

~~person~~ presenting the bell

Crystal City Marriott
Receiving line w/ ~~and~~ ^{bel} dirs.

NAESP //

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Riley

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POTUS

} Don't know who's going to come
(Kristen's not around b/c of the
Daley thing)

PRESIDENT WILLIAM J. CLINTON
YOUTH CRIME GUN INTERDICTION INITIATIVE RADIO ADDRESS
JULY 18, 1997

Good morning. Today I want to talk about the progress we are making together in combatting crime committed by juveniles -- and the many challenges that remain.

Five years ago it seemed to many Americans that rampant crime and violence had an intractable hold on our country and that fear was an inevitable fact of life. I was determined to reverse the tide of crime, to give people the tools they need to take back their communities and reclaim their peace of mind.

We passed the tough Crime Bill that's putting 100,000 new community police on our street. We passed the Brady Bill, which has stopped more than 250,000 felons, fugitives and stalkers from buying handguns. We banned deadly assault weapons. We initiated the biggest effort in history to make our schools safe and drug-free.

This strategy is working. Serious crime has dropped five years in a row. Last year we saw the largest one-year decline in violent crime and murder in 35 years.

Even the juvenile crime rate showed some decline in 1995. But we know that juvenile violence is still a huge problem. We know too many children are getting their hands on guns. We know violent youth gangs still terrorize our streets.

Although the number of teenagers committing crimes without guns is the same today as it was in the 1970s, the number of murders by teens who have guns has tripled. The Justice Department estimates that unless we act now, the number of juveniles arrested for violent crimes will more than double by the year 2010. That is why juvenile crime is this Administration's number one crime-fighting priority.

When we began our youth-crime initiative, we recognized that law enforcement officials needed to know much more about where and how young offenders were getting their hands on deadly guns. So last year, I directed the Bureau of Alcohol, Tobacco, and Firearms to launch a pilot program in 17 cities -- including New York, Cleveland, and Seattle -- to trace the guns used in crimes. We wanted to identify local and national patterns and trends that will help us cut off the flow of guns to our teenagers.

Today, I am pleased to announce that the results are in. Thanks to unprecedented cooperation between federal and local authorities, the Youth Crime Gun Interdiction Initiative was a great success. We now have a treasure trove of vital gun information for investigators nationwide.

Over the past ten months, law-enforcement agencies in our 17 pilot cities worked together

to send information about every single gun recovered from a crime -- 37,000 guns in all -- to the ATF's sophisticated National Tracing Center. One national finding deserves special mention. While there is no doubt that some kids steal guns, our new information makes clear that they are also buying guns that were quickly diverted from licensed retail shelves into illegal gun pipelines. These pipelines are supplied by large-volume traffickers, by straw buyers who sell a gun or two at a time to young gang members, and by corrupt federally licensed gun dealers in collusion with traffickers.

Make no mistake: Traffickers are out there. We have learned how they operate. We will shut them down.

Let me give you an example. The tracking system we put in place last year showed that more than 30 guns seized by police officers in Chicago, St. Louis, and Washington, D.C., had come from the same licensed gun dealer in Missouri. When police investigated, the Missouri dealer confessed to selling guns illegally, often at gun shows in Kentucky. This information led them directly to a large-volume trafficker based in Nashville, who was supplying a steady stream of lethal semiautomatic pistols to youth gang members right here in the nation's capital. I'm proud to report that this trafficker is now behind bars, awaiting sentencing, thanks to hard work of _____.

The Youth Crime Gun Interdiction Initiative has been such a success that we are now going to expand our efforts to 10 more cities, including Philadelphia and Los Angeles. We will also work with Congress to hire more ATF agents to work with local police officers and prosecutors to nail traffickers based on the new leads we are generating every day.

We have a chance to build on our progress by passing a smart, balanced juvenile justice bill that does more than just talk tough. The bill I sent to Congress in February provides for more prosecutors, tougher penalties, and better prevention programs for at-risk juveniles. It would also require that every new gun must be sold with child-safety locks. It simply isn't right that we secure aspirin bottles better than we do our most lethal guns.

The House has TK. The Senate has TK.

To me, a juvenile justice bill that doesn't limit children's access to guns is a bill that walks away from the problem. Not a single law-abiding citizen would lose a gun because of child-safety locks. But countless young lives would be saved if stolen guns became useless guns. To me, this is simple common sense.

If Congress really wants to get tough on juvenile crime, then it's time to get tough on guns and get them out of the hands of violent juveniles. We've come a long way in the last four and half years. But to make sure we prepare our children for the 21st century, we have to give them a safe and orderly environment where they can make the most of the world they will soon inherit.

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GRIEVING ON THE OTHER SIDE

Jackie Kuhling (in background), a grandmother of two suspects, and Kathy Hollis, an aunt of the Hollis boys, are among relatives who question the reliability of the victims' testimony.

Flint from Alabama two years ago. "They aren't angels, but they are good kids," says John Hollis, 45, uncle to Adrian and Anthony. "Those other kids weren't angels either or they wouldn't have been here in Flint."

But the penalty should not have been death. Joan Boyce is left without her son Michael forever. As the FBI investigates the attack as a potential hate crime, Boyce points out an irony: her two other children were born to black fathers. "Michael never had that kind of hatred in his heart," she says. "I want this to be about all our kids dying in the

streets. It's not just black."

Meanwhile, Dustin Kaiser is trying to navigate his way through the death of his best friend, the thicket of rage surrounding him and his own confused thoughts on race. "My cousins and uncles wanted to go there and kill them all," he says. One relative phoned to say he had 2,000 rounds left over from the military. His mom said she wanted to "flatten Flint." Kaiser himself tries to express yet contain his anger, using the only words he has at his reach. "Not all black people are niggers. And there are some white people who are niggers. Those black people who messed with us are niggers."

The grass at Ophelia Bonner Park is cut low now. The city crews came out and manicured it earlier this month, just in time for a vigil held there for Michael Carter. And Mayor Stanley is forging ahead on an aggressive community-policing initiative that includes more neighborhood mini-stations, mounted officers and bike patrols. He expects that the changes could significantly reduce citywide murders. But it's doubtful that by the time Stanley seeks reelection in two years, anyone will have forgotten what happened to the kids who crossed his tracks. —With reporting by Julie Grace/Highland Township

pet social agendas, from tougher police enforcement to more funding for youth programs. Even ministers have found themselves in the dustup, grappling for gospel truths to soothe confused, outraged flocks. On the Sunday morning following the arrests, the Rev. Denzil Green, the 69-year-old white pastor of Flint's Galileon Baptist Church, declared to his predominantly black congregation, "The name of the game is sin, not skin!"

For the families of both Michael Carter and his suspected assailants, there are only long days and nights trying to cope under the deepest pain, a pain made deeper by gazing through, say, the Hollis family photo album, or peering into Carter's empty bedroom, or awakening to hear Tyrone Reyes sobbing on the phone from prison asking his mother Marjorie Toins, "So how long you think this is gonna take?" Toins worries that neither Tyrone nor Terrance, her only children, understands the seriousness of what he is up against. "I don't think that it has sunk in that they may never get out in their lifetime," says Toins, 34. "It hasn't hit them that life means life."

Family and friends are suspicious of the discrepancy between the number arrested and the victims' memory of

more attackers. "If the girl said there are 12 or 13 of them, where are the other seven?" asks Idella Hollis, 70, grandmother of the Hollis brothers. "I just don't trust them. There are too many black people down in jail for nothin'."

Relatives say the suspects, like a lot of young men, spent their weekdays working or looking for jobs, their nights chasing girls, drinking beer and raiding the fridge before bed. Weekends were reserved mostly for playing hoops. The Hollis brothers, whose father is a disabled Air Force veteran, moved to



MEMENTOS

A cross of flowers and notes from relatives at the Flint park where 14-year-old Michael Carter (above, in a photograph taken earlier this year) was shot to death.

THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release

May 15, 1997

REMARKS BY THE PRESIDENT
AT PEACE OFFICERS MEMORIAL CEREMONY

The Capitol

1:30 P.M. EDT

THE PRESIDENT: Thank you. Thank you very much. President Gallegos, Auxiliary President Lippe, to all the distinguished law enforcement representatives who are here; Senator Thurmond, Senator Biden, Senator Leahy, Congressman Stupak; members of our Cabinet administration. I'd like to thank all of those who support this endeavor every year, and especially this year -- Tommy Motolla and Gloria Estefan; and most importantly, to the family members of those who have lost their lives in the service of our country.

In just two weeks, on Memorial Day, the American people will pause to pay tribute to the fallen military heroes who died to preserve the liberties upon which our nation was founded and which have enabled it to endure for more than 200 years. Today, we stand here on Peace Officers Memorial Day, to pay tribute to a sacrifice no less great and no less critical to our liberties.

The police officers whose names are carved on the memorial are also our fallen heroes. And in the hearts of their families and the people whose lives they touched, their heroism will always shine.

Officer Lauretha Vaird was a nine-year veteran on the Philadelphia Police Department -- a single, working mother. She often said that her two greatest loves were her boys and her badge. And she dedicated her life to them both.

She was a community police officer who walked the streets of her beat with pride. One day she responded to a silent alarm at a local bank. And as she tried to prevent an armed robbery, a gunman's bullet took her life and left her children with only the memory of their heroic mother.

Officer Brian Gibson was a community police officer who grew up on streets he would later patrol. A native of this city, he served our country as a United States Marine in the Persian

Gulf before joining the D.C. police force; a decorated officer who pounded the pavement to fight drugs and the people who sell them. One night he was killed at point-blank range by a raging gang member as he simply sat in the police car just a short ride from that memorial where his name will be carved. He, too, left behind a grieving family and friends and a legacy of courage.

Today, we honor the service and take pride in all the stories of the 116 men and women who gave their lives to protect our safety. Our safety was their purpose and passion. And while we can never repay them for their ultimate sacrifice, we can, and we must, honor their memory not only in words, but in actions that do justice to their lives and to the great loss their families and loved one have suffered.

For too many years in our country, crime seemed destined to keep rising regardless of citizen outrage or law enforcement frustration. Then, slowly, you in law enforcement began to turn the tide, building bridges to concerned citizens and needy children and troubled neighborhoods, but losing brothers and sisters along the way.

Four years ago, we joined you as a nation to reclaim our streets, our schools and our society with a commitment to a comprehensive approach to crime based on what you told us -- what you told us would work. You told us we needed more police on the street, tougher penalties and better prevention. You told us especially we needed more community police officers. Today, we're putting 100,000 more of them on the street to join with you.

You told us illegal handguns and deadly assault weapons were undermining your efforts to fight gangs and drugs, so we banned them with the Brady Bill and the assault weapons ban. Just since the Brady Bill was enacted in 1993, 186,000 felons, fugitives and stalkers have been denied the right to buy handguns. (Applause.) Today we take another step to protect our communities from gun violence by dangerous drifters who threaten our safety.

Two months ago, after the terrible tragedy at the Empire State Building, I directed the ATF to require people who buy guns from federally-licensed dealers simply to prove they were not just passing through. Today, we're releasing a new application to make sure that certification of residency is an unavoidable step for gun purchases. Those who can't prove it, can't purchase. (Applause.)

And thanks to you, these efforts are working. Crime is dropping. And all over America, neighborhood by neighborhood, hope for a safer future is slowly but surely being restored. It is all the more bittersweet that as crime has dropped in this country five years in a row for the first time in more than two decades, we must still gather to carve new names into the hard stone of the National Law Enforcement Officers Memorial.

In 1996, we added 116 names. While the loss of even one of those officers' lives is even one too many, that is the smallest number of police officers to lose their lives in the line of duty since 1959. Today, in honor of those 116 officers, let us pledge to redouble our efforts so that

of all violent crimes is the work of teens. "In America today, no population poses a greater threat to public safety than juvenile criminals," says Representative Bill McCollum, the Florida Republican who wrote the House version of the bill.

Some criminologists are also warning that a new wave of "superpredators" will soon hit the streets. In fatherless households and fractured neighborhoods, millions of four- to seven-year-olds, the baby boomers' own mini-boom, are headed for their teens. So Congress wants to make it easier to try juveniles accused of violent crimes as adults—and to incarcerate them in adult prisons. Under both the Senate bill and the House bill, states that want the federal dollars would have to make prosecutors and not judges the ones who decide whether a teenager charged with a serious violent felony or drug offense should be tried as an adult. To demonstrate that crimes really do carry punishments, states would also have to impose a rising scale of graduated sanctions for all juvenile offenses, beginning with the first, and keep adult-style criminal records on juvenile offenders. Under

the present system, most such records are often closed, meaning prosecutors can't learn whether an accused youth is a repeat offender. "The juvenile justice system isn't working," says McCollum. "This bill puts consequences back into the law."

Over the past five years, however, every state except Hawaii has decided to allow some kids to be tried in adult criminal courts. Altogether, some 12,300 youths are prosecuted as adults each year in state courts. That is about 9% of all juveniles arrested for violent crimes and a 70% increase

"People are expecting us to do something about these violent teenagers. We've got to move on this."

—Senator Orrin Hatch



over the number who were tried as adults a decade ago. But if the bills become law, those numbers would climb further. Child-welfare advocates say that would effectively dissolve the separate system of justice for kids that dates to 1899, when Chicago established the nation's first juvenile court.

Supporters of the bills say they correct a problem created in 1974, when new legislation channeled nearly all young offenders to the juvenile system. What isn't clear is whether moving young criminals back to adult courts has much impact on crime. According to a recent study by the liberal

National Center for Initiatives and Alternatives, Connecticut has the highest juvenile-to-adult transfer rate and Colorado the lowest, yet their youth-crime rates are the same. Since the 1970s, New York has been automatically trying as adults kids 16 and older charged with serious crimes. In the same period, its juvenile crime rates doubled.

The politics of juvenile crime can also get complicated. Republicans are unhappy over polls that show that a majority of Americans believe Democrats are just as capable of handling crime. But while Americans

How to Start a Cease-Fire: Learning from Boston

IT IS NINE O'CLOCK ON A CARMY SUMMER NIGHT, AND BILL STEWART is on curfew patrol. The probation officer bounds up the stairs of a Dorchester triple-decker apartment building to check on a boy who was once caught with marijuana. The boy must be home between the hours of 7 p.m. and 7 a.m., seven days a week, under a system of court-ordered curfews for young offenders, each curfew set individually by a judge. There had been worrisome signs of gang involvement in this case. A week ago, someone fired a shotgun blast into the second-floor porch, and the boy's parents still have pellets in their arms and legs.

The kid, who just turned 17, is home. So are his older brother, two of his friends—and a bag of marijuana. "Three strikes and you're in," says Stewart. Jail, that is. Two plainclothes policemen who accompany Stewart confiscate the bag and run background checks on the boy's friends. When Stewart visits the apartment the next night to make sure the kid is still honoring the curfew and to search the place, he finds on the wall of a closet the roster of the Argyle Street Ballers, a small gang that sells drugs. "Now we know the players," he explains. "Now we can put the weight on them."

Stewart is not alone in putting weight on potential juvenile offenders in Boston. The city's Operation Night Light, which began in 1992, and Operation Cease-Fire, which emerged last year, have unleashed desk-bound probation officers in a drive coor-

minated with other law-enforcement agencies to keep drugs and weapons off the streets. The joint operations, part of a larger collaborative effort, have led to one startling result: Last week Boston completed its second year without anyone under 17 being killed by a firearm. No other American city with a population over half a million can match this record. Boston is the first city in the country to interrupt the cycle of violence that began with crack, concludes David Kennedy, senior researcher at Harvard's Program in Criminal Justice Policy and Management.

In the early '90s, Dorchester, Roxbury and Mattapan were war zones, teeming with guns. Since the Dorchester district court first began imposing curfews in 1991, the city's gangs can no longer hang with impunity on crack corners at midnight.

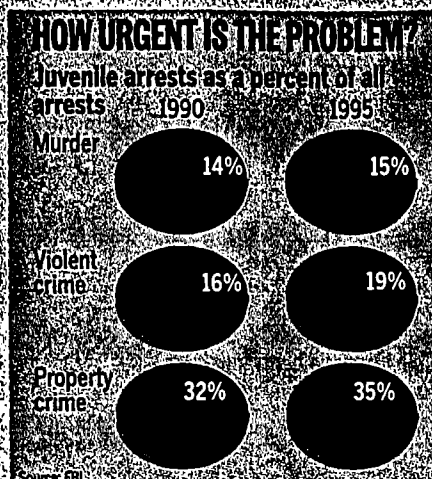
Operation Cease-Fire is not just a police operation. It involves more than a dozen agencies, including the U.S. Attorney, the Drug Enforcement Administration and the Bureau of Alcohol, Tobacco and Firearms, the Suffolk County District Attorney as well as the Ten-Point Coalition, a network of 43 black churches in the city. Says the Rev. Eugene Rivers, co-founder of the Ten-Point Coalition, "The streets are much safer. The collaboration between the black churches and the police has produced results unseen in any other city." The two groups are now quietly working together to clear up scores of unsolved homicides.

Before Cease-Fire, federal and local law-enforcement communicated like the Hatfields and the McCoys. "We were ordered not to notify the Boston police," says Michael Hennessey, a lieutenant in the school police, "because it would make the school administrators look bad."

No longer. Today, everyone sees everyone else's intelli-

have largely soured on the idea of rehabilitation for adult offenders—even some liberal criminologists have conceded that the most ruthless teen felons must be locked up—polls also show most people to be less sure that children can't be turned back. "I'm afraid this bill will gobble up some juveniles who do not really fit the most extreme category," says Democrat Joseph Biden of Delaware, the former chairman of the Senate Judiciary Committee.

One area in which Republicans could be getting out ahead of the public mood is in the provisions that would imprison kids with adults, though not in the same cells. While reportedly 8,000 teens are already housed with adults, federal rules require "sight and sound" separation, meaning juveniles cannot be within reach of adults. Some corrections officials say that requires a pointless division of facilities used by both populations—for instance, two exercise areas when one could be shared. The Senate bill would override the complexities of the sight-and-sound rule by imposing a "no physical contact" provision, which means



that the same facilities could be used. But juvenile advocates say that breaking down the barriers would make kids prey to rape and other forms of abuse. Kids held for truancy, the most common reason for juvenile arrest, would be morsels for the older guys. "Children commit suicide eight times as often in jails as they do in juvenile detention

facilities," says Mark Soler, head of the Washington-based Youth Law Center.

The White House has proposed its own bill that puts more emphasis on money for crime-prevention measures, such as keeping schools open in the afternoon from 3 to 6, when almost half of juvenile crimes take place. While the Senate would allow states to use as much as 40% of the federal money they get for prevention programs, the House would require them to spend it all on law enforcement. The White House wants to require safety locks on guns to prevent kids from accidentally shooting other kids, a provision opposed by the National Rifle Association. "A juvenile-crime bill should crack down on gangs and guns," says senior adviser Rahm Emanuel. "If it doesn't do that, it is a juvenile-crime bill in name only."

Just naming the legislation has caused a fight. When McCollum introduced his House version last year, he called it the Violent Youth Predator Act. Insisting that "predator" was dehumanizing hype, Democrats demanded a change. McCollum backed off and called it the Juvenile Crime Control Act. But this isn't just a fight over crime. It's also a fight over which party is tougher on crime. In that one, harsh words can be as tempting as harsh sentences.

Reported by Sally B. Donnelly/Washington



Boston police officers conducting field interrogations at a local housing development

gence. U.S. Attorney Donald Stern gets a copy of each report on a gun charge from the Boston police department. Stern in turn uses federal indictments to help take down Boston's most dangerous youths. All data are fed into the computers of the Youth Violence Task Force, an elite 65-person unit that tracks and targets gang activity. "We made threats directly to gang members and then delivered on it," says Police Commissioner Paul Evans. A case in point is the Intervale Posse, for years one of the

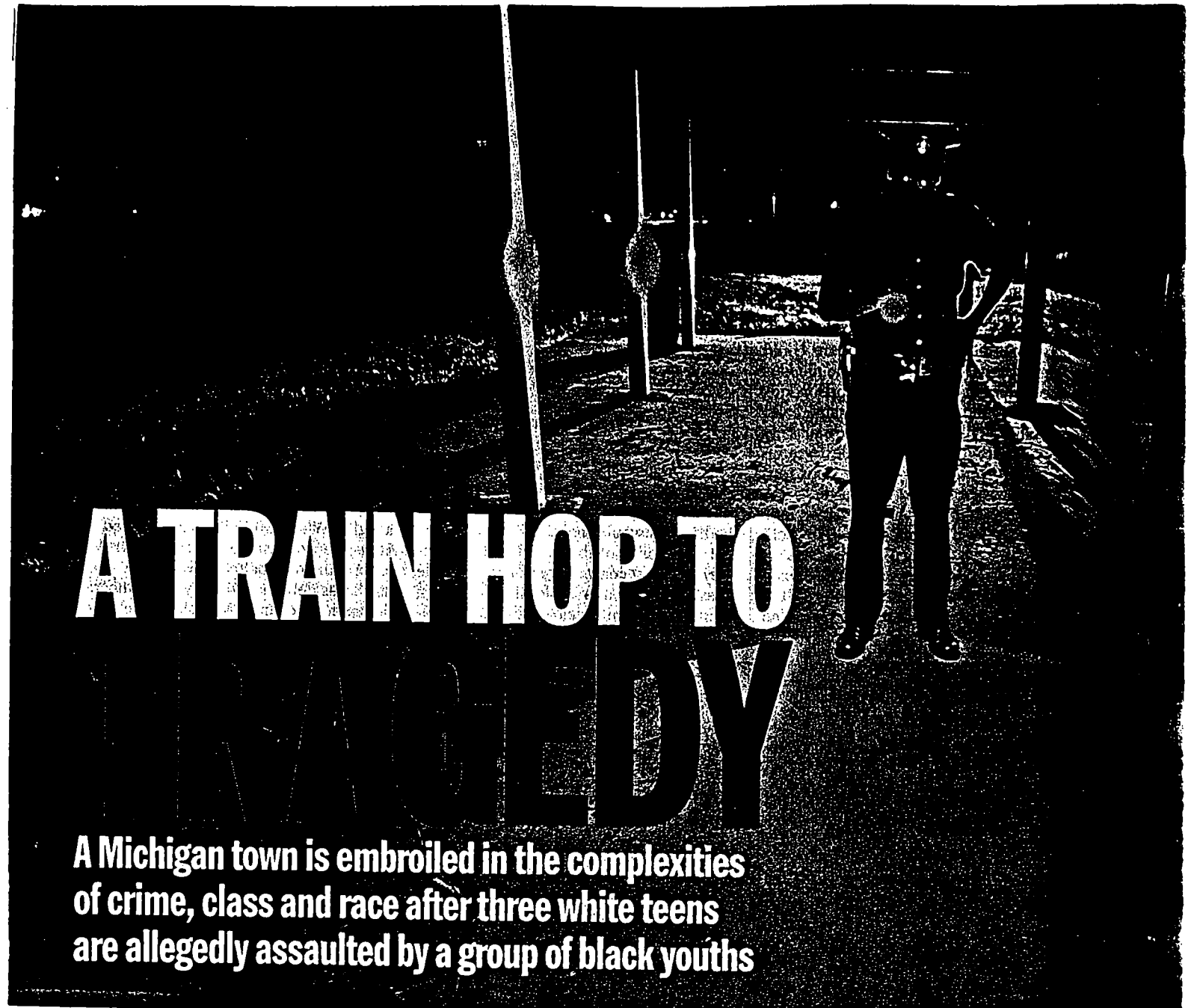
Benny Napoleon was impressed by the level of interagency coordination. "They're all at the table at the same time, consistently. We would see greater results from trying to duplicate the ways they do it."

No one in Boston, though, is getting cocky. "If we let up, the homicides could come right back again," warns Sergeant Kathleen Johnston, who is responsible for safety in the Boston public schools. "They are like a chronic disease."

By Sam Allen/Boston

most vicious gangs in the city. Despite repeated warnings from state and federal authorities, Intervale continued to terrorize its Dorchester neighborhood. Cease-Fire struck at dawn last August, arresting 24 gang members; 15 were brought down with federal warrants. "They are the teeth of the whole thing," notes David Singletary, an officer with the Youth Violence Task Force, as he cruises Dorchester one night with his partner, Kenny Israel, talking to street kids. "Once you say federal time, it's a different ball game. You can end up doing your time in Leavenworth, and there is no parole."

Last week Attorney General Janet Reno praised the Boston project, and the Detroit police department sent officers to learn more about the experience. Detroit's executive deputy chief



A TRAIN HOP TO HOLLY

A Michigan town is embroiled in the complexities of crime, class and race after three white teens are allegedly assaulted by a group of black youths

By **RON STODGHILL** II FLINT



THE BILLBOARD stands rather unremarkably in a field of tall grass, a few hundred yards beyond the high barbed-wire fence, past the NO TRESPASSING signs and across some towering cranes and rusted tracks. It reads: WELCOME TO FLINT, PLEASE BE CAREFUL. It is an uninspired sign featuring a cartoon CSX conductor—one of those corporate image-enhancing niceties that until a few weeks ago blurred into the desolate industrial landscape like so many slabs of sheet metal. For whom the sign's message is intended has al-

ways been unclear. CSX trains only carry freight, and it's too far away for motorists traveling the nearby interstate to view it. In hindsight, though, one can only wonder whether the sign is intended for that small population of train jumpers who somehow make Flint a destination.

Just a few communities south of Flint, in the rural lakefront enclave of Highland Township, train jumping has been elevated to the status of an art form. For generations, on any given weekend during summer, as many as three dozen kids might jump a train, eventually reminiscing the joy rides into tall tales. To be sure, getting onboard isn't that tough. The trains routinely stop at the Hop-In Grocery for a coffee break. But when the train gets going, it really gets going. The wheels clank heavily against the tracks and the cars rattle and shake fierce-

ly. The fainthearted are left wishing they had never hopped on. The real ones, though, ride that baby confidently and for just the right moment to jump off a roll, stunt-man style, upon the grassy bank in the neighboring town of Holly.

The Highland Township teenagers who hopped the CSX train on June 18 were from pros. Afraid to jump off at Holly, they froze and wound up 25 miles north in a rough section of Flint. One of the boys, Michael Carter, 14, ended up dead. Another, Dustin Kaiser, 15, was beaten brutally before taking a bullet in the head. And the third, Nicole, 14, whose family asked that only her first name be used in this story, was punched, whipped and shot in the face after being forced to perform oral sex. A few days later, six suspects, four of them teenagers, were arrested and charged with murder, kidnap



A SHARED LOSS

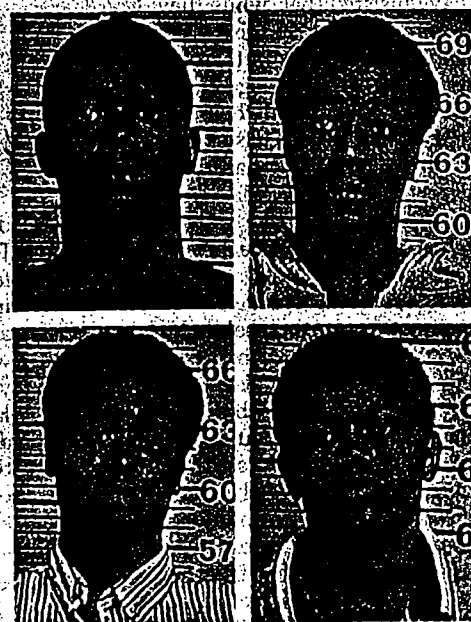
Joan Boyce, whose son Michael Carter was killed, comforts his girlfriend Nicole, who was beaten, sexually assaulted and shot in the face in the same attack in Flint

BLOODSTAINED GROUND

A police officer in Flint illuminates the floor of the pavilion where a trio of Highland Township teens were set upon by locals. All three were shot in the head

FOUR OF THE SUSPECTS

Clockwise from upper left: Christopher Darling, 18; brothers Adrian Hollis, 20, and Anthony Hollis, 23; and Terrance Reyes, 18. An anonymous phone tip three days after the incident led police to Darling, who gave a statement that implicated himself and the others, as well as Reyes' brother, Tyrone, and Shannon Gould, both of whom are 16



ping, armed robbery and several counts of physical and sexual assault. If Flint has struggled to shed its reputation as the town that General Motors abandoned, it is now burdened by the added distinction as the place where three white teenagers were attacked by a group of young black hoodlums.

As crimes go, this one could have simply been folded into the sordid caseload of juvenile violence in America. Youth are killed on urban streets every day. Yet this crime, cloaked sensationally in black-on-white, is quickly escalating into a small-town version of the O.J. Simpson case. During a preliminary hearing last week, as Nicole testified against a row of handcuffed suspects, one of her supporters yelled, "Hang 'em!" Meanwhile, the defendants' families are murmuring about conspiracies against their boys. Flint Mayor Woodrow

Stanley is struggling to manage a crisis that threatens to further damage the city's image. "This incident is holding the entire city up to national ridicule," laments Stanley, who is black. "All of the positive crime-fighting things I've done have been blotted out in one senseless moment."

It all seems to have begun with boredom on a desperately muggy afternoon a few days after school let out for the summer. Nicole wanted to get out of the house and did so by lying to her father, telling him she had a baby-sitting job. Instead, she met up with her boyfriend Michael Carter and their close friends Dustin Kaiser and Mike Tester. For Nicole and Carter, it was a reunion of sorts. For two weeks, Carter had been holed up in a juvenile-detention center for taking the truck of his mother's live-in boyfriend, among other things. Nicole had written him

every day and filled the void of his absence by spending days with his mother. Carter upped the ante by escaping the juvenile center and hiding out at friends' homes to be with Nicole. "I was excited because Mike was out and I wanted to help him," she says.

After a few hours of hanging out and listening to music, the four teenagers decided to take a walk. They wound up near the tracks, but the thought of hopping the train didn't dawn on them until it began pulling away from the Hop-In Grocery and picking up speed. It was only then that a sweeping glance at one another affirmed a quorum for mischief. As they sprinted toward the train, Tester tripped, finally climbing aboard some 20 cars behind the group. Discouraged, he jumped off a few miles later while his friends, riding atop the box-cars, thundered ahead past the bend in

LONGING FOR A DEAD FRIEND

"I should be a vegetable," says Dustin Kaiser of his recovery from his wounds. Yet there is the pain of Michael Carter's memory: "I wish to heaven he was still on this earth"

Holly, ducking through tunnels and quivering as towns and pastures blurred past them. "We were scared," says Nicole. "We were laying on the train waiting for it to stop."

Eventually it did—in a hardscrabble section in northern Flint. And this is where events become murky. From the start, Nicole and Kaiser have insisted that, while they weren't particularly distressed about being alone in the city, they had but one real goal: getting to a phone to call their parents. But this conflicts starkly with the spirit that had them freewheeling across the neighborhood. "There are just too many pay phones between where they got off the train and where they were attacked," says Flint police sergeant Thomas Korabik. "They are trying to make themselves look better."

Indeed, after kicking around the tracks for awhile, Nicole and Kaiser say the three headed into the neighborhood, where they happened upon a couple of young white guys chilling out on a front porch. They were greeted curiously by the two locals. "We don't see too many white kids on Beecher Street," Nicole says one of them commented. The two boys guided them to a store where Nicole bought a pack of Newports and a Coke. The three wandered over to a school, climbed up piping to the roof and sat talking and smoking until the sun set. Resuming their search for a restaurant and phone, they came across two black kids who told them a Kentucky Fried Chicken restaurant was two blocks away. They never found the KFC. Instead they happened upon "a big crowd of guys" walking on the opposite side of the street.

By now, Nicole says, her feet were sore and she was walking several yards behind Carter and Kaiser. The group of black guys, she says, cut across the street behind her and she turned around to ask directions to a gas station or restaurant. The trio followed the local group to what they were told was a short cut to a McDonald's and a gas station. "We trusted them," Nicole says.

Instead, they wound up in an unlit section of Ophelia Bonner Park. The park was

once a well-kept, bustling playground before Jefferson Elementary School was closed a few years back. The city stopped maintaining the park, and it became a jungle of trees and debris. "You could lay down in the weeds and nobody would ever have seen you, the grass was so high," says Kenneth Hairston, 38, who lives next to the park. "It's a shame somebody had to die there before the city thought about cleaning it up."

ACCORDING TO INTERVIEWS WITH investigators and victims, the incident unfolded like this: Carter and Kaiser walked with a few of the strangers to a pavilion where they were suddenly thrown to the ground, kicked and punched. Nicole was stopped by two of the guys who asked her if she liked to "freak." They began beating her in the face while other members of the group began stripping off her clothes. They forced her to perform oral sex on one of the attackers while another tried to rape her from behind. She tried to escape but was pistol-whipped.

She was then dragged over to the pavilion where Kaiser and Carter were being held facedown on the concrete with a sawed-off shotgun. "Do it!" one of the assailants commanded. And Carter was shot in the back of the head with a .22-cal. handgun at point-blank range. The attacker with the sawed-off shotgun took aim at Nicole's face. The trigger jammed, so the guy with the .22 fired two shots, one into

Kaiser's head and another in Nicole's face. Nicole says she feigned being dead until she was certain the group had left. She crawled over to Dustin Kaiser. "Wake up," she said, nudging him. Mike Carter would not awaken. He was dead. "Dustin had to drag me [away from Mike]," Nicole says. With her clothes lost in the woods, Kaiser removed his T-shirt for Nicole to wear. As they walked out of the woods to search for help, Kaiser managed to coax a laugh from his friend. "Look, Nicole," he said, pointing to his bloodied scalp. "My head is splitting."

On Saturday night, June 21, at around 7 p.m., an anonymous caller offered Flint police the name Christopher Darling, 18, in connection with the attack. Darling, arrested the following afternoon at home, gave a statement that implicated himself and five others, including two pairs of brothers, Korabik says. Over the next 36 hours, a battery of police officers, uniformed and plainclothes, combed northern Flint. When the sweep ended, police had also arrested Anthony Hollis, 23; Adrian Hollis, 20; Terrance Reyes, 18; and Tyrone Reyes and Shannon Gould, both 16.

Since the arrests, the editorial page of the daily *Flint Journal* has sizzled with emotionally charged editorials, some bemoaning violence, others railing against coverage that liberally gives ink to white victims while overlooking black ones. Neighborhood groups have hit the streets to raise money for the victims, while politicians are using the incident to push their



Here in our nation's capital, the tracking data from this study allowed police officers to
30 guns seized from young criminals in Chicago,

The Youth Crime Gun Interdiction Initiative has been such a success that we are now going to expand our efforts to 10 more cities, including Chicago and TK. We will also work with Congress to hire more ATF agents to work with local police officers and prosecutors to nail traffickers based on the new leads we are developing every day.

We have a chance to build on our progress by passing a smart, balanced juvenile justice bill that does more than just talk tough. The bill I sent to Congress in February provides for more prosecutors, tougher penalties, and better prevention programs for at-risk juveniles. It would also require that every new gun must be sold with child-safety locks. It isn't right that we secure aspirin bottles better than we do our most lethal guns.

The House has TK. The Senate has TK.

To me, a juvenile justice bill that doesn't limit children's access to guns is a bill that walks away from the problem. Not a single law-abiding citizen would lose a gun because of child-safety locks. But countless young lives would be saved if stolen guns became useless guns.

If Congress really wants to get tough on juvenile crime, then it's time to get tough on guns and get them out of the hands of violent juveniles. We've come a long way in the last four and half years. But to make sure we prepare our children for the 21st century, we have to give them a safe and orderly environment where they can make the most of the world they will soon inherit.

THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release

May 15, 1997

REMARKS BY THE PRESIDENT
AT PEACE OFFICERS MEMORIAL CEREMONY

The Capitol

1:30 P.M. EDT

THE PRESIDENT: Thank you. Thank you very much. President Gallegos, Auxiliary President Lippe, to all the distinguished law enforcement representatives who are here; Senator Thurmond, Senator Biden, Senator Leahy, Congressman Stupak; members of our Cabinet administration. I'd like to thank all of those who support this endeavor every year, and especially this year -- Tommy Motolla and Gloria Estefan; and most importantly, to the family members of those who have lost their lives in the service of our country.

In just two weeks, on Memorial Day, the American people will pause to pay tribute to the fallen military heroes who died to preserve the liberties upon which our nation was founded and which have enabled it to endure for more than 200 years. Today, we stand here on Peace Officers Memorial Day, to pay tribute to a sacrifice no less great and no less critical to our liberties.

The police officers whose names are carved on the memorial are also our fallen heroes. And in the hearts of their families and the people whose lives they touched, their heroism will always shine.

Officer Lauretha Vaird was a nine-year veteran on the Philadelphia Police Department -- a single, working mother. She often said that her two greatest loves were her boys and her badge. And she dedicated her life to them both.

She was a community police officer who walked the streets of her beat with pride. One day she responded to a silent alarm at a local bank. And as she tried to prevent an armed robbery, a gunman's bullet took her life and left her children with only the memory of their heroic mother.

Officer Brian Gibson was a community police officer who grew up on streets he would later patrol. A native of this city, he served our country as a United States Marine in the Persian

Gulf before joining the D.C. police force; a decorated officer who pounded the pavement to fight drugs and the people who sell them. One night he was killed at point-blank range by a raging gang member as he simply sat in the police car just a short ride from that memorial where his name will be carved. He, too, left behind a grieving family and friends and a legacy of courage.

Today, we honor the service and take pride in all the stories of the 116 men and women who gave their lives to protect our safety. Our safety was their purpose and passion. And while we can never repay them for their ultimate sacrifice, we can, and we must, honor their memory not only in words, but in actions that do justice to their lives and to the great loss their families and loved one have suffered.

For too many years in our country, crime seemed destined to keep rising regardless of citizen outrage or law enforcement frustration. Then, slowly, you in law enforcement began to turn the tide, building bridges to concerned citizens and needy children and troubled neighborhoods, but losing brothers and sisters along the way.

Four years ago, we joined you as a nation to reclaim our streets, our schools and our society with a commitment to a comprehensive approach to crime based on what you told us -- what you told us would work. You told us we needed more police on the street, tougher penalties and better prevention. You told us especially we needed more community police officers. Today, we're putting 100,000 more of them on the street to join with you.

You told us illegal handguns and deadly assault weapons were undermining your efforts to fight gangs and drugs, so we banned them with the Brady Bill and the assault weapons ban. Just since the Brady Bill was enacted in 1993, 186,000 felons, fugitives and stalkers have been denied the right to buy handguns. (Applause.) Today we take another step to protect our communities from gun violence by dangerous drifters who threaten our safety.

Two months ago, after the terrible tragedy at the Empire State Building, I directed the ATF to require people who buy guns from federally-licensed dealers simply to prove they were not just passing through. Today, we're releasing a new application to make sure that certification of residency is an unavoidable step for gun purchases. Those who can't prove it, can't purchase. (Applause.)

And thanks to you, these efforts are working. Crime is dropping. And all over America, neighborhood by neighborhood, hope for a safer future is slowly but surely being restored. It is all the more bittersweet that as crime has dropped in this country five years in a row for the first time in more than two decades, we must still gather to carve new names into the hard stone of the National Law Enforcement Officers Memorial.

In 1996, we added 116 names. While the loss of even one of those officers' lives is even one too many, that is the smallest number of police officers to lose their lives in the line of duty since 1959. Today, in honor of those 116 officers, let us pledge to redouble our efforts so that

every year, there will be fewer and fewer names, until one year we will gather with not a single name to add to that roll of heroes. Let that be our goal and our solemn obligation. (Applause.)

I ask you all now to move with us to our most pressing priority -- to take back our streets from violent gangs. Once again, we know what to do because you have told us what to do. You have proven in place after place that it can be done -- in cities like Boston where youth murders have dropped by 80 percent in five years and not a single child has been killed with a gun in a year in a half. If we can do it in one community in this country, we must be able to do it in every community in America. (Applause.)

In February I sent legislation to the Congress that follows law enforcement's advice and Boston's lead, to declare war on gangs and youth violence with more prosecutors, tougher penalties, and better prevention programs for at-risk young people. For, as tough as we must be on violent juvenile crime, we also must ensure a safer environment and positive opportunities and role models for our children in the most vulnerable communities.

Statistics show that half of juvenile crime at least occurs in the three hours after school is closed and before the parents come home. My bill will help to launch 1,000 after-school initiatives. Who can be against allowing a child to stay in school instead of on a street corner? Who can be against teachers as children's role models instead of thugs? Who can be against adults to supervise children instead of a lawless world of gangs to guide them?

Finally, we know we must cut off young people's access to guns that can cut off their lives. And I believe someone who commits a violent crime at 17 should not be able to turn around and buy a gun for a birthday present at 21. I want a juvenile crime bill to extend the Brady Bill to violent juvenile offenders. (Applause.)

I also believe that these guns should be sold with child safety locks. We protect aspirin bottles in this country better than we protect guns from accidents by children. (Applause.)

In March, I directed federal agencies to provide their agents with such child safety devices, and I'm pleased to say that today every FBI and ATF agent has a child safety lock. By October 15th, every agent from the DEA to the U.S. Marshal to the Border Patrol to the Park Police will have one, as well. If a child safety lock is good enough for law enforcement, it ought to be even better for the general public.

In the last four years we have proved that we can work together and learn from each other, and that when we do we can restore hope and improve safety in our communities. Now we have a chance to build on that progress by passing a smart, balanced juvenile justice bill that does more than talk tough. The American people deserve that. A juvenile crime bill that doesn't crack down on guns and gangs, that doesn't guarantee more prosecutors, probation officers and after-school hours is a crime bill in name only.

Today, I ask the members of the Congress to work with me, without regard to party, to pass a juvenile crime bill that will help us to work toward year in and year out fewer and fewer people to honor here, until there is no one new to add to the wall. (Applause.)

To the family members of the victims who are here, I know and I must say again that nothing we can do or say can bring them back or ease your sorrow. Only God and the time and comfort you give to each other can do that. But I ask you this: to know that the cause in which your loved ones died -- right against wrong, law against lawlessness, hope against fear -- is a worthy and noble cause. And because of their efforts and the efforts of others who wear our uniforms, it has now become a winning cause.

It is our job -- those of us who remain -- to make sure that we press on -- and on and on -- until such tragedies are a stunning exception, not a numbing statistic. As we go forward into that future, that is our most solemn obligation to you. Thank you, and God bless you. (Applause.)

END

1:44 P.M. EDT

DRAFT

President Clinton: Fighting Juvenile Crime

The President's Youth Crime Gun Interdiction Initiative was initiated to develop information about the growing problem of young firearm offenders. In particular, the rate of homicides committed has risen sharply in the last 12 years.

The Clinton Administration has strengthened efforts to clamp down on illicit gun markets, especially those that provide guns to children. The President directed the ATF to implement the Youth Crime Gun Interdiction Initiative in 17 pilot cities. Through this initiative, law enforcement will trace all guns used in crime that are seized by Federal, State, and local law enforcement officers, and work with that trace information to help identify illegal gun traffickers. By analyzing patterns of gun trafficking that exist in an area, our communities will develop more effective law enforcement strategies to target illegal gun traffickers for prosecution, particularly those who put guns into the hands of our nation's young people. [Memorandum on the Youth Crime Gun Interdiction Initiative to the Secretary of the Treasury and the Attorney General, 7/8/96]

- **The rate of juvenile crime is down.** Over the past two years, there has been a decline in both the rates of murders committed by young people and youth violence in general.

While the juvenile violent crime arrest rate increased 62% between 1987 and 1993, it decreased 2.9% in 1995, the first decline in seven years. OJJDP

The decrease in the juvenile murder arrest rate is even more significant, declining 15.2% in 1995 -- the largest one-year drop in more than 10 years. OJJDP

Since 1993, the juvenile murder arrest rate has dropped an incredible 22.8%.
[Department of Justice, 3/97; OJJDP, Juvenile Offenders and Victims: 1997 Update on Violence, 7/97]

Between 1994 and 1995 violent victimizations by juveniles declined more than those by adults (25% vs. 18%). And the rate is decreasing for other crimes as well: robberies by juveniles decreased 15% in 1995 and juvenile aggravated assaults decreased 32%. [OJJDP, Juvenile Offenders and Victims: 1997 Update on Violence, 7/97]

After more than a decade of increases, homicides by juveniles dropped 17% in 1995 - declines were found in both individual and gang crimes. And, compared with 1994, all of the decline in homicides by juveniles in 1995 were firearm-related homicides. [OJJDP, Juvenile Offenders and Victims: 1997 Update on Violence, 7/97]

DRAFT

- **Crime rates have dropped for five straight years.** Violent crime has dropped five years in a row - the longest period of decline in 25 years.[FBI, Uniform Crime Report, 1/5/97]
- **The rate of violent crime is down.** The number of murders fell an historic 11% in 1996, while violent crime decreased 7%, and aggravated assault decreased 6%. These falling crime rates mark the largest one-year decline in the past 35 years. [Federal Bureau of Investigation, Uniform Crime Report - 1996 Preliminary Annual Release, 6/1/97]
- **Stood up to the gun lobby and won passage of the Brady Bill** which provides for a 5-day waiting period and background checks of prospective handgun buyers.[Brady Bill, P.L. 10-159] In the three years since its enactment, the Brady Law has stopped over 250,000 felons, fugitives and stalkers from buying hand guns.[Bureau of Justice Statistics, Press Release, 2/25/97]
- **Banned the manufacture and importation of 19 of the deadliest assault weapons** while specifically protecting more than 50 legitimate sporting weapons. Cop-killing assault weapons, like the Uzi, are the weapons of choice for drug dealers and gangs - not hunters and sportsmen.["Violent Crime Control and Law Enforcement Act of 1994", P.L.103-322]
- **Placing child safety locks in guns.** The President is fighting for legislation in Congress that would require child safety locking devices to be sold by federally-licensed gun dealers with every gun. He has already signed a directive to every federal agency, requiring child safety locking devices with every hand gun issued. [Memorandum on Child Safety Lock Devices for Handguns, 3/5/97]

The Problem

- "As a consequence of the 'baby boomerang' (the offspring of the babyboomers), **there are now 39 million children in this country who are under the age of ten**, more young children than we've had for decades. As a result, we likely face a future wave of youth violence that will be even worse than that of the past ten years." [Trends in Juvenile Violence]
- "[T]he **juvenile arrest rate for violent crimes has risen dramatically while the adult rate has increased at a much slower pace.**" [Youth Violence in America: Recommendations from the IACP Summit, 8/27/96, International Assoc. Of Chiefs of Police]
- "[S]ince the mid-1980's, the number of gun-homicides, particularly with handguns, perpetrated by juveniles has quadrupled, while the prevalence of juvenile homicide involving all other weapons combined has remained virtually constant." [Trends in Juvenile Violence 3/96]
- "[J]uvenile gun homicides have increased significantly over the last ten years

while non-gun homicides have remained virtually unchanged.” [”Linking Gun Availability to Youth Gun Violence,” Journal of Law and Contemporary Problems, Spring 1995]

- **“From 1985 to 1994, the rate of murder committed by teens, ages 14-17, increased 172 percent.”** [Trends in Juvenile Violence, 3/96]
- **“Among teenagers 15-19 years, 1 of every 4 deaths were by firearm.”** [CDC National Center for Health Statistics 1993; U.S. Dept. of Health and Human Services PHS 93-1250]
- **“12% of fatalities among American children and teens are from guns.”** [U.S. Dept. of Health and Human Services PHS 95-1120; CDC, National Center for Health Statistics 1995]
- **“Seventy-nine percent [79%] of the victims of juvenile homicide were killed with a firearm. Ten percent of victims were family members, 54% were acquaintances, and 36% were strangers.”** [OJJDP 1997 Update on Violence]

In fact, much of the increase in the overall homicide rate can be attributed to the rise in homicides by young offenders.

Juvenile gun homicides have increased significantly over the last ten years, while non-gun homicides have remained virtually unchanged. [Alfred Blumstein, "Linking Gun Availability to Youth Gun Violence," Journal of Law and Contemporary Problems, Duke, Spring 1995, p.18]

Over the last 20 years, gun-related homicides have risen sharply while non-gun homicides have remained virtually unchanged. [Department of Treasury, Office of Enforcement, from Crime in the United States 1975-1995, Table entitled "Murder Victims by Type of Weapons Used."]

The Agenda Ahead

The President recognizes that juvenile crime will be the largest threat to our communities in the future. That is why he has proposed a strategy that will be a full-scale assault on juvenile crime. The President's strategy:

Declares war on gangs with new prosecutors and tougher penalties.

Extends the Brady Bill prohibits violent juveniles from buying a gun when they turn 21.

Requires child safety locks be sold with every gun to keep children from hurting themselves or each other.

Keeps schools open after hours, on weekends and in the summer to keep children off the streets and out of trouble. The President's juvenile crime legislation funds anti-crime initiatives to keep our schools open later and on weekends so young people can stay under the watchful eye of parents, educators and community leaders.

(619)
232-1139

THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release

June 11, 1997

REMARKS BY THE PRESIDENT
TO THE JUVENILE JUSTICE CONFERENCE
Georgetown University

12:09 P.M. EDT

THE PRESIDENT: Thank you very much, Attorney General Reno, Ray Kelly, Father O'Donovan. Let me say to my good friend Father O'Donovan, I never know when I come to Georgetown whether being introduced as the University's most well-known alumnus will be a liability or an asset -- it just depends on what month I come, I think. When Ray Kelly said he considered the Jesuits the Marine Corps of the Catholic Church, I never really thought of that. And then he went through that litany, you know, "the few, the proud" and all that -- I was thinking about the ones who taught me in class. I was thinking, the few, the proud, the brutal. (Laughter.) But brilliantly brutal.

I love this place and I thank Father O'Donovan for having us here at the conference. I also want to thank the Attorney General and Ray Kelly for the truly unprecedented partnership that they have established with local law enforcement officials and others who are interested in the safety of our streets and our children throughout the United States. We have here representatives of the Fraternal Order of Police, of the Major Cities Chiefs Association, the law enforcement community -- a lot of other people who just work with young people and try to help give them something to say yes to.

I'm glad to see our friend Jim Brady here. The country owes a lot of thanks to Jim and to Sarah, for with courage and persistence and good humor, they have saved a lot of lives with the Brady Bill, the Assault Weapons Ban and others. (Applause.)

We are here today to talk about what we can do together to build safer neighborhoods and stronger neighborhoods as part of the preparation of America for a new century. Today, I want to talk about violent youth gangs and the illegal guns they use -- the biggest problem, perhaps, we still face in that ongoing struggle.

But, as Ray Kelly said, this is a good time to be involved in law enforcement because the good guys are winning and the tide of crime is being rolled back. Four and a half years ago, I

can honestly say, when I went around the country in 1992 seeking the Presidency and began to talk about the importance of more police and effective prevention programs along with tougher punishment -- and actually I said I was confident that we could bring the crime rate way down over a sustained period of time -- most people did not believe me.

You might be interested to know that every national survey I've seen says that most people still don't believe it -- (laughter). Even though those of you who are involved in this endeavor know that crime is now down for several years in a row and we had the largest drop in 35 years last year, most people still don't believe it. It may be because a crime story still leads the evening news. It may be the accumulation of personal experiences; nearly everybody has someone in their family who has been victimized. It may be an instinctive feeling that whether the crime rate has gone down or not, it's still too high and there are still too many of our children at risk.

But nonetheless, it has gone down. And a lot of you in this room have helped to make it so. And we tried to work with you and also to learn from you what actually works -- not what sounds good in a television ad, not what sounds good in a political campaign, but what actually works: putting more police on the street, taking gangs and guns off the streets, having proven, effective prevention programs that keep our children out of trouble and prevent crimes from occurring in the first place.

That's what we tried to do with the Crime Bill and the Brady Bill, with the assault weapons ban, with the Violence Against Women Act, and the other things that the Attorney General spoke about. It's what we've tried to do with our strongest effort ever to make our schools drug free and gun free, to have zero tolerance for guns in schools, to make it illegal for minors to possess handguns, and for adults to transfer handguns to minors. It's what General McCaffrey is working so hard on in his position as our nation's drug czar.

And thanks to all of you, the strategy is working. Even the juvenile crime rate showed some decline in 1995, and the juvenile crime arrest rate has begun to go down as a result of your unceasing efforts. But we know that juvenile violence is still a huge problem. We know violent youth gangs still terrorize our streets. We know innocent children are still being swept up in them and may soon be innocent no longer.

According to a report released by the Justice Department, unless we act and do more now, the number of juveniles arrested for violent crimes will more than double by the year 2010. We have got to show the same progress with young people, with juvenile crime, with violence, that we have seen in the overall crime rate with adults in the last five years. Keep in mind, this year when school started, we had the largest class of children starting school and the largest number of people in school in the history of America. This year is the first year that the number of school children exceeded the high-water mark of the baby boom; which means that demographically we have just a few years to deal with our young people and give them a future and something to say yes to, and to deal with this gang and drug and gun problem before the

sheer change in population will begin to overwhelm our efforts.

So I think we know enough, and a lot of you have shown us enough to be just as optimistic about this as we now can be about the general problem of crime. But we also have seen enough and we know enough to know that we have to move and move now.

In February, I sent juvenile justice legislation that I felt was very smart and very tough to Congress to declare war on gangs and guns, but to do things that you say and that you have shown will work. It was largely modeled on Boston's famous Operation Ceasefire. It guarantees new anti-gang prosecutors that are desperately needed to pursue and prosecute violent juveniles. It gives prosecutors the right to seek tougher penalties. It supports initiatives like Operation Night Light in Boston, where police and probation officers actually make housecalls to young probationers and their families to make sure that they live up to the rules of their probation. And when I was in Boston, not very long ago -- we spent over a half a day there -- the people said that their compliance rate as around 70 percent, which I'm quite confident is the highest in the country. But these things will work.

Because about 40 percent of juvenile crime occurs after schools closes and before parents come home -- so much for the argument that parents don't make any difference -- the youth violence strategy we presented would help to launch 1,000 after-school initiatives all over the country, again, modeled on what is working today -- not rocket science, just following the leader to save lives.

We know now that children should be allowed to stay in school or involved in other activities rather than left on street corners until their parents come home from work. We know now that it would be better if our children had teachers or community leaders or team leaders as role models, not gang leaders. We know that our children should be supervised by caring adults, not young people who have entered a gang culture.

The bill that I presented dealt with all this. It also is just as tough on guns as on gangs. I don't care what anybody says -- guns are still at the heart of the gangs that strike at the hearts of our communities and families. Every year thousands of children and young people are killed by them, even more wounded and maimed. Listen to this: teenage homicides by firearms tripled in the 10 years between 1984 and 1994; and the number of juveniles actually killing with guns quadrupled during the same period.

When the National Center for Health Statistics tells us that teenage boys are more likely to die from gunshot wounds than from any other cause, we know that we have more than a duty -- we have a moral obligation to keep fighting against this terrible scourge of gun violence, to build on the path-breaking work done by Jim Brady and others, and to go beyond what we have done so far.

That's why the juvenile crime bill I presented to Congress extends the Brady Bill to

prevent juvenile criminals from purchasing guns when they reach legal age. You shouldn't be able to commit a violent crime at 16 or 17, then buy a handgun for your 21st birthday. This bill would make that illegal, and I hope all of you will help us pass it. (Applause.)

The bill also requires that child safety locks be sold with guns to keep children from hurting themselves or each other. Unbelievably, a third of all privately owned hand guns in our country are left both unlocked and loaded. Every one of them has the power and the potential to make the life of one of our children lost by accident or design. Child safety locks are simple and inexpensive, but they do have the power to prevent tragedy.

I feel so strongly about them that in March I ordered federal agencies to give them to our agents. Today, every FBI and ATF agent has such a child safety device, and by the 15th of October every federal agent -- from the DEA to the U.S. Marshal to the Border Patrol to the Park Police -- will have one as well. If a child safety lock is good enough for law enforcement, it ought to be good enough for the general public. These commonsense measures will help to cut off young people's access to guns that can cut short their lives.

Today, we are taking comprehensive action to protect our children and our communities from juvenile crime and gun violence. In Boston, where many of these efforts are already in place, youth murders have dropped 80 percent in five years and not a single, solitary child has been killed with a handgun in a year and a half -- in a year and a half. We can do that. (Applause.) Again I say, this is not rocket science, this is replication.

You know, when I was in Houston a couple years ago and I saw the juvenile crime rate going down there when it was going up everywhere else, the Mayor said, it's not very complicated, I've got 3,000 kids in a soccer league and 2,500 in a golf league -- and most of them didn't know anything about either sport before we started. This is not rocket science, it is replication. We know what works. There is no excuse for not doing what works. And there is no excuse for the Congress not giving you the tools to do what works.

Now, I believe the approach embodied in the legislation I presented gives us the best chance to prevent more of this violence and to actually break its back -- that's what I believe. I believe it because I have seen so many of you do it. Now, the bill that passed the House of Representatives I think falls far short of the goals of the bill that I presented, and far short of reflecting what you have proved works. A juvenile crime bill that doesn't crack down on guns and gangs, that doesn't guarantee more prosecutors, more probation officers and more prevention programs after school is a juvenile crime bill in name only.

I understand you can pass a bill and make it very popular if all it does is seem to penalize people. And I am not against tougher penalties -- we have toughened a lot of penalties since I have been President. But to pretend that you can do that and not guarantee the police, the prosecutors, the probation officers and the prevention programs and expect to have results is simply wrong. You work in this area and you know it. So let's go back to the Congress and get a

bill that will give you the tools to give our children their futures back and our people their neighborhoods and their streets back. We can do it together. (Applause.)

Let me just say something about one specific problem. The illegal guns that youth gangs use do not just come out of thin air. They are bought and sold, traded and given in trade, just like any other guns. And all too often, it is adults who are making the transfer. So, today, I'm directing the Secretary of the Treasury, Bob Rubin, to require all federally licensed gun dealers to post signs in their stores and issue written warnings with each gun they sell to put adult gun purchasers on clear and unambiguous notice that selling or giving a handgun to a minor is dangerous, it is wrong. But it is also against the law. And it is a felony so serious that it can carry a penalty of up to 10 years in prison. I want every adult who buys a gun to see that sign and think about it before they give a child a gun that could wind up in gang violence. (Applause.)

In the last four years, we have proven that if we work together and learn from each other, we can begin to turn the tide and win the war, as Ray Kelly said. Now we have an opportunity that is real and genuine to build on that progress. Your presence here, your enthusiasm, and what I know about the work you have done back home give me great hope that we can give our children a safe and orderly environment where they can make the most of their lives.

We know that a lot of this will have to be done at the community level. When we did the Summit of Service that the Presidents sponsored in Philadelphia, one of the five things we said we wanted for our children was a safe environment for every child in America to grow up in. And we know that a lot of that has to be done by you. But we also know that we at the national level have our responsibility, too. And our responsibility now is to continue to implement the Crime Bill and put the community police officers out there, to be faithful in our enforcement of all the federal laws that we can, and to deal with the special problems of guns and to pass a smart, balanced juvenile justice crime bill that does more than talk tough.

I pledge to work with Congress of both parties to pass such a bill. I look forward to working with all of you to get the job done, but I say again: The most powerful argument for doing it is the experience you have already had, the successes you have already achieved, the lives you have already saved.

When you know what works and you do it, and you see children's lives reclaimed, it becomes unconscionable not to do more. I am determined that we will do more and that we will win this incredibly important struggle.

Thank you, and God bless you all. (Applause.)

END

12:28 P.M. EDT

Radio address

Report:

- 1/10 crime guns recovered from juvenile
(1/5 in Seattle, Balt, Memphis)
- 45% (nearly half) crime guns from juveniles or youths
(17 and under) (18-24)
- 2/10 crime guns are handguns
- juveniles more likely than adults to use handguns
- semiautomatic handguns more common than revolvers
- juveniles more likely to use semiautomatic handguns than adults; 61% of ~~juvenile~~ ^{youth} guns are semiautomatics
- * 57% of juvenile guns are semiautomatics
- concentration of guns
top 10 types accounted for 9,000 crime guns, (all age categories)
24% of total
yes.
- * In Birmingham, more than half of juvenile guns were found in 10 types
- in general, criminals get their guns on state
- * many crime guns rapidly directed into black market.
∴ an effort to identify, prosecute, + jail, illegal firearm traffickers can reduce the illegal firearms supply;
young people using young guns
- dev. new techniques for tracing

— Youth crime ↓ 22%

— (*) Violent crime + murder / single largest
1 ~~dropped~~ year drop in 35 years

(*) Gun crimes up by
(about)

(*) 25-40%

notion that criminals don't buy guns
comm. by guns + sell them to kids

(*) Ugly sounding named guns

(*) certain dealers

certain guns more likely to be found at scene

(*) brand new tool
almost doubled

free computers

extra staff to do traces

volunteer to do tracing

agreed to submit all guns for tracing
aggregate into

(*) Boston - anniversary July 10
2 years w/
tracing

(*) ~~Mitt Romney~~ ~~rated to be sentenced~~
DC

④ "time to crime"

illicit mkt. supply kids w/ guns
Created unprec tool for law enforcement

④ ~~an important point~~
Juv. Justice Bill

④ in Congress this week

④ 10-city expansion

tracing
cont. in 17 where now
list cities

④ ~~hire more staff~~

④ work of Congress to hire more
agents to work ^{with local} investigating
picking up on new leads ↑

hire more ATF
to



DEPARTMENT OF THE TREASURY
WASHINGTON, D.C. 20220

YOUTH CRIME GUN INTERDICTION INITIATIVE
Second Phase Cities

Chicago, Illinois
Los Angeles, California
Detroit, Michigan
Philadelphia, Pennsylvania*
New Orleans, Louisiana
Newark, New Jersey*
Houston, Texas
Miami, Florida
Tucson, Arizona*
Gary, Indiana*

622-7801

*Attorney General's Special Cities

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

Date: Thursday, July 17, 1997 9:00 am
From: CRM04 (ROBERTIST)
Subject: More Corrections

TO: LAVRA
456-5709

Jon ? Nick/Kent

Whoever is talking to Treasury about the case scenarios, the following corrections need to be made to the Washington DC Investigations -

First the prosecution is in MD Tennessee and they were a little miffed about this being called Washington DC.

2d. The AUSAs name is spelled Sunny not Suny

3d. The illegal transaction took place in Clarksville, Tenn not Washington, D.C.

4th. Carol admitted to selling 80-110 firearms not 300. Neither the case agent nor the AUSA know where 300 came from. All written reports say either 50 (which was what he said when he was arrested or the 80-110 figure which is what he admitted in court.

I will be on the hill this a.m. Page me if you need something.

Tom

Nick Gess

**FACSIMILE COVER SHEET
OFFICE OF ENFORCEMENT
DEPUTY ASSISTANT SECRETARY (ENFORCEMENT)**

Phone: (202) 622-0470

Fax: (202) 622-5040

Date: July 17, 1997

Page 1 of 2

TO: José Cerda, White House (Fax 202-456-7028)***
Jon Schwartz, DOJ, (Fax 202-616-1239)

FROM: Elisabeth A. Bresee's office ("Suzy" Ware)
Deputy Assistant Secretary (Law Enforcement)

**SUBJECT: A copy of Second Phase Cities of Youth Crime Gun
Interdiction Initiative**

✓ To: LAURA APPS

Fax 6-5709

Here in our nation's capitol, 300 firearms were sold illegally by a single gun trafficker who was arrested in Nashville last month. If it weren't for the tracking system it would have been tough to beat the trafficker at his own lucrative game. The tracking system showed that more than 30 crime guns recovered in DC, Chicago, and St. Louis had passed through the same liscensed dealer in Missouri. When police investigated, the Missouri dealer confessed to selling guns illegally, particularly at gun shows in Nashville. Investigators were led straight to the Nashville trafficker who is now behind bars, awaiting his sentence.

Good morning. Today I want to talk about the progress we are making together in combatting youth crime -- and the many challenges that remain.

Five years ago it seemed to many Americans that rampant crime and violence had an intractable hold on our country and that fear was an inevitable fact of life. I was determined to reverse the tide of crime, to give people the tools they need to take back their communities and reclaim their peace of mind.

We passed the tough Crime Bill that's putting 100,000 new community police on our street. We passed the Brady Bill, which has stopped more than ~~186,000~~ felons, fugitives and stalkers from buying handguns. We banned deadly assault weapons. We initiated the biggest effort in history to make our schools safe and drug-free.

we've met w/ 186,000 law enforcement
This strategy is working. Serious crime has dropped five years in a row. Last year we saw the largest one-year decline in violent crime and murder in 35 years.

But, sadly, crime among young people -- especially violent crimes involving guns -- has been on the rise. Although the number of teenagers committing crimes without guns is the same today as it was in the 1970s, the number of murders by teens who have guns has tripled. The Justice Department estimates that unless we act now, the number of juveniles arrested for violent crimes will more than double by the year 2010. That is why juvenile crime is this Administration's top crime-fighting priority.

A year ago, we recognized that we didn't know enough about the problem. We didn't know enough about where young criminals were getting their guns, how they were getting their guns, and what types of guns they found it easiest to obtain.

So last year, I directed the Bureau of Alcohol, Tobacco, and Firearms to launch a pilot program in 17 cities -- including New York, Cleveland, and Seattle -- to trace the guns used in crimes. We wanted to identify local and national patterns and trends that will help us stem the flow of guns to our teens.

Today, I am pleased to report that we have the results of that effort, the Youth Crime Gun Interdiction Initiative. Over the past ten months, law-enforcement agencies in these 17 cities worked together to send information about all guns recovered -- 37,000 guns in all -- to the ATF's National Tracing Center. We now have a treasury trove of vital gun information for investigators nationwide.

One finding deserves special mention. While there is no doubt that some kids steal guns, our new information makes clear that they are also buying guns -- most frequently, semiautomatic pistols -- in thriving black markets. These black markets are stocked by large-volume traffickers, by straw buyers who sell a gun or two at a time to young gang members, and by corrupt federally licensed gun dealers in collusion with traffickers.

Let me give you an example of how we are using this tracking information already today.

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

Phone: (202) 622-0300

Fax: (202) 622-7301

Date:

Page 1 of 6

TO:

Laura Capps

FAX:

456-5709

FROM:

Susan Ginsburg

SUBJECT:

YC6II

MESSAGE:

The biggest point is:
we need to go after
traffickers.





DEPARTMENT OF THE TREASURY
WASHINGTON, DC 20226

UNDER SECRETARY

MEMORANDUM FOR SECRETARY RUBIN

FROM: Raymond W. Kelly
Under Secretary (Enforcement)

Raymond W. Kelly

SUBJECT: Youth Crime Gun Interdiction Initiative

Attached are reports prepared by the Bureau of Alcohol, Tobacco and Firearms (ATF) for the 17 communities participating in the Youth Crime Gun Interdiction Initiative. They fulfill three goals by:

- (1) Documenting how juveniles and youth illegally obtain firearms;
- (2) Enabling Federal and local enforcement agencies to assess the illegal firearms problem in their communities and develop strategies to combat it;
- (3) Reporting on greatly increased ATF tracing of firearms recovered by enforcement agencies.

The following are among the reports' findings about firearms recovered by enforcement agencies:



• Firearms rapidly diverted from first retail sales at federally licensed gun dealers to an illegal market account for at least a quarter of the firearms that police recover from juveniles and youth.

- One out of ten firearms recovered by police is from a juvenile (17 and under). When youth (ages 18-24) are included, the number changes to four out of 10.
- In 15 of the 17 sites, the majority or the single largest supply of the crime guns successfully traced comes from retail sources *within* the State. Jersey City and Washington, DC, are the only sites where the largest single source of successfully traced crime guns is outside of their State or borders.
- Seven out of ten crime guns recovered from adults are handguns. For juveniles and youth, the number is eight out of 10.

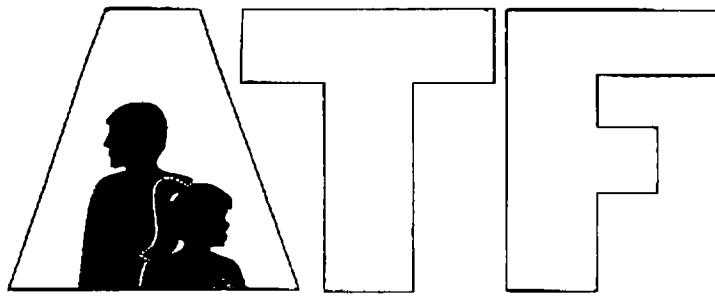
Suggest you do not use in radio address



- Half of all crime guns recovered by police are semiautomatic pistols, which are also the preferred weapons for juvenile and youthful offenders (60 percent).
- While thousands of different kinds of firearms are available, crime guns are concentrated among a relatively small number of makes and calibers in each city.
- Preliminary research shows that a high percentage of crime guns with obliterated serial numbers were originally purchased as part of a multiple sale by a federally licensed gun dealer and then illegally trafficked.

During the course of the initiative, trace requests from the 17 sites nearly doubled over the same period the previous year, from 20,000 to more than 37,000 requests. Trace information is stored in the National Tracing Center's illegal firearms trafficking information system, Project LEAD, which enforcement officials use in the identification of illegal traffickers. By expanding the volume of tracing, participants in the initiative not only provided data needed to identify community patterns, but have added significantly to the investigative information available to make cases against illegal traffickers.

We are confident that these reports will enable local enforcement officials, working with State and Federal authorities, to better protect our young and the public by preventing the illegal trafficking of firearms to those who would use them to commit violent crime.



The Youth Crime Gun Interdiction Initiative

The following are consistently the fastest “time-to-crime” guns recovered by law enforcement from juveniles and youth in the 17 Youth Crime Gun Interdiction Initiative sites (by manufacturer, caliber, and type):

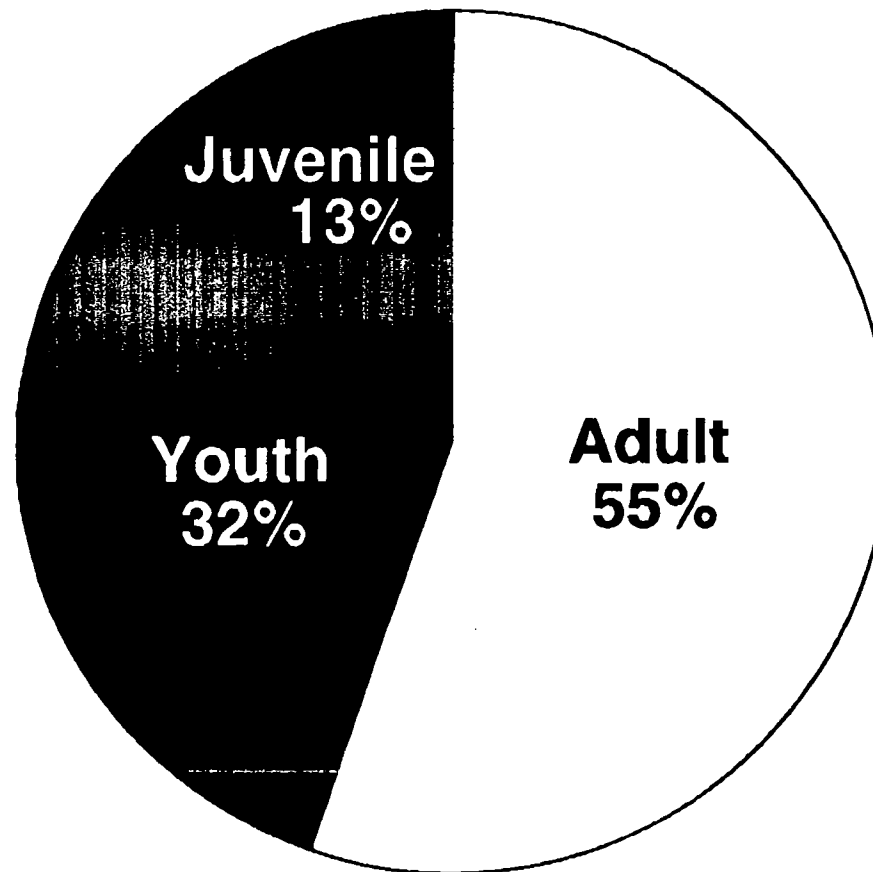
- Bryco, 9mm, semiautomatic pistol
- High Standard, 9mm, semiautomatic pistol
- Lorcin, .380 caliber, semiautomatic pistol
- Glock, 9mm, semiautomatic pistol
- Ruger, 9mm, semiautomatic pistol
- Smith & Wesson, 9mm, semiautomatic pistol
- Mossberg, 12 gauge, shotgun
- Intratec, 9mm, semiautomatic pistol
- Bryco, .380 caliber, semiautomatic pistol
- Lorcin, .25 caliber, semiautomatic pistol

Note: More than 50% of the total number of each of these types of recovered crime guns moved from their first retail sale to their recovery by law enforcement from a juvenile or youth in under three years. The firearms pictured are typical of models falling under the type of firearm listed above. Trafficking investigations aimed at the sources of these firearms have the highest probability of success.

Note: “Time-to-Crime” is that period of time (measured in days) between a firearm’s acquisition from a retail market and law enforcement’s recovery of that firearm during use, or suspected use, in a crime. A short time-to-crime usually means the firearm will be easier to trace, and when several short time-to-crime traces involve the same individual/FFL, this can be an indication of illegal trafficking activity.

Youth Crime Gun Interdiction Initiative

Crime Gun Recoveries by Age Group



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

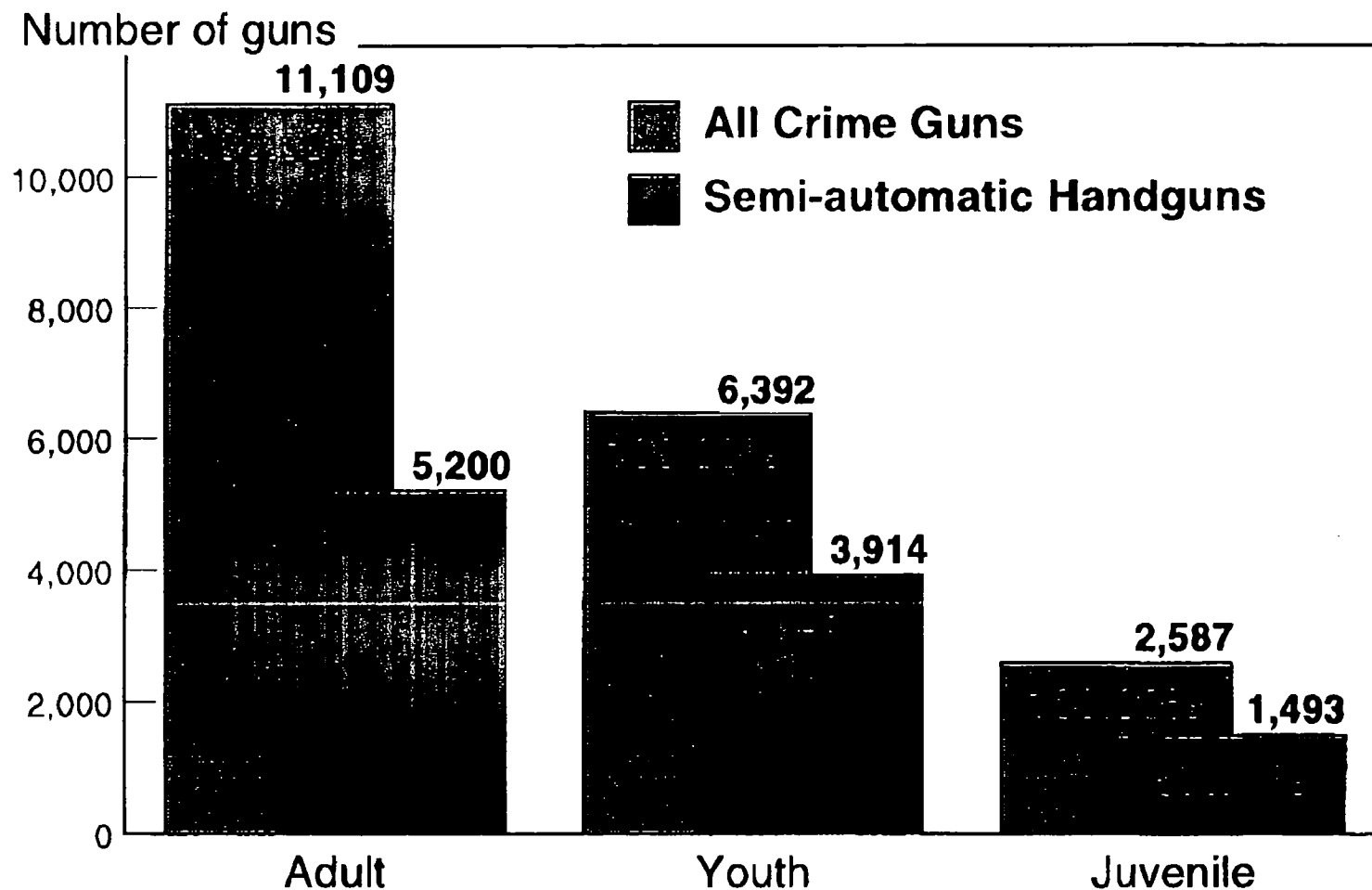
• JUL-16-1997 10:34

• O.P.D.

Youth Crime Gun Interdiction Initiative

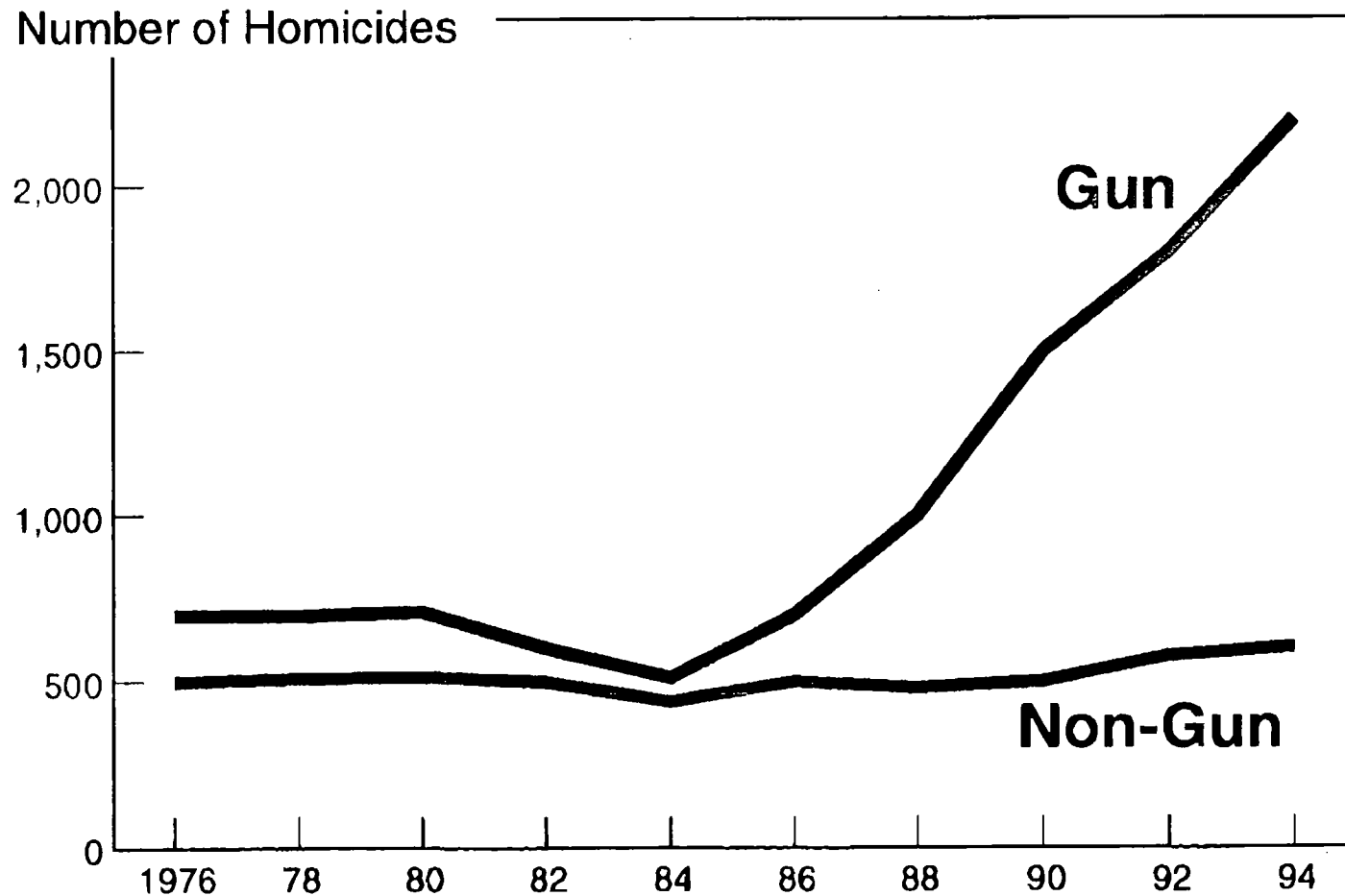
Crime Guns Recovered in 17 Communities

Semi-automatic Handguns as a Percentage of All Crime Gun Recoveries



Firearm and Non-Firearm Juvenile Homicides

Juvenile Offenders (ages 10-17)



National Institute of Justice

514 8352 ^{exp} 2504

Nick Goes at DoJ

514 5000

Obays

Tracing is overall

^{now}
We know there are traffickers all over

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

Phone: (202) 622-0300

Fax: (202) 622-7301

diverted from
retail
market -

time to crime.

Date:

Page 1 of _

TO:

Laura Capps

FAX:

456-5709

FROM:

Susan Grosburg
622-1496

SUBJECT:

YCGII Speech

MESSAGE:

A start!

Youth Crime Gun Interdiction Initiative

CONTEXT:

- Administration has made a steady, consistent effort to strengthen our firearms laws to keep guns away from criminals, gang members, and juveniles.
- The assault weapons ban. Bans weapons designed for killing people that create fear in communities.
- The Brady law. Background checks stop violent felons from walking into gun stores and buying handguns. Must be reinstated on constitutional footing. Common sense principle that we cannot allow felons to walk into federally licensed retail stores and buy handguns.
- Gun store reforms. We made it tough for anyone not engaged in the legitimate commercial gun business to obtain a license to sell guns. Many cities, backed by new federal laws and Federal law enforcement support, have made concentrated efforts to clean up the gun selling business. Commend the law enforcement officials in the many cities that have worked to make sure that only law abiding, legitimate gun dealers obtain retail licenses to sell firearms.
- Background checks and responsible standards for retailers are only part of the answer. We know that children, including young gang members, are obtaining handguns that they are not allowed to buy from licensed gun dealers.

THE INITIATIVE:

- Started the Youth Crime Gun Interdiction Initiative to find out how young people are getting guns, provide knowledge needed to design law enforcement strategies that will ensure fewer guns in the hands of juveniles, and youth gang members.
- For ten months in 17 cities, law enforcement agencies worked together to send information about all guns recovered -- **guns illegally possessed or associated with criminal activity** -- from juveniles, from young gang members, from criminals, or from hiding places near schools, to the National Tracing Center of the Bureau of Alcohol, Tobacco and Firearms.
- This was a major effort by these cities. Altogether law enforcement agencies in those cities submitted over 37,000 crime guns for tracing by ATF. Commend police departments.
- ATF traced as many of the guns as possible (*cannot say all the guns were traced*) to find out where they were first sold. ATF tried to learn as much as possible about how the guns got to juveniles, youth, and criminals.
- What we have learned is that **at least a quarter of the firearms move very rapidly from the retail sale to recovery by law enforcement in the street**. A law enforcement rule of thumb is that when a gun moves from the shelf into criminal channels in less than

three years, investigation to find the source of that gun can be useful. There is a chance that an illegal trafficker may be at work. *(this should not be overstated)*

- **Yes, there is no doubt that some convicted felons and some kids steal guns. But what the trace results and agent investigations are showing is that many guns are being trafficked to young people: by large volume traffickers who buy guns and re-sell them; by straw purchasers who provide a gun or two at a time to young gang members; and by corrupt gun dealers who collude with traffickers.**
- Anecdotes from YCGII. (attached)
- YCGII reports show that 60 percent of the crime guns recovered from juveniles and youth combined are semi-automatic handguns. This is even higher than the percentage of semi-automatic handguns recovered from adults (51 percent).
- Our responsibility as adults to see that guns are not provided to children by traffickers.
- Need Brady or other background checks of all gun buyers to make sure that they don't have a record. Even if they are not themselves violent criminals, they may be gun traffickers who have prior felony convictions.
- **Must make a major effort, federal, state, local law enforcement working together, to trace crime guns, to find the traffickers, to arrest them and prosecute them.**
- Too often people say there are too many guns in our country to do anything about gun crime. This is not true. In Boston, law enforcement agencies work together to disrupt the supply of guns and to coordinate law enforcement aimed at youth gangs. Results are no juvenile deaths in two years.
- Continuing commitment to a sensible national firearms policy aimed at keeping guns out of the hands of criminals, youth gangs, and children, and creating Federal-local partnerships, city by city, jurisdiction by jurisdiction, to enforce firearms laws and go after gun traffickers, we will reduce the numbers of guns in the hands of gang members and juveniles.
- Disrupting illegal gun markets can reduce the supply of guns on our streets. Fewer guns in the hands of kids will prevent fear, violence, and death.
- **[Any commitments still under discussion.]**

*Illegal traffickers
at inception
of the transaction.*

Susan Ginsburg 622-1496

What This Report Contains

Information about crime guns. A crime gun is defined, for purpose of firearms tracing, as any firearm that is illegally possessed, used in a crime, or suspected by enforcement officials of being used in a crime. Report E shows the crime types most frequently associated with crime gun trace requests.

Comprehensive crime gun trace data by community. The report presents information about how many crime guns were submitted for tracing. Participants in the Youth Crime Gun Interdiction Initiative voluntarily agreed to trace *all* crime guns recovered in their jurisdiction. Police departments are not required by Federal law to maintain or supply crime gun recovery information and have not historically submitted all crime guns for tracing. Lack of comprehensive tracing has precluded certain kinds of crime gun analyses since there may not have been enough crime gun trace requests from particular jurisdictions to identify community-wide patterns. The voluntary tracing agreement under this initiative was intended to overcome this problem.

Information from National Tracing Center traces. The information in this report is derived from data contained in requests for crime gun traces that enforcement agencies submitted to ATF's National Tracing Center (NTC) and from the results of traces that the NTC conducts. An *NTC trace* uses records maintained and made available by the firearms industry to identify the history of a firearm's ownership. A *successful NTC trace* describes firearm ownership from the manufacturer or importer through the wholesaler to the first known retail dealer. Depending on the investigative circumstances, the NTC trace may also identify the first retail purchaser, and sometimes even subsequent purchasers. Because of the structure of Federal firearms regulation and recordkeeping requirements, however, it is generally not possible for the NTC to trace a crime gun beyond its first retail sale using firearms industry records. To further trace a crime gun's path, ATF must conduct an *investigative trace*, in which special agents investigate

the subsequent chain of possession. Investigative traces are extremely resource intensive and are generally conducted only where there is a specific investigative need.

Analyses of requests for crime gun traces. The report contains certain analyses that are based on the information contained in *requests* for crime gun traces. These analyses do not depend on the NTC successfully completing the traces. Information available for all crime guns submitted for tracing, whether or not the crime gun is successfully traced by the NTC, includes the number of recovered crime guns in a community, the type of firearm (e.g., revolver, rifle), and its manufacturer and caliber.

Analyses of successful NTC traces. The report also contains certain analyses that are based on the results of *successful NTC traces*. Information available only for crime guns successfully traced by the NTC includes the time it takes for a crime gun to move from its last known retail sale to recovery by enforcement officials, and the State in which the crime gun was sold.

Analysis of incomplete traces. The report shows the number of successful NTC traces and explains why the NTC closed the remaining traces without a successful NTC trace. This information is intended to assist in increasing the number of successful NTC traces.

Analyses by adult, youth, and juvenile age categories. The report generally presents information in four age categories: adults (25 and over); youth (ages 18 through 24); juvenile (17 and under); and all age categories combined.

Crime gun trace information for a 10-month period. The patterns depicted in this report are based on crime guns for which trace requests were submitted to the NTC during the period of July 1, 1996, through April 30, 1997. The NTC provided project training in August and September 1996; project tracing then began in all sites. Early trace requests may not include as complete information as later traces.

General Findings From the Participating Communities

This section presents general findings based on experience in all 17 participating communities. These 17 communities may not comprise a valid sample for purposes of national analysis. However, this is the largest collection of community-based information yet available on recovered crime guns.

List of Participating Communities

The communities participating in this initiative, and on which the findings are based, are:

Atlanta, Georgia
Baltimore, Maryland
Birmingham, Alabama
Boston, Massachusetts
Bridgeport, Connecticut
Cleveland, Ohio
Inglewood, California
Jersey City, New Jersey
Memphis, Tennessee
Milwaukee, Wisconsin
New York, New York
Richmond, Virginia
St. Louis, Missouri
Salinas, California
San Antonio, Texas
Seattle, Washington
Washington, DC

This section is divided into two parts: (1) comprehensive community-based crime gun tracing and (2) local illegal firearms markets. These findings are intended to give enforcement officials in each community a wider perspective on its use of crime gun tracing and on its violent firearms crime and trafficking problems, particularly as they involve juveniles and youth.

General Findings:

Comprehensive, Community-Based Crime Gun Tracing

The 17 participating sites jointly tested the feasibility and utility of an enforcement policy of submitting all recovered crime guns in a community to the National Tracing Center (NTC) for tracing. Based on this experience, ATF reaches the following conclusions:

Comprehensive, community-based crime gun tracing is achievable. Trace requests from the 17 sites during the 10-month period nearly doubled over the same period the previous year, from approximately 20,000 trace requests to more than 37,000 trace requests. Tracing volume in all of the sites increased. Police departments in all of the sites had official policies requiring tracing of all recovered crime guns for all or part of the project period. Eight of the communities reported that they had a general tracing policy before the initiative began. One site, Jersey City, was part of a state-wide agreement by enforcement officials and prosecutors to trace all crime guns. One State, Virginia, mandates tracing of all firearms recovered by State and local enforcement agencies. Sixteen of the seventeen participating police departments continue to have a written or stated policy of tracing all recovered firearms.

Technical improvements in local and State tracing capability increase crime gun tracing levels, efficiency, and accuracy. Working with local and State enforcement officials, ATF has tested three methods of facilitating comprehensive crime gun tracing. The methods vary according to the jurisdiction's volume of recovered firearms, recordkeeping procedures, and level of computerization. Costs of such technical assistance are low and the benefits high, both for the police departments and ATF. Because of technical improvements, for instance, New York City's requests for traces jumped to close to 13,000 crime guns during the 10-month project period, from fewer than 4,000 crime guns during the same time period the previous year. San Antonio's tracing rate increased 500 percent, to close to 2,000 crime gun traces during the project period from fewer than 400 traces during the same period the previous year.

Comprehensive crime gun tracing achieves its primary purpose: to increase the number of investigative leads to illegal traffickers derived from NTC tracing. The primary purposes of NTC crime gun tracing are to assist in solving individual gun crimes and to increase the amount of investigative information about illegal gun trafficking available to enforcement agencies. Crime gun trace information is added to the NTC's Project LEAD. This information system aggregates crime gun trace information from enforcement agencies throughout the Nation, and identifies links among those traces. For instance, Project LEAD could link a crime gun that enforcement officials in Inglewood, California, submit for tracing with a crime gun that enforcement officials in Jersey City, New Jersey, submit for tracing by showing that both were sold by the same Federal firearms licensee or purchased by the same individual. By nearly doubling the volume of trace requests from the 17 communities, ATF and local and State enforcement agencies have significantly increased the amount of trace information in Project LEAD and the number of investigative leads available to enforcement agencies throughout the country.

As demonstrated by these reports, comprehensive crime gun tracing can also be used to assist enforcement agencies by identifying major crime gun patterns in a community. By simply submitting trace requests on all recovered firearms, enforcement officials can check for patterns and trends on crime guns in their community. When the NTC can successfully trace these crime guns, additional strategic and investigative information is available.

Refinement of tracing guidelines and practices will result in greater consistency in trace analysis reporting. While participants have followed or are following comprehensive tracing policies, tracing procedures vary. For instance, practices may differ for tracing firearms that have obliterated serial numbers, are recovered by school authorities, are found without identified possessors or are known to be stolen, or are antique. In addition, there are variations in how the exact location of where the firearm was recovered is reported. For this reason, a few crime guns recovered in nearby jurisdictions may have been included in reports from some of the 17 sites. Finally, during this special initiative, enforcement agencies may have submitted all available firearms rather than only firearms recovered after the initiative began. Trace levels can be expected to stabilize if technical improvements are made and as the NTC refines tracing guidelines.

Faster NTC trace completion time benefits enforcement agencies. The faster a crime gun trace can be completed, the sooner the trace information can be entered into the Project LEAD illegal trafficking information system and the sooner it can be used by enforcement officials in investigations of illegal traffickers. The NTC presently completes trace requests in an average of 9 days. Crime gun-related investigations would benefit from faster completion times. Two factors affect completion time: NTC resources and the speed with which Federal firearms licensees make records available. The firearms industry has recently pledged to assist the NTC in speeding up crime gun tracing by making more records accessible electronically.

Increasing the number and percentage of successful NTC traces benefits enforcement agencies. The NTC successfully completed approximately 37 percent of the traces requested during this project. Reasons for lack of successful NTC tracing include lack of needed information about the firearm in trace requests (23 percent), lack of Federal firearms licensee records (7 percent), and legal and resource limitations on tracing older firearms (33 percent). Not all trace analyses depend on successfully completing trace requests. However, the benefits of crime gun tracing for enforcement agencies are maximized if traces are successfully completed. Many of the reasons preventing successful NTC tracing can and should be addressed.

Training in crime gun tracing benefits enforcement agencies. Working together, police departments and ATF fulfilled their goal of tracing all recovered crime guns, with a minimum of training. However, some sites were more successful than others in submitting the full amount of crime gun-related data that can be used in Project LEAD and in trace analyses. In particular, a few sites provided insufficient possessor date of birth information to provide reliable analysis by age category. Most importantly, 23 percent of the trace requests overall were submitted with insufficient firearms information to successfully complete the traces. This reflects several factors, including that some police departments' internal firearms-related procedures are more conducive than others to comprehensive crime gun tracing. Training in crime gun tracing and a collaborative effort between the NTC and State and local enforcement agencies are needed to improve the level of information provided in trace requests.

General Findings: Local Illegal Firearms Markets

This section summarizes enforcement findings and conclusions based on crime gun trace information that is common among the 17 participating communities. The category "adult" includes ages 25 and over, "youth" includes ages 18 to 24, and "juvenile" includes ages 17 and under.*

Adult crime guns predominate. Most crime guns are recovered from adults. While youth firearms crime remains a special priority because of high rates of youth violence, adult firearms crime still predominates. In the largest city among the participants, New York, where almost 13,000 crime guns were submitted for tracing, juveniles under age 18 account for 11 percent of the crime guns, youth ages 18 to 24 account for 34 percent, and adults age 25 and over account for 55 percent. There are two exceptions, Bridgeport, where adult crime guns account for only 40 percent of the total, and Jersey City, where adult crime guns account for 14 percent.

Juvenile crime guns are a significant percentage of the total. One out of ten crime guns is recovered from a juvenile. Juvenile crime gun trace requests accounted for at least 11 percent of the total traces requested, with three exceptions, Cleveland (6 percent), Milwaukee (8 percent), and Richmond (9 percent). The percentage of juvenile crime guns submitted for tracing was over 20 percent in three cities: Seattle, Baltimore, and Memphis.

Juvenile and youth crime guns comprise almost half of the total. Juvenile and youth crime guns combined account for 45 percent of the crime guns traced, while adult crime guns account for 55 percent of the total.

Handguns predominate. Eight out of ten crime guns traced are handguns. Handguns include semiautomatic pistols, revolvers, and derringers. In all sites, handguns are the largest category of firearms recovered by enforcement agencies. The percentage of crime guns accounted for by handguns recovered from all age groups ranged from 62 percent in Salinas, to 97 percent in Atlanta.

A disproportionate number of juvenile and youth crime guns are handguns. Juvenile and youth crime guns are more likely than adult crime guns to be handguns. Eight out of ten juvenile and youth crime guns traced are handguns, whereas seven out of 10 adult crime guns are handguns. Of the crime guns recovered from *juveniles*, the percentage that are handguns ranges from 73 percent in San Antonio and Milwaukee, to more than 90 percent in five cities: Jersey City, Cleveland, New York City, Seattle, and Richmond. Of the crime guns recovered from *youth*, the percentage that are handguns ranges from 67 percent in San Antonio to more than 90 percent in four cities: Jersey City, Washington, DC, Memphis, and New York City. Of the crime guns recovered from *adults*, the lowest percentage of handguns is in Seattle and Memphis, 56 percent. Handguns account for between 80 and 90 percent of the adult crime guns in five cities.

Semiautomatic handguns predominate. Semiautomatic handguns are more common crime guns than revolvers. Semiautomatic handguns range from a high of 67 percent of crime guns in Atlanta, to a low of 39 percent in Birmingham and St. Louis. Revolvers supplied no more than 41 percent of crime guns in any site. Half of all the crime guns recovered are semiautomatics.

A disproportionate number of juvenile and youth crime guns are semiautomatic handguns. In each site, juveniles and youth are more likely to be associated with semiautomatic handguns than are adults. Semiautomatic handguns accounted for a high of 65 percent of the *juvenile* crime guns in New York City, to a low of 46 percent of the juvenile crime guns in Birmingham. Semiautomatic handguns accounted for a high of 71 percent of the *youth* crime guns in Memphis, to a low of 51 percent of the youth crime guns in San Antonio. Semiautomatic handguns accounted for a high of 54 percent of

* Not all sites were considered for each of the findings below. Where possessor age information was insufficient for the particular finding, the site was excluded from the comparison. A technical note with further explanation is available from ATF.

the *adult* crime guns in New York City, to a low of 35 percent of the adult crime guns in Birmingham. Overall, 47 percent of adult crime guns are semiautomatics. Semiautomatics constitute 61 percent of youth crime guns and 57 percent of juvenile crime guns.

Crime guns are concentrated among a relatively few kinds of firearms. The top 10 types of crime guns, by manufacturer and caliber, represent a disproportionately large share of the total number of recovered firearms. The greatest concentration is in Atlanta, where the top 10 types of crime guns by manufacturer and caliber account for 35 percent of the total; 309 types of crime guns by manufacturer and caliber account for the remaining 65 percent. Even in Milwaukee, where the concentration is the least, the top 10 types of crime guns by manufacturer and caliber still account for 21 percent of the total; 567 types of crime guns by manufacturer and caliber account for the remaining 79 percent. Overall, the top 10 types of firearms by manufacturer and caliber account for more than 9,000 crime guns, or 24 percent, while 1,206 kinds of firearms by manufacturer and caliber account for the remaining 28,000 crime guns, or 76 percent.

Crime gun concentration by kind of firearm is relatively greater among juveniles and youth than among adults. The highest concentration among *juvenile* crime guns is in Birmingham where the top 10 types of firearms by manufacturer and caliber account for 52 percent of recovered juvenile firearms. The highest concentration among *youth* crime guns is in Memphis where the top 10 kinds of firearms by manufacturer and caliber account for 46 percent of recovered youth firearms. By comparison, the highest concentration among *adult* crime guns is in Bridgeport, where the top 10 types of firearms by manufacturer and caliber account for 36 percent of the recovered adult firearms.

In general, the State in which the community is located is the largest single source of its crime guns. In 12 of the 17 sites, the State itself supplies a *majority* of the successfully traced crime guns. This majority ranged from a high of 77 percent in San Antonio to a low of 54 percent

in Seattle. In three of the 17 sites, the State itself supplies more crime guns than any other single source, while the combination of all other States supplies more than half of the successfully traced crime guns. This plurality ranges from a high of 30 percent in Boston to a low of 13 percent in New York City. There are two exceptions: for Jersey City, the top two source States are Virginia and Florida, each supplying 14 percent of the successfully traced crime guns, while New Jersey supplies 10 percent. No crime guns were traced to Washington, DC.

Many recovered firearms are rapidly diverted from first retail sales at federally licensed gun dealers to a black market that supplies juveniles and youth. This is shown by the proportion of guns recovered by law enforcement officials that are new, that is, bought less than three years before recovery by enforcement officials. New guns in young hands signal direct diversion — by illegal firearms trafficking, including straw purchases, theft from federally licensed gun dealers, or a combination of all of these. Enforcement officials can often identify the illegal sources of new firearms by following up on trace information. By contrast, older crime guns are more likely to have passed through numerous hands before entering illegal commerce, requiring other methods, such as debriefing criminal offenders, to identify their illegal sources. Based on crime guns recovered and submitted for tracing during the initiative, ATF estimates that new crime guns comprise between 22 percent and 43 percent of the firearms recovered from juveniles, between 30 percent and 54 percent of the firearms recovered from youth, and between 25 percent and 46 percent of the firearms recovered from adults.* This finding leads to our conclusion that an effort to identify, prosecute, and incarcerate illegal firearms traffickers can reduce the illegal firearms supply that supports criminal activity by young people.

Crime guns with obliterated serial numbers are likely to have been illegally trafficked. Local tracing practices with respect to firearms with obliterated serial numbers varied too much during this initiative to provide consistent community-based analyses of crime guns with obliterated serial numbers. Therefore, reports on crime guns with obliterated serial numbers are not

* A technical note explaining how these ranges were calculated is available from ATF upon request.

provided for the participating sites. However, preliminary research by the NTC in selected communities indicates that between 9 percent and 20 percent of recovered firearms have their serial numbers obliterated. NTC analysis indicates that *a very high percentage of firearms with obliterated serial numbers were originally purchased as part of a multiple sale and then illegally trafficked*. Restoration of obliterated serial numbers is often possible by either ATF or police department laboratories. Restoration of these serial numbers and tracing of the firearm should be given high priority.

Preventing trafficking in new firearms to youths and juveniles. Crime gun tracing is identifying many investigative opportunities for enforcement officials. The fact that many young people are using relatively new firearms, purchased from Federal firearms licensees that are maintaining records, provides significant opportunities for

enforcement agencies to identify illegal traffickers. Project LEAD and trace analyses can facilitate the investigation, arrest, and prosecution of illegal suppliers of these crime guns.

Preventing trafficking of older firearms. Preventing the trafficking of older firearms requires a different approach. Older firearms enter the "illegal market through several routes: they are sold by federally licensed gun dealers as used firearms, they are sold as used firearms on the legal secondary market (i.e., private sales exempt from federal regulation), they are stolen and resold through gun traffickers, or they are stolen personally by the crime gun possessor. Finding the source of older guns requires, in addition to crime gun tracing, debriefing of arrestees associated with crime guns and investigation into the chain of transfers of the crime gun beyond the first retail purchaser.

Future Crime Gun Trace Analysis Techniques

The ATF National Tracing Center is continuing to develop new techniques to analyze crime gun traces. These will further increase the ability of enforcement agencies to investigate and prosecute illegal traffickers. Future developments will include the following:

Reporting on crime guns with obliterated serial numbers that cannot be restored. The NTC has established a data base for crime guns for which serial numbers have been obliterated and cannot be restored. Collection of this information is critical to the NTC's efforts to report on crime gun trafficking.

Improvements in Project LEAD. Project LEAD, ATF's illegal firearms trafficking information system, is being improved to add indicators that will suggest new types of leads to trafficking investigators. In addition, special agents will be able to access Project LEAD in real time.

Reports on multiple purchases of crime guns by a single purchaser. When a Federal firearms licensee sells two or more handguns in five business days to a single purchaser, the licensee must notify ATF of these sales in writing. ATF provides a multiple sales form to simplify this notification. Information supplied by Federal firearms licensees on multiple sales forms is integrated into Project LEAD for use in

illegal firearms trafficking investigations. In the future, information on crime gun traces associated with multiple purchases can be included in crime gun trace analysis reports.

Reports on crime guns that possessors report to be stolen. The submission of trace requests for firearms known by enforcement officials to have been stolen was inconsistent among participating sites. NTC procedures will be altered to permit accurate reporting of this information. Currently, less than 1 percent of all crime guns submitted for tracing to the NTC are reported to have been stolen.

Use of a ballistics identification system to help identify firearms traffickers. ATF has pioneered ballistics technology that allows enforcement agencies to link recovered bullets and cartridge cases with recovered crime guns. To facilitate identification of traffickers and other criminals, the ballistics data base and the NTC crime gun data base can be linked, and ballistics-related information can be captured in crime gun trace analyses.

The Youth Crime Gun Interdiction Initiative and Related Local Initiatives

The Youth Crime Gun Interdiction Initiative builds on leadership and innovations in a number of jurisdictions where enforcement agencies have been focusing on reducing illegal access to firearms. Three important examples follow:

Project LISA: New Jersey's statewide crime gun tracing system. Locally developed crime gun information systems, such as Project LISA in New Jersey, have served as local models for Project LEAD, ATF's national crime gun information system. Information on all recovered crime guns statewide is entered into the LISA system, enabling enforcement officials to identify juvenile and adult offenders. U.S. Attorney Faith Hochberg organized this statewide system through a memorandum of understanding among all enforcement officials in the State.

The Boston Gun Project/Ceasefire. The Boston Gun Project/Ceasefire is a joint Federal and local effort to reduce youth firearms violence in Boston under the leadership of Commissioner Paul Evans, U.S. Attorney Don Stern, and ATF Special Agent in Charge Jeff Roehm. David Kennedy, a senior researcher at Harvard's John F. Kennedy School of Government, developed the project under a grant from the National Institute of Justice. Participants also include the Department of Probation, youth outreach workers, the Department of Parole, the Department of Youth Services, and school police. The strategy combines: (1) a local, State, and Federal effort to crack down on the illegal gun supply and (2) a local, State, and Federal strategy to deter violence by youth gangs.

The Boston Gun Project: crime gun supply reduction. This project developed comprehensive tracing and trace analysis and instituted the debriefing of arrestees especially gang members arrested for weapons, drug, and violent offenses, for information leading to local gun traffickers. ATF agents, police, and prosecutors are using traditional criminal investigative techniques to identify and prosecute specific traffickers.

Participants are also developing an enforcement strategy based on trace analysis to disrupt Boston's illegal youth gun market. This focuses on guns recovered less than two years from first retail sale, guns with two or more crime gun traces, guns recovered from members of violent gangs, and guns identified as particularly popular with gang members. ATF and police are restoring obliterated serial numbers, tracing those firearms, and focusing on FFLs and gun purchasers associated with those weapons.

The Boston Gun Project: deterring violent gang crime. Participants in the Gun Project researched the Boston youth homicide problem and determined it to be largely gang related. Participating officials agreed to deliver and act on a new enforcement message to these gangs: *violence will not be tolerated in Boston; it will be met with a strong and coordinated interagency response.* Officials delivered this message through formal meetings with gang members, individual police and probation contacts with gang members, meeting with all inmates of secure juvenile facilities in the city, and gang outreach workers. Where violence occurs, it is met with a coordinated interagency response, using all possible enforcement tools, from probation supervision to Federal investigation and prosecution.

Memphis U.S. Attorney's Anti-Violent Crime Task Force. This task force is a joint Federal and local effort to reduce youth firearms violence in Memphis, spearheaded by U.S. Attorney Veronica Coleman. The group developed comprehensive crime gun tracing and trace analysis and instituted the debriefing of all arrestees, especially gang members and juveniles arrested with firearms or for violent offenses. This task force is currently working with ATF to expand local capacity to restore obliterated serial numbers on crime guns.

purchasers. SHIKES, who works as a security guard at a shopping mall, often sold the handguns (semi-automatic 9 mm and .25 caliber pistols) from the trunk of his car at the mall. The firearm activities of SHIKES were documented through the systematic tracing of all recovered firearms in Milwaukee and undercover contact in which handgun purchases from SHIKES were made. In April 1997 SHIKES was arrested and charged with dealing in firearms without a license and providing firearms to convicted felons.

CASE EXAMPLE: BOGUES, Charles Investigation: This case began as an investigation into firearms and narcotics possession and distribution by youths who are members of the "D" Boys street gang in Boston, Massachusetts. On December 20, 1993 members of the "D" Boys were involved in a large gang-related shootout during which Louis Brown, an honor student on his way to an antigang rally, was killed when caught in the crossfire. Brown's stepfather, Joseph Cherry, spoke at the White House during the launching of the YCGII in July 1996. In September 1996, a joint ATF/Boston Police Department investigation led to the service of a Federal search warrant at the residence of several "D" Boys that resulted in the seizure of illegal assault weapons, firearms with obliterated serial numbers, and cocaine base from three youths, some of whom had prior felony convictions. Due to the significant Federal charges which were lodged against three "D" boys gang members (youths), the three youths began to cooperate. On January 22, 1997, BOGUES provided a full confession to the murder of Louis Brown. BOGUES was subsequently charged by a Suffolk County Grand Jury for second-degree murder and on February 11, 1997 BOGUES pled guilty to second-degree murder.

CASE EXAMPLE: FOWLER, Michael Investigation: FOWLER, a two-time convicted felon, illegally trafficked handguns with obliterated serial numbers to several youths in Boston, Massachusetts. When apprehended with the firearms, the youths identified FOWLER as their source. Further investigation resulted in the undercover purchase of 12 handguns with obliterated serial numbers from FOWLER. FOWLER has been arrested and indicted for these offenses. It should be noted that one of FOWLER's prior convictions is from an ATF case where FOWLER provided false information to an FFL to illegally obtain firearms.

CASE EXAMPLE: Salem's Missionary Baptist Church investigation: On May 25, 1996, three individuals fired several rounds into Parker's Chapel Church in Gibson, Tennessee. This predominantly African American Baptist church is located near the Salem's Missionary Baptist Church, which burned on December 30, 1995. Also on May 25, 1996, a local sheriff's deputy removed a firearm from an individual during a domestic dispute. The firearm was sent for ballistic testing at the Tennessee Bureau of Investigation and was found to match the projectiles recovered from Parker's Chapel Church. On June 3, 1996, that individual was interviewed and gave a full confession regarding the shooting. During the confession, this individual admitted to giving the firearm to two juveniles who were in his vehicle, and they were the ones who actually shot at the church. The two juveniles were subsequently interviewed and confessed to the



DEPARTMENT OF THE TREASURY
WASHINGTON, DC 20226

UNDER SECRETARY

MEMORANDUM FOR SECRETARY RUBIN

FROM: Raymond W. Kelly
Under Secretary (Enforcement)

SUBJECT: Youth Crime Gun Interdiction Initiative

Raymond W. Kelly

4 of the guns come from retail sales

Attached are reports prepared by the Bureau of Alcohol, Tobacco and Firearms (ATF) for the 17 communities participating in the Youth Crime Gun Interdiction Initiative. They fulfill three goals by:

- (1) Documenting how juveniles and ~~young gang~~ members illegally obtain firearms;
- (2) Enabling Federal and local enforcement agencies to assess the illegal firearms problem in their communities and develop strategies to combat it;
- (3) Reporting on greatly increased ATF tracing of firearms recovered by enforcement agencies.

The following are among the reports' findings about firearms recovered by enforcement agencies:

- Firearms rapidly diverted from first retail sales at federally licensed gun dealers to a black market account for at least a quarter of the firearms that police recover from juveniles and youth.
- One out of ten firearms recovered by police is from a juvenile (17 and under). When youth (ages 18-24) are included, the number changes to four out of 10.
- In 15 of the 17 sites, the majority or the single largest supply of the crime guns successfully traced comes from retail sources *within* the State. Jersey City and Washington, DC, are the only sites where the largest single source of successfully traced crime guns is outside of their State or borders.
- Seven out of ten crime guns recovered from adults are handguns. For juveniles and youth, the number is eight out of 10.
- Half of all crime guns recovered by police are semiautomatic pistols, which are also the preferred weapons for juvenile and youthful offenders (59 percent).
- While thousands of different kinds of firearms are available, crime guns are concentrated among a relatively small number of makes and calibers in each city.
- Preliminary research shows that a high percentage of crime guns with obliterated serial numbers were originally purchased as part of a multiple sale by a federally licensed gun dealer and then illegally trafficked.

During the course of the initiative, trace requests from the 17 sites nearly doubled over the same period the previous year, from 20,000 to more than 37,000 requests. Trace information is stored in the National Tracing Center's illegal firearms trafficking information system, Project LEAD, which enforcement officials use in the identification of illegal traffickers. By expanding the volume of tracing, participants in the initiative not only provided data needed to identify community patterns, but have added significantly to the investigative information available to make cases against illegal traffickers.

We are confident that these reports will enable local enforcement officials, working with State and Federal authorities, to better protect our young and the public by preventing the illegal trafficking of firearms to those who would use them to commit violent crime.

ATF CRIME GUN TRACE ANALYSIS REPORT

Youth Crime Gun Interdiction Initiative

Introduction

The Youth Crime Gun Interdiction Initiative is a 17-city demonstration project aimed at reducing youth firearms violence. Officials from the Bureau of Alcohol, Tobacco and Firearms (ATF), police chiefs, local prosecutors, and U.S. attorneys are developing information about illegal trafficking of firearms to young people and new methods of reducing the illegal supply of firearms to them. The initiative was developed by ATF and its National Tracing Center, funded by the Department of the Treasury's Office of Enforcement and the National Institute of Justice, and announced by President Clinton on July 8, 1996.

Purposes of This Report

Since July 1996, participants have tested a new method of developing and providing information about the illegal sources of firearms to youth. Federal and local enforcement officials in each jurisdiction voluntarily agreed to submit information on all recovered crime guns to ATF's National Tracing Center. ATF developed the tools to analyze the information. ATF is publishing this report of its analyses for the following purposes:

To provide new information about illegal firearms activity by community. These reports provide an overall view of firearms associated with illegal possession or activity in a jurisdiction. They identify the types of firearms that enforcement agencies most frequently recover, the types of crimes with which these weapons are associated, the time it takes for firearms to move from a federally licensed firearms dealer to recovery by enforcement officials, and the source States of these firearms. This is the first time ATF has developed and published standardized reports on recovered crime guns.

To identify differences in adult, juvenile, and youth illegal firearms activity. These reports analyze firearms recoveries by age group, with a focus on young people. The information establishes whether patterns of crime gun acquisition differ by age group. While ATF has previously collected information from enforcement agencies on firearms recovered from juveniles from across the country, this is the first time ATF has been able to provide age-based analysis by local jurisdiction. This analysis provides enforcement officials with a new and important tool for reducing illegal juvenile and youth access to firearms.

To expand access to firearms-related enforcement information. These reports share ATF firearms-related enforcement information with other enforcement agencies. The reports thereby provide a new, common foundation for collaboration among ATF, the offices of the U.S. attorney, and local police and prosecutors, as well as other agencies concerned with youth violence. Using this information, police departments and local prosecutors may choose to modify resources devoted to firearms trafficking interdiction, and local task forces may choose to pursue firearms trafficking cases in Federal or State courts.

To initiate community, State, and national reporting on firearms trafficking. These reports provide a model for standardized, annual ATF reports on firearms recoveries at the city, State, and national level. State and national reports using firearms recovery information provided by every jurisdiction allow regional and national patterns to be identified.

To enable enforcement officials to focus their resources where they are likely to have the greatest impact on illegal trafficking to juveniles and violent youth gang members, as well as adult criminals. Specific investigative information about the illegal sources of crime guns can be obtained by a variety of

prison capacity and truth-in-sentencing laws which require violent offenders to serve at least 85% of their sentences.

Juvenile arrests for violent crime increased more than 80% from 1985 to 1994. Arrests for murder alone increased 136%. Gang-related crimes neared 600,000 in 1993, according to a National Institute of Justice study, and gang membership was estimated at more than 550,000. Gangs were responsible for an estimated 40% of Los Angeles homicides. The addition of more than 500,000 men in the crime-active age 14-17 male population by the year 2000 will send juvenile crime skyrocketing, according to experts. **Violent juvenile criminals who do "adult crime" should serve "adult time."**

Crime victims or their survivors are often unfairly barred from participating in the criminal justice process. **This problem that can be corrected by victims' rights legislation. For more information, contact NRA CrimeStrike at 1-800-TOUGH-11.**

FIREARMS FACTS

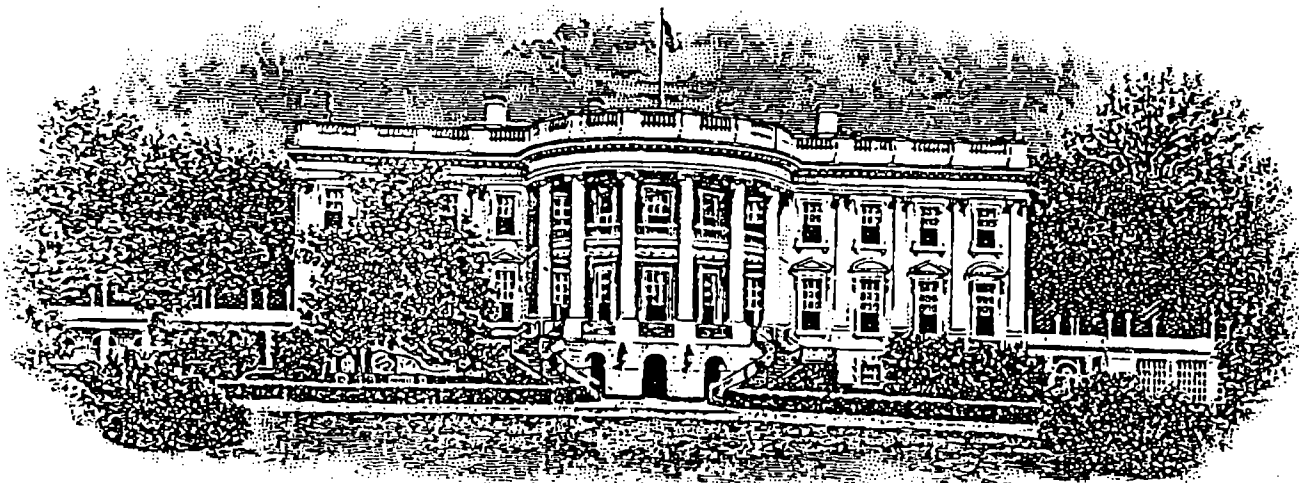
Guns in the U.S.:	230 million incl. 75-80 million handguns (BATF)
Gun owners in U.S.:	60-65 million, 30-35 million own handguns
Owners who have used guns for defense:	11% of firearms owners 13% of handgun owners
Annual criminal gun use:	Less than 0.2% of firearms, Less than 0.4% of handguns

About 99.8% of firearms and more than 99.6% of handguns will not be used to commit violent crimes in any given year.

**NRA Institute for Legislative Action
11250 Waples Mill Road
Fairfax, Virginia 22030**

NL00890 Rev. 1/97 20M

The White House



DOMESTIC POLICY

FACSIMILE TRANSMISSION COVER SHEET

TO: LAURA CAPPS

FAX NUMBER: 6-5709

TELEPHONE NUMBER: _____

FROM: Jose Gida III, DPC

TELEPHONE NUMBER: _____

PAGES (INCLUDING COVER): 3

COMMENTS: _____

methods, including Project LEAD, ATF's computerized illegal firearms information trafficking system, debriefing armed arrestees, and other street sources. These reports do not provide additional investigative information (such as the identities of federally licensed gun dealers or retail purchasers repeatedly associated with new crime guns). Rather, they provide analyses that can be useful in deciding how best to focus investigative resources to reduce the illegal firearms supply used in violent crime.

Strategic targeting of illegal sources of juvenile and youth crime guns. Information about the percentages of a jurisdiction's crime guns recovered from juveniles, youth, and adults allows investigative priorities to be established and assessed. For instance, enforcement officials may choose to use Project LEAD to look for federally licensed gun dealers and first purchasers linked with crime gun traces associated with juveniles and youth.

Strategic targeting of illegal sources of certain crime guns. Enforcement officials also can draw on the reports to develop other enforce-

ment strategies. Federal investigators already look for high volume traffickers operating across jurisdictional lines, whether interstate or intrastate, and use Project LEAD to investigate the illegal sources of guns used in violent crimes. Drawing on these reports, Federal and local officials can jointly decide to use Project LEAD and other investigative tools to target the illegal sources of various groups of crime guns: firearms with obliterated serial numbers; firearms most often used by juveniles and youth in violent crimes; illegally trafficked firearms most popular among juveniles, violent youth, and violent gangs; firearms with short "time-to-crime" rates, which are likely to have been deliberately trafficked; and firearms originating in-State or firearms originating out of State.

Optimum, balanced local enforcement strategy. By combining a focus on high volume traffickers with targeted trafficking enforcement efforts using trace analyses and information about local conditions, enforcement officials can work toward the optimum strategy for reducing local illegal access to firearms, especially by juveniles and violent gang members.

ATF CRIME GUN TRACE ANALYSIS REPORT

Youth Crime Gun Interdiction Initiative: The Illegal Youth Firearms Markets in 17 Communities

TABLE OF CONTENTS

Introduction	1
Purposes of This Report	1
What This Report Contains	3
General Findings From the Participating Communities	4
List of Participating Communities	4
General Findings: Comprehensive, Community-Based Crime Gun Tracing	5
General Findings: Local Illegal Firearms Markets	7
Future Crime Gun Trace Analysis Techniques	9
The Youth Crime Gun Interdiction Initiative and Related Local Initiatives	10

The Illegal Youth Firearms Market in Atlanta, Georgia

Baltimore, Maryland
Birmingham, Alabama
Boston, Massachusetts
Bridgeport, Connecticut
Cleveland, Ohio
Inglewood, California
Jersey City, New Jersey
Memphis, Tennessee
Milwaukee, Wisconsin
New York, New York
Richmond, Virginia
St. Louis, Missouri
Salinas, California
San Antonio, Texas
Seattle, Washington
Washington, DC

In each report:

- Report A: Number of Crime Gun Trace Requests
- Report B: Crime Gun Trace Requests by Age of Possessor
- Report C: Crime Gun Trace Requests by Type of Firearm
- Report D: Top 10 Crime Guns Requested for Tracing by Type, Manufacturer, and Caliber
- Report E: Crime Types Most Frequently Associated with Crime Gun Trace Requests
- Report F: Number of Crime Guns Successfully Traced by the National Tracing Center
- Report G: Time-to-Crime Rates on Top 10 Crime Guns Requested for Tracing by Type, Manufacturer, and Caliber
- Report H: Most Frequent Source States for Successfully Traced Crime Guns

Christa

- **Line Item Veto:** On April 18, the Acting Solicitor General filed an appeal in the Supreme Court in Raines v. Byrd, the case involving the Constitutionality of the Line Item Veto Act and whether individual Members of Congress have standing to challenge the Act. DOJ argued that the Act represents an exercise of Congress's long-standing and well-settled power to vest the Executive Branch with discretion over the expenditure of appropriated funds.
- **WI Youth Crime Gun Initiative:** In a case resulting from the Youth Crime Gun Interdiction Initiative (YCGII), known locally as Project Leads, Lawrence Shikes was indicted for selling firearms without a license, selling firearms to felons, making straw purchases of firearms, and making false statements on firearms purchase forms. In the YCGII process, data tracing the ownership of all guns recovered by the police is entered into a computer by the Milwaukee Police and ATF. The data showed that police recovered 11 guns sold by Shikes after they had been used in drug crimes, robberies, and in one case, murder. A second computer search identified 26 guns purchased by Shikes. Following the computer identification, ATF made several undercover weapons purchases from Shikes.
- **Press Activities:**
 - ▶ This week, Larry King will interview Inspector General Bromwich on the FBI lab report.
 - ▶ The *Washington Post* is working on a story about the relationship among the FBI, DOJ and White House.

DEPARTMENT OF COMMERCE

- **Gross Domestic Product:** On April 30, DOC will release the data for Gross Domestic Product in the first quarter. This will be the first look at economic growth in the first quarter of 1997. It will receive significant media coverage. A press conference to announce the numbers will be held at either the White House or DOC.
- **Fastener Regulations:** On April 18, the National Institute of Standards and Technology (NIST) announced in the *Federal Register* a 1-year extension in the implementation of the Fastener Quality Act. NIST determined that there were not enough accredited laboratories to perform the required inspection and testing by May 17, as specified by law. The law authorizes the NIST director to make an extension if needed. On April 22, the *Washington Post* ran a story detailing the various delays which have prevented implementation of the act.
- **Census 2000:** On April 28, the House Government Reform and Oversight Subcommittee on National Security, International Affairs, and Criminal Justice will hold a hearing on Census 2000 outreach and promotion efforts. Census Director Riche has tentatively been invited to testify.

DRAFT

- **The rate of juvenile crime is down.** Over the past two years, there has been a decline in both the rates of murders committed by young people and youth violence in general.

While the juvenile violent crime arrest rate increased 62% between 1987 and 1993, it decreased 2.9% in 1995, the first decline in seven years.

The decrease in the juvenile murder arrest rate is even more significant, declining 15.2% in 1995 -- the largest one-year drop in more than 10 years.

Since 1993, the juvenile murder arrest rate has dropped an incredible 22.8%.

[Department of Justice, 3/97; OJJDP, Juvenile Offenders and Victims: 1997 Update on Violence, 7/97]

And the rate is decreasing for other crimes as well: robberies by juveniles decreased 15% in 1995 and juvenile aggravated assaults decreased 32%. [OJJDP, Juvenile Offenders and Victims: 1997 Update on Violence, 7/97]

- **Crime rates have dropped for five straight years.** Violent crime has dropped five years in a row - the longest period of decline in 25 years.[FBI, Uniform Crime Report, 1/5/97]

Keeping Guns Out of the Hands of Criminals

- **Stood up to the gun lobby and won passage of the Brady Bill** which provides for a 5-day waiting period and background checks of prospective handgun buyers.[Brady Bill, P.L. 10-159] In the three years since its enactment, the Brady Law has stopped over 250,000 felons, fugitives and stalkers from buying hand guns.[Bureau of Justice Statistics, Press Release, 2/25/97]
- **Banned the manufacture and importation of 19 of the deadliest assault weapons** while specifically protecting more than 50 legitimate sporting weapons. Cop-killing assault weapons, like the Uzi, are the weapons of choice for drug dealers and gangs - not hunters and sportsmen.["Violent Crime Control and Law Enforcement Act of 1994", P.L.103-322]
- **The Clinton Administration has strengthened efforts to clamp down on illicit gun markets, especially those that provide guns to children.** The President directed the ATF to implement the Youth Crime Gun Interdiction Initiative in 17 pilot cities. Through this initiative, law enforcement will trace all guns used in crime that are seized by Federal, State, and local law enforcement officers, and work with that trace information to help identify illegal gun traffickers. By analyzing patterns of gun trafficking that exist in an area, our communities will develop more effective law enforcement strategies to target illegal gun traffickers for prosecution,

Filed comments at the
FEC reading

Cases Initiated During the Youth Crime Gun Interdiction Initiative

Washington, DC Guns Investigation (Washington, DC)

ATF Special Agent (Washington, DC): Edward Troiano
Assistant United States Attorney (Nashville, TN): Suny Koshy

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An ATF special agent began this investigation in July 1996 using Project LEAD, ATF's illegal firearms trafficking information system. The system showed that a number (30 plus) of juvenile and gang related crime guns recovered in Washington, DC, Chicago Illinois and St Louis, Missouri had passed through the same former federally firearms licensee (FFL) in Cape Girardeau, Missouri. Project LEAD showed that no more than 6 months had elapsed between the time the firearms were sold and their recovery in crimes. This is an exceptionally short "time-to-crime" rate.

In August, 1996, ATF special agents served a Federal search warrant at the former FFL's residence in Cape Girardeau, Missouri. They seized firearms and financial records. The dealer held a firearms license from July, 1994, until February, 1996. While his records indicated he had sold only 194 firearms, further investigation revealed he had received and paid for over 1,800 firearms during the time he was an FFL, but had no records for any of the additional or recovered firearms. The former FFL provided a full confession and agreed to cooperate with the investigation.

Based on cooperation from the former FFL, two additional search warrants were executed in Tennessee at the homes of individuals whom the former FFL had sold an estimated 1,100 firearms to "off paper" at gun shows in Kentucky. The two individuals provided full confessions and admitted to reselling many of the firearms at gun shows.

They also admitted to selling a number of firearms to a youth from Nashville who regularly placed orders. Further investigation identified this youth as the individual who was transporting and selling the firearms to Washington, DC juvenile and youth gang members. In January 1997, that Nashville youth (Solon Carroll) was arrested after an illegal firearms transaction in Washington, DC, with undercover ATF special agents.

After the arrest, Carroll admitted to selling as many as 300 firearms on the streets of Washington, DC. To date more than 30 have been recovered in crimes in the city. Fifteen of those involved juveniles.

On June 2, 1997 Carroll pled guilty in U.S. District Court for the Middle District of Tennessee to violation of 18 USC Sections 922(a)(1)(A), 922(o), and 922(k). Sentencing has been set for August 1997.

W. B. R.



DEPARTMENT OF THE TREASURY
WASHINGTON, DC 20226

UNDER SECRETARY

*need
w/ + lots of how
trace works*
37,000

MEMORANDUM FOR SECRETARY RUBIN

FROM: Raymond W. Kelly
Under Secretary (Enforcement) *Raymond W. Kelly*

SUBJECT: Youth Crime Gun Interdiction Initiative

Attached are reports prepared by the Bureau of Alcohol, Tobacco and Firearms (ATF) for the 17 communities participating in the Youth Crime Gun Interdiction Initiative. They fulfill three goals by:

- (1) Documenting how juveniles and ~~young gang~~ members illegally obtain firearms;
- (2) Enabling Federal and local enforcement agencies to assess the illegal firearms problem in their communities and develop strategies to combat it;
- (3) Reporting on greatly increased ATF tracing of firearms recovered by enforcement agencies.

The following are among the reports' findings about firearms recovered by enforcement agencies:

- Firearms ~~rapidly diverted~~ from first retail sales at federally licensed gun dealers to a black market account for at least a quarter of the firearms that police recover from juveniles and youth.
- One out of ten firearms recovered by police is from a juvenile (17 and under). When youth (ages 18-24) are included, the number changes to four out of 10.
- In 15 of the 17 sites, the majority or the single largest supply of the crime guns successfully traced comes from retail sources *within* the State. Jersey City and Washington, DC, are the only sites where the largest single source of successfully traced crime guns is outside of their State or borders.
- Seven out of ten crime guns recovered from adults are handguns. For juveniles and youth, the number is eight out of 10.
- Half of all crime guns recovered by police are semiautomatic pistols, which are also the preferred weapons for juvenile and youthful offenders (59 percent).
- While thousands of different kinds of firearms are available, crime guns are concentrated among a relatively small number of makes and calibers in each city.
- Preliminary research shows that a high percentage of crime guns with obliterated serial numbers were originally purchased as part of a multiple sale by a federally licensed gun dealer and then illegally trafficked.

During the course of the initiative, trace requests from the 17 sites nearly doubled over the same period the previous year, from 20,000 to more than 37,000 requests. Trace information is stored in the National Tracing Center's illegal firearms trafficking information system, Project LEAD, which enforcement officials use in the identification of illegal traffickers. By expanding the volume of tracing, participants in the initiative not only provided data needed to identify community patterns, but have added significantly to the investigative information available to make cases against illegal traffickers.

We are confident that these reports will enable local enforcement officials, working with State and Federal authorities, to better protect our young and the public by preventing the illegal trafficking of firearms to those who would use them to commit violent crime.

ATF CRIME GUN TRACE ANALYSIS REPORT

Youth Crime Gun Interdiction Initiative: The Illegal Youth Firearms Markets in 17 Communities

TABLE OF CONTENTS

Introduction	1 ✓
Purposes of This Report	1 ✓
What This Report Contains	3 ✓
General Findings From the Participating Communities	4 ✓
List of Participating Communities	4 ✓
General Findings: Comprehensive, Community-Based Crime Gun Tracing	5 ✓
General Findings: Local Illegal Firearms Markets	7 ✓
<u>Future Crime Gun Trace Analysis Techniques</u>	9
The Youth Crime Gun Interdiction Initiative and Related Local Initiatives	10

The Illegal Youth Firearms Market in Atlanta, Georgia

Baltimore, Maryland
Birmingham, Alabama
Boston, Massachusetts
Bridgeport, Connecticut
Cleveland, Ohio
Inglewood, California
Jersey City, New Jersey
Memphis, Tennessee
Milwaukee, Wisconsin
New York, New York
Richmond, Virginia
St. Louis, Missouri
Salinas, California
San Antonio, Texas
Seattle, Washington
Washington, DC

In each report:

- Report A: Number of Crime Gun Trace Requests
- Report B: Crime Gun Trace Requests by Age of Possessor
- Report C: Crime Gun Trace Requests by Type of Firearm
- Report D: Top 10 Crime Guns Requested for Tracing by Type, Manufacturer, and Caliber
- Report E: Crime Types Most Frequently Associated with Crime Gun Trace Requests
- Report F: Number of Crime Guns Successfully Traced by the National Tracing Center
- Report G: Time-to-Crime Rates on Top 10 Crime Guns Requested for Tracing by Type, Manufacturer, and Caliber
- Report H: Most Frequent Source States for Successfully Traced Crime Guns

ATF CRIME GUN TRACE ANALYSIS REPORT

Youth Crime Gun Interdiction Initiative

Introduction

The Youth Crime Gun Interdiction Initiative is a 17-city demonstration project aimed at reducing youth firearms violence. Officials from the Bureau of Alcohol, Tobacco and Firearms (ATF), police chiefs, ~~local prosecutors~~, and U.S. attorneys are developing information about illegal trafficking of firearms to young people and new methods of reducing the illegal supply of firearms to them. The initiative was developed by ATF and its National Tracing Center, funded by the Department of the Treasury's Office of Enforcement and the National Institute of Justice, and announced by President Clinton on July 8, 1996. has it? low?

Purposes of This Report

Since July 1996, participants have tested a new method of developing and providing information about the illegal sources of firearms to youth. Federal and local enforcement officials in each jurisdiction voluntarily agreed to submit information on all recovered crime guns to ATF's National Tracing Center. ATF developed the tools to analyze the information. ATF is publishing this report of its analyses for the following purposes: collaboration

info pattern
To provide new information about illegal firearms activity by community. These reports provide an overall view of firearms associated with illegal possession or activity in a jurisdiction. They identify the types of firearms that enforcement agencies most frequently recover, the types of crimes with which these weapons are associated, the time it takes for firearms to move from a federally licensed firearms dealer to recovery by enforcement officials, and the source States of these firearms. This is the first time ATF has developed and published standardized reports on recovered crime guns.

supplies
To identify differences in adult, juvenile, and youth illegal firearms activity. These reports analyze firearms recoveries by age group, with a focus on young people. The information establishes whether patterns of crime gun acquisition differ by age group. While ATF has previously collected information from enforcement agencies on firearms recovered from juveniles from across the country, this is the first time ATF has been able to provide age-based analysis by local jurisdiction. This analysis provides enforcement officials with a new and important tool for reducing illegal juvenile and youth access to firearms.

To expand access to firearms-related enforcement information. These reports share ATF firearms-related enforcement information with other enforcement agencies. The reports thereby provide a new, common foundation for collaboration among ATF, the offices of the U.S. attorney, and local police and prosecutors, as well as other agencies concerned with youth violence. Using this information, police departments and local prosecutors may choose to modify resources devoted to firearms trafficking interdiction, and local task forces may choose to pursue firearms trafficking cases in Federal or State courts.

To initiate community, State, and national reporting on firearms trafficking. *model* These reports provide a model for standardized, annual ATF reports on firearms recoveries at the city, State, and national level. State and national reports using firearms recovery information provided by every jurisdiction allow regional and national patterns to be identified.

To enable enforcement officials to focus their resources where they are likely to have the greatest impact on illegal trafficking to juveniles and violent youth gang members, as well as adult criminals. Specific investigative information about the illegal sources of crime guns can be obtained by a variety of *focus*

methods, including Project LEAD, ATF's computerized illegal firearms information trafficking system, debriefing armed arrestees, and other street sources. These reports do not provide additional investigative information (such as the identities of federally licensed gun dealers or retail purchasers repeatedly associated with new crime guns). Rather, they provide analyses that can be useful in deciding how best to focus investigative resources to reduce the illegal firearms supply used in violent crime.

help set priorities targeting
Strategic targeting of illegal sources of juvenile and youth crime guns. Information about the percentages of a jurisdiction's crime guns recovered from juveniles, youth, and adults allows investigative priorities to be established and assessed. For instance, enforcement officials may choose to use Project LEAD to look for federally licensed gun dealers and first purchasers linked with crime gun traces associated with juveniles and youth.

Strategic targeting of illegal sources of certain crime guns. Enforcement officials also can draw on the reports to develop other enforce-

ment strategies. Federal investigators already look for high volume traffickers operating across jurisdictional lines, whether interstate or intrastate, and use Project LEAD to investigate the illegal sources of guns used in violent crimes. Drawing on these reports, Federal and local officials can jointly decide to use Project LEAD and other investigative tools to target the illegal sources of various groups of crime guns: firearms with obliterated serial numbers; firearms most often used by juveniles and youth in violent crimes; illegally trafficked firearms most popular among juveniles, violent youth, and violent gangs; firearms with short "time-to-crime" rates, which are likely to have been deliberately trafficked; and firearms originating in-State or firearms originating out of State.

Optimum, balanced local enforcement strategy. By combining a focus on high volume traffickers with targeted trafficking enforcement efforts using trace analyses and information about local conditions, enforcement officials can work toward the optimum strategy for reducing local illegal access to firearms, especially by juveniles and violent gang members.

What This Report Contains

Information about crime guns. A crime gun is defined, for purpose of firearms tracing, as any firearm that is illegally possessed, used in a crime, or suspected by enforcement officials of being used in a crime. Report E shows the crime types most frequently associated with crime gun trace requests.

Comprehensive crime gun trace data by community. The report presents information about how many crime guns were submitted for tracing. Participants in the Youth Crime Gun Interdiction Initiative voluntarily agreed to trace *all* crime guns recovered in their jurisdiction. Police departments are not required by Federal law to maintain or supply crime gun recovery information and have not historically submitted all crime guns for tracing. Lack of comprehensive tracing has precluded certain kinds of crime gun analyses since there may not have been enough crime gun trace requests from particular jurisdictions to identify community-wide patterns. The voluntary tracing agreement under this initiative was intended to overcome this problem.

Information from National Tracing Center traces. The information in this report is derived from data contained in requests for crime gun traces that enforcement agencies submitted to ATF's National Tracing Center (NTC) and from the results of traces that the NTC conducts. An *NTC trace* uses records maintained and made available by the firearms industry to identify the history of a firearm's ownership. A *successful NTC trace* describes firearm ownership from the manufacturer or importer through the wholesaler to the first known retail dealer. Depending on the investigative circumstances, the NTC trace may also identify the first retail purchaser, and sometimes even subsequent purchasers. Because of the structure of Federal firearms regulation and recordkeeping requirements, however, it is generally not possible for the NTC to trace a crime gun beyond its first retail sale using firearms industry records. To further trace a crime gun's path, ATF must conduct an *investigative trace*, in which special agents investigate

the subsequent chain of possession. Investigative traces are extremely resource intensive and are generally conducted only where there is a specific investigative need.

Analyses of requests for crime gun traces. The report contains certain analyses that are based on the information contained in *requests* for crime gun traces. These analyses do not depend on the NTC successfully completing the traces. Information available for all crime guns submitted for tracing, whether or not the crime gun is successfully traced by the NTC, includes the number of recovered crime guns in a community, the type of firearm (e.g., revolver, rifle), and its manufacturer and caliber.

Analyses of successful NTC traces. The report also contains certain analyses that are based on the results of *successful NTC traces*. Information available only for crime guns successfully traced by the NTC includes the time it takes for a crime gun to move from its last known retail sale to recovery by enforcement officials, and the State in which the crime gun was sold.

Analysis of incomplete traces. The report shows the number of successful NTC traces and explains why the NTC closed the remaining traces without a successful NTC trace. This information is intended to assist in increasing the number of successful NTC traces.

Analyses by adult, youth, and juvenile age categories. The report generally presents information in four age categories: adults (25 and over); youth (ages 18 through 24); juvenile (17 and under); and all age categories combined.

Crime gun trace information for a 10-month period. The patterns depicted in this report are based on crime guns for which trace requests were submitted to the NTC during the period of July 1, 1996, through April 30, 1997. The NTC provided project training in August and September 1996; project tracing then began in all sites. Early trace requests may not include as complete information as later traces.

General Findings From the Participating Communities

This section presents general findings based on experience in all 17 participating communities. These 17 communities may not comprise a valid sample for purposes of national analysis. However, this is the largest collection of community-based information yet available on recovered crime guns.

List of Participating Communities

The communities participating in this initiative, and on which the findings are based, are:

Atlanta, Georgia
Baltimore, Maryland
Birmingham, Alabama
Boston, Massachusetts
Bridgeport, Connecticut
Cleveland, Ohio
Inglewood, California
Jersey City, New Jersey
Memphis, Tennessee
Milwaukee, Wisconsin
New York, New York
Richmond, Virginia
St. Louis, Missouri
Salinas, California
San Antonio, Texas
Seattle, Washington
Washington, DC

This section is divided into two parts: (1) comprehensive community-based crime gun tracing and (2) local illegal firearms markets. These findings are intended to give enforcement officials in each community a wider perspective on its use of crime gun tracing and on its violent firearms crime and trafficking problems, particularly as they involve juveniles and youth.

General Findings:

Comprehensive, Community-Based Crime Gun Tracing

The 17 participating sites jointly tested the feasibility and utility of an enforcement policy of submitting all recovered crime guns in a community to the National Tracing Center (NTC) for tracing. Based on this experience, ATF reaches the following conclusions:

*more
crimes
more
requests?*

Comprehensive, community-based crime gun tracing is achievable. Trace requests from the 17 sites during the 10-month period nearly doubled over the same period the previous year, from approximately 20,000 trace requests to more than 37,000 trace requests. Tracing volume in all of the sites increased. Police departments in all of the sites had official policies requiring tracing of all recovered crime guns for all or part of the project period. Eight of the communities reported that they had a general tracing policy before the initiative began. One site, Jersey City, was part of a state-wide agreement by enforcement officials and prosecutors to trace all crime guns. One State, Virginia, mandates tracing of all firearms recovered by State and local enforcement agencies. Sixteen of the seventeen participating police departments continue to have a written or stated policy of tracing all recovered firearms.

Technical improvements in local and State tracing capability increase crime gun tracing levels, efficiency, and accuracy. Working with local and State enforcement officials, ATF has tested three methods of facilitating comprehensive crime gun tracing. The methods vary according to the jurisdiction's volume of recovered firearms, recordkeeping procedures, and level of computerization. Costs of such technical assistance are low and the benefits high, both for the police departments and ATF. Because of technical improvements, for instance, New York City's requests for traces jumped to close to 13,000 crime guns during the 10-month project period, from fewer than 4,000 crime guns during the same time period the previous year. San Antonio's tracing rate increased 500 percent, to close to 2,000 crime gun traces during the project period from fewer than 400 traces during the same period the previous year.

Comprehensive crime gun tracing achieves its primary purpose: to increase the number of investigative leads to illegal traffickers derived from NTC tracing. The primary purposes of NTC crime gun tracing are to assist in solving individual gun crimes and to increase the amount of investigative information about illegal gun trafficking available to enforcement agencies. Crime gun trace information is added to the NTC's Project LEAD. This information system aggregates crime gun trace information from enforcement agencies throughout the Nation, and identifies links among those traces. For instance, Project LEAD could link a crime gun that enforcement officials in Inglewood, California, submit for tracing with a crime gun that enforcement officials in Jersey City, New Jersey, submit for tracing by showing that both were sold by the same Federal firearms licensee or purchased by the same individual. By nearly doubling the volume of trace requests from the 17 communities, ATF and local and State enforcement agencies have significantly increased the amount of trace information in Project LEAD and the number of investigative leads available to enforcement agencies throughout the country.

As demonstrated by these reports, comprehensive crime gun tracing can also be used to assist enforcement agencies by identifying major crime gun patterns in a community. By simply submitting trace requests on all recovered firearms, enforcement officials can check for patterns and trends on crime guns in their community. When the NTC can successfully trace these crime guns, additional strategic and investigative information is available.

*project led to
more tracing,
owing to technical
support*

*→ more investigative
leads
(patterns & trends)*

Refinement of tracing guidelines and practices will result in greater consistency in trace analysis reporting. While participants have followed or are following comprehensive tracing policies, tracing procedures vary. For instance, practices may differ for tracing firearms that have obliterated serial numbers, are recovered by school authorities, are found without identified possessors or are known to be stolen, or are antique. In addition, there are variations in how the exact location of where the firearm was recovered is reported. For this reason, a few crime guns recovered in nearby jurisdictions may have been included in reports from some of the 17 sites. Finally, during this special initiative, enforcement agencies may have submitted all available firearms rather than only firearms recovered after the initiative began. Trace levels can be expected to stabilize if technical improvements are made and as the NTC refines tracing guidelines.

Faster NTC trace completion time benefits enforcement agencies. The faster a crime gun trace can be completed, the sooner the trace information can be entered into the Project LEAD illegal trafficking information system and the sooner it can be used by enforcement officials in investigations of illegal traffickers. The NTC presently completes trace requests in an average of 9 days. Crime gun-related investigations would benefit from faster completion times. Two factors affect completion time: NTC resources and the speed with which Federal firearms licensees make records available. The firearms industry has recently pledged to assist the NTC in speeding up crime gun tracing by making more records accessible electronically.

Increasing the number and percentage of successful NTC traces benefits enforcement agencies. The NTC successfully completed approximately 37 percent of the traces requested during this project. Reasons for lack of successful NTC tracing include lack of needed information about the firearm in trace requests (23 percent), lack of Federal firearms licensee records (7 percent), and legal and resource limitations on tracing older firearms (33 percent). Not all trace analyses depend on successfully completing trace requests. However, the benefits of crime gun tracing for enforcement agencies are maximized if traces are successfully completed. Many of the reasons preventing successful NTC tracing can and should be addressed.

Training in crime gun tracing benefits enforcement agencies. Working together, police departments and ATF fulfilled their goal of tracing all recovered crime guns, with a minimum of training. However, some sites were more successful than others in submitting the full amount of crime gun-related data that can be used in Project LEAD and in trace analyses. In particular, a few sites provided insufficient possessor date of birth information to provide reliable analysis by age category. Most importantly, 23 percent of the trace requests overall were submitted with insufficient firearms information to successfully complete the traces. This reflects several factors, including that some police departments' internal firearms-related procedures are more conducive than others to comprehensive crime gun tracing. Training in crime gun tracing and a collaborative effort between the NTC and State and local enforcement agencies are needed to improve the level of information provided in trace requests.

*Future
Faster trace times
better guidelines*

General Findings: Local Illegal Firearms Markets

This section summarizes enforcement findings and conclusions based on crime gun trace information that is common among the 17 participating communities. The category "adult" includes ages 25 and over, "youth" includes ages 18 to 24, and "juvenile" includes ages 17 and under.*

Adult crime guns predominate. Most crime guns are recovered from adults. While youth firearms crime remains a special priority because of high rates of youth violence, adult firearms crime still predominates. In the largest city among the participants, New York, where almost 13,000 crime guns were submitted for tracing, juveniles under age 18 account for 11 percent of the crime guns, youth ages 18 to 24 account for 34 percent, and adults age 25 and over account for 55 percent. There are two exceptions, Bridgeport, where adult crime guns account for only 40 percent of the total, and Jersey City, where adult crime guns account for 14 percent.

Juvenile crime guns are a significant percentage of the total. One out of ten crime guns is recovered from a juvenile. Juvenile crime gun trace requests accounted for at least 11 percent of the total traces requested, with three exceptions, Cleveland (6 percent), Milwaukee (8 percent), and Richmond (9 percent). The percentage of juvenile crime guns submitted for tracing was over 20 percent in three cities: Seattle, Baltimore, and Memphis.

Juvenile and youth crime guns comprise almost half of the total. Juvenile and youth crime guns combined account for 45 percent of the crime guns traced, while adult crime guns account for 55 percent of the total.

Handguns predominate. Eight out of ten crime guns traced are handguns. Handguns include semiautomatic pistols, revolvers, and derringers. In all sites, handguns are the largest category of firearms recovered by enforcement agencies. The percentage of crime guns accounted for by handguns recovered from all age groups ranged from 62 percent in Salinas, to 97 percent in Atlanta.

A disproportionate number of juvenile and youth crime guns are handguns. Juvenile and youth crime guns are more likely than adult crime guns to be handguns. Eight out of ten juvenile and youth crime guns traced are handguns, whereas seven out of 10 adult crime guns are handguns. Of the crime guns recovered from *juveniles*, the percentage that are handguns ranges from 73 percent in San Antonio and Milwaukee, to more than 90 percent in five cities: Jersey City, Cleveland, New York City, Seattle, and Richmond. Of the crime guns recovered from *youth*, the percentage that are handguns ranges from 67 percent in San Antonio to more than 90 percent in four cities: Jersey City, Washington, DC, Memphis, and New York City. Of the crime guns recovered from *adults*, the lowest percentage of handguns is in Seattle and Memphis, 56 percent. Handguns account for between 80 and 90 percent of the adult crime guns in five cities.

Semiautomatic handguns predominate. Semiautomatic handguns are more common crime guns than revolvers. Semiautomatic handguns range from a high of 67 percent of crime guns in Atlanta, to a low of 39 percent in Birmingham and St. Louis. Revolvers supplied no more than 41 percent of crime guns in any site. Half of all the crime guns recovered are semiautomatics.

A disproportionate number of juvenile and youth crime guns are semiautomatic handguns. In each site, juveniles and youth are more likely to be associated with semiautomatic handguns than are adults. Semiautomatic handguns accounted for a high of 65 percent of the *juvenile* crime guns in New York City, to a low of 46 percent of the juvenile crime guns in Birmingham. Semiautomatic handguns accounted for a high of 71 percent of the *youth* crime guns in Memphis, to a low of 51 percent of the youth crime guns in San Antonio. Semiautomatic handguns accounted for a high of 54 percent of

* Not all sites were considered for each of the findings below. Where possessor age information was insufficient for the particular finding, the site was excluded from the comparison. A technical note with further explanation is available from ATF.

the *adult* crime guns in New York City, to a low of 35 percent of the adult crime guns in Birmingham. Overall, 47 percent of adult crime guns are semiautomatics. Semiautomatics constitute 61 percent of youth crime guns and 57 percent of juvenile crime guns.

Crime guns are concentrated among a relatively few kinds of firearms. The top 10 types of crime guns, by manufacturer and caliber, represent a disproportionately large share of the total number of recovered firearms. The greatest concentration is in Atlanta, where the top 10 types of crime guns by manufacturer and caliber account for 35 percent of the total; 309 types of crime guns by manufacturer and caliber account for the remaining 65 percent. Even in Milwaukee, where the concentration is the least, the top 10 types of crime guns by manufacturer and caliber still account for 21 percent of the total; 567 types of crime guns by manufacturer and caliber account for the remaining 79 percent. Overall, the top 10 types of firearms by manufacturer and caliber account for more than 9,000 crime guns, or 24 percent, while 1,206 kinds of firearms by manufacturer and caliber account for the remaining 28,000 crime guns, or 76 percent.

all age categories
Crime gun concentration by kind of firearm is relatively greater among juveniles and youth than among adults. The highest concentration among *juvenile* crime guns is in Birmingham where the top 10 types of firearms by manufacturer and caliber account for 52 percent of recovered juvenile firearms. The highest concentration among *youth* crime guns is in Memphis where the top 10 kinds of firearms by manufacturer and caliber account for 46 percent of recovered youth firearms. By comparison, the highest concentration among *adult* crime guns is in Bridgeport, where the top 10 types of firearms by manufacturer and caliber account for 36 percent of the recovered adult firearms.

In general, the State in which the community is located is the largest single source of its crime guns. In 12 of the 17 sites, the State itself supplies a *majority* of the successfully traced crime guns. This majority ranged from a high of 77 percent in San Antonio to a low of 54 percent

in Seattle. In three of the 17 sites, the State itself supplies more crime guns than any other single source, while the combination of all other States supplies more than half of the successfully traced crime guns. This plurality ranges from a high of 30 percent in Boston to a low of 13 percent in New York City. There are two exceptions: for Jersey City, the top two source States are Virginia and Florida, each supplying 14 percent of the successfully traced crime guns, while New Jersey supplies 10 percent. No crime guns were traced to Washington, DC.

Many recovered firearms are rapidly diverted from first retail sales at federally licensed gun dealers to a black market that supplies juveniles and youth. This is shown by the proportion of guns recovered by law enforcement officials that are new, that is, bought less than three years before recovery by enforcement officials. New guns in young hands signal direct diversion — by illegal firearms trafficking, including straw purchases, theft from federally licensed gun dealers, or a combination of all of these. Enforcement officials can often identify the illegal sources of new firearms by following up on trace information. By contrast, older crime guns are more likely to have passed through numerous hands before entering illegal commerce, requiring other methods, such as debriefing criminal offenders, to identify their illegal sources. Based on crime guns recovered and submitted for tracing during the initiative, ATF estimates that new crime guns comprise between 22 percent and 43 percent of the firearms recovered from juveniles, between 30 percent and 54 percent of the firearms recovered from youth, and between 25 percent and 46 percent of the firearms recovered from adults. This finding leads to our conclusion that an effort to identify, prosecute, and incarcerate illegal firearms traffickers can reduce the illegal firearms supply that supports criminal activity by young people.

Crime guns with obliterated serial numbers are likely to have been illegally trafficked. Local tracing practices with respect to firearms with obliterated serial numbers varied too much during this initiative to provide consistent community-based analyses of crime guns with obliterated serial numbers. Therefore, reports on crime guns with obliterated serial numbers are not

* A technical note explaining how these ranges were calculated is available from ATF upon request.

provided for the participating sites. However, preliminary research by the NTC in selected communities indicates that between 9 percent and 20 percent of recovered firearms have their serial numbers obliterated. NTC analysis indicates that *a very high percentage of firearms with obliterated serial numbers were originally purchased as part of a multiple sale and then illegally trafficked.* Restoration of obliterated serial numbers is often possible by either ATF or police department laboratories. Restoration of these serial numbers and tracing of the firearm should be given high priority.

Preventing trafficking in new firearms to youths and juveniles. Crime gun tracing is identifying many investigative opportunities for enforcement officials. The fact that many young people are using relatively new firearms, purchased from Federal firearms licensees that are maintaining records, provides significant opportunities for

enforcement agencies to identify illegal traffickers. Project LEAD and trace analyses can facilitate the investigation, arrest, and prosecution of illegal suppliers of these crime guns.

Preventing trafficking of older firearms. Preventing the trafficking of older firearms requires a different approach. Older firearms enter the illegal market through several routes: they are sold by federally licensed gun dealers as used firearms, they are sold as used firearms on the legal secondary market (i.e., private sales exempt from federal regulation), they are stolen and resold through gun traffickers, or they are stolen personally by the crime gun possessor. Finding the source of older guns requires, in addition to crime gun tracing, debriefing of arrestees associated with crime guns and investigation into the chain of transfers of the crime gun beyond the first retail purchaser.

Future Crime Gun Trace Analysis Techniques

The ATF National Tracing Center is continuing to develop new techniques to analyze crime gun traces. These will further increase the ability of enforcement agencies to investigate and prosecute illegal traffickers. Future developments will include the following:

Reporting on crime guns with obliterated serial numbers that cannot be restored. The NTC has established a data base for crime guns for which serial numbers have been obliterated and cannot be restored. Collection of this information is critical to the NTC's efforts to report on crime gun trafficking.

Improvements in Project LEAD. Project LEAD, ATF's illegal firearms trafficking information system, is being improved to add indicators that will suggest new types of leads to trafficking investigators. In addition, special agents will be able to access Project LEAD in real time.

Reports on multiple purchases of crime guns by a single purchaser. When a Federal firearms licensee sells two or more handguns in five business days to a single purchaser, the licensee must notify ATF of these sales in writing. ATF provides a multiple sales form to simplify this notification. Information supplied by Federal firearms licensees on multiple sales forms is integrated into Project LEAD for use in

illegal firearms trafficking investigations. In the future, information on crime gun traces associated with multiple purchases can be included in crime gun trace analysis reports.

Reports on crime guns that possessors report to be stolen. The submission of trace requests for firearms known by enforcement officials to have been stolen was inconsistent among participating sites. NTC procedures will be altered to permit accurate reporting of this information. Currently, less than 1 percent of all crime guns submitted for tracing to the NTC are reported to have been stolen.

Use of a ballistics identification system to help identify firearms traffickers. ATF has pioneered ballistics technology that allows enforcement agencies to link recovered bullets and cartridge cases with recovered crime guns. To facilitate identification of traffickers and other criminals, the ballistics data base and the NTC crime gun data base can be linked, and ballistics-related information can be captured in crime gun trace analyses.

The Youth Crime Gun Interdiction Initiative and Related Local Initiatives

The Youth Crime Gun Interdiction Initiative builds on leadership and innovations in a number of jurisdictions where enforcement agencies have been focusing on reducing illegal access to firearms. Three important examples follow:

Project LISA: New Jersey's statewide crime gun tracing system. Locally developed crime gun information systems, such as Project LISA in New Jersey, have served as local models for Project LEAD, ATF's national crime gun information system. Information on all recovered crime guns statewide is entered into the LISA system, enabling enforcement officials to identify juvenile and adult offenders. U.S. Attorney Faith Hochberg organized this statewide system through a memorandum of understanding among all enforcement officials in the State.

The Boston Gun Project/Ceasefire. The Boston Gun Project/Ceasefire is a joint Federal and local effort to reduce youth firearms violence in Boston under the leadership of Commissioner Paul Evans, U.S. Attorney Don Stern, and ATF Special Agent in Charge Jeff Roehm. David Kennedy, a senior researcher at Harvard's John F. Kennedy School of Government, developed the project under a grant from the National Institute of Justice. Participants also include the Department of Probation, youth outreach workers, the Department of Parole, the Department of Youth Services, and school police. The strategy combines: (1) a local, State, and Federal effort to crack down on the illegal gun supply and (2) a local, State, and Federal strategy to deter violence by youth gangs.

The Boston Gun Project: crime gun supply reduction. This project developed comprehensive tracing and trace analysis and instituted the debriefing of arrestees especially gang members arrested for weapons, drug, and violent offenses, for information leading to local gun traffickers. ATF agents, police, and prosecutors are using traditional criminal investigative techniques to identify and prosecute specific traffickers.

Participants are also developing an enforcement strategy based on trace analysis to disrupt Boston's illegal youth gun market. This focuses on guns recovered less than two years from first retail sale, guns with two or more crime gun traces, guns recovered from members of violent gangs, and guns identified as particularly popular with gang members. ATF and police are restoring obliterated serial numbers, tracing those firearms, and focusing on FFLs and gun purchasers associated with those weapons.

The Boston Gun Project: deterring violent gang crime. Participants in the Gun Project researched the Boston youth homicide problem and determined it to be largely gang related. Participating officials agreed to deliver and act on a new enforcement message to these gangs: *violence will not be tolerated in Boston; it will be met with a strong and coordinated interagency response.* Officials delivered this message through formal meetings with gang members, individual police and probation contacts with gang members, meeting with all inmates of secure juvenile facilities in the city, and gang outreach workers. Where violence occurs, it is met with a coordinated interagency response, using all possible enforcement tools, from probation supervision to Federal investigation and prosecution.

Memphis U.S. Attorney's Anti-Violent Crime Task Force. This task force is a joint Federal and local effort to reduce youth firearms violence in Memphis, spearheaded by U.S. Attorney Veronica Coleman. The group developed comprehensive crime gun tracing and trace analysis and instituted the debriefing of all arrestees, especially gang members and juveniles arrested with firearms or for violent offenses. This task force is currently working with ATF to expand local capacity to restore obliterated serial numbers on crime guns.

2:00
7/18/97 12:30 pm

PRESIDENT WILLIAM J. CLINTON
YOUTH CRIME GUN INTERDICTION INITIATIVE RADIO ADDRESS
JULY 18, 1997

Good morning. Today I want to talk about the important progress we are making in our efforts to get guns out of the hands of violent teenagers.

My Administration has put in place a tough, smart anti-crime strategy -- relying on more police, stricter punishment, and better gang prevention. This strategy is working. For five years in a row, we have seen serious crime drop nationwide. Last year we saw the largest one-year decline in violent crime and murder in 35 years.

Our most recent figures even show some decline in juvenile crime. But we know that juvenile crime and violence are still huge problems. We know kids are killing kids -- for shoes, for jackets, for turf. We know that too many young people are drawn to guns and violence as a way of life.

just calls for action
The facts are plain. ~~Although the number of murders juveniles commit without guns~~ has remained the same during the past decade, the number of murders juveniles commit with guns has skyrocketed more than 300%. This is simply unacceptable.

harmful
In Boston, there has been a remarkable effort to crack down on illegal guns and juvenile crimes. Not a single juvenile ~~murder~~ has been committed in Boston in two years. I am pleased to be joined today by Boston police commissioner Paul Evans, who deserves great credit for this outstanding achievement. *Paul Evans*

used income
A year ago, I looked at Boston's approach, and it was clear that tracing guns seized from young criminals was a key to the city's success. So I directed the Bureau of Alcohol, Tobacco, *Replicate* and Firearms to launch a national initiative in 17 cities to trace the guns used in crimes. ~~We needed to find out where these guns are coming from and how they are getting into the hands of violent youth.~~

A year later, *used income* the first results are in. Police departments in these 17 cities submitted nearly twice as many guns for tracing as they did just a year before. And now, for the first time, we know where juveniles are getting guns, how they ~~are~~ getting guns, and what kinds of guns they are using. *the streets*

One crucial fact our tracing initiative makes clear is that many guns are finding their way quickly from retail stores to black markets through a network of gun traffickers and corrupt gun dealers. Make no mistake: Gun traffickers are fueling the surge in deadly youth violence. We will shut them down. *kid responsible* *Lawless kids who are*

In Milwaukee, thanks to our tracing initiative, police officers noticed a pattern: Several guns used in drive-by shootings and armed robberies had originally been purchased by one man, a security guard named Larry Shikes. Police investigators quickly discovered that the guard was selling brand new semi-automatic weapons from the trunk of his car. Police swept in arrested him in April. He pled guilty to trafficking charges and will be sentenced next month. *and*

Federal
Our gun-tracing initiative has been so effective that I'm pleased to announce we will expand our efforts to 10 more cities, including Philadelphia and Los Angeles. We will also work with Congress to hire more ATF agents to work with local police officers and prosecutors to nail traffickers based on the leads we are generating every day.

Jeffrey
We have a chance to build on our progress by passing a smart, balanced juvenile justice bill that does more than just talk tough. We need to provide for more prosecutors, tougher penalties, and better gang prevention programs. We should require that every new gun has a child-safety lock. *And* we should prohibit violent teenagers from buying guns once they become adults.

Boston program
Last week, I was disappointed that a Senate committee considering a juvenile crime bill voted against child-safety locks. I urge the full Senate to reconsider this action. A juvenile crime bill must be comprehensive -- not just increase penalties but also get tough on guns. Anything less will be a juvenile crime bill in name only.

To keep guns away from crime-committing youth, we also must continue to perform background checks on gun-buying adults. The Brady law has already stopped more than 250,000 fugitives, felons, and stalkers from buying handguns. The Supreme Court recently struck down a portion of the Brady law. But in a meeting this week with law enforcement officials from around the country Attorney General Reno and Treasury Secretary Rubin confirmed that the overwhelming majority of police departments are continuing to perform background checks voluntarily -- because they work.

Now that we're making every effort to keep criminals from getting guns through the front door of a gun shop, we are turning our attention to locking the back door, too. We have started to crack the code of the black market in illegal weapons. We are tracing the guns, targeting the traffickers, and taking more of our children out of harm's way. Cities like Boston have shown us great results. Working together, there's no reason why every community in America can't expect the same success.

*when we cracked down on
gun access but it must also*

7/18/97 12:30 pm

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The facts are plain. Although the number of murders juveniles commit without guns has remained the same during the past decade, the number of murders juveniles commit with guns has skyrocketed more than 300%. This is simply unacceptable.

In Boston, there has been a remarkable effort to crack down on illegal guns and juvenile crimes. As a result of Boston's Operation Cease-Fire, not a single juvenile murder has been committed in that city in two years. I am pleased to be joined today by Boston police commissioner Paul Evans, who deserves great credit for this outstanding achievement.

A year ago, I looked at Boston's approach, and it was clear that the tracing of guns seized from young criminals was a key to their success. So I directed the Bureau of Alcohol, Tobacco, and Firearms to launch a national initiative in 17 cities to trace the guns used in crimes. We needed to find out where these guns are coming from and how they are getting into the hands of violent youth.

A year later, the first results are in. Police departments in these 17 cities submitted nearly twice as many guns for tracing as they did just a year before. And now, for the first time, we know where juveniles are getting guns, how they get them, and what kinds of guns they are using.

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*one
Kara*

In Milwaukee, for example, thanks to gun-tracing, law enforcement officials noticed an pattern: Several guns used in drive-by shootings and armed robberies had originally been purchased by one man, a security guard named Lawrence Shikes. Police investigators quickly discovered that the guard was selling brand new semi-automatic weapons from the trunk of his car. Police swept in arrested him in April. He pled guilty to trafficking charges and will be sentenced next month.

Our gun-tracing initiative has been so effective that I'm pleased to announce we will expand our efforts to 10 more cities, including Philadelphia and Los Angeles. We will also work with Congress to hire more ATF agents to work with local police officers and prosecutors to nail traffickers based on the leads we are generating every day.

We have a chance to build on our progress by passing a smart, balanced juvenile justice bill that does more than just talk tough. We need to provide for more prosecutors, tougher penalties, and better prevention programs for at-risk juveniles. We should require that every new gun has a child-safety lock. And we should prohibit violent teenagers from buying guns once they become adults.

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national presentation

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PRESIDENT WILLIAM J. CLINTON
YOUTH CRIME GUN INTERDICTION INITIATIVE RADIO ADDRESS
JULY 18, 1997

Good morning. Today I want to talk about how we are working together to confront youth crime -- particularly how we are working to get guns out of the hands of kids.

For the past five years in a row, we have seen serious crime drop nationwide. Last year we saw the largest one-year decline in violent crime and murder in 35 years.

Even the juvenile crime rate showed some decline in 1995. But we know that juvenile violence is still a huge problem. We know children are killing children -- for shoes, for jackets, for turf. We know that too many children are drawn to guns and violence as a way of life.

Here is a startling statistic. The number of teenagers committing crimes without guns is the same today as it was in the 1970s. But when it comes to crimes committed with guns, we have seen an increase of 300%. That is simply unacceptable. We must cut off the flow of guns to kids.

Last year, I directed the Bureau of Alcohol, Tobacco, and Firearms to launch a pilot program in 17 cities -- including New York, Cleveland, and Seattle -- to trace every single gun used in crimes. We needed to know precisely how the black market works.

Today, I am pleased to announce that the results of this effort are in. Thanks to unprecedented cooperation between federal and local authorities, the Youth Crime Gun Interdiction Initiative was a great success. We now have a treasure trove of vital gun information for investigators nationwide. We know where kids are getting guns. We know how kids are getting guns. We know what kinds of guns they're getting.

Before this pilot study began, there were those who argued that the only way kids were getting guns was by stealing them from adults. Our new information makes clear that there is an even more disturbing reality: Many guns are finding their way quickly from licensed retail stores to the

that were quickly diverted from licensed retail shelves into illegal gun pipelines. These pipelines are supplied by large-volume traffickers, by straw buyers who sell a gun or two at a time to young gang members, and by corrupt federally licensed gun dealers in collusion with traffickers.

Make no mistake: Traffickers are out there. We have learned how they operate. We will shut them down.

Let me give you an example. The tracking system we put in place last year showed that more than 30 guns siezed by police officers in Chicago, St. Louis, and Washington, D.C., had come from the same licensed gun dealer in Missouri. When police investigated, the Missouri dealer confessed to selling guns illegally, often at gun shows in Kentucky. This information led them directly to a large-volume trafficker based in Nashville, who was supplying a steady stream of lethal semiautomatic pistols to youth gang members right here in the nation's capital. I'm proud to report that this trafficker is now behind bars, awaiting sentencing, thanks to hard work of _____.

The Youth Crime Gun Interdiction Initiative has been such a success that we are now going to expand our efforts to 10 more cities, including Philadelphia and Los Angeles. We will also work with Congress to hire more ATF agents to work with local police officers and prosecutors to nail traffickers based on the new leads we are generating every day.

That is why juvenile crime is this Administration's number one crime-fighting priority.

We have a chance to build on our progress by passing a smart, balanced juvenile justice bill that does more than just talk tough. The bill I sent to Congress in February provides for more prosecutors, tougher penalties, and better prevention programs for at-risk juveniles. It would also require that every new gun must be sold with child-safety locks. It simply isn't right that we secure aspirin bottles better than we do our most lethal guns.

The House has TK. The Senate has TK.

To me, a juvenile justice bill that doesn't limit children's access to guns is a bill that walks away from the problem. Not a single law-abiding citizen would lose a gun because of child-safety locks. But countless young lives would be saved if stolen guns became useless guns. To me, this is simple common sense.

If Congress really wants to get tough on juvenile crime, then it's time to get tough on guns and get them out of the hands of violent juveniles. We've come a long way in the last four and half years. But to make sure we prepare our children for the 21st century, we have to give them a safe and orderly environment where they can make the most of the world they will soon inherit.

Five years ago it seemed to many Americans that rampant crime and violence had an intractable hold on our country and that fear was an inevitable fact of life. I was determined to reverse the tide of crime, to give people the tools they need to take back their communities and reclaim their peace of mind.

Our efforts have paid off.

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We have put in place a community-based strategy to confront crime -- relying on more police, tougher punishment, and better prevention. This strategy is working. For the past five years in a row, we have seen serious crime drop nationwide. Last year we saw the largest one-year decline in violent crime and murder in 35 years.

Even the juvenile crime rate showed some decline in 1995. But we know that juvenile violence is still a huge problem. We know children are killing children -- for shoes, for jackets, for turf. We know that too many children are drawn to guns and violence as a way of life.

The facts are plain. The flood of guns onto our streets has reached The number of teenagers committing crimes without guns is the same today as it was in the 1970s. But the number of crimes teenagers commit with guns has soared by 300%. That is simply unacceptable. We must cut off the flow of guns to teens.

In too many cities, when a gang member is caught committing a crime with a smoking gun in his hand, the gun is simply put in the police locker with little further investigation. So we launched a national initiative to trace every gun seized from criminals in 17 cities to find out where these guns are coming from and how they find their way to the street.

A year later, the first results are in. We now have a treasure trove of vital gun information for investigators nationwide. We know where children are getting guns. We know how children are getting guns. We know what kinds of guns they're getting.

It is now clear that many guns are finding their way quickly from licensed retail stores to black markets that serve gang members and other violent teens. Before we had this information, there were those who argued that the only way kids were getting guns was by stealing them from adults. We now can see an even more disturbing reality: Many violent teenagers are buying guns in bulk from single, shadowy suppliers -- a criminal network that channels an arsenal of weapons the streets.

Make no mistake. ^{Gun} Traffickers are out there. We have learned how they operate. We will shut them down.

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