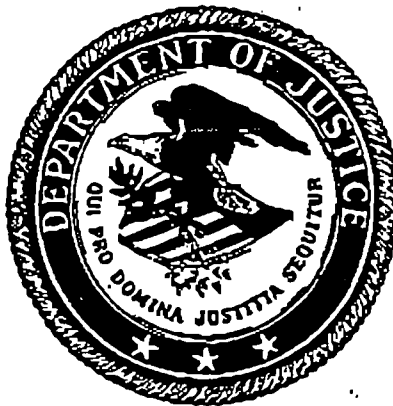


UNITED STATES DEPARTMENT OF JUSTICE



Office of the Director
633 Indiana Avenue, Room 846
Washington, D. C. 20531
FAX (202) 307-6394

DATE:

TO:

Dennis Burke

FAX #:

456-7028

RECEIVER'S
DIRECT DIAL #:

FROM:

Jeremy Travis

SENDER'S
DIRECT DIAL #: 202-

NUMBER OF PAGES:

(Including Cover Sheet)

COMMENTS:

As per phone message - info.
regarding DNA initiative.

BUDGET STAFF ASSESSMENT

OFFICE OF JUSTICE PROGRAMS

PROGRAM CHANGES FOR FISCAL YEAR 1997

Program Changes:

NIJ - Research and Evaluation

	Pos.	FTE	Amount
Request	...	... <i>35(32)</i>	20,000
Recommendation	...	...	15,000
Difference	...	...	-5,000

NIJ requests \$20,000,000 for the following two initiatives:

- . \$5,000,000 for DNA Technology and Standards Development Program
- . \$15,000,000 to support the Justice/Defense partnership to develop law enforcement technology

DNA Technology and Standards Development Program

NIJ requests \$5,000,000 to develop a highly accurate, expedient, economic, and legally credible DNA testing approach to assist in the investigation and identification of violent crime suspects. The major objectives of this proposal, which would require a total of \$25,000,000 over the period 1997 through 2002, are to:

Reduce DNA testing costs from roughly \$700 to less than \$10 per test;

Reduce performance time for DNA testing to minutes instead of hours;

Develop inexpensive, discardable DNA test systems suitable for use in the field;

Increase the reliability and legal credibility of DNA testing through the development of a dual testing approach, using two different methodologies; and

Develop standard materials for population data base genetics.

NIJ has been asked by the Attorney General and the Congress to enhance the capabilities of qualified State and local laboratories and to ensure the accuracy of DNA identification by laboratories. Interest in the development of DNA analysis as a crime fighting tool was also reflected by the Administration and the Congress in the 1994 Crime

Bill, which authorized funding for State grants for projects to improve DNA analysis. Progress in DNA identification technologies is considered to be integral to the investigation and prosecution of violent crimes because it would allow law enforcement at all levels to identify offenders quickly, with high accuracy and at low cost, without the benefit of eye-witness testimony, and utilizing minuscule sources of physical evidence.

At present, DNA testing is commonly used in highly publicized criminal cases and has become the preferred identification evidence in criminal and civil trials. However, current technology for these tests is time consuming and prohibitively expensive, especially in smaller law enforcement jurisdictions that lack sufficient resources. For example, the most widely accepted and discriminating test, referred to as Restricted Fragment Length Polymorphism (RFLP), which uses radioactive materials to produce a DNA profile on film, costs about \$700 and takes approximately six weeks to complete. Although NIJ has just completed a standard materials tests for a new DNA technology, Polymerase Chain Reaction (PCR), which can produce results in a day at a cost of about \$30 per test, this technique sacrifices reliability and is generally used to test for exclusion of suspects rather than to match suspects to crime scene evidence.

In addition to its high cost, there are some ambiguities associated with the use of DNA testing. In fact, the FBI has recently asked NIJ to work with the National Academy of Science to settle several key controversies surrounding DNA identification. Settling these issues is essential to the successful and credible implementation of the FBI's Combined DNA Index System initiative.

DNA identification offers the potential to provide vastly improved tools for the investigation and prosecution of violent crime. However, in order to make its use effective and practical, its legal credibility must be enhanced, remaining ambiguities must be eliminated and its use must be made easier, quicker, and cheaper.

NIJ has developed a well defined research plan to achieve its DNA research objectives and has provided projected costs and product delivery periods for each of the program's proposed research projects. As part of its research plan, NIJ is proposing a dual technology approach, which is important to the legal credibility of DNA evidence and the protection of the innocent. Each of the two technologies, which are discussed as follows, are expected to increase the accuracy of DNA testing of crime scene evidence and significantly reduce the time and cost required for an identification.

- **Microchip DNA Testing:** According to NIJ, current microchip technology has progressed to the point where it is now possible to adapt and develop a disposable, self-contained automatic PCR-based DNA testing system for blood samples. According to NIJ, this system could be operated at a fraction of the cost of current systems. The estimated cost for development of this technology is \$4,000,000 with estimated delivery by 2002.

- **Mass Spectrometry DNA Testing:** Mass spectrometry has been used for trace evidence analysis in forensic labs for years. This technology would be developed in conjunction with an improved PCR testing system. Genetic markers developed using a PCR approach would be amplified by mass spectrometry and read off a spectrograph. According to NIJ, this would increase the speed of identification to a fraction of the current time required, increase the accuracy of identifications, reduce costs, and eliminate the use of dangerous radioactive materials in DNA analysis. The cost of developing this technology is expected to be \$5,000,000 with projected delivery in 2002.

Aside from the research and development costs associated with the two preceding technologies, NIJ would have to develop testing standards to ensure the accuracy and effectiveness of each of these technologies, and to support the application of these standards to crime laboratories in the United States. This effort is projected to cost \$5,000,000 with delivery of standards of selected technologies occurring each year.

NIJ is also proposing a program to improve testing and reduce costs. These technologies are discussed as follows:

- **Reverse Dot Block Technology:** This technology is a new marking system that makes identifications more accurate and allows testing of badly degraded materials, from months old blood stains, hair, or years-old cadavers. NIJ is proposing the creation of a kit that would allow the new marking system to be utilized with the less expensive PCR testing method rather than the more expensive and time consuming direct sequencing or regular dot block methods. The estimated cost for kit development is \$2,000,000 with delivery in 1999.

- **Chemiluminescence:** This evolving technology would permit illumination, usually florescent, of DNA samples during testing. This technology does not require the radioactive materials involved in RFLP testing and would significantly speed recognition of DNA markers without reducing accuracy. Development and testing of a forensic application and development of amended DNA

testing standards would cost \$3,000,000 with delivery in 2000.

Robotics Assay Development: This technology would automate every aspect of the DNA testing procedure. This addresses the issue of evidence contamination by reducing the physical involvement of human technicians handling the samples during testing. Robotics assays are also expected to speed the process. Initial experimentation with forensic applications of this technology will cost \$5,000,000 with delivery in 2002.

Standard Materials Kit for Population Data Base Genetics: This kit would provide laboratories with the population data base genetics information they need to calculate the frequencies and probabilities for the reliability of DNA matches. Development of this kit is expected to cost \$1,000,000 with delivery in 1999.

It is clear that DNA identification technology offers significant potential as an investigative and prosecutorial tool in the fight against violent crime. This view appears to be shared by both the Administration and the Congress. It is also clear that continued research and development of this technology is needed if DNA testing of crime scene evidence is to become effective, legally credible, and practical. Moreover, it appears appropriate that NIJ should provide the leadership for this initiative. To date, almost all of the forensic DNA research done in the United States has been funded in whole or in part by NIJ. In fact, since 1985, NIJ has invested approximately \$4,000,000 in forensic DNA research, and the results of what amounts to a relatively small investment have accounted for nearly all of the advances in this field. In view of this, the Budget Staff believes that if progress in DNA identification technology is going to continue, it will require the Federal leadership of NIJ. The Budget Staff recommends approval of the requested enhancement of \$5,000,000 for the DNA Technology and Standards Development Program.

~~Justice/Defense Partnership to Develop Law Enforcement Technology~~

~~NIJ is requesting an increase of \$15,000,000 to support the development and adaptation of new technologies or existing technologies to the needs of law enforcement. Based on the justification, these funds would be used to: (1) support NIJ's share of a new partnership with the Department of Defense (DOD) to identify and develop new and existing technologies for both law enforcement and corrections activities and Defense applications - \$6,000,000; (2) develop standards and test products developed under the partnership as well as products developed elsewhere - \$3,500,000; and (3) support NIJ's expansion of Less-than-~~

tives, channel youth behavior toward positive outcomes. For example, communities with active PTA's, afterschool activities, churches and religious organizations, and youth social clubs help to protect youth from the temptations and hazards that exist in society.

- *Youth participation* in and acceptance by prosocial peer groups. Peer influence is particularly important during adolescence.
- *Adult supervision* of and involvement in youth peer group activities, to provide added protection against developing delinquent behavior.

Cumulative Impact of Protective Factors

Healthy growth and development are most likely to occur when protective factors are sustained throughout these areas of influence. A nurturing family, positive friendships, a good education, and career opportunities combine as important factors to ensure positive outcomes for youth, not only in preventing delinquency but also in preventing substance abuse, violent behavior, teenage pregnancy, and school dropout. Parents should attempt to provide their children with this constellation of protective factors continuously over the course of a child's development.

Comprehensive Delinquency Prevention

The best delinquency prevention strategies are comprehensive, reducing risk and developing protective factors in each child and in families, schools, communities, and peers. Researchers have found that collective strategies with multiple protective programs, rather than those that address single risk factors, have a sizable impact on

reducing delinquency.⁸ Activities that take place under one roof in the community and that reflect the cultural values of participants are more likely to engage the individuals they are meant to serve. This means that to effectively reduce youth violence, strategies must engage the entire spectrum of systems and individuals impacting a young person's life.

Serious delinquency and youth violence are most likely to occur in youth exposed to multiple risk factors, multiple deficits of protective factors, and multiple concurrent problem behaviors. Consequently, prevention strategies need to deal simultaneously with a host of problems and require comprehensive strategies. Moreover, because risk factors and concurrent problem behaviors tend to interact with one another, it is important that prevention strategies deal with all of these factors in an integrated fashion. This recommendation is consistent with what we know about resilient youth. Even high-risk youth can avoid involvement in delinquency if they experience many protective factors.⁹

Improving education and youth employment opportunities, enhancing social skills, and providing youth with mentors and adult role models are essential components of delinquency prevention. Three decades of research indicate that increased opportunities for success, meaningful activities, positive role models, consistent moral standards, and viable educational and employment opportunities have a prominent place in the Nation's crime control strategy.

Decades of research also demonstrate that delinquency prevention is cost-effective. According to one conservative estimate, the average

cost of incarcerating a juvenile for 1 year is close to \$34,000.¹⁰ Others put the figure between \$35,000 and \$64,000.¹¹ In addition, the total cost of a young adult's (age 18-23) serious, violent criminal career is estimated to be \$1.1 million.¹² In contrast, the current cost of Head Start's intervention program, which is effective in developing school readiness skills among high-risk children and reduction in later delinquency, is \$4,300 per year per child. Similarly, a delinquency prevention program in California produced a direct savings to law enforcement and the juvenile justice system of \$1.40 for every \$1 spent on prevention.¹³

Effective and Promising Strategies and Programs

Delinquency Prevention Works

We know that there are effective programs that reduce delinquency and show promise for stemming the rising tide of delinquency and youth violence. Materials on this research published by OJJDP and others summarize much of the treatment and evaluation literature and identify model programs that are worthy of replication. Among the best of these reports are those of Lipsey,¹⁴ Tolan and Guerra,¹⁵ Howell,¹⁶ Thornberry,¹⁷ and Mendel.¹⁸

Truancy Reduction

Too many of America's young people attend school on an irregular basis, resulting in their failure to gain a solid foundation of basic academic skills. These young people have not yet officially dropped out of school and they are not on an extended absence due to illness.

**INFORMATION CONCERNING
ATF's YOUTH CRIME GUN INTERDICTION INITIATIVE**

Department of the Treasury

THE PROBLEM:

Facts/statistics

Since 1985, the number of young people arrested for murder has increased 150%, mostly murder with guns.

In 1994, 1,437 young people between the ages of 9 and 18 were killed by firearms. This is 85% of all juvenile murder victims.

There are no reliable statistics on the sources of illegal guns. It is known that: older gang leaders lend younger members guns; drug dealers arm young people; kids fearful of other kids with guns want guns to protect themselves, in their schools, in their neighborhoods.

One study showed that 87% of kids surveyed said they would prefer to live in a society with fewer guns; 2% would prefer to live in a society with more guns.

Consequences:

Deprive families of precious members.

Undermine schools and communities.

Fear, flight, educational, social and economic deterioration.

The illicit market in firearms in general undermines the business of law abiding, federally licensed firearms dealers.

Anecdotes:

In Los Angeles, gang members killed a 3 year old girl when the car she was in made a wrong turn.

In Washington, D.C., before Christmas, a teen-ager was murdered by another teen-ager who wanted his jacket.

ACCOMPLISHMENTS THUS FAR:

Since 1985, juvenile weapons arrests have doubled. (This is primarily a state law enforcement function.)

Passage of the Youth Handgun Safety Act as part of the Violent Crime Control Act of 1994.

Makes unlawful under federal law, with some exceptions, transfer by an adult of a handgun and ammunition suitable only for a handgun to a juvenile. 18 U.S.C. § 922(x)(1). The offense is a misdemeanor, punishable by a term of imprisonment not exceeding one year. 18 U.S.C. § 924(a)(5)(B)(i). *ATF is aware of three convictions under this section.*

The crime is treated as a felony if the transferor knew or had reasonable cause to believe that the juvenile intended to use the handgun in the commission of a crime of violence, in which case the penalty is a term of imprisonment not exceeding ten years. 18 U.S.C. § 924(a)(5)(B)(ii). *ATF is aware of one conviction under this section.*

Makes juvenile possession of a handgun a misdemeanor offense. 18 U.S.C. § 922(x)(2).

ATF Juvenile Tracing Initiative

ATF has traced 5,253 firearms associated with juveniles at the request of local police departments and schools. An ATF trace identifies the seller and first purchaser of a crime gun, assisting law enforcement in investigating and prosecuting cases involving juvenile weapons offenses. When the results of a number of traces are examined together, law enforcement can begin to map the juvenile illicit market patterns.

[Note: the memorandum does not discuss Education Department programs on zero tolerance/ school safety, COPS Youth Firearms Initiative grants, or non-law enforcement programs.]

FUTURE POLICIES:

- I. ATF (a part of Treasury) will launch the Youth Crime Gun Interdiction Initiative.

Background facts

A young person with a gun, always has gotten it, directly or indirectly, from an adult. Exception: best estimate is that about 10% of juvenile crime guns are stolen by juveniles.

There are youngsters whose parents provide them with rifles and handguns and teach them firearms safety; most may be responsible enough to handle a gun and protect against accidents. But thousands of young people, especially in our cities, illegally acquire handguns.

Most firearms dealers are law abiding citizens; a few are associated with the illegal traffic in guns. Over 90% of firearms dealers have no crime related guns traced back to them as the last retail seller. In sharp contrast, .4% of all federal firearms licensees (FFLs) in business in 1994 accounted for approximately 50% of all crime guns traced back to active FFLs. *This pattern does not necessarily mean that a dealer is involved in illegal trafficking of firearms. However, it does suggest that there are FFLs that can be more carefully examined by ATF.*

Other sources of supply: illegal interstate gun runners, straw purchasers hired to buy guns for kids -- cigarettes and alcohol too --; distributors; street level gun pushers.

Principles/Goals

Adults who supply guns to kids illegally must be held accountable.

Diminish the number of firearms illegally available to kids in order to decrease firearms violence.

Law enforcement strategy

Disrupt the illicit juvenile gun markets.

Law enforcement actions

Step up enforcement of the Youth Handgun Safety Act and other laws against illegal gun trafficking.

The ATF will step up investigations of all illegal sources of guns:

In approximately 16 cities the ATF and local police departments will form new partnerships to stop illegal gun pushers from preying on young people. The COPS Office and the National Institute of Justice will support them. *Confirmation by the police departments that they will participate will not be available until the initial meeting of participants, no earlier than the first week of February, therefore, it would be better not to identify them or to be specific about the number of cities.*

Every gun seized from a juvenile will be traced by these federal-state partnerships to learn where it came from. Where possible, they will track down the adults who supply the guns. They will attempt to map the illegal markets.

Firearms dealers that illegally supply traffickers will be prosecuted. Traffickers distributors, and gun pushers will be prosecuted.

If the 16 city experiment works, ATF will seek to expand the program wherever it is needed.

U.S. Department of Justice • Office of Justice Programs

Bureau of Justice Statistics

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FAX (202) 307-5846

TELEFAX transmission

COVER SHEET

Receiver FAX number:

~~702-456-7028~~ 456-7028

Number of pages (including cover sheet):

Transmission date:

1 / 18 / 95

Time:

To:

Dennis Burke

Office:

WH Domestic Policy

Agency:

PLEASE DELIVER IMMEDIATELY UPON RECEIPT

Subject:

Confirming Statistics Inquiry

From:

Jay Hoover

Sender's phone number: (202)

, fax (202) 307-5846

BJS Division:

CONFIRM RECEIPT? Yes

No

(call sender)

Comments for receiver:

*Note that we are talking ~~this~~ not rates.

- Crime has gone down for 3 years.

Murder has gone down in New York in the last year

St. Louis (89%) + Seattle (83%)

If all pages are not received please call me at my number above, fax a query to me at 202-307-5846, or call the BJS fax center, 202-616-3487.

COMPARISON OF HOMICIDES IN 1994 & 1995

	NY.	St. Louis	Seattle
1994	1561	248	69
1995	??	204	46
% Change	-25%	-18%	-33%

NYCPD was unwilling to release a final actual number but confirmed that the -25% reduction was accurate.

from: 5148639

**CLINTON ADMINISTRATION ACCOMPLISHMENTS IN
FIGHTING VIOLENCE AGAINST WOMEN**

*TO: [unclear]
FROM: [unclear]*

law enforcement strategies

The Clinton Administration has done more than any other administration in history to combat violence against women, domestic violence, and sexual assault. The Violence Against Women Act, signed into law by President Clinton last year, was landmark legislation -- combining tough new penalties with programs to prosecute offenders and help women victims of violence. President Clinton fought for passage of the Violence Against Women Act, and he has made effective implementation of the Act a top priority. The results speak for themselves:

She is responsible for

- Last March, President Clinton appointed former Iowa Attorney General Bonnie Campbell to head the Department of Justice Violence Against Women Office, to coordinate the federal government's implementation of the Violence Against Women Act, and other federal government initiatives to combat violence against women.

- In July, the Attorney General and Secretary Shalala convened the first meeting of the Advisory Council on Violence Against Women, a group of experts and practitioners committed to fighting domestic violence & sexual assault.

- New criminal penalties are already working. *Last September* Earlier this fall, a West Virginia man was sentenced to life imprisonment for brutally beating his wife and then transporting her across state lines. *currently* *the number of other cases is increasing* *Prosecutors won a second conviction in December, 1995*

- Every state has received its share of \$26 million in grants to help train police, hire more prosecutors and improve victim services.

- The National Domestic Violence Hotline will soon be connected, giving victims and potential victims across America a place to turn for help. One million dollars has been awarded to the Texas Council on Family Violence to set up this national, toll-free hotline for battered women.

Considering more than 700

- The Administration ~~has~~ designed a new \$10 million Community Policing to Combat Domestic Violence Program. On October 2, 1995, President Clinton announced an additional \$10 million for this COPS program in response to unprecedented interest in this program from local law enforcement agencies. The COPS office is currently accepting applications from police departments around the country to fund innovative policing strategies aimed at domestic violence.

searching

- The Administration is working with states to stop sex offenders before they strike. *Pursuant to the Jacob Wetterling Act, part of the 1994 Crime Act,* Federal guidelines encouraging states to register sex offenders ~~have~~ *were* been developed and ~~were~~ published for comment *in 1995.* *earlier this year.* This action complements the Administration's support for "Megan's Law," New Jersey's sex offender notification system. On July 25, 1995, the New Jersey Supreme Court upheld Megan's Law as constitutional, *as* advocated by the state and the Department of Justice. *a pattern*

registration and

9/22/95

President Clinton has made a commitment to combatting violence against women both by raising awareness about it and by taking meaningful action to reduce its incidence. In 1995 in particular, much progress was made. Last year the President fought for and signed into law the Violence Against Women Act, which combines tough new law enforcement strategies with programs to help women victims of violence. He made effective implementation of the Act a priority by appointing former Iowa Attorney General Bonnie Campbell to head the first Violence Against Women Office at the Department of Justice. As a result, every state has received its share of the \$26 million in grants from the Act to help train police, hire more prosecutors and improve victims services. As part of the Crime Bill, the Administration also designed a new \$10 million Community Policing to Combat Domestic Violence Program within the COPS program. In October, the President announced an additional \$10 million in funding for this in response to unprecedented interest from local law enforcement agencies; the COPS office is currently considering over 700 applications from police departments around the country.

As part of the President's ongoing efforts to raise awareness about domestic violence, he signed an executive memorandum in October of 1995, to the heads of all executive departments asking them to conduct employee awareness campaigns modeled after the one at the Department of Justice, and to provide information and resources to address domestic violence.

Plans are well underway for continuing the Administration's commitment to this issue in 1996. Most importantly, we will work hard to ensure that the VAWA is fully funded in 1996. Congress voted to restore most of the funding last year, although domestic violence prevention and intervention programs were funded by the House at \$22 million less than the President proposed. Early this year we will be ready to announce that the National Domestic Violence Hotline will be up and running -- giving women across America a toll-free hotline to turn for help. One million dollars was awarded to the Texas Council on Family Violence to set up this hotline. [In an effort to stop sex offenders before they strike again, we will also be ready to announce new federal guidelines that challenge states to register sex offenders. THIS MAY NOT BE TRUE -- I MAY HAVE MADE IT UP.)



U. S. Department of Justice

Washington, D.C. 20530

FACSIMILE COVER SHEET

TO: DENNIS BURKE

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: Dennis, The attached are cleared yet by anyone,
but I wanted to get you a draft to make sure I'm on
the right track here. Thanks. Nick

DRAFT

1/18/96-2:10 PM

- 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.

1/18/96-2:10 PM

- 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

1/18/96-2:10 PM

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

1/18/96-2:10 PM

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.

**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 queries³ 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 disabilities⁴, 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.

-2-

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).

All Programs Master (Summary)

16-Jan-96

<u>State</u>	<u>Number of Officers</u>	<u>Estimated Funds</u>
AK	93	\$6,382,177
AL	432	\$23,529,898
AR	335	\$16,426,099
AZ	440	\$28,662,963
CA	4,513	\$208,060,201
CO	392	\$16,148,489
CT	320	\$16,510,605
DC	624	\$7,567,163
DE	264	\$9,768,677
FL	1,625	\$89,164,057
GA	592	\$31,306,631
GM	9	\$675,000
GU	11	\$835,000
HI	67	\$4,925,000
IA	220	\$14,999,130
ID	137	\$7,173,032
IL	2,073	\$94,724,043
IN	446	\$25,314,170
KS	300	\$17,398,335
KY	318	\$14,956,678
LA	438	\$20,022,381
MA	978	\$51,422,465
MD	544	\$26,195,760
ME	100	\$6,255,017
MI	654	\$43,933,154
MN	410	\$22,905,483
MO	826	\$38,650,767
MS	360	\$15,759,191
MT	120	\$6,949,479
NC	707	\$32,691,622
ND	75	\$3,971,857

<u>State</u>	<u>Number of Officers</u>	<u>Estimated Funds</u>
NE	202	\$9,702,535
NH	132	\$6,872,487
NJ	1,198	\$60,007,397
NM	231	\$10,083,805
NV	145	\$7,576,676
NY	3,189	\$115,459,008
OH	924	\$54,262,352
OK	298	\$15,982,944
OR	332	\$17,068,070
PA	1,100	\$48,327,454
PR	535	\$18,480,103
RI	113	\$5,640,467
SC	335	\$18,426,370
SD	158	\$8,554,386
TN	486	\$26,994,089
TX	1,703	\$89,169,309
UT	192	\$12,016,575
VA	530	\$28,474,418
VI	38	\$1,943,308
VT	80	\$4,554,889
WA	429	\$28,202,742
WI	392	\$23,898,364
WV	199	\$9,350,681
WY	30	\$1,909,233

Grand Total:

31,395

\$1,526,242,179

Gang Event

Violence spawned by criminal gangs presents one of the more difficult challenges facing law enforcement in the United States today. While street gangs have been a part of the urban landscape for much of our country's history, in the past two decades gangs have become an increasingly powerful and deadly force. Violent gangs are now having a major impact on the quality of life of communities throughout the nation, including suburban and rural areas.

In January 1996 The Department of Justice delivered a report to the President and to Congress entitled, "National Strategy to Coordinate Gang Investigations." This report outlines the nature of the Nation's gang problem; details the strategies adopted by the Department to combat gang violence; and describes the results of our efforts to create a unified and powerful force to reduce the level of gang violence.

Since the announcement of the administration's Anti-Violent Crime Initiative in March 1994, the Departments of Justice and Treasury have formed heretofore unprecedented and lasting partnerships with local law enforcement agencies to stem the tide of gang violence. These partnerships provide a comprehensive and necessary framework for successful law enforcement strategies.

A cornerstone of these strategies is the recognition that law enforcement decisions, including the prioritization of resources and targets, must be made at the local level by those individuals who are most familiar with their community's unique problems. In addition to empowering local officials to develop objectives and strategies which best serve the needs of their communities, we are also devoting more federal resources toward fighting violent crime. We have significantly increased the number of federal law enforcement officers engaged in a front-line partnership in the struggle against gang violence.

The policies announced by the administration in March 1994 are now having a significant impact. As described in the Department of Justice report, we have witnessed remarkable achievements over the last twenty months by law enforcement officers and prosecutors in combatting gang violence.

The report also identifies emerging gang problems, foremost of these is the explosion in juvenile gang violence. It is a problem which must be addressed comprehensively today if we are to achieve our goal of substantially reducing violent gang-related crimes.

The men and women in federal, state and local law enforcement agencies who are partners in our effort to dismantle violent gangs are making tremendous strides. It is their tireless devotion and vigilance that will ensure success as we strive to make our communities safer for all Americans.

U.S. Department of Justice
Office of Community Oriented Policing Services



COPS Office Success Stories

Lowell, Massachusetts

In Lowell, Massachusetts, for the first time in 25 years, 365 days passed without anyone being murdered. In a city plagued by heroin use and street gangs, many in Lowell say the city changed over the last 18 months as a result of an intensive community-based policing effort, now supported by a federal COPS grant.

The city's effort has provided 65 new officers, six neighborhood substations with bicycle patrols, a gang unit and a mobile precinct for public events.

In all but one category, crime declined in 1994 from the year before. Reports of assaults rose 6 percent police say, because women are more inclined to report domestic violence.

Much of the credit for success in Lowell is being given to Police Superintendent Edward Davis who was appointed 18 months ago and immediately began promoting community policing. Lowell has received \$1.2 million from the Office of Community Oriented Policing Services (COPS) to assist in the city's effort.

Among the innovative community policing concepts Davis implemented was the establishment of neighborhood police storefront substations. The community police officers use these substations as the base of their operations as they walk around their assigned neighborhoods.

The police also worked with city agencies to close down more than 140 buildings that were identified as "drug houses."

Superintendent Davis has said community policing, the idea of decentralization, and preventive policing is a perfect match for a city of neighborhoods like Lowell. According to the recent crime statistics, he's right.

(Source: *Boston Globe*, July 9, 1995)

Declining Crime Rates and Community Policing

Across the nation this year, a dramatic drop in murders and other crimes indicate something good is happening in America's communities.

Recent news stories link the declining crime rate in nearly every case to an increased willingness of citizens to get involved with police. That willingness is a central tenet of community policing.

The New York Times reported that "the homicide rate in many of the nation's biggest, most violent cities dropped significantly in the first half of the year and if current trends continue, a number of areas will close out 1995 with the fewest killings since crack cocaine spawned a culture of gangs, guns and violence in the mid 1980s."

Detroit: Detroit Police Chief Isaiah McKinnon has seen the homicide rate drop 9 percent in the first six months of 1995. If the numbers persist, Detroit will have the lowest homicide rate since 1984. A key to the city's success, according to McKinnon, has

been the concerted effort to "improve the image of the police with the community and to get as many people involved as possible" (Source: *The New York Times*, 8/13/95).

Fort Worth, Texas: Since community policing began four years ago, burglaries in Fort Worth have gone down 51 percent, grand thefts by 38 percent, auto thefts by 60 percent, robberies by 31 percent and aggravated assaults by 56 percent (Source: Associated Press, 5/2/95).

Thomas Windham, the Ft. Worth Police Chief has said, "I almost don't believe it myself. But look at the figures. The city's overall crime rate has been reduced by 44 percent. It is the lowest it's been since 1978. Community policing is largely responsible for that. Not entirely, but largely."

Oxnard, California: Community policing has been in effect for several years in Oxnard, and police have employed several tactics to bring them

(continued on back)

Sharon, Pennsylvania

In Sharon, Pennsylvania, kids in the Quinby Street neighborhood are playing outside again and people are no longer afraid to sit on their front porches. All of this in the last few months since a \$225,000 COPS federal grant allowed the city to hire four community police officers who now patrol Sharon's neighborhoods.

Drug dealers use to lurk on the corners of Quinby Street, Spearman

Avenue and Ravine Place, as they waited for their customers to drive by. The occasional drive-by shootings made parents afraid to let their children outside.

Then a neighborhood precinct substation opened on Quinby street in early June and according to Patrolman John R. Greg, the area "has quieted down immensely."

In the first 30 days after the new precinct opened, police made 60 arrests, about double the normal amount. The

(continued on back)

Sharon, continued

arrests were mostly traffic citations and warrants. But one involved possession of drugs and guns. The new community police officers have also attempted to clean up the neighborhood, by having several abandoned cars towed away.

Some residents of the Quinby Street neighborhood are still hesitant about talking to the new patrolling officers because they're afraid someone will think they're tipping off the police. The new officers are addressing that problem, and working on the next generation. In the past few weeks they have been meeting weekly with the neighborhood children and joining them for lunch at Musser Elementary School's summer lunch program. (Source: *The (Sharon) Herald*, 7/15/95.)

Aurora, Illinois

The Kane Street area of Aurora, Illinois, was for much of the last 20 years a place where the citizens were at war with the police.

In the past officers reluctantly patrolled the nine-block Kane Street area and generally entered only when dispatched. Domestic disturbances often resulted in brawls between residents and police and even a traffic violation could attract unruly crowds. Drug dealers sold their merchandise with impunity and Kane Street became unofficially known as "cocaine street."

In late 1992, Aurora Police Chief David Stover assigned Officers David Jacobs and William Hall to open a problem oriented policing project in the Kane Street area.

The officers began by going door-to-door to introduce themselves, to hand out fliers, and to describe the philosophy of community policing. The fliers were followed up with the officers delivering crime bulletins with requests for anonymous information to help identify criminal activities. A survey of the residents was also conducted to determine the problems they perceived.

Eventually the partnership efforts initiated by the two officers began to pay off. Neighborhood meetings began and topics at the gatherings included quality of life issues such as street lighting and

Declining Crime, continued

closer to the communities they serve. Three years ago in the La Colonia section of Oxnard police opened a storefront substation as part of their community-based policing efforts. Within a year of the substation's opening, crime in the neighborhood had dropped 49 percent (Source: *The Los Angeles Times*, 7/23/95).

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citizen's group called the "Inner Circle" and organized marches through their neighborhood. Joining them were officers Jacobs and Hall, and on several occasions, Chief Stover. Gang members visibly avoided the marchers.

The success of community policing led the primary landlord of the Kane Street Apartments to buy cameras for residents so they could photograph drug buys. Armed with these cameras the residents provided officers Jacobs and Hall evidence to make several drug arrests.

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Sgt. Rene Phillips is the "Resident Sheriff" in the Lincolnshire neighborhood of Jefferson Parish, Louisiana, right across the Mississippi river from New Orleans. Lincolnshire is a neighborhood of 677 single family homes and 30 single apartment units. Three years ago the 2,200 residents there were under siege from mostly drug-related violence.

Relations between the residents and police were not good. When shootings occurred they were rarely reported, and when they were, the assailants often retaliated against community members who reported the violence.

The residents were scared. People were sleeping in the hallways in fear of stray bullets entering their bedrooms at night. Children were escorted on and off their school buses and not allowed to play outside after school.

That has all changed -- and the fear

Initiative known as Project STAR (for Survey, Target, Arrest and Rejuvenate). Three years ago, phase one of the new strategy was instituted. Undercover officers began quietly interviewing people in the neighborhood to determine who the drug dealers were. They spoke to nearly everyone in the community, including the known drug dealers, who often identified other drug dealers.

According to Sergeant Phillips, the interviews revealed "that about 6 percent of the community's residents were running around and terrorizing the other 94 percent." After the police identified the troublemakers, the time had come for the next phase. Evidence was collected, sweeping arrests were made, and a concerted effort was made to incarcerate the worst offenders to keep them out of Lincolnshire.

After the drug dealers were picked up and prosecuted the last and most important phase began. Rene Phillips was deployed into the community as the Resident Deputy. His eight-hour days are spent exclusively in the Lincolnshire community. Residents who need to reach him are provided with his beeper number and the number on his cellular telephone.

The results have been astounding. From a pre-initiative rate of three violent crimes a month, there have been only four violent crimes in the last 11 months. The overall violent crime rate, according to Deputy Phillips, has dropped about 60 percent since the start of this program.

The neighborhood kids have given Rene Phillips a new nickname: "Officer Cease Fire."

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U.S. Department of Justice
Office of Community Oriented Policing Services



COPS Office

A Brief Overview

During his 1994 State of the Union address, President Clinton pledged to put 100,000 additional police officers on America's neighborhood streets. On September 13, 1994, with bipartisan support, President Clinton signed into law the Violent Crime Control and Law Enforcement Act of 1994 -- popularly known as the "Crime Act" -- that authorized \$8.8 billion over six years for grants to local policing agencies to add 100,000 officers and promote community policing in innovative ways.

Attorney General Janet Reno immediately created the Office of Community Oriented Policing Services (COPS) in the U.S. Department of Justice to be responsible for putting the additional police officers on the streets and promoting community policing strategies. COPS was appropriated \$1.3 billion for FY95.

Hiring More Officers

By cutting through red tape, COPS awarded grants in its first year to hire or redeploy more than 25,000 police officers and sheriff's deputies to patrol America's streets. Through the **Universal Hiring Program**, COPS will continue to help states and local communities add officers into the future.

Special Projects

By providing the funds to acquire new technologies and equipment, hire civilians for administrative tasks, and pay for officer overtime, **COPS MORE** is allowing local policing agencies to redeploy officers so more of their time is spent on the streets solving problems instead of at the station with paperwork. **Troops to COPS** funds the training of soldiers recently separated from the military and hired as community police officers. Working with the Violence Against Women Office, COPS is funding **Community Policing to Combat Domestic Violence** grants to local communities. Under its **Youth Firearms Violence Initiative**, COPS awarded grants of up to \$1 million to 10 cities for innovative programs to stop firearms violence by, and against, young people. **Innovative Community Polic-**

ing Grants will create local demonstration projects, encourage organization-wide commitment to community policing, and promote problem-solving efforts.

Training & Public Education

The **Comprehensive Communities Program** is providing on-site training in 10 cities to firmly establish community policing strategies. As its contribution to the **Empowerment Zones and Enterprise Communities** program, COPS is supplying technical assistance and training to urban and rural areas to reduce youth violence and delinquency. The **Community Policing Consortium** pools the expertise of five leading law enforcement organizations to provide training and technical assistance to practitioners across the country. COPS also creates and distributes its own fact sheets and policy papers to policy makers and members of the law enforcement community.

First Year Accomplishments

- ◆ **Hiring Goals Exceeded:** One year after the Crime Act was signed, funds were authorized to add more than 25,000 officers -- a quarter of the final goal, only one year into the six-year program.
- ◆ **Widespread Impact:** Hiring grants have been awarded to more than half the police and sheriffs' departments in the country. Half of the funds went to communities with fewer than 150,000 residents. As a result, officers hired or redeployed will serve more than three-quarters of the populace.
- ◆ **Customer Service:** Under COPS, each state is assigned its own grant adviser and direct-dial phone number to assist in filling out applications and answer questions. An "800" number was established so citizens could call for information about COPS and other Crime Act programs.
- ◆ **Easy Applications:** Unlike most federal grant programs, COPS grants made it easy for local police departments to apply for grants. For smaller towns applying to the COPS FAST program, the form was just one page. Plus, communities already receiving COPS hiring funds and seeking additional officers will not have to continually re-apply, but rather will only indicate the number of new officers needed.

DENNIS BURKE from Bob Weiner

MEMORANDUM

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Jan. 20, 1996

TO: RAHM EMANUEL

FROM: BOB WEINER *Blr*

RE: OVERALL DROPPING DRUG USE -- STATISTICS AND SOURCES

1) Drop in overall drug use in America from 22 million 1985 to 12 million 1994 (regular monthly-or-more, so-called "casual" use): 1995 HOUSEHOLD SURVEY

2) Monthly cocaine use drop from 5.3 million in 1985 to 1.2 million in 1994: same source

3) 23% Drop in spending by Americans on illegal drugs, \$64 billion in 1989 - \$49 billion 1993: ONDCP study by Abt associates. Study is conducted every two years. You'll recall good national press achieved from releasing this information in May this past year.

4) Record low violent crime rates across America reported last month, the lowest since records started being kept 30 years ago, are largely attributable to this leveling off of drug use, especially crack, according to many experts cited in press reports, as well as to the effectiveness of community policing -- which Republicans want to zero out of the budget.

(Note: while overall use is down, the Monitoring the Future study released a month ago shows teen use slightly up, but nowhere near the levels of a decade ago. There is tremendous misinformation on this whole subject employed by congressional Republicans for partisan purposes.)

cc: ☒ Ricia McMahon
☒ Dennis Burke

statistics.rahm

DRUG TESTING OF FEDERAL ARRESTEES

To ensure that we are doing all we can to break the cycle of drugs and crime, on December 18, 1995, I directed the Attorney General to develop a universal policy providing for drug testing of all Federal arrestees before decisions are made on whether to release them into the community pending trial. I have asked, moreover, that the Attorney General take all appropriate steps to encourage States to adopt and implement the same policies.

More than half of all individuals brought into the Nation's criminal justice system have substance abuse problems. Too often, the same criminal drug users cycle through the court, corrections, and probation systems still hooked on drugs, and still committing crimes to support their habit. This initiative recognizes that all agencies of the criminal justice system -- prosecutors, judges, corrections officials, and probation, parole and pretrial services administrators -- can play a critical role in reducing the level of continuing drug abuse and criminal behavior by individuals arrested, charged, or convicted of crimes.

SAFE SCHOOLS

The President may direct the Secretary of Education, in consultation with the Attorney General, to develop national guidelines for safe and disciplined schools that will share with state and local officials how schools can take concrete steps that will make them safer places for children to learn. The guidelines will share the experiences and successes some school districts have had with implementing school uniform policies, student athlete drug testing and drug and weapons searches. The guidelines will not mandate any particular action.

STATE OF THE UNION: CRM DIV MATERIALS

I. Drug Enforcement Accomplishments:

Our drug enforcement strategy has resulted in a year of dramatic accomplishments. Pursuant to that strategy, we have successfully targeted and pursued major drug traffickers at all levels -- from international trafficking organizations to the local street gangs whose violence imperils our communities.

Internationally, we have crippled the Cali cartel, which imported massive amounts of cocaine into the United States. In Operation Cornerstone, for instance, 58 individuals have been indicted on narcotics, money laundering, and racketeering charges in connection with the operation of the Cali cartel. Similarly, we have struck serious blows against major Mexican drug trafficking organizations. Indeed, just last week, the leader of one of those organizations -- Juan Garcia-Abrego, who was one of the FBI's "Ten Most Wanted" fugitives -- was arrested by the Mexican authorities and expelled to stand trial in the United States.

On the streets of our nation, we have brought down a number of drug traffickers and their organizations. In Operation "Crackshot," for instance, we successfully targeted two large, violent Chicago-based drug trafficking organizations, the Gangster Disciples and the Vice Lords. Many of those gang members -- including several high-ranking members -- have been convicted at trial or have pleaded guilty.

This Administration is firmly committed to continuing this struggle with every power at our disposal. Our strategy has been, and will remain, to protect our citizens by disrupting and destroying major drug trafficking organizations, both internationally and nationally.

II. Methamphetamine Strategy:

Moreover, we will remain vigilant to anticipate and confront new forms of drug trafficking. To that end, I have directed Attorney General Reno to develop, within 60 days, a strategy for responding to trafficking in methamphetamines, an illegal drug whose usage has been increasing at alarming rates. I am confident that, under the Attorney General's leadership, the Department of Justice, and the brave men and women involved in drug enforcement, will meet this new challenge as splendidly as they have met previous challenges.

Moreover, I am pleased to introduce a new ally in our drug enforcement efforts: [drug czar announcement].

III. Bailey [note: proposed legislation not yet cleared by AG]:

As a further part of our effort to protect the citizens of this nation from violent crime, we will be submitting legislation designed to ensure that increased criminal penalties are imposed on drug traffickers who possess weapons.

IV. Gang Strategy:

This Administration also has made it a priority to fight violent gang crime. In March 1994, we announced the Anti-Violent Crime Initiative. Under this Initiative, the Departments of Justice and Treasury have formed unprecedented and lasting partnerships with local law enforcement agencies to stem the tide of gang violence.

In addition to working with local officials to develop objectives and strategies which best serve the needs of their communities, we are also devoting more federal resources toward fighting violent crime. Not only have we provided funds for the hiring of thousands of additional local police, but we have significantly increased the number of federal law enforcement officers engaged in the front-line partnership in the struggle against gang violence.

Our policies are having a significant impact. As described in a report we have just delivered to Congress, we have witnessed remarkable achievements over the last twenty months by law enforcement officers and prosecutors in combatting gang violence.

Tremendous strides are being made by the men and women in federal, state, and local law enforcement agencies who are partners in our effort to dismantle violent gangs. It is their tireless devotion and vigilance that will ensure success as we strive to make our communities safer for all Americans.

These law enforcement partnerships have succeeded by identifying those gangs which pose the greatest threat to the citizens and tailoring their strategies to remove the threat -- immediately through federal pretrial detention, and permanently by lengthy incarceration. Within the past year, the people of Chicago, Bridgeport, Connecticut, Shreveport, Louisiana, San Juan, Puerto Rico and other cities throughout the country have witnessed the important advances we have made in targeting and prosecuting gang violence.

V. Youth Violence:

But we are also seeing a disturbing trend -- the growth in violence committed both by and against our youth. While the increase in violent crimes committed by adults appears to be easing, the upward spiral in juvenile violent crime is projected to escalate. Arrests of juveniles for serious violent offenses increased 68% between 1984 and 1993.

We can not, and will not, allow this to continue.

We are proposing major revisions to the Federal Juvenile Delinquency Act, which -- if passed -- will simplify juvenile prosecutions. These revisions will closely follow existing state statutes, which recognize that certain violent juveniles -- those who commit serious violent crimes -- should be prosecuted as adults.

Our enforcement strategy will have three principal goals:

- 1) incarcerating the most violent juveniles;
- 2) keeping juveniles out of gang activity; and
- 3) reducing handgun possession by juveniles by disrupting the markets that provide guns to them.

I believe that this strategy -- coupled with community programs to assist our youth -- will be a major step in the direction of making communities safer for our children.

VI. International Terrorism Accomplishments:

This past year also has seen major achievements in fighting international terrorism. Last week, Egyptian Sheik Omar Ahmad Rahman and nine other defendants received sentences -- ranging from 25 years to life in prison -- following their convictions for having conspired to wage a war of urban terrorism against the United States. That conspiracy involved the bombing of the World Trade Center, as well as plans to bomb the United Nations, a federal building, the Holland and Lincoln Tunnels, and the George Washington Bridge.

In addition, in the past year, a number of individuals have been apprehended overseas and returned to the United States to stand trial on terrorism charges. Those charges include participation in the World Trade Center bombing and in a plot to bomb U.S. civilian airliners on Asia-Pacific routes.

These apprehensions and prosecutions demonstrate our firm resolve to pursue those who would commit terrorist acts against United States citizens, no matter where they might try to hide.

INTERNATIONAL TERRORISM MATTERS

On October 1, 1995, Egyptian Sheik Omar Ahmad Rahman and nine other defendants were convicted in the Southern District of New York on charges which included a conspiracy to levy a war of urban terrorism against the United States. That conspiracy involved the bombing of the World Trade Center and plans to bomb the United Nations, a federal building, the Holland and Lincoln Tunnels, and the George Washington Bridge. On January 17, 1996, the defendants received sentences ranging from 25 years in prison to life in prison.

Four defendants had previously been convicted in the Southern District of New York of bombing the World Trade Center and have received life sentences. In February 1995, Ramzi Yousef, who is charged with involvement in the World Trade Center bombing, was apprehended overseas and transported to the United States. Subsequently, another World Trade Center defendant, Eyad Ismoil, was extradited to the United States.

In January 1995, a plot was uncovered in the Philippines to bomb U.S. civilian airliners on Asia-Pacific routes. Ramzi Yousef has been indicted in the Southern District of New York for his involvement in that conspiracy. Additionally, two other defendants in that conspiracy, Abdul Hakim Murad and Wali Khan Shah, have been apprehended overseas and returned to the United States to face trial for their roles in that plot.

Additionally, pretrial preparation continues for a trial in the District of Columbia of Omar Muhammed Ali Rezaq for the 1985 hijacking in the Middle East of an Egyptair flight, during which the defendant is alleged to have murdered an American passenger. This case demonstrates the U.S. commitment to seek out and apprehend terrorists. Rezaq's apprehension occurred more than seven years after the crime.

DRUG LAW ENFORCEMENT IN THE UNITED STATES

Investigating and prosecuting drug traffickers is a top law enforcement priority of the United States Government. The United States targets and pursues all levels of drug distribution -- from the international importers, through the national and regional distribution networks, to the local, street-level retailers. While federal law enforcement focuses on the international, national and regional trafficking organizations, it also attacks local gangs who imperil our communities with violence in furtherance of the drug trade.

A cornerstone of this Administration's drug enforcement strategy is the disruption and destruction of major drug trafficking organizations -- particularly those portions operating within the United States and in transit countries such as Mexico -- to stop the flow of narcotics across our borders and into our communities. International traffickers bring the twin scourges of illegal drugs and their accompanying violence not only to consumer nations, such as the United States, but also to Mexico and other transit countries through which the drugs travel and in which their traffickers flourish.

Federal law enforcement is able to pursue international and national objectives, including negotiation and cooperation with the governments of countries that have demonstrated the political will to meet their drug enforcement responsibilities; interdiction at the borders; coordinated investigations of multi-jurisdictional (including international) drug trafficking enterprises; attacks on drug money laundering and the diversion of precursor and essential chemicals; and the collection and dissemination of foreign and nationwide drug law enforcement intelligence. Nationally, cocaine is still the principal drug threat in the United States, with notable increases in the use of heroin and dangerous drugs such as methamphetamine, and a resurgence of marijuana. U.S. efforts are directed against organizations trafficking in all these drugs.

Because effective law enforcement ultimately requires prosecutions, convictions and appropriate sentences, the U.S. federal government aims at the prosecution of the highest echelons of the trafficking organizations over whom the United States is likely to be able to exercise jurisdiction. The goal is not to tally up numbers of prosecutions, but rather to build cases that will help dismantle major drug trafficking organizations. Federal efforts against the leadership of international organizations focus on their operational infrastructure here in the United States, with the objective of destroying the organizations' functional networks (production, transportation, distribution, money laundering and communications) as well as prosecuting the hierarchy and membership at the highest possible levels.

U.S. federal law bases sentencing of convicted drug traffickers on the type and quantity of drug sold or possessed, and the criminal history of the individual convicted. Certain drugs and quantities trigger "mandatory minimum" sentencing of five or ten years, regardless of other considerations, although there is a "safety valve" exemption from the mandatory minimums for certain non-violent drug offenders.

Recent statistics reflect the success of our drug law enforcement strategy:

- The U.S. Department of Justice filed over 9,000 indictments in FY 1994 (the most current available data), charging 18,832 defendants with drug offenses.
- In the same time period, 15,579 convictions were obtained.
- By far, drug offenders constitute the single largest category of defendants prosecuted by the federal government, accounting for 37% of all defendants charged and 37% of all defendants convicted.
- In the federal courts, 93% of drug defendants sentenced in 1994 were convicted of drug trafficking (most of the remaining 7% were sentenced for drug possession). Of those traffickers sentenced, 94% received prison terms, with the average sentence exceeding 90 months.
- Of the nearly 100,000 offenders incarcerated in federal prisons, 53% were convicted of drug trafficking offenses.

State and local law enforcement statistics reflect similar success:

- At the State level, 19% of the nearly 900,000 felony convictions in 1992 (the most recent data currently available) were for drug trafficking; an additional 12% were for drug possession. Of those traffickers sentenced, 75% were sentenced to some term of incarceration, averaging 72 months.
- Of the 830,000 inmates held in State prisons in 1993, 22% were convicted of drug offenses. The total number of inmates held in State prisons for drug offenses in 1993 (186,000) is nearly ten times higher than it was in 1980 (19,000).

But mere statistics do not tell the full story. The following are illustrative examples of recent federal prosecutions:

- **Operation Foxhunt ("Zorro"):** A comprehensive and cooperative investigative and prosecution effort against the Cali cocaine, by several U.S. Attorneys' Offices, the U.S. Drug Enforcement Administration, and State and local law enforcement, this case focuses on the Herrera faction of the Cali cartel. Federal charges have been brought in courts throughout the country, over \$2 million has been seized, and 28 individuals have been arrested. The defendants range from the those operating at the highest rung of the Cali cartel's U.S. operations to street level dealers. The investigation revealed that the Herrera faction of the Cali cartel was sending large quantities of cocaine into the United States through Los Angeles to several wholesale distribution points, such as San Francisco, Chicago, and New York, and on to

consumer distribution points, such as St. Louis, New Orleans, San Antonio, and the Washington, D.C. area. There is every indication from cartel and other sources that this operational unit and its infrastructure have been dismantled.

- **Operation "Cornerstone" -- United States v. Rodriguez-Orejuela, et al.** (Southern District of Florida): This two-year investigation has resulted in the indictment of 58 individuals, charging narcotics and money laundering offenses, as well as violation of the federal Racketeer Influenced and Corrupt Organizations statute. The target of this prosecution is the Cali-based organization led by brothers Miguel and Gilberto Rodriguez-Orejuela, Helmer Herrera-Buitrago and Jose Santacruz-Londono. The members of this organization conspired to import and distribute in the United States approximately 200,000 kilograms of cocaine; to engage in criminal activity to obstruct justice; to murder a cooperating witness; and to launder the proceeds of the narcotics trafficking. Four attorneys are among those charged in the indictment. One has already pleaded guilty, along with three attorneys who pleaded guilty to related charges prior to the return of the indictment.
- **United States v. Santiago-Lugo** (District of Puerto Rico): This investigation targeted street-level drug-dealing gangs terrorizing housing projects (primarily in the San Juan area) and responsible for more than 60 murders. These gangs distributed heroin, cocaine powder, crack and marijuana. The indictment charged 31 individuals with conspiracy to distribute narcotics and conspiracy to launder the proceeds of narcotics trafficking. Israel Santiago-Lugo is charged with being the principal administrator of a continuing criminal enterprise and, if convicted, is subject to a mandatory life sentence. Twenty-eight of the defendants have been arrested and detained pending trial, scheduled to commence this month. Since the arrest of these individuals, there has been a significant reduction in the homicide rate in several communities, particularly the public housing projects.
- **Avianca Bombing -- United States v. Dandeny Muñoz-Mosquera** (Eastern District of New York): On December 15, 1994, a Colombian national, Dandeny Muñoz-Mosquera, "La Quica," was found guilty of charges which included the bombing of Avianca Airlines Flight 203 and the killing of 110 persons. Muñoz, a key assassin and terrorist in the Medellin cocaine cartel, has been sentenced to several life terms. The prosecution was the result of an intense 11-month investigation by the DEA into the activities of Medellin cocaine cartel leader Pablo Escobar and Muñoz-Mosquera.
- **Garcia-Abrego Organization:** A federal indictment in Houston, Texas charges that Juan Garcia-Abrego is the leader of a powerful Mexican drug organization responsible for transporting tons of Colombian cocaine into the United States for the Cali cartel and for authorizing acts of violence, including murders, to promote drug activities. Garcia-Abrego is currently on the FBI's "Ten Most Wanted" list of fugitives. The FBI, the DEA, and the United States Attorneys for five districts around the country have participated in the investigation and prosecution of the Garcia-Abrego

organization, which has already resulted in the conviction of more than 70 individuals and the seizure of more than 14 tons of Colombian cocaine.

- United States v. Jose Loaiza-Montoya, et al. (Southern District of Texas): This multi-district investigation targeted the Loaiza-Montoya (a/k/a Sejo) organization, which was responsible for the transportation of cocaine from Houston to other major cities throughout the United States and the collection of proceeds that were then laundered through various sources. All of the nine persons indicted, except Loaiza, who remains a fugitive in Colombia, have pleaded guilty to drug-related offenses. In addition, the investigation resulted in the seizure of 70 kilograms of cocaine and \$10 million of drug proceeds and the dismantling of the Houston cell of this organization. A related case resulted in the dismantling of an associated Mexican transportation organization, the convictions of its leader, Joel Guillermo Chavez-Quezada, and 11 other members, and the seizure of approximately seven tons of cocaine and \$1 million in assets in various U.S. cities. Related cases are pending in two other districts.
- Operation "Crackshot" (Northern District of Illinois): Crackshot targeted two large, violent Chicago-based drug trafficking organizations, the Gangster Disciples and the Vice Lords, which are estimated to have tens of thousands of members in Chicago and elsewhere in the State of Illinois. Together, they are believed to be responsible for trafficking over 500 kilograms of crack cocaine per year in the Midwest. Since the beginning of this operation, a significant number of gang members have either been found guilty at trial or have pleaded guilty, including several high-ranking members of both gangs.

MAJOR GANG CASES FROM PAST YEAR:

• On September 29, 1995, a federal jury in Bridgeport, Connecticut, convicted nine leaders and soldiers of the Latin Kings street gang of racketeering and drug dealing. Each of the defendants faces a maximum sentence of life imprisonment without the possibility of parole. The indictment alleged, and the jury found, that the defendants conspired with one another to sell drugs and commit acts of violence, including nine murders and several drive-by shootings, often in an effort to protect their drug trafficking operations in New Haven and Bridgeport.

The thirty-three members of this organization were charged in December 1994 in a thirty-eight count indictment alleging drug conspiracies and a variety of other crimes. Sixteen of the defendants, including the gang's top leaders convicted at the trial, were charged with violations of the Racketeer Influenced and Corrupt Organizations Act (RICO) along with nine murders and two murder conspiracies. Sixteen of the defendants indicted in this case pleaded guilty prior to the start of the trial. A second trial of the remaining eight gang members is scheduled for this winter.

This prosecution represents an example of what can be accomplished in the effort against gang violence when effective law enforcement partnerships are forged. An Assistant State's Attorney for New Haven joined forces with two Assistant U.S. Attorneys to prosecute this case. The other law enforcement agencies which formed an integral part of the investigation included the Bridgeport and New Haven Police Departments, the Connecticut State Police, the Connecticut Department of Corrections, and the FBI, DEA, and ATF. As Attorney General Reno stated, this Latin Kings prosecution "demonstrates that we are not powerless to act against those who terrorize our communities. We are working more closely than ever before with state and local police to take these criminals off our streets."

• On November 2, 1994, in Texarkana, Texas, two men were conversing in a parking lot when they were approached by a loosely-knit gang of nine juveniles. The gang members threatened the victims with two shotguns and two handguns and robbed them of a set of car keys. One victim was then shot at point-blank range but was not seriously injured. The second victim was struck repeatedly by shotgun and handgun fire. He received almost thirty separate wounds, but miraculously survived. The Texarkana Police Department and FBI quickly recovered the stolen vehicle and all nine juveniles were arrested within a few days of the robbery.

At the request of local authorities, the case was referred to the U.S. Attorney's Office for prosecution since it was believed that state law would not punish the juveniles adequately. All nine gang members were subsequently prosecuted as adults in federal court. They entered guilty pleas to

offenses ranging from carjacking and firearms violations to misprision of felony. The defendants received a total of 130 years imprisonment, ranging from 36-1/2 years for the most culpable offender to 27 months for the least involved juvenile.

● On August 31, 1995, the United States Attorney for the Northern District of Illinois, together with state, local, and federal law enforcement agencies, announced that a federal grand jury in Chicago returned three separate indictments charging a total of thirty-nine individuals, including Larry Hoover and other top leaders of the Gangster Disciples, with a twenty-five year conspiracy to distribute cocaine, crack, heroin, and marijuana and to extort protection money from street dealers in Chicago and its suburbs. The defendants were also charged with operating a continuing criminal enterprise which, over the past quarter-century, has been responsible for the retail sale of enormous quantities of narcotics, generating millions of dollars in revenue in the process. The indictments charge that the Gangster Disciples have controlled narcotics trafficking in large areas of the City of Chicago and surrounding suburbs, and have ruthlessly protected their interests and territory through violence, intimidation, and extortion.

The indictments also allege that the gang's "community outreach organizations," such as Save the Children Inc. and 21st Century V.O.T.E. (Voices of Total Empowerment), were used to launder drug sales and street tax extorted from gang members and other narcotics dealers who were allowed to operate in their territory. Larry Hoover, also known as "The Chairman" and alleged leader of the gang, has been incarcerated for over twenty years in the Illinois state prison system, and is alleged to have controlled the gang's illegal activities from inside state prison walls. These indictments are the result of an investigation begun in 1989 by the U.S. Attorney's Office, which brought together a task force of personnel from state, local, and federal law enforcement agencies including DEA, ATF, IRS, Cook County State's Attorney's Office, Chicago Police Department, Chicago Housing Authority Police Department, Illinois State Police, and Illinois Department of Corrections. The Federal Protective Service and the City of Chicago Department of Aviation also assisted in this case.

● On June 5, 1995, an FBI/Puerto Rico Police Safe Streets Task Force arrested Jorge Solano Moreta, the leader of the island's most violent gang, who had eluded capture for over a year. The following week, thirty-seven members of Moreta's gang were indicted on charges of conspiracy to distribute cocaine and heroin. Moreta and two other gang leaders are charged with operating a continuing criminal enterprise (CCE) including five predicate murders. The cases against Moreta and his gang members are currently pending trial. Moreta's gang operated in two public housing projects in the San Juan area, Las Gardenias and Virgillio Davila. Local officials in the public housing projects in San Juan, where the gang operated, have reported to the U.S.

Attorney's Office that the level of violence has dropped precipitously since the indictment and arrests.

The Moreta case, which is currently pending trial, is typical of the major gang investigations spearheaded by the United States Attorney's Office in Puerto Rico. The Department of Justice has worked closely with federal and local officials in Puerto Rico in response to the staggering carjacking and homicide rates the island experienced in 1994. The large drug gangs are responsible for a substantial portion of these violent crimes. By 1995, significant results of this intensive federal effort were achieved. During the first six months of 1994, 410 murders and 1,538 carjackings were reported compared to 490 murders and 1,974 carjackings during the same period in 1994. The U.S. Attorney's Office is also coordinating efforts targeting violent fugitives, illegal aliens, and major drug importers.

• In the Western District of Louisiana, 49 federal and local warrants were issued against the "Bottoms Boys," a violent drug gang in the Ledbetter Heights neighborhood of Shreveport. A federal racketeering indictment charged 14 defendants with operating a continuing criminal enterprise and committing offenses that involved murder and drive-by shootings as well as drug distribution. Twelve gang leaders and organizers were convicted of virtually all counts and received prison sentences ranging from ten to thirty-five years. Of the thirty-five defendants charged in state court with narcotics offenses, all were convicted. According to Shreveport Police, a comparison of crime data for the five months preceding and following the September 1994 arrests reflects a 34% decrease in violent crime in the neighborhood that had been controlled by the Bottoms Boys.

We will continue to work with federal
authorities to break the gang strongholds in
other parts of the city.

- Shreveport Police Chief Steve Prator

COPS INITIATIVES

TOTAL COPS GRANTS

To date, more than 9,000 grants totaling \$1.5 billion in funding have been awarded which authorize the hiring or redeployment of more than 31,000 community policing officers and deputies. (These numbers include the pre-crime bill Police Hiring Supplement (PHS) awards. The totals without PHS are more than 8,800 grants totaling \$1.35 billion for more than 29,000 cops.)

YOUTH FIREARMS VIOLENCE INITIATIVE

The COPS Office awarded up to \$1 million to 10 police departments to develop tough and innovative community policing strategies to curb the rise of youth firearms violence. These efforts include proactive patrols and handgun suppression strategies in targeted youth violence "hot spots," youth-focused community policing in high-crime areas, and enhanced penalties for gang members.

COPS GANG INITIATIVE

Building on the successes of the COPS Youth Handgun Initiative, the Department of Justice intends to provide up to \$10 million to ten cities to support community policing initiatives focused on combating the rise of youth gangs and gang violence. In general, the COPS Gang Initiative will encourage 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 run by gangs and gang members.

The ten jurisdictions selected by the Department will serve as models for other cities across the country.

COMMUNITY POLICING TO COMBAT DOMESTIC VIOLENCE

The COPS Office will provide up to \$20 million for innovative community policing efforts aimed at domestic violence. This program provides law enforcement agencies with a unique opportunity to execute well-planned, innovative strategies employing community policing to combat domestic violence. Police departments are encouraged to partner with non-profit, non-governmental victim service programs, domestic violence shelters, or community service groups.

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.

U.S. DEPARTMENT OF JUSTICE

OFFICE OF PUBLIC AFFAIRS

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Methamphetamine

But we have to remain one step ahead of new drugs like methamphetamines -- and I am asking Attorney General Reno to announce a strategy within 60 days to head off methamphetamine trafficking and abuse before it becomes the next drug of choice.

Bailey:

[Insert after reference to guns:

And I will submit legislation to fix a Supreme Court decision that handcuffs our ability to seek tougher penalties against armed drug dealers.

Youth Violence

[Stats]

But I believe that demographics do not have to be destiny -- if we take the right steps, right now.

We can head off the next generation of youth crime -- if we take the time to get through to our young people and let them know there is no excuse to harm another person.

And if young people commit violence like adults, we must be prepared to punish them like adults. I will introduce legislation to give prosecutors more discretion to charge hardened young people like adults and take them off the streets for a long time.

That sounds good to you, and we will do it, but it is not enough. We have to keep our children out of the gangs that lure them into violence, and make sure they are raised at home and not in the street.

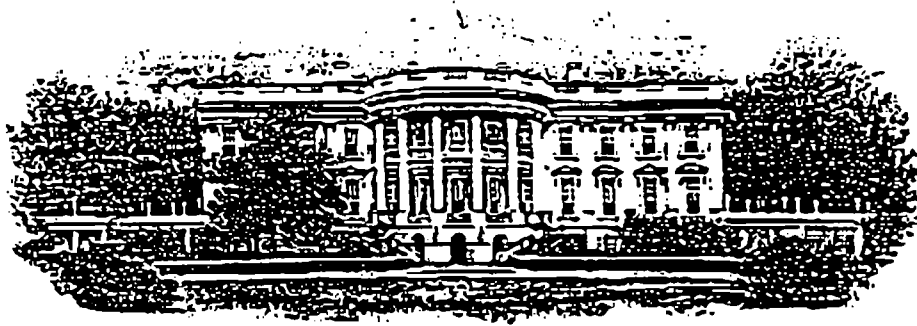
We have to disrupt the black markets that feed them guns and drugs.

I know we can make a difference -- if we begin now.

School Uniforms

Across America, schools are doing everything they can to keep young people safe and on the right path -- like Long Beach, California, where students now wearing uniforms, and violence and drugs have dropped like a rock. Some people think requiring uniforms is going to far, but we will stand by Long Beach and other school districts who want to try them.

Cop Killer Bullets



FAX COVER SHEET

White House Press Office

Date: 11/19 Number of Pages (w/cover) 3

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From: Christa

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Comments: _____

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The Brady Law

The Brady Law continues to prevent crimes in this country. It is keeping handguns out of the reach of criminals, without infringing on the rights of legitimate and law-abiding handgun owners. Since the Brady law went into effect, nearly 45,000 convicted felons who have walked into gun stores and tried to buy handguns have been stopped by the simple means of a local Brady check. Nearly 20,000 others -- fugitives, kids, illegal drug users, and those under indictment, with mental disabilities, or under restraining order for alleged stalking -- have also been stopped from taking advantage of lawful gun sellers, and have been denied the right to buy a handgun. Doubtless many more criminals have been discouraged from even trying to buy a handgun.

Let me give you one example of who the law is stopping. Last October, the DeKalb County, Georgia police department reported to ATF that a possible convicted felon was trying to buy a handgun. It turned out that he was a convicted murderer. He had bought 8 handguns before the Brady Law went into effect. ATF arrested him and he will be sentenced in March for unlawful firearms possession.

This law is working. It is stopping crimes. And it must not be repealed.

OVERVIEW OF CRIME TRENDS IN THE UNITED STATES¹

Crime in 1994

The nation's crime rate for all serious offenses decreased by 2 percent, from 5,484 per 100,000 residents in 1993 to 5,374 per 100,000 residents in 1994. The total number of serious crimes reported to the nation's law enforcement agencies decreased by 1 percent in 1994 compared to 1993. Revised preliminary data for 1994 from the Federal Bureau of Investigation's Uniform Crime Reporting (UCR) program reveal that 153,000 fewer serious crimes were reported nationwide than in 1993. Serious crimes (Part I offenses) include murder and non-negligent manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny-theft, and motor vehicle theft.

The nation's violent crime rate dropped by 4 percent in 1994. Nearly 62,000 fewer violent crimes were reported to law enforcement agencies in 1994, a decline of more than 3 percent. Violent crimes include murder and non-negligent manslaughter, forcible rape, robbery, and aggravated assault. The number of murders and non-negligent manslaughters fell by 5 percent, while the nation's murder rate dropped by nearly 6 percent in 1994. Violent crimes accounted for more than 13 percent of the nation's serious crimes in 1994.

The property crime rate per 100,000 residents fell by nearly 2 percent in 1994. The total number of reported property crimes decreased by about 1 percent in 1994. Property crimes include burglary, larceny-theft, and motor vehicle theft. Property crimes accounted for nearly 87 percent of all serious crimes nationwide in 1994.

In contrast to serious crimes, other crimes (Part II arrests) increased by nearly 7 percent in 1994 compared to 1993. Other crimes include 21 various offenses, such as drug abuse violations, weapons offenses, fraud, simple assaults, embezzlement, etc., for which the FBI collects arrest data only. Notably, arrests for drug abuse violations increased 18 percent for all offenders, and jumped sharply for juveniles in 1994. Drug arrests of offenders under age 15 increased 48 percent and, for offenders under age 18, rose 42 percent.

5 Year Crime Trends: 1990-1994

During this five year period, the nation's overall crime rate has fallen by nearly 8 percent. Since 1990, the number of serious crimes reported to law enforcement has decreased by 3

¹The most recent BJS victimization data available are for 1993. They are not consistent with FBI/UCR data, suggesting that between 1993 and 1992 total victimizations increased about 2 percent and that personal crimes of violence rose by nearly 6 percent.

percent. The number of serious crimes reported to law enforcement agencies nationwide has now decreased for three consecutive years, since its peak in 1991. Serious reported crimes dropped by 3 percent in 1992, fell by another 2 percent in 1993, and decreased by 1 percent in 1994.

The violent crime rate per 100,000 residents, has fallen 2 percent between 1990 and 1994. The number of reported violent crimes, however, has increased by more than 2 percent over the last 5 years. Total violent crimes reported to law enforcement agencies nationwide have decreased during each of the last two years. Since peaking in 1992, the number of violent crimes nationwide has declined by nearly 4 percent, and the violent crime rate has dropped by almost 6 percent. Violent crimes represent a slightly greater proportion of all serious crimes in 1994 (13.3 percent) than in 1990 (12.6 percent).

The nation's homicide rate also has declined from 9.4 to 9.0 per 100,000 since 1990. The total number of reported murders and non-negligent manslaughters has changed little between 1990 and 1994, declining by less than 1 percent over the period.

Property crimes reported to law enforcement decreased by 4 percent between 1990 and 1994, and dropped in each of the last three consecutive years. Property crimes represent a slightly smaller proportion of all serious crimes in 1994 (86.7 percent) than in 1990 (87.4 percent).

10 Year Crime Trends: 1985-1994

Despite recent declines the past three years, the nation's overall crime rate has risen by 3 percent between 1985 and 1994. Since 1985, the volume of serious crimes reported to law enforcement has increased by nearly 13 percent. Even more dramatic increases have occurred for violent crimes and murder.

Total violent crimes reported annually to law enforcement since 1985 are up 40 percent. The violent crime rate per 100,000 residents during this period has risen nearly 29 percent. Furthermore, the number of murders rose 23 percent, while the nation's murder rate increased 13 percent since 1985. During the ten-year period, the annual volume of murders peaked in 1991 while violent crimes peaked in 1992. Violent crimes have declined annually since 1992, but murders fell 4 percent in 1992, increased 3 percent in 1993, and dropped 5 percent in 1994. Violent crimes represent a greater proportion of all serious crimes in 1994 (13.3 percent) than in 1985 (10.7 percent).

The number of property crimes reported annually to law enforcement increased 9 percent between 1985 and 1994; but, the nation's property crime rate is nearly the same today as it was in 1985 (+0.2 percent). Property crimes represent a smaller proportion of all serious crimes in 1994 (86.7 percent) than in 1990 (89.3 percent).

file: ucr10yrs.wk3

Year	Population	SERIOUS CRIMES				VIOLENT CRIMES				PROPERTY CRIMES				MURDER & NON-NEGLIGENT MANSLAUGHTER			
		Crime Index (Part 1 Off)	Annual Pct Chg (C.I.)	Annual Rate / 100,000 (Rate)	Annual Pct Chg (Rate)	Violent Crm Index Offns	Annual Pct Chg (VCI)	Annual Rate / 100,000 (Rate)	Annual Pct Chg (Rate)	Property Crm Index Offns	Annual Pct Chg (PCI)	Annual Rate / 100,000 (Rate)	Annual Pct Chg (Rate)	Murder & NNM Index Offns	Annual Pct Chg (M.I.)	Annual Rate / 100,000 (Rate)	Annual Pct Chg (Rate)
1985	238,740,000	12,431,400		5,207		1,328,800		557		11,102,600		4,650		18,980		8.0	
1986	241,077,000	13,211,900	6.3%	5,480	5.2%	1,489,170	12.1%	618	11.0%	11,722,730	5.6%	4,863	4.6%	20,610	8.6%	8.5	7.5%
1987	243,400,000	13,508,700	2.2%	5,550	1.3%	1,484,000	-0.3%	610	-1.3%	12,024,700	2.6%	4,940	1.6%	20,100	-2.5%	8.3	-3.4%
1988	245,807,000	13,923,100	3.1%	5,664	2.1%	1,566,220	5.5%	637	4.5%	12,356,800	2.8%	5,027	1.8%	20,600	2.9%	8.4	1.9%
1989	248,239,000	14,251,400	2.4%	5,741	1.4%	1,646,040	5.1%	663	4.1%	12,605,360	2.0%	5,078	1.0%	21,500	4.0%	8.7	2.9%
1990	248,709,873	14,475,600	1.6%	5,820	1.4%	1,820,130	10.6%	732	10.4%	12,655,470	0.4%	5,088	0.2%	23,440	9.0%	9.4	8.8%
1991	252,177,000	14,872,900	2.7%	5,898	1.3%	1,911,770	5.0%	758	3.6%	12,961,130	2.4%	5,140	1.0%	24,700	5.4%	9.8	3.9%
1992	255,082,000	14,438,200	-2.9%	5,660	-4.0%	1,932,270	1.1%	758	-0.1%	12,505,930	-3.5%	4,903	-4.6%	23,760	-3.8%	9.3	-4.9%
1993	257,908,000	14,144,800	-2.0%	5,484	-3.1%	1,926,020	-0.3%	747	-1.4%	12,218,780	-2.3%	4,738	-3.4%	24,530	3.2%	9.5	2.1%
1994	260,341,000	13,991,700	-1.1%	5,374	-2.0%	1,864,170	-3.2%	716	-4.1%	12,127,530	-0.7%	4,658	-1.7%	23,310	-5.0%	9.0	-5.9%
1985-94 (10 yr trend)			12.6%		3.2%		40.3%		28.6%		9.2%		0.2%		22.8%		12.6%
1994-90 (5 yr trend)			-3.3%		-7.7%		2.4%		-2.2%		-4.2%		-8.5%		-0.6%		-5.0%
1994-92 (2 yr trend)			-3.1%		-5.1%		-3.5%		-5.5%		-3.0%		-5.0%		-1.9%		-3.9%
1994-93 (1 yr trend)			-1.1%		-2.0%		-3.2%		-4.1%		-0.7%		-1.7%		-5.0%		-5.9%
Pct of Total Offenses in 1994		100.0%				13.3%				86.7%				0.2%			
Pct of Total Offenses in 1990		100.0%				12.6%				87.4%				0.2%			
Pct of Total Offenses in 1985		100.0%				10.7%				89.3%				0.2%			

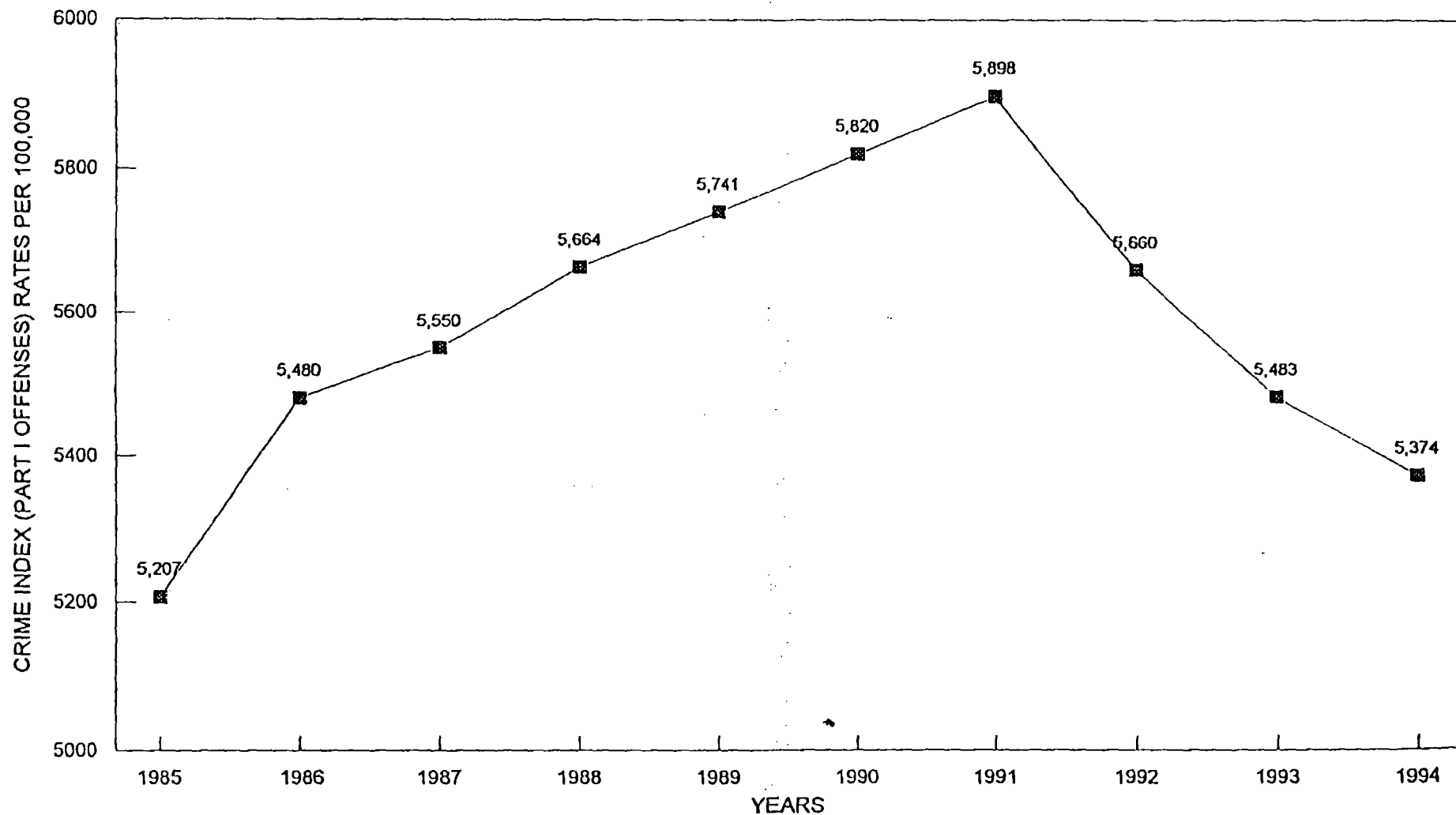
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UNITED STATES TOTAL

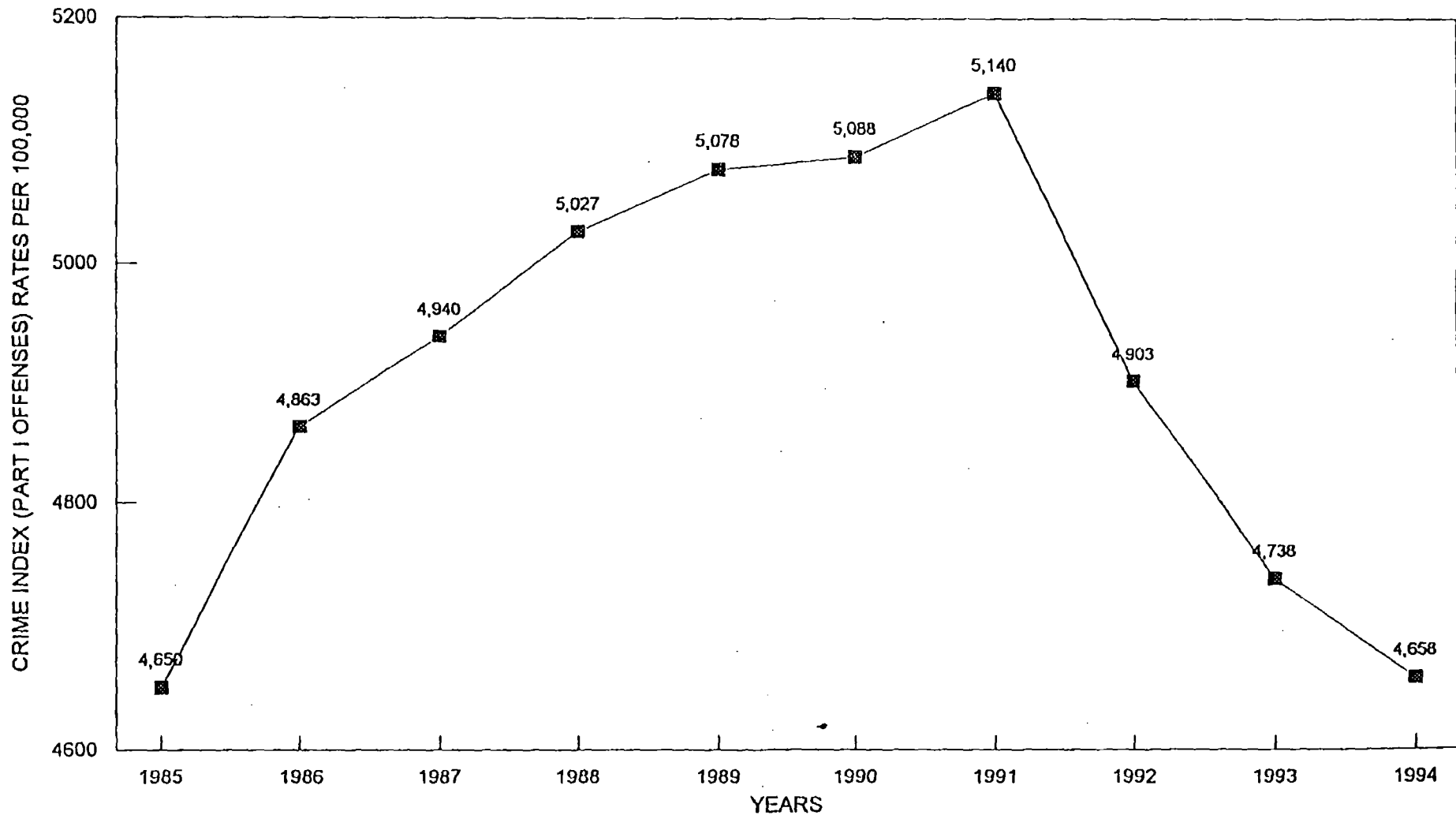
TRENDS IN UCR CRIME INDEX RATES PER 100,000 1985-1994



Notes: The cumulative population of U.S. [REDACTED] increased 9% from 238,740,000 in 1985 to 260,341,000 in 1994. The FBI's Crime Index Rate includes murder, rape, robbery, aggravated assault, burglary, larceny, and auto theft.

UNITED STATES TOTAL

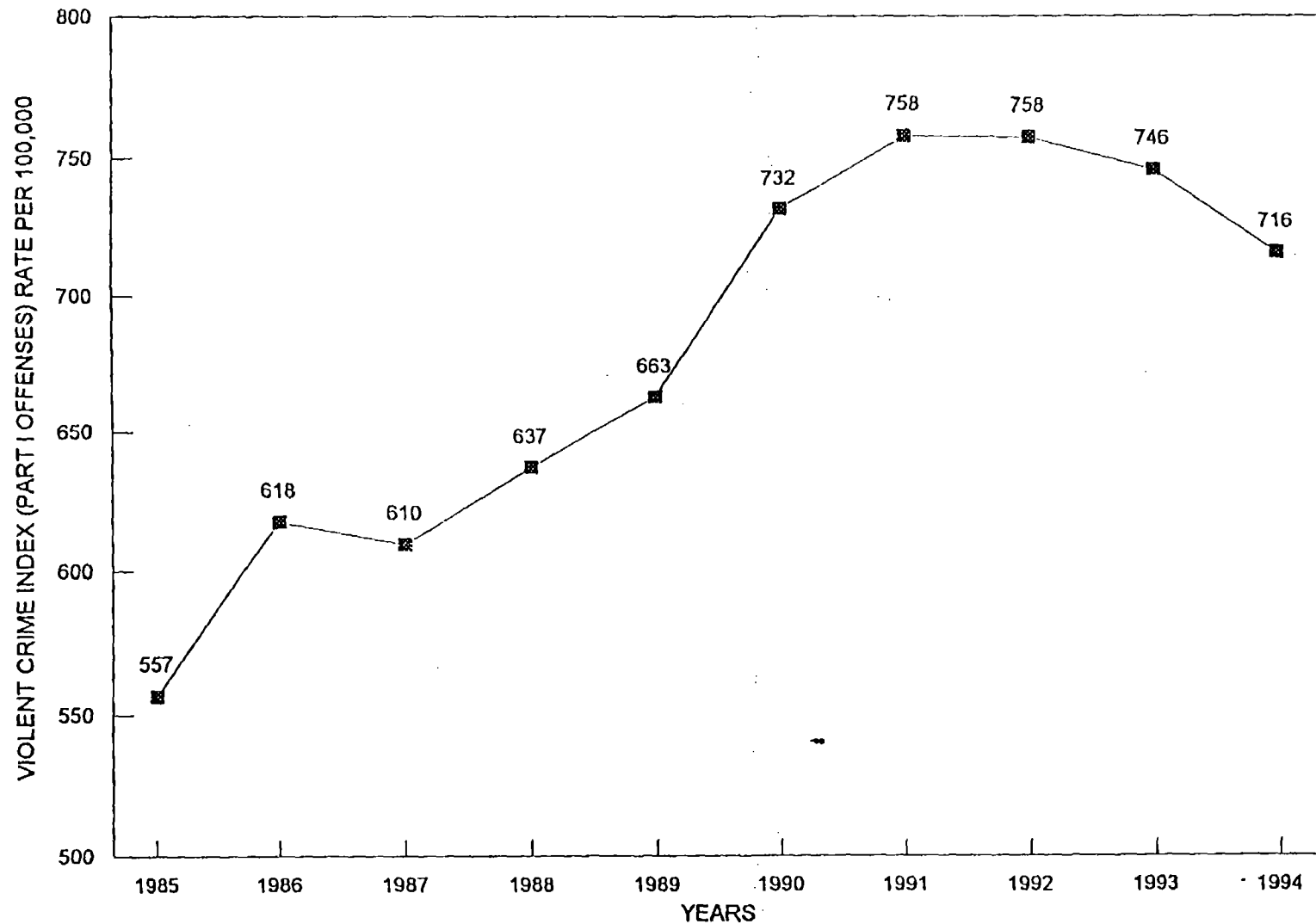
TRENDS IN UCR PROPERTY CRIME INDEX RATES PER 100,000 1985-1994



Notes: The cumulative population of U.S. [REDACTED] increased 9% from 238,740,000 in 1985 to 260,341,000 in 1994.
The FBI's Property Crime Index Rate includes burglary, larceny, and auto theft.

UNITED STATES TOTAL

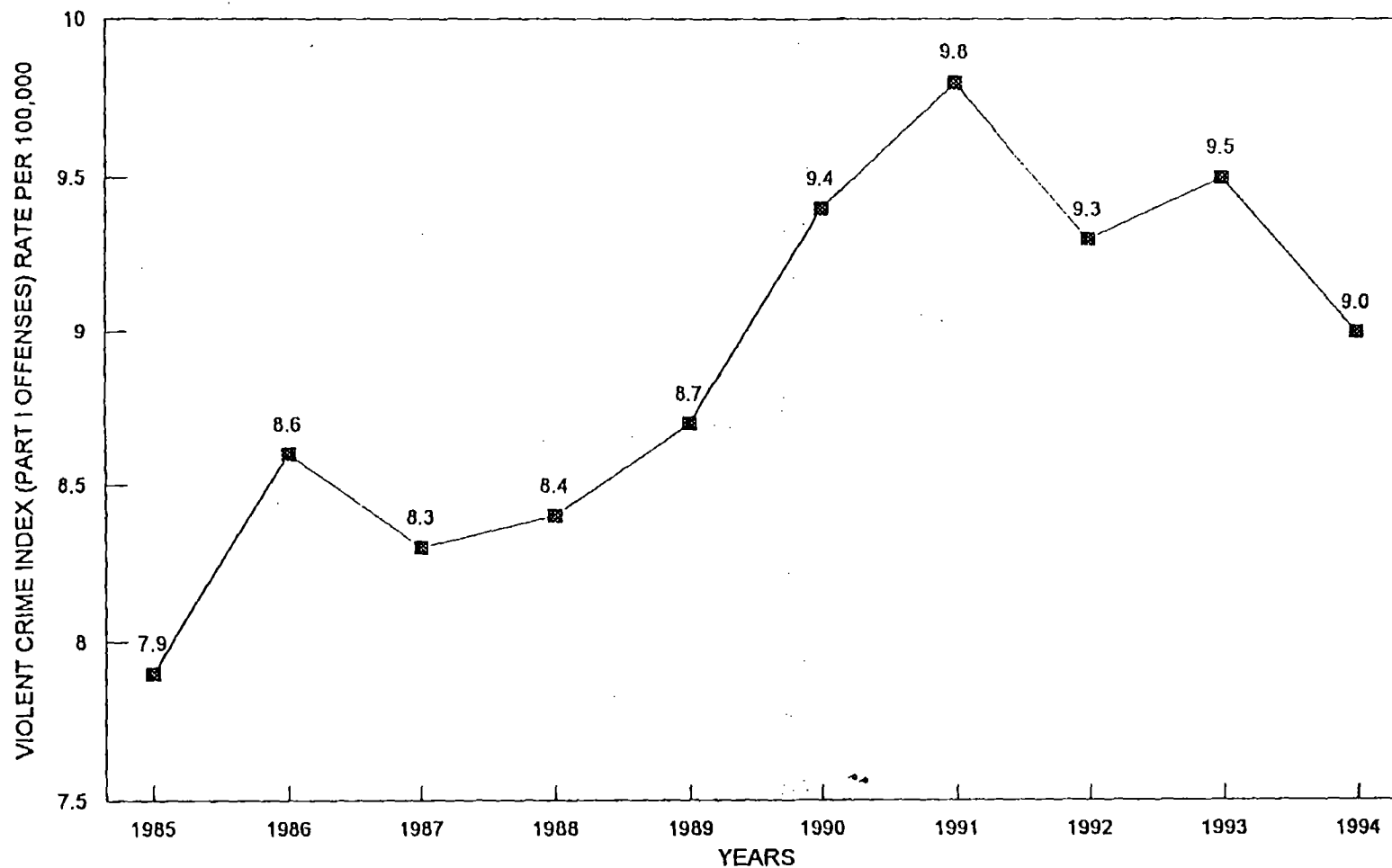
TRENDS IN UCR VIOLENT CRIME INDEX RATE PER 100,000 1985-1994



Notes: The cumulative population of U.S. [REDACTED] increased 9% from 238,740,000 in 1985 to 260,341,000 in 1994.
The FBI's Violent Crime Index Rate includes murder, rape, robbery, and aggravated assault. -

UNITED STATES TOTAL

TRENDS IN UCR MURDER INDEX RATE PER 100,000 1985-1994



Notes: The cumulative population of U.S. [REDACTED] increased 9% from 238,740,000 in 1985 to 260,341,000 in 1994.
The FBI's Murder Index Rate includes murder and non-negligent manslaughter.

**Firearms Enforcement Division
White Paper
January 19, 1996**

Purpose: To report successful applications of the Brady law.

In April 1995, ATF special agents were notified by the Blair County, Pennsylvania, Sheriff's Office that a Brady check had revealed that the subject purchaser was a convicted felon and wanted for arrest on two additional charges. A preliminary investigation by ATF determined that the subject had previous felony convictions for the distribution of heroin and for illegally carrying a firearm. The agents determined that he had successfully purchased no less than seven other firearms in the past five years prior to the enactment of the Brady law.

Several days after the initiation of the investigation, the subject entered the Federal Firearms Licensees premise and attempted to acquire the firearm. At this time, ATF special agents and local police officers arrested the subject and charged him with several violations of the Federal firearms laws. In an interview subsequent to his arrest, the subject admitted that he had been purchasing firearms for several years and traded them to support his crack cocaine addiction. The subject was subsequently convicted of the charges and sentenced to serve two years in Federal custody.

In August 1995, an individual twice attempted to purchase a handgun in Great Falls, Montana, using his Montana State Prison identification card. The sale of the handgun was denied in both instances due to the Brady check, which revealed that the subject was a five time convicted felon in California and Montana. ATF special agents were notified of the Chief Law Enforcement Officer's findings and the subject was arrested and has

since been charged with violations of the Federal firearms laws, including falsifying the Brady form.

In October 1995, as a result of a Brady check, the Dekalb County, Georgia, Police Department advised ATF special agents that a possible convicted felon was attempting to purchase a handgun. ATF special agents initiated an investigation of the subject and determined that he had previously been convicted of a capital murder and sentenced to death. The subject murdered a store owner during the commission of a robbery. His sentence was commuted by the U.S. Supreme Court when all death sentences for murder and rape were ruled unconstitutional in 1972.

Since the time of his parole in 1986, the subject had successfully purchased and possessed no less than 8 firearms prior to the Brady check alerting law enforcement authorities to this activity. As a result of the investigation, ATF special agents arrested the subject as he took possession of 3 handguns on October 6, 1995, from an ATF undercover special agent. As a result of this arrest, the subject was indicted and convicted of a violation of the Federal firearms laws. The subject, who is facing a possible ten years in custody, has not yet been sentenced.

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 6,121 persons were barred from obtaining handguns due to Federal disabilities. Of that number, 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. 10,473 persons were denied for other Federal disabilities.
- From January 1, 1995 to December 31, 1995, 17,718 felons were denied access to handguns by Brady. 6,988 persons were denied for other Federal disabilities.
- This is a total of 44,274 felons denied access to handguns by Brady checks since March 1, 1994. 17,461 persons were denied for other Federal disabilities.

-2-

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. North Carolina and Georgia became Brady-alternate states in December, 1995. (Information regarding firearms queries provided by FBI).

²The 2.5% rate was based on hits that ultimately resulted in Federal firearms disabilities. This figure is based on actual experience of states that had recently implemented firearms background screening programs. After those programs had been in place for a period of time, states experience a 1-2% denial rate.

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ADDENDUM

During the period 3/1/94 to 12/31/94, there were a total of 3,627,727 firearms transaction queries made of the 'III' Criminal Database. This includes ALL states - both Brady and non-Brady. Using the 2.5% rate of handgun purchasers who would ultimately be disqualified from receiving a firearm under Federal law (the percentage appropriate to that period of time), we can project:

- 90,963 persons would be denied access to a handgun as a result of the background checks during that period.
- 64,664 persons so denied are projected to be convicted felons (using percentage data from the One-Year Progress Report on the percentage of felons denied).

During the period 1/1/95 to 12/31/95, there were 4,040,867 queries made of the 'III' Criminal Database. This again included all states - both Brady and non-Brady. Using the 1-2% rate of handgun purchasers who would ultimately be disqualified from receiving a firearm under Federal law (the percentage most accurate after firearms purchaser background screening programs have been operating for a length of time), we can project:

- 60,613 persons would be denied access to a handgun as a result of the background checks during that period.
- 43,217 persons so denied are projected to be convicted felons (using percentage data from the One-Year Progress Report on the percentage of felons denied).

During the period of March 1, 1994 through December 31, 1995, a projected total of 107,881 felons were denied access to handguns as a result of criminal background checks conducted by ALL states on potential handgun purchasers.



U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20410-0001

M E M O R A N D U M

TO: Bruce Reed
Paul Weinstein

FROM: Bruce Katz

DATE: January 16, 1996

SUBJ: State of the Union Address -- Additional Language on
Crime in Public Housing

I am assuming that an opening to a public housing crime paragraph would go as follows:

I am challenging HUD, local governments and public housing residents to link arms in ousting drug dealers and violent crime from public housing. From now on, "one strike and you're out" will be the operative rule in public housing projects. Just because people are poor doesn't mean they should be forced to live in a state of siege.

Given that type of opening, I would add the following sentences:

To the drug gangs, I would say "watch out": Federal and local law enforcement officials are joining forces in an effort called Operation Safe Home and are targeting your members and operations. In city after city, they have already arrested thousands of gang members and drug dealers -- and confiscated their guns and assault weapons.

To law abiding residents, I would say "help us": join resident councils, form citizen patrols, report crimes, if need be, enter into witness relocation programs -- but get and stay involved.

To public housing agencies, I would say "enforce the law": be tough on who you let live in public housing, evict those who do drugs or commit crimes, work with police, be aggressive. Treat public housing residents as if they were your neighbors, not your tenants.

We can take back our streets and our neighborhoods if we care and work together.



U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20410-0001

M E M O R A N D U M

TO: Bruce Reed
Paul Weinstein
Dennis Burke

FROM: Bruce Katz *Bruce Katz*

DATE: January 16, 1996

SUBJ: State of the Union Address -- Language on Crime in
Public Housing

The Secretary and I have drafted the following language on our crime efforts in public housing for inclusion in the State of the Union Address:

" We are 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. For the first time, federal and local law enforcement officials have joined forces in an effort called Operation Safe Home to arrest thousands of gang members and drug dealers -- and confiscate their guns and assault weapons.

Boys and girls in America should have more choices than simply which gang they will join. It is wrong when our children have no choice because their environment is so far out of control that not to join means certain harassment, beatings, even death.

But we are not stopping there to get at the roots of the problem in public housing. In city after city, the operative word for abusive residents involved in drugs or crime is "one strike and you're out". Just because people are poor doesn't mean they should be forced to live in a state of siege."

Please call if you need any additional supportive materials.

ATF - Gang Enforcement

RE: Domestic Policy Council request

Over the past decade or so, street gangs have become the major force in the distribution of narcotics and the commission of armed violent crimes across the United States. Recently, these gangs have become increasingly involved in the proliferation of firearms throughout the United States. Gang involvement in the theft of firearms from Federal Firearms Licensees and the illegal trafficking of firearms is soaring.

Currently, ATF staffs twenty "Achilles" task force offices across the U.S. and participates in numerous other task forces specifically designed to combat the unique problems that these gangs pose. From 1993 to 1995, ATF arrested over 4,000 gang members in the U.S. and recovered over 6,900 firearms from these gangs. In addition, ATF sponsors and presents two nationally recognized Gang intelligence seminars, the Mid Atlantic-Great Lakes Organized Crime Law Enforcement Network (MAGLOCLN) seminar and the 1995 California Gang Investigators Seminar.

Over the past several years, ATF has used it's congressional mandate to investigate hundreds of different gangs across the United States. The following are two examples of cases ATF is involved in.

- In November 1993, the ATF Colorado Springs, Colorado, Field Office initiated an investigation of a group of street gang members, including members of the Carver Park Crips, a Los Angeles street gang, who had traveled to Colorado to traffic in firearms and narcotics. By using false identifications, this gang and its associates conspired to purchase and traffic firearms from Colorado into California. During the course of the investigation, special agents seized firearms and crack cocaine. On February 1, 1994, an ATF special agent, acting in an undercover capacity, attempted to purchase three firearms from an individual who had previously sold crack cocaine to the undercover special agent. During the transaction, one of the suspects produced an Intertec, TEC-9 semiautomatic assault pistol and shot the special agent. In the ensuing gun battle, the suspect was also wounded. Subsequently, ATF special agents arrested eight defendants, including three in California, for violations of Federal law. The defendants were prosecuted in federal court and received sentences ranging from 3.8 to 71.75 years of imprisonment.
- Currently, in Albuquerque, New Mexico ATF and FBI agents are investigating the Sureno 13 gang, one of the most violent street gangs in Albuquerque history. This gang is heavily involved in the distribution of narcotics and the use of firearms to commit violent crimes. To date, 25 members of this gang have been indicted by a Federal grand jury in Albuquerque, New Mexico, of which 23 are in Federal custody. These members have been charged with numerous Federal

violations including violations of the Federal Racketeering Influenced Corrupt Organizations (RICO) statutes, Federal murder statutes, drug trafficking and Federal firearms statutes. In addition to the indictments and arrests special agents have seized large quantities of currency and drugs along with approximately 75 firearms from the gang.

ATF will continue to build upon the successes of our programs like "Achilles" to pursue these violent street gangs. Recently, ATF has developed Project LEAD. Project LEAD is state-of-the-art computer software that utilizes available firearms trace data maintained at ATF National Tracing Center (NTC). Project LEAD organizes the data and enables law enforcement to focus resources and initiate criminal investigations against illegal firearms traffickers and their source of supply. In addition, ATF's CEASEFIRE Program utilizes computer software and systems technology to compare both firearm projectiles and casings found at crime scenes. CEASEFIRE is currently operating in several cities and is being installed into additional cities throughout the United States. Once installed the cities will be networked with each other and NTC. This allows law enforcement officers to link shooting incidents that would not otherwise be connected through traditional investigative techniques and to match projectiles and casings to firearms recovered in an unrelated occurrence. This program should be especially helpful in the investigation and prosecution of gang related shootings that often go unsolved.