

U.S. Department of Justice

Anti-Violent Crime Initiative

The Attorney General's Report to the President



Year One
March 1994 - February 1995

Anti-Violent Crime Initiative

The Attorney General's Report to the President

- - The First Year

"I want to form a true partnership between federal, state and local law enforcement agencies throughout this nation to ensure that career criminals, dangerous offenders and drug traffickers get strict and certain sentences that put them away and keep them away. "

***Janet Reno
Attorney General***

I am pleased to address today the results achieved during the first year of the Administration's Anti-Violent Crime Initiative. A year ago, the Vice President and I announced this important initiative and called upon the 93 U.S. Attorneys throughout the country to work with their local communities and with federal, state and local law enforcement officials to develop coordinated strategies to address the most serious violent crime problems within their jurisdictions. I am able to report today that coordinated strategies have been developed in each jurisdiction throughout the country. Additionally, the work required to implement these strategies is well underway. Our successes over the past year have resulted from all working together through the new partnerships that were forged to address the formidable acts of violence that threaten the lives and safety of millions of Americans.

Overview

As announced a year ago, the overriding objective of the Anti-Violent Crime Initiative is not to federalize all violent crimes but, instead, for federal prosecutors to work in tandem with members of their local communities and with federal, state and local law enforcement officials to:

- o identify the most serious violent crime problems within their jurisdictions and focus on creative solutions for those problems;
- o involve the community with federal, state and local officials to address violence and restore quality of life to our neighborhoods;
- o redirect task force efforts where feasible to maximize the use of federal, state and local law enforcement resources;
- o forge partnerships with state and local prosecutors to facilitate the exercise of coordinated, sound prosecutive judgement; and
- o work to address all issues that may impact on the effective prosecution of violent crime including the coordination of charging decisions among federal, state and local authorities, taking into account the availability of state laws to address violent crime.

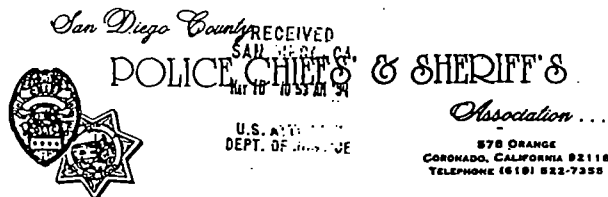
The overriding objective, then, of the Anti-Violent Crime Initiative is to do what is best for each violent crime case and, at the same time, to do what is best for each community. This represents the strategic planning and approach that has been taken over the past year. Many U.S. Attorneys report an unprecedented

cooperation among federal, state and local officials in addressing violent crime. Also, communities have experienced a decrease in violent crime following the successful conclusion of multi-agency investigations and prosecutions.

Between March 1 and December 31, 1994, the U.S. Attorneys filed a total of 5,270 criminal cases against 7,109 violent and repeat offenders. These cases represent only those filed by federal prosecutors in United States District Court, and do not speak to the prosecutorial work that has also been undertaken by state and local prosecutors throughout the country during the past year.

Federal, State and Local Law Enforcement and Community Coordination

"... We recognize that no one agency; local, state or federal, has the abilities to independently suppress the ever increasing wave of violence and the pervasive resulting fear such violence brings. . ."



May 6, 1994

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Honorable Alan D. Bersin
United States Attorney
Southern District of California
United States Courthouse
940 Front Street, Room 5152
San Diego, California 92101-8800

Dear Mr. Bersin:

On behalf of the members of the San Diego County Police Chiefs' and Sheriff's Association, I am pleased to extend the Association's unanimous support and endorsement of your Operation Plan for the National Anti-Violent Crime Initiative.

The proposed Task Force strategy, combining state, local and federal law enforcement resources with both state and federal prosecutorial support, allows for a coordinated and cooperative initiative to removing violent offenders from the streets of San Diego and Imperial Counties. The concentration of Task Force resources on the three identified core perpetrators of violence; gangs, fugitives and major offenders, will allow Task Force operations to focus on those persons who trade daily in violence and fear within our local communities.

As you know, San Diego County law enforcement agencies of all levels enjoy an unprecedented reputation for interagency cooperation in pursuit of effective regional law enforcement. Local agencies have joyfully participated in successful task force operations on a continuous basis for more than thirty years. I know of no other region of the Country wherein local, state and federal agencies so quickly and enthusiastically embrace the concept of shared resources, teamwork and a singular focus of effort. The ground work for the success of the Attorney General's Anti-Violent Crime Initiative, and the implementation strategy you have selected, is well founded in this County.

As the Initiative progresses, I am certain all local law enforcement agencies will be eager to participate within their capabilities. The police chiefs of San Diego County recognize that our county's geographic location and proximity to the Mexican border produce unique criminal problems not easily addressed by conventional means. We further recognize that no one agency; local, state or federal, has the abilities to independently suppress the ever increasing wave of violence and the pervasive resulting fear such violence brings.

Please assure Attorney General Reno of our sincere support for both the Anti-Violent Crime Initiative and your strategies for implementation. We very strongly encourage her full support of your submitted Operational Plan.

I look forward to working with you in our mutual effort to enhance the quality of life within our region.

Sincerely,

J. M. Drown
Jack Drown

The coordination of federal, state and local law enforcement efforts has been critical to the success of the Anti-Violent Crime Initiative. Effective communication and appropriate use of available resources is paramount, whether attained through specially-established violent crime task forces, enhancement of existing task forces, or informal means. A variety of methods have been employed over the past year to ensure that the highest level of communication and the best use of resources are achieved. In cities such as New Orleans and Detroit, for example, federal and local law enforcement agents now share working space inside police headquarters.

In other communities, such as Sacramento, a federal, state and local Anti-Violent Crime Strike Team was created, with a focus on armed repeat offenders, criminal aliens, and gangs. The Team's first phase, conducted in Sacramento County, led to the arrest of 64 targets, including two murder suspects and one defendant who had 19 prior convictions. Pleased with the good results, the Sacramento Police Department spearheaded an effort to create a permanent multi-agency unit, the Sacramento Career Criminal Apprehension Program Task Force. A similar task force approach in San Diego has resulted in the arrest of more than 1,250 felony fugitives since April 1994. Under the San Diego Gang Group more than 170 gang-related prosecutions have been initiated in state court, and about 150 defendants charged in federal court since August 1994.

In yet other communities, efforts under the Anti-Violent Crime Initiative have responded to particular law enforcement needs. In Atlanta a Mobile Crime Scene Unit, staffed by agents of the FBI and Georgia Bureau of Investigation (GBI), was created to respond promptly to the scene of violent crimes. The Director of GBI noted the overwhelming number of Crime Scene Unit requests received from local law enforcement agencies and his belief that the Unit is clearly serving law enforcement and resulting in an efficient and effective resolution of violent crime cases.

Equally important, many U.S. Attorneys have engaged in community outreach efforts to expand coordination of the fight against violent crime to citizens and groups within their jurisdictions. In Pittsburgh, at the behest of the U.S. Attorney and other community leaders, all eight television stations will simultaneously air a jointly produced program to kick off a month-long campaign to bring peace to Pittsburgh's streets. The campaign involves dozens of area businesses, community groups, and individuals in an effort to reverse the cycle of violence that has made homicide the number one cause of death of teenagers in the area.

Targeting Violent Individuals

"This has great potential to rid the streets of repeat offenders. That should be our No. 1 priority. These are the most violent of the violent."

*—Sylvester Daughtry
Police Chief
Greensboro, North Carolina*

A strategy over the past year in many jurisdictions has been to focus on the most violent offenders in the community and use legitimate law enforcement measures to take these offenders off the streets. Such measures might include surveillance, reinvestigating unsolved cases in which the targeted offender is a suspect, and developing cases against associates of a targeted offender in an effort to obtain cooperation. In the District of Columbia, a Major Violators Project (MVP) was initiated in which agents compile a list of persons known by law enforcement to have been involved in a disproportionate amount of serious violent crimes in the area. The U.S. Attorney assigns MVP attorneys to coordinate cases with the agents. As a result of the project, investigations are better coordinated by law enforcement agencies. Since the MVP's inception, 35 persons have been removed from the list, primarily because of convictions resulting in a substantial sentence.

Other jurisdictions have developed similar approaches. In the Middle District of North Carolina, a federal state and local violent crime task force has targeted the 500 most violent criminals in Guilford County.

Yet other jurisdictions have focused on major offenders who are committing particular types of violent crime, such as in the Eastern District of Tennessee which has a significant carjacking problem. A carjacking defendant was sentenced in September 1994 to life in prison plus 300 months and, since then, the district has not experienced a single carjacking crime. Over the past year, numerous other districts have targeted and aggressively pursued violent individuals, filing cases against them in United States District Court where appropriate.

Efforts in Specific Violent Crime Areas

Violent crime has no boundaries either in type or effect, and cuts across all sectors of society. It includes the acts of gang members who terrorize America's neighborhoods and inflict fear and bodily harm on others through the commission of crime. It includes the acts of those with long criminal histories or excessively violent criminal behavior who possess or use firearms to commit bank robberies, carjackings, and kidnappings, as well as those who traffick in firearms illegally. It includes children who commit violent crimes and children who suffer the consequences of violent crime. It affects all communities--urban and rural, citizens of all ages, people of all walks of life.

"... without the ability to coordinate efforts across jurisdictional and agency lines we will continue to operate at a disadvantage to criminals who respect no boundaries."

*—Donald L. Carter
Chief of Police
Champaign, Illinois*

Gun Violence

Under the Anti-Violent Crime Initiative, federal firearms prosecutions have focused on individuals with long criminal histories or excessively violent criminal behavior, and those who sell firearms as gun runners. Between March 1 and October 31, 1994, the U.S. Attorneys charged 3,255 defendants with federal firearms violations. During the same period of time, 1,114 defendants were convicted, which represents an 86 percent conviction rate. Ninety-four (94) percent of those sentenced during this time were sent to prison. The average sentence of incarceration was 92 months, with 90 defendants sentenced to life or more than 15 years. The U.S. Attorneys rely on the joint efforts of federal, state and local law enforcement and stiff federal penalties to prosecute firearms offenders successfully.

Many jurisdictions have also focused investigative resources on tracking firearms in an effort to identify suppliers of illegal firearms, particularly those who supply firearms to juveniles. In February 1995, the U.S. Attorney in New Jersey, along with the New Jersey Attorney General, the state's 21 county prosecutors, the federal Bureau of Alcohol, Tobacco and Firearms (ATF), and the

heads of law enforcement agencies signed a Memorandum of Understanding requiring universal firearms tracing in the state. In Kentucky, the ATF and Louisville Police have formed a task force to focus on firearms trafficking schemes. The emphasis is on guns purchased in Louisville and trafficked to such cities as Chicago, Detroit, Los Angeles, and Washington, D.C. In Atlanta, too, the focus is on firearms trafficking and on persons making multiple firearms purchases.

In the District of Columbia, an intensive multi-agency gun initiative is being planned to address the city's high level of gun violence. An objective is to reduce the city's violent crime rate by 40 percent to the level that existed prior to 1986 when the crack cocaine epidemic fueled gun violence in the area. The initiative will involve seizing and tracing illegal weapons, increasing the certainty of punishment for firearms offenses, and educating the city's youth about the destructive potential of gun possession.

Gang Violence

"... Numerous violent drug gangs operating in our neighborhoods have been prosecuted and removed from our community as a direct result of this successful effort..."

February 13, 1995



Mr. Mark T. Calloway
United States Attorney
Western District
State Of North Carolina
227 W. Trade Street
Charlotte, North Carolina 28202

Dear Mr. Calloway,

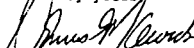
The Charlotte-Mecklenburg Police Department has been involved with the United States Attorney's Office for a number of years in combating crime in the Charlotte area. During this period of time numerous drug and criminal organizations have been prosecuted and dismantled as the result of prosecutions in federal court. The working relationship our Department has enjoyed with the United States Attorney's Office has proved to be very successful.

In September, 1992 a structured violent crimes task force was established in Charlotte. The Bureau Of Alcohol, Tobacco, And Firearms and the Charlotte-Mecklenburg Police Department are the lead agencies in this effort. The North Carolina State Bureau Of Investigation, the United States Secret Service, and the Federal Bureau Of Investigation also participate in this task force. During this time period your office has coordinated the work of this task force in a very effective and efficient manner. Your leadership has contributed greatly to this becoming what we feel is one of the best partnerships in the country between local, state, and federal agencies in combating violent crime. Numerous violent drug gangs operating in our neighborhoods have been prosecuted and removed from our community as a direct result of this successful effort. Violent crime was down 10% in Charlotte-Mecklenburg during 1994 which included a 31% decrease in murders, a 17% decrease in robberies and a 6% decrease in aggravated assaults.

We are in the process of implementing community-problem oriented policing in the entire county. Preventing the next crime is our new mission statement and problem solving is our basic unit of work. The investigative work being done by the Violent Crimes Task Force and successful prosecution by your assistants of these violent drug gangs who operate in our neighborhoods is helping us prevent future crimes and contributes greatly to problem solving in our neighborhoods and the community.

I would like to take this opportunity to express my sincere appreciation for your leadership in the effort to combat violent crime in Charlotte-Mecklenburg. This appreciation extends to all of your assistants and the other persons in your office involved in this cooperative effort.

Sincerely yours


DENNIS E. NOWICKI
Chief Of Police

Violent gang members threaten the safety and stability of our neighborhoods and inflict fear and bodily harm on others through the commission of crime. In communities across the country, gang-related violence has robbed residents of the ability to enjoy their streets and homes. Over the past year, many jurisdictions have focused their efforts on dismantling violent criminal gangs, using federal racketeering statutes. Additional strategies include use of other laws, including federal and state narcotics statutes, as well as outstanding warrants, to take violent gang members off the streets.

The Saginaw, Michigan Gang Crime Task Force, created to target gangs committing murders, drive-by shootings and drug distribution, has apprehended over 100 violent criminals.

In Shreveport, Louisiana, 45 federal and local warrants were issued against the "Bottoms Boys," a violent drug gang in the Ledbetter Heights neighborhood. A federal racketeering indictment charged 13 defendants with operating a continuing criminal enterprise and committing offenses involving murder and drug distribution. Twelve leaders and organizers of the gang face life in prison, if convicted. According to Shreveport police, a comparison of crime data for the five months preceding and following the arrests reflects a 34 percent decline in violent crime in the neighborhood that had been controlled by the Bottoms Boys.

In Youngstown, Ohio, four members of the "Ready Rock Boys" were convicted and eight others pled guilty to federal narcotics and weapons charges related to crack cocaine distribution. The group's activities included numerous drive-by shootings, one in which an innocent bystander was killed. Three of the defendants face life in prison without parole. Youngstown police report a dramatic decline in violent crime since the Ready Rock Boys were indicted and detained.

An investigation, known as Operation Tiger's Eye, resulted in the arrests of 43 members of a violent drug trafficking gang operating in Ft. Dodge, Iowa, a community of 29,000 residents. So far, 38 of those defendants have been convicted of narcotics and weapons charges. Following the arrests, 1994 became the first year in several years when no murders were reported in Ft. Dodge and aggravated assaults declined by 33 percent.

These efforts, just a few of the many undertaken, serve to demonstrate the universal reach of gang violence and that significant prosecutions can improve the quality of life in those communities where gangs operate.

Homicide

Multi-agency investigations in some jurisdictions have had a marked effect on the rate of homicide. Over the past year, the Southern District of New York has made significant strides in forging relationships with local police and district attorneys, overcoming old rivalries that impeded a coordinated effort against violent crime in the past. As a result of cooperative efforts, the district has closed dozens of murders in the course of conducting racketeering investigations of violent street gangs.

Notably, in New York City, federal and local law enforcement officials took one violent gang off the street and, two months later, took down members of the gang that tried to replace it. In May 1994, 17 alleged members of a violent Bronx-based organization called "C & C" were charged in a 73-count racketeering indictment that included murder, kidnapping, assault, narcotics trafficking, and firearms offenses. According to the indictment, members of the gang extorted money from drug dealers and enforced its control over the dealers through violence, including murder.

As "C & C" was effectively being dismantled by the joint federal/state/local investigation, another gang took over its violent extortionate activities. In July 1994, 15 alleged members of that gang, the "Willis Avenue Lynch Mob," were charged in a 49-count racketeering indictment that included two murders, one attempted murder, armed robbery, carjackings, firearms offenses, and extortion.

Since March 1994, the district has obtained the indictments of 11 violent groups and numerous individuals. The cases have solved over 75 murders and charged over 160 defendants. Of 92 convictions obtained in the past year, 48 defendants were sentenced to life. The cases are particularly significant because the murders would never have been solved except for federal intervention. The proof of the murders depended for the most part on accomplice testimony, evidence that is disfavored in New York state courts. For that reason, none of the murder predicates in the indictments had been prosecuted by the state, and most could not have been.

Additionally, the indictments have had a significant impact on the community, causing a precipitous drop in the murder rate in two precincts. In the Bronx, following the arrests of alleged members of the "C & C" gang and the subsequent arrests of gang members seeking to take over from "C & C," the murder rate dropped in half, where it has remained since the arrests. In Manhattan's 32nd precinct, which ranks among the city's top five precincts in murders, narcotics-related murders dropped to one since the arrests last August of members of a murderous narcotics organization.

Similar results were noted in San Antonio, following the successful prosecution of more than 40 upper echelon leaders of the notoriously violent Texas Mexican Mafia. In 1994, there was a decline in most categories of violent street crime in San Antonio.

In the District of Columbia in 1994, there was a 12 percent reduction in the number of homicides from the previous year, resulting in the lowest homicide rate since 1988. Law enforcement officials attribute this decline, and much of the district's success in combatting violent crime in the city, to innovative strategies implemented pursuant to the Anti-Violent Crime Initiative.

In 1994, the city of Charlotte experienced a 30 percent reduction in the homicide rate. Charlotte-Mecklenburg Police attribute this to the work of the Charlotte Violent Crime Task Force, the cornerstone of the Anti-Violent Crime Initiative in the Western District of North Carolina. The multi-agency task force, which focuses on the prosecution of entire criminal organizations, has a 95 percent conviction rate.

Although in less populous districts the homicide rate is far lower than in cities like New York or Washington, the impact of homicide on the community is no less severe, and the results of intensive investigation no less appreciated.

First Baptist Church

1135 Watson Boulevard • Warner Robins, GA 31093
(912) 922-8152 • 922-3622

July 20, 1994

*"... you proved
that criminals do not
always walk away. . . .
and for that we are
grateful. . ."*

*Middle District
of Alabama*

The Violent Crime Task Force
% Chief Danny Pollard
Millbrook City Police Department
P.O.B. C
Millbrook, AL 36054

Dear Sirs:

The family of Mrs. Hazel Liveoak would like to thank you, the Violent Crime Task Force, for your assistance in the capture of people responsible for her death. Your quick work made the anguish of this experience easier for us all to handle.

When the word first came that her body was found we thought that it would be just about impossible to find the people responsible. But you did your job in a very professional way which proved that criminals do not always walk away from the crimes which they have committed. You all did an outstanding job and for that we are very grateful.

With grateful hearts to you and our Lord,

Janice L. Wester, Anita L. Blanton, and Larry E. Liveoak

In Nebraska, Weed and Seed funds were used in 1994 to pay overtime to a team of uniformed officers engaged in proactive interdiction and violent crime enforcement. In 1993, in the heart of the Weed and Seed target site, there were three homicides and numerous felony assaults, many of them gang related. As a result of the intensive investigative efforts in 1994, there were no homicides or felony assaults in the targeted area.

Bank Robbery

Because of the significant level of bank robbery in some jurisdictions, a number of task force efforts have been directed to this problem. There were 222 bank robberies in the state of Oregon during 1994. As a result, virtually every bank robbery in the district is prosecuted in federal court. Since the Anti-Violent Crime Initiative was announced, the U.S. Attorney has obtained 55 indictments against 59 defendants for bank robbery. While it is too early to predict a trend, bank robberies in Oregon declined by ten percent during the first year of the Anti-Violent Crime Initiative.

Bank robbery is the major violent crime problem in the Middle District of Tennessee. The District Attorneys General recently requested that the federal government continue to prosecute bank robberies because of the availability of higher federal penalties. Since March 1994, charges have been brought against 11 bank robbers in the district.

A successful prosecution in the Northern District of Illinois resulted in the convictions of a father-son duo who engaged in a violent bank robbery spree in Illinois, Wisconsin, and Indiana. The father was convicted in state court in Indiana of attempted murder for shooting at a police officer during a getaway attempt. With the cooperation of federal, state, and local agencies in the three states, the father and son were indicted in Chicago on federal charges in connection with the commission of 19 bank robberies. Convicted in January 1995, the father and son will spend the rest of their lives in prison.

Juvenile Violence

Juvenile violence is increasingly the most serious violent crime problem in many jurisdictions. Federal prosecutors are pursuing more aggressively the prosecution of violent, armed juveniles, or working more closely with state and local prosecutors to ensure prolonged incarceration of violent juvenile offenders.

Many federal prosecutors are also involved in community efforts designed to stem the rise in juvenile violence. The U.S. Attorney in Pittsburgh has formed the Youth Crime Prevention Council of Allegheny County, and is coordinating community efforts to reduce youth violence by providing meaningful alternatives to criminal activity. Since August 1994, the U.S. Attorney's office in the Middle District of Pennsylvania has conducted a series of educational programs in local schools. In these programs, prosecutors, police, victims of violent crime, and juveniles caught up in the juvenile justice system warn young people about the dangers of juvenile violence.

The following cases illustrate the wanton violent crime that is being committed by an increasing number of juvenile offenders and some of the law enforcement efforts that have been made under the Anti-Violent Crime Initiative.

In the Eastern District of Texas, a juvenile is believed responsible for the carjacking-murder on April 19, 1994, of 63-year-old John Luttig in Tyler, Texas. Luttig was the father of Fourth Circuit Judge Michael Luttig, a former Justice Department attorney. An intensive multi-agency investigation led to the arrest of brothers Cedrick and Donald Coleman and a juvenile. The juvenile allegedly fired the fatal shots with a .45 automatic. The Colemans were convicted federally of offenses related to the carjacking and sentenced to terms in excess of 40 years each. The juvenile faces a capital murder charge in state court.

A juvenile was identified as a shooter in an execution-style double homicide that was committed in Huntington, West Virginia, in October 1994. An intense, coordinated federal-local investigation disclosed that the shootings were drug related. The juvenile is charged in state court with first degree murder. His three accomplices, all older teenagers, were indicted federally on narcotics and weapons charges.

In the Western District of Texas, a juvenile and an adult stabbed a victim 27 times when the victim resisted a robbery. The defendants returned to the scene twice to wipe away fingerprints and remove evidence of the crime. Each time they returned, the victim was still alive. The victim died before help arrived. Both defendants pled guilty, the juvenile having agreed to be certified as an adult.

Violent crime also includes violence directed at children. As part of the FBI Violent Crimes Task Force in Los Angeles, a multi-agency Violent Crimes Against Children initiative is being developed. The initiative will emphasize the increasing use of computer technology to commit crimes against children. The task force will work with a new Child Abductions Task Force operation now being established by the FBI in Los Angeles, which is working with local law enforcement officials on unsolved cases.

Violence in Public Housing

*Prosecutions appear to have pushed
a thriving drug trade underground, and tenants say that
the almost-nightly gunfire has subsided*

Federal officials work to clean up Salem Gardens

By Ian Hoffman
JOURNAL REPORTER

The one long street into Salem Gardens curls back on itself at "the Circle," the heart of the apartment complex and home to its nighttime market in crack cocaine.

The layout is a drug dealer's dream. Lookouts can see police nearly a minute before they arrive.

So drive-thru crack sales at Salem Gardens have flourished for years, fed by lines of outside traffic. "Bump runners" took orders at curbside and openly swapped crack for cash. The dealers lounged in apartments or shadowed breezeways. They settled disputes with shotguns, assault rifles and 9-mm pistols. The gunfights often drove tenants and their children

to sleep on the floor. Some blocked their windows with bookcases to stop stray bullets.

This summer has been different.

Three of Salem Gardens' crack dealers, including two suspects in shootouts at the complex, pleaded guilty recently to federal drug-trafficking and weapons charges.

For now, the prosecutions — coupled with the fatal shootings of some dealers — appear to have driven the crack trade indoors, and tenants say that the almost-nightly gunfire has subsided.

Federal prosecutors aren't walking away just yet. U.S. Attorney Walter C. Holton Jr. has more in mind for Salem Gardens.

Federal attorneys under Holton are working with the

U.S. Department of Housing and Urban Development to pressure the apartments' owners into making the complex a better, safer place to live.

Holton plans on forging similar partnerships to attack and prevent violent crime in other neighborhoods throughout the 24 counties in his district. Law-enforcement agencies alone are unable to deal with poverty, unemployment or broken families — factors that Holton sees as the roots of violent crime.

"We want to develop a sense that our criminal prosecutions, particularly in the area of violent crime, are part of a larger picture. We want to ensure that we are not operating in a vacuum," he said.

See SALEM GARDENS, Page 18

SALEM GARDENS

Continued From Page E1

HUD, which subsidizes rent at Salem Gardens, has rated housing conditions there "below average" or "unsatisfactory" for more than a year. Yet the agency had little success in forcing the owners to do more.

The owners, Salem Properties Ltd. of Atlanta, were more than \$400,000 behind on repairs last spring, Holton said.

Tenants complain about leaking roofs, backed-up toilets, worn carpet and appliances, broken windows and holes in the walls.

Holton said he also wants some improvement in security at the complex: better outdoor lighting, fences to keep nontenants out and perhaps private security guards.

Tenants have a legal right to peaceful enjoyment of their homes, he said, and the complex owners have a duty to provide it.

"There's an obligation to provide basic security," he said.

With encouragement from Holton's office, HUD has barred Salem Properties from similar Section 8

housing programs and required that its management company withhold part of rent collections for repairs.

So far, the management company has responded with some repairs and proposals for more than it has promised before.

"It appears to me at this point that we have at the very least gotten their attention," Holton said last week. "We're still in the early stage of this process, but we intend to follow it through."

If the repair backlog persists at Salem Gardens, HUD and Holton's office will consider other tactics: collecting the rent directly to make the repairs or suing the management and owners to force compliance with HUD housing standards.

Cooperation between a U.S. attorney and HUD on such a project is new to North Carolina. It grew out of the drug investigation by the city police and agents with the federal Bureau of Alcohol, Tobacco and Firearms and the State Bureau of Investigation.

Agents told Holton that tenants described an atmosphere of fear at the apartments. The complex manager later made a tearful plea to a federal prosecutor for his help in cleaning up the neighborhood.

Now, after the arrests, said Detective Kent C. Sherrill: "It's gone from where people were afraid to go out at night to where people do go out. The kids play and feel safer in the community."

As part of the Anti-Violent Crime Initiative, the U.S. Attorneys experiencing a high degree of violence in public and assisted housing were asked to address that violence as part of their strategies. The U.S. Attorneys responded. As illustrated above, the U.S. Attorney for the Middle District of North Carolina implemented crime prevention strategies in a Winston-Salem apartment complex following the convictions of four defendants on narcotics charges. In Puerto Rico, a Violent Neighborhood Initiative is aimed at violent gangs that operate in neighborhoods and housing projects. And, in Los Angeles, task force agents focus on the P.J. Crips, one of the city's most notorious and violent street gangs, that at the height of power exerted almost total control over criminal activities in a large public housing project and its environs.

Many significant prosecutions of defendants who commit crimes in and around public housing have been undertaken. A number of these cases have produced demonstrable results. For example, the U.S. Attorney's office for the Southern District of Illinois has handled a large number of crack cocaine cases which, prior to the Anti-Violent Crime Initiative, were handled by the state and resulted in probation. Now, as a direct result of this task force effort, open, notorious, drug dealing which was commonplace in East St. Louis and Cairo has almost been eliminated. Over 69 federal and 38 state prosecutions resulted from law enforcement efforts in a federal housing project in Cairo which served as the distribution center for crack cocaine in a three-state area. The project is now a peaceful residential complex.

The Tacoma, Washington, Violent Crime Task Force stepped up its focus on violent offenders in the Hilltop area of the city, with an emphasis on drug dealers and felons in possession of firearms. Since March 1994, the task force has presented 18 cases for prosecution. A recent investigation, called Operation Hardrock, targeted street drug dealers in the Hilltop area. Approximately 80 dealers were arrested for over 100 videotaped transactions. These task force efforts have had an impact in the area. The drug dealers rarely carry firearms during their transactions. The word on the street is to avoid getting "vamped," that is, caught and prosecuted by the federal government because of substantially higher prison sentences.

Violence in Indian Country

In districts where the U.S. Attorneys have jurisdiction to prosecute serious crimes on Indian reservations, strategies have been implemented to enhance the federal response to violence in Indian country. A number of districts have dedicated one or more prosecutors to these cases. Prosecutors and federal agents are spending more time on the reservations, investigating cases and coordinating efforts with tribal law enforcement authorities. The districts report that these efforts have dramatically improved relationships with local tribes.

Other efforts include formulating protocols to investigate and prosecute sexual assaults and other violent crimes in Indian country, and developing multi-disciplinary teams to enhance the response of law enforcement and other community groups to violent crime. Additionally, the U.S. Attorney's office in the Eastern District of Wisconsin has established a network for all federal prosecutors in the country to share information and concerns arising from the prosecution of cases in Indian country.

In Arizona, the U.S. Attorney's Office, the FBI, and criminal investigators from the Navajo Reservation have joined forces in a Safe Trails Violent Crime Task Force. Described as the first of its kind in Indian country, the task force thus far has dramatically decreased the length of time it generally takes to move cases through the criminal justice system.

As an example of increased response time resulting from such focused efforts, when a county sheriff was murdered on the Menominee reservation in Wisconsin, two Assistant U.S. Attorneys and four FBI agents went to the reservation on the day the body was found. The case was indicted the following day, October 18, 1994. By February 2, 1995, the defendant had pled guilty. This quick and intense effort improved relationships with the residents of the reservation and increased confidence in the justice system.

As an integral part of the Anti-Violent Crime Initiative, the District of New Mexico has developed a Memorandum of Understanding (MOU) with the FBI, ATF, DEA, BIA, and tribal police. The MOU will implement a system of vertical investigation using multi-disciplinary teams. The intent of the agreement is to foster increased cooperation, mutual assistance, and more timely and effective investigations of violent crime in Indian country. In the 12 months preceding the anti-violence initiative, only 38 Indian country cases were indicted in the district. Since the inception of the initiative, the district has obtained indictments or filed charges by information in 64 violent crime cases arising in Indian country, an increase of 68 percent.

Prison Violence

Violence in federal penitentiaries has caused some districts to adapt their violent crime strategies to address the problem of prison violence. There have been six inmate killings in the Atlanta penitentiary within the past year, the most recent on February 12, 1995, as well as the murder of a correctional officer by an inmate in December. In order to address the increased violence, the U.S. Attorney is focusing on prison violence. Adopting a "zero tolerance" policy, the district intends to prosecute all inmate assaults on correctional staff, all cases of weapons and narcotic possession by inmates, and the introduction of controlled substances into the prison.

The Eastern District of Virginia, too, has expanded its efforts at the Lorton Reformatory Correctional Complex, adding a multi-agency Lorton Task Force to its overall anti-violent crime strategy. At Lorton, there are a large number of violent assaults on correctional officers, as well as inmate assaults. There are often close links between the violent incidents and drug-related disputes. On May 13, 1994, Henry "Little Man" James, who had been

convicted of murder in the November 1991 random shooting of a woman on the Anacostia Freeway in Washington, D.C., pled guilty to stabbing two inmates at Lorton. His conviction added over 10 years to his sentence.

Violence in Rural Areas

The incidence of violent crime is not restricted to high density urban areas. A number of districts have made concerted efforts to address violent crime in their less populous areas. The District of Maine, for instance, sought and obtained from the Drug Enforcement Administration a report on rural drug enforcement that contains a strategic analysis of drug trafficking trends in the state. The district plans to utilize the report to assist in developing strategies to combat drug-related violence in rural areas.

In the Western District of Texas, 12 alleged members of a Houston gang traveled to a rural community where gang members entered banks, terrorized customers and employees, and took \$177,000 in cash. While fleeing the community, the conspirators shot at passersby. They stopped at a cemetery to steal another car where they shot and killed an 82-year-old woman who was tending her husband's grave. They stole her car and engaged in a shootout with law enforcement officers before being apprehended. So far, nine of the defendants have pled guilty to federal charges. The Southern District of Texas has assisted the Western District of Texas on these and other related prosecutions.

Domestic Violence

While, traditionally, domestic violence is investigated and prosecuted by state and local law enforcement agencies, U.S. Attorneys have responded to domestic violence cases that have a federal nexus. In some districts, U.S. Attorneys are working within the community to increase awareness of issues related to domestic violence.

The U.S. Attorney in Hawaii, for example, has focused attention on domestic violence that occurs on military installations. This initiative will coordinate all law enforcement and social service agencies that respond to reports of domestic violence on military bases in an effort to establish consistency in the treatment of offenders.

In Maine, where domestic violence was identified as the district's most serious violent crime problem, the U.S. Attorney is working with the court to implement provisions of the Violence Against Women Act, contained in the Violent Crime Control and Law

Enforcement Act of 1994. Under a provision that restricts firearms possession by persons who are subject to a domestic violence restraining order, the U.S. Attorney submitted to the Chief Judge of the U.S. District Court a sample restraining order containing the requisite language to serve as a predicate for the federal offense. The Chief Judge has since indicated that the form is to be adopted in all courts in Maine. As a result, the district will be in a better position to prosecute effectively domestic abusers in possession of guns.

In January 1995, the Southern District of West Virginia indicted a defendant under a new interstate domestic violence statute contained in the Violent Crime Control and Law Enforcement Act of 1994, the first such prosecution in the country. The defendant was arrested on December 1, 1994, when he took his unconscious, extremely dehydrated wife to a hospital in Kentucky in a battered condition, suffering from a head wound. Blood was found in the trunk of the car. The evidence indicated that the defendant had left West Virginia and traveled for six days before taking his wife to the hospital. The wife remains in a coma from loss of blood and oxygen deprivation.

Conclusion

As this report illustrates, a great deal of work has been accomplished by federal, state and local law enforcement officials and communities around the country during the first year of the Anti-Violent Crime Initiative. Together, law enforcement officials and members of communities have designed creative strategies that will work to address their most serious, local violent crime problems. Together, they have implemented their strategies--taking that action required to obtain maximum results from all law enforcement resources and maximum results from the criminal justice system. The new partnerships that were forged over the past year resulted in an unprecedented level of cooperation among federal, state and local officials and members of the community. The efforts and results cited above serve only as examples of the type and degree of work that has been performed throughout the country.

Even with the accomplishments made over the last year, violent crime continues to threaten the lives and safety of Americans. We know that violent crime is a problem that will not be easily or quickly solved. We know, too, that its solution cannot be achieved by any one person, agency, or organization. Its solution rests in the hands of all of our Nation's law enforcement entities and in the hands of all Americans. This is the Anti-Violent Crime Initiative that has been employed over the past year. While much work remains, we will remain steadfast on our course.