111TH CONGRESS 2D SESSION

S. 3160

To provide information, resources, recommendations, and funding to help State and local law enforcement enact crime prevention and intervention strategies supported by rigorous evidence.

IN THE SENATE OF THE UNITED STATES

March 24, 2010

Mr. Feingold (for himself and Mr. Specter) introduced the following bill; which was read twice and referred to the Committee on the Judiciary

A BILL

- To provide information, resources, recommendations, and funding to help State and local law enforcement enact crime prevention and intervention strategies supported by rigorous evidence.
 - 1 Be it enacted by the Senate and House of Representa-
 - 2 tives of the United States of America in Congress assembled,
 - 3 SECTION 1. SHORT TITLE.
 - 4 This Act may be cited as the "Prevention Resources
 - 5 for Eliminating Criminal Activity Using Tailored Inter-
 - 6 ventions in Our Neighborhoods Act of 2010" or the
 - 7 "PRECAUTION Act".

SEC. 2. PURPOSES.

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2	The purpose	s of this Ac	t are to—

- (1) establish a commitment on the part of the Federal Government to provide leadership on successful crime prevention and intervention strategies;
- (2) further the integration of crime prevention and intervention strategies into traditional law enforcement practices of State and local law enforcement offices around the country;
- (3) develop a plain-language, implementationfocused assessment of those current crime and delinquency prevention and intervention strategies that are supported by rigorous evidence;
- (4) provide additional resources to the National Institute of Justice to administer grants, contracts, and cooperative agreements for research and development for promising crime prevention and intervention strategies;
- (5) develop recommendations for Federal priorities for crime and delinquency prevention and intervention research, development, and funding that may augment important Federal grant programs, including the Edward Byrne Memorial Justice Assistance Grant Program under subpart 1 of part E of title I of the Omnibus Crime Control and Safe Streets Act of 1968 (42 U.S.C. 3750 et seq.), grant

1	programs administered by the Office of Community
2	Oriented Policing Services of the Department of
3	Justice, grant programs administered by the Office
4	of Safe and Drug-Free Schools of the Department
5	of Education, and other similar programs; and
6	(6) reduce the costs that rising violent crime
7	imposes on interstate commerce.
8	SEC. 3. DEFINITIONS.
9	In this Act, the following definitions shall apply:
10	(1) Commission.—The term "Commission"
11	means the National Commission on Public Safety
12	Through Crime Prevention established under section
13	4(a).
14	(2) RIGOROUS EVIDENCE.—The term "rigorous
15	evidence" means evidence generated by scientifically
16	valid forms of outcome evaluation, particularly ran-
17	domized trials (where practicable).
18	(3) Subcategory.—The term "subcategory"
19	means 1 of the following categories:
20	(A) Family and community settings (in-
21	cluding public health-based strategies).
22	(B) Law enforcement settings (including
23	probation-based strategies).
24	(C) School settings (including antigang
25	and general antiviolence strategies).

1	(4) Top-tier.—The term "top-tier" means any
2	strategy supported by rigorous evidence of the siz-
3	able, sustained benefits to participants in the strat-
4	egy or to society.
5	SEC. 4. NATIONAL COMMISSION ON PUBLIC SAFETY
6	THROUGH CRIME PREVENTION.
7	(a) Establishment.—There is established a com-
8	mission to be known as the National Commission on Pub-
9	lic Safety Through Crime Prevention.
10	(b) Members.—
11	(1) In General.—The Commission shall be
12	composed of 9 members, of whom—
13	(A) 3 shall be appointed by the President,
14	1 of whom shall be the Assistant Attorney Gen-
15	eral for the Office of Justice Programs or a
16	representative of such Assistant Attorney Gen-
17	eral;
18	(B) 2 shall be appointed by the Speaker of
19	the House of Representatives, unless the Speak-
20	er is of the same party as the President, in
21	which case 1 shall be appointed by the Speaker
22	of the House of Representatives and 1 shall be
23	appointed by the minority leader of the House
24	of Representatives;

1	(C) 1 shall be appointed by the minority
2	leader of the House of Representatives (in addi-
3	tion to any appointment made under subpara-
4	graph (B));
5	(D) 2 shall be appointed by the majority
6	leader of the Senate, unless the majority leader
7	is of the same party as the President, in which
8	case 1 shall be appointed by the majority leader
9	of the Senate and 1 shall be appointed by the
10	minority leader of the Senate; and
11	(E) 1 shall be appointed by the minority
12	leader of the Senate (in addition to any ap-
13	pointment made under subparagraph (D)).
14	(2) Persons eligible.—
15	(A) IN GENERAL.—Each member of the
16	Commission shall be an individual who has
17	knowledge or expertise in matters to be studied
18	by the Commission.
19	(B) REQUIRED REPRESENTATIVES.—At
20	least—
21	(i) 2 members of the Commission
22	shall be respected social scientists with ex-
23	perience implementing or interpreting rig-
24	orous, outcome-based trials; and

- 1 (ii) 2 members of the Commission 2 shall be law enforcement practitioners.
 - (3) Consultation required.—The President, the Speaker of the House of Representatives, the minority leader of the House of Representatives, and the majority leader and minority leader of the Senate shall consult prior to the appointment of the members of the Commission to achieve, to the maximum extent possible, fair and equitable representation of various points of view with respect to the matters to be studied by the Commission.
 - (4) TERM.—Each member shall be appointed for the life of the Commission.
 - (5) TIME FOR INITIAL APPOINTMENTS.—The appointment of the members shall be made not later than 60 days after the date of enactment of this Act.
 - (6) VACANCIES.—A vacancy in the Commission shall be filled in the manner in which the original appointment was made, and shall be made not later than 60 days after the date on which the vacancy occurred.
 - (7) EX OFFICIO MEMBERS.—The Director of the National Institute of Justice, the Director of the Office of Juvenile Justice and Delinquency Preven-

tion, the Director of the Community Capacity Development Office, the Director of the Bureau of Justice
Statistics, the Director of the Bureau of Justice Assistance, and the Director of Community Oriented
Policing Services (or a representative of each such
director) shall each serve in an ex officio capacity on
the Commission to provide advice and information to
the Commission.

(c) Operation.—

- (1) CHAIRPERSON.—At the initial meeting of the Commission, the members of the Commission shall elect a chairperson from among its voting members, by a vote of ½3 of the members of the Commission. The chairperson shall retain this position for the life of the Commission. If the chairperson leaves the Commission, a new chairperson shall be selected, by a vote of ½3 of the members of the Commission.
- (2) MEETINGS.—The Commission shall meet at the call of the chairperson. The initial meeting of the Commission shall take place not later than 30 days after the date on which all the members of the Commission have been appointed.
- 24 (3) QUORUM.—A majority of the members of 25 the Commission shall constitute a quorum to con-

- duct business, and the Commission may establish a lesser quorum for conducting hearings scheduled by the Commission.
- 4 (4) RULES.—The Commission may establish by
 5 majority vote any other rules for the conduct of
 6 Commission business, if such rules are not incon7 sistent with this Act or other applicable law.

(d) Public Hearings.—

- (1) IN GENERAL.—The Commission shall hold public hearings. The Commission may hold such hearings, sit and act at such times and places, take such testimony, and receive such evidence as the Commission considers advisable to carry out its duties under this section.
- (2) Focus of Hearings.—The Commission shall hold at least 3 separate public hearings, each of which shall focus on 1 of the subcategories.
- (3) WITNESS EXPENSES.—Witnesses requested to appear before the Commission shall be paid the same fees as are paid to witnesses under section 1821 of title 28, United States Code. The per diem and mileage allowances for witnesses shall be paid from funds appropriated to the Commission.
- 24 (e) Comprehensive Study of Evidence-Based 25 Crime Prevention and Intervention Strategies.—

1	(1) In General.—The Commission shall carry
2	out a comprehensive study of the effectiveness of
3	crime and delinquency prevention and intervention
4	strategies, organized around the 3 subcategories.
5	(2) Matters included.—The study under
6	paragraph (1) shall include—
7	(A) a review of research on the general ef-
8	fectiveness of incorporating crime prevention
9	and intervention strategies into an overall law
10	enforcement plan;
11	(B) an evaluation of how to more effec-
12	tively communicate the wealth of social science
13	research to practitioners;
14	(C) a review of evidence regarding the ef-
15	fectiveness of specific crime prevention and
16	intervention strategies, focusing on those strate-
17	gies supported by rigorous evidence;
18	(D) an identification of—
19	(i) promising areas for further re-
20	search and development; and
21	(ii) other areas representing gaps in
22	the body of knowledge that would benefit
23	from additional research and development;

1	(E) an assessment of the best practices for
2	implementing prevention and intervention strat-
3	egies;
4	(F) an assessment of the best practices for
5	gathering rigorous evidence regarding the im-
6	plementation of intervention and prevention
7	strategies; and
8	(G) an assessment of those top-tier strate-
9	gies best suited for duplication efforts in a
10	range of settings across the country.
11	(3) Initial report on top-tier crime pre-
12	VENTION AND INTERVENTION STRATEGIES.—
13	(A) DISTRIBUTION.—Not later than 18
14	months after the date on which all members of
15	the Commission have been appointed, the Com-
16	mission shall submit a public report on the
17	study carried out under this subsection to—
18	(i) the President;
19	(ii) Congress;
20	(iii) the Attorney General;
21	(iv) the Chief Federal Public Defender
22	of each district;
23	(v) the chief executive of each State;
24	(vi) the Director of the Administrative
25	Office of the Courts of each State;

1	(vii) the Director of the Administra-
2	tive Office of the United States Courts;
3	and
4	(viii) the attorney general of each
5	State.
6	(B) Contents.—The report under sub-
7	paragraph (A) shall include—
8	(i) the findings and conclusions of the
9	Commission;
10	(ii) a summary of the top-tier strate-
11	gies, including—
12	(I) a review of the rigorous evi-
13	dence supporting the designation of
14	each strategy as top-tier;
15	(II) a brief outline of the keys to
16	successful implementation for each
17	strategy; and
18	(III) a list of references and
19	other information on where further in-
20	formation on each strategy can be
21	found;
22	(iii) recommended protocols for imple-
23	menting crime and delinquency prevention
24	and intervention strategies generally;

1		(iv) recommended protocols for evalu-
2		ating the effectiveness of crime and delin-
3		quency prevention and intervention strate-
4		gies; and
5		(v) a summary of the materials relied
6		upon by the Commission in preparation of
7		the report.
8		(C) Consultation with outside Au-
9		THORITIES.—In developing the recommended
10		protocols for implementation and rigorous eval-
11		uation of top-tier crime and delinquency preven-
12		tion and intervention strategies under this para-
13		graph, the Commission shall consult with the
14		Committee on Law and Justice at the National
15		Academy of Science and with national associa-
16		tions representing the law enforcement and so-
17		cial science professions, including the National
18		Sheriffs' Association, the Police Executive Re-
19		search Forum, the International Association of
20		Chiefs of Police, the Consortium of Social
21		Science Associations, and the American Society
22		of Criminology.
23	(f)	RECOMMENDATIONS REGARDING INNOVATIVE
24	CRIME H	PREVENTION AND INTERVENTION STRATEGIES.—
25		(1) Submission.—

1	(A) In general.—Not later than 30 days
2	after the date of the final hearing under sub-
3	section (d) relating to a subcategory, the Com-
4	mission shall provide the Director of the Na-
5	tional Institute of Justice and the Attorney
6	General with recommendations on qualifying
7	considerations relating to that subcategory for
8	selecting recipients of contracts, cooperative
9	agreements, and grants under section 5.
10	(B) DEADLINE.—Not later than 13
11	months after the date on which all members of
12	the Commission have been appointed, the Com-
13	mission shall provide all recommendations re-
14	quired under this subsection.
15	(2) Matters included.—The recommenda-
16	tions provided under paragraph (1) shall include rec-
17	ommendations relating to—
18	(A) the types of strategies for the applica-
19	ble subcategory that would best benefit from
20	additional research and development;
21	(B) any geographic or demographic tar-
22	gets;
23	(C) the types of partnerships with other
24	public or private entities that might be perti-
25	nent and prioritized; and

1 (D) any classes of crime and delinquency 2 prevention and intervention strategies that 3 should not be given priority because of a pre-4 existing base of knowledge that would benefit 5 less from additional research and development.

- 6 (g) Final Report on the Results of Innova-7 tive Crime Prevention and Intervention Strate-8 gies.—
- 9 (1) IN GENERAL.—Following the close of the 3-10 year period for the evaluation of an innovative strat-11 egy under section 5, the Commission shall collect the 12 results of the evaluation and shall submit a public 13 report to the President, the Attorney General, Con-14 gress, the chief executive of each State, and the at-15 torney general of each State describing each strategy 16 funded under section 5 and the results of the strat-17 egy. The report under this paragraph shall be sub-18 mitted not later than 5 years after the date of the 19 selection of the chairperson of the Commission.
 - (2) Collection of information and evidence by the Commission regarding each recipient of a contract, cooperative agreement, or grant under section 5 shall be carried out by—

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1	(A) ongoing communications with the
2	grant administrator at the National Institute of
3	Justice and other appropriate officers at other
4	components of the Department of Justice;
5	(B) visits by representatives of the Com-
6	mission (including at least 1 member of the
7	Commission) to the site where the recipient of
8	a contract, cooperative agreement, or grant is
9	carrying out the strategy funded under section
10	5, at least once in the second and once in the
11	third year of the contract, cooperative agree-
12	ment, or grant;
13	(C) a review of the data generated by the
14	study monitoring the effectiveness of the strat-
15	egy; and
16	(D) other means as necessary.
17	(3) Matters included.—The report sub-
18	mitted under paragraph (1) shall include a review of
19	each strategy carried out with a contract, coopera-
20	tive agreement, or grant under section 5, detailing—
21	(A) the type of crime or delinquency pre-
22	vention or intervention strategy;
23	(B) where the activities under the strategy
24	were carried out, including geographic and de-
25	mographic targets:

1	(C) any partnerships with public or private
2	entities through the course of the period of the
3	contract, cooperative agreement, or grant;
4	(D) the type and design of the effective-
5	ness study conducted under section 5(b)(4) or
6	section $5(c)(2)(C)$ for that strategy;
7	(E) the results of the effectiveness study
8	conducted under section 5(b)(4) or section
9	5(c)(2)(C) for that strategy;
10	(F) lessons learned regarding implementa-
11	tion of that strategy or of the effectiveness
12	study conducted under section 5(b)(4) or sec-
13	tion 5(c)(2)(C), including recommendations re-
14	garding which types of environments might best
15	be suited for successful replication; and
16	(G) recommendations regarding the need
17	for further research and development of the
18	strategy.
19	(h) Personnel Matters.—
20	(1) Travel expenses.—The members of the
21	Commission shall be allowed travel expenses, includ-
22	ing per diem in lieu of subsistence, at rates author-
23	ized for employees of agencies under subchapter I of

chapter 57 of title 5, United States Code, while

- away from their homes or regular places of business
 in the performance of service for the Commission.
 - (2) Compensation of members.—Members of the Commission shall serve without compensation.

(3) Staff.—

- (A) In General.—The chairperson of the Commission may, without regard to the civil service laws and regulations, appoint and terminate an executive director and such other additional personnel as may be necessary to enable the Commission to perform its duties. The employment of an executive director shall be subject to confirmation by the Commission.
- (B) Compensation.—The chairperson of the Commission may fix the compensation of the executive director and other personnel without regard to the provisions of chapter 51 and subchapter III of chapter 53 of title 5, United States Code, relating to classification of positions and General Schedule pay rates, except that the rate of pay for the executive director and other personnel may not exceed the rate payable for level V of the Executive Schedule under section 5316 of such title.

(4) Detail of Federal Employees.—With the affirmative vote of $\frac{2}{3}$ of the members of the Commission, any Federal Government employee, with the approval of the head of the appropriate Federal agency, may be detailed to the Commission without reimbursement, and such detail shall be without interruption or loss of civil service status, benefits, or privileges.

(i) Contracts for Research.—

- (1) NATIONAL INSTITUTE OF JUSTICE.—With a 2/3 affirmative vote of the members of the Commission, the Commission may select nongovernmental researchers and experts to assist the Commission in carrying out its duties under this Act. The National Institute of Justice shall contract with the researchers and experts selected by the Commission to provide funding in exchange for their services.
- (2) Other organizations.—Nothing in this subsection shall be construed to limit the ability of the Commission to enter into contracts with other entities or organizations for research necessary to carry out the duties of the Commission under this section.

1	(j) Authorization of Appropriations.—There
2	are authorized to be appropriated \$5,000,000 to carry out
3	this section.
4	(k) Termination.—The Commission shall terminate
5	on the date that is 30 days after the date on which the
6	Commission submits the last report required by this sec-
7	tion.
8	(l) Exemption.—The Commission shall be exempt
9	from the Federal Advisory Committee Act.
10	SEC. 5. INNOVATIVE CRIME PREVENTION AND INTERVEN
11	TION STRATEGIES.
12	(a) In General.—The Attorney General may fund
13	the implementation and evaluation of innovative crime or
14	delinquency prevention or intervention strategies though
15	coordinated initiatives, as described in subsection (b)
16	through grants authorized under subsection (c), or a com-
17	bination of the coordinated initiatives and grants.
18	(b) Coordinated Initiatives.—
19	(1) In General.—The Attorney General, act-
20	ing through the Director of the National Institute of
21	Justice, may coordinate efforts between the National
22	Institute of Justice and other appropriate compo-
23	nents of the Department of Justice to implement

and rigorously evaluate innovative crime or delin-

quency prevention or intervention strategies.

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- (2) Selection of Strategies.—The Director of the National Institute of Justice, in consultation with the heads of other appropriate components of the Department of Justice, shall identify innovative crime or delinquency prevention or intervention strategies that would best benefit from additional funding and evaluation, taking into consideration the recommendations of the Commission under section 4(f).
 - (3) Program office role.—The head of any appropriate component of the Department of Justice, as determined by the Attorney General, may provide incentives under a contract, cooperative agreement, or grant entered into or made by the component, including a competitive preference priority and providing additional funds, for a public or private entity to—
 - (A) implement a strategy identified under paragraph (2); or
 - (B) participate in the evaluation under paragraph (4) of the strategies identified under paragraph (2).
- 23 (4) NATIONAL INSTITUTE OF JUSTICE EVALUA-24 TION.—

- (A) In general.—The Director of the National Institute of Justice may enter into or make contracts, cooperative agreements, or grants to conduct a rigorous study of the effectiveness of each strategy relating to which an incentive is provided under paragraph (3).
 - (B) Amount and duration.—A contract, cooperative agreement, or grant under subparagraph (A) shall be for not more than \$700,000, and shall be for a period of not more than 3 years.
 - (C) Methodology of Study.—Each study conducted under subparagraph (A) shall use a study design that is likely to produce rigorous evidence of the effectiveness of the strategy and, where feasible, measure outcomes using available administrative data, such as police arrest records, so as to minimize the costs of the study.

(c) Grants Authorized.—

(1) In General.—The Director of the National Institute of Justice may make grants to public and private entities to fund the implementation and evaluation of innovative crime or delinquency prevention or intervention strategies. The purpose of grants

1	under this subsection shall be to provide funds for
2	all expenses related to the implementation of such a
3	strategy and to conduct a rigorous study on the ef-
4	fectiveness of that strategy.
5	(2) Grant distribution.—
6	(A) Period.—A grant under this sub-
7	section shall be made for a period of not more
8	than 3 years.
9	(B) Amount.—The amount of each grant
10	under this subsection—
11	(i) shall be sufficient to ensure that
12	rigorous evaluations may be performed;
13	and
14	(ii) shall not exceed \$2,000,000.
15	(C) EVALUATION SET-ASIDE.—
16	(i) IN GENERAL.—A grantee shall use
17	not less than \$300,000 and not more than
18	\$700,000 of the funds from a grant under
19	this subsection for a rigorous study of the
20	effectiveness of the strategy during the 3-
21	year period of the grant for that strategy.
22	(ii) Methodology of study.—
23	(I) In General.—Each study
24	conducted under clause (i) shall use
25	an evaluator and a study design ap-

1	proved by the employee of the Na-
2	tional Institute of Justice hired or as-
3	signed under subsection (e) and,
4	where feasible, measure outcomes
5	using available administrative data,
6	such as police arrest records, so as to
7	minimize the costs of the study.
8	(II) Criteria.—The employee of
9	the National Institute of Justice hired
10	or assigned under subsection (e) shall
11	approve—
12	(aa) an evaluator that has
13	successfully carried out multiple
14	studies producing rigorous evi-
15	dence of effectiveness; and
16	(bb) a proposed study design
17	that is likely to produce rigorous
18	evidence of the effectiveness of
19	the strategy.
20	(III) Approval.—Before a grant
21	is awarded under this subsection, the
22	evaluator and study design of a grant-
23	ee shall be approved by the employee
24	of the National Institute of Justice

1	hired or assigned under subsection
2	(e).
3	(D) Date of award.—Not later than 6
4	months after the date of receiving recommenda-
5	tions relating to a subcategory from the Com-
6	mission under section 4(f), the Director of the
7	National Institute of Justice shall award all
8	grants under this subsection relating to that
9	subcategory.
10	(E) Type of grants.—One-third of the
11	grants made under this subsection shall be
12	made in each subcategory. In distributing
13	grants, the recommendations of the Commission
14	under section 4(f) shall be considered.
15	(d) Authorization of Appropriations.—There
16	are authorized to be appropriated \$18,000,000 to carry
17	out subsections (b) and (c).
18	(e) Dedicated Staff.—
19	(1) In general.—The Director of the National
20	Institute of Justice shall hire or assign a full-time
21	employee to oversee the contracts, cooperative agree-
22	ments, and grants under this section.
23	(2) Study oversight.—The employee of the
24	National Institute of Justice hired or assigned under
25	paragraph (1) shall be responsible for ensuring that

- recipients of a contract, cooperative agreement, or grant under this section adhere to the study design approved before the contract, cooperative agreement, or grant was entered into or awarded.
- 5 (3) Liaison.—The employee of the National
 6 Institute of Justice hired or assigned under para7 graph (1) may be used as a liaison between the
 8 Commission and the recipients of a contract, cooper9 ative agreement, or grant under this section. The
 10 employee shall be responsible for ensuring timely co11 operation with Commission requests.
- 12 (4) AUTHORIZATION OF APPROPRIATIONS.—
 13 There are authorized to be appropriated \$150,000
 14 for each of fiscal years 2010 through 2014 to carry
 15 out this subsection.
- 16 (f) APPLICATIONS.—A public or private entity desir17 ing a contract, cooperative agreement, or grant under this
 18 section shall submit an application at such time, in such
 19 manner, and accompanied by such information as the Di20 rector of the National Institute of Justice or other appro21 priate component of the Department of Justice may rea22 sonably require.
- 23 (g) Cooperation With the Commission.—A per-24 son entering into a contract or cooperative agreement or 25 receiving a grant under this section shall cooperate with

- 1 the Commission in providing the Commission with full in-
- 2 formation on the progress of the strategy being carried
- 3 out with a contract, cooperative agreement, or grant under
- 4 this section, including—
- 5 (1) hosting visits by the members of the Com-6 mission to the site where the activities under the 7 strategy are being carried out;
- 8 (2) providing pertinent information on the lo-9 gistics of establishing the strategy for which the con-10 tract, cooperative agreement, or grant under this 11 section was received, including details on partner-12 ships, selection of participants, and any efforts to 13 publicize the strategy; and
- 14 (3) responding to any specific inquiries that 15 may be made by the Commission.

16 SEC. 6. FUNDING.

- 17 Section 524(c) of title 28, United States Code, is
- 18 amended by adding at the end the following:
- 19 "(12) For the first full fiscal year after the date of
- 20 enactment of the PRECAUTION Act, and each fiscal year
- 21 thereafter through the end of the fifth full fiscal year after
- 22 such date of enactment, there is appropriated to the Attor-
- 23 ney General from the Fund \$4,750,000 to carry out the
- 24 PRECAUTION Act.".