

Deanne Benos
Domestic Policy Council
Box 8 of 12

Miscellaneous Crime and Drug Related Publications

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CRIME AND DRUG ISSUES

STATE OF THE UNION

1996

DENNIS K. BURKE

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the "Saving Police Officers' Lives Act of 1995".

SECTION 2. TABLE OF CONTENTS

The table of contents for this Act is as follows:

- Sec. 1. Short title.
- Sec. 2. Table of Contents.
- Sec. 3. Findings and Purposes.
- Sec. 4. Protecting Police Officers' Lives

SECTION 3. FINDINGS AND PURPOSES

1. Whereas, the men and women of Federal, state, county and local law enforcement, are America's first line of defense against crime; and
2. Whereas, too many law enforcement officers die every year; and
3. Whereas, America could prevent the deaths of many of these law enforcement officers by standing side-by-side with them and banning ammunition which serves no purpose other than to kill and maim police officers; and
4. Whereas, current law only prohibits the manufacture, importation and sale of ammunition which is made of specific materials but does not consider ammunition which may be dangerous because of the way in which it performs; and

5. Whereas, Congress has historically delegated the authority to make case-by-case decisions to high-ranking government officials by authorizing them to promulgate regulations; and
6. Whereas, the Attorney General is the nation's chief law enforcement officer; and
7. Whereas, the Attorney General is the government official best able to determine whether a given type of ammunition serves any lawful or sporting purpose or serves only to kill and maim;

The Congress finds as follows:

1. It ought to be illegal to manufacture, import or sell ammunition which serves no lawful sporting purpose but which poses a substantial threat to the lives of America's law enforcement officers;
2. The determination of whether ammunition serves a lawful sporting purpose or serves primarily to kill and main human beings, thereby endangering the lives of America's law enforcement officers ought to be made based upon the performance of the ammunition, not what it is made of;
3. Congress cannot effectively examine or keep up with every new type of ammunition;
4. With proper oversight, the nation's chief law enforcement officer - the Attorney General - ought to be authorized to promulgate regulations designating ammunition which serves no lawful sporting purpose.

SECTION 4. PROTECTING LAW ENFORCEMENT OFFICERS' LIVES

(a) DEFINITION OF ARMOR PIERCING AMMUNITION. -- Section

921(a)(17)(B) of title 18, United States Code, is amended--

(1) by striking "or" at the end of clause (i);

(2) by striking the period at the end of clause (ii) and inserting "; and"; and

(3) by adding at the end the following:

"(iii) a projectile that may be used in a handgun and that the Attorney General determines pursuant to the procedure specified in sub-section (c) to be capable of penetrating body armor."

(b) DETERMINATION OF THE CAPABILITY OF PROJECTILES TO PENETRATE BODY ARMOR. -- Section 926 of such title is amended by adding at the end the following: "(d)(1) The Attorney General shall determine whether a projectile is capable of penetrating body armor, in accordance with regulations which he may prescribe in accordance with the procedures set forth in subsection (c). Such regulations shall provide for uniform testing of projectiles against the Body Armor Exemplar, based on standards developed by the Attorney General in conjunction with representatives of Federal, state, county and local law enforcement agencies and their representatives. Such standards shall take into account, among other factors, variations in performance that are related to the length of the barrel of the firearm from which the projectile is fired and the amount and kind of powder used to propel the projectile."

"(2) As used in paragraph (1), the term 'Body Armor Exemplar' means body armor that the Attorney General, in conjunction with representatives of Federal, state, county and local law enforcement and their representatives, determines meets minimum standards for protection of law enforcement officers."

(c) PROCEDURES. The Attorney General is authorized to promulgate such regulations as he deems necessary to carry out the intent of this Act. Before promulgating any such regulation, the Attorney General shall:

1. Consult with appropriate representatives of organizations representing the sporting use of firearms; and
2. Consult with appropriate representatives of Federal, state, county and local law enforcement.

No regulation promulgated pursuant to this section shall take effect until ten days after the Attorney General shall have caused it to be published in the Federal Register and cause it to be delivered to the Senate and the House of Representatives of the United States during which time the Congress may act to repudiate such regulation.

BIOGRAPHICAL OUTLINE OF GENERAL BARRY R. MCCAFFREY

- * Four Star General assigned as Commander-in-Chief, U.S. Southern Command, United States Army, since February of 1994. Based in Panama. He supervises over one percent of the Federal drug budget and over 15% of the DOD drug budget.
- * Served as Director for Strategic Plans and Policy, Joint Staff, 1993 to 1994.
- * Served as Assistant to the Chairman, Joint Chiefs of Staff, 1992 to 1993.
- * Commanded the 24th Infantry Division, 1990 to 1992.
- * Deployed 24th Infantry Division to Saudi Arabia in August 1990. Led division on combat operations during Desert Storm. Awarded the Distinguished Service Medal.
- * Served as Director for Strategy, Plans, Policy and Joint Affairs at Headquarters, Department of the Army, 1989 to 1990.
- * Served as Deputy U.S. Military Representative to the NATO Military Committee, 1988 to 1989.
- * Taught American Government, National Security Studies and Comparative Politics at West Point, 1972 to 1975.
- * Graduated from United States Military Academy at West Point. Earned a Master of Arts in Civil Government from American University.
- * Decorated for valor twice with the Distinguished Service Cross.
- * Received two awards of the Silver Star for heroism, a Bronze Star with Valor Device and three oak leaf clusters, three awards of the Purple Heart for wounds received in combat.
- * Extensive troop service includes four combat tours.
- * Foreign service includes: Dominican Republic, Vietnam, Panama, Germany, Belgium, Saudi Arabia and Iraq.
- * Married with three children.



United States Southern Command Biography

**Public Affairs Office Unit 1171
Quarry Heights, Panama
APO AA 34003-0061
382-4226 Overseas 507-32-4776**

**Barry R. McCaffrey
General, United States Army
Commander in Chief, United States Southern Command**

Assigned as Commander-in-Chief, U.S. Southern Command since February 1994.

Served as Director for Strategic Plans and Policy, Joint Staff from May 1993 to February 1994 and as Assistant to the Chairman of the Joint Chiefs of Staff from June 1992 to May 1993.

Commanded the 24th Infantry Division (Mech) 1990-1992. Deployed the Division to Saudi Arabia in August 1990 and led its combat operations during Desert Storm for which he was awarded the Distinguished Service Medal.

Graduated from Phillips Academy, Andover, Massachusetts and the United States Military Academy at West Point. Master of Arts Degree in Civil Government from American University. Honorary Doctorate in Military Science from Norwich University. Military education includes the Armor Advanced Course (Distinguished Graduate), the Army Command and General Staff College (Honor Graduate), and the Army War College. Professional schooling includes: Harvard University, National Security Program; National Defense University, General Officer Course; Western Behavioral Sciences Institute, Management and Strategic Studies; and Defense Language Institute - Vietnamese (Honor Graduate).

From 1989-1990, served as Director for Strategy, Plans, Policy, and Joint Affairs at Headquarters, Department of the Army. During 1988-89, served as the Deputy U.S. Military Representative to the NATO Military Committee. Served at West Point teaching American Government, National Security Studies, and Comparative Politics (1972-75).

Extensive troop service includes four combat tours. Has commanded: a parachute infantry platoon, an air assault company, a mechanized infantry battalion, a motorized brigade, and an armor-mech division. Foreign service includes: Dominican Republic, Vietnam, Panama, Germany, Belgium, Saudi Arabia, and Iraq.

Decorated for valor twice with the Distinguished Service Cross. Received two awards of the Silver Star for heroism; a Bronze Star with "V" (Valor) Device and three oak leaf clusters; and three awards of the Purple Heart for wounds received in combat. Received the National Order of Merit from the Government of France and The Order of Military Merit from the Brazilian Army. Awarded the Combat Infantryman Badge, Ranger Tab and Parachutist Badge. Presented the NAACP Roy Wilkins Renews Service Award in 1991. Received the State Department Superior Honor Award in 1992. Admitted to Council on Foreign Relations in 1993.

Married to the former Jill Ann Faulkner. They have three children: Sean, a U.S. Army Infantry Captain; Tara, a First Lieutenant U.S. Army National Guard nurse; and Amy, a graduate student at Central Washington College.

relationship can enrich children's lives, address the isolation of some youth from adult contact, and provide support and advocacy for at-risk children. Research has indicated that mentoring relationships can have a positive impact on a youth's attitudes toward alcohol, tobacco, and drug use.²⁶ Other studies document the positive effects of cross-cultural mentoring.²⁷

Big in Blue is an innovative mentoring program developed by the Big Brothers/Big Sisters of Warren County, New Jersey, that matches at-risk youth with police officer mentors. They employ prevention and intervention strategies to help youngsters from chaotic home environments cope with peer pressure, succeed in school, receive career guidance, and make sound life choices. Evaluations completed by parents, volunteers, and youth indicate reductions in delinquency and court involvement and improvement in school attendance, behavior, and grades.²⁸

Robert Taylor Homes in Chicago, IL, the largest public housing development in the country, has implemented a Mentoring and Rites of Passage program designed to assist adolescents in their transition to adulthood. Mentors meet with groups of 10-15 youths of similar ages at least twice a week and address such areas as self concept, sexual identity and awareness, communications and decisionmaking, and cultural heritage appreciation. Evaluations of participants are conducted every 6 months to track their interpretation of standard social interactions and situations, self-reported violent behavior and self concept, hospital visits related to violence, and calls to the police about violent events in the housing project.

Conflict Resolution

Conflict resolution encompasses creative problemsolving strategies in which parties in dispute collaborate by expressing their points of view, voicing their interests, and finding mutually acceptable solutions. Conflict resolution programs recognize that conflict is natural and that people can learn new skills to deal with conflict in appropriate, nonviolent ways. The programs appear to be most effective when they are comprehensive and involve multiple components such as moral reasoning, anger control, social skills development, and collaborative problem solving methods.

William DeJong, a lecturer at the Harvard School of Public Health, reports in the 1994 fall issue of *School Safety*, "The best school-based violence prevention programs seek to do more than reach the individual child. They instead try to change the total school environment, to create a safe community that lives by a credo of nonviolence and multicultural appreciation."²⁹ Effective conflict resolution programs achieve the following goals:

- Enable children to respond nonviolently to conflict, using the conflict resolution strategies of negotiation, mediation, and group problem solving.
- Develop educators' competence to manage behavior in school without coercion, using a program that teaches students responsibility and self-discipline.
- Mobilize community involvement in violence prevention through education programs and services, such as expanding the role of youth as effective citizens beyond the school into the community.

Conflict resolution programs in schools generally fall into one of three models: mediation, curriculum integration, or peaceable schools. The peaceable schools model synthesizes the elements of the first two models.

Recognizing the importance of directly involving youth in conflict resolution, many school communities are employing peer mediation as a violence-prevention strategy. In these programs, specially trained student mediators work with their peers to find resolutions to conflicts. Mediation programs reduce the use of traditional disciplinary actions such as suspension, detention, and expulsion; encourage effective problemsolving; decrease the need for teacher involvement in student conflicts; and improve school climate.

An example of a mediation program is We Can Work It Out, developed by the National Institute for Citizenship Education in the Law and the National Crime Prevention Council. The program promotes mediation, negotiation, or other nonlitigating methods as strategies to settle unresolved confrontations and fighting. The program emphasizes the importance of showing students that many of the problems that are often taken to court might be solved more effectively through cooperative methods, such as peer mediation.

In the curriculum integration approach, teachers deliver daily lessons in conflict resolution, infuse conflict resolution concepts and skills into core curriculum areas, and model effective conflict resolution in their management of the classroom. Promoting Alternative Thinking Strategies (PATHS) is a curriculum integration approach to conflict resolution for children from

kindergarten through sixth grade. It is designed to enhance the social competence and understanding of elementary school children and to facilitate educational processes such as self-control, emotional awareness, and interpersonal problem-solving skills that are integrated into the curriculum. An evaluation of PATHS shows that the program is effective for both low- and high-risk children in increasing management and understanding of emotional experiences.³⁰

Peaceable school programs seek to create schools in which conflict resolution has been integrated at every level. Ultimately, conflict resolution skills are adopted by every member of the school community, creating a school climate that encourages caring, honesty, cooperation, and appreciation for diversity. Peaceable school programs incorporate conflict resolution skills and noncoercive school and classroom management strategies directly into the classroom curriculum. Peaceable schools challenge youth and adults to believe and act on the understanding that a non-violent, diverse society is a realistic goal.

In schools in New York and other cities, the Resolving Conflict Creatively Program (RCCP) is implemented as a peaceable schools model of conflict resolution. The RCCP approach requires schools to participate in the curriculum for a year or more; in schools with a strong core of teachers who regularly use the curriculum, the student mediation program may be added. The RCCP approach to conflict resolution integrates two primary components: the RCCP elementary and secondary curriculum and the RCCP student mediation program. A third com-

ponent—the parent training curriculum—introduces the principles of RCCP into the home for a consistent message being sent to youth from parents and teachers, as well as reinforcing each other on this crucial issue.

Safe Schools and Safe Havens

Community schools and family centers provide youth with safe spaces for productive alternatives to occupy out-of-school and weekend time. They also provide a central space for integrating various promising strategies and programs, such as mentoring, conflict resolution, and employment training. These programs generally provide a range of educational, recreational, and cultural activities in a supervised environment with trained staff.

For years Boys & Girls Clubs of America have been engaged in comprehensive strategies to help their members build self-esteem, acquire honest values, and pursue productive futures. These clubs also work specifically to prevent gang involvement. Supported in part by Federal funding, the clubs have developed partnerships with corporations, private foundations, individuals, and government agencies. According to a Columbia University study, Boys & Girls Clubs have been effective in increasing rates of school attendance and improving academic performance. In addition, Clubs in public housing projects have reduced the juvenile crime rate by 13 percent.³¹

Members of the Department of Justice's (DOJ's) AmeriCorps program have established a Safe Corridors program in eight elementary schools in Philadelphia. The program is designed to ensure the safe passage of youth to and from school by using 80 parent volun-

teers who patrol the streets around the schools in the mornings and afternoons. The volunteers design the program structure, uniforms, and policies and are responsible for recruiting other parents to carry out the program. The Safe Corridors program has been so successful in increasing safety that the city is offering it as a model for statewide implementation.

In Seattle, WA, AmeriCorps members staff 7 Safe Haven sites that provide an opportunity for 1,000 at-risk youth to participate in workshops, tutoring and mentoring programs, and conflict resolution sessions. The programs are designed to increase self-esteem, provide educational opportunities, and reduce violent behavior.

National and Community Service Opportunities

The Corporation for National Service (CNS), established in 1993 to engage citizens of all ages and backgrounds in community service, operates AmeriCorps and Learn and Serve America. AmeriCorps participants provide a year or two of public service in exchange for education awards to finance college or other educational training or to pay back student loans. Volunteers have helped elementary school students improve their reading skills and scores in Kentucky, patrolled recreation areas in New York City, assisted law enforcement and community members in closing crack houses in Kansas City, and helped residents recover from natural disasters in California and the Midwest.

Through the Learn and Serve America program, school-age youth serve their communities by teaching younger students about violence prevention; designing crime prevention and public safety exhib-

its for local fairs; helping other youth to combat negative peer pressure; eliminating graffiti in their communities; establishing Junior Neighborhood Watch programs; and helping to identify physical problems in the community, such as broken lighting, overgrown foliage that blocks clear views of public places, and run-down parks.

One example of an effective teen delinquency prevention program is the Teens as Resources Against Drugs (TARAD) project, funded by the Bureau of Justice Assistance. This youth-led prevention program combats delinquency by inspiring teens to fight drug activity in their communities. Teens in New York City, Evansville (IN), and three South Carolina communities led the way in their schools and neighborhoods by creating anti-drug messages on murals; disseminating accurate facts about drugs and teaching their peers healthy life choices; writing, choreographing, and producing plays and puppet shows dramatizing the dangers of drug use; and organizing community events such as fairs and substance-free New Year's Eve parties. The teens report positive attitude changes about drug use among their peers. Another measure of success is that local agencies, groups, and organizations have assumed funding of most of the programs.²

Federal Action Steps

Launch an Initiative To Address the Problem of Youth Outside the Educational Mainstream

DOJ and ED will implement a joint initiative directed at youth who are in danger of leaving or who have left the educational mainstream.

The initiative will heighten public awareness of this increasing problem and identify effective and promising programs that are finding solutions. The initiative will provide assistance to selected jurisdictions and sites to develop or enhance programs for youth outside the educational mainstream, including youth who are truant, dropouts, afraid to go to school, suspended, or expelled, for example, for weapon possession, or need to be reintegrated into the mainstream from the juvenile justice system. To help achieve the goals and objectives of this initiative, 4 regional forums and 10 training and technical assistance programs will be held to address the needs of these youth. One component will be a partnership between schools, law enforcement, and juvenile and family court judges. Collaborative efforts will focus on prevention, early intervention, and supportive services.

Provide Mentoring Opportunities for Youth

OJJDP will provide programmatic support, technical assistance, and training to 41 mentoring programs, funded under the Juvenile Mentoring Program (JUMP).

The Interagency Council on Mentoring, which includes representatives from the Domestic Policy Council, the Departments of Health and Human Services (HHS), Labor (DOL), Defense, ED, and Justice and the CNS, will continue to identify existing mentoring programs, investigate research issues, and explore opportunities for collaboration. The Council is publishing a report entitled *Making the Most of Mentoring*, which summarizes current mentoring efforts and proposes a three-part mentoring strategy.

Provide Guidance on School-Based Conflict Resolution Programs

OJJDP, in partnership with ED, will publish a guide to help school administrators, teachers, and other interested parties understand the concept of conflict resolution and its usefulness in preventing violence and teaching positive life skills. The guide will be a tool for schools and communities to use in their strategic planning for implementing effective conflict resolution programs that meet their specific needs. By answering typical questions asked about conflict resolution, the guide will give readers a description of the essential elements of effective school-based conflict resolution programs, as well as information useful for establishing and sustaining conflict resolution programs in their schools. Six case studies incorporating models of peer mediation, curriculum integration, and peaceable schools will be included in the guide. Other helpful features include annotated lists of conflict resolution programs, resources, and trainers with contact information.

Increase School Safety To Improve Opportunities for Learning

Federal reforms such as the reauthorization of the Elementary and Secondary Education Act (ESEA), Educate America: Goals 2000, and School to Work Transition are first steps in addressing the crisis facing our public school system. Title I, Part A of ESEA provides grants to States to support standards-based educational reform and improve the ability of schools to help educationally disadvantaged children. Before these improvements can be effective, however, students must be assured that they can learn in a safe environment.

The Department of Education's Safe and Drug-Free Schools Program (SDFSP) was established in 1994 to provide a comprehensive, coordinated approach to prevention of school violence and alcohol, tobacco, and drug use by young people. SDFSP administers State formula grant and discretionary grant programs and also provides technical assistance to schools in the development of comprehensive programs to prevent violence and drug use.

The National Institute of Justice (NIJ) will provide funding to assess the effectiveness of the organizational structure and operation of a variety of these programs nationwide. This assessment will try to determine how school-based drug prevention programs, such as Drug Awareness Resistance Education (DARE), can be tailored to better meet the needs of specific populations. The study will also recommend new structures and operations to improve and expand DARE and other existing drug prevention education programs.

NIJ will also do the following:

- Fund evaluations of school-based programs aimed at reducing youth violence and promoting school safety.
- Support a study of juveniles who have been involved in school violence in an attempt to clarify the dynamics leading to violence. The information gathered from this study will be used to design and implement a school curriculum that better addresses those dynamics.
- Explore risk factors that contribute to delinquency (relationships among school discipline and

control practices, behavior problems, in-school victimization, and school location) and school crime. This will be accomplished through analysis of information from interviews of students, teachers, and principals.

HHS has provided funds through the Community Schools/FACES grant programs to support the development or expansion of programs that are designed to improve the academic and social development of at-risk students at selected public schools in eligible communities. Activities in these schools include homework assistance and afterschool activities, such as educational, social, and athletic programs; nutrition services; mentoring programs; family counseling; and parenting programs.

To assist in ensuring the safety of these and other sites, OJJDP will support the National School Safety Center in providing training and information on school safety techniques through the School Administrators for Effective Police, Prosecution, Probations Operations Leading to Improved Children and Youth Services (SAFE POLICY) program. This program is directed to the problem of increasing serious juvenile violence in schools. A team of school personnel develops strategies for sharing information and improving school safety, as well as supervision, control, and delinquency prevention.

Provide Youth With Activities That Encourage Positive Youth Development

To ensure that resource and family centers can implement programs, the Department of Housing and Urban Development's (HUD's) National Youth Sports Grants will provide funds for positive alterna-

tive activities for at-risk youth, including sports, recreational, cultural, and educational programs. This grant program is a vehicle for youth to develop leadership skills, gain self-esteem, learn the value of teamwork, and exercise self-empowerment in a positive and drug-free environment.

OJJDP's Pathways to Success will promote business, entrepreneurial, educational, recreational, and job skills, as well as arts programs for afterschool and weekend hours. In addition, OJJDP's grant with the Academy for Educational Development will support the development of a curriculum that trains youth workers to apply a youth development approach.

Provide Training and Opportunities for Youth Employment

HUD will continue to fund the YouthBuild program, which works with AmeriCorps to help disadvantaged young adults who have dropped out of high school obtain employment and education skills that will help them achieve economic self-sufficiency.

To encourage the involvement, investment, and participation of educators, businesses, students, and parents, DOL's School-to-Work Opportunities Initiative will integrate a career employment, education, and learning program. The program will be geared to all youth to prepare them for the highly technological and rapidly evolving workplace. The link between unemployment and lack of opportunities and delinquency is strong, and a national commitment to this issue is critical. DOL administers the Job Corps to address the multiple barriers to employment faced by disadvantaged youth. The Job Corps,

which serves about 60,000 youth each year, provides a comprehensive mix of coordinated and integrated services in one facility. These services assist young adults to become more responsible, employable, and productive citizens.

The Department of the Interior and OJJDP will jointly sponsor the Youth Environmental Service (YES) program. The purpose of the YES program is twofold:

- To increase the capacity of States and communities to correct, treat, and rehabilitate adjudicated delinquents.
- To prevent at-risk youth from entering the juvenile justice system by implementing environmental work programs on federally owned land.

In addition, OJJDP will explore opportunities to include high-risk and juvenile court-involved youth in employment and training programs.

Establish and Support Family-Based Community Centers That Integrate Service Delivery Through a Range of Promising Prevention Programs

HHS will continue to fund community-based family resource programs to help States develop and implement, or expand and enhance, comprehensive statewide systems of family resource services. These services will be provided through innovative funding mechanisms and collaboration with existing education, vocation, rehabilitation, health, mental health, employment and training, child welfare, and other social service agencies. The goal will be to reduce barriers to the delivery of high-quality, community-based services for families,

with an emphasis on interagency collaboration, service integration, public and private partnerships, interdisciplinary governance of lead agencies, and full partnership between families and professionals.

HUD awards grants to public housing authorities to provide families and youth with better access to education and employment opportunities. The objective is to help these individuals achieve economic self-sufficiency, improve their quality of life and, ultimately, decrease drug and crime problems. In 1995, \$10 million was made available to support the Family Investment Centers and Youth Development initiative sites that are providing youth-related activities and services such as training and assistance in obtaining General Equivalency Diplomas (GED's) and entrepreneurship skills.

NIJ will continue to support an evaluation of the Boys & Girls Clubs program in public housing.

Provide Opportunities for Youth To Serve Their Communities

CNS will continue to establish full- and part-time community service programs such as AmeriCorps and Learn and Serve America, which involve individuals of all ages in violence reduction initiatives and other public service activities. These include school-based initiatives for kindergarten through 12th grade and higher education programs that make service an integral part of college education.

OJJDP will continue to support Teens, Crime, and the Community, a program conducted by the National Crime Prevention Council and the National Institute for Citizen Education in the Law, that

seeks to direct the energies of young people toward constructive activities designed to reduce crime and violence.

All Federal agencies administering programs that address the problem of juvenile violence will encourage communities to include youth in the planning and implementation of their programs.

Coordinate Federal Crime Prevention Programs

There is a substantial need to coordinate Federal programs that are designed to prevent and intervene in specific youth problems, improve the environments in which youth live, and foster the overall positive development of youth. The President's Crime Prevention Council, created by the 1994 Violent Crime Control and Law Enforcement Act, has published and disseminated a delinquency prevention catalog that highlights major Federal programs and offers guidance for communities seeking to plan and implement comprehensive crime prevention strategies. Over the next year, the Council will work to identify ways to coordinate and integrate existing Federal prevention programs to ensure better collaboration and to maximize their impact on communities.

Suggestions for State and Local Action

- Establish and enhance programs that bring together teachers, school administrators, social service providers, police, juvenile justice practitioners, and citizens.
- Develop partnerships between parks and recreation agencies, libraries, public housing agencies, community centers, and gymnasiums to furnish safe sites for positive activities for youth.



NICK

U.S. Department of Justice

Public Liaison and Intergovernmental Affairs

Office of the Director

Washington, D. C. 20530

December 19, 1995

Dennis,

Here are a list of things which the Federal government does better than the states in the criminal justice system and which we could highlight at an appropriate event as the need arises or which could form the basis of a piece of a speech or response to media question. We've talked about some of these before, but others are new:

1. Speedy Trial Act - Federal law requires that defendants be indicted within 30 days of arrest and tried within 70 days or arraignment.¹

2. No Parole - Federal prisoners serve at least 85% of the sentence imposed and are not eligible for parole. All Federal prisoners who are sentenced to imprisonment for one or more years must serve a period of supervised release of at least one year after their release from prison. Violation of supervised release is a new and separate offense. In drug cases, the judge may impose a term of supervised release for the rest of the defendant's life.

3. Constitutional Death Penalty - Modern, effective and constitutional death penalty for approximately 65 serious Federal crimes.

4. Detention Without Bail - Federal law allows Federal court to detain a defendant without bail, either when the defendant poses a risk of flight or when the defendant poses a risk of danger to the community. Most states limit bail to flight risks and do not consider dangerousness.

5. Victim Allocution - Crime Bill gives sex crime victims the right to speak at the defendant's sentencing and does not leave this to the whim of the judge. All states (and Federal) give the defendant the right to speak at sentencing, but don't give this right to the victim.

¹ Because Oklahoma City is a public example to the contrary, point out that in certain very complex cases, the judge can waive provisions of the Act for limited periods of time.

6. Restitution - Restitution in the Federal system stands as a civil judgment and is good for up to 20 years. Even poor defendants may get a good job, win the lottery or inherit money down the road. Most states don't attempt to collect restitution after a few years.

7. Gun Possession - Federal law requires a sentence of at least five years in addition to any term of years imposed for the underlying crime when a firearm is used or possessed during and in connection with a crime of violence, see 18 U.S.C. Sec. 924(c). Few states so enhance sentences. Note that the application of Section 924(c) has been hampered by the Supreme Court, see Bailey v. US, but that the Administration may seek corrective legislation soon.

In addition, there a bunch of relatively small statutory changes which can be made, each of which has a law enforcement message:

1. Bailey Fix - Repudiate the Supreme Court interpretation of 18 U.S.C. Sec. 924(c) regarding definition of "use or possess".

2. Gang Injunctions - Follow the lead of Pasadena, CA and give Federal prosecutors the power to seek broad-ranging injunctions against violent gangs. These orders could ban gang members from associating with each other, could restrict their activities and the like. The best parallel in existing Federal law is in the RICO statute which allows Federal prosecutors to obtain civil injunctions against crooked labor unions.

3. Juvenile Transfer - You already have this piece. It's the new legislation awaiting Presidential transmittal.

4. Federal Concurrent Jurisdiction For Violent Crime - Allow Federal government to assert Federal jurisdiction under the Assimilated Crimes Act, 18 USC Sec. 13, when the crime is against Federal property or a Federal employee. Under existing law, the murder of Bailee Almon (the little girl held in the firefighter's arms in Oklahoma City) is charged as the Destruction of Federal Property (the building). Should be able to charge murder as we would be able if the crime occurred on a military base.

5. Youth Handgun Felony - The Youth Handgun Safety Act is a washout because it's a misdemeanor. Most of the cases where the facts make it worth prosecuting involve another crime which is a felony under state law. Need to make YHGSA a felony to make it worth charging in Federal court. Note than in conjunction with new juvie statute (see #3), we get more effect.

Let me know if I can help. Nick



They are truants—at risk of academic failure and dropping out of school at age 16, or earlier, and never obtaining the skills necessary to become contributing members of society. Truancy has been rated among the top 10 problems facing schools, with the daily absentee rate being as high as 30 percent in some cities. As a number of studies have documented,¹⁹ high rates of truancy are linked to high daytime burglary rates and vandalism. Truancy is not a problem restricted to the education and law enforcement communities. It has an even more important impact on the truant's ability to learn, develop interpersonal relationships, and ultimately complete school and gain the knowledge and skills necessary for higher education and/or future employment. In order to comprehensively address the truancy problem, a range of interested parties must join together to coordinate a response. These parties include schools, law enforcement, parents, businesses, judicial and social services agencies, and community and youth organizations.

Communities have a responsibility to provide an appropriate education for all youth in a disciplined, safe, and secure environment. Yet school systems are frequently presented with students who have specific instructional and/or social problems that make it difficult to achieve in the regular school environment with a traditional curriculum. A host of problems from the home and the community emerge in the classroom and require special handling. Teachers may observe signs of hunger, child abuse, neglect, alcohol or other drug abuse, learning disabilities, developmental problems, socialization problems, behavior disorders, gang involvement, and a general lack of school readiness.

In order to provide prevention and early intervention for youth at risk of truancy, as well as youth who are truant, the school system needs the active support and participation of parents, students, the community, law enforcement, and business. A number of jurisdictions across the country have truancy prevention and intervention programs that are collaborative initiatives and they are listed in the National School Safety Center publication *Increasing Student Attendance*.²⁰ In addition, the National Council of Juvenile and Family Court Judges' (NCJFCJ) report, *A New Approach to Runaway, Truant, Substance Abusing and Beyond Control Children*,²¹ describes innovative processes and approaches that individual communities might adopt to more adequately address this population of youth. NCJFCJ has also updated its *Disposition Resource Manual*²² that informs judges and juvenile court personnel about various programs that hold promise or have proven positive results. Within the *Manual*, several programs are provided that address the problem of truancy.

Truancy reduction programs are having positive effects on both school attendance and juvenile crime. A truancy reduction program in the Oklahoma City public school system reported a steady decline in the dropout rate from 5.9 percent to 4.1 percent during the 1991-92 school year.²³ The Truancy Habits Reduced, Increasing Valuable Education (THRIVE) program is a partnership between the school system and law enforcement to reduce truancy and crime during school hours. Law enforcement officers bring in juveniles who are out of school without an excuse and notify parents who must pick up their children. If parents cannot be

located, juveniles are sent to the Oklahoma County Youth Services Agency until they can be picked up.

Another truancy prevention program impacting elementary and middle school attendance and disciplinary referrals is Self Enhancement, Inc. (SEI) of Portland, OR. SEI is a community-based organization that began in 1981 and has served more than 12,000 inner-city school students. The program offers classroom instruction, extra-curricular activities, cultural enrichment, career counseling, and summer outreach for 450 high-risk children every year. SEI staff work with participants in their schools, provide tutoring, encourage academic excellence, and respond to crises in the school.

In addition, SEI sponsors field trips, sporting activities, and afterschool supervision. A key component of the program is to work with families and help parents become more active in preventing truancy. In 1994, SEI participants had improved school attendance and disciplinary referrals dropped dramatically. Students in elementary school raised their grades by 47 percent and middle school students by 70 percent.²⁴

Mentoring

Mentoring has been defined as a "sustained, close, developmental relationship between an older, more experienced individual and a younger person, with the goal of building character and competence on the part of the protégé."²⁵ Usually the relationship involves regular contact over a sustained period of time and involves mutual commitment, respect, and loyalty.

Mentoring has proved to be a valuable strategy for helping disadvantaged youth. A mentoring

NATIONAL INSTITUTE OF JUSTICE
OFFICE OF SCIENCE AND TECHNOLOGY
633 Indiana Avenue, NW
Washington, DC 20531
tel (202) 307-0645
fax (202) 307-9907

fax t r a n s m i t t a l



to: DENNIS BURKE

fax #: 202-456-7028

from: DAVID G. BOYD

date: JANUARY 19, 1996

re: CONCEALED WEAPONS DETECTION

pages: Number of pages including cover: 5

NOTES:

Dennis - per your request to
Jeremy Travis let me know if you need
more. My # is 307-0651. I can be
reached any time at (800) 906-6062.

Dennis --

In June, 1994, Lloyd Cutler - then Special Counsel to the President - in a speech at the NIJ Conference on "Law Enforcement Technology for the 21st Century, noted that a commission in the 1960s had issued a call for research into the development of "means to detect concealed guns and ammunition. . . Nothing has been done on the subject ever since and I doubt that 1 red cent of research money or 1 minute of research time has been devoted to that subject. It could be possible," he said "to detect weapons carried by individuals, in cars, or in public housing projects." Shortly after that, the President circled a paragraph in a James Q. Wilson article, "What to Do about Crime" that suggested the development of such technologies as a way to help police reduce gun violence. He sent that article to the Attorney General with a note asking what could be done. That resulted in an initiative by the National Institute of Justice, funded by Crime Act technology money, to begin the development of three different gun detection technologies aimed at dramatically improving the detectors used in airports and some schools in areas with a high incidence of gun violence, and providing portable (potentially handheld) devices for use by police in "high violence" areas. Initiated in March, 1995, these projects are expected to produce functioning prototypes in the next 12 to 16 months.

At the same time, an unusual new joint office initiated by the Defense and Justice Departments (at a ceremony hosted by the Vice President) in 1994, began the development of four additional dual use technologies which will complement and build on the capabilities of the NIJ efforts. All seven technologies are managed jointly by both Justice and Defense, and the total investment comes to \$9.25 million (\$2.15M from COPS funds and \$7.1M from the Operations Other Than War/Law Enforcement appropriation which funds the joint office).

You may also be interested in some important new work being carried out by the new NIJ National Law Enforcement and Corrections Technology Centers (NLECTC) created in October, 1994. These centers provide a broad range of technical information and support to law enforcement and corrections agencies at the state and local levels. For example, the Whittier, CA Police Department approached the center in El Segundo asking for help in a case in which an eight-year-old girl had been abducted and sexually assaulted. The girl had been abducted by a middle-aged man who had dragged her through several stores, then sexually assaulted and released her. With her help, the police found one of the stores the kidnapper had taken the young girl. The store was covered by video surveillance cameras, but the video quality was too poor to be useful and the department had no way to enhance the video, so the police asked NLECTC to see what they could do. Since all the NLECTC centers are co-located with major Defense research capabilities in order to allow the centers to leverage those capabilities for law enforcement, the same technologies used to enhance satellite images was used to improve the surveillance tapes and develop photographs the police could distribute. In less than ten days, the subject was identified and apprehended. (We have other stories involving serial rapists, cop killings and other homicides, robberies, etc. if you're interested.) These centers have made it possible to begin providing local police agencies with some of the same high tech capabilities the federal agencies have always enjoyed.

Let me know if you have questions or need more information on anything.

*Dave Boyd (307-0651)
page (800-906-6062)*

DOD/DOJ Projects

Under the DOJ/DOD partnership, an additional four technologies have been selected for development. They are:

1. JAYCOR is pursuing development of an acoustic imaging camera. This technology offers the potential of providing a portable imaging system that, in production, could be lower in cost than most alternatives.
2. Martin Marietta Technologies is pursuing development of a hybrid system employing thermal infrared and passive millimeter wave cameras.
3. Nicolet is an essentially off-the-shelf backscatter x-ray imaging system we intend to test and evaluate to provide a baseline for evaluation of all the other technologies (including the NIJ projects).
4. SPEC is developing a magnetic imaging system.

The program manager for all of these projects is also the manager of the NIJ projects. Each project was selected to complement the projects undertaken by NIJ and to increase the likelihood of rapid development of one or more viable technologies to detect concealed weapons. All the projects - both NIJ's and DoD's - will be supported by the National Law Enforcement and Corrections Technology Center in Rome, New York.



National Institute of Justice

Washington, D.C. 20531

Concealed Weapon Detection Initiative

In response to the growing public concern over the illegal possession of concealed weapons on the streets and in public buildings the Department of Justice has initiated a program to promote the development of technology that would enhance the detection and identification of weapons carried by unauthorized individuals. Three different technologies, utilizing different physical principles, have been selected for support. Each has a different set of strengths and weaknesses, depending on the particular weapon detection scenario. A total of \$2,150,00 has been allocated for their development, evaluation, and demonstration.

The Millitech Corporation's recent development of passive imaging technology operating in the millimeter wave portion of the electromagnetic spectrum offers the opportunity for rapid and remote detection of metallic and nonmetallic weapons, plastic explosives, drugs, and other contraband concealed under multiple layers of clothing without the necessity of a direct physical search. This purely passive imaging technique relies solely on existing natural emissions from objects, does not require man-made irradiation of the person, and is therefore completely harmless to the person being observed and to all others in the vicinity. Screening observations of individuals can be done remotely and with discretion as required. Although passive millimeter wave imaging devices do literally see through clothing, the resulting image display does not reveal intimate anatomical detail of the person.

The passive imaging approach to the detection of concealed weapons and other contraband hidden under people's clothing works well at millimeter wavelengths because of a fortunate convergence of several key factors: (1) adequate resolution in a reasonable sensor size, (2) the high transparency of virtually all clothing, and (3) the extraordinarily high emissivity of human flesh compared to the vast majority of other materials. The project will include the development, fabrication, and evaluation of a fixed-site camera and monitoring console and a proof-of-concept hand-held camera with a video screen, connected by cable to a signal analyzer box. Designs will also be developed for a totally portable, battery powered camera, and a stand-off camera system suitable for use from a law enforcement vehicle.

The Raytheon Company will design and field test a concealed weapons detection system based on low frequency electromagnetic radiation. The system is expected to have a low probability of false alarms, will not require the current type of configuration in which a person walks through a portal equipped with a magnetic sensor, and can be operated in an unobtrusive manner such that a person under surveillance would not be aware that they were being monitored. The concept is based on illuminating the subject with a low intensity electromagnetic pulse known as a Heaviside pulse and measuring the time decay of the reradiated energy from metal objects carried by the person. The intensity and the time decay of

the secondary radiation can be characterized and the "signatures" identified as a gun or non-threatening metal objects. System applications range from large gathering places such as shopping malls, schools, meeting places and airports to small stores, banks, etc. Much of the basic development work has already been completed by Raytheon. In this project an experiment will be conducted that will demonstrate the system's feasibility and provide performance data on probabilities of detection and false alarm rate, to establish that sufficient discriminating ability exists to meet police "probable cause" requirements for a physical search for weapons. This technology has the potential for development of portable and "stand-off" weapon detection devices.

- ! The Idaho National Engineering Laboratory concealed weapon detection scheme will utilize a proven, existing technology used in mineral exploration, environmental characterization, military navigation and submarine detection. The technology is based on passive sampling of the earth's magnetic field. Local aberrations in the magnetic field produced by ferromagnetic objects such as guns and knives will be detected and measured by extremely sensitive magnetometers. This is a new application of existing technologies using magnetometer sensors that are commercially available.

The proposed approach is to construct a scanner that can be a stand alone unit, much like an airport scanner system, or directly incorporated into doorways or hallways of a building. Data will be collected simultaneously from all sensors in the system providing a top to bottom magnetic profile of a person. Reasonable suspicion will be dictated by the location and magnitude of magnetic anomalies. The system will be used to collect magnetic profiles of a variety of weapons in differing locations and a number of nonweapon personal artifacts to establish a electronic catalog of magnetic signatures. These signatures will later be used in analysis schemes that will determine the presence, location, and potentially, the type of weapon carried. This technology will only detect ferromagnetic materials, but few handguns are likely to be excluded from detection.

- ! Finally, the National Institute of Justice's Rome Law Enforcement Technology Center in Rome, New York, will be funded to provide technical and engineering support to the management of these projects. The Rome Law Enforcement Technology Center is NIJ's national center for weapons detection and safety technologies. Located at the U.S. Air Force Rome Laboratory, this center is uniquely equipped to support the broad range of technologies involved in this initiative.

1. What initiatives in the criminal justice area are already sufficiently developed and conceptually approved that the President can properly direct the Attorney General to accomplish a given goal within a specified time period?

2. What initiatives are not developed but can be developed in a relatively short period of time which would permit the President to direct the Attorney General to accomplish a given goal in a specified time period, albeit longer than an initiative in paragraph 1?

3. Ideas:

- COPS initiatives
 - Further UH grants
 - COPS/gangs
 - Further cops/guns
 - Any demonstration of flexibility in what can be done with COPS money and how match is made
- Non-COPS Law Enforcement
 - PHS grants - Complaints that we are too tough on waivers and that Administration "snookered" smaller jurisdictions. Can we be more flexible on match waivers?
 - Prison grants - Can President call on us to issue tough regulations which assure that only states which truly have "Truth in Sentencing" get their money? No loopholes for parole and other gimmicks which create revolving door?
- Criminal
 - Methamphetamine strategy within 30 days?
 - Gang strategy?
 - Each region (OCDETF region) to establish 10 worst gang crimes in region and devote investigative resources?
 - Use RICO to prosecute juvenile gangs?
 - If juvenile statute passed, substantial increase in number of juveniles prosecuted, if prosecute a juvenile for crime which could be transferred/bound over to adult court, presumption is we will do it?
 - Prosecute those who lie on Brady forms?
 - Whether statute requires or not, all Federal prosecutors must inquire of victim whether s/he wants to allocute at sentencing. If so, prosecutor must use all reasonable means to assure that victim has the chance.

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- My anti-crime program has done things that work, while others talked. A Crime Bill waited six long years for final passage while Congress debated what to do. It wasn't until I called on you at this address 2 years to act that you sent me a bill which I could sign.
- Two years ago, I called on you to put 100,000 new police officers on America's streets. You did that and in the first year of this six-year program, we've already funded over 25,000 of them to keep America safe.
- Too often, honest ordinary citizens write to me and tell me that they were the victim of a serious crime. What particularly angers them is that the criminal turns out to be on parole or to have served only a small part of his prison sentence.
- Two years ago, I called on you to put repeat violent offenders in jail for life - "Three Strikes and You're Out" -- You sent me a bill containing that provision and now, Federal prosecutors across the country have an important tool they can use to lock them up and throw away the key.
- Two years ago, I called on you to help fund the construction of prisons so we can house violent offenders. But, I didn't want to make this a giveaway so that criminals can walk through a revolving door back onto the street. You sent back a bill which imposes limits on prison grants. States which get this money have to promise to keep prisoners for at least 85% of their sentence.
- These strategies work. Crime is down and community policing is much of the reason. Guns account for too much violence and through the Brady Act, we've assured that 45,000 felons were denied a gun with which to kill some innocent citizen.
- Some of you want this undone. Some of you want to end the most successful law enforcement grant program in this nation's history - Community Oriented Policing Services or COPS. Some of you want to repeal the Brady Law and put guns back in the hands of felons and fugitives. You are wrong, America doesn't support you and you should listen to the citizens not the cynics and special interests.

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- That's why I am so pleased that you've sent me important lobbying reform which will work to assure that America gets a Congress which is responsive to the public not to special interest groups and their highly-paid lobbyists.
- At the same time, there is much to be done. I am proud of the men and women of law enforcement. Too many are ready to bash these heroes who put their lives on the line for us every day and every night in thick and thin. Don't listen to those who don't support law enforcement.
- While violent crime is down, youth violence is up. It's the fastest-growing age group and we face an onslaught. We can't let down our guard and we need to redouble our efforts. That's why I have asked the Attorney General to immediately appoint a single senior official to coordinate youth violence efforts for the Administration so that we can assure that whatever resources we've got are used to the best effect to protect America.
- Prosecutors and police need the tools to act. While the Federal government has a limited role in juvenile crime, that limited role is significant. I have transmitted legislation to you which would permit serious juvenile offenders to be tried as adults and to serve adult sentences. Those who commit an adult crime, should do adult time. That legislation is on your desks. For the good of America, please act swiftly and send it up to me. I will sign it the day I get it. America is waiting with me.
- This isn't a Federal problem, a state problem or a city problem. The solutions aren't either. There are some things I am proud that we do well and I call on the Governors, the state legislatures and the public to take the best of the Federal system now:
 - All those arrested for felonies should be drug-tested before they are released on any form of bail. Those who test positive either shouldn't be bailed or ought to have very strict conditions. I have recently directed the Attorney General to

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implement this program at the Federal level. It won't be effective if the states don't join in.

- Prison sentences don't mean anything if criminals are released on parole or after getting 2/3rds of their sentence off in good-time. In the Federal system, a criminal serves at least 85% of his sentence. The state systems shouldn't be any different. Let's have some truth-in-sentencing. If the judge says, "one year" in court, it ought to be "one year" in jail. We don't have parole in the Federal system any longer. The states shouldn't either. Every Governor, every state legislator and every citizen ought to do all that he or she can to abolish this outmoded and unfair soft-on-crime system.
- Except in the most complex cases, trials in Federal cases must be held within 70 days of arraignment. Even in complex cases, that 70 days can only be extended with an order from the judge. Justice delayed is justice denied. Lets get state prisoners to trial. If they are guilty they should go to jail. If they are innocent, they should be released. Lets not leave victims on tenterhooks forever.
- Dangerous criminals should not be released on bail at all. Money bail may serve to make a criminal appear in court for his trial, but it doesn't help the crime victim against the criminal seeking revenge. In the Federal system, those who are a danger to the community can be held without bail. State systems need to get with it and enact similar laws. The Federal government can't and shouldn't go it alone.
- Criminals have a right to speak at their sentencing, so should crime victims. It's a scandal that there are many state systems where that's not a right. A criminal can say anything he wants about the victim and the victim may not be able to tell the judge what actually happened. That's not vindication, that's not fair. I insisted that sex crime victims have that right under the Crime Act in Federal Court and I want every state to do the same.

1/18/96-2:10 PM

- Schools are our best hope for the future. Without an education, none of us could be where we are and we have our government to thank for that. All too often we forget the simple gifts which make government good.
- Children should look forward to school, they shouldn't fear it and it ought to be a safe haven. No guns, no drugs, no violence. A child who isn't in school, isn't learning.
- So, we need to make our schools safe for kids and we need to make sure that they actually go to school. That's a community-based effort. It starts at home for those lucky enough to have a home and the duty continues on down the line to the school, the police, the mayor, friends, and ordinary strangers who want to do the right thing.
- Good schools aren't enough. If home is a tar-paper shack or worse, a cardboard box, its not difficult to see why a child with a PC hooked to the internet on his or her desk at home has a better chance than one who sleeps in the same box in which the computer was shipped.
- Good housing doesn't just mean bricks and mortar, it means no gangs, no guns, no drugs. That also takes community action. Federal regulations may describe a program, but history tells us that it's the community that makes a house a home.
- Gangs aren't a Los Angeles, a Houston or a Miami phenomenon. They are a Fort Wayne, Iowa and an Everytown, USA problem. They spread like a cancer when unchecked. But, like a cancer, when we do the right thing and use the right tools, we can stop the spread and get rid of the source problem.
- I have asked the Attorney General to work to identify the most serious gangs in each area of the country and to devote special efforts toward eradicating those ganges, working with all

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available resources on a cooperative basis.

- In each region of the country, I want Federal, state and local prosecutors and investigators to identify the most serious unsolved crimes caused by gang violence and to put special emphasis and all available resources on those investigations.
- Gangs alone aren't the only problem. The scourge of drugs is still upon us and we need to maintain our vigilance. We've done our part on the international scene, dismantling the Cali Cartel which was responsible for importing so much of the cocaine sold on America's streets. We've done our part through the Organized Crime Drug Enforcement Task Forces to target the major organizations and dealers. We've done our part to seize dope dealers property. We've done our part to seek life sentences and even the death penalty for the worst of the worst. But, that's still not enough. We need to do more and we need to do more without simply creating new programs and spending more money.
- I want to focus resources. I want the Attorney General to act as a model. The Federal program has and continues to work. State systems that give dope dealers probation or parole them after a month or two don't work. America needs to call on their state leaders to do something, to stop the rhetoric and do something and do it now.

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U. S. Department of Justice

Washington, D.C. 20530

FACSIMILE COVER SHEET

TO: GRACE MASTALLI

FROM: Nicholas M. Gess
Director
Public Liaison and Intergovernmental Affairs
TELEPHONE: (202) 514-3465
FACSIMILE: (202) 514-2504

DATE: January 18, 1996

SUBJECT: State of the Union

PAGES: (Including this cover sheet) 6

REMARKS: Grace, Here is the material from which you can work. I am particularly concerned about the drug stuff. Can we use the paragraph about identifying serious gang cases and is it mealy-mouthed enough not to commit us to any specific program? Please mark this up as you see fit and fax back. Thanks a million. Nick

Nick
I don't
like this very
much at all. I'll
try to rewrite more in
am. Grace

DRAFT

1/18/96-2:10 PM

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add
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federal system

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for state efforts

One of the areas we can all be thankful for is the progress we as a people are making in the fight against crime. Crime in most major categories is down. And while we cannot relax our guard from assuring that most fundamental attribute of a free society - basic personal safety - we know a lot more about what works to reduce crime. In community after community across America people are breathing sighs of relief, venturing out of their homes with confidence, engaging with their neighbors, because we have more police on the streets and more effective methods, such as community policing. In the America we are fighting for, children should be able to play in their front yards without fear of being caught in the cross-fire of gang shooters. Senior citizens should be able to walk to the corner store without having to carry their pocketbooks past drug addicts and sellers. Women should be able to drive a car alone at night without fear of being run off the road and assaulted. We will not rest until every schoolyard, every neighborhood, every office building, every mall is free of crime and free of fear. We are taking America back.

Draft Domestic and Economic Proposals

12:00 1 page
6:00 paragraph

1. Budget

- Challenge Congress never to default or shut down government Gene

2. Foreign Policy: Nancy:

3. Crime

Paul W.

- Defend Brady bill, assault weapons ban, and 100,000 cops, cap killer Dennis
- Juvenile crime/gangs: Dennis
 - Directive to HUD re public housing Dennis / Bruce Katz
 - Directive to Justice re prosecuting violent juveniles as adults Dennis
- Drug czar Dennis
- Challenge states to meet truth-in-sentencing goal of 85% for violent crime Dennis

4. Economy

- GI bill for training Paul D.
- Health care: Chris J. / Jennek
 - Insurance reforms: pre-existing conditions, purchasing co-ops
~~Preparation: standard~~
 - Coverage: expansion for temporarily unemployed
- Pensions:
 - Simplification for small business Ellen S.
 - ~~Open federal thrift savings plan to small business employees~~
- Environment:
 - Flexible regulation: Project XL Brian / Keith / Laughlin
 - Community right-to-know Brian / Keith / Laughlin
 - Brownfields initiative to develop abandoned property. PJW
- Minimum wage: 0.15

5. Education

Jerry P. / Leslie

- Standards for teachers, students
- Choice/charter schools: challenge all 50 states to pass laws
- Technology: matching fund for computer purchases
- College:
 - \$10,000 tax deduction
 - \$2,000 merit scholarships for top 5% in every school
 - Expand college work-study by 50%

6. Personal Responsibility

- Political reform: pass campaign finance reform, etc. PJW / Waldman
- Announce teen pregnancy campaign Jeremy
- Pro-choice/encourage adoption Paul W.
- Challenge to fathers on responsibility and child support Bruce / Paul W.
- Tobacco: don't sell to kids Jenn O'Connor
- TV violence: challenge to media and parents Jeremy
- Service: challenge to volunteer; seniors Paul W.

balance the budget.

America is the greatest nation on earth. We are its leaders, and we must behave responsibly. No public servant should ever threaten the full faith and credit of the United States. And no public servant should ever -- ever -- shut down the government again.

Tonight, it is time for us to talk about the future.

This is a moment of great change -- and great opportunity. Throughout our history, we have come together around three great ideals: First, our belief in progress -- that every American can dream of a better future, and that hard work can make those dreams come true. Second, our love of liberty. And third, our constant struggle to find common ground.

Tonight, our challenge -- America's Challenge -- is to preserve these old American ideals for a new time.

For America was built on challenges, not promises. We don't need another program for every problem. We must ask more of ourselves, and expect more from one another. That means challenging every citizen to stand guard in the war on crime and drugs . . . challenging parents and teachers to renew our schools . . . challenging government and business to give workers health care they can carry with them throughout a career . . . and challenging fathers to take responsibility for their children.

We will only rise to our challenges by speaking honestly about the duties we owe one another and the possibilities of what we as a nation can do together. So tonight, I want to talk about seven great challenges that America must meet as we move into the next century.

The first challenge is for every one of us to join together to take back our streets from crime and gangs and drugs.

We here in this chamber must do our part.

That means keeping guns out of the hands of criminals. Under the Brady Bill, 45,000 criminals have been stopped from buying guns. If anyone tries to repeal the Brady Bill and the assault weapons ban, I will veto it.

That means putting more police on the street through community policing. Across America, we are making good on our promise to put 100,000 new police on our streets. And if Congress passes a bill to stop us from putting 100,000 police on the street, I will veto it.

And I challenge Congress to honor the men and women who protect us every day by passing my bill to ban cop-killer bullets.

We made three-strikes-and-you're-out the law of the land, and said if you kill a law

enforcement officer, you should get the death penalty. Tonight, I challenge judges, prosecutors, and legislators in every state to meet a new national goal: by the year 2000, every violent criminal must be required to serve at least 85% of his sentence.

But we could hire a million more police and build a million new prison cells, and we would not win this war on crime and drugs unless we all step out from behind closed doors and shuttered windows to work with the police and with each other.

All over America, citizens are taking responsibility, spotting trouble, watching out for their neighbors, blowing the whistle on crack houses. In city after city, the crime rate has dropped three years in a row for the first time in decades. In New York, murders are down 25%; St. Louis, 18%; Seattle, 32%. Two years ago, the people of Jefferson Parish, Louisiana, were under siege -- literally sleeping in their hallways to avoid stray bullets. Then police began working with the neighbors to drive drug dealers off the street. The crime rate in Jefferson Parish has dropped 60%. That is what can happen when law-abiding Americans rise to the challenge of fighting crime together.

And that is how we will address the one type of crime that continues to rise: violence by juveniles.

A few years ago, I spoke to grade school children in South Central Los Angeles. They told me their biggest fear was getting shot on the way to school -- and their second biggest fear was being forced to join a gang when they turn 12. That is no way for any American child to grow up.

Government will do its part: Tonight I am directing our nation's prosecutors to step up prosecutions of violent juveniles as adults. And I am directing the FBI and other investigative agencies to target gangs that involve juveniles in violent crime. It is time to break the gangs the way we broke the mob.

Communities must do their part. I challenge local housing authorities, and public housing residents, to link arms to evict the gangs and the drug dealers. From now on, for public housing residents who get involved in drugs and crime, the rule should be: One strike and you're out.

And to every teacher and preacher and to every parent in this chamber and around this country, I say: teach our children right from wrong, and help them see through the false glamour of drugs and crime.

Tonight we have someone who by his very example can do just that. Brian McCaffrey is a four star General, an architect of our victory in the Persian Gulf. Today, he commands our military's campaign against drug kingpins in Latin America. Tomorrow, I will nominate him as my "drug czar" to command a campaign against drugs on our streets. Thank you, General McCaffrey. *[In the balcony with the First Lady.]*

Domestic Proposals

Crime

Brady Bill

Over the objections of the gun lobby but with the support of an overwhelming amount of the American public and every major law enforcement organization, President Clinton signed into law the Brady Bill in 1993.

The Brady Law continues to prevent crimes in this country by keeping handguns out of the reach of criminals, without infringing on the rights of legitimate and law-abiding handgun owners.

This sensible crime prevention measure requires a waiting period to permit a background check of a purchaser of a handgun throughout the country. The results have incredible -- since its date of inception, over 44,000 convicted felons have been prevented from buying a handgun. Nearly 20,000 others -- fugitives, kids, illegal drug users, and those under indictment, with mental disabilities, or under restraining orders for alleged stalking -- have also been stopped from purchasing handguns by this law.

This law is working. It is stopping crimes. And President Clinton will veto any effort to repeal it.

Assault Weapons Ban

For years, the gun lobby was able to prevent the enactment of legislation banning military-style assault weapons. These weapons -- whose sole purpose is to kill as many people as quickly as possible -- are the weapon of choice for drug traffickers, gangs, and terrorists.

The Clinton Crime Bill prohibits the manufacture, transfer, or possession of semiautomatic assault weapons not lawfully possessed under federal law on the date of enactment. The ban covers 19 military-style assault weapons, assault weapons with specific combat features, and "copy-cat" models. The Act specifically exempts over 600 firearm models used for hunting and sporting purposes. The Act also prohibits the transfer or possession of large capacity ammunition feeding devices not lawfully possessed on the date of enactment.

Since its effective date, the ban has kept countless military-style weapons off America's streets and is now also generating criminal prosecutions.

President Clinton is committed to keeping these weapons of death off the streets and this law on the books. He will veto any ill-advised, misguided attempt to repeal this law.

100, 000 Cops

In 1994, after more than 6 years of political gridlock, a bipartisan majority in Congress passed the smartest, toughest Crime Bill in the nation's history. The Clinton Crime Bill was endorsed by every major law enforcement organization in the country, as well as prosecutors, mayors, and state and local officials of both parties.

The cornerstone to that historic bill was President Clinton's commitment to put 100,000 more police on the street in community policing, which represents the federal government's biggest commitment ever to local law enforcement and would result in a 20% increase in police officers nationwide. In just over a year, over 31,000 more officers have been funded -- and every penny towards the hiring of these police officers was paid for by reducing the Federal workforce.

Community policing effort is helping them to turn the tide against crime and violence. And the tide is turning -- recently the FBI reported that the murder rate has dropped 12 percent --- the greatest decline in the murder rate since the FBI started tracking it 35 years ago. Violent crime is down 5 percent overall. We are beginning to win this fight. This is no time to turn back the clock.

The Crime Bill is working because it provides funds for police officers directly to police departments. The astonishing thing is, despite the pressing need for more police on the street, despite our success in getting them there, despite the difference they are already making, the Republican Congress has decided to stop this effort in its tracks. They want to replace an initiative guaranteed to put 100,000 cops on the street with a block grant program that does not guarantee that even one more police officer will be hired -- not a single one.

Despite Republican efforts to the contrary, President Clinton intends to keep his word to put 100,000 new police officers on the streets of America's neighborhoods. Indeed, under the continued operation of this plan, there will be another 25,000 community police officers on the streets of America in 1996. That is the right direction.

Cop Killer Bullets

The men and women of Federal, State, county, and local law enforcement are America's first line of defense against crime. Tragically, too many law enforcement officers die in the line-of-duty every year. America could prevent the deaths of many of these law enforcement officers by banning the ammunition, which serves no other purpose than to kill and maim police officers. Unfortunately, manufactures continue to make such ammunition that has no lawful sporting purpose with no conscience towards the consequences of their product.

That is why President Clinton submitted legislation to Congress that would ban the manufacture of "cop-killer" bullets. It is time for Congress to join together with the law

enforcement community and President Clinton in supporting the enactment of a ban on "cop killer."

Juvenile crime / gangs

Over the past decade, street gangs have become the major force in the distribution of narcotics and the commission of violent crimes. Gangs are a significant problem affecting not only our inner cities but also suburban and rural communities throughout the country.

Directive to HUD

The Federal Government is doing its part by cracking down on gangs and drugs in public housing. Large, violent street gangs have controlled entire projects in some of our cities, recruiting children as young as 7 years old to sell drugs.

President Clinton has challenged HUD, local governments and the public housing residents to ling arms in ousting drug dealers and violent crime from public housing. In city after city, the count for abusive residents involved in drugs and crime will now be "one strike and you're out." Under this plan, the President will direct the Secretary of HUD to implement a one strike program for public housing. We will no longer tolerate these drug dealers and violent offenders to terrorize residents in their homes. Similar to the President's "Three Strikes and you're out" policy for violent criminals, the message will be clear -- break the rules and you are out.

Justice Gang Initiative

Note -- Bruce, Attorney General vigorously complained directly to Leon, today, about the Directive language; let me know what you decide to do on the Directive language. The following is Justice Gang initiatives for the coming year. Dennis

Over the last year, the Justice Department's Anti-Violent Crime Strategy -- in which Federal prosecutors work in tandem with members of their local law enforcement and communities -- has lead to the prosecution of thousands of violent and repeat offenders. Building on that success, on behalf of the Administration, the Justice Department has developed a comprehensive anti-gang strategy that it will submit to Congress later this week..

The President's 100,000 community policing program will also tackle the gang problem in this country in 1996. The Administration will established a program called COPS Gangs in which grants totalling \$10 million will be distributed to 10 cities to develop community policing programs focusing on combating the rise of youth gangs and gang violence.. This program will put more officers on these streets in the 10 of the worst gang-infested areas of the country.

In general, the COPS Gang Initiative challenge jurisdictions to use tough and innovative community policing techniques to reduce the number of violent crimes committed by gangs; target "recruiter" gangs that prey on juveniles and young adults; and disrupt drug and gun markets by gangs and gang members.

Drug Czar

Ending the drug scourge in America has and will be a top priority for the Clinton Administration. That is why President Clinton announced during the State of the Union that he will be nominating Four Star General Barry McCaffery to be his next Director of the Office of National Drug Control Policy.

General McCaffery's skills and background make him perfectly suited for this position -- a proven military leader who commands respect from young Americans, pursues his goals with efficiency and order, and expects positive results.

Building on the tremendous success his predecessor, Lee Brown, played in dismantling the Cali Drug Cartel, General McCaffery's service and leadership in Latin American -- where he served as Commander-in-Chief, U.S. Southern Command -- will continue the Administration's interdiction efforts. Furthermore, General McCaffery has spent his military career engaged in coordinated campaigns that are directed toward solutions and winning. He will not tolerate bureaucratic turf wars or grandstanding on this critical issue -- an issue that impacts the lives of each and every American every day.

Truth-in-Sentencing

State and local prison populations continue to grow. Unfortunately, some correctional systems faced with rising prison populations have released offenders when their institutions reach a certain population level. The result is that prisoners are released before they finish serving their full sentence.

This is a hoax being played on the American public. The Federal criminal justice system resolved this problem some time ago by adopting truth-in-sentencing.

Federal prisoners serve at least 85% of the sentence imposed and are not eligible for parole. Now is the time for the States to get on board and stop releasing criminals back into the general public before they serve their time. That is why the President is challenging the States to ensure that by the year 2000 State prisoners serve 85% of their sentence.

January 19, 1996

**OPERATION SAFE HOME: A CAMPAIGN
TO ELIMINATE GANGS AND ASSOCIATED VIOLENT CRIME
FROM PUBLIC HOUSING**

Operation Safe Home was announced at a February 4, 1994 White House press conference by the Vice-President, the Secretary of HUD, the Attorney General, the Secretary of the Treasury, and the National Drug Control Policy Director.

The rationale behind Operation Safe Home: despite the huge Federal investment in public housing (annual expenditures of about \$), much of this housing has become a major locus of violent crime -- with law-abiding residents, many of them elderly, terrorized by gang and drug activity. Previous efforts by law enforcement (federal, state, and local), HUD, and housing authorities to address this problem had generally been disjointed and unsuccessful.

The Operation Safe Home strategy:

- collaboration by the HUD Office of Inspector General (OIG) and federal, state, and local law enforcement agencies in law enforcement efforts targeted at public housing;
- collaboration among the OIG, law enforcement agencies, public housing managers, and public housing residents in devising methods to prevent violent crime; and
- HUD programmatic initiatives specifically geared to preventing violent crime in public housing.

Operation Safe Home methods of operation:

- covert law enforcement operations, especially to identify the membership/hierarchy of gangs;
- covert operations combined with increased visual police presence and community policing;
- "walkdowns," involving collaboration among large numbers of law enforcement personnel to secure and control access to a specific location for a short period of time;
- law enforcement and housing authority coordination in the service of arrest warrants, evictions, and physical cleanup;
- witness relocation to other HUD-funded housing;
- outreach to local law enforcement through the International Association of Chiefs of Police;
- housing authority use of HUD Drug Elimination grants to support law enforcement operations;

- HUD support for police residency in public housing;
- HUD and OIG statutory proposals to rid public housing of the criminal element through more effective resident screening and eviction rules.

Additional funding/bureaucracy supporting Operation Safe Home: virtually none. With the exception of \$1 million that has been provided to support Operation Safe Home efforts by the HUD OIG, the initiative relies on a better focusing of existing resources by existing organizations.

Overall Operation Safe Home results as of September 30, 1995:

- 100+ law enforcement task forces in operation in public housing throughout the country.
- 6,826 persons arrested; 737 search warrants served.
- Seizure of 558 weapons (including 100 assault weapons and shotguns), \$1,6062,158 in cash, and drugs having an estimated street value of \$2,854,172.
- In order to encourage court testimony, relocation -- to other HUD funded housing -- of 183 families who were witnesses to violent crime.

Examples of Operation Safe Home Anti-Gang Efforts:

WASHINGTON, DC; MAY 25, 1995: ATF, HUD/OIG and DC Metro Police culminated a 10-month investigation with the arrest of 15 members of the LeDroit Park Drug Crew, a drug gang that terrorized and intimidated residents of the KELLY MILLER complex of the DC Housing Authority. Upon clearing the residential complex of the gang, DC Housing initiated a coordinated intensive campaign to modernize and clean up the area, painting, installing new windows and enhancing security, as well bring in other social service agencies to focus on the area. Local residents celebrated the "reclaiming" of their neighborhood with a block party.

LOS ANGELES, CA; JANUARY 11, 1996: FBI Agents arrested 10 members of the Grape Street Gang who were running a drug ring and terrorizing residents of the JORDAN DOWNS complex of the Los Angeles Housing Authority. The arrests, made on charges of the gang being a Racketeering Influenced Criminal Organization (RICO), culminated a two year investigation into the drug operation and several murders in the complex.

MAY 3, 1995; PHOENIX, AZ: Members of the Phoenix Violent Street Gang Task Force, HUD/OIG, FBI and Phoenix Police executed 28 arrest warrants for drug charges of 28 suspected violent gang members in Public Housing complexes of Phoenix. The drug transactions were documented via videotape, upon which sealed indictments were secured from the U.S. Attorney's office.

SEPTEMBER 26, 1995; PROVIDENCE, RI: The federal indictment of 11 members of the violent street gang, the Latin Kings, was unsealed charging them with RICO violations, the murder of two men in 1993, a conspiracy to murder 3 others, narcotics trafficking and intimidation of federal witnesses. The indictments, and subsequent arrests, came about as the result of a joint task force combining federal, state and local law enforcement authorities which focused upon gang activities in residential complexes of the Providence Housing Authority.

SEPTEMBER 26, 1995; NEW HAVEN, CT: Members of the New Haven Gang Task Force, consisting of FBI, DEA, ATF, HUD/OIG, INS and New Haven Police culminated a two year investigation into drug trafficking between Columbia and New Haven residential communities, including public housing. 29 individuals associated with the Latin Kings were arrested and charged as part of the international drug conspiracy.

AUGUST 31, 1995; CHICAGO, IL: The combined efforts of multiple federal, state and local law enforcement authorities resulted in the indictments of 38 members of the violent street gang, the Gangster Disciples. The joint operation focused on murder and drug activities within several developments of the Chicago Housing Authority, resulting with the indictment of what is essentially the command structure of the Gangster Disciples organization.

**Department of Treasury
Felons Denied Access to Handguns by Brady Law
March 1994 - December 1995**

**Prepared by the Bureau of Alcohol, Tobacco and Firearms
January 18, 1996**

The FBI's criminal history database, the Interstate Identification Index (also known as "III"), provides an accounting of the number of queries of the database made by law enforcement authorities in connection with handgun transactions.

During the period 3/1/94 through 12/31/94 there were approximately 1,489,852 queries made in Brady states¹. The average number of positive responses for the period was 10% or a total of 148,710 "hits" that indicated a potential denial of access to handguns. Historical data available to the Bureau of Alcohol, Tobacco and Firearms at that time indicated that 2.5% of the total queries² would result in disabling hits, or a total of 37,246 denied purchases.

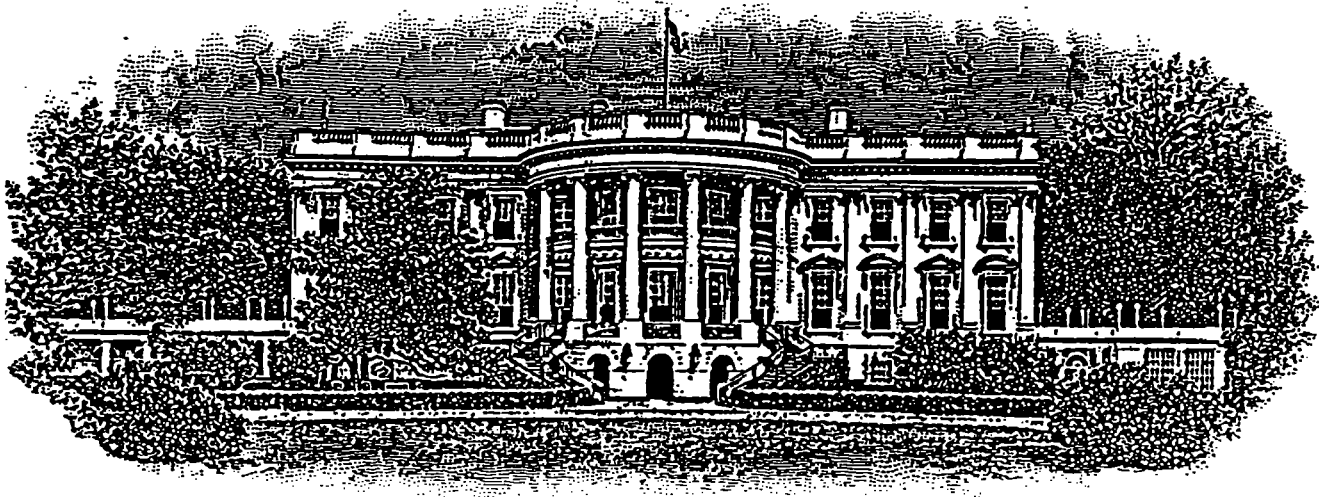
Based on information provided to the FBI by State and local agencies, during the period 1/1/95 through 12/31/95, there were approximately 1,656,755 firearms queries made in Brady states. The average number of positive responses for the period was 16% or a total of 263,480 "hits" that indicated a potential denial of access to handguns. The various states with firearms purchaser screening programs now indicate that 1-2% of total queries² will result in disabling hits, or a total of 24,851 individuals denied access to handguns. (This figure uses the conservative estimate of 1.5%).

Data has not been captured to detail each of the various types of disabilities. However, based on the February 28, 1995, study One-Year Progress Report: Brady Handgun Violence Prevention Act, prepared by the Department of Treasury, we can make certain estimates. In that study of 30 reporting law enforcement jurisdictions, it was determined that of those barred from obtaining handguns due to Federal disabilities³, 4,365 (or 71.3%) were convicted felons.

Using this data, we can state that:

- From March 1, 1994 to December 31, 1994, 26,556 felons were denied access to handguns by Brady.
- From January 1, 1995 to December 31, 1995, 17,718 felons were denied access to handguns by Brady.
- This is a total of 44,274 felons denied access to handguns by Brady checks since March 1, 1994.

The White House



DOMESTIC POLICY

FACSIMILE TRANSMISSION COVER SHEET

TO: _____

GRACE

KENT

FAX NUMBER: _____

514-8639

514 4482

TELEPHONE NUMBER: _____

FROM: _____

DB

TELEPHONE NUMBER: _____

PAGES (INCLUDING COVER): _____

COMMENTS: _____

*This blows ; needs serious
help*

begging for suggestions

DB

URGENT

Dennis: This is
Crime Section of
State of the Union.
Can you check
facts today?
Paul W.

people -- and I -- lost a great friend and partner when Yitzhak Rabin was taken from us. We can be proud, though, that the people of the Middle East have found the strength to go forward, in part because they know that America will stand with them, now and forever.

Call
6-5577

And, in Bosnia, the most terrible conflict in Europe since World War II is over -- because America stared down aggression and stood up for peace.

We have been able to do all of this because we kept our military strong... we invested in diplomacy and foreign assistance... we built alliances to share the risk and the cost of fulfilling our responsibility. We know we can't be everywhere. We can't do everything. But where we can make a difference -- and where our values and interests are at stake -- America must lead.

Our leadership is more important now than ever. Old threats have assumed new and dangerous dimensions -- ethnic and religious hatreds and aggression by rogue states. New threats are equal opportunity destroyers with no respect for borders -- the spread of weapons of mass destruction, terrorism, organized crime and drug trafficking. We must confront them.

If we do, we can cut the world's nuclear stockpiles by another XX percent -- and we will if Congress ratifies the START II treaty -- this year.

We can stop the development of an entire new generation of nuclear weapons -- and we will by signing a truly Comprehensive Test Ban Treaty -- this year.

We can better control chemical and biological weapons -- and we will if Congress heeds my call to ratify the Chemical Weapons Convention -- this year.

We can enact stronger laws to fight terrorism and organized crime -- and we will if Congress finally passes legislation I proposed after Oklahoma City to give our law enforcement even stronger tools to fight terrorists.

cut | We can help more people move from hatred to hope -- and we will, if Congress gives our diplomats the resources they need to remain leaders for peace.

We can do all of these things -- but only if we continue to lead. It has never been -- and it must never be -- the American way to hide behind the curtain of our fears. If we hold to that truth now, the next century will be an American Century too.

If we are to be strong abroad, we must remain strong at home. So America's third challenge is to crack down on violent crime, and turn our young people away from drugs and gangs.

For 3 years in a row, crime has gone down in this country. In New York, the murder rate dropped 25% in one year; in St. Louis, 18%; in Seattle, 32%. Government is living up

check

33%

Dennis Burke

Challenge to States -- Stop Violence Against Women

The Violence Against Women Act, part of the Clinton Crime Act, combines tough new law enforcement strategies with important safeguards for victims of domestic violence and sexual assault. Although the federal government has made major strides in combating violence against women, it can't do it all on its own. President Clinton challenges the states to take these measures and provide protection and peace of mind for women and their families.

Full Faith and Credit/Firearms Disability -- Under the Violence Against Women Act, a victim with a valid protection order issued by one state is entitled to immediate protection under that order in every other state in the country. The Act also prohibits abusers who are subject to certain restraining orders from possessing firearms. States must play a critical role in implementing "full faith and credit" and the firearms disability. For example, states should adopt mechanisms to help law enforcement officers and judges assess the validity of out-of-state protection orders and should maintain accurate records of persons against whom restraining orders are issued.

Sex Offender Registration and Community Notification -- The Clinton Crime Act contained the Jacob Wetterling Act, which gives states a financial incentive to register convicted child molesters and sex offenders. The Act also allows states, when necessary for public safety, to notify community members when a convicted sex offender moves into their area. By complying with the Act, states will provide peace of mind to families and help to prevent sex offenders from striking again.

FBI's CODIS Program -- The Clinton Crime Act established the "next generation" crime fighting tool -- a national DNA index system to help states link serial crimes like rape using DNA evidence. But to be fully effective, states must require convicted sex offenders and other violent criminals to provide DNA samples and establish the highest quality DNA labs.

Similar Crimes Evidence -- The Clinton Crime Act made it easier for prosecutors in federal sexual assault and child molestation cases to introduce evidence that the defendant has committed other similar offenses. States should adopt comparable reforms, using the federal rule as a model.

Background Check System for Child Care -- The FBI operates a national system that allows child care, elder care, and disabled care providers to do background checks on employees and job applicants. States should enact laws ensuring that these employers have access to the national database of criminal history records.

Antistalking Laws -- The Department of Justice issued a model state law that makes stalking a crime. States should ensure that stalking is a crime within their borders and that stalkers are prosecuted and punished to the fullest extent.

Confidential Communications -- The Department of Justice has developed model state laws that protect the confidentiality of communications between sexual assault and domestic violence victims and their counselors. States should adopt legislation that provides the maximum protection possible for these communications.

to its first responsibility, to keep its citizens safe . . . and citizens are living up to their responsibility, by coming out from behind closed doors and shuttered windows to help one another. Tonight, for the first time in decades, we can say that America is winning the battle against crime.

But we have not yet won the war. We still face the challenge to make the defense of our streets as important as the defense of our shores. *Chen*

A That means keeping guns out of the hands of criminals. Under the Brady Bill, already 45,000 criminals have been stopped from buying guns. And that is why, if anyone tries to repeal the Brady Bill and the assault weapons ban, I will veto it. *not let it happen*

And while we're at it, let's pass my bill to ban cop-killers bullets.

That means putting more police on the street through community policing -- walking the beat, working with neighbors, catching criminals and stopping crime before it happens. And if Congress tries to gut the law ~~that will put~~ ^{to} 100,000 more police on the street, I will veto it.

In the days after the Oklahoma City bombing, Americans wore T-shirts with a simple slogan: "A society that makes war against its police officers had better learn to make friends with its criminals." Those officers put their lives on the line to protect us, every day. We owe them our help, our support, our gratitude, and most of all, our undying respect.

We can cheer the drop in crime. ^{But} We cannot begin to meet our other challenges until we break the culture of crime that engulfs our young people. Crime among juveniles is the one kind of crime that continues to rise. A few years ago, I spoke to grade school children in South Central Los Angeles. They told me that their biggest fear was getting shot on the way to school -- and their second biggest fear was being forced to join a gang when they turn 12.

We need more efforts like the boys and girls clubs in Chicago to steer young people away from drugs and crime.

People who live in public housing should live decent lives ^{who get} without being terrorized by gangs. Tonight I am asking every housing authority to take all steps necessary to drive gangs from public housing. From now on, for public housing residents involved in drugs and crime, ^{U.S. Atty. Gen. DOJ} the rule ^{should} will be: One strike and you're out. I am directing ~~our nation's prosecutors to prosecute~~ ^{sky up} violent juveniles as adults. And I am directing the FBI and other enforcement agencies to target gangs that involve juveniles in violent crime. It is time to break the gangs the way we broke the mob.

he
t

~~McCarthy. [In the balcony with the other Lady.]~~

★ *check*
We must slam shut the revolving door that lets violent criminals go free. I am proud that we passed the Violence Against Women Act, made three-strikes-and-you're-out the law of the land, and said that if you kill a law enforcement officer, you will get the death penalty. Tonight, I challenge judges, prosecutors, and legislators in every state to meet a new national goal that, by the year 2000, every violent criminal will serve out at least 85% of his sentence.

be expected to
All of this will make a difference. But, my friends, we could put a million new police on the streets and build a million new prison cells, and we would not win this war on crime and drugs unless we all join together -- every one of us -- to fight this fight together.

does our part
America's fourth challenge is to give our people the tools they need to make the most of their God-given potential and become the winners of economic change.

save the economy by
These are good times for America. For three straight years, we have had the strongest growth of any major economy. Businesses have created nearly 8 million American jobs. Three years ago, our auto industry was losing jobs. Today, it has gained over 700,000 jobs, and Detroit is beating Japan for the first time since the 1970s. Three years ago, we were losing jobs in construction; today, we have gained over 700,000. Small businesses started by women now employ more people than the Fortune 500. Home ownership is expanding more rapidly than ever before. (ck) Thanks in no small measure to the work of Vice-President Gore, we have cut 16,000 page of unnecessary rules and regulations -- so government costs less and works better to build our economy. And from coast to coast, remarkable new industries like biotechnology and telecommunications are leading the world into the 21st century.

In the industrial economy dominated by big companies, people got their health care, their pensions and their training where they worked. Today, in the information age, more and more people work in small businesses or at home. More than ever, we need to help people carry with them the fruits of their work -- their training, their health care, their retirement benefits -- so they can thrive in the new economy. We must not fear economic change. We must conquer it.

We can do this, if Congress passes my GI Bill for workers, which will give people a training voucher they can take to a community college or their next job.

We can do it, if we enact reforms so that insurance companies cannot deny you coverage or raise rates when you are changing jobs, because you or a member of your family have a preexisting condition. We should help give small businesses the same purchasing power to buy health care as big businesses, make it easier for women to get mammograms every year, and find a way to ensure that if you lose your job, you don't lose your health care.

We can do this, if we cut through red tape to make it easier for small business to

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BK
We can cheer the drop in crime. We cannot begin to meet our other challenges until we break the culture of crime that engulfs our young people. Crime among juveniles is the one kind of crime that continues to rise. A few years ago, I spoke to grade school children in South Central Los Angeles. They told me that their biggest fear was getting shot on the way to school -- and their second biggest fear was being forced to join a gang when they turn 12.

We need more efforts like the boys and girls clubs in Chicago to steer young people away from drugs and crime.

People who live in public housing should live decent lives *who get* without being terrorized by gangs. Tonight I am asking every housing authority to take all steps necessary to drive gangs from public housing. From now on, for public housing residents involved in drugs and crime, *U.S. Atty's or DOJ* the rule *should* will be: One strike and you're out. I am directing our nation's prosecutors to prosecute violent juveniles as adults. And I am directing the FBI and other enforcement agencies to *step up* target gangs that involve juveniles in violent crime. It is time to break the gangs the way we broke the mob.

We must stop the scourge of illegal drugs among young people. Tomorrow, I will nominate General Brian McCaffrey -- a four star general and an architect of our victory in the Persian Gulf -- as my new Drug Czar. Today, he commands our military's campaign against drug kingpins in Latin America. Soon, I hope he will command a campaign to teach our nation's youth that drugs are wrong, deadly, and against the law. Thank you, General

~~McCarthy - [in the balcony with the John Lee]~~

★ check
We must slam shut the revolving door that lets violent criminals go free. I am proud that we passed the Violence Against Women Act, made three-strikes-and-you're-out the law of the land, and said that if you kill a law enforcement officer, you will get the death penalty. Tonight, I challenge judges, prosecutors, and legislators in every state to meet a new national goal that, by the year 2000, every violent criminal will serve out at least 85% of his sentence.

All of this will make a difference. But, my friends, we could put a million new police on the streets and build a million new prison cells, and we would not win this war on crime and drugs unless we all join together -- every one of us -- to fight this fight together.
be expected to
does our part

America's fourth challenge is to give our people the tools they need to make the most of their God-given potential and become the winners of economic change.

★ shrink the bureaucracy by —
These are good times for America. For three straight years, we have had the strongest growth of any major economy. Businesses have created nearly 8 million American jobs. Three years ago, our auto industry was losing jobs. Today, it has gained over 700,000 jobs, and Detroit is beating Japan for the first time since the 1970s. Three years ago, we were losing jobs in construction; today, we have gained over 700,000. Small businesses started by women now employ more people than the Fortune 500. Home ownership is expanding more rapidly than ever before. (ck) Thanks in no small measure to the work of Vice-President Gore, we have cut 16,000 page of unnecessary rules and regulations -- so government costs less and works better to build our economy. And from coast to coast, remarkable new industries like biotechnology and telecommunications are leading the world into the 21st century.

In the industrial economy dominated by big companies, people got their health care, their pensions and their training where they worked. Today, in the information age, more and more people work in small businesses or at home. More than ever, we need to help people carry with them the fruits of their work -- their training, their health care, their retirement benefits -- so they can thrive in the new economy. We must not fear economic change. We must conquer it.

We can do this, if Congress passes my GI Bill for workers, which will give people a training voucher they can take to a community college or their next job.

We can do it, if we enact reforms so that insurance companies cannot deny you coverage or raise rates when you are changing jobs, because you or a member of your family have a preexisting condition. We should help give small businesses the same purchasing power to buy health care as big businesses, make it easier for women to get mammograms every year, and find a way to ensure that if you lose your job, you don't lose your health care.

We can do this, if we cut through red tape to make it easier for small business to

DRAFT**STATEMENT OF PRESIDENT CLINTON**

Quality education is critical to America's future and the future of our children and families. Education is, and must remain, a national priority.

We cannot educate our children, though, in schools where guns, gang violence and drugs threaten their safety. Our children must not be afraid to go to school. We must do everything possible to ensure that schools provide a safe and secure environment where the values of discipline, hard work, respect and responsibility can thrive and be passed on to our children. By far, most of our schools are very safe. They are usually the safest place in a community. But we must have zero tolerance for unsafe conditions in our schools.

I therefore today direct that the Secretary of Education produce within the next 30 days an "Action Guide for Safe and Disciplined Schools." I want every school board, principal, teacher and parent in our nation's 16,000 public school districts to have the tools available to make schools safe places for our children to learn the values they need to succeed. I also want this know-how shared with state and local officials and community leaders.

The Action Guide will show schools how they can take concrete steps that will make schools safer and more disciplined places for our children to learn. For example:

School Uniforms — The Long Beach, California school district recently found that after students started wearing uniforms, there was a substantial decrease in student drug cases, sex offenses, assault and battery cases, and fights. The school also experienced big increases in student discipline. The Action Guide will explain how other schools have the option to follow this encouraging lead.

Student Athlete Drug Testing — The Supreme Court recently upheld the right of a school district to conduct random drug testing of student athletes as part of an effort to reduce drug use among students. These testing programs serve compelling interests: They protect student athletes from injury and they stem drug use by other students. Testing can be an important part of a comprehensive program to keep our schools drug-free and to create an environment conducive to learning. The Action Guide will describe model testing programs and explain how other schools can implement such programs.

Drug and Weapons Searches — Schools that conduct periodic, reasonable searches of school premises, including student lockers, to eliminate the presence of drugs and weapons have improved the safety of their classrooms and grounds. The Action Guide will explain how schools can use this technique to make their own students safer.

The Action Guide will build upon the heroic efforts already launched by many schools across the country to make our schools safer and more disciplined places to learn. I am directing the Secretary of Education to call upon their experience, and to consult also with the Attorney General, in developing these guidelines.

FACSIMILE COVER SHEET

DEPARTMENT OF THE TREASURY

OFFICE OF ENFORCEMENT

OFFICE OF POLICY DEVELOPMENT

FAX NO. (202) 622-7301
MAIN TELEPHONE NO. (202) 622-0300

TO: Dennis Burke

FAX NO. 456-5561

TELEPHONE NO. 456-5568

FROM: Susan Ginsburg

TELEPHONE NO. 622-1496

COMMENTS:

Dennis, one detail. These figures do not include the 2 states that started out as Brady and are now Brady equivalent states. ATF is getting there for tomorrow. You can use the number here. It is lower than yesterday's, because it turned out that the FBI III base number included non-Brady states when ATF double-checked with

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¹At the time of the study captioned above, there were 27 states covered by the Brady law. Other states had qualified as alternate states. As of 12/31/95 there were 25 Brady states. As a result, the number of persons denied access to handguns in Brady states has dropped. However, those states now qualifying as Brady-alternatives must adhere - at a minimum - to the Brady standards. (Information regarding firearms queries provided by FBI).

²The 2.5% rate was based on actual experience of hits that ultimately resulted in Federal firearms disabilities. The 1-2% rate subsequently used reflects the decline actually experienced by various states who have long experience in administering state-run firearms background screening programs. States such as California indicate that the baseline of rejected purchases is consistently in the 1-2% range after a program has been in place for a period of time.

³The above captioned report indicates that 15,500 persons who applied to purchase handguns were denied. The numbers used to project percentages of persons denied access to handguns is based on the total number of Federal disabilities reported, and not on the greater number that includes state disabilities or other positive responses that do not constitute disability under the Gun Control Act of 1968 (as amended).

MORNING STAR
WILMINGTON, N. C.

NOV 10 95

BRUNSWICK PEOPLE / Mervin Vaught

Navassa's top cop towers over criminals



Staff photo / JAMIE MONCRIEF

Mervin Vaught is credited with corralling the drug dealers who used to overrun Navassa.

By **MARTY MINCHIN**

Staff Writer

NAVASSA — The hand of welcome extended to Mervin Vaught on his first trip to town wasn't shaking his hand. It was offering him drugs.

"There must have been 20 people surrounding my van," Chief Vaught said about stopping at a Navassa intersection. "They asked me, what do I need? What do I want?"

He hadn't planned on applying for the job as the town's first police chief but decided then that the drug-ridden community could use his 28 years of drug-fighting experience.

"I just couldn't believe in a little town like this, this could happen," he said.

Chief Vaught, 48, left his job as chief of police at Shaw University in Raleigh to take on one of Brunswick County's most notorious drug areas.

Navassa is a far cry from New York City, where Chief Vaught grew up. Growing up on the streets of Harlem taught him a lot he didn't want to know about drugs.

"I was raised up in an area truly crime-infested," he said. "I'd seen so much of it, I think it actually scared me. I'd seen the results of what it can do to you."

Taking the advice of a detective who told him to stay away from trouble, Chief Vaught headed into law enforcement. After working for 23 years as a New Jersey state police officer, he took the job at Shaw University. He worked there for five years.

He already can see a change in Navassa, he said. The prostitutes that unabashedly hung out

on street corners are rarely around anymore, and he and his three officers keep the heat on drug dealers.

His experience has helped the department get rid of drugs, he said. Since many drug dealers travel on bicycles, Navassa police officers also have a bike to ride on the streets.

"Having an experienced person gives you an edge on some of those drug dealers," Chief Vaught said.

Navassa resident Ruth Hook said she feels safe living in Navassa now.

"There's a big difference," she said. "You can drive through and you don't have people throwing drugs at you."

Chief Vaught said he has noticed that elderly people walk down Navassa's roads at night, and children play outside.

"Heck, I didn't even know we had as many kids as we did," he said.

Chief Vaught said he is here to stay. He is living in Wilmington with his wife and three children but plans to build a house in Navassa.

Clearing a town of crime was just the job he was looking for when he left Shaw University, he said.

Moving to the coast also gives him easy access to his favorite hobby — fishing. He and his family used to drive to Wilmington every week-end in the summer to fish, Chief Vaught said.

"Whatever's running, I'm going to catch it."

Know someone you'd like to see featured? Call Regional Editor Scott Whisnant at (800) 272-1277, Ext. 2387.

Cops Grant funded the establishment of this department.

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MORNING STAR
WILMINGTON, N. C.

OCT 18 95

NAVASSA Police bring change to town

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By MARTY MINCHIN

Staff Writer

NAVASSA — Navassa's new police chief has a lot to brag about.

No longer do prostitutes adorn street corners. Residents can drive down town roads without dealers flicking lighters at them signifying that drugs are sold here.

"I advised the street people that the game is over," said Chief Mervin Vaught, the first chief of the town's first police department. "We've got a police department in town now."

The 18-year-old town had become a haven for flagrant drug dealing. Dealers had no qualms about flagging down cars and asking drivers what they wanted.

The community got so fed up with the problem that in 1994 they marched through town and organized a Community Watch program.

Chief Vaught, who was police chief at Shaw University in Raleigh before coming to Navassa, said conditions have improved in his few weeks in office.

The drug dealers may still be there, but they have gone undercover, he said.

A federal grant is paying the salaries of Chief Vaught and his two officers and for a new station that is nearly complete.

But the grant money will run out in three years, and Chief Vaught said town officials have told him they are going to do everything in their power to find money to keep the new department.

Clarence Brown, chief of Navassa's volunteer fire department, has been scrounging for donations for years to pay for his equipment because the town just can't afford it.

"The people are doing sort of OK," Mr. Brown said. "I don't ask Navassa for anything because I know the circumstances."

Since the fire department opened in 1965, it has grown to three fire trucks and an ambulance. The vehicles stay in a building that is finished on the outside, but inside, a skeleton of a room meant for overnight volunteers awaits walls.

Mr. Brown hopes to pay for the construction by auctioning off a 1987 silver Nissan Sentra donated

by a Wilmington dealer. He is charging \$5 per ticket and hopes to sell 2,500 tickets. The raffle will be Thanksgiving Day.

Mr. Brown is used to concocting creative fund-raisers. He's raised money for the department's trucks through turkey shoots, barbecues and by sitting outside Wilsons in Leland asking people for money.

"We go out of our community to beg," Mr. Brown said.

Finishing the fire station's loft would encourage people to volunteer because they would have a nice place to stay overnight, Mr. Brown said. The room has a pool table and several couches and chairs, all donated, as well as a television and VCR, which someone found in the garbage.

The room needs walls, the floor needs finishing and the room could use heat and air conditioning, Mr. Brown said. Money from the raffle should cover that, he said.

"We've done well, but we need a little help," he said. //

FAX TRANSMITTAL

of pages

From: Dennis Burke
To: Grace Hestall
Phone: #
Fax #
1 pages to start + more to follow
NON 7610 01-917-7358 5084-101
U.S. DEPARTMENT OF JUSTICE
FEDERAL BUREAU OF INVESTIGATION
U.S. MARSHAL SERVICE ADMINISTRATION
DOJ-OPD

January 15, 1996

**The Clinton Administration
Progress made, Challenges for the Future**

Progress Made

Over the last 3 years, the Clinton Administration has made tremendous gains in reducing violent crime in this country.

Since day one, the main focus of the Clinton anti-crime program was to put more police on the beat, and get kids, guns, and drugs off the street. We have already made tremendous strides in that direction by creating a 100,000 community police officer program, banning deadly assault weapons, passing the Brady Bill, taking guns out of schools and developing adult supervised after school programs for kids, and by making "3 Strikes You're Out" the law of the land.

And we have made a lot of progress in fighting crime over the last two years. The crime rate has dropped to the lowest its been over the last 35 years.

We have already funded over 30,000 new community police officers across the country and stopped over 45,000 felons and fugitives from purchasing a handgun. And the Clinton Administration is the first to develop a comprehensive program to address the issue of violence against women. *begun implementing*

And we can not let up.

We are going to continue to focus our resources and energy on reducing violent juvenile crime and drug abuse.

We need to work to change the environment that kids grow up in today. That is why we established a policy to reduce guns in schools, supported drug testing of high school athletes, and endorsed uniforms in public schools -- a simple measure that has lead to less violence and better grades in schools that have adopted this policy.

But we have so much more to do.

Challenges for the Future

"America's challenge is to crack down on violent crime and turn our young people away from drugs and gangs."

William J. Clinton
State of the Union
January 23, 1996

State and local government, parents, teachers, students, law enforcement, lawyers,

TRACKING RELEASED VIOLENT OFFENDERS: BOP is required to notify state and local law enforcement concerning the release of federal violent and drug trafficking offenders who are on supervised release. The 94 Crime Act encourages state registration and tracking of dangerous child abusers and sexual predators after release from prison. But that is not enough. I challenge the states to develop better systems for keeping track of other released convicted criminals -- especially violent and drug trafficking offenders -- so law enforcement can better assure the public safety.

OPTIONS CONCERNING LAW ENFORCEMENT NOTICE AND TRACKING OF
RELEASED OFFENDERS

- (1) EXTEND RELEASE NOTICE CONCERNING FEDERAL PRISONERS BEYOND THE STATUTORY REQUIREMENTS. BOP is required to notify state and local law enforcement concerning the release of federal violent and drug trafficking offenders who are on supervised release. As a matter of administrative policy, we could extend such notice beyond the minimum required by the statute in two ways: we could provide notice concerning the release of some or all offenders who are not violent or drug trafficking offenders, and we could give notice regardless of whether the released offender is on supervised release.
- (2) ENCOURAGE STATES THAT DO NOT ALREADY DO SO TO PROVIDE NOTICE TO THE APPROPRIATE LAW ENFORCEMENT AGENCY OR AGENCIES CONCERNING THE RELEASE OF OFFENDERS, EITHER IN GENERAL OR FOR PARTICULAR CATEGORIES OF OFFENDERS. Existing state rules vary. Of the states that do have such notice rules, some do it for all offenders, and others only require it for offenders in certain categories (such as those convicted of more serious offenses, or those released on parole).
- (3) ENCOURAGE STATES TO PROVIDE NOTICE TO LAW ENFORCEMENT CONCERNING THE PRESENCE IN THEIR AREAS OF PERSONS ON PROBATION, PAROLE, OR SUPERVISED RELEASE. By way of comparison, notice to state and local law enforcement under the federal notice statute concerning prisoners on supervised release is not limited to notice at the time of initial release, but also includes notice to state and local law enforcement when a federal offender on supervised release subsequently moves into their area.
- (4) ENCOURAGE STATES TO REQUIRE REGISTRATION FOR APPROPRIATE CATEGORIES OF OFFENDERS. Some states have provisions in this area which are quite broad. For example, a Florida statute generally requires a person convicted of a felony within the past 10 years (in the state or elsewhere) to register with the sheriff of a county within 48 hours after entering it, or to register with the Department of Law Enforcement. A Mississippi statute requires out-of-state convicted felons to register with the chief of police or sheriff within 30 days of entering a Mississippi county, and provides for continuing notification to law enforcement concerning subsequent changes of residence to other places in the state. A Nevada statute generally prohibits any "convicted person" from being or remaining in the state for more than 48 hours without registering with the sheriff or chief of police of a county or city.
- (5) ENCOURAGE STATES TO REQUIRE FULL-DRESS REGISTRATION AND TRACKING FOR DANGEROUS (BUT NON-SEXUAL) OFFENDERS ON THE JACOB WETTERLING MODEL. The Jacob Wetterling approach to registration includes important features which are not found in the "honor system" approach to registration. These include maintaining registration information in a central state agency, making courts

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and correctional officials responsible for the initial entry of registration information, proactive periodic address verification, and passing-off registration information to registration agencies in other states if the offender moves out of state.

This is about as far as one can go to keep track of released offenders who are not otherwise under supervision, and to notify law enforcement about their presence. Most states now have some type of registration system, and more can be expected to move to the full-dress Jacob Wetterling approach in the coming years. These systems could be extended to cover other categories of highly dangerous offenders, as well as sex offenders.

First, 18 U.S.C. 4042(b) requires the Bureau of Prisons to notify state and local law enforcement concerning the release to their areas of federal violent and drug trafficking offenders on supervised release. It further requires that state and local law enforcement be advised about changes of residence by such offenders during the period of supervision.

States could adopt similar provisions, under which (1) correctional officials would routinely notify local law enforcement agencies concerning the release of offenders in designated categories to their areas, and (2) officers responsible for any post-release supervision of such offenders would keep the law enforcement agencies abreast of subsequent changes of address during the period of supervision.

Second, the sex offender registration systems provide a model that might be extended to other classes of offenders who are deemed sufficiently dangerous to warrant similar treatment. The registration system approach goes beyond the 18 U.S.C. 4042(b) approach in that it can enable the authorities to keep track of offenders who are not otherwise subject to supervision or release conditions. Registration systems can also incorporate elements, such as proactive periodic verification of address information by the registration agency, which provide more effective assurances that the authorities actually know where a released offender is. Most states already have registration systems for sex offenders, and these systems might be extended to cover other categories of dangerous offenders.

A composite approach could also be considered, under which offenders in fairly broad categories would be subject to law enforcement notification at the time of release and during any period of supervision (on the model of 18 U.S.C. 4042(b)), and under which offenders in particularly dangerous offense or criminal history categories would be subject to more far-reaching registration systems (on the model of the sex offender programs).