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The Clinton Administration's Youth Crime Gun Interdiction Initiative

July 8, 1996

"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

- Today, President Clinton is announcing a seventeen city crackdown on crime gun traffickers, specifically targeted at those who peddle their arms to kids. It will entail a Federal and local law enforcement partnership -- between police chiefs, local prosecutors, and federal investigators and prosecutors -- that will trace firearms found on youths back to the crime gun traffickers.
- 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.
- Working in cooperation with state and local law enforcement in unprecedented fashion, federal law enforcement have successfully disrupted numerous illicit gun markets across the country over the last three years.
- This new initiative will strengthen those ongoing efforts to clamp down on these illegal markets, especially those that provide crime guns to kids. In these seventeen 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. Law enforcement will use that trace information to help identify and locate illegal gun traffickers.
- The program utilizes an innovative computer software system -- developed by the Treasury Department's Bureau of Alcohol, Tobacco and Firearms (ATF) -- that examines crime gun trace information and provides law enforcement with crucial investigative leads about the sources of these guns. By analyzing patterns of gun trafficking that exist in an area, law enforcement can develop more effective strategies to target illegal gun traffickers for prosecution, particularly those who put guns into the hands of our nation's young people.
- President Clinton will direct Attorney General Reno and Secretary Rubin to implement this program in seventeen pilot cities. In addition, they will work with law enforcement at every level to ensure that all crime guns seized in each of these cities are traced and will develop joint investigative and prosecutive strategies to combat the problem of illegal gun trafficking. Reno and Rubin will also report back on the first-year accomplishments of this project.
- This new initiative builds upon existing Clinton Administration partnerships with state and local law enforcement, such as the very successful Anti-Violent Crime Initiative, which was launched two years ago and has resulted in numerous important prosecutions. It is also another step by the Clinton Administration -- like the Brady Law, the 1994 Crime Bill and assault weapons ban, and the Gun-Free Schools Act -- to reduce firearm violence in our streets and schools.

YOUTH CRIME GUN INTERDICTION INITIATIVE

The Bureau of Alcohol, Tobacco, and Firearm's (ATF) Youth Crime Gun Interdiction Initiative (YCGII), is a pilot program aimed at intervening in the illicit gun market to reduce the illegal supply of firearms to young people and criminals. The YCGII:

- (1) Establishes a federal-local law enforcement focus in 17 pilot cities on the illicit youth firearms market.
- (2) Includes a commitment by the chiefs of police in each city to submit all crime guns seized locally to ATF's National Tracing Center (NTC) for tracing. A NTC trace identifies the first seller and purchaser of the crime gun, providing a basis for determining how the illegal transaction occurred.
- (3) Uses the NTC's Project LEAD, a computer information system that aggregates information derived from individual crime gun traces, to provide law enforcement with additional investigative leads. These leads will be used to develop federal, State, and local cases against scofflaw firearms dealers, illicit firearms traffickers, straw purchasers and others illegally transferring guns to criminals and young people.
- (4) Sponsors a National Institute of Justice (NIJ) study that will provide law enforcement with additional information about the illegal gun markets in each location.

The YCGII is supported by a working conference, computers using Project LEAD, funds to upgrade Project LEAD to include additional youth related data, funds for training, and to support law enforcement operations aimed at traffickers to youth. In addition to participation by U.S. Attorneys, the Department of Justice's National Institute of Justice is jointly funding the study with the Department of the Treasury.

The purpose of ATF's Youth Crime Gun Interdiction Initiative is to reduce youth access to firearms, and reduce firearms violence, death, and injury by:

Creating a community oriented law enforcement structure for mobilizing local police departments, with federal backing, to disrupt the illegal firearms market, especially the illegal youth firearms market and its adult suppliers;

Investigating and prosecuting scofflaw federally licensed firearms dealers and illegal firearms traffickers and pushers, with emphasis on those who illegally supply firearms to young people and criminals.

Seventeen police departments of various sizes and geographic locations have joined the pilot program. Each will be supported by an ATF office. These sites were chosen because law enforcement officials at each have made a significant commitment to working with the federal government to reduce youth firearms crime.

It is expected that the levels of federal, state, and local law enforcement activity and research occurring in the different sites will vary. This is a pilot program that is intended to produce information about enforcement strategies and the illicit gun market that will benefit local jurisdictions specifically and law enforcement and policy makers generally.

ATF YOUTH CRIME GUN INTERDICTION INITIATIVE

PILOT CITIES

Seventeen police departments of various sizes and geographic locations have joined the pilot program. Each will be supported by an ATF office. These sites were chosen because law enforcement officials at each have made a significant commitment to working with the federal government to reduce youth firearms crime.

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.

The White House
Washington

July 8, 1996

MEMORANDUM FOR THE SECRETARY OF THE TREASURY AND THE ATTORNEY
GENERAL

SUBJECT: REDUCING ILLEGAL FIREARMS TRAFFICKING

In my August 11, 1993 memorandum concerning gun dealer licensing, I directed that the Department of the Treasury and ATF take a number of steps, including "expanding the use of cooperative agreements with State and local law enforcement agencies to address licensing and trafficking problems." You have informed me that in response to that directive, ATF and the Department of the Treasury have developed a pilot program, the Youth Crime Gun Interdiction Initiative (YCGII). I direct that this initiative be carried out in collaboration with the Department of Justice, chiefs of police, United States Attorneys, and State and local prosecutors in seventeen cities across the nation. Its purpose is to use ATF's records for tracing crime guns seized by federal and State and local law enforcement, and to use that trace information to identify sources of youth crime guns. Information developed about illegal sources of firearms will be used to support action, both civil regulatory cases and criminal prosecutions, at the federal, State, and local level, against illegal firearms trafficking by dealers, straw purchasers, gang members, and others. The pilot program will seek to determine whether and how disruption of the illegal market in firearms affects youth gun demand and availability. Information developed about sources of firearms will also be used to analyze different patterns of trafficking that may exist in the different cities, and to develop more effective federal, State, and local strategies against illegal trafficking to criminals and young people.

The Youth Crime Gun Interdiction Initiative has a special focus on law enforcement operations and developing law enforcement and regulatory strategies against illegal trafficking to young people. This is critical to law enforcement's strategic planning. Homicides with firearms among young people have nearly tripled since 1985, while firearms homicides among all other age groups have remained unchanged. Some believe that demographic trends could result in the current unacceptable level of death, injury, and community disturbance caused by crime guns in the hands of young people becoming even more prevalent, unless the potential for increased firearms violence is checked.

You have also informed me that the Youth Crime Gun Interdiction Initiative is only one component of ATF's larger trafficking

strategy, which is aimed at interdicting all illegal gun trafficking. Consistent with my directive, ATF has "expanded [its] capabilities to utilize effectively the firearms transaction records of out-of-business licensees for tracing purposes through the use of automation and other technology" by developing Project LEAD, a software system that aggregates seized crime gun trace information, in order to provide law enforcement with investigative leads about illegal sources of firearms. Project LEAD will support all crime gun traces from the seventeen cities, as well as from any other law enforcement agency that submits crime guns to ATF for tracing. The more crime guns that are entered in to the Project LEAD system, the more information the nation's law enforcement agencies will have concerning illegal gun trafficking.

Accordingly, I direct the Department of the Treasury and the Department of Justice, and all federal law enforcement agencies subject to your policy guidance, to ensure that all federal law enforcement agencies are submitting all crime guns seized by them for tracing by ATF's National Tracing Center.

Concerning the problem of gun trafficking in general, I direct the Secretary of the Treasury, in consultation with the Attorney General, to report to me on the extent of crime gun tracing by federal law enforcement agencies, and by state law enforcement agencies, where the information is available; and on what has been accomplished and learned through the use of Project LEAD and other methods, concerning national, regional, State, and local patterns of illegal firearms acquisition, from the primary, legal market in firearms, and from the secondary, unregulated and black markets. The report should be annual, beginning August 11, 1997.

Concerning the special problem of youth firearms violence, I direct the Secretary of the Treasury in consultation with the Attorney General to report to me on what has been accomplished and learned through the Youth Crime Gun Interdiction Initiative on August 11, 1997 and on August 11, 1998.

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. 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 Director of the Office of National Drug Control Policy, and other Executive agencies as necessary to coordinate and implement the objective of this memorandum. 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

Clinton 'unveils' years-old gun plan

By Susan Page
USA TODAY

Eager to promote President Clinton's credentials as a crime fighter, the White House staged a dramatic event Monday on an administration initiative aimed at preventing teen-agers from buying guns.

One problem: The initiative was launched in 1993.

"I know that Bill Clinton's fond of recycling, but recycling a program that was announced three years ago carries things a bit far even for him," said Nelson Warfield, press secretary for Republican presidential candidate Bob Dole.

Two days earlier, Dole had proposed his own measures to crack down on juvenile crime. His plan would charge young people as adults for serious crimes and make their juvenile criminal records available to schools, courts or employers after they become adults.

Under the Clinton pilot project, 17 cities are using computers to trace the guns used by juveniles to the point of purchase. Law enforcement officials then try to arrest and prosecute the traffickers who sold the guns to the juveniles.

"We cannot permit the United States to go into the 21st century the richest, most powerful country in the world and keep allowing our young people to die before their dreams ever have a chance to take shape," Clinton said.

He was introduced at the



By Luke Frazza, Agence France-Presse

Signing: President Clinton, flanked by Vice President Gore and Joseph Chery, stepfather of a slain youth, signs the crime initiative.

East Room event by Joseph Chery, a soft-spoken Boston man who told about the death of his 15-year-old stepson in cross fire in 1993. The boy was on his way to a Christmas party sponsored by an anti-gang group.

The White House ceremony certainly seemed to be an unveiling, with speeches by Treasury Secretary Robert Rubin and Attorney General Janet Reno as well as Vice President Gore and Clinton. Police chiefs and local prosecutors applauded their remarks.

Clinton then sat at a small table to sign a directive to "implement" the program. He presented the pen to Chery.

But the initiative in fact was announced at a November 1993 news conference called by the federal Bureau of Alcohol, Tobacco and Firearms. Over the next two years, the project led to the development of a software program that helps collect and analyze data to trace the guns.

Officials struggled to explain what new development precip-

itated the ceremony.

"Today what you have are representatives for those 17 cities representing the police, the federal prosecutors and state prosecutors, all signing on saying ... every crime gun that's seized will be put through the National Tracing Center process," said Ray Kelly, under-secretary for enforcement at the Treasury Department.

But he acknowledged that the cities already had been cooperating. "There hasn't been a problem in that regard."

Briefing papers distributed to reporters described the announcement as "another step to reduce violence among youth."

The cities in the pilot program are Atlanta; Baltimore; Birmingham, Ala.; Boston; Bridgeport, Conn.; Cleveland; Inglewood, Calif.; Jersey City, N.J.; Memphis; Milwaukee; New York; Richmond, Va.; St. Louis; Salinas, Calif.; San Antonio; Seattle; and Washington, D.C.

Contributing: Judy Keen

President takes shot at tracking teen guns

But 'new' program is more than 2 years old

By Warren P Strobel
THE WASHINGTON TIMES

President Clinton used the White House as a forum yesterday to highlight his election-year drive against teen violence, promising a new effort to track handguns used in crimes by minors and to punish those who sell them.

But while the White House sought to portray Mr. Clinton as taking an initiative, Republicans charged, and administration officials acknowledged, that most of the program has been in place for more than two years.

Under the program, cities including Washington, Baltimore and Richmond provide information on handguns used in crimes to the Bureau of Alcohol, Tobacco and Firearms. ATF uses sophisticated software to trace the weapons and identify trends in gunrunning.

"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," Mr. Clinton said yesterday.

Republican presidential candidate Bob Dole dismissed the White House ceremony.

"Maybe it was too far away from Election Day, November 5, 1996, for Bill Clinton to focus on juvenile predators and guns, but the fact is this 'new' program was first announced by the ATF way back on November 5, 1993," Dole campaign spokesman Nelson Warfield said. "Leave it to Bill Clinton to wait until four months before the election to embrace the idea."

Mr. Warfield said the ATF program is a good idea that doesn't go far enough because it deals with guns after they have been used in a crime. Mr. Dole, he said, is pushing for a national, computerized instant check to stop criminals from legally purchasing weapons.

The two presidential opponents have

been engaged in a game of one-upmanship on crime.

Mr. Dole pre-empted Mr. Clinton, who often has done the same to the former senator, in a radio address Saturday, saying that juvenile criminal records should follow people through life and that minors accused of certain crimes should be tried as adults.

Yesterday, the president took credit for the second idea, saying he made the proposal in his State of the Union address. "That is a proposition that is gaining wider and wider agreement," he said, without mentioning Mr. Dole.

Teen crime presents a policy and political problem for Mr. Clinton because, while the nation's overall crime rate is down, violent crimes committed by minors have risen dramatically.

"The homicide rate is skyrocketing," said Raymond Kelly, undersecretary of the Treasury for enforcement. The 13-to-19 age group "is the most violent section of our population."

Mr. Kelly, a former New York City police commissioner, said ATF in 1993 announced plans to trace guns used by juveniles in crimes. A two-year program followed to develop computer software, under a program called Project LEAD, to trace firearms. The software was delivered to 17 ATF offices in February.

The major achievement of yesterday's meeting, Mr. Kelly said, was a commitment by local law enforcement authorities and federal and state prosecutors to submit information on "every crime gun that's seized" to ATF.

The 17 cities participating in the pilot project were chosen because of their enthusiasm for it.

White House spokesman Michael McCurry rejected the suggestion that the administration was trying to manufacture news.

"You can decide for yourself whether it's news," he told reporters. "We don't tell you what to write."

✓ *Plan to Trace Guns Sold to U.S. Youths Unveiled by Clinton*

By a WALL STREET JOURNAL Staff Reporter

WASHINGTON—President Clinton announced a plan to trace guns confiscated from youths back to the people who provided the weapons.

The program will be launched in 17 cities, in which a federal computer system will help trace the weapons by serial numbers, allowing the sellers to be prosecuted when appropriate. Eventually, government officials want all cities to participate in the program.

Republicans, however, called the move a political gesture and complained that it does not address the problem of prosecuting juveniles who commit crimes.

\$60 Million Federal Grant to Add 800 City Police Officers

By ROBERT D. McFADDEN

At a time of sharply declining crime rates, New York City will receive a \$60 million Federal grant over the next three years to put 800 new police officers on the street, Federal and city officials said yesterday. The money could raise the size of the force from a current 37,500 members to 38,300, close to its all-time record, by early next year.

The money — the largest of a series of community-policing grants to be announced by the Justice Department this week — is

the city's second infusion of cash under the 1994 Omnibus Crime Law, a \$30 billion measure that banned many assault weapons and provided money for new prisons and 100,000 more police officers for cities and towns across America during the 1990's.

The city, which received \$54 million last year to redeploy 2,175 officers from clerical jobs to patrol beats, applied for the new grant last month and won quick approval. The Justice Department was expected to announce the grants tomorrow, but Representative Charles E. Schumer, a Democrat

who represents Brooklyn and Queens and was an author of the crime bill, disclosed it yesterday.

The new grant was not expected to have a dramatic effect on the level of patrols or on street safety in New York. But with reports of serious crimes in decline for two consecutive years, and crime reports down 11.7 percent in the first six months this year, experts said the addition of 800 officers would allow the Police Department to maintain its strength and to press initiatives against muggers, the drug trade and quality-of-life offenses.

Moreover, the luxury of adding hundreds of new officers at a time of intense fiscal austerity seemed to be welcome news to the average New Yorker as well as to Mayor Rudolph W. Giuliani, who is expected to seek re-election next year. With formal notification from Washington still pending, the Mayor did not comment on the grant yesterday.

But Mr. Giuliani's counsel, Dennison Young, noting that the Mayor had played a

role in 1994 in shaping the combination of enforcement and crime-prevention measures in the anticrime law under which the grants were being made, said, "Receipt of these funds will be a victory for the Mayor, who worked so hard on helping get the crime bill passed in the first instance."

Katie Lapp, the city's Criminal Justice Coordinator, and Police Commissioner Howard Safir, who jointly applied for the grant in early June, also hailed the infusion of anticrime funds, and did so in similar phrases.

"Obviously this will forward the Mayor's anticrime effort," Ms. Lapp said. "An additional 800 cops on our streets will be beneficial."

Commissioner Safir, through a spokeswoman, Marilyn Mode, said, "This will go a long way to putting forward the Mayor and the Commissioner's anticrime initiatives for the city."

The Police Department reached an all-time record of 38,310 officers in June 1995, when it acquired 7,000 additional members in a merger with the transit and housing police forces. But the city force has been whittled by attrition and now stands at about 37,500 sworn officers of all ranks, in uniform and in plainclothes capacities, Ms. Mode said.

Under the city's 1996-97 budget, more than 1,500 officers were to be added to the force in the fiscal year that began on July 1. Plans had called for a Police Academy class of 780 recruits to start training this month and to be on the streets next January, and for another class of 790 to begin training next April for deployment in the fall of 1997.

However, city budget officials also had anticipated a loss of more than 1,500 members of the force to retirement and attrition over the next year or two, and the net effect of gains and losses was expected to keep the size of the force at about 37,500, its present level, in the current fiscal year.

But, as Ms. Mode and Ms. Lapp noted yesterday, the additional 800 officers — to be hired from waiting lists and sent into this month's Police

As the crime rate falls, the number of police officers on the street is rising toward a record.

Academy class, swelling it to nearly 1,600 recruits — could raise the size of the force by graduation next January to about 38,300, the record level struck last year.

"The people of New York City want more police officers," Representative Schumer, who helped guide the city's application through the Justice Department, said last night. "They want cops who know their

neighborhoods, who know their problems and who make them feel safer. With this money, New Yorkers will see more police on their blocks and will feel better about our city."

Since 1994, when President Clinton signed the Violent Crime Control and Law Enforcement Act, the Government has given nearly \$2.4 billion to cities and towns across the country to hire a total of 44,425 police officers for street patrols.

The law, which banned 19 kinds of assault weapons and imposed the death penalty for 60 offenses, provided \$8.7 billion for prison construction and had envisioned spending \$10 billion over seven years for hiring 100,000 officers, with half the money going to localities with populations of less than 150,000. New York, whose grants now total \$114 million, has had the largest share.

TO: Stephanie Streett
Anne Hawley

FROM: Kitty Higgins

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:

*Rubin
- 18th
- 19th
if not → then
after July 19th*

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
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Police Agencies to Get New Source Of Funds for Replacement Officers

Associated Press

Police departments may use their share of funds from confiscated property to pay salaries of replacements for officers assigned to federal task forces, the Treasury Department said yesterday.

Deputy Treasury Secretary Lawrence H. Summers estimated that the change, effective immediately, could provide an estimated \$75 million a year.

"It means more money for more cops on the streets," he said in a telephone conference call with Los Angeles-area police officials. "It will add up enough to make a real difference in the crime effort."

Summers noted that local officials had urged the Treasury to join the Justice

Department in broadening the use of its "equitable sharer program." Justice began permitting funds for police replacements earlier this year.

The funds are the result of seizure and forfeiture of property acquired by criminals through illegal activities. They are shared equally by the federal, state and local law enforcement agencies participating in the task forces.

Until now, Treasury permitted use of the funds for equipment, training and other activities, but not to replace officers assigned to task forces.

"We, as chiefs of police of Los Angeles County, could not be more pleased at this news," said Steve Simonian, chief of police in Montebello and president of the Los Angeles County Police Association.

ATF

Clips

Jobs on hold, women chase hoop dreams

League has players scrambling for tryouts

By **SHELDON SPENCER**

PI REPORTER

Cheryl Bishop knows risk.

She is the only woman street agent in the 90-person Seattle arm of the Bureau of Alcohol, Tobacco and Firearms, the federal law enforcement agency that pursues some of the nation's most heinous criminals.

For nearly seven years Bishop has helped arrest drug pushers and gun runners in the Pacific Northwest. Bishop is such a fine marksman that she is part of the ATF's Special Response Team, an elite group of agents.

But the former University of Alaska-Anchorage forward — the Great Northwest Conference's player of the year in 1985 — is willing to risk her police career to play in the American Basketball League. The new proposed eight-team ABL, which has a Seattle franchise, is holding tryouts this week in Atlanta for 550 women vying for 44 roster spots.

Bishop is one of about a dozen Seattle-area women who paid a \$200 registration fee for the right to audition for a five-month job that will pay \$40,000 minimum. She is not the only free agent potentially sacrificing career advancement to help build a league from scratch.

Margaret Fuchs, a former Lakeside School and Brown University star who once played one-on-one with Michael Jordan, is taking a leave from an Internet-consulting firm to audition for the ABL.

Tara Davis, one of at least 10 former University of Washington players expected at Emory University this week, has opted out of competing in the U.S. Olympic Track and Field Trials next month in part because of her passion for basketball. Davis has Olympic Trials provisional qualifying marks in the long and triple jumps.

Former Husky guard Laurie Merlino is taking a leave of absence as a physician's assistant. Former Garfield High stars Joyce Walker and Laura Fuller want to be part of the ABL's 40-game season — set to begin in October — even if it means leaving jobs in counseling and sales, respectively.

"Even though I love law enforcement, I began to miss basketball. The atmosphere, the challenge of it, the team camaraderie," said Bishop, a regular in a Thursday-and-Sunday night semipro league organized by former Seattle University star C.J. Sealey in Fremont.

"Playing basketball is a celebration of life, and that's for me."

"Whatever she chooses, she's not going to lose," said Margaret Moore, Seattle ATF Special Agent In Charge. "The ATF is a great career. Going with the women's pro team is certainly a great opportunity. There's no losers here. She has our support."

Bishop and the others will not know whether they will have definite career choices to make until Sunday, when cuts are made to 100 players who will be eligible for the ABL's inaugural draft June 19.

About 36 elite players, including 10 members of the U.S. National Team and former collegiate stars such as ex-Huskies Rhonda Smith and Karen Deden, have been offered two-year ABL contracts.

But the Seattle free agents are pragmatic.

"I don't have all my eggs in this basket. I'm going to see what the caliber of competition is, and to really have a good time playing with these amazing players," said the 6-foot-1 Fuchs, the 1987 Ivy League Freshman of The Year at Brown.

Fuchs, who at fine.com helps design Internet websites for major firms such as Microsoft, hopes that the tryouts will give her contacts in Europe if nothing else. She has longed to play overseas.

But in this country Fuchs, 27, has played the best. A former marketing employee of Portland-based advertising giant Weiden & Kennedy, she was on the set of a Nike photo shoot at the Chicago Bulls' practice facility when Jordan — the ad subject — challenged the 6-foot-1 Fuchs to a game.

"I scored a couple of times," Fuchs said, chuckling. "The whole time he was trying to teach me a lesson, trying to school me.

"There I was, pretending to play D on Michael Jordan."

Bishop, 32, is used to more intense situations.

This spring the Seattle ATF was part of the team that recovered and detonated 1,400 pounds worth of explosives in Moiser, Ore. Last year the Special Response Team busted guns and drug runners in Pendleton, Ore., Moore said.

Bishop, a Berkeley, Calif., native, wants to make the most of her life. Four years ago she lost a close friend when ATF special agent John Masengale died at Fort Lewis while preparing to detonate illegal explosives seized in a Bremerton raid.

"That hammered home how short life can be," she said.

"There's been some heart-pounding situations. . . . You know that (the suspects) are dangerous, you know they're armed. You hope you've planned for every contingency."

Her parents are supportive of her venture. She has the credentials: Although she graduated in 1987, the 5-11 Bishop ranked among Alaska-Anchorage's top seven career scorers and rebounders entering last season.

Bishop is on personal leave from the ATF, and a decision on whether she quits her day job will wait until she is offered an ABL contract.

Still, "she's definitely taking a big risk. There's nothing guaranteed," said Melvin Micheaux, Bishop's stepfather. "It's a career move that most people would not tend to make. But you have to know what your limitations are."

Nationally, Bishop is one of only five female special agents in the ATF. She likes the life of a street agent, but if she is going to advance in the agency she must opt for a management position and constant moves geographically.

"I tend to be someone who likes stability," she said, "but that's not to say that I've ruled (a management post) out."

Bishop is not pursuing stardust memories. She realizes the long odds against her successfully landing a spot in the ABL. But those odds are miniscule compared to the steep ATF admission requirements that she passed.

She maintains her skills. Quarterly, she must excel on a marksmanship test in order to remain on the Special Response Team.

Bishop regularly scores in the 90th percentile, enough to remain among the best.

Does that sort of aim translate to the basketball court?

"I wish it did," she said, chuckling.



ATF agent Cheryl Bishop, flanked by confiscated guns, wants a shot at the new women's pro league.

ROBIN LAYTON / P-I PHOTOS

"Playing basketball is a celebration of life, and
that's for me."

— Cheryl Bishop,
American Basketball League hopeful

Bishop works out at a local gym
to keep in shape before tryouts
for the new women's pro league.



ATF agent can sue supervisors in Waco cover-up, judge rules

DALLAS (AP) — An undercover federal agent who tried to warn against what became the bloody raid on the Branch Davidian sect may sue his supervisors for allegedly lying and blaming him for the deadly outcome, a judge has ruled.

In a 17-page opinion, U.S. District Judge Walter Smith of Waco rejected government arguments that the raid commanders were immune from the lawsuit because they acted as U.S. government officials.

In the lawsuit, agent Robert Rodriguez accused his superiors at the U.S. Bureau of Alcohol, Tobacco and Firearms of lying to cover up their actions and blaming him after the raid ended in death for four ATF agents.

Six Branch Davidian sect members also died in the Feb. 28, 1993, fire fight that erupted when ATF

agents tried to search the sect's Mount Carmel compound, near Waco, and arrest leader David Koresh on firearms charges.

Rodriguez, who was assigned to infiltrate the compound beforehand, emerged the morning of the raid to warn his supervisors that the group had been tipped off.

A 51-day standoff with government authorities climaxed April 19, 1993, when Koresh and 80 of his followers died in a fire that destroyed the compound.

A review by the Treasury Department, which administers ATF, concluded that raid commanders lied about what Rodriguez had reported and unfairly tried to blame him for the tragedy.

"By making false statements, the defendants in fact would be acting contrary to ATF's purported goal of

finding the truth about what happened during the raid. The purpose or motivation behind the defendants' actions would have been designed to protect themselves from the negative consequences that followed the tragedy," Smith wrote.

Dicky Grigg of Austin, Rodriguez's attorney, praised the judge's ruling.

"We're ecstatic because Robert's case is extremely compelling. What happened to him is dead wrong," he said. "This is the main legal hurdle that we're now over. Robert is not upset or suing anybody for the decision to go forward. What he's suing them for is the cover-up."

Justice Department attorneys representing the current and former ATF officials declined to comment Friday.

ROUNDUP OF BIKERS COULD TAKE MONTHS INDICTMENT OF GANG
MEMBE

Columbus Dispatch [1/88]

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08648027 ROUNDUP OF BIKERS COULD TAKE MONTHS INDICTMENT OF GANG
MEMBERS Columbus Dispatch (CD) - Monday, May 27, 1996 By: Ray
Crumbley Dispatch Staff Reporter Edition: Home Final Section: NEWS
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TEXT: Federal officials said it may take months to complete the
roundup of 57 members of three motorcycle gangs charged with
drugs, weapons and explosives violations.

Fred D. Alverson, law enforcement coordinator with the U.S.
Attorney's office in Columbus, said six arrests were made by
midafternoon yesterday on three of 12 indictments.

Law enforcement authorities conducted raids in Columbus and
Akron Saturday night and early yesterday.

For those arrested, the charges include possession and
distribution of methamphetamine, cocaine and marijuana as well as
a variety of firearms charges.

If convicted, the suspects face from five years to life
imprisonment and fines ranging from \$2,000 to \$250,000, federal
officials said.

Arrested were Jerry 'Country' Hood, 44; Joseph 'Frog'
Fuller III, 46; Michael 'Big Mike' or 'Hammer' Barrett, 39;
John 'Renegade' or 'Josh' Morris, 43; Louis 'Big Lou'
Hansgen, age unknown; and Jack 'Stroke' Rager, 40.

Alverson said the addresses of the suspects are uncertain.

Named in the same three indictments but still at large are
Michael 'Klunk' Cluck, 40; Devon Lovenguth, 28; Joseph R. 'Tank'
Urquhart, 31; Timothy 'Snake' Stephson, 32; Gregory 'Little
Sherman' Sherman, age unknown; James 'Snake' Slocum Jr., 40; and
one person designated John Doe also known as 'J.C.', age unknown.

Nine indictments in the investigation remain sealed, said
agent Pat Berarducci of the local office of the federal Bureau of
Alcohol, Tobacco and Firearms.

"They are very transient. This (holiday weekend) was an
opportunity to find as many as possible in known locations,"
Berarducci said.

Members of the Brothers, Road Saints and Outlaws motorcycle
clubs were arrested at four locations in Columbus and three in Akron,
Berarducci said. The raids were coordinated to begin when
individuals indicted were seen on the premises, he said.

Locally, federal ATF agents and Columbus police SWAT team members
raided the Brothers' clubhouse at 466 E. 2nd Ave., the Road Saints'
clubhouse at 1440 Williams Rd., the Outlaws' clubhouse at 788 E.
4th Ave. and Harley's Tavern at 3178 Cleveland Ave.

Hansgen, whose age was unavailable. Hometowns for these men were also unavailable.

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DESCRIPTORS: MOTORCYCLE GANG ; NARCOTIC ; GUN ; FEDERAL
UNDERCOVER INVESTIGATION ; BROTHERS OUTLAWS ROAD SAINTS ; ARREST
; AL ARCHAD ; BIOGRAPHY ; JERRY HOOD ; JOSEPH FULLER III
; MICHAEL BARRETT ; JOHN MORRIS ; JACK RAGER ; LOUIS
HANSGEN



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Use of Project LEAD at the NTC to support the strategy. *When a number of crime gun traces are aggregated and analyzed, the trace data supplies information concerning patterns of illegal trafficking.* The more firearms traced, the more patterns are visible. ATF has developed Project LEAD, a computer based automated link analysis information system that aggregates and analyzes trace data. *Project LEAD identifies firearms purchasers and FFLs who repeatedly have crime-related firearms traced back to them.* The information is contained in a Windows environment easily usable by law enforcement investigators. The identifications provide leads that ATF may follow up in criminal investigations or regulatory inspections.

Limited local use of Project LEAD. Individual NTC traces are provided directly to the submitting law enforcement entity. Project LEAD software is provided to ATF's 24 field divisions. While ATF's firearms trafficking task forces will invite local police department participation, *ATF's overall firearms trafficking strategy is primarily federally focused, using Project LEAD data to build multi-defendant, interstate gun trafficking cases.*

Pilot success with Project LEAD. An early example of success with Project LEAD is from New York City, one of the eight sites where the software has been piloted. Crime guns seized in NYC were traced to a former Birmingham, Alabama FFL called Traders Two. On December 29, 1995, the Birmingham U.S. Attorney announced the indictments of a federally licensed firearms dealer and six other persons on charges including conspiracy, illegal possession of firearms, and making false statements on firearms records.

Increasing crime gun tracing. The more firearms traced, the more data there is for Project LEAD to analyze, and the more information will be available to all of law enforcement about illegal firearms traffickers. At the federal level, law enforcement agencies are now committing to gun tracing. At the local level many police departments, with a few notable exceptions, are unfamiliar with the benefits of tracing recovered crime guns and the concept of disrupting illicit firearms markets through a trafficking strategy. *Few of the nation's 17,000 police departments trace crime guns. For there to be successful nationwide disruption of the illicit firearms markets, all crime-related firearms must be traced.*



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YOUTH CRIME GUN INTERDICTION INITIATIVE

The Youth Crime Gun Interdiction Initiative. *The Youth Crime Gun initiative both extends and develops ATF's illegal firearms trafficking strategy, firearms tracing, and Project LEAD infrastructure, while placing emphasis on illegal firearms traffickers who supply young people. The initiative will work as follows:*

Local partners. In approximately 17 pilot jurisdictions, local police chiefs will designate a staff person to join ATF's illegal firearms trafficking efforts and be the local partner with federal law enforcement. The local partner will concentrate on firearms trafficking cases involving youth crime guns.

Crime gun tracing. Upon joining the initiative, the local police department will commit to submitting all crime guns recovered in the jurisdiction for NTC tracing. NTC trace results information will be provided to the jurisdiction through the local partner. The tracing and LEAD analysis of all crime guns, and not only all juvenile crime guns, is a benefit of this project that will both assist local law enforcement in criminal investigations and provide the firearms trafficking groups with a broader picture of the local illicit gun market. *In sites where record keeping and resources permit, traces will be conducted on a sample of or all juvenile crime guns for the preceding five years, and a sample of adult crime guns for comparison purposes.*

Site and juvenile specific Project LEAD analysis. *The NTC will upgrade Project LEAD software (1) to create a geographic information system that provides trace analysis and investigative leads specific to the 17 jurisdictions, and (2) to provide information that further describes the illicit youth market, for instance whether the crime gun was recovered at a school. Project LEAD updates will be provided at least every 30 days to the the firearms trafficking groups, permitting the continuous evaluation of new investigative leads. This YCGII will be ATF's first use of a local (as opposed to regional) and group specific application for Project LEAD.*

Project LEAD computers and training. The initiative includes computers for use in operating the specially designed software. These computers will belong to the local police departments. The Treasury Department will fund 17 computers for the participating ATF field offices. ATF field agents will train the local partners in the use of Project LEAD data.

Firearms Trafficking investigations and inspections. *Using Project LEAD information developed from local crime gun traces, ATF and local police departments will conduct criminal investigations and attempt to develop firearms trafficking cases against scofflaw FFLs, straw purchasers, and illegal firearms traffickers supplying local juveniles. In addition, ATF will conduct inspections at FFLs identified by Project LEAD as a source of crime-related firearms.*



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YOUTH CRIME GUN INTERDICTION INITIATIVE
BACKGROUND

The ATF Juvenile Tracing Initiative.

Over two years ago, in November 1993, Under Secretary (Enforcement) Ronald K. Noble directed ATF Director Magaw to address the issue of juvenile gun crime. Director Magaw began the Juvenile Tracing Initiative in which ATF announced to all local police departments that it would provide trace information on any illegally possessed firearm recovered from a juvenile. Since the project started, over 5,000 juvenile guns have been reported to and traced by ATF. ATF has also compiled and analyzed the trace data to develop preliminary information about the sources of juvenile crime guns, the types of crime guns used by juveniles, and the crimes in which they are used. *ATF's analysis, combined with confirming analysis from other published and academic research, has provided information used in developing this proposed initiative, which combines further tracing and information analysis with law enforcement operations.*

Treasury Enforcement's Strategic Plan: Juvenile Homicide and Illicit Gun Markets.

Treasury Enforcement, in fall 1994, adopted a strategic plan that identifies juvenile homicide as the single most important problem to address in the area of violent crime. The plan states:

Homicides committed by juveniles (often while they are under the influence of illegal drugs or alcohol) using firearms have increased significantly while violent crime in general continues at unacceptably high levels throughout the nation. . . We will . . . [e]nsure the integrity of the market in firearms and destructive devices by ensuring that businesses holding Federal firearms licenses are run responsibly, and by preventing the illegal acquisition, possession and trade of firearms by illegal gun traffickers, criminals and juveniles through a combination of regulatory and enforcement actions.

This initiative fulfills Enforcement's commitment to address youth firearms homicides, by preventing the illegal acquisition, possession and trade of firearms by illegal gun traffickers and young people.



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YOUTH CRIME GUN INTERDICTION INITIATIVE
JOINT NIJ-TREASURY-ATF STUDY

Treasury/NIJ Funded Joint Study. Researchers will:

Report on analysis of LEAD data -- analyze LEAD data, by site, aggregated and cross-site, and report any useful findings to ATF and the local partner.

Collect additional available data -- with local partner assistance, collect additional available data associated with the juvenile traces and a comparison sample of adult felon traces, such as crime report information, firearm value information, and criminal history and associations of the juvenile; analyze this data by site, aggregated and cross-site, and report any useful findings to ATF to be shared with the local partner.

Conduct selected interviews -- where possible, conduct selected interviews to obtain qualitative information that will verify and supplement information derived from available data -- with special agents, gang officers, probation officers, juveniles, and others.

Design protocols for sample investigative traces -- with ATF, design protocols and samples to support limited investigative or end-to-end traces by ATF of youth crime guns, and a comparison sample of crime guns used by felons -- investigative traces follow crime guns through the complex channels that deliver them from the point of sale to the street.

Report on city specific and cross-site analysis of all data -- using available data, interview reports, and investigative trace results -- to provide such information as: what type of firearms are preferred by type of juvenile and type of crime, source of firearms by nature of offense, firearms acquisition by gang affiliation, time-to-crime for particular groups of offenders, concentration of FFLs and straw purchasers for particular groups of offenders, and the structure of illicit firearms markets.

Report regularly to ATF. The NIJ researchers will provide analysis and information to ATF on a periodic basis as it is developed, so that to the extent permitted by law it is immediately available for law enforcement purpose, as well as formal final reports.

Improvements in Law Enforcement Information Collection. Researchers and ATF will determine what information ought to be collected on a long term basis and/or added to the LEAD system, based on the pilot project's information utility to law enforcement at each site. The initiative's upgrades of Project LEAD will be evaluated, as well as the use of available data, interviews, and investigative traces. *Tailoring federal law enforcement data for local application and making it available to local law enforcement is a major benefit of the Youth Crime Gun Interdiction Initiative.*



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Limitations of Project LEAD. *Because cases generated by Project LEAD will only reach a segment of the illicit firearms market affecting young people, the YCGII takes additional steps to attempt to address the entire illicit firearms market.*

The problem. NTC tracing identifies only the FFL seller and the first purchaser; it does not provide information about subsequent purchasers or transferrers of the crime gun to the person from whom the weapon has been confiscated. When the time elapsed from purchase to confiscation by law enforcement (for criminal possession or activity) is short - - under two years -- Project LEAD is most effective in linking crime guns with illicit traffickers. (Guns may be called "crime guns" both if they are illegally possessed or because they have been used in another crime.) The longer a crime gun has been in circulation before its confiscation and submission for tracing, the more likely it is to have had multiple owners, and to require additional investigation by ATF in order to determine its chain of transfer from the legal to the illegal market. *So-called short time-to-crime guns constitute only a part of the supply of guns illicitly available to young people. Interdicting them and arresting their traffickers is therefore only a partial strategy to reduce the illicit availability of guns to juveniles.*

The additional steps: targeting the entire illicit youth firearms market. Very little is known about the characteristics of the illicit juvenile firearms market not supplied by easily traceable, short time-to-crime firearms. Yet ATF and researchers believe this may be as much as half or more of the illegal firearms supply. For instance, in Boston 70% of the juvenile crime guns are more than two years old, and only 50% of the guns are semi-automatic pistols, which are generally new guns, while revolvers (30%) and long guns (20%) are generally older. *In order to target the entire illicit juvenile firearms market about which little is known, Treasury and NIJ will jointly sponsor a study to provide ATF and local police departments more information about the local patterns of illicit gun supply. The new information will be used to develop additional law enforcement strategies.*

Differences between the youth and adult illicit markets. Little is known about the differences between how kids and adults obtain firearms illegally. Existing indications are that juveniles: use straw purchasers to obtain guns from firearms dealers, since FFLs cannot sell to juveniles; prefer new, semi-automatic pistols to older guns; and use fewer guns obtained in burglaries. This data is from limited research and may not be representative of the picture nationwide. The lack of illicit firearms market information useful to law enforcement is the principal reason for the study.

QUESTIONS AND ANSWERS CONCERNING THE YOUTH CRIME GUN INTERDICTION INITIATIVE

1. What exactly are you announcing?

The introduction of the Youth Crime Gun Interdiction Initiative which is a pilot program aimed at intervening in the illicit gun market to reduce the illegal supply of firearms to adolescents. It will reduce access to guns by creating a community oriented law enforcement system which uses local police departments with federal backing to help eradicate the illegal firearms market.

2. How exactly will this program work?

This will work by utilizing various government agencies including the ATF with its National Tracing Center and Project LEAD, a NTC computer information system, to provide the ATF state office investigative leads to develop cases against illegal firearms traffickers to adolescents.

3. How did you pick these 17 cities?

The 17 sites were chosen because local police have made a commitment to the federal government to reduce youth firearms crime. The goal was to start this undertaking as soon as possible so this well-known, pre-existing local commitment was considered to be a major advantage. These pilot sites include 10 Offices of Community Oriented Policy Services (COPS) Youth Firearms Initiative cities, 3 NIJ youth violence research sites, and 4 additional cities where the U.S. Attorneys and/or police have taken a leadership role in youth crime prevention.

4. How do you know this will lead to more prosecutions?

The ATF Juvenile Tracing Initiative which will be implemented in the YCGII has been proven successful in the past. This would provided trace information on any illegally possessed firearm recovered from a juvenile. It identifies firearm purchasers and FFLs who repeatedly have crime-related firearms traced back to them. The Traders Two case in Alabama and New York is a good example of its success. This will enable more local police departments to trace guns.

5. Does this actually focus just on kids and guns?

Of course the primary focus is the prevention of the distribution of firearms to young people. However, a good deal of focus will be on disrupting the illegal firearms market, especially the illegal youth firearms market and its adult suppliers.

6. How will U.S. Attorneys work with local U.S. Attorneys? Who will bring cases generated from this project?

The U.S. Attorneys offices receive information through firearm tracing programs such as Project LEAD and work in conjunction with state prosecutors and local law enforcement to stop gun distribution to juveniles. In cases of federal firearms

**QUESTIONS
AND ANSWERS CONCERNING THE YOUTH CRIME GUN INTERDICTION
INITIATIVE CONTINUED**

6. trafficking the U.S. Attorneys would be responsible for handling the prosecution. In non-federal cases derived from

Project LEAD, state and local officials would handle the prosecution. State and local prosecutors will assist in joint federal-state-local firearms distribution cases.



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(5) How will the YCGII be coordinated with other anti-violent crime law enforcement programs?

Where federally coordinated task forces relating to youth violence or illegal firearms trafficking exist, ATF expects the YCGII to become a part of the ongoing discussion. Funding for YCGII investigative operations is being provided by the Department of the Treasury.

The 17 initial sites were chosen because law enforcement officials in these locations have manifested a commitment to addressing youth violence, through participation in Department of Justice grant or research projects, or through the leadership role of certain U.S. Attorneys and police chiefs. This decision was a pragmatic one, in the hopes that the pilot could be launched most rapidly in these locations.

(6) Is there any indication that the illicit youth firearms market is different from the rest of the illicit firearms market?

Lack of sufficient information about how the illegal firearms market works has made it difficult to construct an effective strategy against illegal traffickers, and is the reason for including a study in the YCGII. However, *information we already have from past research concerning juvenile firearms preferences suggest that federal and state law enforcement working together can have a more effective impact on illegal firearms trafficking to young people than with cases involving the illegal trafficking of firearms to adult criminals, due in part because those juvenile firearms preferences lend themselves to easy identification of the illicit source.* Because of that expectation, resources are being focused on the illegal traffickers of firearms to young people and a specific effort will be made to work with local law enforcement to seek out crime guns from particularly violent locations.

Firearm tracing has demonstrated that the patterns of illicit acquisition of firearms are different for juveniles and adult criminals, at least in some cities. It is unlawful for anyone to sell, deliver or transfer a handgun to a juvenile. Since handguns are by far the preferred weapon of choice for criminal usage, juveniles must rely on black marketeers to supply their needs.

ATF's Juvenile Tracing Program, begun two years ago, as well as other research on the types of guns associated with the decade old rise in juvenile gun violence, demonstrate that *juveniles, in contrast to adult felons, are associated with semi-automatic pistols.* In Boston, where NIJ (Kennedy) has sponsored gun market research for the past two years, more than half of all guns recovered from juveniles by the police are semiautomatic pistols. *Semiautomatic pistols entered the civilian stockpile only in the mid-eighties, and are thus less easily available through theft.* Juveniles, and those supplying firearms to young people illegally, thus appear to be relying on diversions of newly purchased guns rather than on gun theft, or at least in greater proportion. Such guns are far more readily investigable by following up on trace analysis.



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An important difference between the juvenile and adult gun markets is the "time to crime" associated with illicit guns, that is, the time between a gun's first sale at retail and the time it is recovered from a crime by police. For semi-automatic pistols recovered from juveniles in Boston, 41% have a time to crime of less than two years. Certain makes of semiautomatic pistols popular with juveniles show from 50% to, for one brand, 90% with time to crime of under two years. Adults show very different patterns. In Boston, of the guns taken away from those age 30 or older, only 17% have a time to crime of less than two years. These guns are of more traditional styles, are older, and are less likely to have been purchased and more likely to have been stolen. Again, guns with quick time to crime are more readily investigable.

Also related, is that the geographic source of crime guns is different for adults and juveniles. Only 34% of all guns seized from juveniles in Massachusetts were first sold at retail in Massachusetts; fully 31% came from southern states (Georgia, Florida, Virginia, Alabama, North Carolina, Mississippi, South Carolina), giving a clear Federal prosecutorial interest. Of guns seized from adults age 30 or older, 51% were first sold in Massachusetts.

The chance of making an impact on illegal firearms trafficking to juveniles is therefore much better, because the newer a gun is, and the fewer hands it has passed through, the easier it is to investigate its diversion and its diverters -- to identify scofflaw FFLs, straw purchasers, trace its path to the street, and build prosecutions. A ten year old .38 caliber revolver may be an investigative dead end. A six-month old semi-automatic pistol is promising. To the extent that there are larger illegal gun running operations, they are more likely to be dealing in the new guns, more likely to be dealing to juveniles, and more likely to be found by analyzing and tracing local crime guns, especially guns supplied by certain geographic locations.



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Notwithstanding the current need for additional agents, ATF expects to be able to support operations under this initiative. In early 1996, ATF's field divisions received Project LEAD software, a linkanalysis system that aggregates crime-related firearms trace data. Project LEAD provides ATF's field enforcement efforts with information concerning those individuals who continually show up as a purchaser or transferor of firearms which are later recovered in crimes. This provides investigative leads to special agents, especially for crime-related firearms for which the time span from purchase to crime is short, without depending on resource intensive end to end tracing. With the NTC and Project LEAD, it is also not always necessary to have an illegal youthful firearm possessor's cooperation in determining the source or method of firearm acquisition. And, since present information suggests that youthful crime gun users, at least in some cities, favor new semi-automatic pistols, Project LEAD can be expected to have a disproportionate impact on illegal firearms trafficking cases involving youth crime guns.

An example of the use of the NTC and Project LEAD in cases of firearms trafficking to young people is a case out of the Washington Field Division in which a firearm, recovered from a juvenile pursuant to an investigation of assault with a deadly weapon in the District of Columbia, was traced to a straw purchaser and linked with a robbery/murder in Virginia; the purchaser admitted the straw purchase for a juvenile and has been charged under 18 U.S.C. section 922(a)(6).

(4) How is the YCGII distinguished from ATF's overall illegal firearms trafficking strategy and what number of U.S. Attorneys are already working with ATF and Project LEAD to perfect illegal firearms trafficking cases?

Project LEAD was piloted in 8 cities, and therefore some U.S. Attorneys and police chiefs are familiar with it. The YCGII is a component of ATF's overall illegal firearms trafficking strategy, which was launched in late 1995 with a reorganization of field offices to streamline the processing of referred cases in order to free up resources for redirection to trafficking cases. The YCGII has a specific youth focus in several ways, for instance, it: gives extra operational support funds to participating sites for developing cases aimed at traffickers to young people; provides over \$200,000 for Project LEAD software upgrades to serve the sites and include new information relating to youth crime guns; requires local police departments to trace all crime guns in return for analysis relating to youth crime gun trafficking patterns; supports a major study of illegal firearms trafficking patterns by NIJ, with special analysis of the illicit youth firearms market; funds an initial meeting among participants to exchange ideas; establishes a structure for ATF-local cooperation on intervention in local illicit youth firearms markets, not limited to the development of federal prosecutions. In a few cities, where U.S. Attorneys and/or state and local law enforcement have taken a leadership role in either firearms tracing or other youth gun violence strategies, the YCGII will provide additional information, analysis and resources, and establish a framework for sharing their experience with the other sites. In most of the sites, an intensified youth crime gun law enforcement focus will be new.



DEPARTMENT OF THE TREASURY
BUREAU OF ALCOHOL, TOBACCO AND FIREARMS



YOUTH CRIME GUN INTERDICTION INITIATIVE
QUESTIONS AND ANSWERS

(1) By intensifying ATF's investigative efforts, do you expect significant numbers of new prosecutions under the Youth Hand Gun Safety Act (sec. 922(x)(1)) or other related laws?

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; the use of intelligence and research in mapping illicit firearm market patterns; and improved state and local law enforcement efforts.

(2) Is the YCGII focused on illegal firearms trafficking to "juveniles" or to "youth?"

ATF and Treasury designed this program in response to the fact that youth gun homicides have nearly tripled since 1985, while non-gun violence, and the rate of violence for older age groups have not changed. While the gun homicide victimization rates are comparable in the 15-19 year old and 20-24 year old age groups, the increase in offending/arrest rates are much higher in the 15-19 year old age group than in the 20-24 year old age group. Between 1985 and 1992, the biggest increase in murder arrest rates (all the increase is in gun homicides) was for 18 year olds, about 2 1/2 times, and it is practically the same for the whole. For 21 year olds, it was about a 1 1/2 times. There has been little or no increase in older age groups since 1985. 86 J. Crim. Law and Criminology 10, 17, 21 (1995).

Our primary concern is the age group that is experiencing this upward spiral in gun homicides -- this upward spiral of youth on youth gun homicide is what we are trying to reduce or stop through intervention in illicit gun markets. However, the YCGII is not strictly limited to focusing on those illegally trafficking firearms to the federally defined "juvenile." Rather, participating ATF field offices will focus on illegal traffickers of firearms to youth, understood as including the federally defined under 18, with flexibility to focus on illegal traffickers of firearms to young people up to 21 years of age or older if circumstances warrant.

Implicit in this question is a concern over the difficulties in using juveniles as witnesses. This is addressed in the next question.

(3) Will the YCGII overwhelm ATF's investigative resources, especially in southern states which are frequently the sources of firearms illegally trafficked to northern states?

The YCGII will be supported by ATF's current level of resources, and the initiative -- including operations, intelligence and research, and assistance to state and local law enforcement -- will be given priority attention. If the pilot program can demonstrate that more investigative resources would be useful, this will be taken into account during the next budget cycle.



DEPARTMENT OF THE TREASURY
BUREAU OF ALCOHOL, TOBACCO AND FIREARMS



YOUTH CRIME GUN INTERDICTION INITIATIVE

PILOT CITIES

Sixteen 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. *Sites subject to modification.*

Local Police Department

ATF Support Office

- (1)Atlanta,GA**^
- (2)Baltimore,MD**^
- (3)Birmingham,AL*
- (4)Boston,MA**^
- (5)Bridgeport,CT*
- (6)Cleveland,OH**^
- (7)Inglewood,CA*
- (8)Jersey City,NJ***
- (9)Memphis, TN***
- (10)Milwaukee,WI*
- (11)New York City,NY***^
- (12)Richmond,VA*
- (13)St. Louis,MO**
- (14)Salinas,CA*
- (15)San Antonio,TX*
- (16)Seattle,WA*
- (17)Washington,DC***

- Atlanta Field Division
- Baltimore Field Division
- Birmingham Field Division
- Boston Field Division
- Boston Field Division/Hartford Field Office
- Cleveland Field Division
- Los Angeles Field Division
- New York Field Division/Newark Field Office
- Nashville Field Division/Memphis Field Office
- St. Paul Field Division/Milwaukee Field Office
- New York Field Division
- Washington Field Division/Richmond Field Office
- St. Louis Field Division
- San Francisco Field Division/San Jose Field Office
- Houston Field Division/San Antonio Field Office
- Seattle Field Division
- 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



DEPARTMENT OF THE TREASURY
BUREAU OF ALCOHOL, TOBACCO AND FIREARMS



YOUTH CRIME GUN INTERDICTION INITIATIVE
BACKGROUND

ATF's Strategic Plan: The Illegal Firearms Trafficking Strategy (Disarming the Criminal). In FY 1995, ATF proposed, Treasury supported, and OMB approved a restructuring of ATF field offices. The plan, called the Integrated Violence Impact Strategy (IVIS), establishes new Firearms Crime Coordination Groups (FCCGs) and Violent Crime Coordinators (VCCs) along with new Firearms Trafficking Task Forces (FTTFs). When the FCCGs are fully funded, they will be developed to include ATF personnel (VCCs) and representatives of the U.S. Attorney, state prosecutors, and local law enforcement. With the FCCGs and VCCs, ATF is able to streamline the process by which it handles some armed violent criminal and armed narcotics trafficker cases by ensuring that only those cases meritorious of federal attention are brought into the federal courts system. At the same time, crime-related firearms trace information gathered by the FCCGs and VCCs is fed into Project LEAD and utilized by increased numbers of ATF field personnel who have been redirected to investigate illegal firearms trafficking. This strategy brings ATF's full unique expertise, information, and statutory jurisdiction to bear on the illicit firearms markets. ATF's illegal firearms trafficking efforts consist of formal/full-fledged task forces in some locations, informal firearms trafficking groups in other locations, and in still other locations the efforts may consist of a few special agents dedicated to firearms trafficking. As with the FCCGs, ATF will seek participation by U.S. Attorneys, state and local prosecutors, and local police departments. *Firearms trafficking groups existing in any of the 17 sites will participate in the juvenile initiative.*

Project LEAD.

In late 1995, ATF introduced Project LEAD to its 24 field division offices. Project LEAD is a computer software program that enables law enforcement to manage crime gun trace information in the database of the National Tracing Center. (By statute, the out of business records of federal firearms licensees which are maintained at the NTC cannot be computerized.) Project LEAD software as an automated link analysis information system which organizes the trace data, providing ATF special agents and regulatory inspectors with information concerning potential illegal firearms trafficking patterns, illegal purchasers, problem firearms dealers, and geographic sources of crime gun supply. Project LEAD is enabling 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 comprising 14.4% of all ATF's firearms cases, to 21.5% in 1995. Further increases are projected. Piloted in 8 cities, including New York city, Project LEAD recently resulted in its first major case, the Traders Two case, in which the Birmingham U.S. Attorney indicted several individuals illegally trafficking firearms from an FFL in Birmingham, Alabama to New York. U.S. Attorneys have been receptive to ATF's cases, and several U.S. Attorneys are leaders in focusing on ATF's trace information, including Faith Hochberg (New Jersey), Eric Holder (D.C.), Don Stern (Boston), and Veronica Coleman (Memphis). *The Youth Crime Gun Interdiction Initiative will tailor Project LEAD software to produce information specifically about traffickers of firearms to youth and youth firearms crimes in the participating jurisdictions, and place computers to run this software in participating sites.*

guns will be traced.

4. What exactly are you announcing?

The REDUCE is an initiative designed to bring ATF, U.S. Attorneys, state and local police chiefs together in 17 cities for a pilot project to interdict the illegal supply of guns to young people by targeting traffickers responsible for supplying the guns. Through the creation of a federal and state/local partnership, REDUCE ensures that every crime gun used by a juvenile will be traced using the ATF's National Tracing Center. The goal is to disrupt the illegal gun market and make guns less available to kids by identifying, apprehending, prosecuting, and punishing illegal gun dealers and traffickers.

This in

QUESTIONS AND ANSWERS CONCERNING THE YOUTH CRIME GUN INTERDICTION INITIATIVE

1. 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 impact, 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 Policy Services (COPS) Youth Firearms Initiative cities. In these ten cities, "community policing" as it was implemented as part of President Clinton's 1994 Crime Act has 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.

2. How do you know this will lead to more prosecutions?

The ATF Juvenile Tracing Initiative which will be implemented in the REDUCE has been proven to work in the past. The National Tracing Center already receives over 80,000 trace requests a year. The information that is collected from the NTC and examined through Project LEAD, identifies firearms purchasers and FFLs who repeatedly have crime-related firearms traced back to them. Using this data, investigators have an important clue on where to look for illegal firearm dealers, and an important piece of evidence with which to convict illegal dealers.

Already, the NTC and Project LEAD has 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, REDUCE will expand the number of traces conducted. The result is better information about the juvenile gun market, and more prosecutions.

3. Does REDUCE focus only on illegal juvenile gun trafficking?

The primary focus of REDUCE is to prevent the distribution of firearms to young people.

However, NTC and Project LEAD, which are the major components of REDUCE, are designed to disrupt the entire illegal firearm market. The NTC will trace any crime gun, for any law enforcement agency, regardless of the offender's age. Currently, it is up to state/local law enforcement officials to submit a trace request. However, the federal and state/local partnership established by the REDUCE initiative, specifically ensures that all juvenile crime



DEPARTMENT OF THE TREASURY
WASHINGTON, D.C. 20220

May 21, 1996

MEMORANDUM FOR KITTY HIGGINS

FROM:

Sylvia Mathews *SM*

SUBJECT:

Youth Crime Gun Interdiction Initiative

REQUEST:

President Clinton's participation on June 18 or June 19 for the launch of ATF's Youth Crime Gun Interdiction Initiative (YCGII). The President would participate in an open press event with Treasury Secretary Rubin and Attorney General Reno, law enforcement officials from 17 cities, law enforcement organization leaders, prosecutors, and young people. The YCGII brings together ATF, the Treasury and Justice Departments, local police, and federal and local prosecutors in a new law enforcement strategy to reduce the illegal supply of guns to youth.

BACKGROUND:

The YCGII establishes ATF-local law enforcement partnerships in 17 sites. 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 and local police and prosecutors 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.

This is not a grant program. Rather, it creates a partnership, using federal information technology, analysis, and collaboration to support federal prosecutions and community policing in a concentrated, preventive, law enforcement strategy against youth firearms violence. The initial conference will introduce police chiefs to the information technology and system that will be used to provide the investigative leads to illegal gun traffickers. The YCGII also is supported by computers for ATF and training for the sites, as well as administrative and operational funding.

PARTICIPANTS:

President Clinton, Secretary Rubin, Attorney General Reno, Assistant Secretary (Enforcement) James E. Johnson, ATF Director Magaw, NIJ Director Travis, leaders of police organizations, contributing researchers, and from the 17 sites: ATF Special Agents in Charge, United States Attorneys, chiefs of police, state and local prosecutors, and young people affected by gun violence.

LOCATION: East Room of the White House

DATE: June 18 or June 19

TIME: Introductory remarks and introduction of the President (Early morning to early afternoon -- exact time to be determined.)

PRESS: Open press.

REMARKS: Briefing will be provided by Treasury.
Remarks to be provided by speech writer.

CONTACT: Sylvia Mathews 622-1906

_____ Schedule

_____ Decline

_____ Let's Discuss

cc Rahm Emanuel
Dennis Burke
Linda McLaughlin

Youth Crime Gun Interdiction Initiative

The ATF's Youth Crime Gun Interdiction Initiative (YCGII), is a pilot program aimed at intervening in the illicit gun market to reduce the illegal supply of firearms to young people.

1) Establishes ATF-state/local law enforcement partnerships in approximately 17 pilot cities to target the illicit youth firearms market.

The YCGII creates a federal-state law enforcement structure to attack illicit firearms markets. At least one crime analyst from each participating police department will join ATF illegal firearms trafficking efforts and participate in relevant federal-state-local task forces.

The federal government will supply equipment, provide training, provide information, provide law enforcement support, make federal firearms trafficking cases against traffickers to youth, conduct a study of local and national firearms markets, and work with state/local authorities to develop a joint strategy to attack the firearms market as it affects juveniles.

The local police department will ensure that all crime guns recovered are traced through ATF's National Tracing Center (NTC), refer non-federal cases derived from ATF's Project LEAD to state and local prosecutors, assist in joint federal/state/local cases, facilitate the study of the illicit gun markets, help develop a joint federal/state/local strategy.

2) Uses the ATF National Tracing Center (NTC) and Project LEAD, to provide the ATF/state/local partnerships with investigative leads to develop federal, state, and local cases against scofflaw firearms dealers and illicit firearms traffickers selling to young people.

The National Tracing Center will trace any crime gun voluntarily submitted by any federal, state, or local law enforcement agency to its NTC. ~~NTC responded to 89,726 trace requests in Fiscal Year 1995. The NTC trace identifies the federal firearms licensee that sold the crime weapon and the initial purchaser of that weapon. NTC returns this information within 11 days for routine traces and within a day for urgent traces.~~

ATF has developed Project LEAD, a computer based automatic link analysis information system that aggregates and analyzes trace data. Project LEAD identifies firearms purchasers and federal firearm licensee (FFL) who repeatedly have crime-related firearms traced back to them. ~~The information is contained in a Windows environment easily usable by law enforcement investigators.~~

The systematic use of trace information by ATF to attack illegal firearm traffickers supplying prohibited persons with weapons represents an entirely new, violence prevention law enforcement strategy for ATF and all of federal law enforcement. ~~Few of the nation's 17,000 police departments trace crime guns. For there to be successful nationwide disruption of the illicit firearms markets, all crime-related firearms must be traced.~~

3) Co-sponsors with the National Institute of Justice (NIJ) a study that will provide the AFT-local law enforcement partnerships with operationally relevant information about the illegal juvenile gun market not available through Project LEAD.

In order to target the entire illicit juvenile firearms market about which little is known, Treasury and NIJ will jointly sponsor a study to provide ATF and local police departments more information about the local patterns of illicit gun supply. The new information will be used to develop additional law enforcement strategies.

Researchers will;

- * Report on analysis of LEAD data
- * Collect additional available data
- * Conduct selected interviews
- * Design protocols for sample investigative traces
- * Report on city specific and cross-site analysis of all data
- * Report regularly to ATF

4) Includes as its pilot sites 10 COPS Youth Firearms Initiative cities, 3 NIJ youth violence research sites, and 4 additional cities where the U.S. Attorneys and/or police chiefs have taken a leadership role in youth violence or crime gun interdiction.

COPS Office Youth Firearms Initiative grant sites:

Local Police Department	ATF Support Office
1. Baltimore, MD	Baltimore Field Division
2. Birmingham, AL	Birmingham Field Division
3. Bridgeport, CT	Boston Field Division
4. Cleveland, OH	Cleveland Field Division
5. Inglewood, CA	Los Angeles Field Division
6. Milwaukee, WI	St. Paul Field Division / Milwaukee Office
7. Richmond, VA	Washington Field Division/Richmond Office
8. Salinas, CA	San Fran Field Division / San Jose Office
9. San Antonio, TX	Houston Field Division / San Antonio Office
10. Seattle, WA	Seattle Field Division

NIJ Juvenile Firearms research sites:

1. Atlanta, GA	Atlanta Field Division
2. Boston, MA	Boston Field Division
3. St. Louis, MO	St. Louis Field Division

Additional Cities

- | | |
|----------------------|---|
| 1. Jersey City, NJ | New York Field Division / Newark Office |
| 2. Memphis, TN | Nashville Field Division / Memphis Office |
| 3. New York City, NY | New York Field Division |
| 4. Washington, DC | Washington Field Division |

5) By creating a partnership between federal and local law enforcement, provides a structure for continued development by law enforcement of federally backed local strategies to attack the illicit gun market as it affects young people.