## FY 2012 National Crime Statistics Exchange (NCS-X) Project: Phase I

### Eligibility

Eligible applicants are national, regional, state, or local public and private entities, including for-profit (commercial) and nonprofit organizations (including tribal nonprofit or for-profit organizations), faith-based and community organizations, institutions of higher education (including tribal institutions of higher education), federally recognized Indian tribal governments as determined by the Secretary of the Interior, and units of local government that support initiatives to improve the functioning of the criminal justice system. For-profit organizations must agree to forgo any profit or management fee.

BJS may elect to make awards for applications submitted under this solicitation in future years, dependent on the merit of the applications and the availability of appropriations in future years.

### Deadline

Applicants must register with [Grants.gov](#) prior to submitting an application. (See "How to Apply," page 11.) All applications are due by 11:59 p.m. eastern time on July 9, 2012. (See "Deadlines: Registration and Application," page 3.)

### Contact Information

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

**Note:** The [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 Gerard F. Ramker, Deputy Director, by telephone at 202-307-0765 or by e-mail at [askbjs@usdoj.gov](mailto:askbjs@usdoj.gov). Include "2012 NCSX" in the subject line.

Release Date: May 24, 2012

## Contents

Overview.....	3
Deadlines: Registration and Application.....	3
Eligibility.....	3
Project-Specific Information .....	3
Performance Measures.....	9
Notice of Post-Award FFATA Reporting Requirement.....	10
How to Apply.....	11
What an Application Should Include: .....	13
Information to Complete the Application for Federal Assistance (SF-424)	
Program Narrative	
Statement of the Problem	
Comprehensive Project Plan	
Initial Project Timeline	
Statement of Capabilities, Competencies, and Experience	
Plan for Collecting the Data Required for this Solicitation’s Performance Measures	
Budget Detail Worksheet and Budget Narrative	
Indirect Cost Rate Agreement (if applicable)	
Tribal Authorizing Resolution (if applicable)	
Additional Attachments	
Selection Criteria.....	19
Review Process .....	20
Additional Requirements.....	21
Provide Feedback to OJP on this Solicitation.....	22
Application Checklist .....	23

# FY 2012 National Crime Statistics Exchange (NCS-X) Project: Phase I (CFDA #16.734)

## Overview

The [Bureau of Justice Statistics \(BJS\)](#) is pleased to announce that it is seeking an applicant to provide project management and coordination, technological systems design, and implementation and technical assistance services in connection with the National Crime Statistics Exchange (NCS-X) Project. The NCS-X Project seeks to build an ongoing statistical collection from a nationally representative system of incident-level records on offenses known to law enforcement agencies. The sample-based system would leverage the capabilities of existing record management systems and automated information exchanges. NCS-X should enable analysts to provide reliable national crime estimates in a very short period of time and will also strive to return meaningful statistical information and analytical support to the law enforcement community.

Under section 302 of the Omnibus Crime Control and Safe Streets Act, BJS is authorized to “make grants to, or enter into cooperative agreements or contracts with public agencies, institutions of higher education, private organizations, or private individuals” for purposes of collecting and analyzing criminal justice statistics.

## 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 July 9, 2012. See the “How to Apply” section on page 11 for details.

## Eligibility

Refer to the title page for eligibility under this program.

## Project-Specific Information

### Background

Police and sheriff’s department records created when criminal offenses are reported to them are an important source of information for understanding the crime problem and for formulating policies to prevent or respond to crime at the local, state and national level. Victimization surveys tell us that about half of the street crime in a given year, and even higher proportions of crimes involving serious injury or loss, is reported to law enforcement. Moreover, crimes reported and recorded by law enforcement agencies tell us a great deal about the criminal justice response to crime, since law enforcement involvement is the initial phase of the administration of justice. So, both as an indicator of the level and change in crime and as

information on system response to crime, data on offenses known to law enforcement are extremely important.

The FBI's Summary Uniform Crime Reporting (UCR) program provides jurisdiction level counts of offenses known to law enforcement for seven "Index Crimes" and arson. The index crimes include homicide, rape, robbery, aggravated assault, burglary, larceny and motor vehicle theft. Arson was added to the collection in the 1970s. The FBI's UCR Program includes other data collections, but the most often used and cited component of the data collection system is the Offenses Known on a form labeled "Return A." This form results in jurisdiction-level tabulations of the index crimes. However, it does not provide the level of detail necessary to guide policy and practice in crime control and criminal justice, nor does it provide much information on victims, offenders, or the social context in which crimes occur. For instance, UCR data do not distinguish between an assault crime against a child victim or a case of domestic assault and an assault that occurs during a fight in a bar.

The FBI sponsored a project to redesign the UCR in the early 1980s. This redesign resulted in a recommendation to build the National Incident-Based Reporting System (NIBRS). This new system called for reporting on individual crime incidents rather than jurisdiction level counts. It provides much more detailed information on such attributes as victim and offender demographics, victim-offender relationships and the social context in which crimes occurred. Importantly, NIBRS also capitalizes on improvements in law enforcement information systems that have occurred since the inception of the UCR summary system.

Now, almost 30 years since the recommendation to implement NIBRS, only 43% of reporting agencies are NIBRS certified, covering only 28% of the U.S. population. While a number of states have complete NIBRS coverage, the fact is that NIBRS cannot be used to make national estimates of crime and police responses to crime. The lack of nationally-representative data substantially disadvantages federal efforts to assist states and localities in crime control, and undermines state and local interests in considering their crime experience in a broader national context.

The National Crime Statistics Exchange (NCS-X) Project seeks to build a nationally representative system of incident-level records on offenses known to law enforcement. The sample-based system would build upon current NIBRS implementations as well as other automated information exchanges that operate outside the NIBRS program, and also take advantage of the advances in the capabilities of law enforcement record management systems. NCS-X would emphasize the importance of being able to make reliable national estimates in a very short period of time, and will place a premium on being able to return meaningful information and analytical support to the law enforcement community.

### **The NCS-X Project**

The NCS-X Project is consistent with other OJP national Justice Information Sharing (JIS) initiatives that seek to strengthen the criminal justice system. The NCS-X Project will be designed to support the delivery of high-quality training and technical assistance to state, local and tribal criminal justice agencies; establishment of collaborative partnerships across the bounds of agency, discipline, and jurisdiction; and implementation of policies, practices, and enable replication of technology solutions to criminal justice system problems across the nation.

In particular, BJS's implementation of NCS-X will seek to leverage OJP's JIS Program and DOJ's Global Justice Information Sharing Initiative. Successful applicants must demonstrate they can develop and support effective procedures for collaboration and coordination among stakeholders at the local, state, tribal, and federal levels, and understand the relationships between the proposed activities and other complementary initiatives across the country. Applicants must be willing and able to participate in, and contribute to, the national dialogue regarding effective strategies for information sharing and the use of technology to improve criminal justice outcomes. More information regarding current OJP's national programs and DOJ's Global-supported products and solutions is available at [www.it.ojp.gov](http://www.it.ojp.gov).

## **Structure of the Proposed NCS-X System**

The principal goal of NCS-X is to generate national estimates within 3 years of crimes and criminal victimization based on operational law enforcement records. These estimates will be more useful than aggregated data on index crimes and provide more detailed information on the elements of reported crimes, the attributes of such incidents, the victims, the offenders, and the social context of the crime.

The planning process for this new information sharing capability must engage all stakeholders. The NCS-X Project implementation plan will give voice to the FBI and its CJIS Advisory Policy Board, state, local, and tribal law enforcement agencies, and other stakeholders who are the intended users of the statistical information generated by this new approach. The NCS-X Project plan will provide representation for groups and the opportunity to participate in decision making on such matters as crimes to include in the system, parameters for inclusion and incident attributes to be collected. The plan will also ensure that representation is available to researchers; policy-makers in OJP, DOJ, and other executive branch agencies; and the private sector.

A number of aspects of this collaborative approach to data collection will facilitate achieving this goal. First, NCS-X will build upon existing information exchanges (e.g., NIBRS) and minimize the need to establish new exchanges. Second, NCS-X will focus initially on a small but representative subset of agencies so that it can target its recruitment resources most effectively. Third, NCS-X will, to the extent possible, cover the costs of extracting the required information from management information systems in the participating departments to minimize burden on participants. Finally, the NCS-X Project will design and establish specific benefits (i.e., quid pro quos) to serve the information needs of participating agencies and encourage continued participation.

## **Key NCS-X Objectives**

The successful applicant will propose plans, described below, that specifically address key NCS-X objectives, including the following:

**1. Collect and use stakeholder input.** NCS-X will rely heavily on input from stakeholder communities throughout the project. Key features of NCS-X will be developed and planned through a variety of mechanisms including meetings, focus groups, surveys and other data collection activities. A formally established NCS-X executive steering committee will review design and implementation decisions to ensure the maximum benefit possible to key stakeholders.

**2. Build on existing exchanges.** In identifying the agencies that will participate in this system of incident records, NCS-X will include all agencies that currently participate in NIBRS. Also included will be agencies engaging in state or regional exchanges other than NIBRS that involve incident records for every crime known to law enforcement will also be included. According to the FBI:

- *Based on 2010 data submissions, approximately 43 percent of reporting agencies are certified for NIBRS participation. These agencies include one individual agency each in Alabama, Illinois, Mississippi, and Washington, D.C., as well as the state UCR Programs of the following 32 states: Arizona, Arkansas, Colorado, Connecticut, Delaware, Idaho, Iowa, Kansas, Kentucky, Louisiana, Maine, Massachusetts, Michigan, Missouri, Montana, Nebraska, New Hampshire, North Dakota, Ohio, Oklahoma, Oregon, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, Washington, West Virginia, and Wisconsin.*
- *Among those that submit NIBRS data, 15 states (Arkansas, Delaware, Idaho, Iowa, Michigan, Montana, New Hampshire, North Dakota, Rhode Island, South Carolina, South Dakota, Tennessee, Vermont, Virginia, and West Virginia) submit all their data via the NIBRS.*
- *Eight state UCR Programs have tested the NIBRS. Five other programs are planning and developing the NIBRS, including four state agencies and Washington, D.C.*

It is likely that hundreds of other agencies participate in incident-level data exchanges other than NIBRS. Ostensibly, information from these agencies can be included in the NCS-X subset of agencies without extraordinary recruitment effort.

In this regard, a significant consideration for the NCS-X Project will be an assessment of whether existing exchanges of incident-level crime data between law enforcement agencies in connection with the FBI's Law Enforcement National Data Exchange (N-DEx) program can be leveraged. For example, part of the research contemplated for NCS-X development must focus on the extent to which the current N-DEx information exchange model can be utilized for statistical purposes to avoid duplicative or redundant exchanges.

**3. Involve the technology industry and leverage current information sharing efforts.** The key to the successful implementation of NCS-X is to have usable national estimates in a relatively short period of time. In order to complete a nationally representative system in a reasonably short time period, the first priority will be to recruit a representative subset of agencies. BJS will facilitate recruitment by providing financial resources to improve record management systems, where necessary, and to write software for the extraction of relevant data where effective record management systems exist. Software and services to enhance the existing law enforcement records management systems will likely require collaboration with the technology industry. NCS-X will develop mechanisms for gaining industry input and cooperation. To encourage companies to make the necessary changes as a part of future product plans, NCS-X may provide some funding assistance that will accelerate and expedite the process. BJS will take full advantage of the existing partnerships created between the Office of Justice Programs (OJP) and the technology industry working on information-sharing initiatives.

**4. Minimize burden(s) placed on participating agencies.** One factor negatively influencing recruitment of new members to the exchange of incident-level records is the additional burden of collecting and providing that information. BJS assumes that most law enforcement organizations of reasonable size have an automated management information system that

includes most of the information required to participate in a NIBRS-like system. According to BJS' Law Enforcement Management and Administrative Statistics (LEMAS), 100 percent of agencies with 100 or more sworn officers have management information systems.

The Integrated Justice Information System (IJIS) Institute estimates that about 5,000 law enforcement agencies in the U.S. that have implemented automated records management systems, so there should be sufficient agencies to draw from to create the initial reporting class. We also expect that relatively small changes to existing management information systems will allow agencies to extract the information necessary to participate in NCS-X. Additional efforts will be required to make agencies without management information systems eligible to participate.

Experience with NIBRS suggests that a number of jurisdictions have difficulty complying with all of the information requirements of that system. This project will explore possible alternative definitions of the minimal information content required to participate in NCS-X to facilitate recruitment. Improved recruitment opportunities must be weighed against losses in the utility of this information and comparability with jurisdictions reporting in NIBRS.

**5. Identify specific NCS-X benefits for data providers.** Agencies' participation in NCS-X could be positively influenced by the value they receive from contributing their data to the system. The design of the NCS-X system will incorporate incentives to participate by ensuring that information will be available in a timely fashion. Timely availability will allow participating agencies to conduct their own analysis of their data for improved decision making, operational and strategic application of resources, and improved public safety awareness – all elements of effective real time planning for responses to crime problems. The NCS-X design will also allow incorporation of changes that local agencies find helpful, such as expanding the crime classification codes to include emerging crime categories.

Implementation of NCS-X may include the ongoing provision of analytical support such as online training opportunities, webinars, online and in-person user meetings, and other forms of support. Training and technical assistance will play a vital role in ensuring that NCS-X analytical tools and products meet the needs of the law enforcement community.

Through this solicitation, BJS seeks an applicant to provide the necessary overall NCS-X Project management, coordination of activities, and the provision specific contracted/subcontracted services. The project will include significant and substantial involvement of BJS leadership and staff.

### **Amount and Length of Awards**

BJS anticipates that it will make one (1) award under this solicitation. The period of performance for the initial award will be 36 months beginning October 1, 2012, and ending October 1, 2015.

The maximum funds allocated for this Phase I award total \$2 million. Depending on performance, the proceeds of Phase I activities, and the continued availability of appropriated funds, BJS expects to make one or more supplemental awards to fully implement the NCS-X initiative.

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% 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 Director of the Bureau of Justice Statistics. 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 obtained. 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 website 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

This solicitation does not require a match. However, if a successful application proposes a voluntary match amount, the match amount incorporated into the OJP-approved budget becomes mandatory and subject to audit.

## 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
Engagement of the stakeholder communities, including a plan for incorporating, specific benefits (i.e., quid pro quos) to serve stakeholder information needs.	<p>Percent of identified stakeholders participating in meetings.</p> <p>Percent of deliverable that meet BJS’s expectation.</p>	<p>Provide list of identified stakeholders.</p> <p>Provide list of stakeholders’ attendance at meetings.</p> <p>Summarize results of stakeholder meetings.</p> <p>Prepare report that recommends quid pro quos and plan for instituting them.</p> <p>Include cost estimates in quid pro quo plans.</p>
Assessment of the capacity of jurisdictions to participate in NCS-X, as well as the costs of recruiting sample agencies	Percent of deliverable that meet BJS’s expectation.	<p>Provide list of minimum crime information requirements and reasons for inclusion.</p> <p>List pilot cities and justification for selecting each jurisdiction.</p> <p>Describe plan for building capacity (i.e. creating software, establishing connectivity, purchasing equipment, etc.</p> <p>Prepare report that documents costs.</p> <p>Report cost projections and document methodology.</p>

Prepare formal plan for administering NCS-X out in a representative sub-set of agencies.	Provide a comprehensive final report.	Provide final report that recommends a strategy for building NCS-X and estimates costs to completion.
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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 13 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 16.734, titled “Special Data Collections and Statistical Studies,” and the funding opportunity number is **BJS-2012-3343**.
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, BJS 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 email the BJS staff contact identified in the Contact Information section on cover page **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 BJS.** After the program office reviews all of the information submitted, and contacts the Grants.gov Help Desk to validate the technical issues reported, OJP 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 the Bureau of Justice Statistics to be critical, will proceed neither to peer review nor receive further consideration. Under this solicitation, the Bureau of Justice Statistics has designated the following application elements as critical: Program Narrative, Budget Detail Worksheet and Budget Narrative, and detailed resume or curriculum vitae for each key project staff person. The Budget Narrative and the Budget Detail Worksheet 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.

Applicants should submit the following:

- 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 Narrative**

The program narrative, which consists of the following components, may not exceed the indicated page limit (double-spaced pages in 12-point font with 1-inch margins). 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 submitted application should contain four (4) key pieces as part of the program narrative:

- a. Statement of the Problem** (maximum of 10 pages)

The problem statement should discuss the relative strengths and weaknesses of current national crime statistics systems with a specific focus on the FBI's Uniform Crime Reporting (UCR) and National Incident Based Reporting Systems (NIBRS). It should reflect an understanding of how the proposed NCS-X solution may affect and/or

augment these systems, and assess NCS-X objectives in terms of their contribution toward a successful implementation.

**b. Comprehensive Project Plan** (maximum of 40 pages).

At a minimum, the plan must cover three (3) areas of project activity:

i. Communication, education and outreach.

1. Stakeholder outreach and education. The application should include a comprehensive plan for identifying important stake holders and engaging these stakeholder communities in sharing and discussing NCS-X Project plans on an ongoing basis with the goal of gaining support for and successful participation in the NCS-X Project. The plan should incorporate the use of state-of-the-art technologies, social media tools, and other web-based capabilities. The successful applicant will have certain responsibilities including, at a minimum, the following: (a) Developing, hosting, and maintaining NCS-X Project communications, including descriptions, plans, status reports, media coverage, and designing new statistical publications and reports; (b) Identifying, seeking, and securing opportunities to communicate NCS-X Project information to stakeholder organizations, related professional associations, the media, and other relevant entities; (c) Identifying and recruiting agencies that use non-NIBRS information exchanges.

2. Coordination of an NCS-X project steering committee. The application should include a comprehensive plan for successfully and effectively coordinating the work of an NCS-X Project steering committee. The committee should be convened regularly to review, consider, and offer input regarding NCS-X design, implementation, and other key project issues in the form of advice to the BJS Director. The group may function as an advisory committee pursuant to the Federal Advisory Committee Act, and/or utilize the Global Justice Advisory Committee or a subgroup thereof for this purpose. Responsibilities and deliverables for the successful applicant will require coordination with BJS to accomplish the following: (a) Helping identify steering committee members; (b) Communicating with committee members; (c) Coordinating with BJS; (d) Scheduling, planning and facilitating meetings; (e) Developing agendas, meeting materials, meeting reports and/or minutes, and performing other staffing functions; and, (f) Presenting draft versions of recruitment and technical assistance plans.

ii. NCS-X Research and Development for Conceptual Design Elements.

The application should include a comprehensive plan for successfully carrying out research, design and development activities deemed necessary to produce a recruitment plan for local agency participation in the NCS-X Project. A key input in this work is BJS-sponsored sampling research currently being undertaken at the University of Michigan. This work will identify the targeted law enforcement agencies. Responsibilities and deliverables will include assisting BJS in obtaining

input from stakeholders that informs key decisions and issues or provide views on the following:

The application should describe means of outreach to stakeholders in law enforcement, criminal justice and technology industry to define the requirements for this new system through surveys, data collection, and focus group meetings, etc. in 2012. The product of this work will be written statements of requirements for data, rules for operating the system and accommodations for users to have access to the data. In particular, input from the stakeholders is critical to defining limits and what can or should be done with the aggregated data. Key research questions include: (1) What are the data collection/statistical capabilities of current law enforcement record management systems (RMS) in the representative subset of agencies selected for recruitment into NCS-X? (2) What workable, useful quid pro quos, including analytical outputs, would encourage agencies to participate in NCS-X?

The plan proposed will allow for the successful applicant to be involved with BJS's identification of the subset of agencies required to make national estimates. BJS will develop the sample plan that will identify agencies to be targeted for recruitment. The contractor will be responsible for carrying out the recruitment efforts focused on these agencies. Again, participants include:

- (a) *Current NIBRS participants.* At this time approximately 43% of reporting jurisdictions are NIBRS-certified.
- (b) *Large city police departments.* Since large cities with large police departments account for a disproportionate amount of crime, the subset of target agencies will include about 100 agencies with 750 or more sworn officers not currently in the NIBRS reporting system. This group accounts for about 1.3 percent of police agencies not reporting crime in the NIBRS format but as much as 45 percent of violent crime incidents reported in the Summary UCR. Virtually all of the agencies in this group have reasonably sophisticated management information systems from which the minimal information required for participation in the NCS-X will be extracted.
- (c) *Smaller agencies.* Based on the sampling plan, there will be the need to recruit about 300 smaller agencies for NCS-X. Efforts at securing participation with these entities will need to be more flexible because BJS anticipates that a wider range of technical assistance will be required. For example, it might be advisable that the plan call for the creation of a cloud solution where smaller agencies could share their data in exchange for access to software and analytical capability. While there is a larger issue here in terms of the feasibility and affordability of cloud computing for law enforcement agencies, it is likely that a private cloud will turn out to be the most cost-effective way to engage the agencies that have no automated systems and no plans to automate their records management functions. The applicant's plan should weigh such a strategy and may include consultation with experts in both public and private sectors to assess the potential of creating a private cloud for this purpose.

In sum, reasonably precise annual estimates of crimes known to the police can be generated by recruiting 400 law enforcement agencies into the exchange of incident level information, and combining their data with the NIBRS system reports. These agencies, in combination with the agencies already exchanging incident-level data, will serve as the basis for national estimates of crime. It is interesting to note that the original FBI UCR reporting program was initiated using only 400 agencies.<sup>1</sup>

The applicant's plan should also address various alternative strategies for facilitating recruitment and the grounds for deciding: (a) whether and how to involve private software providers in developing the software solutions needed to participate in NCS-X including data "extraction" programs; and, (b) whether and how state NIBRS programs should be involved in NCS-X.

The successful applicant will also propose means of determining the costs of building/enhancing agency record management systems (RMS) and for developing the software necessary to extract the information required by NCS-X? The cost estimates would be obtained by actually recruiting a small number of agencies to cooperate in upgrading their RMS and writing the extraction software with the support of an automation provider.

iii. Technical Design, Implementation, and Ongoing Support.

The application should include a comprehensive plan for producing technical design specifications, implementation, and ongoing technical support and assistance. Responsibilities and deliverables will include, at a minimum, (1) the identification, planning, design and implementation of all NCS-X technical solutions, (2) the provision of ongoing technical assistance to law enforcement jurisdictions implementing NCS-X, and (3) specification of minimum information required for NCS-X participation.

The proposed plans must logically derive from the applicant's discussion in the Statement of the Problem.

**c. Initial Project Timeline** (maximum of 10 pages)

The application should include a detailed timetable that reflects all major activities contained in the proposed plan(s), as well as significant milestones, key decision points, deliverables, and products.

**d. Statement of Capabilities, Competencies and Experience** (maximum of 20 pages)

The application should include a statement describing the applicant's relevant capabilities, competencies, and experience. Among other things, the statement should:

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<sup>1</sup> Federal Bureau of Investigation. *Crime in the United States, 2009*. United States Department of Justice, Washington, DC



- Demonstrate, including specific examples, the applicant’s expertise and experience in:
  - Facilitating and delivering information-sharing resources or standards at the national level, including standards and guidelines development; training or technical assistance delivery; curriculum development; and planning of small and large meetings, workshops, and conferences, including agenda development and faculty identification.
  - Effectively managing concurrent priority tasks.
  - Working to build and enhance collaborative approaches to address a broad range of criminal justice and public safety issues at the national level.
- Describe the management structure and proposed staffing to implement the NCS-X project and describe the roles and responsibilities of proposed partner organizations, subcontractors, or consultants, if applicable. Given the broad scope of work contemplated by this solicitation, BJS anticipates that applicants will consider a collaborative submission involving public and private organizations, associations and other logical partners, and/or the utilization of subcontracts for some services.
- If the applicant is already providing justice information sharing services to OJP, explain how the management structure and personnel implementing this program will complement your other OJP-funded activities and how the proposed staff will operate to avoid duplication of effort of any other staff providing services funded under other OJP grants or cooperative agreements.
- Describe your strategy to ensure adequate coordination with BJS on at least a monthly basis to promote effective program strategy and implementation.
- Provide key staff information, including a staff loading chart, by task, showing the role and number of hours committed for proposed staff; identification of proposed key personnel and their qualifications for the significant functions in this project, along with concise descriptions of the duties each will perform under the cooperative agreement; and an identification, by name, of all key personnel with decision-making authority.

**e. Plan for Collecting the Data Required for this Solicitation’s Performance Measures**

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 BJS as part of their reporting requirements. For the application, the applicant should indicate an understanding of these requirements and discuss how the applicant would gather the required data.

### 3. 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 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.

### 4. 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).

### 5. 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.

## 6. Additional Attachments

Resume and/or Curriculum Vitae for each key project staff person, including the names and full contact information for three professional references. Resumes should include all employment and volunteer experience and relevant academic work. Resumes should provide contact information for previous supervisors and indicate whether or not the applicant authorizes BJS staff to contact the supervisor to verify work experience.

## 7. 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

Applications will be assessed according to the following criteria.

### 1. Program Narrative (15%)

The extent to which the program narrative reflects a comprehensive understanding of the relative strengths and weaknesses of crime statistics reporting systems in the United States including the implications of issues identified in this solicitation.

### 2. Program Plan, Design, and Implementation (25%)

The extent to which the project plan addresses all of the considerations and key objectives outlined in the solicitation. The adequacy of the detailed timetable and the extent to which it

reasonably schedules all major activities contained in the proposed plan(s), as well as significant milestones, key decision points, deliverables and products.

Successful applicants must attend one Financial Management Training Seminar in Washington, D.C., sponsored by OJP's Office of the Chief Financial Officer (OCFO) for grantees. Specific information, such as dates and locations of upcoming OCFO events, can be found at [www.esi-bethesda.com/OJPtraining/locations.html](http://www.esi-bethesda.com/OJPtraining/locations.html).

### **3. Capabilities/Competencies (40%)**

The extent to which the application provides an adequate description of the applicant's relevant capabilities, competencies, and experience. The degree to which the applicant's expertise and experience meet the requirements articulated in the solicitation, particularly as they relate to: (a) Facilitating and delivering information sharing resources or standards at the national level, including standards and guidelines development; training or technical assistance delivery; curriculum development; and planning of small and large meetings, workshops, and conferences, including agenda development and faculty identification; (b) Effectively managing concurrent priority tasks; and, (c) Working to build and enhance collaborative approaches to address a broad range of criminal justice and public safety issues at the national level.

The adequacy of the applicant's management structure and proposed staffing to implement the NCS-X Project. The extent to which the articulated roles and responsibilities of staff, partner organizations, subcontractors, consultants, and others (if applicable) appear reasonable given the roles and responsibilities articulated in the solicitation

The sufficiency of key staff information including the staff loading chart, and the extent to which critical aspects of the plan appear reasonable including (a) the roles and number of hours committed for proposed staff; (b) the qualifications of proposed key personnel for the significant functions in this project; and (c) the clarity of descriptions of the duties each person will perform under the cooperative agreement.

### **4. Plan for Collecting the Data required for this Solicitation's Performance Measures (5%)**

The extent to which the proposed approach and methods will achieve the performance goals for this program. The applicant's demonstrated ability to build a nationally representative system of incident-level records on offenses known to law enforcement agencies.

### **5. Budget complete; reasonable and allowable; cost effective; and necessary for project activities (15%)**

The extent to which the proposed budget comports with the requirements of the OJP Financial Guide; appears reasonable and allowable; and, critically, appears necessary for proposed activities as described in the solicitation.

## **Review Process**

OJP is committed to ensuring a fair and open process for awarding grants. BJS 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. BJS 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 BJS, 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.

All final award decisions will be made by the Director of BJS 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.

**When awards will be made:** All applicants, whether they are accepted or rejected, will be notified. The review and approval process may take several 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 several months after that date. Lists of awards are updated regularly on BJS's Web site at [www.bjs.gov/index.cfm?ty=fun#awards](http://www.bjs.gov/index.cfm?ty=fun#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
- Civil Rights Compliance Specific to State Administering Agencies
- 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 National Crime Statistics Exchange (NCS-X) Project: Phase I

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

**Eligibility Requirement:** Eligible applicants are national, regional, state, or local public and private entities, including for-profit (commercial) and nonprofit organizations (including tribal nonprofit or for-profit organizations), faith-based and community organizations, institutions of higher education (including tribal institutions of higher education), federally recognized Indian tribal governments as determined by the Secretary of the Interior, and units of local government that support initiatives to improve the functioning of the criminal justice system. For-profit organizations must agree to forgo any profit or management fee.

\_\_\_\_\_ The federal amount requested is within the allowable limit(s) of \$2 million.

### What an Application Should Include:

- \_\_\_\_\_ Application for Federal Assistance (SF-424) (see page 13)
- \_\_\_\_\_ Program Narrative (see page 13)
  - \_\_\_\_\_ Double-spaced
  - \_\_\_\_\_ 12-point standard font
  - \_\_\_\_\_ 1" standard margins
  - \_\_\_\_\_ Narrative is total of 80 pages or less
  - \_\_\_\_\_ Statement of the Problem
  - \_\_\_\_\_ Comprehensive Project Plan
  - \_\_\_\_\_ Initial Project Timeline
  - \_\_\_\_\_ Statement of Capabilities, Competencies, and Experience
- \_\_\_\_\_ Budget Detail Worksheet (see page 18)
- \_\_\_\_\_ Budget Narrative (see page 18)
- \_\_\_\_\_ Disclosure of Lobbying Activities (SF-LLL) (see page 12)
- \_\_\_\_\_ Indirect Cost Rate Agreement (if applicable) (see page 18)
- \_\_\_\_\_ Tribal Authorizing Resolution (if applicable) (see page 18)
- \_\_\_\_\_ Additional Attachments (see page 19)
  - \_\_\_\_\_ Key staff resumes and/or curriculum vitae
- \_\_\_\_\_ Other Standard Forms as applicable (see page 19), including:
  - \_\_\_\_\_ Accounting System and Financial Capability Questionnaire (if applicable)