

PRISON RAPE REDUCTION ACT OF 2003

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JULY 18, 2003.—Committed to the Committee of the Whole House on the State of  
the Union and ordered to be printed  
—————

Mr. SENSENBRENNER, from the Committee on the Judiciary,  
submitted the following

R E P O R T

[To accompany H.R. 1707]

[Including cost estimate of the Congressional Budget Office]

The Committee on the Judiciary, to whom was referred the bill (H.R. 1707) to provide for the analysis of the incidence and effects of prison rape in Federal, State, and local institutions and to provide information, resources, recommendations, and funding to protect individuals from prison rape, having considered the same, reports favorably thereon with an amendment and recommends that the bill as amended do pass.

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The amendment is as follows:  
Strike all after the enacting clause and insert the following:

SECTION 1. SHORT TITLE; TABLE OF CONTENTS.

(a) SHORT TITLE.—This Act may be cited as the “Prison Rape Reduction Act of 2003”.

(b) TABLE OF CONTENTS.—The table of contents of this Act is as follows:

- Sec. 1. Short title; table of contents.
- Sec. 2. Findings.
- Sec. 3. Purposes.
- Sec. 4. National prison rape statistics, data, and research.
- Sec. 5. Prison rape prevention and prosecution.
- Sec. 6. Grants to protect inmates and safeguard communities.
- Sec. 7. National prison rape reduction commission.
- Sec. 8. Adoption and effect of national standards.
- Sec. 9. Requirement that accreditation organizations adopt accreditation standards.
- Sec. 10. Definitions.

**SEC. 2. FINDINGS.**

Congress makes the following findings:

(1) 2,100,146 persons were incarcerated in the United States at the end of 2001: 1,324,465 in Federal and State Prisons and 631,240 in county and local jails. In 1999, there were more than 10,000,000 separate admissions to and discharges from prisons and jails.

(2) Insufficient research has been conducted and insufficient data reported on the extent of prison rape. However, experts have conservatively estimated that at least 13 percent of the inmates in the United States have been sexually assaulted in prison. Many inmates have suffered repeated assaults. Under this estimate, nearly 200,000 inmates now incarcerated have been or will be the victims of prison rape. The total number of inmates who have been sexually assaulted in the past 20 years likely exceeds 1,000,000.

(3) Inmates with mental illness are at increased risk of sexual victimization. America's jails and prisons house more mentally ill individuals than all of the Nation's psychiatric hospitals combined. As many as 16 percent of inmates in state prisons and jails, and 7 percent of Federal inmates, suffer from mental illness.

(4) Young first-time offenders are at increased risk of sexual victimization. Juveniles are 5 times more likely to be sexually assaulted in adult rather than juvenile facilities—often within the first 48 hours of incarceration.

(5) Most prison staff are not adequately trained or prepared to prevent, report, or treat inmate sexual assaults.

(6) Prison rape often goes unreported, and inmate victims often receive inadequate treatment for the severe physical and psychological effects of sexual assault—if they receive treatment at all.

(7) HIV and AIDS are major public health problems within America's correctional facilities. In 2000, 25,088 inmates in Federal and State prisons were known to be infected with HIV/AIDS. In 2000, HIV/AIDS accounted for more than 6 percent of all deaths in Federal and State prisons. Infection rates for other sexually transmitted diseases, tuberculosis, and hepatitis B and C are also far greater for prisoners than for the American population as a whole. Prison rape undermines the public health by contributing to the spread of these diseases, and often giving a potential death sentence to its victims.

(8) Prison rape endangers the public safety by making brutalized inmates more likely to commit crimes when they are released—as 600,000 inmates are each year.

(9) The frequently interracial character of prison sexual assaults significantly exacerbates interracial tensions, both within prison and, upon release of perpetrators and victims from prison, in the community at large.

(10) Prison rape increases the level of homicides and other violence against inmates and staff, and the risk of insurrections and riots.

(11) Victims of prison rape suffer severe physical and psychological effects that hinder their ability to integrate into the community and maintain stable employment upon their release from prison. They are thus more likely to become homeless and/or require government assistance.

(12) Members of the public and government officials are largely unaware of the epidemic character of prison rape and the day-to-day horror experienced by victimized inmates.

(13) The high incidence of sexual assault within prisons involves actual and potential violations of the United States Constitution. In *Farmer v. Brennan*, 511 U.S. 825 (1994), the Supreme Court ruled that deliberate indifference to the substantial risk of sexual assault violates prisoners' rights under the Cruel and Unusual Punishments Clause of the Eighth Amendment. The Eighth Amend-

ment rights of State and local prisoners are protected through the Due Process Clause of the Fourteenth Amendment. Pursuant to Congress's power under Section Five of the Fourteenth Amendment, Congress may take action to enforce those rights in States where officials have demonstrated such indifference. States that do not take basic steps to abate prison rape by adopting standards that do not generate significant additional expenditures demonstrate such indifference. Therefore, such States are not entitled to the same level of Federal benefits as other States.

(14) The high incidence of prison rape undermines the effectiveness and efficiency of United States Government expenditures through grant programs such as those dealing with health care; mental health care; disease prevention; crime prevention, investigation, and prosecution; prison construction, maintenance, and operation; race relations; poverty; unemployment and homelessness. The effectiveness and efficiency of these Federally funded grant programs are compromised by officials' failure to adopt policies and procedure that reduce the incidence of prison rape in that the high incidence of prison rape—

(A) increases the costs incurred by Federal, State, and local jurisdictions to administer their prison systems;

(B) increases the levels of violence, directed at inmates and at staff, within prisons;

(C) increases health care expenditures, both inside and outside of prison systems, and reduces the effectiveness of disease prevention programs by substantially increasing the incidence and spread of HIV, AIDS, tuberculosis, hepatitis B and C, and other diseases;

(D) increases mental health care expenditures, both inside and outside of prison systems, by substantially increasing the rate of post-traumatic stress disorder, depression, suicide, and the exacerbation of existing mental illnesses among current and former inmates;

(E) increases the risks of recidivism, civil strife, and violent crime by individuals who have been brutalized by prison rape; and

(F) increases the level of interracial tensions and strife within prisons and, upon release of perpetrators and victims, in the community at large.

(15) The high incidence of prison rape has a significant effect on interstate commerce because it increases substantially—

(A) the costs incurred by Federal, State, and local jurisdictions to administer their prison systems;

(B) the incidence and spread of HIV, AIDS, tuberculosis, hepatitis B and C, and other diseases, contributing to increased health and medical expenditures throughout the Nation;

(C) the rate of post-traumatic stress disorder, depression, suicide, and the exacerbation of existing mental illnesses among current and former inmates, contributing to increased health and medical expenditures throughout the Nation; and

(D) the risk of recidivism, civil strife, and violent crime by individuals who have been brutalized by prison rape.

### SEC. 3. PURPOSES.

The purposes of this Act are to—

(1) establish a zero-tolerance standard for the incidence of prison rape in prisons in the United States;

(2) make the prevention of prison rape a top priority in each prison system;

(3) develop and implement national standards for the detection, prevention, reduction, and punishment of prison rape;

(4) increase the available data and information on the incidence of prison rape, consequently improving the management and administration of correctional facilities;

(5) standardize the definitions used for collecting data on the incidence of prison rape;

(6) increase the accountability of prison officials who fail to detect, prevent, reduce, and punish prison rape;

(7) protect the Eighth Amendment rights of Federal, State, and local prisoners;

(8) increase the efficiency and effectiveness of Federal expenditures through grant programs such as those dealing with health care; mental health care; disease prevention; crime prevention, investigation, and prosecution; prison construction, maintenance, and operation; race relations; poverty; unemployment; and homelessness; and

(9) reduce the costs that prison rape imposes on interstate commerce.

**SEC. 4. NATIONAL PRISON RAPE STATISTICS, DATA, AND RESEARCH.**

(a) ANNUAL COMPREHENSIVE STATISTICAL REVIEW.—

(1) IN GENERAL.—The Bureau of Justice Statistics of the Department of Justice (in this section referred to as the “Bureau”) shall carry out, for each calendar year, a comprehensive statistical review and analysis of the incidence and effects of prison rape. The statistical review and analysis shall include, but not be limited to the identification of the common characteristics of—

- (A) both victims and perpetrators of prison rape; and
- (B) prisons and prison systems with a high incidence of prison rape.

(2) CONSIDERATIONS.—In carrying out paragraph (1), the Bureau shall consider the following:

(A) How rape should be defined for the purposes of the statistical review and analysis.

(B) How the Bureau should collect information about staff-on-inmate sexual assault.

(C) How the Bureau should collect information beyond inmate self-reports of prison rape.

(D) How the Bureau should adjust the data in order to account for differences among prisons as required by subsection (c)(3).

(E) The categorization of prisons as required by subsection (c)(4).

(F) Whether a preliminary study of prison rape should be conducted to inform the methodology of the comprehensive statistical review.

(3) SOLICITATION OF VIEWS.—The Bureau of Justice Statistics shall solicit views from representatives of the following: State departments of correction; county and municipal jails; juvenile correctional facilities; former inmates; victim advocates; researchers; and other experts in the area of sexual assault.

(4) SAMPLING TECHNIQUES.—The review and analysis under paragraph (1) shall be based on a random sample, or other scientifically appropriate sample, of not less than 10 percent of all Federal, State, and county prisons, and a representative sample of municipal prisons. The selection shall include at least one prison from each State. The selection of facilities for sampling shall be made at the latest practicable date prior to conducting the surveys and shall not be disclosed to any facility or prison system official prior to the time period studied in the survey. Selection of a facility for sampling during any year shall not preclude its selection for sampling in any subsequent year.

(5) SURVEYS.—In carrying out the review and analysis under paragraph (1), the Bureau shall, in addition to such other methods as the Bureau considers appropriate, use surveys and other statistical studies of current and former inmates from a sample of Federal, State, county, and municipal prisons. The Bureau shall ensure the confidentiality of each survey participant.

(6) PARTICIPATION IN SURVEY.—Federal, State, or local officials or facility administrators that receive a request from the Bureau under subsection (a)(4) or (5) will be required to participate in the national survey and provide access to any inmates under their legal custody.

(b) REVIEW PANEL ON PRISON RAPE.—

(1) ESTABLISHMENT.—To assist the Bureau in carrying out the review and analysis under subsection (a), there is established, within the Department of Justice, the Review Panel on Prison Rape (in this section referred to as the “Panel”).

(2) MEMBERSHIP.—

(A) COMPOSITION.—The Panel shall be composed of 3 members, each of whom shall be appointed by the Attorney General, in consultation with the Secretary of Health and Human Services.

(B) QUALIFICATIONS.—Members of the Panel shall be selected from among individuals with knowledge or expertise in matters to be studied by the Panel.

(3) PUBLIC HEARINGS.—

(A) IN GENERAL.—The duty of the Panel shall be to carry out, for each calendar year, public hearings concerning the operation of the three prisons with the highest incidence of prison rape and the two prisons with the lowest incidence of prison rape in each category of facilities identified under subsection (c)(4). The Panel shall hold a separate hearing regarding the three Federal or State prisons with the highest incidence of prison rape. The purpose of these hearings shall be to collect evidence to aid in the identification of common characteristics of both victims and perpetrators of prison rape, and the identification of common characteristics of prisons and prison systems with a high incidence of prison rape, and the identification of common characteristics of prisons and prison systems that appear to have been successful in deterring prison rape.

**(B) TESTIMONY AT HEARINGS.—**

(i) **PUBLIC OFFICIALS.**—In carrying out the hearings required under subparagraph (A), the Panel shall request the public testimony of Federal, State, and local officials (and organizations that represent such officials), including the warden or director of each prison, who bears responsibility for the prevention, detection, and punishment of prison rape at each entity, and the head of the prison system encompassing such prison.

(ii) **VICTIMS.**—The Panel may request the testimony of prison rape victims, organizations representing such victims, and other appropriate individuals and organizations.

**(C) SUBPOENAS.—**

(1) **ISSUANCE.**—The Panel may issue subpoenas for the attendance of witnesses and the production of written or other matter.

(2) **ENFORCEMENT.**—In the case of contumacy or refusal to obey a subpoena, the Attorney General may in a Federal court of appropriate jurisdiction obtain an appropriate order to enforce the subpoena

**(c) REPORTS.—**

(1) **IN GENERAL.**—Not later than June 30 of each year, the Attorney General shall submit a report on the activities of the Bureau and the Review Panel, with respect to prison rape, for the preceding calendar year to—

(A) Congress; and

(B) the Secretary of Health and Human Services.

(2) **CONTENTS.**—The report required under paragraph (1) shall include—

(A) with respect to the effects of prison rape, statistical, sociological, and psychological data;

(B) with respect to the incidence of prison rape—

(i) statistical data aggregated at the Federal, State, prison system, and prison levels;

(ii) a listing of those institutions in the representative sample, separated into each category identified under subsection (c)(4) and ranked according to the incidence of prison rape in each institution; and

(iii) an identification of those institutions in the representative sample that appear to have been successful in deterring prison rape; and

(C) a listing of any prisons in the representative sample that did not cooperate with the survey conducted pursuant to section 4.

(3) **DATA ADJUSTMENTS.**—In preparing the information specified in paragraph (2), the Attorney General shall use established statistical methods to adjust the data as necessary to account for differences among institutions in the representative sample, which are not related to the detection, prevention, reduction and punishment of prison rape, or which are outside the control of the of the State, prison, or prison system, in order to provide an accurate comparison among prisons. Such differences may include the mission, security level, size, and jurisdiction under which the prison operates. For each such adjustment made, the Attorney General shall identify and explain such adjustment in the report.

(4) **CATEGORIZATION OF PRISONS.**—The report shall divide the prisons surveyed into three categories. One category shall be composed of all Federal and State prisons. The other two categories shall be defined by the Attorney General in order to compare similar institutions.

(d) **CONTRACTS AND GRANTS.**—In carrying out its duties under this section, the Attorney General may—

(1) provide grants for research through the National Institute of Justice; and

(2) contract with or provide grants to any other entity the Attorney General deems appropriate.

(e) **AUTHORIZATION OF APPROPRIATIONS.**—There are authorized to be appropriated \$15,000,000 for each of fiscal years 2004 through 2010 to carry out this section.

**SEC. 5. PRISON RAPE PREVENTION AND PROSECUTION.****(a) INFORMATION AND ASSISTANCE.—**

(1) **NATIONAL CLEARINGHOUSE.**—There is established within the National Institute of Corrections a national clearinghouse for the provision of information and assistance to Federal, State, and local authorities responsible for the prevention, investigation, and punishment of instances of prison rape.

(2) **TRAINING AND EDUCATION.**—The National Institute of Corrections shall conduct periodic training and education programs for Federal, State, and local

authorities responsible for the prevention, investigation, and punishment of instances of prison rape.

(b) REPORTS.—

(1) IN GENERAL.—Not later than September 30 of each year, the National Institute of Corrections shall submit a report to Congress and the Secretary of Health and Human Services. This report shall be available to the Director of the Bureau of Justice Statistics.

(2) CONTENTS.—The report required under paragraph (1) shall summarize the activities of the Department of Justice regarding prison rape abatement for the preceding calendar year.

(c) AUTHORIZATION OF APPROPRIATIONS.—There are authorized to be appropriated \$5,000,000 for each of fiscal years 2004 through 2010 to carry out this section.

**SEC. 6. GRANTS TO PROTECT INMATES AND SAFEGUARD COMMUNITIES.**

(a) GRANTS AUTHORIZED.—From amounts made available for grants under this section, the Attorney General shall make grants to States to assist those States in ensuring that budgetary circumstances (such as reduced State and local spending on prisons) do not compromise efforts to protect inmates (particularly from prison rape) and to safeguard the communities to which inmates return. The purpose of grants under this section shall be to provide funds for personnel, training, technical assistance, data collection, and equipment to prevent and prosecute prisoner rape.

(b) USE OF GRANT AMOUNTS.—Amounts received by a grantee under this section may be used by the grantee, directly or through subgrants, only for one or more of the following activities:

(1) PROTECTING INMATES.—Protecting inmates by—

(A) undertaking efforts to more effectively prevent prison rape;

(B) investigating incidents of prison rape; or

(C) prosecuting incidents of prison rape.

(2) SAFEGUARDING COMMUNITIES.—Safeguarding communities by—

(A) making available, to officials of State and local governments who are considering reductions to prison budgets, training and technical assistance in successful methods for moderating the growth of prison populations without compromising public safety, including successful methods used by other jurisdictions;

(B) developing and utilizing analyses of prison populations and risk assessment instruments that will improve State and local governments' understanding of risks to the community regarding release of inmates in the prison population;

(C) preparing maps demonstrating the concentration, on a community-by-community basis, of inmates who have been released, to facilitate the efficient and effective—

(i) deployment of law enforcement resources (including probation and parole resources); and

(ii) delivery of services (such as job training and substance abuse treatment) to those released inmates;

(D) promoting collaborative efforts, among officials of State and local governments and leaders of appropriate communities, to understand and address the effects on a community of the presence of a disproportionate number of released inmates in that community; or

(E) developing policies and programs that reduce spending on prisons by effectively reducing rates of parole and probation revocation without compromising public safety.

(c) GRANT REQUIREMENTS.—

(1) PERIOD.—A grant under this section shall be made for a period of not more than 2 years.

(2) MAXIMUM.—The amount of a grant under this section may not exceed \$1,000,000.

(3) MATCHING.—The Federal share of a grant under this section may not exceed 50 percent of the total costs of the project described in the application submitted under subsection (d) for the fiscal year for which the grant was made under this section.

(d) APPLICATIONS.—

(1) IN GENERAL.—To request a grant under this section, the chief executive of a State shall submit an application to the Attorney General at such time, in such manner, and accompanied by such information as the Attorney General may require.

(2) CONTENTS.—Each application required by paragraph (1) shall—

(A) include the certification of the chief executive that the State receiving such grant—

(i) has adopted all national prison rape standards that, as of the date on which the application was submitted, have been promulgated under this Act; and

(ii) will consider adopting all national prison rape standards that are promulgated under this Act after such date;

(B) specify with particularity the preventative, prosecutorial, or administrative activities to be undertaken by the State with the amounts received under the grant; and

(C) in the case of an application for a grant for one or more activities specified in paragraph (2) of subsection (b)—

(i) review the extent of the budgetary circumstances affecting the State generally and describe how those circumstances relate to the State's prisons;

(ii) describe the rate of growth of the State's prison population over the preceding 10 years and explain why the State may have difficulty sustaining that rate of growth; and

(iii) explain the extent to which officials (including law enforcement officials) of State and local governments and victims of crime will be consulted regarding decisions whether, or how, to moderate the growth of the State's prison population.

(e) **REPORTS BY GRANTEE.**—

(1) **IN GENERAL.**—The Attorney General shall require each grantee to submit, not later than 90 days after the end of the period for which the grant was made under this section, a report on the activities carried out under the grant. The report shall identify and describe those activities and shall contain an evaluation of the effect of those activities on—

(A) the number of incidents of prison rape, and the grantee's response to such incidents; and

(B) the safety of the prisons, and the safety of the communities in which released inmates are present.

(2) **DISSEMINATION.**—The Attorney General shall ensure that each report submitted under paragraph (1) is made available under the national clearinghouse established under section 5.

(f) **STATE DEFINED.**—In this section, the term "State" includes the District of Columbia, the Commonwealth of Puerto Rico, and any other territory or possession of the United States.

(g) **AUTHORIZATION OF APPROPRIATIONS.**—

(1) **IN GENERAL.**—There are authorized to be appropriated for grants under this section \$40,000,000 for each of fiscal years 2004 through 2010.

(2) **LIMITATION.**—Of amounts made available for grants under this section, not less than 50 percent shall be available only for activities specified in paragraph (1) of subsection (b).

**SEC. 7. NATIONAL PRISON RAPE REDUCTION COMMISSION.**

(a) **ESTABLISHMENT.**—There is established a commission to be known as the National Prison Rape Reduction Commission (in this section referred to as the "Commission").

(b) **MEMBERS.**—

(1) **IN GENERAL.**—The Commission shall be composed of 9 members, of whom—

(A) 3 shall be appointed by the President;

(B) 2 shall be appointed by the Speaker of the House of Representatives, unless the Speaker is of the same party as the President, in which case 1 shall be appointed by the Speaker of the House of Representatives and 1 shall be appointed by the minority leader of the House of Representatives;

(C) 1 shall be appointed by the minority leader of the House of Representatives (in addition to any appointment made under subparagraph (B));

(D) 2 shall be appointed by the majority leader of the Senate, unless the majority leader is of the same party as the President, in which case 1 shall be appointed by the majority leader of the Senate and 1 shall be appointed by the minority leader of the Senate; and

(E) 1 member appointed by the minority leader of the Senate (in addition to any appointment made under subparagraph (D)).

(2) PERSONS ELIGIBLE.—Each member of the Commission shall be an individual who has knowledge or expertise in matters to be studied by the Commission.

(3) CONSULTATION REQUIRED.—The President, the Speaker and minority leader of the House of Representatives, and the majority leader and minority leader of the Senate shall consult with one another 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.

(c) OPERATION.—

(1) CHAIRPERSON.—Not later than 15 days after appointments of all the members are made, the President shall appoint a chairperson for the Commission from among its members.

(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 initial appointment of the members is completed.

(3) QUORUM.—A majority of the members of the Commission shall constitute a quorum to conduct business, but the Commission may establish a lesser quorum for conducting hearings scheduled by the Commission.

(4) RULES.—The Commission may establish by majority vote any other rules for the conduct of Commission business, if such rules are not inconsistent with this Act or other applicable law.

(d) COMPREHENSIVE STUDY OF THE IMPACTS OF PRISON RAPE.—

(1) IN GENERAL.—The Commission shall carry out a comprehensive legal and factual study of the penalogical, physical, mental, medical, social, and economic impacts of prison rape in the United States on—

(A) Federal, State, and local governments; and

(B) communities and social institutions generally, including individuals, families, and businesses within such communities and social institutions.

(2) MATTERS INCLUDED.—The study under paragraph (1) shall include—

(A) a review of existing Federal, State, and local government policies and practices with respect to the prevention, detection, and punishment of prison rape;

(B) an assessment of the relationship between prison rape and prison conditions, and of existing monitoring, regulatory, and enforcement practices that are intended to address any such relationship;

(C) an assessment of pathological or social causes of prison rape;

(D) an assessment of the extent to which the incidence of prison rape contributes to the spread of sexually transmitted diseases and to the transmission of HIV;

(E) an assessment of the characteristics of inmates most likely to commit prison rape and the effectiveness of various types of treatment or programs to reduce such likelihood;

(F) an assessment of the characteristics of inmates most likely to be victims of prison rape and the effectiveness of various types of treatment or programs to reduce such likelihood;

(G) an assessment of the impacts of prison rape on individuals, families, social institutions and the economy generally, including an assessment of the extent to which the incidence of prison rape contributes to recidivism and to increased incidence of sexual assault;

(H) an examination of the feasibility and cost of conducting surveillance, undercover activities, or both, to reduce the incidence of prison rape;

(I) an assessment of the safety and security of prison facilities and the relationship of prison facility construction and design to the incidence of prison rape;

(J) an assessment of the feasibility and cost of any particular proposals for prison reform;

(K) an identification of the need for additional scientific and social science research on the prevalence of prison rape in Federal, State, and local prisons;

(L) an assessment of the general relationship between prison rape and prison violence;

(M) an assessment of the relationship between prison rape and levels of training, supervision, and discipline of prison staff; and

(N) an assessment of existing Federal and State systems for reporting incidents of prison rape, including an assessment of whether existing systems provide an adequate assurance of confidentiality, impartiality and the absence of reprisal.

(3) REPORT.—

(A) DISTRIBUTION.—Not later than 2 years after the date of the initial meeting of the Commission, the Commission shall submit a report on the study carried out under this subsection to—

- (i) the President;
- (ii) the Congress;
- (iii) the Attorney General;
- (iv) the Secretary of Health and Human Services;
- (v) the Director of the Federal Bureau of Prisons;
- (vi) the chief executive of each State; and
- (vii) the head of the department of corrections of each State.

(B) CONTENTS.—The report under subparagraph (A) shall include—

- (i) the findings and conclusions of the Commission;
- (ii) recommended national standards for reducing prison rape;
- (iii) recommended protocols for preserving evidence and treating victims of prison rape; and
- (iv) a summary of the materials relied on by the Commission in the preparation of the report.

(e) RECOMMENDATIONS.—

(1) IN GENERAL.—In conjunction with the report submitted under subsection (d)(3), the Commission shall provide the Attorney General and the Secretary of Health and Human Services with recommended national standards for enhancing the detection, prevention, reduction, and punishment of prison rape.

(2) MATTERS INCLUDED.—The information provided under paragraph (1) shall include recommended national standards relating to—

(A) the classification and assignment of prisoners, using proven standardized instruments and protocols, in a manner that limits the occurrence of prison rape;

(B) the investigation and resolution of rape complaints by responsible prison authorities, local and State police, and Federal and State prosecution authorities;

(C) the preservation of physical and testimonial evidence for use in an investigation of the circumstances relating to the rape;

(D) acute-term trauma care for rape victims, including standards relating to—

- (i) the manner and extent of physical examination and treatment to be provided to any rape victim; and
- (ii) the manner and extent of any psychological examination, psychiatric care, medication, and mental health counseling to be provided to any rape victim;

(E) referrals for long-term continuity of care for rape victims;

(F) educational and medical testing measures for reducing the incidence of HIV transmission due to prison rape;

(G) post-rape prophylactic medical measures for reducing the incidence of transmission of sexual diseases;

(H) the training of correctional staff sufficient to ensure that they understand and appreciate the significance of prison rape and the necessity of its eradication;

(I) the timely and comprehensive investigation of staff sexual misconduct involving rape or other sexual assault on inmates;

(J) ensuring the confidentiality of prison rape complaints and protecting inmates who make complaints of prison rape;

(K) creating a system for reporting incidents of prison rape that will ensure the confidentiality of prison rape complaints, protect inmates who make prison rape complaints from retaliation, and assure the impartial resolution of prison rape complaints;

(L) data collection and reporting of—

- (i) prison rape;
- (ii) prison staff sexual misconduct; and
- (iii) the resolution of prison rape complaints by prison officials and

Federal, State, and local investigation and prosecution authorities; and  
 (M) such other matters as may reasonably be related to the detection, prevention, reduction, and punishment of prison rape.

(3) LIMITATION.—The Commission shall not propose a recommended standard that would impose substantial additional costs compared to the costs presently expended by Federal, State, and local prison authorities.

(f) CONSULTATION WITH ACCREDITATION ORGANIZATIONS.—In developing recommended national standards for enhancing the detection, prevention, reduction, and punishment of prison rape, the Commission shall consider any standards that have already been developed, or are being developed simultaneously to the deliberations of the Commission. The Commission shall consult with accreditation organizations responsible for the accreditation of Federal, State, local or private prisons, that have developed or are currently developing standards related to prison rape. The Commission will also consult with national associations representing the corrections profession that have developed or are currently developing standards related to prison rape.

(g) 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) 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 State Code. The per diem and mileage allowances for witnesses shall be paid from funds appropriated to the Commission.

(h) INFORMATION FROM FEDERAL OR STATE AGENCIES.—The Commission may secure directly from any Federal department or agency such information as the Commission considers necessary to carry out its duties under this section. The Commission may request the head of any State or local department or agency to furnish such information to the Commission.

(i) PERSONNEL MATTERS.—

(1) TRAVEL EXPENSES.—The members of the Commission shall be allowed travel expenses, including per diem in lieu of subsistence, at rates authorized 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) DETAIL OF FEDERAL EMPLOYEES.—With the affirmative vote of  $\frac{2}{3}$  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.

(3) PROCUREMENT OF TEMPORARY AND INTERMITTENT SERVICES.—Upon the request of the Commission, the Attorney General shall provide reasonable and appropriate office space, supplies, and administrative assistance.

(j) CONTRACTS FOR RESEARCH.—

(1) NATIONAL INSTITUTE OF JUSTICE.—With a  $\frac{2}{3}$  affirmative vote, 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.

(k) SUBPOENAS.—

(1) ISSUANCE.—The Commission may issue subpoenas for the attendance of witnesses and the production of written or other matter.

(2) ENFORCEMENT.—In the case of contumacy or refusal to obey a subpoena, the Attorney General may in a Federal court of appropriate jurisdiction obtain an appropriate order to enforce the subpoena.

(3) CONFIDENTIALITY OF DOCUMENTARY EVIDENCE.—Documents provided to the Commission pursuant to a subpoena issued under this subsection shall not be released publicly without the affirmative vote of  $\frac{2}{3}$  of the Commission.

(l) AUTHORIZATION OF APPROPRIATIONS.—There are authorized to be appropriated such sums as may be necessary to carry out this section.

(m) TERMINATION.—The Commission shall terminate on the date that is 60 days after the date on which the Commission submits the reports required by this section.

(n) EXEMPTION.—The Commission shall be exempt from the Federal Advisory Committee Act.

**SEC. 8. ADOPTION AND EFFECT OF NATIONAL STANDARDS.****(a) PUBLICATION OF PROPOSED STANDARDS.—**

(1) **FINAL RULE.**—Not later than 1 year after receiving the report specified in section 7(d)(3), the Attorney General shall publish a final rule adopting national standards for the detection, prevention, reduction, and punishment of prison rape.

(2) **INDEPENDENT JUDGMENT.**—The standards referred to in paragraph (1) shall be based upon the independent judgment of the Attorney General, after giving due consideration to the recommended national standards provided by the Commission under section 7(e), and being informed by such data, opinions, and proposals that the Attorney General determines to be appropriate to consider.

(3) **LIMITATION.**—The Attorney General shall not establish a national standard under this section that would impose substantial additional costs compared to the costs presently expended by Federal, State, and local prison authorities. The Attorney General may, however, provide a list of improvements for consideration by correctional facilities.

(4) **TRANSMISSION TO STATES.**—Within 90 days of publishing the final rule under paragraph (1), the Attorney General shall transmit the national standards adopted under such paragraph to the chief executive of each State, the head of the department of corrections of each State, and to the appropriate authorities in those units of local government who oversee operation in one or more prisons.

**(b) APPLICABILITY TO FEDERAL BUREAU OF PRISONS.**—The national standards referred to in subsection (a) shall apply to the Federal Bureau of Prisons immediately upon adoption of the final rule under subsection (a)(4).

**(c) ELIGIBILITY FOR FEDERAL FUNDS.—****(1) COVERED PROGRAMS.—**

**(A) IN GENERAL.**—For purposes of this subsection, a grant program is covered by this subsection if, and only if—

(i) the program is carried out by or under the authority of the Attorney General; and

(ii) the program may provide amounts to States for prison purposes.

**(B) LIST.**—For each fiscal year, the Attorney General shall prepare a list identifying each program that meets the criteria of subparagraph (A) and provide that list to each State.

(2) **ADOPTION OF NATIONAL STANDARDS.**—For each fiscal year, any amount that a State would otherwise receive for prison purposes for that fiscal year under a grant program covered by this subsection shall be reduced by 5 percent, unless the chief executive of the State submits to the Attorney General—

**(A)** a certification that the State has adopted, and is in full compliance with, the national standards described in section 8(a); or

**(B)** an assurance that not less than 5 percent of such amount shall be used only for the purpose of enabling the State to adopt, and achieve full compliance with, those national standards, so as to ensure that a certification under subparagraph (A) may be submitted in future years.

(3) **REPORT ON NONCOMPLIANCE.**—Not later than September 30 of each year, the Attorney General shall publish a report listing each grantee that is not in compliance with the national standards adopted pursuant to section 8(a).

(4) **COOPERATION WITH SURVEY.**—For each fiscal year, any amount that a State receives for that fiscal year under a grant program covered by this subsection shall not be used for prison purposes (and shall be returned to the grant program if no other authorized use is available), unless the chief executive of the State submits to the Attorney General a certification that neither the State, nor any political subdivision or unit of local government within the State, is listed in a report issued by the Attorney General pursuant to section 4(c)(2)(C).

(5) **REDISTRIBUTION OF AMOUNTS.**—Amounts under a grant program not granted by reason of a reduction under paragraph (2), or returned by reason of the prohibition in paragraph (4), shall be granted to one or more entities not subject to such reduction or such prohibition, subject to the other laws governing that program.

(6) **IMPLEMENTATION.**—The Attorney General shall establish procedures to implement this subsection, including procedures for effectively applying this subsection to discretionary grant programs.

**(7) EFFECTIVE DATE.—**

**(A) REQUIREMENT OF ADOPTION OF STANDARDS.**—The first grants to which paragraph (2) applies are grants for the second fiscal year beginning

after the date on which the national standards under section 8(a) are finalized.

(B) REQUIREMENT FOR COOPERATION.—The first grants to which paragraph (4) applies are grants for the fiscal year beginning after the date of the enactment of this Act.

**SEC. 9. REQUIREMENT THAT ACCREDITATION ORGANIZATIONS ADOPT ACCREDITATION STANDARDS.**

(a) ELIGIBILITY FOR FEDERAL GRANTS.—Notwithstanding any other provision of law, an organization responsible for the accreditation of Federal, State, local, or private prisons, jails, or other penal facilities may not receive any new Federal grants during any period in which such organization fails to meet any of the requirements of subsection (b).

(b) REQUIREMENTS.—To be eligible to receive Federal grants, an accreditation organization referred to in subsection (a) must meet the following requirements:

(1) At all times after 90 days after the date of enactment of this Act, the organization shall have in effect, for each facility that it is responsible for accrediting, accreditation standards for the detection, prevention, reduction, and punishment of prison rape.

(2) At all times after 1 year after the date of the adoption of the final rule under section 8(a)(4), the organization shall, in addition to any other such standards that it may promulgate relevant to the detection, prevention, reduction, and punishment of prison rape, adopt accreditation standards consistent with the national standards adopted pursuant to such final rule.

**SEC. 10. DEFINITIONS.**

In this Act, the following definitions shall apply:

(1) CARNAL KNOWLEDGE.—The term “carnal knowledge” means contact between the penis and the vulva or the penis and the anus, including penetration of any sort, however slight.

(2) INMATE.—The term “inmate” means any person incarcerated or detained in any facility who is accused of, convicted of, sentenced for, or adjudicated delinquent for, violations of criminal law or the terms and conditions of parole, probation, pretrial release, or diversionary program.

(3) JAIL.—The term “jail” means a confinement facility of a Federal, State, or local law enforcement agency to hold—

(A) persons pending adjudication of criminal charges; or

(B) persons committed to confinement after adjudication of criminal charges for sentences of 1 year or less.

(4) HIV.—The term “HIV” means the human immunodeficiency virus.

(5) ORAL SODOMY.—The term “oral sodomy” means contact between the mouth and the penis, the mouth and the vulva, or the mouth and the anus.

(6) POLICE LOCKUP.—The term “police lockup” means a temporary holding facility of a Federal, State, or local law enforcement agency to hold—

(A) inmates pending bail or transport to jail;

(B) inebriates until ready for release; or

(C) juveniles pending parental custody or shelter placement.

(7) PRISON.—The term “prison” means any confinement facility of a Federal, State, or local government, whether administered by such government or by a private organization on behalf of such government, and includes—

(A) any local jail or police lockup; and

(B) any juvenile facility used for the custody or care of juvenile inmates.

(8) PRISON RAPE.—The term “prison rape” includes the rape of an inmate in the actual or constructive control of prison officials.

(9) RAPE.—The term “rape” means—

(A) the carnal knowledge, oral sodomy, sexual assault with an object, or sexual fondling of a person, forcibly or against that person’s will;

(B) the carnal knowledge, oral sodomy, sexual assault with an object, or sexual fondling of a person not forcibly or against the person’s will, where the victim is incapable of giving consent because of his or her youth or his or her temporary or permanent mental or physical incapacity; or

(C) the carnal knowledge, oral sodomy, sexual assault with an object, or sexual fondling of a person achieved through the exploitation of the fear or threat of physical violence or bodily injury.

(10) SEXUAL ASSAULT WITH AN OBJECT.—The term “sexual assault with an object” means the use of any hand, finger, object, or other instrument to penetrate, however slightly, the genital or anal opening of the body of another person.

(11) **SEXUAL FONDLING.**—The term “sexual fondling” means the touching of the private body parts of another person (including the genitalia, anus, groin, breast, inner thigh, or buttocks) for the purpose of sexual gratification.

(12) **EXCLUSIONS.**—The terms and conditions described in paragraphs (9) and (10) shall not apply to—

(A) custodial or medical personnel gathering physical evidence, or engaged in other legitimate medical treatment, in the course of investigating prison rape;

(B) the use of a health care provider’s hands or fingers or the use of medical devices in the course of appropriate medical treatment unrelated to prison rape; or

(C) the use of a health care provider’s hands or fingers and the use of instruments to perform body cavity searches in order to maintain security and safety within the prison or detention facility, provided that the search is conducted in a manner consistent with constitutional requirements.

#### PURPOSE AND SUMMARY

H.R. 1707, the “Prison Rape Reduction Act of 2003” makes prevention of prison rape a priority for Federal, State, and local institutions and develops national standards for detection, prevention, reduction, and punishment of prison rape. The legislation requires State and local governments to work with the Federal Bureau of Justice Statistics (BJS) to study the number and effects of incidents of sexual assaults in correctional facilities and to adopt and maintain compliance with the national standards developed by the Attorney General.

All sections of the bill are intended to address the problem of inmates who are raped by fellow inmates as well as the equally serious problem of inmates who are raped by correctional staff and contractors.

#### BACKGROUND AND NEED FOR THE LEGISLATION

More than 2 million individuals were incarcerated in the United States at the end of 2001. Although most correctional facilities have procedures in place to protect inmates against violence from other inmates while they are incarcerated, often these procedures are not enough. There is very little data regarding the number of violent incidents that occur in correctional facilities, and even less data on the incidence of sexual assaults in prisons. Estimates put the incidence of sexual assaults as high as 13 percent of the inmates or as low as 3 percent. However, regardless of percentages, it is generally agreed that these incidents have real consequences for the physical, emotional, and psychological well-being of the prisoners, who may 1 day be released into society.

The original legislation mandated a study to determine the incidents and effects of sexual assault in correctional facilities and, provide accurate data for the first time on the number of incidents. The legislation as introduced was controversial due to its grant funding scheme. For institutions that complied with the Federal Government standards and requests for information, it would have increased the amount of all grant funding a State or local government receives by 10 percent, at the expense of those States who do not comply with such requests or adopt such standards. Additionally, because this legislation required that the grant funds designated must aggregate a minimum of \$1 billion (affecting approximately one-third of all grants at the Office of Justice Programs),

many different grants for many entities that have no relationship to prisons might have been affected.

Due to the controversial provisions in the original legislation, a compromise was reached after negotiation among all the affected parties. A bipartisan substitute amendment representing that compromise was then reported favorably by the Subcommittee on Crime, Terrorism, and Homeland Security.

The substitute amendment still requires a study on the incidence and effects of sexual assault in correctional facilities and provide accurate data for the first time on the number of incidents; however, the controversial provisions have been changed. The substitute no longer rewards States and institutions who are invited to testify at the expense of other States and institutions. Additionally, the grant program provisions were revised in the substitute to specifically target only those grant programs which award funds to State and local prisons. The substitute requires States to adopt national standards for the prevention and prosecution of prison rape. States that do not adopt these standards can lose 5 percent of prison funds unless they choose to redirect those funds to become compliant with the national standards.

The provisions of this legislation, including both the reporting requirements and the standards and protections developed by the Attorney General, are intended to apply to all individuals detained in the United States in both civil and criminal detentions.

#### HEARINGS

The Committee's Subcommittee on Crime, Terrorism, and Homeland Security held a hearing on H.R. 1707 on April 29, 2003. Testimony was received from four witnesses, Tracy Henke, Principal Deputy Assistant Attorney General, Office of Justice Programs, U.S. Department of Justice, Asbel T. Wall, II, Director, Department of Corrections, State of Rhode Island, Charles Kehoe, President, American Correctional Association, and Frank Hall, Director, Eagle Group, and with additional material submitted by fifteen individuals and organizations.

#### COMMITTEE CONSIDERATION

On June 11, 2003, the Subcommittee on Crime, Terrorism, and Homeland Security met in open session and ordered favorably reported the bill H.R. 1707, with an amendment, by a voice vote, a quorum being present. On July 9, 2003, the Committee met in open session and ordered favorably reported the bill H.R. 1707, with an amendment, by voice vote, a quorum being present.

#### VOTE OF THE COMMITTEE

In compliance with clause 3(b) of Rule XIII of the Rules of the House of Representatives, the Committee notes that there were no recorded votes during the Committee consideration of H.R. 1707.

#### COMMITTEE OVERSIGHT FINDINGS

In compliance with clause 3(c)(1) of Rule XIII of the Rules of the House of Representatives, the Committee reports that the findings and recommendations of the Committee, based on oversight activi-

ties under clause 2(b)(1) of Rule X of the Rules of the House of Representatives, are incorporated in the descriptive portions of this report.

#### NEW BUDGET AUTHORITY AND TAX EXPENDITURES

Clause 3(c)(2) of Rule XIII of the Rules of the House of Representatives is inapplicable because this legislation does not provide new budgetary authority or increased tax expenditures.

#### CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

In compliance with clause 3(c)(3) of Rule XIII of the Rules of the House of Representatives, the Committee sets forth, with respect to the bill, H.R. 1707, the following estimate and comparison prepared by the Director of the Congressional Budget Office under section 402 of the Congressional Budget Act of 1974:

U.S. CONGRESS,  
CONGRESSIONAL BUDGET OFFICE,  
*Washington, DC, July 17, 2003.*

Hon. F. JAMES SENSENBRENNER, Jr., *Chairman,*  
*Committee on the Judiciary,*  
*House of Representatives, Washington, DC.*

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for H.R. 1707, the Prison Rape Reduction Act of 2003.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Mark Grabowicz, who can be reached at 226-2860.

Sincerely,

DOUGLAS HOLTZ-EAKIN.

Enclosure

cc: Honorable John Conyers, Jr.  
Ranking Member

*H.R. 1707—Prison Rape Reduction Act of 2003.*

#### SUMMARY

H.R. 1707 would authorize the appropriation of:

- \$15 million for each of the fiscal years 2004 through 2010 for the Department of Justice (DOJ) to carry out comprehensive statistical analyses of prison rape incidents nationwide;
- \$5 million annually over the 2004–2010 period for DOJ to provide training and other assistance to federal, State, and local prison authorities to deter prison rape;
- \$40 million annually over the 2004–2010 period for the DOJ to make grants to States to prevent and prosecute prison rape; and
- such sums as necessary to establish the National Prison Rape Reduction Commission, which would have two years to conduct a comprehensive study of the impacts of prison rape.

Assuming appropriation of the necessary amounts, CBO estimates that implementing

H.R. 1707 would cost \$236 million over the 2004–2008 period. Enacting this legislation would not affect direct spending or revenues.

H.R. 1707 contains intergovernmental and private-sector mandates as defined in the Unfunded Mandates Reform Act (UMRA), but CBO estimates that the costs of complying with those mandates would be significantly below the thresholds established under that act (\$59 million for intergovernmental mandates and \$117 million for private-sector mandates in 2003, adjusted for inflation). It also would provide benefits to State, local, and tribal governments in the form of new grant programs.

#### ESTIMATED COST TO THE FEDERAL GOVERNMENT

For this estimate, CBO assumes that H.R. 1707 will be enacted by the end of fiscal year 2003, that the necessary amounts will be appropriated by the beginning of each fiscal year, and that outlays will follow the historical spending rates for these or similar activities. The estimated budgetary impact of H.R. 1707 is shown in the following table. The costs of this legislation fall within budget function 750 (administration of justice).

	By Fiscal Year, in Millions of Dollars				
	2004	2005	2006	2007	2008
<b>CHANGES IN SPENDING SUBJECT TO APPROPRIATION</b>					
DOJ Statistical Analyses of Prison Rape					
Authorization Level	15	15	15	15	15
Estimated Outlays	4	10	15	15	15
Training and Assistance to Prison Authorities					
Authorization Level	5	5	5	5	5
Estimated Outlays	4	5	5	5	5
Grants to States to Prevent and Prosecute Prison Rapes					
Authorization Level	40	40	40	40	40
Estimated Outlays	9	24	38	40	40
National Prison Rape Reduction Commission					
Estimated Authorization Level	1	1	0	0	0
Estimated Outlays	1	1	0	0	0
Total Changes					
Estimated Authorization Level	61	61	60	60	60
Estimated Outlays	18	40	58	60	60

#### INTERGOVERNMENTAL AND PRIVATE-SECTOR IMPACT

H.R. 1707 contains intergovernmental and private-sector mandates as defined in UMRA. It would require State, local, or tribal governments and entities in the private sector, if subpoenaed, to attend and produce written or other matter at hearings conducted by the Review Panel on Prison Rape and the National Prison Rape Reduction Commission. CBO expects that the panel and commission would likely exercise their subpoena power sparingly and that the costs to comply with a subpoena would not be significant. CBO estimates that the cost of those mandates to public and private entities would be small and well below the relevant annual thresholds established by UMRA.

In addition, this bill would provide benefits to State, local, and tribal governments. It would authorize appropriations of \$315 million over seven years for new training and grant programs and would create a new information clearinghouse to assist local offi-

cial. Eligibility requirements, such as the adoption of current national standards, would be conditions of federal aid and not mandates as defined in UMRA.

This bill would direct the Attorney General to adopt national standards for the prevention of prison rape. Though the language specifies that those standards may not place substantial additional costs on federal, State, or local prison authorities, CBO has no basis for estimating what those standards might be or what costs State and local governments would face in complying with them.

Finally, the bill would add new conditions for existing grant programs. States that refused, or had localities that refused, to participate in the federal survey on prison rape would be required to return federal funds they received for prisons. In addition, State grant awards would be reduced by 5 percent if they did not comply with national standards or agree to use at least 5 percent of any federal grant money for prisons to maintain their compliance with the national standards.

ESTIMATE PREPARED BY:

Federal Costs: Mark Grabowicz (226–2860)

Impact on State, Local, and Tribal Governments: Melissa Merrell (225–3220)

Impact on the Private Sector: Paige Piper/Bach (226–2940)

ESTIMATE APPROVED BY:

Robert A. Sunshine  
Assistant Director for Budget Analysis

PERFORMANCE GOALS AND OBJECTIVES

Pursuant to clause 3(c)(4) of Rule XIII of the Rules of the House of Representatives, the Committee sets forth these performance goals and objectives. H.R. 1707 authorizes funding for a grant program to make 1 year grants to State and local governments to prevent, investigate, and punish prison rape or to help in addressing prisoner and community safety issues in States facing budget crises. Additional funding is authorized to study the number and effects of incidents of sexual assaults in correctional facilities and to adopt and maintain compliance with the national standards developed by the Attorney General. The Committee goal is that these programs will reduce or eliminate the incidence of prison rape in Federal, State, and local institutions.

CONSTITUTIONAL AUTHORITY STATEMENT

Pursuant to clause 3(d)(1) of Rule XIII of the Rules of the House of Representatives, the Committee finds the authority for this legislation in article I of the Constitution.

SECTION-BY-SECTION ANALYSIS AND DISCUSSION

*Section 1. Short Title. Table of Contents*

This section sets forth the short title and the table of contents for the legislation.

### *Section 2. Findings*

This section makes certain findings regarding the number of persons who are incarcerated in the United States and estimates the number of rapes that have occurred or will occur in the prisons. It also sets forth the social, economic, health, and psychological effects of rape on prisoners and the community. The section also cites constitutional considerations that may be raised with regard to deliberate indifference to prison rape.

### *Section 3. Purposes*

This section establishes the purpose of this act to make collection of data on, and prevention of, sexual assault within correctional institutions a priority and to develop national standards that Federal, State, and local correctional institutions must follow for detection, prevention, reduction, and punishment of prison rape.

### *Section 4. National Prison Rape Statistics, Data, and Research*

#### *a) Annual Comprehensive Statistical Review*

This section requires the Bureau of Justice Statistics (BJS), using random sampling, to collect statistics annually on inmates involved in sexual assaults in correctional facilities and prisons. Any State or local official or facility that declines to participate in the national survey or prohibits access to any inmate in custody will lose Federal prison grant funding for facilities under their jurisdiction.

#### *b) Review Panel on Prison Rape*

Bureau of Justice Statistics shall establish a Review Panel on Prison Rape consisting of three members with expertise in this area. The panel shall conduct public hearings concerning the operation of prisons to collect evidence to aid in the identification of common characteristics of prisons with both high and low incidences of rape.

The Panel shall request the public testimony of Federal, State, and local officials, including the warden or director of institutions, who bear the responsibility for prevention, detection, or punishment of rape. The Panel will have subpoena authority that may be enforced by the Attorney General.

The original text of the legislation provided for the Panel to request the public testimony of Federal, State and local officials, including the warden or director of an institution with the highest incidence of prison rape, who bear the responsibility for prevention, detection or punishment of rape at prison. If a State or local official appeared to testify, the entity would have received increases in grant funding of 10 percent at the expense of other States who failed to testify or refuse to testify. If a State or local official is not invited to testify, the entity would not be eligible for an increase in grant funding. This was eliminated in the substitute in favor of a more balanced approach. Institutions with both a high and low incidence of prison rape would be invited to testify or would receive subpoenas to testify but would not lose Federal funds. The Attorney General would have the authority to enforce the subpoenas.

*c) Reports*

BJS shall prepare an annual report to Congress, the Attorney General, and the Secretary of HHS regarding the effects of prison rape; statistics on incidence; identification of institutions where incidence exceeds the national median level; and identification of jail and police lockup systems where prison rape is largely avoidable.

*d) Contracts for Research*

This section authorizes appropriations of \$15 million per year for FY 04 to FY 10 for BJS to contract for research on this issue.

*Section 5. Prison Rape Prevention and Prosecution*

*a) Information and Assistance*

This section establishes a national clearinghouse within the Department of Justice for information and assistance for Federal, State, and local authorities, which will provide information on prevention of prison rape and how States can address prisoner safety while facing budget crises.

*b) Reports*

The Attorney General shall provide Congress and HHS with an annual report of the activities taken under this section with regard to prison rape abatement.

*c) Authorization of Appropriations*

This section authorizes \$5 million per year for FY 04 to FY 10 to carry out this section.

*Section 6. Prison Rape Prevention and Prosecution Grants*

*a) Enhanced Response to Prison Rape Grants*

This section requires the Attorney General to make 1 year grants to State and local governments to prevent, investigate, and punish prison rape or to help in addressing prisoner and community safety issues in States facing budget crises. The grants require a 50 percent match by the State or local government and may not exceed \$1 million. Any applicant for a grant under this section must show that it has adopted all national prison rape standards and specify the particular actions it has taken to prevent and respond to prison rape. Each grantee must submit a report on the activities and an evaluation of the impact of such activities on incidents of prison rape.

*b) Authorization of Appropriations*

This section authorizes appropriations in the amount of \$40 million per year for FY 04 to FY 10 to fund grants authorized under this section.

The original text of the legislation provided grants only for addressing issues of prison rape. Due to concerns of overcrowding and the budget crises facing the prisons, this section was expanded in the substitute to allow grants to be provided for either prison rape or community safety issues with regard to releasing prisoners.

*Section 7. National Prison Rape Reduction Commission*

This section establishes a National Prison Rape Reduction Commission composed of 9 members, three of whom are appointed by the President, with expertise in prison rape reduction matters. This section specifies the procedure for choosing members for the Commission and describes the procedures for the Commission meetings and operations. The Commission shall be charged with a comprehensive study on the effects of prison rape including the physical, psychological, social, and economic impact on government and society.

A report which includes the findings of the Commission, recommended national standards for reducing prison rape, protocols for preserving evidence, and a summary of materials collected shall be provided to the President, the House and Senate Judiciary Committees, the Attorney General, the Secretary of HHS, the Bureau of Prisons, and the governor of each State.

Recommendations shall include national standards on classification and assignment of prisoners; investigation and resolution of rape complaints; preservation of evidence; acute and long term care for both physical and psychological symptoms; HIV and other sexual disease testing; training of correctional staff; investigation of staff misconduct; confidentiality of prison rape complaints; data collection and reporting; and any other matters related to prevention and punishment of prison rape. The Commission shall not propose any recommended standard that would impose substantial increases in costs for Federal, State and local prisons.

The Commission has the authority to hold public hearings and subpoena witnesses for those hearings. The Attorney General may enforce the subpoenas. Such sums as may be necessary are authorized to be appropriated to carry out this section for FY2004 to FY 2010.

The Commission does not terminate until the report has been completed. The Commission is exempt from the Federal Advisory Committee Act (FACA).

*Section 8. Adoption and Effect of National Standards*

*a) Publication of Proposed National Standards*

The Attorney General is required to establish a rule adopting national standards based on recommendations of the Commission, but shall not establish national standards that would impose substantial increases in costs for Federal, State or local authorities. The Attorney General shall transmit the final rule to the governor of each State.

*b) Applicability to Federal Bureau of Prisons*

The final rule shall immediately apply to the Federal Bureau of Prisons.

*c) Reduction in Federal Prison Grant Funding for Non-compliance with Standards*

The Attorney General shall reduce by 5 percent any State's allocation of Federal grant funding for any grant program that provides funding to prisons unless the State certifies that it has adopt-

ed, and is in compliance with, the national standards or it will use that funding to become compliant with national standards.

Additionally, a State must cooperate with the survey performed by the Bureau of Justice Statistics or lose its Federal grant funding for prisons.

The original legislation provided that any State that adopted the national standards would receive a 10 percent increase in grant funding for all grant programs designated by the Attorney General affecting no less than \$1 billion in grant funding and no more than \$3 billion. This section was amended by the substitute due to concern that there was not a sufficient nexus between the all grant programs that would need to be included to meet this threshold and the issue of prison rape. The substitute narrowed the focus to only funds that were specifically directed to prisons and allowed a 5 percent reduction or redirection in these funds.

*Section 9. Requirement that Accreditation Organization Adopt Accreditation Standards*

Any organization responsible for accrediting prisons or jails shall not be eligible to receive any Federal grants during any period where it fails to adopt accreditation standards consistent with the national standards.

*Section 10. Definitions*

This section establishes definitions for terms pertaining to this legislation.

The original legislation contained an additional two sections. In the substitute amendment, section 9, having to do with model standards, was consolidated in the section on adoption of national standards, and section 11, having to do with reductions in grants, was eliminated entirely to ensure the focus on prisons and the criminal justice system. The text was renumbered accordingly.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3(e) of Rule XIII of the Rules of the House of Representatives, the Committee notes H.R. 1707 makes no changes to existing law.

MARKUP TRANSCRIPT

**BUSINESS MEETING**

**WEDNESDAY, JULY 9, 2003**

HOUSE OF REPRESENTATIVES,  
COMMITTEE ON THE JUDICIARY,  
*Washington, DC.*

The Committee met, pursuant to notice, at 10:00 a.m., in Room 2141, Rayburn House Office Building, Hon. F. James Sensenbrenner, Jr., [Chairman of the Committee] presiding.

\* \* \* \* \*

Chairman SENSENBRENNER. The next item on the agenda is H.R. 1707, the "Prison Rape Reduction Act of 2003." The Chair recognizes the gentleman from North Carolina, Mr. Coble, the Chairman

of the Subcommittee on Crime, Terrorism, and Homeland Security for a motion.

Mr. COBLE. Mr. Chairman, the Subcommittee on Crime, Terrorism, and Homeland Security reports favorably the bill H.R. 1707. With a single amendment in the nature of a substitute, it moved its favorable recommendation to the full House.

Chairman SENSENBRENNER. Without objection, the bill will be considered as read and open for amendment at any point.

[The bill, H.R. 1707, follows:]

108TH CONGRESS  
1ST SESSION

# H. R. 1707

To provide for the analysis of the incidence and effects of prison rape in Federal, State, and local institutions and to provide information, resources, recommendations, and funding to protect individuals from prison rape.

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## IN THE HOUSE OF REPRESENTATIVES

APRIL 9, 2003

Mr. WOLF (for himself and Mr. SCOTT of Virginia) introduced the following bill; which was referred to the Committee on the Judiciary

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## A BILL

To provide for the analysis of the incidence and effects of prison rape in Federal, State, and local institutions and to provide information, resources, recommendations, and funding to protect individuals from prison rape.

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; TABLE OF CONTENTS.**

4 (a) **SHORT TITLE.**—This Act may be cited as the  
5 “Prison Rape Reduction Act of 2003”.

6 (b) **TABLE OF CONTENTS.**—The table of contents of  
7 this Act is as follows:

Sec. 1. Short title; table of contents.

- Sec. 2. Findings.
- Sec. 3. Purposes.
- Sec. 4. National prison rape statistics, data, and research.
- Sec. 5. Prison rape prevention and prosecution.
- Sec. 6. Prison rape prevention and prosecution grants.
- Sec. 7. National Prison Rape Reduction Commission.
- Sec. 8. Adoption and effect of national standards.
- Sec. 9. Model standards for acute post-trauma treatment.
- Sec. 10. Requirement that accreditation organizations adopt accreditation standards.
- Sec. 11. Designation of grant programs for funding increases; adjustments to increases.
- Sec. 12. Definitions.

1 **SEC. 2. FINDINGS.**

2 Congress makes the following findings:

3 (1) 2,100,146 persons were incarcerated in the  
4 United States at the end of 2001: 1,324,465 in Fed-  
5 eral and State Prisons and 631,240 in county and  
6 local jails. In 1999, there were more than  
7 10,000,000 separate admissions to and discharges  
8 from prisons and jails.

9 (2) Insufficient research has been conducted  
10 and insufficient data reported on the extent of pris-  
11 on rape. However, experts have conservatively esti-  
12 mated that at least 13 percent of the inmates in the  
13 United States have been sexually assaulted in pris-  
14 on. Many inmates have suffered repeated assaults.  
15 Under this estimate, nearly 200,000 inmates now in-  
16 carcerated have been or will be the victims of prison  
17 rape. The total number of inmates who have been  
18 sexually assaulted in the past 20 years likely exceeds  
19 1,000,000.

1           (3) Inmates with mental illness are at increased  
2 risk of sexual victimization. America’s jails and pris-  
3 ons house more mentally ill individuals than all of  
4 the Nation’s psychiatric hospitals combined. As  
5 many as 16 percent of inmates in state prisons and  
6 jails, and 7 percent of Federal inmates, suffer from  
7 mental illness.

8           (4) Young first-time offenders are at increased  
9 risk of sexual victimization. Juveniles are 5 times  
10 more likely to be sexually assaulted in adult rather  
11 than juvenile facilities—often within the first 48  
12 hours of incarceration.

13           (5) Most prison staff are not adequately trained  
14 or prepared to prevent, report, or treat inmate sex-  
15 ual assaults.

16           (6) Prison rape often goes unreported, and in-  
17 mate victims often receive inadequate treatment for  
18 the severe physical and psychological effects of sex-  
19 ual assault—if they receive treatment at all.

20           (7) HIV and AIDS are major public health  
21 problems within America’s correctional facilities. In  
22 2000, 25,088 inmates in Federal and State prisons  
23 were known to be infected with HIV/AIDS. In 2000,  
24 HIV/AIDS accounted for more than 6 percent of all  
25 deaths in Federal and State prisons. Infection rates

1 for other sexually transmitted diseases, tuberculosis,  
2 and hepatitis B and C are also far greater for pris-  
3 oners than for the American population as a whole.  
4 Prison rape undermines the public health by contrib-  
5 uting to the spread of these diseases, and often giv-  
6 ing a potential death sentence to its victims.

7 (8) Prison rape endangers the public safety by  
8 making brutalized inmates more likely to commit  
9 crimes when they are released—as 600,000 inmates  
10 are each year.

11 (9) The frequently interracial character of pris-  
12 on sexual assaults significantly exacerbates inter-  
13 racial tensions, both within prison and, upon release  
14 of perpetrators and victims from prison, in the com-  
15 munity at large.

16 (10) Prison rape increases the level of homi-  
17 cides and other violence against inmates and staff,  
18 and the risk of insurrections and riots.

19 (11) Victims of prison rape suffer severe phys-  
20 ical and psychological effects that hinder their ability  
21 to integrate into the community and maintain stable  
22 employment upon their release from prison. They  
23 are thus more likely to become homeless and/or re-  
24 quire government assistance.

1           (12) Members of the public and government of-  
2 officials are largely unaware of the epidemic character  
3 of prison rape and the day-to-day horror experienced  
4 by victimized inmates.

5           (13) The high incidence of sexual assault within  
6 prisons involves actual and potential violations of the  
7 United States Constitution. In *Farmer v. Brennan*,  
8 511 U.S. 825 (1994), the Supreme Court ruled that  
9 deliberate indifference to the substantial risk of sex-  
10 ual assault violates prisoners' rights under the Cruel  
11 and Unusual Punishments Clause of the Eighth  
12 Amendment. The Eighth Amendment rights of State  
13 and local prisoners are protected through the Due  
14 Process Clause of the Fourteenth Amendment. Pur-  
15 suant to Congress's power under Section Five of the  
16 Fourteenth Amendment, Congress may take action  
17 to enforce those rights in States where officials have  
18 demonstrated such indifference. States in which the  
19 incidence of prison rape exceeds the median by 30  
20 percent whose officials refuse to explain their poli-  
21 cies and practices regarding sexual assault and  
22 States that do not adopt carefully selected grant  
23 performance standards that do not generate signifi-  
24 cant additional expenditures demonstrate such indif-

1       ference. Therefore, such States are not entitled to  
2       the same level of Federal benefits as other States.

3           (14) The high incidence of prison rape under-  
4       mines the effectiveness and efficiency of United  
5       States Government expenditures through grant pro-  
6       grams such as those dealing with health care; men-  
7       tal health care; disease prevention; crime prevention,  
8       investigation, and prosecution; prison construction,  
9       maintenance, and operation; race relations; poverty;  
10      unemployment and homelessness. The effectiveness  
11      and efficiency of these Federally funded grant pro-  
12      grams are compromised by officials' failure to adopt  
13      policies and procedure that reduce the incidence of  
14      prison rape in that the high incidence of prison  
15      rape—

16           (A) increases the costs incurred by Fed-  
17      eral, State, and local jurisdictions to administer  
18      their prison systems;

19           (B) increases the levels of violence, di-  
20      rected at inmates and at staff, within prisons;

21           (C) increases health care expenditures,  
22      both inside and outside of prison systems, and  
23      reduces the effectiveness of disease prevention  
24      programs by substantially increasing the inci-

1           dence and spread of HIV, AIDS, tuberculosis,  
2           hepatitis B and C, and other diseases;

3           (D) increases mental health care expendi-  
4           tures, both inside and outside of prison sys-  
5           tems, by substantially increasing the rate of  
6           post-traumatic stress disorder, depression, sui-  
7           cide, and the exacerbation of existing mental ill-  
8           nesses among current and former inmates;

9           (E) increases the risks of recidivism, civil  
10          strife, and violent crime by individuals who have  
11          been brutalized by prison rape; and

12          (F) increases the level of interracial ten-  
13          sions and strife within prisons and, upon re-  
14          lease of perpetrators and victims, in the com-  
15          munity at large.

16          (15) The high incidence of prison rape has a  
17          significant effect on interstate commerce because it  
18          increases substantially—

19                (A) the costs incurred by Federal, State,  
20                and local jurisdictions to administer their pris-  
21                on systems;

22                (B) the incidence and spread of HIV,  
23                AIDS, tuberculosis, hepatitis B and C, and  
24                other diseases, contributing to increased health

1 and medical expenditures throughout the Na-  
2 tion;

3 (C) the rate of post-traumatic stress dis-  
4 order, depression, suicide, and the exacerbation  
5 of existing mental illnesses among current and  
6 former inmates, contributing to increased  
7 health and medical expenditures throughout the  
8 Nation; and

9 (D) the risk of recidivism, civil strife, and  
10 violent crime by individuals who have been bru-  
11 talized by prison rape.

12 **SEC. 3. PURPOSES.**

13 The purposes of this Act are to—

14 (1) establish a zero-tolerance standard for the  
15 incidence of prison rape in prisons in the United  
16 States;

17 (2) make the prevention of prison rape a top  
18 priority in each prison system;

19 (3) develop and implement national standards  
20 for the detection, prevention, reduction, and punish-  
21 ment of prison rape;

22 (4) increase the available data and information  
23 on the incidence of prison rape, consequently im-  
24 proving the management and administration of cor-  
25 rectional facilities;

1 (5) standardize the definitions used for col-  
2 lecting data on the incidence of prison rape;

3 (6) increase the accountability of prison officials  
4 who fail to detect, prevent, reduce, and punish pris-  
5 on rape.

6 (7) protect the Eighth Amendment rights of  
7 Federal, State, and local prisoners;

8 (8) increase the efficiency and effectiveness of  
9 Federal expenditures through grant programs such  
10 as those dealing with health care; mental health  
11 care; disease prevention; crime prevention, investiga-  
12 tion, and prosecution; prison construction, mainte-  
13 nance, and operation; race relations; poverty; unem-  
14 ployment; and homelessness; and

15 (9) reduce the costs that prison rape imposes  
16 on interstate commerce.

17 **SEC. 4. NATIONAL PRISON RAPE STATISTICS, DATA, AND**  
18 **RESEARCH.**

19 (a) ANNUAL COMPREHENSIVE STATISTICAL RE-  
20 VIEW.—

21 (1) IN GENERAL.—The Bureau of Justice Sta-  
22 tistics of the Department of Justice (in this section  
23 referred to as the “Bureau”) shall carry out, for  
24 each calendar year, a comprehensive statistical re-  
25 view and analysis of the incidence and effects of

1 prison rape. The statistical review and analysis shall  
2 include, but not be limited to the identification of  
3 the common characteristics of—

4 (A) both victims and perpetrators of prison  
5 rape; and

6 (B) prisons and prison systems with a high  
7 incidence of prison rape.

8 (2) SAMPLING TECHNIQUES.—The analysis  
9 under paragraph (1) shall be based on a random  
10 sample, or other scientifically appropriate sample, of  
11 not less than 10 percent of all Federal, State, and  
12 county prisons, and a representative sample of mu-  
13 nicipal prisons. The selection shall include at least  
14 one prison from each State. The selection of facili-  
15 ties for sampling shall be made at the latest prae-  
16 ticable date prior to conducting the surveys and  
17 shall not be disclosed to any facility or prison system  
18 official prior to the time period studied in the sur-  
19 vey. Selection of a facility for sampling during any  
20 year shall not preclude its selection for sampling in  
21 any subsequent year.

22 (3) SURVEYS.—In carrying out the review re-  
23 quired by this subsection, the Bureau shall, in addi-  
24 tion to such other methods as the Bureau considers  
25 appropriate, use surveys and other statistical studies

1 of current and former inmates from a sample of  
2 Federal, State, county, and municipal prisons. The  
3 Bureau shall ensure the confidentiality of each sur-  
4 vey participant.

5 (4) FAILURE TO PARTICIPATE.—If, after receiv-  
6 ing a request from the Bureau under subparagraph  
7 (a)(2), a State or local official or facility adminis-  
8 trator declines to participate in the national survey  
9 or prohibits access to any inmates under their legal  
10 custody, the entity represented by that official, or  
11 any jurisdiction to which the facility is subject, shall  
12 not be entitled in any funding increases under sec-  
13 tion 4, subsections (b)(3)(C) or (f).

14 (b) REVIEW PANEL ON PRISON RAPE.—

15 (1) ESTABLISHMENT.—To assist the Bureau in  
16 carrying out the review and analysis under sub-  
17 section (a), there is established, within the Bureau,  
18 the Review Panel on Prison Rape (in this section re-  
19 ferred to as the “Panel”).

20 (2) MEMBERSHIP.—

21 (A) COMPOSITION.—The Panel shall be  
22 composed of 3 members, each of whom shall be  
23 appointed by the Attorney General, in consulta-  
24 tion with the Secretary of Health and Human  
25 Services.

1 (B) QUALIFICATIONS.—Members of the  
2 Panel shall be selected from among individuals  
3 with knowledge or expertise in matters to be  
4 studied by the Panel.

5 (3) PUBLIC HEARINGS.—

6 (A) IN GENERAL.—The duty of the Panel  
7 shall be to carry out, for each calendar year,  
8 public hearings concerning the operation of  
9 each entity identified in a report under clause  
10 (ii) or (iii) of subsection (c)(2)(B). The purpose  
11 of these hearings shall be to collect evidence to  
12 aid in the identification of common characteris-  
13 tics of both victims and perpetrators of prison  
14 rape, and the identification of common charac-  
15 teristics of prisons and prison systems with a  
16 high incidence of prison rape.

17 (B) TESTIMONY AT HEARINGS.—

18 (i) PUBLIC OFFICIALS.—In carrying  
19 out the hearings required under subpara-  
20 graph (A), the Panel shall request the pub-  
21 lic testimony of Federal, State, and local  
22 officials (and organizations that represent  
23 such officials), including the warden or di-  
24 rector of each prison and the head of the  
25 prison system encompassing such prison,

1           who bear responsibility for the prevention,  
2           detection, and punishment of prison rape  
3           at each entity.

4           (ii) VICTIMS.—The Panel may request  
5           the testimony of prison rape victims, orga-  
6           nizations representing such victims, and  
7           other appropriate individuals and organiza-  
8           tions.

9           (C) FUNDING INCREASE AFTER TESTI-  
10          MONY.—If, after receiving a request by the  
11          Panel under subparagraph (B)(i), a State or  
12          local official from an entity identified in a re-  
13          port under clause (ii) or (iii) of subsection  
14          (c)(2)(B) testifies at a reasonably designated  
15          time, the proportional share of the total Federal  
16          funds of the grant programs designated under  
17          section 11 provided to the entity represented by  
18          the official shall be increased by 10 percent in  
19          the fiscal year following the fiscal year in which  
20          the official testifies. No entity shall receive an  
21          increase in its proportional share of more than  
22          10 percent under this subsection. This increase  
23          shall be in addition to any other increase pro-  
24          vided under this Act.

25          (c) REPORTS.—

1 (1) IN GENERAL.—Not later than March 30 of  
2 each year, the Bureau shall submit a report on the  
3 activities of the Bureau (including the Review  
4 Panel), with respect to prison rape, for the pre-  
5 ceding calendar year to—

- 6 (A) Congress;  
7 (B) the Attorney General; and  
8 (C) the Secretary of Health and Human  
9 Services.

10 (2) CONTENTS.—The report required under  
11 paragraph (1) shall include—

12 (A) with respect to the effects of prison  
13 rape, statistical, sociological, and psychological  
14 data; and

15 (B) with respect to the incidence of prison  
16 rape—

17 (i) statistical data aggregated at the  
18 Federal, State, prison system, and prison  
19 levels;

20 (ii) an identification of the Federal  
21 Government, if applicable, and each State  
22 and local government (and each prison sys-  
23 tem and institution in the representative  
24 sample) where the incidence of prison rape

1 exceeds the national median level by not  
2 less than 30 percent; and

3 (iii) an identification of jail and police  
4 lockup systems in the representative sam-  
5 ple where the incidence of prison rape is  
6 significantly avoidable.

7 (3) DATA ADJUSTMENTS.—In preparing the in-  
8 formation specified in paragraph (2), the Bureau  
9 shall, not later than the second year in which sur-  
10 veys are conducted under this Act, use established  
11 statistical methods to adjust the data as necessary  
12 to account for exogenous factors, outside of the con-  
13 trol of the State, prison system, or prison, which  
14 have demonstrably contributed to the incidence of  
15 prison rape. For each such adjustment made, the  
16 Bureau shall identify and explain such adjustment  
17 in the report.

18 (d) CONTRACTS AND GRANTS.—In carrying out its  
19 duties under this section, the Bureau may—

20 (1) contract with the National Research Council  
21 of the National Academy of Science;

22 (2) provide grants for research through the Na-  
23 tional Science Foundation or the National Institute  
24 of Justice; and

1           (3) contract with or provide grants to any other  
2           entity the Bureau deems appropriate.

3           (e) AUTHORIZATION OF APPROPRIATIONS.—There  
4           are authorized to be appropriated \$15,000,000 for each  
5           fiscal year to carry out the purposes of this section, which  
6           shall remain available until expended.

7           (f) FUNDING INCREASE.—The proportional share of  
8           the total Federal funds of the grant programs designated  
9           under section 11 provided to any Federal, State, or local  
10          government or prison system and institution that is not  
11          identified in a report under clause (ii) or (iii) of subsection  
12          (e)(2)(B) shall be increased by 10 percent in the fiscal  
13          year following the fiscal year in which the report is issued.  
14          This increase shall be in addition to any other increase  
15          provided under this Act.

16 **SEC. 5. PRISON RAPE PREVENTION AND PROSECUTION.**

17          (a) INFORMATION AND ASSISTANCE.—

18               (1) NATIONAL CLEARINGHOUSE.—There is es-  
19               tablished within the National Institute of Correc-  
20               tions a national clearinghouse for the provision of in-  
21               formation and assistance to Federal, State, and local  
22               authorities responsible for the prevention, investiga-  
23               tion, and punishment of instances of prison rape.

24               (2) TRAINING AND EDUCATION.—The National  
25               Institute of Corrections shall conduct periodic train-

1 ing and education programs for Federal, State, and  
2 local authorities responsible for the prevention, in-  
3 vestigation, and punishment of instances of prison  
4 rape.

5 (b) REPORTS.—

6 (1) IN GENERAL.—Not later than February 15  
7 of each year, the National Institute of Corrections  
8 shall submit a report to Congress and the Secretary  
9 of Health and Human Services. This report shall be  
10 available to the Director of the Bureau of Justice  
11 Statistics.

12 (2) CONTENTS.—The report required under  
13 paragraph (1) shall summarize the activities of the  
14 Department of Justice regarding prison rape abate-  
15 ment for the preceding calendar year.

16 (c) AUTHORIZATION OF APPROPRIATIONS.—There  
17 are authorized to be appropriated \$5,000,000 for each fis-  
18 cal year to carry out the purposes of this section, which  
19 shall remain available until expended.

20 **SEC. 6. PRISON RAPE PREVENTION AND PROSECUTION**  
21 **GRANTS.**

22 (a) ENHANCED RESPONSE TO PRISON RAPE  
23 GRANTS.—

1           (1) GRANTS AUTHORIZED.—The Attorney Gen-  
2           eral shall make 1-year grants to States, units of  
3           local government, prisons, and prison systems.

4           (2) USE OF FUNDS.—Grants awarded under  
5           paragraph (1) shall only be used to—

6                   (A) undertake more effective efforts to pre-  
7                   vent prison rape;

8                   (B) investigate such incidents; and

9                   (C) punish the perpetrators.

10          (3) MATCHING REQUIREMENT.—The Federal fi-  
11          nancial assistance provided under this subsection  
12          may not exceed 50 percent of the total costs of the  
13          program being funded.

14          (4) MAXIMUM AMOUNT.—The Attorney General  
15          shall not award a grant under this subsection in an  
16          amount which exceeds \$1,000,000.

17          (5) APPLICATIONS.—

18                   (A) IN GENERAL.—To request a grant  
19                   under this subsection, the chief executive of a  
20                   State or unit of local government shall submit  
21                   an application to the Attorney General at such  
22                   time, in such manner, and accompanied by such  
23                   information as the Attorney General may re-  
24                   quire.

1 (B) CONTENTS.—Each application re-  
2 quired by subparagraph (A) shall—

3 (i) include the certification of the  
4 chief executive that the State receiving  
5 such grant (or the State encompassing the  
6 unit of local government receiving such  
7 grant) has adopted all national prison rape  
8 standards that have been promulgated  
9 under this Act; and

10 (ii) specify with particularity the addi-  
11 tional preventative, prosecutorial, or ad-  
12 ministrative actions to be taken by the  
13 State or unit of local government to pre-  
14 vent prison rape and to respond to inci-  
15 dents of prison rape that occur.

16 (6) REPORT BY GRANTEE.—

17 (A) IN GENERAL.—The Attorney General  
18 shall require each grantee to submit, not later  
19 than December 31 of the year following the re-  
20 ceipt of a grant under this section—

21 (i) a report on the activities carried  
22 out with grant amounts during the pre-  
23 ceeding Federal fiscal year; and

24 (ii) an evaluation of the impact of  
25 such activities on the incidence of prison

1 rape and the grantee's response to such in-  
2 cidents.

3 (B) DISSEMINATION.—The Attorney Gen-  
4 eral shall provide a copy of each report sub-  
5 mitted under subparagraph (A) to the National  
6 Prison Rape Reduction Commission until such  
7 Commission is terminated.

8 (b) AUTHORIZATION OF APPROPRIATIONS.—There  
9 are authorized to be appropriated \$40,000,000 for each  
10 fiscal year to fund the grants authorized under subsection  
11 (a), which shall remain available until expended.

12 **SEC. 7. NATIONAL PRISON RAPE REDUCTION COMMISSION.**

13 (a) ESTABLISHMENT.—There is established a com-  
14 mission to be known as the National Prison Rape Reduc-  
15 tion Commission (in this section referred to as the “Com-  
16 mission”).

17 (b) MEMBERS.—

18 (1) IN GENERAL.—The Commission shall be  
19 composed of 9 members, of whom—

20 (A) 3 shall be appointed by the President;

21 (B) 2 shall be appointed by the Speaker of  
22 the House of Representatives, unless the Speak-  
23 er is of the same party as the President, in  
24 which case 1 shall be appointed by the Speaker  
25 of the House of Representatives and 1 shall be

1 appointed by the minority leader of the House  
2 of Representatives;

3 (C) 1 shall be appointed by the minority  
4 leader of the House of Representatives (in addi-  
5 tion to any appointment made under subpara-  
6 graph (B));

7 (D) 2 shall be appointed by the majority  
8 leader of the Senate, unless the majority leader  
9 is of the same party as the President, in which  
10 case 1 shall be appointed by the majority leader  
11 of the Senate and 1 shall be appointed by the  
12 minority leader of the Senate; and

13 (E) 1 member appointed by the minority  
14 leader of the Senate (in addition to any ap-  
15 pointment made under subparagraph (D)).

16 (2) PERSONS ELIGIBLE.—Each member of the  
17 Commission shall be an individual who has knowl-  
18 edge or expertise in matters to be studied by the  
19 Commission.

20 (3) CONSULTATION REQUIRED.—The President,  
21 the Speaker and minority leader of the House of  
22 Representatives, and the majority leader and minor-  
23 ity leader of the Senate shall consult with one an-  
24 other prior to the appointment of the members of  
25 the Commission to achieve, to the maximum extent

1 possible, fair and equitable representation of various  
2 points of view with respect to the matters to be  
3 studied by the Commission.

4 (4) TERM.—Each member shall be appointed  
5 for the life of the Commission.

6 (5) TIME FOR INITIAL APPOINTMENTS.—The  
7 appointment of the members shall be completed not  
8 later than 60 days after the date of enactment of  
9 this Act.

10 (6) VACANCIES.—A vacancy in the Commission  
11 shall be filled in the manner in which the original  
12 appointment was made, and shall be completed not  
13 later than 60 days after the date on which the va-  
14 cancy occurred.

15 (c) OPERATION.—

16 (1) CHAIRPERSON.—

17 (A) APPOINTMENT.—Not later than 15  
18 days after the initial appointment of the mem-  
19 bers is completed, the President, the Speaker of  
20 the House of Representatives, and the majority  
21 leader of the Senate shall jointly appoint a  
22 chairperson for the Commission from among  
23 the members of the Commission.

24 (B) MAJORITY VOTE.—If the designation  
25 of a chairperson does not occur by the date

1 specified in subparagraph (A), the chairperson  
2 shall be appointed by the majority vote of the  
3 President, the Speaker and minority leader of  
4 the House of Representatives, and the majority  
5 leader and minority leader of the Senate.

6 (2) MEETINGS.—The Commission shall meet at  
7 the call of the chairperson. The initial meeting of the  
8 Commission shall take place not later than 30 days  
9 after the initial appointment of the members is com-  
10 pleted.

11 (3) QUORUM.—A majority of the members of  
12 the Commission shall constitute a quorum to con-  
13 duct business, but the Commission may establish a  
14 lesser quorum for conducting hearings scheduled by  
15 the Commission.

16 (4) RULES.—Each member of the Commission  
17 shall have 1 vote. The Commission may establish by  
18 majority vote any other rules for the conduct of  
19 Commission business, if such rules are not incon-  
20 sistent with this Act or other applicable law.

21 (d) COMPREHENSIVE STUDY OF THE IMPACTS OF  
22 PRISON RAPE.—

23 (1) IN GENERAL.—The Commission shall carry  
24 out a comprehensive legal and factual study of the  
25 penological, physical, mental, medical, social, and

1 economic impacts of prison rape in the United  
2 States on—

3 (A) Federal, State, and local governments;  
4 and

5 (B) communities and social institutions  
6 generally, including individuals, families, and  
7 businesses within such communities and social  
8 institutions.

9 (2) MATTERS INCLUDED.—The study under  
10 paragraph (1) shall include—

11 (A) a review of existing Federal, State,  
12 and local government policies and practices with  
13 respect to the prevention, detection, and punish-  
14 ment of prison rape;

15 (B) an assessment of the relationship be-  
16 tween prison rape and prison conditions, and of  
17 existing monitoring, regulatory, and enforce-  
18 ment practices that are intended to address any  
19 such relationship;

20 (C) an assessment of pathological or social  
21 causes of prison rape;

22 (D) an assessment of the extent to which  
23 the incidence of prison rape contributes to the  
24 spread of sexually transmitted diseases and to  
25 the transmission of HIV;

1 (E) an assessment of the characteristics of  
2 inmates most likely to commit prison rape and  
3 the effectiveness of various types of treatment  
4 or programs to reduce such likelihood;

5 (F) an assessment of the characteristics of  
6 inmates most likely to be victims of prison rape  
7 and the effectiveness of various types of treat-  
8 ment or programs to reduce such likelihood;

9 (G) an assessment of the impacts of prison  
10 rape on individuals, families, social institutions  
11 and the economy generally, including an assess-  
12 ment of the extent to which the incidence of  
13 prison rape contributes to recidivism and to in-  
14 creased incidence of sexual assault;

15 (H) an examination of the feasibility and  
16 cost of conducting surveillance, undercover ac-  
17 tivities, or both, to reduce the incidence of pris-  
18 on rape;

19 (I) an assessment of the safety and secu-  
20 rity of prison facilities and the relationship of  
21 prison facility construction and design to the in-  
22 cidence of prison rape;

23 (J) an assessment of the feasibility and  
24 cost of any particular proposals for prison re-  
25 form;

1           (K) an identification of the need for addi-  
2           tional scientific and social science research on  
3           the prevalence of prison rape in Federal, State,  
4           and local prisons;

5           (L) an assessment of the general relation-  
6           ship between prison rape and prison violence;

7           (M) an assessment of the relationship be-  
8           tween prison rape and levels of training, super-  
9           vision, and discipline of prison staff; and

10          (N) an assessment of existing Federal and  
11          State systems for reporting incidences of prison  
12          rape, including an assessment of whether exist-  
13          ing systems provide an adequate assurance of  
14          confidentiality, impartiality and the absence of  
15          reprisal.

16          (3) REPORT.—

17           (A) DISTRIBUTION.—Not later than 24  
18           months after the date of the initial meeting of  
19           the Commission, the Commission shall submit a  
20           report on the study carried out under this sub-  
21           section to—

22                   (i) the President;

23                   (ii) the Committees on the Judiciary  
24                   of the Senate and the House of Represent-  
25                   atives;

- 1 (iii) the Attorney General;
- 2 (iv) the Secretary of Health and
- 3 Human Services;
- 4 (v) the Director of the Federal Bu-
- 5 reau of Prisons;
- 6 (vi) the chief executive of each State;
- 7 and
- 8 (vii) the head of the department of
- 9 corrections of each State.

10 (B) CONTENTS.—The report under sub-

11 paragraph (A) shall include—

- 12 (i) the findings and conclusions of the
- 13 Commission;
- 14 (ii) recommended national standards
- 15 for reducing prison rape;
- 16 (iii) recommended protocols for pre-
- 17 serving evidence and treating victims of
- 18 prison rape; and
- 19 (iv) a summary of the materials relied
- 20 on by the Commission in the preparation
- 21 of the report.

22 (e) RECOMMENDATIONS.—

23 (1) IN GENERAL.—In conjunction with the re-

24 port submitted under subsection (d)(3), the Commis-

25 sion shall provide the Attorney General and the Sec-

1       retary of Health and Human Services with rec-  
2       ommended national standards for enhancing the de-  
3       tection, prevention, reduction, and punishment of  
4       prison rape.

5               (2) MATTERS INCLUDED.—The information  
6       provided under paragraph (1) shall include rec-  
7       ommended national standards relating to—

8                   (A) the classification and assignment of  
9       prisoners, using proven standardized instru-  
10      ments and protocols, in a manner that limits  
11      the occurrence of prison rape;

12                  (B) the investigation and resolution of rape  
13      complaints by responsible prison authorities,  
14      local and State police, and Federal and State  
15      prosecution authorities;

16                  (C) the preservation of physical and testi-  
17      monial evidence for use in an investigation of  
18      the circumstances relating to the rape;

19                  (D) acute-term trauma care for rape vic-  
20      tims, including standards relating to—

21                      (i) the manner and extent of physical  
22      examination and treatment to be provided  
23      to any rape victim; and

24                      (ii) the manner and extent of any psy-  
25      chological examination, psychiatric care,

1 medication, and mental health counseling  
2 to be provided to any rape victim;

3 (E) referrals for long-term continuity of  
4 care for rape victims;

5 (F) educational and medical testing meas-  
6 ures for reducing the incidence of HIV trans-  
7 mission due to prison rape;

8 (G) post-rape prophylactic medical meas-  
9 ures for reducing the incidence of transmission  
10 of sexual diseases due to prison rape;

11 (H) the training of correctional staff suffi-  
12 cient to ensure that they understand and appre-  
13 ciate the significance of prison rape and the ne-  
14 cessity of its eradication;

15 (I) the timely and comprehensive investiga-  
16 tion of staff sexual misconduct involving rape or  
17 other sexual assault on inmates;

18 (J) ensuring the confidentiality of prison  
19 rape complaints and protecting inmates who  
20 make complaints of prison rape;

21 (K) creating a system for reporting  
22 incidences of prison rape that will ensure the  
23 confidentiality of prison rape complaints, pro-  
24 tect inmates who make prison rape complaints

1 from retaliation, and assure the impartial reso-  
2 lution of prison rape complaints;

3 (L) data collection and reporting of—

4 (i) prison rape;

5 (ii) prison staff sexual misconduct;

6 and

7 (iii) the resolution of prison rape com-  
8 plaints by prison officials and Federal,  
9 State, and local investigation and prosecu-  
10 tion authorities; and

11 (M) such other matters as may reasonably  
12 be related to the detection, prevention, reduc-  
13 tion, and punishment of prison rape.

14 (3) LIMITATION.—The Commission shall not  
15 propose a recommended standard that would impose  
16 substantial additional costs compared to the costs  
17 presently expended by Federal, State, and local pris-  
18 on authorities.

19 (f) HEARINGS.—

20 (1) IN GENERAL.—The Commission shall hold  
21 public hearings. The Commission may hold such  
22 hearings, sit and act at such times and places, ad-  
23 minister such oaths, take such testimony, and re-  
24 ceive such evidence as the Commission considers ad-  
25 visable to carry out its duties under this section.

1           (2) WITNESS EXPENSES.—Witnesses requested  
2           to appear before the Commission shall be paid the  
3           same fees as are paid to witnesses under section  
4           1821 of title 28, United State Code. The per diem  
5           and mileage allowances for witnesses shall be paid  
6           from funds appropriated to the Commission.

7           (g) INFORMATION FROM FEDERAL OR STATE AGEN-  
8           CIES.—The Commission may secure directly from any  
9           Federal department or agency such information as the  
10          Commission considers necessary to carry out its duties  
11          under this section. The Commission may request the head  
12          of any State or local department or agency to furnish such  
13          information to the Commission.

14          (h) PERSONNEL MATTERS.—

15                 (1) TRAVEL EXPENSES.—The members of the  
16                 Commission shall be allowed travel expenses, includ-  
17                 ing per diem in lieu of subsistence, at rates author-  
18                 ized for employees of agencies under subchapter I of  
19                 chapter 57 of title 5, United States Code, while  
20                 away from their homes or regular places of business  
21                 in the performance of service for the Commission.

22                 (2) DETAIL OF FEDERAL EMPLOYEES.—With  
23                 the affirmative vote of  $\frac{2}{3}$  of the Commission, any  
24                 Federal Government employee, with the approval of  
25                 the head of the appropriate Federal agency, may be

1 detailed to the Commission without reimbursement,  
2 and such detail shall be without interruption or loss  
3 of civil service status, benefits, or privileges.

4 (3) PROCUREMENT OF TEMPORARY AND INTER-  
5 MITTENT SERVICES.—Upon the request of the Com-  
6 mission, the Attorney General shall provide reason-  
7 able and appropriate office space, supplies, and ad-  
8 ministrative assistance.

9 (i) CONTRACTS FOR RESEARCH.—

10 (1) NATIONAL RESEARCH COUNCIL.—With a  $\frac{2}{3}$   
11 affirmative vote, the Commission may select non-  
12 governmental researchers and experts to assist the  
13 Commission in carrying out its duties under this  
14 Act. The National Research Council of the National  
15 Academy of Sciences shall contract with the re-  
16 searchers and experts selected by the Commission to  
17 provide funding in exchange for their services.

18 (2) OTHER ORGANIZATIONS.—Nothing in this  
19 subsection shall be construed to limit the ability of  
20 the Commission to enter into contracts with other  
21 entities or organizations for research necessary to  
22 carry out the duties of the Commission under this  
23 section.

24 (j) SUBPOENAS.—

1           (1) ISSUANCE.—The Commission may issue  
2 subpoenas for the attendance of witnesses and the  
3 production of written or other matter.

4           (2) ENFORCEMENT.—In the case of contumacy  
5 or refusal to obey a subpoena, the Attorney General  
6 may in a Federal court of appropriate jurisdiction  
7 obtain an appropriate order to enforce the subpoena.

8           (3) CONFIDENTIALITY OF DOCUMENTARY EVI-  
9 DENCE.—Documents provided to the Commission  
10 pursuant to a subpoena issued under this subsection  
11 shall not be released publicly without the affirmative  
12 vote of  $\frac{2}{3}$  of the Commission.

13          (k) AUTHORIZATION OF APPROPRIATIONS.—There  
14 are authorized to be appropriated to the National Acad-  
15 emy of Sciences such sums as may be necessary to carry  
16 out the purposes of this section. Any sums appropriated  
17 shall remain available, without fiscal year limitation, until  
18 expended.

19          (l) TERMINATION.—The Commission shall terminate  
20 on the date that is 60 days after the date on which the  
21 Commission submits the reports required by this section.

22          (m) EXEMPTION.—The Commission shall be exempt  
23 from the Federal Advisory Committee Act.

24 **SEC. 8. ADOPTION AND EFFECT OF NATIONAL STANDARDS.**

25          (a) PUBLICATION OF PROPOSED STANDARDS.—

1           (1) IN GENERAL.—Not later than 180 days  
2 after receiving the report required under section  
3 7(d)(3) from the National Prison Rape Reduction  
4 Commission, the Attorney General shall publish a  
5 notice of proposed rulemaking for the adoption of  
6 national standards for the detection, prevention, re-  
7 duction, and punishment of prison rape.

8           (2) INDEPENDENT JUDGMENT.—The standards  
9 referred to in paragraph (1) shall be based upon the  
10 independent judgment of the Attorney General, after  
11 giving due consideration to the recommended na-  
12 tional standards provided by the Commission under  
13 section 7(e), and being informed by such data, opin-  
14 ions, and proposals that the Attorney General deter-  
15 mines to be appropriate to consider.

16           (3) LIMITATION.—The Attorney General shall  
17 not establish a national standard under this section  
18 that would impose substantial additional costs com-  
19 pared to the costs presently expended by Federal,  
20 State, and local prison authorities. The Attorney  
21 General may, however, provide a list of improve-  
22 ments for consideration by correctional facilities.

23           (4) FINAL RULE.—Not later than 1 year after  
24 receiving the report specified in paragraph (1), the  
25 Attorney General shall publish a final rule adopting

1 national standards for the detection, prevention, re-  
2 duction, and punishment of prison rape.

3 (5) TRANSMISSION TO STATES.—Upon pub-  
4 lishing the final rule under paragraph (4), the Attor-  
5 ney General shall transmit the national standards  
6 adopted under such paragraph to the chief executive  
7 of each State and the head of the department of cor-  
8 rections of each State.

9 (b) APPLICABILITY TO FEDERAL BUREAU OF PRIS-  
10 ONS.—The national standards referred to in subsection  
11 (a) shall apply to the Federal Bureau of Prisons imme-  
12 diately upon adoption of the final rule under subsection  
13 (a)(4).

14 (c) FUNDING INCREASE.—The proportional share of  
15 the total Federal funds of the grant programs designated  
16 under section 11 provided to a State shall be increased  
17 by 10 percent in the 2 fiscal years following the fiscal year  
18 in which the State enacts a statute that expressly adopts  
19 the national standards received by the State under sub-  
20 section (a)(5), as applicable to that State. This increase  
21 shall be in addition to any other increase provided under  
22 this Act.

23 (d) CERTIFICATION.—(1) Each State which adopts  
24 the national standards pursuant to section 8(c)(1) hereof  
25 shall, every two years, obtain, from an accreditation orga-

1 nization that is in compliance with section 10 of this Act,  
2 a certification that the State is in compliance with the na-  
3 tional standards and in particular has adopted a system  
4 that is adequate and effective to ensure compliance with  
5 the section 7(e)(2)(K) standards regarding the confiden-  
6 tiality of prison rape complaints, protection of complain-  
7 ants from retaliation, and impartial resolution of prison  
8 rape complaints.

9 (2) The proportional share of the total Federal funds  
10 of the grant programs designated under section 11 pro-  
11 vided to a State shall be increased by 10 percent for the  
12 2 fiscal years following the fiscal year in which the State  
13 achieves a certification under paragraph (1). This increase  
14 shall be in addition to any other increase provided under  
15 this Act, except it shall not be provided in addition to any  
16 increase under subsection (c) of this section.

17 **SEC. 9. MODEL STANDARDS FOR ACUTE POST-TRAUMA**  
18 **TREATMENT.**

19 (a) REVIEW OF MODEL PROGRAMS AND PROTO-  
20 COLS.—Not later than 1 year after the date of enactment  
21 of this Act, the Secretary of Health and Human Services,  
22 in consultation with the Attorney General, shall complete  
23 a review of model programs and protocols for the response  
24 to and treatment of acute trauma for male and female  
25 rape victims within prisons and jails.

1 (b) MODEL STANDARDS.—

2 (1) IN GENERAL.—Upon completion of the re-  
3 view required by subsection (a), the Secretary shall  
4 establish model standards relating to—

5 (A) the preservation of physical and testi-  
6 monial evidence for use in an investigation of  
7 the circumstances relating to the rape;

8 (B) the manner and extent of physical ex-  
9 amination and treatment to be provided to any  
10 rape victim;

11 (C) the manner and extent of any psycho-  
12 logical examination, psychiatric care (including,  
13 if appropriate, medication), and mental health  
14 counseling to be provided to any rape victim;

15 (D) the preservation of the confidentiality  
16 of information relating to prison rape victims;  
17 and

18 (E) the production and dissemination with-  
19 in a prison system of model response protocols  
20 and programs for the treatment of, investiga-  
21 tion of, and response to prison rape.

22 (2) LIMITATION.—The Secretary shall not es-  
23 tablish a model standard that would impose substan-  
24 tial additional costs compared to the costs presently

1 expended by Federal, State, and local prison au-  
2 thorities.

3 (c) SUMMARY.—

4 (1) IN GENERAL.—Upon completion of the re-  
5 view required by subsection (a) and the establish-  
6 ment of model standards required by subsection (b),  
7 the Secretary shall submit a summary of the results  
8 of the review and the model standards to the Na-  
9 tional Prison Rape Reduction Commission.

10 (2) CONTENTS.—The summary shall include,  
11 for each model standard, the estimated costs for im-  
12 plementation of such standard and the basis for  
13 such estimates.

14 **SEC. 10. REQUIREMENT THAT ACCREDITATION ORGANIZA-**  
15 **TIONS ADOPT ACCREDITATION STANDARDS.**

16 (a) ELIGIBILITY FOR FEDERAL GRANTS.—Notwith-  
17 standing any other provision of law, an organization re-  
18 sponsible for the accreditation of Federal, State, local, or  
19 private prisons, jails, or other penal facilities may not ben-  
20 efit from any Federal grants during any period in which  
21 such organization fails to meet any of the requirements  
22 of subsection (b).

23 (b) REQUIREMENTS.—To be eligible to receive Fed-  
24 eral grants, an accreditation organization referred to in  
25 subsection (a) must meet the following requirements:

1           (1) At all times after 90 days after the date of  
2           enactment of this Act, the organization shall have in  
3           effect, for each facility that it is responsible for ac-  
4           crediting, accreditation standards for the detection,  
5           prevention, reduction, and punishment of prison  
6           rape.

7           (2) At all times after 1 year after the date of  
8           the adoption of the final rule under section 8(a)(4),  
9           the organization shall, in addition to any other such  
10          standards that it may promulgate relevant to the de-  
11          tection, prevention, reduction, and punishment of  
12          prison rape, adopt accreditation standards consistent  
13          with the national standards adopted pursuant to  
14          such final rule.

15 **SEC. 11. DESIGNATION OF GRANT PROGRAMS FOR FUND-**  
16 **ING INCREASES; ADJUSTMENTS TO IN-**  
17 **CREASES.**

18          (a) DESIGNATION OF GRANT PROGRAMS.—Not later  
19 than 120 days after the date of enactment of this Act,  
20 and on a fixed date each year thereafter, the Attorney  
21 General shall designate and publish a list of formula grant  
22 programs that, in combination, aggregate no less than  
23 \$1,000,000,000 and no more than \$3,000,000,000 in an-  
24 nual Federal appropriations, which programs are most re-  
25 lated to the failure to abate prison rape.

1 (b) CAP ON INCREASES.—For any formula grant pro-  
2 gram identified under subsection (a), the total dollar  
3 amount of any increase in the grant provided to any State  
4 or other entity under this Act shall not exceed 10 percent  
5 of the total Federal funds available under such grant pro-  
6 gram.

7 (c) SOURCE OF FUNDS FOR INCREASES.—For any  
8 increased grants provided under this Act to any entity  
9 under any grant program designated pursuant to sub-  
10 section (a), the increased grant shall be provided first by  
11 funds redistributed from all grants under the program to  
12 entities that are not entitled to any increases under this  
13 Act, except that no grant shall be reduced by more than  
14 20 percent of the total grant funds that otherwise would  
15 have been awarded, and second by funds redistributed  
16 from all other grants under the program.

17 (d) EFFECTIVE DATE OF INCREASE.—The programs  
18 designated under subsection (a) shall be subject to in-  
19 creases under this Act in the first fiscal year that com-  
20 mences after the date the Attorney General designates  
21 such programs.

22 **SEC. 12. DEFINITIONS.**

23 In this Act, the following definitions shall apply:

24 (1) CARNAL KNOWLEDGE.—The term “carnal  
25 knowledge” means contact between the penis and

1 the vulva or the penis and the anus, including pene-  
2 tration of any sort, however slight.

3 (2) INMATE.—The term “inmate” means any  
4 person incarcerated or detained in any facility who  
5 is accused of, convicted of, sentenced for, or adju-  
6 dicated delinquent for, violations of criminal law or  
7 the terms and conditions of parole, probation, pre-  
8 trial release, or diversionary program.

9 (3) JAIL.—The term “jail” means a confine-  
10 ment facility of a Federal, State, or local law en-  
11 forcement agency to hold—

12 (A) persons pending adjudication of crimi-  
13 nal charges; or

14 (B) persons committed to confinement  
15 after adjudication of criminal charges for sen-  
16 tences of 1 year or less.

17 (4) HIV.—The term “HIV” means the human  
18 immunodeficiency virus.

19 (5) ORAL SODOMY.—The term “oral sodomy”  
20 means contact between the mouth and the penis, the  
21 mouth and the vulva, or the mouth and the anus.

22 (6) POLICE LOCKUP.—The term “police lock-  
23 up” means a temporary holding facility of a Federal,  
24 State, or local law enforcement agency to hold—

1 (A) inmates pending bail or transport to  
2 jail;

3 (B) inebriates until ready for release; or

4 (C) juveniles pending parental custody or  
5 shelter placement.

6 (7) PRISON.—The term “prison” means any  
7 confinement facility of a Federal, State, or local gov-  
8 ernment, whether administered by such government  
9 or by a private organization on behalf of such gov-  
10 ernment, and includes—

11 (A) any local jail or police lockup; and

12 (B) any juvenile facility used for the cus-  
13 tody or care of juvenile inmates.

14 (8) PRISON RAPE.—The term “prison rape” in-  
15 cludes the rape of an inmate in the actual or con-  
16 structive control of prison officials.

17 (9) RAPE.—The term “rape” means—

18 (A) the carnal knowledge, oral sodomy,  
19 sexual assault with an object, or sexual fondling  
20 of a person, forcibly or against that person’s  
21 will;

22 (B) the carnal knowledge, oral sodomy,  
23 sexual assault with an object, or sexual fondling  
24 of a person not forcibly or against the person’s  
25 will, where the victim is incapable of giving con-

1 sent because of his or her youth or his or her  
2 temporary or permanent mental or physical in-  
3 capacity; or

4 (C) the carnal knowledge, oral sodomy,  
5 sexual assault with an object, or sexual fondling  
6 of a person achieved through the exploitation of  
7 the fear or threat of physical violence or bodily  
8 injury.

9 (10) SEXUAL ASSAULT WITH AN OBJECT.—The  
10 term “sexual assault with an object” means the use  
11 of any hand, finger, object, or other instrument to  
12 penetrate, however slightly, the genital or anal open-  
13 ing of the body of another person.

14 (11) SEXUAL FONDLING.—The term “sexual  
15 fondling” means the touching of the private body  
16 parts of another person (including the genitalia,  
17 anus, groin, breast, inner thigh, or buttocks) for the  
18 purpose of sexual gratification.

19 (12) EXCLUSIONS.—The terms and conditions  
20 described in paragraphs (9) and (10) shall not apply  
21 to—

22 (A) custodial or medical personnel gath-  
23 ering physical evidence, or engaged in other le-  
24 gitimate medical treatment, in the course of in-  
25 vestigating prison rape;

1           (B) the use of a health care provider's  
2           hands or fingers or the use of medical devices  
3           in the course of appropriate medical treatment  
4           unrelated to prison rape; or

5           (C) the use of a health care provider's  
6           hands or fingers and the use of instruments to  
7           perform body cavity searches in order to main-  
8           tain security and safety within the prison or de-  
9           tention facility, provided that the search is con-  
10          ducted in a manner consistent with constitu-  
11          tional requirements.

○

Chairman SENSENBRENNER. And the Subcommittee amendment in the nature of a substitute, which the Members have before them, will be considered as read, considered as the original text for purpose of amendment, and open for amendment at any point.  
[The amendment in the nature of a substitute follows:]

**SUBCOMMITTEE AMENDMENT IN THE NATURE OF A  
SUBSTITUTE TO H.R. 1707**

Strike all after the enacting clause and insert the following:

**1 SECTION 1. SHORT TITLE; TABLE OF CONTENTS.**

2 (a) SHORT TITLE.—This Act may be cited as the  
3 “Prison Rape Reduction Act of 2003”.

4 (b) TABLE OF CONTENTS.—The table of contents of  
5 this Act is as follows:

- Sec. 1. Short title; table of contents.
- Sec. 2. Findings.
- Sec. 3. Purposes.
- Sec. 4. National prison rape statistics, data, and research.
- Sec. 5. Prison rape prevention and prosecution.
- Sec. 6. Grants to protect inmates and safeguard communities.
- Sec. 7. National prison rape reduction commission.
- Sec. 8. Adoption and effect of national standards.
- Sec. 9. Requirement that accreditation organizations adopt accreditation standards.
- Sec. 10. Definitions.

**6 SEC. 2. FINDINGS.**

7 Congress makes the following findings:

8 (1) 2,100,146 persons were incarcerated in the  
9 United States at the end of 2001: 1,324,465 in Fed-  
10 eral and State Prisons and 631,240 in county and  
11 local jails. In 1999, there were more than  
12 10,000,000 separate admissions to and discharges  
13 from prisons and jails.

1           (2) Insufficient research has been conducted  
2 and insufficient data reported on the extent of pris-  
3 on rape. However, experts have conservatively esti-  
4 mated that at least 13 percent of the inmates in the  
5 United States have been sexually assaulted in pris-  
6 on. Many inmates have suffered repeated assaults.  
7 Under this estimate, nearly 200,000 inmates now in-  
8 carcerated have been or will be the victims of prison  
9 rape. The total number of inmates who have been  
10 sexually assaulted in the past 20 years likely exceeds  
11 1,000,000.

12           (3) Inmates with mental illness are at increased  
13 risk of sexual victimization. America's jails and pris-  
14 ons house more mentally ill individuals than all of  
15 the Nation's psychiatric hospitals combined. As  
16 many as 16 percent of inmates in state prisons and  
17 jails, and 7 percent of Federal inmates, suffer from  
18 mental illness.

19           (4) Young first-time offenders are at increased  
20 risk of sexual victimization. Juveniles are 5 times  
21 more likely to be sexually assaulted in adult rather  
22 than juvenile facilities—often within the first 48  
23 hours of incarceration.

1           (5) Most prison staff are not adequately trained  
2 or prepared to prevent, report, or treat inmate sex-  
3 ual assaults.

4           (6) Prison rape often goes unreported, and in-  
5 mate victims often receive inadequate treatment for  
6 the severe physical and psychological effects of sex-  
7 ual assault—if they receive treatment at all.

8           (7) HIV and AIDS are major public health  
9 problems within America’s correctional facilities. In  
10 2000, 25,088 inmates in Federal and State prisons  
11 were known to be infected with HIV/AIDS. In 2000,  
12 HIV/AIDS accounted for more than 6 percent of all  
13 deaths in Federal and State prisons. Infection rates  
14 for other sexually transmitted diseases, tuberculosis,  
15 and hepatitis B and C are also far greater for pris-  
16 oners than for the American population as a whole.  
17 Prison rape undermines the public health by contrib-  
18 uting to the spread of these diseases, and often giv-  
19 ing a potential death sentence to its victims.

20           (8) Prison rape endangers the public safety by  
21 making brutalized inmates more likely to commit  
22 crimes when they are released—as 600,000 inmates  
23 are each year.

24           (9) The frequently interracial character of pris-  
25 on sexual assaults significantly exacerbates inter-

1 racial tensions, both within prison and, upon release  
2 of perpetrators and victims from prison, in the com-  
3 munity at large.

4 (10) Prison rape increases the level of homi-  
5 cides and other violence against inmates and staff,  
6 and the risk of insurrections and riots.

7 (11) Victims of prison rape suffer severe phys-  
8 ical and psychological effects that hinder their ability  
9 to integrate into the community and maintain stable  
10 employment upon their release from prison. They  
11 are thus more likely to become homeless and/or re-  
12 quire government assistance.

13 (12) Members of the public and government of-  
14 ficials are largely unaware of the epidemic character  
15 of prison rape and the day-to-day horror experienced  
16 by victimized inmates.

17 (13) The high incidence of sexual assault within  
18 prisons involves actual and potential violations of the  
19 United States Constitution. In *Farmer v. Brennan*,  
20 511 U.S. 825 (1994), the Supreme Court ruled that  
21 deliberate indifference to the substantial risk of sex-  
22 ual assault violates prisoners' rights under the Cruel  
23 and Unusual Punishments Clause of the Eighth  
24 Amendment. The Eighth Amendment rights of State  
25 and local prisoners are protected through the Due

1 Process Clause of the Fourteenth Amendment. Pursuant to Congress's power under Section Five of the  
2 Fourteenth Amendment, Congress may take action  
3 to enforce those rights in States where officials have  
4 demonstrated such indifference. States that do not  
5 take basic steps to abate prison rape by adopting  
6 standards that do not generate significant additional  
7 expenditures demonstrate such indifference. There-  
8 fore, such States are not entitled to the same level  
9 of Federal benefits as other States.  
10

11 (14) The high incidence of prison rape under-  
12 mines the effectiveness and efficiency of United  
13 States Government expenditures through grant pro-  
14 grams such as those dealing with health care; men-  
15 tal health care; disease prevention; crime prevention,  
16 investigation, and prosecution; prison construction,  
17 maintenance, and operation; race relations; poverty;  
18 unemployment and homelessness. The effectiveness  
19 and efficiency of these Federally funded grant pro-  
20 grams are compromised by officials' failure to adopt  
21 policies and procedure that reduce the incidence of  
22 prison rape in that the high incidence of prison  
23 rape—

1           (A) increases the costs incurred by Fed-  
2           eral, State, and local jurisdictions to administer  
3           their prison systems;

4           (B) increases the levels of violence, di-  
5           rected at inmates and at staff, within prisons;

6           (C) increases health care expenditures,  
7           both inside and outside of prison systems, and  
8           reduces the effectiveness of disease prevention  
9           programs by substantially increasing the inci-  
10          dence and spread of HIV, AIDS, tuberculosis,  
11          hepatitis B and C, and other diseases;

12          (D) increases mental health care expendi-  
13          tures, both inside and outside of prison sys-  
14          tems, by substantially increasing the rate of  
15          post-traumatic stress disorder, depression, sui-  
16          cide, and the exacerbation of existing mental ill-  
17          nesses among current and former inmates;

18          (E) increases the risks of recidivism, civil  
19          strife, and violent crime by individuals who have  
20          been brutalized by prison rape; and

21          (F) increases the level of interracial ten-  
22          sions and strife within prisons and, upon re-  
23          lease of perpetrators and victims, in the com-  
24          munity at large.

1           (15) The high incidence of prison rape has a  
2 significant effect on interstate commerce because it  
3 increases substantially—

4           (A) the costs incurred by Federal, State,  
5 and local jurisdictions to administer their pris-  
6 on systems;

7           (B) the incidence and spread of HIV,  
8 AIDS, tuberculosis, hepatitis B and C, and  
9 other diseases, contributing to increased health  
10 and medical expenditures throughout the Na-  
11 tion;

12           (C) the rate of post-traumatic stress dis-  
13 order, depression, suicide, and the exacerbation  
14 of existing mental illnesses among current and  
15 former inmates, contributing to increased  
16 health and medical expenditures throughout the  
17 Nation; and

18           (D) the risk of recidivism, civil strife, and  
19 violent crime by individuals who have been bru-  
20 talized by prison rape.

21 **SEC. 3. PURPOSES.**

22           The purposes of this Act are to—

23           (1) establish a zero-tolerance standard for the  
24 incidence of prison rape in prisons in the United  
25 States;

1           (2) make the prevention of prison rape a top  
2 priority in each prison system;

3           (3) develop and implement national standards  
4 for the detection, prevention, reduction, and punish-  
5 ment of prison rape;

6           (4) increase the available data and information  
7 on the incidence of prison rape, consequently im-  
8 proving the management and administration of cor-  
9 rectional facilities;

10          (5) standardize the definitions used for col-  
11 lecting data on the incidence of prison rape;

12          (6) increase the accountability of prison officials  
13 who fail to detect, prevent, reduce, and punish pris-  
14 on rape;

15          (7) protect the Eighth Amendment rights of  
16 Federal, State, and local prisoners;

17          (8) increase the efficiency and effectiveness of  
18 Federal expenditures through grant programs such  
19 as those dealing with health care; mental health  
20 care; disease prevention; crime prevention, investiga-  
21 tion, and prosecution; prison construction, mainte-  
22 nance, and operation; race relations; poverty; unem-  
23 ployment; and homelessness; and

24          (9) reduce the costs that prison rape imposes  
25 on interstate commerce.

1 **SEC. 4. NATIONAL PRISON RAPE STATISTICS, DATA, AND**  
2 **RESEARCH.**

3 (a) ANNUAL COMPREHENSIVE STATISTICAL RE-  
4 VIEW.—

5 (1) IN GENERAL.—The Bureau of Justice Sta-  
6 tistics of the Department of Justice (in this section  
7 referred to as the “Bureau”) shall carry out, for  
8 each calendar year, a comprehensive statistical re-  
9 view and analysis of the incidence and effects of  
10 prison rape. The statistical review and analysis shall  
11 include, but not be limited to the identification of  
12 the common characteristics of—

13 (A) both victims and perpetrators of prison  
14 rape; and

15 (B) prisons and prison systems with a high  
16 incidence of prison rape.

17 (2) CONSIDERATIONS.—In carrying out para-  
18 graph (1), the Bureau shall consider the following:

19 (A) How rape should be defined for the  
20 purposes of the statistical review and analysis.

21 (B) How the Bureau should collect infor-  
22 mation about staff-on-inmate sexual assault.

23 (C) How the Bureau should collect infor-  
24 mation beyond inmate self-reports of prison  
25 rape.

1 (D) How the Bureau should adjust the  
2 data in order to account for differences among  
3 prisons as required by subsection (c)(3).

4 (E) The categorization of prisons as re-  
5 quired by subsection (c)(4).

6 (F) Whether a preliminary study of prison  
7 rape should be conducted to inform the method-  
8 ology of the comprehensive statistical review.

9 (3) SOLICITATION OF VIEWS.—The Bureau of  
10 Justice Statistics shall solicit views from representa-  
11 tives of the following: State departments of correc-  
12 tion; county and municipal jails; juvenile correctional  
13 facilities; former inmates; victim advocates; research-  
14 ers; and other experts in the area of sexual assault.

15 (4) SAMPLING TECHNIQUES.—The review and  
16 analysis under paragraph (1) shall be based on a  
17 random sample, or other scientifically appropriate  
18 sample, of not less than 10 percent of all Federal,  
19 State, and county prisons, and a representative sam-  
20 ple of municipal prisons. The selection shall include  
21 at least one prison from each State. The selection of  
22 facilities for sampling shall be made at the latest  
23 practicable date prior to conducting the surveys and  
24 shall not be disclosed to any facility or prison system  
25 official prior to the time period studied in the sur-

1     vey. Selection of a facility for sampling during any  
2     year shall not preclude its selection for sampling in  
3     any subsequent year.

4           (5) SURVEYS.—In carrying out the review and  
5     analysis under paragraph (1), the Bureau shall, in  
6     addition to such other methods as the Bureau con-  
7     siders appropriate, use surveys and other statistical  
8     studies of current and former inmates from a sample  
9     of Federal, State, county, and municipal prisons.  
10    The Bureau shall ensure the confidentiality of each  
11    survey participant.

12           (6) PARTICIPATION IN SURVEY.—Federal,  
13    State, or local officials or facility administrators that  
14    receive a request from the Bureau under subsection  
15    (a)(4) or (5) will be required to participate in the  
16    national survey and provide access to any inmates  
17    under their legal custody.

18           (b) REVIEW PANEL ON PRISON RAPE.—

19           (1) ESTABLISHMENT.—To assist the Bureau in  
20    carrying out the review and analysis under sub-  
21    section (a), there is established, within the Depart-  
22    ment of Justice, the Review Panel on Prison Rape  
23    (in this section referred to as the “Panel”).

24           (2) MEMBERSHIP.—

1           (A) COMPOSITION.—The Panel shall be  
2           composed of 3 members, each of whom shall be  
3           appointed by the Attorney General, in consulta-  
4           tion with the Secretary of Health and Human  
5           Services.

6           (B) QUALIFICATIONS.—Members of the  
7           Panel shall be selected from among individuals  
8           with knowledge or expertise in matters to be  
9           studied by the Panel.

10          (3) PUBLIC HEARINGS.—

11           (A) IN GENERAL.—The duty of the Panel  
12           shall be to carry out, for each calendar year,  
13           public hearings concerning the operation of the  
14           three prisons with the highest incidence of pris-  
15           on rape and the two prisons with the lowest in-  
16           cidence of prison rape in each category of facili-  
17           ties identified under subsection (c)(4). The  
18           Panel shall hold a separate hearing regarding  
19           the three Federal or State prisons with the  
20           highest incidence of prison rape. The purpose of  
21           these hearings shall be to collect evidence to aid  
22           in the identification of common characteristics  
23           of both victims and perpetrators of prison rape,  
24           and the identification of common characteristics  
25           of prisons and prison systems with a high inci-

1           dence of prison rape, and the identification of  
2           common characteristics of prisons and prison  
3           systems that appear to have been successful in  
4           detering prison rape.

5           (B) TESTIMONY AT HEARINGS.—

6           (i) PUBLIC OFFICIALS.—In carrying  
7           out the hearings required under subpara-  
8           graph (A), the Panel shall request the pub-  
9           lic testimony of Federal, State, and local  
10          officials (and organizations that represent  
11          such officials), including the warden or di-  
12          rector of each prison, who bears responsi-  
13          bility for the prevention, detection, and  
14          punishment of prison rape at each entity,  
15          and the head of the prison system encom-  
16          passing such prison.

17          (ii) VICTIMS.—The Panel may request  
18          the testimony of prison rape victims, orga-  
19          nizations representing such victims, and  
20          other appropriate individuals and organiza-  
21          tions.

22          (C) SUBPOENAS.—

23          (1) ISSUANCE.—The Panel may issue sub-  
24          poenas for the attendance of witnesses and the pro-  
25          duction of written or other matter.

1           (2) ENFORCEMENT.—In the case of contumacy  
2 or refusal to obey a subpoena, the Attorney General  
3 may in a Federal court of appropriate jurisdiction  
4 obtain an appropriate order to enforce the subpoena

5 (c) REPORTS.—

6           (1) IN GENERAL.—Not later than June 30 of  
7 each year, the Attorney General shall submit a re-  
8 port on the activities of the Bureau and the Review  
9 Panel, with respect to prison rape, for the preceding  
10 calendar year to—

11                   (A) Congress; and

12                   (B) the Secretary of Health and Human  
13 Services.

14           (2) CONTENTS.—The report required under  
15 paragraph (1) shall include—

16                   (A) with respect to the effects of prison  
17 rape, statistical, sociological, and psychological  
18 data;

19                   (B) with respect to the incidence of prison  
20 rape—

21                           (i) statistical data aggregated at the  
22 Federal, State, prison system, and prison  
23 levels;

24                           (ii) a listing of those institutions in  
25 the representative sample, separated into

1 each category identified under subsection  
2 (c)(4) and ranked according to the inci-  
3 dence of prison rape in each institution;  
4 and

5 (iii) an identification of those institu-  
6 tions in the representative sample that ap-  
7 pear to have been successful in deterring  
8 prison rape; and

9 (C) a listing of any prisons in the rep-  
10 resentative sample that did not cooperate with  
11 the survey conducted pursuant to section 4.

12 (3) DATA ADJUSTMENTS.—In preparing the in-  
13 formation specified in paragraph (2), the Attorney  
14 General shall use established statistical methods to  
15 adjust the data as necessary to account for dif-  
16 ferences among institutions in the representative  
17 sample, which are not related to the detection, pre-  
18 vention, reduction and punishment of prison rape, or  
19 which are outside the control of the of the State,  
20 prison, or prison system, in order to provide an ac-  
21 curate comparison among prisons Such differences  
22 may include the mission, security level, size, and ju-  
23 risdiction under which the prison operates. For each  
24 such adjustment made, the Attorney General shall  
25 identify and explain such adjustment in the report.

1           (4) CATEGORIZATION OF PRISONS.—The report  
2 shall divide the prisons surveyed into three cat-  
3 egories. One category shall be composed of all Fed-  
4 eral and State prisons. The other two categories  
5 shall be defined by the Attorney General in order to  
6 compare similar institutions.

7           (d) CONTRACTS AND GRANTS.—In carrying out its  
8 duties under this section, the Attorney General may—

9           (1) provide grants for research through the Na-  
10 tional Institute of Justice; and

11           (2) contract with or provide grants to any other  
12 entity the Attorney General deems appropriate.

13           (e) AUTHORIZATION OF APPROPRIATIONS.—There  
14 are authorized to be appropriated \$15,000,000 for each  
15 of fiscal years 2004 through 2010 to carry out this see-  
16 tion.

17 **SEC. 5. PRISON RAPE PREVENTION AND PROSECUTION.**

18           (a) INFORMATION AND ASSISTANCE.—

19           (1) NATIONAL CLEARINGHOUSE.—There is es-  
20 tablished within the National Institute of Correc-  
21 tions a national clearinghouse for the provision of in-  
22 formation and assistance to Federal, State, and local  
23 authorities responsible for the prevention, investiga-  
24 tion, and punishment of instances of prison rape.

1           (2) TRAINING AND EDUCATION.—The National  
2 Institute of Corrections shall conduct periodic train-  
3 ing and education programs for Federal, State, and  
4 local authorities responsible for the prevention, in-  
5 vestigation, and punishment of instances of prison  
6 rape.

7           (b) REPORTS.—

8           (1) IN GENERAL.—Not later than September  
9 30 of each year, the National Institute of Correc-  
10 tions shall submit a report to Congress and the Sec-  
11 retary of Health and Human Services. This report  
12 shall be available to the Director of the Bureau of  
13 Justice Statistics.

14           (2) CONTENTS.—The report required under  
15 paragraph (1) shall summarize the activities of the  
16 Department of Justice regarding prison rape abate-  
17 ment for the preceding calendar year.

18           (c) AUTHORIZATION OF APPROPRIATIONS.—There  
19 are authorized to be appropriated \$5,000,000 for each of  
20 fiscal years 2004 through 2010 to carry out this section.

21 **SEC. 6. GRANTS TO PROTECT INMATES AND SAFEGUARD**  
22 **COMMUNITIES.**

23           (a) GRANTS AUTHORIZED.—From amounts made  
24 available for grants under this section, the Attorney Gen-  
25 eral shall make grants to States to assist those States in

1 ensuring that budgetary circumstances (such as reduced  
2 State and local spending on prisons) do not compromise  
3 efforts to protect inmates (particularly from prison rape)  
4 and to safeguard the communities to which inmates re-  
5 turn. The purpose of grants under this section shall be  
6 to provide funds for personnel, training, technical assist-  
7 ance, data collection, and equipment to prevent and pros-  
8 ecute prisoner rape.

9 (b) USE OF GRANT AMOUNTS.—Amounts received by  
10 a grantee under this section may be used by the grantee,  
11 directly or through subgrants, only for one or more of the  
12 following activities:

13 (1) PROTECTING INMATES.—Protecting inmates  
14 by—

15 (A) undertaking efforts to more effectively  
16 prevent prison rape;

17 (B) investigating incidents of prison rape;

18 or

19 (C) prosecuting incidents of prison rape.

20 (2) SAFEGUARDING COMMUNITIES.—Safe-  
21 guarding communities by—

22 (A) making available, to officials of State  
23 and local governments who are considering re-  
24 ductions to prison budgets, training and tech-  
25 nical assistance in successful methods for mod-

1 erating the growth of prison populations with-  
2 out compromising public safety, including suc-  
3 cessful methods used by other jurisdictions;

4 (B) developing and utilizing analyses of  
5 prison populations and risk assessment instru-  
6 ments that will improve State and local govern-  
7 ments' understanding of risks to the community  
8 regarding release of inmates in the prison popu-  
9 lation;

10 (C) preparing maps demonstrating the  
11 concentration, on a community-by-community  
12 basis, of inmates who have been released, to fa-  
13 cilitate the efficient and effective—

14 (i) deployment of law enforcement re-  
15 sources (including probation and parole re-  
16 sources); and

17 (ii) delivery of services (such as job  
18 training and substance abuse treatment) to  
19 those released inmates;

20 (D) promoting collaborative efforts, among  
21 officials of State and local governments and  
22 leaders of appropriate communities, to under-  
23 stand and address the effects on a community  
24 of the presence of a disproportionate number of  
25 released inmates in that community; or

1           (E) developing policies and programs that  
2           reduce spending on prisons by effectively reduc-  
3           ing rates of parole and probation revocation  
4           without compromising public safety.

5           (c) GRANT REQUIREMENTS.—

6           (1) PERIOD.—A grant under this section shall  
7           be made for a period of not more than 2 years.

8           (2) MAXIMUM.—The amount of a grant under  
9           this section may not exceed \$1,000,000.

10          (3) MATCHING.—The Federal share of a grant  
11          under this section may not exceed 50 percent of the  
12          total costs of the project described in the application  
13          submitted under subsection (d) for the fiscal year  
14          for which the grant was made under this section.

15          (d) APPLICATIONS.—

16          (1) IN GENERAL.—To request a grant under  
17          this section, the chief executive of a State shall sub-  
18          mit an application to the Attorney General at such  
19          time, in such manner, and accompanied by such in-  
20          formation as the Attorney General may require.

21          (2) CONTENTS.—Each application required by  
22          paragraph (1) shall—

23                  (A) include the certification of the chief ex-  
24                  ecutive that the State receiving such grant—

1 (i) has adopted all national prison  
2 rape standards that, as of the date on  
3 which the application was submitted, have  
4 been promulgated under this Act; and

5 (ii) will consider adopting all national  
6 prison rape standards that are promul-  
7 gated under this Act after such date;

8 (B) specify with particularity the preventa-  
9 tive, prosecutorial, or administrative activities  
10 to be undertaken by the State with the amounts  
11 received under the grant; and

12 (C) in the case of an application for a  
13 grant for one or more activities specified in  
14 paragraph (2) of subsection (b)—

15 (i) review the extent of the budgetary  
16 circumstances affecting the State generally  
17 and describe how those circumstances re-  
18 late to the State's prisons;

19 (ii) describe the rate of growth of the  
20 State's prison population over the pre-  
21 ceding 10 years and explain why the State  
22 may have difficulty sustaining that rate of  
23 growth; and

24 (iii) explain the extent to which offi-  
25 cials (including law enforcement officials)

1 of State and local governments and victims  
2 of crime will be consulted regarding deci-  
3 sions whether, or how, to moderate the  
4 growth of the State's prison population.

5 (e) REPORTS BY GRANTEE.—

6 (1) IN GENERAL.—The Attorney General shall  
7 require each grantee to submit, not later than 90  
8 days after the end of the period for which the grant  
9 was made under this section, a report on the activi-  
10 ties carried out under the grant. The report shall  
11 identify and describe those activities and shall con-  
12 tain an evaluation of the effect of those activities  
13 on—

14 (A) the number of incidents of prison rape,  
15 and the grantee's response to such incidents;  
16 and

17 (B) the safety of the prisons, and the safe-  
18 ty of the communities in which released inmates  
19 are present.

20 (2) DISSEMINATION.—The Attorney General shall  
21 ensure that each report submitted under paragraph (1)  
22 is made available under the national clearinghouse estab-  
23 lished under section 5.

24 (f) STATE DEFINED.—In this section, the term  
25 "State" includes the District of Columbia, the Common-

1 wealth of Puerto Rico, and any other territory or posses-  
2 sion of the United States.

3 (g) AUTHORIZATION OF APPROPRIATIONS.—

4 (1) IN GENERAL.—There are authorized to be  
5 appropriated for grants under this section  
6 \$40,000,000 for each of fiscal years 2004 through  
7 2010.

8 (2) LIMITATION.—Of amounts made available  
9 for grants under this section, not less than 50 per-  
10 cent shall be available only for activities specified in  
11 paragraph (1) of subsection (b).

12 **SEC. 7. NATIONAL PRISON RAPE REDUCTION COMMISSION.**

13 (a) ESTABLISHMENT.—There is established a com-  
14 mission to be known as the National Prison Rape Reduc-  
15 tion Commission (in this section referred to as the “Com-  
16 mission”).

17 (b) MEMBERS.—

18 (1) IN GENERAL.—The Commission shall be  
19 composed of 9 members, of whom—

20 (A) 3 shall be appointed by the President;

21 (B) 2 shall be appointed by the Speaker of  
22 the House of Representatives, unless the Speak-  
23 er is of the same party as the President, in  
24 which case 1 shall be appointed by the Speaker  
25 of the House of Representatives and 1 shall be

1 appointed by the minority leader of the House  
2 of Representatives;

3 (C) 1 shall be appointed by the minority  
4 leader of the House of Representatives (in addi-  
5 tion to any appointment made under subpara-  
6 graph (B));

7 (D) 2 shall be appointed by the majority  
8 leader of the Senate, unless the majority leader  
9 is of the same party as the President, in which  
10 case 1 shall be appointed by the majority leader  
11 of the Senate and 1 shall be appointed by the  
12 minority leader of the Senate; and

13 (E) 1 member appointed by the minority  
14 leader of the Senate (in addition to any ap-  
15 pointment made under subparagraph (D)).

16 (2) PERSONS ELIGIBLE.—Each member of the  
17 Commission shall be an individual who has knowl-  
18 edge or expertise in matters to be studied by the  
19 Commission.

20 (3) CONSULTATION REQUIRED.—The President,  
21 the Speaker and minority leader of the House of  
22 Representatives, and the majority leader and minor-  
23 ity leader of the Senate shall consult with one an-  
24 other prior to the appointment of the members of  
25 the Commission to achieve, to the maximum extent

1 possible, fair and equitable representation of various  
2 points of view with respect to the matters to be  
3 studied by the Commission.

4 (4) TERM.—Each member shall be appointed  
5 for the life of the Commission.

6 (5) TIME FOR INITIAL APPOINTMENTS.—The  
7 appointment of the members shall be made not later  
8 than 60 days after the date of enactment of this  
9 Act.

10 (6) VACANCIES.—A vacancy in the Commission  
11 shall be filled in the manner in which the original  
12 appointment was made, and shall be made not later  
13 than 60 days after the date on which the vacancy  
14 occurred.

15 (c) OPERATION.—

16 (1) CHAIRPERSON.—Not later than 15 days  
17 after appointments of all the members are made, the  
18 President shall appoint a chairperson for the Com-  
19 mission from among its members.

20 (2) MEETINGS.—The Commission shall meet at  
21 the call of the chairperson. The initial meeting of the  
22 Commission shall take place not later than 30 days  
23 after the initial appointment of the members is com-  
24 pleted.

1           (3) QUORUM.—A majority of the members of  
2 the Commission shall constitute a quorum to con-  
3 duct business, but the Commission may establish a  
4 lesser quorum for conducting hearings scheduled by  
5 the Commission.

6           (4) RULES.—The Commission may establish by  
7 majority vote any other rules for the conduct of  
8 Commission business, if such rules are not incon-  
9 sistent with this Act or other applicable law.

10       (d) COMPREHENSIVE STUDY OF THE IMPACTS OF  
11 PRISON RAPE.—

12           (1) IN GENERAL.—The Commission shall carry  
13 out a comprehensive legal and factual study of the  
14 penalogical, physical, mental, medical, social, and  
15 economic impacts of prison rape in the United  
16 States on—

17               (A) Federal, State, and local governments;

18               and

19               (B) communities and social institutions  
20 generally, including individuals, families, and  
21 businesses within such communities and social  
22 institutions.

23           (2) MATTERS INCLUDED.—The study under  
24 paragraph (1) shall include—

1 (A) a review of existing Federal, State,  
2 and local government policies and practices with  
3 respect to the prevention, detection, and punish-  
4 ment of prison rape;

5 (B) an assessment of the relationship be-  
6 tween prison rape and prison conditions, and of  
7 existing monitoring, regulatory, and enforce-  
8 ment practices that are intended to address any  
9 such relationship;

10 (C) an assessment of pathological or social  
11 causes of prison rape;

12 (D) an assessment of the extent to which  
13 the incidence of prison rape contributes to the  
14 spread of sexually transmitted diseases and to  
15 the transmission of HIV;

16 (E) an assessment of the characteristics of  
17 inmates most likely to commit prison rape and  
18 the effectiveness of various types of treatment  
19 or programs to reduce such likelihood;

20 (F) an assessment of the characteristics of  
21 inmates most likely to be victims of prison rape  
22 and the effectiveness of various types of treat-  
23 ment or programs to reduce such likelihood;

24 (G) an assessment of the impacts of prison  
25 rape on individuals, families, social institutions

1 and the economy generally, including an assess-  
2 ment of the extent to which the incidence of  
3 prison rape contributes to recidivism and to in-  
4 creased incidence of sexual assault;

5 (H) an examination of the feasibility and  
6 cost of conducting surveillance, undercover ac-  
7 tivities, or both, to reduce the incidence of pris-  
8 on rape;

9 (I) an assessment of the safety and secu-  
10 rity of prison facilities and the relationship of  
11 prison facility construction and design to the in-  
12 cidence of prison rape;

13 (J) an assessment of the feasibility and  
14 cost of any particular proposals for prison re-  
15 form;

16 (K) an identification of the need for addi-  
17 tional scientific and social science research on  
18 the prevalence of prison rape in Federal, State,  
19 and local prisons;

20 (L) an assessment of the general relation-  
21 ship between prison rape and prison violence;

22 (M) an assessment of the relationship be-  
23 tween prison rape and levels of training, super-  
24 vision, and discipline of prison staff; and

1 (N) an assessment of existing Federal and  
2 State systems for reporting incidents of prison  
3 rape, including an assessment of whether exist-  
4 ing systems provide an adequate assurance of  
5 confidentiality, impartiality and the absence of  
6 reprisal.

7 (3) REPORT.—

8 (A) DISTRIBUTION.—Not later than 2  
9 years after the date of the initial meeting of the  
10 Commission, the Commission shall submit a re-  
11 port on the study carried out under this sub-  
12 section to—

13 (i) the President;

14 (ii) the Congress;

15 (iii) the Attorney General;

16 (iv) the Secretary of Health and  
17 Human Services;

18 (v) the Director of the Federal Bu-  
19 reau of Prisons;

20 (vi) the chief executive of each State;

21 and

22 (vii) the head of the department of  
23 corrections of each State.

24 (B) CONTENTS.—The report under sub-  
25 paragraph (A) shall include—

1 (i) the findings and conclusions of the  
2 Commission;

3 (ii) recommended national standards  
4 for reducing prison rape;

5 (iii) recommended protocols for pre-  
6 serving evidence and treating victims of  
7 prison rape; and

8 (iv) a summary of the materials relied  
9 on by the Commission in the preparation  
10 of the report.

11 (e) RECOMMENDATIONS.—

12 (1) IN GENERAL.—In conjunction with the re-  
13 port submitted under subsection (d)(3), the Commis-  
14 sion shall provide the Attorney General and the Sec-  
15 retary of Health and Human Services with rec-  
16 ommended national standards for enhancing the de-  
17 tection, prevention, reduction, and punishment of  
18 prison rape.

19 (2) MATTERS INCLUDED.—The information  
20 provided under paragraph (1) shall include rec-  
21 ommended national standards relating to—

22 (A) the classification and assignment of  
23 prisoners, using proven standardized instru-  
24 ments and protocols, in a manner that limits  
25 the occurrence of prison rape;

1 (B) the investigation and resolution of rape  
2 complaints by responsible prison authorities,  
3 local and State police, and Federal and State  
4 prosecution authorities;

5 (C) the preservation of physical and testi-  
6 monial evidence for use in an investigation of  
7 the circumstances relating to the rape;

8 (D) acute-term trauma care for rape vic-  
9 tims, including standards relating to—

10 (i) the manner and extent of physical  
11 examination and treatment to be provided  
12 to any rape victim; and

13 (ii) the manner and extent of any psy-  
14 chological examination, psychiatric care,  
15 medication, and mental health counseling  
16 to be provided to any rape victim;

17 (E) referrals for long-term continuity of  
18 care for rape victims;

19 (F) educational and medical testing meas-  
20 ures for reducing the incidence of HIV trans-  
21 mission due to prison rape;

22 (G) post-rape prophylactic medical meas-  
23 ures for reducing the incidence of transmission  
24 of sexual diseases;

1 (H) the training of correctional staff suffi-  
2 cient to ensure that they understand and appre-  
3 ciate the significance of prison rape and the ne-  
4 cessity of its eradication;

5 (I) the timely and comprehensive investiga-  
6 tion of staff sexual misconduct involving rape or  
7 other sexual assault on inmates;

8 (J) ensuring the confidentiality of prison  
9 rape complaints and protecting inmates who  
10 make complaints of prison rape;

11 (K) creating a system for reporting inci-  
12 dents of prison rape that will ensure the con-  
13 fidentiality of prison rape complaints, protect  
14 inmates who make prison rape complaints from  
15 retaliation, and assure the impartial resolution  
16 of prison rape complaints;

17 (L) data collection and reporting of—

18 (i) prison rape;

19 (ii) prison staff sexual misconduct;

20 and

21 (iii) the resolution of prison rape com-  
22 plaints by prison officials and Federal,  
23 State, and local investigation and prosecu-  
24 tion authorities; and

1           (M) such other matters as may reasonably  
2           be related to the detection, prevention, reduc-  
3           tion, and punishment of prison rape.

4           (3) LIMITATION.—The Commission shall not  
5           propose a recommended standard that would impose  
6           substantial additional costs compared to the costs  
7           presently expended by Federal, State, and local pris-  
8           on authorities.

9           (f) CONSULTATION WITH ACCREDITATION ORGANI-  
10          ZATIONS.—In developing recommended national standards  
11          for enhancing the detection, prevention, reduction, and  
12          punishment of prison rape, the Commission shall consider  
13          any standards that have already been developed, or are  
14          being developed simultaneously to the deliberations of the  
15          Commission. The Commission shall consult with accredita-  
16          tion organizations responsible for the accreditation of Fed-  
17          eral, State, local or private prisons, that have developed  
18          or are currently developing standards related to prison  
19          rape. The Commission will also consult with national asso-  
20          ciations representing the corrections profession that have  
21          developed or are currently developing standards related to  
22          prison rape.

23          (g) HEARINGS.—

24                (1) IN GENERAL.—The Commission shall hold  
25          public hearings. The Commission may hold such

1 hearings, sit and act at such times and places, take  
2 such testimony, and receive such evidence as the  
3 Commission considers advisable to carry out its du-  
4 ties under this section.

5 (2) WITNESS EXPENSES.—Witnesses requested  
6 to appear before the Commission shall be paid the  
7 same fees as are paid to witnesses under section  
8 1821 of title 28, United State Code. The per diem  
9 and mileage allowances for witnesses shall be paid  
10 from funds appropriated to the Commission.

11 (h) INFORMATION FROM FEDERAL OR STATE AGEN-  
12 CIES.—The Commission may secure directly from any  
13 Federal department or agency such information as the  
14 Commission considers necessary to carry out its duties  
15 under this section. The Commission may request the head  
16 of any State or local department or agency to furnish such  
17 information to the Commission.

18 (i) PERSONNEL MATTERS.—

19 (1) TRAVEL EXPENSES.—The members of the  
20 Commission shall be allowed travel expenses, includ-  
21 ing per diem in lieu of subsistence, at rates author-  
22 ized for employees of agencies under subchapter I of  
23 chapter 57 of title 5, United States Code, while  
24 away from their homes or regular places of business  
25 in the performance of service for the Commission.

1           (2) **DETAIL OF FEDERAL EMPLOYEES.**—With  
2 the affirmative vote of  $\frac{2}{3}$  of the Commission, any  
3 Federal Government employee, with the approval of  
4 the head of the appropriate Federal agency, may be  
5 detailed to the Commission without reimbursement,  
6 and such detail shall be without interruption or loss  
7 of civil service status, benefits, or privileges.

8           (3) **PROCUREMENT OF TEMPORARY AND INTER-**  
9 **MITTENT SERVICES.**—Upon the request of the Com-  
10 mission, the Attorney General shall provide reason-  
11 able and appropriate office space, supplies, and ad-  
12 ministrative assistance.

13 (j) **CONTRACTS FOR RESEARCH.**—

14           (1) **NATIONAL INSTITUTE OF JUSTICE.**—With a  
15  $\frac{2}{3}$  affirmative vote, the Commission may select non-  
16 governmental researchers and experts to assist the  
17 Commission in carrying out its duties under this  
18 Act. The National Institute of Justice shall contract  
19 with the researchers and experts selected by the  
20 Commission to provide funding in exchange for their  
21 services.

22           (2) **OTHER ORGANIZATIONS.**—Nothing in this  
23 subsection shall be construed to limit the ability of  
24 the Commission to enter into contracts with other  
25 entities or organizations for research necessary to

1 carry out the duties of the Commission under this  
2 section.

3 (k) SUBPOENAS.—

4 (1) ISSUANCE.—The Commission may issue  
5 subpoenas for the attendance of witnesses and the  
6 production of written or other matter.

7 (2) ENFORCEMENT.—In the case of contumacy  
8 or refusal to obey a subpoena, the Attorney General  
9 may in a Federal court of appropriate jurisdiction  
10 obtain an appropriate order to enforce the subpoena.

11 (3) CONFIDENTIALITY OF DOCUMENTARY EVI-  
12 DENCE.—Documents provided to the Commission  
13 pursuant to a subpoena issued under this subsection  
14 shall not be released publicly without the affirmative  
15 vote of  $\frac{2}{3}$  of the Commission.

16 (l) AUTHORIZATION OF APPROPRIATIONS.—There  
17 are authorized to be appropriated such sums as may be  
18 necessary to carry out this section.

19 (m) TERMINATION.—The Commission shall termi-  
20 nate on the date that is 60 days after the date on which  
21 the Commission submits the reports required by this sec-  
22 tion.

23 (n) EXEMPTION.—The Commission shall be exempt  
24 from the Federal Advisory Committee Act.

1 **SEC. 8. ADOPTION AND EFFECT OF NATIONAL STANDARDS.**

2 (a) PUBLICATION OF PROPOSED STANDARDS.—

3 (1) FINAL RULE.—Not later than 1 year after  
4 receiving the report specified in paragraph (1), the  
5 Attorney General shall publish a final rule adopting  
6 national standards for the detection, prevention, re-  
7 duction, and punishment of prison rape.

8 (2) INDEPENDENT JUDGMENT.—The standards  
9 referred to in paragraph (1) shall be based upon the  
10 independent judgment of the Attorney General, after  
11 giving due consideration to the recommended na-  
12 tional standards provided by the Commission under  
13 section 7(e), and being informed by such data, opin-  
14 ions, and proposals that the Attorney General deter-  
15 mines to be appropriate to consider.

16 (3) LIMITATION.—The Attorney General shall  
17 not establish a national standard under this section  
18 that would impose substantial additional costs com-  
19 pared to the costs presently expended by Federal,  
20 State, and local prison authorities. The Attorney  
21 General may, however, provide a list of improve-  
22 ments for consideration by correctional facilities.

23 (4) TRANSMISSION TO STATES.—Within 90  
24 days of publishing the final rule under paragraph  
25 (4), the Attorney General shall transmit the national  
26 standards adopted under such paragraph to the

1 chief executive of each State, the head of the depart-  
2 ment of corrections of each State, and to the appro-  
3 priate authorities in those units of local government  
4 who oversee operation in one or more prisons.

5 (b) APPLICABILITY TO FEDERAL BUREAU OF PRIS-  
6 ONS.—The national standards referred to in subsection  
7 (a) shall apply to the Federal Bureau of Prisons imme-  
8 diately upon adoption of the final rule under subsection  
9 (a)(4).

10 (c) ELIGIBILITY FOR FEDERAL FUNDS.—

11 (1) COVERED PROGRAMS.—

12 (A) IN GENERAL.—For purposes of this  
13 subsection, a grant program is covered by this  
14 subsection if, and only if—

15 (i) the program is carried out by or  
16 under the authority of the Attorney Gen-  
17 eral; and

18 (ii) the program may provide amounts  
19 to States for prison purposes.

20 (B) LIST.—For each fiscal year, the Attor-  
21 ney General shall prepare a list identifying each  
22 program that meet the criteria of subparagraph  
23 (A) and provide that list to each State.

24 (2) ADOPTION OF NATIONAL STANDARDS.—For  
25 each fiscal year, any amount that a State would oth-

1 otherwise receive for that fiscal year under a grant pro-  
2 gram covered by this subsection shall be reduced by  
3 5 percent, unless the chief executive of the State  
4 submits to the Attorney General—

5 (A) a certification that the State has  
6 adopted, and is in full compliance with, the na-  
7 tional standards described in section 8(a); or

8 (B) an assurance that not less than 5 per-  
9 cent of such amount shall be used only for the  
10 purpose of enabling the State to adopt, and  
11 achieve full compliance with, those national  
12 standards, so as to ensure that a certification  
13 under subparagraph (A) may be submitted in  
14 future years.

15 (3) REPORT ON NONCOMPLIANCE.—Not later  
16 than September 30 of each year, the Attorney Gen-  
17 eral shall publish a report listing each grantee that  
18 is not in compliance with the national standards  
19 adopted pursuant to section 8(a).

20 (4) COOPERATION WITH SURVEY.—For each  
21 fiscal year, any amount that a State receives for  
22 that fiscal year under a grant program covered by  
23 this subsection shall not be used for prison purposes  
24 (and shall be returned to the grant program if no  
25 other authorized use is available), unless the chief

1 executive of the State submits to the Attorney Gen-  
2 eral a certification that neither the State, nor any  
3 political subdivision or unit of local government  
4 within the State, is listed in a report issued by the  
5 Attorney General pursuant to section 4(c)(2)(C).

6 (5) REDISTRIBUTION OF AMOUNTS.—Amounts  
7 under a grant program not granted by reason of a  
8 reduction under paragraph (2), or returned by rea-  
9 son of the prohibition in paragraph (4), shall be  
10 granted to one or more entities not subject to such  
11 reduction or such prohibition, subject to the other  
12 laws governing that program.

13 (6) IMPLEMENTATION.—The Attorney General  
14 shall establish procedures to implement this sub-  
15 section, including procedures for effectively applying  
16 this subsection to discretionary grant programs.

17 (7) EFFECTIVE DATE.—

18 (A) REQUIREMENT OF ADOPTION OF  
19 STANDARDS.—The first grants to which para-  
20 graph (2) applies are grants for the second fis-  
21 cal year beginning after the date on which the  
22 national standards under section 8(a) are final-  
23 ized.

24 (B) REQUIREMENT FOR COOPERATION.—  
25 The first grants to which paragraph (4) applies

1           are grants for the fiscal year beginning after  
2           the date of the enactment of this Act.

3 **SEC. 9. REQUIREMENT THAT ACCREDITATION ORGANIZA-**  
4                                   **TIONS ADOPT ACCREDITATION STANDARDS.**

5           (a) **ELIGIBILITY FOR FEDERAL GRANTS.**—Notwith-  
6 standing any other provision of law, an organization re-  
7 sponsible for the accreditation of Federal, State, local, or  
8 private prisons, jails, or other penal facilities may not re-  
9 ceive any new Federal grants during any period in which  
10 such organization fails to meet any of the requirements  
11 of subsection (b).

12           (b) **REQUIREMENTS.**—To be eligible to receive Fed-  
13 eral grants, an accreditation organization referred to in  
14 subsection (a) must meet the following requirements:

15                 (1) At all times after 90 days after the date of  
16 enactment of this Act, the organization shall have in  
17 effect, for each facility that it is responsible for ac-  
18 crediting, accreditation standards for the detection,  
19 prevention, reduction, and punishment of prison  
20 rape.

21                 (2) At all times after 1 year after the date of  
22 the adoption of the final rule under section 8(a)(4),  
23 the organization shall, in addition to any other such  
24 standards that it may promulgate relevant to the de-  
25 tection, prevention, reduction, and punishment of

1 prison rape, adopt accreditation standards consistent  
2 with the national standards adopted pursuant to  
3 such final rule.

4 **SEC. 10. DEFINITIONS.**

5 In this Act, the following definitions shall apply:

6 (1) CARNAL KNOWLEDGE.—The term “carnal  
7 knowledge” means contact between the penis and  
8 the vulva or the penis and the anus, including pene-  
9 tration of any sort, however slight.

10 (2) INMATE.—The term “inmate” means any  
11 person incarcerated or detained in any facility who  
12 is accused of, convicted of, sentenced for, or adju-  
13 dicated delinquent for, violations of criminal law or  
14 the terms and conditions of parole, probation, pre-  
15 trial release, or diversionary program.

16 (3) JAIL.—The term “jail” means a confine-  
17 ment facility of a Federal, State, or local law en-  
18 forcement agency to hold—

19 (A) persons pending adjudication of crimi-  
20 nal charges; or

21 (B) persons committed to confinement  
22 after adjudication of criminal charges for sen-  
23 tences of 1 year or less.

24 (4) HIV.—The term “HIV” means the human  
25 immunodeficiency virus.

1           (5) ORAL SODOMY.—The term “oral sodomy”  
2 means contact between the mouth and the penis, the  
3 mouth and the vulva, or the mouth and the anus.

4           (6) POLICE LOCKUP.—The term “police lock-  
5 up” means a temporary holding facility of a Federal,  
6 State, or local law enforcement agency to hold—

7                 (A) inmates pending bail or transport to  
8 jail;

9                 (B) inebriates until ready for release; or

10                (C) juveniles pending parental custody or  
11 shelter placement.

12           (7) PRISON.—The term “prison” means any  
13 confinement facility of a Federal, State, or local gov-  
14 ernment, whether administered by such government  
15 or by a private organization on behalf of such gov-  
16 ernment, and includes—

17                 (A) any local jail or police lockup; and

18                 (B) any juvenile facility used for the cus-  
19 tody or care of juvenile inmates.

20           (8) PRISON RAPE.—The term “prison rape” in-  
21 cludes the rape of an inmate in the actual or con-  
22 structive control of prison officials.

23           (9) RAPE.—The term “rape” means—

24                 (A) the carnal knowledge, oral sodomy,  
25 sexual assault with an object, or sexual fondling

1 of a person, forcibly or against that person's  
2 will;

3 (B) the carnal knowledge, oral sodomy,  
4 sexual assault with an object, or sexual fondling  
5 of a person not forcibly or against the person's  
6 will, where the victim is incapable of giving con-  
7 sent because of his or her youth or his or her  
8 temporary or permanent mental or physical in-  
9 capacity; or

10 (C) the carnal knowledge, oral sodomy,  
11 sexual assault with an object, or sexual fondling  
12 of a person achieved through the exploitation of  
13 the fear or threat of physical violence or bodily  
14 injury.

15 (10) SEXUAL ASSAULT WITH AN OBJECT.—The  
16 term “sexual assault with an object” means the use  
17 of any hand, finger, object, or other instrument to  
18 penetrate, however slightly, the genital or anal open-  
19 ing of the body of another person.

20 (11) SEXUAL FONDLING.—The term “sexual  
21 fondling” means the touching of the private body  
22 parts of another person (including the genitalia,  
23 anus, groin, breast, inner thigh, or buttocks) for the  
24 purpose of sexual gratification.

1           (12) EXCLUSIONS.—The terms and conditions  
2 described in paragraphs (9) and (10) shall not apply  
3 to—

4                   (A) custodial or medical personnel gath-  
5 ering physical evidence, or engaged in other le-  
6 gitimate medical treatment, in the course of in-  
7 vestigating prison rape;

8                   (B) the use of a health care provider’s  
9 hands or fingers or the use of medical devices  
10 in the course of appropriate medical treatment  
11 unrelated to prison rape; or

12                   (C) the use of a health care provider’s  
13 hands or fingers and the use of instruments to  
14 perform body cavity searches in order to main-  
15 tain security and safety within the prison or de-  
16 tention facility, provided that the search is con-  
17 ducted in a manner consistent with constitu-  
18 tional requirements.

Chairman SENSENBRENNER. The Chair recognize the gentleman from North Carolina, Mr. Coble, to strike the last word.

Mr. COBLE. I thank the Chairman. I don't think it will take 5 minutes. Mr. Chairman and colleagues, more than 2 million individuals were incarcerated in the United States at the end of 2002. Although many and probably most correctional facilities have procedures in place to protect inmates against violence from other inmates while they are incarcerated, often these procedures are inadequate. Very little data exists regarding the number of violent incidents that occur in correctional facilities, and even less data on the incidents of sexual assaults in prisons. This is a very serious problem which merits our attention.

The physical and psychological problems caused by these incidents can have effects for the entire U.S. population. At the end of 2000 there were over 25,000 inmates who tested positive for HIV. The Subcommittee on Crime, Terrorism, and Homeland Security conducted hearings to examine the issue of sexual assault within Federal, State and local correctional institutions. The legislation we consider today, H.R. 1707, the "Prison Rape Reduction Act of 2003," is intended to make prevention of prison rape a priority for Federal, State and local institutions. This legislation encourages the development of nationwide standards for detection, prevention, reduction and punishment of prison rape. This legislation was marked up in the subcommittee, and a bipartisan substitute offered by Ranking Member Bobby Scott and me, was adopted by voice vote.

The legislation requires State and local governments to work with the Federal Bureau of Justice Statistics to study the number and effects of incidents of sexual assaults in correctional facilities. It also encourages States to adopt and maintain compliance with the national standard developed by the Attorney General.

I want to express my thanks to Mr. Bobby Scott, the distinguished gentleman from Virginia, and Mr. Frank Wolf, the other gentleman from Virginia, who worked endlessly on this very important piece of legislation. I believe this legislation, Mr. Chairman, will go a long way to address and bring attention to a very serious problem that exists in our correctional facilities, and I encourage my colleagues to support it, and yield back.

Chairman SENSENBRENNER. The gentleman from Virginia, Mr. Scott.

Mr. SCOTT. Thank you, Mr. Chairman. I move the unanimous consent to revise and extend my remarks and put my complete statement in the record.

Chairman SENSENBRENNER. Without objection.

Mr. SCOTT. And I would like to thank Chairman Coble for his remarks and his cooperation, and yours, Mr. Chairman.

Mr. Chairman, society pays dearly for ignoring prison rape. Inmates, often nonviolent first-time offenders come out of the prison rape experience severely traumatized and leave prison not only more likely to commit crimes, but far more likely to commit violent crimes than when they entered. The high incidents of prison rape within prisons also leads to an increased transmission of HIV/AIDS, hepatitis and other diseases outside the prison, which in turn impose threats and cost to society.

In 1994 the Supreme Court held in *Farmer v. Brennan*, that deliberate indifference to the risk of prison rape violates the eighth and fourteenth amendments to the United States Constitution, and so failure to take reasonable measures to guarantee safety of inmates exposes local, State and Federal facilities to lawsuits.

Mr. Chairman, prison rape is nothing short of prison torture. Long after bodies have healed, emotional trauma and stigma of brutal and repeated prison rape lasts and embitters. Whatever their crimes, there should be a moral imperative to reduce the incidents of prison rape.

Mr. Chairman, I would like to thank the chief patron of the legislation, my colleague from Virginia, Frank Wolf, Michael Horowitz and Vinny Seraldi, who are leading an amazing coalition of supporters of the legislation and many others for their support, and I yield back the balance of my time.

[The statement of Mr. Scott follows:]

PREPARED STATEMENT OF THE HONORABLE ROBERT C. SCOTT, A REPRESENTATIVE IN  
CONGRESS FROM THE STATE OF VIRGINIA

Thank you, Mr. Chairman, for holding this markup on the Prison Rape Elimination Act. And I want to express my appreciation to you, along with Chairman Coble, for assuring expeditious development and movement of this bill. Your staff has worked hard, and on a bi-partisan basis, with a bi-cameral group of members and a diverse coalition of organizations, to develop a bill we could all strongly support. I look forward to working with you to get the bill quickly through the House and to the Senate where I believe it will receive expeditious consideration and passage, as well.

Prison rape has been shown to have a devastating impact on its victims and ultimately on unsuspecting members of the public who become victimized by the rage, sexually transmitted diseases and other manifestations of prison rape. Prison rape is recognized as a contributing factor to prison homicide, violence against staff, and institutional riots. Not only does it cause severe physical and psychological trauma to victims; but it increases the transmission of HIV/AIDS, other sexually transmitted diseases, tuberculosis, and hepatitis B and C—all of which exist at a very high rate within U.S. prisons and jails.

And prison rape is a problem of sizable scope. Of the 2 million people incarcerated today, it is estimated that one in ten, or roughly 200,000, are victims of prison rape. And youths in adult prisons are 5 times more likely to be raped than adults. Yet this problem is, essentially, ignored as a societal problem. And society pays dearly for ignoring prison rape. Inmates, often non-violent first time offenders, come out of a prison rape experience severely traumatized and leave prison not only more likely to commit crimes, but far more likely to commit violent crimes than when they entered. And the high incidence of rape within prison also leads to the increased transmission of HIV, hepatitis and other diseases outside prison which, in turn, imposes threats and costs on all of society.

Prison rape is a crime with constitutional implications. The Supreme Court held in *Farmer v. Brennan* that deliberate indifference to the risk of prison rape violates the Eighth and Fourteenth Amendments to the United States Constitution. While prison conditions may be “restrictive and even harsh,” prison and jail officials “must take reasonable measures to guarantee the safety of the inmates.”

The bill establishes three programs in the Department of Justice: 1) A program to conduct an annual statistical study of a significant number of federal, state and county prisons and jails on the incidence of rape, and conduct public reviews of institution where the rate of prison rape is 30% above the national average rate; 2) a clearinghouse for complaints of prison rape to assist prevention and prosecution, and provide training and assistance to prison and jail officials; and 3) a program to provide grants—totaling \$40 million each year—to state and local governments and institutions for the purpose of enhancing the prevention and punishment of prison rape.

The bill also provides for the establishment of a Commission to develop standards for addressing and eliminating prison rape. Federal, state and local prisons would be required to adopt these standards to qualify for the full range of federal funding available use by prisons, including the grants under the bill. Finally, the bill re-

quires prison accreditation organizations to examine prison rape prevention practices as a critical component of their accreditation reviews.

Let the record show that this bill is intended to cover all inmates in all prisons and jails and to address the problem of inmates who are raped by their peers, as well as the equally serious problem of inmates who are raped by prison staff and contractors. No detainee, regardless of whether he or she is being held on criminal charges or in civil detention, shall be excluded from any reports, nor be exempted from the protections provided for under any standards related to this legislation.

In the end, and perhaps most importantly, the effort to combat prison rape is a moral imperative. Prison rape is nothing short of prison torture—the infliction of severe emotional and physical pain as punishment and coercion. Long after bodies have healed, the emotional trauma, shame and stigma of brutal and repeated prison rape lasts and embitters. Whatever their crimes and whatever the prescribed punishment for them, in a humane society prison rape should not be a part of it. Prison rape not only derails justice—it destroys human dignity.

This is long overdue legislation. And I would like to thank my colleague, Frank Wolf, Chairman of the Commerce, Justice, State Appropriations Subcommittee and chief sponsor of this bill, for his compassion, leadership and diligence in moving this matter forward. I would also like to thank Michael Horowitz and Vinnie Schraldi, the leaders of this amazing coalition, for their vision, leadership and dedication in bringing this matter to the forefront and keeping it going. Thank you Mr. Chairman.

Chairman SENSENBRENNER. Without objection, all Members may include opening statements in the record at this point.

Are there amendments?

Mr. WATT. Mr. Chairman, I move to strike the word, just to ask a question.

Chairman SENSENBRENNER. The gentleman from North Carolina.

Mr. WATT. I'm wondering from Mr. Coble and Mr. Scott whether between now and the floor they might consider changing the title of the bill from the Prison Rape Reduction Act of 2003 to the Prison Rape Prevention Act of 2003? It seems to me that—

Chairman SENSENBRENNER. Without objection, the title is amended.

Mr. WATT. Mr. Chairman, there may be some implications that—

Chairman SENSENBRENNER. Okay.

Mr. WATT. I didn't want to make the motion. I just wanted them to look at it.

Chairman SENSENBRENNER. Okay. Then we won't amend the title at this point in time.

Are there amendments? If there are no amendments, the question is on the subcommittee amendment in the nature of a substitute. Those in favor will say aye.

Opposed, no.

The ayes appear to have it. The ayes have it, and the subcommittee amendment in the nature of a substitute is adopted.

A reporting quorum is present. The question occurs on the motion to report the bill H.R. 1707 favorably as amended. Those in favor will say aye.

Opposed, no.

The ayes appear to have it. The ayes have it. The motion to report favorably is adopted. Without objection, the bill will be reported favorably to the House in the form of a single amendment in the nature of a substitute. Without objection, the Chairman is authorized to move to go to conference pursuant to House rules. Without objection, the staff is directed to make any technical and conforming changes, and all Members will be given 2 days, as pro-

vided by House rules, in which to submit additional dissenting, supplemental or minority views.

Mr. SCOTT. Mr. Chairman?

Chairman SENSENBRENNER. The gentleman from Virginia?

Mr. SCOTT. Mr. Chairman, somewhere along the lines in response to the gentleman from North Carolina, we intend to change the name to Prison Rape Elimination Act, and so that would I think achieve his concerns.

Chairman SENSENBRENNER. Duly noted.

There are two votes, a 15-minute vote and a 5-minute vote on two rules on bills to be brought up today. I think it's time to go to lunch. When we come back, and I urge the Members to be prompt, while we will work on the PTO modernization bill and the Committee is recessed until 1:00 p.m.

[Whereupon, at 11:45 a.m., the Committee recessed, to reconvene at 1:00 p.m., the same day.]

