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Description of document:

Records relating to the Police Executive Research Forum and Technical Assistance Program on Defining Success in Responding to Sexual Violence, 2012 (See Note below)

Requested date:

16-March-2014

Released date:

23-April-2014

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12-May-2014

Source of document:

FOIA request
Department of Justice
Office on Violence Against Women
Catherine Poston
Attorney Advisor
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Washington, DC 20530
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Note:

Some materials undated but mention dates between 2010 and 2014

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U.S. Department of Justice

Office on Violence Against Women

Washington, D.C. 20530

April 23, 2014

Request Number: OVW-436

Subject of Request: Police Executive Research Forum

Your March 16, 2014 request for “a copy of the study Defining Success in Responding to Sexual Violence” to the Office of Justice Program was referred to the Office on Violence Against Women on April 23, 2014 for processing. While OVW does not have copies of such a study, OVW has records relating to the Police Executive Research Forum and the Technical Assistance (TA) Program award that is addressed in your original Freedom of Information Act request. This letter constitutes a reply from the Office on Violence Against Women, United States Department of Justice. We are making all records required to be released, or considered appropriate for release as a matter of discretion, available to you. In addition information about this TA Program award can be found at <https://ta2ta.org/ta-updates/18-new-technical-assistance-summary-of-projects.html>

- This letter accompanies a full release of the requested information.
- This letter serves as a partial denial of the request for information.
- This letter serves as a full denial of the request for information.

This is the final action of the Office on Violence Against Women concerning your request. You may appeal this decision within 60 days from the date of this letter by writing to the Office of Information Policy, U.S. Department of Justice, Suite 11050,

1425 New York Avenue, N.W., Washington, D.C. 20530-0001. Both the envelope and the letter of appeal should be clearly marked "Freedom of Information Act Appeal." If you appeal, and the decision is upheld, you may seek judicial review in the United States District Court for the judicial district in which you reside or have your principal place of business or in the District of Columbia.

Sincerely,

A handwritten signature in blue ink, appearing to read "Catherine M. Poston".

Catherine M. Poston
Attorney Advisor

Enclosure

Project Narrative

“We are seeing chronic and systemic patterns of police refusing to accept cases for investigation, misclassifying cases...and ‘unfounding’ complaints...”
—Carol Tracy, Executive Director, Women’s Law Project

“There was no one person or unit responsible; it was a pervasive and systemic failure. Consequently, it took a comprehensive and relentless approach to address this failure.”
—Charles Ramsey, Philadelphia Police Commissioner and PERF President¹

■ **Need for Technical Assistance.** The underreporting of sexual assaults to law enforcement has been a pervasive issue for many years. It is estimated that half of all rapes are not reported to police,² and often the sexual assaults that are reported to police are dismissed as “unfounded” (essentially a statement that police believe a crime was not committed), categorized incorrectly, or inconsistently investigated. Furthermore, these issues have been compounded by an extremely narrow definition of rape in the FBI’s UCR system, which has only recently been expanded. The new UCR definition will provide a more accurate national count of sexual assaults, but will require significant work by local and state police to implement it.

While efforts have been made to improve the police response to sexual assault victims through multiagency response teams, improved training, and guidelines for investigations, news media reports from across the nation have shown that more work is needed for police to adequately respond to these crimes.³ In 2011, the Police Executive Research Forum (PERF) partnered with the Women’s Law Project (WLP) to conduct a national survey of police executives on existing policies and practices related to reporting and investigating rape cases. In

¹ Testimonies, Hearing by the Senate Subcommittee on Crime and Drugs, “Rape in the United States: The Chronic Failure to Report and Investigate Rape Cases,” September 14, 2010.

² National Crime Victimization Survey: Criminal Victimization, 2010. Table 7.

³ E.g., in June 2010, the Baltimore Sun reported that the Baltimore Police Department led the nation in the rate at which victim’s allegations of rape were rejected or classified as “unfounded.” News media have documented similar stories in New York, Cleveland, New Orleans, St. Louis, and other cities.

September 2011, PERF hosted a National Summit of over 150 police executives, advocates and others to discuss the issues identified in the survey, as well as the “chronic failure” to respond appropriately and consistently to victims of sexual assault. An important outcome of the PERF meeting was a recognition among the participants that police agencies need to undertake comprehensive reform efforts in this area that include changes in policy, procedures, recordkeeping, and training, and ultimately changing the mindset of officers to understand that sexual assault victims often struggle with feelings of shame or embarrassment that victims of other violent crimes do not experience.⁴ ■ ***Proposed Project.*** In response to the recognition that police agencies must take primary responsibility for ensuring that their internal policies and procedures will guarantee that all sexual assaults are investigated thoroughly and that all victims are treated in a respectful, professional manner, PERF is proposing to partner once again with WLP to build on our own recent work, as well as other efforts,⁵ to help law enforcement agencies improve their overall internal handling of sexual assault cases. This project will include *the development of comprehensive performance measures and internal guidelines and quality assurance (QA) mechanisms*, so police agencies will be able to recognize and ameliorate weaknesses in investigations and improve the treatment of victims of sexual assault. *This project also will provide technical assistance to local law enforcement agencies as they work to implement the new UCR definition of sexual assaults announced by Attorney General Eric Holder in January 2012.*⁶ For example, we expect many departments to have questions about

⁴ PERF, March 2012. *Improving the Police Response to Sexual Assault*. Available:

http://policeforum.org/library/critical-issues-in-policing-series/SexualAssaulttext_web.pdf

⁵ E.g., investigative strategies and model policies developed by the IACP, SART and SANE programs and guidelines, etc.

⁶ The FBI’s new definition of rape will include offenses that involve oral and anal penetration, penetration with objects, rapes of males, and rapes of victims who are unable to give consent due to youth, disability, or alcohol/drugs.

how to accomplish this important change, and all agencies will need to educate the public and the news media about the new UCR definition, because it will result in a “new baseline” with higher counts of sexual assaults. The proposed project addresses OVW’s ■ ***targeted topic area*** of “providing technical assistance to relevant professionals in assessing and improving policies, procedures and practices related to the investigation of and response to incidents of sexual assault.” This project will directly target agencies implementing OVW’s STOP Grants Program, Area 3: “developing and implementing more effective police, court and prosecution policies, protocols, orders and services devoted to preventing, identifying and responding to violent crimes against women,” and will also be applicable to OVW grantees in many other purpose areas. ■ ***The benefits of this project to OVW grantees*** (and police officials nationwide) will include detailed guidance on effective sexual assault reporting and case management procedures. The project will involve prosecutors, victims’ advocates, and others in the development of comprehensive police strategies to improve the response to sexual assault. STOP grantees⁷ will receive timely updates and briefings on the project’s progress, and other useful information. Project findings will also be shared with PERF’s membership of over 1,700 policing practitioners and experts, and other law enforcement agencies, the public, and the news media.

■ **What Will Be Done.** The Attorney General’s recent decision to change the UCR definition of forcible rape, combined with increasing public recognition of justice system failures to properly address sexual violence, has created a unique opportunity to comprehensively reform the police response to sexual assaults nationwide. PERF and WLP (“project team”) are proposing a 3-year initiative to leverage this opportunity for reform. **The goal of the proposed effort is to comprehensively improve police policies, protocols, procedures and practices**

⁷ STOP Grantees include 56 agencies for 2011; number unknown for 2012, 2013, and 2014.

related to the classification, investigation, management, and overall police response to sexual assaults, at a national level. We propose to accomplish this by developing performance measures that will help agencies to determine how well they are doing, and by developing QA mechanisms to ensure that overall police performance is monitored in this area. To accomplish this goal, the project team will establish a National Advisory Board of experts, design performance measures and QA mechanisms (“guidelines”), test and refine this work in four local police departments, and share these new guidelines with STOP Grantees and others nationally.

■ **Summary of Activities.** In order to develop performance measures for the successful handling of sexual assault, the proposed project will address a number of key issues, including law enforcement reporting and classification practices (including unwarranted “unfounding” or downgrading of cases), data collection, response to and treatment of victims, internal and external supervision and auditing practices, and the overall department approach to responding to these crimes, including the quality of collaborations with outside entities. Below is a summary of activities associated with each project objective. ■ ***Activity 1: Literature and Background Review (Months 1-4):***

The project team has a detailed understanding of many of the challenges facing police departments in their handling of sexual assault cases, and has already identified a number of promising practices. We will build on this knowledge base by producing an updated literature review and conducting field research (through targeted outreach to our membership and others) to identify additional promising practices, measures of success, and ongoing and new challenges in sexual assault investigations. We will also explore police performance measures and auditing system approaches used for monitoring performance⁸ for potential applicability. ■

Activity 2: Establish a National Advisory Board (Months 1-4): The project team will establish a

⁸ E.g., Early Intervention Systems, independent review/audit panels, internal affairs reviews, etc.

National Advisory Board that will provide guidance and assistance throughout the project period. The Board will be comprised of OVV leaders, other federal officials (including the FBI), police practitioners from across the country, including sexual assault investigators and chief executives,⁹ prosecutors and other criminal justice system officials, leaders of crime victims' organizations and women's groups, legal experts, and academic researchers. Representatives from campus, tribal, and other law enforcement agencies may also be invited to participate to ensure that the guidelines and measures are applicable and realistic for agencies serving other populations.

■ ***Activity 3: Defining Success and Establishing Guidelines (Months 4-8):*** Led by the project team, the Board will define what constitutes a "successful" police response to sexual assaults, and will develop performance measures to help agencies implement such a response. The Board and project team will also develop QA mechanisms for supervisors and others to ensure that the measures that are adopted are adhered to, and that agencies can assess whether the guidelines had the desired effects. The Board will discuss challenges in improving sexual assault investigations, and will work collaboratively with the project team to define these guidelines, with the understanding that they must be practical and adaptable for agencies of all sizes and types. The Board will convene approximately six times, primarily via telephone conferences, and will assist in all aspects of the project.

■ ***Activity 4: Selecting Sites to "Road Test" the Guidelines (Months 8-12):*** The guidelines resulting from this project must work in the "real world." The project team (with OVV and the Board) will select four jurisdictions that wish to conduct a comprehensive analysis of their policies, procedures, and strengths and weaknesses regarding their response to sexual assault cases. The team will seek out sites that

⁹ The project team may also reach out to executives from police departments that have been criticized for poor performance or have already made improvements in their department's policy and practice. These lessons learned by these leaders could be extremely valuable participants on this Board.

vary according to size and other factors to ensure that the findings are applicable to as many different types of police agencies as possible.

■ ***Activity 5: Test Site Implementation and Documenting Outcomes (Months 12-26):*** The project team will work with officials from the test sites, the Advisory Board, and others to review each test agency's existing policies and practices, and to draft plans for adapting and immediately implementing the guidelines that are best suited to the particular challenges facing the department. This collaborative process will also involve defining: 1) data elements that need to be collected for gauging the impact of these policies and other changes, 2) strategies for collecting data and identifying lessons learned, 3) strategies for working with the media as guidelines are implemented and the national definition of rape is changed, and 4) procedures for checking and refining the guidelines as needed. The project team will assist the test sites in implementing the plans, and will ensure that data is gathered and new policies and practices are continuously assessed and refined. The project team will work with each test site to document the activities and will record how each site implements the guidelines, as well as obstacles encountered, required changes to other policy or practice, improvements in police responses to sexual assault, lessons learned, and overall outcomes. Test site implementation will be initiated in a staggered manner with site work starting during Months 12-14 of the project, concluding in Months 24-26.

■ ***Activity 6: Navigating the UCR Definition Change (Months 4-26):*** During this project, a majority of police departments will begin transitioning to the new, broader UCR definition of rape. The project team will work closely with the FBI to make certain that our guidelines are consistent with the changes that the FBI is making, and will confirm this in our test site work. Further, the broadening of the UCR definition change will increase the national number of reported rapes in most, if not all, jurisdictions. This will be a positive development, because it will reflect a more accurate

assessment of the extent of rape in the United States. However, police chiefs and crime victims' advocates caution that police will need to be proactive in educating the public and the news media in advance about these potential "spikes" in the statistics in their jurisdiction. The project team will assist the test sites as they navigate these challenges and document the outcomes.

■ ***Activity 7: Information-Sharing (Ongoing):*** An important, unique aspect of this project is that the work of the Advisory Board and test sites, including preliminary findings and guidelines and experiences in implementing the new UCR definition, will be shared simultaneously via public websites, social media, and other means, allowing others to have access to this information as it is most relevant. STOP grantees and others will be able to review the ideas that are being generated and promising approaches, and follow the advancement of the test sites, so that they can learn from the work as it is in progress, and perhaps even begin implementing strategies that could serve as "quick wins" in their own agencies. By doing this, we hope that promising practices will be adopted in real-time, maximizing the impact of the project work.

■ ***Activity 8: National Summit to Refine Guidelines and Publicize Findings (Months 26-30):*** This project will use the experience of several test sites as a means of "road testing" the guidelines and refining the strategies prior to rolling out the guidelines nationwide. Once the implementation and documentation phase is complete, we will host a National Summit, with participation by all of the organizations involved in this project. During this Summit, stakeholders from each test site will share their challenges, the guidelines they implemented, and the results realized through this project. PERF will facilitate discussion of the lessons learned, key considerations, best practices, and next steps to move the field forward. This Summit will also offer the FBI a platform to present its work on updating current reporting practices to reflect the new UCR definition of rape and its next steps. ■ ***Activity 9: Prepare Comprehensive***

Guidebook to Roll Out the Approach Nationally (Months 26-32): PERF and WLP will produce a national guidebook for STOP grantees and others highlighting the refined guidelines, and the issues, solutions, and promising practices developed through this project. The guidebook will serve as a stand-alone, comprehensive resource that will provide detailed advice to practitioners on the tested performance and quality assurance measures, as well as how to carry out necessary changes to department policy, procedures and practices. ■ ***Activity 10: Dissemination (Months 32-36):*** PERF will publish the guidebook electronically and in hard copy, and will send it to all STOP grantees, our membership, and other policing and victims services organizations.¹⁰ PERF will post it on its website (also accessible to the general public), and will disseminate it in other ways, such as in its “Daily Clips” service, its LinkedIn discussion group, Twitter, etc. WLP also will disseminate the report to its constituents through its channels. PERF also has a successful track record of obtaining news media coverage of its work.¹¹ PERF will use its contacts at news media outlets such as USA Today, ABC News, New York Times, and the Washington Post to generate interest in the project, the National Summit and the final guidebook. WLP also has contacts and credibility with media in major metropolitan areas on these issues, as well as special interest media, including Ms. Magazine.

■ **Who Will Implement the Project?** PERF and WLP bring unmatched expertise to this project, and a history of successfully collaborating on this issue. PERF, an association of progressive police executives, is uniquely qualified to lead this project. PERF is in close daily contact with police chiefs and can draw on these contacts to identify a diverse group of project

¹⁰ For ex., sheriffs, campus, tribal, victims’ and other groups, including IACP, NSA, NAWLEE, NOBLE, IACLEA, NCVC, RAINN, etc.

¹¹ See, e.g., *New York Times*, September 28, 2011, p. A14. “Rape Definition Too Narrow in Federal Statistics, Critics Say.”

test sites. PERF has an extensive history of measuring all aspects of police agency performance, striving to find the best policing practices, and disseminating that knowledge to police agencies. In addition, PERF frequently conducts federal technical assistance projects, working closely with advocacy organizations, victims' groups and others, to address sensitive issues and victim safety in a productive manner. **Building on our past success, PERF will use the same project team that completed its previous work on this topic, combined with the expert guidance of WLP, to lead and manage this effort.** **A [REDACTED] (MA),** **PERF Chief of Staff,** provides overall oversight to the organization and manages a diverse portfolio of research, TA, and demonstration projects, including PERF's most recent work on victim's issues, including sexual assault. She also oversees PERF's *Critical Issues in Policing* series, leading almost a decade's worth of research, publications and executive sessions on the most pressing issues in policing. She has successfully managed numerous national projects for federal agencies. As **Project Director**, she will closely work with **Chuck Wexler** and WLP to lead the coordination, direction, and implementation of all aspects of PERF's work on this project and will ensure the timely achievement of objectives and goals. Luna will devote approximately 10% of her time/year to this project. ■ **Chuck Wexler (PhD),** **PERF Executive Director** since 1993, has been directly involved in research, TA, and consulting projects to improve the delivery of police services. His work includes overseeing PERF's projects on sensitive issues such as police use of force, immigration enforcement, and racially-biased policing. **W [REDACTED]** also led PERF's recent work with WLP on the police response to sexual assault. Other recent national efforts have included his work in chairing the national *Immigration Task Force* for DHS. **W [REDACTED]** will serve as **Project Advisor and Co-Director**, spending 3% time/year on the project. He will advise on all aspects of this project, including establishing the National Advisory Board, and will personally facilitate

the National Summit, contact police executives at potential sites, speak with the news media, and work with the FBI. ■ **Women's Law Project: Executive Director Carol Tracy** and **Managing Attorney ~~Terry Fromson~~** will both devoting 176 hours/year to the project. ~~Tracy~~ and ~~Fromson~~ are both attorneys with over 30 years' experience working on issues relevant to this project. They have the unique experience of collaborating with both Philadelphia Police Commissioners ~~T. Johnson~~ and ~~R. Johnson~~ to reorganize its response to sex crimes. Their work in Philadelphia also led them to identify weaknesses in the FBI's data collection on rape, which ultimately led to the recent announcement that the FBI would change its definition of rape. Tracy and Fromson are recognized experts in this field and will assist PERF in all aspects of this project, playing a major role in developing performance standards and policy briefs on the implications of the expansion of the FBI's definition of rape. ■ **Shannon Brantley (MA), PERF Deputy Chief of Staff**, will serve as **Project Manager**. ~~Brantley~~ assists in oversight of all PERF projects and contributes to project development and management. Since joining PERF, she has successfully managed more than 10 national meetings and executive sessions, including the recent work on the reporting and investigation of sexual assaults. She will dedicate 15% time/year and will be responsible for carrying out the project's daily activities, administration and progress. She will organize meetings, oversee work in test sites, monitor progress, and assist in publication development. She will also be responsible for overseeing the National Summit planning. ■ **Sunny Schmitzner (MS), Research Associate** and **Dawn Cookwell (BA), Research Assistant** will assist in the literature review, scheduling meetings and site visits, documenting Advisory Board proceedings, collecting data, and assisting in other project tasks. They will both devote 20% of their time/year to this project. ■ **The project team will also be supplemented by the following PERF experts and consultants:** ~~Craig F. Foster~~, PERF Director of Management

Services; [REDACTED], consultant and former police chief in Miami and police commissioner in Philadelphia; and [REDACTED] Craig Fisher, PERF Director of Communications. [REDACTED] brings significant expertise in police department operations and management, including investigative, supervisory, and audit procedures. He will spend 2% time/year and will participate on the Advisory Board. [REDACTED] was responsible for working closely with WLP to overhaul Philadelphia's approach to sexual assault through external review of reports and case files. He will participate on the Advisory Board, assist in site planning, implementation, and participate in the National Summit. He will devote 176 hours to the project. [REDACTED] who was the publicist for PERF's last initiative on sexual assault, will spend 4% time/year preparing/editing project communications, working with reporters and our website specialist to publicize the project.

■ **Technical Assistance (TA) Delivery Methods**. The primary target audiences for TA delivery are the selected test sites and STOP grantees nationwide. Extensive on-site TA will be offered at each of the selected test sites, and will include reviewing existing policing/practices, refining/implementing performance measures and QA systems, working with the FBI to ensure that policy changes and data collection efforts are consistent in areas where changes may overlap, and assisting in plans for implementing and refining policies and practices resulting from the assessments and changes in the UCR definition. The project team will conduct approximately four visits/test site for on-site support, which could consist of inter-department meetings, interviews, focus groups, and collaborative stakeholder meetings with police officials, prosecutors, city officials, community leaders, victims' advocates and others. ***Both PERF and WLP have extensive experience in providing on-site assistance to police agencies.*** PERF team members Wexler, Luna, Branly, and Fraser have participated in numerous TA efforts resulting in implementation of policy and practice reforms in police departments in Albuquerque, San

Francisco, Philadelphia, St. Louis, Chicago, and other cities. As a former police executive, PERF consultant John Timoney has the ultimate on-site experience in implementing policies and practices in three major urban police departments (NYC, Philadelphia, and Miami) and is currently providing TA to other police agencies across the world. From WLP, Tracy and Fromson have worked onsite with the Philadelphia PD for over 10 years to audit, review and refine processes specifically related to its classification and investigation of sexual assaults.

■ ***Other Delivery Methods.*** In addition, each test site will have access to the project team and Advisory Board members for assistance throughout the project, via telephone, emails, and web and teleconferencing. This combination of TA delivery allows each test site to take the lead in implementing the changes needed to improve its response to sexual assault, with access to expert support at every stage of the process. On the national level, TA will include hosting a website devoted to the project's progress and posting timely policy briefs and information releases. The team will extensively advertise the project and encourage policing officials from around the country to observe the progress of each site, adopting lessons for their own departments as appropriate. This will also be done via our websites, through daily interactions with constituents, through presentations and networking at meetings, and other channels, including the National Summit, which will put a national spotlight on the new guidelines and the experiences of the test sites. PERF staff members have extensive experience in successfully coordinating and planning local and national meetings and will keep the coordination of meeting logistics in-house.

■ ***Comprehensive Guidebook.*** Following the National Summit, the team will produce a guidebook. It is envisioned as a stand-alone resource however other TA and dissemination methods, such as webinars, conference calls and presentations may be used to ensure that the approach is adopted by as many STOP grantees and law enforcement agencies as possible nationwide.

Summary Data Sheet

- **Authorized representative:**

Chuck Wexler, Executive Director
Police Executive Research Forum
1120 Connecticut Avenue
Suite 930
Washington, DC 20036
~~(202) 457-0520~~
~~chw@policeforum.org~~

- **Grant point of contact:**

Andrea Luna, Chief of Staff
Police Executive Research Forum
1120 Connecticut Avenue
Suite 930
Washington, DC 20036
~~(202) 457-0526~~
~~aluna@policeforum.org~~

- **Expended federal funds statement:** PERF has annual expenditures of federal funds in excess of \$500,000. PERF is required to have an annual audit that conforms with the requirements of OMB Circular A-133, which was last completed for the year ended December 31, 2010. PERF can provide a copy of that audit report upon request. We expect our audit report for the year ended December 31, 2011 to be available in early August 2012.

- **Project title:** *Defining Success in Responding to Sexual Violence: Establishing Performance Measures and Quality Assurance Standards for Law Enforcement Agencies to Improve the Reporting and Investigation of Sexual Assault*

- **Targeted topic area:** Provide technical assistance to communities and relevant professionals in assessing and improving their policies, procedures and practices related to the investigation of and response to incidents of sexual assault. Technical assistance should address, but not be limited to, improving law enforcement response, reporting and investigation, collecting and storing of forensic evidence, and managing and integrating appropriate victim services throughout criminal justice system intervention.

- **The target audience** (include which grant program recipients or disciplines will be targeted):
 - OVW's STOP Grants Program, Area 3: "developing and implementing more effective police, court and prosecution policies, protocols, orders and services devoted to preventing, identifying and responding to violent crimes against women."
 - PERF membership (1,700+ law enforcement executives and subject matter experts)
 - Law enforcement agencies (including rural, campus, tribal, sheriffs, etc.) and organizations serving law enforcement and victims of sexual assault nationwide

- **Duration of the project:** 36 Months

- **Award amount requested:** \$699,856.55

- **Current and recent OVW Projects:** PERF is not currently, nor has it recently conducted OVW projects.
- **Other federal assistance for technical assistance related to sexual assault:** PERF is not applying for federal assistance for other technical assistance projects in this area. PERF is considering applying as a sub-contractor with the University of Massachusetts for a proposal to NIJ to replicate a previous study of attrition in sexual assault cases. This project does not include technical assistance.

POLICE EXECUTIVE RESEARCH FORUM
OVW: Defining Success for Police Response to Sexual Assault

699,856.55

A. SWORN POSITIONS

n/a

B. CIVILIAN/NON-SWORN POSITIONS

[REDACTED], Chief of Staff, Project Director

	% time	Hours	Hourly Rate	
Year 1	10%	200	\$ 68.00	13,600.00
Year 2	10%	200	\$ 70.72	14,144.00
Year 3	10%	200	\$ 73.55	14,709.76

[REDACTED], Executive Director, Project Advisor, Co-Director

Year 1	3%	60	\$ 95.03	5,701.80
Year 2	2%	40	\$ 95.03	3,801.20
Year 3	3%	60	\$ 95.03	5,701.80

[REDACTED] [REDACTED], Deputy Chief of Staff, Project Manager

Year 1	15%	315	\$ 35.10	11,056.50
Year 2	15%	315	\$ 36.50	11,498.76
Year 3	15%	315	\$ 37.96	11,958.71

[REDACTED] [REDACTED], Research Associate

Year 1	20%	425	\$ 25.72	10,931.00
Year 2	20%	425	\$ 26.75	11,368.24
Year 3	20%	425	\$ 27.82	11,822.97

[REDACTED] [REDACTED], Research Assistant

Year 1	20%	425	\$ 18.00	7,650.00
Year 2	20%	425	\$ 18.72	7,956.00
Year 3	20%	425	\$ 19.47	8,274.24

[REDACTED] [REDACTED], Director of Communications

Year 1	3%	60	\$ 57.69	3,461.40
Year 2	3%	60	\$ 60.00	3,599.86
Year 3	5%	100	\$ 62.40	6,239.75

[REDACTED] [REDACTED], Director of Management Services

Year 1	2%	40	\$ 75.00	3,000.00
Year 2	2%	40	\$ 78.00	3,120.00
Year 3	2%	40	\$ 81.12	3,244.80

Total Personnel

172,840.79

FRINGE BENEFITS

Paid Leave
Fringe Costs

Rate	Amount
16.55%	\$ 28,605.15
29.15%	\$ 50,383.09

Total Fringe Benefits

78,988.24

C. EQUIPMENT

Price	Number	Amount
		0.00

Total Equipment

0.00

D. SUPPLIES

General office supplies (i.e., pens, paper, ink,etc.)

Computer/laptop and software licenses/updates (for site visits and meeting)

Cost	Months	Amount
\$50.00	36	\$ 1,800.00
\$ 1,750.00	1	\$ 1,750.00

Total Supplies

3,550.00

E. TRAVEL/CONFERENCE

PERF staff and consultants

Site Visits and 2 required trips for OVW Training

Days	Price	# Trips	# Persons	Amount
1	\$ 500.00	18	2	\$ 18,000.00
2	\$ 175.00	18	2	\$ 12,600.00
2.5	\$ 72.00	18	2	\$ 6,480.00
3	\$ 50.00	18	2	\$ 5,400.00

Working Group Meetings, National Executive Session

Participant/Consultant Travel (not subcontractors)

Days	Price	# Trips	# Persons	Amount
1	\$ 500.00	1	18	\$ 9,000.00
1	\$ 225.00	1	18	\$ 4,050.00
1.5	\$ 72.00	1	18	\$ 1,944.00
2	\$ 50.00	1	18	\$ 1,800.00

Total Travel

59,274.00

G. CONSULTANTS

John Timoney, TA Consultant, Former Police Chief

Year 1

Days	Rate	Amount
10	\$ 450.00	\$ 4,500.00

Year 2	12	\$ 450.00	\$ 5,400.00
Year 3	4	\$ 450.00	\$ 1,800.00

Advisory Board Members	# Persons	Days	Rate	Amount
Year 1	4	2	\$ 450.00	\$ 3,600.00
Year 2	4	2	\$ 450.00	\$ 3,600.00
Year 3	4	2	\$ 450.00	\$ 3,600.00

(Not all advisory board members will need to be compensated for their time)

Website/Webinar Administrator	# Persons	Days	Rate	Amount
Year 1	1	10	\$ 450.00	\$ 4,500.00
Year 2	1	15	\$ 450.00	\$ 6,750.00
Year 3	1	5	\$ 450.00	\$ 2,250.00

Total Consultants \$36,000.00

H. OTHER Direct Costs

Copying	Cost	Months/#	Amount
Postage and Delivery	\$ 50.00	36	\$ 1,800.00
Telephone/Conference Call/Video Conferencing	\$ 50.00	36	\$ 1,800.00
	\$ 150.00	36	\$ 5,400.00

Rental-Meeting Space/Equipment for Board Meetings	Cost	Number	Amount
Audio/Visual Equipment- National Summit	\$500.00	3.00	\$ 1,500.00
Audio/Visual Labor	\$2,000.00	1.00	\$ 2,000.00
Conference Room Rental	\$1,500.00	1.00	\$ 1,500.00
Shuttle from hotel to meeting for participants	\$5,000.00	1.00	\$ 5,000.00
Meeting Transcription	\$2,000.00	1.00	\$ 2,000.00
Publication Layout/cover	\$1,000.00	1.00	\$ 1,000.00
Postage for Publication Mailing	\$3,500.00	1.00	\$ 3,500.00
Softbound Publication	\$2,500.00	1.00	\$ 2,500.00
	\$8,500.00	1.00	\$ 8,500.00

Total Other \$36,500.00

TOTAL DIRECT COSTS \$387,153.03

I. INDIRECT COSTS (48.70% of Direct Costs)

*PERF's indirect rate is approved by the Department of Justice 48.70% 188,543.52

J. SUBCONTRACTS

(Women's Law Project)

Carol Tracy, Executive Director	Days	Rate	Amount
Year 1	22	\$450	\$ 9,900.00
Year 2	22	\$450	\$ 9,900.00
Year 3	22	\$450	\$ 9,900.00

Terry Fromson, Managing Attorney

Year 1	22	\$450	\$ 9,900.00
Year 2	22	\$450	\$ 9,900.00
Year 3	22	\$450	\$ 9,900.00

Travel (Women Law Project-site visits, OVW meetings, etc.)

Air Fare	Days	Price	# Trips	# Persons	Amount
Air Fare	1	\$ 500.00	12	1	\$ 6,000.00
Hotel	2	\$ 225.00	12	1	\$ 5,400.00
Meals	2.5	\$ 72.00	12	1	\$ 2,160.00
Ground Transportation	2	\$ 50.00	12	1	\$ 1,200.00

Total WLP Subcontract \$74,160.00

Police Department Test Sites Subcontracts
(project manager y2, travel expenses to National Summit y3)

	# Sites	Rate	Amount
	4	\$12,500	\$ 50,000.00

Total Site Subcontracts \$50,000.00

Total Sub-Contract Expenses \$124,160.00

TOTAL ANTICIPATED PROJECT EXPENSES \$699,856.55

Police Executive Research Forum
Budget Narrative

A. Personnel

[REDACTED], PERF's Chief of Staff, will serve as **Project Director** and will devote 10% of her time per year over three years for a total of **\$42,453.76**.¹ As Project Director, she will work with the advice and guidance of Chuck Wexler to lead the coordination, direction, and implementation of all aspects of PERF's work on this project and ensure the timely achievement of objectives and goals.

Chuck Wexler, PERF's Executive Director, will devote 3%, 2%, and 3% of his time to the project during years one, two, and three respectively for a total of **\$15,204.80**.² **[REDACTED]** will serve as the **Project Advisor and Co-Director** and will advise on all aspects of this project, and will personally oversee establishing the Advisory Board, will facilitate the National Summit, contact potential sites, speak with the news media, and work with the FBI.

Sharon Dally, Deputy Chief of Staff, will devote 15% of her time during all three years on the project at a salary cost of **\$34,513.97**. As **Project Manager**, **[REDACTED]** will be responsible for carrying out the project's daily activities, administration and progress. She will organize meetings, oversee work in test sites, monitor progress, and assist in publication development. She will also be responsible for overseeing the National Summit planning.

Sandy Schmitz, Research Associate and **Balinda Cockrell, Research Assistant** will assist in the literature review, scheduling meetings and site visits, documenting Board proceedings, data collection, and assist in other project tasks. They will both devote 20% of their time per year to this project for total project costs of **\$34,122.21** and **\$23,880.24**.

Graig Fisher, Director of Communications, will assist in reviewing and editing project reports and other deliverables, such as website updates and interim publications or reports throughout the project period, and publicizing the project's meetings and findings. He will devote 3%, 3%, and 5% of his time to the project during years one, two, and three respectively for a total of **\$13,301.01**.

Craig Fisher, Director of Management Services brings significant expertise in police department operations and management, including investigative, supervisory, and audit procedures. He will spend 2% time per year and will participate on the Advisory Board and will advise on site implementation plans, provide TA on transitioning to the new UCR definition of rape, and recommend strategies for policy and procedure modifications in each test site. Dr.

¹ All salaries listed herein reflect anticipated raises for 2013 and 2014.

² **[REDACTED]**'s salary will comply with the current SES salary scale cited in the section "Limitation on Use of Award Funds for Employee Compensation." With respect to the rule, PERF has limited Wexler's salary to the federal allowable rate. PERF will absorb the excess costs for his time on this project.

~~Faser~~'s total salary expenses are budgeted at **\$9,364.80**.

Salary increases for staff are estimated at an average of 4% in years 2 and 3.

Total salary costs come to **\$172,840.79**.

B. Fringe Benefits

Leave is calculated at 16.55% of salary. Leave includes annual leave (vacation), funeral leave, holidays, personal leave, sick leave, jury leave and other leave (e.g., maternity/paternity). Other fringe benefits are calculated at 29.15% of salary. These benefits include Social Security, Unemployment Insurance, Disability Insurance, and Pension. Total costs for fringe and leave amount to **\$78,988.24**.

C. Equipment \$0

D. Supplies

The cost of basic office supplies (pens, paper, printer ink, etc.) are estimated at \$50.00/month for a total of **\$1,800.00**.

In anticipation on site travel requiring and meetings requiring intensive documentation, PERF has budgeted **\$1,750.00** for computer hardware or software updates/licenses as necessary.

E. Travel

We anticipate travel by two PERF staff members or consultants for case study site visits. There will be approximately 16 site visits (four per site) for the project as well as two trips for OVW technical assistance provider meetings for a total of 18 trips. Airfare is budgeted at \$500 per person per trip. Lodging is budgeted at \$175 per night for 2 nights per trip. Ground transportation is budgeted at \$50 per person per day (3 days) trip. Meals and incidentals are budgeted at \$72 for 2.5 days (75% per diem on first and last travel days). A total travel expense for site visits and OVW meetings for PERF staff and consultants over three years is budgeted at **\$42,480.00**.

For Advisory Board meetings and the National Summit, we estimated airfare (\$500.00 per person) and hotel costs (\$225.00 per night for 1 night) for 18 necessary meeting participants (Advisory Board members and others who may have restricted travel funds). Meals for this trip are budgeted at \$72.00 per day for 1.5 days. Ground transportation for the summit is budgeted at \$50.00 per person per day. A total travel expense for board meeting and summit participants is **\$16,794.00**.

The per diem rates are estimated based on an approximate average of the Federal Government's per diem rates for the proposed case study sites.

- ~ Total travel expenses for PERF staff and consultants amount to **\$59,274.00**.

F. Consultants

Consultants include Advisory Board members (we have estimated that there will be four advisors who are necessary and may need to be compensated for their time, although we envision most board members will participate in their official professional capacities and not require compensation), a website/webinar administrator, and technical assistance specialist Chief John Timoney (retired). The daily rate for all consultants is budgeted at \$450. Paid Advisory Board members are estimated to complete two days of consulting per year of the project for a total of **\$10,800.00**. It is anticipated that the website/webinar administrator will complete ten days of work in year one, fifteen days of work in year two, and five days of work in year three of the project for a total of **\$13,500.00**. Chief Timoney is expected to complete ten days of work in year one of the project, twelve days of work in year two, and four days of work in year three for a total of **\$11,700.00**.

Total consultants amount to **\$36,000.00**.

H. Other Direct Costs

Copying is budgeted at \$50 per month (**\$1800.00** total). Telephone/conference calls/video/web conferencing expenses have been budgeted at \$150 per month (**\$5,400.00** total). Postage and delivery costs are budgeted at \$50 per month (**\$1800.00** total).

PERF estimates the cost of rental meeting space and equipment for Board meetings to be \$500.00 per meeting for three meetings (**\$1,500.00** total). The meeting space rental for the national summit is budgeted at **\$5,000** and audio visual equipment and labor to cost **\$3,500.00**. The cost of shuttling participants to and from the national summit is budgeted at **\$2,000.00**.

Publication costs: A complete transcript of the national summit is estimated at **\$1,000.00**. Publication layout and printing will cost **\$12,000.00**. The national dissemination of this publication via U.S. Postal Service is expected to cost **\$2,500.00**.

Total Other Direct Costs amount to **\$36,500.00**.

I. Indirect Costs

PERF's DOJ-approved indirect rate of 48.70% is charged against all direct costs minus certain subcategories. Total direct costs are **\$387,153.03**. Applying PERF's indirect rate against direct costs produces indirect costs totaling **\$188,543.52**.

J. Subcontract – Women's Law Project

Personnel

The Women's Law Project has budgeted for three staff members to participate on this project, Executive Director, **C. [REDACTED] y** and Managing Attorney, **T. [REDACTED]**

~~Carol Tracy~~ and ~~Tony F.~~ will receive a daily rate of \$450 and will devote 22 days per year during years one, two, and three on this project for a total of **\$59,400.00**. Both will collaborate with PERF on site selection and visits, Advisory Board planning and meetings, strategy development and implementation, and publication development.

Travel

~~Carol Tracy~~ and ~~Tony F.~~ will travel to test sites, Advisory Board meetings, and OVW technical assistance trips with PERF staff and consultants on an as-needed basis for a total of approximately 12 trips. Airfare is budgeted at \$500 per person per trip. Lodging is budgeted at \$225 per night for 2 nights per trip. Ground transportation is budgeted at \$50 per person per trip. Meals and incidentals are budgeted at \$72 per day (2.5 days). The total travel expense for WLP's involvement in this project is **\$14,760.00**.

The total sub-contract expense for the Women's Law Project is **\$74,160.00**.

Subcontract – Police Department Test Sites

Personnel and Travel

As many police departments are experiencing cutbacks, staffing shortages, and restrictions on travel, it is anticipated that the departments selected as test sites will require some partial funding for staffing and travel related to this project. PERF will provide test sites with small subcontracts to help cover overtime or project management oversight hours in year two (\$10,500), and travel expenses for the National Summit in year three of the project (\$2,000). Each department will receive a \$12,500 subcontract to cover these expenses for a total of **\$50,000.00**.

Subcontract costs amount to a total of **\$124,160.00**

Total project costs amount to **\$699,856.55**.

Budget Summary

- A. Personnel: \$172,840.79**
- B. Fringe Benefits: \$78,988.24**
- C. Equipment: \$0**
- D. Supplies: 3,550.00**
- E. Travel: \$59,274.00**
- F. Construction: \$0**
- G. Consultants/Contracts: 36,000.00**
- H. Other Direct Costs: \$36,500.00**
- I. Indirect Costs: \$188,543.52**

****Subcontract Expenses (not subject to indirect rate): \$124,160.00**

Total Project Costs: \$699,856.55

Federal Request: \$699,856.55

WOMEN'S LAW PROJECT

Safeguarding Rights, Creating Opportunities

BOARD OF TRUSTEES
David F. Abernethy, Esq.
Catherine T. Barbieri, Esq. (Chair)
Suzanne Sheehan Becker
Jessica Beckett-McWalter, Esq.
Stephanie Carter Bellamy, Esq.
Robin Coward, Esq.
Ellen Doyle, Esq.
Nancy O'Mara Ezold, Esq.
Dianne Coady Fisher, Esq.
Amy Frazier
Margaret F. Goldfarb
Carol Ann Kell
Vicki W. Kramer
Sophia Lee, Esq.
Carol A. Mager, Esq.
Tara Marks
Paul Messing, Esq.
Leslie Anne Miller, Esq.
Joann Mitchell, Esq.
Mary F. Platt, Esq.
Sarah E. Ricks, Esq.
Judith A. Ruszkowski
Margaret Sadler
Carol E. Tracy, Esq. (ex-officio)
Thomas E. Zernaitis, Esq.

EXECUTIVE DIRECTOR
Carol E. Tracy, Esq.

MANAGING ATTORNEY

Terry L. Fromson, Esq.

ASSOCIATE DIRECTOR

Dabney Miller

SENIOR STAFF ATTORNEY

Susan Frietsche, Esq.*

STAFF ATTORNEY

Amal Bass, Esq.

STAFF ATTORNEY

Tara Pfeifer, Esq.*

BUSINESS/FINANCE MANAGER

Jane Whittaker

IT DIRECTOR

& PROGRAM MANAGER

Barbara Burgos DiTullio

PROGRAM ASSOCIATE

Dominique Johnson*

PROGRAM ASSISTANT

Quanisha Smith

ACCOUNTANT

Grace Knight

ADMINISTRATIVE ASSISTANT

Kathy Eisenberg

A copy of the official registration and financial information may be obtained from the Pennsylvania Department of State by calling toll free 1.800.732.3999. Registration does not imply endorsement.

April 16, 2012

Chuck Wexler
Executive Director
Police Executive Research Forum
1120 Connecticut Avenue, NW
Suite 930
Washington DC, 20036

Dear Mr. Wexler:

The Women's Law Project (WLP), a public interest law center, supports the grant proposal of the Police Executive Research Forum (PERF) under the OVW Fiscal Year 2012 Technical Assistance Program. This proposal seeks funding to support a partnership between PERF and the Women's Law Project to improve police response to sexual assaults. WLP will collaborate with the Police Executive Research Forum if this project is funded to develop, test, evaluate, and promote best practice reforms in the way police investigate and assess sex crimes and how they report sex crime data to the FBI.

WLP Expertise

WLP has developed subject matter expertise in evaluating and improving police response to rape that will contribute significantly to this project. This expertise includes knowledge about police response to sex crimes and the FBI's UCR system, which controls how police report rape data which in turn influences police practice. This expertise derives from our work over the past twelve years to improve the response of the Philadelphia Police Department (PPD) to sex crimes and preparation of amicus (friend of the court) briefs in cases involving inadequate criminal justice responses to sexual assault.

WLP was propelled into advocacy to improve police response to sex crimes by the scandal created in 1999 when the *Philadelphia Inquirer* exposed the failure of the Philadelphia Police Department (PPD) Special Victim Unit (SVU) to properly code sexual assaults and investigate them, the WLP began a campaign that helped to transform the SVU. Our campaign started with successful requests for city council hearings and for the PPD review of misclassified cases. WLP worked closely with the PPD on revising its crime code manual. As a result of an unprecedented

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invitation by the PPD Police Commissioner, WLP and other advocacy groups have reviewed PPD sex crime files for the past 12 years. Along with improved training and supervision, the case review has significantly improved case processing and resulted in a smooth collaboration between civilian and police organizations.

As we advocated for reform, we learned of the limited definition of rape that police were required to use for the purpose of UCR reporting, as well as the relationship of this limited definition to police perceptions of which sex crimes were serious ones (e.g., "real rapes"). We researched the UCR definition of forcible rape and concluded that it needed to be expanded, because it did not accurately inform the public of the true incidence of serious sex crimes or reflect current state crime codes, negatively affected law enforcement's response to sex crimes, and undermined confidence in law enforcement, and thus contributed to underreporting by victims. In 2001, we sent a letter to the FBI, signed by more than 80 organizations, requesting that the FBI expand the definition to one that reflected common understanding of rape. WLP had received no response to its request.

In 2010, a number of events drew public attention to the Philadelphia collaboration and our request to the FBI. Prompted by contacts from jurisdictions throughout the United States faced with similar scandals relating to police response to sex crimes, the WLP asked former Senator Specter to hold hearings on this topic, which he agreed to do. On September 14, 2010, WLP testified before the Senate Judiciary Committee's Subcommittee on Crime and Drugs on the chronic failure of law enforcement to respond to and investigate rape in many American cities, including Philadelphia, Baltimore, Cleveland, Detroit, and New York. WLP also described the need to expand the narrow definition of rape.

The hearings gave rise to a renewed advocacy effort to change the FBI definition, with support from Senators who attended the hearings as well as the Department of Justice Office of Violence Against Women. We met with FBI representatives and renewed our request to the FBI to change the UCR definition of rape on May 7, 2011. The FBI considered the request through its three step advisory process and we were invited to attend the meetings. At the conclusion of the process, the FBI Advisory Review Board recommended expansion of the UCR's rape definition. In January 2012, the FBI approved the new definition.

Our expertise has been widely recognized. The U.S. Senate Judiciary Subcommittee hearing led to PERF's September 2011 Summit in Washington to explore reform of both police response to sexual assault and data reporting, including the FBI Uniform Crime Reporting system's rape definition. PERF invited WLP to assist it in preparing for the Summit, including by providing input into a survey sent to PERF membership. The Department of Justice Civil Rights Division invited WLP to train its staff on gender bias in police sex crime investigations. Our advice has been solicited by the White House Office on Violence Against Women and the Department of Justice Office on Violence Against Women with regard to the FBI UCR program. The National

Academy of Sciences has invited WLP to participate on a new initiative to advise the Bureau of Justice Statistics on changes to its National Crime Victimization Survey to improve the accuracy of its data and to make a presentation at its national meeting in June 2012, and the American Law Institute has invited WLP to participate in a forum on the modernization of its Model Penal Code provisions relating to sexual assault crimes.

WLP's Role in the Project

WLP will collaborate with PERF on this project by undertaking the following activities:

- Assisting in the selection of Advisory Board members with special emphasis on advocates and academic researchers;
- Co-convening the Advisory Board with PERF;
- Playing a major role in developing performance standards for sexual assault investigations utilizing its knowledge and experience gained from reviewing Philadelphia PPD sex crime case files and further research on both existing model policies and procedures and the impact of police response on victims;
- Assisting PERF in developing a policy brief on the implications of the expansion of the FBI's definition of rape utilizing its knowledge of the Uniform Crime Program system;
- Reviewing policies and procedures of sites selected for participation in this project;
- Participating with PERF in site visits and meeting with police officials and the local advocacy community representatives;
- As part of the site visits, describing, for possible replication, WLP's case review process employed in Philadelphia;
- Assisting PERF in planning the National Summit, publicizing the project and its findings, refining the performance measures and quality assurance recommendations, preparing the final Guidebook, and providing technical assistance as needed on all aspects of the project, including assisting departments in explaining spikes in reported cases resulting from implementation of the FBI's expanded definition of rape.

As you know, WLP is very committed to this work and to collaborating with PERF on this important project. We believe that recent convergence of events has given us a unique opportunity to achieve real police reform in an area that has long been neglected.

Very truly yours,



Carol E. Tracy



THE CITY OF SAN DIEGO

IN REPLYING
PLEASE GIVE
OUR REF. NO.

1914000001

April 16, 2012

Mr. Chuck Wexler
Executive Director
Police Executive Research Forum
1120 Connecticut Ave., NW, # 930
Washington, DC 20036

Dear Chuck:

On behalf of the San Diego Police Department, I want to express our support for the proposed project to create a national model for excellence in responding to sexual assault. I was very impressed with the report produced by PERF as a result of the project in 2011.

The San Diego Department has a long history of partnering with PERF on the most critical issues facing law enforcement executives, such as gun crime, use of force, and problem-oriented policing. PERF is well known for discussing the tough topics and addressing the most sensitive issues to move policing forward. The proposed project to be executed in collaboration with the Women's Law Project is no exception. The tools that this project would develop will empower police leaders to reform the police response to these crimes at all levels.

The exceptional work that PERF has produced in the past allows me to say, without hesitation, that this proposal has the full support of the San Diego Police Department. Contingent on funding, we hope that you will consider partnering with San Diego for this project. We believe the work outlined in your proposal could positively impact our entire organization.

Sincerely,

A handwritten signature in black ink, appearing to read "W.M. Lansdowne".
William M. Lansdowne
Chief of Police



Office of the Chief of Police
1401 Broadway • San Diego, CA 92101-5729
Tel (619) 531-2000

April 16, 2012

Mr. Chuck Wexler
Executive Director
Police Executive Research Forum
1120 Connecticut Ave., NW, # 930
Washington, DC 20036

Dear Mr. Wexler,

I would be pleased to serve as a technical assistance consultant and summit participant in the Police Executive Research Forum's proposed project to develop a set of performance measures for law enforcement in regards to sexual assault cases. Please accept this letter as a sign of support and commitment if this initiative should be funded.

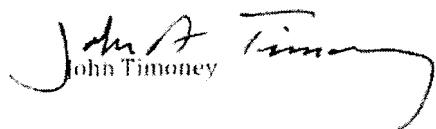
As the former police commissioner of the Philadelphia Police Department (PPD), I was faced with the challenge of implementing serious reforms regarding how we investigated sexual assault cases. In 1999, after a series of news articles exposed serious missteps taken by the Department on these cases, I looked for solutions to correct the process and change the way the Department as a whole viewed sexual assault. With the formation of a close partnership with Carol Tracy and the Women's Law Project (WLP), PPD was able to improve its response to these types of crimes and implement a new model of supervision and auditing over sexual assault cases. By partnering with the WLP and other advocates, PPD established a better internal system and introduced a process of transparency that helped to improve public opinion.

I believe this project will provide police leaders with the information and guidance to make a change in their own agencies, and move the field forward to better serve victims of sexual assault. I would be pleased to contribute to this important project in collaboration with PERF and WLP.

As a consultant and summit participant, I understand that my role will involve serving as an advisor to the project team leaders on technical assistance provided to the selected agencies. PERF's long track record of bringing together law enforcement, subject matter experts, advocacy groups and other stakeholders will be vital in creating a guide for field practitioners to implement change. As a summit participant, I will offer insight to my technical assistance role during the project and share experiences and recommendations that could be applied to agencies across the country.

The performance measures that your team is hoping to develop with this funding could have a lastly impact on how sexual assault cases are handled and provide the quality assurance needed to ensure the proper investigation of these cases.

Sincerely,


John Timoney

ELLEN T. HANSON • CHIEF OF POLICE



12500 WEST 87TH STREET PARKWAY
LENEXA, KANSAS 66215
OFFICE • 913/477-7300
FAX • 913/477-7249

April 16, 2012

Mr. Chuck Wexler
Executive Director
Police Executive Research Forum
1120 Connecticut Ave. NW
Suite 930
Washington, DC 20036

Dear Chuck,

I am writing to express my strong support for your proposed project with the Women's Law Project to help improve how police handle sexual assault cases. It would be my pleasure to serve on the National Advisory Board for this effort.

As a former member of the PERF board of directors, I am familiar with the quality of work that PERF produces and provides to the field for real-world application. PERF's dedication to improving policing is obvious with each meeting you host, and each publication you release. PERF's belief in strong leadership, sound research, and effective partnerships is what helps push policing forward. The proposed project brings together all of these elements in order to measure, assess and advance law enforcement's response to sexual assaults.

This is a priority issue and I am pleased that PERF and the Women's Law Project have decided to partner again. As the FBI works to bring its UCR definition up to date, we in law enforcement must also evaluate how we investigate sexual assaults and find ways to better serve and protect the community. The proposed project will provide valuable guidance and technical assistance to the field.

Sincerely,

Ellen Hanson
Chief of Police



April 16, 2012

Mr. Chuck Wexler
Executive Director
Police Executive Research Forum
1120 Connecticut Avenue NW
Suite 930
Washington DC 20036

Dear Chuck,

PERF's fall 2011 conference on the police response to sexual assaults was a tremendous success in bringing together the right people to discuss the tough issues around sexual assault in this country. I am pleased to hear that PERF is applying for an Office for Violence Against Women's grant to take on this issue again along with the Women's Law Project. I support this initiative and would be pleased to serve on the project's National Advisory Board.

As I mentioned at the conference, sexual assaults committed on college or university campuses are subject to stricter reporting requirements because of the federal Clery Act. As the Chief of Police at the University of Wisconsin-Madison, I have knowledge and experience regarding the special considerations of university police departments in handling sexual assaults. I would be honored to provide this perspective to the project.

I believe that this project could help move police agencies forward by encouraging and helping them to conduct an honest assessment of their practices, based on solid measures of performance, and then implement strategies for improvement. This process could make an enormous contribution to improving how sexual assault cases are handled by police.

Since truly,



Susan Riseling
Chief of Police

Chief Susan Riseling, Associate Vice Chancellor

1429 Monroe Street Madison, Wisconsin 53711 Non-Emergency 608-262-2957 Fax: 608-262-9768 www.uwpd.wisc.edu
"Respect, Integrity, Compassion, Honor"



Frederick Police Department

City of Frederick, Maryland

April 16, 2012



Kim C. Dine - Colonel
Chief of Police

Kevin V. Grubb - Captain
Deputy Chief

100 West Patrick Street
Frederick, MD 21701

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Mr. Chuck Wexler
Executive Director
Police Executive Research Forum
1120 Connecticut Ave., NW, # 930
Washington, DC 20036

Chuck
Dear Mr. Wexler:

I am happy to hear of the Police Executive Research Forum's proposal to work with the Women's Law Project to develop a set of performance measures for law enforcement regarding sexual assault cases. Please accept this letter as a sign of support from the Frederick Police Department. As you know, I have worked closely with PERF in the past and was in attendance at the PERF Summit on this issue this past September. The Frederick Police Department supports this initiative and if possible, would like to contribute to this project, perhaps as a test site for implementing new guidelines and procedures, assessment of our practices, or in any way that may be helpful.

The outcomes of PERF's proposed project would be a tremendous addition to the field. Although some standardized practices for handling sexual assault cases can be found among most progressive police departments, it appears that no current national practices or standards exist to measure the internal quality of the classification of reports and case work that is being carried out. The quality assurance-type performance measures that your team is hoping to develop could transform how the police in general approach sexual assault cases. While we have come a long way, it is critical that we in the policing business continue to raise the bar in terms of protecting the rights of victims.

The Executive Session hosted by PERF last fall highlighted numerous issues that still exist in investigating sexual assault and rape cases. The thoughtful manner in which that information was presented at the meeting demonstrates PERF's unique ability to address complex and complicated issues through discussion. The Frederick Police Department offers its support for this project. Within obvious personnel, operational, and budget constraints, we look forward to the possibility of somehow assisting with this project or perhaps being considered as a site for technical assistance.

We wish you the best of luck with this important project.

Sincerely,

Kim Dine
Kim Dine
Chief of Police



COUNTY OF PRINCE WILLIAM

1 County Complex Court, Prince William, Virginia 22192-9201
(703) 792-6650 Metro 631-1703 FAX: (703) 792-7056

POLICE DEPARTMENT
OFFICE OF THE CHIEF

Charlie T. Deane
Chief of Police

April 16, 2012

Mr. Chuck Wexler
Executive Director
Police Executive Research Forum
1120 Connecticut Ave., NW, # 930
Washington, DC 20036

Dear Chuck,

I am very pleased to hear of PERF's proposal to OVV for continued work on the topic of sexual assault investigations. After attending the Executive Session that PERF facilitated on this topic back in September, I was very interested in next steps for this project. Hearing representatives from departments across the country discuss the pervasive nature of these issues, I am encouraged that PERF is proposing to work with local police on addressing them.

PERF has a long history of effective demonstration and technical assistance programs. We at the Prince William County Police Department are always impressed with the caliber of work that PERF produces. I was also impressed with the Women's Law Project leaders, Ms. Tracy and Ms. Fromson, who spoke at the PERF meeting in September. Their experience working with the police in Philadelphia will make an invaluable addition to the proposed project. The work that they have done with the Philadelphia Police Department has been groundbreaking and we look forward to the opportunity to explore such options here in Prince William County.

On behalf of the Prince William County Police Department, I support PERF and the Women's Law Project in their work on this subject and should you be awarded this grant, we would be honored to serve as a technical assistance site.

Sincerely,

A handwritten signature in black ink, appearing to read "Charlie T. Deane".

Charlie T. Deane
Chief of Police



April 17, 2012

Mr. Chuck Wexler
Executive Director
Police Executive Research Forum
1120 Connecticut Ave., NW, # 930
Washington, DC 20036

Dear Chuck:

PERF's meeting in September 2011 on the police response to sexual assaults was timely and brought together all the stakeholders to openly discuss this serious issue. As always, PERF's ability to shine a light on tough topics helps create the necessary spark for change.

I am pleased to hear that PERF will be taking on this issue again and working to make a national impact on the police response to sexual assault. I am writing to show my willingness to participate in the proposed project as a member of a National Advisory Board.

While the need to improve the police handling of sexual assault cases is necessary, I believe that the first step for making a change is to have proper data collection efforts in place. Without proper measures, data collection and assessment, it is difficult to identify room for improvement. This project addresses those issues, and will offer assistance and guidance to law enforcement practitioners.

If this initiative is funded, I would be honored to serve on the National Advisory Board and offer my experience and perspective as the leader of the Detroit Police Department and a member of PERF's Board. The team assembled for the proposed project will be critical to its success. With PERF and the Women's Law Project working together again, these efforts are sure to make a lasting and widespread impact.

CITY OF DETROIT
POLICE DEPARTMENT

Mr. Chuck Wexler
Page 2
April 17, 2012

I believe the timing of the proposed project is right to create a movement of change throughout the field.

Sincerely,


RALPH L. GODBEE, JR
Chief of Police



CITY OF PHILADELPHIA

POLICE DEPARTMENT
HEADQUARTERS, FRANKLIN SQUARE
PHILADELPHIA, PENNSYLVANIA 19106

CHARLES H. RAMSEY
Commissioner

Mr. Chuck Wexler

April 16, 2012

Executive Director
Police Executive Research Forum
1120 Connecticut Ave., NW, # 930
Washington, DC 20036

Dear Chuck,

I am writing to express my enthusiasm for the proposal to provide technical assistance on a national level to law enforcement regarding sexual assault investigations and the UCR forcible rape definition change. As you know, in my capacity as PERF President I initiated PERF's "Critical Issues in Policing" project on sexual assaults last year, and this new proposal would build beautifully on that groundwork.

I'm also pleased to see you are proposing to work with the Women's Law Project on this. The Philadelphia Police Department has worked extensively with the Women's Law Project over the past decade to address these issues. Carol Tracy and Terry Fromson are national experts on this issue and will be a valuable contribution to the team.

After speaking with you about the specifics of this project, I am convinced that the technical assistance that PERF, WLP, and your advisory board would be able to offer would have a positive impact on police agencies. The Philadelphia Police Department would be happy to take part as a test site in the project and as a member of the advisory board.

It is essential that we use this opportunity to its fullest extent by developing a far-reaching strategy for improving the nation's response to sexual assault victims, and local law enforcement must take the lead on this. By establishing the comprehensive performance measures that you discussed with me, PPD and departments around the country will have the opportunity to continually evaluate the quality of their work in this area.

The Philadelphia Police Department wholeheartedly supports the proposal and looks forward to the opportunity to work with PERF and WLP on this project.

Sincerely,

A handwritten signature in black ink, appearing to read "Charles H. Ramsey".

Charles Ramsey
Commissioner, Philadelphia Police Department
President, Police Executive Research Forum
President, Major Cities Chiefs Association

Abstract

Defining Success in Responding to Sexual Violence: Establishing Performance Measures and Quality Assurance Standards for Law Enforcement Agencies to Improve the Reporting and Investigation of Sexual Assault

The Police Executive Research Forum (PERF) is proposing to partner with the Women's Law Project (WLP) for a national, 36-month project to provide technical assistance to Stop Violence Against Women ("STOP") Program grantees and other law enforcement agencies, in developing and implementing comprehensive policies, procedures, practices, and services that will improve their overall handling of sexual assault cases.

The underreporting of sexual assaults by victims to law enforcement agencies has been a pervasive issue for many years. And when victims do report these crimes to police, the police response is sometimes inadequate, both in terms of conducting thorough investigations and in treating victims with respect. A number of police agencies have been found to improperly dismiss some cases as "unfounded," categorize them incorrectly, or fail to investigate them properly. A related issue has been an extremely narrow definition of rape in the FBI's UCR system, which tended to minimize the extent of sexual assaults nationwide. That definition has only recently been rewritten to reflect a broader range of sexual assaults.

To address these issues, PERF and WLP are proposing a 3-year initiative to develop comprehensive performance measures and internal guidelines and quality assurance (QA) mechanisms so police agencies will be able to recognize and ameliorate weaknesses in investigations and improve the overall response to victims of sexual assault. This project also will provide national, "real-time" information on the development of these guidelines. And it

will provide information and assistance to STOP grantees and other local law enforcement agencies as they work to implement the new UCR definition of sexual assaults announced by Attorney General Eric Holder in January 2012.

To accomplish this, PERF and WLP (the project team) will establish a National Advisory Board of police practitioners and other experts, who will define what constitutes a “successful” police response to sexual assaults, and will develop performance measures to help agencies implement such a response. In the first project year, the Board and project team will develop quality assurance mechanisms for supervisors and others to ensure that the measures that are adopted are adhered to, allowing agencies to assess whether the guidelines had the desired effects. The Board will discuss challenges in improving sexual assault investigations, and will work collaboratively with the project team to define these guidelines, with the understanding that they must be practical and adaptable for agencies of all sizes and types.

In year 2, the project team will “road test” the guidelines in four jurisdictions. The team will assist each site in adapting and implementing the guidelines, collecting data, making mid-course adjustments to strategy, and providing other technical assistance as needed. The team will work with each test site to document the process, including obstacles encountered, required changes to other policies or practice, improvements in police responses to sexual assault, lessons learned, and overall outcomes. The project team will also work closely with the FBI to make certain that our guidelines are consistent with the changes that the FBI is making as it implements the national new definition of rape. The team will also assist the test sites as they advise the public and the news media that expanding the national definition of rape will likely result in “spikes” in their sexual assault statistics. Usually, increases in crime statistics are seen

as a negative development, but in this case, there will be a new “baseline” for sexual assault statistics, reflecting the more accurate, comprehensive definition of sexual assaults.

The project team will establish a website and other information-sharing mechanisms to share the progress and lessons learned from the test sites in real-time, for the purpose of speeding up the adoption of promising practices and dissemination of information on obstacles and how they may be addressed.

The proposed project’s efforts will culminate in a National Summit in year 3, with participation by all of the individuals and organizations involved in this project. During this Summit, stakeholders from each test site will share their challenges, the guidelines they implemented, and the results realized. PERF will facilitate discussion of the lessons learned, key considerations, best practices, and next steps to move the field forward.

From the summit, PERF and WLP will produce a national comprehensive guidebook outlining the issues, refined guidelines, outcomes and best practices identified during the project period. The guidebook will be designed as a standalone instructional document; however, other technical assistance and dissemination methods, such as webinars, conference calls and presentations may be used to ensure that the approach is adopted by as many STOP grantees and law enforcement agencies as possible nationwide.

The total funding requested for this project is \$699,856.55.





Department of Justice
Office on Violence Against Women

September 11, 2012

Washington, D.C. 20531

Dr. Chuck Wexler
Police Executive Research Forum
1120 Connecticut Ave. NW
Suite 930
Washington, D.C. 20036-3923

Dear Dr. Wexler:

On behalf of Attorney General Eric Holder, it is my pleasure to inform you that the Office on Violence Against Women has approved your application for funding under the Office on Violence Against Women Technical Assistance Program in the amount of \$700,000 for Police Executive Research Forum. This award provides the opportunity for recipients to develop and strengthen effective responses to violence against women. Police Executive Research Forum (PERF), in partnership with the Women's Law Project, will use this 36-month cooperative agreement to provide technical assistance to law enforcement agencies to help them implement the new Uniform Crime Reports (UCR) definition of rape and improve their overall handling to sexual assault cases.

Enclosed you will find the award package. This award is subject to all administrative and financial requirements, including the timely submission of all financial and programmatic reports, resolution of all interim audit findings, and the maintenance of a minimum level of cash-on-hand. Should you not adhere to these requirements, you will be in violation of the terms of this agreement and the award will be subject to termination for cause or other administrative action as appropriate.

If you have questions regarding this award, please contact [REDACTED] at [REDACTED]. For financial grants management questions, contact the OVW Grants Financial Management Division at (202) 514-8556, or by e-mail at ovw.gfmd@usdoj.gov. For payment questions, contact the Office of the Chief Financial Officer, Customer Service Center (CSC) at (800) 458-0786, or by email at ask.ocfo@usdoj.gov.

Congratulations, and we look forward to working with you.

Sincerely,

Bea Hanson
Acting Director

Enclosures



Department of Justice
Office of Justice Programs
Office for Civil Rights

Washington, D.C. 20531

September 11, 2012

Dr. Chuck Wexler
Police Executive Research Forum
1120 Connecticut Ave. NW
Suite 930
Washington, DC 20036-3923

Dear Dr. Wexler:

Congratulations on your recent award. In establishing financial assistance programs, Congress linked the receipt of Federal funding to compliance with Federal civil rights laws. The Office for Civil Rights (OCR), Office of Justice Programs (OJP), U.S. Department of Justice is responsible for ensuring that recipients of financial aid from OJP, its component offices and bureaus, the Office on Violence Against Women (OVW), and the Office of Community Oriented Policing Services (COPS) comply with applicable Federal civil rights statutes and regulations. We at OCR are available to help you and your organization meet the civil rights requirements that come with Justice Department funding.

Ensuring Equal Access to Federally Assisted Programs

As you know, Federal laws prohibit recipients of financial assistance from discriminating on the basis of race, color, national origin, religion, sex, or disability in funded programs or activities, not only in respect to employment practices but also in the delivery of services or benefits. Federal law also prohibits funded programs or activities from discriminating on the basis of age in the delivery of services or benefits.

Providing Services to Limited English Proficiency (LEP) Individuals

In accordance with Department of Justice Guidance pertaining to Title VI of the Civil Rights Act of 1964, 42 U.S.C. § 2000d, recipients of Federal financial assistance must take reasonable steps to provide meaningful access to their programs and activities for persons with limited English proficiency (LEP). For more information on the civil rights responsibilities that recipients have in providing language services to LEP individuals, please see the website at: <http://www.lep.gov>.

Ensuring Equal Treatment for Faith-Based Organizations

The Department of Justice has published a regulation specifically pertaining to the funding of faith-based organizations. In general, the regulation, Participation in Justice Department Programs by Religious Organizations; Providing for Equal Treatment of all Justice Department Program Participants, and known as the Equal Treatment Regulation, 28 C.F.R. part 38, requires State Administering Agencies to treat these organizations the same as any other applicant or recipient. The regulation prohibits State Administering Agencies from making award or grant administration decisions on the basis of an organization's religious character or affiliation, religious name, or the religious composition of its board of directors.

The regulation also prohibits faith-based organizations from using financial assistance from the Department of Justice to fund inherently religious activities. While faith-based organizations can engage in non-funded inherently religious activities, they must be held separately from the Department of Justice funded program, and customers or beneficiaries cannot be compelled to participate in them. The Equal Treatment Regulation also makes clear that organizations participating in programs funded by the Department of Justice are not permitted to discriminate in the provision of services on the basis of a beneficiary's religion. For more information on the regulation, please see OCR's website at <http://www.ojp.usdoj.gov/ocr/etfbo.htm>.

State Administering Agencies and faith-based organizations should also note that the Omnibus Crime Control and Safe Streets Act of 1968, as amended; the Victims of Crime Act, as amended; and the Juvenile Justice and Delinquency Prevention Act, as amended, contain prohibitions against discrimination on the basis of religion in employment. Despite these nondiscrimination provisions, the Justice Department has concluded that the Religious Freedom Restoration Act (RFRA) is reasonably construed, on a case-by-case basis, to require that its funding agencies permit faith-based organizations applying for funding under the applicable program statutes both to receive DOJ funds and to continue considering religion when hiring staff, even if the statute that authorizes the funding program generally forbids considering of religion in employment decisions by grantees.

Questions about the regulation or the application of RFRA to the statutes that prohibit discrimination in employment may be directed to this Office.

Enforcing Civil Rights Laws

All recipients of Federal financial assistance are subject to the prohibitions against unlawful discrimination. Accordingly, OCR investigates recipients that are the subject of discrimination complaints from both individuals and groups. In addition, based on regulatory criteria, OCR selects a number of recipients each year for compliance reviews, audits that require recipients to submit data showing that they are providing services equitably to all segments of their service population and that their employment practices meet equal employment opportunity standards.

Complying with the Safe Streets Act or Program Requirements

In addition to these general prohibitions, your organization, which is a recipient of financial assistance subject to the nondiscrimination provisions of the Omnibus Crime Control and Safe Streets Act (Safe Streets Act) of 1968, 42 U.S.C. § 3789d(c), or other Federal grant program requirements, must meet two additional requirements: (1) complying with Federal regulations pertaining to the development of an Equal Employment Opportunity Plan (EEOP), 28 C.F.R. § 42.301-.308, and (2) submitting to OCR Findings of Discrimination (see 28 C.F.R. §§ 42.205(5) or 31.202(5)).

1) Meeting the EEOP Requirement

In accordance with Federal regulations, Assurance No. 6 in the Standard Assurances, COPS Assurance No. 8.B, or certain Federal grant program requirements, your organization might need to comply with an EEOP reporting requirement. However, if your organization is a medical institution, educational institution, nonprofit organization or Indian tribe, then your organization is exempt from the preparation and maintenance of an EEOP. Your organization's EEOP requirement then, is simply to complete Section A of the Certification Form attesting to your organization's status. You must then return the Certification form to OCR. The Certification Form can be found at <http://www.ojp.usdoj.gov/ocr/eeop.htm>.

2) Submitting Findings of Discrimination

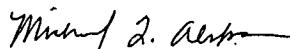
In the event a Federal or State court or Federal or State administrative agency makes an adverse finding of discrimination against your organization after a due process hearing, on the ground of race, color, religion, national origin, or sex, your organization must submit a copy of the finding to OCR for review.

Ensuring the Compliance of Subrecipients

If your organization makes subawards to other agencies, you are responsible for assuring that subrecipients also comply with all of the applicable Federal civil rights laws, including the requirements pertaining to developing and submitting an EEOP, reporting Findings of Discrimination, and providing language services to LEP persons. Recipients that make subawards must have in place standard grant assurances and review procedures to demonstrate that they are effectively monitoring the civil rights compliance of subrecipients. You can find the information you need to ensure EEOP compliance from applicable subrecipients at <http://www.ojp.usdoj.gov/ocr/eeop.htm>.

If we can assist you in any way in fulfilling your civil rights responsibilities as a recipient of Federal funding, please call OCR at (202) 307-0690 or visit our website at <http://www.ojp.usdoj.gov/ocr/>.

Sincerely,



Michael L. Alston
Director

cc: Grant Manager
Financial Analyst



Department of Justice
Office on Violence Against Women

Cooperative Agreement

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1. RECIPIENT NAME AND ADDRESS (Including Zip Code) Police Executive Research Forum 1120 Connecticut Ave. NW Suite 930 Washington, DC 20036-3923		4. AWARD NUMBER: 2012-TA-AX-K043																									
		5. PROJECT PERIOD: FROM 10/01/2012 TO 09/30/2015 BUDGET PERIOD: FROM 10/01/2012 TO 09/30/2015																									
1A. GRANTEE IRS/VENDOR NO. 521101422		6. AWARD DATE 09/11/2012	7. ACTION Initial																								
		8. SUPPLEMENT NUMBER 00																									
3. PROJECT TITLE Defining Success in Responding to Sexual Violence: Establishing Performance Measures and Quality Assurance Standards for Police Agencies to Improve the Reporting and Investigation of Sexual Assault		9. PREVIOUS AWARD AMOUNT \$ 0																									
		10. AMOUNT OF THIS AWARD \$ 700,000																									
		11. TOTAL AWARD \$ 700,000																									
12. SPECIAL CONDITIONS THE ABOVE GRANT PROJECT IS APPROVED SUBJECT TO SUCH CONDITIONS OR LIMITATIONS AS ARE SET FORTH ON THE ATTACHED PAGE(S).																											
13. STATUTORY AUTHORITY FOR GRANT This project is supported under 42 USC 13925(b)(11)																											
15. METHOD OF PAYMENT GPRS																											
16. TYPED NAME AND TITLE OF APPROVING OFFICIAL Bea Hanson Acting Director		18. TYPED NAME AND TITLE OF AUTHORIZED GRANTEE OFFICIAL Chuck Wexler Executive Director																									
17. SIGNATURE OF APPROVING OFFICIAL 		19. SIGNATURE OF AUTHORIZED RECIPIENT OFFICIAL	19A. DATE																								
20. ACCOUNTING CLASSIFICATION CODES <table border="1"><thead><tr><th>FISCAL YEAR</th><th>FUND CODE</th><th>BUD. ACT.</th><th>DIV. OFC.</th><th>REG.</th><th>SUB.</th><th>POMS</th><th>AMOUNT</th></tr></thead><tbody><tr><td>X</td><td>A</td><td>W4</td><td>29</td><td>00</td><td>00</td><td></td><td>150000</td></tr><tr><td>X</td><td>A</td><td>W3</td><td>29</td><td>00</td><td>00</td><td>00</td><td>550000</td></tr></tbody></table>				FISCAL YEAR	FUND CODE	BUD. ACT.	DIV. OFC.	REG.	SUB.	POMS	AMOUNT	X	A	W4	29	00	00		150000	X	A	W3	29	00	00	00	550000
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OJP FORM 4000/2 (REV. 5-87) PREVIOUS EDITIONS ARE OBSOLETE.

OJP FORM 4000/2 (REV. 4-88)



Department of Justice
Office on Violence Against Women

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PROJECT NUMBER 2012-TA-AX-K043

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SPECIAL CONDITIONS

1. The recipient agrees to comply with the financial and administrative requirements set forth in the current edition of the Office on Violence Against Women (OVW) Financial Grants Management Guide.
2. The recipient acknowledges that failure to submit an acceptable Equal Employment Opportunity Plan (if recipient is required to submit one pursuant to 28 C.F.R. Section 42.302), that is approved by the Office for Civil Rights, is a violation of its Certified Assurances and may result in suspension or termination of funding, until such time as the recipient is in compliance.
3. The recipient agrees to comply with the organizational audit requirements of OMB Circular A-133, Audit of States, Local Governments, and Non-Profit Organizations, and further understands and agrees that funds may be withheld, or other related requirements may be imposed, if outstanding audit issues (if any) from OMB Circular A-133 audits (and any other audits of DOJ grant funds) are not satisfactory and promptly addressed as further described in the current edition of the OVW Financial Grants Management Guide.
4. Recipient understands and agrees that it cannot use any federal funds, either directly or indirectly, in support of the enactment, repeal, modification or adoption of any law, regulation or policy, at any level of government without the express prior written approval of OVW, in order to avoid violation of 18 USC § 1913. The recipient may, however, use federal funds to collaborate with and provide information to Federal, State, local, tribal and territorial public officials and agencies to develop and implement policies to reduce or eliminate domestic violence, dating violence, sexual assault, and stalking (as those terms are defined in 42 USC 13925(a)) when such collaboration and provision of information is consistent with the activities otherwise authorized under this grant program.
5. The recipient must promptly refer to the DOJ OIG any credible evidence that a principal, employee, agent, contractor, subcontractor, or other person has either 1) submitted a false claim for grant funds under the False Claims Act; or 2) committed a criminal or civil violation of laws pertaining to fraud, conflict of interest, bribery, gratuity, or similar misconduct involving grant funds. This condition also applies to any subrecipients. Potential fraud, waste, abuse, or misconduct should be reported to the OIG by -

mail:

Office of the Inspector General
U.S. Department of Justice
Investigations Division
950 Pennsylvania Avenue, N.W.
Room 4706
Washington, DC 20530

e-mail: oig.hotline@usdoj.gov

hotline: (contact information in English and Spanish): (800) 869-4499

or hotline fax: (202) 616-9881

Additional information is available from the DOJ OIG website at www.usdoj.gov/oig.

6. Recipient understands and agrees that it cannot use any federal funds, either directly or indirectly, in support of any contract or subaward to either the Association of Community Organizations for Reform Now (ACORN) or its subsidiaries, without the express prior written approval of OVW.



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7. The recipient agrees to comply with any additional requirements that may be imposed during the grant performance period if the agency determines that the recipient is a high-risk grantee. Cf. 28 C.F.R. parts 66, 70.
8. The recipient agrees to comply with applicable requirements regarding Central Contractor Registration (CCR) and applicable restrictions on subawards to first-tier subrecipients that do not acquire and provide a Data Universal Numbering System (DUNS) number. The details of recipient obligations are posted on the Office on Violence Against Women web site at <http://www.ovw.usdoj.gov/docs/CCR-award-term.pdf> (Award condition: Central Contractor Registration and Universal Identifier Requirements), and are incorporated by reference here. This special condition does not apply to an award to an individual who received the award as a natural person (i.e., unrelated to any business or non-profit organization that he or she may own or operate in his or her name).
9. Pursuant to Executive Order 13513, "Federal Leadership on Reducing Text Messaging While Driving," 74 Fed. Reg. 51225 (October 1, 2009), the Department encourages recipients and sub recipients to adopt and enforce policies banning employees from text messaging while driving any vehicle during the course of performing work funded by this grant, and to establish workplace safety policies and conduct education, awareness, and other outreach to decrease crashes caused by distracted drivers.
10. The recipient understands and agrees that any training or training materials developed or delivered with funding provided under this award must adhere to the OVW Training Guiding Principles for Grantees and Subgrantees, available at <http://www.ovw.usdoj.gov/grantees.html>.
11. The recipient agrees to comply with all applicable laws, regulations, policies, and guidance (including specific cost limits, prior approval and reporting requirements, where applicable) governing the use of federal funds for expenses related to conferences, meetings, trainings, and other events, including the provision of food and/or beverages at such events, and costs of attendance at such events. Information on pertinent laws, regulations, policies, and guidance is available at <http://www.ovw.usdoj.gov/grantees.html>.
12. The grantee agrees to comply with all relevant statutory and regulatory requirements which may include, among other relevant authorities, the Violence Against Women Act of 1994, P.L. 103-322, the Violence Against Women Act of 2000, P.L. 106-386, the Omnibus Crime Control and Safe Streets Act of 1968, 42 U.S.C 3711 et seq., the Violence Against Women and Department of Justice Reauthorization Act of 2005, P.L. 109-162, and OVW's implementing regulations at 28 CFR Part 90.
13. The grantee must be in compliance with specifications outlined in the solicitation under which the approved application was submitted. The program solicitation is hereby incorporated by reference into this award.
14. The recipient understands and agrees that misuse of award funds may result in a range of penalties, including suspension of current and future funds, suspension or debarment from federal grants, recoupment of monies provided under an award, and civil and/or criminal penalties.
15. Grant funds may be used only for the purposes in the recipient's approved application. The recipient shall not undertake any work or activities that are not described in the grant application, and that use staff, equipment, or other goods or services paid for with OVW grant funds, without prior written approval from OVW.
16. The Director of OVW, upon a finding that there has been substantial failure by the recipient to comply with applicable laws, regulations, and/or the terms and conditions of the award or relevant solicitation, will terminate or suspend until the Director is satisfied that there is no longer such failure, all or part of the award, in accordance with the provisions of 28 CFR Part 18, as applicable mutatis mutandis.



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17. The grantee agrees that if they receive any funding that is duplicative of funding received under this grant, they will notify their OVW grant manager as soon as possible and a Grant Adjustment Notice (GAN) will be issued changing the budget to eliminate the duplication, and the grantee agrees and understands that any duplicative funding will be deobligated from its award and returned to OVW.
18. The grantee agrees to submit semiannual progress reports that describe project activities during the reporting period. Progress reports must be submitted within 30 days after the end of the reporting periods, which are January 1 - June 30 and July 1 - December 31 for the duration of the award. Future awards may be withheld if progress reports are delinquent. Grantees are required to submit this information online, through the Grants Management System (GMS), on the semi-annual progress report for the relevant OVW grant programs.
19. A final report, which provides a summary of progress toward achieving the goals and objectives of the award, significant results, and any products developed under the award, is due 90 days after the end of the award. The Final Progress Report should be submitted to the Office on Violence Against Women through the Grants Management System with the Report Type indicated as "Final".
20. The recipient agrees that it will submit quarterly financial status reports to OVW on-line (at <https://grants.ojp.usdoj.gov>) using the SF 425 Federal Financial Report form (available for viewing at www.whitehouse.gov/omb/grants/standard_forms/ff_report.pdf), not later than 30 days after the end of each calendar quarter. The final report shall be submitted not later than 90 days following the end of the award period.
21. Approval of this award does not indicate approval of any consultant rate in excess of \$650 per day. A detailed justification must be submitted to and approved by the Office on Violence Against Women prior to obligation or expenditure of such funds.
22. The recipient agrees to submit one copy of all required reports and any other written materials or products that are funded under this project not less than twenty (20) days prior to public release for OVW review and approval. Prior review and approval of all such material is required if project funds are to be used to publish or distribute any written material developed under this award.
23. All materials and publications (written, visual, or sound) resulting from award activities shall contain the following statements: "This project was supported by Grant No. _____ awarded by the Office on Violence Against Women, U.S. Department of Justice. The opinions, findings, conclusions, and recommendations expressed in this publication/program/exhibition are those of the author(s) and do not necessarily reflect the views of the Department of Justice, Office on Violence Against Women."
24. The grantee agrees to comply with the applicable requirements of 28 C.F.R. Part 38, the Department of Justice regulation governing "Equal Treatment for Faith Based Organizations" (the "Equal Treatment Regulation"). The Equal Treatment Regulation provides in part that Department of Justice grant awards of direct funding may not be used to fund any inherently religious activities, such as worship, religious instruction, or proselytization. Recipients of direct grants may still engage in inherently religious activities, but such activities must be separate in time or place from the Department of Justice funded program, and participation in such activities by individuals receiving services from the grantee or a sub-grantee must be voluntary. The Equal Treatment Regulation also makes clear that organizations participating in programs directly funded by the Department of Justice are not permitted to discriminate in the provision of services on the basis of a beneficiary's religion.



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25. The grantee agrees that grant funds will not support activities that compromise victim safety and recovery, such as: procedures or policies that exclude victims from receiving safe shelter, advocacy services, counseling, and other assistance based on their actual or perceived sex, age, immigration status, race, religion, sexual orientation, gender identity, mental health condition, physical health condition, criminal record, work in the sex industry, or the age and/or sex of their children; pre-trial diversion programs not approved by OVW or the placement of offenders in such programs; mediation, couples counseling, family counseling or any other manner of joint victim-offender counseling; mandatory counseling for victims, penalizing victims who refuse to testify, or promoting procedures that would require victims to seek legal sanctions against their abusers (e.g., seek a protection order, file formal complaint); the placement of perpetrators in anger management programs; or any other activities outlined in the solicitation under which the approved application was submitted.
26. Pursuant to 28 CFR §70.36(a), the recipient may copyright any work that is subject to copyright and was developed, or for which ownership was purchased, under this award. The Office on Violence Against Women reserves a royalty-free, nonexclusive and irrevocable right to reproduce, publish or otherwise use the work, in whole or in part (including in the creation of derivative works), for Federal purposes, and to authorize others to do so.

The Office on Violence Against Women also reserves a royalty-free, nonexclusive and irrevocable right to reproduce, publish or otherwise use, in whole or in part (including in the creation of derivative works), any work developed by a subrecipient of this award, for Federal purposes, and to authorize others to do so.

In addition, the recipient (or subrecipient, contractor or subcontractor) must obtain advance written approval from the Office On Violence Against Women program manager assigned to this award, and must comply with all conditions specified by the program manager in connection with that approval before: 1) using award funds to purchase ownership of, or a license to use, a copyrighted work; or 2) incorporating any copyrighted work, or portion thereof, into a new work developed under this award.

It is the responsibility of the recipient (and of each subrecipient, contractor or subcontractor as applicable) to ensure that this condition is included in any subaward, contract or subcontract under this award.

27. The recipient agrees to comply with applicable requirements to report first-tier subawards of \$25,000 or more and, in certain circumstances, to report the names and total compensation of the five most highly compensated executives of the recipient and first-tier subrecipients of award funds. Such data will be submitted to the FFATA Subaward Reporting System (FSRS). The details of recipient obligations, which derive from the Federal Funding Accountability and Transparency Act of 2006 (FFATA), are posted on the Office on Violence Against Women web site at: <http://www.ovw.usdoj.gov/docs/ffata-award-term.pdf> (Award condition: Reporting Subawards and Executive Compensation), and are incorporated by reference here. This condition, and its reporting requirement, does not apply to grant awards made to an individual who received the award as a natural person (i.e., unrelated to any business or non-profit organization that he or she may own and/or operate in his or her name).
28. The cost allowed for logistical conference planning (this is applicable regardless of whether the recipient is planning in-house or is contracting with an outside conference planner) is limited to \$50 for each attendee (costs of trainers, instructors, presenters and facilitators are to be included as attendees when calculating the planning threshold), not to exceed a cumulative total of \$8,750. For example, if the number of attendees at a conference is 100, the cost allowed for a logistical planner is \$5,000 (\$50 X 100 attendees). Indirect cost rates must be applied to conference planning costs in accordance with negotiated agreements and must be included in when calculating the planning thresholds. If it is expected that the conference planning will meet these limitations, no further justification is required. If these limitations are expected to be exceeded, the recipient must justify the costs in writing and those costs must be approved by the Office on Violence Against Women before the recipient proceeds with the logistical planning.



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29. The cost allowed for programmatic conference planning (this is applicable regardless of whether the recipient is planning in-house or is contracting with an outside programmatic conference planner) is limited to \$200 for each attendee (costs of trainers, instructors, presenters and facilitators are to be included as attendees when calculating the planning threshold) not to exceed a cumulative cost total of \$35,000. For example, if the number of attendees at the conference is 100, the cost allowed for a programmatic planner is \$20,000 (\$200 X 100 attendees). Indirect cost rates must be applied to conference planning costs in accordance with negotiated agreements and must be included in when calculating the planning thresholds. If these limitations are met, no further justification or approval is required. If it is expected that these limitations will be exceeded, the costs must be justified in writing and approved by the Office on Violence Against Women before the recipient proceeds with the programmatic planning.
30. Recipients must limit the cost of conference space and audio-visual equipment to \$25 per day per attendee, not to exceed a total of \$20,000 for the conference. Indirect cost rates must be applied to conference space and audio-visual equipment costs in accordance with negotiated agreements, and must be included when calculating this threshold. If these limitations are going to be exceeded the recipient must submit a justification, in writing to the Office on Violence Against Women for approval before the recipient enters into any contract for the use of conference space and audio-visual equipment.
31. Trinkets (items such as hats, mugs, portfolios, t-shirts, coins, etc., regardless of whether they include the conference name or logo) must not be purchased with funds made available under this agreement. Basic supplies that are necessary for use during the conference (e.g., pens, paper, name tags) may be purchased.
32. Funds made available under this agreement may not be used for costs of entertainment, including amusement, diversion, social activities and any costs directly associated with such costs (such as tickets to shows or sports events, meals, lodging, rentals, transportation, and gratuities).
33. Subject to OVW prior approval, and under limited circumstances, OVW funds may be used to purchase food and/or beverages for meals served during a meeting, conference or training. Under no circumstances may OVW funds be used to purchase food and/or beverages for refreshment breaks. OVW may approve the use of funds to purchase food and/or beverages served at a working meal if the recipient can justify that provision of the meal is necessary to accomplish official business and enhance the cost effectiveness of the conference. For example, a meal may be permissible where the conference would need to be extended if the working meal is not provided.

Furthermore, if a meal is approved by OVW, the cost of any individual meal, plus taxes and any hotel service costs (e.g., labor cost for room setup), must not exceed 150 percent of the General Services Administration (GSA) Meals and Incidental Expenses (M&IE) rate for that meal in that locality per attendee. OVW strongly encourages costs to stay at or below 100% of the applicable per diem rate for any meal provided, including any service costs. The current GSA M&IE rate breakdown by meal and by locality can be found at <http://www.gsa.gov/portal/content/101518>. This restriction does not impact direct payment of per diem amounts to individuals in a travel status under your organization's travel policy.

34. The recipient must complete and submit the Conference and Events Approval Form to OVW for review and approval prior to entering into any contract (with the exception of logistical or programmatic planning contracts) or expending any funds for any meeting, conference, training, or other event.
35. Within 30 days after the end of any conference, meeting, retreat, seminar, symposium, training activity, or similar event funded under this award, and the total cost of which exceeds \$20,000 in award funds, the recipient must provide the program manager with a completed Conference and Events Reporting Form found at <http://www.ovw.usdoj.gov/receive-grant.html>.



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36. TERMS OF COOPERATIVE AGREEMENT

The Office on Violence Against Women (OVW) has elected to enter into a cooperative agreement with Police Executive Research Forum (PERF), in partnership with the Women's Law Project, will use this 36-month cooperative agreement to provide technical assistance to law enforcement agencies to help them implement the new Uniform Crime Reports (UCR) definition of rape and improve their overall handling to sexual assault. This decision reflects a strong mutual interest in developing and implementing comprehensive policies, procedures, practices, and services to improve how law enforcement agencies handle sexual assault cases. Furthermore, this project anticipates a significant level of federal involvement in the implementation of the proposed activities.

STATEMENT OF FEDERAL INVOLVEMENT

The Office on Violence Against Women will:

1. Provide the services of a Federal Program Manager as a single point of contact for administration of this cooperative agreement.
2. Review and approve or disapprove the content and format of materials produced in conjunction with this project.
3. Work with PERF to select the four pilot sites for implementing the law enforcement guidelines developed as part of this project.
4. Work with PERF to identify topics and develop content for the National Summit, the guidebook, and the project website.
5. Monitor program development and implementation, and fulfill an oversight function regarding the project including:
 - a) participating in project-related planning meetings and conference calls;
 - b) reviewing and approving or disapproving all written and web-based materials produced in relation to this project;
 - c) approving the content and format of all educational materials in the development, editorial and final stages;
 - d) assisting in the identification of individuals to serve as Advisory Board members, consultants, and facilitators, and approving final selections;
 - e) approving sites and dates for all project-related activities; and
 - f) providing input, re-directing the training and/or technical assistance as needed, and actively monitoring the project by methods including but not limited to ongoing contact with the recipient.



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SPECIAL CONDITIONS

37. TERMS OF COOPERATIVE AGREEMENT

STATEMENT OF RECIPIENT RESPONSIBILITIES

Police Executive Research Forum (PERF), in partnership with the Women's Law Project (WLP), will comply with all terms and conditions in this cooperative agreement, including those described below.

1. Provide training and technical assistance to OVW STOP grantees to assist them in assessing and improving policies, procedures and practices related to the investigation of and response to incidents of sexual assault. This project will target law enforcement agencies to develop and implement more effective police, court and prosecution policies, protocols, orders and services devoted to preventing, identifying and responding to violent crimes against women. Specifically, PERF will provide technical assistance to law enforcement agencies to help them properly implement the new Uniform Crime Reports (UCR) definition of rape.
2. Establish a National Advisory Board of police practitioners and other experts, who will: a) define what constitutes a "successful" police response to sexual assaults, and develop performance measures to help agencies implement such a response; and b) develop quality assurance mechanisms for supervisors and others to ensure that the measures that are adopted are adhered to.
3. Work with the FBI to ensure that guidelines developed as part of this project are consistent with the new UCR definition of rape.
4. Pilot test the guidelines in four jurisdictions by assisting the sites in adapting and implementing the guidelines.
5. Establish a website and other information-sharing mechanisms.
6. Convene a National Summit to facilitate discussion of the lessons learned, best practices, and considerations for moving forward.
7. Produce and disseminate a comprehensive guidebook outlining the issues, refined guidelines, outcomes and best practices identified during the project period.
8. Work cooperatively with OVW in the development and implementation of this project, including providing a meaningful opportunity for OVW staff to:
 - a) participate in project-related planning meetings and conference calls;
 - b) review and approve or disapprove all written and web-based materials produced in relation to this project;
 - c) approve the content and format of all educational materials in the development, editorial and final stages;
 - d) assist in the identification of individuals to serve as Advisory Board members, consultants, and facilitators; and approve final selections; and
 - e) approve sites, dates, and agendas for all project-related activities.
9. Participate in OVW-sponsored technical assistance provider meetings, focus groups, and/or conferences at the request of OVW. These funds cannot be used to support other travel without the express permission of the OVW program manager through the issuance of a Grant Adjustment Notice.
10. Submit all approved project events to the OVW Technical Assistance Calendar (<http://www.vaw.umn.edu/caldir/>) at least 60 calendar days before the event or one week after receiving OVW approval if approval occurs after the 60 day window.



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11. Provide all written products and resources developed through this award, that have been reviewed and approved by OVW, to content@vaw.umn.edu. Submissions must be in formats that can be uploaded to the Violence Against Women Online Resources website: <http://www.vaw.umn.edu/>.
38. The recipient's budget is pending review and approval. The recipient may obligate, expend and draw down funds for travel related expenses to attend OVW-sponsored technical assistance events up to \$10,000. Remaining funds will not be available for draw down until the Office on Violence Against Women, Grants Financial Management Division has approved the budget and budget narrative, and a Grant Adjustment Notice has been issued removing this special condition. Any obligations or expenditures incurred by the recipient prior to the budget being approved are made at the recipient's own risk.



Department of Justice

Office on Violence Against Women

Washington, D.C. 20531

Memorandum To: Official Grant File

From: [REDACTED] Attorney Advisor

Subject: Categorical Exclusion for Police Executive Research Forum

The Office on Violence Against Women (OVW) Technical Assistance Program provides OVW grantees and subgrantees with the expertise and support they need to develop and implement successful state, local, tribal, and campus projects; increase victim safety; and bolster offender accountability. Through cooperative agreements, OVW supports educational initiatives, conferences, peer-to-peer consultations, and targeted assistance that allow its grantees to learn from experts and one another about how to overcome obstacles and incorporate promising practices in their efforts to address violence against women. In addition, OVW is focused on building the capacity of criminal justice and victim services organizations to respond effectively to domestic violence, dating violence, sexual assault, and stalking and to foster partnerships between organizations that have not traditionally worked together to address violence against women, such as faith- and community-based organizations.

None of the following activities will be conducted under the OVW federal action:

1. New construction.
2. Any renovation or remodeling of a property either (a) listed on or eligible for listing on the National Register of Historic Places or (b) located within a 100-year floodplain.
3. A renovation which will change the basic prior use of a facility or significantly change its size.
4. Research and technology whose anticipated and future application could be expected to have an effect on the environment.
5. Implementation of a program involving the use of chemicals. Consequently, the subject federal action meets the criteria for a categorical exclusion as contained in paragraph 4.(b) of Appendix D to Part 61 of the Code of Federal Regulations (adopted by OVW at 28 CFR § 0.122(b)).



Department of Justice
Office on Violence Against Women

**GRANT MANAGER'S MEMORANDUM, PT. I:
PROJECT SUMMARY**

Cooperative Agreement

PROJECT NUMBER
2012-TA-AX-K043

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This project is supported under 42 USC 13925(b)(11)

1. STAFF CONTACT (Name & telephone number)

[REDACTED]

2. PROJECT DIRECTOR (Name, address & telephone number)

Andrea Luna
Director of Research
1120 Connecticut Ave. NW
Suite 930
Washington, DC 20036
[REDACTED]

3a. TITLE OF THE PROGRAM

OVW FY 12 Technical Assistance Program

**3b. POMS CODE (SEE INSTRUCTIONS
ON REVERSE)**

00

4. TITLE OF PROJECT

Defining Success in Responding to Sexual Violence: Establishing Performance Measures and Quality Assurance Standards for Police Agencies to Improve the Reporting and Investigation of Sexual Assault

5. NAME & ADDRESS OF GRANTEE

Police Executive Research Forum
1120 Connecticut Ave. NW Suite 930
Washington, DC 20036-3923

6. NAME & ADDRESS OF SUBGRANTEE

7. PROGRAM PERIOD

FROM: 10/01/2012 TO: 09/30/2015

8. BUDGET PERIOD

FROM: 10/01/2012 TO: 09/30/2015

9. AMOUNT OF AWARD

\$ 700,000

10. DATE OF AWARD

09/11/2012

11. SECOND YEAR'S BUDGET

12. SECOND YEAR'S BUDGET AMOUNT

13. THIRD YEAR'S BUDGET PERIOD

14. THIRD YEAR'S BUDGET AMOUNT

15. SUMMARY DESCRIPTION OF PROJECT (See instruction on reverse)

The Office on Violence Against Women (OVW) Technical Assistance Program provides OVW grantees and subgrantees with the expertise and support they need to develop and implement successful state, local, tribal, and campus projects; increase victim safety; and bolster offender accountability. Through cooperative agreements, OVW supports educational initiatives, conferences, peer-to-peer consultations, and targeted assistance that allow its grantees to learn from experts and one another about how to overcome obstacles and incorporate promising practices in their efforts to address violence against women. In addition, OVW is focused on building the capacity of criminal justice and victim services organizations to respond effectively to domestic violence, dating violence, sexual assault, and stalking and to foster partnerships between organizations that have not traditionally worked together to address violence against women, such as faith- and community-based organizations.

Police Executive Research Forum (PERF), in partnership with the Women's Law Project, will use this 36-month cooperative agreement to provide technical

assistance to law enforcement agencies to help them implement the new Uniform Crime Reports (UCR) definition of rape and improve their overall handling to sexual assault cases. Specifically, PERF will: 1) establish a National Advisory Board of police practitioners and other experts who will develop guidelines to help law enforcement agencies implement an effective response to sexual assault; 2) work with the FBI to ensure that the guidelines are consistent with the new UCR definition of rape; 3) pilot test the guidelines in four jurisdictions; 4) establish a website and other information-sharing mechanisms; 5) convene a National Summit in year 3; and 6) produce and disseminate a comprehensive guidebook outlining the issues, refined guidelines, outcomes and best practices identified during the project period.

CA/NCF