

Withdrawal/Redaction Sheet

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DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. fax	re: Correction to Milwaukee Case [partial] (1 page)	07/17/1997	b(7)(C), b(6)
002. list	International Adoption Meeting [Personally Identifiable Information] [partial] (1 page)	07/10/1997	b(6)
003. list	YCGH[Personally Identifiable Information] [partial] (3 pages)	07/08/1996	b(6)

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Jose Cerda
OA/Box Number: 17180

FOLDER TITLE:

Gun Tracing Initiative [1]

2016-0931-S

rc2281

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
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- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

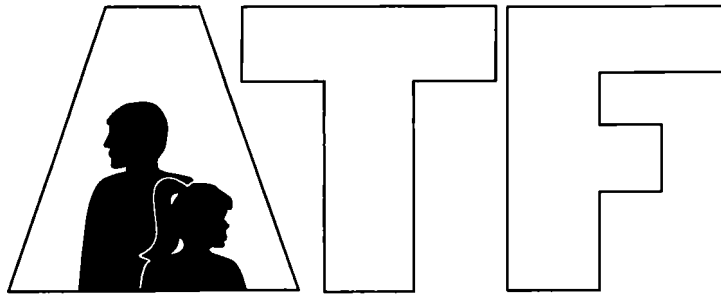
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SUN TRACING 2

907-7770

Andy Vika

PHOTOCOPY
PRESERVATION



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):

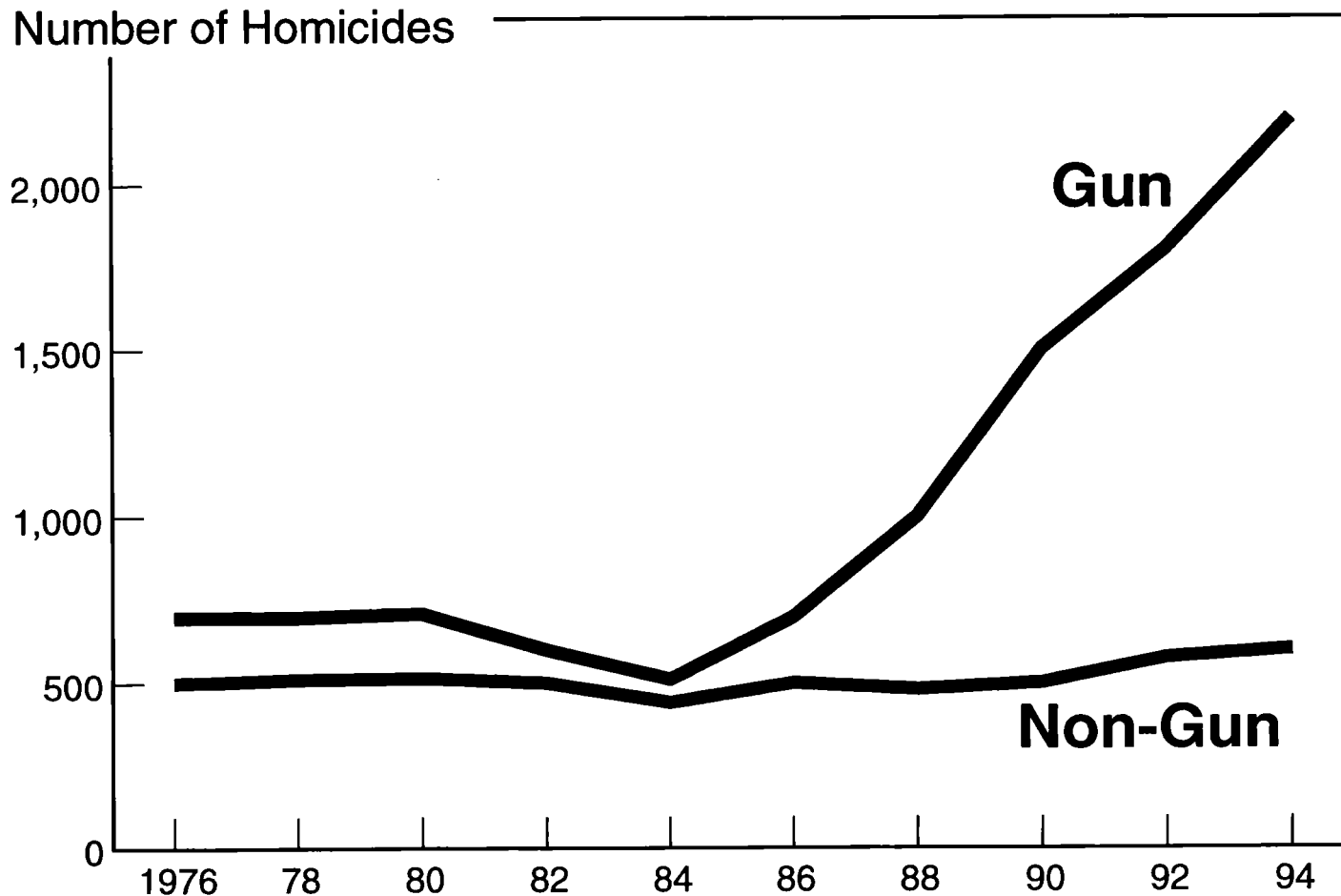
- Bryco, 9mm, semiautomatic pistol
- High Standard, 9mm, semiautomatic pistol
- Lorcin, .380 caliber, semiautomatic pistol
- Glock, 9mm, semiautomatic pistol
- Ruger, 9mm, semiautomatic pistol
- Smith & Wesson, 9mm, semiautomatic pistol
- Mossberg, 12 gauge, shotgun
- Intratec, 9mm, semiautomatic pistol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

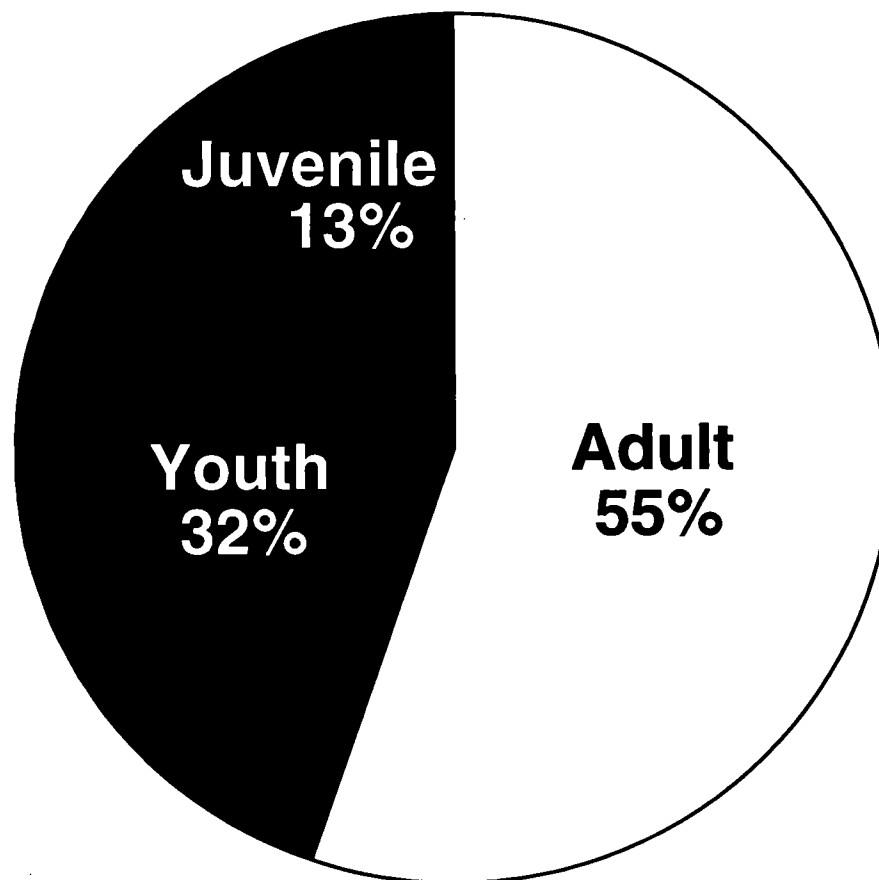
Firearm and Non-Firearm Juvenile Homicides

Juvenile Offenders (ages 10-17)



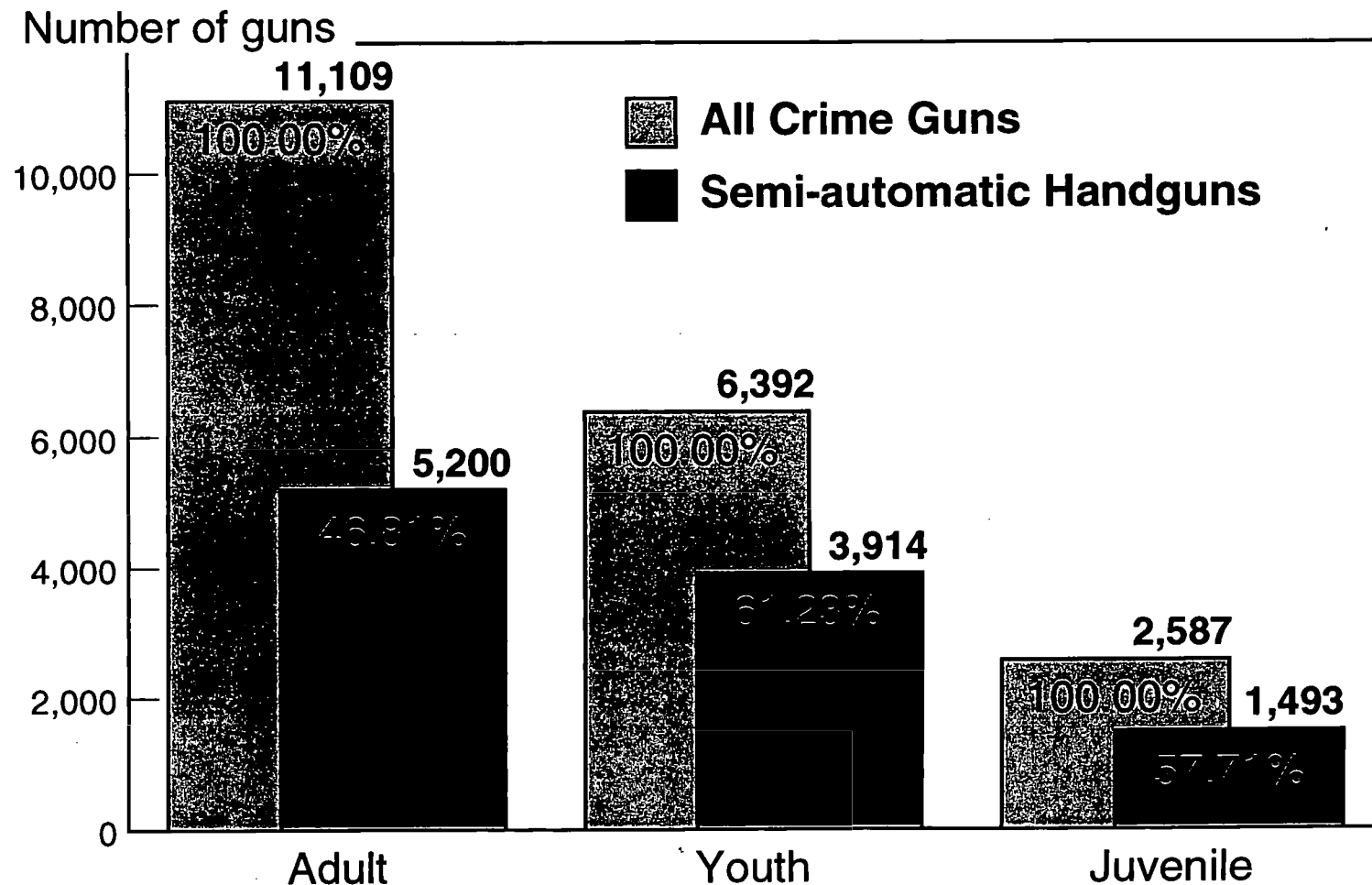
Youth Crime Gun Interdiction Initiative

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.

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



Youth Crime Gun Interdiction Initiative

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

Youth Crime Gun Interdiction Initiative Case Anecdotes

Washington, DC Guns Investigation (Washington, DC)

Project LEAD, ATF's illegal firearms trafficking information system, identified a former federally firearms licensee (FFL) in Cape Girardeau, Missouri as being the original source of a number (30 plus) of juvenile and gang related crime guns recovered in Washington, DC, Chicago, Illinois, and St. Louis, Missouri. Project LEAD also showed that no more than 6 months had elapsed between the time the firearms were sold and their recovery in crimes, an exceptionally short "time-to-crime" rate. The investigation led from illegal sales by the FFL, to illegal middlemen, and a further trafficker who was buying firearms in Nashville, Tennessee. This trafficker was transporting them to Washington, DC, where he sold the firearms to juvenile and youth gang members. The Nashville trafficker when arrested admitted to selling as many as 300 firearms on the streets of Washington, DC. More than 30 have been recovered in crimes in the city. Fifteen of them involved juveniles. On June 2, 1997 the trafficker pled guilty in U.S. District Court for the Middle District of Tennessee to firearms violations. Sentencing has been set for August 1997.

SHIKES, Lawrence. (Milwaukee, WI)

In Milwaukee, a security guard in a shopping mall, sold "new pistols in the box" (semi-automatic 9 mm and .25 caliber pistols) to gang members from the trunk of his car at the mall. Gun trace information on crime guns law enforcement agencies recovered in Milwaukee showed that several handguns recovered in connection with youth gang crimes had originally been purchased by the guard or his wife. The crimes with which these guns were associated included homicides, armed robberies, assaults, drive-by shootings, and concealed weapons violations. Shikes was arrested in April 1997 and subsequently pled guilty to dealing in firearms without a license and providing firearms to convicted felons. Sentencing has been set for August 1997.

Christe

- **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.

Youth Crime Gun Interdiction Initiative
Washington, D.C.
Trace Analysis Report Summary

- During the 10 month YCGII tracing period, law enforcement officials in Washington, D.C. submitted 1,959 crime guns for tracing to the ATF National Tracing Center.
- Of the crime gun trace requests for which age of possessor can be determined, 44 percent identify a youth as the possessor, while another 11 percent identify a juvenile as the possessor. Youth and juvenile requests combined make up a 55 percent majority of all Washington, D.C. crime gun trace requests in . The large percentage of juvenile crime gun trace requests in Washington, D.C. is above the juvenile category average for all YCGII sites by 12 percentage points.
- Consistent with the findings in all other YCGII sites, in Washington, D.C. semiautomatic pistols accounted for 6 out of 10 juvenile and youth crime gun trace requests, while semiautomatic pistols accounted 5 out of 10 for adults.
- In Washington, D.C., ten gun types, by manufacturer and caliber, make up 35 percent of all juvenile crime gun trace requests, while 57 gun types account for the rest. For the youth category, the top ten gun types constitute 33 percent of all crime gun trace requests, while 140 different types of gun make up the remaining 67 percent. For example, one crime gun type, a Lorcin .380 caliber pistol, was recovered 18 times from youth offenders by Washington, D.C. law enforcement officials. This concentration among a small number of gun types is not as pronounced within the adult age category in Washington D.C. For adults, the top ten gun types account for 25 percent while 172 different gun types make up the remaining 75 percent. With this information, law enforcement agencies in Washington, D.C. can focus on halting the illegal sources of the guns most frequently used by juvenile and youth offenders.
- Time-to-Crime measures the time it takes a gun to go from first retail sale by a Federal firearms licensee to recovery by a law enforcement official. As a law enforcement rule of thumb, if a gun moves from first legal sale to recovery by law enforcement officials in less than three years, there may be an illegal trafficker at work. In Washington, D.C. some guns move from the shelf to recovery by law enforcement officials in days. A Ruger 9mm was recovered from a youth which was later determined to have a time-to-crime of one day. In another case, a Glock 9mm semiautomatic pistol was determined to have a time-to-crime of only 9 days. The Ruger 9mm and the Glock 9mm, along with other guns, have demonstrated consistently fast time-to-crime rates, and represent important investigative opportunities for law enforcement.
- Because Washington, D.C. allows for extremely limited handgun sales within its borders, no crime guns were traced to first legal retail sale within the District. As a result, the two top source states, which account for more than half of all recovered crime guns when combined, are Virginia (27 percent) and Maryland (25 percent). For Washington, D.C. the top ten source states account for 83 percent of all traced guns, while all other states constitute 17 percent.

Michael F. Crowley



Record Type: Record

To: Michael Deich/OMB/EOP, Jose Cerda III/OPD/EOP
cc: See the distribution list at the bottom of this message
Subject: Treasury Ready to Make Offer on Youth Gun Initiative

I've spoken with Susan Ginsburg and Anna Dickey at Treasury Enforcement and have learned that Treasury is ready to make an offer on the Youth Gun Initiative extension.

Treasury has figured out a way to spend the \$11M in unspent Customs Forfeiture Fund balances without seeking new authority from the Hill. (They're not telling how.) Using these resources, they plan to offer to fund a tracing pilot extension for 10 additional cities and to beef up Tracing Center staffing using contractors (rather than hiring FTE). Susan says that we should be hearing confirmation from Mike Froman, shortly.

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Alan B. Rhinesmith/OMB/EOP
Patricia E. Romani/OMB/EOP
Harry G. Meyers/OMB/EOP
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Kimberly A. Maluski/OMB/EOP

Michael F. Crowley

① Supply info
w/ requirement
of liability
② joint liability

Record Type: Record

To: Michael Deich/OMB/EOP, Jose Cerda III/OPD/EOP

cc: See the distribution list at the bottom of this message

Subject: Update--No Extra Funds in Senate Committee Markup for Treasury Law Enforcement

This is an update to last night's email on the Senate committee markup for Treasury law enforcement and prospects for funding the Youth Gun initiative from any extra Treasury Enforcement Funds. There are no extra funds. Treasury enforcement is \$54M below President's request in the markup. Most of the damage is to ATF.

ATF -\$41M from request (including crime bill allocations)

The \$26M request for site expenses for the new HQ building is not funded. Loss of this funding is not critical, if we assume that ATF is moving to Federal Center SE. Other items left unfunded, include:

- \$5.5M for increased explosives inspections (at manufacturing & storage locations);
- \$6.6M for base restoration (lab, telecom, and computer equipment); and
- \$4.0M for expansion of the canine explosives detection training program.

The most critical of these are the funding for increased explosives inspections (\$5.5M), which is needed to ensure safety and prevent diversion at manufacturers and storage locations for explosives, and base restoration funds (\$6.6M) for lab, telecom, and computer equipment. The committee has included two unrequested earmarks: \$4M for new IBIS/Ceasefire ballistics identification machines and \$2M for the GREAT (Gang Resistance, Education and Training Program). These two earmarks (totaling \$6M) will require ATF to divert salary and equipment spending.

Other Treasury Law Enforcement Funding -\$13M from request (including crime bill allocations)

The most significant issue, I believe, is that the committee cuts \$6.6M from the \$28.8M requested for White House security improvements. This cut causes concern, as the Secret Service will have to redirect funding from other sources in order to provide adequate security.

In sum, the markup provides no extra funds for us to try to redirect to the Youth Gun initiative.

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EXPANSION OF THE YOUTH CRIME GUN INTERDICTION INITIATIVE JULY 19, 1997

BACKGROUND:

- On July 8, 1996, President Clinton directed the Attorney General and Secretary Rubin to implement a pilot program in 17 cities to trace as many guns as possible, especially those trafficked to kids.
- Under this pilot program, the Youth Crime Gun Interdiction Initiative (YCGII), Federal and local law enforcement in each city worked together to submit all crime guns seized for tracing and use this information to identify and locate illegal gun traffickers.
- Since then, the Treasury Department's Bureau of Alcohol, Tobacco and Firearms (ATF) has provided local police departments and ATF special agents with specialized training, computers and software -- and traced as many guns as possible through the National Training Center. Today's report details the findings of this effort.

FINDINGS OF TODAY'S REPORT:

- **Confirms kids and guns is a serious problem in all 17 cities.** Juvenile and youth crime guns account for nearly half (45%) of the firearms recovered from crime scenes and criminals.
- **Reveals that kids use some of the most concealable and dangerous guns.** While 80% of youth and juvenile crime guns are handguns -- and 60% are semiautomatic pistols, only 70% of adult crime guns are handguns -- and less than half, or 47%, are semiautomatics.
- **Crime guns used by kids are concentrated among a relatively small number of makes and models.** The 10 most popular types of crime guns account for 25% of all crime guns. In some cities, this percentage is as high as 50% for youth or juveniles (e.g., Birmingham, Memphis).
- **At least 25% of the crime guns used by kids move rapidly (3 years or less) from first retail sale to crime scenes.** That means that a significant portion of legally purchased guns are quickly and illegally diverted to kids and criminals.
- **The number of trace requests nearly doubled in the 17 pilot cities.** While not all traces submitted could be completed, for a variety of reasons, overall requests submitted to ATF jumped from about 20,000 to 37,000.

HOW TRACING WORKS

- **The Shikes Case.** Shortly after the YCGII was launched, ATF and the Milwaukee Police Department received a tip that an individual named "Larry" was selling guns to gang members. This individual was Larry Shikes, and he was selling guns from the trunk of his car in the parking lot of the grocery store where he worked as a security guard.

A review of trace information on Milwaukee crime guns revealed that Shikes had originally purchased several guns that were recovered in connection with youth gang crimes -- including homicides, assaults and drive-by-shootings. Shikes illegal activity was further documented by undercover purchases of additional shotguns and handguns.

Shikes was arrested in April 1997. He pled guilty to dealing in firearms without a license and providing firearms to convicted felons. He is scheduled to be sentenced next month.

ENFORCEMENT STRATEGIES:

- **A new anti-crime tool.** By submitting all crime guns for tracing, the YCGII is showing law enforcement at all levels how young people are getting guns. This is critical information that will allow law enforcement to prioritize the investigation of gun traffickers.
- **Guns are being trafficked to kids.** ATF traces and investigations clearly show that certain corrupt gun dealers are selling guns to large volume traffickers and straw purchasers, who are in turn funneling guns to our youth. With more tracing information and enforcement resources, we can crackdown on these traffickers and break-up the supply of guns to kids and criminals.
- **Brady checks important.** Background checks are needed to help keep guns from being illegally diverted. So it's critical that state and local law enforcement continue their commitment to Brady.

TODAY'S ANNOUNCEMENT:

- **More Cities, More Resources.** Today, the President will expand the YCGII to 10 more cities. The Treasury Department will commit \$11 million to augment its tracing efforts next year, and the Department of Justice will dedicate funds from the Bureau of Justice Assistance to help provide training to participating state and local law enforcement agencies. Additional funds will also be sought for ATF agents from unobligated funds.

**THE YOUTH CRIME GUN INTERDICTION INITIATIVE
PHASE TWO CITIES
JULY 19, 1997**

Chicago, Illinois
Los Angeles, California
Detroit, Michigan
Philadelphia, Pennsylvania*
Houston, Texas
Miami, Florida
Tucson, Arizona*
Minneapolis, Minnesota*
Gary, Indiana*
Cincinnati, Ohio

Most cities were selected because of the high number of firearms and violent offenses committed by juveniles and youth. Those cities marked with an asterisk (*) were chosen because, unlike the national trend, they have experienced increases in violent crime.

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Corrections to Washington, DC Case

1. The prosecution is in MD Tennessee. The USAO is miffed about this being called a Washington DC case.
2. The AUSA's name is spelled Sunny not Suny.
3. The illegal transaction took place in Clarksville, Tenn, not Washington, D.C.
4. Carol admitted to selling 80-110 firearms not 300. Neither the case agent nor the AUSA knows 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.

Corrections to Milwaukee Case

Below is a corrected version of the Milwaukee case. The AUSA made the following corrections: spelling of the ATF agent's name; spelling of the AUSA's name; name that informant had provided police; deletion of quotation "new pistols in the box" (neither case agent nor AUSA knew of any such statement); change of suspect's job to the one he was in during the sale of firearms; deletion of wife as having purchased firearms for sale to bad guys -- she knew nothing about it.

SHIKES, Lawrence - (Milwaukee, WI)

ATF Special Agent: (b)(6), (b)(7)c [001]
Assistant United States Attorney: Michelle Leslie

This investigation began in August 1996, when a confidential informant advised ATF and the Milwaukee Police Department that an individual known as Larry was selling guns to gang members and anyone else who had the money to buy one. Shikes, who was then a security guard at a local grocery store, often sold the handguns (semi-automatic 9 mm and .25 caliber pistols) from the trunk of his car in the parking lot of the store.

A review of trace information on crime guns recovered in Milwaukee showed that Shikes had originally purchased several handguns recovered in connection with youth gang crimes. The crimes with which these guns were associated included homicides, armed robberies, assaults, drive-by shootings, and concealed weapons violations. Undercover handgun and shotgun purchases from Shikes further documented his activities.

Shikes was arrested in April 1997 and subsequently pled guilty to dealing in firearms without a license and providing firearms to convicted felons. Sentencing has been set for August 1997.

**YOUTH CRIME GUN INTERDICTION INITIATIVE
QUESTIONS AND ANSWERS
JULY 19, 1997**

Q: What exactly has the Administration learned from this report -- and how will it be used to reduce juvenile gun crime?

First, we have learned that comprehensive, community-based tracing of crime guns is doable -- as well as a worthwhile endeavor. The voluntary commitment of each of these cities to submit as many crime guns as possible for tracing resulted in a near doubling in the overall number of trace requests -- from about 20,000 to 37,000. In New York, for example, trace requests jumped from 4,000 to 13,000; in San Antonio, trace requests increased from a mere 500 to about 2,000.

Second, we have learned that substantial number of guns -- nearly half of those recovered from crime scenes or criminals -- are being trafficked to our kids in a variety of ways and shortly after they were legally purchased. We have learned that kids are more likely than adults to commit a crime with a new handgun -- especially with certain types of semiautomatic pistols. And we have learned that most crime guns generally originate from in-state sources.

And thirdly, each of the 17 cities involved -- and Federal law enforcement -- have learned more about the make-up and trafficking patterns of crime guns in their community. These community specific reports are a valuable enforcement tool that can be used to crackdown on local traffickers and break-up the supply of guns to our kids. This is how Boston has used its trace information, and -- as I understand it -- July 10th Boston hit the two-year mark with no juvenile gun homicides.

Q: Can you please clarify today's announcement?

A: Based on our experience with the first 17 cities, we are going to expand the Youth Crime Gun Interdiction Initiative (YCGII) to an additional 10 cities. There was considerable interest from other cities when we initiated the pilot program last year, so we are pleased to expand the YCGII today. (See attached list of cities).

To pay for this -- and to increase ATF's overall ability to do more traces and trace analysis -- Treasury will dedicate about \$11 million from its forfeiture fund next year. That's about 10 times what we've spent during this first year, so that's a significant enhancement.

Also, the Justice Department's Bureau of Justice Assistance has set aside some funds to help train participating state and local law enforcement agencies in the new cities.

Q: How where both the new cities for this initiative picked?

A: As I understand it, most of the cities were selected based on the number of firearms and violent offenses committed by youths and juveniles. However, four of the cities -- Philadelphia, Minneapolis, Tucson and Gary -- were picked because, unlike the national crime trend for most cities, they have been experiencing increases in violent crime over the past few years.

Q: If tracing and trace analysis lead to cracking down on gun traffickers, how many have you prosecuted as a result of this effort?

A: Well, first let me make clear that we are only one-year into this initiative, and that establishing the tracing infrastructure (i.e., trained officers, computers, software, etc.) and producing the national and local reports was our initial goal.

Also, the YCGII is a special component of ATF's overall firearms trafficking strategy that has generated thousands of investigations over the past year -- involving tens of thousands of illegally trafficked firearms. And over time, we expect the YCGII to contribute many important cases to this workload.

Having said that, to date, ATF estimates that the YCGII has helped initiate some 75 pending trafficking investigations.

Q: How come ATF only traced an average of 37% of the guns submitted to the National Tracing Center?

A: There are several reasons why complete traces were not conducted for all crime guns. In some cases, because of different tracing guidelines and practices, not all of the required information was submitted. In other cases, firearms were either too old or serial numbers obliterated. While traces can be completed in these instances, they are much more resource intensive. Many of these issues can now be addressed.

It is important to note that not all trace analyses depend on successfully-completed trace requests. Much of the information submitted can still be analyzed and used by law enforcement.

**YOUTH CRIME GUN INTERDICTION INITIATIVE
QUESTIONS AND ANSWERS
JULY 19, 1997**

Q: What exactly has the Administration learned from this report -- and how will it be used to reduce juvenile gun crime?

First, we have learned that comprehensive, community-based tracing of crime guns is doable -- as well as a worthwhile endeavor. The voluntary commitment of each of these cities to submit as many crime guns as possible for tracing resulted in a near doubling in the overall number of trace requests -- from about 20,000 to 37,000. In New York, for example, trace requests jumped from 4,000 to 13,000; in San Antonio, trace requests increased from a mere 500 to about 2,000.

Second, we have learned that substantial number of guns -- nearly half of those recovered from crime scenes or criminals -- are being trafficked to our kids in a variety of ways and shortly after they were legally purchased. We have learned that kids are more likely than adults to commit a crime with a new handgun -- especially with certain types of semiautomatic pistols. And we have learned that most crime guns generally originate from in-state sources.

And thirdly, each of the 17 cities involved -- and Federal law enforcement -- have learned more about the make-up and trafficking patterns of crime guns in their community. These community specific reports are a valuable enforcement tool that can be used to crackdown on local traffickers and break-up the supply of guns to our kids. This is how Boston has used its trace information, and -- as I understand it -- July 10th Boston hit the two-year mark with no juvenile gun homicides.

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Youth Crime Gun Interdiction Initiative (YCGII)

POLICY

- The reports have major implications for national firearms policy.
- In the past, the pro-gun groups could assert that criminals and kids steal guns so government could do nothing to stop guns from getting to them. (This argument is used against Brady). Treasury/ATF's reports show there is an illegal market in firearms that supplies juveniles and criminals. They demonstrate that at least a quarter of the guns recovered from juveniles and youth are going from retail to the street so fast they must be being trafficked. These traffickers can be found and prosecuted.
- *With this information, it's hard to argue that the Administration's current juvenile gun violence initiatives – including warning signs in gun stores, child gun safety locks, juvenile justice reform, after school programs -- are fully responsive to the problem.* Law enforcement currently has more capacity devoted to stolen car rings than gun traffickers. We have to respond with real law enforcement assets, and use ATF to enlist local police against illegal gun markets.
- The Treasury/ATF reports demonstrate that comprehensive gun tracing can provide a snapshot of local illegal gun markets. This is critical information for State and local law enforcement. At the national level, gun trace analysis will allow the Administration to develop the right mix of enforcement and regulation to shrink illegal markets. We have to make a commitment to nationwide, comprehensive community-based tracing.
- The reports are valid and reliable, however, sniping is to be expected. A potential attack point is likely to be that of all the firearms submitted for tracing, only 37 percent resulted in successful National Tracing Center traces. Resources can increase this percentage substantially and solidify gun tracing's credibility.
- A Presidential announcement with a real commitment to enforcement personnel and to crime gun tracing would be good.

POLITICS

- The YCGII program represents consensus politics. Since the 1968 Gun Control Act, a consensus has existed that criminals and juveniles should not have guns. Yet the national political debate has not, except for the Brady Law, centered on how to achieve this. Instead it has been ideologically focused on whether gun control/bans are good or bad.
- The YCGII is the Administration's major opportunity to reduce illegal firearms access by juveniles and youth criminals. The Supreme Court has overturned a key part of the Brady Law. The Assault Weapons Ban's impact remains controversial.
- The Administration's Anti-Gang legislation is complementary but not a substitute for YCGII. In its juvenile justice provisions, the Anti-Gang legislation addresses "bad" juveniles, just as sentence enhancements have targeted adult violent criminals. YCGII primarily addresses adult responsibility not to place guns in the hands of young people.
- US Attorneys and Justice cannot fully support an anti-trafficking program without knowing the agents and other resources are going to be there to make it happen.

**Youth Crime Gun Interdiction Initiative (YCGII)
FY 98 Funding Issues**

I. OPTIONS

	<u>Funding</u>	<u>FTE/Positions</u>
A.	\$15.610	0/0

For 35 (17 + 18) cities, comprehensive tracing and trace analysis. Provide the National Training Center (NTC) with contract ADP and personnel resources to trace 90 percent of current firearms trace requests. City-specific technical support, training. No ATF enforcement resources.

B.	\$24.41 million	89/178
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For 27 (17+10) cities, comprehensive tracing and trace analysis; technical tracing support and training. For 17 cities, ATF enforcement. Increased capability to address approximately 47,000 youth and juvenile firearms related offenses, many based on illegal access to firearms.

C.	\$45.050 million	158/317
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For 17 cities plus 15 additional cities (net 30 cities), full trace analysis, technical support, training and enforcement. Completion of phase 1 toward tracing enforcement in approximately 60 cities—all U.S. cities with population over 250,000.

II. POTENTIAL OFFSETS FOR OPTIONS B AND C

Department of the Treasury
Amount

	<u>Source</u>
\$11 million	Extinct Customs forfeiture fund (legislation needed for FTE use \$9.8 million and \$17.3 million for Options B and C respectively).
\$2.7 million	Reallocation of FY98 budget request for ATF firearms trafficking.

Department of Justice
Amount

	<u>Source</u>
Not yet determined \$4.5 million requested	Justice is reviewing request for direct city costs that would be funded through Office of Justice Programs grant programs.

III. CONCERNS

- If only the Customs Forfeiture Fund and DOJ grants will be used, Options B and C cannot be delivered as planned, because these sources of funds do not authorize ATF compensation. Thus it is imperative that OMB provide at least \$9.8-\$17.3 million to cover ATF salary costs in Options B and C, respectively (approximately \$12 million in salary expenses, without agent equipment costs).
- The \$11 million in the extinct Customs forfeiture fund contains many restrictions, principally, it cannot be used to pay salaries. This may be overcome with legislation:
 - Appropriations. A budget amendment could force scoring the funds as new outlays against the Committee's 602(b) allocation.
 - Authorization. It is unclear whether this would bypass the scoring issue. Even if it did, such a path would damage our relationship with our appropriators at a crucial moment.
- The amount to be contributed by DOJ in the form of direct grants to cities is undetermined. DOJ is unwilling to consider making funds available from any direct S&E appropriations. Currently, DOJ is proposing to fund aspects of YCGII's direct city costs.
- With 1,728 agents on board, ATF is currently staffed at the lowest level of any Treasury or Justice enforcement investigative agency. This is less than the number of police in medium size police departments. Congress continues to criticize ATF for using base funding to support FTE's.

Options To Fund The Youth Crime Gun Interdiction Initiative - FY 1998

(\$ in Millions)

Option A: Trace Analysis for 35 (17 + 18) Cities

NTC Rapid High Volume Crime Gun Tracing (Contractors: 45 Tracers, 15 Out of Business Records Researchers, 7 Supervisors)	\$5.380
NTC Crime Gun Automation (LEAD Automated Queries; 9 Trace Analysis Support)	\$3.237
City Tracing Technical Support (Batch Download Hardware/Software/Support)	\$2.170
ATF Breaking the Chain of Illegal Supply (State and Local Overtime)	\$2.730
ATF Firearms Trafficking Training	<u>\$2.221</u>
	\$15.610 [DOJ: \$ 4.611]

Option B: Trace Analysis for 27 (17+10) Cities with Enforcement for 17 Cities

(At minimum staffing and GS grade levels)

NTC Rapid High Volume Crime Gun Tracing (45 Tracers, 2 Special Agents, 5 Analysts)	\$3.514
NTC Crime Gun Automation	\$2.700
City Tracing Technical Support (Batch Download Hardware/Software/Support)	\$1.674
ATF Breaking the Chain of Illegal Supply (92 Special Agents, 20 Support)	\$14.268
ATF Firearms Trafficking Training (4 Special Agents, 10 Support, Trafficking Guidebook and videos)	<u>\$2.254</u>
	\$24.410 [DOJ: \$2.945]

Option B: Trace Analysis and Enforcement for 30 Cities (17+15)*

(Enforcement Recommended levels)

NTC Rapid High Volume Crime Gun Tracing (45 Tracers, 2 Special Agents, 5 Analysts)	\$3.682
NTC Crime Gun Automation	\$2.700
City Tracing Technical Support (Batch Download Hardware/Software/Support)	\$1.984
ATF Breaking the Chain of Illegal Supply (175 Special Agents, 30 Inspectors, 30 Support)	\$31.804
ATF Firearms Trafficking Training (7 Special Agents, 3 Inspectors, 20 Support)	<u>\$4.869</u>
	\$45.049 [DOJ: \$4.410]

*Two of the original 17 communities would be merged with their larger metropolitan areas for purposes of both tracing and enforcement.

Potential Department of Justice Contributions
Youth Crime Gun Interdiction Initiative

Option A – DOJ Potential Contribution \$4,611,250

Comprehensive Crime Gun Tracing Data entry clerks	\$1,400,000
Breaking The Chain of Illegal Supply State and Local Police Overtime	\$2,730,000
Firearms Trafficking Training DOJ Employee, State and local travel; training materials	\$481,250

Option B – DOJ Potential Contribution \$2,945,462

Comprehensive Crime Gun Tracing Hardware, software, laptop and data entry clerk	\$1,296,000
Breaking The Chain of Illegal Supply State and Local Police Overtime	\$1,326,000
Firearms Trafficking Training DOJ Employee, State and local travel; training materials	\$323,462

Option C – DOJ Potential Contribution \$4,410,752

Comprehensive Crime Gun Tracing Hardware, software, laptop and data entry clerk	\$1,984,000
Breaking The Chain of Illegal Supply State and Local Police Overtime	\$2,340,000
Firearms Trafficking Training DOJ Employee, State and local travel; training materials	\$534,752

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

Phone: (202) 622-0300

Fax: (202) 622-7301

Date: 7/10/97

Page 1 of 7

TO: Jose Cerda
Leanne Shimabukuro

FAX: 456-7028

FROM: Susan Ginsburg

SUBJECT: First Draft Rubin-Reno Memorandum

MESSAGE: This is the draft sent to
DOT. Looking forward to
your comments.

Susan



DEPARTMENT OF THE TREASURY
WASHINGTON, D.C. 20220

MEMORANDUM FOR NICK GESS

FROM: Susan Ginsburg 
SUBJECT: First Draft of Rubin-Reno Memorandum

Attached is a first draft of a report from the Secretary and Attorney General. Your input and edits, especially regarding discussion of enforcement or cases is needed. A conclusion awaits the resolution of the question of expansion and resources.

While your are reviewing this, we will also be reviewing it and marking it up.

Jose, who will also be reading the draft, requested that it be kept to no longer than 5 pages.

Thanks.

MEMORANDUM FOR PRESIDENT CLINTON

FROM: Robert E. Rubin
Secretary of the Treasury

Janet Reno
Attorney General

SUBJECT: Youth Crime Gun Interdiction Initiative: One Year Progress Report

This memorandum responds to your request for a one year report on progress in the Youth Crime Gun Interdiction Initiative, a collaborative 17-city law enforcement demonstration project that we joined you in announcing on July 8, 1996. We also transmit with this memorandum ATF's Crime Gun Trace Analysis Reports: The Illegal Youth Firearms Markets in 17 Communities, which presents analyses of firearms recovered by law enforcement agencies in each of the participating communities.

ALMOST OVERWHELMINGLY
The initiative responds to the threefold increase since 1985 in juvenile homicides, an increase due entirely to firearms use. Our purpose during the first phase of this effort has been to find out as much as possible about how juveniles and youth are obtaining firearms, and to provide that information in a way that allows law enforcement officials to design strategies to stop the illegal supply. This memorandum is divided into two parts. We first present our major findings, which are based on the analyses provided by ATF. Second, we review the first year of the initiative and describe plans for the future.

I. Major Findings

- *AND PERHAPS AS MUCH AS 70*
At least a quarter of the firearms used in crime or illegally possessed by juveniles (age 17 and under) and youth (ages 18-24) move rapidly from their point of first retail sale to recovery by law enforcement agencies. Through investigative experience, ATF has learned that recovery of new firearms, that is, firearms recovered by law enforcement agencies in less than three years from the date of first retail sale, often signals illegal diversion. This diversion may be the result of small scale straw purchases or large volume diversion by large-scale traffickers. It may also sometimes be the result of theft from the Federally licensed gun dealer. *?*

The rapid diversion of new guns into illegal channels is the most important finding of this initiative because it demonstrates the existence of an illegal market that supplies new guns to young people. This market can be reduced by law enforcement action against illegal trafficking. Measures to prevent theft from Federally licensed gun dealers would also be helpful. *- ?*

- most - #*
- **In many of the participating cities, the state in which the community is located is the largest single largest source of recovered firearms successfully traced to retail sale.** This is true for juveniles, youth, and adults. In 12 of the 17 sites, the state itself supplies a majority of the successfully traced firearms. For example, 65 percent of the successfully traced firearms recovered in Milwaukee are from sources in Wisconsin. In three of the participating sites, the state itself supplies more recovered firearms than any other single source state. For example, 30 percent of the successfully traced firearms recovered in Boston are from Massachusetts; the next largest source state is Florida, supplying 8 percent. In contrast, in two cities, Jersey City and New York, the number of firearms supplied from within the state is close to or less than the number supplied by other state. No firearms recovered in Washington, DC were traced to first retail sales in that city. *(BECAUSE...)*

STRONGER

This finding is significant because it confirms the need for a national law enforcement focus on disrupting illegal firearms markets, whether operating intrastate or interstate. Traffickers operate within single police jurisdictions, cross-jurisdictionally within a state, and interstate. Collaboration among Federal, State, and local law enforcement agencies is needed to mount an effective response, and strategies must be designed that take into account different local illegal market conditions.

- **The illegal handguns recovered from juveniles and youth are highly concentrated among a relatively small number of kinds of firearms.** For example, the highest concentration among firearms recovered from juveniles is in Birmingham, Alabama, where the top 10 kinds of firearms by manufacturer and caliber account for 52 percent of recovered juvenile firearms. For youth, the highest concentration is in Memphis, where the top 10 kinds account for 46 percent of recovered juvenile firearms. For adults, the highest concentration is in Bridgeport, where the top 10 types of firearms account for 36 percent of firearms recovered from adults.

✓ This information is important for law enforcement agencies focusing on illegal firearms trafficking. Officials can become familiar with these patterns and the guns involved, and assign priorities to investigations of traffickers based on the known popularity of certain weapons among juveniles and youth, as well as adult criminals.

- **Preliminary research by the National Tracing Center in selected communities indicates that between 9 percent and 20 percent of recovered firearms have had 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.

(more?)

*FINDINGS ON
OVERALL
SOURCE
STATES?*

Serial numbers are obliterated to defeat tracing of weapons used in crime or illegally possessed. Law enforcement laboratories can often restore obliterated serial numbers. Restoration and enforcement relating to these guns should be an investigative priority.

- Handguns predominate among recovered firearms. Seven out of ten guns recovered from adults are handguns; for juveniles and youth, the number is eight out of ten. Juveniles and youths are using disproportionately more semi-automatic handguns than adults. Forty-seven percent of the firearms recovered from adults are semi-automatic handguns, while 58 percent of those recovered from juveniles are semi-automatic handguns, and 61 percent of those recovered from youth are semi-automatic handguns.

Using trace analysis, the initiative has been successful in learning that there is a sizable illegal market in firearms that supplies juveniles and youth. [Based on our findings, we recommend an expansion of firearms tracing and trace analysis to new cities, and a nationwide law enforcement commitment to take all necessary steps to disrupt the illegal gun markets that supply juveniles and youth.]

II. The Youth Crime Gun Interdiction Initiative

Participants met three goals during the first phase of the initiative: (1) the tracing at ATF's National Tracing Center of all firearms recovered by law enforcement agencies in each of the 17 communities; (2) the analysis of firearms trace information to determine community-wide patterns relating to recovered firearms; and (3) the publication of that information for Federal, State and local law enforcement in the 17 communities to use in developing collaborative strategies against illegal gun markets. Following is a description of the steps taken to achieve these goals and what we have learned.

- **Demonstration of comprehensive community-based crime gun tracing.** A goal of the participants was to ensure that all firearms recovered by law enforcement agencies in each community were submitted for tracing at ATF's National Tracing Center (NTC). A successful NTC trace of a firearm describes the chain of possession of the firearm from manufacturer or import through first retail sale. This information includes the federally licensed gun dealer that sold the firearm, the state in which the firearm was sold, the date upon which it was sold, and the identity of the first retail purchaser. Combined with further investigative work, this information can enable investigators to identify illegal sources of firearms, especially of relatively new firearms. New firearms are less likely to have gone through multiple transfers of ownership. When law enforcement agencies trace all recovered firearms, analysis of these trace results can identify community patterns in illegal gun use and availability.

Firearms tracing is not required by federal law. Police departments working with ATF met their voluntary commitment to trace all recovered firearms with the

NTC during this initiative. Crime gun tracing from the 17 sites nearly doubled over the same period last year, from 20,000 to approximately 37,000 trace requests. The level of crime gun tracing achieved voluntarily indicates that comprehensive tracing is achievable by law enforcement throughout the country.

*Demanded
is higher
more
resources*

- **Development of tracing technology for state and local law enforcement.** During the initiative, police departments and ATF learned about what problems arise in attempting to trace all recovered firearms in a community. ATF developed technical improvements to assist State and local law enforcement agencies of various sizes and technological capability to submit crime gun trace requests efficiently and comprehensively. These methods are now tested [and can be made available to other State and local enforcement agencies.] *Situation*

- **Publication of ATF Crime Gun Trace Analysis Reports.** ATF developed a new law enforcement tool: *crime gun trace analysis reports*. Combining the recovered firearms trace information that law enforcement agencies supplied with ATF information on firearms sales, ATF analyzed and published the reports on the illegal youth crime gun markets in the 17 communities that we are transmitting today. These analyses provide important information to law enforcement agencies about youth and juvenile crime guns. *STRENGTHEN*

- **Continued development by ATF of operational tools to investigate illegal traffickers to juveniles and youth.** ATF continues to develop Project LEAD, an information system that aggregates all information yielded by crime gun trace requests and allows law enforcement officials to identify suspicious patterns and trends that can be investigated to yield arrests and prosecutions. The initiative provided funding for refinements in Project LEAD have made the system better able to identify potential traffickers to juveniles and youth. ATF has also developed a firearms trafficking enforcement guidebook for use by federal, State, and local law enforcement. This guidebook incorporates techniques that are most effective in identifying and investigation illegal traffickers to youth and juveniles. *Guidebook
separate
or part of
the book*

Establishment of a foundation for a national effort to reduce the illegal supply of firearms to juveniles and youth. The tools developed during the Youth Crime Gun Interdiction Initiative -- comprehensive crime gun tracing, crime gun tracing technological support; city-specific trace analysis reports; and the trafficking enforcement guidebook -- [are available to strengthen nationwide efforts to disrupt illegal juvenile and youth gun markets]. *MORE -- & MORE AGENTS, PLEA BARGAINS, ETC.
EVEN MORE CAN BE DONE.*

To be inserted or not depending on DOJ preference/WH resolution of resource/expansion issues:

- [NIJ research solicitation, jointly funded]
- [Expenditure of YCGII operational funds (\$550,000 of \$1.2 million funding) to support investigations of trafficking to juveniles and youth -sample of different types of investigations (adjudicated) -- e.g. Shikes (multiple guns; intrastate; Milwaukee; involves

both a ci and traces to this security guard trafficker); Treece (over 1600 guns; interstate; DC, St.Louis, Kentucky, Memphis; case originated from Project LEAD); Cannon (multiple guns; intrastate; Memphis, tracing to FFL that had just reported burglary); Gun Heaven (multiple guns; intrastate; Inglewood, traced to FFL)].

- Additional DOJ statements about enforcement.
- Conclusion/future developments based on WH determination about expansion.

**YOUTH CRIME GUN INTERDICTION INITIATIVE
QUESTIONS AND ANSWERS
JULY 19, 1997**

Q: What exactly has the Administration learned from this report -- and how will it be used to reduce juvenile gun crime?

First, we have learned that comprehensive, community-based tracing of crime guns is doable -- as well as a worthwhile endeavor. The voluntary commitment of each of these cities to submit as many crime guns as possible for tracing resulted in a near doubling in the overall number of trace requests -- from about 20,000 to 37,000. In New York, for example, trace requests jumped from 4,000 to 13,000; in San Antonio, trace requests increased from a mere 500 to about 2,000.

Second, we have learned that substantial number of guns -- nearly half of those recovered from crime scenes or criminals -- are being trafficked to our kids in a variety of ways and shortly after they were legally purchased. We have learned that kids are more likely than adults to commit a crime with a new handgun -- especially with certain types of semiautomatic pistol. And we have learned that most crime guns generally originate from in-state sources.

And thirdly, each of the communities involved -- and Federal law enforcement -- have learned more about the make-up and trafficking patterns of crime guns in their area. These community specific reports are a valuable enforcement tool that can be used to crackdown on local traffickers and break-up the supply of guns to our kids. This is how Boston has used its trace information, and -- as I understand it -- last week they celebrated their second anniversary of no juvenile gun homicides.

Q: Can you please clarify today's announcement?

A: Based on our experience with the first 17 cities, we are going to expand the Youth Crime Gun Interdiction Initiative (YCGII) to an additional 10 cities. There was considerable interest from other cities when we initiated the pilot program last year, so we are pleased to expand the YCGII today. A copy of these cities should be in your press packet.

To pay for this -- and to increase ATF's overall ability to do more traces and trace analysis -- Treasury will dedicate about \$11 million from its forfeiture fund next year. That's about 10 times what we've spent during this first year, so that's a significant enhancement.

Also, the Justice Department's Bureau of Justice Assistance has set aside some funds to help train participating state and local law enforcement agencies.

Q: How were both the new cities for this initiative picked?

A: As I understand it, most of the cities were selected based on the number of firearms and violent offenses committed by youths and juveniles. However, several of the cities were picked because, unlike the national crime trend, they have been experiencing increases in violent crime over the past few years.

Q: If tracing and trace analysis lead to cracking down on gun traffickers, how many have you prosecuted as a result of this effort?

A: Well, first let me make clear that we are only one-year into this initiative, and that establishing the tracing infrastructure (i.e., trained officers, computers, software, etc.) and producing the national and local reports was our initial goal.

Also, the YCGII is a special component of ATF's overall firearms trafficking strategy that has generated thousands of investigations over the past year -- involving tens of thousands of illegally trafficked firearms. And over time, we expect the YCGII to contribute many important cases to this workload.

Having said that, to date, ATF estimates that the YCGII has helped initiate some 75 pending trafficking investigations.

Q: How come ATF only traced an average of 37% of the guns submitted to the National Tracing Center?

A: There are several reasons why complete traces were not conducted for all crime guns. In some cases, because of different tracing guidelines and practices, not all of the required information was submitted. In other cases, firearms were either too old or serial numbers obliterated. While traces can be completed in these instances, they are much more resource intensive. Many of these issues can now be addressed.

It is important to note, however, that not all trace analyses depend on a successfully completing trace requests.

YOUTH CRIME GUN INTERDICTION INITIATIVE

Second Phase Cities

Chicago, Illinois
Los Angeles, California
Detroit, Michigan
Philadelphia, Pennsylvania*
Houston, Texas
Miami, Florida
Tucson, Arizona*
Minneapolis, Minnesota *
Las Vegas, Nevada
Cincinnati, Ohio

***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.

YOUTH CRIME GUN INTERDICTION INITIATIVE
Second Phase Cities

Chicago, Illinois
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The President's Youth Gun Initiative Extension

\$8.2M	--	Redirected Resources for Enforcement/Tracing Center Staffing
(Treasury)		
\$2.7M	--	Tracing System Upgrades Already in the FY 1998 Budget
(Treasury)		
\$3.0M	--	State and Local Training and Equipment (Justice)
\$13.9M		
		Total (Treasury and Justice)

1) **Redirected Treasury Resources for Enforcement/Tracing Center Staffing = \$8.2M**

The \$8.2M is a balanced package of additional enforcement resources that will be used to follow up and investigate gun trace leads already being generated in the 17 original pilot cities coupled with additional investment in gun tracing capability at ATF's Tracing Center. The package includes:

\$7.1M - Put More Enforcement in 17 Original Pilot Cities: Hires 51 entry level (GS-9) agents, or 3 per city, to conduct investigations and build cases, based on gun tracing activity already taking place. (Assumes ½ year FTE utilization; full year cost is \$8.7M.)

- ATF has 368 agents deployed among the existing pilot cities, for an average of 22 agents per city (although the actuals vary per city). An addition of 51 agents is a healthy increase in enforcement resources that will enable ATF to conduct additional investigations and surveillances, and build cases for the U.S. Attorneys.

\$1.1M - Expand Tracing Pilot to 10 More Cities/Augment Tracing Center: Make modest investment in new Tracing Center staffing (funds 13 firearms tracing staff).

- This package does not aim to cure all of the woes of the current gun tracing system. However, this package proceeds from the assumption that gun tracing is useful and that providing Treasury with some resources now to perform more gun traces (even if at a continuing high workload) is a valuable investment that will yield positive law enforcement results.
- A liberal assumption is that a 10 city tracing pilot expansion will generate 60,000 new traces. (The 1-year 17 city tracing pilot generated 17,000 new traces.) 13 additional firearms examiners could handle 60,000 additional traces at the same level of productivity the Tracing Center is currently operating under.

2) Tracing System Upgrades Already in the FY 1998 Budget = \$2.7M

The President's FY 1998 Budget already includes \$2.7M in resources for software improvements and computer migration for the National Tracing Center, as well as electronic data exchange to provide investigative leads for ATF field agents. While not proposing to redirect this funding, it could be claimed as part of the ATF Youth Gun initiative.

3) State and Local Training and Equipment = \$3M

The Department of Justice will identify \$3 million to provide Federal assistance to State and local jurisdictions. The Federal support may include computer hardware, software and technical assistance; overtime pay for State and local officers; and funding to support the development and cost associated with course material, instructors and attendees at training sessions. Funding would support extension of the tracing pilot to 10 additional cities and also assist local law enforcement in the 17 original pilot cities to work with ATF to perform gun tracing and participate in firearms trafficking investigations.

In addition, the Administration supports a provision in pending juvenile justice legislation giving special priority in the Byrne discretionary grant program to those jurisdictions that include in their application a description of strategies to disrupt the illegal sale or transfer of firearms to or between juveniles through tracing the sources of crime guns provided to juveniles.

**Sources of Redirected Funding for Treasury Enforcement/Tracing Center Staffing
-- \$8.2M Needed**

- 1) \$1.5M - Treasury Forfeiture Fund Super Surplus or Secretary's Enforcement Fund Resources (no year):** Treasury is making \$1.5M available from the Treasury Forfeiture Fund in support of the ATF Youth Gun initiative. The funds can be spent now, without any legislation, except that they must be swapped with other ATF Salaries and Expenses funds in order to be used to fund FTE.
- 2) \$0.7M - Unobligated 50% Carryover Balances (FY 1997 only):** Of the \$1M in unobligated 50% carryover balances from FY 1996 that ATF can spend in FY 1997, Treasury can commit \$0.7M for the ATF Youth Gun initiative. These funds can be used to fund FTE, but only during FY 1997. However, the funds could be effectively swapped with FY 1998 funds by having ATF buy equipment now that was planned for purchase in the FY 1998 budget and paying for the initiative FTE from FY 1998 funds.

3) \$6.0M - Options for Funding the Remainder (of the \$8.2M total)**a. Seek Authority to for 100% Carryover Balances (FY 1998)**

Treasury finishes each fiscal year with \$20-40M in unobligated balances from its Salaries and Expenses accounts. Currently, Treasury is limited to carrying over 50 percent of such balances for spending in the next fiscal year, although some other agencies (Justice and GSA) are permitted to carry over 100 percent of such balances. Treasury has not been willing to plan in advance for uses for this funding, since the amounts are not entirely predictable and since it doesn't want to have *to plan* to have unspent balances. If authority were sought for 100 percent carryover authority (CBO may not score it), an additional \$10-20M would be available for spending each year. With such amounts available, Treasury could easily find \$6M for support of the initiative.

b. Use Unexpended Customs Forfeiture Fund Resources (no year)

Treasury currently has \$11M in unexpended Customs Forfeiture Fund resources that could be made available for extension of the ATF Youth Gun pilot, with passage of appropriate legislation that would authorize such a use. (Senate Finance and House Ways & Means would need to agree with the legislation.) However, availability of the \$11M is not a "sure thing," since the authorizers would need to be willing to OK legislation approving use of the funds for ATF.

c. Redirect FY 1998 Initiatives in the President's FY 1998 Budget

Although each of the following options raises concerns, redirecting some of one or more of the following ATF initiatives to support the Youth Gun initiative extension could meet the initiative's funding requirements:

- **\$4.0M -- Canine Explosives Detection Program**

Defer expansion of the canine explosives detection program for only one year, recognizing the special expertise that ATF has in canine explosives detection training.

- **\$8.0M -- Vehicle Purchases**

Deferring vehicle purchases for one year increases ATF's vehicle fleet mileage to an average of 80,000 miles per vehicle, an increase over the current 67,000 miles per vehicle (initiative includes 51 vehicles for new agents).

- **\$26.0M -- HQ New Site Selection Expenses**

The SE Federal Center site is available now for the construction of a new, secure facility for ATF HQ employees. Recognizing the importance of a new HQ site for ATF, as well as the fact the SE Federal Center site would eliminate land purchase costs, a portion of this funding could be made available for the Youth Gun initiative.

9/Prundis
ATF/Youth Gun Initiative Extension
DPC Proposal

\$8.2M --	Redirected Resources for Enforcement/Tracing Center Staffing (Treasury)
\$2.7M --	Tracing System Upgrades Already in the FY 1998 Budget (Treasury)
\$3.0M --	State and Local Training and Equipment (Justice)
\$13.9M	Total (Treasury and Justice)

1) Redirected Treasury Resources for Enforcement/Tracing Center Staffing = \$8.2M

The \$8.2M is a balanced package of additional enforcement resources that will be used to follow up and investigate gun trace leads already being generated in the 17 original pilot cities coupled with additional investment in gun tracing capability at ATF's Tracing Center. The package includes:

\$7.1M - Put More Enforcement in 17 Original Pilot Cities: Hires 51 entry level (GS-9) agents, or 3 per city, to conduct investigations and build cases, based on gun tracing activity already taking place. (Assumes ½ year FTE utilization; full year cost is \$8.7M.)

- Although Treasury feels that a stronger investment in enforcement is necessary in order to fully accomplish the mission, DPC's aim is to secure a credible increase in resources that will lead to additional investigations, arrests, and prosecutions.
- ATF already has 368 agents deployed among the existing pilot cities, for an average of 22 agents per city (although the actuals vary per city). An addition of 51 agents is a healthy increase in enforcement resources that will enable ATF to conduct additional investigations and surveillances, and build cases for the U.S. Attorneys.

\$1.1M - Expand Tracing Pilot to 10 More Cities/Augment Tracing Center: Make modest investment in new Tracing Center staffing (funds 13 firearms tracing staff).

- Treasury proceeds from the assumption that the current gun tracing system is broken, since (1) a relatively fixed number of firearms tracers are laboring under a constantly increasing workload (currently about 4000 traces per examiner per year), (2) Treasury is not able to trace all weapons (currently limited to guns 3 years old & younger), and (3) Treasury does not have the analysts needed to analyze and make the best use of gun trace data. DPC does not aim in this package to cure all of the woes of the

current gun tracing system. This package proceeds from the assumption that gun tracing is useful and that providing Treasury with some resources now to perform more gun traces (even if at a continuing high workload) is a valuable investment that will yield positive law enforcement results.

- ATF's assumption of an increase of 100,000 traces in the first year is probably unrealistic. A liberal assumption is that a 10 city tracing pilot expansion will generate 60,000 new traces. (The 1-year 17 city tracing pilot only generated 17,000 new traces.) 13 additional firearms examiners could handle 60,000 additional traces at the same level of productivity the Tracing Center is currently operating under.

2) Tracing System Upgrades Already in the FY 1998 Budget = \$2.7M

The President's FY 1998 Budget already includes \$2.7M in resources for software improvements and computer migration for the National Tracing Center, as well as electronic data exchange to provide investigative leads for ATF field agents. While not proposing to redirect this funding, it could be claimed as part of the ATF Youth Gun initiative.

3) State and Local Training and Equipment = \$3M

The Department of Justice will identify \$3 million to provide Federal assistance to State and local jurisdictions. The Federal support may include computer hardware, software and technical assistance; overtime pay for State and local officers; and funding to support the development and cost associated with course material, instructors and attendees at training sessions. Funding would support extension of the tracing pilot to 10 additional cities and also assist local law enforcement in the 17 original pilot cities to work with ATF to perform gun tracing and participate in firearms trafficking investigations.

In addition, the Administration supports a provision in pending juvenile justice legislation giving special priority in the Byrne discretionary grant program to those jurisdictions that include in their application a description of strategies to disrupt the illegal sale or transfer of firearms to or between juveniles through tracing the sources of crime guns provided to juveniles.

**Sources of Redirected Funding for Treasury Enforcement/Tracing Center Staffing
– \$8.2M Needed**

- 1) \$1.5M - Treasury Forfeiture Fund Super Surplus or Secretary's Enforcement Fund Resources (no year):** Of \$18M in unobligated resources, Treasury is willing to spend \$1.5M in support of the ATF Youth Gun initiative. Treasury has volunteered these funds, although it has not identified specifically what they would pay for. The funds can be spent now, without any legislation, except that they must be swapped with other ATF Salaries and Expenses funds in order to be used to fund FTE.

- 2) **\$0.7M - Unobligated 50% Carryover Balances (FY 1997 only):** Of the \$1M in unobligated 50% carryover balances from FY 1996 that ATF can spend in FY 1997, Treasury is willing to commit \$0.7M for the ATF Youth Gun initiative. These funds can be used to fund FTE, but only during FY 1997. However, the funds could be effectively swapped with FY 1998 funds by having ATF buy now equipment that was planned for purchase in the FY 1998 budget and paying for the initiative FTE from FY 1998 funds.

3) **⁶\$4.0M - Options for Funding the Remainder (of the \$8.2M total)**

a. **Use Unexpended Customs Forfeiture Fund Resources (no year)**

Treasury currently has \$11M in unexpended Customs Forfeiture Fund resources that could be made available for extension of the ATF Youth Gun pilot, with passage of appropriate legislation that would authorize such a use. (Senate Finance and House Ways & Means would need to agree with the legislation.) However, Treasury is concerned that the \$11M is not a "sure thing," since the authorizers would need to be willing to OK legislation approving use of the funds for ATF.

b. **Seek Authority to for 100% Carryover Balances (FY 1998)**

Treasury finishes each fiscal year with \$20-40M in unobligated balances from its Salaries and Expenses accounts. Currently, Treasury is limited to carrying over 50 percent of such balances for spending in the next fiscal year, although some other agencies (Justice and GSA) are permitted to carry over 100 percent of such balances. Treasury has not been willing to plan in advance for uses for this funding, since the amounts are not entirely predictable and since it doesn't want to have *to plan* to have unspent balances. If authority were sought for 100 percent carryover authority (CBO may not score it), an additional \$10-20M would be available for spending each year. With such amounts available, Treasury could easily find \$5M for support of the initiative.

c. **Redirect FY 1998 Initiatives in the President's FY 1998 Budget**

Although potentially a difficult choice for Treasury to agree to, redirecting some of all of the following ATF initiatives to support the Youth Gun initiative extension would better align ATF's FY 1998 Budget with the President's priorities:

• **~~\$3.3M -- Illegal Firearms Trafficking~~**

~~This funding is slated to equip and train illegal firearms task forces and to support expanded gun tracing in fourteen cities, some of which overlap with Youth Crime Gun cities. (Treasury prefers not to focus this funding on the initiative.)~~

(2M)

- **\$4.0M -- Canine Explosives Detection Program** *(expansion)*
put on hold for one yr
Other agencies already train explosives detection canines, although ATF claims a special expertise in this area.

(2M)

1.1 - 1.25M

- **\$8.0M -- Vehicle Purchases** *SI*
+ new cars w/ this initiative
ATF's vehicle fleet averages 67,000 miles per vehicle. Deferring these vehicle purchases would increase the average mileage on each vehicle.

length for approval

(2M)

- **\$26.0M -- HQ New Site Selection Expenses** *✓ (SE)*
If ATF locates its new HQ building at the Federal Center SW, land purchase costs would be eliminated, saving up to \$30M in potential cost for the new HQ building.

DOJ \$3M

3% ATF ↑
commens. w/ Justice

IRS - we stand out of this priority

DATE: 7/10/97

U.S. DEPARTMENT OF HEALTH AND HUMAN
SERVICES
ROOM 406G, HUMPHREY BUILDING
200 INDEPENDENCE AVE, SW
WASHINGTON, D.C. 20201

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OFFICE OF THE DEPUTY ASSISTANT SECRETARY
CONGRESSIONAL LIAISON OFFICE

TO: Lianne Shimakuro

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FOLDER TITLE:

Gun Tracing Initiative [1]

2016-0931-S

rc2281

RESTRICTION CODES

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P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
P3 Release would violate a Federal statute [(a)(3) of the PRA]
P4 Release would disclose trade secrets or confidential commercial or
financial information [(a)(4) of the PRA]
P5 Release would disclose confidential advice between the President
and his advisors, or between such advisors [(a)(5) of the PRA]
P6 Release would constitute a clearly unwarranted invasion of
personal privacy [(a)(6) of the PRA]

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b(1) National security classified information [(b)(1) of the FOIA]
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b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
b(4) Release would disclose trade secrets or confidential or financial
information [(b)(4) of the FOIA]
b(6) Release would constitute a clearly unwarranted invasion of
personal privacy [(b)(6) of the FOIA]
b(7) Release would disclose information compiled for law enforcement
purposes [(b)(7) of the FOIA]
b(8) Release would disclose information concerning the regulation of
financial institutions [(b)(8) of the FOIA]
b(9) Release would disclose geological or geophysical information
concerning wells [(b)(9) of the FOIA]

**INTERNATIONAL ADOPTION MEETING
HHS ATTENDEES**

Robert Irwin

DOB:

SS#:

(b)(6)

[002]

Traci Endo

DOB:

SS#:

(b)(6)

Barbara P. Clark

DOB:

SS#:

(b)(6)

14 THE GREEN SHEET

HEALTH NEWS

Immigration Law Arouses Adopters' Opposition

Vaccination Requirements May Expose Infants to Medical or Psychological Risk, Critics Say

By Susan Okie
Washington Post Staff Writer

Pamela Madigan is waiting eagerly to adopt a baby girl from China, and she plans to do everything possible to keep the infant healthy. That will include trying her best to avoid complying with federal immigration law.

New government rules, which take effect today, require that children adopted abroad be vaccinated in their home countries before they are allowed to come to the United States.

The rules are part of a 1996 law that seeks to protect the health of all Americans by ensuring that immigrants are fully vaccinated against infectious diseases. But the requirements have evoked vigorous and unexpected protests from members of the international adoption community, who fear that the vaccinations may expose fragile or malnourished children to a new set of medical and psychological risks.

Madigan said she and her husband, Frank, fully intend to immunize their baby as soon as they get her home to Seattle. But she is worried about the potential hazards of vaccines given abroad, including the possibility of a bad reaction, an infection from a non-sterile needle, or the use of a substandard product.

"Think about being 12 months old and injected with seven vaccines, then handed over to new parents and getting on an airplane for 20 hours," she said. "I'm going to work on a moral or a religious waiver" that would exempt the child from the regulations.

Americans adopt more than 11,000 children from other countries each year, and about half of the adoptions come from orphanages. They make up a small proportion of the approximately 300,000 immigrants who are granted permanent residency visas each year. But because of their circumstances, they are often malnourished or have suppressed immune function, which could interfere with their response to vaccines, said Irm Jenista, a pediatrician in Ann Arbor, Mich., who specializes in infectious diseases and is also an adoptive parent.

"Superficially, they may look healthy but they are truly not," she said. "Very often they've been abandoned. Their families are extraordinarily poor and parents are often drug abusing or alcoholic or have had some social disaster come upon them so they couldn't keep their children."

Adopted children whose records indicate they were immunized in foreign orphanages often show no evidence of having responded to the vaccinations when tested in the United States, according to a study by Dana Johnson, a physician at the International Adoption Clinic in Minnesota. This lack of response could be caused by a poorly functioning immune system or by the use of vaccines that were inactive because they were outdated or improperly stored, he suggested in a letter to the State Department opposing the regulations.

Jenista said American pediatricians often discount vaccination records from other countries and begin the immunization process all over again.

Under the new rules, the health and immu-



The adoptive parents of 14-month-old Gracie Juhren are among those protesting the new immigration rules. "This is just another bureaucratic hoop," says David Juhren, who along with his wife, Ingrid, brought Gracie from Russia in February.

nization records of children being adopted in other countries must be checked by doctors in those countries who have contracted with the State Department to perform pre-immigration physical exams. Adoptees are supposed to be as up-to-date as possible on the immunizations recommended for U.S. children. These include vaccines against diphtheria, pertussis, tetanus (DTP), polio, hepatitis B, *Hemophilus influenzae* (a type of bacteria that causes meningitis), measles, mumps, rubella (German measles) and chickenpox.

Some of those vaccines, such as DTP and polio, are routinely given in almost every country, but others, such as chickenpox, are not widely used. Some require several boosters. If a child is old enough to be immunized and has not already had the disease, the rules say the vaccine (or at least the first dose) must be given before a visa can be granted.

A consular official can waive the requirement if the immigrant (or if, in this case, the parent) has a moral or religious objection to vaccination. The examining doctor can recommend a medical waiver if a child is not old enough to receive a certain vaccine, or if there is a "medical contraindication" to giving it (such as an allergy to a vaccine component or an illness).

Officials of the Immigration and Naturaliza-

tion Service defend the new rules, saying they contain adequate safeguards against unsafe vaccines or practices. The doctors who perform the pre-immigration physicals are expected to follow accepted medical procedures for giving vaccines, including using sterile needles, said Sophia Cox, an adjudications officer for the INS. She said they are free to grant a medical waiver if they have any concerns about the quality of vaccines available in their countries.

"Part of this is a miscommunication or perhaps a lack of understanding of who these physicians are and what exactly they do," she said.

Jenista and other adoption experts fear the new U.S. rules may prompt orphanages in other countries to administer vaccines using non-sterile needles, exposing children to the risk of infection with the hepatitis B and C viruses or the human immunodeficiency virus (HIV) that causes AIDS.

Cox acknowledged that orphans in some countries have become infected in this way, but added that many foreign orphanages vaccinate children to meet local requirements, regardless of U.S. policy.

In recent weeks, advocates of international adoption have conducted a spirited discussion

of the new regulations via the Internet and have urged concerned parents and would-be parents to contact federal agencies and to lobby lawmakers.

David Juhren, an administrative assistant at the International Monetary Fund, has been participating in the campaign against the new rules even though he and his wife, Ingrid, picked up their adoptive daughter in Russia four months ago, before the regulations went into effect.

"Adoptive parents really have to go through a lot, especially adopting internationally," he said. "This is just another bureaucratic hoop."

The new law's congressional sponsors say the uproar took them by surprise. Rep. Bill McCollum (R-Fla.), who co-sponsored the legislation, said he has asked the State Department and the INS to provide written assurance that children being adopted in other countries won't be endangered by substandard vaccines or medical practices.

"The intent was that everybody get vaccinated," he said. "We thought that was the right way to do it. If we have to change the law to let them get all the shots here, so be it."

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

Phone: (202) 622-0300

Fax: (202) 622-7301

Date:

Page 1 of _

TO: Leanne Shimabukuro

FAX: 456-7028

FROM: Susan Ginsburg

SUBJECT: YCGII Budget

MESSAGE: A fourth option is being prepared between A & B and should be ready tomorrow AM. Let me know if you have questions.

Youth Crime Gun Interdiction Initiative (YCGII)

POLICY

- The reports have major implications for national firearms policy.
- In the past, the pro-gun groups could assert that criminals and kids steal guns so government could do nothing to stop guns from getting to them. (This argument is used against Brady). Treasury/ATF's reports show there is an illegal market in firearms that supplies juveniles and criminals. They demonstrate that at least a quarter of the guns recovered from juveniles and youth are going from retail to the street so fast they must be being trafficked. These traffickers can be found and prosecuted.
- ***With this information, it's hard to argue that the Administration's current juvenile gun violence initiatives -- including warning signs in gun stores, child gun safety locks, juvenile justice reform, after school programs -- are fully responsive to the problem.*** Law enforcement currently has more capacity devoted to stolen car rings than gun traffickers. We have to respond with real law enforcement assets, and use ATF to enlist local police against illegal gun markets.
- The Treasury/ATF reports demonstrate that comprehensive gun tracing can provide a snapshot of local illegal gun markets. This is critical information for State and local law enforcement. At the national level, gun trace analysis will allow the Administration to develop the right mix of enforcement and regulation to shrink illegal markets. We have to make a commitment to nationwide, comprehensive community-based tracing.
- The reports are valid and reliable, however, sniping is to be expected. A potential attack point is likely to be that of all the firearms submitted for tracing, only 37 percent resulted in successful National Tracing Center traces. Resources can increase this percentage substantially and solidify gun tracing's credibility.
- A Presidential announcement with a real commitment to enforcement personnel and to crime gun tracing would be good.

POLITICS

- The YCGII program represents consensus politics. Since the 1968 Gun Control Act, a consensus has existed that criminals and juveniles should not have guns. Yet the national political debate has not, except for the Brady Law, centered on how to achieve this. Instead it has been ideologically focused on whether gun control/bans are good or bad.
- The YCGII is the Administration's major opportunity to reduce illegal firearms access by juveniles and youth criminals. The Supreme Court has overturned a key part of the Brady Law. The Assault Weapons Ban's impact remains controversial.
- The Administration's Anti-Gang legislation is complementary but not a substitute for YCGII. In its criminal justice provisions, the Anti-Gang legislation addresses "bad" juveniles, just as sentence enhancements have targeted adult violent criminals. YCGII addresses adult responsibility not to place guns in the hands of young people.
- US Attorneys and Justice cannot fully support an anti-trafficking program without knowing the agents and other resources are going to be there to make it happen.

**Youth Crime Gun Interdiction Initiative (YCGII)
FY 98 Funding Issues**

I. OPTIONS

	<u>Funding</u>	<u>FTE/Positions</u>
A.	\$6.382 million	26/52

Provide the National Training Center (NTC) with minimal ADP and personnel resources to trace 90 percent of current firearms trace requests. No city-specific technical support, training or enforcement resources (agents, inspectors).

B.	\$31.115 million	107/214
----	------------------	---------

Option I; plus for 17 cities, technical tracing support and training; and ATF enforcement. Increased capability to address approximately 47,000 youth and juvenile firearms related offenses, many based on illegal access to firearms. For 10 additional cities, technical tracing support and training (total for 1998 ATF Trace Analysis Reports, 27 cities).

C.	\$45.070 million	156/312
----	------------------	---------

Full trace analysis, technical support, training and enforcement for 30 cities. Completion of phase 1 toward tracing enforcement in 60 cities-all U.S. cities with population over 250,000.

II. POTENTIAL OFFSETS

Department of the Treasury
Amount

Source

\$11 million	Extinct Customs forfeiture fund (legislation needed for FTE use).
\$2.7 million	Reallocation of FY98 budget request for ATF firearms trafficking.

Department of Justice
Amount

Source

Not yet determined	Justice is reviewing request for direct city costs that would be funded through Office of Justice Programs grant programs.
\$4.5 million requested	

III. CONCERNS

- The \$11 million in extinct Customs forfeiture funds contains many restrictions, principally, it cannot be used to pay salaries. This could be overcome with legislation. However, legislation presents issues:
 - Appropriations. A budget amendment could force scoring the funds as new outlays against the Committee's 602 b allocation.
 - Authorization. It is unclear whether this would bypass the scoring issue. Even if it did, such a path would damage our relationship with our appropriators at a crucial moment.
- The amount to be contributed by DOJ in the form of direct grants to cities is undetermined. DOJ is unwilling to consider making funds available from any direct S&E appropriations. Currently, DOJ is proposing to fund aspects of YCGII's direct city costs (approximately \$2 million for Option B).
- Based on the above, if only direct Treasury/DOJ funding will be used, the initiative cannot be delivered as planned, because these sources of funds do not authorize ATF compensation. This makes it imperative that OMB provide at least \$12-\$15 million to cover ATF salary costs in Option B (approximately \$12 million in salary expenses, without agent equipment costs).
- With 1,728 agents on board, ATF is currently staffed at the lowest level of any Treasury or Justice enforcement agency. This is less than the number of police in medium size police departments. Congress continues to criticize ATF for using base funding to support FTE's.

Options To Fund The Youth Crime Gun Interdiction Initiative - FY 1998
(\$ in Millions)

Option A: National Tracing Center Minimum Capabilities

Rapid High Volume Crime Gun Tracing (45 Tracers, 2 Special Agents, 5 Analysts)	\$3.682
NTC Crime Gun Automation (Mid-range computer and software engineering)	<u>\$2.700</u>
	\$6.382

Option B: 27 (17+10) City Trace Analysis and 17 City Enforcement

NTC Rapid High Volume Crime Gun Tracing	\$3.682
NTC Crime Gun Automation	\$2.700
City Tracing Technical Support (Batch Download Hardware/Software/Support)	\$1.674
ATF Breaking the Chain of Illegal Supply (102 Special Agents, 17 Inspectors, 20 Support)	\$20.025
ATF Firearms Trafficking Training (4 Special Agents, 1 Inspector, 10 Support, Trafficking Guidebook and videos)	<u>\$3.034</u>
	\$31.115

Option C: 30 City (net) Trace Analysis and Enforcement

NTC Rapid High Volume Crime Gun Tracing	\$3.682
NTC Crime Gun Automation	\$2.700
City Tracing Technical Support	\$1.984
ATF Breaking the Chain of Illegal Supply (180 Special Agents, 30 Inspectors, 20 Support)	\$31.835
ATF Firearms Trafficking Training (7 Special Agents, 3 Inspectors, 20 Support)	<u>\$4.869</u>
	\$45.070

Carnegie Endowment for International Peace

8 July 1997

Dear Colleague:

On **Thursday, July 17**, the International Migration Policy Program of the Carnegie Endowment will convene another in its series of migration policy breakfast briefings.

Our guest will be Wall Street Journal reporter Joel Millman, currently in the Journal's Mexico City Bureau. He will discuss the conclusions of his new book, **The Other Americans: How Immigrants Renew our Country, our Economy, and our Values**. Millman makes a strong case for the positive impact of immigration on the receiving as well as the sending communities, describing as "myths" many commonly held assumptions about damage sustained by particular social or economic groups as a result of competition from new arrivals. Demetri Papademetriou, Director of the International Migration Policy Program, will comment on Millman's observations.

The briefing will **begin promptly at 8:30 a.m. and run until 10:00 a.m. at the Carnegie Conference Center, 8th Floor, 2400 N Street, N.W.** We are within walking distance of both the Dupont Circle (Red line) and Foggy Bottom (Blue and Orange lines) Metro stations. Street parking is readily available (two-hour meters) and there are commercial garages on 24th Street. Taxicabs also are available at any of the nearby hotels.

Please call Violet Lee, (202) 862-7985, if you plan to attend.

Thank you.

Sincerely,

Kathleen Newland

Kathleen Newland
Senior Associate

Federal Gun Tracing Assistance to Cities (In thousands of dollars)			
State and Local Support	DOJ	ATF	Total
Installation and Travel (Includes Hardware&Software)	816	238	1,054
State and Local Overtime	1,326	0	1,326
Training Teams	0	755	755
Training Video and Guide Book	0	260	260
Instructors, Attendees & Course Material	273	0	273
ATF Attendees	<u>0</u>	<u>277</u>	<u>277</u>
Sub-Total (17 cities)	2,415	1,530	3,945
Cost Per City	142	90	232
~~Cost of Ten Additional Cities~~	<u>1,421</u>	<u>900</u>	<u>2,321</u>
Total (27 cities)	3,836	2,430	6,266

Michael F. Crowley

07/07/97 06:22:07 PM

Record Type: Record

To: Jose Cerda III/OPD/EOP

cc: See the distribution list at the bottom of this message

Subject: Getting to Closure on Treasury/ATF Youth Crime Gun

As Harry Meyers indicated to you in his voice mail message this evening, Michael Deich would like us to reach closure on resources and financing for the ATF Youth Crime Gun initiative extension. He would like a credible program scaled to available resources. At your request, we've discussed the following options with Treasury Enforcement, but are no closer to agreement. We propose the following:

Total Treasury-Funded Portion of Package = \$8.2M

(up to \$6M more may be available from Justice for state/local training & assistance)

The \$8.2M is a *balanced* package of additional enforcement resources for the 17 original pilot cities coupled with investment in additional gun tracing capability. The package includes:

\$7.1M - Put More Enforcement in 17 Original Pilot Cities: Hires 51 entry level (GS-9) agents, or 3 per city, to conduct investigations and build cases, based on gun tracing activity already taking place. (Assumes 1/2 year FTE utilization; full year cost is \$8.7M.)

- Treasury feels that a stronger investment in enforcement is necessary in order to accomplish the mission.
- OMB does not aim to provide all of the resources ATF thinks it needs to do youth gun enforcement in these cities. OMB's aim is to secure a credible increase in resources that will lead to additional investigations, arrests, and prosecutions.
- ATF already has 368 agents deployed among the existing pilot cities, for an average of 22 agents per city (although the actuals run from zero to a high of 64, per city). An addition of 51 agents is a healthy increase in enforcement resources that will enable ATF to conduct additional investigations and surveillances, and build cases for the U.S. Attorneys.

\$1.1M - Expand Tracing Pilot to 10 More Cities/Augment Tracing Center: Make modest investment in new Tracing Center staffing (13 tracers).

- Treasury proceeds from the assumption that the current gun tracing system is broken, since (1) a relatively fixed number of firearms tracers are laboring under a constantly increasing workload (currently about 4000 traces per examiner per year), (2) Treasury is not able to trace all weapons (currently limited to guns 3 years old & younger), and (3) Treasury does not have the analysts needed to analyze and make the best use of gun trace data.
- OMB does not aim in this package to cure the woes of the current gun tracing system. OMB proceeds from the assumption that gun tracing is useful and that providing Treasury with some resources *now* to perform more gun traces (even if at a workload of

4000 traces per examiner per year) is a valuable investment that will yield positive law enforcement results.

- ATF's assumption of an increase of 100,000 traces in the first year is unrealistic. A very liberal assumption is that a 10 city tracing pilot expansion will generate 60,000 new traces. (The 1-year 17 city tracing pilot only generated 17,000 new traces.) 13 additional firearms examiners could handle 60,000 additional traces at the same level of productivity the Tracing Center is currently operating under.

Treasury Financing Available = \$11M

Treasury currently has \$11M in unexpended Customs Forfeiture Fund resources available for extension of the ATF Youth Gun pilot, with passage of appropriate legislation that would authorize such a use.

- Treasury is concerned that the \$11M is not a "sure thing," since the authorizers would need to be willing to OK legislation approving use of the funds for ATF. However, these are the only funds from within Treasury's base resources that Treasury has been willing to consider offering up for the initiative extension.
- Even though legislation would be needed to tap these resources, this financing mechanism would still permit the Administration to signal its interest in doing more enforcement and gun traces.

What needs to be done to move this package forward and to bring it to closure? What is your current sense of timing on an announcement?

Message Copied To:

Michael Deich/OMB/EOP
Leanne A. Shimabukuro/OPD/EOP
Harry G. Meyers/OMB/EOP
Alan B. Rhinesmith/OMB/EOP
Theodore Wartell/OMB/EOP
James Boden/OMB/EOP
Patricia E. Romani/OMB/EOP

Michael F. Crowley

07/02/97 01:16:03 PM

Record Type: Record

To: Jose Cerda III/OPD/EOP

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

Subject: Discussion with Treasury about ATF Youth Gun Funding

I've had a conversation with Susan Ginsburg (Treasury Enforcement) about funding for the Youth Gun initiative extension. I relayed that OMB's recommended package does not include everything that Treasury wants, but would include a healthy increase in agent staffing and Tracing Center Resources:

- \$7.1M - Buys Additional Agents for 17 Cities
- \$1.1M - Buys Additional Tracing Center Staffing
- -----
- \$8.2M - Total Treasury Funded Portion of the Package

I conveyed our understanding that some Justice resources *may* augment this package for state and local assistance (but that this is not a certainty).

I passed along our understanding on financing -- that Treasury could use (with passage of appropriate legislation) the \$11M in unused Customs Forfeiture Fund balances. Treasury's preference, per Susan, is that there be a hard funding commitment that does not rely on something so uncertain as forfeiture fund legislation. I have conveyed again OMB's preference that Treasury identify funding from within its base resources.

\$2.2 M FY 1997

Michael F. Crowley

07/10/97 02:05:45
PM

Record Type: Record

To: Jose Cerda III/OPD/EOP

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

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

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

Options to reduce initiative costs:

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

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

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

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

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

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

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

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

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

Michael F. Crowley

07/02/97 08:32:38

Record Type: Record

To: Jose Cerda III/OPD/EOP

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

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

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

THE WHITE HOUSE

WASHINGTON

August 11, 1993

MEMORANDUM FOR THE SECRETARY OF THE DEPARTMENT OF THE TREASURY

SUBJECT: GUN DEALER LICENSING

A major problem facing the nation today is the ease with which criminals, the mentally deranged, and even children can acquire firearms. The gruesome consequences of this ready availability of guns is found in the senseless violence occurring throughout the country with numbing regularity. While there is not one solution to the plague of gun-related violence, there is more than sufficient evidence indicating that a major part of the problem involves the present system of gun dealer licensing, which encourages a flourishing criminal market in guns.

The Gun Control Act of 1968 established a licensing system for persons engaged in businesses of manufacturing, importing and dealing in firearms. These licensees are allowed to ship firearms in interstate commerce among themselves, and are required to abide by State laws and local ordinances in their sale of firearms to non-licensees. They are also prohibited from selling firearms to felons, certain other classes of persons, and generally to out of state persons. This Act also established a comprehensive recordkeeping system and authorized the Secretary to conduct inspections to ensure compliance with the Act. The statutory qualifications for a licensee are that the applicant is at least 21 years of age, is not a felon or other person prohibited from possessing firearms, has not willfully violated the Gun Control Act, and has premises from which he intends to conduct business. The license fee for a basic dealer's license is only \$10 a year.

The minimal qualification standards of the statute, coupled with policies of neglect and opposition to legitimate regulatory efforts by past Administrations, leave us with a situation where in some ways we have made it easier to get a license to sell guns than it is to get and keep a driver's license. Today there are in excess of 287,000 Federal firearms licensees, and a great number of these persons probably should not be licensed. The Bureau of Alcohol, Tobacco and Firearms (ATF) estimates that only about 30 percent of these are bona fide storefront gun dealers. ATF estimates that probably 40 percent of the licensees conduct no business at all, and are simply persons who use the license to obtain the benefits of trading interstate and buying guns at wholesale. The remaining 30 percent of licensees engage in a limited level of business, typically out of private residences. While the Federal statute creates no minimum level of business activity to qualify for a license, many of the licensees in this category operate in violation of State and local licensing, taxing, and other business-related laws. Since the overall purpose of the Gun Control Act was to assist State and local gun control efforts, at the very least we need to coordinate the Federal licensing process with the appropriate State and local agencies.

This Administration is committed to doing more to prevent this criminal market in illegal guns from continuing to flourish. Since all new firearms used in crime have at some point passed through the legitimate distribution system, Federal firearms licenses represent the first line of defense in our efforts to keep guns out of the hands of criminals.

Accordingly, you have informed me that you will direct the Department of Treasury and ATF to take whatever steps are necessary, to the extent permitted by law, to ensure compliance with present licensing requirements, such as:

- (a) improving the thoroughness and effectiveness of background checks in screening dealer license applicants;
- (b) revising the application process to require the applicant to supply all information relevant to establishing qualification for a license, and to require more reliable forms of identification of the applicant, such as fingerprinting, to assist in identifying an applicant's criminal or other disqualifying history;
- (c) making the "premises" requirement of the statute more meaningful by increasing field checks and the use of other procedures to verify compliance;
- (d) increasing the scrutiny of licensees' multiple handgun sales reports and providing automated access to multiple sales report information by serial number for firearms trace purposes;
- (e) requiring dealers to obtain more reliable identification from purchasers;
- (f) reviewing sanctioning policies to determine the feasibility and desirability of adding the option of license suspension for certain violations;
- (g) expanding the use of cooperative agreements with State and local law enforcement agencies to address licensing and trafficking problems;
- (h) expanding ATF's capabilities to utilize effectively the firearms transaction records of out-of-business licensees for tracing purposes through the use of automation and other technology.

Acting pursuant to your statutory authority, you shall make such determinations and issue orders, regulations and rulings, as appropriate, to achieve the objectives stated in this memorandum.

I further direct that you initiate these actions as soon as possible and report your progress implementing these and other measures consistent with the foregoing to me within 90 days and annually thereafter.

All Executive agencies shall, to the extent permitted by law, cooperate with and assist you in carrying out the objectives of this memorandum. You shall consult with the Attorney General, the Director of the Office of National Drug Control Policy, and other Executive agencies as necessary to coordinate and implement the objective of this memorandum. To the maximum extent possible, the Attorney General, through the Office of Justice Programs, Bureau of Justice Assistance, will expand support to State and local agencies working with ATF on joint projects relating to licensing and trafficking in firearms. Nothing in this memorandum shall be construed to require actions contrary to applicable provisions of the law. You are hereby authorized and directed to publish this memorandum in the Federal Register.

WILLIAM J. CLINTON

MEMORANDUM FOR THE PRESIDENT

DRAFT

FROM: Secretary Robert E. Rubin

SUBJECT: Gun Dealer Licensing

On August 11, 1993, you directed the Secretary of the Treasury to intensify efforts against the criminal market in guns. The attached report describes our implementation of your directive. Let me summarize the results.

- * The number of Federal Firearms Licensees has fallen from 287,000 when you issued your directive to a total of 144,000. By the fall of 1997, there will be in the range of 115,000 FFLs nationwide. With the reduced number of licensees, ATF is able to respond more quickly to applications, and to develop a more effective regulatory enforcement program. The potential for criminal diversion of firearms has been significantly reduced in a number of communities, including New York City, Chicago, Baltimore, and Boston.
- * The smaller universe of licensees face a stronger regime of regulation. New rules make it far more difficult for firearms dealers not engaged in legitimate commercial business to obtain a license. To do so now, they must: Certify compliance with any State and Local laws that apply to them; Notify their Chief Law Enforcement Officers of intent to enter the business; Provide fingerprints and identification photographs; Pay a user fee of \$200.
- * ATF has launched a new nationwide trafficking strategy aimed at major interstate gun traffickers and corrupt FFLs. In 1996, ATF reports that it has arrested [] traffickers, who were responsible for illegally trafficking over [] firearms before being recommended for prosecution. Of these firearms, [] have been recovered in crimes.
- * In July, you launched the Youth Crime Gun Interdiction Initiative, a pilot program involving 17 local police departments in a comprehensive, coordinated federal-state-local effort to make stopping trafficking to kids a part of community policing. The YCGII is underway under the supervision of Under Secretary Raymond Kelly and is receiving the full support of ATF, the Department of Justice and U.S. Attorneys, and local police departments and prosecutors.
- * ATF's National Tracing Center has increased its support to local police departments going after gun traffickers. In 1993, ATF provided trace information [45,000] crime guns submitted by law enforcement, in an average response time of 13 days. This year, ATF expects to respond to [130,000] trace requests, in an average response time of 9.4 days.

Much has been achieved since your memorandum on Gun Licensing. But the level of crime with illegal guns remains much too high. As the overall trafficking strategy and the Youth Crime Gun Interdiction Initiative reveal more about patterns of trafficking among States and within cities, we will be able to propose more targeted measures against the illegal market in firearms. This will continue to be among the highest priorities at the Department of the Treasury.

Feds trace guns in bid to stem juvenile violence

By WILLIAM G. KLEINKNECHT

Larry Tann was a soft-spoken teenager whose brief career as a drug dealer came to an end on an Irvington street corner two years ago when he was shot in the stomach with a .38-caliber revolver during a robbery attempt.

Tann, known as "Little Larry" to his friends, died a short time later in University Hospital in Newark, where the operating surgeon told his mother that his skinny, 5-foot-8-inch body was no match for the big-caliber bullet.

"All his major organs were totally destroyed," said Tann's mother, Bettie Jones. "They told me at the hospital that they had 20 gunshot victims in three hours, and they saved all but two of them. They couldn't save my son."

If the 17-year-old's slaying was investigated the way such crimes traditionally have been handled in this country, police would have treated the murder

INSIDE



Tracing how guns get in the hands of killers.
Page 16

weapon as just another piece of evidence, without much thought as to where his killer obtained it.

But something else happened in this case that goes to the heart of what experts see as a promising new federal initiative to confront the nation's growing epidemic of teenage violence.

The gun that killed Tann — a Smith & Wesson .38-caliber revolver — was logged into a computer at the U.S. Bureau of Alcohol, Tobacco and Firearms office in Fairfield and traced to a shipment of weapons stolen from a United Parcel Service warehouse in Parsippany.

This trace, along with numerous others, linked the same group of stolen guns to violent crimes in Essex County. That led to charges against Dexter Thomas, a UPS supervisor who had pilfered 250 weapons by placing new shipping labels over boxes at the warehouse.

Using recovered weapons to build cases against gun traffickers is emerging as a centerpiece in the nation's war on crime. President Clinton gave the effort his backing in July, announcing a pilot program in which 17 cities — including Jersey City and New York — agreed to provide the ATF with information on every gun used in a crime involving a juvenile. Under the initiative, the federal agency is to use the informa-

tion to gather intelligence on gun-trafficking patterns and build cases against major suppliers.

The effort is modeled in part on Project L.I.S.A., a program that New Jersey's ATF office established in 1993. It traces virtually every weapon seized by police and has uncovered several major trafficking cases, including the UPS case.

Over the past eight years, the number of juveniles arrested in New

Tracking of weapons exposes traffickers who sell to children

Youth Crime Gun Interdiction Initiative - Statement of Participants

The undersigned federal and local law enforcement officials concur in the statements below and commit to work cooperatively to further the Youth Crime Gun Interdiction Initiative (YCGII):

1) While it has become increasingly difficult for prohibited purchasers, such as convicted felons, those under age 18, and those subject to protective orders, to obtain firearms through licensed firearms dealers, criminals continue to obtain guns from straw purchasers and from illegal black market traffickers.

2) The original source of crime guns seized by law enforcement officers usually can be established through the use of firearms tracing by the National Tracing Center of the Department of Treasury's Bureau of Alcohol, Tobacco and Firearms. With information about the origin of crime guns, law enforcement officials can begin to trace the chain of ownership of those guns and to detect patterns of illegal gun trafficking. This information, in turn, can be the basis for discovering the identities of those involved in this illegal gun trafficking.

3) The YCGII is a valuable pilot program. It will evaluate the extent to which the dedication of resources to an intense gun tracing approach will yield increased prosecutions for illegal gun trafficking and disrupt the illegal flow of guns to America's young people. The YCGII will utilize Project LEAD, a computer software system that examines crime gun trace information and provides law enforcement officers with crucial investigative leads about the sources of these guns.

4) Through existing partnership programs with local law enforcement officials, such as the Anti-Violent Crime Initiative, the YCGII is entitled to the cooperative attention of all law enforcement officers in a range of pilot cities, who can test its effectiveness and provide the basis for a determination of whether it should be expanded nationwide.

Atlanta, GA:

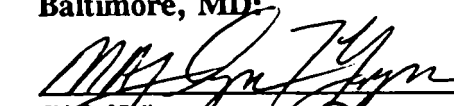
Chief of Police

Prosecuting Attorney

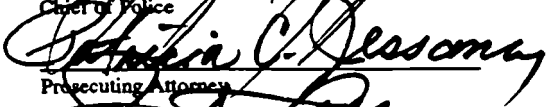
ATF Special Agent in Charge

United States Attorney

Baltimore, MD:



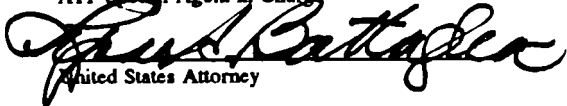
Chief of Police



Prosecuting Attorney

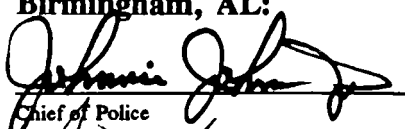


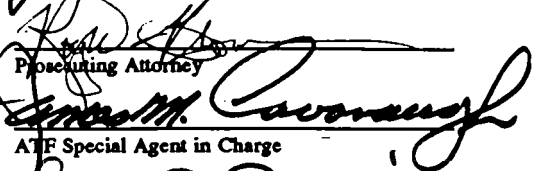
ATF Special Agent in Charge

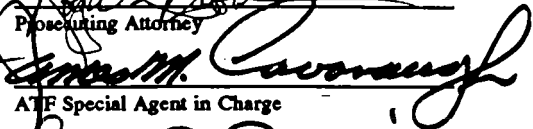


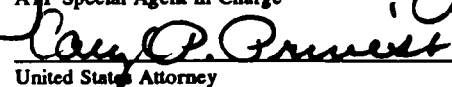
United States Attorney

Birmingham, AL:

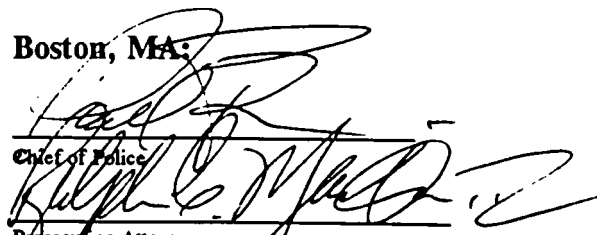

Chief of Police


Prosecuting Attorney


ATF Special Agent in Charge

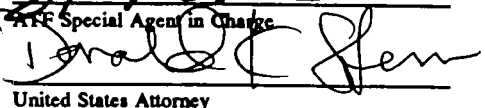

United States Attorney

Boston, MA:

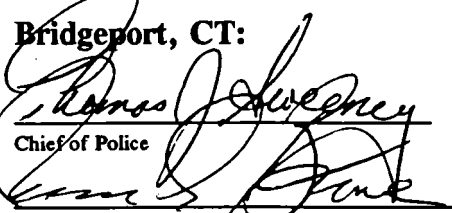

Chief of Police

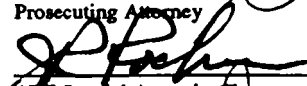

Prosecuting Attorney

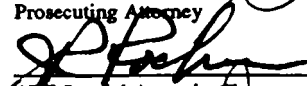

ATF Special Agent in Charge


United States Attorney

Bridgeport, CT:

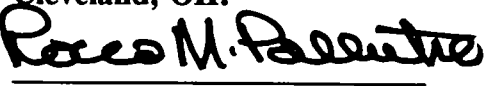

Chief of Police

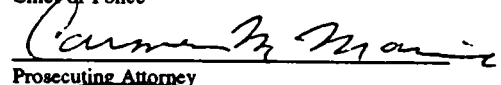

Prosecuting Attorney


ATF Special Agent in Charge

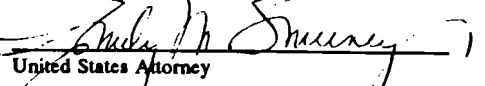

United States Attorney

Cleveland, OH:

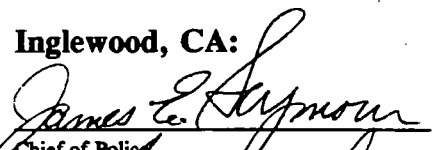

Chief of Police

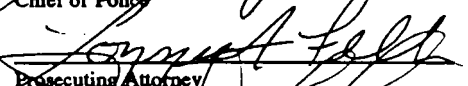

Prosecuting Attorney


ATF Special Agent in Charge

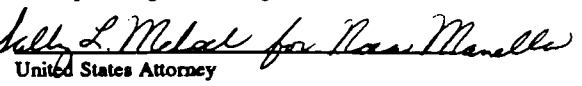

United States Attorney

Inglewood, CA:

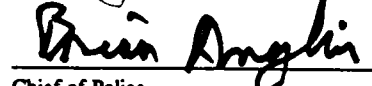

Chief of Police


Prosecuting Attorney

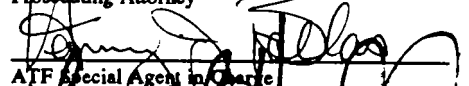

ATF Special Agent in Charge

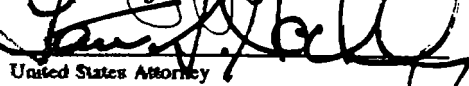

United States Attorney

Jersey, City, NJ:


Chief of Police

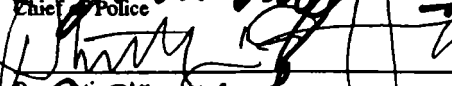

Prosecuting Attorney


ATF Special Agent in Charge

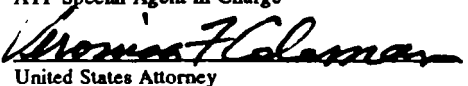

United States Attorney

Memphis, TN:

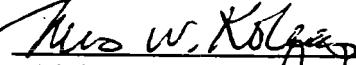

Chief of Police

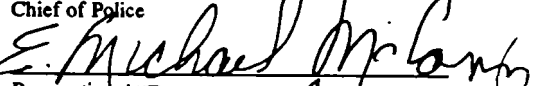

Prosecuting Attorney

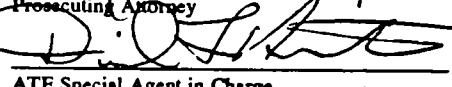

ATF Special Agent in Charge

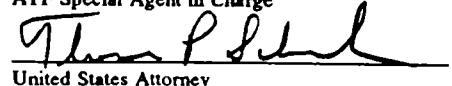

United States Attorney

Milwaukee, WI:


Chief of Police


Prosecuting Attorney


ATF Special Agent in Charge


United States Attorney

New York City, NY:

Walter J. [Signature]
Chief of Police

Samuel L. [Signature]
Prosecuting Attorney

[Signature]
ATF Special Agent in Charge

W. [Signature]
United States Attorney

Richmond, VA:

Dep. Chief [Signature]
Chief of Police

[Signature]
Prosecuting Attorney

[Signature]
ATF Special Agent in Charge

[Signature]
United States Attorney

St. Louis, MO:

Raymond B. Lauer
Chief of Police

Joseph W. Wargyl
Prosecuting Attorney

Daniel B. Hoggatt
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Edward L. [Signature]
United States Attorney

Salinas, CA:

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Chief of Police

Dean D. Flippe
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Paul H. [Signature]
ATF Special Agent in Charge

Mike J. [Signature]
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San Antonio, TX:

for [Signature]
Chief of Police

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Prosecuting Attorney

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Seattle, WA:

A/CHIEF A. Mason
Chief of Police

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Prosecuting Attorney

[Signature]
ATF Special Agent in Charge

[Signature]
United States Attorney

Washington, DC:

[Signature]
Chief of Police

[Signature]
Prosecuting Attorney

[Signature]
ATF Special Agent in Charge

Eric H. [Signature]
United States Attorney

Jersey for violent crimes like murder, robbery and aggravated assault has increased 46 percent, according to State Police figures.

Some of the juvenile crimes have shocked the public, like the 1994 abduction and murder of businesswoman Sandra McKnight from her East Orange driveway. The alleged killer was a 15-year-old boy who executed her with a 9 mm Intratech assault weapon.

In Tann's case, it was not a teenager who pulled the trigger. Police have charged a 38-year-old man, Gregory Wilson, with murder. He is awaiting trial.

Although Tann was raised in a Christian household and always was respectful of his mother, she found out after his death that he had been hiding guns in her house in Newark's Vailsburg section.

Guns are pervasive in her neighborhood. Jones says that when she walks out her doorway, sees young boys flashing 9 mm handguns like they were children's toys. She even hears the echo of gunfire on her way to church.

"Even when we go to our ministry at Seventh and Littleton, we hear the pop, pop, pop," Jones said. "You can buy guns like candy. If they were not so accessible, my son might be alive today."

Gun-control advocates and other backers are excited about the national initiative because they see it as putting law enforcement in the business of seriously tracking weapons sales for the first time. And they believe that unlike the war on drugs, a war on gun trafficking is one that can be won.

"Gun trafficking is an illicit market that currently functions almost without interference," said David Kennedy, a senior researcher at Harvard's Kennedy School of Government, whose studies helped shape Clinton's initiative. "People who sell guns illegally feel entirely safe. The public has no idea how wide open this traffic has been."

Kennedy's research grew out of his participation in an 18-month-old agreement between the ATF's Boston office and the Boston Police Department to track the origins of recovered handguns.

The project not only led to a number of significant gun-trafficking cases, it also yielded information about trafficking patterns, data that Kennedy says demonstrate that law enforcement can make a difference in keeping guns away from juveniles.

One of the key findings, he said, was that a large percentage of the guns recovered from Bostonians age 21 and younger were relatively new semi-automatic pistols. Juvenile criminals, unlike their adult counterparts, look for new weapons both because they carry status on the street and are unlikely to have been used in previous crimes, Kennedy said.

Of these newer weapons, the research showed, 60 percent had been seized by police within six months after they had been sold by a legitimate retailer. These findings are similar to data the ATF has developed in New Jersey.

"What we have found is a stream of very new semi-automatic pistols moving very quickly from retailers into

the hands of young criminals," Kennedy said. "To the extent that these weapons are newer, they won't have passed through a lot of hands. This is a much better investigative opportunity than some police revolver that has been floating around for 15 years."

A 1968 law that requires federally licensed firearms dealers to keep records on who purchases weapons is the starting point for the ATF's gun traces. In part because of political pressure from the National Rifle Association, the ATF for years had not been aggressive in using sales data to build trafficking cases.

But the picture changed when violent crime became an all-consuming political issue in the 1990s. Under a 1992 program dubbed Project Lead, the ATF created a software program to combine and analyze data gleaned from handgun traces around the country.

In the last several years, the software has been used in tracing programs in New York, New Jersey, Boston, Detroit and other cities, producing a wealth of gun-trafficking cases and valuable information on trafficking patterns in several key regions, according to ATF officials.

The national tracing program has been hampered by what ATF officials and others say has been uneven participation by police departments. The 17-city pilot is intended to improve that performance by securing a memorandum of understanding from each of the cities that pledges their cooperation in submitting weapons for traces.

Such cooperation has largely been achieved in New Jersey's Project L.I.S.A. The project was launched with an agreement between Faith Hochberg, the U.S. attorney in Newark, and former state Attorney General Deborah Poritz that committed each county prosecutor's office to submit virtually every seized weapon for ATF tracing.

Since the pact was reached, the number of guns traced by the ATF in Fairfield has increased dramatically, so much that the office has borrowed personnel from the New Jersey National Guard to handle the computer work. In a one-year period ending in September 1993, the office conducted 624 traces. That number jumped to 3,452 over the same period last year and is expected to be higher still this year.

Dominick Polifrone, the agent in charge of the New Jersey ATF office, said the program has produced a series of trafficking cases, many of which he said had started with the recovery of a single weapon.

"When a police officer recovers a single weapon, we have been able to initiate an investigation and take hundreds off the street," Polifrone said.

"We never had that kind of capability before."

Polifrone said the effort also has yielded a wealth of information on the sources of New Jersey's illegal weapons, which he said largely originate with federally licensed arms dealers in a handful of Southern states with loose gun laws.

Between September 1992 and July 1996, traces showed that Florida was the source of 400 guns seized in the Garden State, followed by Pennsylvania, with 379 guns; Virginia, with 329; Georgia, with 300; North Carolina, with 251; South Carolina, with 192; New York, with 179; and Texas, with 136. New Jersey itself was the source of 904 weapons seized here.

With the exception of New York and New Jersey, each of the states that is a major supplier for the Garden State allows customers to buy handguns after merely showing a driver's license and waiting a federally mandated five days for a criminal background check. Since guns that have been reported stolen generally do not need to be traced, virtually all the guns included in the statistics entered the illegal market after being sold legally by firearms dealers.

"We have a big problem involving violence with guns in New Jersey," Polifrone said, "and it has a lot to do with the influx of legally purchased weapons from the South."

Polifrone said New Jersey's illegal weapons are typically obtained from licensed dealers who live in Southern states and have no criminal records. Those people then sell them to New Jersey criminals, often in exchange for cocaine or heroin.

Some academic studies have shown that a relatively small number of licensed gun dealers sell a significant portion of the guns that end up in criminals' hands. In 1995, Glen Pierce, a Northeastern University researcher under contract with the ATF, completed a study of five years worth of ATF gun traces and found 120,000 cases in which guns could be traced to active dealers. Of these, 25 percent had been sold by just 145 dealers, who made up one-tenth of a percent of the 258,000 dealers licensed during the period of his research.

Josh Sugarmann, executive director of the Violence Policy Center, a Washington Foundation that supports gun control, said advocates like himself are enthusiastic about the new federal initiative because it shows Washington has become serious about confronting gun trafficking.

He said the ATF has laid a foundation for the program over the last few years by cracking down on "kitchen-table" gun dealers who flooded the nation with weapons throughout the 1980s, kept few records and were barely regulated by the federal agency. Sugarmann said tighter regulation had decreased the number of licensed dealers from 245,000 to 142,000 since 1992, a number that he said is projected to keep falling.

Clinton's initiative also was applauded by the Center to Prevent Handgun Violence, a Washington organization founded by Sarah Brady, the wife of former White House press spokesman James Brady who was shot and disabled by would-be presidential assassin John Hinckley.

"Juveniles can't walk into a store and buy a gun, but juveniles are getting guns somehow," said Holly Richardson, a spokeswoman for the group. "We need to disrupt that chain, and this initiative will help."

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

Phone: (202) 622-0300

Fax: (202) 622-7301

Date: Jan 6 97

Page 1 of 4

TO: Dennis Burke

FAX: 456-7028

FROM: Susan Ginsburg

SUBJECT: Idea for
Radio Address + cover
page of report

MESSAGE:

DRAFT

Weekly Radio Address

Today I want to talk with you about steps we are taking with law enforcement officials across our country to get guns off the street, out of the hands of criminals and away from our children.

For three decades, violent crime headed only in one direction; it went up and up. People thought nothing could be done. Four years ago, we were determined to turn the escalating crime rate around. With tougher punishment, better prevention, more police and, above all, a new sense of responsibility, crime, especially violent crime, is down all across America for four straight years.

One fight we took on was to change firearms policy at the federal level, and that is one significant reason that violent crime is down. We passed the assault weapons ban. And we passed the Brady law, to establish a waiting period that enables local law enforcement to perform a background check before a person can buy a handgun from a licensed gun dealer. In two years, over 60,000 felons, fugitives and others were stopped from buying guns, and more have been stopped since then.

We also made it tough for anyone not engaged in the legitimate commercial gun business to obtain a license to sell guns. A number of the nation's cities, backed by new Federal laws and Federal law enforcement support, have made concentrated efforts to clean up the gun selling business in their cities.

In New York City, the number of gun dealers was cut by two-thirds from 1993 to 1996. In San Antonio, the number of licensed guns dealers fell by more than half from 1994 to 1996. In Detroit, there were 468 license gun dealers in 1992, and 92 in 1996. Los Angeles county cut the number of its gun dealers in half. I commend the city officials and the law enforcement officials in these and the many other cities that have made similar efforts to make sure that only law abiding, legitimate gun dealers obtain licenses.

Across our country, this policy of protecting legitimate businesses while putting the bad actors out of business is paying off.

Over the past year we have continued to build on these accomplishments by putting in place a nationwide strategy to find, arrest, and prosecute gun traffickers. How do criminals and gun traffickers get their illegal weapons? They steal them. They buy them from crooked gun dealers. Or they engage in sham transactions to fraudulently acquire guns they should never obtain in the first place.

The Treasury's Bureau of Alcohol Tobacco and Firearms has been working hard to develop new ways of identifying and locating these gun pushers, working closely with some of the nation's largest police departments, and netting arrests of major traffickers. Here are some examples of how this Federal-local partnership is working:

DRAFT

Last year, a federal judge sentenced a licensed gun dealer to nearly six years in prison, after he pled guilty to illegally selling more than 1,300 guns on the streets of Kansas City. Another 200 firearms taken by Kansas City police from crime scenes, drug houses and juveniles as far away as New York and California were traced to this trafficker.

In another case, ATF identified a licensed gun dealer in Whittier, California as a source of 1,700 crime guns sold illegally by the dealer over a four-year period to local gang members and juveniles. [He is in jail now] *fact check*

Chicago Police Department's Organized Crime Unit and ATF teamed up to investigate and arrest an illegal trafficker who bought guns at licensed dealers, in and out of Illinois, then obliterated the firearms' serial numbers, and sold the weapons to gang members. A federal judge in 1996 took that trafficker off the streets as well.

Federal law enforcement's systematic effort to find and prosecute gun pushers is only a year old. But already over 2000 defendants have been recommended for prosecution, gun traffickers who were responsible for more than 34,000 illegally trafficked firearms to criminals, gangs, and children.

I believe we have a special responsibility to stop gun pushers from visiting so much tragedy and fear in the lives of families and communities. Last summer I announced a Youth Crime Gun Interdiction Initiative to develop better information, better investigative methods, and better enforcement strategies to shut down illegal youth gun markets.

A new report by Treasury shows that the police departments who are participating are stepping up their efforts to trace the crime guns they seize to get better information on the sources of those guns. It explains a great deal about how guns are getting to children. It shows that many juveniles are using semi-automatic pistols bought by traffickers in licensed gun dealerships. We know from the trafficking cases already being made, that if information like this is systematically gathered, and pursued, it will lead to arrests, to prosecutions, and to stopping traffickers cold. By the end of this program, we expect it to have set a new standard in Federal-local partnerships targeting the suppliers of the worst, most violent gangs in communities. This targeted approach is part of the reason that Boston and New York City are experiencing historically unprecedented declines in homicide.

Some people say there are too many guns in our country to do anything about gun crime. This is not true. By continuing our 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 criminals and youth.



The Youth Crime Gun Interdiction Initiative

A Six Month Progress Report

Department of the Treasury
Office of the Under Secretary of Enforcement
Bureau of Alcohol, Tobacco, and Firearms

January 1997



E X E C U T I V E O F F I C E O F T H E P R E S I D E N T

07-Jan-1997 06:53pm

TO: burke_d
FROM: GINSBURGS

SUBJECT: 17 city reports

Date: 01/07/1997 04:01 pm (Tuesday)
From: Susan Ginsburg
To: EX.MAIL."burke_d@a1.eop.gov"
Subject: 17 city reports

This are interim reports to the cities that (1) report to them on their tracing levels (2) give them trace analysis: 10 tables, like top ten guns used by kids, top ten source areas, but also very sensitive law enforcement information e.g. it names FFLs that have high crime gun purchases and fast time to crime purchases.

Two purposes: (1) get them to improve tracing rates, by showing how well/badly they are doing and by showing what they can get if they do it comprehensively (2) actually provide law enforcement leads to get them working with ATF on cases.

To reenforce the tracing point, we will be making calls to chiefs.

This is a step that moves the program along. The next step I hope will be a conference on (1) tracing (2) investigative methods (3) the community side, using the Boston example. Perhaps by early March.

We want to make sure there are cases by July. There won't be unless the chiefs and US Attys and ATF agents locally figure out how to use LEAD, how to use trace data, how to work together. The report is intended to galvanize them.

The tracing data is in some ways spectacular. It truly provides new information. Information that law enforcement will not expect. However, we need to consider the media aspect carefully, as (1) the reports themselves are law enforcement sensitive and cannot be made public (2) some of the cities, e.g. St. Louis, have not yet gotten it, and the data is very poor. In general, there's not enough activity at the local level to get reliable answers to media questions.

I will work with paul and D2 to develop a proposal on how to release some but not all of the information, giving a good picture of what tracing can do, and how a city can get a grip on illegal trafficking to kids, but not embarrassing any chiefs who don't deserve it. At the same time, a little media pressure to get cracking would be good. We will need to advance these with US Attys etc, without losing the release etc.

Right now, the reports are planned to have a transmittal letter from

Magaw to the participants.

These reports were being developed before Rahm asked for the mid-course report, for the programmatic reasons stated above. When the request came through, what I had hoped was to simply make the 17 reports the POTUS report. But the computing took longer (I am getting final stats, or a version of them, today), also, some cities are not on target. That's why the general presentation in the report you saw is vague and doesn't include numbers. I don't want to release numbers until they are completely accurate and reliable and can be scrutinized. (What it says is true though)

I am hoping to get the reports done by the end of next week or mid-following week. I will develop a media proposal with folks here.

Let me know if you have further questions.

E X E C U T I V E O F F I C E O F T H E P R E S I D E N T

09-Jan-1997 04:07pm

TO: burke_d
FROM: GINSBURGS

SUBJECT: Very Worthwhile/FFL Report

Date: 01/09/1997 03:08 pm (Thursday)
From: Susan Ginsburg
To: EX.MAIL."burke_d@a1.eop.gov"
Subject: Very Worthwhile/FFL Report

Thank you for your note. I meant to send you a note reassuring you that it was very worthwhile, despite decision. As I told you, I thought radio address could not be sustained by this report. Nevertheless, Rahm's request enabled me to get FAR more done than I had ever even dreamed possible. Please let him know that I was in fact GRATEFUL for the request.

Now, we will be able to use all this material when we release the 17 cities reports. In other words, we can both (1) send the reports to cities and (2) send a report to POTUS, which is very large, and includes all non-sensitive tables: eg. top ten guns for each city, top ten source areas for each city. The (2) reports to the cities are law enforcement sensitive and cannot be released, the (1) WH version can be released. I will let you know when this is nearing completion. Right now, we will be calling chiefs who are not performing to give them a chance to fix things before the reports are released. Just the identification of these PATTERNS will be viewed as extremely important. Cases and anecdotes will come later. That is my view; there will be a document for you to review and form your own judgment about it.

Dennis, the report on FFLs that Rahm originally requested in November that we did not provide then because of the perception problems caused by timing is now about ready. The WP ed board assigned a story based on the figures I sent you in November -- they thought it was very important, and not covered adequately in the June story (I totally agree). A draft will be reviewed here tomorrow, and will be ready for transmittal by early next week. The WP said the story would be next week. (Pierre Thomas) The report will include (1) FFL reforms (2) tracing improvements -- both of these as directed by the President. Let me know if you have any thoughts.

E X E C U T I V E O F F I C E O F T H E P R E S I D E N T

07-Jan-1997 06:53pm

TO: burke_d
FROM: GINSBURGS

SUBJECT: 17 city reports

Date: 01/07/1997 04:01 pm (Tuesday)
From: Susan Ginsburg
To: EX.MAIL."burke_d@a1.eop.gov"
Subject: 17 city reports

This are interim reports to the cities that (1) report to them on their tracing levels (2) give them trace analysis: 10 tables, like top ten guns used by kids, top ten source areas, but also very sensitive law enforcement information e.g. it names FFLs that have high crime gun purchases and fast time to crime purchases.

Two purposes: (1) get them to improve tracing rates, by showing how well/badly they are doing and by showing what they can get if they do it comprehensively (2) actually provide law enforcement leads to get them working with ATF on cases.

To reenforce the tracing point, we will be making calls to chiefs.

This is a step that moves the program along. The next step I hope will be a conference on (1) tracing (2) investigative methods (3) the community side, using the Boston example. Perhaps by early March.

We want to make sure there are cases by July. There won't be unless the chiefs and US Attys and ATF agents locally figure out how to use LEAD, how to use trace data, how to work together. The report is intended to galvanize them.

The tracing data is in some ways spectacular. It truly provides new information. Information that law enforcement will not expect. However, we need to consider the media aspect carefully, as (1) the reports themselves are law enforcement sensitive and cannot be made public (2) some of the cities, e.g. St. Louis, have not yet gotten it, and the data is very poor. In general, there's not enough activity at the local level to get reliable answers to media questions.

I will work with paul and D2 to develop a proposal on how to release some but not all of the information, giving a good picture of what tracing can do, and how a city can get a grip on illegal trafficking to kids, but not embarrassing any chiefs who don't deserve it. At the same time, a little media pressure to get cracking would be good. We will need to advance these with US Attys etc, without losing the release etc.

Right now, the reports are planned to have a transmittal letter from

Magaw to the participants.

These reports were being developed before Rahm asked for the mid-course report, for the programmatic reasons stated above. When the request came through, what I had hoped was to simply make the 17 reports the POTUS report. But the computing took longer (I am getting final stats, or a version of them, today), also, some cities are not on target. That's why the general presentation in the report you saw is vague and doesn't include numbers. I don't want to release numbers until they are completely accurate and reliable and can be scrutinized. (What it says is true though)

I am hoping to get the reports done by the end of next week or mid-following week. I will develop a media proposal with folks here.

Let me know if you have further questions.

ROUTING SLIP

DATE: 5/31/96FROM: Stephanie Streett and Anne Walley
Deputy Assistants to the President and Directors of SchedulingSUBJECT: Launch Youth Crime Gun Interdiction InitiativeDon Baer ☒Mack McLarty ☐Peg Cusack ☒Leon Panetta ☐Rahm Emanuel ☐Jack Quinn ☐Jack Gibbons ☐Carol Rasco ☐Laura Graham ☒Paige Reffe ☐Marcia Hale ☐Patti Solis ☐Alexis Herman ☐Doug Sosnik ☐Nancy Hemreich ☐G. Stephanopoulos ☐Kitty Higgins ☒Todd Stern ☐John Hilley ☐Ann Stock ☐Harold Ickes ☐Kim Tilley ☐Jennifer Jose ☐Jodie Torkelson ☐Ron Klain ☐Laura Tyson ☐Anthony Lake ☐Melanne Verveer ☐Evelyn Lieberman ☐Michael Waldman ☐Bruce Lindsey ☐Maggie Williams ☐Mike McCurry ☒Christa Robinson ☒FILE: pending

COMMENTS: _____

_____Accept

_____Decline

_____Pending

TO:

Stephanie Streett
Anne Hawley

FROM:

Kitty Higgins *Kitty*

REQUEST:

That President Clinton launch ATF's Youth Crime Gun Interdiction Initiative (YCGII), which brings together ATF, the Treasury and Justice Departments, and, from 17 cities, local police, and federal and local prosecutors, in a new law enforcement strategy to reduce the illegal supply of guns to youth. The President would observe a computer crime gun tracing demonstration, direct ATF to embark on the pilot program, praise the efforts of forward looking federal, state, and local law enforcement officials, with ATF Director Magaw signing memoranda of understanding with participating chiefs.

PURPOSE:

To emphasize the President's commitment to diminishing youth violence and community fear, and the need for federally backed, innovative, collaborative efforts, using new technologies.

BACKGROUND:

The YCGII uses federal information technology, analysis, and collaboration to support federal and state prosecutions and community policing in a concentrated, preventive, law enforcement strategy against youth firearms violence. Using the ATF's National Tracing Center, which identifies the sellers and purchasers of illegal crime guns through traces of crime gun seized by law enforcement, ATF, prosecutors, and local police will seek to disrupt the illicit gun market that provides handguns to young people by apprehending and prosecuting illegal gun traffickers. Treasury-Justice sponsored research will better describe local illegal gun markets so that new community policing and national law enforcement strategies can be developed. The program is costing under \$2 million and does not provide grants to the sites.

**PREVIOUS
PARTICIPATION:**

None.

DATE/TIME:

June 18 or June 19, in the early afternoon, to permit the working conference to take place at Treasury in the morning.

DURATION: 45 minutes

LOCATION: South Lawn or East Room

MEDIA: Pool Spray

ATTENDANCE: The President, Secretary Rubin, Attorney General Reno, 17 police chiefs, U.S. Attorneys, state and local prosecutors, ATF special agents in charge, other Treasury and Justice officials; police organization leaders.

RECOMMENDATION: Secretary Rubin

CONTACT: Sylvia Mathews, 622-1906

cc Rahm Emanuel
Dennis Burke
Linda McLaughlin

THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release

July 8, 1996

REMARKS BY THE PRESIDENT
TO LAUNCH THE ALCOHOL TOBACCO AND FIREARMS
YOUTH CRIME GUN INTERDICTION INITIATIVE

The East Room

12:45 P.M. EDT

THE PRESIDENT: Thank you very much. To Joseph and Tina Chery, your son must have been a remarkable young man to inspire such devotion and vision, and we thank you. We thank you for your work and we thank you for your courage and heart and being here today. And we thank you, too, ma'am. Thank you very much.

Mr. Vice President, Secretary Rubin, Attorney General Reno, Under Secretary Kelly, thank you all for your good work. Senator Robb, thank you for being here today, sir, and for your leadership.

I thank the police chiefs, the prosecutors, the public officials from all across America who are here today, who know better than anyone that we will never be able to protect our children from violence or take our streets back for them and away from guns and drugs and gangs unless we all work together, as Mr. Chery said.

In the State of the Union address I challenged our nation to focus on this issue of youth violence. It is a supreme irony that we are living in an age of greater possibility for young people to live out their dreams than at any point in our history, but we are moving into the 21st century with youth violence on the rise; with too many of our children killing children, and too many others raising themselves on the street, and too many others simply vulnerable because they're going about their lives and they happen to be in the wrong place at the wrong time because we permitted those wrong places to develop and we permit them to continue to exist.

I'll never forget the young man I met in Long Beach, California, who was in a junior high school; he told me that his school had developed a school uniform policy because of the gangs in his neighborhood. And they figured if they all wore green clothes to school every day nobody would shoot them. And he said it was the first time in three years he'd gotten to walk to and from school without having to look over his shoulder.

There is no future for these young people unless we move to take it back for them. As the Vice President said, we have worked very hard with many of you and others to place a comprehensive strategy to take back our streets from guns and gangs and violence and drugs. Many of you have been a part of it; we thank you for that. And the strategy is beginning to work. We believe this will be the fourth year in a row when the crime rate will go down.

But we all know there is still way too much crime in America, and we know that while crime is going down in the country as a whole, youth violence is going up. While drug use has been going down and cocaine use has dropped dramatically, casual drug use by young people is going up. So we have to do more to focus our strategy on youth violence.

That's why we strengthened the Safe And Drug-Free School law, why we instituted a policy of zero tolerance for guns in schools, why we're now encouraging communities more strongly than ever to enforce their truancy laws and to take steps ranging from school uniforms to community curfews.

The drug strategy announced this spring by General McCaffrey focuses on young people. We are mounting a nationwide crackdown on gangs. And this spring, I sent to the Congress legislation to make it easier to prosecute gangs. This January in the State of the Union address I said that if a teenager commits a crime as an adult, he should be prosecuted as an adult, and that is a proposition that is gaining wider and wider agreement.

But as we take on this problem of youth violence, if we're serious about it we cannot avoid dealing with one of its most terrifying elements -- teens with guns. This is an amazing fact -- listen to this: The number of teenagers committing crimes without guns is the same today as it was in the 1970s two decades ago. Let me say that again: The number of teenagers in the United States today committing crimes without guns is the same today as it was 20 years ago. The number of homicides by teens who have guns has tripled.

Today, if a gang member is caught committing a crime with a smoking gun in his hand, often as not, the gun is simply put in the police locker with little further investigation. Yet, we know that gangs often buy in bulk from a single, shadowy supplier, a criminal network that channels an arsenal of weapons to young criminals or would-be criminals.

We need a national campaign to cut off the flow of guns to teens who commit crimes. Today, I am directing the Department of the Treasury and the Department of Justice to work with local law enforcement in a new nationwide initiative.

In the 17 cities already mentioned, we will, for the first time, see that every time that a gun is used in a crime and seized by law enforcement, it will be tracked through a national tracing system to find out where it came from. We will use that information to target those criminal gun-running networks that are peddling guns to our teenagers.

Local and national prosecutors have agreed to work together to break up these criminal gangs. And the new data from these 17 cities will give us a much better idea of how the black market in guns actually operates and how to break it. Police on the beat, prosecutors in the court room, federal investigators in the crime lab -- they'll all work together in a genuine national team to take on the gun-runners.

Those who illegally peddle guns to our children will get a simple message: We will find you, we will prosecute you, and we will punish you. We owe that much to fine families like the Cherys, to the children they lost and the children they still have to give to this world, and to our future.

We have to give the future back to all of our children. We cannot permit the United States to go into the 21st century the richest, the most powerful country in the world, with more opportunities available to more young people to live out their dreams than ever before, and keep allowing our young people to die before their dreams ever have a chance to take shape.

I thank the law enforcement personnel who are here and those who stand with you all across America. I thank the members of the administration who have worked on this. Most important, I thank the Cherys and all the families who have known the most unimaginable loss any human beings can know, for having the courage to stand with us and demand that we do better.

Thank you very much. (Applause.)

END

12:53 P.M. EDT

FEDERAL PROGRAM WILL TRACK SALES OF GUNS TO YOUTHS

A PLAN TO LIMIT VIOLENCE

In Initial Effort to Trace Sellers, 17 Cities Will Provide Data to a Central Computer

By FOX BUTTERFIELD

President Clinton will announce today the creation of a Federal computer system to track the illegal sale of guns to young people as part of an initiative to help local police cut off the supply of those firearms and halt the sharp rise in gun violence among young people.

In Boston, a pilot version of the program and increased police efforts against guns have been so successful that no juveniles have been killed by guns this year, said the city's police commissioner, Paul Evans.

Today, the police chiefs and prosecutors from 17 cities, including New York, which has also had a pilot program, are to sign an agreement at the White House voluntarily pledging to provide information on every gun they seize from a juvenile during a crime. The data will be entered into the Federal computer system, run by the Federal Bureau of Alcohol, Tobacco and Firearms. Each gun will be traced to its original seller through documents and serial numbers to try to find who is selling guns to juveniles. The gun traffickers will then be prosecuted.

Eventually, Federal officials say, the goal is to have all cities in the nation join the program, giving the bureau more information with which to identify illegal gun dealers.

"I've been in law enforcement for 25 years and this is the most powerful law-enforcement tool I have ever seen," said Joe Vince, the chief of the bureau's firearms enforcement division.

The computerized data base and a new software program, called Project LEAD, represents an "astounding" change in attitude and tactics by the police, said David Kennedy, a senior researcher at the John F. Kennedy School of Government at

Harvard University, who helped devise the project in Boston. Until recently, the police did little to understand or disrupt the black market in guns, Mr. Kennedy said. When they came across a gun used in a crime,

the police simply locked it up in their evidence room, not bothering to try to find out the source of the weapon, as law-enforcement officers have long done with drugs.

One reason for this attitude, Mr. Kennedy said, has been a belief that there are so many firearms in the United States — about 220 million, according to the firearms bureau — that it is almost hopeless to try to track down illegal gun dealers.

Another reason has been political sensitivity caused by the strong opposition of the National Rifle Association to any form of gun control. Congress, with the strong influence of the N.R.A., has long kept financing for the firearms bureau as low as possible, delayed its acquisition of computers and prevented it from establishing a computerized data base on the registration of guns.

A spokesman for the N.R.A. did not return repeated messages left at his office and with his paging service seeking comment on the new program.

Rahm I. Emanuel, an assistant to President Clinton, said he doubted the N.R.A. would oppose the plan. "Nobody wants to see adolescents with firearms," Mr. Emanuel said.

Mr. Kennedy said the bureau has been working on its new computer system for three years and that it is only recently that enough field testing has been done to suggest that the program can be successful.

It comes at a time, though, when Bob Dole, Mr. Clinton's probable opponent in the November election, and other leading Republicans, like Senator Orrin G. Hatch of Utah, have been speaking about juvenile crime, advocating legislation to try more juveniles as adults when they are charged with violent crimes and to give them longer prison sentences.

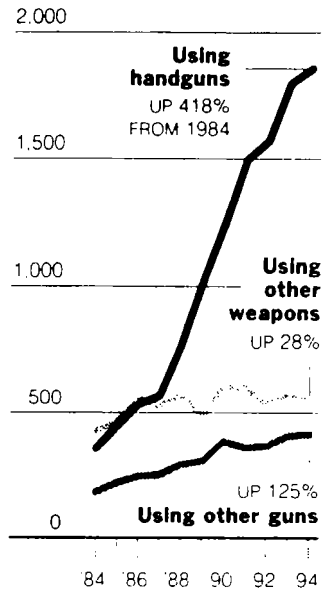
In a radio address on Saturday, Mr. Dole said, "Many of the rules affecting juveniles were designed when the worst offenses committed by teen-agers included joy riding and truancy."

The 17 cities involved in the program, all of which have shown an interest in gun tracing, were selected in part to have participation from cities of various sizes and from various regions. In addition to New York and Boston, the cities are Atlanta, Baltimore, Birmingham, Ala., Bridgeport, Conn., Inglewood, Calif., Memphis, Cleveland, Jersey City, Milwaukee, Richmond, St. Louis, Sa-

A CLOSER LOOK

Young Killers

Homicides by those under age 18, particularly with handguns, have risen sharply since 1984.



Source: Trends in Juvenile Justice Report to the U.S. Attorney General, James Alan Fox, Northeastern University.

linas, Calif., San Antonio, Seattle and Washington.

It is already illegal under Federal law, and the laws of most states, to sell handguns to juveniles, a factor that makes the President's program easier to implement because it does not require the passage of new legislation that could lead to a debate about gun control.

Law-enforcement experts say there are several other reasons they expect the computerized gun-tracking system to be successful. For one thing, all guns manufactured in the United States or imported from abroad must bear a serial number and can be sold initially only by Federally licensed firearms dealers. This means that identification numbers and paperwork already exist to tell where the gun entered the market.

But new work by the firearms bureau in developing its computer system and research by Mr. Kennedy in Boston have made it easier to determine how these guns get into the hands of juveniles, the experts say. With encouragement from the Clin-

ton Administration, the firearms agency three years ago began pushing the development of software to analyze the records it had long been assembling on illegal guns.

One result was that the firearms bureau discovered that less than 1 percent of the 160,000 Federally licensed gun dealers are responsible for 51 percent of all the guns used in crimes, Mr. Vince said. This means that there is only a very small number of licensed dealers who take part in trafficking, making it easier to trace guns. These dealers may sell guns directly to juveniles or through "straw" purchasers who resell them to adolescents.

Drawing on data assembled by the Boston police over the past five years, Mr. Kennedy discovered that most juveniles buy semiautomatic pistols that are less than two years old, or "new in the box," in street parlance. Unlike adult criminals, young people do not want an older, cheaper gun.

"Basically, with gang kids," said Mr. Evans, the Boston police commissioner, "guns are like sneakers, they want the latest goods."

The youths are also worried that a used weapon "has a body on it" — been used in a previous crime — which could lead to a longer prison sentence if they are caught, Mr. Kennedy said.

"This turns out to be the best possible news," Mr. Kennedy explained.

"because the newer a gun is, the easier it is to trace."

The original dealer, he said, is still likely to be at his listed address, the purchaser of record will be available and there is less chance the gun has been stolen or given away or that the serial number has been destroyed.

There have been some striking successes.

In one case, the Boston police, in collaboration with the firearms agency, found that all the handguns being bought by gang members in one neighborhood originated in Mississippi. They were being purchased by Jose Andrade, a student from Boston at Mississippi State University, who was bringing the guns home to sell on weekends.

Mr. Andrade was convicted in United States District Court in Boston earlier this year on Federal gun trafficking charges. In the five months before Mr. Andrade's arrest, Mr. Evans said, there were 91 shootings in the neighborhood, but only 20 shootings in the same time period after his arrest.

In another test of the program in New York, Federal agents traced 4,000 guns seized there to one store in Alabama. A total of 35 people have been arrested for bringing the handguns to New York and reselling them there illegally, according to Mr. Vince of the firearms bureau.



HARVARD UNIVERSITY
JOHN F. KENNEDY SCHOOL OF GOVERNMENT
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David M. Kennedy
Anne M. Piehl
Anthony A. Braga

June 24, 1996

BOSTON GUN PROJECT: KEY FINDINGS

- Most youth (age 21 and under) gun and knife homicides occur in Roxbury, Dorchester, and Mattapan. Most gun and knife woundings also occur in these neighborhoods. Of 155¹ gun and knife homicides that occurred in the city over 1990-1994, 88% of victims were male; 12% female; 78% were black; 16% white; 2.6% were Asian; and 2.6% of other races. Firearms accounted for 84% of the victimizations, knives for 16%.
- Of the 1550 firearms recovered from those age 21 and under by the Boston Police Department between January 1991 and May 1995, 52.1% were semiautomatic pistols, 30.0% were revolvers, 8.5% were rifles, and 9.4% were shotguns.
- Bureau of Alcohol, Tobacco, and Firearms traces show that 34.0% of traceable firearms recovered from those age 21 and under by the Boston Police Department were first sold at retail in Massachusetts. No other state reaches double digits on a percentage basis; the next highest source state is Georgia, with 8.0%. All southern states combined -- Georgia, Florida, Virginia, Alabama, North Carolina, Mississippi, South Carolina, West Virginia, and Maryland -- add up to 31.5%.
- Of all traceable guns recovered from those age 21 and under, 26% were less than two years old when recovered by police. Of semiautomatic pistols, 41% were less than two years old. Of all traceable guns less than two years old, 84% were semiautomatic pistols. Preventing trafficking in guns of this sort should be easier than if they were, for example, older guns obtained through house burglaries.

¹ A small number of homicides of clearly unusual and distinctive character were excluded from this analysis.

- Nearly 20% of all guns recovered from those age 21 and under have obliterated serial numbers, suggesting that these guns are also relatively new "trafficked" guns rather than guns that have been, for instance, stolen from houses or cars.

- Guns recovered from those age 30 and older are less likely to be semiautomatic pistols; less likely to have obliterated serial numbers; more likely to have been first sold at retail in Massachusetts; and more likely to be older.

- Of the 155 youth gun and knife homicide victims, prior to their murders 75% had been arraigned for at least one offense in Massachusetts courts; 19% had been committed to DYS; 42% had been on probation; and 14% were on probation at the time of their murder.

- Of the 125 cleared youth offenders associated with those homicides, 77% had been arraigned for at least one offense in Massachusetts courts; 26% had been committed to DYS; 54% had been on probation; and 26% were on probation at the time they committed their homicide.

- Of the 117 homicide victims with at least one arraignment, the average number of arraignments is 9.5, and 44% had ten or more arraignments. Of the 96 offenders with at least one arraignment, the average number of arraignments is 9.7, and 41% had ten or more arraignments. For both victims and offenders, arraignments for property offenses, armed violent offenses, and disorder offenses outnumber drug offenses. For offenders, unarmed violent offenses also outnumber drug offenses.

- Boston has roughly 1300 gang members in the high-risk neighborhoods of Roxbury, Dorchester, and Mattapan, plus surrounding areas. These gangs are responsible for at least 60% of Boston's youth homicides.

- Gang members are at extremely high risk for violent victimization. Statistically, if one assumes an average nine-year gang membership (over, for example, age 16-24), gang members have a 1/7 chance of dying by gunshot and an even higher chance of being wounded by gunshot. It is thus reasonable, and supported by interviews with youth in Boston, that fear and the desire for self-defense are fueling both gun acquisition and gang formation in the city. It is also reasonable to think that reducing the risk of violence would have a large impact on gun acquisition and other high-risk behavior.

PRESIDENT WILLIAM J. CLINTON
REMARKS ON YOUTH GUN CRIME INITIATIVE
THE EAST ROOM
July 8, 1996

Thank you, Joseph Chery, for your remarkably moving words. Your son would be as proud of you as you obviously are of him. Thank you, Vice-President Gore. Thank you, also, to Undersecretary Ray Kelly, Secretary Rubin and Attorney General Reno, for your remarks and for working so hard and so well in our effort to take on the scourge of youth violence.

It is significant that so many police chiefs, prosecutors, and public officials from across the country are here today. You know better than anyone that we will never protect our children from violence, and take back our streets from guns and drugs and gangs, unless we all work together, as a team. And I am gratified by the partnerships we have been able to build at all levels.

In my State-of-the-Union Address, I challenged our nation to focus on this issue of youth violence. I believe that we are in an age of remarkable possibility -- a time when all our young people can live lives of promise and personal freedom far beyond any we can now imagine. But America cannot move into the 21st century vibrant and strong, if children continue to kill children . . . if children have children . . . if a generation of children raise themselves on the streets. We cannot go into the 21st century with our best young people at risk of being cut down by a stray bullet, or worried about walking down the wrong street or wearing the wrong color clothes. We must act. And we must act together.

As Vice-President Gore described, we have put in place a comprehensive strategy to take back our streets from guns and gangs and drugs. So many of you in this room have been a part of this strategy; we have worked more closely with local law enforcement than any previous administration. And the evidence is now in: this strategy is working. For four years in a row, the crime rate is dropping all across America.

But we all know that while crime has been going down, youth violence has been going up. While drug use has been going down, drug use by young people is going up.

So we must now focus our anti-crime strategy on youth violence. That is why we passed the Safe-and-Drug-Free Schools law . . . why we instituted a policy of "zero tolerance" for guns in schools . . . why we are encouraging communities to enforce truancy laws and take steps ranging from school uniforms to community curfews. The drug strategy announced this spring by General McCaffrey focuses on young people. We are mounting a nationwide crackdown on gangs, and this spring I sent to Congress legislation to toughen penalties and make it easier to prosecute gangs. And six-and-a-half months ago, in my State-of-the-Union-Address, I said if a teenager commits a crime like an adult, he should be



DEPARTMENT OF THE TREASURY
WASHINGTON, D.C.

JUN 21 1996

ASSISTANT SECRETARY

MEMORANDUM FOR DEPUTY ATTORNEY GENERAL GORELICK

FROM:

James E. Johnson *JEG/EAS*
Assistant Secretary (Enforcement)

SUBJECT:

Youth Crime Gun Interdiction Initiative

This is to bring you up to date about ATF's Youth Crime Gun Interdiction Initiative (YCGII), about which I understand former Under Secretary Noble spoke with you before he left in February. It has been anticipated here that an invitation would be extended to Attorney General Reno to help launch the program, and I would appreciate any assistance you can provide in supporting such an invitation.

As you may recall, the YCGII is essentially a focused law enforcement effort to interrupt the illegal supply of guns to young people. Because the approach is new, the initiative is taking the form of a pilot program in 17 cities.

The foundation for the YCGII is crime gun tracing, and the use of Project LEAD, an ATF software system that uses link analysis to aggregate information on crime guns submitted by law enforcement to ATF's National Tracing Center. LEAD produces investigative leads on federal firearms licensees and gun purchasers who may be selling illegally. Attorney General Reno received a demonstration of the system from ATF at the recent U.S. Attorneys conference in Baltimore, and was, by reports we received, interested and favorably impressed.

Under the YCGII, a participating chief of police will agree to designate at least one member of the force to ensure that all crime guns seized in the jurisdiction are submitted for tracing to the National Tracing Center. One objective of the YCGII is to spread the word about gun tracing, and encourage more systematic tracing, since the more crime guns entered into LEAD, the more data concerning trafficking is generated. As you know from discussions at the Attorney General's law enforcement bureau heads meetings, federal law enforcement bureaus only recently have agreed to ensure that all the crime guns seized by them are traced. At the state level, only New York City, Boston, Baltimore, and New Jersey trace all crime guns.

It had been contemplated that the COPS Office would purchase computers for the chiefs to facilitate the tracing, however, the new restrictions on COPS' appropriations have precluded this aspect of the initiative, and the traces requests will be made on paper by the local police and computerized at ATF.

In return for the systematic submission of crime guns for tracing, ATF will supply geographically specific LEAD reports for that jurisdiction. (Otherwise, LEAD data is supplied regionally to ATF Field Division Offices.) Funding for the YCGII has permitted the NTC to add additional fields to the LEAD program to incorporate information on gang and drug associations. LEAD investigative information will be used by ATF and prosecutors, both federal and local, and police, to analyze sources, build federal and state level cases, and develop new law enforcement strategies as suggested by the information. We expect that authorities in each jurisdiction will integrate the YCGII into whatever ongoing structures it has for collaborative efforts, such as the Anti-Violent Crime Task Forces.

With respect to the ATF resources devoted to federal cases, Director Magaw has assured us that notwithstanding the current need for additional agents, ATF will be able to support operations under this initiative, and that the YCGII will not affect ATF's commitment to investigate and recommend for prosecution armed felons. ATF has an outstanding record with U.S. Attorneys, as demonstrated by the Executive Office of U.S. Attorneys report showing ATF's rate of declination between 1990 and 1995 at only 5%. ATF does not expect this to change with the inauguration of the YCGII.

Because there may be few youth crime guns traced in a given jurisdiction, and therefore a paucity of information about larger trafficking patterns, Treasury approached NIJ about doing a study in connection with this initiative. NIJ and ATF will share the costs of the study, which will look at crime guns seized previously, criminal histories and other information, and design sample sets of traces that will provide additional information about patterns of trafficking to youth. The information from this study will supplement LEAD information. The study will meet NIJ's research criteria, and its results will be shared with the participating jurisdictions.

Because the patterns of firearms distribution to young people and the criminal records systems differ by city, ATF and NIJ agreed that an initial working conference would be useful. Chiefs or their designees, U.S. Attorneys or their designees, ATF Special Agents In Charge (SAICs), state and local prosecutors, NIJ researchers, and Treasury and ATF officials will attend the working conference. Its purposes are (1) to demonstrate Project LEAD to chiefs of police, local prosecutors, and U.S. Attorneys that have not yet seen it, and to discuss the operational side of the project; (2) for participants to exchange ideas about firearms trafficking efforts in their cities; (3) to permit NIJ to discuss its study with the chiefs and assess what data resources are available in each site, in preparation for a request for proposal for the study; (4) to present information about youth firearms issues to the law enforcement participants.

The COPS Office had offered to fund this and two additional meetings of the participants, however, this support has been precluded by the terms of the FY96 COPS appropriation. Treasury is picking up the cost of the initial conference. Treasury has also provided ATF with extra operational funds to launch this initiative. The NIJ study is expected to take about a year, once it is begun. If there is a positive assessment, the YCGII will be extended to other cities. Karen Schreier, in her capacity as head of the AGAC's Juvenile Justice Subcommittee, requested

that ATF consult with her subcommittee in connection with the selection of additional sites, and Director Magaw has agreed to do so.

A list of the seventeen pilot sites is attached. They are in cities of various sizes and geographic locations. All of the sites include the existence of an ATF field office or division, or are sufficiently near to ATF offices that proper support will be on hand. *The 17 sites were chosen for one reason: because local law enforcement authorities in each have made a significant commitment to working with the federal government to reduce youth firearms crime.* Since the goal was to begin the pilot project as quickly as possible, the well-known, pre-existing local commitment was considered a major advantage to the initiative. For instance, 10 of the sites are cities that applied for and received Youth Firearms Initiative grants from the COPS Office. COPS requested that these sites be included because it was believed that a strong law enforcement effort in those cities could add to the effectiveness of the efforts being made under the COPS grants. Treasury agreed that leveraging federal efforts in this cooperative way was potentially useful. Three of the sites are cities in which NIJ is overseeing research projects involving youth firearms. Again, the reason for including them was the demonstrated commitment by local participants, and a desire to bolster and build on current investments in law enforcement. In several locations, the U.S. Attorneys or chiefs of police are already engaged in special efforts against youth violence; they were included because of their expressed concern and commitment, in the belief that they would recognize the potential utility of the YCGII and implement it immediately and effectively. The YCGII as designed draws on the ideas and efforts of ATF, NIJ, COPS, individual U.S. Attorneys' offices and police chiefs. The sites selected reflect this collaboration as well.

Neither my office nor ATF is making predictions about the outcome of the pilot project, other than that we expect that with the increase in resources and attention to this problem in the 17 sites there will be an increase in the number of trafficking cases made, including those involving trafficking to young people. ATF is not predicting the number of prosecutions that will result from its intensified focus, nor the time frame in which they might occur. ATF is also not placing special emphasis on particular charges or statutes. ATF is launching a pilot program, rather than a nationwide program, to determine whether the type of resources being provided will lead to useful results in three areas: prosecutions of illegal firearms traffickers (federal, state, and local); the use of intelligence and research in mapping illicit firearm market patterns; and improved federal, state and local law enforcement strategies.

With regard to your and the Attorney General's roles, *two different events* have been discussed.

First, as described above, we are planning *an initial working conference, to be held at the Department of the Treasury*, for chiefs of police, U.S. Attorneys, ATF Special Agents in Charge, state and local prosecutors, and NIJ researchers. *The date that has been arranged is July 8-9, here in Washington.* ATF reports that it has briefed the participants in all the jurisdictions and that thirteen have responded favorably, and four have not yet responded. None has declined to join the YCGII.

Participating officials are to include Secretary Rubin, Director Magaw, Under Secretary Designee Ray Kelly (if confirmed), myself, and NIJ Director Jeremy Travis. Recognizing the importance of youth violence to the Attorney General, it had been anticipated that an invitation would be extended to her to address this particularly dedicated and innovative group from every level of law enforcement. To my knowledge, the Attorney General has not yet had the opportunity to address a group of ATF agents, and we would very much appreciate her doing so.

Because efforts against youth violence are singularly important to the President, White House staff have expressed interest in holding *a related event at the White House, immediately following the conference*. The President would meet with the participants at the White House and make remarks. While no decisions have been made about the exact sequence of events, an option that has been discussed is a memorandum from the President to Secretary Rubin requesting a follow up report on the YCGII in one year. Mention has been made of a display of the types of weapons purveyed to young people. *Secretary Rubin and the Attorney General would be invited to participate in the event with the President*. As yet there has been no discussion of other invitees. Because this is an innovative, collaborative program in which law enforcement is using the most recent technology and research to prevent youth violence, we believe that the event is particularly worthy of the Attorney General. In discussions with White House staff, there has been agreement on the importance of ensuring that the announcement does not "over promise," and states that the YCGII is a pilot program, and one initiative of many to reduce violent crime.

Our view is that an event focused on a preventive law enforcement strategy aimed at reducing illegal supply and holding adults who traffick to young people accountable, balances the recent attention given to proposed legislation that would facilitate the prosecution of juveniles as adults, and other youth violence initiatives. In addition, while Treasury and ATF did develop the YCGII, we have done so jointly with several components of the Department of Justice. The YCGII fits within the Attorney General's Juvenile Justice Action Plan, recommendation three, reducing juvenile involvement with guns, drugs, and gangs. The Attorney General and Secretary Rubin, as well as you and Deputy Secretary Summers, have made concerted efforts to strengthen coordination between the two Departments. The YCGII permits the two Departments jointly to undertake something positive.

Finally, I would like to extend an invitation for you to attend the conference. Thank you for your attention to this matter. We very much hope that the Department of Justice will join us in the launching of this innovative initiative.

cc Deputy Secretary Summers
Director Magaw
Director Travis

YOUTH CRIME GUN INTERDICTION INITIATIVE

PILOT CITIES

Seventeen police departments of various sizes and geographic locations are being invited to join the pilot program. All of the sites include the existence of an ATF field office or division, or are sufficiently near to ATF offices that proper support will be on hand. The 17 sites were chosen because local law enforcement authorities in each, have made a significant commitment to working with the federal government to reduce youth firearms crime. Since the goal was to begin the pilot project as quickly as possible, the well-known, pre-existing local commitment was considered a major advantage to the initiative.

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

*COPS Office Youth Firearms Initiative grant site.

**NIJ juvenile firearms research site.

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

^ Enterprise Community/Empowerment Zone

To: Mike
Fr: Rahm
Subject: ATF Event

In addition to the Q & A I gave you this morning, I want you to be prepared for one more issue.

John Harris called this morning. He was upset about the fact that we gave the story to Fox, but he called to question what is new about the initiative. He faxed over the attached article from 1993 concerning youths and guns. Our answer is this:

This initiative is new because for the first time the Police Chief, the U.S. Attorney, the ATF special agent, and the prosecuting attorney in each city have agreed to work together to trace all guns and follow through on prosecutions.

This type of "semi-national task force" has never existed before and the President believes this coordinated effort could help stop the flow of guns to kids.

Withdrawal/Redaction Marker

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
003. list	YCGH[Personally Identifiable Information] [partial] (3 pages)	07/08/1996	b(6)

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Jose Cerda
OA/Box Number: 17180

FOLDER TITLE:

Gun Tracing Initiative [1]

2016-0931-S
rc2281

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

P1 National Security Classified Information [(a)(1) of the PRA]
P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
P3 Release would violate a Federal statute [(a)(3) of the PRA]
P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

b(1) National security classified information [(b)(1) of the FOIA]
b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

YCGH
8:30 am Monday, July 8, 1996

1) John Pitta

Federal Law Enforcement Officers Association

(b)(6)

[003]

2) David Walchak

President

International Association of Chiefs of Police

(b)(6)

3) Arthur Reddy

Executive Director

International Union of Police Officers

(b)(6)

4) John Cohen

President

National Narcotics Officers Coalition

(b)(6)

5) Charles E. Meeks

Executive Director

National Sheriffs' Association

(b)(6)

6) Chuck Wexler

Executive Director

Police Executive Research Forum

(b)(6)

7) Steve Dourney

Police Executive Research Forum

(b)(6)

8) Allison J. Dalseg

Board Member
Police Foundation

(b)(6)

9) Jennifer A. Panagopoulos

Deputy Director
National District Attorneys Association

(b)(6)

10) James D. Polley, IV

Director of Government Affairs
National District Attorneys Association

(b)(6)

11) Marty Pfeiffer

Executive Board Member
Fraternal Order of Police

(b)(6)

12) Peter Schwartz

Executive Director
Peter Schwartz Foundation

(b)(6)

13) Ron Hamilton

Executive Board Member
National Organization of Black Law Enforcement Executives

(b)(6)

14) Melinda E. Lund

National Sheriffs' Association

(b)(6)

15) Chris Donnellan

Legislative Director
International Brotherhood of Police Officers

(b)(6)

1) Robert T. Scully

Executive Director

National Association of Police Organizations

(b)(6)

2) Jim Pasco

Executive Director

Fraternal Order of Police

(b)(6)

DENNIS B

Treasury
Comments

Final

Memorandum on Reducing Illegal Firearms Trafficking

July 8, 1996

Memorandum for the Secretary of the Treasury and the Attorney General

Subject: Implementation of the Administration's Youth Illicit Gun Interdiction Initiative

Firearms violence is a scourge on our society. Homicides committed by young people with firearms have nearly tripled since 1985, and other types of gun-related violence have been on the rise. Too many guns are in the hands of our nation's children.

Through the Brady Law and the Violent Crime Control and Law Enforcement Act of 1994, we have reduced criminals access to firearms, including military style assault weapons. The Gun-Free Schools Act is working to take guns out of schools, making schools a safer learning environment for our children.

In addition, working in cooperation with state and local law enforcement in unprecedented fashion, federal investigators and prosecutors have successfully disrupted numerous illicit gun markets across the country over the last three years. We need to strengthen our efforts to clamp down on these illegal markets, especially those that provide illicit guns to children.

The Department of Treasury's Bureau of Alcohol, Tobacco and Firearms (ATF) has developed a pilot program that will trace all guns used in crime that are seized by federal, state and local law enforcement officers, and use that trace information to help identify illegal gun traffickers. The project utilizes an innovative computer software system that examines crime gun trace information and provides law enforcement officers with crucial investigative leads about the sources of these guns. By analyzing patterns of gun trafficking that exist in an area, we are developing more effective law enforcement strategies to target illegal gun dealers for prosecution, particularly those who put guns into the hands of our nation's young people.

I am directing both of you to implement this project in seventeen pilot cities. In addition, you should work with local, state and federal law enforcement in each of these cities to ensure that all illicit guns seized in their cities are traced and to develop joint investigative and prosecutive strategies to combat the problem of illegal gun trafficking. Your efforts should build upon existing partnership programs with state and local law enforcement officers, such as the Anti-Violent Crime Initiative.

You should jointly report to me in writing by August 8, 1997, on the first-year accomplishments of this project.

William J. Clinton

① Treasury says "crime" gun needs to be used because "illicit" refers to a banned gun? not just a gun used in a crime.

② "Traffickers" instead of "dealers" so as not to offend honest dealers.

→ crime

→ traffickers

crime

- 6-2215 -

Reducing Youth Gun Violence: Stopping the Illegal Flow of Guns to Kids

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

-President Bill Clinton

May 13, 1996

especially very

The Proliferation of Illegal Guns Among Youth:

The Brady Bill, the Assault Weapons Ban, and the provisions of the President's 1994 Crime Bill have helped to reduce crime rates all across America. The nation's largest cities have seen their overall crime rate fall 6% in the past year. Despite this progress, however, random violence committed by children under the age of 18 is on the rise. Juvenile crime involving firearms is at an all time high, and among teenagers 15 to 19 years old, one of every four deaths is caused by firearms. Close to half of all juveniles gun owners acquired their guns from illegal sources, but without information to investigate and apprehend illegal firearms traffickers, it is nearly impossible to stem the flow of illegal guns to youth. President Clinton's initiative to ~~Reduce Youth Gun Violence~~ is a pilot program aimed at intervening in the illicit gun market to reduce the illegal supply of firearms to youth.

What the Federal Government has Done:

ATF's National Tracing Center supports law enforcement in its fight against violent crime:

- * The National Tracing Center can trace a crime gun to its point of retail purchase.
- * NTC traces identify the initial seller and purchaser of crime weapons and rapidly return that information within 11 days to the law enforcement agency which submitted the request.
- * In FY1995, the NTC responded to 89,726 trace requests.

ATF's National Tracing Center created Project LEAD, a computer based analysis program that aggregates and analyzes trace data.

- * Project LEAD identifies firearms purchasers and dealers who repeatedly have crime-related firearms traced back to them.
- * Project LEAD information is readily available to local law enforcement investigators from ATF.

Objectives of President Clinton's Initiative to Reduce Youth Gun Violence:

- * This initiative will create a federal and state/local law enforcement partnership to attack the illicit firearms markets with the National Tracing Center and Project LEAD. The following seventeen pilot cities of various location and size have been selected, because of a committed record of fighting youth firearm violence :

* Atlanta, GA	* Boston, MA	* Baltimore, MD	* Birmingham, AL	* Bridgeport, CT	* Cleveland, OH	* Inglewood, CA
* Jersey City, NJ	* Memphis, TN	* Milwaukee, WI	* New York, NY	* Richmond, VA	* Salinas, CA	* San Antonio, TX
* Seattle, WA	* St. Louis, MO	* Washington, DC				

In these sites:

- 1) **The federal government** will supply investigative information, initiate federal firearms cases against traffickers to youth, and work with state/local authorities to attack the juvenile firearms market.
- 2) **The Treasury Department and the National Institute of Justice** will co-sponsor a study to provide ATF and local police departments in select cities with operationally relevant information about the illegal juvenile gun market not available through Project LEAD.
- 3) **Local Police Departments** will ensure that crime guns recovered are traced through the NTC, bring cases derived from ATF's Project LEAD, and work with ATF to help develop a joint federal/state/local strategy to address the illicit gun markets.

SIGNIFICANT ARRESTS AND CONVICTIONS OF GUN TRAFFICKERS DEALING TO JUVENILES

Virginia

In June 1994, an adult in Danville, Virginia made a straw purchase of a firearm from a Federal Firearms Licensee (FFL) on behalf of a juvenile. Two hours later, the juvenile robbed a grocery store and murdered the manager of the store. The juvenile then travelled to Washington DC and sold the murder weapon on the streets. In January 1995, ATF positively linked the gun to the murder. The juvenile pled guilty to first degree murder and was sentenced to life imprisonment. The adult who purchased the gun for the juvenile was charged with making false statements relating to the purchase of a firearm from an FFL.

Missouri

In November 1991, three young males with a TEC-9 fired upon two St. Louis police officers. The officers returned fire and were able to apprehend one of the juveniles and recover a firearm. Ballistics evidence revealed that the firearm had been utilized in two separate homicides. The juvenile was later charged with both murders. ATF and the St. Louis Police initiated a joint investigation of the FFL from whom the firearm had been purchased. An undercover officer met with the FFL, who illegally sold 11 handguns, ammunition and in excess of 1 ounce of cocaine. It was learned that the FFL had purchased approximately 450 firearms and sold them illegally. Many of these firearms were illegally sold to St. Louis street gangs, which include many juveniles. Ninety-six of these firearms have been recovered after being used in murders, robberies, assaults, and narcotics violations. The FFL was convicted and sentenced to seven years imprisonment for violations of the Federal firearms and narcotics laws.

North Carolina

In January 1995, ten members of a violent street gang were arrested as a result of an eighteen month investigation. Nine narcotics-related shootings were attributed to this gang. Additionally, members of the gang distributed over twenty-five kilograms of crack cocaine in the Reidsville-Rockingham County area. It was learned that numerous firearms had been sold to juveniles who provided "protection" for the gang's operations. Nine of the ten gang members were found guilty and received sentences of from three years to life imprisonment.

South Carolina

In July 1993, an ATF led task force dubbed "Operation Gunshot" discovered that a felon acted as a straw purchaser of a firearm for a juvenile. The juvenile was later arrested along with 9 other teenagers for their involvement in a shooting spree at the Haywood Mall in Greenville, South Carolina. The felon pled guilty to making false statements to obtain a firearm and was sentenced to 18 months imprisonment.

California

A mother and daughter who were licensed as at-home gun dealers acquired over 90 inexpensive handguns and sold the guns, with the assistance of a juvenile son, directly to gang members. Forty of these guns have been recovered, and approximately half are known to have been involved in crimes such as driveby shootings and bank robberies. The mother and son have pled guilty to making false statements and the daughter pled guilty to a misdemeanor charge. They are awaiting sentencing.

Texas

A juvenile shot and killed a man during a carjacking using a gun which the juvenile's aunt had purchased for him. The juvenile accompanied his aunt to the firearms dealer, picked out the gun, and the juvenile returned alone after the 5 day waiting period to pick up the firearm. The firearm dealer gave the gun to the juvenile. In August 1994, the father and son firearms dealers pled guilty to firearms violations and each were sentenced to 6 months imprisonment.



DEPARTMENT OF THE TREASURY
U.S. CUSTOMS SERVICE

FACSIMILE TRANSMITTAL

DATE: July 5, 1996TO : Dennis BurkeFAX : 456 7028PHONE : 456 5568

FROM : ~~Robert E. Mitchell~~ Susan Ginsburg
~~Special Assistant To the Deputy Commissioner~~
~~U.S. Customs Service~~
~~(PH) 202/927-1036~~
~~(FX) 202/927-1380/1370~~



Comments: _____

In this very breath that we take
now lies the secret that all great teachers try to tell us.

Peter Matthiessen

5 pages including cover

Final Draft
July 5, 1996

Memorandum on Reducing Illegal Firearms Trafficking

July 8, 1996

Memorandum for the Secretary of the Treasury and the Attorney General

Subject: Implementation of the Administration's Youth Crime Gun Interdiction Initiative

Firearms violence is a scourge on our society. Homicides committed by young people with firearms have nearly tripled since 1985, and other types of gun-related violence have been on the rise. Too many guns are in the hands of our nation's children.

Through the Brady Law and the Violent Crime Control and Law Enforcement Act of 1994, we have reduced criminals access to firearms, including military style assault weapons. The Gun-Free Schools Act is working to take guns out of schools, making schools a safer learning environment for our children.

In addition, working in cooperation with state and local law enforcement in unprecedented fashion, federal investigators and prosecutors have successfully disrupted numerous illicit gun markets across the country over the last three years. We need to strengthen our efforts to clamp down on these illegal markets, especially those that provide crime guns to children.

The Department of Treasury's Bureau of Alcohol, Tobacco and Firearms (ATF) has developed a pilot program that will trace all guns used in crime that are seized by federal, state and local law enforcement officers, and use that trace information to help identify illegal gun traffickers. The project utilizes an innovative computer software system that examines crime gun trace information and provides law enforcement officers with crucial investigative leads about the sources of these guns. By analyzing patterns of gun trafficking that exist in an area, we are developing 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.

I am directing both of you to implement this project in seventeen pilot cities. In addition, you should work with local, state and federal law enforcement in each of these cities to ensure that all crime guns seized in their cities are traced and to develop joint investigative and prosecutive strategies to combat the problem of illegal gun trafficking. Your efforts should build upon existing partnership programs with state and local law enforcement officers, such as the Anti-Violent Crime Initiative.

You should jointly report to me in writing by August 8, 1997, on the first-year accomplishments of this project.

William J. Clinton

REMARKS OF ROBERT E. RUBIN
SECRETARY OF THE UNITED STATES TREASURY DEPARTMENT
JULY 8, 1996 (DRAFT TWO)

Thank you, Undersecretary Kelly.

Mr. President, today we begin a crime prevention program to interrupt the flow of guns before they reach young hands and eradicate young lives.

As Ray Kelly mentioned a moment ago, I am here as Treasury Secretary, and our Department is home to the Bureau of Alcohol, Tobacco and Firearms, the lead agency for enforcing firearms statutes such as the Brady law and the assault weapons ban. ATF agents fight street violence, and they play an important supporting role with local and state law enforcement agencies in making neighborhoods safer.

In neighborhoods across our country, illegal firearms are passed from crooks to kids. Too often, police departments can only try to solve violent crimes already committed with these weapons. We must keep our focus on *preventing* this violence.

In 17 American cities, we are starting the Youth Crime Gun Interdiction Initiative. With five simple but powerful steps, this program is designed to break the chain that passes guns from criminals to kids.

Step One is collaboration. Under this initiative, local police, district attorneys and state prosecutors, ATF, U.S. Attorneys, and the Departments of Justice and Treasury will work together. We will learn how guns are getting to young people and how these markets can be disrupted.

Step Two is interdiction, and local police departments are the heart of the effort. When police seize crime guns -- guns used in crimes or possessed illegally -- they will send information about the weapons to ATF's Tracing Center.

Step Three is investigation. Through its special Project LEAD software system, ATF can determine if the seller or buyer has been associated with any other crime guns. ATF, in turn, provides any information it has on who has bought or sold the guns back to the local police.

Step Four is prosecution and disruption. Armed with this information, police departments and prosecutors with their local U.S. Attorneys can decide whether they can bring a federal case or a state case against a trafficker in illicit firearms, and how they can devise new strategies for identifying local patterns of illegal trafficking so they can be disrupted.

Step Five is information. Justice and Treasury will study whether criminal records, gang associations, and other information, with data from the tracing effort and Project LEAD, can help us better understand how the black market in guns operates, and what we can do to put this lethal trade out of business.

With these five steps, this Presidential initiative will help local police departments stop the flow of illicit guns to young people and prevent the tragic loss of young lives. If the 17 city plan works as we think it will, this program will be a model for preventing gun violence across America. Treasury and ATF are pleased to respond to the President's mandate for action because we share a profound interest in stopping gun violence.

But Treasury has another perspective as well: Crime prevention is good economics. Gun violence breeds fear which drains initiative from human beings and stops community development dead in its tracks. We will never address the problems of the inner cities, or bring their residents into the economic mainstream, until public safety and economic development are seen as reinforcing goals. That's why this initiative is so important, and why it must succeed.

No one brings a great understanding to these issues than my partner in this initiative, someone who has run the United States Department of Justice with a great dedication to the law and to the needs of America's families. I am pleased to introduce the Attorney General of the United States, Janet Reno.

**REMARKS OF UNDER SECRETARY RAYMOND W. KELLY
UNDER SECRETARY FOR ENFORCEMENT OF THE
DEPARTMENT OF THE TREASURY
JULY 8, 1996
AT THE WHITE HOUSE**

Mr. President, Mr. Vice President, Secretary Rubin, Attorney General Reno, we are here today to focus on what our government can do to prevent young people from gaining illegal access to firearms.

An illegal market exists, fed by a number of channels. There are criminal chains of gun transfer, which can include illegal sales and re-sales, illegal purchase, and theft, and these weapons pass along the links of the chain, until they land in the hands of adolescents. We must and we will break that chain.

We have all witnessed the violence that too often mars the lives of those who live in the high risk neighborhoods of our cities.

Today, as Under Secretary for Enforcement at the Treasury Department, overseeing the Bureau of Alcohol, Tobacco and Firearms, one of my greatest responsibilities is to ensure that the firearms laws of this country are enforced as effectively as possible.

Every murder is a tragedy, but the killing of a young person is a special horror. Homicide is the worst, but not the only problem associated with young people's illegal access to guns. For every homicide, there are more wounded victims. For every injury, there are even more shots fired and guns brandished. This unchecked use of weapons by young people brings fear to the community even when it does not bring death.

Firearms are deeply implicated in the threat to our children. From 1980 to 1994, homicides of juveniles in which a firearm was involved nearly tripled. This increase started when crack cocaine hit the streets of our cities in the mid-1980's. Over a decade later, gun use is still associated with drug activity, but gun violence has spread from the drug trade to neighborhoods and to schools.

And of course, much of the gun violence among young people happens in and around gangs, whether or not the gang is involved in drug activity.

Mr. President, the Brady Law and other reforms you have spearheaded in our system of licensing firearms dealers are making it more and more difficult for criminals to buy guns from legitimate gun dealers. But criminals always have and always will try to get guns illegally.

To try to stop these sorts of crimes, ATF has developed a new enforcement strategy, focusing on identifying illegal gun markets and traffickers. Once they are identified, prosecutors can build cases against them, on a variety of charges.

Any arrest of a gun trafficker will make it harder for kids to get guns. But this initiative will place a special focus on trafficking to young people -- by improvements to ATF's information gathering specifically relating to young people, added computer resources, extra funds for intensified law enforcement operations specifically against traffickers to young people, and additional research.

With the information ATF provides, local police departments can develop community policing strategies that make it even less likely that gang members and other young people will carry guns. Over time, these strategies will slow the supply of guns to kids, and make it harder for them to obtain weapons.

There are a growing number of cases that demonstrate how a youth crime gun strategy can be effective. In St. Louis, two juveniles used a TEC-9 to fire on St. Louis patrol officers. The officers apprehended one of the juveniles, traced the recovered firearm, and identified the licensed dealer who had received the firearm for retail sale. Through first a civil inspection, then a criminal investigation, ATF learned that the dealer had bought and illegally disposed of about 450 weapons. Law enforcement authorities have recovered 96 of them. These weapons have turned up in investigations of murders, robberies, assaults, and narcotics violations. The weapons were routinely supplied to St. Louis street gangs. The dealer was convicted and sentenced to seven years imprisonment for violation of federal firearms and narcotics laws. We hope to make many more cases like this one.

We know that the illegal chain of weapons transfer can be broken. This Youth Crime Gun Interdiction Initiative will build on successful cases like this one; first in seventeen cities and, if it succeeds as we believe it will, nationwide.

Mr. President, Attorney General Reno, Mr. Secretary, all the law enforcement officials here today are striving to develop new ways of reducing youth firearms violence. We are now working together to combine our ideas and energies to solve this problem. Together, we will make a difference.

It is now my pleasure to introduce the Secretary of the Treasury, Robert E. Rubin.

Remarks of the Attorney General
White House East Room
July 8, 1996

Thank you, Secretary Rubin. I am pleased to be here today to participate in this announcement, for we must do more to combat the illegal use of firearms in this country.

One way to accomplish more is to increase the coordination of efforts among federal law enforcement and state and local law enforcement. In March 1994, we created the Anti-Violent Crime Initiative, or AVCI, where U.S. Attorneys developed joint anti-crime strategies with their state, county and local counterparts to stem the violence in their communities. The AVCI combines the resources of both federal and state and local law enforcement to address the most important violent crime priorities of federal and local law enforcement, prosecutors, and the community.

Today's initiative utilizes and builds upon the partnership of the AVCI, by bringing together ATF, the U.S. Attorneys, local law enforcement and local district attorneys. In some cases, leads may be followed up by local law enforcement and prosecuted at the local level; at other times, we will make effective use of federal law and federal resources to assist local communities.

I recently had the privilege of traveling to Boston to meet with a wide range of leaders there who are taking tough, smart action to make a difference in the safety of their community through the AVCI and good old fashioned cooperation. In the Dorchester section of Boston, I met with police officers, including Commissioner Paul Evans, who is here today, community activists, religious leaders, health

officials, probation officers, and prosecutors. They are communicating together about what works and what doesn't, and are jointly finding solutions to punish wrongdoers and improve the quality of life for all citizens. These leaders are also working hard to increase public safety by developing programs that deter and prevent crime. Boston is making great progress--the violent crime rate has dropped 5 consecutive years, including a 9.3% drop in 1995.

Part of Boston's success is attributable to an aggressive targeting of gun violence. The strong working relationship between the U.S. Attorney, the Suffolk County District Attorney, the Boston Police Department, and ATF have paid great dividends.

In one particular case, ATF and Boston Police recovered more than 10 weapons traced to an illegal Mississippi source, who has since been convicted and awaits sentencing. Targeting the individuals who are the illegal sources of weapons arriving in cities like Boston is the goal of this initiative.

Yet even one murder is too many for the family, friends, and loved ones of the victim, and with each tragic story, we must increase our dedication to stopping violent gun crime. The story of 15 year old Louis Brown of Dorchester, is truly tragic. A straight-A student and active in Dorchester anti-crime efforts, Louis Brown was murdered while walking to the subway to attend the Teens Against Gang Violence Christmas Party in December of 1993.

His parents, Joseph and Clementina Chery, devastated by the loss of their son, took action so that other parents would not have to feel the same loss that they do. Joseph Chery quit his job as an accountant to become the Executive Director of Boston Against Drugs, and to speak out against drug, gun, and gang violence.

Joseph and Clementina have founded the "Louis D. Brown Peace Curriculum", which is now taught to high school sophomores in the Boston Public Schools. Joseph and Clementina Chery are here with us today, and I am honored to introduce Joseph Chery.

67028

Comments to introduce the President
The White House
Monday July 8, 1996
Joseph M. Chery

Ladies and gentlemen, statistics paint us the grewsome picture of the reality our children face every day on the streets of America; a reality made of drugs, knives, guns and death; violent deaths that claim the lives of 15 children every day across the country, emptying out a classroom full of kids every two days. Every time this reality strikes, many are quick to say that this child was in the wrong place at the wrong time. To this, my wife Tina is always equally quick to reply that there are no signs on the streets of our nation that warn "this is a war zone, walk at your own risk". Every street corner, every playground, every school, and every church - at any time we choose - should be the right place and the right time for us and for our children to be. Every time we allow a child to fall victim of violence, it's an attack on our humanity, and in each case a family get swept by a twister of sorrow, confusion, and anger. I know the feeling, for my family is still picking up the pieces of our shattered lives.

Two and half years ago, our fifteen year old son Louis D. Brown, a young and promising peacemaker who described himself simply as an intelligent and handsome black male, was killed by a stray bullet, in Boston, as he headed to a Christmas party given by his group The Teens Against Gang Violence. Louis dreamed of becoming the first black president of the United States. He often worried that if by the time he took residence in the White House nothing changed in the lives of his peers, none of them would be around to partake in his administration because they would either be all in jail, all addicted to drugs, or all dead. That is why he set out early to do something about it.

To continue the work Louis had started, Tina and I developed, in his memory, The Louis D. Brown Peace Curriculum. This program draws on Louis' life story to teach the value of peace to all high school sophomores in the Boston Public Schools system. Next academic year the Peace Curriculum will be introduced in all catholic high schools. Louis will never see his dreams come true, but with the Peace Curriculum, we are helping foster an

environment that will help other youth live out their dreams.

Louis will never become the first black president of our nation, but my dear son, today your mother and I are happy to bring you home, to your White House.

Were he alive today, Louis would have been proud of the current residents of the White House. He would have found in Mrs. Hillary Clinton a mother concerned about the lives of all our children; a First Lady who believes that our nation is a village where all Americans must work together to protect our children. He would have found an ally in president Clinton for the president's commitment to making it harder for criminals to repeatedly hurt our children, and president Clinton's resolve to stop guns from getting on our streets and into the hands of our young people.

Under President Clinton's leadership this vision of a village is coming to life, one in which residents collaborate with local law enforcement and government agencies to attend to quality of life

issues; where parents work with school officials to develop programs like the Louis D. Brown Peace Curriculum to provide better education and develop student's moral character; a village where local, State and Federal governments work in partnership to make our streets safe and provide opportunities for growth. Today, President Clinton will announce an initiative that will take us one step closer to becoming this caring village, a village built on partnerships, a village that protects its own.

Ladies and gentlemen, it is my honor to present to you the President of the United States of America, Mr. Bill Clinton.

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WHSO LAYOUT DRAFT 2
a/o 7/3/96; K. Widdess

**CEREMONY AND DOCUMENT SIGNING FOR THE YOUTH CRIME GUN
INTERDICTION INITIATIVE
MONDAY, JULY 8, 1996
EAST ROOM**

Approx. 150 guests/Open Press

East Visitor Gate Opens at 11:15 a.m.
East Room: 11:45 a.m. – 1:00 p.m.

Principal times:

11:45 a.m. – 11:55 a.m. Briefing in Red Room
12:00 p.m. – 1:00 p.m. Event in East Room

11:15 a.m. Event participants arrive at the EAST VISITOR ENTRANCE.
List contact: Kim Widdess [Michelle Crisci, Jennifer Jaffee (Justice),
Christa Robinson (OPL), Elisabeth Bresee (Treasury)]

NOTE: OEOB 450 Briefing guests will exit complex and proceed to East Gate. Staff Contact: Christa Robinson.

11:30 a.m. Social Aides escort guests to seats in the East Room.
WHSO Contact: tbd

RESERVED SEATING:
–Police Chiefs (17)
–Spouse of parent (tbd)
–Members of Congress – TBD

11:45 a.m. **THE PRESIDENT** and **VICE PRESIDENT** arrive in the Red Room for briefing.

Briefing participants: Rahm Emanuel
Others tbd per Emanuel

11:55 p.m. **THE PRESIDENT** and **THE VICE PRESIDENT** proceed to Blue Room to greet stage participants.

Blue Room participants: Attorney General Janet Reno
Secretary of the Treasury Robert Rubin

Under Secretary of the Treasury for Enforcement
Raymond Kelly
parent (tbd) and spouse

NOTE: Spouse of parent (tbd) will be escorted to reserved seat following meet and greet.

EAST ROOM SET UP: Stage in front of Gold Curtain; steps in front;
6 chairs on stage and 150 chairs in audience; table and chair for signing; flags
on stage; Blue Goose podium.

WHCA: Announce mic in Blue Room.

Stage Participants:

-THE PRESIDENT

-THE VICE PRESIDENT

-Attorney General Janet Reno

-Secretary of the Treasury Robert Rubin

-Under Secretary of the Treasury for Enforcement Raymond Kelly

-parent (tbd)

12:00 p.m. **THE PRESIDENT, THE VICE PRESIDENT** and stage participants are
announced from the Blue Room and proceed to their seats on stage.

12:05 p.m. **PROGRAM BEGINS**

Speaking Program:

-THE VICE PRESIDENT makes welcoming remarks and introduces the
Under Secretary of the Treasury for Enforcement Raymond Kelly.

-Under Secretary of the Treasury for Enforcement Raymond Kelly makes
remarks and introduces the Secretary of the Treasury.

-The Secretary of the Treasury makes remarks and introduces the Attorney
General.

-The Attorney General makes remarks and introduces parent (tbd).

-Parent (tbd) makes remarks and introduces **THE PRESIDENT**.

-THE PRESIDENT makes remarks.

-Following remarks, **THE PRESIDENT** proceeds to the table and signs the
document.

NOTE: Stage Participants will flank table during signing.

-Following signing, **THE PRESIDENT** and **THE VICE PRESIDENT** work ropeline.

1:00 p.m. **THE PRESIDENT** and **THE VICE PRESIDENT** depart.

Youth Crime Gun Interdiction Initiative - Statement of Participants

The undersigned federal and local law enforcement officials concur in the statements below and commit to work cooperatively to further the Youth Crime Gun Interdiction Initiative (YCGII):

1) While it has become increasingly difficult for prohibited purchasers, such as convicted felons, those under age 18, and those subject to protective orders, to obtain firearms through licensed firearms dealers, criminals continue to obtain guns from straw purchasers and from illegal black market traffickers.

2) The original source of crime guns seized by law enforcement officers usually can be established through the use of firearms tracing by the National Tracing Center of the Department of Treasury's Bureau of Alcohol, Tobacco and Firearms. With information about the origin of crime guns, law enforcement officials can begin to trace the chain of ownership of those guns and to detect patterns of illegal gun trafficking. This information, in turn, can be the basis for discovering the identities of those involved in this illegal gun trafficking.

3) The YCGII is a valuable pilot program. It will evaluate the extent to which the dedication of resources to an intense gun tracing approach will yield increased prosecutions for illegal gun trafficking and disrupt the illegal flow of guns to America's young people. The YCGII will utilize Project LEAD, a computer software system that examines crime gun trace information and provides law enforcement officers with crucial investigative leads about the sources of these guns.

4) Through existing partnership programs with local law enforcement officials, such as the Anti-Violent Crime Initiative, the YCGII is entitled to the cooperative attention of all law enforcement officers in a range of pilot cities, who can test its effectiveness and provide the basis for a determination of whether it should be expanded nationwide.

Atlanta, GA:

Chief of Police

Prosecuting Attorney

ATF Special Agent in Charge

United States Attorney

Baltimore, MD:

Chief of Police

Prosecuting Attorney

ATF Special Agent in Charge

United States Attorney

Birmingham, AL:

Chief of Police

Prosecuting Attorney

ATF Special Agent in Charge

United States Attorney**Bridgeport, CT:**

Chief of Police

Prosecuting Attorney

ATF Special Agent in Charge

United States Attorney**Inglewood, CA:**

Chief of Police

Prosecuting Attorney

ATF Special Agent in Charge

United States Attorney**Memphis, TN:**

Chief of Police

Prosecuting Attorney

ATF Special Agent in Charge

United States Attorney**Boston, MA:**

Chief of Police

Prosecuting Attorney

ATF Special Agent in Charge

United States Attorney**Cleveland, OH:**

Chief of Police

Prosecuting Attorney

ATF Special Agent in Charge

United States Attorney**Jersey, City, NJ:**

Chief of Police

Prosecuting Attorney

ATF Special Agent in Charge

United States Attorney**Milwaukee, WI:**

Chief of Police

Prosecuting Attorney

ATF Special Agent in Charge

United States Attorney

New York City, NY:

Chief of Police

Prosecuting Attorney

ATF Special Agent in Charge

United States Attorney**St. Louis, MO:**

Chief of Police

Prosecuting Attorney

ATF Special Agent in Charge

United States Attorney**San Antonio, TX:**

Chief of Police

Prosecuting Attorney

ATF Special Agent in Charge

United States Attorney**Washington, DC:**

Chief of Police

Prosecuting Attorney

ATF Special Agent in Charge

United States Attorney**Richmond, VA:**

Chief of Police

Prosecuting Attorney

ATF Special Agent in Charge

United States Attorney**Salinas, CA:**

Chief of Police

Prosecuting Attorney

ATF Special Agent in Charge

United States Attorney**Seattle, WA:**

Chief of Police

Prosecuting Attorney

ATF Special Agent in Charge

United States Attorney

SIGNIFICANT ARRESTS AND CONVICTIONS OF GUN TRAFFICKERS DEALING TO JUVENILES

Virginia

In June 1994, an adult in Danville, Virginia made a straw purchase of a firearm from an FFL on behalf of a juvenile. Two hours later, the juvenile robbed a grocery store and murdered the manager of the store. The juvenile then travelled to Washington DC and sold the murder weapon on the streets. In January 1995, ATF positively linked the gun to the murder. The juvenile pled guilty to first degree murder and was sentenced to life imprisonment. The adult who purchased the gun for the juvenile was charged with making false statements relating to the purchase of a firearm from an FFL.

Missouri

In November 1991, three young males with a TEC-9 fired upon two St. Louis police officers. The officers returned fire and were able to apprehend one of the juveniles and recover a firearm. Ballistics evidence revealed that the firearm had been utilized in two separate homicides. The juvenile was later charged with both murders. ATF and the St. Louis Police initiated a joint investigation of the FFL from whom the firearm had been purchased. An undercover officer met with the FFL, purchased 11 handguns, ammunition and in excess of 1 ounce of cocaine. It was learned that the FFL had purchased approximately 450 firearms and sold them illegally. Many of these firearms were illegally sold to St. Louis street gangs, which include many juveniles. Ninety-six of these firearms have been recovered after being used in murders, robberies, assaults, and narcotics violations. The FFL was convicted and sentenced to seven years imprisonment for violations of the Federal firearms and narcotics laws.

North Carolina

In January 1995, ten members of a violent street gang were arrested as a result of an eighteen month investigation. Nine narcotics-related shootings were attributed to this gang. Additionally, members of the gang distributed over twenty-five kilograms of crack cocaine in the Reidsville-Rockingham County area. It was learned that numerous firearms had been sold to juveniles who provided "protection" for the gang's operations. Nine of the ten gang members were found guilty and received sentences of from three years to life imprisonment.

South Carolina

In July 1993, an ATF led task force dubbed "Operation Gunshot" discovered that a felon acted as a straw purchaser of a firearm for a juvenile. The juvenile was later arrested along with 9 other teenagers for their involvement in a shooting spree at the Haywood Mall in Greenville, South Carolina. The felon pled guilty to making false statements to obtain a firearm and was sentenced to 18 months imprisonment.

California

A mother and daughter who were licensed as at-home gun dealers acquired over 90 inexpensive handguns and sold the guns, with the assistance of a juvenile son, directly to gang members. Forty of these guns have been recovered, and approximately half are known to have been involved in crimes such as driveby shootings and bank robberies. The mother and son have pled guilty to making false statements and the daughter pled guilty to a misdemeanor charge. They are awaiting sentencing.

Texas

A juvenile shot and killed a man during a carjacking using a gun which the juvenile's aunt had purchased for him. The juvenile accompanied his aunt to the firearms dealer, picked out the gun, and the juvenile returned alone after the 5 day waiting period to pick up the firearm. The firearm dealer gave the gun to the juvenile. In August 1994, the father and son firearms dealers pled guilty to firearms violations and each were sentenced to 6 months imprisonment.

6-1028

Comments to introduce the President
The White House
Monday July 8, 1996
Joseph M. Chery

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10:57 AM 01/03/2000 FROM: UPPER PRESS OFFICE 2024566423 PHOTO: 02

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(ETC., ETC.)

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ATF Special Agent in Charge

United States Attorney

(ETC., ETC.)

PRESIDENT WILLIAM J. CLINTON
REMARKS ON YOUTH GUN CRIME INITIATIVE
THE EAST ROOM
July 8, 1996

96 JUL 7 4:51 PM

Thank you, Joseph Chery, for your remarkably moving words. Your son would be as proud of you as you obviously are of him. Thank you, Vice-President Gore. Thank you, also, to Undersecretary Ray Kelly, Secretary Rubin and Attorney General Reno, for your remarks and for working so hard and so well in our effort to take on the scourge of youth violence.

It is significant that so many police chiefs, prosecutors, and public officials from across the country are here today. You know better than anyone that we will never protect our children from violence, and take back our streets from guns and drugs and gangs, unless we all work together, as a team. And I am gratified by the partnerships we have been able to build at all levels.

In my State-of-the-Union Address, I challenged our nation to focus on this issue of youth violence. I believe that we are in an age of remarkable possibility -- a time when all our young people can live lives of promise and personal freedom far beyond any we can now imagine. But America cannot move into the 21st century vibrant and strong, if children continue to kill children . . . if children have children . . . if a generation of children raise themselves on the streets. We cannot go into the 21st century with our best young people at risk of being cut down by a stray bullet, or worried about walking down the wrong street or wearing the wrong color clothes. We must act. And we must act together.

As Vice-President Gore described, we have put in place a comprehensive strategy to take back our streets from guns and gangs and drugs. So many of you in this room have been a part of this strategy; we have worked more closely with local law enforcement than any previous administration. And the evidence is now in: this strategy is working. For four years in a row, the crime rate is dropping all across America.

But we all know that while crime has been going down, youth violence has been going up. While drug use has been going down, drug use by young people is going up.

So we must now focus our anti-crime strategy on youth violence. That is why we passed the Safe-and-Drug-Free Schools law . . . why we instituted a policy of "zero tolerance" for guns in schools . . . why we are encouraging communities to enforce truancy laws and take steps ranging from school uniforms to community curfews. The drug strategy announced this spring by General McCaffrey focuses on young people. We are mounting a nationwide crackdown on gangs, and this spring I sent to Congress legislation to toughen penalties and make it easier to prosecute gangs. And six-and-a-half months ago, in my State-of-the-Union-Address, I said if a teenager commits a crime like an adult, he should be

prosecuted as an adult. That's something everyone can agree with. *[note: Dole made a very similar proposal yesterday]*

As we take on youth violence, we must target one of its most terrifying elements: teens with guns. The number of teenagers committing crimes without guns is the same today as it was in the 1970s. But the number of homicides by teens who have guns has tripled. Yet today, if a gang member is caught committing a crime with a smoking gun in his hand and a bag of drugs in his pocket, we spend much more time tracking the source of the drugs than the source of the gun. Yet we know that gangs often buy in bulk from a single, shadowy supplier -- a criminal network that channels an arsenal of weapons to young criminals.

We need nothing less than a national campaign to cut off the flow of guns to teens who commit crimes. So today I am directing the Treasury Department and the Department of Justice to work with local law enforcement in a new nationwide initiative.

In these 17 cities, for the first time, every time a gun is used in a crime and seized by law enforcement, it will be tracked through a national tracing system to find out where it came from. And we will use that information to target those criminal gun-running networks that are peddling guns to teens. Local and national prosecutors have agreed to work together to break up these criminal rings. And the new data from these 17 cities will give us a much better idea of how this black market in guns operates, and how to break it. Police on the beat, prosecutors in the courtroom, and federal investigators in the crime lab will work together, in a genuine national team, to take on the gun-runners.

To those who illegally peddle guns to our children, our message is simple: we will find you, we will prosecute you, and we will punish you.

We are engaged in nothing less than a crusade to give our children back their future. To all the law enforcement personnel here today, I say, thank you. And now I will sign the Presidential directive putting this new effort into effect.

[SIGN DIRECTIVE]

The Clinton Administration's Youth Crime Gun Interdiction Initiative

July 8, 1996

QUESTIONS AND ANSWERS

Q: What exactly are you announcing today and why?

The Clinton Administration has been strongly committed to reducing firearm violence in this country and reversing an upward trend of firearm violence by juveniles. President Clinton wants to put more police on our streets and take guns and drugs off them.

Today's announcement is another step in that direction. This initiative will bring ATF, U.S. Attorneys, and state and local police chiefs together in 17 cities for a pilot project to disrupt the illegal gun market and make guns less available to kids by helping to identify apprehend, prosecute, and punish illegal gun traffickers.

Through the creation of a federal and state/local partnership, this new initiative ensures that every crime gun in selected cities will be traced using the ATF National Tracing Center and Project LEAD.

Q: How exactly will this program work?

In the 17 pilot cities, the Clinton Administration will establish federal-local partnerships where ATF agents and local police will work together to stem the flow of guns to juveniles.

Through this partnership, all guns used by juveniles in the commission of crimes will be forwarded to the ATF's National Tracing Center (NTC). The NTC will report back to the local police department, informing them as to where the gun was purchased and who was the original owner. Using this information, the local police, working with the ATF, will attempt to track down and prosecute the main suppliers of illegal firearms to youth.

The ATF-local police partnership will also be assisted by Project LEAD, a computer program which aggregates and evaluates information collected by the NTC. Project LEAD compiles information concerning potentially illegal firearms trafficking patterns, illegal purchasers, problem firearms dealers, and geographic sources of supply and sales. Using this information, local and federal officers will attack the illegal firearms market as it pertains to youth.

Q: How did you pick these 17 cities?

The 17 sites were chosen because local law enforcement authorities in each, have

made a significant commitment to the federal government to reduce youth firearms crime. Since the goal is to have an immediate effect, the well-known, pre-existing local commitment was considered a major advantage of the chosen sites. The sites are of various sizes and geographic locations, and all of the sites include the existence of an ATF field office or division, or are sufficiently near to ATF offices to ensure proper federal support.

These pilot sites include 10 Office of Community Oriented Policing Services (COPS) Youth Firearms Initiative cities. In these ten cities, community policing initiatives have been expanded to specifically address the problem of youth firearm offenses. Of the remaining seven cities, three are National Institute of Justice youth violence research sites, and in the 4 additional cities, U.S. Attorneys and/or police have taken a leadership role in youth crime prevention.

Q: How do you know this will lead to more prosecutions?

The National Tracing Center already receives approximately 80,000 trace requests a year. The information that is collected from the NTC and examined through Project LEAD, identifies the crime-related sources of firearms. Using this data, investigators have an important guide on the illegal firearm market, and an important piece of evidence with which to convict illegal dealers.

Already, the NTC and Project LEAD have enabled the ATF to focus its limited resources and initiate many more criminal and regulatory investigations against illegal firearms traffickers. Since 1993, illegal firearms trafficking criminal cases have risen from 14.4% of ATF's firearms cases in 1993 to 21.5% in 1995. By combining this proven federal system with committed state/local law enforcement, this new initiative will expand the number of traces conducted. The result is better information about the juvenile gun market, and more prosecutions.

Q: Republicans have criticized the Administration for a decline in firearms prosecutions. Why are you doing less cases and how will this new initiative address that problem?

Over the last three years, the Clinton Administration has compiled an impressive record of initiatives that are helping to reduce firearms violence.

Breaking six years of congressional gridlock, President Clinton signed the Brady Bill, which has prevented over 60,000 felons, fugitives, and stalkers from purchasing handguns. The 1994 Clinton Crime Bill banned the manufacture and importation of 19 types of deadly assault weapons and the Gun Free Schools Act is making our schools safer learning environments by providing a "zero tolerance" approach to someone who brings a gun to school.

Since the start of this Administration, the average length of federal sentences for firearm crimes has increased 11 percent and we have had at least an 85 percent conviction rate each year for firearms criminals. In addition, the President's Anti-Violent Crime Initiative has lead to numerous gang prosecutions across the country.

Finally, the United States Supreme Court's decision in United States v. Bailey has impeded our ability to prosecute gun cases. The Clinton Administration has submitted legislation to Congress to remedy the problem created by the Court's decision.

Q: Does this initiative focus only on illegal gun trafficking to juveniles?

The primary focus of this new initiative is to prevent the distribution of firearms to young people. By identifying and disrupting the activities of the illegal suppliers of guns to youth, the initiative will put a dent in the illegal firearms market as a whole. Furthermore, while this initiative will target the juvenile gun market, they will not hesitate to investigate and prosecute all suppliers of illegal weapons who are identified through the initiative.