

U.S. HOUSE OF REPRESENTATIVES
COMMITTEE ON THE JUDICIARY
SUBCOMMITTEE ON CRIME AND CRIMINAL JUSTICE

362 Ford House Office Building
- Washington, D.C. 20515

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FROM: _____ *DAVID*

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MESSAGE:

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SUBCOMMITTEE ON CRIME AND CRIMINAL JUSTICE
(202) 226-2406, FAX (202) 225-3788**

This facsimile was transmitted from a Xerox Telecopier 7020.

Title I

The Attorney General's Community Justice Grant Program.

[New]

Discretionary Grant program. \$1 billion over 4 years, administered through the Attorney General. Grants of \$200 million each, directly to 5 cities (i.e., not through states) over 4 years.

Model Programs Developed and Proposed by Cities. Cities will develop and propose comprehensive model crime prevention programs. Programs are to be targeted at high crime, high poverty parts of cities. (Working out criteria for how those parts are to be defined --- some combination of population, crime rate, geographic area, etc.)

In general, model programs must:

(1) involve and utilize broad spectrum of community resources, including nonprofit community organizations, law enforcement organizations, and appropriate state and federal agencies.

(2) be aimed at: (a) relieving endemic conditions that encourage crime and (b) providing meaningful and lasting alternatives to involvement in crime.

Attorney General's Authority. The Attorney General will be given broad authority to approve grants. May consult with other federal agency chiefs -- e.g., HUD, HHS, and Education -- and ask for input, but sole discretion resides in Attorney General to award grants.

Statutory Minimums. In addition to general conditions described above, key factors for selecting cities to be awarded grants will be:

(1) degree of innovation within a given proposed plan, and

(2) opportunity to compare different approaches in different cities (i.e., AG should select different models so that comparisons can be made about what worked and didn't work and where).

At conclusion of third year, Attorney General will provide report on effects of programs, and recommendations in which models, or parts therefor, should be implemented nationally.

Title II

Model Federal Prison Job Training

[New]

Authorization. \$200 million over 4 years in authorization for Bureau of Prisons. To develop and implement model intensive job training programs for federal prisoners.

Types of facilities. Bureau should select correctional facilities at which models are to be developed and implemented, so that within the appropriated funds intensive programs can be developed for (1) a range of correctional facility types, and (2) classes of prisoners.

Program Guidelines. Programs should emphasize (1) training directed to jobs for which there is a market, (2) intensive participation by offenders selected for the program, and (3) preparation for transition into work environment.

Title III

Community Youth Services and Supervision Grant Program.

Creates Ounce of Prevention Council (Interagency council chaired by Attorney General) to administer grants under programs in this title.

--- \$750,000,000 for Grants to provide after school and summer programs for elementary and secondary school children (ages 5-18) in communities with significant poverty and juvenile delinquency.

--- \$15,000,000 over three years for administration of Ounce of Prevention Program Council and for grants through Council to develop innovative new crime prevention programs aimed at youth at risk.

Title IV

Midnight Sports

[Subtitle B -- Midnight Sports, of Title III -- Crime Prevention, in H.R. 3315]

\$5.3 million grant program to create and manage "midnight sports league programs."

Programs must provide and participants must attend employment counseling, job training after games.

Title V

Substance Abuse Treatment Alternatives to Incarceration

\$300,000,000 discretionary grants to provide substance abuse treatment services to individuals who are not incarcerated but are under criminal justice supervision because of their status (pretrial release, post-trial release, parole, etc.)

Grants to government units and non-profit organizations that administer or provide direct services to pre-trial services, probation departments, or other court-affiliated offender supervision programs.

Title VII
Police Partnerships for Children.
[Glickman Bill -- H.R. 3899]

\$10 million first year.

Grants to states through Attorney General (consulting with Secretaries of HHS and Education) to provide police partnership programs for children exposed to or involved in violence. Programs help law enforcement agencies develop competence to deal with children in violent crises, 24-hour counseling services for such children, and programs for non-violent conflict resolution.

1 *(General issues for title I—As I mentioned, the AG can*
2 *always consult and I don't believe there is a referral prob-*
3 *lem (you should check, but see section 202). You have no*
4 *administrative provisions - do you want any? Please check*
5 *your years of authorization - I followed what was in title*
6 *II, because years were not specified. What happens to the*
7 *12 1/2 million dollars each year? I assume that you do not*
8 *want this under Omnibus Crime Control, is that correct?*
9 *I'll be on the floor all afternoon, but will call when*
10 *I return.*

11 *Please note that I left the purpose section in title II*
12 *because the purposes are referred to in other sections.)*

13 **TITLE II—POLICE PARTNERSHIP** 14 **FOR CHILDREN**

15 **SEC. 201. PURPOSES.**

16 The purposes of this title are—

17 (1) to augment law enforcement services and
18 community policing efforts by providing accessible
19 crisis intervention services for children who are in-
20 volved in violent incidents, and training for law en-
21 forcement officers in child development, family, and
22 cultural issues;

23 (2) to facilitate interaction between law enforce-
24 ment agencies, child and family service organiza-
25 tions, local educational agencies, and other commu-

103D CONGRESS
2D SESSION

H. R. _____

IN THE HOUSE OF REPRESENTATIVES

Mr. SCHUMER introduced the following bill; which was referred to the
Committee on _____

A BILL

To assist in the prevention of crime by initiating a
community justice program.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the "Crime Prevention and
5 Community Justice Act of 1994".

March 1, 1994 (1:07 p.m.)

5 #18207 956 202 456 70281#

20222253788-

SENT BY:HouseSubc.Crim.Justice: 3-3-94 : 20:59 :

1 **TITLE I—COMMUNITY JUSTICE**
2 **GRANT PROGRAM**

3 **SEC. 101. GRANT AUTHORIZATION.**

4 (a) **ESTABLISHMENT.**—(1) The Attorney General,
5 who may consult with the Secretary of Health and Human
6 Services and the Secretary of Housing and Urban Devel-
7 opment, is authorized to award grants to 5 cities to de-
8 velop comprehensive model crime prevention programs
9 that—

10 (A) involve and utilize a broad spectrum of
11 community resources, including nonprofit community
12 organizations, law enforcement organizations, and
13 appropriate State and Federal agencies;

14 (B) attempt to relieve conditions that encourage
15 crime; and

16 (C) provide meaningful and lasting alternatives
17 to involvement in crime.

18 (2) In awarding grants described in paragraph (1),
19 the Attorney General shall give priority to proposals
20 that—

21 (A) are innovative in approach and prevention
22 of crime; and

23 (B) vary in approach to ensure that compari-
24 sons of different models may be made.

1 (b) GRANT AMOUNT.—A city selected for a grant
2 under subsection (a) is eligible to receive a grant of
3 \$50,000,000.

4 SEC. 102. APPLICATIONS.

5 To request a grant under this title a city shall—

6 (1) prepare and submit to the Attorney General
7 an application in such form, at such time, and in ac-
8 cordance with such procedures, as the Attorney Gen-
9 eral shall establish; and

10 (2) provide an assurance that funds received
11 under this title shall be used to supplement, not sup-
12 plant, non-Federal funds that would otherwise be
13 available for programs funded under this title.

14 SEC. 103. REPORTS.

15 Not later than December 31, 1998, the Attorney
16 General shall prepare and submit to the Committees on
17 the Judiciary of the House and Senate an evaluation of
18 the model programs developed under this title and make
19 recommendations regarding the implementation of a na-
20 tional crime prevention program.

21 SEC. 104. AUTHORIZATION OF APPROPRIATIONS.

22 There are authorized to be appropriated to carry out
23 this title \$62,500,000 for each the fiscal years 1994,
24 1995, 1996, and 1997.

PROPOSED CONSOLIDATION OF PREVENTION PROGRAMS
(Consolidates 27 Line Items into 15)

A. AFTER-SCHOOL

Community Schools Youth Services Grants (HHS)
Hope in Youth (HHS)

B. AT-RISK YOUTH

Family & Community Endeavor Schools Grants (ED)
Midnight Sports League (HUD)
Boys and Girls Clubs (HUD)
Police Partnerships for Children (HUD)
Olympic Youth Development Centers (HUD)

C. YOUTH VIOLENCE PREVENTION

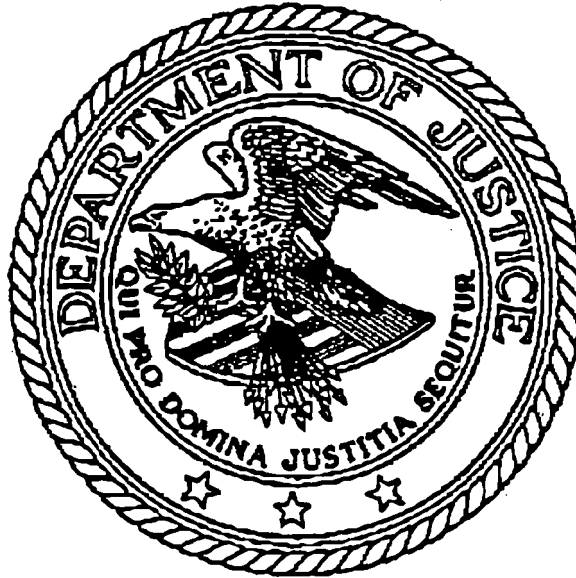
Juvenile Drug Trafficking Gang Prevention (DOJ)
Community Youth Academies (DOJ)
Gang Prevention Services (DOJ)
Youth Violence Prevention Block Grants (DOJ)
Anticrime Youth Councils (DOJ)
[Fold in Urban Recreation and At-Risk Youth (Interior) with no funding]

D. SENIORS

Triads (DOJ)
Safe Corridors (DOJ)
Missing Alzheimers (DOJ)

STAND-ALONE PROGRAMS

- E. Youth Employment and Skills (DOL)
- F. Local Partnership Act
- G. Model Intensive Grants
- H. GREAT (Treasury)
- I. National Community Economic Partnership
- J. Violence Against Women Act
- K. Prison Drug Treatment (state)
- L. Prison Drug Treatment (federal)
- M. Family Unity (DOJ)
- N. Child Visitation Centers (DOJ)
- O. Ounce of Prevention Grants



Office of Policy Development
United States Department of Justice
10th and Constitution Ave. NW
Washington, D. C. 20530

TO: Bruce Reed / dsr

FAX: ()

FROM: Grace

VOICE: (202)

FAX: (202) 514-8639

Total Pages (excluding this cover): _____

Additional Message:

Is Ron over there
with you? He has not
seen this. Grace

TO: Ron Klain
FROM: Grace Mastalli

Per your request, five options, I like Option Five best:

OPTION ONE

Untouched by consolidation:

LPA (F)
Nat'l Comm. Econ. Partnership
MIGs
YES
VAWA
Prison Drug Treatment (federal and state)

A: After School/Recreation

- FACES (ED)
- Community Schools (HHS)
- Oz of Prevention
 - Midnight Sports (HUD)
 - Hope in Youth (HUD)
 - Boys and Girls Clubs (HUD)
 - Police Partnerships/Safe Housing (HUD)
 - Olympic Youth Development
 - Anticrime Youth Councils(DOJ)
 - Urban Rec. and at Risk Youth(Interior)

B. Gang Prevention

- Juv. Drug Trafficking & Gang Prevent.(DOJ)
- Community Youth Academies (§30701) (DOJ)
- Gang Prevention Services (Sub. L) (DOJ)
- Youth Violence Prevention Block Grants (DOJ)
- GREAT (Treasury)

C. Seniors

- TRIADS (DOJ)
- Safe Corridors (DOJ)
- Missing Alzheimers (DOJ)

D. Family

- Family Unity
- Child Visitation Centers

OPTION TWO

The same as Option One above but leaves out FACES and Community Schools

OPTIONS THREE & FOUR

The same as Option One &/or Two above but combines Afterschool and Prevention (A & B) programs into one title.

OPTION FIVE

Like Option One except:

Combines all HUD PROGRAMS in OPTION ONE above together

Combines all DOJ Youth Programs (possibly with GREAT as well)

Combines OZ and Olympic Youth (and possibly FACES and Comm. Schools)

PROPOSED CONSOLIDATION OF PREVENTION PROGRAMS
(Consolidates 27 Line Items into 15)

A. AFTER-SCHOOL

Community Schools Youth Services Grants (HHS)
Hope in Youth (HHS)

B. AT-RISK YOUTH

Family & Community Endeavor Schools Grants (ED)
Midnight Sports League (HUD)
Boys and Girls Clubs (HUD)
Police Partnerships for Children (HUD)
Olympic Youth Development Centers (HUD)

C. YOUTH VIOLENCE PREVENTION

Juvenile Drug Trafficking Gang Prevention (DOJ)
Community Youth Academies (DOJ)
Gang Prevention Services (DOJ)
Youth Violence Prevention Block Grants (DOJ)
Anticrime Youth Councils (DOJ)
[Fold in Urban Recreation and At-Risk Youth (Interior) with no funding]

D. SENIORS

Triads (DOJ)
Safe Corridors (DOJ)
Missing Alzheimers (DOJ)

STAND-ALONE PROGRAMS

E. Youth Employment and Skills (DOL)

F. Local Partnership Act

G. Model Intensive Grants

H. GREAT (Treasury)

I. National Community Economic Partnership

J. Violence Against Women Act

K. Prison Drug Treatment (state)

L. Prison Drug Treatment (federal)

M. Family Unity (DOJ)

N. Child Visitation Centers (DOJ)

O. Ounce of Prevention Grants

**Violent Crime Control and Law Enforcement Act
Prevention Programs
(Dollars in thousands)**

08/12/94
03:50 PM

PREVENTION	House Bill		Conference Report		Difference	
	Per Year ¹	Total	Per Year ²	Total	Per Year	Total
Ounce of Prevention Fund.....	25,000	125,000	18,667	100,000	(8,333)	(25,000)
Family & Community Endeavor School Grants.....	230,000	1,150,000	150,000	900,000	(80,000)	(250,000)
Youth Employment Skills Grants.....	105,000	525,000	91,667	550,000	(13,333)	25,000
Model Intensive Grant Programs.....	300,000	1,500,000	149,167	895,000	(150,833)	(605,000)
Police Partnerships & Safe Low Income Housing.....	20,000	100,000	5,000	30,000	(15,000)	(70,000)
Midnight Sports League Grants.....	10,000	50,000	6,667	40,000	(3,333)	(10,000)
Community Youth Academies.....	10,000	50,000	6,667	40,000	(3,333)	(10,000)
Triad Programs.....	1,200	6,000	1,000	6,000	(200)	0
Local Partnership Act.....	400,000	2,000,000	300,000	1,800,000	(100,000)	(200,000)
National Community Economic Partnerships.....	...	...	50,000	300,000	50,000	300,000
Gang Prevention Grants.....	16,000	80,000	3,333	20,000	(12,667)	(60,000)
Olympic Youth Development Centers.....	...	...	8,333	50,000	8,333	50,000
Anticrime Youth Prevention Councils.....	4,000	20,000	833	5,000	(3,167)	(15,000)
UPARR.....	1,000	5,000	833	5,000	(167)	0
Boys & Girls Clubs in Public Housing.....	7,200	36,000	5,000	30,000	(2,200)	(6,000)
Child Visitation Centers.....	...	...	5,000	30,000	5,000	30,000
Gang Resistance Education and Training.....	...	...	8,333	50,000	8,333	50,000
Drug Treatment in Federal Prisons.....	10,279	51,393	20,833	125,000	10,555	73,607
Res. Substance Abuse Treatment for State Prisoners....	60,000	300,000	50,000	300,000	(10,000)	0
Hope In Youth Program.....	16,000	80,000	3,333	20,000	(12,667)	(60,000)
Juvenile Drug Trafficking & Gang Prevention.....	40,000	200,000	20,833	125,000	(19,167)	(75,000)
Youth Development Centers.....	10,000	50,000	8,333	50,000	(1,667)	0
Assisting Alzheimers.....	...	...	800	4,800	800	4,800
Family Unity Demonstration Projects.....	...	...	3,667	22,000	3,667	22,000
Safe Senior Corridors.....	...	...	1,083	6,500	1,083	6,500
Legal Commission.....	...	...	167	1,000	167	1,000
Total.....	1,265,679	6,328,393	917,550	5,505,300	(348,129)	(823,093)

Average cost of program over 5 years.
Average cost of program over 6 years.

08/15/94 14:27
08/15/94 12:22
202 514 9077
DOJ
JOSE CERDA
003/003

NOT FOR DISTRIBUTION OUTSIDE OF DOJ
CONFIDENTIAL
DRAFT

4:30 pm

REVISED DRAFT May 10, 1994

DOJ NOTES ON PREVENTION ISSUES IN CRIME BILL**I. Ounce of Prevention Council/General Coordination:**

Generally we propose to have youth development and crime prevention programs within the crime bill each include provisions for coordination with the Ounce of Prevention Council; to authorize, through the Council, the discretionary pooling and use of such program funds; and to authorize the Council to fund local coordination and planning efforts, to develop related information systems, and to provide technical assistance. Among other things, we will seek limited waiver authority for the Council in order to maximize grants simplification and program integration. The Ounce Council should have broad consultation authority, and a specified linkage to the existing Juvenile Justice Coordinating Council. The chair would be selected by the President who also could expand the membership of the Council to include representatives of agencies in addition to those specified in the bill. See the views letter for specific language regarding this effort.

II. Labor Department Issues:**A. Y.E.S:**

1. DOL has sought specific poverty targeting language in the Y.E.S. program (and in other programs). We have reached agreement to try to insert "low income" in the listing describing the hard hit areas to which the program should be targeted.

2. DOL also is seeking to have funding for their current bonding program as an authorized use of the evaluation money in the Y.E.S. program. We have told them that we oppose this change but are willing to look for other places in the Crime Bill to fund this program.

3. We have also worked out with DOL and Education the description of what age participants should be required to be in education programs.

B. Model Intensive Grants: We have reached agreement with DOL to try to add "Training and Employment programs" to the list of infrastructure items which grant applications must address.

C. Boot Camps/Intermediate Sanctions: DOL has pressed for inclusion in all the intermediate sanction programs language, that they had placed in the Certainty of Punishment program in the House, requiring that the education and training should be modeled on proven successful programs like the Job Corps. We have agreed to retain this language in the Certainty of Punishment program but have resisted expanding it to other programs. Such an expansion would be overly restrictive of the flexibility we want in the larger programs.

DETERMINED TO BE AN ADMINISTRATIVE**MARKING INITIALS:** VB **DATE:** 9/12/16

DRAFT

~~CONFIDENTIAL~~

III. Education Department Issues:

A. Safe Schools Act: Confusion remains as to whether Educ. wants to proceed with the Senate Safe Schools provisions relating to security devices even though the preferred, Education Dept. centered, version of the Safe Schools Act has been enacted. Our current view is to say that this program has been passed and there is no need to enact more.

B. Correctional Education Study: Educ. supports the provisions in the Senate Bill. While we have not discussed in detail, our current view is that we should support their position since it provides some opportunity to begin to undue the harm caused by the Pell Grant restrictions.

C. Violence Against Women: Like HHS, Educ. favors the House formulation of VAWA. The draft attachment to the views letter has an extensive set of comments on VAWA; we propose allowing any differences on this subject to be worked out in the views letter/OMB process.

IV. Housing and Urban Development Issues:

A. General Public Housing Focus: HUD has pushed for specific references to, and set asides for, PHA's, Assisted Housing, and tenants in a range of programs including Y.E.S., Model Intensive Grants, and Community Policing. We have opposed the legislated set aside proposals as being unrealistic in the current legislative posture and because they deny desired flexibility. We have, however, undertaken to work with HUD in the program design and regulations. We also agreed to put references to PHA's etc. in the Model Intensive Grant program and are looking for other ways to accommodate HUD.

B. Olympic Development Centers: HUD supports this program which has Senate Republican support. We had been silent, although we were concerned about the proliferation of programs. Our current position is to give this to HUD and support the program.

C. Boys and Girls Clubs in Public Housing: HUD strongly supports this Rostenkowski amendment but proposes a change to include "Indian Housing" in the program. We concur.

D. Hope In Youth: HUD and HHS support this program. We should let them have it although we had some concerns about proliferation and would prefer it being folded into other programs.

E. Summer Camps: HUD has proposed a new program to send children from public housing to summer camps and is looking for a way to incorporate this into the Crime Bill. Given our concerns programs proliferation, we should propose that we expressly authorize this activity in one or more of the existing programs for youth gang and violence prevention -- it is probably already a permissible purpose -- and that we expand

~~CONFIDENTIAL~~**DRAFT**

the targeted population beyond just public housing residents.

V. Health and Human Services Issues:

A. Violence Against Women: See comment under Education.

B. Hope In Youth: See comment under HUD

C. Urban Recreation: HHS supports the Urban Recreation, Miller amendment, program. Again, while we are concerned about program proliferation, we should let the HHS view prevail.

D. Substance Abuse Prevention and Treatment: HHS and ONDCP strongly support the substance abuse treatment provisions and seek to have our support for them emphasized and to have them coordinated with existing HHS programs. We are in general agreement but wary of the political implications regarding some specific provisions.

E. National Community Economic Partnership: HHS supports this Kennedy program but HUD is concerned that it duplicates its programs. The two agencies are supposed to be meeting to work out their differences. We have taken no position (although this was originally viewed by the White House as being totally redundant with EZ/EC.)

VI. Other Agencies

A. ONDCP: ONDCP has requested that the Administration's communications give more attention to the Drug Treatment programs and has provided suggested language. With modifications, their language is generally acceptable.

B. Corporation for National and Community Service: The national service organization wants its CEO added to the Ounce of Prevention Council and designated as a person to be consulted with under Midnight Sports and Y.E.S. We propose handling this by the provision allowing the President to add people to the Ounce of Prevention Council and by having the various programs consult with the Council.

PARTIAL DRAFT WITHOUT SOME MASTALLI/KLAIN CHANGES

Title I -- Ounce of Prevention

Provisions at the end of title I of the Senate bill authorize grants to support youth-oriented prevention programs, to be administered by a Cabinet-level Ounce of Prevention Council. Sections 5142-43 of the Senate bill authorize additional programs to be administered by the same Council.

Subtitle B of title X of the House bill contains programs that are parallel to the Ounce of Prevention programs in title I and § 5142 of the Senate bill, but with the primary role in the administration of the programs assigned to the Secretary of Health and Human Services.

The Administration strongly supports the creation of an Ounce of Prevention Council as well as the related programs ~~that are common to the two bills~~ *[The change means we support Olympic Youth Development centers]* (comments on other related programs are discussed below). A strong Ounce of Prevention Council that can help coordinate the various prevention programs in the bills is essential to assuring that money we spend on crime prevention is spent well. To achieve such a strong Council, we recommend several revisions necessary to facilitate better administration and coordination of certain of the proposed youth-oriented prevention programs contained in the House and Senate bills.

Specifically, the Administration recommends that the President be authorized to designate the chair of a slightly reformulated cabinet-level Council. The membership of the Ounce of Prevention Council should include the Attorney General, the Secretaries of the Departments of Health and Human Services, Housing and Urban Development, Labor, Education, Agriculture, Interior, the Director of the Office of National Drug Control Policy, and one or more other officials as the President may deem appropriate. The interdepartmental Council should be authorized to help maximize the impact of the crime bills' youth-oriented crime prevention initiatives through collaboration and consultation with other agencies and entities, (such as the Juvenile Justice Coordinating Council), coordinated planning, development of a computer-based program catalog, technical assistance, and other program integration and grant simplification strategies. The Council's direct funding should be authorized at the Senate level. Furthermore, we recommend that the Council be authorized to accept and to help administer specified related program funds upon request by the relevant agency.

Prevention programs make sense, and are a critical part of any balanced attack on the crime, violence, and drug abuse that plague our cities, towns, neighborhoods, and rural communities.

However, in order to insure that these programs both have meaningful impact and are cost-effective, we must insist that they be coordinated and integrated and that we have the flexibility and tools necessary to avoid duplication and wasted effort. We would be pleased to work with the committee in finalizing this priority proposal.

Additional title X programs. Title X of the House contains several additional prevention and assistance programs, beyond the programs discussed in earlier parts of this letter: Model Intensive Grants (subtitle A), Midnight Sports (subtitle D), Residential Services for Delinquent and At-Risk Youth (subtitle F), Recruiting and Training Persons from Underepresented Areas for Police Employment (subtitle G), Local Partnership Act (subtitle I), Youth Employment and Skills (subtitle J), Hope In Youth (subtitle L), ~~gang prevention services for boys and girls (subtitle M)~~, Anticrime Youth Councils (subtitle N), Urban Recreation and At-Risk Youth (subtitle O), Boys and Girls Clubs in Public Housing (subtitle P), and Community-Based Justice Grants for Prosecutors Relating to Young Violent Offenders (subtitle Q). ~~{MORE SPECIFIC STATEMENTS OF POSITION TO BE PROVIDED FOR all of THESE PROGRAMS.}~~

Model Intensive Grant Programs. Subtitle A, authorizes the Attorney General in consultation with the Secretaries of HHS and HUD to award up to 15 highly targeted grants to support comprehensive crime prevention programs in "chronic high intensity crime areas". The Administration supports this initiative but would like to see it revised to better assure effective coordination and an appropriately balanced distribution of resources among this and other Administration initiatives. Toward that end, we would suggest adoption of an amendment providing for consultation with the Ounce of Prevention Council. In addition, we would urge the inclusion of specific references to Public Housing Authorities (PHAs), and the tenants and owners of publicly assisted housing and other factors in §§ 1001-1003 in reference to the consultation and planning requirements. For example, we recommend § 1003(a) refer to "job training and employment programs" instead of to "employment services offices". Other recommendations address the need to have flexibility to support proven strategies as well as innovative approaches and related concerns. We look forward to working with you to address these suggestions.

Midnight Sports. Subtitle D, authorizes the Secretary of Housing and Urban Development, in consultation with the Attorney General and Secretaries of Labor and Education, to make grants for midnight sports league anticrime programs. The Administration supports this important crime prevention activity and has several suggestions to improve the

coordination and administration of this program and clarify its relationship to other related initiatives.

Assistance for Delinquent and At-Risk Youth. Subtitle F, authorizes the Attorney General to make grants to public or private entities to support the development and operation of programs providing residential services to delinquent and at-risk youth. The Administration supports the goals of this program but believes that they would best be achieved by combining this program with the gang and violence programs in Title VI of the Senate bill and Title XXII of the House bill discussed above. We would be please to suggest language to the committee to achieve that result.

Police Recruitment. Subtitle G, authorizes the Attorney General to provide grants to community organizations to assist in the recruitment of police officers from underrepresented neighborhoods and localities. The Administration supports this program's goal of broadening and diversifying the pool of persons who can successfully enter into police departments. However, we have some concerns about how the programs envisioned would work with other efforts to increase the number and diversity of police officers such as those found in Title I of the Senate bill and Title XIV of the House bill. We would be pleased to work with the committee to insure that this program is designed to function well with those other efforts.

[Reality Check: both the subtitle F and G programs that we are not too fond of were sponsored by our friend and ally Mr. Schumer, we need to assess if we can avoid supporting both.]

Local Partnership Act. Subtitle I, authorizes the Secretary of Treasury to make direct payment to qualifying units of general local government which would use the money to fund crime prevention activities including the coordination of other prevention programs in the bill with existing federal programs. The Administration supports efforts to assist local governments, which are on the front line of the fight against crime, with prevention efforts as well as police and prisons. We have some concerns, however, about whether the distribution formula contained in the subtitle could be efficiently administered. We look forward to working with you to address these concerns.

Youth Employment Skills (Y.E.S.) The Administration strongly supports the Y.E.S. program contained in Subtitle J ~~of the House bill~~ and urges the committee to include it in the final legislation. Y.E.S. is an Administration designed program that targets job training and creation efforts on youth and young adults in high crime, hard-hit neighborhoods. The program is premised on the simple notion

that one effective way of keeping young people away from criminal activity is to give them meaningful work opportunities that serve as an alternative, help instill the discipline and habits necessary for productive lives, and are linked to future jobs and adult employment.

The Administration believes that the Y.E.S. program is sufficiently promising that it should receive a larger share of the overall dollars directed to prevention programs. We also would be pleased to work with the committee to sharpen the targeting provisions of the program and to insure that it is well coordinated with the other prevention programs in the final legislation.

Hope In Youth. The Administration supports the Hope In Youth program contained in subtitle L. This program authorizes the Secretary of Health and Human Services to make grants to community organizations in units of local government which contain an empowerment zone. The Grants would be used to establish advisory organizations to engage in strategic planning and evaluation of programs serving low income communities. As with other prevention programs, we believe that the Hope In Youth program would be strengthened by providing that the Secretary of HHS should consult with the Ounce of Prevention Council.

Anticrime Youth Councils. Subtitle N authorizes the Administrator of the Office of Juvenile Justice and Delinquency Programs to make grants to public and private agencies to fund anticrime youth councils. These councils would provide a mechanism by which the views of youth who are the focus of prevention programs can be taken into consideration in the grant review process. The Administration supports this provision and has suggested language changes to improve the coordination of the provision with existing programs.

Urban Recreation and At-Risk Youth. Subtitle O amends the Urban Park and Recreation Recovery Act of 1978 to provide for grants to improve and expand recreation facilities and programs in high crime areas. Central to the Administration's approach to preventing crime is the proposition that we must give young people positive alternative activities. Recreation programs and facilities are one such alternative, and we support efforts, targeted at high-crime areas, to improve and expand such programs.

Boys and Girls Clubs in Public Housing. Subtitle P, authorizes the Secretary of Housing and Urban Development to enter into contracts to establish Boys and Girls Clubs in public housing. The Administration supports this program which would provide youth in public housing, which is all too often located in high crime areas, with a meaningful alternative to gangs, crime and violence. We believe that

the utility of this program would be strengthened if it were amended to authorize Boys and Girls Clubs in Public, Indian and Assisted Housing. We would be pleased to work with the committee to effectuate this change.

Community-Based Justice Grants for Local Prosecutors.

Subtitle Q authorizes the Attorney General to make grants to local prosecutors who may use the funds for programs that (1) coordinate local resources to identify and prosecute young violent offenders, (2) focus prosecutorial effort on making the punishment of juveniles fit their offense, and (3) coordinate criminal justice resources with other community resources to develop alternatives to crime. Local prosecutors play a critical role in fighting crime and the Administration supports efforts to assist them in dealing with the serious and growing problem of juvenile violence. Given its focus on the efforts of prosecutors, we believe that this program should be coordinated with the Gangs and Juveniles programs in Title VI of the Senate bill and Title XXII of the House bill. We would be pleased to work with the committee to achieve this result.

DRAFT 5-9-94

DETAILED CRIME BILL COMMENTSTitle I -- Police Hiring/Community Policing

Both the Senate bill (title I) and the House bill (title XIV) include versions of the President's "Public Safety Partnership and Community Policing Act". This major grants program is the centerpiece of the President's legislative anticrime program and the primary vehicle for putting 100,000 additional officers on the nation's streets to help prevent and control crime. We strongly recommend that the committee include as effective a formulation of this police hiring/community policing proposal as possible in the final bill.

We urge that the committee adopt the higher, (\$8.995 billion), funding authorization levels of the Senate version. We strongly urge adoption of the House bill's waivable overall cap of \$75,000 per officer for police hiring, in lieu of the Senate bill's waivable annual cap of \$50,000 per officer for police hiring. These choices are necessary to realize the proposal's objective of increasing the number of police officers on the street by 100,000.

We also endorse the House bill's minimum state allocation of 0.25%, in lieu of the Senate bill's minimum 0.6% allocation, as promoting a fairer allocation of funding among the various states. We believe that the related concerns of smaller jurisdictions may be better addressed by deleting SEC. 1703 of the proposed new part Q, the State Review requirement. Doing so would increase the Attorney General's flexibility to meet the needs of, and assure equitable treatment of, all eligible applicants -- particularly the large number of lower population counties, municipalities, and rural law enforcement jurisdictions.

In addition, we have a number of other suggestions to help resolve differences between the House and Senate versions and improve the formulation based, among other things, upon our recent experience in implementing the Police Hiring Supplement program. We look forward to working closely with you to assure the success and effectiveness of this critically important initiative.

Title I -- Ounce of Prevention

Provisions at the end of title I of the Senate bill authorize grants to support youth-oriented prevention programs, to be administered by a Cabinet-level Ounce of Prevention Council. Sections 5142-43 of the Senate bill authorize additional programs to be administered by the same Council.

Subtitle B of title X of the House bill contains programs that are parallel to the Ounce of Prevention programs in title I and § 5142 of the Senate bill, but with the primary role in the administration of the programs assigned to the Secretary of Health and Human Services.

The Administration strongly supports the concept of an Ounce of Prevention Council as well as the related programs that are common to the two bills (comments on other related programs are discussed below). A strong Ounce of Prevention Council that can help coordinate the various prevention programs in the bills is essential to assuring that money we spend on crime prevention is spent well. To achieve such a strong Council, we recommend several revisions necessary to facilitate better administration and coordination of certain of the proposed youth-oriented prevention programs contained in the House and Senate bills.

Specifically, the Administration recommends that the President be authorized to designate the chair of a slightly reformulated cabinet-level Council. The membership of the Ounce of Prevention Council should include the Attorney General, the Secretaries of the Departments of Health and Human Services, Housing and Urban Development, Labor, Education, Agriculture, Interior, the Director of the Office of National Drug Control Policy, and one or more other officials as the President may deem appropriate. The interdepartmental Council should be authorized to help maximize the impact of the crime bills' youth-oriented crime prevention initiatives through collaboration and consultation with other agencies and entities, (such as the Juvenile Justice Coordinating Council), coordinated planning, development of a computer-based program catalog, technical assistance, and other program integration and grant simplification strategies. The Council's direct funding should be authorized at the Senate level. Furthermore, we recommend that the Council be authorized to accept and to help administer specified related program funds upon request by the relevant agency.

Prevention programs make sense, and are a critical part of any balanced attack on the crime, violence, and drug abuse that plague our cities, towns, neighborhoods, and rural communities. However, in order to insure that these programs both have meaningful impact and are cost-effective, we must insist that they be coordinated and integrated and that we have the flexibility and tools necessary to avoid duplication and wasted

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against U.S. nationals in foreign countries in certain circumstances, even in the absence of an extradition treaty.

Deportation and border control. Sections 5158-61 of the Senate bill and §§ 2411-14 of the House bill contain provisions to strengthen deportation of criminal aliens and denied asylum applicants and border control activities. We strongly support the enactment of these provisions.

AUSA residency. We support § 5162 of the Senate bill, which allows Assistant United States Attorneys to live within fifty miles of their districts.

Armor piercing ammunition. We support § 5168 of the Senate bill, which broadens the definition of prohibited armor-piercing ammunition.

Additional House Bill Provisions

Assaults against children. Title III of the House bill increases maximum penalties for assaults against children in areas under federal jurisdiction. We support the enactment of this proposal.

Racial Justice Act. Title IX of the House bill contains a proposal designed to prevent racial discrimination in the imposition of capital punishment. The Administration abhors discrimination in all aspects of the criminal justice system, including capital punishment. We also support the death penalty as an appropriate sanction for the most heinous cases, such as the murder of law enforcement officers. Accordingly, we would be pleased to work with the committee on provisions that would prevent discrimination while allowing effective use of capital punishment in appropriate cases.

Additional title X programs. Title X of the House contains several additional prevention and assistance programs, beyond the program discussed in earlier parts of this letter: model intensive grants (subtitle A), midnight sports (subtitle D), residential services for delinquent and at-risk youth (subtitle F), recruiting and training persons from underrepresented areas for police employment (subtitle G), local partnership act (subtitle I), youth employment and skills (subtitle J), hope in youth (subtitle L), gang prevention services for boys and girls (subtitle M), anticrime youth councils (subtitle N), urban recreation and at-risk youth (subtitle O), boys and girls clubs in public housing (subtitle P), and community-based justice grants for prosecutors relating to young violent offenders (subtitle Q). [MORE SPECIFIC STATEMENTS OF POSITION TO BE PROVIDED FOR all of THESE PROGRAMS.]

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Model Intensive Grant Programs. Subtitle A, authorizes the Attorney General in consultation with the Secretaries of HHS and HUD to award up to 15 highly targeted grants to support comprehensive crime prevention programs in "chronic high intensity crime areas". The Administration supports this initiative but would like to see it revised to better assure effective coordination and an appropriately balanced distribution of resources among this and other Administration initiatives. Toward that end, we would suggest adoption of an amendment providing for consultation with the Ounce of Prevention Council. In addition, we would urge the inclusion of specific references to Public Housing Authorities (PHAs), and the tenants and owners of publicly assisted housing and other factors in §§ 1001-1003 in reference to the consultation and planning requirements. For example, we recommend § 1003(a) refer to "job training and employment programs" instead of to "employment services offices". Other recommendations address the need to have flexibility to support proven strategies as well as innovative approaches and related concerns. We look forward to working with you to address these suggestions.

Midnight Sports. Subtitle D, authorizes the Secretary of Housing and Urban Development, in consultation with the Attorney General and Secretaries of Labor and Education, to make grants for midnight sports league anticrime programs. The Administration supports this important crime prevention activity and has several suggestions to improve the coordination and administration of this program and clarify its relationship to other related initiatives.

Assistance for Delinquent and At-Risk Youth. Subtitle F, authorizes the Attorney General to make grants to public or private entities to support the development and operation of programs providing residential services to delinquent and at-risk youth. The Administration supports the goals of this program but believes that they would best be achieved by combining this program with the gang and violence programs in Title VI of the Senate bill and Title XXII of the House bill discussed above. We would be please to suggest language to the committee to achieve that result.

Police Recruitment. Subtitle G, authorizes the Attorney General to provide grants to community organizations to assist in the recruitment of police officers. [Position by Mastalli.]

Youth Employment Skills (Y.E.S.) The Administration strongly supports the Y.E.S. program contained in Subtitle J of the House bill and urges the committee to include it in

the final legislation. Y.E.S. is an Administration designed program that targets job training and creation efforts on youth and young adults in high crime, hard-hit neighborhoods. The program is premised on the simple notion that one effective way of keeping young people away from criminal activity is to give them meaningful work opportunities that serve as an alternative, help instill the discipline and habits necessary for productive lives, and that are linked to future jobs and adult employment.

The Administration believes that the Y.E.S. program is sufficiently promising that it should receive a larger share of the overall dollars directed to prevention programs. We also would be pleased to work with the committee to sharpen the targeting provisions of the program and to insure that it is well coordinated with the other prevention programs in the final legislation.

Boys and Girls Clubs in Public Housing. Subtitle P, authorizes the Secretary of Housing and Urban Development to enter into contracts to establish Boys and Girls Clubs in public housing. The Administration supports this program which would provide youth in public housing, which is all too often located in high crime areas, with a meaningful alternative to gangs, crime and violence. We believe that the utility of this program would be strengthened if it were amended to authorize Boys and Girls Clubs in Public, Indian and Assisted Housing. We would be pleased to work with the committee to effectuate this change.

Stalking and domestic violence records. Title XXVIII of the House bill contains various measures to improve the quality and availability of records relating to stalking and domestic violence. We support the objectives of this proposal, but note the need for corrections and revisions in its formulation. For example, the proposal refers to a bar on juvenile records in the national criminal records system that no longer exists. The Bureau of Justice Statistics, rather than the Bureau of Justice Assistance, would be the appropriate administering agency for a proposed grant program in this area, and the formulaic requirements for distributing funds would reduce the utility of this program. The section lacks needed authorization and "subject to appropriations" language for many of the functions it requires. We would be pleased to assist the committee in developing a final version of this proposal.

Grants for court advocacy. Section _____ of the House bill authorizes demonstration grants for domestic violence court advocates. We support the objectives of this proposal. The proposal could sensibly be combined with other proposed sexual and domestic violence grant programs, as discussed in connection with the violence against women act provisions of the bills.

CLEANER
VERSION

2

Title I -- Ounce of Prevention

Provisions at the end of title I of the Senate bill authorize grants to support youth-oriented prevention programs, to be administered by a Cabinet-level Ounce of Prevention Council. Sections 5142-43 of the Senate bill authorize additional programs to be administered by the same Council.

Subtitle B of title X of the House bill contains programs that are parallel to the Ounce of Prevention programs in title I and § 5142 of the Senate bill, but with the primary role in the administration of the programs assigned to the Secretary of Health and Human Services.

The Administration strongly supports the creation of an Ounce of Prevention Council as well as the related programs ~~that are common to the two bills~~ [The change means we support Olympic Youth Development centers] (comments on other related programs are discussed below). A strong Ounce of Prevention Council that can help coordinate the various prevention programs in the bills is essential to assuring that money we spend on crime prevention is spent well. To achieve such a strong Council, we recommend several revisions necessary to facilitate better administration and coordination of certain of the proposed youth-oriented prevention programs contained in the House and Senate bills.

Specifically, the Administration recommends that the President be authorized to designate the chair of a slightly reformulated cabinet-level Council. The membership of the Ounce of Prevention Council should include the Attorney General, the Secretaries of the Departments of Health and Human Services, Housing and Urban Development, Labor, Education, Agriculture, Interior, the Director of the Office of National Drug Control Policy, and one or more other officials as the President may deem appropriate. The interdepartmental Council should be authorized to help maximize the impact of the crime bills' youth-oriented crime prevention initiatives through collaboration and consultation with other agencies and entities, (such as the Juvenile Justice Coordinating Council), coordinated planning, development of a computer-based program catalog, technical assistance, and other program integration and grant simplification strategies. The Council's direct funding should be authorized at the Senate level. Furthermore, we recommend that the Council be authorized to accept and to help administer specified related program funds upon request by the relevant agency.

Prevention programs make sense, and are a critical part of any balanced attack on the crime, violence, and drug abuse that plague our cities, towns, neighborhoods, and rural communities.

However, in order to insure that these programs both have meaningful impact and are cost-effective, we must insist that they be coordinated and integrated and that we have the flexibility and tools necessary to avoid duplication and wasted effort. We believe that our plan for the Ounce of Prevention Council will achieve this vital end, and we would be pleased to work with the committee in finalizing this priority proposal.

Additional title X programs. Title X of the House bill contains several additional prevention and assistance programs, beyond the program discussed in earlier parts of this letter: model intensive grants (subtitle A), midnight sports (subtitle D), residential services for delinquent and at-risk youth (subtitle F), recruiting and training persons from underrepresented areas for police employment (subtitle G), local partnership act (subtitle I), youth employment and skills (subtitle J), hope in youth (subtitle L), ~~gang prevention services for boys and girls (subtitle M)~~, anticrime youth councils (subtitle N), urban recreation and at-risk youth (subtitle O), boys and girls clubs in public housing (subtitle P), and community-based justice grants for prosecutors relating to young violent offenders (subtitle Q).—~~[MORE SPECIFIC STATEMENTS OF POSITION TO BE PROVIDED FOR all of THESE PROGRAMS.]~~

Model Intensive Grant Programs. Subtitle A, authorizes the Attorney General in consultation with the Secretaries of HHS and HUD to award up to 15 highly targeted grants to support comprehensive crime prevention programs in "chronic high intensity crime areas". The Administration supports this initiative but would like to see it revised to better assure effective coordination and an appropriately balanced distribution of resources among this and other Administration initiatives. Toward that end, we would suggest adoption of an amendment providing for consultation with the Ounce of Prevention Council. In addition, we would urge the inclusion of specific references to Public Housing Authorities (PHAs), and the tenants and owners of publicly assisted housing and other factors in §§ 1001-1003 in reference to the consultation and planning requirements. For example, we recommend § 1003(a) refer to "job training and employment programs" instead of to "employment services offices". Other recommendations address the need to have flexibility to support proven strategies as well as innovative approaches and related concerns. We look forward to working with you to address these suggestions.

Midnight Sports. Subtitle D, authorizes the Secretary of Housing and Urban Development, in consultation with the Attorney General and Secretaries of Labor and Education, to make grants for midnight sports league anticrime programs. The Administration supports this important crime prevention activity and has several suggestions to improve the coordination and administration of this program and clarify its relationship to other related initiatives.

Assistance for Delinquent and At-Risk Youth. Subtitle F, authorizes the Attorney General to make grants to public or private entities to support the development and operation of programs providing residential services to delinquent and at-risk youth. The Administration supports the goals of this program but believes that they would best be achieved by combining this program with the gang and violence programs in Title VI of the Senate bill and Title XXII of the House bill discussed above. We would be please to suggest language to the committee to achieve that result.

Police Recruitment. Subtitle G, authorizes the Attorney General to provide grants to community organizations to assist in the recruitment of police officers from underrepresented neighborhoods and localities. The Administration supports this program's goal of broadening and diversifying the pool of persons who can successfully enter into police departments. However, we have some concerns about how the programs envisioned would work with other efforts to increase the number and diversity of police officers such as those found in Title I of the

Senate bill and Title XIV of the House bill. We would be pleased to work with the committee to insure that this program is designed to function well with those other efforts.

[Reality Check: both the subtitle F and G programs that we are not too fond of were sponsored by our friend and ally Mr. Schumer, we need to assess if we can avoid supporting both.]

Local Partnership Act. Subtitle F. authorizes the Secretary of Treasury to make direct payment to qualifying units of general local government which would use the money to fund crime prevention activities including the coordination of other prevention programs in the bill with existing federal programs. The Administration supports efforts to assist local governments, which are on the front line of the fight against crime, with prevention efforts as well as police and prisons. We have some concerns, however, about whether the distribution formula contained in the subtitle could be efficiently administered. We look forward to working with you to address these concerns.

Youth Employment Skills (Y.E.S.) The Administration strongly supports the Y.E.S. program contained in Subtitle J of the House bill and urges the committee to include it in the final legislation. Y.E.S. is an Administration designed program that targets job training and creation efforts on youth and young adults in high crime, hard-hit neighborhoods. The program is premised on the simple notion that one effective way of keeping young people away from criminal activity is to give them meaningful work opportunities that serve as an alternative, help instill the discipline and habits necessary for productive lives, and that are linked to future jobs and adult employment.

The Administration believes that the Y.E.S. program is sufficiently promising that it should receive a larger share of the overall dollars directed to prevention programs. We also would be pleased to work with the committee to sharpen the targeting provisions of the program and to insure that it is well coordinated with the other prevention programs in the final legislation.

Hope In Youth. The Administration supports the Hope In Youth program contained in subtitle L. This program authorizes the Secretary of Health and Human Services to make grants to community organizations in units of local government which contain an empowerment zone. The Grants would be used to establish advisory organizations to engage in strategic planning and evaluation of programs serving low income communities. As with other prevention programs, we

believe that the Hope In Youth program would be strengthened by providing that the Secretary of HHS should consult with the Ounce of Prevention Council.

Anticrime Youth Councils. Subtitle N authorizes the Administrator of the Office of Juvenile Justice and Delinquency Programs to make grants to public and private agencies to fund anticrime youth councils. These councils would provide a mechanism by which the views of youth who are the focus of prevention programs can be taken into consideration in the grant review process. The Administration supports this provision and has suggested language changes to improve the coordination of the provision with existing programs.

Urban Recreation and At-Risk Youth. Subtitle O amends the Urban Park and Recreation Recovery Act of 1978 to provide for grants to improve and expand recreation facilities and programs in high crime areas. Central to the Administration's approach to preventing crime is the proposition that we must give young people positive alternative activities. Recreation programs and facilities are one such alternative, and we support efforts, targeted at high-crime areas, to improve and expand such programs.

Boys and Girls Clubs in Public Housing. Subtitle P, authorizes the Secretary of Housing and Urban Development to enter into contracts to establish Boys and Girls Clubs in public housing. The Administration supports this program which would provide youth in public housing, which is all too often located in high crime areas, with a meaningful alternative to gangs, crime and violence. We believe that the utility of this program would be strengthened if it were amended to authorize Boys and Girls Clubs in Public, Indian and Assisted Housing. We would be pleased to work with the committee to effectuate this change.

Community-Based Justice Grants for Local Prosecutors. Subtitle Q authorizes the Attorney General to make grants to local prosecutors who may use the funds for programs that (1) coordinate local resources to identify and prosecute young violent offenders, (2) focus prosecutorial effort on making the punishment of juveniles fit their offense, and (3) coordinate criminal justice resources with other community resources to develop alternatives to crime. Local prosecutors play a critical role in fighting crime and the Administration supports efforts to assist them in dealing with the serious and growing problem of juvenile violence. Given its focus on the efforts of prosecutors, we believe that this program should be coordinated with the Gangs and Juveniles programs in Title VI of the Senate bill and Title

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XXII of the House bill. We would be pleased to work with the committee to achieve this result.

**CRIME BILL PREVENTION MEETING
MAY 11, 1994**

I. Ounce of Prevention Council

- A. Edelman Memo (HHS)
- B. Waiver Language (DOJ)
- C. National Service
- D. Other Issues

II. President's YES Program

- A. Funding Level
- B. Poverty Targeting (DOL)
- C. Inclusion of DOL's Bonding Program (DOL)
- D. Public Housing Language (HUD)
- E. Other Issues

III. Model Intensive Grants

- A. Jobs and Job Training (DOL)
- B. Public Housing Language (HUD)

IV. Violence Against Women

- A. House Version (HHS/DOE)
- B. Senate Version

V. Safe Schools

- A. Include Senate Provision (DOE/WH)
- B. Other Issues

VI. Boot Camps, etc.

- A. Job Corps Language (DOL)
- B. Correctional Education Study (DOE)
- C. Substance Abuse Treatment (ONDCP/HHS)

VII. Other Prevention Programs

- A. Hope In Youth (HUD/HHS)
- B. Boys and Girls Clubs (HUD)
- C. Olympic Youth Centers (HUD)
- D. Summer Camps (HUD)
- E. Urban Recreation/Miller Amendment (HHS)
- F. Substance Abuse Treatment/Prevention (HHS/ONDCP)
- G. National Community Economic Partnerships (HHS/HUD)
- H. Local Partnerships
- I. Other Issues

ADMINISTRATION YOUTH CRIME PREVENTION PACKAGE

Note: All funding programs have been reformulated to be discretionary rather than formula grants.

CLINTON ADM.
Title I — The ~~Reich/Cisneros~~ Youth Employment and Skills Program

- A new highly targeted \$525 million employment demonstration grant program designed to prevent and reduce crime by ~~addressing the needs of~~ *PUTTING* high risk youth ~~and young offenders~~ *TO WORK.* in high crime ~~urban city and rural areas~~ *including public housing sites, with high poverty rates*.
- Competitive grants and matching requirements would encourage innovation, leveraging of other private and public resources and community commitment;
- Grant funds would support on the job training, job creation and subsidization and related activities for 16-30 year olds within targeted neighborhoods;
- Participants in the jobs program would have to meet minimum standards of responsible behavior, such as staying in school and paying child support.

→ MENTION NEIGHBORHOOD INFRASTRUCTURE + WATER'S BILLS.
• Title II — ~~Ounce of Prevention~~ *AFTER SCHOOL, RECREATION + SPORTS* Programs for Youth

Establishes an interagency Ounce of Prevention Council chaired by the Attorney General to administer and coordinate \$600 million program of prevention grants targeted to distressed communities and at risk youth. Aimed at (1) providing constructive alternatives to idleness, ~~and involvement in~~ delinquency, gangs, and substance abuse, and (2) promoting employability and employment, the programs include:

- Summer and after school education and recreation programs; mentoring and tutoring programs and other programs involving adult role models; employment-oriented programs; and substance abuse treatment and prevention [Section 2 is based on the Ounce of Prevention Program, sponsored by Senator Bill Bradley (D-NJ) that appears in title I of the Senate crime bill (H.R. 3355)];
- Youth-oriented prevention programs through grants to "community-based organizations" that are run by consortia of service providers and involve broad private and public participation [Section 3 is based on the proposal for Community Youth Services and Supervision Grants that appears in § 5142 of the Senate crime bill];

- o Sports league programs involving participation in competitive sports, with mandatory involvement by participants in related programs (such as education and job training) that promote employability and employment [Section 4 is based on the \$13 million Midnight Sports League Anticrime Programs proposed in § 311 of H.R. 3315 (sponsored by Rep. Washington) and "Midnight Basketball".]

Title III -- Police Partnerships for Children ^{COMMUNITIES (?)}

Authorizes \$20 million for grants by the Attorney General to support partnerships between police agencies and child or family services agencies. The grants would support cooperative police-social services programs, focused on response to and prevention of violence involving juveniles as perpetrators, witnesses, or victims, such as teams or units that involve both police and child or family services personnel for dealing with violent incidents involving juveniles. [This proposal is based on title XLVIII of the Senate crime bill sponsored by Senator Dodd.]

Title IV -- Youth Violence Prevention

Augments and increases by an additional \$50 million the authorization for an existing delinquency prevention program in the Juvenile Justice and Delinquency Prevention (JJDP) Act. It is based on § 633 of the Senate crime bill, which authorizes Youth Violence Prevention Grants. The version in this title improves the formulation of the proposal by integrating it into the existing JJDP Act delinquency prevention program.

Title V -- Gang Resistance Education and Training (GREAT)

This \$40 million authorization provision increases the number of Gang Resistance Education and Training (GREAT) Projects that are administered by the Treasury Department, and increases authorizations for Treasury Department hiring and operations. [This is based on § 5163 of the Senate crime bill sponsored by Senator Christopher Dodd.]

Title VI -- National Community Economic Partnership Grants

Delete
This title authorizes \$40 million for HHS to increase investment in distressed local communities and expand the capacity of local institutions to better meet the economic needs of residents; upgrade community development corporations. [Senator Kennedy's version is Title 49 of the Senate passed crime bill; Rep. Washington's supports a similar but more expensive proposal.]

Title VII -- Model Federal Prison Jobs Training

Delete
Authorizes \$15 million for BOP to develop, implement, and

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evaluate model federal prisons job training programs, to promote employability of offenders following release and reduce recidivism.

TOTAL FUNDING: \$1.286 BILLION

OPD 3-6-94 1PM REDRAFT

A BILL

To prevent crime.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress Assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the "Crime Prevention Act of 1994".

[YOUTH EMPLOYMENT INITIATIVE TO BE INSERTED]

TITLE -- OUNCE OF PREVENTION GRANT PROGRAMS

SEC. 1. OUNCE OF PREVENTION COUNCIL.

(a) IN GENERAL. -- There is established an Ounce of Prevention Council, which shall be chaired by the Attorney General, the Secretary of Education, and the Secretary of Health and Human Services, and which shall also include the Secretary of Housing and Urban Development, the Secretary of Labor, the Secretary of Agriculture, and the Director of the Office of National Drug Control Policy. The Council may employ any necessary staff to carry out its functions. The Council may delegate any of its functions or powers to a member or members of the Council.

→ TREASURY
COMMERCE

(b) ADMINISTRATIVE RESPONSIBILITIES AND POWERS. -- The Council shall advise and counsel the Attorney General regarding administration of the programs established by this title. In consultation with the Council the Attorney General may issue regulations and guidelines to carry out this title, including specifications concerning application requirements, selection criteria, duration and renewal of grants, evaluation requirements, matching funds, limitation of administrative expenses, submission of reports by grantees, recordkeeping by grantees, and access to books, records, and documents maintained by grantees or other persons for purposes of audit or examination.

(c) TARGETING OF ASSISTANCE FOR DISTRESSED COMMUNITIES AND INDIVIDUALS WITH PARTICULAR NEEDS. -- In consultation with the Council, the Attorney General shall adopt regulations or guidelines to ensure that funding provided under this title shall primarily be utilized for --

OPD 3-6-94 1PM REDRAFT

(1) assistance in communities that are distressed as indicated by such factors as high incidences of crime, juvenile delinquency, gang-involvement, substance abuse, unemployment, school drop-outs, or pregnancy among adolescents; and

(2) assistance for individuals in any area who are particularly in need of the assistance for such reasons as involvement in juvenile delinquency, gangs, or substance abuse, unemployability, dropping out of school, or pregnancy during adolescence, or being at risk of such conditions.

SEC. 2. OUNCE OF PREVENTION GRANT PROGRAM.

(a) IN GENERAL. -- The Attorney General on behalf of the Council may make grants to States, local governments, educational institutions, and other public and private entities, for --

(1) summer and after-school (including weekend and holiday) education and recreation programs;

(2) mentoring, tutoring, and other programs involving participation by adult role models;

(3) programs assisting and promoting employability and job placement; and

(4) substance abuse treatment and prevention, including outreach programs for at-risk families.

SEC. 3. COMMUNITY YOUTH SERVICES AND SUPERVISION GRANT PROGRAM.

(a) IN GENERAL. -- The Attorney General on behalf of the Council may make grants to community-based organizations for supervised sports programs and academic and extracurricular programs that are carried out after school and on weekends and holidays during the school year, or as full-day or part-day programs during the summer months. Academic and extracurricular programs that receive support under this section may include work force preparation, cultural programs, health programs, social activities, arts and crafts programs, dance programs, tutorial and mentoring programs, and other programs that provide constructive alternatives to idleness and involvement in delinquency, gangs, and substance abuse.

(b) USE OF FACILITIES AND FUNDS. -- A program that receives support under this section shall be carried out in the facilities of a public school during non-school hours, or in some other appropriate local facility, such as a college or university, park, recreation center, church, or military base, that is readily accessible to youth in the community. Permissible uses of funds provided under this section include renovation of existing facilities to make them suitable for use in programs,

Add.
section
incorporating
KOD anti-gang
language.

(Don't we
want
treatment &
to go through
significance
activity)

OPD 3-6-94 1PM REDRAFT

- 3 -

Treatment funds
must be coordinated
w/ single state agency
on drug + alcohol
abuse.

defrayal of the costs of keeping public school facilities open or otherwise obtaining the use of necessary space and facilities for the conduct of programs, purchase of equipment and supplies, provision of meals and health services for participants, payment of instructors and other staff, defraying the costs of purchasing or using vehicles to transport participants in programs, and other necessary costs.

(b) DEFINITION. -- As used in this section, "community-based organization" means a local nonprofit organization that is operated by a consortium of service providers and involves broad participation by affected or interested entities and individuals, such as residents of the community, business and civic leaders involved in providing employment or business development opportunities in the community, educators, religious organizations, law enforcement agencies, and other public and private agencies.

SEC. 4. SPORTS LEAGUE ANTICRIME GRANT PROGRAM.

The Attorney General on behalf of the Council may make grants to States, local governments, and other public and private entities, for sports league programs that involve --

(1) participation in competitive sports that are so conducted as to provide an alternative to idleness and involvement in crime, delinquency, gangs, and substance abuse; and

(2) mandatory involvement by participants in employment counseling or placement, job training, or other appropriate educational or training programs that promote employability or employment.

Funds provided under this section may be used for supplies and equipment, obtaining the use of necessary facilities, and payment of coaching and educational staff, and for other necessary costs and expenses.

SEC. 5 . APPLICATIONS; MATCHING FUNDS.

(a) APPLICATIONS. -- In addition to any other requirements that may be specified by the Attorney General in consultation with the Council, an application for a grant under section 2, 3, or 4 of this title shall --

(1) include a long-term strategy and detailed implementation plan that has been developed with the participation of public and private agencies and residents in the target area;

(2) certify that there has been appropriate

OPD 3-6-94 1PM REDRAFT

- 4 -

consultation with all affected agencies, and that the implementation of the program will involve participation by appropriate entities and individuals in the target area, such as youth-serving organizations, health and social service providers, employers, educators, law enforcement professionals, local government entities, and residents of the target area;

(3) explain the applicant's inability to fund the program adequately without Federal assistance;

(4) certify that the Federal support provided will be used to supplement, and not supplant, State and local sources of funding that would otherwise be available;

(5) identify related governmental or community initiatives which complement or will be coordinated with the proposal; and

(6) specify plans for obtaining necessary support and continuing the proposed program following the conclusion of Federal support.

An application for a grant under any section in this title may be combined with an application for a grant under any other section in this title.

(b) MATCHING FUNDS. -- The portion of the costs of a program provided by a grant under this section may not exceed 75 per cent, unless the Council waives, wholly or in part, the requirement under this subsection of a non-Federal contribution to the costs of a program.

SEC. 5. TECHNICAL ASSISTANCE, TRAINING, AND EVALUATION.

(a) TECHNICAL ASSISTANCE AND TRAINING. -- The Attorney General on behalf of the Council may provide technical assistance and training in furtherance of the purposes of this title.

(b) EVALUATIONS. -- In addition to any evaluation requirements that may be prescribed for grantees, the Council may carry out or make arrangements for evaluations of programs that receive support under this title. Evaluations of programs that receive support under this title may include assessments of the effectiveness of the programs in reducing delinquency, gang-involvement, substance abuse, school drop-out rates, and adolescent pregnancy, and in increasing employability and employment.

(c) ADMINISTRATION. -- The technical assistance, training,

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and evaluations authorized by this section may be carried out directly by the Attorney General, the Council or any of its members, or through grants, contracts, or other cooperative arrangements with other entities.

SEC. 4. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated \$200 million in each of fiscal years 1995, 1996, and 1997 to carry out this title.

TITLE -- POLICE PARTNERSHIPS FOR CHILDREN + POLICE RESIDENCY

SEC. 1. DEFINITION.

As used in this title, "partnership" means a cooperative arrangement or association involving one or more law enforcement agencies, and one or more public or private agencies that provide child or family services.

SEC. 2. GRANT AUTHORITY.

(A) The Attorney General, in consultation with the Secretary of Health and Human Services, may make grants to partnerships for --

(1) teams or units involving participants from both the law enforcement and child or family services components of the partnership that respond to or deal with violent incidents in which a juvenile is involved as a perpetrator, witness, or victim;

(2) training for law enforcement officers concerning behavior, psychology, family systems, and community culture and attitudes, that is relevant to dealing with juveniles who are involved in violent incidents or at risk of involvement in such incidents, or with families of such juveniles; and

(3) programs for juveniles and families that are designed jointly by the law enforcement and child or family services components of the partnership, such as programs providing training in non-violent conflict resolution, after-school activity and neighborhood recreation programs, parent support groups that are co-led by child or family services and law enforcement personnel, and mentoring programs.

22 (B) The Attorney General, in consultation with the Secretary of Housing and Urban Development, may make grants to public housing authorities, owners of federally assisted housing, and owners of housing in high crime areas determined to be providing dwelling units to law enforcement officers for free or

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substantially reduced rent in order to provide greater security for residents of high crime areas.

SEC. 3. ADMINISTRATION.

(a) USE OF COMPONENTS. -- The Attorney General may utilize any component or components of the Department of Justice in carrying out this title.

(b) REGULATORY AUTHORITY. -- The Attorney General may issue regulations and guidelines to carry out this title, including specifications concerning application requirements, selection criteria, duration and renewal of grants, evaluation requirements, matching funds, limitation of administrative expenses, submission of reports by grantees, recordkeeping by grantees, and access to books, records, and documents maintained by grantees or other persons for purposes of audit or examination.

(c) APPLICATIONS. -- In addition to any other requirements that may be specified by the Attorney General, an application for a grant under section 2 (A) of this Act shall --

(1) include a long-term strategy and detailed implementation plan;

(2) explain the applicant's inability to fund the program adequately without Federal assistance;

(3) certify that the Federal support provided will be used to supplement, and not supplant, State and local sources of funding that would otherwise be available;

(4) identify any related governmental or community initiatives which complement or will be coordinated with the proposal;

(5) certify that there has been appropriate consultation with all affected agencies; and

(6) specify plans for obtaining necessary support and continuing the proposed program following the conclusion of Federal support.

?insert requirements for section 2 B applications here/or redraft

(d) MATCHING FUNDS. -- The portion of the costs of a program provided by a grant under this title may not exceed 75 per cent, unless the Attorney General waives, wholly or in part, the

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- 7 -

requirement under this subsection of a non-federal contribution to the costs of a program.

SEC. 3. TECHNICAL ASSISTANCE, TRAINING, AND EVALUATION.

(a) TECHNICAL ASSISTANCE AND TRAINING. -- The Attorney General may provide technical assistance and training in furtherance of the purposes of this title.

(b) EVALUATIONS. -- In addition to any evaluation requirements that may be prescribed for grantees, the Attorney General may carry out or make arrangements for evaluations of programs that receive support under this title.

(c) ADMINISTRATION. -- The technical assistance, training, and evaluations authorized by this section may be carried out directly by the Attorney General, or through grants, contracts, or other cooperative arrangements with other entities.

SEC. 4. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated \$20 million [possible additional \$\$\$ for housing initiative] in fiscal year 1995, and such sums as may be necessary in other fiscal years, to carry out this title.

Can we increase this # if other programs are dropped

TITLE -- MODEL FEDERAL PRISON JOBS TRAINING

Delete

SEC. 1. MODEL FEDERAL PRISON JOBS TRAINING.

There are authorized to be appropriated for the Bureau of Prisons \$15,000,000 in each of fiscal years 1995 through 1998. Sums appropriated under this section shall be available until expended and used to develop and implement model intensive training programs for Federal prisoners. The Director of the Bureau of Prisons shall select the locations at which such programs are to be developed, implemented, and evaluated so that such programs are available to a wide range of facilities and classes of prisoners. The programs shall emphasize --

(1) education and training directed to jobs for existing, emerging, or developing markets;

(2) preparation for transition into the work environment;
and

(3) job placement, including apprenticeship and other appropriate continuing training.

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TITLE -- YOUTH VIOLENCE PREVENTION

SEC. 1. YOUTH VIOLENCE PREVENTION.

The Juvenile Justice and Delinquency Prevention Act of 1974 (42 U.S.C. 5601 et. seq.) is amended --

(1) in section 501, by striking "Incentive Grants for Local Delinquency Prevention Programs Act" and inserting "Incentive Grants for Local Delinquency and Violence Prevention Programs Act";

(2) in section 505(a), by striking paragraphs (6) and (7) and inserting the following:

"(6) conflict resolution programs in schools;
"(7) alternatives to school suspension;
"(8) juvenile court diversion programs;
"(9) leadership development activities;
"(10) the teaching that people are and should be held accountable for their actions; and
~~"(11) other innovative projects."~~; and *Delete*

(3) in section 506, by striking "such sums as are necessary for fiscal years 1994, 1995, and 1996" and inserting "\$55,000,000 for each of fiscal years 1994, 1995, and 1996".

Why?
Title VI -- National Community Economic Partnership Grants *Delete*

INSERT BILL LANGUAGE AS REVISED: This title authorizes \$40 million for HHS to increase investment in distressed local communities and expand the capacity of local institutions to better meet the economic needs of residents; upgrade community development corporations. [Senator Kennedy's version is Title 49 of the Senate passed crime bill; Rep. Washington's supports a similar but more expensive proposal.]

TITLE -- GANG RESISTANCE EDUCATION AND TRAINING PROJECTS;
TREASURY DEPARTMENT AUTHORIZATIONS

SEC. 1. PROJECTS AND AUTHORIZATIONS.

(a) PROJECTS. -- The Secretary of the Treasury shall, subject to appropriations, establish no less than 50 Gang Resistance Education and Training (GREAT) projects, in communities across the country selected on the basis of gang-related activity in the community. The projects whose establishment is required by this section shall

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be in addition to the number of projects currently funded.

(b) AUTHORIZATION OF APPROPRIATIONS FOR GREAT PROJECTS. --
There are authorized to be appropriated to carry out subsection
(a) \$40,000,000 insert additional language here.

Is this right # here.



Office of Policy Development
United States Department of Justice
10th Street and Constitution Avenue, N.W.
Washington, D.C. 20530

Date: 3-6

TO: Jose Cerda FAX: _____
VOICE: _____

FROM: Andy FOIS VOICE: (202) _____
FAX: (202) 514-8639

Total Pages (excluding this cover): _____

Additional Message:

- Attached are:
1. Call memo I did for AG for your use for Clinton
 2. Mox list
 3. memo w/ list of package elements
- Grace tells me she sent you latest legislative language.

MEMORANDUM TO THE ATTORNEY GENERAL

From: Andy Foiss

Date: March 6, 1994

RE: Call to Congressman Schumer

Issue: You should telephone Congressman Chuck Schumer to help persuade him to introduce and markup the Administration's crime prevention program. That program, which you approved today, will be announced by you and several other Cabinet Secretaries on Tuesday. We hope to get Congressman Schumer to introduce the bill and include it in the Subcommittee markup scheduled for Wednesday. As of this writing, Congressman Schumer is disinclined to participate in the event, introduce or markup the bill.

Background: Schumer met with the President recently and discussed, inter alia, crime prevention programs. Schumer took away from that meeting a feeling of inspiration and mission to develop the sort of crime prevention program, limited to five venues, that the President mentioned. He has been working on an extremely skeletal draft of such a program that he hopes to combine with a number of other elements to fashion a Schumer crime prevention package that he hopes the CBC will endorse and he can then markup. Except for one new piece, it is the same type of combination of existing provisions that we have fashioned such as Ounce of Prevention, Midnight Sports, correctional job training, etc. The major substantive difference is in his new program, specifically his lack of focus on jobs (or anything, for that matter) as crime prevention and his limitation to 5 cities. We have worked with his staff for several days now in an effort to incorporate his ideas and goals within our package to little success. We suspect that Congressman Schumer is motivated by a desire to develop a Schumer prevention package that will satisfy the CBC and bring the prevention people together with the punishment people.

Your call should:

- tell him that we have developed jobs-focused program that the President wants that will be targeted to limited number of neediest areas but that drawing a line at five is unwise;

- ask for his support, introduction and markup of the Administration package and presence at event if he likes;

- emphasize desire to work with him on these measures and include his ideas (but not a whole unfocused billion dollar program) in the package.

Schumer phone numbers: car phone (917) 282-8969 (in and out between 2:30 and 4:30 today) Home in PM: (718) 622-4222.

It is helpful to try to get this done today. Also, Schumer will be in Buffalo and hard to reach tomorrow.

Prevention Package:

Jobs - \$525 million

Ounce of Prevention: \$600 million

GREAT: \$40 million

Police Partnerships - \$20 million

Economic Partnerships - \$40 million

Youth Violence Prevention - \$50 million

Correctional Job Training - \$15 million

Total: \$1.29 billion

Savings

Senate funded Violent Crime Trust Fund: \$750 million

New spending: \$540 million

Prisons - \$330 million (compare Repl. regional prisons \$3 billion to our \$2.67 billion)

Consolidations and Duplications:

Schools Leadership grants - passed in Educ 2000 - \$20 million

Safe Schools - passed and funded for this year - \$100 million

Duplicative Community Domestic Violence Program - \$20 million

Duplicative DOJ Community Substance Abuse Program - \$60 million

Duplicative and Excess Reports and Commissions - \$10 million

Total: \$210 million

Total: \$540 million

MEMORANDUM TO THE ATTORNEY GENERAL

FROM: Crime Bill Task Force

DATE: March 6, 1994

THE ADMINISTRATION'S CRIME PREVENTION PACKAGE

Giving our Youth Something to Say "Yes" to

The Youth Crime Prevention Act of 1994

The following are the proposed elements of the Administration's crime prevention program to be announced on Tuesday by you along with a number of other Cabinet Secretaries. The total Administration crime prevention effort also includes other provisions in the crime bill, including many which have already passed the House such as community policing, drug treatment in prisons, boot camps, etc. Separate but equally important consideration is to be given to the Drug Courts initiative. The total prevention effort also includes other basic prevention measures taken by the Administration such as National Service, Empowerment Zones, increased funding for Head Start and Job Corps, etc.

The following \$1 billion-plus package was developed in consultation with other government agencies and the Hill, and is intended to focus on jobs and youth. It is a combination of new, re-tooled and familiar initiatives and will be funded by offsetting savings in the \$22 billion crime fund.

1. Demonstration Projects for Jobs and Job Training as crime prevention in high crime, economically distressed areas modeled after the Department of Labor's Youth Fair Chance program. \$525 million for period of years. Need to find offsetting cuts or consolidations in Senate crime bill.

2. "Ounce of Prevention" Program:

Community Youth Services and Supervision and
Midnight Sports League Anti-Crime Program

Creates an interagency Ounce of Prevention Council to make grants to state and local governments, educational institutions, community based organizations and other public and private entities for:

- summer and after school education and recreation programs

- mentoring, tutoring and role models for young people
- enhance employability and job placement
- substance abuse treatment and prevention

Targeted to distressed communities and at risk individuals and youth.

Authorization: \$200 million for each of next three fiscal years.

This is a re-written combination of the Ounce of Prevention, Olympic Youth Center, and Bradley Schools provisions in the Senate Crime bill (which totaled \$600 million) as well as the Midnight Sports provisions in the Washington crime bill. Congressman Schumer (CES) is planning to move the originals.

These two programs combined total just over \$1.1 billion.

3. GREAT - Gang Reduction Education and Training Project.

The Administration package includes an expansion of the GREAT program run by the Treasury Department. Senate bill includes \$40 million for 50 projects. Funds go to local law enforcement and prevention organizations and ATF.

As a legislative matter, this is not within the jurisdiction of the House Judiciary Committee and could not be moved by them this week.

4. Police Partnerships

The Administration package includes a \$20 million program, based on provisions in the Senate bill and a bill introduced in the House, to make grants to partnerships of law enforcement and public or private agencies for purpose of providing series of child and family type services and training to achieve crime prevention and crisis intervention. Also, will include a provision we have written for police residency in public housing that HUD likes. CES will be marking up Glickman version of this bill if we do not include it.

5. National Community Economic Partnership Investment fund

The plan could include the \$40 million Kennedy program to give HHS authority to grant lines of credit to local businesses and development corporations for economic development in distressed, high crime areas. Not in Judiciary jurisdiction for legislative purposes but if we go with GREAT in package this reason to exclude from package is weakened. No offsets required. HHS likes.

6. Youth Violence Prevention

Modified version of Senate provision augmenting and increasing authorization for existing delinquency prevention program in Juvenile Justice Act. Based on Senate section 633. \$50 million authorized.

7. Correctional Job Training

The Administration prevention package includes a version of Senate bill's correctional job training program. As written in Senate, it is an unfunded requirement that BOP provide job training and placement services. We are preparing alternative draft. This is Hughes' jurisdiction but CES plans a markup of a \$200 million/4 year BOP authorization program.

IN: CES will do our version at \$15 million

ADMINISTRATION YOUTH CRIME PREVENTION PACKAGE

Note: All funding programs have been reformulated to be discretionary rather than formula grants.

Title I — The ~~Reauthorization~~ *Clinton Admin.* Youth Employment and Skills Program

- A new highly targeted \$525 million employment demonstration grant program designed to prevent and reduce crime by ~~putting~~ *addressing the needs of* high risk youth and ~~young ex-offenders~~ in high crime inner-city and rural areas, ~~to work, including public housing sites, with high poverty rates.~~
- Competitive grants and matching requirements would encourage innovation, leveraging of other private and public resources and community commitment;
- Grant funds would support on the job training, job creation and subsidization and related activities for 16-30 year olds within targeted neighborhoods;

Participants in the jobs program would have to meet minimum standards of responsible behavior, such as staying in school and paying child support.

Title II — *After-School, Recreation, and Sports for Youth* ~~Ounce of Prevention Programs for Youth~~

Establishes an interagency Ounce of Prevention Council chaired by the Attorney General to administer and coordinate million program of prevention grants targeted to distressed communities and at risk youth. Aimed at (1) providing constructive alternatives to idleness, ~~and involvement in~~ delinquency, gangs, and substance abuse, and (2) promoting employability and employment, the programs include:

- Summer and after school education and recreation programs; mentoring and tutoring programs and other programs involving adult role models; employment-oriented programs; and substance abuse treatment and prevention [Section 2 is based on the Ounce of Prevention Program, sponsored by Senator Bill Bradley (D-NJ) that appears in title I of the Senate crime bill (H.R. 3355)];
- Youth-oriented prevention programs through grants to "community-based organizations" that are run by consortia of service providers and involve broad private and public participation [Section 3 is based on the proposal for Community Youth Services and Supervision Grants that appears in § 5142 of the Senate crime bill];

\$600

lower?

Mention neighborhood infrastructure and Maxine Waters' bills

- o Sports league programs involving participation in competitive sports, with mandatory involvement by participants in related programs (such as education and job training) that promote employability and employment [Section 4 is based on the \$13 million Midnight Sports League Anticrime Programs proposed in § 311 of H.R. 3315 (sponsored by Rep. Washington) and "Midnight Basketball".]

Title III — Police Partnerships for Children

→ Residency

Authorizes \$20 million for grants by the Attorney General to support partnerships between police agencies and child or family services agencies. The grants would support cooperative police-social services programs, focused on response to and prevention of violence involving juveniles as perpetrators, witnesses, or victims, such as teams or units that involve both police and child or family services personnel for dealing with violent incidents involving juveniles. [This proposal is based on title XLVIII of the Senate crime bill sponsored by Senator Dodd.]

Title IV — Youth Violence Prevention

Is there more \$? Why?

Augments and increases by an additional \$50 million the authorization for an existing delinquency prevention program in the Juvenile Justice and Delinquency Prevention (JJDP) Act. It is based on § 633 of the Senate crime bill, which authorizes Youth Violence Prevention Grants. The version in this title improves the formulation of the proposal by integrating it into the existing JJDP Act delinquency prevention program.

Title V — Gang Resistance Education and Training (GREAT)

This \$40 million authorization provision increases the number of Gang Resistance Education and Training (GREAT) Projects that are administered by the Treasury Department, and increases authorizations for Treasury Department hiring and operations. [This is based on § 5153 of the Senate crime bill sponsored by Senator Christopher Dodd.]

Title VI — National Community Economic Partnership Grants

This title authorizes \$40 million for HHS to increase investment in distressed local communities and expand the capacity of local institutions to better meet the economic needs of residents; upgrade community development corporations. [Senator Kennedy's version is Title 49 of the Senate passed crime bill; Rep. Washington's supports a similar but more expensive proposal.]

NO

Title VII — Model Federal Prison Jobs Training

Authorizes \$15 million for BOP to develop, implement, and

WHY
MENTION
IT'S THE
MURKIN
OTHER
STUFF

THIS WAS
NOTHING
TO DO WITH
YOUTH
CRIME —

IT SHOULD BE DROPPED

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DOJ-UPD

003/003
03/06/94

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evaluate model federal prisons job training programs, to promote employability of offenders following release and reduce recidivism.

TOTAL FUNDING: \$1.256 BILLION

JOSE -

My only changes to the
longer document are

- ① High crime, not high priority
- ② Add welfare reform to
the list on p. 8.

Thanks!

Bob

ADMINISTRATION YOUTH CRIME PREVENTION PACKAGE

Note: All funding programs have been reformulated to be discretionary rather than formula grants.

Title I — The Reno/Reich/Cisneros Youth Employment and Skills Program

- A new highly targeted \$525 million employment demonstration grant program designed to prevent and reduce crime by addressing the needs of high risk youth and young ex-offenders in high crime inner city and rural areas, including public housing sites, with high poverty rates.
 - Competitive grants and matching requirements would encourage innovation, leveraging of other private and public resources and community commitment;
 - Grant funds would support on the job training, job creation and subsidization and related activities for 16-30 year olds within targeted neighborhoods;
 - Participants in the jobs program would have to meet minimum standards of responsible behavior, such as staying in school and paying child support.
- **Title II — Ounce of Prevention Programs for Youth**

Establishes an interagency Ounce of Prevention Council chaired by the Attorney General to administer and coordinate \$600 million program of prevention grants targeted to distressed communities and at risk youth. Aimed at (1) providing constructive alternatives to idleness and involvement in delinquency, gangs, and substance abuse, and (2) promoting employability and employment, the programs include:

- Summer and after school education and recreation programs; mentoring and tutoring programs and other programs involving adult role models; employment-oriented programs; and substance abuse treatment and prevention [Section 2 is based on the Ounce of Prevention Program, sponsored by Senator Bill Bradley (D-NJ) that appears in title I of the Senate crime bill (H.R. 3355)];
- Youth-oriented prevention programs through grants to "community-based organizations" that are run by consortia of service providers and involve broad private and public participation [Section 3 is based on the proposal for Community Youth Services and Supervision Grants that appears in § 5142 of the Senate crime bill];

- o Sports league programs involving participation in competitive sports, with mandatory involvement by participants in related programs (such as education and job training) that promote employability and employment [Section 4 is based on the \$13 million Midnight Sports League Anticrime Programs proposed in § 311 of H.R. 3315 (sponsored by Rep. Washington) and "Midnight Basketball".]

Title III — Police Partnerships for Children

Authorizes \$20 million for grants by the Attorney General to support partnerships between police agencies and child or family services agencies. The grants would support cooperative police-social services programs, focused on response to and prevention of violence involving juveniles as perpetrators, witnesses, or victims, such as teams or units that involve both police and child or family services personnel for dealing with violent incidents involving juveniles. [This proposal is based on title XLVIII of the Senate crime bill sponsored by Senator Dodd.]

Title IV -- Youth Violence Prevention

Augments and increases by an additional \$50 million the authorization for an existing delinquency prevention program in the Juvenile Justice and Delinquency Prevention (JJDP) Act. It is based on § 633 of the Senate crime bill, which authorizes Youth Violence Prevention Grants. The version in this title improves the formulation of the proposal by integrating it into the existing JJDP Act delinquency prevention program.

Title V — Gang Resistance Education and Training (GREAT)

This \$40 million authorization provision increases the number of Gang Resistance Education and Training (GREAT) Projects that are administered by the Treasury Department, and increases authorizations for Treasury Department hiring and operations. [This is based on § 5163 of the Senate crime bill sponsored by Senator Christopher Dodd.]

Title VI -- National Community Economic Partnership Grants

This title authorizes \$40 million for HHS to increase investment in distressed local communities and expand the capacity of local institutions to better meet the economic needs of residents; upgrade community development corporations. [Senator Kennedy's version is Title 49 of the Senate passed crime bill; Rep. Washington's supports a similar but more expensive proposal.]

Title VII — Model Federal Prison Jobs Training

Authorizes \$15 million for BOP to develop, implement, and

GLM 3-6-94 1PM

evaluate model federal prisons job training programs, to promote employability of offenders following release and reduce recidivism.

TOTAL FUNDING: \$1.286 BILLION

SIDE-BY-SIDE COMPARISON -- CRIME BILL FUNDING

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 BILL HOUSE BILL CONFERENCE REPORT

DRAFT

DRUG COURT PROGRAMS \$1,200 \$1,400 \$1,300

PREVENTION PROGRAMS

Ounce of Prevention	\$75	\$125	\$100.0
FACES/Community School	\$400	\$1,150	\$900.0
YES Grants	---	\$500	\$550.0
Model Intensive Grants	---	\$1,500	\$896.0
Police Part'ships + Safe Low-Income	\$20	\$20	\$30.0
Midnight Sports	---	\$50	\$40.0
Community Youth Academies	---	\$50	\$40.0
TRIADS	\$7	\$6	\$6.0
Local Partnership Act	---	\$2,000	\$1,800.0
Nat. Comm. Economic Partnership	\$40	---	\$300.0
Gang Prevention Grants	\$50	\$20	\$20.0
Olympic Youth Development	\$125	---	\$50.0
Anticrime Youth Councils	---	\$5	\$5.0
UPARR	---	\$5	\$5.0
Boys & Girls Clubs	---	\$36	\$30.0
Child Visitation Centers	\$60	---	\$30.0
GREAT	\$200	---	\$50.0
Prison Treatment (Federal)	ss	ss	\$125.0
Prison Treatment (State)	\$300	\$300	\$300.0
Hope in Youth	---	\$20	\$20.0
Juvenile Drug Trafficking	\$100	\$200	\$125.0
Youth Development Centers	---	\$50	\$50.0
Missing Alzheimers	\$3	---	\$4.8
Family Unity Demonstration	\$24	---	\$22.0
Safe Senior Corridors	---	---	\$6.5
MegaCommission	ss	ss	\$1.0
Safe Schools	\$320	---	---

(Already law)

VIDENCE AGAINST WOMEN ACT \$1,973 \$737 \$1,800

SUBTOTAL

\$3,697 \$7,174 \$7,305

GRAND CRIME BILL TOTAL

\$23,730 \$28,181 \$30,029

Handwritten signature: J. Hall
Handwritten: 5/25

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
Washington, D.C. 20503

14pgg
URGENT

May 16, 1994

LEGISLATIVE REFERRAL MEMORANDUM

LRM #I-2724

TO: Legislative Liaison Officer -

AGRIC-CR - Vince Ancell (all testimony) - (202)720-7095 - 230
COMMERCE - Michael A. Levitt - (202)482-3151 - 324
DEFENSE - Samuel T. Brick, Jr. - (703)697-1305 - 325
EDUCATION - John Kristy - (202)401-2670 - 207
HHS - Frances White - (202)690-7760 - 328
HUD - Edward J. Murphy, Jr. - (202)708-1793 - 215
INTERIOR - Danny Consenstein - (202)208-6706 - 329
LABOR - Robert A. Shapiro - (202)219-8201 - 330
TREASURY - Richard S. Carro - (202)622-1146 - 228
NEC - Sonyia Matthews - (202)456-6722 - 429
ONDCP - Babette Hankey - (202)395-6739 - 257

FROM: JAMES J. JUKES (for) *Jim*
Assistant Director for Legislative Reference

OMB CONTACT: C. C. CHRISTAKOS (395-3386)
Secretary's line (for simple responses): 395-3454

SUBJECT: Justice Proposed Testimony RE: HR 3355,
Violent Crime Control and Law Enforcement Act
of 1994

DEADLINE: 5:00 TODAY May 16, 1994

COMMENTS: This draft Attorney General testimony on prevention programs is for a hearing tomorrow. We expect that reviewers will be particularly interested in the discussion of proposed amendments to the Ounce of Prevention Council that begins at the bottom of page 7.

OMB requests the views of your agency on the above subject before advising on its relationship to the program of the President, in accordance with OMB Circular A-19.

Please advise us if this item will affect direct spending or receipts for purposes of the the "Pay-As-You-Go" provisions of Title XIII of the Omnibus Budget Reconciliation Act of 1990.

Page 2
LRM #I-2724

CC:

Jose Cerda DPC
Clarissa Cerda WHC
Karen Hancox WHLA
Paul Weinstein DPC
Paul Dimond NEC
Christopher Edley
Margaret Shaw
Doug Steiger
Bob Damus
Ken Schwartz
Jim Duke
Chris Brown

Larry Matlack
Maureen Walsh (top
of p. 6)
Cynthia Brown
Chris Ellertson
Bernie Martin
Ron Jones
Mark Weatherly
Bruce Beard
Kumiki Gibson OVP
Jim Murr

DRAFT

Department of Justice

STATEMENT OF

JANET REINO

ATTORNEY GENERAL

BEFORE THE

COMMITTEE ON LABOR AND HUMAN RESOURCES

UNITED STATES SENATE

CONCERNING

PREVENTION PROGRAMS IN THE CRIME BILL

PRESENTED ON

MAY 17, 1994

Chairman Kennedy, members of the Labor and Human Resources Committee, it is a privilege to be with you today to speak about one of the key elements of the President's anti-crime effort: workable and effective prevention programs.

I believe that we are at one of those rare points in history when a bipartisan consensus develops regarding what needs to be done to address a critical national problem. The problem is crime, and, while we will continue to debate the details, a consensus is emerging that successful anti-crime strategy requires a balance between law enforcement, certain and appropriately severe punishment, and strenuous efforts to keep young people from beginning on the path of crime and diverting those who have begun down that path.

Over the past few months, I travelled across this country, talked to so many different people, walked through so many different neighborhoods, and heard from so many extraordinarily wonderful Americans. I went to speak with them about crime and what we could do about it and how the crime bill could have an impact. Everywhere I went, I heard the same message, loud and clear: The people want action. We need to pass the President's crime bill now.

We have a tremendous opportunity before us. The President has put forward a plan to fight crime. A plan that adopts the growing national consensus that effective anti-crime efforts must be balanced to simultaneously address enforcement and prevention in a

coordinated, integrated fashion. A plan that is largely reflected in the provisions of the Senate and House Crime Bills.

It is our hope that in the near future the Conference Committee will reconcile these two measures and send to the President one of the most comprehensive crime control bills in years. It is time to give law enforcement and the American people the tools they need to fight and prevent crime.

The key components of the President's anti-crime program are police, punishment and prevention.

- We must put more police on the nation's streets and get all our police to work in partnership with their communities to reduce and prevent crime;
- We must assure that convicted violent, repeat criminals are punished swiftly and severely and that other offenders, particularly first time offenders, receive certain appropriate punishment so that they learn that crime does not pay;
- We must guarantee that we have in place effective crime and drug prevention programs that will give young people something to which they can say yes.

Before turning specifically to today's topic of prevention programs, I would like to highlight what we are doing in the other areas of policing and punishment. I want to take this opportunity because I believe its important to emphasize continually that an effective crime fighting program requires all three elements -- we need to speak of each at every opportunity.

MORE POLICE OFFICERS AND COMMUNITY POLICING

The cornerstone of the President's crime plan is his commitment to putting 100,000 more cops on the beat in American cities and towns over the next five years.

Now, some are arguing that America's towns and cities do not want or cannot afford these new officers. I think those who make this argument are out of touch with the situation around the country. As you know, the President's successful Jobs Bill included one hundred and fifty million dollars (\$150 million) to help communities hire more police officers.

The response from around the country was overwhelming. Indeed, the Department of Justice received in excess of 2700 applications from communities around the country to help hire approximately 2023 officers. Just last week, we announced the third and final round of grant awards. It was a very competitive process because so many jurisdictions across this country presented such a compelling need for more officers and such good plans for deploying them to work in partnership with their communities to prevent and reduce crime.

Every place I have traveled since the program was begun nearly the first question I get from local officials is when will they get their new officers. This is hardly the reaction of communities that don't want federal help to hire more officers.

CERTAIN PUNISHMENT THAT FITS THE CRIME

In addition to putting more officers on the streets, we need to back our police officers, prosecutors and judges by providing

for swift and severe punishment for violent, chronic offenders, as well as certain and appropriate punishment for all who commit crimes. The pending Crime Bills provide many of the necessary elements of improved punishment:

- Creation of a targeted "three strikes you're out" provision focusing upon the repeat violent offenders who commit so much of the crime that plagues our communities and establishing the principle that those who will not stop preying on our communities will not be released back into those communities;
- Helping the states to expand correctional and detention space necessary to insure that no violent offender is ever released early for lack of a prison or jail cell;
- Reestablishment of a workable, constitutional death penalty for the most heinous crimes; and
- Fostering creative intermediate sanctions, such as boot camps, that provide first time offenders with both punishment, so that they can learn that society will not tolerate criminal behavior, and the education, training, discipline and treatment, when necessary, that can enable them to take advantage of the opportunity to begin anew.

PREVENTION

The crime bills that will soon be reconciled in Conference will put more police on our streets and provide swift and severe punishment for violent offenders. But, it will also steer young

people away from crime and drugs, giving them instead, as the President has said, "something to say yes to."

The bipartisan consensus that is developing over the need for prevention programs provides us with both a great opportunity and a great responsibility.

We have the opportunity to develop and nurture crime prevention programs for young Americans through employment, recreational and educational opportunities.

We have the opportunity to break the cycle of violence -- a cycle that so often begins with children seeing violence against their mothers by family members by doing something serious about domestic violence and other forms of violence against women.

The Crime bills passed by the Senate and House contain numerous programs which take advantage of the opportunity presented by the growing consensus that we must seek to prevent crime.

I would like to highlight briefly some of the prevention programs in the crime bill:

- The President's Youth Employment Skills program "Y.E.S." contained in the House bill will give young people something to say yes to by providing job training and opportunities to those in hard-hit, high-crime areas. The young people of America want to be involved. They want to contribute, and to work to build a better future for themselves and their families. This very special, highly targeted crime prevention program will give them

a chance to do so. We believe that this program should be funded at \$1 billion.

- The Ounce of Prevention programs, sponsored by Senator Dodd in the Senate Crime Bill and also included in the House Bill, can provide, with some adjustment, a terrific mechanism for coordinating and effectively integrating the delivery of the federal government's new youth development and youth oriented crime prevention initiatives. These Ounce of Prevention Programs, which include YES would include among other things, programs to establish community centers in the schools for after hours and expand other after school activities, such as Boys and Girls Clubs, that keep kids safely off the streets. It will also cover substance abuse treatment and prevention programs authorized in the Public Health Service Act including outreach programs for at-risk families.
- The Police Partnerships for Children program in both the Senate and House bills encourages police officers to become involved with children and family services agencies to divert at risk children.
- Drug Court programs which will support intensive court supervision of drug dependent defendants to provide the carrot-and stick approach that can help them beat their addiction.
- The Gang Resistance Education and Training program

("G.R.E.A.T.") which has already proven its success, will help kids fight the allure of gang membership.

Prevention programs make sense, and are a critical part of any balanced attack on the crime, violence, and drug abuse that plague our cities, towns, neighborhoods, and rural communities. However, in order to insure that these programs both have meaningful impact and are cost-effective, we must insist that they be coordinated and integrated and that we have the flexibility and tools necessary to avoid duplication and wasted effort.

With this in mind, let me specifically discuss the importance of the Ounce of Prevention programs. The Administration strongly supports the creation of an Ounce of Prevention Council. One of the goals of this Administration in its anti-crime agenda is to eliminate the turf wars amongst the Federal agencies. A strong Ounce of Prevention Council will reduce duplication, waste and bureaucratic infighting by coordinating the various youth development and crime prevention programs in the bills. This Council is also essential to insure that money we spend on crime prevention is spent well. To achieve such a strong Council, we recommend some revisions that we believe are necessary to facilitate better administration and coordination of certain of the proposed youth-oriented prevention programs contained in the House and Senate crime bills.

Specifically, the Administration recommends that the President be authorized to designate the chair of a slightly reformulated

cabinet level Council. The membership of the Ounce of Prevention Council should include the Attorney General, the Secretaries of the Departments of Health and Human Services, Housing and Urban Development, Labor, Education, Agriculture, Interior, and the Director of the Office of National Drug Control Policy, and one or more other officials as the President may deem appropriate.

The interdepartmental Council should be authorized to help maximize the impact of the crime bill's youth oriented crime prevention initiatives through collaboration and consultation with other agencies and entities, coordinated planning, development of a computer-based catalog, technical assistance, and other program integration and grant simplification strategies. The Council's direct funding should be authorized at the Senate level. Furthermore, we recommend that the Council be authorized to accept and to help administer specified related program funds upon request by the relevant agency. We look forward to working with members of this Committee and the Conference Committee to implement these revisions.

The activities to be supported by the Ounce of Prevention are simple and workable. Let me give you one example: the Community Schools Initiative contained in the Ounce of Prevention. Children face the greatest risks after school, on weekends, and during school vacations -- when they are idle and their parents are at work or not around. It is during these hours that kids fall prey to drugs and crime. A recent study found that eighth graders who were unsupervised for 11 or more hours a week were twice as likely

to abuse drugs or alcohol as those who had adult supervision. Boredom and isolation may also be the best recruitment devices that violent gangs have.

Through recreation and organized sports and other activities, young people can develop self-esteem, learn to play by the rules and experience the thrill of playing fair. We have resources available in every neighborhood, now, to use for this purpose: \$250 billion worth of public school buildings and facilities. The problem is that these schools are generally open only seven hours a day, and often for only 180 days a year. These valuable classrooms, gymnasiums, swimming pools, libraries and other facilities are off limits to our young people most afternoons and evenings.

If we keep these schools open, they can bring the community together and provide the space for activities, learning and a safe place to be a kid. The Community Schools Initiative of the Ounce of Prevention Program will provide grants to communities across the country to develop and implement an after-school plan for their youth, drawing together parents, clergy, social workers, teachers, youth groups, community and business leaders and local officials.

Unfortunately, many of the poorest communities -- the very communities that need after-school programs the most -- do not have the resources to put these programs in place without our help. That is why the Ounce of Prevention's Community School's Initiative is so important. It targets grant funds to those neighborhoods

where many families live below the poverty line and there is a high rate of youth violence.

The Community School's Initiative is just one example of what we can do with the Ounce of Prevention programs. It demonstrates that crime prevention ideas are there waiting for us to act.

CONCLUSION

Thank you again for the opportunity to appear before the Committee to discuss the Administration's view on the crime bill prevention programs. The crime bill includes the largest, most comprehensive violence prevention programs in our Nation's history. It is time to move forward and take advantage of the opportunity presented to us by sending a crime bill to the President.

Schumer Prevention Bill as amended by Convers/Washington Amendment1. Model Intensive Grant Programs

15 cite grant program run by DOJ in consultation with HHS and HUD for development of model crime prevention programs by local governments. Authorized at \$1.5 billion

2. Ounce of Prevention Grant Program

Ounce of Prevention Council convened by HHS and co-chaired by AG, Education and HHS. Grants for summer and after school programs, mentoring, tutoring, role models, promoting employability and job placement and substance abuse prevention and treatment.

Subtitle B: Family and Community Endeavor Schools Program - grants to community organizations to run after school and summer extracurricular and athletic programs in schools.

\$1.275 billion authorized for Ounce of Prevention of which \$500 is reserved for Subtitle B.

3. Police Partnerships for Children: Ag with HHS grants to law enforcement and community family organization partnerships for programs dealing with children, families and crime. \$20 million (including up to \$10 million for cops to live in public housing).

4. Midnight Sports - \$50 million

5. Drug Courts - \$1.4 billion.

6. Community Youth Academies: \$50 million

7. TRIADS for seniors - \$7 million

8. Local Partnership Act

DOJ grant program for crime prevention through education and health. \$2 billion authorized over two years.

Total - \$6.3 billion

Crime Prevention and Youth Development Strategy

I. The separate categorical targeted programs (Ounce of Prevention, YES, Model Intensive Prevention/Schumer grants) should be used together as a coherent crime prevention and youth development strategy. We plan to saturate distressed, high crime, high poverty areas (particularly areas with public housing) with positive interventions that work together to improve the life prospects of youth and young adults in these areas. The key problems are social isolation (lack of positive adult contacts and role models), poor skills, and lack of connection to jobs with a future. Our approach will be to use the funds together to create a coherent strategy of interventions that will follow youth from ages 10 to 18 and then into the labor market (up to their early 20s in some cases).

In each targeted community, we will allow flexibility but expect a concrete strategy to accomplish the five following goals:

- increase adult contacts for youth and increase duration of such contacts (mentors, coaches, group situations)
- increase activities in after-school and weekend hours
- improve skills by increasing the availability of work-based, experience-based learning activities.
- improve connections to jobs throughout metropolitan area
- employment guarantee for those that play by the rules (YES)

This approach deals directly with the problems associated with high crime and other social problems (social isolation and poor labor market prospects).

Collaboration among agencies at Federal and Local level is key. This can be viewed as a single coherent crime prevention and youth development strategy not just a bunch of categorical programs.

II. Conyers Local Partnership Act

1. Try to get the maximum targeting possible to high poverty, high crime areas.
2. Encourage collaborative efforts and links to other prevention programs in the crime bill.



Office of Policy Development
United States Department of Justice
10th and Constitution Ave. NW
Washington, D. C. 20530

TO: Bruce Reed / bsr

FAX: ()

FROM: Grace

VOICE: (202)

FAX: (202) 514-8639

Total Pages (excluding this cover): _____

Additional Message:

Is Ron over there
with you? He has not
seen this. Grace

TO: Ron Klain
FROM: Grace Mastalli

Per your request, five options, I like Option Five best:

OPTION ONE

Untouched by consolidation:

LPA (F)
Nat'l Comm. Econ. Partnership
MIGs
YES
VAWA
Prison Drug Treatment (federal and state)

A: After School/Recreation

- FACES (ED)
- Community Schools (HHS)
- Oz of Prevention
 - Midnight Sports (HUD)
 - Hope in Youth (HUD)
 - Boys and Girls Clubs (HUD)
 - Police Partnerships/Safe Housing (HUD)
 - Olympic Youth Development
 - Anticrime Youth Councils(DOJ)
 - Urban Rec. and at Risk Youth(Interior)

B. Gang Prevention

- Juv. Drug Trafficking & Gang Prevent.(DOJ)
- Community Youth Academies (§30701) (DOJ)
- Gang Prevention Services (Sub. L) (DOJ)
- Youth Violence Prevention Block Grants (DOJ)
- GREAT (Treasury)

C. Seniors

- TRIADS (DOJ)
- Safe Corridors (DOJ)
- Missing Alzheimers (DOJ)

D. Family

- Family Unity
- Child Visitation Centers

OPTION TWO

The same as Option One above but leaves out FACES and Community Schools

OPTIONS THREE & FOUR

The same as Option One &/or Two above but combines Afterschool and Prevention (A & B) programs into one title.

OPTION FIVE

Like Option One except:

Combines all HUD PROGRAMS in OPTION ONE above together

Combines all DOJ Youth Programs (possibly with GREAT as well)

Combines OZ and Olympic Youth (and possibly FACES and Comm. Schools)

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A BILL

To prevent crime.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress Assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the "Crime Prevention Act of 1994".

[YOUTH EMPLOYMENT INITIATIVE TO BE INSERTED]

TITLE -- OUNCE OF PREVENTION GRANT PROGRAMS

SEC. 1. OUNCE OF PREVENTION COUNCIL.

(a) IN GENERAL. -- There is established an Ounce of Prevention Council, which shall be chaired by the Attorney General, the Secretary of Education, and the Secretary of Health and Human Services, and which shall also include the Secretary of Housing and Urban Development, the Secretary of Labor, the Secretary of Agriculture, and the Director of the Office of National Drug Control Policy. The Council may employ any necessary staff to carry out its functions. The Council may delegate any of its functions or powers to a member or members of the Council.

(b) ADMINISTRATIVE RESPONSIBILITIES AND POWERS. -- The Council shall advise and counsel the Attorney General regarding administration of the programs established by this title. In consultation with the Council the Attorney General may issue regulations and guidelines to carry out this title, including specifications concerning application requirements, selection criteria, duration and renewal of grants, evaluation requirements, matching funds, limitation of administrative expenses, submission of reports by grantees, recordkeeping by grantees, and access to books, records, and documents maintained by grantees or other persons for purposes of audit or examination.

(c) TARGETING OF ASSISTANCE FOR DISTRESSED COMMUNITIES AND INDIVIDUALS WITH PARTICULAR NEEDS. -- In consultation with the Council, the Attorney General shall adopt regulations or guidelines to ensure that funding provided under this title shall primarily be utilized for --

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(1) assistance in communities that are distressed as indicated by such factors as high incidences of crime, juvenile delinquency, gang-involvement, substance abuse, unemployment, school drop-outs, or pregnancy among adolescents; and

(2) assistance for individuals in any area who are particularly in need of the assistance for such reasons as involvement in juvenile delinquency, gangs, or substance abuse, unemployability, dropping out of school, or pregnancy during adolescence, or being at risk of such conditions.

SEC. 2. OUNCE OF PREVENTION GRANT PROGRAM.

(a) IN GENERAL. -- The Attorney General on behalf of the Council may make grants to States, local governments, educational institutions, and other public and private entities, for --

(1) summer and after-school (including weekend and holiday) education and recreation programs;

(2) mentoring, tutoring, and other programs involving participation by adult role models;

(3) programs assisting and promoting employability and job placement; and

(4) substance abuse treatment and prevention, including outreach programs for at-risk families.

SEC. 3. COMMUNITY YOUTH SERVICES AND SUPERVISION GRANT PROGRAM.

(a) IN GENERAL. -- The Attorney General on behalf of the Council may make grants to community-based organizations for supervised sports programs and academic and extracurricular programs that are carried out after school and on weekends and holidays during the school year, or as full-day or part-day programs during the summer months. Academic and extracurricular programs that receive support under this section may include work force preparation, cultural programs, health programs, social activities, arts and crafts programs, dance programs, tutorial and mentoring programs, and other programs that provide constructive alternatives to idleness and involvement in delinquency, gangs, and substance abuse.

(b) USE OF FACILITIES AND FUNDS. -- A program that receives support under this section shall be carried out in the facilities of a public school during non-school hours, or in some other appropriate local facility, such as a college or university, park, recreation center, church, or military base, that is readily accessible to youth in the community. Permissible uses of funds provided under this section include renovation of existing facilities to make them suitable for use in programs,

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defrayal of the costs of keeping public school facilities open or otherwise obtaining the use of necessary space and facilities for the conduct of programs, purchase of equipment and supplies, provision of meals and health services for participants, payment of instructors and other staff, defraying the costs of purchasing or using vehicles to transport participants in programs, and other necessary costs.

(b) DEFINITION. -- As used in this section, "community-based organization" means a local nonprofit organization that is operated by a consortium of service providers and involves broad participation by affected or interested entities and individuals, such as residents of the community, business and civic leaders involved in providing employment or business development opportunities in the community, educators, religious organizations, law enforcement agencies, and other public and private agencies.

SEC. 4. SPORTS LEAGUE ANTICRIME GRANT PROGRAM.

The Attorney General on behalf of the Council may make grants to States, local governments, and other public and private entities, for sports league programs that involve --

(1) participation in competitive sports that are so conducted as to provide an alternative to idleness and involvement in crime, delinquency, gangs, and substance abuse; and

(2) mandatory involvement by participants in employment counseling or placement, job training, or other appropriate educational or training programs that promote employability or employment.

Funds provided under this section may be used for supplies and equipment, obtaining the use of necessary facilities, and payment of coaching and educational staff, and for other necessary costs and expenses.

SEC. 5 . APPLICATIONS; MATCHING FUNDS.

(a) APPLICATIONS. -- In addition to any other requirements that may be specified by the Attorney General in consultation with the Council, an application for a grant under section 2, 3, or 4 of this title shall --

(1) include a long-term strategy and detailed implementation plan that has been developed with the participation of public and private agencies and residents in the target area;

(2) certify that there has been appropriate

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consultation with all affected agencies, and that the implementation of the program will involve participation by appropriate entities and individuals in the target area, such as youth-serving organizations, health and social service providers, employers, educators, law enforcement professionals, local government entities, and residents of the target area;

(3) explain the applicant's inability to fund the program adequately without Federal assistance;

(4) certify that the Federal support provided will be used to supplement, and not supplant, State and local sources of funding that would otherwise be available;

(5) identify related governmental or community initiatives which complement or will be coordinated with the proposal; and

(6) specify plans for obtaining necessary support and continuing the proposed program following the conclusion of Federal support.

An application for a grant under any section in this title may be combined with an application for a grant under any other section in this title.

(b) MATCHING FUNDS. -- The portion of the costs of a program provided by a grant under this section may not exceed 75 per cent, unless the Council waives, wholly or in part, the requirement under this subsection of a non-Federal contribution to the costs of a program.

SEC. 5. TECHNICAL ASSISTANCE, TRAINING, AND EVALUATION.

(a) TECHNICAL ASSISTANCE AND TRAINING. -- The Attorney General on behalf of the Council may provide technical assistance and training in furtherance of the purposes of this title.

(b) EVALUATIONS. -- In addition to any evaluation requirements that may be prescribed for grantees, the Council may carry out or make arrangements for evaluations of programs that receive support under this title. Evaluations of programs that receive support under this title may include assessments of the effectiveness of the programs in reducing delinquency, gang-involvement, substance abuse, school drop-out rates, and adolescent pregnancy, and in increasing employability and employment.

(c) ADMINISTRATION. -- The technical assistance, training,

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and evaluations authorized by this section may be carried out directly by the Attorney General, the Council or any of its members, or through grants, contracts, or other cooperative arrangements with other entities.

SEC. 4. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated \$200 million in each of fiscal years 1995, 1996, and 1997 to carry out this title.

TITLE -- POLICE PARTNERSHIPS FOR CHILDREN

SEC. 1. DEFINITION.

As used in this title, "partnership" means a cooperative arrangement or association involving one or more law enforcement agencies, and one or more public or private agencies that provide child or family services.

SEC. 2. GRANT AUTHORITY.

(A) The Attorney General, in consultation with the Secretary of Health and Human Services, may make grants to partnerships for --

(1) teams or units involving participants from both the law enforcement and child or family services components of the partnership that respond to or deal with violent incidents in which a juvenile is involved as a perpetrator, witness, or victim;

(2) training for law enforcement officers concerning behavior, psychology, family systems, and community culture and attitudes, that is relevant to dealing with juveniles who are involved in violent incidents or at risk of involvement in such incidents, or with families of such juveniles; and

(3) programs for juveniles and families that are designed jointly by the law enforcement and child or family services components of the partnership, such as programs providing training in non-violent conflict resolution, after-school activity and neighborhood recreation programs, parent support groups that are co-led by child or family services and law enforcement personnel, and mentoring programs.

? (B) The Attorney General, in consultation with the Secretary of Housing and Urban Development, may make grants to public housing authorities, owners of federally assisted housing, and owners of housing in high crime areas determined to be providing dwelling units to law enforcement officers for free or

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substantially reduced rent in order to provide greater security for residents of high crime areas.

SEC. 3. ADMINISTRATION.

(a) USE OF COMPONENTS. -- The Attorney General may utilize any component or components of the Department of Justice in carrying out this title.

(b) REGULATORY AUTHORITY. -- The Attorney General may issue regulations and guidelines to carry out this title, including specifications concerning application requirements, selection criteria, duration and renewal of grants, evaluation requirements, matching funds, limitation of administrative expenses, submission of reports by grantees, recordkeeping by grantees, and access to books, records, and documents maintained by grantees or other persons for purposes of audit or examination.

(c) APPLICATIONS. -- In addition to any other requirements that may be specified by the Attorney General, an application for a grant under section 2 (A) of this Act shall --

(1) include a long-term strategy and detailed implementation plan;

(2) explain the applicant's inability to fund the program adequately without Federal assistance;

(3) certify that the Federal support provided will be used to supplement, and not supplant, State and local sources of funding that would otherwise be available;

(4) identify any related governmental or community initiatives which complement or will be coordinated with the proposal;

(5) certify that there has been appropriate consultation with all affected agencies; and

(6) specify plans for obtaining necessary support and continuing the proposed program following the conclusion of Federal support.

?insert requirements for section 2 B applications here/or redraft

(d) MATCHING FUNDS. -- The portion of the costs of a program provided by a grant under this title may not exceed 75 per cent, unless the Attorney General waives, wholly or in part, the

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requirement under this subsection of a non-Federal contribution to the costs of a program.

SEC. 3. TECHNICAL ASSISTANCE, TRAINING, AND EVALUATION.

(a) TECHNICAL ASSISTANCE AND TRAINING. -- The Attorney General may provide technical assistance and training in furtherance of the purposes of this title.

(b) EVALUATIONS. -- In addition to any evaluation requirements that may be prescribed for grantees, the Attorney General may carry out or make arrangements for evaluations of programs that receive support under this title.

(c) ADMINISTRATION. -- The technical assistance, training, and evaluations authorized by this section may be carried out directly by the Attorney General, or through grants, contracts, or other cooperative arrangements with other entities.

SEC. 4. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated \$20 million [possible additional \$\$\$ for housing initiative] in fiscal year 1995, and such sums as may be necessary in other fiscal years, to carry out this title.

TITLE -- MODEL FEDERAL PRISON JOBS TRAINING

SEC. 1. MODEL FEDERAL PRISON JOBS TRAINING.

There are authorized to be appropriated for the Bureau of Prisons \$15,000,000 in each of fiscal years 1995 through 1998. Sums appropriated under this section shall be available until expended and used to develop and implement model intensive training programs for Federal prisoners. The Director of the Bureau of Prisons shall select the locations at which such programs are to be developed, implemented, and evaluated so that such programs are available to a wide range of facilities and classes of prisoners. The programs shall emphasize --

(1) education and training directed to jobs for existing, emerging, or developing markets;

(2) preparation for transition into the work environment;
and

(3) job placement, including apprenticeship and other appropriate continuing training.

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TITLE -- YOUTH VIOLENCE PREVENTION

SEC. 1. YOUTH VIOLENCE PREVENTION.

The Juvenile Justice and Delinquency Prevention Act of 1974 (42 U.S.C. 5601 et. seq.) is amended --

(1) in section 501, by striking "Incentive Grants for Local Delinquency Prevention Programs Act" and inserting "Incentive Grants for Local Delinquency and Violence Prevention Programs Act";

(2) in section 505(a), by striking paragraphs (6) and (7) and inserting the following:

"(6) conflict resolution programs in schools;
"(7) alternatives to school suspension;
"(8) juvenile court diversion programs;
"(9) leadership development activities;
"(10) the teaching that people are and should be held accountable for their actions; and
"(11) other innovative projects."; and

(3) in section 506, by striking "such sums as are necessary for fiscal years 1994, 1995, and 1996" and inserting "\$55,000,000 for each of fiscal years 1994, 1995, and 1996".

Title VI -- National Community Economic Partnership Grants

INSERT BILL LANGUAGE AS REVISED: This title authorizes \$40 million for HHS to increase investment in distressed local communities and expand the capacity of local institutions to better meet the economic needs of residents; upgrade community development corporations. [Senator Kennedy's version is Title 49 of the Senate passed crime bill; Rep. Washington's supports a similar but more expensive proposal.]

**TITLE -- GANG RESISTANCE EDUCATION AND TRAINING PROJECTS;
TREASURY DEPARTMENT AUTHORIZATIONS****SEC. 1. PROJECTS AND AUTHORIZATIONS.**

(a) PROJECTS. -- The Secretary of the Treasury shall, subject to appropriations, establish no less than 50 Gang Resistance Education and Training (GREAT) projects, in communities across the country selected on the basis of gang-related activity in the community. The projects whose establishment is required by this section shall

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be in addition to the number of projects currently funded.

(b) AUTHORIZATION OF APPROPRIATIONS FOR GREAT PROJECTS. --
There are authorized to be appropriated to carry out subsection
(a) \$40,000,000 *insert additional language here.*

ADMINISTRATION YOUTH CRIME PREVENTION PACKAGE

Note: All funding programs have been reformulated to be discretionary rather than formula grants.

Title I — The Reno/Reich/Cisneros Youth Employment and Skills Program

- A new highly targeted \$525 million employment demonstration grant program designed to prevent and reduce crime by addressing the needs of high risk youth and young ex-offenders in high crime inner city and rural areas, including public housing sites, with high poverty rates.
 - Competitive grants and matching requirements would encourage innovation, leveraging of other private and public resources and community commitment;
 - Grant funds would support on the job training, job creation and subsidization and related activities for 16-30 year olds within targeted neighborhoods;
 - Participants in the jobs program would have to meet minimum standards of responsible behavior, such as staying in school and paying child support.
- **Title II — Ounce of Prevention Programs for Youth**

Establishes an interagency Ounce of Prevention Council chaired by the Attorney General to administer and coordinate \$600 million program of prevention grants targeted to distressed communities and at risk youth. Aimed at (1) providing constructive alternatives to idleness and involvement in delinquency, gangs, and substance abuse, and (2) promoting employability and employment, the programs include:

- Summer and after school education and recreation programs; mentoring and tutoring programs and other programs involving adult role models; employment-oriented programs; and substance abuse treatment and prevention [Section 2 is based on the Ounce of Prevention Program, sponsored by Senator Bill Bradley (D-NJ) that appears in title I of the Senate crime bill (H.R. 3355)];
- Youth-oriented prevention programs through grants to "community-based organizations" that are run by consortia of service providers and involve broad private and public participation [Section 3 is based on the proposal for Community Youth Services and Supervision Grants that appears in § 5142 of the Senate crime bill];

- o Sports league programs involving participation in competitive sports, with mandatory involvement by participants in related programs (such as education and job training) that promote employability and employment [Section 4 is based on the \$13 million Midnight Sports League Anticrime Programs proposed in § 311 of H.R. 3315 (sponsored by Rep. Washington) and "Midnight Basketball".]

Title III -- Police Partnerships for Children

Authorizes \$20 million for grants by the Attorney General to support partnerships between police agencies and child or family services agencies. The grants would support cooperative police-social services programs, focused on response to and prevention of violence involving juveniles as perpetrators, witnesses, or victims, such as teams or units that involve both police and child or family services personnel for dealing with violent incidents involving juveniles. [This proposal is based on title XLVIII of the Senate crime bill sponsored by Senator Dodd.]

Title IV -- Youth Violence Prevention

Augments and increases by an additional \$50 million the authorization for an existing delinquency prevention program in the Juvenile Justice and Delinquency Prevention (JJDP) Act. It is based on § 633 of the Senate crime bill, which authorizes Youth Violence Prevention Grants. The version in this title improves the formulation of the proposal by integrating it into the existing JJDP Act delinquency prevention program.

Title V -- Gang Resistance Education and Training (GREAT)

This \$40 million authorization provision increases the number of Gang Resistance Education and Training (GREAT) Projects that are administered by the Treasury Department, and increases authorizations for Treasury Department hiring and operations. [This is based on § 5163 of the Senate crime bill sponsored by Senator Christopher Dodd.]

Title VI -- National Community Economic Partnership Grants

This title authorizes \$40 million for HHS to increase investment in distressed local communities and expand the capacity of local institutions to better meet the economic needs of residents; upgrade community development corporations. [Senator Kennedy's version is Title 49 of the Senate passed crime bill; Rep. Washington's supports a similar but more expensive proposal.]

Title VII -- Model Federal Prison Jobs Training

Authorizes \$15 million for BOP to develop, implement, and

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evaluate model federal prisons job training programs, to promote employability of offenders following release and reduce recidivism.

TOTAL FUNDING: \$1.286 BILLION



DEPARTMENT OF THE TREASURY
WASHINGTON

ASSISTANT SECRETARY

June 9, 1994

MEMORANDUM FOR CHRIS EDLEY

FROM: RONALD K. NOBLE *RKN*
ASSISTANT SECRETARY (ENFORCEMENT)

SUBJECT: LOCAL PARTNERSHIP ACT
TECHNICAL IMPROVEMENTS

The Local Partnership Act ("LPA") in its current form in the House Crime Bill presents significant problems for Treasury. The data required to administer the program is available only from the 1987 Census of Governments. This information was collected for statistical purposes and is not suitable for use in the administration of a program of this magnitude; the use of this data may leave us open for legal challenges. In addition, the LPA as drafted requires the Secretary of the Treasury to promulgate regulations that are not appropriate for a one-time distribution of funds. If Treasury does have to administer this program, the following changes should be made to the final bill.

1. The LPA has numerous provisions requiring that the Secretary of the Treasury promulgate regulations for monitoring an *ongoing* program. This is inconsistent with a single payment program.

Possible Solution

Remove the multiple regulation sections in the bill and replace them with a general clause authorizing the Secretary of the Treasury to promulgate regulations as deemed necessary to carry out the purposes of the LPA.

2. The LPA will be burdensome and costly to administer, and does not allocate funds for Treasury's administration of this program.

Possible Solution

Treasury has not performed an in depth cost analysis. It estimates, however, that expenses will be between \$5 and \$10 million. The bill should include language to provide for Treasury's expenses.

3. The LPA contemplates that Treasury monitor and investigate civil rights violations, age discrimination, and qualified handicapped individuals (Section 6711(b)), audit procedures, and a public hearing requirement. The LPA does not, however, provide Treasury with any enforcement leverage. The enforcement contemplated by the bill, as drafted, envisions multiple payments, with an enforcement mechanism of withholding or adjustment of funds. This leverage is not applicable to a one payment program. Additionally, there may be other federal laws, such as the Americans with Disabilities Act, that local governments may be required to comply with when using LPA funds. Treasury does not have the investigative or administrative staff for the type of compliance functions contemplated by the LPA.

Possible Solutions

Transfer the LPA compliance function to another government agency with an existing staff to investigate violations and with administrative procedures. For example, HHS already monitors government programs for the types of abuses contemplated in the LPA. This could be done by language providing for agreements with another agency to enforce the LPA.

Local governments could certify that the public hearing requirements are met.

4. The LPA authorizes a \$2 billion disbursement but does not contemplate adequate reserves, procedures for overpayment or underpayment from either data or clerical errors, or adequate provisions for local governments to reimburse Treasury under these circumstances or under circumstances of noncompliance. The 0.5 percent reserve established in Section 6701 of the LPA is not adequate to address these concerns.

Possible Solutions

The LPA could be drafted so that Treasury holds back up to 25% of the payment, makes payments in two installments, or is authorized to withhold other federal funds. However, the latter is problematic in that approximately 1/3 of the local governments targeted in the LPA do not receive other federal funds.

5. The LPA requires that local governments certify that the amounts received be used for carrying out one or more programs related to crime prevention education or substance abuse treatment to prevent crime. The certification process is not spelled out in the statute.

Possible Solution

Treasury has no administrative staff to make certification determinations and the LPA includes no enforcement mechanisms for Treasury. Certification verification, therefore, might be handled by another Federal government agency or possibly a state government agency.

6. As drafted, the LPA would make Treasury subject to laws and regulations applicable to all federal funding programs. Because Treasury does not currently administer other grants, this new added level of bureaucracy for a one-shot program seems unduly burdensome.

Possible Solutions

(1) Another Department which already runs a Federal grant program should run the LPA. (2) The LPA should include language that none of the laws or requirements generally applicable to federally funded programs apply to the LPA unless specifically mentioned the statute.

7. The LPA has very detailed audit requirements for local governments. Many local governments are already subject to the Single Audit Act. Duplicative audits are not cost-effective and are inconsistent of the goals of reinventing government.

Possible Solution

Local governments currently subject to the Single Audit Act should be audited in accordance with its provisions and the Secretary should promulgate regulations for those local governments not governed by the Single Audit Act.

8. The LPA requires that Treasury issue an Annual Report to Congress and that local governments issue annual reports to Treasury. The LPA is not an annual program, therefore annual reports are unwarranted.

Possible Solution

Eliminate the requirement for the reports.

9. The LPA requires the use of outdated statistical data. The only data currently available is from the 1987 Census of Governments, which may be statistically accurate, but is not complete for this purpose.

Possible Solution

The Census Bureau conduct a special survey to collect

adjusted tax data suitable for administering the LPA. Census officials estimate that a survey would cost about \$2 million and take about 9 months to complete. According to Census and General Accounting Office officials, this is the only solution to the data problem.

GANG RESISTANCE EDUCATION AND TRAINING "GREAT"

The Gang Resistance Education and Training (GREAT) program was established as a pilot gang prevention demonstration in Phoenix, Arizona by the Bureau of Alcohol, Tobacco and Firearms (ATF) and the Phoenix Police Department in 1991.

It was created at the initiative of Senator Dennis DeConcini, chairman of the Senate Appropriations Subcommittee on Treasury, Postal Service and General Government through an earmark in the fiscal year 1992 budget of the Bureau of Alcohol, Tobacco and Firearms. The program cost for Phoenix was \$800,000 with \$400,000 allocated to the City of Phoenix to cover the cost of salaries of its police officers.

The purpose of GREAT is to promote gang prevention through law enforcement instruction in a junior high school setting targeting 7th and 8th graders. The program consists of 8-one hour lesson plans developed in conjunction with educators and community-based organizations in seven school districts in the Phoenix Metropolitan area.

Its first classes began in January of 1992. Police officers are trained as lesson instructors by the Phoenix Police Department and ATF. The program also includes an after-school recreational component, a summer-youth program, and a parental involvement program.

Since its initiation, interest from law enforcement organizations from all across the country has been increasing dramatically. Phoenix has trained 60 police officers so far. Because of the growing interest, Phoenix has been unable to keep up with the requests for training.

Phoenix and ATF would like the program to go national. At a recent International Association of Chiefs of Police conference in Detroit, a GREAT booth generated hundreds of requests for training to begin immediately. The State of Washington alone made a request for 426 of its officers who presently are instructors in the DARE program to be trained. Unfortunately, we do not have the capacity nor money.

In fiscal year 1993, the Subcommittee on Treasury Appropriations instructed the Federal Law Enforcement Training Center (FLETC), to establish a training program for GREAT at its southern Arizona satellite facility. This program is still in the planning phase, although initial classes to instruct the trainers is scheduled to begin in January of 1993.

There is enormous interest in the establishment of a non-profit Foundation, similar to that which funds DARE, for the GREAT program, to fund training, promote GREAT insignia T-shirts and other souvenirs for the students, and pay for recreational events. The DARE foundation was endorsed by President Reagan and he sought corporate board sponsors.

Similar sponsorship and support by President-elect Clinton for a GREAT Foundation would provide the impetus needed to get the GREAT program in schools nationwide.



ATFNEWS



Washington, DC 20226

24 Hour Telephone: (202) 927-8500

ATF AND PHOENIX POLICE PUSH GANG PREVENTION

Washington--Due to the efforts of Senator Dennis DeConcini (D-AZ), the Bureau of Alcohol, Tobacco and Firearms (ATF) and the Phoenix Police Department will continue combatting the activity of Arizona gangs, ATF Director Stephen Higgins announced today.

"Senator DeConcini sees the need and value in directing law enforcement resources to prevent kids from being drawn into gang activity," said Director Higgins.

The \$800,000 appropriation will go to the Gang Resistance Education and Training (G.R.E.A.T.) Program, which is a cooperative effort of ATF and the Phoenix PD. Now in its second year, the program reached 9,368 seventh and eighth grade students in 58 schools around the Phoenix area in the first 5 months of 1992. Law enforcement officers taught eight lessons in each of the seven cities involved, teaching students to resist peer pressure and gang influences, to act in their own best interests when facing risky choices.

Also, 1500 students went through the summer recreation program, building on the lesson plan. Other components to the G.R.E.A.T. program include parental involvement and a public awareness anti-violence campaign to gather maximum support.

Because of the tremendous response from kids, parents, communities, and other police agencies, the program is now being considered in other states.

Higgins added: "We plan on continuing this successful venture in conjunction with local police departments, and we plan on making a difference."

-more-

-2-

Higgins said a good deal of the credit for the success of the program belongs to Phoenix Chief Dennis Garrett, Lt. Joe Hauer, and Sgt. Kim Humphrey. He also praised the efforts of the Glendale, Mesa, Tempe, El Mirage, Surprise, and Tolleson, Arizona Police Departments.

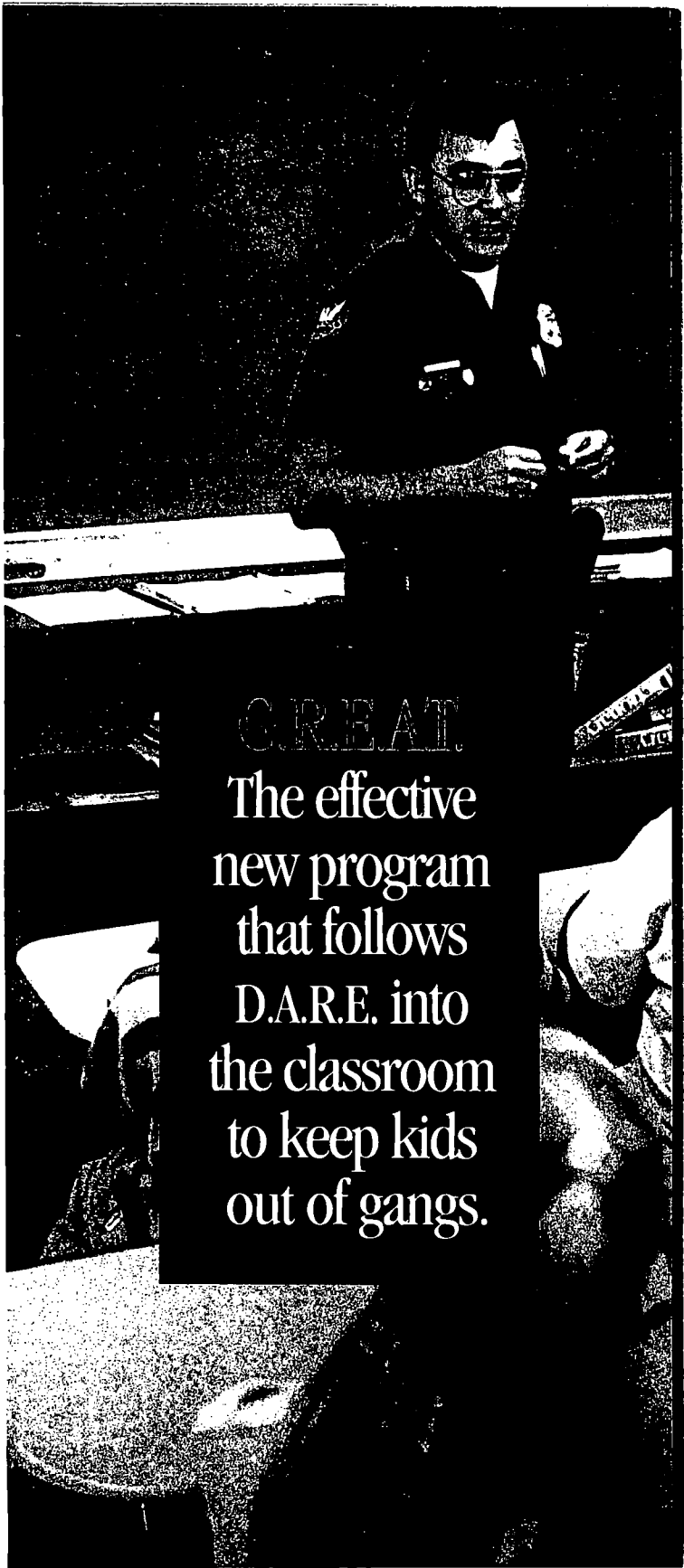
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G.R.E.A.T. [Gang Resistance Education and Training] Brochure



GREAT
The effective
new program
that follows
D.A.R.E. into
the classroom
to keep kids
out of gangs.

N T
N T

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

12-Oct-1994 12:55pm

TO: Christopher F. Edley, Jr
TO: Kenneth F. Ryder, Jr.
TO: Kenneth L. Schwartz

FROM: Duane E. Jenkins
Office of Mgmt and Budget, HTF

CC: Francis S. Redburn
CC: Ann M. Burget

SUBJECT: HUD/Census Data Problems

The HUD/Census data problem is herein described. HUD needs certain data for each municipality in order to calculate the formula for distribution of crime bill funds. Most of these data for interstate allocations are easily available from Census:

- unemployment rates;
- poverty rates;
- relative income;
- population data; and,
- state tax data.

The problem arises with the local unit tax data, for which there is no other proxy data to suffice for this purpose. Census provided this data in the 1992 Survey of Business. In its available form, the local unit tax data is of statistical, rather than administrative quality. In gathering the 1992 data, 4,000 out of 39,000 governmental units failed to respond to the survey. To fill these gaps, Census extrapolated, imputed, estimated and otherwise derived data.

Using the statistical data for the administrative purpose of parceling funds could precipitate lawsuits if "losing" communities found out the data, upon which the formula was based, are intrinsically flawed.

Census and GAO were against this part of the bill when the Committee on Governmental Operations was drafting it. However, these concerns were overridden by the committee and the tax requirement was retained in the bill.

Given the sensitivity involved when the Government doles out money, it is advisable to have Census carry out the survey. \$3 million would be required for them to undertake another survey of

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

12-Oct-1994 01:31pm

TO: Bruce N. Reed
TO: Jose Cerda, III
TO: Jennifer M. O'Connor
TO: Kumiki S. Gibson

FROM: Christopher F. Edley, Jr
 Office of Mgmt and Budget, EG

SUBJECT: Census-HUD Crime Bill Problem

We are continuing to work this problem. Not a lot of urgency.
There is no money in FY95 and unlikely to be much in FY96, given
our higher priorities. I'm trying to find money in Census to get
started.

SUMMARY -- "266 PREVENTION PROGRAMS" MISLEADING

- * **PROGRAMS TOTALED ONLY \$4.2 BILLION -- OVER THREE FISCAL YEARS.**
- * **MANY OF THE PROGRAMS LISTED ARE COMPLETELY UNRELATED TO DELINQUENCY PREVENTION.**
- * **SOME OF THE PROJECTS ARE LISTED TWICE.**
- * **ONLY \$460 MILLION WENT FOR PROGRAMS THAT TARGETED DELINQUENT AND AT-RISK YOUTH.**
- * **\$2.9 OF THE \$4.2 BILLION WENT FOR JOB TRAINING AND VOCATIONAL PROGRAMS. IT WAS NOT TARGETED AT DELINQUENTS OR AT-RISK YOUTHS.**
- * **NEARLY \$300 MILLION WENT INTO DRUG-FREE SCHOOLS, WHICH IS FOR DRUG EDUCATION FOR ALL CHILDREN -- ALSO NOT TARGETED.**
- * **123 OF THE PROGRAMS RECEIVED \$500,000 OR LESS.**
- * **53 OF THE PROGRAMS RECEIVED \$100,000 OR LESS.**
- * **MANY OF THE LISTED PROGRAMS, INCLUDING DARE, HAVE ENJOYED WIDE, BIPARTISAN SUPPORT.**

BREAKDOWN OF "266 PREVENTION PROGRAMS"

*** PROGRAM TYPE**

TOTAL PROGRAMS AIMED AT DELINQUENCY: 194

**** 108 OF 194 PROGRAMS: RESEARCH PROJECTS OR
SMALL-SCALE DEMONSTRATION PROGRAMS**

**** 47 PROGRAMS: TRAINING AND TECHNICAL
ASSISTANCE**

**** JUST 39 PROGRAMS: ON-GOING SERVICE
PROGRAMS TARGETED AT JUVENILE DELINQUENTS
AND AT-RISK YOUTH.**

*** PROGRAM FUNDING LEVELS**

**** 53 OF 194 PROGRAMS FUNDED AT LESS THAN \$100,000.**

**** 123 OF 194 PROGRAMS FUNDED AT LESS THAN \$500,000.**

**** NEARLY TWO-THIRDS OF TOTAL \$760 MILLION IS IN FOUR
PROGRAMS, ONE OF WHICH IS DRUG-FREE SCHOOLS.**

RESPONSES TO REPUBLICANS ON
"266 PREVENTION PROGRAMS"

- * FOR MONTHS NOW, SENATORS ON THE OTHER SIDE OF THE AISLE HAVE BEEN SAYING THAT WE DON'T NEED TO DO ANY MORE TO STEER OUR CHILDREN AWAY FROM GANGS AND DRUGS, THAT WE DON'T NEED TO PROVIDE THEM WITH SAFE HAVENS FROM THE STREETS, THAT WE ARE ALREADY DOING ENOUGH.

- * FOR MONTHS, THEY HAVE BEEN SAYING THERE ARE ALREADY 266 FEDERAL PROGRAMS AIMED AT JUVENILE DELINQUENCY, AND THAT THE PREVENTION PROGRAMS IN WHAT IS NOW THE CRIME BILL CONFERENCE REPORT ARE MORE OF THE SAME, MORE OF WHAT THEY CALL "SOCIAL SPENDING BOONDOGGLES."

- * BUT LET'S TAKE A CLOSER LOOK AT THE 266 PROGRAMS THAT MY REPUBLICAN COLLEAGUES KEEP CRITICIZING, OVER AND OVER, AND SEE WHAT THEY'RE TALKING ABOUT, SEE WHERE THEY'VE GONE WRONG.

* ACCORDING TO THE GAO REPORT, THE OUTDATED REPORT WHERE THE REPUBLICANS ARE GETTING THEIR INFORMATION, THE FEDERAL GOVERNMENT WAS SPENDING ABOUT \$4.2 BILLION ON PROGRAMS FOR DELINQUENT AND AT-RISK YOUTHS.

** THE FIRST POINT IS, THIS \$4.2 BILLION WAS NOT THE FUNDING FOR JUST ONE YEAR. IT INCLUDES FUNDING FOR PROGRAMS AND GRANTS THAT WERE AWARDED IN 1988, 1989 AND 1990. THERE ARE EVEN A FEW THROWN IN THERE FROM 1985 AND 1987. SO IT'S NOT AS IF EACH YEAR THE FEDERAL GOVERNMENT WAS SPENDING \$4.2 BILLION.

* BUT LET'S GO AHEAD AND LOOK AT THAT \$4.2 BILLION ANYWAY, THAT \$4.2 THAT WAS SPENT MOSTLY OVER THE COURSE OF THREE YEARS.

**** \$2.1 BILLION -- FULLY HALF OF THE TOTAL AMOUNT --
GOES TO THE JOB TRAINING PARTNERSHIP ACT.
NOW I'M SURE I DON'T HAVE TO REMIND ANYBODY
THAT THE JTPA IS A PROGRAM THAT WAS
CHAMPIONED BY BOTH SENATOR KENNEDY AND BY
THE FORMER VICE PRESIDENT, DAN QUAYLE.**

**** ANOTHER \$850 MILLION PAID FOR VOCATIONAL
EDUCATION PROGRAMS. THAT'S MAKES A TOTAL OF
\$2.9 BILLION ON JOB TRAINING AND VOCATIONAL
PROGRAMS.**

*** SO WE ACTUALLY HAD A FAR SMALLER AMOUNT -- JUST
\$760 MILLION -- THAT WAS TARGETED SPECIFICALLY AT
PREVENTING VIOLENCE AND DRUG ABUSE AMONG OUR
YOUNG PEOPLE.**

**** OF THAT \$760 MILLION, NEARLY TWO-THIRDS WENT
INTO JUST FOUR PROGRAMS.**

**** \$300 MILLION WENT TO THE DRUG-FREE SCHOOLS AND COMMUNITIES PROGRAM. AS MY COLLEAGUES KNOW, I HAVE LONG FOUGHT TO INCREASE THESE FUNDS DEVOTED TO ANTI-DRUG EDUCATION AND PREVENTION IN OUR SCHOOLS -- THE DOLLARS ARE ONLY SUFFICIENT TO PROVIDE COMPREHENSIVE ANTI-DRUG LESSONS TO ABOUT ONE-HALF OF ALL AMERICA'S SCHOOLCHILDREN.**

**** THREE OTHER PROGRAMS TOOK UP BIG CHUNKS OF THAT \$760 MILLION, LEAVING JUST \$278 MILLION TO SUPPORT 190 DIFFERENT DELINQUENCY PROGRAMS.**

*** SO THE VAST MAJORITY OF ALL OF THESE PROGRAMS THE REPUBLICANS HAVE BEEN CRITICIZING ARE MOSTLY TINY PROJECTS OR SEPARATE GRANTS.**

**** 123 OF THE PROGRAMS WERE FUNDED AT \$500,000 OR LESS.**

**** AND 53 OF THOSE COST \$100,000 OR LESS.**

**** SO ONLY A TOTAL OF 71 PROGRAMS, INCLUDING THE BIG FOUR, WERE FUNDED AT MORE THAN A HALF MILLION DOLLARS. THAT'S NATIONWIDE.**

*** 108 OF THOSE 194 PROGRAMS ARE ACTUALLY RESEARCH PROJECTS, STUDIES OF WHAT WORKS AND DOESN'T WORK, AND DEMONSTRATIONS, SMALL-SCALE TESTS THAT EACH COVER NO MORE THAN A HANDFUL OF SITES ACROSS THE ENTIRE COUNTRY. THESE AREN'T REALLY EVEN SEPARATE "PROGRAMS" -- THEY'RE REALLY SEPARATE, INDIVIDUAL "GRANTS."**

*** 47 OF THE GRANTS THE REPUBLICANS ARE CRITICIZING ARE TRAINING AND TECHNICAL ASSISTANCE GRANTS, ALSO SMALL-SCALE PROJECTS THAT DON'T INVOLVE DIRECT SERVICES TO KIDS.**

- * **THAT LEAVES 39 OF THE 194 DELINQUENCY PREVENTION GRANTS AND PROGRAMS THAT WERE ON-GOING PROGRAMS THAT DELIVERED SERVICES TO AT-RISK YOUTHS OR TO THOSE CAUGHT UP IN THE JUVENILE JUSTICE SYSTEM.**

**** JUST 39 PROGRAMS -- OUT OF THE ENTIRE 266 THE
REPUBLICANS REFER TO -- ACTUALLY WERE FULL-
SCALE EFFORTS TO DELIVER SERVICES TO AT-RISK
KIDS. AND MOST OF THESE ARE DONE ON A LOCAL,
LIMITED BASIS AS WELL.**

*** SO THE IMPRESSION GIVEN WHEN WE HEAR THAT THERE
ARE MORE THAN 260 FEDERAL PREVENTION PROGRAMS IS
THAT WE HAVE SUFFICIENT PROGRAMS OPERATING
EVERYWHERE THEY ARE NEEDED -- IN ALL OF THE CITIES
AND TOWNS ACROSS THE COUNTRY -- AND SERVING
EVERY CHILD WE CAN HELP. IN OTHER WORDS, THAT THE
GOVERNMENT IS ALREADY DOING AS MUCH AS IT CAN,
AND AS MUCH AS IT SHOULD, TO STOP KIDS FROM
TURNING TO GANGS, CRIME AND DRUGS.**

* BUT AS WE'VE JUST SEEN, MANY OF THE PROGRAMS ON THE LIST ARE -- OR WERE -- LIMITED TO ONE CITY OR A HANDFUL OF LOCATIONS, FOR A LIMITED PERIOD OF TIME, OR WERE RESEARCH PROJECTS AND TECHNICAL ASSISTANCE GRANTS. OTHERS WERE TARGETED AT SPECIAL POPULATIONS, SUCH AS INDIAN TRIBES AND NATIVE HAWAIIANS.

* EVEN THE WEED AND SEED PROGRAM, WHICH IS NOT ON THIS LIST OF 266 BECAUSE IT CAME ABOUT AFTER THE LIST WAS COMPILED, IS THOUGHT OF AS A NATIONWIDE PROGRAM BUT IT ACTUALLY OPERATES IN JUST 21 CITIES. THIS JOINT PROSECUTION-PREVENTION PROGRAM WAS STARTED BY PRESIDENT BUSH AND ATTORNEY GENERAL BARR. I SUPPORT IT. IT WOULD MAKE THE 267TH PROGRAM ON THE LIST. DOES THAT MEAN THE REPUBLICANS ARE NOW AGAINST WEED AND SEED TOO?

* LET ME ALSO POINT OUT THAT THIS "266 PROGRAMS" FIGURE IS STILL MORE MISLEADING BECAUSE IT INCLUDES PROGRAMS THAT REALLY HAVE NOTHING WHATSOEVER TO DO WITH PROVIDING AT-RISK KIDS A SAFE HAVEN, OR AN ALTERNATIVE TO CRIME AND DRUGS. THEY MAY BE WORTHWHILE PROGRAMS -- OR NOT. THAT IS NOT THE DEBATE HERE. THE POINT IS THAT SOME OF THE 266 ARE NOT PROGRAMS FOR AT-RISK OR DELINQUENT CHILDREN AT ALL.

SOME EXAMPLES:

- ** THE LAW SCHOOL CLINICAL EXPERIENCE PROGRAM, WHICH, AS THE NAME OF IT SUGGESTS, HELPS LAW SCHOOLS FUND CLINICAL PROGRAMS FOR THEIR LAW STUDENTS.
- ** COGNITIVE ANALYSIS OF DRUNK DRIVING TEENAGERS, A RESEARCH PROJECT THAT WAS CONDUCTED IN THE LATE 1980S.
- ** MASSACHUSETTS 1987 SAFE ROADS ACT/TRAFFIC SAFETY PROGRAM, ANOTHER RESEARCH PROJECT THAT IS FINISHED.

- * **SO THESE PROGRAMS AND PROJECTS, AND OTHERS, WERE INCLUDED IN THIS COUNT, BUT THEY REALLY DON'T BELONG.**

- * **ALSO, IN THE LIST THE REPUBLICANS ARE USING, SOME OF THE PROGRAMS ARE LISTED TWICE. THE "GANG COMMUNITY RECLAMATION PROJECT" IN LOS ANGELES IS LISTED UNDER BOTH THE DEPARTMENT OF HEALTH AND HUMAN SERVICES AND THE JUSTICE DEPARTMENT; THE "CITIES IN SCHOOLS" PROGRAM IS LISTED UNDER BOTH HHS AND LABOR.)**

- * **SO WHEN YOU BOIL IT ALL DOWN, THERE WAS LESS THAN \$760 MILLION -- THE MORE ACCURATE FIGURE IS ABOUT \$565 MILLION -- THAT WAS TARGETED AT SERVICES FOR DELINQUENTS AND AT-RISK YOUTHS. WHEN YOU LOOK AT THE FIGURES, I THINK IT BECOMES PAINFULLY OBVIOUS THAT WE AREN'T DOING NEARLY ENOUGH.**

* AND LET'S ALSO LOOK AT THE SPECIFICS OF THESE FEW PROGRAMS AND GRANTS THAT ARE SUPPORTED WITH THESE FEW DOLLARS. WE KEEP HEARING THAT THEY ARE "SOCIAL SPENDING BOONDOGGLES." WELL, LET'S TAKE A CLOSER LOOK.

** \$1 MILLION SUPPORTED THE DRUG ABUSE RESISTANCE EDUCATION (DARE) REGIONAL TRAINING CENTERS, TO TRAIN STATE AND LOCAL LAW ENFORCEMENT OFFICERS TO BECOME DARE INSTRUCTORS IN SCHOOLS. I THOUGHT DARE ENJOYED WIDE, BIPARTISAN SUPPORT. IS THAT NO LONGER THE CASE?

** \$1.6 MILLION WAS ALLOTTED TO JUVENILE BOOT CAMP PROGRAMS AT THREE DEMONSTRATION SITES.

** ABOUT \$250,000 WENT INTO A COMPREHENSIVE PROGRAM OF DRUG TESTING FOR JUVENILES WHO ARE ARRESTED.

**** \$100,000 PAID FOR AN ATTEMPT TO RAISE THE
VOICES OF VICTIMS AND WITNESSES IN THE JUVENILE
JUSTICE SYSTEM, TO GET THEM MORE INVOLVED IN
AND INFORMED ABOUT THE COURT PROCESS.**

*** NOW EVERY ONE OF THOSE PROGRAMS HAS
CONSISTENTLY RECEIVED, OR WOULD RECEIVE,
BIPARTISAN SUPPORT IN THE CONGRESS.**

*** SO THE REPUBLICANS WANT TO BEAT UP ON THIS BILL
FOR "WASTING" MORE MONEY ON SOCIAL PROGRAMS.
WELL I THINK THE FACTS SPEAK FOR THEMSELVES.**

*** WE HAVE KIDS COMMITTING CRIMES WE COULDN'T EVEN
IMAGINE JUST A FEW DECADES AGO, AND UNLESS WE
PASS THIS BILL, WE WILL CONTINUE TO PROVIDE THESE
AT-RISK CHILDREN WITH PRECIOUS LITTLE HELP AND
PRECIOUS LITTLE HOPE OF STAYING OUT OF SERIOUS
TROUBLE.**

OFFICE OF THE DEPUTY ATTORNEY GENERAL
U.S. DEPARTMENT OF JUSTICE
WASHINGTON, D. C. 20530

FACSIMILE TRANSMISSION SHEET

TO: Jose Cerda

FAX #: () 456-7028 Voice #: _____

FROM: Adly FOIS
Office of the Deputy Attorney General, Room _____
U.S. Department of Justice, Main Justice Building
Washington, D. C. 20530

FAX #: (202) 514-6897 VOICE #: 514-_____

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Department of Justice

STATEMENT OF

JO ANN HARRIS

ACTING DEPUTY ATTORNEY GENERAL

BEFORE THE

SUBCOMMITTEE ON CRIME AND CRIMINAL JUSTICE

COMMITTEE ON THE JUDICIARY

U.S. HOUSE OF REPRESENTATIVES

CONCERNING

THE CRIME PREVENTION AND

CRIMINAL JUSTICE REFORM ACT

H.R. 3315

PRESENTED ON

FEBRUARY 22, 1994

02/23/94

17:14

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Thank you, Mr. Chairman and Members of the Subcommittee. It is a pleasure to have this opportunity to present the views of the Department of Justice on those provisions of H.R. 3315 that fall within the jurisdiction of the Subcommittee on Crime and Criminal Justice. This bill, the Crime Prevention and Criminal Justice Reform Act, is sponsored by Congressman Craig Washington, a distinguished Member of this Subcommittee, and co-sponsored by other Members of the Subcommittee and Judiciary Committee.

Mr. Chairman, the American people are deeply disturbed by the level of violence in our streets and communities and are rightly demanding that this government take responsible action to combat violent crime in this country. The Administration and the Congress are developing a comprehensive approach to fighting crime that includes new legislation, tough enforcement of existing laws and development of working partnerships with Federal, state and local law enforcement. Much progress has been made in recent months, but there is still much work to be done.

In August of last year, the President stood with Senate Judiciary Committee Chairman Biden, House Judiciary Committee Chairman Brooks, the Chairman of this panel, Congressman Schumer and law enforcement representatives from all over the country to announce the Administration's anti-crime initiative. The President recognizes that one of the primary purposes of government is to protect its citizens from crime. Accordingly, the Administration

has no higher priority than fighting crime and keeping our streets, homes and schools safe for all our people.

The Administration's anti-crime program is designed to be a comprehensive assault on crime that includes participation by all levels of government as well as communities, private organizations and citizens. It emphasizes both punishment AND prevention. All too often the debate on crime assumes that we must choose between prevention and punishment. We do not need to make this choice and, indeed, cannot afford to do so. The Administration's crime proposals represent an ambitious effort to get smart as well as tough. And the Administration has already proven its commitment to provide the essential resources needed to effectively do the job.

The major components of the plan announced that day included the following:

- the Brady bill, which will help save lives by keeping guns out of the hands of convicted felons,

- 100,000 more cops walking the beat on America's streets and in her communities to both prevent crimes and arrest criminals,

- boot camps and other methods of ensuring the certainty of punishment for young offenders,

- a ban on the sale and manufacture of military-style assault weapons,
- tough penalties for violent and armed offenders,
- provisions to keep guns away from our children,
- drug treatment for hard-core and crime committing addicts,
- a safe schools program to combat crime, violence and drugs in our children's classrooms and
- an expansion of the Federal death penalty.

On that day the President also ordered a suspension of the importation of assault pistols popular with drug gangs and other criminals and began regulatory efforts to tighten controls on Federal firearms dealers.

In his State of the Union address, the President added life imprisonment for recidivist violent offenders - the so-called "three strikes and you're out" provision - to his anti-crime plan.

Most of the essential elements of the Administrations's plan are reflected in comprehensive anti-crime bills introduced by Judiciary Committee Chairmen Brooks and Biden in their respective

chambers, S. 1607 and H.R.3131.

Since that announcement six months ago, much has been accomplished. With the persistent leadership and hard work of you, Chairman Schumer, and other members of this Subcommittee, the Brady bill was passed and signed into law. Since then the Department of Justice has been working closely with the Treasury Department's Bureau of Alcohol, Tobacco and Firearms, and with all levels of local law enforcement, on implementation of the Brady law.

In addition, late last session the House passed approximately a dozen crime bills, almost all of which originated in this Subcommittee and most of which were authored by Chairman Schumer. These included bills to provide up to 50,000 new community policing cops, mandatory drug treatment in state and Federal prisons, a program to provide the certainty of punishment for youthful offenders, a safe schools program, the Violence Against Women Act, a bill to keep guns out of the hands of children sponsored by Congressman Glickman and the Jacob Wetterling Crimes Against Children Registration Act sponsored by Congressman Ramstad.

Some of these bills were also passed by the Senate and signed into law last year. These include the Precursor Chemicals Control Act, the International Parental Kidnapping Act sponsored by Congressman Gekas and the Oprah Winfrey National Child Protection Act sponsored by Congressman Edwards. And, as we all know, the

Senate passed a comprehensive crime bill in the final hours of the session last fall after months of work and sent it to the House for consideration.

Resources have already begun to flow to state and local governments to put more community policing officers on the streets. Grants totaling \$75.8 million, of the \$150 million provided in the FY 1994 supplemental appropriations bill, have already been awarded by the Department of Justice. These 108 grants to 36 states will put more than 1,000 new cops on the beat. And more is on the way.

The Administration's budget submission for FY 1995 includes an overall increase in the Justice Department budget of 24.4% to \$13.62 billion. We will be working with the Appropriations Committees to ensure that these badly needed law enforcement and crime prevention funds are provided.

Two weeks ago, the President announced the Administration's drug control strategy. This strategy includes a total of \$13.2 billion in funds for the war on drugs - an overall increase in anti-drug resources of \$1 billion over last year's drug budget. The strategy includes an emphasis on hard-core drug addiction and includes an increase in treatment resources for this crime committing population of \$355 million. Adequately funded drug treatment is critical to breaking the drug and violent crime cycle that plagues our communities. Drug treatment must be central to

our crime fighting effort because by stripping hard-core users of their addiction to drugs, we can also end their virtual addiction to crime.

Despite these achievements, much more work remains to be done. The House must quickly complete its work on the crime bill, conference with the Senate and send a bill to the President as expeditiously as possible. The problem is too severe and the fear too great to tolerate any needless delay.

We at the Department of Justice believe that H.R. 3315 represents a valuable addition to the debate and emerging national consensus on crime. Its sponsor and cosponsors are to be commended for their seriousness of purpose and their commitment to addressing the issue of crime that is ravaging their constituents and, indeed, every city and town in this country. As this bill recognizes, it is imperative that we develop and implement new strategies to prevent crime, as well as improve and expand upon existing crime prevention programs that have proven effective. We must put a stop to the notion that prevention efforts are "soft" on crime. Anyone who would forego an opportunity to prevent a crime in order to wait to punish the criminal after the fact, can try to explain that choice to the victim.

To be sure, there is much in this bill with which the Administration agrees. In fact, many provisions of H.R. 3315, such

as drug treatment in prisons, boot camps, prevention of violence against women, safe schools and other programs, have already passed through this Subcommittee and been approved by the House in identical or similar form. We, of course, share the bill's support of efforts to increase community policing and, as I said, this process has already begun. We believe that it is critical that this include an expansion of our law enforcement strength to an additional 100,000 police officers and look forward to reconciliation of differences between House and Senate versions of this provision.

We also support the establishment of a Police Corps and the provision of law enforcement scholarships, versions of which are included in Subtitle E of Title I of H.R. 3315 and are in both the Senate and Brooks bills.

The Administration strongly supports efforts to provide mandatory drug treatment in both Federal and state prisons and would commend Mr. Washington for including these provisions in his bill. It is imperative to use the criminal justice system to identify violent drug abusers and take advantage of the coercive aspects of that system to require mandatory treatment. Mandatory drug treatment in prison works to reduce recidivism -- we cannot afford to send these people back to the streets without addressing the drug addiction that leads to their criminal behavior.

We also strongly support the bill's efforts to provide resources for boot camps and other non-traditional forms of punishment. We do not agree, however, that these sanctions should be reserved solely for those who would otherwise be sent to prison. We support the approach taken by this Subcommittee when it approved H.R. 3351 that would make these alternatives available to young offenders who would otherwise receive only a slap on the wrist.

Many of the provisions in the bill to combat firearms violence have our support. Subtitle A of Title IX of H.R. 3315 contains the Brady bill which, of course, is now law. The Administration strongly supports provisions to restrict the sale and manufacture of assault weapons. We agree that these weapons of war, like the Streetsweeper, have no place in our communities. Thus, we support the goals of Title IX, Subtitle B of this bill, although we believe the similar Feinstein-Schumer approach, which is included in Title XLV of the Senate crime bill, to be the best means of achieving the shared goal.

The Administration also strongly supports efforts to tighten regulations of Federally licensed firearms dealers to ensure that only those legitimate business dealers are given licenses and that they conform their business to the requirements of the law. We applaud the bill's initiatives in this area. Treasury Secretary Bentsen has recently announced the Administration's FFL initiative and we look forward to working with Treasury, Congressman

Washington and the rest of the Congress to pass this legislation.

There are, however, some provisions in this bill that fall within the jurisdiction of this Subcommittee that the Administration cannot support. For example, the bill's repeal of all mandatory minimum sentences currently in Federal law, in Subtitles C and E of Title VI, is not something we can support. The Administration believes that in certain cases mandatory minimum sentences are an appropriate crime-fighting tool and response to violent and recidivist criminal behavior. We are concerned, however, about the increasing tendency to fill badly needed prison space by incarcerating, for excessively long periods of time, certain first-time, non-violent and low-level drug offenders. We, therefore, support efforts initiated by Chairman Schumer, to develop a safety-valve to exempt these non-violent, low-level participants from the operation of the mandatory minimum. A version of this safety valve, which we support, is included in the Senate crime bill.

I must also point out that there are several elements of a successful crime prevention and punishment strategy that are not included in this bill that the Administration supports and hopes will be included in whatever final package passes the Congress. First, we believe it is essential to include a provision to provide life imprisonment for repeat, violent offenders. This Subcommittee will be holding a hearing on the "three strikes and you're out"

provision next week and by that time the Department will be prepared to provide the Subcommittee with the version of this proposal that we believe is workable and appropriate.

Second, the Administration strongly supports the concept of drug courts that have been used with success in jurisdictions like Oakland, Miami and elsewhere. We are in the process of finalizing a proposal that would provide Federal support and leadership of local initiatives to develop and run these drug court programs and we hope to work with Congressman Washington and the Subcommittee in the upcoming weeks to include this provision in the final bill or package.

In sum, there are many elements of H.R. 3315 which the Department and the Administration support and which we believe can and should be included in the final comprehensive crime package that is sent to the President. These elements, combined with programs and initiatives already underway (many of which have been addressed by Secretary Cisneros and the written testimony of Dr. Brown and Secretary Reich) constitute the most comprehensive crime prevention program ever undertaken by this nation.

These conclude my prepared remarks on behalf of the Department of Justice. I, of course, would be happy to answer any questions you might have.

**STATEMENT BEFORE THE
THE HOUSE JUDICIARY COMMITTEE
CRIME AND CRIMINAL JUSTICE SUBCOMMITTEE
ON H.R. 3315
(The Crime Prevention and Criminal Justice Reform Act)**

Washington, D.C.
February 22, 1994



by

SECRETARY HENRY G. CISNEROS

Thank you Chairman Schumer, for inviting me to this hearing. It is indeed a pleasure to be here with you this morning to discuss H.R. 3315: An Alternative Approach to Fighting Crime. I applaud you for holding today's hearing and I applaud the members of the Congressional Black Caucus, the Congressional Hispanic Caucus, and the House Progressive Caucus who have, with this thoughtful and important proposal, contributed so significantly to the overall debate on crime legislation.

As President Clinton has said many times, in effectively combatting crime we need to be tough, but we also need to be smart. H.R. 3315 embodies many concepts and approaches that we must have in an overall strategy to fight crime. We all share the same goals: making our streets and neighborhoods safe, eliminating the destructive plague of drug abuse and drug-related crime.

We must work together to assure that every possible tool is used in this fight and I believe H.R. 3315 adds tools and informs the debate. With its emphasis on crime prevention, H.R. 3315 mirrors some of the things already underway within HUD and within the administration, and I am happy to be here this morning to discuss this with you. The mutuality of our commitment to creating safer communities is reflected in our legislative approach: clearly we share a lot of common ground.

Mr. Chairman, I'm confident that the pending crime legislation holds an important part of the answer to this terrible problem.

As HUD Secretary, I am confronted almost daily by the ever-worsening situation in some of our meanest streets, in some of the most dangerous neighborhoods and communities of our nation: our inner-city public housing developments and the areas immediately around them. I've visited public housing; I've stayed overnight and I've talked to residents. And I can tell you without equivocation, Mr. Chairman, that the 3.2 million people who live in public housing today -- who are among the poorest of our fellow citizens and among the most victimized by crime -- are just as worried about crime and violence, and just as eager for real solutions as other Americans. They are looking to us for answers; they are looking to us for hope.

The Senate crime bill offers them hope. It offers them hope for real protection in their neighborhoods by putting 100,000 more police officers on the streets. It offers them hope for real rehabilitation of young people who stray into crime, through innovative alternatives to imprisonment such as "boot camps" for first-time offenders. It offers them hope for real protection from hardened criminals by expanding our nation's prison capacity. It offers them hope for real relief from the scourge of drugs and drug-related crime by providing more funds for drug courts and drug treatment for criminal addicts, and drug education. It supports partnerships between law enforcement and the community through such concepts as community policing. And the crime bill, again in common with H.R. 3315, makes a special effort to prevent crimes of violence against women, who are especially vulnerable.

With all that said, Mr. Chairman, I want to acknowledge that crime legislation, as important as it is, still represents only an immediate response to the severest symptoms of a much deeper problem: the decline and decay of our inner cities. We all understand that in the long run, the only way to defeat crime and violence in our streets is to address the conditions which incubate criminal behavior -- poverty, family breakdown, chronic unemployment, lack of education, racial and economic isolation. We are talking not only about crime control, but job creation and community building.

We need a comprehensive urban strategy that will breathe life back into our urban cores and give the people who live there real hope for a better life. President Clinton understands this, and he *has* an urban strategy. And in fact, crime legislation -- which goes straight to the heart of one of our most immediately pressing urban problems -- is part of it.

Other elements of this strategy are already in place:

Empowerment Zones and Enterprise Communities;

strengthening the Community Reinvestment Act; expansion of the earned-income tax credit; permanent extension of mortgage revenue bonds; permanent extension of low-income housing tax credits; National Service.

There's more: targeting of Title I Education Funds to poor school districts; full funding of Head Start; expanded childhood immunization.

37 million who
health insurance?

7

Other elements of our urban strategy are pending before Congress this year: national health care and welfare reform; reemployment and worker training; community development banks; other programs to improve education and job skills for millions of low-income children and youth.

When you connect all of this with additional initiatives in transportation, environment, social service, small business, housing, and community development, you begin to see the framework of the most far-reaching, far-sighted urban strategy in a generation, a strategy of true community empowerment which enables people who have been economically and socially disenfranchised for decades to take control of their own lives again. People who are in real control of their destinies don't resort to crime and violence.

In the time I have remaining, Mr. Chairman, I would like to talk briefly about some of the things we are doing at HUD to reduce crime and violence in and around public housing, to help public housing residents take control of their lives.

COMPAC

Currently, our most significant initiative, in terms of funding, is the Public Housing Drug Elimination Program, which provides public housing authorities grants to support a variety of activities targeting drugs and drug-related crime in public housing developments and publicly assisted housing. Public housing authorities are doing well implementing this program and are beginning to see some positive results.

But as you know, Mr. Chairman, we feel that this program, which was approved by Congress in 1988, is too narrowly focused on drugs, drug-related crime and public and assisted housing. Legislation is currently pending that would allow us to expand our efforts to encompass surrounding communities and combat all forms of crime, instead of just drug crime.

Our new initiative, "Community Partnerships Against Crime," COMPAC, would deliver a heavier dose of prevention than the Public Housing Drug Elimination Program. Through COMPAC, we'll be able to support community-based approaches to public housing crime, including community policing, anti-gang programs, youth programs, and other initiatives that engage such groups as the Boys and Girls Clubs, churches, and private nonprofit organizations to work with residents and law enforcement to prevent crime as well as fight it.

We have launched a number of other initiatives to prevent crime in public housing and surrounding communities by reaching out to youth in these areas and engaging them in constructive after-school and weekend activities. H.R. 3315 would assist these efforts through its support of such programs as summer youth activities, recreation programs, and midnight basketball.

Mr. Chairman, steady work at a living wage is the best preventive measure I know of in the fight against crime. A number of our other initiatives -- the Step-Up program, Youthbuild, and Youth Apprenticeship -- focus on employment opportunities for adults and youths in public housing communities.

At risk of belaboring the obvious, let me say that HUD is not a law enforcement agency. And let me add that "housing and urban development" doesn't adequately describe what we're about in the 1990s. We're really a "department of community" - - not housing or development per se. What we're really about is helping people build "communities of opportunity," where they have a real chance to thrive and make a better life for themselves.

Building these kinds of communities is, in the long run, the best way to combat crime and violence -- through prevention. That is our perspective at HUD, and it's President Clinton's perspective.

But with that said, Mr. Chairman, I must reiterate that prevention has to go hand-in-hand with tougher and more effective law enforcement. Effective law enforcement creates the kind of environment in which slower-working, longer-term preventive measures can succeed.

The last thing we need in this struggle against crime -- which is literally a life-or-death struggle in our inner cities -- is political winners and losers. What we need to do is to continue to work together, to accommodate multiple approaches and solutions, and to keep our eyes fixed on the common prize that we all hold so dear.

OPERATION SAFE HOME

Now, I'd like to talk a little about what HUD is doing to fight crime, drugs and violence, as well as fraud and abuse, in our nation's public housing. We have recently announced, in conjunction with the Vice President, The Department of Justice, The Department of The Treasury and the Office of National Drug Control Policy, a project called Operation Safe Home.

This new initiative we're undertaking at HUD -- in cooperation with Attorney General Reno, Treasury Secretary Bentsen and Dr. Brown -- is part and parcel of the President's effort to make our communities safer. It's unique in that it cuts across federal departmental lines, drawing on the resources of HUD, Justice, Treasury, the FBI, the Bureau of Alcohol Tobacco and Firearms, even the Secret Service.

The success of Operation Safe Home also depends on the active engagement of local public housing authority management, tenant and community groups, civic leaders and local law enforcement agencies.

CONFRONTING CRIME WHERE IT HITS HARDEST

- **Operation Safe Home literally cuts to the chase, confronting violent crime where it hits communities hardest: in public and assisted housing.**
- **Let me just cite just a few startling statistics to illustrate how serious the problem is. In Chicago, the murder rate in public housing was three times that of the city as a whole in 1988. While here in the nation's capital a substantial percentage of all of the violent crime occurs within six blocks of HUD-owned housing.**

These statistics are all the more startling when we make note of the fact that the overwhelming majority of those arrested on housing authority property do not live there.

A COORDINATED APPROACH

- **Operation Safe Home will bring the law enforcement resources of the federal government, in cooperation with state and local authorities, to bear on violent crime in public and assisted housing.**
- **The effort we are undertaking cuts across departmental and agency lines at the federal level, involving HUD, the Department of Justice, the Treasury Department, the Drug Enforcement Administration, the ATF, the FBI, the Secret Service and U.S. Attorneys.**

- **We will also sponsor conferences on violent crime at selected public housing and assisted housing sites.**

And we are establishing a violent-crime steering committee at each site to recommend preventive measures and oversee efforts to prevent crime.

- **We're undertaking new initiatives -- such as the COMPAC to support law enforcement and crime prevention in public and assisted housing.**

Our Tenant Opportunity Program (TOP) will expand existing training programs for public housing residents to give people a stake in their communities, and prevent crime.

COMBATING WHITE COLLAR CRIME

- **We're not stopping with violent crime and drug crime; Operation Safe Home also targets white collar crime in public and assisted housing.**
- **The HUD Office of Inspector General (OIG) and the FBI are cracking down on public housing fraud; on bribery, embezzlement, and bid-rigging. We are also cracking down on "equity skimming" in HUD-insured, privately owned multifamily housing.**
- **We will not let residents be victimized by the fraudulent activities of a few public housing officials and landlords.**
- **HUD's OIG, together with the Department of Justice and U.S. attorneys are working to develop an effective strategy for prosecuting these cases.**

SENDING A CLEAR MESSAGE

- **Our message is simple and straightforward to gangs, drug dealers and other criminals who would defraud taxpayers and prey on public and assisted housing residents: There is no safe harbor for you, so don't even think about it.**
- **To the residents of public and assisted housing who so desperately need a decent, wholesome, safe, environment -- our message is this: We will not write off your communities as unsalvageable war zones. We will not consign you to lives of round-the-clock fear. We will not look the other way while your children are lost to violence and drugs.**
- **Public housing and publicly assisted housing should be engines of transition: from welfare to work; from dependence to self-sufficiency; from tenancy to homeownership.**

- **They must be safe environments; places where people can walk the streets without fear, where children can go to and from school and play outside without jeopardy.**
- **We are committed to making public and assisted housing safe, decent places to live, places where people can not only live but thrive.**

Chairman Schumer and members of the Judiciary Committee, thank you for offering me this opportunity to discuss the efforts that Congress and the Clinton Administration are taking to combat crime. We want to work together with you to return safety to the lives of all the American people and to our communities. I'll be happy to answer any questions you may have.

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ATTORNEY GENERAL JANET RENO
MENT MONDAY, APRIL 11, 1994

Eddie is an example to me of the young people of America, people who want to belong, who want to contribute, who want to make a difference, and need just a little bit of support along the way.

Eddie? (Applause.)

MR. KUTANDA (SP): I'd like to thank President Clinton and Attorney General Reno for being here. (Applause.)

I'd like to introduce community police officers, Officer Harold White (sp) and Tony Patton (sp). (Applause.) And I'd like to introduce two friends of mine, Tyrone Bryan (sp) and Fung Du Wung (ph). They're in my acting group, Extreme Closeup, and you know, we do, like, acting up in NYC, Dorchester Youth Collaborative, and we do writing and acting and stuff. (Applause.)

Like, back in the days I used to hate the police, like, I used to run the streets with my friends, my friends used to pump my head up with all kinds of things like, Oh, the police are whack, and this and that. And just because they were the violent ones and they will get put away, so they'll be mad about it, and that's -- of course you're going to feel like that.

Then I started going up NYC. That's where I met Tyrone and Fung. You know, we started doin' acting and stuff, 'cause NYC's a place, you do stuff what you want to do. You escape the streets and get away from violence and gangs and drugs. You know, that's the place I needed -- we needed. Then we met Harold and Tony after awhile. At first I was shaky about them, but I got surprised 'cause they helped me turn my life around. You know, they were there for me like brothers, you know, and I love 'em. You know, Tyrone, Fung and myself, we're not -- and I'll say it again -- we're not a lost generation. (Applause.) Even though a lot of adults are trying to lose us.

At NYC we found Harold and Tony, and they found us. Thank you.

ATTY GEN. RENO: Last Tuesday night I heard one of the most eloquent people I've heard in a long time, a person who cares passionately about her community and about all of its people, Mrs. Earline (sp) Williams of Trenton.

MRS. WILLIAMS: Good afternoon.

My husband Thornton and I are senior citizens. We retired from our respective jobs when we reached the age of 62. We live in the west ward of Trenton, the capital of New Jersey. Thornton and I

Crime Bill Garbage Barge

I READ THE OMNIBUS CRIME BILL LAST WEEK. IT IS A remarkable document, 960 pages long. Some of its provisions are legend. It would fund 100,000 more cops. It would ban semiautomatic assault weapons and impose the death penalty for 51 new crimes. It includes the notorious "three strikes and you're out" rule for violent felons, derided by former deputy attorney general Philip Heymann in his noisy departure last week. Heymann rehearsed the predictable, knee-jerk criticisms of the bill as he made the rounds, granting valedictory interviews to all and sundry, trying to ease the embarrassment of having been fired by someone he doesn't respect—the spaceball Attorney General Janet Reno. And he's sort of right, in a feckless, wrong-headed way: there is a lot of nonsense in the crime bill. But it isn't only "get tough" nonsense; the bill is overwhelmed by "get soft" wishful thinking (of the sort Heymann would favor) as well. Indeed, the most amazing aspect of this legislative extravaganza is that nearly \$9 billion—of the \$22.3 billion total—is set aside for social programs.

"We've been waiting for someone to notice that," said one of the Senate Judiciary Committee staffers who wrote the bill. "We figured this was the only piece of social legislation we'd pass this year, so we threw everything in." Some of the stuff "thrown in" is solid, worthy and honorable. There is \$300 million for prison drug-treatment programs (recent studies show that jail may be the only place such regimes have significant success rates). There is about \$600 million for after-school recreation programs, which only the heartless would oppose. There's another billion or two, also worth spending, in various pilot programs, especially those dealing with youthful offenders. But there is a garbage barge full of dubious liberal fantasies in this bill, too. "Crime pork," says a White House aide. "It would be nice to strip it out, but that isn't going to happen."

Although there is nonsense and irrelevance sprinkled throughout—a drug-free truck-stop provision; \$3 million to find lost Alzheimer's victims; \$23.5 million to prosecute telemarketing fraud; \$40 million for community-development loans and on and on—the more questionable aspects of this bill can be summarized in two broad subcategories. The first might be called the Community College Criminologist Employment Act of 1994: there are seven national commissions (including one presidential "summit"), six task forces, 16 reports, four studies and four assessments, advisory boards or councils established in this bill. I may have missed a few, but there's enough work here to keep midlevel bureaucrats and mediocre academics busy well into the next century. They can study "the nature and prevalence of mental illness" among youthful offenders. They can make an assessment of "crime against senior citizens." They can vie for \$10 million in grants to study racial bias

in the justice system. They can join the "Economic Terrorism Task Force" or get a "family unity" study grant to see if there should be family jails for women with children. Most, however, will find themselves studying the war between the sexes, which—in this crime bill—assumes bizarre, Armageddonic proportions. There are 12 commissions, studies and reports dealing with domestic violence or "gender" crimes, including the inevitable "national baseline study" of campus sexual assaults.

This leads to the second broad subcategory of questionable expenditures, which might be titled the Catharine MacKinnon Omnibus Obsession Act. And here the money really begins to flow: \$610 million for spousal-violence prevention, \$900 million to address crimes against women, \$195 million for rape-prevention

education, \$20 million for safe campuses for women, \$30 million to combat rural domestic violence, \$30 million to reduce the sexual abuse of runaway homeless children. There is even \$600,000 to educate judges in how to handle gender crimes.

Worthy enterprises: Now, no one would dispute that violence against women is a serious problem. No doubt, rape crisis centers and domestic-abuse hot lines are worthy enterprises (which is why so many exist, funded by local governments and contributions from activists). But one wonders why college campuses should be singled out as particularly unsafe, and how much government can do about preventing the abuse of runaway children—or stop

men from brutalizing their wives. The most plausible rape-prevention program would be to put more cops on the street and more rapists in jail (although one of Florida's proposed solutions—castration—does have intriguing deterrent possibilities).

One wonders about the haphazard sense of priorities here: if we're going to spend \$9 billion on social work, why not address the real root causes of crime, like a welfare system that encourages family disintegration? Better still, why not just have a nice clean crime bill? A clean bill would address the basic problem: local governments have been overwhelmed by violence. It would provide more cops, with one simple requirement: that they actually work the streets, especially in the evenings and on weekends (in New York—and probably in some other cities—"community" policing is a 9-to-5 weekday job). It would provide more money for states to build jails, but only if they stipulated that violent criminals would receive very long mandatory sentences. It would provide some money for prevention programs—both proven and (a few) speculative—as well. As for the rest, how about a deal? Conservatives abandon their grandstanding about sentencing if liberals abandon their studies, commissions and gazillions for "counseling." A small drug-free truck-stop pilot project might, however, be worth the money: I'm curious about what one would look like.



JOHN FICARA—NEWSWEEK

Shooting the breeze: Clinton at police firing range

And the Band Stopped Playing

Transition: Author Randy Shilts lived and died the brutal struggle against AIDS

AS A JOURNALIST, RANDY Shilts did his best to keep his life and his work separate, but they intersected many times and came together, inevitably, in his death. He came out of the closet in 1972, the Paleocene of gay liberation, and was infected with the AIDS virus, he calculated, in 1980 or 1981, just as the first puzzling cases of rare cancers and infections began surfacing among gay men. That was his bad luck; by 1982 he had become an early convert to safe sex. Years later, in his monumental history of AIDS, "And the Band Played On," he was to write that "doctors noted that gay men [in San Francisco] who had stopped getting inseminated by the end of 1982 tended to avoid infection with the AIDS virus." On the day in 1987 that he turned in the manuscript, Shilts saw his doctor and discovered that the rule didn't necessarily hold for everyone.

He held off the virus for five more years, until pneumonia caught up with him as he raced to finish his third book, "Conduct Unbecoming," a history of homosexuals in the American military. (His first was a biography of Harvey Milk, the gay San Francisco politician who was assassinated in 1978.) When Shilts died last week in his Guerneville, Calif., home at the age of 42 he became one of an estimated 50,000 Americans who will die this year in what doctors are now



JAMES D. WILSON—NEWSWEEK

The messenger: One of the movement's 'grand old men,' at home

calling a "mature" epidemic—one that infects about as many new victims as it kills.

He kept his condition a secret as long as he could. "Every gay writer who tests positive ends up being an AIDS activist," he once said. "I wanted to keep on being a reporter." From his post at the San Francisco Chronicle, as the first full-time reporter on AIDS for a major American daily, he did as much as anyone to publicize the epidemic and what he viewed as the government's cynical

indifference to it. "By the time President Reagan had delivered his first speech on the epidemic . . .," he wrote, "36,058 Americans had been diagnosed with the disease; 20,849 had died." To straight Americans he brought the reassuring news that the only way to get AIDS from a mosquito was to have unprotected anal sex with one. To his

own community, he had a more stringent message, that promiscuity and anonymous bathhouse sex were killing them. This ran counter both to the commercial interests of the bathhouse owners and to the broader issues of gay identity and liberation embodied in a remark attributed in Shilts's book to San Francisco activist Konstantin Berlandt: "I didn't become a homosexual so I could use condoms." Shilts was called "a gay Uncle Tom," booed and spat on in the streets of the Castro. "A lot of those people are still angry at Randy for wanting the bathhouses closed," his friend Larry Kramer, the writer and AIDS activist, said last week. "But a lot of them are dead."

Shilts acknowledged the special responsibility his homosexuality conferred on him. "Any good reporter could have done this story," Shilts said in 1987, after "Band" was published. "But I think the reason I did it, and no one else did, is because I

am gay. It was happening to people I cared about and loved." Combining passion with scrupulous journalism, Shilts leaves behind an invaluable chronicle of one of the great events of his time, and a dwindling band of friends who lived through the horrors of the 1980s with him. "We were the two grand old men of the AIDS activism movement," said Kramer; "now that he's gone I'm all alone and I feel naked and frightened."

JERRY ADLER with CAREY MONSERRATE

DIED: Author and historian **Christopher Lasch**, 61; of cancer, in Pittsford, N.Y., Feb. 14. Lasch was best known for "The Culture of Narcissism," his 1979 best seller that criticized a dangerously self-obsessed American society. The left-leaning University of Rochester history professor wrote numerous political and cultural critiques. President Jimmy Carter consulted him for his famous 1979 "national malaise" speech.

Journalist **Robert Sherrod**, 85;

of emphysema, in Washington, D.C., Feb. 13. Sherrod's stint as a war correspondent in the Pacific theater for Time and Life magazines during World War II led him to author a series of books, including the classic "On to Westward: the Battles of Saipan and Iwo Jima" (1945). Sherrod later served as an editor at The Saturday Evening Post.

Sculptor **Donald Judd**, 65; of lymphoma, in New York, Feb. 12. Judd started out as a painter, then switched to sculpture

and pared his art down to austere, boxlike forms in plywood, metal and plastic. During the 1960s Judd became the minimalist's minimalist. Later he designed furniture and buildings on his 45,000-acre Chinati Foundation grounds in Marfa, Texas.

Former Olympic skier **Gretchen Fraser**, 75; of natural causes, in Sun Valley, Idaho, Feb. 17. Fraser's 1948 gold medal in St-Moritz was the first for an American skier.

MARRIED: Grateful Dead guitarist **Jerry Garcia**, 51, and filmmaker **Deborah Koons**; in Sausalito, Calif., Feb. 14. The pair, who met at a Dead concert in the '70s, wed in a traditional Episcopal ceremony.

FOLDED: The influential humor magazine **Spy**; after an unsuccessful search for a buyer. Spy was launched in 1986 by E. Graydon Carter and Kurt Andersen and was a perennial thorn in the side of Donald Trump, among others.