

FOIA MARKER

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Collection/Record Group: Clinton Presidential Records

Subgroup/Office of Origin: Domestic Policy Council

Series/Staff Member: Jose Cerda

Subseries:

OA/ID Number: 18930

FolderID:

Folder Title:

Youth Crime Gun Interdiction Initiative

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Michael F. Crowley

12/10/97 10:40:55 AM

Record Type: Record

To: Jose Cerda III/OPD/EOP
cc: leanne a. shimabukuro/opd/eop, Alan B. Rhinesmith/OMB/EOP, Harry G. Meyers/OMB/EOP
bcc:
Subject: Re: Treasury -- Crime 

Status on ATF's GREAT Program.... Treasury accidentally defunded GREAT in their initial appeal. OMB had funded it at the FY 1998 level in passback. Treasury's revised appeal reinstated the program.

Update on ATF's Youth Crime Gun Interdiction Initiative... OMB's passback included \$16 million in new money to hire 162 agents to work firearms trafficking cases in the 27 youth crime gun cities. OMB also included \$12 million in ATF's base for gun tracing & state and local training to continue efforts we began in FY 1998 (with \$1 million in new funding provided by the Congress and \$11 million in temporary Forfeiture Fund balances identified by Treasury last summer). The total OMB passback (for new and continuing activities), then, was \$28 million for this initiative. Treasury is appealing for \$4 million for 27 additional agents (mostly for training), 33 inspectors to visit firearms dealers, and 50 clerical and support staff, which we view as noncritical.

Jose Cerda III



Jose Cerda III

12/09/97 10:10:22 PM

Record Type: Record

To: Michael F. Crowley/OMB/EOP@EOP
cc: Leanne A. Shimabukuro/OPD/EOP@EOP
Subject: Treasury -- Crime

Mike:

Sorry, I didn't get to you before on the GREAT program -- what's the current status? Also, I'm unclear as to where we are w/the Youth Crime gun piece. Can you give me a quick update?

Jose'

Michael F. Crowley

Record Type: Record

To: Jose Cerda III/OPD/EOP

cc: Leanne A. Shimabukuro/OPD/EOP, Harry G. Meyers/OMB/EOP, Alan B. Rhinesmith/OMB/EOP

Subject: Re: Treasury -- Crime (Clarification)

Update on ATF's Youth Crime Gun Interdiction Initiative... OMB's passback included \$16 million in new money *as a Presidential Reserve funding proposal* to hire 162 agents to work firearms trafficking cases in the 27 youth crime gun cities. OMB also included \$12 million in ATF's base for gun tracing & state and local training to continue efforts we began in FY 1998 (with \$1 million in new funding provided by the Congress and \$11 million in temporary Forfeiture Fund balances identified by Treasury last summer). The total OMB passback (for new and continuing activities), then, was \$28 million for this initiative (*including the \$16 million recommended for funding as a Presidential Reserve proposal*). Treasury is appealing for \$4 million for 27 additional agents (mostly for training), 33 inspectors to visit firearms dealers, and 50 clerical and support staff, which we view as noncritical.



Susan.Ginsburg @ MS01.DO.treas.sprint.com
11/20/97 05:25:00 PM

Record Type: Record

To: Jose Cerda III

cc:

Subject: Youth Crime Gun/ATF Agents/Passback

Date: 11/20/1997 06:14 pm (Thursday)

From: Susan Ginsburg

To: EX.MAIL."Cerda_J@a1.eop.gov", EX.MAIL."Shimabukuro_I@a1.eop.gov"

Subject: Youth Crime Gun/ATF Agents/Passback

I've been out of town for a couple of weeks and returned to learn that the Treasury passback from OMB is scheduled for Tuesday. I am guessing that this means that OMB/POTUS will be making the call on the funding for ATF agents tomorrow/Monday. Leanne said to be sure to let you know how things are going, so I'm sending you this message to notify you of this crucial juncture (in case others haven't already).

I regret the recent fireworks and trust they won't interfere with this good program.

To bring you up to date:

1. As you know the YCGII training has occurred, with the second group finishing tomorrow at the NTC. The computerization process is going on, with a survey of all the cities at least planned to be completed by December. The request to transfer the Asset Forfeiture Funds has gone to the Hill. The Statement of Participants is circulating. Comprehensive tracing is expected to be on target, that is, to begin by Jan. 1. Kennedy and Blumstein among others are working on this year's YCGII trace data (perhaps this official involvement of prominent researchers will make next July's report publication process easier).

2. ATF thinks that the agents/officers who have done the training are "getting it" and are eager to make cases, and that the pds are committed to the tracing.

3. I went to the IACP meeting in Orlando and attended sessions on the Boston Gun Project/youth violence and on tracing/trafficking. Both were well

attended, and ATF got plenty of interest and recognition for its strategy, including testimonials from chiefs. Because of the IACP "sponsorship" of tracing/trafficking, I think the demand on ATF for agents/cases/training will be even greater than anticipated, and therefore that adding the agents is more important than ever. Also, more US Attys are catching on.

4. In general, the whole movement toward comprehensive tracing/building trafficking capability is catching on faster than anticipated, so that I believe if we push we can hope to have most major cities by 1999, *perhaps* one or more whole states, and a number of smaller cities as well. The more comprehensive the data, the less able NRA is to attack the Administration's gun facts as unreliable because based on incomplete data. The NRA may be beginning to realize the implications of *comprehensive* tracing because it is now arguing that not all the traced guns are "crime guns" just because law enforcement recovers them and wants them traced -- a not very effective attack especially on YCGII, since everyone will agree that guns illegally in the hands of juveniles are bad even if a violent crime has not been committed.

5. Funding the agents to make cases against illegal traffickers to juveniles and youth will: (1) fulfill the President's July commitment to work with Congress for more agents to pursue traffickers, (2) expose and disrupt the illegal gun market that supplies youth; (3) respond to public concerns about youth violence, and (4) supply case anecdotes which when combined with the trace analyses, will provide the Administration with much more information than we have ever had with which to support firearms legislative/policy initiatives (i.e. addressing gun shows or supporting the provisions sought in the youth violence legislation).

Thanks for your ongoing support. Please let me or any of the rest of us know if you need anything further in connection with this decision.

PS I noticed that the COPS report says that COPS paid for comprehensive tracing and trace analysis in Boston. The little ironies . . .

FACSIMILE COVER SHEET
DEPARTMENT OF THE TREASURY
OFFICE OF POLICY DEVELOPMENT
(ENFORCEMENT)

Phone: (202) 622-0300

Fax: (202) 622-7301

Date:

12/11/97

Page 1 of —

TO:

Jose Cerda

FAX:

456-7028(F)

FROM:

Cheran Gushing

SUBJECT:

Booker

MESSAGE:

Jose, I did these notes
months ago before DOT started
on its work. Since Treasury has
no role (other than field support)
I never did anything with them.
I thought you might find them
useful now. Please do not
use my name - they are only to
help + I also sent to Jeremy & Jan
Nelson at PCPC. Cheran

communication with offenders; designed to maximize voluntary compliance and enhance authorities' deterrent capacity; (f) the customization of the basic approach based on behavior of offenders in response to implementation.

1. Site Identification: 5-10 Sites

- a. Identify two classes of sites:
 - need help, objective problem, e.g. youth violence
 - highly motivated
- b. See if they are interested
- c. Select x number

2. Program Development

- a. help in convening interagency group
- b. help running the ensuing process
- c. analytic support for description and understanding of the problem
(homicides, trace analysis, criminal histories, mapping, gang networks)
- d. guidance in applying Boston focused deterrence model to local situation
(taking into consideration both the problem and local resources)
- e. help in managing implementation
- f. help in evaluation

3. Training and Technical Assistance

- a. trainers to take program from a-f
- b. equipment in support of a-f
- c. researchers and other specialists in support of a-f
- d. operational funds in support of (e)
- e. administrative/narrative support person

4. Cross-Site Sharing and Support

- a. web page with person to maintain it
- b. three annual conferences

5. Facilitation by Boston Team.

DMK would train the local facilitators (one week). DMK would overall facilitate. Boston team then would be available to monitor, answer phone calls, do site visits, problem solve, intervene where needed.

Duration of project per city: 3 years.

Estimated time for steps a-d: one year

Estimated time for steps e: 2 years

Evaluation: after 3 years

As funded by NIJ, Boston cost approximately \$500,000 over three years.

This assumes that all involved local, State, and Federal agencies are making in-kind contributions consistent with their ongoing missions. In other words, this project represents a new strategy for existing structures.

\$2.5 -\$5 million per site, plus Boston team salaries and equipment

Treasury would try to ensure that any site selected would have the full firearms support developed through the Youth Crime Gun Interdiction Initiative, i.e. comprehensive tracing, training, trace analysis. Depending on the site and goals, additional resources could be developed.



Susan.Ginsburg @ MS01.DO.treas.sprint.com
12/10/97 06:34:00 PM

Record Type: Record

To: Jose Cerda III

cc:

Subject: Youth Crime Gun Interdiction Initiative: FY 99 Budget

Date: 12/10/1997 07:30 pm (Wednesday)

From: Susan Ginsburg

To: EX.MAIL."Cerda_J@a1.eop.gov"

Subject: Youth Crime Gun Interdiction Initiative: FY 99 Budget

**** High Priority ****

This responds to your request for a budget update on YCGII. Here's the situation:

1. In July we presented a \$60m/312 FTE budget to OMB and Leanne. OMB endorsed it, although they cut it back to \$46m by using a lower GS level for the agents.

2. Therefore, ATF/Treasury's FY 99 YCGII funding request was for \$46m/312 FTE.

This is: 179 agents (6 per city plus some for the Natl Tracing Center to figure out patterns/support investigations and some trainers); 50 tracers; 33 inspectors (now important to preserve/go after FFL records); 50 support personnel of various kinds.

3. OMB's passback provided: \$12m (in the base, replaced Forf. Fund & FY98 \$); and \$16m recommended from Pres. Priority Reserve (PPR). OMB approved only 81 FTE, half year lapse on 162 agent positions.

Thus, if the PPR funding comes, the President's budget would be prosing to Congress: \$28m & 81 FTE for Youth Crime Gun.

4. Treasury's post-passback appeal to OMB sought a \$32m operating level for YCGII. This assumed \$20m in new dollars and a carryover of the \$12m committed in the FY 98 base. Also, we assumed positions (i.e. not FTE) approaching the 312 level.

To be fair to OMB, they seem to be suggesting to you that their passback level of \$16 is only \$4m off Treasury's \$20m appeal.

However, this glosses over that OMB is proposing

only 162 of the requested 312 positions. This is materially different, for instance, from a decision to lapse all the positions at half year, as OMB is proposing for the 81 FTE/162 agent positions, so that the program could be fully staffed at 312.

5. Keeping in mind the Secretary's appeal, the narcotics account priority, etc. a Presidential budget limited to OMB's proposed 81 FTE (162 positions) is a long way from the 312 FTE/positions that everyone including OMB agreed was needed in July. Given the 3-5,000 agents that DOJ has received over the past several years, this seems a small number to propose to deploy in an effort against gun traffickers to youth and juveniles.

6. Program news. The good news is that the pds are reacting very positively to the training. Other cities are starting to ask for YCGII inclusion -- Dallas and Portland in the past couple of days (this could get political but hasn't yet). We anticipate continued demand from pds, and the federal resources need to be there to build and support local pd capability as well as make federal cases.

I learned yesterday that Illinois has passed a statute requiring state wide youth crime gun tracing (under 21) to go into effect January 1, 1998, and wants to pass an all age group tracing statute next year, if ATF can absorb the traces. (ATF will include a report on this effort as a "state model" in the YCGII report if the statute is complied with sufficiently.)

ATF could have trouble managing this expansion without solid resources that can't be "non-recurred," an OMB trick with contract-based personnel run programs. And without the agents/inspectors to make the cases/regulate the FFLs this will all just be "research," inviting NRA targeting, as well as public impatience.

I'd also note that IACP is jumping on board and obtained \$300k from BJA to expand "their" trafficking program, which the IACP is now making a high priority, following rave reviews from small town chiefs at the IACP meeting in Orlando. They are promoting the program, and bringing chiefs to the NTC, who then want all the services and reporting that YCGII is developing.

All this demand now, plus the goal of adding about 39 cities in FY99 (to bring in all 66 cities of pop.250,000 or more) makes me concerned about getting a solid funding base in now. Obviously, we'd like the Administration to be staying in the lead, ahead of the IACP/state/Congressional curve, as the President originated the program.

Your consistency about this has made all the difference and I continue to appreciate it. Please let me know if you need any further information.

Michael F. Crowley

Record Type: Record

To: Leanne A. Shimabukuro/OPD/EOP, Jose Cerda III/OPD/EOP
cc: Harry G. Meyers/OMB/EOP
Subject: Draft Directors Review Paper on Youth Crime Gun Funding for FY 1999

Attached is a draft Director's Review paper discussing extension of the Youth Crime Gun Interdiction Initiative for FY 1999.

Right now, I'm recommending that funding be provided for 162 additional ATF agents in FY 1999 to work gun trace investigative leads generated under the first two phases of the project which entail a significant expansion of tracing for 27 cities. States and localities are ill equipped to work these leads themselves because state and local laws tend to be weak, and gun trafficking is usually multijurisdictional in scope (and often crosses state lines). Therefore, additional federal enforcement specifically slated to work the gun trace leads would be useful. I would like your input, however. We'll be discussing this issue with Michael Deich on Thursday, so any thoughts that you might have would be very useful.

I've attached the draft issue paper below.



exh9atf2.wp

PREPARER/EXT: Michael Crowley/ x51091

TYPE OF ISSUE: Presidential Priority

Issue Paper X
Bureau of Alcohol, Tobacco and Firearms
(In millions of dollars)

ISSUE: Fund Expansion of Youth Crime Gun Interdiction Initiative

			FY 1999				
	FY 1997	FY 1998	Agency	Guidance	Recommended	Change from	Change from
	<u>Actual</u>	<u>Enacted</u>	<u>Request</u>	<u>Level</u>	<u>Level</u>	<u>Request Level</u>	<u>'98 Enacted</u>
BA/OB ¹	513	563	725	556	561 ²	-164	-2
OL.....	499	524	638	533	564	-74	+40

Option 1: Provide No New Funding for Youth Crime Gun Interdiction Initiative (Fund at Target)

Option 2: Fund Treasury Request for Expansion of Firearms Trafficking Initiatives (Treasury Requests \$47M and 312 FTE to be Funded from Presidential Priorities Set Aside)

Option 3: Continue Funding Expanded Firearms Tracing from Base Resources and Provide Additional Enforcement Resources (\$21.5 Required from Presidential Priorities Set Aside)

DESCRIPTION OF ISSUE: Treasury requests funding for expansion of ATF firearms trafficking enforcement efforts. This request, considered an expansion of the President's Youth Crime Gun Interdiction Initiative (YCGII) would principally fund additional agent staffing to work firearms trafficking cases. The YCGII was announced by the President in July 1996 as a 17 city pilot and an effort to use ATF gun tracing capabilities to track down the source of guns used by youths committing crimes. In July 1997, the President announced a 10 city extension of the tracing pilot to be funded from \$11M in existing Treasury resources. In his July 19, 1997 radio address, the President announced the Administration's intent to "work with Congress to hire more ATF agents to work with police officers and prosecutors to pursue traffickers based on the leads we're generating now every day." The Congress provided an

¹Includes Violent Crime Reduction Trust Fund (crime bill) funding.

²Recommended Level does not include \$14M that will be funded through earmarks to the Super Surplus Fund of the Treasury Forfeiture Fund. These funds will be used to pay for an ATF human resources pilot system, radio replacement, continued arson and explosives inspections (a continuation of funding from FY 1998), and necessary Y2K enhancements.

additional \$1.25M in the FY 1998 appropriation for the YCGII.

ANALYSIS: According to the Centers for Disease Control, American children died by gunfire at a rate 12 times higher than in other industrialized nations in 1994. The number of gun slayings by juveniles has quadrupled since the mid-1980's. There is some evidence that youth crime has abated somewhat since 1994. For example, arrests of juveniles aged 10-17 dropped 12% from 1994 to 1996. However, while the cause of the recent drop in youth violent crime is indeterminate, demographics point to a resurgence in the growth of the youth cohort of the population, which could undermine these recent gains.

To date, the YCGII has focused on expanded gun tracing to identify the sources of crime guns used by youths. Largely as a result of the YCGII pilot, gun traces have more than doubled since FY 1995 from 79,000 to 190,000 in FY 1997. However, little has been done to follow up on gun trace leads. Without follow-up to identify and incarcerate gun traffickers, generating additional traces is of little value. Most state and local laws are inadequate to addressing the multijurisdictional issues caused by gun trafficking. ATF is the lead federal investigative agency for firearms-related crime and has the ability to follow-up on gun trace leads and run investigations across jurisdictions and state lines. In spite of the doubling of gun traces, however, ATF has received no additional agents to work firearms trafficking cases. In fact, since 1993, ATF agent staffing has declined 9 percent. (90 percent of ATF investigative resources are devoted to firearms crime.) Additional enforcement resources are a logical follow-on to expanded gun tracing.

Little is known about the extent to which additional enforcement efforts will reduce youth gun crime. However, experts advocate balanced, comprehensive approaches that entail both gun supply reduction strategies (enforcement) as well as gun demand reduction strategies (education and family intervention). ATF has been working with state and local officials in a number of cities, most notably Boston and Atlanta, to develop comprehensive strategies and hopes to replicate these relationships in all 27 YCGII cities. As such, additional ATF agent staffing can be viewed as a critical component of a balanced strategy, albeit one that principally focuses on gun supply reduction.

The ATF initiative includes \$35M and 219 FTE, primarily for additional agent staffing, \$7M and 63 FTE for continuing and expanded gun tracing, and \$5 and 30 FTE for firearms trafficking training for state and locals. A discussion of the options follows:

Option 1: Provide No New Funding for Youth Crime Gun Interdiction Initiative. *Uses existing resources to get the job done.*

Treasury could continue to use \$12M of internal resources to provide contract support for the tracing center and to fund continued firearms trafficking training for state and locals. This option also recognizes that ATF could accomplish a significant reordering of its internal investigative priorities by using existing resources to target firearms trafficking investigative leads developed under the YCGII initiative. ATF could be directed to use \$5M in base PCS move funding to redeploy 81 agents to YCGII cities in FY 1998, and again in 1999, for a total redeployment of 162 agents. However, it would be difficult for the Administration to point to expanded resources for firearms trafficking if ATF were directed to de-emphasize certain regions of the country to provide additional resources for the 27 YCGII cities.

Option 2: Fund Treasury Request for Expansion of Firearms Trafficking Initiatives. *Overstates the resources needed.* Treasury's \$47M initiative request overstates the amount needed for gun tracing and gun trafficking training by \$12M for activities already funded in FY 1998, and which can be funded from existing Treasury Forfeiture Fund and ATF resources in FY 1999. The remainder of the initiative is also overstated. Treasury requests additional ATF inspectors (30) and support personnel (27). However, inspectors are not critical to the initiative. While the support personnel requested could be used to key enter gun trace requests, they could be reimbursed or paid for separately by local law enforcement authorities. Finally, the \$26M assumed for hiring and training entry-level special agents to be deployed to YCGII cities can be trimmed by \$4.5M to bring it in line with the OMB/Justice model for entry level law enforcement personnel costs (which assumes mid-year hiring). Therefore, at most, \$21.5M would be needed to fund this initiative from the Presidential Priorities Set Aside in FY 1999.

Option 3: Continue Funding Expanded Firearms Tracing from Base Resources and Provide Additional Enforcement Resources. *Funds the initiative at \$21.5M and 162 positions, based on the reductions described above under discussion of Option 2.*

RECOMMENDATION: Option 3: Continue Funding Expanded Firearms Tracing from Base Resources and Provide Additional Enforcement Resources. ATF should be provided with \$21.5M from the Presidential Priorities Set Aside for expanded firearms trafficking efforts in the 27 YCGII cities.

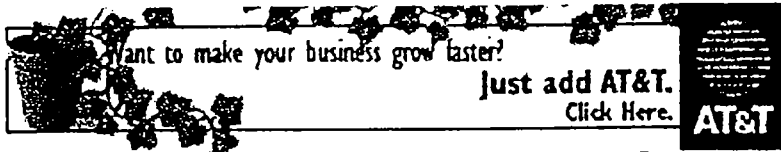


Bureau of Alcohol, Tobacco & Firearms
Office of Public Information

ATF News Summary

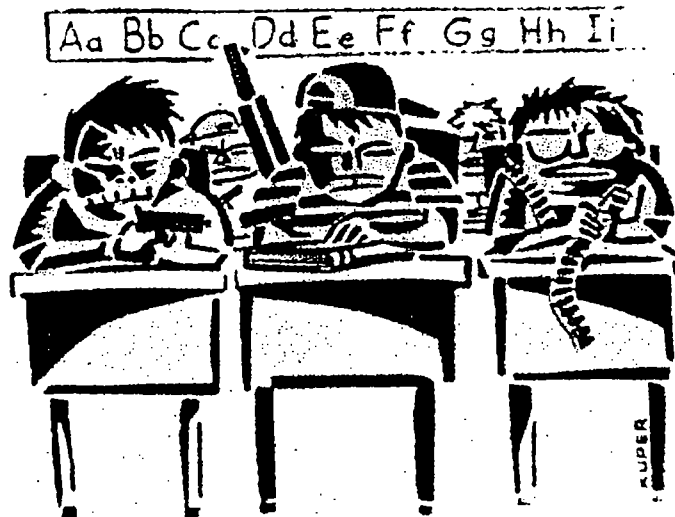
Monday, Dec. 8, 1997

ABC News 12/5/97 p. 1 of 5



Across U.S., Gun Tracing Yields Early Results

Kids Can Easily Get Guns



Kids across the U.S. fear gun violence.
878k (avi)
859k (mov)
RealVideo
(download)
RealPlayer

While violence in schools is down nationwide, guns are easily accessible for juveniles. Now a federal program to track guns is aiming to cut off the supply. (Illustration Peter Kuper)

By Jackie Cooperman
ABCNEWS.com

Dec. 5 — A 14-year-old allegedly brings a small arsenal of semiautomatics into his West Paducah, Ky., high school, killing three classmates in a prayer circle. A teen in the hamlet of Pearl, Miss., guns down two students and injures seven others.

Both attacks happened in small towns, far from the

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Clinton Calls
for Report on
School
Violence

Doctors
Struggle With
Gun Violence

Students
Grapple with
Kentucky
Shooting

**In July 1996,
the Youth
Crime Gun
Interdiction
Initiative
began in:**

Atlanta
Baltimore
Birmingham
Boston
Bridgeport, CT
Cleveland
Inglewood, CA
Jersey City, NJ
Memphis
Milwaukee
New York
Richmond, VA
St. Louis
Salinas, CA
San Antonio
Seattle
Washington DC
*Last summer, the
federal government
budgeted \$ 11
million in new
funding, and added*
Los Angeles
Philadelphia
Chicago
Detroit
Houston
Miami
Tucson
Minneapolis
Gary, ID
Cincinnati

youth gun violence in the last 10-12 years," Kennedy said.

Policy Makers Optimistic

But not so much in Boston, where no young people have died from gun wounds in more than two years, a "miracle" widely attributed to gang prevention and gun tracing. Now 27 other cities are trying to copy that success by focusing on gun tracking, with help from the Bureau of Alcohol, Tobacco and Firearms.

Many law enforcement officials are optimistic that by targeting the gun supply, they can prosecute illegal dealers and get the weapons out of circulation.

"It's a pretty revolutionary idea," said Daniel Webster, an assistant professor at the Johns Hopkins Center for Gun Policy and Research in Baltimore.

Since the initiative began in 17 cities in July 1996, the ATF has initiated 86 investigations, recommended 90 defendants for prosecution, arrested 61 defendants and sentenced 15. The number of tracing requests from local police departments has grown exponentially: the ATF traced 191,378 guns in fiscal year 1997, up from 79,777 guns in fiscal 1995.



Ruger Model P95DC 9 mm

"Three years ago, if you looked around the country and said 'what are you doing about people selling guns to adult felons and juveniles?' the answer was essentially 'nothing,'" said Kennedy, one of the founders of Boston's initiatives. "And that's not true anymore."

'Boston Miracle' Inspires Cities

For five years, Boston police worked with the ATF to trace guns, but did not initially use the data. When they finally looked at the information two years ago, the statistics contradicted widely held theories. They discovered that guns were often sold legally, 30 to 40 at a time, to a "straw buyer," who then sells them illegally on the street. Also, the guns were often purchased locally, not trafficked from other states.

"Everyone thought all the guns were coming from down south," Kennedy said. In fact, the majority of guns in Boston came from within Massachusetts.

Most guns taken from people 21 years and younger were less than a year old, he added. "Those are guns that



Boston Police Chief Paul Evans wants to intervene before kids turn violent

580k (wav)
(RealAudio)

urban centers typically associated with youth violence. And while violence in schools is down nationwide, an unprecedented federal gun tracing effort shows that no community should be surprised at kids bearing arms.

In 17 cities, investigators found that young people often buy guns near their home towns, that guns move quickly from legal sales to illegal use and that even when they don't go on headline-making shooting sprees, teens are buying weapons with alarming ease.

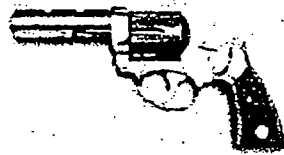


David Kennedy, criminal justice researcher at Harvard, on why kids use guns

504k (wav)
(RealAudio)

"Most times it's a 9mm or a .380. You can tell who to go to," said Michael Hogan, an 18-year-old who left Atlanta, where he could buy a gun for the price of a pair of tennis shoes, for the Laurinburg Institute, a boarding school in Laurinburg, NC. "They're standing around with a bookbag on, and sometimes they'll give you the eye and ask you, 'do you smoke?' And then they'll say, 'I've got a pistol to sell' and you take it from there."

David Kennedy, a senior researcher at Harvard



Zastava Model 1983 .357-caliber Magnum

University's Kennedy School of government, believes police can drastically reduce crime by going after the people who make guns so accessible to juveniles.

"There's been this historically unprecedented, and by any measure appalling increase, in

are just a skip and a jump from retail sale.”

National Cities Share Boston Trends

Preliminary results in the initial 17 cities showed similar trends, according to the ATF. Also, young people were more likely to use semiautomatic weapons, and the guns are often less than a year old. Like sneakers or other teen status symbols, a few brands of guns carried a high proportion of street chic, giving investigators leads for tracing.

“There are literally tens of thousands of different kinds



Norinco Type CQ 5.56 mm rifle

of guns out there but we’re not finding that many on the street,” said Kennedy. “We’re finding

five or ten different models and the particular kinds of guns change from city to city, but you can focus your energies on those specific types of gun.”

The ATF traced nearly 13,000 guns used in crimes in New York City. Of those, 11 percent came from juveniles.

Nationwide, the figure is 10 percent. In Seattle and Memphis, juveniles were responsible for more than 20 percent of illegal gun crimes. Handguns far outpaced all other types of guns recovered from crimes, making up 63 percent of all guns recovered in Salinas, Calif. and 98 percent in Atlanta.

Guns Thrive With Gangs

Boston’s “miracle” also hinged on the “demand” side of the gun market: gangs.

In May 1996, Boston gathered law enforcement officials ranging from community police officers to representatives from the U.S. Attorney’s office. Together, they called in representatives from Boston street gangs and confronted them.

“This group met systematically with gangs and said ‘we know who you are and we know what you’re doing’ and when you and your friends hurt somebody, we’ll figure out what we can do to exact penalties,” said Kennedy. The get-tough stance included stiffer federal sentencing for gang members, nighttime patrols in gang-filled neighborhoods and threats to bring in the FBI.

It worked — gang violence plummeted.

Minneapolis was among the first cities to follow suit, exchanging law enforcement officials with Boston, and using similar methods to infiltrate gangs and decrease gun crimes.



Beretta Model 92F 9 mm

"As a result of the research it was clear there was a gang-related connection to the violence," said Minneapolis Police Chief Robert K. Olson. Minneapolis had an 80% drop in its homicide rate last summer, going from 40 murders in June, July and August of 1996 to 8 murders for the same period in 1997. "Our whole target was to have a safe summer and we feel it really worked."

It all comes down to a basic equation, experts say:

The key principle is to increase the cost of gun carrying to kids. "And you do that in two ways: you increase penalties and you decrease supply into the market," Webster said. "When you dry up supply, cost goes up and the market goes down, it's classic macroeconomics."

How it Works: The Detective Trail

Gun tracing often follows a tangled path, as forensic scientists and law enforcement officials piece together leads to establish a gun's history.

Police forward guns recovered at crime scenes to three tracking labs where the ATF now traces approximately 230,000 guns annually.

As many as 20 percent of the guns recovered have obliterated serial numbers. The ATF won't say exactly how they restore the numbers, for fear of encouraging gun runners to develop restoration-proof techniques, but ATF spokesman Joe Green did say that a team of forensic scientists often has success restoring the numbers.

"It can take from several hours to several days," Green said, "depending on the severity."

The guns without serial numbers also tend to cluster in groups that were first purchased legally and then sold illegally.

The scientists determine each gun's make, model and caliber. ATF agents then contact the guns' manufacturer, who can identify the original gun dealer. From there, agents try to find who sold the guns illegally and prosecute them, often working with gun shops.

"When you look at the names of the first purchasers, they also have multiple traces coming back to them," Kennedy said. "Most of the gun stores have in fact not done anything illegal but lots and lots and lots of the first purchasers are either traffickers themselves or part of a trafficking operation."

MEMO

To: Pat Schlueter
From: Deanne Benos (Rep. Blagojevich)
Glen Shor (Rep. Meehan)
Date: September 3, 1997
Re: Proposed Amendment to Treasury/Postal Appropriations Bill

Congressman Rod R. Blagojevich (D-Ill.) and Congressman Marty Meehan (D-Mass.) are interested in amending the House Treasury/Postal Appropriations bill to increase funding for the ATF's Youth Crime Gun Interdiction Initiative (YCGII). An amendment along these lines was offered on the Senate side by Senator Kohl (D-Wisc.). Specifically, the Kohl amendment added \$1 million to the ATF's overall budget and stated that the additional million "may be used for the Youth Crime Gun Initiative." Apparently, an extra \$1 million was available within the Senate's 602(b) allocation for the Treasury/Postal appropriations bill. The Kohl amendment passed by voice vote in the Senate.

The Youth Crime Gun Interdiction Initiative (YCGII) is currently a 17-city demonstration program aimed at reducing youth firearms violence. Federal and local enforcement officials in each jurisdiction have agreed to submit information on all recovered crime guns to the ATF's National Tracing Center. By simply submitting trace requests on all recovered firearms, enforcement officials can check for patterns and trends on crime guns in their communities. When the NTC can successfully trace these crime guns, additional strategic and investigative information is available. Occasionally, crime gun tracing information has led to the arrest of individuals who supply guns to young people. President Clinton recently praised YCGII in a weekend radio address and announced that the effort will be expanded to an additional 10 cities.

YCGII has never received a specific appropriation. In part, this is because the program was implemented in a "scaled down" manner. Although the ATF would have liked to have hired additional agents in the 17 designated cities to pursue leads developed through crime gun tracing, this did not occur. ATF has had to spend unspecified, relatively small, amounts to hire additional contract employees at the National Tracing Center (NTC) to attempt to handle an exponentially increasing volume of trace requests. Moreover, existing ATF agents already swamped with investigative responsibilities have had to deal with leads developed from successful traces. Due to insufficient personnel resources, the ATF claims that smaller-scale investigations are not typically being pursued. Meanwhile, underfunding has resulted in the ATF's losing almost eight percent of its total personnel in full-time equivalent years over the past five fiscal years.

The Clinton Administration has promised the ATF to rescue \$11 million in fiscal year 1997 Treasury Department funding to expand YCGII to 10 additional cities. Assumedly, this money will help the ATF hire additional contract employees to assist with the growing volume of trace requests submitted to the NTC. Thus far, however, the ATF has received only \$1.5 million of the promised \$11 million. Furthermore, this money would not enable

the ATF to hire additional agents for any of these cities.

Accordingly, additional money would at least help the ATF deal with its difficulties right now in completing the growing number of trace requests submitted to the NTC. It might also assist the ATF to not only discover suspected traffickers but also investigate and arrest them. As evidenced by the Kohl amendment, there is precedent in the Senate for a specific appropriation targeted at YCGII.

We would appreciate your assistance in navigating some of the challenges a proposal to increase funding for YCGII would face in the House. Ideally, we would prefer that the proposal be accepted by the majority. This is complicated by (1) the need to identify an offset, and (2) some hostility to the ATF on the part of a significant number of House members. We would be happy to work with the staff of Chairman Kolbe, whom we understand to be somewhat sympathetic to the ATF.

You can reach Deanne at 6-7637 and Glen at 5-0871. We hope to be in touch with you soon to discuss our options further. Thank you in advance for your assistance.

Michael F. Crowley

Record Type: Record

To: Jose Cerda III/OPD/EOP

cc: Leanne A. Shimabukuro/OPD/EOP, Harry G. Meyers/OMB/EOP

Subject: Options for Reducing Costs for the ATF Youth Gun initiative extension

First a note on financing: We've spoken with Michael and he is adamant that of the funds identified by Justice and Treasury, we finance any initiative extension from whichever of these is likely to fly. The \$13M for IRS private collection agencies is pegged for rescission by the appropriators, and is highly unlikely to become available to us. Perhaps the \$11M from the Customs Forfeiture Fund can be attached to the reconciliation. Adding \$6M from Justice, that gives a total

Options to reduce initiative costs:

ATF is asking for a total of \$30M, of which \$26.8 million would augment enforcement in 17 cities, and \$3.4 would expand gun tracing.

If our **priority is enforcement, ATF thinks it needs \$26.8M**. However, buried in these costs are a number of items that are not purely ATF enforcement, including inspectors, training for state and locals and payment of state/local overtime, expanded gun tracing, and increased staffing for the National Tracing Center. Here's some options for just buying enforcement:

- **\$14.2M -- Just Buy Enforcement for 17 Cities-- No Extras:** Buys 102 entry level (GS-9) agents, or 6 per city, to conduct investigations; no inspectors. Skips any investment in training and support to state and locals. Does not buy additional gun tracing of any kind. (Assumes 1/2 year FTE utilization; full year cost is: \$17.3M.) *Rationale: ATF will hire entry level instead of GS-12 to fill the initiative positions anyway, and doesn't need resources now for later career ladder promotions.*
- **\$7.1M - Spread the Enforcement a Little Thinner:** Buys 51 entry level (GS-9) agents, or 3 per city, to conduct investigations. As above, skips all gun tracing and state & local assistance. (Assumes 1/2 year FTE utilization; full year cost is \$8.7M.) *Rationale: ATF already has 368 agents deployed among the existing pilot cities; for an average of 22 agents per city (although the actuals run from zero to a high of 64, per city). An addition of 51 agents is a healthy increase in enforcement resources that will enable ATF to augment existing resources to conduct additional investigations and surveillances.*

If our **priority is more gun tracing**, ATF thinks it needs \$3.4M. However, ATF's proposal doubles the number of firearms tracers at its Tracing Center, and purchases a significant amount of nice to have but not-really-necessary hardware & software for state and locals.

- **\$2.3M - Expand Tracing Pilot to 10 More Cities and Pay for Training/Equipment:** Makes modest investment in new Tracing Center staffing (13 firearms tracers) for a total of \$1.1M (full year cost); finances hardware/software and training for 10 cities. A very liberal assumption is that a 10 city tracing pilot expansion will generate 60,000 new traces. (The 1-year tracing pilot only generated 17,000 new traces.) 13 additional firearms examiners could handle 60,000 additional traces at the same level of productivity the Tracing Center is currently operating under. Fixed training materials costs and training delivery for gun

tracing (not firearms trafficking) training would cost each of 10 cities \$0.12M. *Rationale: The number of staff needed by ATF has been overestimated. ATF's assumption of an increase of 100,000 traces in the first year is extremely unrealistic. It is not necessary to double the existing number of firearms tracers. Also, with an emphasis on gun trace training, rather than firearms trafficking training, the training costs for additional cities can be reduced. (\$2.3M brings the cost down to about what ATF paid to expand gun tracing in the original pilot.)*

- **\$1.1M - Expand Tracing Pilot to 10 More Cities/Augment Tracing Center:** Make modest investment in new Tracing Center staffing (13 tracers), but limit training and support for additional 10 cities to the ad hoc assistance provided by ATF for the original 17 city pilot. *Rationale: Even if we don't give ATF the resources to go out and train/support 10 new cities as they would have us do it, we can still ask them to do it the old ad hoc way, just like they did it for the original 17 city pilot.*

If we want to build a package around **both priorities, more enforcement and more tracing**, we can build a reasonable package that will **cost as little as \$8.2M or as much as \$16.5M**, based on the above options. Of course, Treasury will object, but Treasury wants to get as much as it can out of this initiative. Any of the options identified above will nicely augment their existing efforts.

In trying to show how low we could get the costs for an initiative extension, the low options cut out all of the kinds of costs that Justice would likely be willing to pick up--namely, non-FTE support for state and locals. **Adding the Justice numbers back in, we get a range of \$14.2M to \$21.5M, based on the above options.**

Michael F. Crowley

Record Type: Record

To: Jose Cerda III/OPD/EOP

cc: Leanne A. Shimabukuro/OPD/EOP, Harry G. Meyers/OMB/EOP

Subject: Follow-up Note on Options for ATF Youth Gun

Just in case it wasn't clear in my last email, I think we can very reasonably put forward an ATF initiative extension that adds enforcement and tracing dollars for only \$8.2M. Add Justice in for a total of \$6M in state and local assistance and training, and the total initiative comes to \$14.2M.



DEPARTMENT OF THE TREASURY
WASHINGTON, D.C.

July 18, 1997

SECRETARY OF THE TREASURY

Dear Mr. President:

On July 8, 1996, you announced the start of the Youth Crime Gun Interdiction Initiative (YCGII), a collaborative effort among law enforcement officials in 17 cities to reduce youth firearms violence by disrupting the illegal markets that put firearms in the hands of juveniles and youth. The YCGII brought together four significant law enforcement themes of this Administration: first, that we work in a collaborative effort with our state and local law enforcement partners; second, that we make smart and effective use of our limited law enforcement resources; third, that we do everything possible to lower the level of gun violence across the Nation; and fourth, that we make a special effort to reduce youth gun violence.

In the one year since your announcement, we have learned a great deal and have made substantial progress in developing a sophisticated infrastructure to combat illegal gun trafficking. Perhaps most important, we have learned that universal tracing of crime guns in particular communities is achievable. During the past year, gun tracing requests in the 17 pilot cities nearly doubled. Over the coming year, we will strive to increase the number of localities that trace all guns linked to crime.

Through universal tracing, we can greatly improve the quality of crime gun data that is being collected. This will result in law enforcement being better able to identify illegal gun traffickers and develop investigative priorities. For example, we have documented that illegal handguns recovered from juveniles and youth are highly concentrated among a relatively small number of kinds of firearms, particularly semi-automatic weapons. This information is critical, for it permits federal, state, and local enforcement officers to assign priorities to investigations of traffickers based on the known popularity of certain weapons among juveniles and youth, as well as adult criminals.

The Departments of Treasury and Justice are fully committed to this important Initiative. While the initial results are encouraging, we have much more to do. In the next year, we will continue working with state and local officials in the original 17 sites to improve gun tracing and enforcement strategies. We will also be working with additional cities, sharing what we have learned and assisting them in establishing their own gun tracing systems.

With your leadership and your support, our goal of effective action against illegal firearms markets that supply juveniles and youth will be achieved. By stemming the flow of illegal firearms to juveniles and youth, we expect that the level of violence in our communities will continue to drop.

We are attaching for your information a brief summary of the Initiative, as well as a comprehensive report compiled by the Department of Treasury describing results of ATF's analyses of crime gun trace information in the 17 pilot cities.

Sincerely,



Robert E. Rubin
Secretary of the Treasury



Janet Reno
Attorney General

SUMMARY OF
NATIONAL ILLEGAL FIREARMS TRAFFICKING STRATEGY
&
YOUTH CRIME GUN
INTERDICTION INITIATIVE

Since 1993, this Administration has developed several successful approaches to fighting violent crime and the proliferation of illegal firearms. New laws such as the Brady Act and the Assault Weapons Ban gave us significant tools to prevent criminals from obtaining certain types of firearms.

In 1994, the Departments of Justice and Treasury announced the Administration's Anti-Violent Crime Initiative (AVCI). The AVCI promotes cooperation among federal, state, and local law enforcement agencies in working together to develop coordinated investigative priorities within individual communities. In many communities, gun violence and the proliferation of firearms among juveniles and gang offenders has been identified as the most important violent crime problem. Local task forces in Youth Crime Gun Interdiction Initiative (YCGII) cities, such as Boston, Baltimore, Memphis, and Milwaukee, have been successful in identifying and prosecuting numerous individuals who have brought illegal firearms into our communities.

We have recognized that stopping illegal gun trafficking before it begins has a greater impact and requires fewer resources than pursuing firearms once they have reached the hands of criminals through the illicit trafficking market. Since 1994, the Department of Treasury has pursued an "Anti-Trafficking Strategy," which targets illegal gun trafficking at its source. In addition, we worked to strengthen the licensing of dealers and assure their compliance with applicable laws and regulations, resulting in over a 50% drop in the number of federal firearms licensees.

Reducing the numbers of licensed dealers is not enough, for even with the dramatic reduction, there are still approximately 110,000 licensees. Thus, we have also strived to identify dealers who may be illegally selling firearms, as well as non-licensed individuals who buy and sell firearms that originally were purchased lawfully. Historically, identifying these persons and the resulting trafficking patterns has been difficult. But this is where the YCGII shows great promise.

For the past few years, researchers in Massachusetts had sought to identify the original legitimate source of every gun seized by the Boston Police Department, to determine whether there were any specific patterns that could help law enforcement stem the flow of illegal firearms to criminals. ATF also developed a computer program, Project LEAD, that could take that data, commonly referred to as "trace information," and use it to identify individuals and locations that might be involved in illegal firearms trafficking.

is being provided to each of the participating cities, which will assist local law enforcement officials in setting investigative priorities based on the patterns unique to their community. It is through the expansion of this type of information, which can only be obtained by increased crime gun tracing, that we will be able to more broadly assist individual investigators in their cases across the nation.

The YCGII has developed tools that can be used in cities throughout the country to strengthen enforcement efforts against illegal traffickers to juveniles and youth. By expanding comprehensive crime gun tracing to additional cities, increasing the development of crime gun trace analyses, increasing federal, state, and local training in trafficking investigations, and continuing federal-state-local collaboration in trafficking investigations and local violence reduction initiatives, we will ensure the effectiveness of our nationwide effort to disrupt this lethal trade and reduce juvenile and youth firearms violence.

The Clinton Administration's Youth Crime Gun Interdiction Initiative

July 8, 1996

"In my State of the Union address I challenged our country to focus on the problem of youth violence.... We're fighting with a strategy that is coordinated and unrelenting, that does rely upon national, state and local prosecutors and police and, above all, on citizens working with us."

—President Bill Clinton

May 13, 1996

- Today, President Clinton is announcing a seventeen city crackdown on crime gun traffickers, specifically targeted at those who peddle their arms to kids. It will entail a Federal and local law enforcement partnership -- between police chiefs, local prosecutors, and federal investigators and prosecutors -- that will trace firearms found on youths back to the crime gun traffickers.
- Firearms violence is a scourge on our society. Homicides committed by young people with firearms have nearly tripled since 1985, and other types of gun-related violence have been on the rise. Too many guns are in the hands of our nation's children.
- Working in cooperation with state and local law enforcement in unprecedented fashion, federal law enforcement have successfully disrupted numerous illicit gun markets across the country over the last three years.
- This new initiative will strengthen those ongoing efforts to clamp down on these illegal markets, especially those that provide crime guns to kids. In these seventeen cities, for the first time, every time a gun is used in a crime and seized by law enforcement, it will be tracked through a national tracing system. Law enforcement will use that trace information to help identify and locate illegal gun traffickers.
- The program utilizes an innovative computer software system -- developed by the Treasury Department's Bureau of Alcohol, Tobacco and Firearms (ATF) -- that examines crime gun trace information and provides law enforcement with crucial investigative leads about the sources of these guns. By analyzing patterns of gun trafficking that exist in an area, law enforcement can develop more effective strategies to target illegal gun traffickers for prosecution, particularly those who put guns into the hands of our nation's young people.
- President Clinton will direct Attorney General Reno and Secretary Rubin to implement this program in seventeen pilot cities. In addition, they will work with law enforcement at every level to ensure that all crime guns seized in each of these cities are traced and will develop joint investigative and prosecutive strategies to combat the problem of illegal gun trafficking. Reno and Rubin will also report back on the first-year accomplishments of this project.
- This new initiative builds upon existing Clinton Administration partnerships with state and local law enforcement, such as the very successful Anti-Violent Crime Initiative, which was launched two years ago and has resulted in numerous important prosecutions. It is also another step by the Clinton Administration -- like the Brady Law, the 1994 Crime Bill and assault weapons ban, and the Gun-Free Schools Act -- to reduce firearm violence in our streets and schools.

The White House
Washington

July 8, 1996

MEMORANDUM FOR THE SECRETARY OF THE TREASURY AND THE ATTORNEY
GENERAL

SUBJECT: REDUCING ILLEGAL FIREARMS TRAFFICKING

In my August 11, 1993 memorandum concerning gun dealer licensing, I directed that the Department of the Treasury and ATF take a number of steps, including "expanding the use of cooperative agreements with State and local law enforcement agencies to address licensing and trafficking problems." You have informed me that in response to that directive, ATF and the Department of the Treasury have developed a pilot program, the Youth Crime Gun Interdiction Initiative (YCGII). I direct that this initiative be carried out in collaboration with the Department of Justice, chiefs of police, United States Attorneys, and State and local prosecutors in seventeen cities across the nation. Its purpose is to use ATF's records for tracing crime guns seized by federal and State and local law enforcement, and to use that trace information to identify sources of youth crime guns. Information developed about illegal sources of firearms will be used to support action, both civil regulatory cases and criminal prosecutions, at the federal, State, and local level, against illegal firearms trafficking by dealers, straw purchasers, gang members, and others. The pilot program will seek to determine whether and how disruption of the illegal market in firearms affects youth gun demand and availability. Information developed about sources of firearms will also be used to analyze different patterns of trafficking that may exist in the different cities, and to develop more effective federal, State, and local strategies against illegal trafficking to criminals and young people.

The Youth Crime Gun Interdiction Initiative has a special focus on law enforcement operations and developing law enforcement and regulatory strategies against illegal trafficking to young people. This is critical to law enforcement's strategic planning. Homicides with firearms among young people have nearly tripled since 1985, while firearms homicides among all other age groups have remained unchanged. Some believe that demographic trends could result in the current unacceptable level of death, injury, and community disturbance caused by crime guns in the hands of young people becoming even more prevalent, unless the potential for increased firearms violence is checked.

You have also informed me that the Youth Crime Gun Interdiction Initiative is only one component of ATF's larger trafficking

strategy, which is aimed at interdicting all illegal gun trafficking. Consistent with my directive, ATF has "expanded [its] capabilities to utilize effectively the firearms transaction records of out-of-business licensees for tracing purposes through the use of automation and other technology" by developing Project LEAD, a software system that aggregates seized crime gun trace information, in order to provide law enforcement with investigative leads about illegal sources of firearms. Project LEAD will support all crime gun traces from the seventeen cities, as well as from any other law enforcement agency that submits crime guns to ATF for tracing. The more crime guns that are entered in to the Project LEAD system, the more information the nation's law enforcement agencies will have concerning illegal gun trafficking.

Accordingly, I direct the Department of the Treasury and the Department of Justice, and all federal law enforcement agencies subject to your policy guidance, to ensure that all federal law enforcement agencies are submitting all crime guns seized by them for tracing by ATF's National Tracing Center.

Concerning the problem of gun trafficking in general, I direct the Secretary of the Treasury, in consultation with the Attorney General, to report to me on the extent of crime gun tracing by federal law enforcement agencies, and by state law enforcement agencies, where the information is available; and on what has been accomplished and learned through the use of Project LEAD and other methods, concerning national, regional, State, and local patterns of illegal firearms acquisition, from the primary, legal market in firearms, and from the secondary, unregulated and black markets. The report should be annual, beginning August 11, 1997.

Concerning the special problem of youth firearms violence, I direct the Secretary of the Treasury in consultation with the Attorney General to report to me on what has been accomplished and learned through the Youth Crime Gun Interdiction Initiative on August 11, 1997 and on August 11, 1998.

Acting pursuant to your statutory authority, you shall make such determinations and issue orders, regulations, and rulings, as appropriate, to achieve the objectives stated in this memorandum. All Executive agencies shall, to the extent permitted by law, cooperate with and assist you in carrying out the objectives of this memorandum. You shall consult with the Director of the Office of National Drug Control Policy, and other Executive agencies as necessary to coordinate and implement the objective of this memorandum. Nothing in this memorandum shall be construed to require actions contrary to applicable provisions of the law. You are hereby authorized and directed to publish this memorandum in the Federal Register.

WILLIAM J. CLINTON

YOUTH CRIME GUN INTERDICTION INITIATIVE

The Bureau of Alcohol, Tobacco, and Firearm's (ATF) Youth Crime Gun Interdiction Initiative (YCGII), is a pilot program aimed at intervening in the illicit gun market to reduce the illegal supply of firearms to young people and criminals. The YCGII:

- (1) Establishes a federal-local law enforcement focus in 17 pilot cities on the illicit youth firearms market.
- (2) Includes a commitment by the chiefs of police in each city to submit all crime guns seized locally to ATF's National Tracing Center (NTC) for tracing. A NTC trace identifies the first seller and purchaser of the crime gun, providing a basis for determining how the illegal transaction occurred.
- (3) Uses the NTC's Project LEAD, a computer information system that aggregates information derived from individual crime gun traces, to provide law enforcement with additional investigative leads. These leads will be used to develop federal, State, and local cases against scofflaw firearms dealers, illicit firearms traffickers, straw purchasers and others illegally transferring guns to criminals and young people.
- (4) Sponsors a National Institute of Justice (NIJ) study that will provide law enforcement with additional information about the illegal gun markets in each location.

The YCGII is supported by a working conference, computers using Project LEAD, funds to upgrade Project LEAD to include additional youth related data, funds for training, and to support law enforcement operations aimed at traffickers to youth. In addition to participation by U.S. Attorneys, the Department of Justice's National Institute of Justice is jointly funding the study with the Department of the Treasury.

The purpose of ATF's Youth Crime Gun Interdiction Initiative is to reduce youth access to firearms, and reduce firearms violence, death, and injury by:

Creating a community oriented law enforcement structure for mobilizing local police departments, with federal backing, to disrupt the illegal firearms market, especially the illegal youth firearms market and its adult suppliers;

Investigating and prosecuting scofflaw federally licensed firearms dealers and illegal firearms traffickers and pushers, with emphasis on those who illegally supply firearms to young people and criminals.

Seventeen police departments of various sizes and geographic locations have joined the pilot program. Each will be supported by an ATF office. These sites were chosen because law enforcement officials at each have made a significant commitment to working with the federal government to reduce youth firearms crime.

It is expected that the levels of federal, state, and local law enforcement activity and research occurring in the different sites will vary. This is a pilot program that is intended to produce information about enforcement strategies and the illicit gun market that will benefit local jurisdictions specifically and law enforcement and policy makers generally.

ATF YOUTH CRIME GUN INTERDICTION INITIATIVE

PILOT CITIES

Seventeen police departments of various sizes and geographic locations have joined the pilot program. Each will be supported by an ATF office. These sites were chosen because law enforcement officials at each have made a significant commitment to working with the federal government to reduce youth firearms crime.

Local Police Department

ATF Support Office

(1)Atlanta,GA**	Atlanta Field Division
(2)Baltimore,MD*	Baltimore Field Division
(3)Birmingham,AL*	Birmingham Field Division
(4)Boston,MA**	Boston Field Division
(5)Bridgeport,CT*	Boston Field Division/Hartford Field Office
(6)Cleveland,OH*	Cleveland Field Division
(7)Inglewood,CA*	Los Angeles Field Division
(8)Jersey City,NJ***	New York Field Division/Newark Field Office
(9)Memphis, TN***	Nashville Field Division/Memphis Field Office
(10)Milwaukee,WI*	St. Paul Field Division/Milwaukee Field Office
(11)New York City,NY***	New York Field Division
(12)Richmond,VA*	Washington Field Division/Richmond Field Office
(13)St. Louis,MO**	St. Louis Field Division
(14)Salinas,CA*	San Francisco Field Division/San Jose Field Office
(15)San Antonio,TX*	Houston Field Division/San Antonio Field Office
(16)Seattle,WA*	Seattle Field Division
(17)Washington,DC***	Washington Field Division

*COPS Office Youth Firearms Initiative grant site.

**NIJ juvenile firearms research site.

***Additional sites where U.S. Attorneys and chiefs of police have made firearms trafficking and/or juvenile firearms crime a major priority.



Bureau of Alcohol, Tobacco & Firearms
Office of Public Information

ATF News Summary

Supplemental

Monday, July 21, 1997

Supplemental

New York Times 7/20/97

Clinton Seeks To Cut Crime Among Youth

WASHINGTON, July 19 (AP) — President Clinton said today that he wanted to stem juvenile violence by expanding to 10 more cities a program that traces firearms used in crime scenes, a step he said would be "locking the back door" on illegal gun sales.

"Make no mistake — gun traffickers are funneling guns to lawless youth," Mr. Clinton said today in his weekly radio address. "We know how they operate, and we intend to shut them down."

Since the program promoted by the President, the Youth Crime Gun Interdiction Initiative, started in 17 cities last year, law-enforcement agencies have tracked 37,000 crime guns to their sources. That is almost twice as many as the number traced the year before, according to Treasury Department statistics.

Also, for the first time in seven years, the rate of juvenile crime dropped — by 2.9 percent in 1995, Administration figures showed.

But "children are still killing children," Mr. Clinton said. He said it would take an expanded gun-tracing program, the continuation of background checks on gun buyers and the cooperation of Congress to clamp down on that.

Mr. Clinton said he was dismayed that the Senate had not passed a law requiring Federal firearms dealers to provide child-safety locks on weapons.

The President also urged law-enforcement agencies to continue doing background checks on prospective gun buyers, despite the Supreme Court's decision last month to strike down the part of the Brady law that mandates such checks.

A Treasury analysis of the interdiction program found that 4 of 10 guns used in crimes that were recovered by the police had come from juveniles.

The program has begun in 17 cities: Atlanta; Baltimore; Birmingham, Ala.; Boston; Bridgeport, Conn.; Cleveland; Inglewood, Calif.; Jersey City; Memphis; Milwaukee; New York; Richmond; St. Louis; Salinas, Calif.; San Antonio; Seattle, and Washington.

With \$11 million in new financing, the program will be expanded to 10 more cities: Los Angeles; Philadelphia; Chicago; Detroit; Houston; Miami; Tucson, Ariz.; Minneapolis; Gary, Ind., and Cincinnati.

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Cleveland had lowest rate of armed youths in 17-city gun study

The Associated Press
07/20/97 1:03 PM Eastern

CLEVELAND (AP) -- Cleveland had the lowest rate of young criminals armed with guns, according to a federally backed 17-city study over the past year.

The finding comes from a program President Clinton created to trace every gun seized from criminals in the 17 cities. The goal was to find out how criminals get guns.

Only 6 percent of the guns seized by Cleveland police came from juveniles.

Police Chief Rocco Pollutro said the city's day and night curfews and its increased patrol presence in neighborhoods could be persuading teen-agers to leave guns home.

"If you know we've doubled the number of traffic stops, you're not going to be running around with a gun in your pocket," he said.

Patrick Berarducci, spokesman for the U.S. Bureau of Alcohol, Tobacco and Firearms in Cleveland, said, "I think you have a police department that's working hard to be proactive."

Clinton announced the expansion of the program Saturday to 10 more cities.

Of guns seized from criminals in the 17 cities, 10 percent were in the hands of children 17 and under. About 45 percent were taken from those 24 and under.

Each city participating in the program had to promise to submit details on all

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seized guns to the ATF for tracing.

Berarducci said some gun owners did not keep records when they sold their guns, making some guns impossible to trace.

Of 37,000 guns seized in the 17 cities, the ATF was able to trace ownership for 37 percent. In Cleveland, the success rate was 49 percent.

The tracing program was started in Atlanta; Baltimore; Birmingham, Ala.; Boston; Bridgeport, Conn.; Cleveland; Inglewood, Calif.; Jersey City, N.J.; Memphis, Tenn.; Milwaukee; New York; Richmond, Va.; St. Louis; Salinas, Calif.; San Antonio; Seattle; and Washington.

With \$11 million in new funding, the program will be expanded to 10 more cities: Los Angeles; Philadelphia; Chicago; Detroit; Houston; Miami; Tucson, Ariz.; Minneapolis; Gary, Ind.; and Cincinnati.

The Plain Dealer, July 20, 1997

Each city participating in the program had to promise to submit details on all seized guns to the ATF for tracing.

Using the serial number on a firearm, workers at the ATF gun tracing center in West Virginia start their job by contacting manufacturers. Gunmakers are required to keep records of all sales to gun dealers. ATF next calls the dealer to find out who bought the gun.

ATF then contacts the buyer, and, because guns often are sold repeatedly, tracks down successive owners.

'What it takes here is just a lot of old-fashioned shoe leather,' said Raymond W. Kelly, the Treasury's under secretary of enforcement.

Berarducci said some gun owners did not keep records when they sold their guns, making some guns impossible to trace.

Of 37,000 guns seized in the 17 cities, the ATF was able to trace ownership paths for just 37 percent. In Cleveland, the success rate was higher - 49 percent.

Through the gun tracings, ATF learned that the source of guns used in crimes usually was inside the state where the crime occurred. In Cleveland, 70 percent of the guns seized from criminals were originally sold by Ohio gun dealers.

ATF officials were surprised at how fast some guns went from a gun shop to the hands of a criminal. In Cleveland, one of the most common guns seized by police was a .380-caliber semiautomatic pistol made by Lorcin.

Of 32 Lorcins the ATF could trace, 23 - 71.88 percent - were used in crimes less than three years after they were legally sold. One was used in a crime 20 days after leaving the gun shop.

"A short time-to-crime rate can be an indicator of illegal trafficking," a report on the tracing program says.

In another case, a .38-caliber revolver was used in a crime by a Cleveland juvenile 18 days after it was sold by a licensed dealer.

"We are at the beginning of having a clear picture of how the illegal gun market works," Kelly said. "We in law enforcement spend more time chasing stolen cars than illegal gun traffickers. That has to change."

The tracing program has led to 80 investigations into illegal gun trafficking, including probes in Cleveland.

In Milwaukee the program identified a security guard who was selling guns out of his car trunk on the street. The guns were used in several robberies and drive-by shootings. The guard has pleaded guilty to gun trafficking.

The success rate of the program should improve over the next year, Kelly said. The first year of the program cost less than \$2 million, but the Treasury Department is spending \$11 million this year. ATF will install computers in each city, putting them on-line with the gun tracing center.

The Plain Dealer, July 20, 1997

GRAPHIC: BOX: COMMON GUNS FOR CRIMINALS (Page 3B); Source: U.S. Department of
the Treasury Bureau of Alcohol, Tobacco and Firearms
LANGUAGE: ENGLISH

LOAD-DATE: July 21, 1997

8TH STORY of Level 1 printed in FULL format.

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The Plain Dealer

July 20, 1997 Sunday, FINAL / ALL

SECTION: NORTHEAST OHIO; Pg. 1B

LENGTH: 738 words

HEADLINE: 'LAWLESS YOUTH' BUYING FIREARMS;
CLINTON DISCUSSES GUN TRACING REPORT

BYLINE: By CHRISTOPHER QUINN; PLAIN DEALER REPORTER

BODY:

In Cleveland and cities across the nation, gun traffickers are selling firearms to children who use them to commit crimes, President Clinton and U.S. Treasury officials announced yesterday.

"Make no mistake: gun traffickers are funneling guns to lawless youth. We know how they operate, and we intend to shut them down," Clinton said in his weekly radio address.

The finding comes from a program Clinton created last year to trace every gun seized from criminals in 17 U.S. cities, including Cleveland. Through the program, investigators are learning for the first time how criminals get their guns.

Cleveland had the lowest rate of gun-toting youth criminals in the program. Only six percent of the guns seized by Cleveland police came from juveniles.

Police Chief Rocco Pollutro said the city's day and night curfews and its increased patrol presence in neighborhoods could be persuading teenagers to leave guns home.

"If you know we've doubled the number of traffic stops, you're not going to be running around with a gun in your pocket," he said.

Patrick Berarducci, spokesman for the Bureau of Alcohol, Tobacco and Firearms in Cleveland, said, "I think you have a police department that's working hard to be proactive."

Yesterday, Clinton announced expansion of the program to 10 more cities, including Chicago, Los Angeles, Philadelphia and Cincinnati.

Clinton's original goal for the program, called the Youth Crime Gun Interdiction Initiative, was to identify the supply route of guns to juveniles, whose rate of violence has soared since the mid-1980s.

Of guns seized from criminals in the 17 cities, 10 percent overall were in the hands of children 17 and under. About 45 percent of the firearms were seized from people ages 24 and under, who favored semiautomatic pistols.

St. Louis Post Dispatch 7/20/97 p. 1 of 2

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Gun Tracing Program Has Some 'Glitches' Clinton Praises Pilot Effort While Local Study Works Out Problems

Sunday, July 20, 1997

By Tim Poor
Post-Dispatch Washington Bureau

WASHINGTON

In his weekly radio address Saturday, President Bill Clinton touted a pilot federal program in St. Louis and 16 other cities for tracing the ownership of crime-connected guns seized from youths.

"For the first time we know where the juveniles are getting these guns, how they are getting them and what kinds of guns they are using," Clinton said.

But not in St. Louis, where the study of gun-toting youths appeared to be a bust.

The age of people associated with all but 27 of the 1,900 guns the St. Louis Police Department submitted to be traced couldn't be determined, according to the study. Of those 27, just one came from someone who agents could say was 17 or under.

The numbers in St. Louis and three other cities - Atlanta, Inglewood, Calif., and Jersey City, N.J., were so low or incomplete that they weren't included in the overall statistics.

"There's definitely some glitches here," said Larry Scott, a spokesman for the U.S. Bureau of Alcohol Tobacco and Firearms in Kansas City, the regional headquarters that includes St. Louis. "We've got to get this straightened out. We're in the process of correcting it."

Scott didn't know what the problem was, but a bureau official in Washington said information on the age of people from whom the guns were seized never made it from St. Louis or the other cities to the federal gun-tracing center in West Virginia. In some cases, he said it could be because the guns were found on the street and not connected to any arrest. But mostly the lack of information was because police and other law enforcement officers were not accustomed to submitting the information on suspects with trace requests, he said.

One example of the usefulness of the traces in the program was in Washington, where police noticed a large number of crime-related weapons that originally were

sold by a licensed firearms dealer in Cape Girardeau, Mo. That information enabled authorities to find the middleman that was selling guns illegally to youths in the Washington area.

The St. Louis study did pinpoint that most of the guns used in crimes there were originally sold in Missouri.

In his radio address Saturday, Clinton announced that the pilot program - the Youth Crime Gun Interdiction Initiative - was so successful it would be expanded to 10 more cities, including Chicago, Los Angeles and Philadelphia.

"One crucial fact is now clear, that guns are finding their way quickly from legitimate retail stores to black markets through a network of gun traffickers and corrupt gun dealers," said Clinton. He said the study showed almost half of all guns used in crimes came from those under 25. Nationwide, 37 percent of the guns submitted were successfully traced to their original seller. Raymond Kelly, the Treasury Department's undersecretary for enforcement, said they were confident that those guns were a representative sample.

Cincinnati Enquirer 7/20/97

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City joins gun-tracking program

Firearms used by juveniles traced

BY TANYA BRICKING
The Cincinnati Enquirer

President Clinton has enlisted Cincinnati in the fight to curb illegal gun trafficking by tracing where juveniles buy firearms used in crimes.

"Make no mistake: Gun traffickers are funneling guns to lawless youth," the president said Saturday in his weekly radio address. "We know how they operate, and we intend to shut them down."

Gun sales to anyone under 18 are illegal. To curb teen gun crime, Mr. Clinton last year asked 17 cities, including Cleveland, to test the gun-tracing program. He added Cincinnati and nine other cities Saturday.

The program sends data on every gun seized from a juvenile crime to a computer system operated by the Bureau of Alcohol, Tobacco and Firearms. The gun's serial number is used to trace it to the last legal point of sale.

Boston credited the program for helping to reduce juvenile crime there; nobody 17 or younger died from guns in 1996.

Boston police traced dozens of crime guns used by gang members to a single Mississippi student. And in New York City, federal agents used the program to trace guns to a dealer in Alabama who sold 4,000 guns that were later seized.

City Councilman Tyrone Yates was among those who pushed for Cincinnati to be added to the program.

"There is not a major urban area in the United States that does not have this problem," Mr. Yates said. "Cities should clamor for a program like this."

Nationally, the number of juveniles killing others with guns has risen sharply, from 854 in 1980 to 2,320 in 1994, according to the U.S. Justice Department.

Hamilton County Juvenile Court officials counted 291 offenses involving firearms in 1995. "There is not a major urban area in the United States that does not have this problem. Cities should clamor for a program like this," - City Councilman Tyrone Yates

Detroit News 7/20/97

page 10

Detroit to track youths' guns

President adds 10 cities to U.S. program charting sales of illegal weapons.

By Patricia Wilson / Reuter

WASHINGTON -- President Clinton announced plans Saturday to add Detroit and nine more cities to a program for tracking the sale of illegal guns to young people through a national computer system.

He said the year-old program had proven successful in the 17 cities -- tracking 37,000 guns used in crimes, many of which were traced back to networks of gun traffickers and corrupt gun dealers.

"Make no mistake -- gun traffickers are funneling guns to lawless youth. We know how they operate and we intend to shut them down," Clinton said in his weekly radio address.

Under the initiative introduced by the president during the 1996 election campaign, police chiefs and prosecutors from 17 cities pledged to provide information on every gun they seized from a juvenile during a crime.

The Bureau of Alcohol, Tobacco and Firearms (ATF) released results of that study, and an analysis showed that more than half of the guns recovered in Washington, D.C., were in possession of people 24 years old or younger, with 11 percent held by youths under 17 years old. The weapon of choice was the semiautomatic pistol, comprising 60 percent of the crime guns recovered.

Clinton praised the ATF and others who worked on the youth gun-tracing initiative and said it had been so effective that it would be expanded. In addition to Detroit, the new cities participating in the program will be Chicago; Philadelphia; Los Angeles; Gary, Ind.; Miami; Minneapolis; Houston; Cincinnati; and Tucson, Ariz., the White House said.

"Our most recent figures even show a slight decline in juvenile crime, but we all know that juvenile crime and violence are still significant problems ... children are still killing children for shoes, for jackets, for turf," Clinton said.

But he noted that some cities had begun to break the trend, in particular Boston, where not a single juvenile murder had been committed with a gun in two years.

"A year ago, I looked at Boston's approach and it was clear that tracing guns seized from young criminals was a key to the city's success," Clinton said.

2ND STORY of Level 1 printed in FULL format.

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The Boston Herald

July 20, 1997 Sunday ALL EDITIONS

SECTION: NEWS; Pg. 014

LENGTH: 458 words

HEADLINE: Hub's gun-tracing initiative earns presidential praise

BYLINE: By MARK MUELLER

BODY:

Praising Boston as a leader in the fight against illegal guns, President Clinton yesterday announced the expansion of a gun-tracing program that has helped stamp out Hub youth murders involving firearms.

Boston police Commissioner Paul Evans joined Clinton in Washington as the president announced the move in his weekly radio address.

"A year ago, I looked at Boston's approach and it was clear that tracing guns seized from young criminals was a key to the city's success," Clinton said, noting that no Boston youth under 17 has been killed with a gun since July 1995.

The tracing program, known as the Youth Crime Gun Interdiction Initiative, was modeled after a cooperative effort Boston established with the federal Bureau of Alcohol, Tobacco and Firearms in 1991.

The program was created in 16 additional cities last year. Clinton's announcement yesterday indicated 10 more cities will now participate, supplying ATF agents with information about every illegal gun recovered from a crime scene.

By tracing large numbers of illegal guns, authorities spot patterns: where the guns originated and who's using them.

"It helps me immensely to see where my problems are and allocate my resources to those investigations," said Jeff Roehm, special agent in charge of the ATF's Boston-based New England bureau.

As an example, he cited one case in which agents traced numerous illegal guns to Mississippi about two years ago. The subsequent probe resulted in the arrest of a black market dealer who would pay others to buy guns for him in that state and bring them to Boston.

Had police tried to trace fewer of the guns, Roehm said, the pattern might never have emerged, the dealer would be free and more guns would be in the hands of young people, the largest at-risk group.

Statistics released yesterday by the Treasury Department show that almost half of all guns used in crimes came from people under the age of 24.

The Boston Herald, July 20, 1997 Sunday

"It boils down to this: If we can get the guns out of the hands of kids, fewer kids are going to get shot," Roehm said.

In his radio address, Clinton warned that in recent decades, gun murders by juveniles jumped 300 percent and, taken alone, tracing illegal weapons is not enough.

That view was shared by a Boston activist who has worked hand-in-hand with Evans. The police commissioner did not speak during the president's address and could not be reached for comment.

"You've got to attack the problem from a lot of different angles," said Harlan Jones, who, as executive director of Citizens for Safety, helped create a gun buyback program in the city.

"Tracing guns is great, but you've also got to work with the community and work with the kids," he said. "Clearly, Boston has taken the lead in that."

LOAD-DATE: July 20, 1997

Clinton lauds Boston's gun control

Calls it key to fighting juvenile crime

By Jayson T. Blair, Globe Correspondent, 07/20/97

President Clinton yesterday praised Boston's efforts to reduce juvenile crime, pointing to a federal report that highlighted the city as a national leader in getting guns out of the hands of young people.

In his weekly radio address from Washington, Clinton said he would expand a federal firearm interdiction program modeled after the Boston Gun Project, which targets people who illegally sell guns to young people.

Since the president's Youth Crime Gun Interdiction Initiative started in 17 cities last year, about 37,000 guns have been traced to their sources, a Bureau of Alcohol, Tobacco and Firearms report released yesterday said. That is more than double the previous year, and Clinton said it would help "lock the back door" on juvenile violence.

The number of juvenile gun-related murders has tripled nationwide since the mid-1980s, and Clinton said it would take continued background checks on gun buyers and expanded tracing programs to stop that growth.

With \$11 million in new funding, the program is being expanded to 10 more cities next year, Los Angeles and Chicago among them.

In his speech, the president said Boston is experiencing a reduction in all crime - most prominently juvenile offenses - ahead of most cities, because of its community-based policing efforts.

"In Boston, thanks to a comprehensive effort by prosecutors, police, probation officers, community leaders and ordinary citizens, not a single juvenile murder has been committed with a gun in two full years," Clinton said.

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charge of the ATF's Boston field office.

An ATF analysis of the national program found that four out of the 10 guns used in crimes recovered by police came from juveniles and that the most commonly used weapon for people under 24 was a semiautomatic handgun.

During the study period, police and ATF agents in Boston were able to trace 47 percent of the 1,020 firearms they recovered.

This story ran on page B01 of the Boston Globe on 07/20/97.

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10TH STORY of Level 1 printed in FULL format.

Copyright 1997 The Seattle Times Company
The Seattle Times

July 20, 1997, Sunday Final Edition

SECTION: LOCAL NEWS; Pg. B4

LENGTH: 635 words

HEADLINE: STUDY TAKES LOOK AT WHY YOUNG PEOPLE CARRY GUNS

BYLINE: LINDA KEENE; SEATTLE TIMES STAFF REPORTER

BODY:

Sneakers aren't the only status symbols among kids today. Guns are, too.

A report released yesterday by the Bureau of Alcohol, Tobacco & Firearms shows that juveniles who carry guns prefer newer firearms to old ones, especially semiautomatic pistols.

Many acquire the guns out of fear and for self-defense, according to the yearlong study, which included Seattle and 16 other cities.

The study, part of a pilot program called the Youth Crime Gun Interdiction Initiative, traced more than 37,000 guns used in crimes in the cities and found that almost half - four out of 10 - are carried by people 24 years and younger.

Violent crime by youths is dramatically increasing, compared to a slight decline in similar crime involving adults.

To help curb juvenile crime, the ATF launched the study to determine where young people get guns, and what can be done to control the problem.

Unfortunately, in Seattle, the results are limited.

"We've got the numbers now, but they don't provide us with any information about where they (guns) come from," said Assistant Chief John Pirak of the Seattle Police Department.

Most of the guns recovered in Seattle were legally obtained in Washington, rather than coming in from another state.

"We found the enemy and it is us," he said.

Just how the guns are passed to young people is hard to determine, Pirak said, because offenders are unwilling to reveal the sources and tracing ownership is time-consuming. Some juveniles borrow the guns from older people and then return them; others steal the weapons.

But most buy them illegally through a network that police are trying to stop.

Youths carry guns for a variety of reasons, said Pirak, citing fear, ego,

The Seattle Times, July 20, 1997

feeling of power and status among peers.

In Seattle, 500 weapons have been traced since the study began, Pirak said. Most had not been used in assaults when they were recovered.

Nationally, the findings were more significant. Many of the guns are being illegally diverted to young people soon after being purchased, suggesting that gun trafficking is more common than guns being stolen or found.

The problem will get worse if police aren't able to control the illegal activity.

"We are entering a time when the population of juveniles will be reaching record levels, setting the stage for a demographic crime bomb," said the study. "We are going to have to be ready with strategies to prevent illicit firearms access to juveniles in order to prevent an explosion in armed violent crime rates."

In Washington, it is illegal for anyone under 21 to buy or possess a gun. It is a federal violation to sell a gun to a juvenile.

The other 16 cities participating in the study are Atlanta; Baltimore; Birmingham, Ala.; Boston; Bridgeport, Conn.; Cleveland; Inglewood, Calif.; Jersey City, N.J.; Memphis, Tenn.; Milwaukee; New York; Richmond, Va.; St. Louis; Salinas, Calif.; San Antonio; and Washington, D.C.

President Clinton announced plans yesterday to add \$ 11 million for the program so 10 more cities can be added. They are Los Angeles; Philadelphia; Chicago; Detroit; Miami; Houston; Minneapolis; Cincinnati; Tucson, Ariz.; and Gary, Ind.

"Make no mistake - gun traffickers are funneling guns to lawless youth. We know how they operate and we intend to shut them down," Clinton said in his weekly radio address.

Clinton said he was disappointed that a Senate committee recently rejected his proposal to require federal firearms dealers to provide child-safety locks.

The president also urged law-enforcement agencies to continue doing background checks on prospective gun buyers, despite the Supreme Court's decision last month to strike down the part of the Brady Law that mandates such checks.

Information from Associated Press is included in this report.

LANGUAGE: ENGLISH

LOAD-DATE: July 21, 1997

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Los Angeles Times

July 20, 1997, Sunday, Home Edition

SECTION: Part A; Page 1; National Desk

LENGTH: 930 words

HEADLINE: CLINTON SAYS L.A. JOINING PROGRAM TO TRACE GUNS

BYLINE: MARLENE CIMONS and PATRICK J. McDONNELL, TIMES STAFF WRITERS

DATELINE: WASHINGTON

BODY:

President Clinton announced Saturday that 10 cities, including Los Angeles, will be added to a computer system that helps authorities pursue illegal gun traffickers by tracing guns sold to juveniles.

Clinton said the program, which currently involves 17 cities, including Salinas and Inglewood, has tracked 37,000 guns used in crimes and that many of them were linked to gun-selling rings and dishonest gun dealers.

"Too many of our young people are drawn to guns and violence as a way of life," Clinton said in his weekly radio address. "Over the past decades, the number of gun murders by juveniles has skyrocketed by 300%. This is simply unacceptable. We know we must break this deadly trend."

The program, which Clinton proposed during his 1996 reelection campaign, takes information provided by local law enforcement officials on guns they have seized and feeds it into a computer system run by the Bureau of Alcohol, Tobacco and Firearms. The information is then matched against other databases in an attempt to trace guns back to their sources.

The need is acute in Los Angeles, which is one of the nation's leading centers of gun crimes. Each year, according to ATF estimates, about 30,000 guns are recovered in Los Angeles County, overwhelming the ability of authorities to trace the weapons' origins by using the traditional channels of fax or telephone.

Los Angeles County Sheriff Sherman Block and interim city Police Chief Bayan Lewis embraced the idea when contacted about the program last week, said Jim Adamcik, an assistant chief of the ATF office in Los Angeles. The ATF plans to begin training personnel from both departments soon.

"For the first time, we know where the juveniles are getting these guns, how they are getting them and what kinds of guns they are using," Clinton said. "Guns are finding their way quickly from legitimate retail stores to black markets through a network of gun traffickers and corrupt gun dealers."

Los Angeles Times, July 20, 1997

*

"Make no mistake--gun traffickers are funneling guns to lawless youth," Clinton added. "We know how they operate, and we intend to shut them down."

An ATF analysis released Saturday said 4 in 10 guns used in crimes and recovered by police were in the possession of juveniles and that the most commonly used gun for individuals younger than 24 was a semiautomatic pistol.

Law enforcement authorities say that finding the initial point of sale of a gun is essential to reducing illicit weapon sales. "The first step to stop firearms trafficking is to see where the sources are," said John Torres, another assistant chief of the ATF office in Los Angeles.

The computer program aids investigators by providing information about the patterns of illegal gun movements to juveniles.

For example, the program "could link a crime gun that enforcement officials in Inglewood . . . submit for tracing with a crime gun that officials in Jersey City, N.J., submit for tracing by showing that both were sold by the same federal firearms licensee or purchased by the same individual," the ATF report said.

*

In one case, authorities tracing the source of a number of weapons recovered in unrelated crimes were able to identify a Tennessee gun seller who bought weapons from gun shows in Kentucky and sold them illegally in Washington, D.C., an ATF official said.

Last year, the ATF's National Tracing Center in West Virginia tracked the history of about 100,000 guns nationwide, Adamcik said. Eighty-six criminal investigations are underway in the 17 cities in the program, an ATF official said Saturday.

In Inglewood, investigators were able to trace 65% of 126 firearms seized during a nine-month study, officials said. Guns found in Inglewood typically originated from retail sales within the state. Those findings tend to contradict the widespread belief that most guns used in crimes are stolen or purchased out of the state. The most popular handgun in Inglewood was the Smith & Wesson revolver.

In other crime-related matters, Clinton said he was disappointed that a Senate committee recently rejected his proposal to require federal firearms dealers to provide child-safety locks and urged the full Senate to consider the idea.

"The juvenile crime bill must be comprehensive. Of course it must get tough on violent juvenile offenders, but it also must cut off their access to guns,"

Los Angeles Times, July 20, 1997

he said.

The president also called upon law enforcement agencies to continue conducting background checks on prospective adult gun buyers, despite the Supreme Court's recent ruling that strikes down part of the Brady Act that mandates those checks.

The law has already stopped more than 150,000 "fugitives, felons and stalkers" from buying handguns, he said.

Clinton said Atty. Gen. Janet Reno and Treasury Secretary Robert E. Rubin, after meeting with law enforcement authorities from around the country, have confirmed that "the overwhelming majority of police departments are continuing to do the responsible thing: to perform these background checks voluntarily because they work."

In addition to Los Angeles, the \$ 11-million expansion of the gun-tracking program adds Philadelphia, Chicago, Detroit, Houston, Miami, Tucson, Minneapolis, Cincinnati and Gary, Ind.

In addition to Salinas and Inglewood, the original cities are Atlanta; Baltimore; Birmingham, Ala.; Boston; Bridgeport, Conn.; Cleveland; Jersey City, N.J.; Memphis, Tenn.; Milwaukee; New York; Richmond, Va.; St. Louis; San Antonio; Seattle and Washington.

Cimons reported from Washington and McDonnell from Los Angeles.

LANGUAGE: English

LOAD-DATE: July 20, 1997

The Commercial Appeal, Memphis 7/20/97 p. 1 of 3

page 2

Young criminals prefer semiautomatics

Memphis statistic leads the nation

By Kevin Robbins

and John Semien

The Commercial Appeal

The semiautomatic handgun is the weapon of choice among young Memphis criminals, a federal study has found.

Memphis led 16 other cities in the proportion of crimes committed by youths armed with semiautomatic pistols, according to early results of the Youth Crime Gun Interdiction Initiative. The study tracked guns involved in crimes for nine months beginning in April of last year.

It found that seven of 10 guns recovered from Memphis criminals 18 to 24 years old were semiautomatic handguns. That statistic led the nation. The most common handguns traced in Memphis in the study's youth category were the Lorcin .380 and the Bryco 9mm.

The U.S. Department of Treasury released those and other detailed results Saturday after tracking guns used in crimes in Memphis and cities such as Atlanta, Baltimore, Boston, New York, St. Louis and Washington. Memphis also led the study in the percentage of handguns used in crimes committed by young people.

President Clinton cited the study Saturday as he announced an expansion of the gun-tracing program to 10 other cities. Tracking guns from the gun dealer to the crime scene is the first step to "locking the back door" on illegal trafficking, he said in his weekly radio address.

Nine of 10 guns used by youths committing crimes in Memphis were pistols in the period between July 1, 1996, and April 30, 1997, the interdiction study showed.

The same handgun percentage was true of young criminals in Washington and New York City.

But that distinction should be interpreted with caution.

07/21/97 09:26

The Commercial Appeal, Memphis 7/20/97 p. 2 of 3

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Bureau of Alcohol, Tobacco and Firearms agents analyzed more weapons obtained from youths and juveniles than those confiscated from adults, said Michael Durham, an ATF special agent in Nashville. That's because the ATF placed higher priority on tracing guns taken from younger criminals, Durham said.

The ATF is now tracing guns recovered from criminals of all ages. Still, Durham noted that handguns are more appealing to criminals - especially younger ones - because they are easier to get and easier to conceal.

"There are children that take guns from their parents," he said.

Eight of 10 guns used in crimes were pistols, according to the study, which examined guns used by criminals of all ages. The study also found that a "disproportionate" number of guns used by youths and juveniles (17 years old and younger) were semiautomatic handguns.

That's the category in which Memphis, Washington and New York City led the 17 cities.

Conducted by the ATF, the study tracked guns used in crimes reported during the nine-month period. All guns to which the study refers were used in crimes.

The ATF traced almost 800 guns in Memphis. Forty percent were traced to juveniles 17 and younger.

"We are arresting more juveniles who are involved with violent crimes than in the past, and more of these juveniles have handguns," said Memphis police lieutenant Richard True.

The chief probation officer in Memphis and Shelby County said 631 pistols were taken from juveniles in 1996.

"Apparently there are a lot of juveniles being arrested here with handguns on them," said Charles Gray of the Juvenile Court of Memphis and Shelby County. "We have potentially a lot of violence on the part of juveniles out here in our community."

About 45 handguns a month have been taken from juveniles brought to court this year. That's down from more than 50 a month last year.

Gray said he doesn't know yet why that is. "It's too early to tell," he said. "But I'm grateful for the drop."

Since the initiative began a year ago in Memphis and the 16 other cities, more than 37,000 guns have been tracked to their sources - almost twice as many as the year before, according to the Treasury Department.

"We have started to crack the code of the black market in illegal weapons," Clinton said.

But the number of gun murders by juveniles has quadrupled since the mid-'80s. Clinton said it would take an expanded gun-tracing program, continuation of background checks on gun buyers and cooperation of Congress to stem that.

The Commercial Appeal, Memphis 7/20/97 p. 3 of 3

page 4

"Make no mistake: Gun traffickers are funneling guns to lawless youth. We know now how they operate, and we intend to shut them down," he said.

In addition to Memphis, Washington and New York, the first cities included in the study are: Atlanta; Baltimore; Birmingham; Boston; Bridgeport, Conn.; Cleveland; Inglewood, Calif.; Jersey City, N.J.; Milwaukee; Richmond, Va.; St. Louis; Salinas, Calif.; San Antonio; and Seattle.

With \$11 million in new funding, the program will expand to include Los Angeles; Philadelphia; Chicago; Detroit; Houston; Miami; Tucson; Minneapolis; Gary, Ind.; and Cincinnati.

Local youths get guns from illegal sellers, ATF says

By Cece von Kolnitz
News staff writer

Semiautomatic pistols hold up to 17 bullets, slide easily into your pocket and seem to be the guns Birmingham youth prefer when committing crimes, federal figures show.

And those youth bought their guns from illegal gun sellers rather than stealing them from stores or family members, according to a report released Saturday by the Bureau of Alcohol, Tobacco and Firearms.

In a national radio address Saturday, President Clinton said the government intends to shut down illegal gun trafficking operations using information provided through a new initiative.

More than 650 guns were seized

See Guns, Page 2A

Types of Guns Recovered

Type of firearm	Number	Percentage of Juveniles*
Semiautomatic pistol	21	45.65%
Revolver	15	32.61%
Shotgun	4	8.70%
Rifle	3	6.52%
Derringer	2	4.35%
Machine gun	0	0.00%
Combination**	0	0.00%

*Based on the trace requests for which the possessor's age can be determined.

* Juveniles are ages 17 and under.

**A combination firearm is a multi-barreled firearm containing two or more different caliber barrels.

Source: Department of the Treasury,
Bureau of Alcohol, Tobacco & Firearms

A BIRMINGHAM NEWSCHART

Birmingham News, Sunday July 20 1997
(Front Page)

Program of gun tracing expands

Youth initiative to add 10 cities

BY JIM MASON
Times-Dispatch Staff Writer

Richmond is one of 17 cities participating in a federal anti-crime program intended to keep guns out of the hands of juveniles.

"What this does is give law enforcement officers information that enables them to go after traffickers of illegal guns," said Treasury Undersecretary Raymond W. Kelly.

It's too early to gauge to what extent the tracing of guns confiscated from juvenile offenders has reduced gun-related crimes by teens, "but it certainly has the potential for doing that," Kelly said.

In any event, the Clinton administration plans to expand the year-old pilot program — dubbed "the youth crime gun interdiction initiative" — to 10 more cities, Kelly said yesterday in a telephone interview.

Kelly said \$11 million has been budgeted for the program for fiscal 1998, which begins Oct. 1.

In participating cities, agents of the Department of the Treasury's Bureau of Alcohol, Tobacco and Firearms work with local and state police to trace guns taken from juveniles and young adults arrested for crimes.

One out of 10 guns confiscated by police is from a youth 17 or younger, Kelly said. When offenders ages 18 to 24 are included, that number increases to four out of 10 guns, he said.

The gun of choice for juvenile offenders is a semi-automatic, Kelly said.

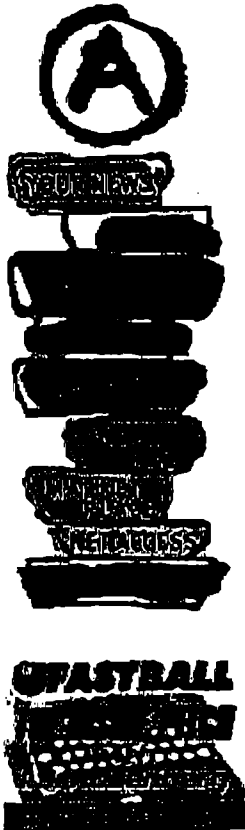
In Richmond, between July 1, 1996, and April 30, police and ATF agents traced the guns taken from 58 juveniles who were arrested, according to Bill Bunham, agent in charge of the Richmond ATF office.

One of the juveniles was involved in a homicide, he said.

The guns, Bunham said, were traced to the dealers. "We are finding that a lot of

Statistics suggest Georgia guns used by criminals nationwide

<http://www.accessatlanta.com/local/news/1997/07/21/g.html>



YOU HAVE MAIL

Georgia guns used by criminals nationwide

By Emilio Sahurie, *The Atlanta Journal-Constitution*

Talk about it!
Discuss this report, or whatever
is on your mind today in Your
Turn.

When it comes to exporting guns to other states, Georgia is far and away the top supplier of guns reaching the hands of criminals in 17 U.S. cities, according to preliminary findings of a 10-month Bureau of Alcohol, Tobacco and Firearms study.

"There are states that come up consistently [as suppliers of firearms], Georgia being the first," said Ray Kelly, undersecretary for enforcement of the Treasury Department, in releasing initial results of the \$1.7 million study conducted between July 1996 and April 1997.

Although Georgia has previously been identified as a significant source of guns illegally sold in New York and other Northeastern cities, the study of guns seized at crime scenes offers dramatic statistical evidence of the state's role as a weapons supplier. Of the 2,334 guns successfully traced to other states by ATF agents, about 73 percent (1,694 guns) were tracked to Georgia. The next single largest supplier of guns was Florida, at 6 percent (145 guns).

not true

Atlanta ATF spokesman Phil Sullivan said Georgia's high ranking may be linked to two factors: less restrictive gun laws and cheaper gun prices that attract traffickers from other states. Out-of-state buyers often enlist Georgia residents to buy weapons from local dealers, he said.

"Profitability is the major factor," Sullivan said. "Traffickers find it easy to at least double their profits in other states."

ATF agents and local police in 17 cities from Seattle to New York, including Atlanta, participated in the study, which was called the Youth Crime Gun Interdiction Initiative but also traced guns used by adult criminals.

The study tried to trace more than 37,000 guns, with success in about 37 percent of the cases.

Ninety percent of the out-of-state guns traced came from 10 states: Georgia, Florida, Alabama, Ohio, Virginia, North Carolina, Texas, South Carolina, Louisiana and Pennsylvania.

not true

The study found Georgia was the top supplier of guns used by both adult and youthful offenders in the cities studied.

"There are large sales from legal traffic funneling guns to young people," said Kelly, noting that 25 percent of the firearms linked to juveniles reached them within three years of the original retail sale.

However, Dr. Arthur Kellerman, director of the Center for Injury Control at Emory

ATF'S YOUTH CRIME GUN INTERDICTION INITIATIVE

KEY FINDINGS OF THE REPORT:

- **Confirms kids and guns is a serious problem in all 17 cities.** Juvenile and youth crime guns account for nearly half (45%) of the firearms recovered from crime scenes and criminals.
- **Demonstrates that kids use some of the most concealable and dangerous guns.** 80% of youth and juvenile crime guns are handguns -- and 60% are semiautomatic pistols. (Only 70% of adult crime guns are handguns -- and less than half, or 47%, are semiautomatics.)
- **Crime guns used by kids are concentrated among a relatively small number of makes and models.** The 10 most popular types of crime guns account for 25% of all crime guns. In some cities, this percentage is as high as 50% for youth or juveniles (e.g., Birmingham, Memphis).
- **At least 25% of the crime guns used by kids move rapidly (3 years or less) from first retail sale to crime scenes.** That means that a significant portion of legally purchased guns are quickly and illegally diverted to kids and criminals.

ABOUT THE D.C. REPORT:

- Over the past 10 months, nearly 2,000 crime guns (1,959) were recovered in DC and submitted to ATF for tracing.
- Of the crime guns traced, more than half -- or 55% -- were possessed by juveniles (10% for those under 18) or youth (45% for those 18 to 24).
- Ten makes and models of firearms account for about 25% of all crime guns in DC. Another 362 types of guns make up the remaining 75% of crime guns.
- More than 90% of youth crime guns in DC are handguns.
- Semiautomatic pistols were the guns of choice for crime-committing kids. Roughly 60% of the crime guns traced to juveniles and youth in DC were semiautomatic pistols. They included everything from the .380 caliber Lorcin -- a cheap "junk gun" -- to the 9mm Ruger -- a high quality and more expensive firearm. The .380 caliber Smith and Wesson revolver was the most common crime gun for adults.

- DC is only one of two cities (Jersey City is the other) where most crime guns originated from other states. Overall, more than 50% of DC crime guns come from Maryland and Virginia. That number is even higher -- 62% -- for kids 18 and under.

DC ANECDOTE: HOW TRACING WORKS

- On June 2, 1997, trace information submitted to ATF resulted in the guilty plea of a gun trafficker who sold crime guns that were recovered in DC. ATF traced more than 30 firearms involved in juvenile and gang crimes in DC, Chicago and St. Louis to a former federal firearms licensee (FFL) in Cape Girardeau, Missouri. This FFL was selling guns to an illegal middle man, who was in turn selling guns to a trafficker in Nashville, TN. This trafficker transported and sold as many as 300 guns to juveniles and gang members in DC. More than 30 of these guns have been recovered at DC crime scenes -- half from juveniles.

CONCLUSIONS:

- ATF's Youth Crime Gun Interdiction Initiative (YCGII) is making a difference. Here's how:

- **A brand new anti-crime Tool.** By submitting all crime guns for tracing, the YCGII is showing law enforcement at all levels how young people are getting guns. This is critical information that will allow law enforcement to prioritize the investigation of gun traffickers.

- **Confirms that guns are being trafficked to kids.** ATF traces and investigations clearly show that certain corrupt gun dealers are selling guns to large volume traffickers and straw purchasers, who are in turn funneling guns to our youth. With more tracing information and enforcement resources, we can crackdown on these traffickers and break-up the supply of guns to kids and criminals.

- **Makes the case for Brady checks.** Background checks are needed to help keep guns from being illegally diverted. So it's critical that state and local law enforcement continue their commitment to Brady.

- We need to expand the YCGII to include 10 more cities next year. And we need to give ATF the resources it needs to complete as many traces as possible -- and to investigate gun traffickers.

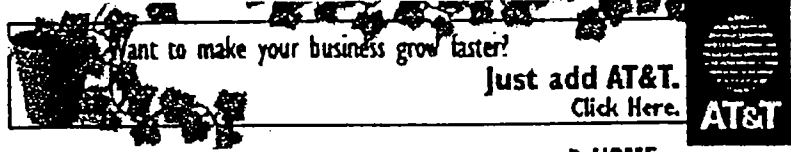


Bureau of Alcohol, Tobacco & Firearms
Office of Public Information

ATF News Summary

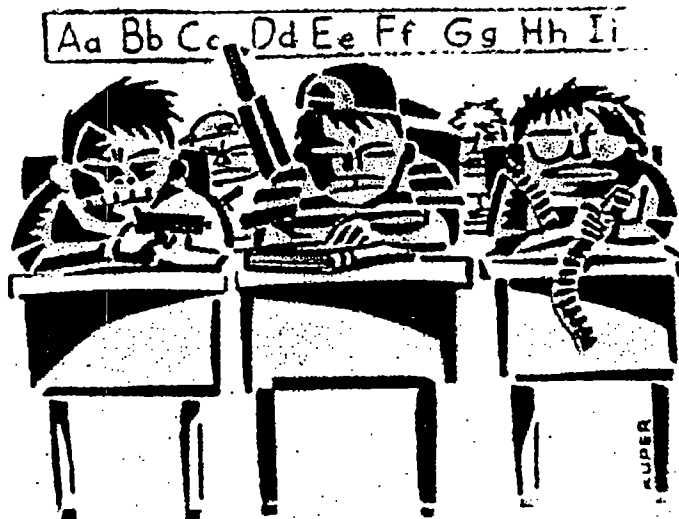
Monday, Dec. 8, 1997

ABC News 12/5/97 p. 1 of 5



Across U.S., Gun Tracing Yields Early Results

Kids Can Easily Get Guns



Kids across the
U.S. fear gun
violence.
878k (avi)
859k (mov)
RealVideo
(download
RealPlayer)

While violence in schools is down nationwide, guns are easily accessible for juveniles. Now a federal program to track guns is aiming to cut off the supply. (Illustration Peter Kuper)

By Jackie Cooperman
ABCNEWS.com

Dec. 5 — A 14-year-old allegedly brings a small arsenal of semiautomatics into his West Paducah, Ky., high school, killing three classmates in a prayer circle. A teen in the hamlet of Pearl, Miss., guns down two students and injures seven others.

Both attacks happened in small towns, far from the

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► WEATHER

► LOCAL

► SEARCH

Clinton Calls
for Report on
School
Violence

Doctors
Struggle With
Gun Violence

Students
Grapple with
Kentucky
Shooting

In July 1996,
the Youth
Crime Gun
Interdiction
Initiative
began in:

Atlanta

Baltimore

Birmingham

Boston

Bridgeport, CT

Cleveland

Inglewood, CA

Jersey City, NJ

Memphis

Milwaukee

New York

Richmond, VA

St. Louis

Salinas, CA

San Antonio

Seattle

Washington DC

*Last summer, the
federal government
budgeted \$ 11
million in new
funding, and added*

Los Angeles

Philadelphia

Chicago

Detroit

Houston

Miami

Tucson

Minneapolis

Gary, ID

Cincinnati

youth gun violence in the last 10-12 years," Kennedy said.

Policy Makers Optimistic

But not so much in Boston, where no young people have died from gun wounds in more than two years, a "miracle" widely attributed to gang prevention and gun tracing. Now 27 other cities are trying to copy that success by focusing on gun tracking, with help from the Bureau of Alcohol, Tobacco and Firearms.

Many law enforcement officials are optimistic that by targeting the gun supply, they can prosecute illegal dealers and get the weapons out of circulation.

"It's a pretty revolutionary idea," said Daniel Webster, an assistant professor at the Johns Hopkins Center for Gun Policy and Research in Baltimore.

Since the initiative began in 17 cities in July 1996, the ATF has initiated 86 investigations, recommended 90 defendants for prosecution, arrested 61 defendants and sentenced 15. The number of tracing requests from local police departments has grown exponentially: the ATF traced 191,378 guns in fiscal year 1997, up from 79,777 guns in fiscal 1995.



Ruger Model P95DC 9 mm

"Three years ago, if you looked around the country and said 'what are you doing about people selling guns to adult felons and juveniles?' the answer was essentially 'nothing,'" said Kennedy, one of the founders of Boston's initiatives. "And that's not true anymore."

'Boston Miracle' Inspires Cities

For five years, Boston police worked with the ATF to trace guns, but did not initially use the data. When they finally looked at the information two years ago, the statistics contradicted widely held theories. They discovered that guns were often sold legally, 30 to 40 at a time, to a "straw buyer," who then sells them illegally on the street. Also, the guns were often purchased locally, not trafficked from other states.

"Everyone thought all the guns were coming from down south," Kennedy said. In fact, the majority of guns in Boston came from within Massachusetts.

Most guns taken from people 21 years and younger were less than a year old, he added. "Those are guns that

urban centers typically associated with youth violence. And while violence in schools is down nationwide, an unprecedented federal gun tracing effort shows that no community should be surprised at kids bearing arms.



Boston Police Chief Paul Evans wants to intervene before kids turn violent

580k (wav)
(RealAudio)

In 17 cities, investigators found that young people often buy guns near their home towns, that guns move quickly from legal sales to illegal use and that even when they don't go on headline-making shooting sprees, teens are buying weapons with alarming ease.

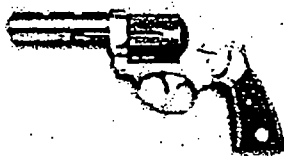
"Most times it's a 9mm or a .380. You can tell who to go to," said Michael Hogan, an 18-year-old who left Atlanta, where he could buy a gun for the price of a pair of tennis shoes, for the Laurinburg Institute, a boarding school in Laurinburg, NC. "They're standing around with a bookbag on, and sometimes they'll give you the eye and ask you, 'do you smoke?' And then they'll say, 'I've got a pistol to sell' and you take it from there."



David Kennedy, criminal justice researcher at Harvard, on why kids use guns

504k (wav)
(RealAudio)

David Kennedy, a senior researcher at Harvard



Zastava Model 1983 .357-caliber Magnum

University's Kennedy School of government, believes police can drastically reduce crime by going after the people who make guns so accessible to juveniles.

"There's been this historically unprecedented, and by any measure appalling increase, in

are just a skip and a jump from retail sale."

National Cities Share Boston Trends

Preliminary results in the initial 17 cities showed similar trends, according to the ATF. Also, young people were more likely to use semiautomatic weapons, and the guns are often less than a year old. Like sneakers or other teen status symbols, a few brands of guns carried a high proportion of street chic, giving investigators leads for tracing.

"There are literally tens of thousands of different kinds of guns out there but we're not finding that many on the street," said Kennedy. "We're finding



Norinco Type CQ 5.56 mm rifle

five or ten different models and the particular kinds of guns change from city to city, but you can focus your energies on those specific types of gun."

The ATF traced nearly 13,000 guns used in crimes in New York City. Of those, 11 percent came from juveniles.

Nationwide, the figure is 10 percent. In Seattle and Memphis, juveniles were responsible for more than 20 percent of illegal gun crimes. Handguns far outpaced all other types of guns recovered from crimes, making up 63 percent of all guns recovered in Salinas, Calif. and 98 percent in Atlanta.

Guns Thrive With Gangs

Boston's "miracle" also hinged on the "demand" side of the gun market: gangs.

In May 1996, Boston gathered law enforcement officials ranging from community police officers to representatives from the U.S. Attorney's office. Together, they called in representatives from Boston street gangs and confronted them.

"This group met systematically with gangs and said 'we know who you are and we know what you're doing' and when you and your friends hurt somebody, we'll figure out what we can do to exact penalties," said Kennedy. The get-tough stance included stiffer federal sentencing for gang members, nighttime patrols in gang-filled neighborhoods and threats to bring in the FBI.

It worked — gang violence plummeted.

Minneapolis was among the first cities to follow suit, exchanging law enforcement officials with Boston, and using similar methods to infiltrate gangs and decrease gun crimes.



Beretta Model 92F 9 mm

"As a result of the research it was clear there was a gang-related connection to the violence," said Minneapolis Police Chief Robert K. Olson. Minneapolis had an 80% drop in its homicide rate last summer, going from 40 murders in June, July and August of 1996 to 8 murders for the same period in 1997. "Our whole target was to have a safe summer and we feel it really worked."

It all comes down to a basic equation, experts say:

The key principle is to increase the cost of gun carrying to kids. "And you do that in two ways: you increase penalties and you decrease supply into the market," Webster said. "When you dry up supply, cost goes up and the market goes down, it's classic macroeconomics."

How it Works: The Detective Trail

Gun tracing often follows a tangled path, as forensic scientists and law enforcement officials piece together leads to establish a gun's history.

Police forward guns recovered at crime scenes to three tracking labs where the ATF now traces approximately 230,000 guns annually.

As many as 20 percent of the guns recovered have obliterated serial numbers. The ATF won't say exactly how they restore the numbers, for fear of encouraging gun runners to develop restoration-proof techniques, but ATF spokesman Joe Green did say that a team of forensic scientists often has success restoring the numbers.

"It can take from several hours to several days," Green said, "depending on the severity."

The guns without serial numbers also tend to cluster in groups that were first purchased legally and then sold illegally.

The scientists determine each gun's make, model and caliber. ATF agents then contact the guns' manufacturer, who can identify the original gun dealer. From there, agents try to find who sold the guns illegally and prosecute them, often working with gun shops.

"When you look at the names of the first purchasers, they also have multiple traces coming back to them," Kennedy said. "Most of the gun stores have in fact not done anything illegal but lots and lots and lots of the first purchasers are either traffickers themselves or part of a trafficking operation."

ATF YOUTH CRIME GUN INTERDICTION INITIATIVE

PILOT CITIES

Seventeen police departments of various sizes and geographic locations have joined the pilot program. Each will be supported by an ATF office. These sites were chosen because law enforcement officials at each have made a significant commitment to working with the federal government to reduce youth firearms crime.

Local Police Department

ATF Support Office

(1)Atlanta,GA**	Atlanta Field Division
(2)Baltimore,MD*	Baltimore Field Division
(3)Birmingham,AL*	Birmingham Field Division
(4)Boston,MA**	Boston Field Division
(5)Bridgeport,CT*	Boston Field Division/Hartford Field Office
(6)Cleveland,OH*	Cleveland Field Division
(7)Inglewood,CA*	Los Angeles Field Division
(8)Jersey City,NJ***	New York Field Division/Newark Field Office
(9)Memphis, TN***	Nashville Field Division/Memphis Field Office
(10)Milwaukee,WI*	St. Paul Field Division/Milwaukee Field Office
(11)New York City,NY***	New York Field Division
(12)Richmond,VA*	Washington Field Division/Richmond Field Office
(13)St. Louis,MO**	St. Louis Field Division
(14)Salinas,CA*	San Francisco Field Division/San Jose Field Office
(15)San Antonio,TX*	Houston Field Division/San Antonio Field Office
(16)Seattle,WA*	Seattle Field Division
(17)Washington,DC***	Washington Field Division

*COPS Office Youth Firearms Initiative grant site.

**NIJ juvenile firearms research site.

***Additional sites where U.S. Attorneys and chiefs of police have made firearms trafficking and/or juvenile firearms crime a major priority.

YOUTH CRIME GUN INTERDICTION INITIATIVE

Conference of Mayors Background Points

- We are requesting \$28 million for the *Youth Crime Gun Interdiction Initiative*.
- This program is part of our overall effort to reduce gun violence in our cities. The **Brady law** stops criminals from buying firearms *legally*. The 94 Crime Act made changes in the **gun dealer licensing system** that have reduced the number of federally licensed gun dealers from over 250,000 to about 100,000. ATF and local police departments collaborated closely to implement these changes and enforce municipal rules.
- With the legal market increasingly inaccessible to criminals and juveniles, our **anti-trafficking initiative** is aimed at disrupting the *illegal market* that supplies firearms to criminals and juveniles, a market that is *different in every city*.
- The engine of the initiative is the **comprehensive crime gun tracing system** that ATF and local police departments are developing together. Using gun serial numbers, ATF traces *all* the firearms that police and other law enforcement officials recover -- from criminals, crime scenes, or suspected criminals -- to identify their first lawful source. By doing this, we can begin to identify the illegal suppliers of firearms to gang offenders and to juveniles as well as adult criminals. We can find out how many of these guns are diverted from lawful dealers and **trafficked**, and how many are **stolen**.
- We can work with local police departments to **investigate and arrest the traffickers**. We can reduce the number of guns illegally on the streets of our cities.
- Comprehensive crime gun tracing and gun trafficking investigations are two of the elements of the **Boston Gun Project** that have brought juvenile firearms homicide to a near halt in that city.
- ATF is also **publishing the compiled trace information** by city, so cities can have a clear picture of illegal gun traffic and where it's coming from, and make their own decisions about how to shrink the illegal gun supply.
- This continues a program we **began in 17 cities** in July 1996. We reported on trace results from those cities in July 1997, and announced that **10 new cities** would be included in 1998.
- For the first two years, we supported the new effort with Treasury's asset forfeiture funds. We also stated that we would work with Congress to bring new ATF agents to work with police departments to arrest illegal traffickers.
- *In the first year, 17 cities supplied serial numbers for 47,000 recovered crime guns, virtually all of the firearms they recovered. This is a huge accomplishment.*
- These traces revealed that overall at least **25 percent of the guns recovered from juveniles and youth are likely to have been trafficked** from licensed gun dealers. *Since these guns were not stolen, law enforcement can make a difference.*

- The traces also showed that **the state in which the city is located is often the primary source for most of the city's crime guns**. New York and New Jersey are among the exceptions. Again, this means that local law enforcement, working with ATF, can make a difference.
- We are committed to maintaining and building illegal gun market analysis until we have a clear picture how juveniles, gang offenders, and criminals are obtaining guns. **This year, an additional 10 cities are tracing comprehensively, including Miami, Houston, Los Angeles, Chicago, Detroit, and Philadelphia, among others.**
- We are requesting **6 agents for each of the ATF offices that serve the original 17 cities** -- to follow up on the trace information, find, investigate, and arrest traffickers that are supplying guns to juveniles and gang offenders.
- **Since July**, we have provided initial training for ATF and local police department partners to conduct comprehensive tracing and follow-up trafficking investigations in all 27 cities. More training will be provided during the year, especially in trafficking investigations. ATF is developing **electronic tracing capability** for all the sites, and some of the cities already have that capability. For a city like New York, with over 10,000 guns to trace a year, this electronic capability is essential. Meanwhile, we have provided each site with **laptop computers** to help with tracing and with investigations. *(Note: used by but not generally given to police department.)*
- There are already **more than 100 cases involving trafficking to juveniles and youths underway** in the original participating cities and some of the new cities, and we expect cases to develop in all of the new cities in short order.
- **Case example.** The kind of person the Youth Crime Gun Interdiction Initiative is stopping: A trafficker who acquired nearly one hundred semi-automatic handguns from gun dealers around Atlanta, some of which have been recovered with obliterated serial numbers from youths associated with narcotics and crimes of violence in Philadelphia and New York City. Arrested boarding a bus to Philadelphia with 5 handguns, he has been convicted and sentenced to 1 year in prison and 3 years supervised release.
- We are asking Congress to support this initiative this year, and we will also be working with Congress to toughen the laws against firearms trafficking to juveniles, laws that go too easy on traffickers.

Statements of Participants: Not all the sites have provided signed Statements of Participants (by ATF, local prosecutor, police chief, and US Attorney). All of the original 17 sites have done so (Atlanta, Baltimore, Birmingham, Boston, Bridgeport, Cleveland, Inglewood California, Jersey City, Memphis, Milwaukee, New York, Richmond, St. Louis, Salinas, San Antonio, Seattle, Washington, D.C.). Of the 10 new sites, 4 have provided or are providing shortly fully signed statements: Cincinnati, Houston, Los Angeles, Miami, and Philadelphia. 2 are signed but are missing signatures from local prosecutors: Minneapolis and Tucson. 3 are missing joint Statements: Chicago, Detroit, and Gary. Tracing is proceeding in all of the sites.

Stopping Illegal Gun Trafficking to Juveniles: Legislative Initiatives

These legislative proposals support the Administration goal noted in the President's July 19, 1997 radio address and elsewhere of stopping criminals from illegally supplying guns to juveniles, violent gang members, and criminals, and reducing juvenile and youth gang gun crime.

- * included in Administration's 1997 Anti-Gang and Youth Violence bill
- ** Administration or similar provision included in S.10
- *** 1998 proposal (Treasury/ATF)

Preventing illegal firearms diversion from gun sellers

- Require anti-theft measures by federally licensed gun dealers* (*HCI-announced priority*)
- Permit license suspension and civil penalties for gun dealer violations obstructing crime gun tracing*
- Increase criminal penalties for major gun dealer violations that aid traffickers**
- Require firearms transfers between non-licensed sellers to be processed through licensed gun dealers, who would conduct Brady checks and provide a serial number for crime gun tracing*** (*Currently, so-called private sales at gun shows and elsewhere provide an open market for traffickers, as Brady checks or serial number records are not required.*)
- Mandatory reporting by common carriers of firearms thefts*** (*The Crime Act required Federal Firearms Licensees to report, but not common carriers, however, there has been significant theft from carriers.*)

Tougher penalties on illegal gun traffickers to juveniles and criminals

- Increase penalties for firearms trafficking to juveniles**
- Increase sentences for traffickers to criminals**
- Minimum mandatory penalty for handgun transfer to a juvenile knowing the firearm will be used to commit a crime of violence or a drug trafficking crime**
- Punish conspiracies to violate the firearms laws**
- Establish new penalty for transfer of firearm if there is reasonable cause to believe the firearm will be used to commit a crime of violence or a drug trafficking crime*

Prohibiting firearm possession by violent offenders previously adjudicated delinquent

- Prohibit persons adjudicated juvenile delinquent for serious violent felonies or drug crimes from possessing firearms ("juvenile Brady")**

Tougher penalties on juvenile and violent illegal gun buyers and users

- Increase penalties for juvenile handgun possession**
- Increase penalties for receiving a firearm with an obliterated serial number**
- Permit criminal forfeiture of firearms and vehicles used in violent crime and gun trafficking**
- Permit civil forfeiture of firearms, vehicles, other property, and proceeds involved in violent crimes and drug trafficking crimes*

Helping state and local law enforcement keep guns away from juveniles and criminals

- Byrne grant funding for police departments for interdicting illegal traffickers**
- Juvenile justice incentive state block grant funding for interdicting illegal traffickers***

**The Youth Crime Gun Interdiction Initiative and
Stopping Traffickers From Supplying Guns to Juveniles and Criminals**

- **Purpose.** The Youth Crime Gun Interdiction Initiative is a federal-local law enforcement program to disrupt the illegal firearms market, especially by stopping traffickers from supplying guns to juveniles and criminals. The Brady law stops felons from buying handguns legally from gun stores; our anti-trafficking program disrupts the illegal market operating through the back door. If we make it harder for violent juveniles to get guns, fewer other children will look for guns for protection -- law enforcement breaks the cycle.
- **Budget.** The President announced the initiative in July 1996 (\$1.175m in 1997); reported on it by radio on July 19, 1997 (\$12.75m in 1998); is requesting \$28 million for 1999.
- **President's request: Agents to Arrest Traffickers.** The initiative began in 17 cities in 1996; 10 new cities were added in 1997. In all 27 cities, ATF is tracing all firearms recovered by law enforcement to find their illegal sources and to provide police departments with analyses of the illegal firearms market in their jurisdiction. In the 17 first year cities, the President is requesting additional ATF agents to work with local law enforcement to investigate and arrest illegal gun traffickers (6 agents per city).
- **Not all guns are stolen.** By providing crime gun trace analysis, ATF enables local law enforcement to devise strategies against illegal firearms traffic. ATF has already determined that *at least a quarter of the firearms recovered from juveniles and youth are likely to have been trafficked.* Also, while thousands of different kinds of firearms are available, juvenile crime guns are concentrated among a relatively small number of makes and calibers in each city. Some illegal trafficking is in-state, some is interstate.
- **Anecdote.** The kind of person we are stopping: A trafficker who acquired nearly one hundred semi-automatic handguns from gun dealers around Atlanta, some of which have been recovered with obliterated serial numbers from youths associated with narcotics and crimes of violence in Philadelphia and New York City. Arrested boarding a bus to Philadelphia with 5 handguns, he has been convicted and sentenced to 1 year in prison and 3 years supervised release. (An ATF/U.S. Attorney case.)
- **Commitment: Comprehensive crime gun tracing wherever needed.** We are committed to tracing *every* crime gun in major cities (any city of the remaining approximately 40 cities of pop. 250,000 can probably be asked to join next July); cities with high youth violence; eventually any city, county, and state that wishes to commit.
- **Commitment: Better information about national and local illegal gun markets to help law enforcement stop youth gun and gang violence in their cities.**
- **Commitment: Work with Congress to get tougher penalties for traffickers to juveniles and criminals, and to close loopholes that permit traffickers to operate.** See attached list of provisions. Loopholes include: lack of anti-theft measures by licensed gun dealers and common carriers; insufficient penalties for gun dealers that aid trafficking; legal gun selling by private sellers and gun shows and elsewhere without Brady checks or dealer records that permit tracing when the gun is used in a crime.

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YOUTH CRIME GUN INTERDICTION INITIATIVE**LIST OF CITIES 1998****Local Police Department**

Atlanta, Georgia *
 Baltimore, Maryland ‡
 Birmingham, Alabama ‡
 Boston, Massachusetts *
 Bridgeport, Connecticut ‡
 Chicago, Illinois †
 Cincinnati, Ohio †
 Cleveland, Ohio ‡
 Detroit, Michigan †
 Gary, Indiana **†
 Houston, Texas †
 Inglewood, California ‡
 Jersey City, New Jersey ***
 Los Angeles, California †
 Memphis, Tennessee ***
 Miami, Florida †
 Milwaukee, Wisconsin ‡
 Minneapolis, Minnesota **†
 New York City, New York
 Philadelphia, Pennsylvania **†
 Richmond, Virginia ‡
 St. Louis, Missouri ***
 Salinas, California ‡
 San Antonio, Texas ‡
 Seattle, Washington ‡
 Tucson, Arizona **†
 Washington, DC ‡

ATF Support Office

Atlanta Field Division
 Baltimore Field Division
 Birmingham Field Division
 Boston Field Division
 Boston Field Division/ *Hartford Field Office*
 Chicago Field Division
 Louisville Field Division/ *Cincinnati Field Office*
 Cleveland Field Division
 Detroit Field Division
 Chicago Field Division/ *Merrillville (IN) Field Office*
 Houston Field Office
 Los Angeles Field Division
 New York Field Division/ *Newark Field Office*
 Los Angeles Field Office
 Nashville Field Division/ *Memphis Field Office*
 Miami Field Office
 Chicago Field Division
 Kansas City Field Division/ *St. Paul Field Office*
 New York Field Division
 Philadelphia Field Division
 Washington Field Division/ *Richmond Field Office*
 St. Louis Field Division
 San Francisco Field Division/ *San Jose Field Office*
 Houston Field Division/ *San Antonio Field Office*
 Seattle Field Division
 Phoenix Field Division/ *Tucson Field Office*
 Washington Field Division

- † Second Phase Cities
 ‡ COPS Office Youth Firearms Initiative grant site.
 * NIJ juvenile firearms research site.
 ** Attorney General's Special Cities
 *** Additional sites where U.S. Attorneys and/or chiefs of police have made firearms trafficking and/or youth firearms crime a major priority.

† Second phase cities were selected for comprehensive crime gun tracing and trace analysis on one or both of two grounds: (1) cities of over 250,000 with a high number of target violations -- murders with a firearm, robberies with a firearm, aggravated assaults with a firearm and weapons carrying and possessing offenses for youths (18-24) and juveniles (0-17); (2) cities with a population of over 100,000 designated by the Attorney General to be included in the Justice Department's Special Cities Project because violent crime increased annually during the period 1993-1995.

TREASURY



NEWS

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July 19, 1997

Contact: Beth Weaver
(202) 622-2960

TREASURY ANNOUNCES 17-CITY YOUTH CRIME GUN TRACING RESULTS

The Department of the Treasury announced the initial results from the Youth Crime Gun Interdiction Initiative (YCGII), an innovative pilot program that has traced more than 37,000 crime guns from 17 cities.

The collaborative pilot program among federal, state and local law enforcement responds to a July 8, 1996 directive from President Clinton to Secretary Rubin and Attorney General Reno to implement a program to identify and reduce the illegal supply of firearms to young people. YCGII was developed in response to the tripling of the juvenile firearms homicide rate from 1985-1994.

"The Brady Law has been successful in stopping felons from buying handguns at the point of purchase. Now we must turn our attention to illegal gun markets operating through the back door," said Treasury Secretary Robert E. Rubin.

The report shows that a quarter of the youth crime guns recovered by law enforcement in the 17 cities are moving rapidly from retail sale to the point of recovery. ATF investigative experience shows that this rapid "time-to-crime" often signals illegal diversion.

"With the high level of youth gun violence in this country, law enforcement must develop new strategies to disrupt the illegal gun supply to kids," said Raymond W. Kelly, Treasury Under Secretary for Enforcement. "This report shows us that gun traffickers are involved in supplying guns to young people -- they are not just being stolen by kids. We in law enforcement spend more time chasing stolen cars than illegal gun traffickers -- that has to change."

The YCGII report findings include:

- 4 out of 10 crime guns recovered by police are from youth (18-24) and juveniles (17 and under).
- 8 out of 10 crime guns recovered from youth and juveniles are handguns.
- The weapon of choice for persons under 24 years of age is a semiautomatic pistol--60% of crime guns recovered from young people.

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- Crime guns used by juveniles and youth are concentrated among a relatively small number of makes and calibers.
- In 12 of 17 sites, the majority of crime guns successfully traced come from retail sources within the State.
- A high percentage of crime guns with obliterated serial numbers were originally purchased as part of a multiple sale by a federally licensed firearms dealer and then illegally trafficked.

The 17 cities included in the YCGII report are Atlanta, Baltimore, Birmingham, Boston, Bridgeport (CT), Cleveland, Inglewood (CA), Jersey City, Memphis, Milwaukee, New York, Richmond, St. Louis, Salinas (CA), San Antonio, Seattle, and Washington, DC.

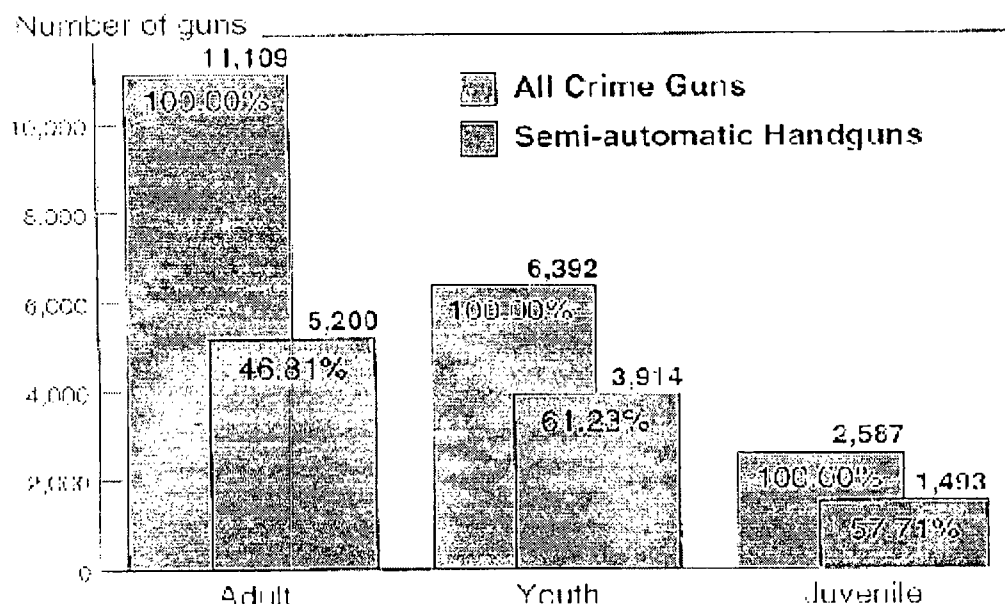
The President announced the addition of ten new YCGII cities during his radio address, Saturday morning. In order to expand the initiative to include these cities, \$11 million in funding has been allocated. The \$11 million has been allocated as follows:

- **Rapid High Volume Crime Gun Tracing**
This provides 67 contract personnel to conduct firearms traces received from the 17 pilot cities and the ten new cities. It also provides the level of personnel required to trace 90% of all current trace requests received at the National Tracing Center (NTC).
- **NTC Crime Gun Automation**
This provides funding for software engineered to implement automated trace requests to search for criminal investigative leads. In addition, the necessary technical personnel will be provided for preparing and publishing the community-specific trace reports.
- **City Tracing Technical Support**
Provides hardware, software, and technical support to both the original 17 cities and the ten new cities to allow the efficient submission of firearms trace requests to the NTC and analysis of the resultant trace data.
- **Firearms Trafficking Training**
Provides funding for the development and implementation of a comprehensive firearms trafficking course for all ATF, state, and local law enforcement participating in the Youth Crime Gun Interdiction Initiative.

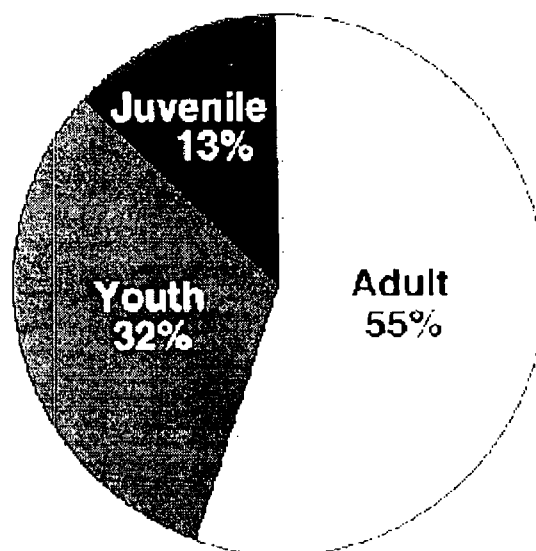
The Report on the Youth Crime Gun Interdiction Initiative is available through the Public Affairs Office of the Department of the Treasury (202) 622-2960 or via the Internet at www.atf.treas.gov after 10:05 a.m. EDT Saturday, July 19.

These charts illustrate statistical data about the Youth Crime Gun Interdiction Initiative

Youth Crime Gun Interdiction Initiative Crime Guns Recovered in 17 Communities Semi-automatic Handguns as a Percentage of All Crime Gun Recoveries



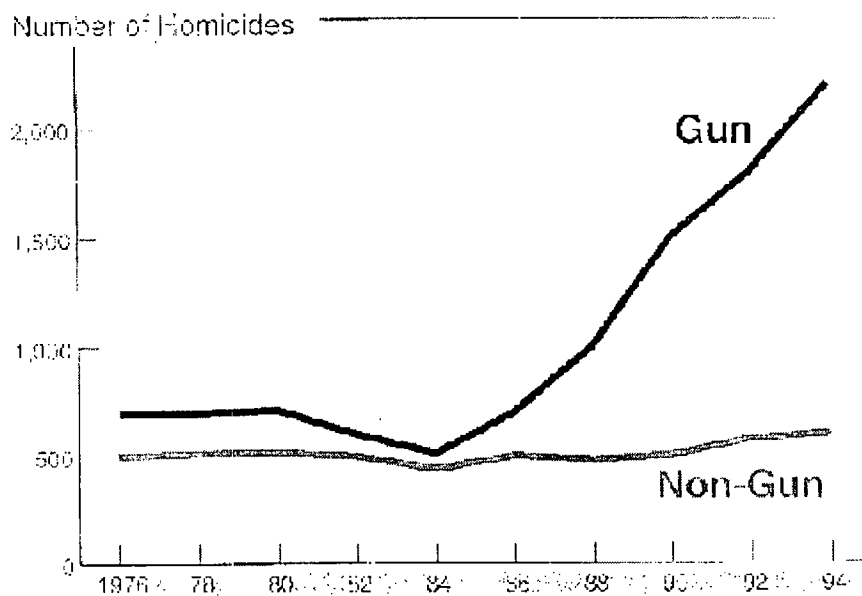
Youth Crime Gun Interdiction Initiative Crime Gun Recoveries by Age Group



Based on recoveries in 13 of 17 communities. The following sites were excluded: Atlanta, Inglewood, Jersey City, and St. Louis. These sites included too few cases in one or more age categories to be used in an age-based comparison.

Firearm and Non-Firearm Juvenile Homicides

Juvenile Offenders (ages 10-17)



National Institute of Justice

This file was last modified on February 27, 1998.