

# Withdrawal/Redaction Sheet

## Clinton Library

| DOCUMENT NO.<br>AND TYPE | SUBJECT/TITLE                                     | DATE       | RESTRICTION |
|--------------------------|---------------------------------------------------|------------|-------------|
| 001. report              | re: Law Enforcement's Decryption Needs (11 pages) | 00/00/0000 | b(7)(E)     |

### COLLECTION:

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### FOLDER TITLE:

International Association of Chiefs of Police 103rd Annual Conference 1996

2016-0931-S

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### 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]

JOSE CERDA

Box 4:

International Association of Chiefs of Police  
103<sup>rd</sup> Annual Conference Oct. 28, 1996  
Superior Detection of Drug Abuse  
Native Americans  
Drugs & Crime Data  
Gov. Affairs Material Update  
Drug Discussion Generally  
Youth & Firearms  
Maryland Gun Violence Act of 96'  
Firearms  
Crime Reading  
Congress H. Center  
Fellows  
Faxes & Memorandums  
1997 Drug Control Strategy  
Miscellaneous Cont.  
Youth/ Gang violence  
Suicide  
Welfare Points  
Youth/ Gang violence cont.  
Public Health Reports  
U.S. Sentencing commission Drugs & Violence in America

ENCLOSURES FILED OVERSIZE ATTACHMENTS

16956

NARA 14147

**INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE  
103rd ANNUAL CONFERENCE**

**Phoenix, Arizona  
October 28, 1996**

Prepared by: Robert Hussey and Nicholas Gess

**I. PURPOSE**

On Monday, October 28, 1996, you will deliver the keynote address to the International Association of Chiefs of Police's Annual Conference in Phoenix, Arizona.

**II. BACKGROUND**

**A. Process**

This briefing and your remarks were prepared along with the cooperative efforts of your office, the Office of the Deputy Attorney General, the Federal Bureau of Investigation, the Criminal Division, the Office of Justice Programs and the Immigration and Naturalization Service. Information contained in this briefing was drawn from information supplied by these components and from information contained in our files which was itself drawn from these components in the past.

Your remarks have been reviewed by your office (Erik Reid), the Office of the Deputy Attorney General (Michael Vatis), the Federal Bureau of Investigation (sent to Chief of Staff Bob Bucknam, delegated to Robert Walsh), the Criminal Division (Bob Litt, Mary Lee Warren, Jim Reynolds, Scott Charney, John DePue, Julie Samuels, Steve Shandy,) and the Office of Justice Programs (Shay Bilchik, Harri Kramer). The youth violence remarks are drawn in some measure from remarks prepared by Erik Reid which you gave at Temple University in Philadelphia, Pennsylvania on September 5, 1996. Terrorism materials are drawn primarily from remarks prepared by John DePue and John Bentivoglio and given by the Deputy Attorney General to the Foreign Affairs Council in Washington, DC on October 11, 1996, and computer crimes and encryption materials were provided directly by the Computer Crime and Intellectual Property Section of the Criminal Division with review by the Office of the Deputy Attorney General.

**B. Previous appearances before the IACP**

The IACP represents approximately 14,000 police chiefs across the country. With this appearance, you will have addressed the IACP conference in every year of your tenure as Attorney General.

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|-----------------------------------------------------------------------|-------------|
| 1. Addressed the 1993 Annual Convention in St. Louis, Mo.             | October 93  |
| 2. Addressed the 1994 Annual Convention in Albuquerque, N.M.          | October 94  |
| 3. Addressed the 1995 Board of Officers Meeting in Alexandria, Va.    | January 95  |
| 4. Addressed the 1995 State and Provincial Meeting in Alexandria, Va. | February 95 |
| 5. 1995 Special Olympics Law Enforcement Torch Run at Ellis Island    | June 95     |
| 6. Addressed the 1995 Annual Convention in Miami, FL                  | October 96  |
| 7. IACP Youth Violence Summit, Alexandria, VA                         | April 96    |

In addition, in November 1995 and March 1996, you met with IACP President David Walchak in your conference room. At the first meeting, you discussed general issues. At the second meeting, you and the Deputy Attorney General discussed encryption.<sup>1</sup> Finally, you have seen IACP members frequently at a wide variety of law enforcement-related events. Your most recent contact with IACP was at the signing of the FAA Reauthorization Act of 1996 at the White House on October 11, 1996.

**C. IACP Grant Snapshot**

For ease of reference, we have included COPS grants to localities represented on the dais when you speak immediately following the name of the dais official. IACP has been the beneficiary of over \$4.5 million in DoJ grants over the past 5 years. Some of the grants of particular interest are:

i. Office of Justice Programs

TRIAD - \$400,000 (95-96), co-sponsored with NSA and AARP to identify needs and concerns of the elderly and helps to institute new crime prevention programming for their protection.

TRAINING LOCAL LAW ENFORCEMENT IN ANTI-DRUG ACTIVITIES INVOLVING ILLEGAL ALIENS - \$399,000 (95-96), Coordinated training with INS. Four seminars and 1 regional training session (on the SW Border) will be provided.

NATIONAL POLICE USE OF FORCE DATABASE PROJECT - \$199,000 (95), Identify six states to serve as pilot sites for the collection of data on the police use of force.

IACP NATIONAL LAW ENFORCEMENT POLICY CENTER - \$199,000 (95)  
-Improved law enforcement policies.

COMBATTING WORKPLACE VIOLENCE - \$25,000 (95) - Print and mail 20,000 copies of "Combating Workplace Violence"

ii. Community Oriented Policing Services Office

With the latest rounds of COPS MORE grants awarded two weeks ago, the COPS office has now funded more than \$2.66 billion for a total of 48,934 new or redeployed police officers. Over 22,000 of those officers have already been hired. Specific COPS grant awards to IACP include the following:

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<sup>1</sup> At that meeting, Walchak advised you of IACP's strong support for the "law enforcement position" on encryption. That position has been somewhat repudiated -- to IACP's grave concern, by the Administration and we understand that a resolution dealing with the matter will be considered at the conference. A text of the resolution, which calls for a balanced encryption policy that recognizes the needs of both industry and law enforcement, is attached at Tab F.

COMMUNITY POLICING CONSORTIUM - \$4.6 million (94-96), This is both OJP and COPS money and is administered by PERF, this is a joint program to provide large-scale community policing training and technical assistance as well as a clearinghouse for information about community policing. Other members include the NSA and Police Foundation.

FAMILY VIOLENCE SUMMIT - \$200,000 (96), Administered with the Violence Against Women Office, these funds will support IACP in convening a Family Violence Summit, and PERF in designing a leadership training program for domestic violence COPS/VAWA grantees.

iii. Other Grant Issues

The Office of Justice Programs is expected to announce two sets of law enforcement-related grants in the near term:

- **Law Enforcement Family Support** - The National Institute of Justice (NIJ) will award \$780,000 under this program, a Crime Act program which provides awards to test innovative practices and provide training to reduce the stress police officers and their families face (TAB I). The awards are as follows:
  - Arkansas State Police \$ 58,970
  - Iowa State University 169,618
  - FOP, Baton Rouge, LA 180,000
  - Miami Police Department 47,250
  - NAPO 145,627
  - NY Div. of Crim. Justice 25,030
  - NYC Police Benev. Assn. 130,000

Although these are in large measure rank and file, rather than management grants. Nonetheless, management should be pleased that rank and file are receiving these grants.

- **NCHIP** - The Bureau of Justice Statistics (BJS) is poised to release its 1996 criminal history (NCHIP) awards. These funds are used to improve state criminal history records. It is these funds which will be used to improve our ability to switch to a so-called "Insta Check" system at some time in the future. Indeed, NCHIP, a Crime Act program, has already brought the percentage of criminal history records available from 18% to 33%. This is still far short of the coverage needed for effective nationwide use. A copy of the state-by-state awards is attached at **TAB J**.

#### **D. Legislative Issues**

IACP has taken a less active role on most legislative issues this year and has consumed itself with one, police certification, which had no chance of any success. Issues of concern to the IACP are:

i. **Encryption**-- IACP strongly supported the original DoJ view on encryption, namely that export of strong encryption (56-bit and above) be prohibited until an appropriate and effective key escrow (now key management) system is developed. You and the Deputy Attorney General met with IACP President Walchak and Executive Director Rosenblatt to discuss this. IACP offered its unqualified support. Thereafter, when the possibility arose that DoJ might not prevail on this issue within the administration, the Deputy Attorney General met with IACP representatives and asked for their advice. They urged her not to compromise and to support the FBI's views fully. The Departmental decision to forge ahead was based, in part, on IACP's urging. Thereafter, our view was overruled by the Vice President. The Administration position is that we will administratively authorize the export of 56-bit software for a period of 2 years during which time industry is to develop an appropriate key escrow system. Our suggested compromise was that the Administration and industry jointly urge a legislative solution whereby 56-bit export would be authorized but that such authorization would expire after 2 years if industry had not developed the key escrow system.

Staff of the Vice President and the Director of Central Intelligence have met with IACP to explain the Administration's position. Although this has calmed turbulent waters somewhat, it is our assessment that there remains extreme dissatisfaction by IACP with the ultimate decision. IACP leadership are grateful to you and the Deputy Attorney General for your aggressive stance on this issue, but view the Vice President as having taken an "anti-law enforcement position."

This is in large measure water under the bridge. There remains, however, a significant risk that despite Administration administrative action, Congress may nonetheless pursue a statutory authorization for the export of 56-bit technology. Such action would remove any industry incentive to develop a key escrow system. For this reason, the Deputy Attorney General has specifically asked that your speech emphasize the need to support our current policy, but to oppose Congressional efforts to authorize such export. Your remarks reflect her request.

Although you are not scheduled for any question and answer period, we are nonetheless providing some backup material for you on this issue. Attached at Tab H are: 1) Letter from the Deputy Attorney General and Director of the Federal Bureau of Investigation to the Speaker of the House of Representatives, dated July 12, 1996; 2) Fact Sheet on Data Encryption; 3) Law Enforcement's Decryption Needs; 4) Case Examples.

ii. **Electromagnetic Spectrum** At that same June meeting, Walchak and Rosenblatt indicated that IACP supported legislation that would preserve appropriate parts of the electromagnetic spectrum for law enforcement use.<sup>2</sup> This remains a significant and growing problem for several reasons. First, sale of the spectrum is attractive for a wide variety of good government reasons and because such sales can become offsets in "Pay As You Go" disputes with the Congressional Budget Office. Second, although the laws of physics limit the size of the spectrum, advances in technology mean that we will be able to make more efficient use of what limited spectrum there is in the future.

Unfortunately, law enforcement is the loser on all accounts. At the very time when we are working to provide better communications between Federal, state, county and local law enforcement, we are finding that there will be less and less spectrum available to do this. It bears mention that despite the extraordinary levels of collaboration and cooperation in the OKBOMB investigation, Federal agents working in Oklahoma City often could not utilize radios to communicate with individuals from their own agencies, let alone those from other Federal agents, and specifically from state/local agencies. Law enforcement cannot compete with private industry in an open auction. Finally, although new technology may be very helpful, it bears mention that the FBI estimates that the cost of upgrading its own equipment will exceed \$1 billion. This cost does not support the DEA or any other agency of any type. The upgrade cost to law enforcement is staggering, likely to exceed by far, all other support we give at this time. However, it is estimated that the new technology will double the efficiency of use of the spectrum. In other words, we will be able to double access to the spectrum, although at a staggering cost.

Solutions will likely become the subject of acrimony within the Administration once again. We are a lone voice on this subject and other agencies with shrinking appropriations are dependent on offsets from spectrum sales to salvage programs which they view as dear. Massed against these Cabinet agencies are public safety agencies including fire and emergency medical services.

iii. **Juvenile Criminal Penalties** IACP supports legislative proposals which would treat serious juvenile drug offenses as armed career criminal act predicates, the prosecution of juveniles who commit serious violent crimes as adults, amending juvenile justice laws to make the criminal records available of juveniles who commit serious violent crimes, and mandatory prison sentences for persons who use minors in drug trafficking or who sell drugs to minors. We have forwarded legislation to Congress which effects most of these goals. Its essential provision was one which conferred transfer authority on the Federal prosecutor, rather than the court, for older and more serious offenders. Although there were

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<sup>2</sup> The Los Angeles County Chiefs of Police also recently met with the Deputy Attorney General on this same topic. They are particularly concerned because southern California is expected to run out of usable spectrum first. In addition, because there are lucrative telecommunications markets in their area, they have more than most to fear from being forced into financial competition.

several hearings on the topic, the bill did not move out of Subcommittee (House Crime) during the 104th Congress. While IACP was supportive on these issues, it did not take any extraordinary steps to assist us. This is primarily because there are grave concerns that we are attempting to federalize areas of the law heretofore reserved to the states. On any occasion when we are discussing this issue, we are careful to point out that our juvenile proposals do not expand the Federal government's substantive authority one whit. Rather, our proposals affect procedure only.

OJJDP is expected to release a its new program summary, "Taking Steps to Reduce Youth Gun Violence" at the IACP conference. A copy is attached at **TAB K**. The program summary does not include COPS gun violence grants or the Youth Handgun Tracing Initiative.

**iv. Criminal Procedure Issues--Habeas Corpus and Exclusionary Rule** IACP has been a supporter of habeas corpus reform, and has been generally aligned with those advocating severe limits. In addition, IACP supports legislation which would codify the Leon good faith exception to warranted searches, as well as extend the rationale to warrantless situations to all law enforcement officers with no exceptions. For this reason, IACP was pleased with the habeas provisions contained in the Anti-Terrorism and Effective Death Penalty Act of 1996 signed by the President on April 18, 1996. We note that IACP's essential frustration has not been with the workings of the court process, but rather with the time which proceedings consume. Because the police have little to do with proceedings beyond the trial stage, they simply do not understand either the appellate or collateral review process. The Leon exception was contained in the Administration's anti-terrorism package, but it did not pass.

**vi. Age Discrimination in Employment Act (ADEA)** Along with almost every police organization, both labor and management, the IACP favors a permanent exemption for law enforcement to the Age Discrimination in Employment Act. The President has indicated that he would sign the measure. No action occurred in this session. This is a perennial matter on the Congressional calendar and will arise again next session.

**vii. Americans with Disabilities Act (ADA)** Police organizations have also been concerned with the impact on law enforcement hiring, with respect to the Americans with Disabilities Act. All of the law enforcement organizations, including the IACP, have been briefed on what the law does and does not require. We have worked with the police groups and the Civil Rights Division and there is much common ground. There are two essential problems: 1) delivery of police services to the handicapped; and 2) restrictions on the handling of law enforcement employees with possible disabilities. As to the former, IACP has been a leader. By way of example, something as simple as equipping a police dispatch center with a TDD device has meant that the hearing-impaired have access to emergency police services without the intervention of a third party. On the other hand, IACP (and other law enforcement groups) remain frustrated with

the impact of ADA on law enforcement personnel practices. They view the Department's response as less than cohesive. By way of example, most chiefs are particularly concerned about allowing officers with drug and/or alcohol problems to patrol, given the extraordinary authority we vest in law enforcement, viz., power to arrest and/or carry a firearm. Traditionally, such officers were relegated to "desk" duty. On the other hand, a major effort of our COPS program has been to redeploy officers so that when a function can readily be filled with a civilian, presumably far lower cost, the officer is freed to patrol. Accordingly, the number of "desk" slots has decreased and will continue to decrease. IACP has not raised this issue to us in the past six months and we infer from that the issue is no longer a burning one.

**viii. Police Officers Bill of Rights**--There is perhaps no stronger opponent of the Police Officers Bill of Rights (POBR) than the IACP. The IACP's opposition is grounded by the principle of states rights, as well a desire to avoid what they view as unnecessary civil service requirements. IACP has characterized POBR as a pro-misconduct initiative.

The President privately committed to supporting a POBR in a meeting with the leadership of the Fraternal Order of Police (FOP). For all the opposition stated by IACP, this is the most significant issue to rank and file groups such as FOP and NAPO. Although it was originally reported that the President had agreed to support a specific version of POBR, we have determined that he did not. Rather, the President agreed to work with FOP and others to pass an appropriate POBR in the next term. He did not agree to specific language or any specific form. We are advised, however, that the President personally supports a POBR and found that Arkansas, which had a state POBR, did not suffer from having one.

Passing policy concerns for the moment, according to OLC (informal discussion) a broad-based POBR which requires states to provide specified due process rights would likely be Lopez-violative.<sup>3</sup> However, a scheme whereby certain grant funds were denied to non-compliant jurisdictions might pass muster.

None of this will please IACP. However, it is also evident that there may be middle grounds and that there needs to be a process of discussion between the factions. The Department of Justice is unlikely to be an effective facilitator. We may wish to consider suggesting a neutral mediator.

**ix. Decertified Police Officers** The IACP supports the establishment of a national clearinghouse of decertified police officers where prior service records can be accessed and reviewed by potential police department employers. This is strongly opposed by rank and file groups. As appealing as this may be superficially, the devil is in the details.

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<sup>3</sup> NAPO has urged us to consider the possibility that because the POBR would regulate 14th Amendment due process rights that no Lopez violation would occur from direct regulation.

Ultimately, the issue comes down to one of accuracy and due process. A data base which tracks only those who have been decertified through a due process system where there has been a hearing and a determination by a neutral official - as in Florida -- is probably acceptable in the long run. Anything short of that runs a serious risk that unscrupulous management officials could use the data base to blackball officers who have opposed them.

Such a system would also be extremely expensive. Preliminary estimates from OJP were at least \$3.5 million for a DoJ-sponsored data base. Finally, the version of certification supported by IACP would exempt the chiefs themselves. This is very much a sore point for the labor groups who -- presumably rightly -- question why they should be subject to computer tracking when management officials are not.

Although both management and rank and file deny that there is linkage between certification and POBR, the two are likely to be linked. An ultimate legislative solution is likely to incorporate elements of both a POBR and a certification system.

Certification was introduced by Senator Bob Graham (D-FL) and Representative Harry Johnston (D-FL) in the 104th Congress. There were no cosponsors nor was there interest from either party or either body for a hearing in any committee. This same bill has been offered in each of the last 3 Congresses. We doubt that there will be further action soon.

**x. Asset Forfeiture** IACP has been an active participant on the Department's Asset Forfeiture Working Group, and a strong supporter of the Department's proposed legislation. However, IACP actually did little to effect passage of the legislation and appears less than excited about the prospect of major advances come January. Unlike the elected sheriffs, IACP opposes the discretionary 15% pass-through, citing unwarranted political pressure on local chiefs which effectively makes passing money to community organizations mandatory.<sup>4</sup> Other asset forfeiture issues likely to arise during the coming months include the desire of Federal agencies such as Agriculture and the National Guard to share in proceeds. Passing all other considerations, IACP opposition is quite simply based on arithmetic which inexorably supports the conclusion that the more money diverted to non state/local officials, the less money they get.

JMD will shortly issue a report reflecting a drop of \$100 million (approximately 25%) in the asset forfeiture fund in 1996. This means that asset forfeiture cases are again down, this time significantly, and that there will be far less equitable sharing in the coming year as a result.

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<sup>4</sup> Sheriffs tend to support this proposal because, as elected officials, they value the ability to support worthy local programs.

**E. IACP Resolutions--** IACP members will consider a number of resolutions (TAB D) during the conference, including the following of interest to the Department:

- Encryption;
- Opposition to Federal Pre-emption of Individual States Carrying of Concealed Weapons (CWW) Laws for Private Citizens;
- Opposition to Federal Pre-emption of Individual States Carrying of Concealed Weapons (CWW) Laws as They Apply to Active, Former, and/or Federal, State and Local Law Enforcement Personnel;<sup>5</sup>
- Support for Appropriation of Funds to Implement Legislation to Preserve Lawful Telecommunications Interception;<sup>6</sup>
- A Balanced Approach to the Drug Problem (Between enforcement, prevention, education and treatment);
- National Crime Prevention Strategy

In addition, there will likely be a resolution supporting the concept of making the Marshal's Service more professional and requiring a law enforcement background for persons nominated to be the Director. The Department supported the Marshals Professionalization Bill which would make the 93 U.S. Marshals career appointments of the Attorney General rather than political appointees of the President. The bill passed the House easily, but was never brought up for a vote in the Senate. Put simply, the bill stands no chance in the Senate. We should be careful about statutory limitations on the Director of the Marshals Service. While the serving Director, Eduardo Gonzalez, is certainly an experienced law enforcement officer, his immediate predecessor, Henry Hudson, was a prosecutor, not a law enforcement officer. We should be cautious of having our hands tied should we wish to make a similar choice in the future.

While we do not have text, a resolution opposing the 311/non-emergency police communications system may be presented at IACP's Communications Committee meeting. The proposed resolution would be offered by a representative from the National Emergency Number Association (911 center directors/membership is only 20% of all 911 center directors in the country). Our intelligence indicates that the resolution will fail, leaving IACP to take a "wait and see" position at this time.

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<sup>5</sup> Some labor groups support the right of retired law enforcement officers to carry concealed firearms in perpetuity. A bill to this effect was introduced in the 104th Congress but did not get out of committee (House Crime Subcommittee). When we have been asked about this issue, we have repeatedly asked labor groups to explain who would certify/train retired officers and who would be liable for their conduct.

<sup>6</sup> This is essentially CALEA. CALEA funding was provided under DOJ's 1997 Appropriation. Specific concerns which remain relate to cellular telephones. The cellular industry has balked at the FBI's implementation plan for CALEA because it would require industry to provide information relating to location from the cellular data stream. Industry raises both cost and privacy concerns. Put simply, with a stationery phone, it is possible to determine location from caller ID and other services. Cellular callers cannot be located. This is of concern to local police, not only from the major investigations perspective, but from the local public safety perspective. Specifically, those who call "911" from a cellular cannot have their location readily traced, this posing response problems for emergency services.

At this time, our response ought to be that it is clear that "911" is overloaded and that we need to look at solutions. That is the entire purpose of pilot programs. The "911" people, of course, have a vested interest and find it hard to think out of the box. If the Baltimore program works, then we should look at why it works and consider its expansion. If it fails, then we will have learned a lesson. We should use issues such as this to make the point that when there is a problem, we have to search for solutions and try those which have some promise, rather than being nay-sayers and simply passing anything which has promise.

A listing and selected copies of the proposed resolutions is at Tab D. Please note that other pertinent resolutions may be added to the agenda between now and the conference.

#### **F. COPS and the IACP**

**COPS and the IACP** IACP has been the law enforcement group that has played both sides against the middle regarding the COPS program. They did not support Administration efforts to save the COPS program. Although they initially intimated that they would support an alternative block grant program, they ultimately did not support either COPS or the block grant. We attribute this both to an overwhelming support for COPS by individual Chiefs of Police and to Chief Walchak's term as President.

You met with Walchak and Rosenblatt in November 1995. At that time, Walchak raised the lack of "flexibility" of the COPS program somewhat half-heartedly. When you pointed out that his agency had received community police officers, a civilian and laptop computers, he was unable to point to any items he needed which he could not obtain with COPS funds. They testified in support of block grants and have also stressed that many departments want the flexibility to purchase technology and equipment rather than hire new officers.

Subsequently, at a June 1996, meeting with you (encryption policy), Walchak noted that he had "egg on his face." He said that it had been a mistake for IACP to oppose the COPS program.

#### **G. Phoenix Crime Snapshot**

Crime data for Phoenix, Arizona is attached at **Tab G**. We obtained the crime data for Phoenix just before the FBI publicly released its data. Accordingly, you should disregard the warning on the crime data sheet asking that you not use the data publicly. The murder rate in Phoenix is particularly erratic. We note that it has increased by 31.7% (1986), 20.1% (1989) and 41.2% (1994), but that it has dropped in other years. Although the sharpest increase was in 19983 (from 158 to 231), it has declined by 8.2% (from 231 to 214) in the past year. Nonetheless, the 214 figure still far exceeds the number of murders in Phoenix in any year in the past.

### III. PARTICIPANTS

**A. IACP participants**--Dan Rosenblatt is the Executive Director of the IACP. IACP has a rotating presidency, and this annual conference installs Chief Darrell Sanders of Frankfort, Illinois as President. Chief Sanders recently suffered a mild heart attack in September. He has fully recovered and is doing fine. His biography is attached at Tab E. Chief Dave Walchak of Concord, New Hampshire ends his term as President at the conclusion of this conference.

A partial listing of the current executive committee and the officers of IACP follows:

|                                                                         |                             |                                             |
|-------------------------------------------------------------------------|-----------------------------|---------------------------------------------|
| <b>Chief David Walchak</b>                                              | <b>Concord, N.H.</b>        | <b>IACP President</b>                       |
| <i>*Received 2 officers under COPS FAST</i>                             |                             |                                             |
| <i>*Received <u>equivalent</u> of 2 officers under COPS MORE</i>        |                             |                                             |
| <i>*Problem Solving Partnership Program Application Pending</i>         |                             |                                             |
| <b>Chief Darrell I. Sanders</b>                                         | <b>Frankfort, Il.</b>       | <b>IACP 1st VP</b>                          |
| <i>*Received 1 officer under COPS FAST</i>                              |                             |                                             |
| <i>*Received 3 officers under COPS/UHP (Universal Hiring)</i>           |                             |                                             |
| <b>Chief Bobby Moody</b>                                                | <b>Marietta, Ga.</b>        | <b>IACP 2nd VP</b>                          |
| <i>*Received 6 officers under COPS/PHASE I</i>                          |                             |                                             |
| <i>*COPS/UHP Application Pending</i>                                    |                             |                                             |
| <b>Chief Ronald S. Neubauer</b>                                         | <b>St. Peters, Mo.</b>      | <b>IACP 3rd VP</b>                          |
| <i>*Received 2 officers under COPS FAST</i>                             |                             |                                             |
| <i>*Received 4 officers under COPS/UHP</i>                              |                             |                                             |
| <b>Director Michael D. Robinson</b>                                     | <b>Michigan St. Police</b>  | <b>IACP 4th VP</b>                          |
| <i>*Received <u>equivalent</u> of 15 officers under COPS MORE</i>       |                             |                                             |
| <b>Chief Bruce D. Glasscock</b>                                         | <b>Plano, Texas</b>         | <b>IACP 5th VP</b>                          |
| <i>*Received 6 officers under COPS/UHP</i>                              |                             |                                             |
| <b>Chief William B. Berger</b>                                          | <b>N. Miami Beach, FL</b>   | <b>IACP 6th VP</b>                          |
| <i>*Received 5 officers under COPS/PHASE I</i>                          |                             |                                             |
| <i>*Problem Solving Partnership Program Application Pending</i>         |                             |                                             |
| <b>Chief John Whetsel</b>                                               | <b>Choctaw, Ok.</b>         | <b>Immediate Past President</b>             |
| <i>*Received 6 officers under COPS/PHASE I</i>                          |                             |                                             |
| <i>*Withdrew from PHS grant of 6 officers citing match difficulties</i> |                             |                                             |
| <b>Chief Joseph Estey</b>                                               | <b>Hartford, CT</b>         | <b>Chair, SACOP</b>                         |
| <i>*Received 13 officers under PHS</i>                                  |                             |                                             |
| <i>*Received <u>equivalent</u> of 10 officers under COPS MORE</i>       |                             |                                             |
| <i>*Received 12 officers under COPS AHEAD</i>                           |                             |                                             |
| <b>Superintendent Lloyd Jennings</b>                                    | <b>Indiana State Police</b> | <b>Chair, State &amp; Provincial Police</b> |
| <i>*Received 29 officers under COPS AHEAD</i>                           |                             |                                             |
| <i>*Received <u>equivalent</u> of 37 officers under COPS MORE</i>       |                             |                                             |

Several of the Chiefs listed above will be seated on the dais when you deliver your address. Also present will be representatives from Federal Law Enforcement, including ATF Director John Magaw, DEA Administrator Tom Constantine, FBI Deputy Director Weldon Kennedy, and Secret Service Director Eljay Bowron. A complete list of those who will be present on the dais during your speech is located at Tab F.

#### **B. Other Department of Justice Participants at the IACP Conference**

Associate Attorney General John Schmidt and Assistant Attorney General for Civil Rights Deval Patrick are speaking to the Board of Officers on Friday, October 25, regarding the Police Misconduct Initiative. Other Department of Justice officials who will be present are Assistant Attorney General for Justice Programs Laurie Robinson, Office of Juvenile Justice Delinquency and Prevention Director Sheldon Bilchik and COPS Director Joseph E. Brann. Each of the latter three individuals will be accompanied by senior and administrative staff. Investigative agency heads include DEA Administrator Thomas Constantine, FBI Deputy Director Weldon Kennedy and USMS Director Eduardo Gonzalez. A number of senior and mid-level staff will accompany each of these individuals.

#### **IV. SEQUENCE OF EVENTS**

- Presentation of Colors and National Anthem
- Invocation
- Reaffirmation of Code of Ethics
- Election Commission Report
- Addresses by Chief Donald Pierce and Chief Joseph Samuels
- Presentation of Webber Seavey Award
- **[You arrive off-stage]**
- Attorney General enters
- Address by Chief David Walchak
- Introduction of the Attorney General by Chief Walchak
- Remarks of the Attorney General (30 minutes)
- Depart

#### **V. PRESS**

National and local media coverage is expected. You are not scheduled for any media availability.

#### **VI. REMARKS**

- A Standard Font
- B Large Font

## **VII. ATTACHMENTS**

- Remarks (Tab A)
- Remarks in Large Font (Tab B)
- IACP Conference "Program At-A-Glance" (Tab C)
- IACP Proposed Resolutions (Tab D)
- Biography of Chief Darrell Sanders (Tab E)
- List of Participants Seated on the Dais (Tab F)
- Crime Statistics for Phoenix, Arizona (Tab G)
- Encryption Materials (Tab H)
  - Views letter from DAG Gorelick and Director Freeh to Speaker Gingrich
  - Fact sheet on encryption
  - Fact sheet on law enforcement's decryption needs
  - Examples of decryption needs for law enforcement
- NIJ release on Police Stress Management Program (TAB I)
- NCHIP state-by-state chart (TAB J)
- OJJDP, "Taking Steps to Reduce Youth Gun Violence" (advance copy) (TAB K)

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**A**

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**TAB A**

10/22/96 12:49pm

**ATTORNEY GENERAL'S ADDRESS TO  
INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE**

**Phoenix, Arizona  
October 28, 1996**

Point of Contact: Nicholas M. Gess

Process: *These remarks were compiled from a wide variety of sources and have been widely circulated for comment. Your remarks on youth violence are drawn in large measure from the remarks which you gave at Temple University in Philadelphia, PA on September 5, 1996. Those remarks were written by Kent Markus and Erik Reid with the collaboration of the FBI and OJJDP. Your remarks on terrorism are drawn in large measure from remarks given by the Deputy Attorney General to the Council on Foreign Relations in Washington, DC on October 11, 1996. Those remarks were prepared by John DePue and John Bentivoglio from the Criminal Division with substantial input from the FBI. Your remarks on computer crime and related encryption materials, were drafted by Scott Charney and Phil Reitinger from the Criminal Division and*

*The draft product has been reviewed by: the FBI (Bob Bucknam assigned to Rob Walsh); Office of the Deputy Attorney General (Michael Vatis); Criminal Division (Bob Litt, Jim Reynolds, Scott Charney), OJP (Harri Kramer, Shay Bilchik)]*

**I. INTRODUCTION**

Thank you, Chief Walchak for the kind introduction. Chief Walchak, Chief Daryl Sanders, Executive Director Dan Rosenblatt, members of the Board of the IACP, my colleagues in law enforcement, it is such a pleasure to be here in Phoenix but back here with you -- my friends, my advisors, my partners -- at the IACP.

I know local law enforcement and I have worked with you for the bulk of my professional career and we have developed what I hope is a mutual respect and the desire to make our decisions on good facts and with full consultation.

When I first came to Washington, I would routinely ask those who brought me matters for decision whether they had consulted with state and local law enforcement.

I can't tell you how many times I've had to say, "but what does IACP think of this." But, I've left my mark if nothing else in this way. Now, when people bring me decision items, they routinely cut me off at the pass. They say, "and yes Miss Reno, I've called Dan Rosenblatt or I've called Chief Walchak and here are the concerns of local law enforcement".

To Dave Walchak, we hadn't worked together until this past year. Let me say to you that it has been a pleasure. I respect your advice, I admire your tenacity and I want you to know that you leave the Presidency of IACP with my most sincere admiration. You are one of the giants of law enforcement. New Hampshire and Concord are lucky to have you for a career. IACP and America have been lucky to have you for a year.

Chief Sanders, we are all lucky to have you coming in as President. I know that with you at the helm, we'll have the same outstanding relationship we've had over the balance of my tenure.

We are on the cusp of a new century, indeed a new millennium. We face challenges which our grandparents, our parents and indeed we just a few short years ago could never have imagined. At the same time, we keep coming back to the same traditional methods of looking at what works and what does not work.

In that light, today I want to talk to you about the need for us to keep up the pressure against youth violence, a problem which has grown large, to increase the pressure against terrorism, a problem which is growing, and to start putting resources into computer or cyber crime, a problem which is creeping up on us all too fast.

The decrease in the juvenile murder arrest rate is even more substantial. Murder arrest rates for young people dropped 15.2% last year -- the largest one-year decrease in more than 10 years. Since 1993, the juvenile murder arrest rate has dropped 22.8%.

This is the first good news we have seen in some time. But, we still have a long way to go. Despite this progress, juvenile arrest rates -- especially for the most serious crimes -- are still too high and may increase again if we are not vigilant. This is especially important in light of the expected increase in the juvenile population during the next decade. Unless we do something about youth violence, about gun possession, and alcohol abuse by young people, the problem is only going to become more acute. We cannot afford to let demographics become destiny. Tough actions must be taken against violent offenders, and all Americans must continue their efforts to keep our young people away from a life of crime.

Law enforcement, in general, and the IACP, in particular, should take pride in these trends. Your youth violence summit in Alexandria brought together senior law enforcement officials, prevention specialists, educators and academics in a non-nonsense, rolled up shirtsleeves format which brought together the best and the brightest. My sole regret about the conference is that my schedule only permitted me to spend a short time with you. I know that I could have benefited from more time.

We know that drugs are at the root of the violence which we experienced and we've got to do something about it. New reports which show significant increases in teenage drug use are indeed scary. The group in which the most significant

local law enforcement, to ensure that the most effective law enforcement tools are brought to bear against the most serious violent crime problems in each area.

Nowhere is the need for comprehensive planning and cooperation more important than in the area of drug law enforcement. All of us understand that with the exception of homegrown marijuana, controlled substances in their final or "street" form or in various precursor forms, move inexorably from some place abroad to the streets where they are sold to our children.

Whether we are talking about coca plants from Bolivia or Peru, heroin from southwest Asia or methamphetamine precursors from Mexico, the trek is ultimately the same.

We must attack these drugs at all levels. That includes working with our allies abroad, stopping these substances at the border, breaking up major wholesale distribution rings and, indeed, prosecuting the street-level traffickers. No one part is more or less important. If we do not attack one part of the chain, we will not be effective in combatting the others.

One program which has worked so well for over 15 years are our organized crime drug task forces or OCDETF. Working together, no one agency -- Federal or state -- is in charge. Rather, this is a cooperative effort which targets organizations and spins off cases to the appropriate level of investigation and prosecution. I encourage all of you to continue your work with OCDETF and on any other cooperative ventures which work in your community.

These are all hopeful signs and they show that we are working together. We've got to continue the good work and not lay off just when we're beginning to make the difference.

### III. **TERRORISM**

We were all shocked by what happened at the Murrah Federal Building in Oklahoma City on at 9:02 AM on April 19, 1995. That day is -- indeed -- etched on the collective conscience of America. Whether we face terror from within as in Oklahoma City or terror from afar as we did at the World Trade Center. Whether we face terror on American soil or in the skies over that small town in southern Scotland -- Lockerbie, this is a problem which is here and we think that it is here to stay.

Some people say, this is a special problem, some people say that this is a problem for the Federal government, and others say that we must sacrifice important rights to protect ourselves. They are all wrong.

Terrorism is a law enforcement problem and like every other law enforcement problem we have tackled, we will tackle it together. This is not a Federal problem, it is not a state problem and it is not a local problem. It is all of our problem. Let us not forget that it was an Oklahoma City patrol officer who spotted the wheel axle containing the VIN for the vehicle used to bomb the Murrah Federal Building. Let us also not forget that it was an Oklahoma Highway Patrol officer who made the first arrest in the case.

I can tell you that I have never been so proud of law enforcement as I was when I visited Oklahoma City just days after the bombing. I found FBI and ATF agents working side-by-side. I found Oklahoma City police officers, county sheriffs and highway patrol officers working together with just one common goal, not getting a "stat" for their agency, but doing the right thing.

American citizens and interests are prime targets of international terrorists. According to State Department statistics, almost 35% of terrorist acts committed worldwide from 1990 through 1995, were directed against American interests. While between 1993 and present, the percentage of such attacks has decreased by about 20%, Americans clearly remain the target of choice of terrorists.

Our policy in responding to acts of terrorism -- both at home and abroad -- is simple and straightforward:

First, we will do everything possible to deter and prevent terrorist attacks;

Second, when acts of terrorism do occur, we will respond quickly and decisively, with the full range of law enforcement and other options that are available; and

Third, we will work with our friends throughout the world to stop terrorists and ensure that they do not go unpunished.

Within the Executive Branch, we have strengthened relationships between the law enforcement and intelligence communities within a framework that fosters greater cooperation and coordination, while respecting long-standing limitations on direct intelligence community participation in criminal investigations.

- Second, there is a long list of domestic terrorism investigations which I can mention but cannot discuss in detail: OKBOMB, the bombing of the Murrah Federal Building; CENTBOM, the bombing in Centennial Park during the Olympics; GREY SUNSET, the investigation into the Freeman Organization in Montana; and the investigation of Robert Sherman Berry and others on bank robbery charges. In each of these cases, the FBI and -- where appropriate -- ATF and other Federal agencies, have worked side-by-side with the relevant state and local authorities. That's the way it should be.

Our efforts to prevent and deter terrorist attacks have paid important dividends. Last month, a jury convicted Ramzi Yousef (RAMMSAY U-SEFF) and two accomplices for conspiracy to blow up more than a dozen U.S. airliners. The plot was foiled through cooperative efforts between the FBI, Philippines and Pakistani authorities, and other agencies -- saving untold hundreds of lives. In October 1995, Sheikh Omar Abdel Rahman (SHAKE O-MARR AB-DELL RAH-MANN) and nine of his followers were convicted of plotting a campaign to bomb several sites in New York City, including the Lincoln and Holland Tunnels, the United Nations and the FBI Office in New York City. Here again, aggressive law enforcement efforts prevented the loss of many, many lives.

Legislation sponsored by this Administration has substantially enhanced our ability to thwart acts of terrorism before they occur. The Antiterrorism and Effective Death Penalty Act of 1996, signed into law last April, contains many new tools which

will bolster our response to terrorism. These authorities allow us to prevent terrorists from entering the United States, to remove terrorists already within our borders, and to crack down on those within our borders who provide material support to terrorists in the United States or abroad.

Notwithstanding these safeguards and our record of successfully thwarting acts of terrorism, we recognize that, in a free society, prevention will not always be successful. Terrorists frequently exploit the very freedoms they seek to attack to facilitate their cowardly deeds. When an act of terrorism committed anywhere in the world affects U.S. citizens or interests, let there be no mistake, we will swiftly bring to bear our full authority in apprehending and punishing those responsible.

#### **IV. COMPUTER CRIME**

While we are well on the road to combatting the terrorism problem, computer crime is another story. This is new and if we don't stem the tide now, we may be overrun all too soon.

We see criminals use computers in one of three ways. First, computers are sometimes targeted; that is, the actor's conduct is designed to steal information from or cause damage to a computer system. Second, computers are used as tools to facilitate traditional offenses. For example, individuals are now using the Internet to distribute child pornography. Third, computers are used to store evidence that we, as law enforcement officials, need to access. For example, drug dealers now store their records on computers.

I have long recognized that the information age will bring new challenges for law enforcement, and I have frequently said that high-tech crime is one of the most important priorities of the Department of Justice. History teaches that criminals will abuse new technologies to benefit themselves or injure others. Automobiles are an apt example. Designed to provide transportation for law-abiding individuals, the automobile soon became the target of car thieves and carjackers; a tool for bankrobbers in search of a getaway vehicle, and a weapon used by terrorists and hit-and-run drivers alike. Clearly, computers are following the same path.

The sheer number of intrusions into computer systems, and the magnitude of dollar losses, would give any law enforcement officer pause. For example, the Computer Emergency Response Team at Carnegie-Mellon University--the 24 hour response team for Internet incidents--has reported that the number of security incidents reported to them has increased approximately 500% since 1991. And the number of computer sites affected worldwide has increased over 700%. One recent survey of 246 companies revealed that the monthly rate of incidents involving the theft of proprietary information has risen 260% from 1985-1993. In another survey of businesses, almost one-quarter of the 898 organizations that responded indicated that they had experienced some verifiable computer crime within the previous 12 months.

As alarming as these surveys are, security experts believe that most computer crimes are neither detected nor reported. In fact, statistics compiled by the Department of Defense strongly supports this conclusion. To test the security of their

own systems, they "attacked" their own machines. They attacked 38,000 machines, successfully penetrating the attacked site 65% of the time. Of those successful penetrations, only 4% were detected and, of those detected, only 27% were reported. Put another way, of the 38,000 machines attacked, almost 25,000 were penetrated, only 988 knew it, and only 267 reported it.

Clearly, law enforcement personnel will need to respond to this growing threat, and we are making every effort to do so. The FBI has now established three computer crime squads—one in Washington, D.C., one in San Francisco, and one in New York. Additionally, the FBI has recently established the Computer Investigations and Threat Assessment Center to better identify the nature of the threat and better coordinate the FBI's response. At the Justice Department, I am also pleased to announce the creation of a Computer Crime and Intellectual Property Section, a group of eleven high-tech prosecutors devoted full-time to computer crime and intellectual property issues. That section is responsible for coordinating all Department of Justice training activities on computer crime. I invite you to follow up with that office.

As serious as hacking is, it represents only one aspect of the computer crime problem. As the use of computers and telecommunications continues to grow exponentially, law enforcement agents are finding that computers hold relevant evidence in almost every type of case. Whether fraud, narcotics trafficking, or even murder, computer evidence may be important. But how do you execute a warrant in a computerized environment? What if officers, acting with a warrant, enter a business

and download a critical file, only to find out later that this document was stored on a server in another state where the warrant had no force? Or, equally troubling, what if the document was stored in another country, and the searched country takes offense at the execution of the search? And what are the rules protecting the privacy of electronic mail and the privacy of computer users generally?

These tricky questions, once theoretical, are now practical problems. To assist law enforcement agents the Justice Department has issued the Federal Guidelines for Searching and Seizing Computers to help provide guidance, and we have been working tirelessly with our counterparts--at the state, local, and international level--to address these difficult issues. This can only be done, however, if we are knowledgeable about the core issues, and this will only occur through training, training, and more training.

Our training on computer crime related topics, which is offered to federal, state, and local agencies, is a critical component of our Computer Crime Initiative. In the training context, the generic term "computer crime" includes the investigation and prosecution of computer abuse, electronic search and seizure, the admissibility of electronic evidence, wiretapping data networks, and constitutional issues.

We provide state and local training in three ways: (1) through DoJ-funded government organizations, such as the National White Collar Crime Center, which provides state and local training with money from the Office of Justice Programs; (2) through professional associations comprised, in whole or in part, of state and local law enforcement personnel, and (3) through individual training sessions sponsored by

state, local or federal law enforcement agencies.

We stand ready to help all of you address the challenges of the computer age, and hope to work with you closely to ensure that law enforcement, acting as one community, can address the difficult issues that lie ahead.

## **VI. ENCRYPTION**

But none of this will matter much at all if we our current law enforcement tools are rendered useless. That is what we face with respect to data encryption. All of you know and understand that it is possible to encode or encrypt electronic data. Few of you realize just how easy and cheap it is and just how helpless all of us in law enforcement are if we can't decode data.

I am talking about far more than electronic surveillance. I am talking about drug records which were kept by your local drug dealer in a small black notebook just 5 years ago and which he keeps today on the PC which he bought at a local discount store for under a thousand dollars. If the files are encrypted with new technology, we may be simply unable to access them.

In recent years, we have witnessed a vociferous debate about the use of encryption. Individuals concerned about privacy, commerce, computer security, law enforcement, and national security have all voiced strong -- and often conflicting -- opinions regarding the use and regulation of encryption.

But our ability to protect public safety is threatened by the spread of unbreakable encryption. Terrorists will be able to communicate securely, and the value of wiretaps will be lost. Drug dealers will encrypt their records, rendering search warrants worthless.

Thus, we seek a balanced policy that takes account of all the competing interests. Our goal is to promote the development and use of strong encryption, which enhances the privacy of communications and stored data, while preserving law enforcement's ability to gain access to evidence as part of a legally authorized search or surveillance.

One method to achieve this balance is through the use of key recovery products. With such products, law enforcement agents can, pursuant to lawful process, access a "key" that can be used to decipher encrypted information. This solution provides robust cryptography for law abiding citizens, while denying criminals the benefits of encryption.

The Administration has undertaken a major initiative to promote the manufacture and use of key recovery products over the long term, while providing some temporary relief to U.S. industry, which has been pushing to end restrictions on the export of strong cryptography. Under the Administration's initiative, the export of certain strong encryption products will be permitted for two years, but only with industry commitments to build and market future products that support key recovery after the two-year transition period.

It is important to understand that if we fail in this effort, law enforcement agents at every level of government will find their job increasingly more difficult because evidence can be hidden, and warrants and wiretaps can be effectively nullified. Law enforcement therefore must remain committed to the goal of promoting the development of a key recovery system.

## **VII. CONCLUSION**

Thank you one and all. You are the giants of law enforcement. You are the true heroes. I ask only one thing. When you return to your agencies next week, I want every man and woman who works for you to know that it is only because there are 675,000 of them that I cannot do this personally. Please tell them that they are Janet Reno's heroes and that I value what they do so very much. Thank you.

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**C**

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**TAB C**

# PROGRAM AT-A-GLANCE

## Friday, October 25

|                                      |                       |
|--------------------------------------|-----------------------|
| Delegate Registration .....          | 1:00 p.m. - 5:00 p.m. |
| Exhibitor Registration .....         | 8:00 a.m. - 4:00 p.m. |
| IACP Operations Room .....           | 8:00 a.m. - 5:00 p.m. |
| IACP Programs & Services Booth ..... | 1:00 p.m. - 5:00 p.m. |

## Saturday, October 26

|                                                                                      |                        |
|--------------------------------------------------------------------------------------|------------------------|
| Delegate Registration .....                                                          | 8:00 a.m. - 5:00 p.m.  |
| Exhibitor Registration .....                                                         | 8:00 a.m. - 6:00 p.m.  |
| Spouses' Hospitality Center .....                                                    | 8:00 a.m. - 5:00 p.m.  |
| IACP Operations Room .....                                                           | 8:00 a.m. - 6:00 p.m.  |
| IACP Programs & Services Booth .....                                                 | 8:00 a.m. - 5:00 p.m.  |
| American Indian Trade Fair .....                                                     | 8:00 a.m. - 6:00 p.m.  |
| WORKSHOP .....                                                                       | 9:00 a.m. - 11:00 a.m. |
| "Exhibitor Excellence: Maximizing Your<br>Tradeshow Experience"                      |                        |
| International Hospitality Room .....                                                 | 9:00 a.m. - 5:00 p.m.  |
| Press Room .....                                                                     | 9:00 a.m. - 5:00 p.m.  |
| SACOP Executive Directors and<br>Secretaries Training Session .....                  | 9:00 a.m. - 5:00 p.m.  |
| IACP Law Enforcement Torch Run for<br>Special Olympics Registration .....            | 9:00 a.m. - 5:00 p.m.  |
| IACP Law Enforcement Torch Run<br>for Special Olympics Booth .....                   | 9:00 a.m. - 5:00 p.m.  |
| IACP Committee/Section Meetings .....                                                | 9:00 a.m. - 6:00 p.m.  |
| State and Provincial Police (S&P)<br>Annual Administrators Meeting (Members Only) .. | 10:00 a.m. - 4:00 p.m. |
| SACOP Executive Board Meeting .....                                                  | 1:00 p.m. - 3:00 p.m.  |

WORKSHOPS ..... 1:00 p.m. - 3:00 p.m.  
 "Retirement Planning for Public Safety Personnel"  
 "Current Issues in Police Officer Selection"  
 "Chiefs: How to Speak Out Against Drug Legalization"  
 SACOP False Alarm Reduction Committee ..... 3:00 p.m. - 5:00 p.m.  
 SACOP Police Use-of-Force Reporting ..... 3:00 p.m. - 5:00 p.m.  
 WORKSHOP ..... 3:30 p.m. - 5:00 p.m.  
 "Media Relations and the Police:  
 The Reactive and the Proactive"  
 Exhibitor Orientation ..... 5:00 p.m. - 5:30 p.m.  
 Evening Free

### Sunday, October 27

Delegat Registration ..... 9:00 a.m. - 5:00 p.m.  
 Exhibitor Registration ..... 7:30 a.m. - 3:00 p.m.  
 IACP Golf Tournament  
 (Advance Registration Required) ..... 7:30 a.m. - 1:00 p.m.  
 IACP Operations Room ..... 7:30 a.m. - 6:00 p.m.  
 IACP Law Enforcement Torch Run  
 for Special Olympics ..... 8:00 a.m. - 9:00 a.m.  
 Spouses' Hospitality Center ..... 8:00 a.m. - 5:00 p.m.  
 International Hospitality Room ..... 8:00 a.m. - 5:00 p.m.  
 American Indian Trade Fair ..... 8:00 a.m. - 4:00 p.m. &  
 5:00 p.m. - 7:00 p.m.  
 Ribbon-Cutting Ceremony ..... 9:00 a.m. - 9:30 a.m.  
 Catholic Mass ..... 9:00 a.m. & 11:00 a.m.  
 Past Presidents' Breakfast Meeting  
 (By Invitation Only) ..... 9:00 a.m. - 11:00 a.m.  
 IACP Committee/Section Meetings ..... 9:00 a.m. - 4:00 p.m.  
 Press Room ..... 9:00 a.m. - 5:00 p.m.  
 IACP Programs & Services Booth ..... 9:00 a.m. - 5:00 p.m.  
 Exhibits ..... 9:30 a.m. - 1:00 p.m.  
 SACOP General Membership Briefing ..... 9:00 a.m. - 10:00 a.m.  
 IACP Third Annual Exhibitors' Silent Auction ..... 9:30 a.m. - 4:00 p.m.  
 IACP Law Enforcement Torch Run  
 for Special Olympics Booth ..... 9:30 a.m. - 4:00 p.m.  
 SACOP Regional Meetings ..... 10:00 a.m. - 12:00 p.m.  
 Protestant Church Service ..... 11:00 a.m. - 12:00 p.m.

WORKSHOPS ..... 1:00 p.m. - 3:00 p.m.

- "Operation Kids: Child Safety Seats for Law Enforcement"
- "Police Use-of-Force Reporting"
- "Arson: The Personalities of Spontaneous Combustion"
- "Principle-Based Leadership"
- "How to Actively Participate in the IACP"
- "Violent Crime Linkage Analysis Systems"
- "Managing the Media in a Crisis: A Proactive Approach"
- "Strengthening Ethics Within Your Department"

State and Provincial Police (S&P)  
Executive Committee Meeting ..... 1:00 p.m.

Opening Ceremonies ..... 4:00 p.m. - 5:00 p.m.

President's Welcome Reception  
(Open Invitation for Registered  
Delegates and Exhibitors) ..... 5:00 p.m. - 7:00 p.m.

International Delegate Reception  
(By Invitation Only) ..... 7:30 p.m. - 9:00 p.m.

### Monday, October 28

Delegate Registration ..... 9:00 a.m. - 4:00 p.m.

Exhibitor Registration ..... 9:00 a.m. - 4:30 p.m.

IACP Operations Room ..... 7:00 a.m. - 5:30 p.m.

Interdenominational Prayer Breakfast  
(Advance Ticket Purchase Required) ..... 7:30 a.m. - 8:30 a.m.

WORKSHOPS ..... 8:00 a.m. - 9:30 a.m.

- "Creating a Positive Police Image"
- "Civil Rights Attorneys: How Chiefs Can Effectively Manage the Situation"
- "Police Media Relations: Lessons in Mutual Effectiveness"
- "1996 Olympic Games Security: Lessons Learned and How to Apply Them to Local Events"
- "Get Wellness Soon: A Prescription for Getting Your Officers Healthy and Keeping Them That Way"

Spouses' Hospitality Center ..... 8:00 a.m. - 10:00 a.m. &  
11:30 a.m. - 5:00 p.m.

International Hospitality Room ..... 8:00 a.m. - 10:00 a.m. &  
11:30 a.m. - 5:00 p.m.

Retired Chiefs' Breakfast Meeting  
(Advance Ticket Purchase Required) ..... 9:30 a.m. - 10:00 a.m.

IACP Programs & Services Booth ..... 9:00 a.m. - 4:00 p.m.

IACP Law Enforcement Torch Run  
for Special Olympics Booth ..... 9:00 a.m. - 4:00 p.m.

Press Room ..... 9:00 a.m. - 5:00 p.m.

First General Assembly - "Uniform Day" ..... 10:00 a.m. - 11:30 a.m.  
 Exhibits ..... 11:30 a.m. - 5:30 p.m.  
 IACP Third Annual Exhibitors' Silent Auction ..... 11:30 a.m. - 5:30 p.m.  
 International Lunch  
 (Open to International Delegates) ..... 11:30 a.m. - 2:00 p.m.  
 WORKSHOPS ..... 1:00 p.m. - 3:00 p.m.

"Terrorism: The Domestic Threat"

"The Rogue Cop: Officers at Risk"

"Community Safety Strategies: The United Kingdom Experience"

"Lessons Learned: Implementing a Comprehensive  
 Gang Prevention, Intervention and Suppression Program"

"The Top Three Law Enforcement Programs of 1996:  
 Webber Seavey Award Winners"

"Leader Development in Law Enforcement"

"Designing a Community Policing Facility"

"Survival Skills for the Future"

"When '60 Minutes' Wants a Word With You"

"What's Working: Successful Community-Based  
 Policing Programs in Phoenix"

SACOP Annual Business Meeting ..... 1:00 p.m. - 3:00 p.m.

State and Provincial Police (S&P)

Annual Business Meeting ..... 2:00 p.m.

Quality Time with Exhibitors ..... 3:00 p.m. - 5:30 p.m.

State and Provincial Police

Reception and Banquet (By Invitation Only) ..... 7:00 p.m. - 11:00 p.m.

Evening Free

## Tuesday, October 29

Delegate Registration ..... 9:00 a.m. - 4:00 p.m.

Exhibitor Registration ..... 9:00 a.m. - 2:30 p.m.

IACP Operations Room ..... 7:30 a.m. - 5:30 p.m.

WORKSHOPS ..... 8:00 a.m. - 9:30 a.m.

"Command Accountability and Crime Analysis:  
 A Powerful Combination for Crime Reduction"

"Evaluation Process of Community Policing"

"After Hours: Regulation of Private Off-Duty  
 Employment and Officers' Personal Conduct"

"Understand How the Media Works: Developing Media Techniques"

Spouses' Hospitality Center ..... 8:00 a.m. - 10:00 a.m. &  
 11:30 a.m. - 5:00 p.m.

International Hospitality Room ..... 8:00 a.m. - 10:00 a.m. &  
 11:30 a.m. - 5:00 p.m.

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IACP Programs & Services Booth ..... 9:00 a.m. - 4:00 p.m.  
 IACP Law Enforcement Torch Run  
 for Special Olympics Booth ..... 9:00 a.m. - 4:00 p.m.  
 Press Room ..... 9:00 a.m. - 5:00 p.m.  
 Second General Assembly ..... 10:00 a.m. - 11:30 a.m.  
 Exhibits ..... 11:30 a.m. - 3:00 p.m.  
 Voting ..... 11:30 a.m. - 4:00 p.m.  
 WORKSHOP ..... 11:30 a.m. - 5:00 p.m.  
     "Computers and Criminal Investigations in the 21st Century"  
 WORKSHOPS ..... 1:00 p.m. - 3:00 p.m.  
     "Terrorism: The International Threat"  
     "Community Policing: Where Are We and Where Are We Going"  
     "IACP Summit on Youth Violence"  
     "Ethics in Law Enforcement"  
     "Focus and Relevance of Law Enforcement Technology"  
     "Legal Considerations in Managing Protests and Civil Disorder"  
     "Law Enforcement Leadership in Local  
     Government-Community Public Safety Strategies"  
     "Alternative Dispute Resolution Systems for Police Forces"  
     "Making the Media Work For You"  
 WORKSHOPS ..... 3:30 p.m. - 5:00 p.m.  
     "United Nations Civilian Police in Peacekeeping:  
     The Haitian Experience"  
     "Police Chiefs: Take a Critical Look at Your  
     Multicultural Training Program"  
     "Strategic and Tactical Command, Brooklyn North:  
     A New Way to Do Business"  
     "Mentoring a Diverse Workforce"  
     "Future Abilities to Conduct Electronic Surveillance"  
     "The National Evaluation of the GREAT Program"  
     "Major Issues in the Movement to Community-Oriented Policing"  
     "Militias and Extremist Groups: Perspectives for  
     Small and Rural Law Enforcement"  
     "The Origin of the Webber Sweeney Award for Quality Practices"  
     "Controlling Illegal Immigration: Preparing for the 21st Century"  
     "Media Brutality"  
 Host Chief's Night ..... 5:30 p.m. - 12:00 a.m.

### Wednesday, October 30

Delegate Registration ..... 9:00 a.m. - 12:00 p.m.  
 IACP Operations Room ..... 7:30 a.m. - 4:00 p.m.  
 Spouses' Hospitality Center ..... 8:00 a.m. - 12:00 p.m.

International Hospitality Room ..... 8:00 a.m. - 10:00 a.m. &  
12:00 p.m. - 2:00 p.m.

WORKSHOPS ..... 8:30 a.m. - 9:45 a.m.

    "Reducing School Violence"

    "Controlling the Interview: A Proactive News Media Technique"

    "Accreditation for Police Departments: How To Do It"

    "Traffic—Our Hidden Resource"

IACP Law Enforcement Torch Run  
for Special Olympics Booth ..... 9:00 a.m. - 12:00 p.m.

IACP Programs & Services Booth ..... 9:00 a.m. - 12:00 p.m.

Press Room ..... 9:00 a.m. - 3:00 p.m.

IACP Annual Business Meeting ..... 10:00 a.m. - 12:00 p.m.

WORKSHOPS ..... 1:00 p.m. - 3:00 p.m.

    "Criminal Justice Information Systems"

    "Auto Theft: A Multi Divisional Approach for Chief Executives"

    "Trends in International Organized Crime"

    "How to Recruit and Retain Women in Your Police Agency"

    "Community Policing Enhanced Through TRIAD"

WORKSHOP ..... 2:00 p.m. - 3:30 p.m.

    "The Role of the Public Information Officer"

Reception for Banquet Attendees ..... 5:45 p.m. - 6:45 p.m.

IACP Annual Banquet ..... 7:00 p.m. - 11:00 p.m.

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## **Clinton Presidential Records Digital Records Marker**

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This is not a presidential record. This is used as an administrative marker by the William J. Clinton Presidential Library Staff.

This marker identifies the place of a tabbed divider. Given our digitization capabilities, we are sometimes unable to adequately scan such dividers. The title from the original document is indicated below.

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**D**

Divider Title: \_\_\_\_\_

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**TAB D**

As of 10/3/96

### 1996 Proposed Resolutions

|             |                                                                                                                                                                                             |
|-------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| VT001.t96   | Recommendation of State Law Consistency to Prevent Exportation of Stolen Vehicles                                                                                                           |
| CPC002.t96  | Leadership in Community Safety                                                                                                                                                              |
| CPC003.t96  | National Crime Prevention Strategy                                                                                                                                                          |
| IND004.t96  | Indian Country Funding                                                                                                                                                                      |
| CR005.t96   | Law Enforcement Support of a Diverse Work Force                                                                                                                                             |
| L006.t96    | Encryption                                                                                                                                                                                  |
| T007.t96    | Enhancement of Counterterrorism Actions/Profile/Training                                                                                                                                    |
| F008.t96    | Opposition to Federal Pre-Emption of Individual States Carrying of Concealed Weapons (CCW) Laws for Private Citizens                                                                        |
| F009.t96    | Opposition to Federal Pre-Emption of Individual States Carrying of Concealed Weapons (CCW) Laws as They Apply to Active, Former, and/or Federal, State, and Local Law Enforcement Personnel |
| NDD010.t96  | Support for Appropriation of Funds to Implement Legislation to Preserve Lawful Telecommunications Interception                                                                              |
| NDD011.t96  | A Balanced Approach to the Drug Problem                                                                                                                                                     |
| AHS012.t96  | Primary Safety Belt Use Law Enforcement                                                                                                                                                     |
| AHS013.t96  | Speed Management and Enforcement                                                                                                                                                            |
| AHS014.t96  | Speed Measurement Device Detectors and Jammers                                                                                                                                              |
| AHS015.t96  | Manual of Model PTS Policies & Procedures                                                                                                                                                   |
| AHS016.t96  | NHTSA Regional Offices                                                                                                                                                                      |
| AHS017.t96  | Uniform Motor Vehicle Registration License Plate System                                                                                                                                     |
| AHS018.t96  | Pursuit                                                                                                                                                                                     |
| AHS019.t96  | Use of Qualified Accident Reconstructionists                                                                                                                                                |
| AHS020.t96  | Traffic Enforcement Effects on Crime                                                                                                                                                        |
| AHS021.t96  | Unmarked Vehicles                                                                                                                                                                           |
| AHS022.t96  | Vehicle Size                                                                                                                                                                                |
| PSLC023.t96 | <del>Opposition to H.R. 2996: Law Enforcement and Industrial Security Cooperation Act of 1996</del> <i>withdrawn</i>                                                                        |
| API024.t96  | Proposed Changes in Federal Law Regarding Fictitious Financial Instruments and Counterfeit Access Devices                                                                                   |
| F0025.t96   | Support for Federal Legislation Banning Junk Guns                                                                                                                                           |

Encryption  
*Submitted by: Legislation Committee*  
L006.196

WHEREAS, the introduction of digitally-based telecommunications technologies, as well as the widespread use of computers and computer networks having encryption capabilities are facilitating the development and production of affordable and robust encryption products for private sector use; and

WHEREAS, on one hand encryption is extremely beneficial when used legitimately to protect commercially sensitive information and communications. On the other hand, the potential use of such encryption products by a vast array of criminals and terrorists to conceal their criminal communications and information from law enforcement poses an extremely serious threat to public safety; and

WHEREAS, the law enforcement community is extremely concerned about the serious threat posed by the use of robust encryption products that do not allow for law enforcement access and its timely decryption, pursuant to lawful authorization (court-authorized wiretaps or court-authorized search and seizure); and

WHEREAS, law enforcement fully supports a balanced encryption policy that satisfies both the commercial needs of industry for robust encryption while at the same time satisfying law enforcement's public safety needs; and

WHEREAS, law enforcement has found that robust key-escrow encryption is clearly the best way, and perhaps the only way, to achieve both the goals of industry and law enforcement; and

WHEREAS, government representatives have been working with industry to encourage the voluntary development, sale, and use of key-escrow encryption in its pursuit of a balanced encryption policy; now, therefore, be it

RESOLVED, that the International Association of Chiefs of Police, duly assembled at its 103rd annual conference in Phoenix, Arizona, supports and encourages the development and adoption of a key-escrow encryption policy, which we believe represents a policy that appropriately addresses both the commercial needs of industry while at the same time satisfying law enforcement's public safety needs and that we oppose any efforts, legislatively or otherwise, that would undercut the adoption of such a balanced encryption policy.

**Opposition to Federal Pre-Emption of Individual States  
Carrying of Concealed Weapons (CCW) Laws for Private Citizens**

*Submitted by: Firearms Committee*

*F008.196*

**WHEREAS**, forty-two (42) states currently have laws allowing private citizens to carry concealed weapons for protection or employment, if the individual is not proven to be either a convicted felon or mentally incompetent and meets certain training requirements, and one (1) state allows any citizen to carry concealed weapons; and

**WHEREAS**, seven (7) states presently prohibit the carrying of concealed weapons by all private citizens; and

**WHEREAS**, there is an effort to liberalize states' CCW laws by enacting federal legislation, which would pre-empt current state CCW laws, with the argument that citizens wish to carry guns for self-protection, further arguing that the arming of private citizens will result in dramatically lowering the national crime rate by deterring criminals from victimizing these law-abiding citizens; and

**WHEREAS**, a majority of law enforcement professionals and an overwhelming majority of Americans do not support this theory; and

**WHEREAS**, individual states differ greatly in their CCW permit eligibility requirements, such as gun training, gun proficiency, citizenship/residency status, background investigations, and other related matters; now, therefore, be it

**RESOLVED**, that the International Association of Chiefs of Police (IACP), duly assembled at its 103rd annual conference in Phoenix, Arizona, opposes any federal legislative proposal(s) which would either pre-empt and/or mandate the liberalization of individual states' CCW laws pertaining to the carrying of concealed weapons in other states without meeting that state's requirements; and be it

**FURTHER RESOLVED**, that the IACP convey its position of opposition to any such federal pre-emption of state laws with regard to the issuance of CCW permits and/or licenses to private citizens, to all members of Congress, and to federal and state officials.

Opposition to Federal Pre-Emption of Individual States  
Carrying of Concealed Weapons (CCW) Laws as They Apply to  
Active, Former, and/or Federal, State, and Local Law Enforcement Personnel

*Submitted by: Firearms Committee*

*F009.196*

WHEREAS, the majority of the states currently have laws regulating the carrying of concealed weapons by private citizens and law enforcement officials within their state; and

WHEREAS, active-duty police officers are specifically and extensively trained and retrained to efficiently and effectively utilize firearms in the commission of their duties to serve and protect the citizens and their communities; and

WHEREAS, all duly sworn law enforcement personnel should be permitted to carry concealed weapons in interstate commerce, pursuant to and consistent with their official and professional on-duty capacity established by law; and

WHEREAS, there is an effort to liberalize states' CCW laws for law enforcement officials by enacting federal legislation, which would pre-empt current state CCW laws for private citizens and law enforcement officials; now, therefore, be it

RESOLVED, that the International Association of Chiefs of Police (IACP), duly assembled at its 103rd annual conference in Phoenix, Arizona, opposes any federal legislation which would either pre-empt or mandate liberalization of individual states' CCW laws pertaining to interstate carrying of concealed weapons by police officers while not serving in an official capacity; and, therefore, be it

FURTHER RESOLVED, that the IACP convey its position of opposition of any such federal pre-emption of states' laws with regard to the issuance of CCW permits and/or licenses to law enforcement officials, particularly former and retired officers, to all members of Congress and federal and state officials.

Support for Appropriation of Funds to Implement Legislation to  
Preserve Lawful Telecommunications Interception  
*Submitted by: Narcotics & Dangerous Drugs Committee*  
NDL0010.196

WHEREAS, the lawful interception of telecommunications is one of the most valuable investigative tools available to law enforcement in identifying and crippling illegal drug activities and drug trafficking organizations; and

WHEREAS, the telecommunications industry is developing progressively sophisticated systems, such as personal communications networks, advanced cellular, and integrated services digital networks, which have the capacity for high-speed simultaneous transmissions of video, voice and data; and

WHEREAS, advances in telecommunication technology have adversely impacted court authorized interception of communications; and

WHEREAS, the Communications Assistance to Law Enforcement Act of 1994 (P.L. 103-414) (CALEA) clarifies the duty of telecommunication vendors to ensure the ability of government agencies to effectively implement interception orders, and ensures that the Federal Communications Commission will set relevant standards which will accommodate the need of government agencies to lawfully intercept communications; now, therefore be it

RESOLVED, that the International Association of Chiefs of Police, duly assembled at its 103rd annual conference in Phoenix, Arizona, fully supports the appropriation of funds sufficient to accomplish the research technology necessary for purposes of the CALEA.

A Balanced Approach to the Drug Problem  
*Submitted by: Narcotics & Dangerous Drugs Committee*  
NDD011.196

WHEREAS, law enforcement is profoundly alarmed by the magnitude of the rising trend in drug abuse, illicit production and trafficking in narcotics and psychotropic substances, including synthetic or designer drugs, that threaten the health and well-being of millions of persons, in particular youth, in all countries of the world; and

WHEREAS, we are gravely concerned that, despite increased efforts by states and relevant international organizations, the illicit demand for, production of, and traffic in narcotic drugs and psychotropic substances, including synthetic or designer drugs, has expanded globally and, therefore, continue to threaten seriously the socioeconomic and political systems and the stability, national security and sovereignty of an increasing number of states; and

WHEREAS, we are deeply alarmed by the growing violence and economic power of criminal organizations and terrorist groups that engage in the production, traffic and distribution of drugs, arms and precursor and essential chemicals, which at times place them beyond the reach of the law, corrupting institutions, undermining the full exercise of human rights and threatening the stability of many societies in the world; and

WHEREAS, we are also deeply alarmed also by the growing links at the transnational level between criminal organizations and terrorist groups engaged in drug trafficking activities and other criminal activities, such as money laundering, and illicit traffic of arms and precursors and essential chemicals; and

WHEREAS, recognizing that the problems caused by substance abuse and illicit trafficking can only be resolved through closer coordination and cooperation among states in combating the drug-related crimes, such as terrorism, illicit arms trade and money laundering, and bearing in mind the role that could be played by both the United Nations and regional organizations in this respect; and

WHEREAS, recognizing also that the problems caused by substance abuse and illicit trafficking can only be resolved through a balanced approach to supply and demand reduction including among other things, enforcement, prevention, education, and treatment; and

WHEREAS, emphasizing that the need for a balanced approach is recognized and encouraged by multilateral organizations such as the United Nations International Drug Control Program (UNDCP) and the Inter-American Drug Abuse Control Commission (CICAD); and

WHEREAS, noting that despite the best efforts of governments, new forms of criminal activities of international drug trafficking organizations call for enhanced international cooperation, a renewal of commitment and effort at the national and regional levels to fight against these menaces, as well as the formulation of new strategies, approaches and objectives that, respectful of the sovereignty of states, can deal more effectively with the international operations of those involved in the illegal traffic of drugs and arms, the diversion of precursors and essential chemicals, and money laundering; and

WHEREAS, recognizing that action of all aspects of the problem is required and that concerted action on all these aspects will ensure there are no weak areas where the problem may intensify; and

WHEREAS, recognizing that the relative emphasis on each of these aspects will vary depending upon national/local circumstances and priorities; and

WHEREAS, recognizing that law enforcement is an effective strategy to reduce crime and drug-related problems and cost; now therefore be it

RESOLVED, that the International Association of Chiefs of Police (IACP) duly assembled at its 103rd annual conference in Phoenix, Arizona, calls upon all governments to bring the issue of substance abuse and illicit trafficking to a high priority level, by maintaining and enhancing commitment to combating all aspects of the problem; and be it

FURTHER RESOLVED that the IACP calls upon all governments to reexamine resource levels devoted to each aspect of the problem in order to ensure that these levels are adequate to deal with the new forms of criminal activities; and be it

FURTHER RESOLVED, that the IACP calls upon governments to explore ways to bring together enforcement, prevention and education, and treatment sectors so as to better understand their respective concerns and problems and to identify ways to promote collaboration and to enhance efforts in all areas.

Support for Federal Legislation Banning Junk Guns  
*Submitted by: Firearms Committee*  
1-0025.196

WHEREAS, the prohibition on the importation of handguns that are not generally recognized as particularly suitable or readily adaptable to sporting purposes, often described as junk guns or Saturday night specials, has led to the creation of a high volume market for these weapons that are domestically manufactured; and

WHEREAS, traffic in junk guns constitutes a serious threat to public welfare and to law enforcement officers, and the use of such firearms is increasing; and

WHEREAS, junk guns are used disproportionately in the commission of crimes (used in 8 out of 10 crimes); and

WHEREAS, of the firearms traced in 1995, the three firearms most commonly used to commit crimes were junk guns; and

WHEREAS, the domestic manufacture, transfer, and possession of junk guns should be restricted; now, therefore, be it

RESOLVED, that the International Association of Chiefs of Police (IACP), duly assembled at its 103rd annual conference in Phoenix, Arizona, supports local ordinances, state and federal legislation, which will prohibit the domestic manufacture, transfer, sale, and/or possession of junk guns.

Proposed Changes in Federal Law Regarding Fictitious Financial Instruments  
and Counterfeit Access Devices

*Submitted by: Police Investigative Operations Committee*

*API024.196*

WIEREAS, the advances in technology have made financial transactions increasingly vulnerable to fraudulent criminal acts utilizing easily produced documents; and

WIEREAS, under current statutes, persons, corporations and pension funds can fall victim to fraudulent financial schemes involving the use of fictitious financial instruments; and

WIEREAS, before these schemes become a criminal act, someone must suffer a financial loss; and

WHEREAS, organized crime, international and domestic terrorist, and anti-government groups utilize such white collar crimes as fraud to raise revenues for other illegal and violent activities; now, therefore, be it

RESOLVED, that the International Association of Chiefs of Police (IACP), duly assembled at its 103rd annual conference in Phoenix, Arizona, encourages the Congress of the United States to pass legislation that would allow for the prosecution of persons utilizing loopholes which currently exist to commit fraud, and it be

FURTHER RESOLVED, that the IACP urge the Congress of the United States to:

1. Raise the statutory penalties for counterfeit from a Class C to a Class B felony.
2. Establish a section of law which would criminalize the production, sale possession and any other form of transaction regarding fictitious instruments purporting to be negotiable instruments of the federal government, a foreign government, a state government or a private entity;
3. Amend federal law to add counterfeit access devices and the equipment used to produce them to the list of what is considered contraband.

## 04 LICENSE PLATES

### I. LICENSE PLATES

The American Association of Motor Vehicle Administrators (AAMVA) endorses the concept of a uniform motor vehicle registration license plate system. In addition, AAMVA recommends that member jurisdictions adopt the following standards:

1. Two license plates should be issued for all passenger-type vehicles and single unit trucks. One plate can be issued for tractors, motorcycles, and all types of trailers.
2. License plates should prominently display the name of the jurisdiction and the registration number. The date of registration expiration shall be displayed on the vehicle by means of a validating sticker, preferably on the rear license plate, in accordance with the discretion of the department. New validating stickers may be issued upon renewal of registration in lieu of issuing new plates for the vehicle.
3. License plates should be manufactured in two sizes, depending on their use. Passenger-type vehicles, tractors, trucks, trailers, etc., should be issued standard 6" x 12" plates. Smaller plates measuring 4" x 7" may be used on motorcycles or other small vehicles.
4. License plates can be issued for multi-year periods and should be reissued on a regular basis to insure that the information they display remains legible.
5. Reflectorized license plates should be adopted and used.
6. Motor vehicle agencies should consult with jurisdictional, and if applicable local, law enforcement representatives prior to adopting new license plate standards or designs.\*
7. Jurisdictions should use a standardized format for all license plates, including specialty plates.
8. License plates must be readable in daylight and night using low-beam headlights, under optimal conditions at a distance of no less than 75 feet.
9. Duplication of alphanumeric combinations is discouraged to allow accurate retrieval of vehicle registration information. *[Amended 1995]*

\*AAMVA License Plate Legibility Testing Guidelines for Reflective Sheeting are included in the Vehicle Services Repository.

August, 1995

Opposition to H R 2996  
Law Enforcement and Industrial Security Cooperation Act of 1996  
*Submitted by: Private Sector Liaison Committee*  
*PSLC023.196*

WHEREAS, the mission of the Private Sector Liaison Committee (PSLC) of the IACP is to work with both the public and the private sectors to address a wide range of public safety problems; and

WHEREAS, the continuing crime problem in America and elsewhere, both in its traditional and constantly emerging new forms, can only be overcome in a true international partnership between law enforcement and private security, and

WHEREAS, since the founding of the PSLC the federal government has played a continuing role in supporting local law enforcement and private security through representation by the FIA, USDA, NIJ, BJA, DOD, FBI, DEA, and the Secret Service on the committee and other committees of the IACP, and

WHEREAS, the IACP through its PSLC has worked productively to create a partnership between public law enforcement and private security to deal with joint problems such as product tampering, drug-free workplace policies, workplace drug crimes, workplace violence, false alarms, high technology crime, and creating joint training programs; and

WHEREAS, a natural affinity already exists between public law enforcement officials and private security practitioners as demonstrated by the cross-memberships of these professionals in organizations such as the IACP's PSLC, Law Enforcement Liaison Council (LELC) of the American Society of Industrial Security (ASIS), and the National Sheriff's Association (NSA); and

WHEREAS, the federal government already plays a large role in regulating and shaping law enforcement and private security throughout the country, and a federal commission might be redundant or consider matters more appropriately left to state and local governments; and

WHEREAS, true cooperation between public law enforcement and private security cannot be legislated, but will come about as a result of genuine concerned voluntary effort by the professionals in both sectors, not by more government regulation; now, therefore, be it

RESOLVED, that the International Association of Chiefs of Police (IACP), duly assembled at its 103rd annual conference in Phoenix, Arizona, opposes H.R. 2996, the "Law Enforcement and Industrial Security Cooperation Act of 1996" designed to create a commission to force cooperation between public law enforcement and private security; and be it

FURTHER RESOLVED, that the IACP firmly supports the further development of the growing partnership of public law enforcement and private security by encouraging a closer working relationship between the International Association of Chiefs of Police, American Society for Industrial Security, National Sheriff's Association, and other professional bodies committed to cooperation in enhancing public safety everywhere.

Vehicle Size  
Submitted by: Highway Safety Committee  
AHS022.196

WHEREAS, energy conservation, environmental protection, and occupant safety are all legitimate concerns in the manufacture of motor vehicles; and

WHEREAS, the fuel economy of motor vehicles is double that of twenty years ago; and

WHEREAS, emissions for motor vehicles have been reduced by 96 percent during that same time period; and

WHEREAS, federal motor vehicle safety standards, along with improvements in education and enforcement, have reduced the highway death toll by 30 percent during this period of time; and

WHEREAS, Congress is considering legislation that would freeze corporate average fuel economy standards at the current 27.5 miles-per-gallon for passenger cars and 20.7 miles-per-gallon for light trucks; and

WHEREAS, significant increases in fuel economy can only be accomplished through enormous reduction in the size and weight of vehicles; and

WHEREAS, Congress has consistently allowed larger and heavier commercial vehicles to ply our nation's highways; and

WHEREAS, research has shown that as cars and light trucks are downsized, their occupants are less likely to survive traffic crashes without death or serious injury; and

WHEREAS, the occupants of police vehicles are especially likely to be involved in traffic crashes due to the nature of their duties; now, therefore, be it

RESOLVED, that the International Association of Chiefs of Police (IACP), duly assembled at its 103rd annual conference in Phoenix, Arizona, urges Congress to freeze corporate average fuel economy standards at current levels until technological advances or other circumstances allow higher gas mileage standards without compromising highway safety.

Unmarked Vehicles  
*Submitted by: Highway Safety Committee*  
*AHS021.196*

WHEREAS, the use of unmarked police vehicles for stopping traffic violators has recently been the subject of public and media controversy, and

WHEREAS, properly utilized, unmarked police vehicles have the potential to address traffic safety problems and detect habitual and dangerous, aggressive traffic violators, and

WHEREAS, there are instances where non-traffic officers such as detectives in unmarked police vehicles must intervene to stop serious ongoing traffic violations in order to protect other road users; and

WHEREAS, there are nevertheless serious concerns that should be addressed whenever unmarked police vehicles are used for traffic enforcement, and

WHEREAS, the Highway Safety Deskbook published by the International Association of Chiefs of Police Highway Safety Advisory Committee thoroughly addresses the area of enforcement by unmarked police vehicles, now, therefore, be it

RESOLVED, that the International Association of Chiefs of Police (IACP), duly assembled at its 103rd annual conference in Phoenix, Arizona, encourages any law enforcement agency considering the use of unmarked police vehicles for traffic enforcement to refer to the Highway Safety Deskbook for guidance in tactics and policy formulation.

Traffic Enforcement Effects on Crime  
Submitted by: Highway Safety Committee  
AHS020.196

WHEREAS, the International Association of Chiefs of Police recognizes that traffic enforcement is an effective tool in combating crime; and

WHEREAS, the United States is a highly mobile society; and

WHEREAS, most criminals use a vehicle in the commission of criminal activities; and

WHEREAS, studies have shown that traffic enforcement activities can result in an increase in the number of criminal subjects apprehended and reductions in crime; and

WHEREAS, 37 percent of all criminal arrests by the Grand Prairie, Texas, Police Department were made during traffic enforcement activities; and

WHEREAS, the accused Oklahoma City bomber, serial killers and many other notorious criminals have been detected after committing motor vehicle violations; and

WHEREAS, the federal Highway Administration's Drug Interdiction Assistance Program has resulted in a significant number of commercial vehicle drug interdiction arrests and seizures of contraband; now, therefore, be it

RESOLVED, that the International Association of Chiefs of Police (IACP), duly assembled at its 103rd annual conference in Phoenix, Arizona, encourages state and local jurisdictions to incorporate traffic enforcement as a part of their overall enforcement program to help combat crime; and be it

FURTHER RESOLVED, that the IACP encourages the development of a training program to establish and promote effective traffic enforcement techniques to assist officers in the identification and apprehension of criminals and criminal activities; and be it

FURTHER RESOLVED, that the IACP supports the National Highway Traffic Safety Administration's (NHTSA) efforts to promote the use of traffic enforcement in saving lives, reducing injuries and combating crime.

Use of Qualified Accident Reconstructionists  
*Submitted by: Highway Safety Committee*  
*AHS019.196*

WHEREAS, the National Safety Council reports that in the United States there are nearly 12 million motor vehicle crashes which result in approximately 42,000 deaths, 2,000,000 disabling injuries, and a cost to society of \$167.3 billion annually, and

WHEREAS, police officers from every jurisdiction are called upon to investigate or reconstruct such motor vehicle crashes; and

WHEREAS, it is important that police officers investigating and reconstructing such crashes correctly determine the causation factors involved in each such crash, in order to assess responsibility and to help prevent future crashes; and

WHEREAS, modern technology and engineering in the area of accident investigation and reconstruction has steadily improved over the years; and

WHEREAS, enhanced training of designated police officers as accident reconstruction investigators and specialists has been provided by many police agencies to police officers in their command; and

WHEREAS, the training and use of such specially trained police officers further the public interest in accurate assessment of responsibility for motor vehicle crashes, and prevention of future crashes; now, therefore, be it

RESOLVED, that the International Association of Chiefs of Police (IACP), duly assembled at its 103rd annual conference in Phoenix, Arizona, encourages all members to adopt or expand existing accident reconstruction and investigation programs within their respective agencies, and to share innovative techniques and ideas within the law enforcement community, in order that the highest level of professionalism in the investigation and reporting of motor vehicle crashes may be maintained.

Pursuit  
Submitted by: Highway Safety Committee  
AHS018.196

WHEREAS, police pursuits have become an increased focus of attention for public safety officials, the news media and the public at large; and

WHEREAS, an acceptable balance must be obtained between the capture of fleeing suspects and the responsibility of law enforcement to protect the general public from unnecessary risks; and

WHEREAS, there is no uniform reporting criteria or system in place to accurately account for all pursuits; and

WHEREAS, many agencies have excellent comprehensive policies in place while others have minimal or no policies at all dealing with pursuits; and

WHEREAS, some states have enacted serious penalties for consciously attempting to elude the police while others have not; and

WHEREAS, there is a need to adopt a generic "model" policy that can serve as a minimum guideline for all agencies involved with pursuits; now, therefore, be it

RESOLVED, that the International Association of Chiefs of Police (IACP), duly assembled at its 103rd annual conference in Phoenix, Arizona, encourages all agencies to adopt written policies governing pursuits, and that these policies contain at a minimum all the elements put forth in the IACP "model" policy and that all members of the agency receive familiarization training in the policy; and be it

FURTHER RESOLVED, that the IACP and the National Highway Traffic Safety Administration (NHTSA) develop a uniform pursuit reporting criteria and form to accurately document pursuit involvements and results nationwide; and be it

FURTHER RESOLVED, that the IACP and NHTSA encourage the state legislatures to make it a criminal offense with severe punishments to evade arrest by intentionally failing to comply with the lawful order of a police officer to stop a motor vehicle; and be it

FURTHER RESOLVED, that the IACP, NHTSA and the National Association of Motor Vehicle Manufacturers work together to apply technology that will disable fleeing vehicles and minimize the need for pursuits; and be it

FURTHER RESOLVED, that the IACP adopt the attached pursuit policy as its model and that it be made a part of the Manual of Model Police Traffic Services Policies and Procedures maintained by the Highway Safety Advisory Committee.

Uniform Motor Vehicle Registration  
License Plate System  
*Submitted by: Highway Safety Committee*  
*AIIS017.196*

WHEREAS, the International Association of Chiefs of Police recognizes the need for a standardized format in regard to license plates including the avoidance of duplicate alphanumeric character combinations and acceptable standards of readability, and

WHEREAS, the International Association of Chiefs of Police recognizes the desirability for fully reflectorized forward and rear-mounted license plates to aid in vehicle identification; and

WHEREAS, the American Association of Motor Vehicle Administrators (AAMVA) has developed and written a policy endorsing the concept of a uniform motor vehicle registration license plate system and addressing the issues above; now, therefore, be it

RESOLVED, that the International Association of Chiefs of Police (IACP), duly assembled at its 103rd annual conference in Phoenix, Arizona, encourages its member jurisdictions to support the AAMVA policy and actively seek its adoption by its state's motor vehicle administrators.

(AAMVA policy statement attached.)

NHTSA Regional Offices  
*Submitted by: Highway Safety Committee*  
AHS016.196

WHEREAS, the National Highway Traffic Safety Administration (NHTSA) is headquartered in Washington, D.C. and operates with 10 regional offices throughout the United States; and

WHEREAS, there has been some concern voiced in Congress and within other planning considerations, to eliminate the regional offices and consolidate efforts in Washington; and

WHEREAS, the regional offices are a valuable resource to the states in providing direction in goals of national interest and community safety, and

WHEREAS, the regional offices also serve as a check and balance for the states' highway safety plans, and can work to ensure compliance with the intent of Congress on how those plans are funded and implemented; now, therefore, be it

RESOLVED, that the International Association of Chiefs of Police (IACP), duly assembled at its 103rd annual conference in Phoenix, Arizona, transmit to the appropriate leadership of the Congress of the United States and the Administrators of the Department of Transportation and the National Highway Traffic Safety Administration, the recommendation to keep the NHTSA regional offices in place for the foreseeable future and continue funding allocations which adequately staff and support those offices.

Manual of Model PTS Policies & Procedures  
*Submitted by: Highway Safety Committee*  
AHS015.196

WHEREAS, the International Association of Chiefs of Police, in 1963, adopted a resolution approving policy guidelines for police administrators in the enforcement of traffic laws and ordinances, and

WHEREAS, in 1973, the National Highway Traffic Safety Administration (NHTSA) contracted the International Association of Chiefs of Police to produce Police Traffic Service (PTS) policies that could serve as a model and guide for all police agencies, and

WHEREAS, the two manuals were merged into one document titled, "A Manual of Model Police Traffic Services Policies and Procedures," and

WHEREAS, the most recent printing of the Model Policy Manual was in 1986, and an increase in the number of criminal subjects apprehended and reductions in crime; and

WHEREAS, many of the model policies and procedures need updating to reflect current problems experienced by police administrators; now, therefore, be it

RESOLVED, that the International Association of Chiefs of Police (IACP), duly assembled at its 103rd annual conference in Phoenix, Arizona, assign the updating of this manual to its Advisory Committee on Highway Safety, and be it

FURTHER RESOLVED, that the revised manual serve as the official policy of the IACP and that reasonable and timely updates and revisions made by the committee will be included in that policy, and be it

FURTHER RESOLVED, that model policies developed by the IACP National Law Enforcement Policy Center will be in alignment with and not contradictory to official IACP policy.

Speed Measurement Device Detectors and Jammers  
*Submitted by: Highway Safety Committee*  
*AIIS014.196*

WHEREAS, excessive speed is undeniably a major contributing factor in crash losses both as a cause of many crashes, and by increasing the severity of crashes; and

WHEREAS, speed control is a vital part of efforts to assure the safety of all highway users; and

WHEREAS, the control of speeding violations is heavily dependent upon the electronic speed measuring devices used by law enforcement personnel; and

WHEREAS, speed measurement device detectors and jammers have no purpose other than to warn errant motorists of speed enforcement efforts; and

WHEREAS, speed measurement device detectors and jammers are used extensively to defeat law enforcement efforts; now, therefore be it

RESOLVED, that the International Association of Chiefs of Police (IACP), duly assembled at its 103rd annual conference in Phoenix, Arizona, urges each state legislature to enact legislation that would prohibit the use of any speed measurement device detector, or jammer, and that a copy of this resolution be forwarded to the National Conference of State Legislatures (NCSL).

Speed Management and Enforcement  
*Submitted by: Highway Safety Committee*  
AHS013.196

WHEREAS, the International Association of Chiefs of Police recognizes that speeding, both exceeding the posted limit and driving too fast for conditions, is one of the most prevalent factors contributing to traffic crashes; and

WHEREAS, speed is a factor in 30 percent of all fatal crashes, killing 12,480 Americans and injuring over 583,000 people a year; and

WHEREAS, the economic cost to society of speed-related crashes is estimated by the National Highway Traffic Safety Administration (NHTSA) at more than \$23 billion per year; and

WHEREAS, in 1994, 88 percent of speed-related fatalities occurred on non-interstate highways; and

WHEREAS, in 1994, 44 percent of intoxicated drivers with a BAC of 0.1 or greater involved in fatal crashes were speeding; and

WHEREAS, in 1994, 65 percent of drivers involved in fatal crashes were not using safety belts; now, therefore be it

RESOLVED, that the International Association of Chiefs of Police (IACP), duly assembled at its 103rd annual conference in Phoenix, Arizona, encourages state and local jurisdictions to set reasonable speed limits based on the actual danger of speed to safe travel, and with consideration given to a multi-disciplinary review of highway design, highway use, traffic safety, and other appropriate factors; and be it

FURTHER RESOLVED, that the IACP encourages law enforcement agencies to conduct strict speed enforcement initiatives, supported with focused public information, to reduce speed-related crashes, fatalities and injuries; and be it

FURTHER RESOLVED, that the IACP supports the National Highway Traffic Safety Administration's (NHTSA) efforts to promote speed enforcement to improve traffic safety, and to educate the public on the dangers of speed.

Primary Safety Belt Use Law Enforcement  
*Submitted by: Highway Safety Committee*  
AHS012.196

WHEREAS, the International Association of Chiefs of Police has supported activities and programs to increase safety belt usage and child passenger safety; and

WHEREAS, the National Highway Traffic Safety Administration (NHTSA) estimates that increasing safety belt use to 75 percent will save the nation an additional \$3.6 billion in associated economic costs and save nearly 1700 lives each year; and

WHEREAS, research has found that lap/shoulder safety belts reduce the risk of fatal injury to front seat passenger car occupants by 45 percent and the risk of moderate to critical injury by 50 percent; and

WHEREAS, states which change from secondary to primary enforcement belt use laws experience an almost immediate 10 - 15 percentage point increase in belt use without the utilization of additional enforcement resources; and

WHEREAS, officer attitude surveys indicate that officers prefer primary laws and see a secondary law as a major deterrent to issuing a citation; now, therefore be it

RESOLVED, that the International Association of Chiefs of Police (IACP), duly assembled at its 103rd annual conference in Phoenix, Arizona, endorses state primary safety belt use laws, and encourages its members to participate in activities associated with passing a primary law; and be it

FURTHER RESOLVED, that the IACP encourages all law enforcement agencies to increase public awareness of the non-use of occupant protection devices and enforcement of safety belt use laws; and be it

FURTHER RESOLVED, that the IACP join with the National Highway Traffic Safety Administration, the National Transportation Safety Board, the General Accounting Office, and other national and international safety groups in encouraging the passage of state primary safety belt use laws and in achieving increased safety belt use; and be it

FURTHER RESOLVED, that copies of this resolution be sent to the 50 Governors and the Governor's Representatives for Highway Safety and other appropriate national agencies and organizations.

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**E**

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# **TAB E**



### **CHIEF DARRELL L. SANDERS**

Darrell L. Sanders, Chief of Police in Frankfort, Illinois, is currently the First Vice-President of the International Association of Chiefs of Police, an organization with over 14,000 members representing over 81 countries around the world.

Chief Sanders began his law enforcement career 25 years ago with the Charleston County South Carolina Police Department. Starting as a patrol officer in a department of 150 sworn personnel, he attained the position of Sergeant in charge of Career Development and spent several years in the detective division during his 10 years there. He was well known in the Charleston area as the "Eye in the Sky" Traffic Cop, and was honored as Police Officer of the Year for the State of South Carolina by the American Legion in 1978.

In July, 1979, he accepted the position of Chief of Police of Frankfort, Illinois for a department with seven full time officers, including himself. Under his administration, the department has grown to a highly respected and professional department of 20 sworn officers. He immediately became active in several local civic organizations, and has served on the Board of Directors for the American Cancer Society, Easter Seals of Will County and the Boy Scouts of America. Chief Sanders started the Frankfort Police Cadets Explorers Post 104 which has received several top honors in the State of Illinois.

Having received a Bachelors Degree in Political Science from The Baptist College of Charleston, Chief Sanders went on to receive his Master of Arts in Public Administration from Governors State University, as well as being a graduate of the 128th Session of the FBI National Academy. He has served as President of the Will County Chiefs Association, the Greater Cook County Council of Chiefs and the Illinois Association of Chiefs of Police.

After the death of his son, Brent, in 1986, he carried on Brent's interest in Special Olympics. Through his involvement in the Law Enforcement Torch Run for Special Olympics, the State of Illinois has increased its donations from approximately \$16,000 in 1987, to an estimated \$185,000 this year. Chief Sanders was inducted into the Special Olympics Hall of Fame in 1992, and represented the IACP as the on-site coordinator for the 1993 Special Olympics International Winter Games in Salzburg, Austria.

Darrell is an active and dedicated professional who has the support of his wife, Charlotte, and daughters Brandy and Jeni, as well as his police department and community.

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**F**

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**TAB F**

**DAIS SEATING  
FIRST GENERAL ASSEMBLY  
MONDAY, OCTOBER 28**

|                      |   |                            |
|----------------------|---|----------------------------|
| <b>RABBI KRAVITZ</b> | - | <b>INVOCATOR</b>           |
| <b>ESTEY</b>         | - | <b>SACOP</b>               |
| <b>PIERCE</b>        | - | <b>TREASURER</b>           |
| <b>VanZUNDERD</b>    | - | <b>INTERN'L V.P.</b>       |
| <b>GLASSCOCK</b>     | - | <b>5TH V.P.</b>            |
| <b>CONSTANTINE</b>   | - | <b>ADMIN. - DEA</b>        |
| <b>NEUBAUER</b>      | - | <b>3RD V.P.</b>            |
| <b>GARRETT</b>       | - | <b>CHIEF, PHOENIX P.D.</b> |
| <b>BOWRON</b>        | - | <b>DIR. - SECRET SERV.</b> |
| <b>SANDERS</b>       | - | <b>INCOMING PRES.</b>      |

**< PODIUM**

|                   |   |                           |
|-------------------|---|---------------------------|
| <b>WALCHAK</b>    | - | <b>PRESIDENT</b>          |
| <b>ROSENBLATT</b> | - | <b>EXEC. DIR.</b>         |
| <b>MAGAW</b>      | - | <b>DIR. - BATF</b>        |
| <b>WHETSEL</b>    | - | <b>IMMED. PAST PRES.</b>  |
| <b>MOODY</b>      | - | <b>2ND V.P.</b>           |
| <b>KENNEDY</b>    | - | <b>DEPUTY. DIR. F.B.I</b> |
| <b>ROBINSON</b>   | - | <b>4TH V.P.</b>           |
| <b>BERGER</b>     | - | <b>6TH V.P.</b>           |
| <b>JENNINGS</b>   | - | <b>S. &amp; P.</b>        |
| <b>REYNOLDS</b>   | - | <b>PARLIAMENTARIAN</b>    |

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**G**

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**TAB G**

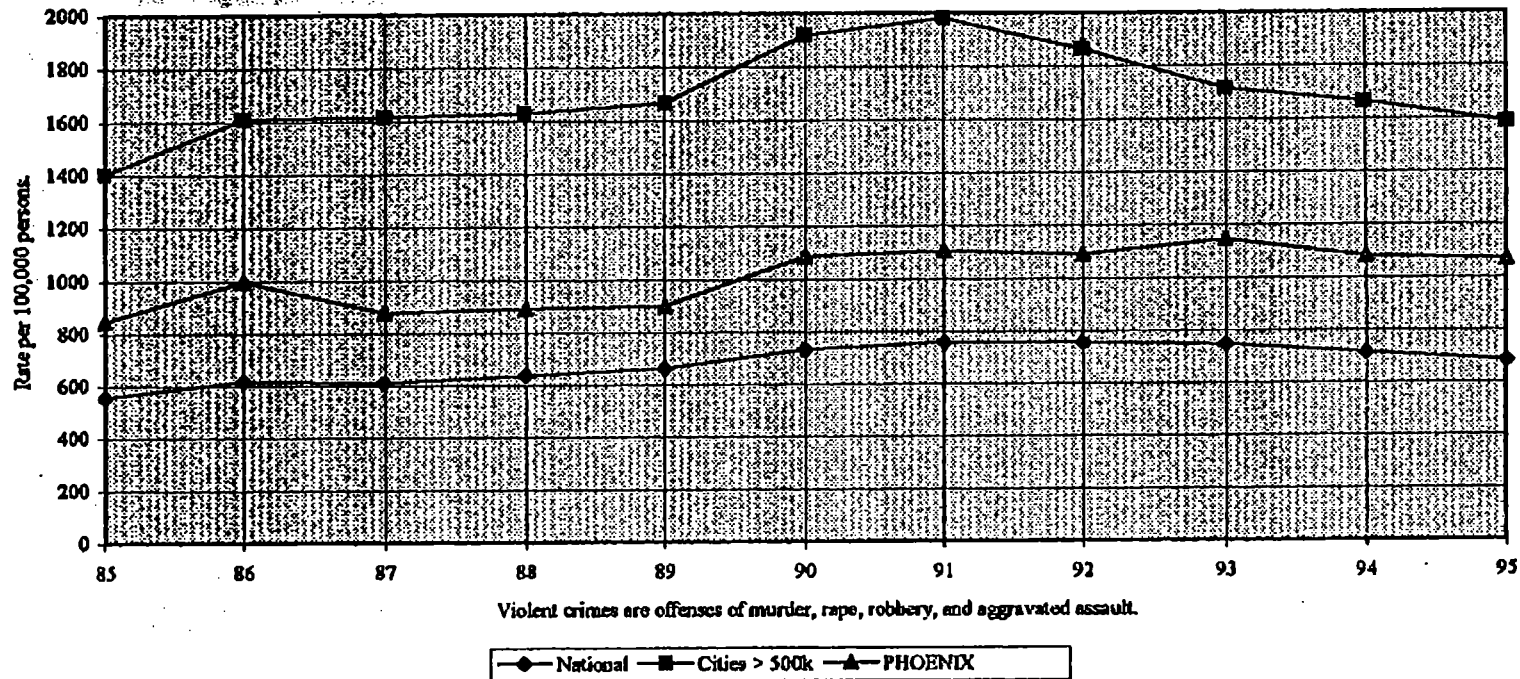
| <u>State</u> | <u>Year</u> | <u>City</u> | <u>Population</u> | <u>Violent</u> | <u>V. Rate</u> | <u>% Change</u> | <u>Murder</u> | <u>M. Rate</u> | <u>% Change</u> |
|--------------|-------------|-------------|-------------------|----------------|----------------|-----------------|---------------|----------------|-----------------|
| AZ           | 85          | PHOENIX     | 890746            | 7521           | 844.35         |                 | 89            | 9.99           |                 |
| AZ           | 86          | PHOENIX     | 927055            | 9238           | 996.49         | 18.0%           | 122           | 13.16          | 31.7%           |
| AZ           | 87          | PHOENIX     | 933177            | 8181           | 876.68         | -12.0%          | 111           | 11.89          | -9.6%           |
| AZ           | 88          | PHOENIX     | 951717            | 8477           | 890.71         | 1.6%            | 106           | 11.14          | -6.4%           |
| AZ           | 89          | PHOENIX     | 941948            | 8481           | 900.37         | 1.1%            | 126           | 13.38          | 20.1%           |
| AZ           | 90          | PHOENIX     | 983403            | 10665          | 1084.50        | 20.5%           | 128           | 13.02          | -2.7%           |
| AZ           | 91          | PHOENIX     | 995895            | 11010          | 1105.54        | 1.9%            | 128           | 12.85          | -1.3%           |
| AZ           | 92          | PHOENIX     | 999900            | 10907          | 1090.81        | -1.3%           | 136           | 13.60          | 5.8%            |
| AZ           | 93          | PHOENIX     | 1039369           | 11911          | 1145.98        | 5.1%            | 158           | 15.20          | 11.8%           |
| AZ           | 94          | PHOENIX     | 1076108           | 11627          | 1080.47        | -5.7%           | 231           | 21.47          | 41.2%           |
| AZ           | 95          | PHOENIX     | 1085706           | 11590          | 1067.51        | -1.2%           | 214           | 19.71          | -8.2%           |

1995 reported crime rate data for individual cities has not been released.

The FBI has requested that we do not use the data publicly until it is released in October.

Source: FBI Uniform Crime Reports

### Reported Violent Crime Rate 1985-1995 (All Ages)

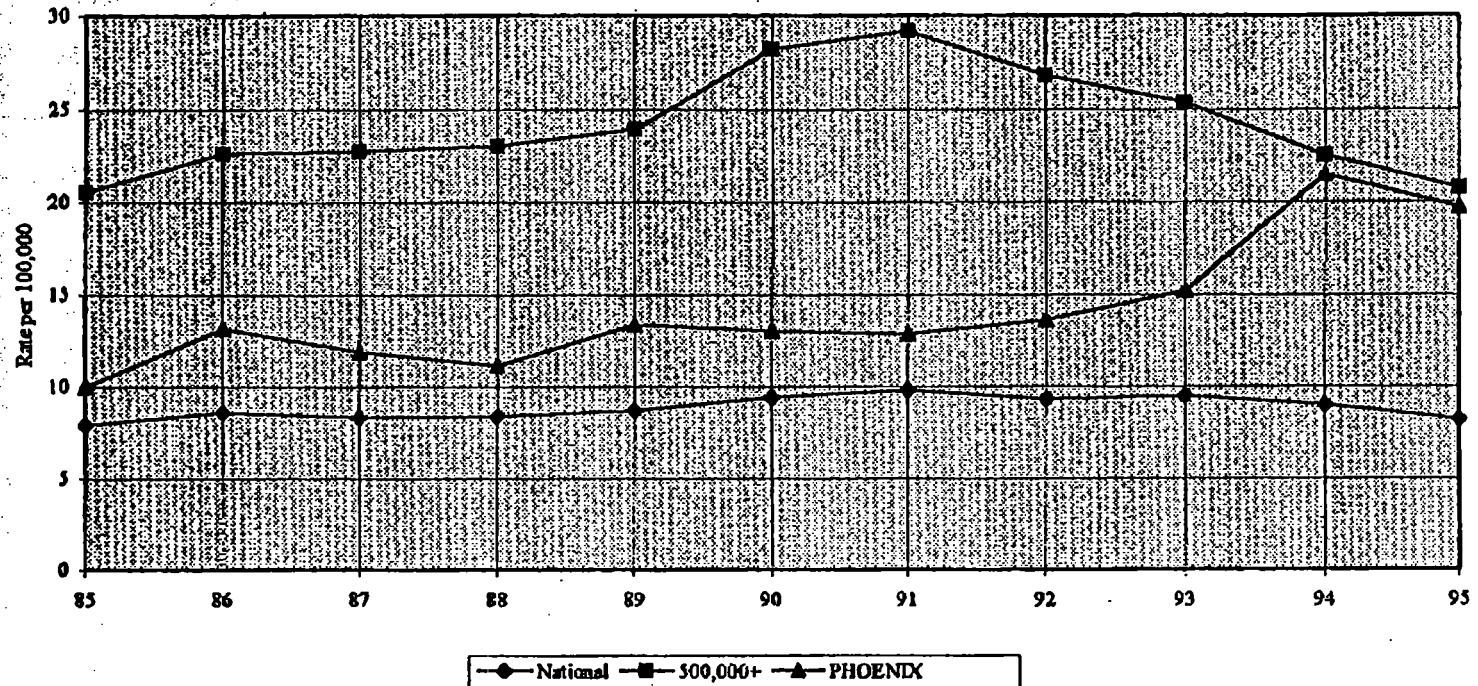


|               | 1985   | 1986   | 1987   | 1988   | 1989   | 1990   | 1991   | 1992   | 1993   | 1994   | 1995   |
|---------------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| PHOENIX       | 844.3  | 996.5  | 876.7  | 890.7  | 900.4  | 1084.5 | 1105.5 | 1090.8 | 1146.0 | 1080.5 | 1067.5 |
| % Change      |        | 18.0%  | -12.0% | 1.6%   | 1.1%   | 20.5%  | 1.9%   | -1.3%  | 5.1%   | -5.7%  | -1.2%  |
| Cities > 500k | 1402.5 | 1608.0 | 1615.0 | 1627.9 | 1665.5 | 1918.0 | 1981.3 | 1866.3 | 1715.0 | 1663.0 | 1587.6 |
| National      | 556.6  | 617.7  | 609.7  | 637.2  | 663.1  | 731.8  | 758.1  | 757.5  | 746.8  | 716.0  | 648.6  |

1995 reported crime rate data for individual cities has not been released.  
The FBI has requested that we do not use the data publicly until it is released in October.

Source: FBI Uniform Crime Reports

### Reported Murder Rate 1985-1995 (All Ages)



|               | 1985  | 1986  | 1987  | 1988  | 1989  | 1990  | 1991  | 1992  | 1993  | 1994  | 1995  |
|---------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| PHOENIX       | 9.99  | 13.16 | 11.89 | 11.14 | 13.38 | 13.02 | 12.85 | 13.60 | 15.20 | 21.47 | 19.71 |
| % Change      |       | 31.7% | -9.6% | -6.4% | 20.1% | -2.7% | -1.3% | 5.8%  | 11.8% | 41.2% | -8.2% |
| Cities > 500k | 20.54 | 22.60 | 22.75 | 23.04 | 23.92 | 28.21 | 29.17 | 26.80 | 25.36 | 22.52 | 20.75 |
| National      | 7.90  | 8.60  | 8.30  | 8.40  | 8.70  | 9.40  | 9.80  | 9.30  | 9.50  | 9.00  | 8.20  |

1995 reported crime rate data for individual cities has not been released.

The FBI has requested that we do not use the data publicly until it is released in October.

Source: FBI Uniform Crime Reports

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**H**

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**TAB H**



Office of the Deputy Attorney General  
Washington, D.C. 20530

July 12, 1996

The Honorable Newt Gingrich  
Speaker  
U.S. House of Representatives  
Washington, D.C. 20515

Dear Mr. Speaker:

We are pleased to announce that a briefing on encryption policy is scheduled for Members on July 18, 1996 at 1:30 PM in S-407 in the Capitol.<sup>1</sup> We will be present, along with the Director of Central Intelligence and the Deputy Director of the National Security Agency, to engage in a meaningful dialogue on the topic. We in law enforcement welcome this opportunity to discuss this very important and complex issue with you and hope that you plan to attend. To make the briefing more meaningful, we thought it might be useful to provide you with some background on law enforcement's views and to express our concerns with some of the bills pending in Congress on this issue.

Since 1992, when AT&T announced its plan to sell a small, portable telephone device that would provide users with low-cost but robust voice encryption, the issue of encryption has been vociferously debated in the United States. People concerned about privacy, commerce, and computer security have advocated the unfettered proliferation of strong encryption products, and have argued that government should simply stay out of the encryption issue entirely. Government controls on the export of strong cryptography have come in for particular criticism. In the din of the debate, however, the significant impact unbreakable encryption would have on domestic law enforcement and national security has often been overlooked. As Congress begins to delve into this issue, we believe it is critical that the views of law enforcement be clearly articulated.

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<sup>1</sup> Cryptography involves the use of mathematical algorithms to scramble data. It can be used for a host of purposes, including establishing authorship of an electronic document or proving that data has not been altered. Encryption refers to one particular use of cryptography: to protect the confidentiality of data.

First, let us make clear that we believe that the availability and use of strong cryptography are critical if the "Global Information Infrastructure" (GII) is to fulfill its promise. Communications and data must be protected -- both in transit and in storage -- if the GII is to be used for personal communications, financial transactions, medical care, the development of new intellectual property, and myriad other applications. Indeed, people sometimes lose sight of the fact that law enforcement is responsible, in part, for protecting privacy and promoting commerce over our nation's communications networks. We protect communications privacy, for instance, by prosecuting those who would violate the communications privacy of others, and we help promote commerce by enforcing laws that protect intellectual property rights, by combatting computer and communications fraud, and by helping to protect the confidentiality of business data. Our support for robust encryption stems from this commitment to protecting privacy and commerce.

At the same time, however, we must be mindful of our other principal responsibilities: protecting America's public safety and national security against the threats posed by terrorists, organized crime, foreign intelligence agents, and others, and to prosecute serious crime when it does occur. Thus, notwithstanding the significant benefits of encryption, we are gravely concerned that the proliferation of unbreakable encryption would seriously undermine our ability to perform these critical missions.

Court-authorized wiretaps have proven to be one of the most successful law-enforcement tools in preventing and prosecuting serious crimes, including terrorism. In addition, as society becomes more dependent on computers, evidence (and the fruits) of crimes will increasingly be found in stored computer data, which can be searched and seized pursuant to court authorized warrants. But if unbreakable encryption proliferates, these critical law enforcement tools could be nullified. Thus, for example, even if the government satisfies the rigorous procedural requirements for obtaining a wiretap order (which can be obtained only in very limited circumstances), the wiretap would essentially be worthless if the intercepted communications of the targeted criminals amount to an unintelligible jumble of noises or symbols. The potential harm to law enforcement -- and to the nation's domestic security -- could be devastating.

Our concern is neither theoretical nor overstated. We have already begun to encounter the harmful effects of encryption in recent investigations.

- In the Aldrich Ames spy case, Ames was instructed by his Soviet handlers to encrypt computer file information to be passed to them.

- Ramzi Yousef, currently on trial for plotting to blow up 10 U.S.-owned airliners in the Far East, and his alleged co-conspirators apparently stored information about their terrorist plot in an encrypted computer file in Manila. (Yousef is also one of the alleged masterminds of the World Trade Center bombing.)

- In a child pornography case, one of the subjects used encryption in transmitting obscene and pornographic images of children over the Internet.

- In a major international drug-trafficking case, the subject of a court-ordered wiretap used a telephone encryption device, frustrating the surveillance in part.

- Some of the anti-government militia groups are now promoting the use of encryption as a means of thwarting law enforcement investigations.

- In several major hacker cases, the subjects have used encryption to encrypt computer files, thereby concealing evidence of serious crimes.

These are just a few examples of recent cases involving encryption. As encryption proliferates and becomes an ordinary component of mass market items, and as the strength of encryption products increases to the point of denying law enforcement access to intercepted communications or physical evidence, the threat to public safety will increase exponentially.

Some people argue that individuals should have a right to absolute privacy from governmental intrusion, regardless of the costs to public order and safety, and that any new technology that enhances absolute privacy should go unrestricted. But our society has never recognized an absolute right to privacy. Rather, the Fourth Amendment strikes a careful balance, permitting government invasion of privacy (including one's personal communications and papers) to protect public safety and to prosecute crimes, but only when law enforcement can demonstrate "probable cause" and (absent exigent circumstances) obtain a warrant from a neutral and detached magistrate. Unbreakable encryption would upset this delicate constitutional balance, which is one of the bedrock principles of our legal system, by effectively nullifying a court's issuance of a search warrant or wiretap order. The notion that this technology should dictate public policy is backwards. Technology should serve society, not rule it; technology should promote public safety, not defeat it.

Clearly, then, our goal should be to encourage the use of strong encryption to protect privacy and commerce, but in a way that preserves law enforcement's ability to preserve public

safety and protect national security against criminal threats. There is now an emerging consensus throughout much of the world that the way to achieve this balance is through the use of a "key escrow" or "trusted third party" system. Under this system, a "key" (a sequence of symbols that determines the transformation from plaintext to ciphertext, or vice versa) for a given encryption product would be deposited with a trusted third party or "escrow" agent (which could be a private or governmental entity). The government would then be able, upon presenting a certification from the relevant law enforcement official, to obtain the keys from the escrow agent in order to decrypt information obtained pursuant to legal authorization.

Again, it is critical to keep in mind that the government would not be able to access arbitrarily the encrypted communications of the average law-abiding citizen or business, because such access could be obtained only as part of a legally authorized investigation. The same constitutional protections -- principally the requirement of a search warrant from a neutral judicial official, upon determination of probable cause -- that preserve every American's privacy interests today would prevent unauthorized intrusions in a key escrow regime.

Beyond the interest in effective law enforcement, many businesses are beginning to recognize their own need for some method of escrowing keys. A private company, for example, might find that one of its employees has improperly taken and encrypted confidential information in the company's files, and then absconded with the company's copy of the keys. In such a situation, the company's only means of retrieving the information might be to obtain the keys from the escrow agent. And recent hacker cases, such as the one involving an intrusion into Citibank's computers by hackers in St. Petersburg, Russia, have further demonstrated to many businesses the general need for a cop on the "information superhighway." A key escrow system would provide businesses with the encryption they need to protect their own communications and stored data, while preserving law enforcement's ability to track down and prosecute criminals who use encryption in an effort to conceal evidence of their illegal activities.

Key escrow thus holds out great promise of providing the security and confidentiality businesses and individuals want and need, while preserving the government's ability to protect public safety and national security. Because there are no restrictions on the use of encryption domestically, however, there is presently no way to require the manufacture and use of key escrow products. The Administration therefore has been pursuing a policy to promote the voluntary manufacture and use of key escrow products, in the hope that market forces will make such products a de facto industry standard. We look forward to discussing this policy with you further.

technology -- and other countries have made import controls unnecessary. But given other countries' legitimate concerns about the worldwide proliferation of unbreakable encryption, we believe it is quite likely that those countries would respond to any lifting of U.S. export controls by imposing import controls. In the long run, then, U.S. companies might not be any better off, but we would have undermined our leadership role in fighting international crime and damaged our own national security in the interim.

Fourth, it is important to keep in mind that the State Department has shown considerable flexibility in administering export controls. For instance, it has permitted U.S. banks and other entities to export strong encryption products for their own use abroad, and has permitted the export of strong encryption as long as it allows for legitimate government access.

Finally, the Administration is currently exploring with industry ways to relax export controls consistent with the need to protect public safety and national security. We believe many corporate citizens now recognize the public interest in export controls, and understand how the United States (and other countries) could be harmed by the unrestricted export of encryption. We also are continuing our discussions with foreign governments, which are now anxious to join us in developing international standards to address this issue on a global scale. If strong cryptography products available both overseas and domestically provide a means by which law enforcement agencies can have a legally authorized means of decrypting encoded data, we believe that key escrow encryption will become the worldwide standard for users of the GII, including criminal elements.<sup>2</sup> Were this to occur, U.S. business will undoubtedly be able to compete effectively, retaining and even expanding their market share.

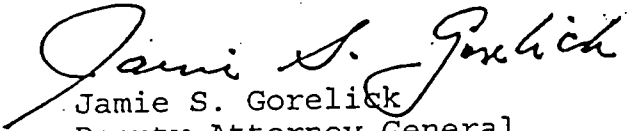
In light of these factors, we believe it would be profoundly unwise simply to lift export controls on encryption. National security should not be sacrificed for the sake of uncertain commercial benefits, especially when there is the possibility of satisfying both security and commercial needs simultaneously through global adoption of a key escrow system.

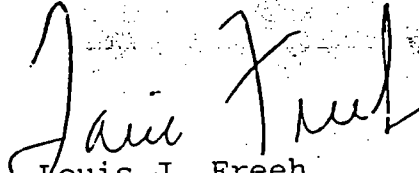
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<sup>2</sup> Obviously, the institution of a key escrow regime, whether voluntarily or mandatorily implemented, would not prevent all criminals from obtaining unescrowed encryption, any more than outlawing murder prevents all homicides. But even criminals need to communicate with legitimate organizations (such as banks), and they will need to use key escrow products to do so if key escrow becomes the international standard.

Thank you for considering the views expressed in this letter. Please do not hesitate to contact us if we can provide any additional assistance or information. We look forward to working with you as we move forward in developing an encryption policy that furthers the goal of increased privacy and confidentiality in communications and stored information while protecting public safety and national security.

Sincerely,

  
Jamie S. Gorelick  
Deputy Attorney General

  
Louis J. Freeh  
Director  
Federal Bureau of Investigation

## FACT SHEET ON DATA ENCRYPTION

- "Encryption" is a method for ensuring the security and privacy of wire or electronic communication or other stored information by converting plain text to "ciphertext" through the use of codes which are known as "cryptographic algorithms."
- Law enforcement needs stronger encryption technology which will enhance the privacy of telephone communications, facsimile transmissions, computer files and the like by average consumers and businesses, while preserving law enforcement's ability to enforce valid court orders which authorize gain access to suspected criminals' and terrorists' encrypted communications or computer information.
- Some have said that breaking the codes and decrypting information can simply be solved by providing law enforcement money. However, even with a \$10 million super-computer, it would take almost 1-1/4 years to decode an English-language conversation encrypted using currently-available technology. One day, let alone, one year, is far too long. Nothing short of virtually instantaneous access without multi-million computers will serve the purposes of law enforcement.
- Although many people think that this initiative is simply about wiretaps, it is not. In fact, encryption can be used to keep secret information on computer hard drives and floppy disks, facsimiles and other similar devices as well. Examples of matters which are generally kept in plain text form now, but which law enforcement might not have access to in the future include:
  - Books and records of drug traffickers and couriers. Federal, state and local law enforcement officers have long sought these types of records to assist in investigations and draw connections between different parts of conspiracies. These records can readily be stored on the hard drive of a relative inexpensive computer. If the hard drive is encrypted, law enforcement will lose access to them.
  - Telephone message information. Information which was until recently routinely stored on tapes in answering machines and which provided law enforcement with valuable investigative information pursuant to properly court-issued search warrants, is now routinely stored on the hard drives of multi-media computers which may be purchased for less than \$2,000. If encrypted, law enforcement will lose the ability to access this information.

- Electronic surveillance. Federal law allows law enforcement officers to conduct electronic surveillance -- such as wiretaps -- with a valid court order and after a lengthy internal review process. If the underlying conversation is encrypted, the information gained from the wiretap is necessarily meaningless. While most wiretaps are conducted in major jurisdictions, the benefits are felt across the nation. The following relatively hi-technology examples are useful:
  - A radical Islamic terrorist group, despite being under FBI surveillance, could plot via encrypted telephone communications to detonate a nuclear or chemical weapon in Atlanta during the 1996 Summer Olympics, without the FBI's being able to decipher the conversations in time to foil the plot.
  - A right-wing militia group, again already under FBI surveillance, could plot via encrypted telephone communications and Internet e-mails to kidnap and murder a federal official, without the FBI's being able to decipher the communications in time to prevent the murder.
  - Members of a South American drug cartel could plot to smuggle massive quantities of cocaine into the U.S. via a large airplane, without the DEA's being able to decipher their encrypted communications in time to intercept the flight, or to decrypt their stored computer files in order to bring a criminal prosecution after the crime has occurred.
  - Child pornographers could encrypt computer files containing their pornographic products, or containing lists of the children used to create the pornography. Unless law enforcement was able to decrypt those files, a court-ordered search warrant would be rendered meaningless.
- Law enforcement needs a "key escrow" system in which a neutral third party holds the codes or "keys" to encryption software. The neutral third party would provide the "key" to encrypted materials to the government only when provided a valid court order.

# Withdrawal/Redaction Marker

## Clinton Library

| DOCUMENT NO.<br>AND TYPE | SUBJECT/TITLE                                     | DATE       | RESTRICTION |
|--------------------------|---------------------------------------------------|------------|-------------|
| 001. report              | re: Law Enforcement's Decryption Needs (11 pages) | 00/00/0000 | b(7)(E)     |

### COLLECTION:

Clinton Presidential Records  
Domestic Policy Council  
Jose Cerda  
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### FOLDER TITLE:

International Association of Chiefs of Police 103rd Annual Conference 1996

2016-0931-S  
rc2335

### 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.

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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]  
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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]

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**TAB I**

# DRAFT

DRAFT AS OF 10/22/96 @ 9:00AM

**FOR IMMEDIATE RELEASE**  
**Tuesday, October 22, 1996**

**NIJ**  
**202/307-0703**

## **Justice Department Awards \$780,000 for Law Enforcement Family Support**

WASHINGTON, D.C. -- To respond to the high level of stress law enforcement officers face, the Justice Department today announced a new grant program authorized by President Clinton's 1994 Crime Law. Eight law enforcement organizations, including state and local police departments and police organizations, will receive awards to test innovative practices and provide training to reduce to reduce the stress police officers and their families face.

The National Institute of Justice (NIJ) will administer the \$780,000 Law Enforcement Family Support program. "...", said NIJ Director Jeremy Travis.

Grant recipients include: Iowa State University; Fraternal Order of Police, Lodge #1 in Baton Rouge, Louisiana; Miami Police Department; New York City Patrolmen's Benevolent Association; New York State Division of Criminal Justice; Vermont Department of Public Safety; Arkansas State Police; and the National Association of Police Organizations.

Stress among law enforcement can be seen in high incidence of alcoholism, divorce and suicide. In addition, police agencies can experience stress on an organizational level which further impacts stress experienced by its personnel and their families. Stress-causing factors

(MORE)

# DRAFT

DRAFT AS OF 10/22/96 @ 9:00AM

2

include shift work, inadequate opportunities for career advancement, discrimination of minority status officers, making the transition from traditional to community-oriented policing and perceptions of negatively biased reporting of police operations by the media.

The eight funded demonstration and training programs will afford NIJ the opportunity to advance understanding about the nature and effects of stress on law enforcement personnel, families and organizations, and then to disseminate its findings throughout the country.

These and other findings are documented in an NIJ report, "Developing a Law Enforcement Stress Program for Officers and Their Families," which will be published later this year and available through the National Criminal Justice Reference Service (NCJRS) by e-mail at [askncjrs@ncjrs.org](mailto:askncjrs@ncjrs.org) or at 800/851-3420.

###

NIJ 96-249

After hours contact: James Phillips at 202/???-???? (pager)

**DRAFT**

**OFFICE OF JUSTICE PROGRAMS**

***NATIONAL INSTITUTE OF JUSTICE***

***Law Enforcement Family Support Program***

**Research Program Award**

**AWARD TO:** Arkansas State Police  
Little Rock, Arkansas

**AMOUNT:** \$58,970 \*

**SUMMARY:** This 18-month project will equip and enable a statewide law enforcement chaplaincy program to provide emergency and routine stress management services, including death notifications, alcohol and/or chemical dependency counseling, post-shooting counseling, and officer trauma counseling. Specialized education for police recruits and their families would also be provided. The International Conference of Police Chaplains will provide a three-day training workshop for all police chaplains in Arkansas. A process evaluation of program activities will be conducted with assistance of NIJ staff.

**Local Contact:** Colonel John R. Bailey, Director  
Arkansas State Police  
501/221-8200

**OJP Contact:** James M. Phillips  
Office of Congressional and Public Affairs  
202/307-0703

\*Final award amount to be determined pending budget review.

**DRAFT**

**OFFICE OF JUSTICE PROGRAMS**

***NATIONAL INSTITUTE OF JUSTICE***

***Law Enforcement Family Support Program***

**Research Program Award**

**AWARD TO:** Iowa State University  
Ames, Iowa

**AMOUNT:** \$169,618 \*

**SUMMARY:** Iowa State University will develop and evaluate a comprehensive model stress management program for university, municipal, and county law enforcement officers and their families in rural areas. Participating law enforcement agencies include the Ames Police Department, the Story County Sheriff's Department, and the Iowa State University Campus Police.

**Local Contact:** Richard E. Hasbrook, Contracts Officer  
Iowa State University  
515/294-5225

**OJP Contact:** James M. Phillips  
Office of Congressional and Public Affairs  
202/307-0703

\*Final award amount to be determined pending budget review.

**DRAFT**

**OFFICE OF JUSTICE PROGRAMS**

***NATIONAL INSTITUTE OF JUSTICE***

***Law Enforcement Family Support Program***

**Research Program Award**

**AWARD TO:** Fraternal Order of Police, Lodge #1  
Baton Rouge, Louisiana

**AMOUNT:** \$180,000 \*

**SUMMARY:** The project will expand the present Critical Incident Stress Debriefing (CID) program to cover the entire state and will include stress reduction services for all types of employment-related stress, including crises care and training for family members and significant others. An assessment model and a process evaluation of all program activities will be developed by Louisiana State University. A Program Development Guide will be produced and provided to other states and jurisdictions.

**Local Contact:** Charles Carter, President  
Fraternal Order of Police, Lodge #1  
Baton Rouge, Louisiana  
504/275-1684

**OJP Contact:** James M. Phillips  
Office of Congressional and Public Affairs  
202/307-0703

\*Final award amount to be determined pending budget review.

**DRAFT**

**OFFICE OF JUSTICE PROGRAMS**

***NATIONAL INSTITUTE OF JUSTICE***

***Law Enforcement Family Support Program***

**Research Program Award**

**AWARD TO:** Miami Police Department  
Miami, Florida

**AMOUNT:** \$47,250 \*

**SUMMARY:** Due to attrition and supplemental hiring authority, the Miami Police Department is in the process of hiring approximately 200 new officers. It is anticipated that 85 percent of the new hires will have no prior police experience, and that most of the others will have less than three years experience. In an effort to reduce overall stress within the department, this project will provide training for the new officers in stress management techniques.

The project will augment the department's existing Officer Assistance Program and Early Warning System referrals by requiring all new officers, at four month intervals, to participate in three individualized stress management training and counseling sessions during the officer's initial year of employment. Sessions will be conducted by consulting departmental psychologists and counselors. In addition, the sessions will address general stress management issues, as well as personal and work-related problems. Family members and significant others will be encouraged to participate, particularly in the first session. A client satisfaction survey will be conducted following the last counseling session as an indicator of program success.

**Local Contact:** Donald H. Warshaw, Chief of Police  
Miami Police Department  
305/579-6565

**OJP Contact:** James M. Phillips  
Office of Congressional and Public Affairs  
202/307-0703

\*Final award amount to be determined pending budget review.

**DRAFT**

**OFFICE OF JUSTICE PROGRAMS**

***NATIONAL INSTITUTE OF JUSTICE***

***Law Enforcement Family Support Program***

**Research Program Award**

**AWARD TO:** National Association of Police Organizations  
Police Research and Education Project  
Washington, D.C.

**AMOUNT:** \$145,627 \*

**SUMMARY:** This project builds on preliminary work under an existing NIJ grant to develop, implement, and evaluate innovative and comprehensive stress reduction educational training programs that address officers' perceived work and family needs in Erie County (NY), Dallas, and Minneapolis. The work will be accomplished through a four-phase process.

**Local Contact:** Robert T. Scully, Executive Director  
National Association of Police Organizations  
202/842-4420

**OJP Contact:** James M. Phillips  
Office of Congressional and Public Affairs  
202/307-0703

\*Final award amount to be determined pending budget review.

**DRAFT**

**OFFICE OF JUSTICE PROGRAMS**

***NATIONAL INSTITUTE OF JUSTICE***

***Law Enforcement Family Support Program***

**Research Program Award**

**AWARD TO:** New York State Division of Criminal Justice  
Bureau for Municipal Police  
Albany, New York

**AMOUNT:** \$25,030 \*

**SUMMARY:** This project seeks to undertake a state-wide "train the trainers" program in two phases. Phase I will develop and implement a 12-hour pilot instruction course for recruit officers and their spouses or significant others. Phase II will provide training to officials in 14 zones throughout the state so that it can continually be offered to law enforcement officers and their families on both a recruit and in-service basis to develop stress management skills. The project consists of classroom lectures on concepts of stress reduction and management, and presentations by Employee Assistance Program professionals concerning confidentiality and available support services.

**Local Contact:** Stephen M. Bernardi, Deputy Commissioner  
New York State Division of Criminal Justice  
Bureau for Municipal Police  
514/457-6101

**OJP Contact:** James M. Phillips  
Office of Congressional and Public Affairs  
202/307- 0703

\*Final award amount to be determined pending budget review.

**DRAFT**

**OFFICE OF JUSTICE PROGRAMS**

***NATIONAL INSTITUTE OF JUSTICE***

***Law Enforcement Family Support Program***

**Research Program Award**

**AWARD TO:** New York City Patrolmen's Benevolent Association  
Membership Assistance Program  
New York, New York

**AMOUNT:** \$ 130,000 \*

**SUMMARY:** This project builds upon an existing department-supported Peer Support Officer Program, which is union organized and managed. The program will: 1) develop a handbook for peer support officers; 2) provide awareness training to expand a provider referral network of mental health clinicians familiar with the specific needs and problems of police officers and their families; 3) conduct a three-part regional training seminar for up to 1,500 officers and/or family members; and 4) form support groups for officers and families which will meet regularly after completion of the project.

**Local Contact:** William "Bill" Genet, Director  
New York City Patrolmen's Benevolent Association  
Membership Assistance Program  
212/298-9111

**OJP Contact:** James M. Phillips  
Office of Congressional and Public Affairs  
202/307-0703

\*Final award amount to be determined pending budget review.

**DRAFT**

**OFFICE OF JUSTICE PROGRAMS**

***NATIONAL INSTITUTE OF JUSTICE***

***Law Enforcement Family Support Program***

**Research Program Award**

**AWARD TO:** Vermont Department of Public Safety  
Waterbury, Vermont

**AMOUNT:** \$30,000 \*

**SUMMARY:** The Vermont State Police Peer Support Team and the Vermont State Police Spouse Peer Support Team will provide services on an as-needed basis throughout the state. Team members will be trained as couples in Basic Critical Incident Stress Debriefing and Peer Support, Traumatic Stress Management, and Family Issues in Public Safety Families. Teams will be assigned to geographic troop areas to conduct appropriate interventions when critical incidents are experienced. Services will also be made available to law enforcement personnel and their families throughout geographic areas of assignment, even if they are not affiliated with the Vermont State Police.

**Local Contact:** A. James Walton Jr., Commissioner  
Vermont Department of Public Safety  
802/244-8718

**OJP Contact:** James M. Phillips  
Office of Congressional and Public Affairs  
202/307-0703

\*Final award amount to be determined pending budget review.

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**TAB J**

10/18/96

STATUS OF NCHIP FUNDING  
(10/18/96)

\* Not yet awarded

| State                         | NCHIP 95<br>Core Award | NCHIP 95<br>ASAP<br>Award | NCHIP 96<br>Award | Total NCHIP<br>Awards |
|-------------------------------|------------------------|---------------------------|-------------------|-----------------------|
| Alabama                       | \$552,733              |                           | \$337,637         | \$890,370             |
| Alaska                        | \$825,875              | \$175,643                 | \$340,000         | \$1,341,318           |
| American Samoa                | \$200,000              |                           |                   | \$200,000             |
| Arizona                       | \$1,099,147            |                           | \$625,000         | \$1,724,147           |
| Arkansas                      | \$659,390              |                           | \$393,720         | \$1,053,110           |
| California                    | \$3,405,542            | \$120,000                 | \$5,400,000       | \$8,925,542           |
| Colorado                      | \$986,315              |                           | \$340,636         | \$1,326,950           |
| Connecticut                   | \$638,191              | \$215,000                 | \$975,000         | \$1,828,191           |
| Delaware                      | \$962,400              | \$162,689                 | \$310,930         | \$1,436,019           |
| D.C.                          | \$862,576              |                           | \$388,100         | \$1,248,676           |
| Florida                       | \$2,894,331            | \$250,000                 | \$833,835         | \$3,978,166           |
| Georgia                       | \$1,500,000            | \$249,910                 | \$505,000         | \$2,254,910           |
| Guam                          | \$200,000              |                           |                   | \$200,000             |
| Hawaii                        | \$600,000              |                           | \$507,125         | \$1,107,125           |
| Idaho                         | \$490,000              |                           | \$250,000         | \$740,000             |
| Illinois                      | \$2,800,000            | \$250,000                 | \$1,112,000       | \$4,162,000           |
| Indiana                       | \$1,581,442            |                           | \$550,831         | \$2,132,273           |
| Iowa                          | \$792,038              |                           | \$405,164         | \$1,197,200           |
| Kansas                        | \$903,000              |                           | \$325,000         | \$1,228,000           |
| Kentucky                      | \$1,200,000            |                           | \$250,000         | \$1,450,000           |
| Louisiana                     | \$1,300,000            |                           | \$327,665         | \$1,627,665           |
| Maine                         | \$1,975,000            |                           | \$199,000         | \$2,174,000           |
| Maryland                      | \$1,700,000            |                           | \$400,000         | \$2,100,000           |
| Massachusetts                 | \$1,901,209            |                           | \$1,324,041       | \$3,225,250           |
| Michigan                      | \$1,124,874            |                           | \$1,806,000       | \$2,930,874           |
| Minnesota                     | \$1,487,300            | \$249,060                 | \$544,000         | \$2,280,360           |
| Mississippi                   | \$1,725,000            |                           | \$250,000         | \$1,975,000           |
| Missouri                      | \$1,819,570            | \$250,000                 | \$387,848         | \$2,257,218           |
| Montana                       | \$335,000              |                           | \$273,270         | \$608,270             |
| Nebraska                      | \$830,330              |                           | \$425,000         | \$1,255,330           |
| Nevada                        | \$700,000              | \$240,000                 | \$325,000         | \$1,265,000           |
| New Hampshire                 | \$1,200,000            |                           | \$587,513         | \$1,787,513           |
| New Jersey                    | \$2,309,395            | \$249,473                 | \$634,581         | \$3,193,449           |
| New Mexico                    | \$2,126,328            |                           |                   | \$2,126,328           |
| New York                      | \$4,792,375            | \$250,000                 | \$1,768,720       | \$6,811,095           |
| North Carolina                | \$1,460,705            | \$245,000                 | \$344,500         | \$2,050,205           |
| North Dakota                  | \$556,365              | \$141,497                 | \$475,000         | \$1,172,862           |
| Ohio                          | \$2,178,241            | \$232,330                 | \$1,455,772       | \$3,866,343           |
| Oklahoma                      | \$812,741              |                           | \$499,350         | \$1,112,091           |
| Oregon                        | \$1,300,000            | \$226,850                 | \$355,000         | \$1,881,850           |
| Pennsylvania                  | \$2,632,984            |                           | \$1,369,000       | \$4,001,984           |
| Rhode Island                  | \$541,804              |                           | \$322,000         | \$863,804             |
| South Carolina                | \$1,145,955            | \$147,065                 | \$693,000         | \$1,986,020           |
| South Dakota                  | \$530,000              |                           | \$145,270         | \$675,270             |
| Tennessee                     | \$1,250,000            |                           | \$419,155         | \$1,669,155           |
| Texas                         | \$4,961,200            |                           | \$2,000,000       | \$6,961,200           |
| Utah                          | \$642,653              | \$50,000                  | \$338,000         | \$1,030,653           |
| Vermont                       | \$1,975,279            |                           | \$199,500         | \$2,174,779           |
| Virginia                      | \$2,215,105            |                           | \$383,669         | \$2,598,774           |
| Washington                    | \$1,200,000            |                           | \$594,682         | \$1,794,682           |
| West Virginia                 | \$1,919,000            |                           | \$75,000          | \$1,994,000           |
| Wisconsin                     | \$1,700,000            |                           | \$396,000         | \$2,096,000           |
| Wyoming                       | \$479,856              |                           |                   |                       |
| Total direct awards to states | \$75,581,047           | \$3,704,517               | \$33,145,313      | \$111,951,021         |

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**TAB K**



# *Taking Steps To Reduce Youth Gun Violence*



**Program Summary**



*Office of Juvenile Justice and Delinquency Prevention*

# Office of Juvenile Justice and Delinquency Prevention

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was established by the President and Congress through the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, Public Law 93-415, as amended. Located within the Office of Justice Programs of the U.S. Department of Justice, OJJDP's goal is to provide national leadership in addressing the issues of juvenile delinquency and improving juvenile justice.

OJJDP sponsors a broad array of research, program, and training initiatives to improve the juvenile justice system as a whole, as well as to benefit individual youth-serving agencies. These initiatives are carried out by seven components within OJJDP, described below.

**Research and Program Development Division** develops knowledge on national trends in juvenile delinquency; supports a program for data collection and information sharing that incorporates elements of statistical and systems development; identifies how delinquency develops and the best methods for its prevention, intervention, and treatment; and analyzes practices and trends in the juvenile justice system.

**Training and Technical Assistance Division** provides juvenile justice training and technical assistance to Federal, State, and local governments; law enforcement, judiciary, and corrections personnel; and private agencies, educational institutions, and community organizations.

**Special Emphasis Division** provides discretionary funds to public and private agencies, organizations, and individuals to replicate tested approaches to delinquency prevention, treatment, and control in such pertinent areas as chronic juvenile offenders, community-based sanctions, and the disproportionate representation of minorities in the juvenile justice system.

**State Relations and Assistance Division** supports collaborative efforts by States to carry out the mandates of the JJDP Act by providing formula grant funds to States; furnishing technical assistance to States, local governments, and private agencies; and monitoring State compliance with the JJDP Act.

**Information Dissemination Unit** informs individuals and organizations of OJJDP initiatives; disseminates information on juvenile justice, delinquency prevention, and missing children; and coordinates program planning efforts within OJJDP. The unit's activities include publishing research and statistical reports, bulletins, and other documents, as well as overseeing the operations of the Juvenile Justice Clearinghouse.

**Concentration of Federal Efforts Program** promotes interagency cooperation and coordination among Federal agencies with responsibilities in the area of juvenile justice. The program primarily carries out this responsibility through the Coordinating Council on Juvenile Justice and Delinquency Prevention, an independent body within the executive branch that was established by Congress through the JJDP Act.

**Missing and Exploited Children's Program** seeks to promote effective policies and procedures for addressing the problem of missing and exploited children. Established by the Missing Children's Assistance Act of 1984, the program provides funds for a variety of activities to support and coordinate a network of resources such as the National Center for Missing and Exploited Children; training and technical assistance to a network of 47 State clearinghouses, nonprofit organizations, law enforcement personnel, and attorneys; and research and demonstration programs.

The mission of OJJDP is to provide national leadership, coordination, and resources to prevent juvenile victimization and respond appropriately to juvenile delinquency. This is accomplished through developing and implementing prevention programs and a juvenile justice system that protects the public safety, holds juvenile offenders accountable, and provides treatment and rehabilitative services based on the needs of each individual juvenile.

# **Community Action: Taking Steps To Reduce Youth Gun Violence**

## **Program Summary**

**Shay Bilchik, Administrator  
Office of Juvenile Justice and Delinquency Prevention**

**October 1996**

This document was produced in cooperation with the International Association of Chiefs of Police (IACP), under contract #OJP-94-211-M with the Office of Juvenile Justice and Delinquency Prevention (OJJDP), U.S. Department of Justice.

OJJDP wishes to acknowledge the efforts of Sarah Ingersoll, Special Assistant to the Administrator, OJJDP, who conceived, spearheaded, and revised the manuscript; and Joyce Van Dyke, consultant to OJJDP, who wrote the original draft based on IACP's research and site visits.

Points of view or opinions expressed in this document are those of the author(s) and do not necessarily represent the official position or policies of OJJDP or the U.S. Department of Justice.

The Office of Juvenile Justice and Delinquency Prevention is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, and the Office for Victims of Crime.

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## Foreword

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In 1994 in America, the lives of at least 1,512 young people under the age of 18 ended in violent exchanges involving firearms. Some of these juveniles were innocent bystanders; some were involved in drug trafficking or gang feuds; and some were caught in personal arguments they could not resolve peacefully.

The deaths of these children and firearm injuries to many others have profoundly affected the culture of the United States. Stories of youth violence dominate the headlines, citizens of other countries fear visiting our Nation, and opinion polls rate public safety as a major concern.

The threat that firearm violence poses to our Nation's children also has profoundly affected our day-to-day activities. In many neighborhoods children sleep in bathtubs to avoid being hit by stray bullets that might burst through windows; grandparents who once watched over children playing in the streets lock themselves inside their homes behind barred windows; and some young people, who are not old enough to drive cars, carry guns to school so they can protect themselves from peers.

Despite this cycle of violence and fear, there is reason for hope. Research from the fields of juvenile justice, law enforcement, and youth development is providing us with information on what causes youth gun violence and what we can do about it. As a result, communities—school teachers, young people, police, judges, parents, and many others—are using this information in their efforts to reduce youth gun violence and victimization.

This Program Summary relies on the effective practices documented in the Office of Juvenile Justice and Delinquency Prevention's *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*, research on the risk factors for youth gun violence, and real program examples to establish a framework for implementing a thoughtful, comprehensive response to youth gun violence. I am grateful to the International Association of Chiefs of Police for its outstanding work in profiling the 11 programs presented in this document. Our hope is that *Community Action: Taking Steps To Reduce Youth Gun Violence* can help individuals and organizations work together to ensure positive opportunities for young people and to create safe communities for our Nation's families.

**Shay Bilchik**  
*Administrator*  
Office of Juvenile Justice and Delinquency Prevention

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# Part I

## Starting a Program in Your Community

### Youth Gun Violence: The Problem

Over the past few years, there has been a distressingly rapid rise in the number of American children and adolescents who are using guns and getting shot. The number of juvenile arrests for weapons violations by both females and males increased by more than 100 percent between 1985 and 1994.<sup>1</sup> Today, teenage males in all racial and ethnic groups are more likely to die from gunshot wounds than from all natural causes combined.<sup>2</sup>

While the frequency of violent offenses committed by juveniles is about the same today as it was in 1980, the fact that more and more of the young people who commit violent acts have a gun in their hands has resulted in those acts being much more lethal. The number of juvenile homicide offenders tripled between 1984 and 1994, and most of these offenders (82 percent) used a gun to kill.<sup>3</sup> More and more juveniles are turning guns on other juveniles, on adults, and on themselves. For every two youths murdered, one youth commits suicide.<sup>4</sup>

However, the increase in gun possession and gun use among young people has also had devastating consequences beyond the infliction of injury and death. In many communities, fear permeates too many children's lives; a 1993 Louis Harris poll shows that 35 percent of children ages 6 to 12 fear that their lives will be cut short by gun violence.<sup>5</sup> The trip to and from school is a frightening and dangerous passage for many, and school itself does not necessarily feel any safer. Almost half of high school students now report that there are weapons in their schools, and about 40 percent report the presence of gangs.<sup>6</sup>

In 1990 the Centers for Disease Control and Prevention surveyed a nationally representative sample of high school students about how many had carried a weapon such as a gun, knife, or club during the past 30 days. One in 5 students had carried some type of weapon in school, and 1 in 20 had carried a firearm, usually a handgun.<sup>7</sup> Self-protection is the main reason students give for carrying a gun,<sup>8</sup> and fears for their safety may be well-grounded. In our society, juveniles, along with young adults, face the highest risk of becoming victims of violent crimes such as rape, robbery, assault, or murder.<sup>9</sup>

Children cannot choose where they live or where they go to school. They will continue to try to protect themselves with guns and other weapons against the real threat of violence in their lives unless all segments of the community work with them to help them prevent violence and feel safe. Some children will also continue to engage in delinquent and criminal activity unless they have positive alternative opportunities and face immediate and appropriate sanctions when they do break the law.

In response to this problem of juvenile violence, the Department of Justice (DOJ) is working to help communities provide positive alternatives. This document serves as a guide to anyone who wants to develop a gun violence reduction program for young people. If you are thinking about how to develop such a program in your community, Part I of this guide suggests strategies and concrete examples of how to proceed. It is recommended that the strategies discussed here be applied in conjunction with the principles outlined in the Office of Juvenile Justice and Delinquency Prevention's (OJJDP's) *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* and its accompanying *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*.<sup>10</sup> Together these documents offer critical resource tools for communities seeking to prevent and intervene in juvenile violence. The *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* describes a community-based approach to reducing factors that place youth at risk for violence and suggests ways for enhancing protective factors. It also recommends establishment of a juvenile justice system that provides a continuum of graduated sanctions and services based on the severity of the crime and on the needs of each juvenile entering the system.

Part II of this guide profiles 11 promising youth gun and violence reduction programs already at work. These programs were started by parents, juvenile justice practitioners, hospital administrators, school administrators, students, government officials, and police, among others. These "promising programs" should not be regarded as "model" programs, as formal evaluation data are not yet available. However in this new field of youth gun violence reduction, these programs reflect the variety of possible approaches for involving people in prevention and intervention efforts.

Information about the programs comes from a 1996 Report by OJJDP that identified 50 programs targeted to preventing youth violence and gun use in schools and communities. The publication *Reducing Youth Gun Violence: An Overview of Programs and Initiatives (Reducing Youth Gun Violence)* documents these programs, describes the research on youth gun violence, and lists the national organizations involved in addressing youth violence.

Copies of *Reducing Youth Gun Violence*; the *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*; and the *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* can be ordered from the Juvenile Justice Clearinghouse (800-638-8736). The same number can be used to obtain numerous evaluation reports from the National Institute of Justice on youth gun violence reduction programs. These reports often examine the operation and impact of suppression programs. As a complement to these efforts, this guide focuses on prevention and intervention.

Using information from *Reducing Youth Gun Violence*, the International Association of Chiefs of Police (IACP) worked with OJJDP to identify innovative and promising programs. The IACP conducted telephone interviews with representatives from 54 programs and selected 15 for onsite visits. Criteria for selection required that the program be community-, school-, or law enforcement-based and that it target gun violence in a specific youth population. The onsite visits typically lasted 1 day, which allowed IACP observers enough time to witness activities and interview program staff and youth participants.

Of the 15 programs initially selected, 11 are profiled in Part II of this guide. Most of the programs were founded quite recently, and some are still evolving. Each one is different, having been developed to deal with distinct problems in a specific community. Although your community may be different from the ones described, some of the programs listed contain features that you can replicate, modify, or combine in creating your own program to reduce youth gun violence in your community.

## **Six Steps to Starting a Program in Your Community**

When starting a comprehensive youth gun violence reduction program in your community, you should base it on the guiding principles of the *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* and the following six steps:

- 1) Collaborate with other people and organizations.
- 2) Assess the youth gun situation in your community.
- 3) Develop a comprehensive plan for a targeted population.
- 4) Seek funding and other support.
- 5) Check the progress of your program.
- 6) Get the word out and build on your success.

Four checklists for developing your program according to these guidelines are provided in the appendix at the end of this document.

### **1) Collaborate With Other People and Organizations.**

Regardless of the kind of gun violence reduction program you envision, the essential first step is to collaborate with others. Collaborating means bringing people together, discussing and sharing resources and ideas, and taking advantage of the existing expertise and interest in your community to reduce youth gun violence.

In seeking out collaborators, look not only for individuals, but also for local organizations, public agencies (such as juvenile justice, social service, and law enforcement agencies), community groups, and in particular, youth groups. In many cities and counties where the problem of youth violence has been recognized, a task force or other organization with which you can collaborate may already exist. Whatever the resources of your community, promising programs share one characteristic: they involve the collaboration of diverse groups and agencies such as community organizations, local law enforcement agencies, school groups, juvenile justice professionals, community foundations, the media, religious organizations, universities, local businesses, parent groups, and youth groups.

Beginning a program by collaborating is a practical strategy for many reasons. A collaborative program has a better chance of surviving and growing because it has more supporters. A collaborative program gives you a better chance of maximizing scarce resources. Establishing partnerships with faculty at local colleges or universities provides a scientific knowledge base for the program and facilitates the monitoring of the program's progress. Finally, you also will have a better chance of accurately determining the nature and extent of the problem in your community if people put their heads together in assessing the problem and developing solutions.

In addition, by reinforcing ties among core social institutions such as families, schools, and religious and community organizations, your program strengthens the social web that helps prevent violence. The response to youth gun violence must be comprehensive, involving multiple resources, because the problem itself has multiple causes. Violence does not stop at the perimeter of homes or schools where children spend their time; it involves the entire community. When a child obtains a gun, the greater issue is how and why guns have come into the community at large—for instance, does the gun use relate to drug trade or other economic issues in the community? An effective

program will consider violence reduction as a community issue and gain strength from collaboration with community organizations and institutions.

Two examples of collaborative programs, which are profiled later in this guide, are the Shock Mentor Program in Prince George's County, Maryland, and the Youth Trauma Services Team in Washington, D.C. The Shock Mentor Program brings students into a hospital emergency room to vividly impress upon them the results of gun violence. This program is a three-way collaboration among medical personnel at Prince George's County Hospital, the students and teachers from local high schools, and members of a mentoring organization of professional African-American men, the Concerned Black Men. Members of this group mentor the students during and after their visits to the hospital and provide a positive lifestyle alternative to the emergency room scenes.

The Youth Trauma Services Team, a crisis-response team in Washington, D.C., is composed of psychologists, social workers, police officers, community leaders, and clergy members who aim to respond comprehensively to youth who have suffered or witnessed violent events. Backing up the team is a network of supportive government agencies in the city whose staff, along with the mayor, initially collaborated to establish the program.

In seeking the collaboration of local resources—mayors and other government officials, clergy members, business leaders, youth, school or university officials, juvenile justice practitioners, law enforcement agencies, or hospital administrators—you may find those who, while unable to take an active role in your program, may be willing to serve in an advisory capacity or act as a catalyst to get the program started. (For further suggestions, see Checklist #1: Potential Collaborators in the appendix on p. 27.)

## 2) Assess the Youth Gun Situation in Your Community.

Every community is different, with a different composition and different experiences with youth gun violence. Each community, therefore, will have specific needs, strengths, and resources that must be assessed before an effective program can be established.

A true assessment of the youth gun situation in your community will require help and input from your collaborators, especially law enforcement officers and young people, who may know the most about the problem. While not all the programs profiled in this guide conducted a comprehensive community assessment, it is strongly recommended that you do so. This information will give you a clearer picture of your community's problem and allow you to focus your violence reduction strategies more precisely.

Sources for data about the youth gun situation include law enforcement officers, medical examiners, and prosecutors.

Although research in the area of youth gun violence is still evolving, it identifies certain factors that put youth at greater risk of accessing a gun, carrying a gun, or using one. These risk factors include drug use and drug trafficking, participation in or community presence of gang activity, community disorganization and the cycle of fear it can generate, low self-esteem, a lack of economic opportunity and positive activities, cultural values that associate manhood with violence, and a lack of faith in the ability of law enforcement and other system authorities to effectively address violent conflict.

When conducting an assessment, three important questions you need to try to answer are:

- 1) When, where, why, and how are juveniles gaining access to guns?
- 2) When, where, why, and how are juveniles carrying guns?
- 3) When, where, why, and how are juveniles choosing to use guns?

The circumstances of gun use will vary from community to community. For instance, do the young people in your community have access to guns through participation in gangs and the drug trade or are they getting guns from their homes? For those who carry guns, is their reason for carrying a gun self-protection or do they carry guns because of participation in a gang? At what time of day do juveniles use guns against others? Whatever the situation in your community, you first need to assess the factors involved in gun use in order to develop an appropriate and responsive program. If youth are getting guns from their participation in gang activity, this suggests a different intervention strategy than if they are getting them from home. If they are carrying guns because they are afraid of being hurt by others, then gang prevention may not be the most direct route to addressing their concerns. If the highest incidence of youth gun violence occurs at 3 p.m., when schools are letting out, then programming should focus on establishing positive opportunities for young people after school. (For further suggestions, see Checklist #2: Assessing the Youth Gun Situation in Your Community in the appendix on p. 29.)

Two of the programs profiled in this Summary illustrate how the problem of youth gun violence manifests itself differently in different communities. These cases show how members of each community responded to their specific circumstances by developing a program designed to meet the community's assessed needs and use the community's resources.

In Marion County, Indiana, in the early 1990's juvenile court officials began seeing an increase in gun-related killings and weapons charges filed on youth. Guns were cheap and readily available, and young people reported that they were carrying and using guns for reasons of economic self-sufficiency in the drug trade and self-protection. The Marion County Juvenile Court responded by developing Project LIFE (Lasting Intense Firearms Education), a program that shocks young offenders into a vivid awareness of the dangers and consequences of gun use. This program also requires the youth's parents to participate in gun safety discussions.

In the schools of Montgomery County, Maryland, on the other hand, guns were not perceived as a widespread problem when the program Build the Missing Peace, Inc., was founded. This program took a mainly preventive approach, building student support to keep guns out of the schools and off the streets. Through media partnerships that publicized the program's regular, organized gun turn-ins, Build the Missing Peace, Inc., reduced the relatively small number of weapons incidents within the schools and removed hundreds of guns from the streets, helping to slow the growth of violence.

If you assess the facts about local youth gun use—how youth obtain weapons and why they are carrying and using weapons—your collaborative program will be able to develop a thoughtful plan for action and prevent and intervene in gun use effectively.

### **3) Develop a Comprehensive Plan for a Targeted Population.**

After assessing the local situation, you need to establish a specific set of program objectives developed for a specifically targeted population. For example, the Shock Mentor Program focuses on African-American, male senior high school students in Prince George's County, Maryland, because they are the most highly represented among shooting victims brought into the county hospital's emergency room. Project LIFE targets Marion County, Indiana, youth who have committed weapons offenses. Build the Missing Peace, Inc., targeted students and the general public in Montgomery County, Maryland.

Experience with youth violence reduction programs has also shown that a program has a better chance of making an impact when it uses a variety of strategies to reach young people or multiple target groups, rather than one single strategy. The OJJDP review of existing youth gun violence reduction programs conducted by the International Association of Chiefs of Police showed that current programs take a range of approaches to the youth gun problem. Some are court-based and involve diversion or family education;

some are hospital-based and link school lessons, emergency room experiences, and mentoring; some are school-based and focus on enhancing school safety through school resource officers, conflict resolution curriculums, safe corridors, and afterschool programming; and some are community- or public housing-based and combine targeted suppression in high crime spots with public education campaigns. Although these types of programs individually help reduce gun violence, a *combination* of them is more likely to yield sustained results, especially when the combination links prevention, intervention, and suppression approaches to reducing risk factors to connect with children in different environments—home, school, juvenile justice settings, and the community—and at different stages of their development—early childhood through high school. For example, the Handgun Violence Reduction Program, profiled in this guide, sends police officers into Baltimore County schools to address third graders, seventh graders, and ninth graders about the dangers of gun use; the message is repeated and consistent at elementary, middle, and high school levels.

Another example of a program that uses multiple strategies is the Barron Assessment and Counseling Center, targeted at Boston public school students who have been expelled for carrying weapons or committing other offenses. The program staff diagnose and counsel these students, with the aim of helping them to understand and control their violent behavior. In addition to personal counseling and academic support, students at the Barron Center receive information from a wide range of programs presented by local groups or institutions, including the jail, police department, Vietnam Veterans Against Violence, law students from a local university, and emergency medical services representatives.

A strong program enhances, coordinates, and focuses the following strategies in a target area:

- **A positive opportunities** strategy that provides young people with positive experiences such as work experience, cultural experiences, and afterschool activities.
- **An educational** strategy that teaches students to resolve conflicts without violence, resist peer pressure to possess or carry guns, distinguish between real and television violence, and develop leadership skills, while matching them with mentors who show them alternatives to violence.
- **A public information** strategy that uses radio, local television, and print media to inform young people about the consequences of gun violence and provide information on positive activities occurring in the community.

- **A law enforcement-community communication strategy** that fosters neighborhood communication, community policing, and community supervision while educating at-risk and court-involved juveniles about the legal consequences of their involvement in gun violence. This strategy can also include notification of neighborhood residents when particular incidents or concerns have been resolved.
- **A grassroots community involvement and mobilization strategy** that engages neighborhood residents and businesses in improving the community.
- **A suppression strategy** that reduces juvenile access to illegal guns and gun trafficking in communities by developing special gun units, using community allies to report illegal gun trade, targeting illegal gun possession cases for prosecution, and increasing sanctions.
- **A juvenile justice system strategy** that uses appropriate interventions—including diversion, sanctions, and treatment—to meet the needs of juvenile offenders entering the system on gun-related charges. Interventions include specialized gun courts, family counseling, victim impact awareness classes, employment training or opportunities, drug treatment, intensive aftercare, probation, or community supervision. The approach should address the juvenile's reasons for accessing, carrying, and using guns illegally.

#### 4) Seek Funding and Other Support.

Although obtaining funding for a gun violence reduction program may seem like an obstacle, many of the programs profiled in this guide show that a great deal can be accomplished with a very small budget—or with no budget at all. Build the Missing Peace, Inc., was a countywide gun and violence reduction program that operated very successfully by depending almost entirely on volunteer labor and donated equipment and resources.

Funding does not have to be an obstacle to beginning a program, although many programs develop the need for some financial support as they grow. Your source of funding will depend in part on the nature of your program and the partnerships you have formed. For example, some school-based programs receive assistance from local school budgets. Participating in Words Not Weapons—a program for Massachusetts schools—enables each school to receive a \$1,000 grant from the Commonwealth of Massachusetts.

Some programs can be set up to take advantage of human resources that are already onsite and thus do not require additional funding. For instance, Project LIFE, which teaches juvenile offenders about the dangers of gun use,

has two juvenile court officers detailed to the program who are very knowledgeable and experienced about youth violence. The Shock Mentor Program takes advantage of the fact that medical personnel are already at work in the hospital emergency room—the ongoing drama there is one that students can witness for free; and the volunteer mentors from the Concerned Black Men come from a community organization already engaged in working with young people.

In addition to local sources, you should also look at the range of Federal support that may be available. Under Title V Delinquency Prevention Incentive Grants, a grant program of OJJDP, funding may be available to help start new community-based programs that focus on youth violence prevention. The OJJDP State Relations and Assistance Division (SRAD) can direct you to a juvenile justice specialist who can help you with information about the OJJDP grant process and funding availability, as well as direct you to other potential State and Federal resources. (For more information call SRAD, 202-307-5921.)

#### 5) Check the Progress of Your Program.

The fifth step to establishing a successful violence reduction program is monitoring your program's progress. This lets you see what impact your program is making, determine any program modifications needed, and give encouragement to those who are involved in the program. As you accumulate evidence of your program's progress, you will also be able to publicize your successes, thus increasing your support and broadcasting the violence-reduction message through your community.

While the programs profiled in Part II of this guide have not necessarily carried out formal evaluations of their progress, most have some form of evaluation in place and recognize this as an important part of assessing their accomplishments. Here again, collaboration will help; for instance, local law enforcement agencies may be able to provide information about the numbers of incidents occurring "before" and "after" your program was put in place; local college or university faculty members may be able to help you develop a reliable method of evaluating your progress; and youth in the program can conduct surveys.

The programs described in this guide have measured their progress in a variety of ways that illustrate the success of each program:

- Build the Missing Peace, Inc., held five gun turn-in programs that removed over 800 guns from Montgomery County, Maryland, streets.

- Firearms Awareness and Safety Training (FAST) in Pima County, Arizona, has had only 1 recidivist out of the 246 juveniles who have gone through its gun-education program.
- Since the inception of the Youth Trauma Services Team, serious crime in the areas of Washington, D.C., served by the team has dropped by 8 percent and homicide is down 12 percent. Team members have responded to more than 300 crises involving juveniles and have had contact with more than 5,000 children.

(For suggestions of outcomes you can use to monitor the progress of your program, see Checklist #3: Evaluating the Progress of Your Program in the appendix on p. 31. You can also obtain a copy of OJJDP's *Title V Delinquency Prevention Program Community Self-Evaluation Workbook* through the Juvenile Justice Clearinghouse at 800-638-8736.)

Of course, not all changes are measurable ones. Many youth and adult participants in the programs profiled here reported that the programs caused positive changes in the social climate. Although such changes may or may not be quantifiable, the activities inherent in these programs can have a very real impact, building trust, offering reassurance, and showing a child alternatives to violent behavior.

## **6) Get the Word Out and Build on Your Success.**

You need to publicize your success for three reasons: to let other people know about your program and thus build further support for it; to share information with others who

are doing similar work, perhaps in a neighboring community; and to raise public awareness of the issues your program addresses. Simply spreading public awareness that your program is at work may bring you additional support and stimulate others to get involved.

Reaching out to the media in your community is a critical step to take. Build the Missing Peace, Inc., which made media contact part of its strategy, has received a great deal of positive publicity from the media. So has the Youth Trauma Services Team. Weapons Are Removed Now (WARN) has received national publicity on the "Phil Donahue Show" and elsewhere.

Getting the word out also cues other organizations that may be interested in either replicating your program or adapting it to their situation. This has happened with a number of the programs profiled here, including Build the Missing Peace, Inc., the Barron Assessment and Counseling Center, and Project LIFE. The ripple effect of a youth violence reduction program can potentially reach very far, and you can help to increase the effect by using the media to spread your message.

Young people are often particularly interested in participating in the publicity side of work; they may be eager to make contact with the local media on your program's behalf or spread the program's message by producing and distributing newsletters, flyers, and promotional T-shirts or bumper stickers.

(For further suggestions, see Checklist #4: Getting the Word Out in the appendix on p. 33.)

# Part II

## Profiles of Promising Programs

The gun and violence reduction programs described here employ many different strategies in dealing with target

populations that differ in size, demographics, and location. The inclusion of these programs in this guide should not be considered as an endorsement by OJJDP, but rather as examples of the possible range of approaches that a program can take. You can obtain more detailed information about these programs by contacting their director or administrator: names, addresses, and phone and fax numbers are provided at the end of each program profile.

The following chart shows the key features of each program discussed in Part II of this document.

| Program Features                                      |            |                 |                  |                |            |                  |                      |                     |         |
|-------------------------------------------------------|------------|-----------------|------------------|----------------|------------|------------------|----------------------|---------------------|---------|
|                                                       | Curriculum | Law Enforcement | Juvenile Justice | Medical/Health | Counseling | Youth Leadership | Community Organizing | Government Agencies | Hotline |
| Barron Assessment and Counseling Center (p. 8)        | ■          | ■               |                  | ■              | ■          |                  | ■                    | ■                   |         |
| Build the Missing Peace, Inc. (p. 10)                 |            | ■               |                  |                |            | ■                | ■                    | ■                   | ■       |
| Firearms Awareness and Safety Training (FAST) (p. 12) |            | ■               | ■                |                |            |                  | ■                    |                     |         |
| Handgun Violence Reduction Program (p. 13)            | ■          | ■               |                  |                |            |                  |                      |                     |         |
| Project LIFE (p. 14)                                  | ■          |                 | ■                |                |            |                  |                      |                     |         |
| Shock Mentor Program (p. 15)                          |            | ■               |                  | ■              | ■          |                  | ■                    |                     |         |
| Straight Talk About Risks (STAR) (p. 17)              | ■          |                 |                  |                |            |                  | ■                    |                     |         |
| Weapons Are Removed Now (WARN) (p. 18)                |            | ■               |                  |                |            | ■                |                      |                     | ■       |
| Words Not Weapons (p. 19)                             |            |                 |                  | ■              |            | ■                | ■                    | ■                   |         |
| Youth Trauma Services Team (p. 21)                    |            | ■               |                  | ■              | ■          |                  | ■                    | ■                   | ■       |
| Zero Tolerance (p. 22)                                | ■          |                 | ■                |                | ■          |                  |                      |                     |         |

## **The Barron Assessment and Counseling Center**

### ***Jamaica Plain, Massachusetts***

#### **Collaborative Beginnings**

The Barron Assessment and Counseling Center is a counseling program for students who break the disciplinary code of Boston Public Schools. The Center was founded in 1987 by Franklin Tucker, now president of the National Center to Rehabilitate Violent Youth, in response to a dramatic increase in the number of students carrying weapons to school in Boston.

The idea for the Center originated in 1986 with the Boston School Committee's Sub-Committee for Safety Office and at first was intended to counsel only those students who had brought weapons to school. However, during the past few years the Center has begun to admit any student who brings a weapon or drugs into school or commits assault or battery on another student or staff member. Although the Center has its own staff of administrators, psychologists, guidance counselors, case managers, and teachers—as well as community volunteers and interns—it also draws on the support of numerous other local agencies and institutions to augment its efforts. These include the Nashua Street Jail, Northeastern University, the Office of Emergency Medical Services, the Boston Police Department, and Vietnam Veterans Against Violence, as well as the Boston schools, which collaborate in providing referrals and followup services. Other city and State agencies involved with the Center include the Department of Youth Services, Department of Social Services, and the Department of Mental Health.

#### **Assessment of the Situation**

The Boston Public Schools include many different neighborhoods that span a wide socioeconomic range, from affluent to low-income regions. Most students caught carrying weapons in the Boston schools are carrying knives rather than guns; a small fraction are carrying guns.

When Boston school administrators and principals need to temporarily remove unmanageable students from the classroom in order to maintain normal school operations, the students also need a place to go. A temporary alternative site cannot purport to "cure" students' behavior problems, but such a center can perform a valuable service by helping to assess, counsel, and possibly redirect students. The Barron Assessment and Counseling Center's target population is all Boston students who have committed offenses; however, the Center program staff indicate that these students share certain characteristics: they are

usually students from low-income, single-parent households. A high percentage of them come from homes where the parents are themselves drug users or drug traffickers. African-American and Hispanic students represent a large portion of the program population.

#### **A Comprehensive Plan for a Targeted Population**

The Center's objective is to provide diagnostic and counseling support for each student referred there. When a student is charged with violating the disciplinary code, the school principal or superintendent conducts a hearing and contacts the parents. If the charges are warranted, the student is immediately referred to the Barron Assessment and Counseling Center and must be admitted in the company of a parent or legal guardian. In some cases, depending on the seriousness of the offense and whether the student is in elementary, middle, or high school, a student may be suspended for 1 to 10 days prior to going to the Center. On average, student offenders are assigned to the Center for 5 to 10 days. Once at the Center, elementary school students do not mix with secondary students, and offenders charged with possession of a firearm are subject to more in-depth evaluations and receive counseling for up to 3 months.

At the Barron Assessment and Counseling Center each student must participate in a four-part program that includes:

- Social, psychological, and educational assessments to identify possible origins of the student's violent behavior.
- Violence prevention/intervention and awareness training.
- Counseling about the violent act committed by the student.
- Continuation of an academic program as designated by the student's home school.

The Center comfortably accommodates 40 students at a time and maintains a schedule approximating the school day, from 7 a.m. to 2 p.m. Students attend classes and have meetings with the psychologist, guidance counselor, and case managers. Lectures and workshops (involving 10 to 15 people) cover the dangers of drugs and alcohol, weapons, gang activity, safety issues, health issues, and violence mediation and conflict resolution.

While some other intervention programs use peer influence as a means of changing behavior, the Center deliberately avoids including peer roles or peer groups in its program.

This policy is based on the perceived negative effects of peer influence, which sometimes encourages the violent behavior in the first place. At the Center, trained personnel teach students to focus on their own behavior and to look within themselves to find the causes of violent behavior.

While most program activities take place at the Barron Assessment and Counseling Center in Jamaica Plain, numerous other agencies and organizations collaborate with the Center to augment the program:

- Jail Break, a program designed by staff at the Nashua Street Jail, allows students to visit that facility for a day to learn about the judicial process from the arrest to the court hearing.
- Northeastern University law students come into the Center and conduct workshops on the legal consequences of drug abuse, drug trafficking, and illegal weapons possession.
- The Office of Emergency Medical Services comes in to discuss the 911 service, instruct students in basic first aid and other emergency medical techniques, and demonstrate paramedic equipment.
- Vietnam Veterans Against Violence members meet with the students to discuss the violence of the war and to talk about how to control aggressive tendencies and deal with post-traumatic stress disorder.
- Parents of children who were murdered as a result of youth violence are often invited to the Center to discuss issues such as the consequences of gang involvement and the importance of good behavior.
- An officer from the Boston Police Department frequently visits the Center to teach the students how to play chess. In addition to promoting decisionmaking strategies and encouraging rational thinking, playing chess gives them an example of how they can compete using intelligence rather than violence. The game is also a way for them potentially to achieve status and respect.

Once the student has completed all phases of the counseling program and all schoolwork, he or she is discharged from the Center and either referred back to school through a letter of recommendation or referred to another alternative program. In some cases, Center staff may also recommend that the student receive more comprehensive counseling with an outside professional or be enrolled in a program to address gang involvement, alcohol abuse, or drug abuse. The Center may also recommend that the student be expelled from school. After returning to school, if a youth offends a second time, according to the Massachusetts Education Reform Law (1993), he or she must be evaluated again by the Center before possible expulsion from school.

## Funding and Other Support

The Barron Assessment and Counseling Center is funded by the Boston Public Schools' general school purpose fund. It costs approximately \$400,000 a year to operate the program. Staff members, however, emphasize that the program will need additional funding to accommodate the growing number of students enrolling at the Center as a result of the policy change to admit all students committing offenses that result in expulsion. The Center therefore looks continuously for State grants and other means of funding.

## Progress Check and Getting the Word Out

While no formal evaluation of the Center has been conducted, staff expect to develop a formal evaluation tool. They report an estimated recidivism rate of only 5 percent for first-time offenders and 7 percent for second- and third-time offenders.

The number of students referred to the Center has steadily increased, from 380 students counseled in 1987 to 615 in 1995. At the current rate, the Center expects to counsel more than 650 in 1996. There has also been an increase in the participation of female students, from 16 percent of all students in the program's first year up to approximately 25 percent; and, over the same time period, an increase in the number of elementary school students from 5 percent to 10 percent.

Feedback about the Center from Boston public school officials has been positive, which indicates that the program is working. Anecdotal information about some of the students who have participated in the program demonstrates there have been positive changes in behavior.

Staff members have indicated that the most effective aspect of the program is its direct intervention and involvement with individual students. The brevity of the students' stay at the Center remains the weakest aspect of the program. In some instances, students actually asked to stay longer at the Center instead of returning to their schools.

The program is now being replicated in Columbus, Ohio; Greenville, North Carolina; Milwaukee, Wisconsin; and Detroit, Michigan.

## Program Contact:

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## **Build the Missing Peace, Inc. Cloverly, Maryland**

### **Collaborative Beginnings**

Julie Elseroad, the founder of Build the Missing Peace, Inc., formerly called Enough Is Enough, Inc., began this violence reduction program in 1991 after a single gun incident at her son's school. The program operated throughout the public schools, county recreation department community centers, and communities of Montgomery County, Maryland, and represented an extensive collaboration among communities, schools, police, teachers, students, administrators, the media, and governmental agencies.

### **Assessment of the Situation**

The communities of Montgomery County, Maryland, vary widely in economic levels, demographics, and criminal activity, from the more urban setting of Silver Spring to the suburban communities of Rockville and Gaithersburg to the almost rural setting of Ashton, Damascus, and Olney.

Montgomery County had not had a large number of gun incidents reported in the public schools. Program staff believed that the presence of weapons in school was relatively low. However, the threat of guns, weapons, and violence was a major concern among students, faculty, and parents, and the number of reports of outsiders bringing weapons into schools had increased.

Both teachers and students had indicated that students' primary reasons for carrying guns were safety and peer pressure. Consequently, the program took a proactive approach that focused on safety, prevention, and education to increase awareness of nonviolent approaches to conflict resolution.

### **A Comprehensive Plan for a Targeted Population**

The long-term goal of Build the Missing Peace, Inc., was to change how people responded to conflict by changing how they thought about guns and violence—thereby reducing the number of guns and violent incidents in the communities of Montgomery County. To work toward this goal, the program adopted three main strategies.

The first strategy of Build the Missing Peace, Inc., was a regular gun turn-in program, publicized by the media, that emphasized the dangers of owning a gun. The program taught gun owners and potential gun owners that a weapon kept in the house for protection was more likely to be used in the accidental shooting of a loved one than in shooting

an intruder and that an improperly stored handgun might be stolen or taken to school by a child. All guns turned in through this program were destroyed.

The second strategy of the program was a student program called "The White Ribbon Educational Campaign," which was aimed at middle and senior high school students. It encouraged students to develop a zero tolerance policy toward weapons and violence and to make an active commitment not to carry guns or tolerate others who did. Students took a pledge that committed them to not tolerate weapons, to engage in peer mediation and dispute resolution when conflicts arose, and to enlist the help of an adult in situations they could not control themselves. The campaign also encouraged students to use an anonymous hotline to report the presence of guns, weapons, gang activity, and drug use. At each school, the White Ribbon Educational Campaign coordinated these efforts with the local law enforcement officers and the school security team. Stickers, posters, and slogans designed by students promoted nonviolence and use of the hotline.

Student participation in the White Ribbon Educational Campaign was voluntary. Periodic classroom visits by law enforcement members, physicians, sports figures, and staff from Build the Missing Peace, Inc., reinforced the message of zero tolerance. However, the campaign was essentially student driven, based on the premise that students could control the environment in their schools. Campaign activities included publicizing the program through art projects, poster and essay contests, and articles in school newspapers; holding peace rallies, assemblies, and theme days; arranging for television appearances and speakers; and the formation of a Students Against Handgun Abuse movement.

During the 1995-96 school year, the White Ribbon Educational Campaign was reorganized to take advantage of the Montgomery County School System's organization, which groups schools in clusters. High school students mentored middle school students who were in the same cluster and encouraged their involvement in the campaign. The high school students sponsored contests and visited the middle schools to promote the message that guns and violence were not seen as cool in high school and would not be tolerated.

Build the Missing Peace's third strategy was to conduct a media campaign, broadcasting its message through electronic and print media, magazine articles, TV public service announcements, and program staff presence at health and wellness fairs. Media coverage was frequent and consistently supported the program.

## **Funding and Other Support**

Build the Missing Peace, Inc., relied heavily on volunteer services; only two of its staff members received a salary. The police, teachers, students, and media volunteered their services. Most other participants were volunteers or were paid by their own agencies. All office equipment and most materials used for this program were donated. Its influence far exceeded its budget.

Build the Missing Peace, Inc., received endorsements from churches, schools, the Montgomery County Executive, the Maryland State Superintendent of Schools, the Maryland State Attorney's Office, the U.S. Attorney for the District of Columbia, the U.S. Marshals Service, and a host of other law enforcement agencies. Mrs. Elseroad was recently invited by President Clinton to the White House Leadership Conference on Youth, Drug Abuse, and Violence.

It was a testimony to Mrs. Elseroad's determination and her ability as a facilitator and inspiration to others that the program not only survived, but flourished for many years. However, due to the lack of available funds to support the program in a sustained manner, Build the Missing Peace, Inc., is temporarily out of operation.

## **Progress Check and Getting the Word Out**

The gun turn-in program, sponsored by Build the Missing Peace, Inc., eliminated over 800 guns from homes and streets of Montgomery County and was instrumental in the removal of an additional 400 guns a year throughout the State of Maryland.

In the Montgomery County schools, the number of school gun incidents decreased from 11 in 1993, to 8 in 1994, to 1 in 1995. There was a striking correlation between the founding of Build the Missing Peace, Inc., and the drop in gun violence incidents and violence in county schools.

During the 1994-95 schoolyear, the White Ribbon Educational Campaign reached 52,000 middle and senior high school students; 36,000 of them pledged not to tolerate weapons. Students interviewed about the program were uniformly in favor of it and enthusiastically supported the program and its message. Students related incident after incident of how they followed the principles of the White Ribbon Educational Campaign by using peer mediation and conflict resolution to defuse potentially serious conflicts. Although there still were fights at school, many students now saw peer mediation and conflict resolution as better problem-solvers than guns, knives, or physical force. The

students expressed a sense of hope, and peer influence seemed to be an important element in this hope. Student interns with Build the Missing Peace, Inc., who were leaders in their school clusters, indicated that they felt empowered by their involvement with this organization; they cited the organization's effectiveness in voicing student concerns to school officials and members of law enforcement.

The students also recognized the need to link their efforts in the schools with efforts in the rest of their community. They wanted the antigun and antiviolence message brought into local homes, churches, and businesses. They also wanted more involvement and participation by teachers and school administrators, as well as more students. In previous discussions with program observers, students had brainstormed ways to spread the Build the Peace message by featuring it on T-shirts, baseball caps, and bumper stickers. As a result, for the 1995-96 campaign, Build the Missing Peace, Inc., designed T-shirts and stickers, distributed 52,000 stickers listing the hotline number to every secondary student, and made T-shirts available for student interns.

The program was also offered in an inner-city elementary school in Washington, D.C., an effort that was facilitated by the Concerned Black Men, a mentoring organization dedicated to improving the quality of life in the African-American community. (See also the Shock Mentor Program, p. 15.) The White Ribbon Educational Campaign ran in the Washington, D.C., elementary school for 1 week and enjoyed 100 percent participation.

Build the Missing Peace, Inc., is being replicated in a program being developed in Baltimore City in partnership with the Marylanders Against Handgun Abuse Educational Fund; and replication of Build the Missing Peace, Inc., has also begun in Virginia. Unfortunately, as stated earlier, the original program experienced funding difficulties and is currently not in operation.

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## **Firearms Awareness and Safety Training (FAST)**

**Tucson, Arizona**

### **Collaborative Beginnings**

The Firearms Awareness and Safety Training (FAST) program (formerly the Juvenile Diversion Program) is for juveniles who enter the Pima County (Arizona) Juvenile Court System as a result of carrying or firing a gun. The brainchild of the Pima County Attorney's Office and the juvenile court judges, the program was established in February 1994. The county attorney, probation officers, and firearms safety instructors collaborate to administer the program.

### **Assessment of the Situation**

An increasing number of weapons violations and violent incidents in Pima County, Arizona, had created concern throughout the community as well as within the juvenile court system. Incidents ranged from youth playing with guns or shooting BB guns within the Tucson city limits to gun possession on school grounds to drive-by shootings.

Pima County officials recognized a need for firearms safety education and also for an intermediate sanction short of adjudication and incarceration. Officials believed that an educational program would be a viable alternative to a court appearance for some first offenders, as well as a means for helping them avoid subsequent and more serious weapons violations.

### **A Comprehensive Plan for a Targeted Population**

To fill this need, the FAST program was created. FAST is an educational course in gun safety and gun laws, targeted at Pima County juveniles cited for minor weapons infractions—and also at their parents or legal guardians, who must attend the course with them.

The juveniles participating in the program are primarily males ages 12 to 15, who represent a cross section of ethnic groups and cultures. Most are first-time offenders who have possessed or fired a gun illegally, carried a concealed weapon, or taken a gun onto a school campus.

Juveniles enter the FAST program either because they have been arrested and taken into custody or because they were cited and referred to the juvenile courts by the police. The deputy county attorney reviews information about each violator and makes a recommendation for either adjudication or diversion into the FAST program. Those diverted into FAST receive a letter indicating that they have the

choice to either participate in the program or face a court hearing. In a small number of cases, in addition to completing the FAST program, participants must also fulfill other conditions, such as probation and community service.

The 1-day FAST sessions are held on Saturdays, once a month. Juvenile participants must appear on the designated date with at least one parent or legal guardian. The four course instructors are volunteers, each with extensive background and certification in firearms safety training. The instructors work closely together and with the county attorney and probation officer to assess and revise their presentations and written materials.

During the FAST session, actual firearms are used to demonstrate instructors' points, as participants learn about the parts of the gun, safety rules, gun storage responsibilities, and firearms accidents. The underlying theme of the FAST program is that participants are responsible for their actions and the decisions they make. Parental responsibility is also stressed; parents are responsible for being good role models and for making the child understand the difference between reality and fantasy when it comes to firearms. Class members participate in an interactive group activity involving firearms incidents described in local newspapers. Brief videos are shown. Following the session, participants are required to take a test to make sure they understand the material.

### **Funding and Other Support**

FAST is basically a volunteer-supported program. While the county attorney and juvenile probation officer review or refer cases to FAST, these activities are performed during the course of their regular duties. The four firearms instructors who run the class sessions donate a half day of their time, once a month.

Juvenile participants in the program are required to make a \$10 contribution to the Southern Arizona Firearms Educators; this contribution offsets the cost of refreshments at the sessions and other costs associated with running the program. A modest amount of funding was secured to help produce the video "Lethal Impact," which emphasizes the rules of firearms safety.

The program has strong support from the Pima County Juvenile Court system, the deputy county prosecutors, the firearms instructors, the juvenile probation officer, and law enforcement agencies in general.

### **Progress Check and Getting the Word Out**

Since its inception, 246 juveniles have completed the FAST program. To date, only one has reappeared in juvenile court on a subsequent firearms violation.

One of the most frequent comments made by participants at the end of the FAST session is "Why didn't we learn this before we got into trouble?" Program staff believe that the FAST session's message would also be valuable to juveniles who have not committed firearms offenses. Program staff are considering making a condensed version of the program in the form of a video available to local schools.

In response to the needs of program participants who have few or no English language skills, the program's handbooks are provided in Spanish as well as English.

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## **Handgun Violence Reduction Program**

*Towson, Maryland*

### **Collaborative Beginnings**

The Handgun Violence Reduction Program is a collaboration between the Baltimore County Police Department and the Baltimore County School System to reduce youth gun violence. The initial impetus for this program came from the Office of the Chief of Police, as staff were planning for a 1985 Department of Justice Conference on Crime, Violence, and Handguns. The chief of police established a committee of representatives from the community and the police department to research and assess the issue of youth gun violence. In 1989 the police department approached the superintendent of the Baltimore County schools with an educational program on handguns that could be incorporated into the existing school curriculum.

### **Assessment of the Situation**

Research by the Baltimore County Police Department had revealed an escalation in the number of handgun-related deaths by both criminal and accidental means. The next step was the formation of a committee to gather information on local issues surrounding handgun safety and prevention. The statistics indicated that in and around Baltimore City, too many school-age children were being injured by guns, whether in drive-by shootings or in homes where guns were accessible. While the frequency of injury was not great, it prompted the desire for a proactive approach to handgun violence.

A further concern was the glorification of violence as portrayed in movies and television programs. For example, when students were asked to identify their movie and television heroes, the children's replies focused on popular action and adventure stars who "killed" large numbers of people without any accountability for their actions.

The chief of police believed that many of the children's deaths from handgun misuse were preventable and developed the Handgun Violence Reduction Program to provide that prevention education.

### **A Comprehensive Plan for a Targeted Population**

The aim of this program is to educate the student population in Baltimore County about the issues surrounding handgun violence. It is a law enforcement-based program, and all presenters of the program information are police officers.

School administrators arrange class time for the program's officers to visit the schools. The programs reach children at the elementary, middle, and high school levels, with a curriculum that varies according to grade:

- The third-grade program emphasizes safety and leaving guns alone.
- The seventh-grade program teaches handgun safety and the realities of gun accidents versus the glamorized fictions of gun violence as seen in movies and television programs.
- The ninth-grade program covers the high rate of violence in America as compared to that in other countries and encourages discussion of the reasons and possible solutions for violence.

During their visits, the police officers bring a number of planned activities such as lectures, skits, role-playing, videotapes, and discussions of issues into the classrooms. Situational ethics are presented in various scenarios. For instance, a popular scenario in the seventh- and ninth-grade programs poses the hard choices that students have to make when a friend is involved in an incident with a weapon. The presentations try to allow time for students' questions, which usually generate a good deal of classroom discussion.

At least one ninth-grade teacher has found a way to carry the program's impact outside the classroom by challenging each student to take an action to help reduce the potential for violence: join an antidrug campaign, help the homeless, feed street people, join a Students Against Drunk Driving chapter, or lobby for tighter gun control legislation. Following up the

students' new knowledge with a call for action appears to be a powerful method of reinforcing the violence reduction message.

### **Funding and Other Support**

The Handgun Violence Reduction Program shares moneys with other school-based programs such as Drug Abuse Resistance Education, Danger Stranger, and the Police Band. The budget for these programs comes from the general operational funds of the school outreach education program.

As with other violence-reduction effort, dedicated personnel have made a little go a very long way. The small staff—six police officers and one sergeant as their supervisor—take the program into 119 elementary schools, 29 middle schools, and 23 senior high schools—all 171 public schools in Baltimore County and some private schools as well.

Officers who work in the program are seeking additional funds to update their materials, especially the videotapes they use to counter television's glamorization of handgun violence.

### **Progress Check and Getting the Word Out**

At the beginning of the 1989 schoolyear, the Handgun Violence Reduction Program was being taught in the ninth grade of the county schools. The program proved so successful that the following year a seventh-grade program was added, and in 1993 a third-grade program was added. The program thus provides a consistent curriculum to children in elementary, middle, and high schools throughout the county. Parents, school administrators, teachers, and students in all grades express support for the program. Students seem to identify closely with the individual officers who come to their classes and to identify the officers with the particular segments of material they teach. The students also respond enthusiastically to the skits, role-plays, and videos that are used. During interviews, the students told program observers that there is a need for this program and discussed their desire to make their school a totally safe and weapon-free place, where fear of violence does not prevent learning and extracurricular activities.

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## **Project LIFE (Lasting Intense Firearms Education)**

**Indianapolis, Indiana**

### **Collaborative Beginnings**

Project LIFE (Lasting Intense Firearms Education), a program in the Marion County (Indiana) Juvenile Court System, was founded in 1991 to educate juveniles and their parents about the dangerous realities of gun use. This program was conceptualized by Stacia Lozer, the Director of Hiring, Training, and Alternative Programs in the Marion Superior Court Juvenile Division, and developed by the Juvenile Court Dispositional Alternatives Division (DAD).

### **Assessment of the Situation**

Marion County includes middle- to upper-middle-class neighborhoods, as well as some of the poorest neighborhoods in metropolitan Indianapolis. The early 1990's brought an increase in gun-related killings and weapons charges filed on youth in the county. A number of brutal random shootings involving young people as both the perpetrators and victims—the latter often as innocent bystanders—especially infuriated local residents. In addition, young people reported the easy availability of guns—they could be purchased locally for as little as \$30. Youth also perceived that they needed guns in their day-to-day lives for economic self-sufficiency, which often related to the drug trade, as well as for protection, power, and status.

This situation spurred the Juvenile Court DAD of Marion County to take action to address youth gun violence.

### **A Comprehensive Plan for a Targeted Population**

Project LIFE aims to educate youth and their parents not only about the facts of gun use and safety, but also to vividly impress upon them an awareness of the permanent and real impact of guns—that guns kill and that the victim at the other end of the gun barrel is *real*.

Any youth arrested, charged, and convicted of possession of a handgun or weapon or of violating the 1935 Firearms Act in Marion County can be required by the judge or magistrate to complete the Project LIFE program. Participants' ages range from 10 to 17 years old. (Two years ago the Indiana State Legislature passed a law that any 16- or 17-year-old convicted of the unlawful possession of a handgun must automatically serve a 5-day sentence of confinement.)

Project LIFE is conducted as a 4-hour evening class, which is held once a month. The classes are run by a two-member team of probation officers assigned to the DAD unit. Both officers have an extensive background dealing with youth issues in and around the Indianapolis area and a clear idea of the environment in which the young people live and how they see their future. Classes have on average eight juvenile participants; their parents or guardians are also required to attend.

When the judge or magistrate in the courtroom orders a young person to participate in the Project LIFE program, the youth and parent or guardian receive an assignment, which must be completed before the first class. Each class member must prepare a five-page paper on gun control or the dangers of guns, which is to be summarized in front of the entire class. The parent or guardian is expected to work with the young person on this project.

The participants are notified that if they show up for class without the assignment or if they are late for the class, they will not be allowed to participate in the program. Failure to successfully complete the program results in appropriate court action.

The first phase of the class focuses on the class members' experiences. After summarizing for the group the papers they have written, class members must each tell the story of his or her arrest. In an effort to raise issues of right and wrong and of taking responsibility for one's own decisions, the DAD team walks each youth through the mistakes or bad decisions that were made. This opens up discussion about "Who are your real friends?" Finally, the parents or guardians are asked to tell their stories and to share issues, frustrations, and solutions.

The next phase of the class is a multimedia program. The DAD team tells the story of a local 14-year-old boy who was accidentally shot through the forehead with a .22 revolver, and they show graphic police slides of the victim. Next they present a video about two 15-year-olds who were involved in a recent gun-related tragedy; again, the video is very graphic, including an autopsy of a shooting victim that vividly shows the devastation that a gun inflicts on the human body. The DAD team wraps up the program by taking questions and reaffirming the central messages: a respect for life—and the dangers of guns.

### **Funding and Other Support**

The court budget provides for the program facilities, the program supplies, and the two probation officers who conduct the Project LIFE classes.

### **Progress Check and Getting the Word Out**

While the number of youth gun-related charges has remained relatively constant over the last few years, the Project LIFE/DAD team strongly believes that the program itself has had a positive impact. The program staff report a very low recidivism rate for youth who have successfully completed the program.

Nearly 125 youth a year complete the Project LIFE program. After just one session, observers in an onsite visit found that most participants had acquired a sense of the finality resulting from bad decisions concerning gun use. Parents and guardians were shaken by the stark realities portrayed during the evening but were relieved to hear from other parents experiencing similar difficulties. Both youth and parents grasped that they were not the only families going through difficulties, and all had a chance to share their proposals for solutions.

The DAD team members are interested in using their connections in the community to expand this program, thus increasing the gun and violence reduction effort in the county. Currently, lack of funds is an obstacle.

Program staff have discussed other ways to expand the program, such as producing a Project LIFE "train-the-trainer" video that would teach other jurisdictions how to replicate this program.

Several jurisdictions, including government entities from Fort Wayne, Indiana; Columbus, Indiana; Lebanon, Indiana; and Sacramento, California, have sent representatives to visit the Project LIFE program, with an interest in offering a similar one in their communities.

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### **Shock Mentor Program** *Cheverly, Maryland*

### **Collaborative Beginnings**

The Shock Mentor Program was conceived originally by Allan Atzrott, President of the Prince George's Hospital Center. His idea was to bring young African-American

males into the hospital emergency room to see firsthand the results of violence against other youth and to witness the work of doctors and nurses who treat the victims. The program's intent is to prevent future acts of violence by exposing participants, in a very immediate way, to the terrible consequences of violent actions.

Begun in 1994, the program was established as a three-way collaboration among the hospital; the Prince George's County (Maryland) School System; and the Concerned Black Men—a Washington, D.C.-based mentoring group of African-American men. Mentors from the Concerned Black Men provide the critical second half of the program: they accompany the students into the emergency room and provide followup support and ongoing mentoring afterward, to give students a positive lifestyle alternative to the emergency room scenes.

### **Assessment of the Situation**

The Prince George's Hospital noticed that a large number of black, male high school students came through the Prince George's Hospital emergency room doors as victims of violence. It was determined by the hospital and the school system that several factors often put these students at risk: their neighborhood environment, past experience with violence in the family or community, peer influence to participate in violent acts, and access to guns. Exposing these students to the consequences of violence and giving them a supportive relationship with a role model were seen as a way to protect these students from the risks.

### **A Comprehensive Plan for a Targeted Population**

The Shock Mentor Program targets the most at-risk population in Prince George's County—young black males in senior high school. However, black females and other ethnic and cultural minorities are also eligible for visits to the hospital, and as the program expands, more of these other minority students will be included.

The main event of the Shock Mentor Program is the visit to the hospital's shock trauma center, where students are scheduled to visit on Tuesdays, Thursdays, and Fridays. Two or three students are allowed in the emergency room per visit, along with their mentors and one or two hospital staff to explain medical procedures.

The objective of the emergency room visit is to show students how the choice to participate in an act of violence makes them vulnerable, not macho or invincible. This sense of personal vulnerability becomes acute in the emergency room, where students see shooting victims who are suffering major physical trauma—and in some cases, dying.

The program's staffing primarily consists of the mentors, who are volunteers from the Concerned Black Men. Teachers also provide volunteer time in selecting students who will visit the hospital, and they may provide transportation if the parents or legal guardians of the selected students cannot do so. Students who have visited the emergency room also have the option of becoming volunteers there.

After the hospital visit, participants in the program return to their schools where—program observers noted—they are eager to talk to friends and schoolmates about what they have seen. Thus, even though a relatively small number of students get the "shock" exposure to the emergency room, the experience can have a substantial ripple effect when those students act as messengers to their peers. The mentors from the Concerned Black Men provide followup classroom visits and participate in other school programs as well. While no one expects that the "shock" of the emergency room visit will by itself cause lasting behavioral changes, the program's intent is that the experience can be a catalyst for change that can be supported by instruction in conflict resolution and the ongoing mentoring of the Concerned Black Men.

### **Funding and Other Support**

The Shock Mentor Program has incurred few costs during its first 2 years of operation, except for transportation expenses for some students to travel to and from the hospital. However, plans for expansion of the program are expected to lead to an increased budget to cover costs for increasing staff, providing more transportation, producing handout materials, and possibly distributing items such as T-shirts and baseball caps that promote nonviolence.

### **Progress Check and Getting the Word Out**

The Shock Mentor Program has gained the enthusiastic support of students, school administrators, and all organizations involved. The program now operates in all senior high schools in Prince George's County. Students unanimously support having the chance to experience firsthand an aspect of life that is usually only talked about or that they see only in photographs or on TV. Parental support too has been positive. (Parents are encouraged to visit the shock trauma center before, during, or after the visit of their child.)

Students who participate in this program are visibly shaken by the experience of the emergency room visit. Even those who live with violence or the threat of violence on a daily basis are struck by the reality and finality of death in the hospital. This experience prompts students to talk about life and the reasons to avoid guns, drugs, gangs, and violent behavior.

The Concerned Black Men strongly support the Shock Mentor Program, and it has begun to develop affiliations with local law enforcement agencies. Prince George's County police officers, including the chief of police, are making arrangements between the Police Department's Community Policing Program and the hospital to include police ride-along opportunities in the mentoring component of the program. Law enforcement agencies, particularly the State Attorney's Office, have begun to funnel juvenile offenders through the Shock Mentor Program as part of alternative sentencing.

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## **Straight Talk About Risks (STAR)** *Miami, Florida*

### **Collaborative Beginnings**

Straight Talk About Risks (STAR) is a gun violence prevention curriculum for grades prekindergarten through 12 that was adopted by the Dade County (Miami) Florida School System in 1989. The program is an outgrowth of the school district's Gun Safety Awareness Day, which was extended to a full week in 1989 when STAR was adopted. The STAR curriculum was developed for the schools by the Center To Prevent Handgun Violence, a national organization that collaborates closely with the county school system. The curriculum is presented in the schools through the collaboration of Youth Crime Watch of Dade County and School Resource Officers, and the program also reaches out to parents through activities involving the Dade County Council Parent Teacher Association/Parent Teacher Student Association (PTA/PTSA).

### **Assessment of the Situation**

Dade is the most populous county in Florida, and its demographics are characterized by substantial immigration and a regular influx of tourists. According to recent Florida Department of Law Enforcement statistics, Dade County's crime index was 12,595 per 100,000 residents in 1994, the highest in the State, although that number had dropped since 1993. While violent crime appears to be on the decline, media attention surrounding some school-related incidents, plus reports of an increasing number of weapons

being found in schools, created a demand for a Dade County educational program that focused specifically on guns.

### **A Comprehensive Plan for a Targeted Population**

STAR is aimed not only at all Dade County students, grades prekindergarten through 12, but also at parents and community leaders, because the program's message needs to be continually reinforced beyond the school environment—at home, on the streets, and in neighborhoods.

School resource officers and teachers present the STAR curriculum in the individual schools. Three school coordinators from Youth Crime Watch of Dade County also provide materials and information and make presentations as requested. Emphasis on the program is greatest during the county's annual Gun Safety Awareness Week; however, the program materials and information are available year-round.

At the elementary school level, the STAR curriculum is presented to students along with other materials from the school system and from Youth Crime Watch. The program involves parents at the elementary level, providing brochures with the program materials.

In the county's 60 middle schools (grades 6 through 9), the STAR program is usually presented in social studies classes. In the 30 senior high schools, it is presented through either the required Life Management Skills/Personal Fitness class or through social studies. At the secondary level, the STAR curriculum is accompanied by a videotape, "Guns and Teens," and additional materials from Youth Crime Watch and the Center To Prevent Handgun Violence. The video is followed by a discussion on the dangers of gun use, the availability of guns, and the aftermath of a shooting. The video and the subsequent class discussion emphasize the physical and psychological trauma caused by handgun use. Students role-play, discuss, and form community teams to combat gun violence within their school and community.

Many secondary schools hold conflict resolution training and peer counseling activities through their social studies classes or Youth Crime Watch clubs. Efforts are made to involve these groups in STAR activities as well.

In addition, STAR aims to reach out to parents with its message. Youth Crime Watch representatives speak to parents at PTA/PTSA meetings about gun safety issues and leave informational brochures and handouts in the parent resource sections of school libraries.

## **Funding and Other Support**

The school district uses funds from its Safety and Driver Education budget to purchase supplies for the program, which are provided to individual schools at no charge. The supplies include the "Guns and Teens" videotape, the STAR curriculum guide and activity book, and announcements and letters to go home to parents.

The STAR curriculum is part of a wider context of safety procedures that have been established within the schools, which have included student searches and the use of metal detectors. The messages of the program's curriculum are reinforced by other school activities, including the annual Gun Safety Awareness Week.

## **Progress Check and Getting the Word Out**

Use of the STAR curriculum is at the discretion of individual teachers and principals. Program staff are not able to provide statistics on the amount of time devoted to instruction or the number of students participating in the program.

One issue that emerged is that many students have seen the "Guns and Teens" video repeatedly since its introduction in 1988 and may know the tape too well to be impressed by its message. Jurisdictions contemplating the use of videos may want to consider using different ones for various grade levels, or updated versions, to avoid this problem.

The basic STAR curriculum—from which the Dade County schools developed their own program—is available upon request from the Center To Prevent Handgun Violence.

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## **Weapons Are Removed Now (WARN) Reseda, California**

### **Collaborative Beginnings**

Weapons Are Removed Now (WARN) was developed by staff and students at Reseda High School, which is part of the Los Angeles Unified School District. The program was established in 1993, after a fatal shooting at the school. Until the shooting, Reseda High School had been regarded as one of the safest schools in Los Angeles County. On this occasion, however, although several students had been aware that a student was carrying a gun, no one alerted school officials, and tragedy resulted.

The WARN program was subsequently established at the school. Involving students and faculty, WARN broadcasts a violence prevention education message to elementary and middle school students in the Reseda area.

### **Assessment of the Situation**

At Reseda High School, lax security was not a problem. The school is a closed campus surrounded by gates and fences, located in a residential neighborhood. An aide greets visitors as they enter the school grounds, and a uniformed school police officer patrols the area in a converted electric golf cart. Many school officials carry two-way radios to keep in touch with staff at various locations of the campus. What was needed to complement this security was a strong message of antiviolence that would reach Reseda's diverse high school population as well as provide a model for younger students in the local elementary and middle schools.

### **A Comprehensive Plan for a Targeted Population**

The WARN program seeks to keep weapons off the Reseda High School grounds. Its major strategy is to target the anti-weapons message to the students of local elementary and middle schools that feed into Reseda High School. Thus the high school students provide a model for the younger students.

WARN is a Reseda High School club with two faculty coordinators and about a dozen student members. The program operates by sending the club members out to make violence prevention presentations at the neighborhood elementary and middle schools. These presentations teach a three-part message: violence is an inappropriate way to settle disputes, guns on campus can kill you or someone else, and telling an adult in authority if someone brings a weapon to campus is the morally correct thing to do. In their presentations, students use a variety of teaching

methods such as raps, skits, role-playing, question-answer sessions, or recounting personal experiences. The WARN club has written copies of several of its presentations for use by future club members.

WARN members meet periodically to work on their presentations. Faculty coordinators orient new members, review and document the students' proposed presentations, and facilitate visits to the local schools. The high school administrator also assists by confirming contacts with the local schools and providing transportation as needed.

In addition, the school has prominently posted signs in Spanish and English around the campus, giving the hotline number to call to report weapons seen on campus. The signs state that callers can remain anonymous. WARN promotes the use of the hotline.

### Funding and Other Support

Funding for WARN comes from the school safety and education budget and from profits from fundraisers, such as the sale of T-shirts, buttons, and bumper stickers that promote the program's message.

Within Reseda High School, WARN is seen as part of a larger effort to provide a safe school environment, which includes the presence of a full-time, uniformed school police officer; random locker searches; and random metal detector searches. Reseda is also one of the first schools in the Los Angeles Unified School District to implement a dress code banning baggy pants and to institute an anti-graffiti program. The WARN program, in addition to being respected and supported by the student body, teachers, and administrators, has received broad public attention.

### Progress Check and Getting the Word Out

Since WARN was established in 1993, its members have made over 100 presentations to students in 8 of the elementary and middle schools that feed into Reseda High School. The presentations have been given to classes and at parent-teacher conferences; audiences have ranged in size from 4 or 5 people to as many as 100. Reseda High School administrators and faculty believe the program is well received and has a positive impact on the attitudes and behavior of future Reseda High School students.

In addition to school presentations, students use T-shirts, buttons, and bumper stickers to get the message out. WARN has also received favorable national and regional publicity with an appearance on the "Phil Donahue Show" and through presentations by program members given in other cities.

While it is true that there have been no gun violence incidents at Reseda High School since 1993, there is no way to know to what degree this can be attributed to the WARN program. Reseda students do not consider gun use to be a problem in the school, although they acknowledge the existence of neighboring gang activity. However, they believe that students now think twice about bringing weapons to school because of existing school policies.

The student body respects WARN and its members and has supported school policies such as the dress code and weapons hotline. Students and school officials attribute much of the perceived success of WARN to the school and community's reaction to the 1993 shooting, which galvanized them to find ways to ensure that such an incident was not repeated. Students reported that because they "lived through the incident" together, they more strongly supported these antiweapons measures than perhaps others in another school might.

The WARN program and the anonymous weapons hotline could be replicated in other schools.

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## Words Not Weapons *Boston, Massachusetts*

### Collaborative Beginnings

Words Not Weapons is a statewide violence prevention program for all Massachusetts schools. Formally launched in September 1993 by Lieutenant Governor Paul Celluci and Department of Public Health Commissioner David Mulligan, the Words Not Weapons effort draws on the support of a number of State government agencies, as well as teachers and students in the individual schools. The program is a broadly collaborative effort.

### Assessment of the Situation

During the summer of 1993, teen focus groups run by teachers met to discuss ideas on how to develop a successful antiviolence program. It was considered important that this program provide all students with a

strong antiviolence message and conflict resolution skills. It was also decided that the program should first target those schools that did not already have personnel trained in violence prevention and existing peer leadership programs. Criteria were established for the program, and in September 1993 the Massachusetts Department of Public Health contacted 67 high schools using a telephone survey to identify schools that had no violence prevention programs for participation in the Words Not Weapons program.

### **A Comprehensive Plan for a Targeted Population**

The target population of the Words Not Weapons program is students in Massachusetts public high schools, and it is available to private high schools upon request. The main strategy of the program is to develop within each school a network of trained students and teachers to act as conflict mediators and to convey a strong violence prevention message. A critical feature of this network is that it draws participants from all identifiable social groups from within—and sometimes outside—the school. The goal is to encompass a wide range of youth that includes both gang members and victims so that Words Not Weapons peer leaders truly represent everyone—not just “the good kids.”

The students and teachers selected as leaders are sent to 1 of 10 regional Massachusetts Prevention Centers, where they receive leadership training in accordance with the Medical Foundation's Violence Prevention Curriculum. In addition to communication and leadership skills, the training covers topics such as alcohol and drug abuse, sexism, racism, and other factors making youth at risk for violence. The prevention centers provide materials that use a multidisciplinary approach to solving problems of weapons and violence in the schools. Upon completion of the training, the students sign pledges not to use weapons.

Participants in the program all receive the same training at the prevention center, but they can then customize the Words Not Weapons program, using the prevention center as an ongoing resource, to fit the particular needs of their own schools. Students can receive additional training at the center; they can also use the center's multimedia library, refer to newsletters and manuals, organize conferences and workshops, and create community partnerships with the center's support. In tailoring its own specific program agenda, each school can convey the violence prevention message by drawing on a variety of methods—skits, videos, visits, lectures, and other presentations.

### **Funding and Other Support**

Each school with a Words Not Weapons program has received a \$1,000 startup grant from the Commonwealth of Massachusetts; however, the schools have also agreed to seek funding from other public and private sources, including local hospitals and police departments.

The program also has the support of various agencies in Massachusetts, in addition to support from the governor, the lieutenant governor, and the public health commissioner. The Department of Public Health's Office of Violence Prevention coordinates the campaign, with the help of the Department of Education, the Governor's Alliance Against Drugs, and the Massachusetts Committee on Criminal Justice. Other agencies that are helping to support the program include Metropolitan Life and the University of Massachusetts Medical Center. Additionally, local organizations in some communities lend support to the programs in their neighborhood schools.

### **Progress Check and Getting the Word Out**

Currently the Words Not Weapons program is operating in 51 schools throughout Massachusetts. In each school, focus groups of male and female students (grades 8 through 12) or recent graduates monitor the ongoing effectiveness of the school's program. These focus groups include students who have personally experienced or witnessed violence. They help assess the effectiveness of program policies and bring areas that need work to the school's attention. The active involvement of students in the planning and implementation of the Words Not Weapons program is one of its strengths, and the students see their partnership with the adults as cooperative and fair.

Both media and public response to the program have been positive and have assisted in getting the word out about this program. An evaluation of the program will be conducted in the near future.

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## Youth Trauma Services Team Washington, D.C.

### Collaborative Beginnings

In 1993 the District of Columbia established the Youth Trauma Services Team (formerly the Howard University Violence Prevention Project) to help young people who had experienced acts of violence. The Youth Trauma Services Team is an outgrowth of the police department's community policing program, which focuses on crime prevention and problemsolving. However, the team is not staffed by police officers alone. Joining with the police are psychologists, social workers, "roving leaders" from community recreation centers, and clergy members—who have united to respond to children in crisis.

The team is the result of a collaborative effort on the part of the mayor, the chief of police, and the city administrator, each of whom was key in pooling the resources of the Police Department, the Department of Human Services, the Department of Recreation, and the Mayor's Youth Initiative Office to create this program. It involves 4 psychologists, 8 social workers, 16 "roving leaders" from community recreation centers, 35 police officers, and 2 volunteer clergy members. As the first such collaborative effort in the District, the Youth Trauma Services Team ensures a much more comprehensive response to violence than police alone can provide.

### Assessment of the Situation

Many young people in the District of Columbia face interlocking problems of crime, substance abuse, illegal gun use, and interpersonal violence. Beneath these overt problems lies a broad array of social and cultural issues that can feed violent behavior, including lack of education, unemployment, gang activity, lack of adequate role models, child abuse, or violent victimization.

In Washington, D.C., a surge in illegal gun use by children has led to the killing and maiming of other children and created a climate of fear in neighborhoods and schools. The consequences of violence, whether suffered or witnessed by a child, are often far-reaching, and law enforcement officials can address only some of those repercussions.<sup>11</sup> Children and their families who are victimized by or who witness acts of violence also need other supportive responses from the community.

### A Comprehensive Plan for a Targeted Population

The target population for the Youth Trauma Services Team is children and their families who have been victimized by violence or who have witnessed serious acts of violence,

such as homicides, assaults, or abuse. Based in the 7th Police District, one of the most violent areas of Washington, D.C., the team was initially designed to serve only Police Districts 5, 6, and 7, but it has frequently been called upon to serve the entire city. The team's clients have been primarily African-American children and young adults, who in some cases are parents themselves.

The Youth Trauma Services Team, which is housed in the district station, provides a complex of services: crisis intervention, crisis debriefing, therapy, victim assistance services, prevention services, and followup services.

Team members on routine patrol operate out of a 15-passenger van that frequents the District's most violent public housing projects. When not responding to a crisis call to a crime scene or victim's residence, the team engages with young people on the streets, handing out conflict resolution pamphlets, as well as caps and T-shirts with violence-prevention themes. Their message is simple: "Stop the violence" and "Peace in the hood." Team members not only dispense information on available social services, recreational activities, GED testing schedules, and AIDS and HIV prevention, they also provide some friendly conversation.

In 1994 the team added the Truce Hotline—a 12-hour telephone hotline service that offers conflict and dispute mediation for gang or "crew" members. The Truce Hotline provides counseling, outreach, and followup services.

### Funding and Other Support

Some members of the Youth Trauma Services Team have been detailed to the project with the cost of their services absorbed by their agencies. Other team members are either paid staff or volunteers. Most of the program's expenditures have been covered by a grant. The first year of operation, including a 40-hour training session, cost the city \$310,000. In addition, the program has received the full support of the mayor, the chief of police, the city administrator, and other city agencies.

### Progress Check and Getting the Word Out

The Youth Trauma Services Team's synergistic approach to violence reduction has helped to change the social climate in the city's toughest neighborhoods.

Team members have responded to more than 300 incidents and had contact with more than 5,000 children and young adults since the program began. More than 650 T-shirts and caps have been given out, and many more brochures and pamphlets. Over 40 gang members have used the Truce Hotline. Media attention to the Youth Trauma Services Team has been very positive.

An unexpected benefit of the program has been the change in D.C. youth's perception of police work. As indicated by program participants, the police are no longer looked upon exclusively as the enemy; their antiviolenace message is not seen simply as the threat or warning of an adversary. The Youth Trauma Services Team sends the same anti-violence message, whether from the police, community leaders, clergy members, psychologists, or social workers; everyone on the team reaches out to youth with kind words, conversation, and concern.

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## **Zero Tolerance** **San Diego, California**

### **Collaborative Beginnings**

Zero Tolerance is primarily a policy—rather than a program—of the San Diego (California) School System. Established in 1993, it applies to all middle, junior, and senior high school students. Under the Zero Tolerance policy, any student caught with a firearm, explosive device, or any other dangerous weapon in school is immediately suspended for 5 days and referred to a hearing officer for further action. The policy sends a strong message of no tolerance for weapons, and also provides a system of appropriate sanctions for violators.

The Zero Tolerance policy involves the joint efforts of many people both inside and outside the schools: school administrators, placement and appeals counselors, the teachers who explain the Zero Tolerance policy to their classes and facilitate the signing of Zero Tolerance contracts by students and their parents, and the teachers and counselors who work at the alternative school sites. Implementation of the policy is also supported by the juvenile courts and probation officers, who share information with school officials.

### **Assessment of the Situation**

When incidents of youth violence increased, both locally and across the Nation, the San Diego Unified School District decided to take a proactive approach to addressing the problem and ensuring that its schools stayed safe. The School Board reviewed existing school safety policies and

decided that they were not strong enough and needed to include language that allowed expulsion of a student possessing any weapon.

The San Diego Unified School District has a culturally diverse population of approximately 130,000 students from the city of San Diego. When the Zero Tolerance policy was first being established, there was concern among some groups, including the Black Caucus, Hispanic groups, and the American Civil Liberties Union, that the implementation of such a policy would produce racial or ethnic disparities because of discretionary decisionmaking on the part of school officials. These concerns were addressed by making the policy standard.

## **A Comprehensive Plan for a Targeted Population**

The goal of the Zero Tolerance policy is to ensure the safety of San Diego school students and to provide an appropriate learning environment for all students—including Zero Tolerance violators. All students are required to sign a Zero Tolerance contract at the beginning of the schoolyear. The contract describes the policy and defines items that are considered weapons, actions that constitute a violation of the policy, and sanctions that are imposed in cases of violation. Policy violations include bringing a weapon to campus, participation in violent acts, repeated incidents of fighting that result in injury, repeated trespassing on school grounds, and selling drugs. Parents are also required to sign the contract, which is written in seven languages. Teachers receive special training in the Zero Tolerance policy and on how to explain it to students in the classroom.

If, after a factual examination by administrators, a student is determined to have violated the Zero Tolerance policy, the student is subject to a 5-day suspension, police arrest, and a superintendent's investigation for possible expulsion from schools in the district.

A hearing on the violation is then scheduled before the Expulsion Review Panel, which recommends to the San Diego Board of Education a sentence of (a) deferred expulsion with placement in a Zero Tolerance alternative program not to exceed 1 year, (b) no expulsion (i.e., reinstatement back into the previous or mainstream school), or (c) total expulsion from district schools.

There are approximately 20 Zero Tolerance alternative programs throughout the city. At an alternative school, in addition to continuing their studies, policy violators also receive individual and family counseling, conflict resolution training, and instruction about the dangers and consequences of bringing weapons to school.

After placement in the alternative school, Zero Tolerance violators apply for readmission to their regular school. A meeting with representatives from probation and the school, a counselor, and even sometimes ex-violators determines if students should be placed in their previous school, another school, or an alternative school.

## Funding and Other Support

School officials report that there has been tremendous cooperation and support among groups involved in the implementation of the Zero Tolerance policy. Campus police, parents, and business and community groups also support the policy.

Zero Tolerance is seen as part of the school district's larger, overall effort to provide and maintain a safe and secure learning environment and community. This effort, called the School-Community Safety Network, is supported by a Safe Schools grant of about \$1.3 million. A small portion of this grant goes to support the Zero Tolerance policy. Most of the grant, however, funds prevention efforts.

## Progress Check and Getting the Word Out

School officials believe that the Zero Tolerance policy is working, that it effectively neutralizes violence on campuses, and that it has had a positive impact on the overall learning environment. In an evaluation conducted by the Zero Tolerance Office, students report that more students appear to be in class and there is more respect between staff and students. Students indicate that they recognize the value of the Zero Tolerance policy and understand the consequences of unacceptable behaviors.

Since Zero Tolerance was established in 1993, 804 students have been sanctioned under the policy. Data on these students indicate that about 60 percent are middle school students and more than 80 percent are males. These percentages are similar to the ethnic breakdown of students in the San Diego school district overall (34 percent Hispanic, 17 percent African American, 29 percent Caucasian, and 18 percent Asian and other ethnic groups). The parallel between the ethnic breakdown of students sanctioned under Zero Tolerance and the overall ethnic breakdown of students suggests that the policy in San Diego has been applied, as originally designed, in a nondiscriminatory manner. Most of the students sanctioned are not hardcore delinquents but rather students easily influenced by negative peer pressure. Most policy violations (about 70%) involve weapons, particularly knives, and only six students have been repeat violators.

Student violators who had been through the Zero Tolerance program said they thought the program's conflict resolution training helped them get along with people who are

different from them. They gave examples of how they might deal with conflict now compared with how they would have acted before participating in the program.

Some students thought the Zero Tolerance policy casts too wide a net, catching students who should not be sanctioned. For example, in one instance a student had left a pocketknife in his backpack after a camping trip and inadvertently brought it to school; he was subjected to the Zero Tolerance policy, but not recommended for expulsion.

Although there has been an *increase* in weapons-related incidents on or around the campus over the past 3 years, the school police director interprets this as evidence of increased weapons reporting resulting from the policy. An adverse result of the policy has been an increase in the incidence of vandalism to teachers' property, such as damage to their autos. The vandalism appears to be in retribution for the policy.

Some problems have emerged in the implementation of the Zero Tolerance policy. The due process required for the expulsion hearings has placed a significant and unanticipated burden on the school administration. In addition, placement alternatives and programming for violators that were in place before the policy was implemented were not well developed. Although programs were developed subsequently, a lack of adequate alternative placement may have slowed the overall impact of the program. Policy violators still need more programming options, which would involve more counselors, family counseling, and the courts.

Although the Zero Tolerance contract is already available in seven languages, translations are needed in yet more languages to improve communication with parents. Some school officials also see a need for a case management approach for enhancing their work with and rehabilitation of Zero Tolerance violators.

While this policy could be implemented in other jurisdictions, it would probably be difficult to implement in a small school system that does not have alternative schooling sites for policy violators. Large school districts would be better able to share resources, including staff.

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# *Appendix*

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## **Checklists**

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**Checklist #1: Potential Collaborators**

**Checklist #2: Assessing the Youth  
Gun Situation in Your Community**

**Checklist #3: Evaluating the Progress  
of Your Program**

**Checklist #4: Getting the Word Out**

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## Checklist #1

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### Potential Collaborators

Below is a partial list of potential collaborators for your program. You should add any other individuals, organizations, institutions, and agencies in your community that you think might be willing to get involved. Almost everyone has some investment in stopping youth gun violence; try to target your appeal to their particular concerns and expertise.

- ☐ Existing community task force (or other groups) addressing the issue
- ☐ Youth
- ☐ Parents
- ☐ Justice system representatives (such as judges, attorneys, prosecutors, probation officers)
- ☐ Law enforcement representatives
- ☐ Youth service organizations
- ☐ Child welfare agencies
- ☐ Neighborhood associations
- ☐ Recreational centers
- ☐ Religious institutions
- ☐ School officials
- ☐ Parent Teacher Associations/Parent Teacher Student Associations
- ☐ Local colleges/universities
- ☐ Hospitals/health care facilities
- ☐ Physicians and nurses groups
- ☐ Professional organizations
- ☐ Mayor and other local government officials
- ☐ Chamber of Commerce
- ☐ Local business, civic, or volunteer organizations (Lions Club, Kiwanis Club, etc.)
- ☐ Local chapters of cultural, ethnic, or educational organizations
- ☐ Veterans organizations (such as Vietnam Veterans Against Violence, Veterans of Foreign Wars)
- ☐ Senior citizens groups/centers
- ☐ Media
- ☐ Locally based athletic teams
- ☐ Locally based rock bands/musical groups

## Checklist #2

### Assessing the Youth Gun Situation in Your Community

The following are some preliminary questions to consider in assessing the youth gun situation in your community.<sup>12</sup> To get the most accurate picture, you will need to consult a variety of sources—including young people.

#### 1. When, where, why, and how are juveniles gaining access to guns?

- ☐ During the day?
- ☐ At home?
- ☐ From friends?
- ☐ Through gangs?
- ☐ Out of State?
- ☐ From the manufacturer?
- ☐ From licensed gun dealers?
- ☐ From pawn shops?
- ☐ From a specific area in community?
- ☐ How much do guns cost?
- ☐ What types of guns do kids have access to?
- ☐ What are the community norms and laws concerning firearms?
- ☐ In large amounts?
- ☐ New or used?
- ☐ Through trafficking?

#### 2. When, where, and why are juveniles carrying guns?

- ☐ What time of day?
- ☐ To and from school?
- ☐ At school/on playground?

- ☐ On the streets?
- ☐ At home?
- ☐ In groups?
- ☐ As a gang activity?
- ☐ As individuals?
- ☐ At what age?
- ☐ For self-protection?
- ☐ Drug-trade related reasons?
- ☐ To show off?
- ☐ To kill or injure someone?
- ☐ Lack of awareness of the dangers involved?
- ☐ Lack of faith in law enforcement?
- ☐ Lack of economic/social opportunities?

#### 3. When, where, and why are juveniles choosing to use guns?

- ☐ At night?
- ☐ After school?
- ☐ Near a particular park?
- ☐ Near a school?
- ☐ On a certain corner?
- ☐ Accidental use?
- ☐ Self-defense?
- ☐ Under the influence of drugs/alcohol?
- ☐ To settle disputes with peers?
- ☐ To settle disputes with others?
- ☐ Drug-trade situations?
- ☐ Gang conflicts?
- ☐ To kill or injure?

## Checklist #3

### Evaluating the Progress of Your Program

This list suggests some events and facts you may be able to measure to gauge the progress of your program. You will need to gather information on relevant items at the beginning of your program, as well as later on, so you can identify both the "before" and "after" situations and establish your benchmarks.

- ☐ Positive attitudinal or behavioral changes that are linked to the program (such as increased sense of security, heightened awareness of gun dangers, completion of educational programs, use of conflict mediation services, etc.)
- ☐ Number of weapons incidents and their seriousness
- ☐ Number of weapons removed from circulation
- ☐ Recidivism rates

- ☐ Number of contacts/meetings created by your program
- ☐ Amount of materials distributed (pamphlets, T-shirts, etc.)
- ☐ Number of young people participating in the program
- ☐ Level of gang or drug activity
- ☐ Youth and staff attitudes toward youth gun violence
- ☐ Public response to youth gun violence
- ☐ Endorsements of program by officials, organizations, etc.
- ☐ Amount of media coverage

OJJDP's *Title V Delinquency Prevention Program Community Self-Evaluation Workbook*<sup>13</sup> provides a useful resource for communities implementing delinquency prevention programs. The workbook provides information and resource aids on program planning, conducting evaluations, tracking programs, describing activities, monitoring risk-factor data, performing analyses, and measuring outcomes and performance indicators.

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## Checklist #4

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### Getting the Word Out

The media can be an invaluable ally in helping to get the word out about your program and the issues it is addressing. The following are some of the ways you can make contact with the media and the public.

- ☐ Press releases
- ☐ Letters to newspaper editors
- ☐ Op-ed articles
- ☐ Articles in journals and news magazines
- ☐ Newsletter about your program
- ☐ Buttons, T-shirts, or caps that carry your message
- ☐ Speeches
- ☐ Town meetings
- ☐ Meetings with government officials
- ☐ Daily and weekly newspapers (including community, Associated Press, and minority newspapers targeting non-native speakers)
- ☐ Student newspapers (including college/university)
- ☐ TV and radio (news and talk shows, community programming on cable outlets)
- ☐ Newsletters and bulletins published by churches, hospitals, community groups, and other local organizations
- ☐ Local/State wire-service bureaus (such as Associated Press, Reuters)
- ☐ Electronic dissemination of information about your program online, such as through the Internet

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## Endnotes

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1. Juvenile Offenders and Victims: 1996 Update on Violence (1996), Office of Juvenile Justice and Delinquency Prevention, p. 11. The increase in weapons violations for adults during the same period was 26 percent (p. 21).
2. M.A. Jones and B. Krisberg, Images and Reality: Juvenile Crime, Youth Violence and Public Policy (1994).
3. Juvenile Offenders and Victims (1996), p. 24.
4. Juvenile Offenders and Victims: A National Report (1995), Office of Juvenile Justice and Delinquency Prevention, p. 27.
5. Reducing Youth Gun Violence (1996), Office of Juvenile Justice and Delinquency Prevention, p. 12.
6. Juvenile Offenders and Victims (1996), p. 7. Between Hope and Fear: Teens Speak Out on Crime and the Community (December 1995). Survey conducted by Louis Harris & Associates, Inc.
7. Juvenile Offenders and Victims: A National Report, p. 52.
8. Juvenile Offenders and Victims: A National Report, p. 53.
9. Juvenile Offenders and Victims: A National Report, p. 20.
10. Howell, J.C., ed. 1995 (May). *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*. Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.
11. C.S. Spatz-Widom, *The Cycle of Violence*. Research in Brief. (October 1992). Washington, D.C.: National Institute of Justice, U.S. Department of Justice. Thornberry, T.P. *Violent Families and Youth Violence*. Fact Sheet #21 (December 1994). Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.
12. These questions are derived from an analysis of research on the causes and correlates of youth gun violence by Fagan, Blumstein, Goldstein, Kellerman, Huizinga, Elliott, and others in *Reducing Youth Gun Violence* (1996), Office of Juvenile Justice and Delinquency Prevention.
13. *Title V Delinquency Prevention Program Community Self-Evaluation Workbook* (1995), Office of Juvenile Justice and Delinquency Prevention.

10/18/96

STATUS OF NCHIP FUNDING  
(10/18/96)

*\* Not  
yet announced*

| State                         | NCHIP 95<br>Core Award | NCHIP 95<br>ASAP<br>Award | NCHIP 96<br>Award | Total NCHIP<br>Awards |
|-------------------------------|------------------------|---------------------------|-------------------|-----------------------|
| Alabama                       | \$552,733              |                           | \$337,637         | \$890,370             |
| Alaska                        | \$825,675              | \$175,643                 | \$340,000         | \$1,341,318           |
| American Samoa                | \$200,000              |                           |                   | \$200,000             |
| Arizona                       | \$1,099,147            |                           | \$625,000         | \$1,724,147           |
| Arkansas                      | \$659,300              |                           | \$393,720         | \$1,053,110           |
| California                    | \$3,405,542            | \$120,000                 | \$5,400,000       | \$8,925,542           |
| Colorado                      | \$986,315              |                           | \$340,836         | \$1,326,850           |
| Connecticut                   | \$638,181              | \$215,000                 | \$975,000         | \$1,828,181           |
| Delaware                      | \$962,400              | \$162,689                 | \$310,930         | \$1,436,019           |
| D.C.                          | \$862,576              |                           | \$386,100         | \$1,248,676           |
| Florida                       | \$2,894,331            | \$250,000                 | \$833,835         | \$3,978,166           |
| Georgia                       | \$1,500,000            | \$249,910                 | \$505,000         | \$2,254,910           |
| Guam                          | \$200,000              |                           |                   | \$200,000             |
| Hawaii                        | \$600,000              |                           | \$507,125         | \$1,107,125           |
| Idaho                         | \$490,000              |                           | \$250,000         | \$740,000             |
| Illinois                      | \$2,800,000            | \$250,000                 | \$1,112,000       | \$4,162,000           |
| Indiana                       | \$1,581,442            |                           | \$650,831         | \$2,132,273           |
| Iowa                          | \$792,038              |                           | \$405,164         | \$1,197,200           |
| Kansas                        | \$903,000              |                           | \$325,000         | \$1,228,000           |
| Kentucky                      | \$1,200,000            |                           | \$250,000         | \$1,450,000           |
| Louisiana                     | \$1,300,000            |                           | \$327,665         | \$1,627,665           |
| Maine                         | \$1,975,000            |                           | \$199,000         | \$2,174,000           |
| Maryland                      | \$1,700,000            |                           | \$400,000         | \$2,100,000           |
| Massachusetts                 | \$1,801,209            |                           | \$1,324,041       | \$3,225,250           |
| Michigan                      | \$1,124,874            |                           | \$1,806,000       | \$2,930,874           |
| Minnesota                     | \$1,487,300            | \$249,060                 | \$544,000         | \$2,280,360           |
| Mississippi                   | \$1,725,000            |                           | \$250,000         | \$1,975,000           |
| Missouri                      | \$1,819,570            | \$250,000                 | \$387,848         | \$2,257,218           |
| Montana                       | \$335,000              |                           | \$273,270         | \$608,270             |
| Nebraska                      | \$830,330              |                           | \$425,000         | \$1,255,330           |
| Nevada                        | \$700,000              | \$240,000                 | \$325,000         | \$1,265,000           |
| New Hampshire                 | \$1,200,000            |                           | \$587,513         | \$1,787,513           |
| New Jersey                    | \$2,309,395            | \$249,473                 | \$634,581         | \$3,193,449           |
| New Mexico                    | \$2,126,328            |                           |                   | \$2,126,328           |
| New York                      | \$4,792,375            | \$250,000                 | \$1,768,720       | \$6,811,095           |
| North Carolina                | \$1,460,705            | \$245,000                 | \$344,500         | \$2,050,205           |
| North Dakota                  | \$556,365              | \$141,497                 | \$475,000         | \$1,172,862           |
| Ohio                          | \$2,178,241            | \$232,330                 | \$1,455,772       | \$3,866,343           |
| Oklahoma                      | \$812,741              |                           | \$499,350         | \$1,112,091           |
| Oregon                        | \$1,300,000            | \$226,850                 | \$355,000         | \$1,881,850           |
| Pennsylvania                  | \$2,632,984            |                           | \$1,389,000       | \$4,001,984           |
| Rhode Island                  | \$541,804              |                           | \$322,000         | \$863,804             |
| South Carolina                | \$1,145,955            | \$147,065                 | \$693,000         | \$1,986,020           |
| South Dakota                  | \$530,000              |                           | \$145,270         | \$675,270             |
| Tennessee                     | \$1,250,000            |                           | \$419,155         | \$1,669,155           |
| Texas                         | \$4,961,200            |                           | \$2,000,000       | \$6,961,200           |
| Utah                          | \$642,653              | \$50,000                  | \$338,000         | \$1,030,653           |
| Vermont                       | \$1,975,279            |                           | \$199,500         | \$2,174,779           |
| Virginia                      | \$2,215,105            |                           | \$383,669         | \$2,598,774           |
| Washington                    | \$1,200,000            |                           | \$594,682         | \$1,794,682           |
| West Virginia                 | \$1,919,000            |                           | \$75,000          | \$1,994,000           |
| Wisconsin                     | \$1,700,000            |                           | \$396,000         | \$2,096,000           |
| Wyoming                       | \$478,856              |                           |                   |                       |
| Total direct awards to states | \$75,581,047           | \$3,704,517               | \$33,145,313      | \$111,951,021         |