# NLWJC – Kagan

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# Crime – Youth Gun Initiative

# (Elena's Files)

FOIA Number: Kagan

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Crime - youth gun initiative

THE WHITE HOUSE

WASHINGTON

July 7, 1998

# YOUTH HANDGUN SAFETY EVENT

| | |
|---|---|
| **DATE:** | July 8, 1998 |
| **LOCATION:** | Rose Garden |
| **BRIEFING TIME:** | 10:55 am |
| **EVENT TIME:** | 11:30 am |
| **FROM:** | Bruce Reed |

## I. PURPOSE

To announce three news steps that the Administration will take to continue to promote gun safety and responsibility throughout the country. Specifically, you will: (1) call on Congress to pass Child Access Prevention (CAP) legislation; (2) require federally licensed gun dealers to post signs and issue warnings concerning juvenile handgun possession; and (3) partner with the State of Maryland to reduce gun-related violence.

## II. BACKGROUND

You will be addressing approximately 100 law enforcement representatives and gun safety advocates on the importance of keeping guns out of the hands of children. As you know, the recent surge of school shootings has fueled increased national attention in gun safety and responsibility. This event is an opportunity to highlight the Administration's ongoing commitment to reducing youth gun violence. You will be introduced by Suzann Wilson, the mother of Brittheny Varner who, at age 11, was one of the victims of the Jonesboro school shooting. As an Arkansas native, Suzann is supportive of gun ownership but has now become a strong advocate for national CAP legislation.

Specifically you will make the following announcements:

- **A National Child Access Prevention (CAP) Law.** You will call on Congress to promote gun safety and responsibility nationwide by working with the Administration to pass federal legislation that holds gun owners criminally responsible if they fail to keep loaded firearms out of the reach of children. Fifteen states have enacted CAP laws. A recent study published by the Journal of the American Medical Association found that CAP laws reduced fatal unintentional shootings by an average of 23%. Senators Durbin and Chafee have introduced a CAP bill in the Senate. In addition, Rep. Carolyn McCarthy and Senator Kennedy have included a CAP proposal as part of a broader gun package.

- **The Youth Handgun Safety Act.** Passed as part of the 1994 Crime Act, the Youth Handgun Safety Act generally prohibits juveniles from possessing handguns and adults from transferring handguns to juveniles. In response to your directive to the Treasury Department last year, the ATF will now publish a final regulation requiring all federally licensed gun dealers to post signs and issue written warnings that state the following:

  *(1) The misuse of handguns is a leading contributor to juvenile violence and fatalities;*

  *(2) Safely storing and securing firearms away from children will help prevent the unlawful possession of handguns by juveniles, stop accidents and save lives;*

  *(3) Federal law prohibits, except in certain limited circumstances, any one under 18 years of age from knowingly possessing a handgun, or any person from selling, delivering or otherwise transferring a handgun to a person under 18; and*

  *(4) A knowing violation of the prohibition against, selling, delivering or otherwise transferring a handgun to a person under 18 is, under certain circumstances, punishable by up to 10 years in prison.*

- **Maryland Gun Enforcement Initiative.** Building on your Youth Crime Gun Interdiction Initiative, which is tracing all crime guns in 27 pilot cities, you will announce that the Administration will partner with the State of Maryland to launch a joint ATF-Maryland State Police initiative effort to trace every crime gun seized in the state. Additionally, Maryland will target "Youth Gun Hot Spots" throughout the state; expand enforcement of the state's CAP law; and establish an Office of Gun Enforcement to coordinate these efforts and generally facilitate gun investigations.

## III. PARTICIPANTS

Briefing Participants:
Bruce Reed
Rahm Emanuel
Larry Stein
Jose Cerda

Event Participants:
Attorney General Reno
Secretary Rubin
Suzann Wilson, mother of Jonesboro school shooting victim
Superintendent of Maryland State Police, Colonel David Mitchell

Seated on stage:
Secretary Riley
Senator Richard Durbin
Senator John Chafee

Representative Carolyn McCarthy

## IV. PRESS PLAN

Open Press.

## V. SEQUENCE OF EVENTS

- **YOU** will be announced onto stage accompanied by Secretary Rubin, Attorney General Reno, Colonel David Mitchell, and Suzann Wilson.
- Secretary Rubin will make remarks and introduce Colonel David Mitchell.
- Colonel David Mitchell will make remarks and introduce Attorney General Reno.
- Attorney General Reno will make remarks and introduce Suzann Wilson.
- Suzann Wilson will make remarks and introduce **YOU.**
- **YOU** will make remarks and then depart.

## VI. REMARKS

Remarks Provided by Speechwriting.

**President Clinton: Promoting Gun Safety and Responsibility**
**Questions and Answers**
**July 8, 1998**

## Youth Handgun Safety Signs and Warnings

**Q: Can you tell us more about the signs and warnings that gun dealers will be required to post and issue?**

A: On June 11, 1997, the President signed a directive to require federal firearms dealers to post signs and issue warnings about the responsibility that gun purchasers have under current law to not transfer a handgun to juveniles -- as well as about the dangers that handguns pose to children generally.

After going through an extensive comment period -- and hearing from gun manufacturers, gun control advocates, and others -- the President today announced that next Monday the Department of the Treasury will publish in the Federal Register the final regulation requiring federally licensed gun dealers to post signs and issue warnings to handgun purchasers concerning youth handgun safety. The signs, which are 17" x 22" in size, and written warnings will be printed and distributed through the Bureau of Tobacco, Alcohol and Firearms (ATF). Approximately 90,000 federally licensed firearms manufactures, importers and dealers will have to comply with this new regulation.

**Q: What happens if a gun dealer refuses to post the new signs or issue the written notices provided by ATF?**

A: Any licensee who willfully fails to comply with the Gun Control Act -- or regulations promulgated under the Gun Control Act -- is subject to having his or her license revoked.

**Q: How many firearms used by juveniles actually come from federally licensed gun dealers?**

A: According to ATF's tracing data, nearly <u>all</u> firearms used by juveniles can be originally traced back to a federally licensed gun dealer; however, the firearms may have gone through several other persons in the interim. And in the 17 cities where ATF, as part of the President's Youth Crime Gun Interdiction Initiative, is tracing all recovered crime guns -- one out of every ten is traced back to a juvenile.

Thus, there is ample evidence that for almost every gun that gets into a juvenile's hands, an adult had the opportunity -- in fact, the legal responsibility -- to stop that transfer from taking place. The signs and warnings being required by the Administration will put adult gun purchasers on notice about this responsibility and warn them about the legal sanctions that may apply if this responsibility is ignored.

**Q: Can you clarify under what authority the Administration is requiring gun dealers to post these signs and issues written notices?**

A: The authority for this action is two-fold: (1) 18 U.S.C. Sec. 926(a) generally provides that the Secretary of the Treasury may proscribe certain rules and regulations to carry out the provisions of the 1968 Gun Control Act; and (2) 18 U.S.C. Sec. 922(x)(1) -- or the Youth Handgun Safety Act, which was included by Senator Kohl as an amendment to the 1994 Crime Act -- prohibits, in most circumstances, juveniles from possessing handguns, and adults from transferring handguns to juveniles.

**Q: Why did it take the Treasury Department so long to implement the President's directive of June 11, 1997?**

A: Pursuant to the Administrative Procedure Act, agencies are generally required to provide notice and comment prior to issuing a final regulation. On August 27, 1997, ATF issued a notice of proposed rulemaking. The comment period for this rulemaking closed on November 25, 1997. After carefully considering the 62 comments received in response to the proposed rule, ATF drafted the final regulation being announced today.

**Q: What punishments are provided for in the Youth Handgun Safety Act?**

A: Juveniles who violate the ban on handgun possession are subject to mandatory probation. Adults who violate the prohibition on transferring handguns to juveniles are punishable by a prison term of 1 to 10 years, depending on the circumstances. If the transferor knew or had reasonable cause to believe that the juvenile intended to carry or use the handgun in the commission of a crime of violence, the punishment may be a fine and/or imprisonment of up to ten years. In other circumstances, the punishment may be a fine and/or imprisonment of up to one year.

Additionally, the Administration has called for increasing both of these penalties in its juvenile crime legislation. Specifically, the Administration has proposed replacing mandatory probation for juveniles with up to one year of imprisonment, and providing for a mandatory minimum sentence of three years for adults who knowingly transfer a handgun for a juvenile to use in a violent crime.

<u>Child Access Prevention Legislation (CAP)</u>

**Q: In challenging Congress to pass federal CAP legislation, did the President specifically endorse the Durbin-Chafee bill?**

A: The President believes that the Durbin-Chafee bill -- and similar language incorporated into broader gun legislation introduced by Senator Kennedy and Representative McCarthy -- is a good first start. It is a serious bipartisan attempt to promote gun safety and responsibility throughout our country by holding gun-owning adults who fail to keep loaded firearms out of the reach of children criminally responsible for their actions.

Fifteen states have enacted CAP laws, and a recent study by the Journal of the American Medical Association found that they reduced unintentional shootings by an average of 23%. So the President supports the Durbin-Chafee effort, and he has asked the Secretary of the Treasury and Attorney General to work with the Senators to pass the best federal CAP law possible.

Q: **What are the 15 states with CAP laws?**

A: The 15 states with CAP laws on the books include:

Florida (enacted in 1989);
Connecticut (enacted in 1990);
Iowa (enacted in 1990);
California (enacted in 1991);
Nevada (enacted in 1991);
New Jersey (enacted in 1991);
Virginia (enacted in 1991);
Wisconsin (enacted in 1991);
Hawaii (enacted in 1992);
Maryland (enacted in 1992);
Minnesota (enacted in 1993);
North Carolina (enacted in 1993);
Delaware (enacted in 1993);
Rhode Island (enacted in 1995); and
Texas (enacted in 1995).

**Maryland Gun Enforcement Initiative**

Q: **What exactly is the Administration's role in the Maryland Gun Enforcement Initiative being announced today.**

A: The Administration welcomes Maryland's new initiative as a way to expand collaboration with federal law enforcement in investigating, prosecuting and incarcerating illegal gun traffickers and reducing gun violence. Baltimore is already one of the 27 cities tracing all recovered crime guns as part of the President's Youth Crime Gun Interdiction Initiative. The initiative announced today will allow the Administration to expand this effort to the entire state of Maryland. By helping Maryland trace all recovered firearms, Maryland can maximize information about the illegal sources of firearms and build a statewide strategy against illegal firearms trafficking.

Maryland's new initiative demonstrates that federal, state, and local law enforcement can work together to broaden their approach from simply reacting to gun crimes -- to a proactive enforcement strategy aimed at reducing the illegal supply of guns and preventing gun violence in the first place.

**Child Access Prevention Legislation (CAP)**

**Q: What specific changes will the Administration be seeking to the Durbin-Chafee CAP legislation?**

A: The Attorney General and Secretary of the Treasury have recommended that the proper federal role for child access prevention legislation would be to target the most egregious offenses. We support -- and, in fact, have transmitted to states -- model legislation very similar to the Durbin-Chafee bill that would encourage states to prosecute and punish negligent storing of firearms. However, we believe that federal CAP legislation should be tougher and targeted. Accordingly, after reviewing the Durbin-Chafee bill, the Attorney General and Treasury Secretary have recommended three changes:

(1) Raising the standard of liability from negligence to recklessness. This means that a person must be aware of the risk and disregard it. By contrast, a standard of negligence would apply to any person who should be aware of a risk, but is not.

(2) Elevating the offense from a misdemeanor to a felony. Since Justice and Treasury propose targeting the most egregious cases -- not simply negligence -- they support tougher penalties -- or at least one year's imprisonment.

(3) Limiting federal jurisdiction to cases where a child causes death or bodily injury.

We intend to work with Senators Durbin and Chafee to pass the best federal Child Access Prevention law possible -- and to encourage states to adopt complimentary laws as well.

# PRESIDENT CLINTON:
# PROMOTING GUN SAFETY AND RESPONSIBILITY

July 8, 1998

*"From now on, no one who enters a gun shop should mistake their responsibility. All federal gun dealers will now be required to issue written warnings and post signs like this one. The sign makes plain for all to see -- in black and white, in the simple, direct language of the law -- it is illegal to sell, deliver, or transfer a handgun to a minor. Period."*

President Bill Clinton
July 8, 1998

Today, President Clinton is joined by Attorney General Janet Reno, Secretary Robert Rubin, Secretary Richard Riley, Senator John Chafee (R-RI), Senator Richard Durbin (D-IL), Representative Carolyn McCarthy (D-NY), Suzann Wilson, mother of Jonesboro school shooting victim Brittheny Varner, Superintendent of Maryland State Police David Mitchell, and Maryland Lieutenant Governor Kathleen Kennedy Townsend to announce three new steps the Administration is taking to promote gun safety and responsibility throughout the country. Specifically, the President will (1) announce the publication of a final regulation requiring all federally licensed gun dealers to post signs and issue warnings concerning juvenile handgun possession; (2) Call on states and Congress to pass Child Access Prevention (CAP) legislation; and (3) announce a partnership with the state of Maryland to reduce gun-related violence.

**THE YOUTH HANDGUN SAFETY ACT.** Passed as part of the 1994 Crime Act, the Youth Handgun Safety Act generally prohibits juveniles from possessing handguns and adults from transferring handguns to minors. Today, in response to a directive issued last year by the President, the Treasury Department will announce the publication of a final regulation requiring all federally licensed gun dealers to post signs and issue written warnings that state the following:

- The misuse of handguns is a leading contributor to juvenile violence and fatalities;
- Safely storing and securing firearms away from children will help prevent the unlawful possession of handguns by juveniles, stop accidents, and save lives;
- Federal law prohibits, except in certain limited circumstances, anyone under 18 years of age from knowingly possessing a handgun, or any person from selling, delivering, or otherwise transferring a handgun to a person under 18; and
- A knowing violation of the prohibition against selling, delivering, or otherwise transferring a handgun to a person under the age of 18 is, under certain circumstances, punishable by up to 10 years in prison.

**HOLDING GUN-OWNERS ACCOUNTABLE FOR CHILD SAFETY.** President Clinton is calling on states and Congress to pass Child Access Prevention (CAP) laws that hold adults responsible if they allow children easy access to loaded firearms. Fifteen states have already passed CAP laws, and the President is seeking a tough, targeted, federal CAP law with new penalties to punish serious offenders. A recent study published by the Journal of the American Medical Association found that CAP laws have reduced fatal unintentional shootings by an average of 23 percent.

**BUILDING A PARTNERSHIP WITH STATE AND LOCAL LAW ENFORCEMENT.** In support of the President's Youth Crime Gun Interdiction Initiative, the Administration will begin a partnership with the State of Maryland to launch a joint ATF-Maryland State Police initiative to trace every gun seized in the state that was used in a crime. This effort will allow the state of Maryland to maximize information about the illegal sources of firearms and build a statewide strategy against illegal firearms trafficking. Today's announcement is another example of federal, state, and local law enforcement working together to broaden crime prevention strategies from simply reacting to gun-related crimes to a strategy aimed at reducing the illegal supply of guns and preventing gun violence in the first place.

01:42:58 PM

Record Type: Record

To: Laura Emmett/WHO/EOP

cc:
Subject: 1998-07-08 remarks on children and handgun safety

---------- Forwarded by Neera Tanden/WHO/EOP on 07/09/98 01:53 PM ----------

**SUNTUM_M @ A1**
07/08/98 12:28:00 PM

Record Type: Record

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

cc:
Subject: 1998-07-08 remarks on children and handgun safety

THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release July 8, 1998

REMARKS BY THE PRESIDENT
ON CHILDREN AND HANDGUN SAFETY

Room 450
Old Executive Office Building

12:03 P.M. EDT

THE PRESIDENT: I would like to begin by thanking Suzanne Wilson for making the long trip up here from Arkansas, with her sister, to be with us today, so soon after that terrible tragedy. Most people wouldn't feel like going out of the house, much less coming all the way to Washington, and I think it is a real credit to her and to her devotion to her daughter that she is here today. (Applause.)

I want to thank Colonel Mitchell and Lt. Governor Kathleen Kennedy Townsend, and in his absence, Governor Glendening, for the path-breaking work being done in Maryland on this important issue. I thank Secretary Rubin and Mr. Johnson and Mr. Magaw for being here, and the work the Treasury Department is doing. Thank you, Secretary Riley, for the work you've done to have zero tolerance for guns in schools. Thank you, Attorney General Reno, for the steady work now we have done for six years to try to bring this issue to the American people.

I thank Senator Durbin, Senator Chafee, Senator Kohl, and a special word of thanks to Representative Carolyn McCarthy. And to all the advocates out here, I welcome you here and I thank you, and especially to the law enforcement officers.

I think that this recent series of killings in our schools has seared the heart of America about as much as anything I can remember in a long, long time. I will always personally remember receiving the news from Jonesboro because it's a town I know well. I know the local officials, I know the school officials. I've spent large numbers of days there. I've been in all the schools and answered the children's questions. And once you know a place like that, you can't possibly imagine something like this occurring.

But it's happened all over the country. I was in Springfield, Oregon, as you know, in the last couple of weeks, meeting with the families there. I think every American has sent out prayers to Suzanne and the other parents and the other spouses and people who were so wounded by this. But in a fundamental way, our entire nation has been wounded by these troubled children with their guns.

As has already been said, these events have been even more difficult for us to understand because they're occurring at a time when we've had the lowest crime rate in America in 25 years and, for the first time in a decade, a steady drop in the juvenile crime rate. So we struggle for answers. We say, well, does the popular culture have anything to do with this? Does good parenting have anything to do with this? And we know that probably everything we consider has something to do with this. But no matter how you analyze this, it is clear that the combination of children and firearms is deadly. As parents, public officials, citizens, we simply cannot allow easy access to weapons that kill.

For five years now, our administration has worked to protect our children, and we are making progress, as has been said. A great deal of the credit goes to far-sighted leaders at the city level and at the state level -- people like Lt. Governor Kathleen Kennedy Townsend and Superintendent Mitchell, Governor Glendening.

We're well on our way toward putting 100,000 police on

the street. About a quarter of a million people have not been able to buy guns in the first place because of the Brady law, because of their criminal background or their mental health history. We have banned several types of assault weapons and have struggled to preserve the integrity of that law against a commercial assault from importers.

School security is tighter; anti-gang prevention is better; penalties are stronger. We promoted discipline in schools with anti-truancy and curfew and school uniform policies, and, in various ways, they have worked marvelously in many communities. And we have a national policy now in all our schools of zero tolerance for guns in schools. Over 6,000 students with guns were disarmed and sent home last year, doubtless preventing even more terrible acts of violence.

But it is not enough if children have access to guns. In Springfield, Oregon, the young man in custody was sent home the day before because he had a gun in the school.

So, yes, our laws must be strong, our enforcement resolute. At home, parents must teach their children the difference between right and wrong and lead them away from violence. But recent events remind us that even if all this is done, it is still too easy for deadly weapons to wind up in the hands of children -- by intent or by accident -- and then, to lead to tragedy -- by intent or by accident.

We can't shrug our shoulders and say, well, accidents will happen, or some kids are just beyond hope. That is a cop-out. Instead, every one of us must step up to our responsibility, that certainly includes gun owners, gun purchasers, and gun dealers. Today, we say to them, protecting children is your responsibility too, and there are penalties for the failure to fulfill it.

In response to the directive I issued to Secretary Rubin in June of last year, all federal gun dealers will now be required to issue written warnings and post signs like that one over there. The sign makes it plain for all to see in simple, direct language, that it's illegal to sell, deliver or transfer a handgun to a minor, period. From now on, no customer or employee can avoid personal responsibility by pleading ignorance of the law.

Responsibility at gun shops, of course, must be matched by responsibility at home. Suzanne talked movingly about that. Guns are kept in the home for many purposes, from hunting to self-defense. That is every family's right and, as she said more eloquently than I, that is not in question. The real question is every parent's responsibility, every adult's responsibility to make sure that unsupervised children cannot get a hold of the guns. When guns are stored carelessly, children can find them, pick them up, court danger. Most will put them back where they found them. Others, as we know now from hard experience, will touch the trigger by accident; a troubled few will take guns to school with violence in mind.

Too many guns wielded in rage by troubled adolescents can be traced back to an irresponsible adult. As has been previously said, in Maryland now, and now in 14 other states, parents have a legal responsibility to keep guns locked and out of reach of young hands. That should be the law in all 50 states. There are 35 more

that ought to follow Maryland's lead. It should be the practice in every home.

There is also a proper federal role in preventing children's access to firearms, and Congress should pass a tough, targeted child access prevention law with new penalties to punish the most egregious offenders.

I applaud Senators Chafee and Durbin for their legislation, starting us down the road toward making this the law of the land. I thank Senator Kohl and Representative McCarthy for their strong support. They are doing the right thing. And during the last days of this legislative session, this is how we should move forward -- again I say, with progress, not partisanship.

There is much we must do in public life to fulfill our obligation to our children. More than a year ago, we directed all federal law enforcement agencies to issue child safety locks to federal officers so that their guns could not be misused. A majority of our gun manufacturers have joined us voluntarily in this effort, and that has been successful. I hope all other gun manufacturers will follow suit.

The real work, of course, must still be done in our homes -- beyond law and policy -- to the most basic values of respect, right and wrong, conscience and community, and violence rejected in favor of nonviolence and communication. Only parents can remedy what ails children in their heart of hearts. But the rest of us must do our part to help, and must do our part to contain the potential for destructive violence when things fail at home.

So I say again, this is an issue that has wounded every American in one way or the other. Of the four women standing to my right, three have lost members of their immediate family because of gun violence. All of us have grieved with them. We can do better. This is one big first step.

Thank you very much. (Applause.)

END 12:13 P.M. EDT

Message Sent To: _____

Crime-Youth Gun Initiative

**Jose Cerda III** 12/15/97 03:27:32 PM

Record Type: Record

To: Elena Kagan/OPD/EOP, Laura Emmett/WHO/EOP

cc: Leanne A. Shimabukuro/OPD/EOP
Subject: Youth Crime Gun Interdiction Initiative

EK:

Below please find the few sentences you requested on Treasury/ATF's expansion of the Youth Crime Gun Interdiction Initiative (YCGII) in the budget. The initiative received no special funding in FY 97. It received a $1 million line-item in FY 98 and should also receive $10 million from the Treasury Secretary's Forfeiture Fund. However, the current funding has generally not provided for ATF to hire/dedicate additional agents to the project or to increase investigations on gun traffickers (funding to date has generally provided training to state and locals, computer equipment/software and contract personal to do tracing).

The current OMB recommendation for FY 99 proposes $28 million for the YCGII -- $12 million that is already built into the base and an additional $16 million that they are supporting from the Presidential Priority Reserve (PPR). These funds will be used, in part, for new agents. Treasury is appealing for an additional $4 million in personal from the PPR.

> **Youth Crime Gun Interdiction Initiative** -- The proposed FY 99 budget includes $28 million to expand the President's Youth Crime Gun Interdiction Initiative (YCGII). This includes $16 million in new funds to hire 162 ATF agents to crackdown on illegal gun traffickers in the 27 youth crime gun cities, and $12 million to continue the Administration's comprehensive gun tracing in these cities. ATF's crime gun tracing has been a key component of Boston's successful youth violence strategy.

**NB:** If Treasury wins its appeal for an additional $4 million, which I believe DPC and Rahm should support, we could add 27 agents (mostly for training), 33 inspectors to visit firearms dealers, and 50 clerical and support staff to the above total.

Jose'

Crime - Youth Gun Interdiction

**Jose Cerda III** 12/15/97 03:27:32 PM

Record Type: Record

To: Elena Kagan/OPD/EOP, Laura Emmett/WHO/EOP

cc: Leanne A. Shimabukuro/OPD/EOP
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Jose'

Crime - Youth Gun Initiative

THE WHITE HOUSE
WASHINGTON

12-10-97

RAHM / BRUCE / ELENA:

ONE MORE REASON TO SUPPORT THE EXTRA FUNDS IN THE BUDGET PROCESS FOR ATF'S YOUTH GUN INTERDICTION INITIATIVE...

BC

Bureau of Alcohol, Tobacco & Firearms
Office of Public Information

# ATF News Summary

Monday, Dec. 8, 1997



ABCNEWS.com

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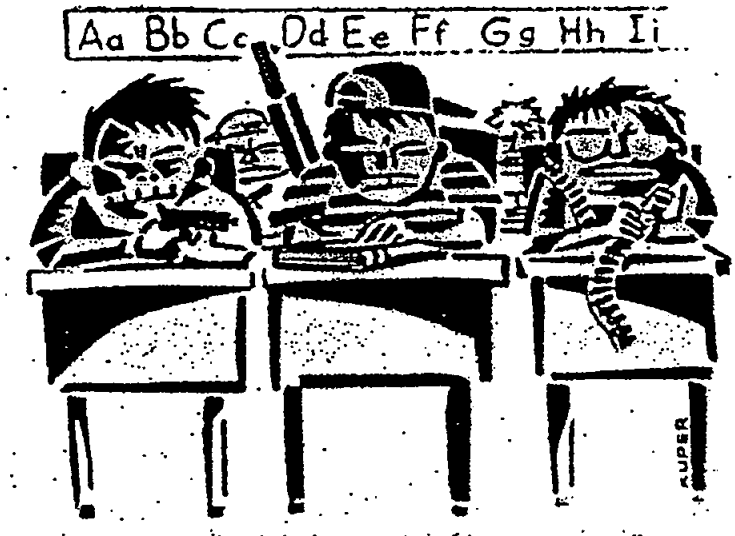
Across U.S., Gun Tracing Yields Early Results

## Kids Can Easily Get Guns




While violence in schools is down nationwide, guns are easily accessible for juveniles. Now a federal program to track guns is aiming to cut off the supply. (Illustration Peter Kuper)

Kids across the U.S. fear gun violence.
878k (avi)
859k (mov)
RealVideo
(download RealPlayer)

*By Jackie Cooperman*
*ABCNEWS.com*

Dec. 5 —A 14-year-old allegedly brings a small arsenal of semiautomatics into his West Paducah, Ky., high school, killing three classmates in a prayer circle. A teen in the hamlet of Pearl, Miss., guns down two students and injures seven others.

Both attacks happened in small towns, far from the

**In July 1996, the Youth Crime Gun Interdiction Initiative began in:**

Atlanta
Baltimore
Birmingham
Boston
Bridgeport, CT
Cleveland
Inglewood, CA
Jersey City, NJ
Memphis
Milwaukee
New York
Richmond, VA
St. Louis
Salinas, CA
San Antonio
Seattle
Washington DC

*Last summer, the federal government budgeted $ 11 million in new funding, and added*

Los Angeles
Philadelphia
Chicago
Detroit
Houston
Miami
Tucson
Minneapolis
Gary, ID
Cincinnati

youth gun violence in the last 10-12 years," Kennedy said.

## Policy Makers Optimistic

But not so much in Boston, where no young people have died from gun wounds in more than two years, a "miracle" widely attributed to gang prevention and gun tracing. Now 27 other cities are trying to copy that success by focusing on gun tracking, with help from the Bureau of Alcohol, Tobacco and Firearms.

Many law enforcement officials are optimistic that by targeting the gun supply, they can prosecute illegal dealers and get the weapons out of circulation.

"It's a pretty revolutionary idea," said Daniel Webster, an assistant professor at the Johns Hopkins Center for Gun Policy and Research in Baltimore.

Since the initiative began in 17 cities in July 1996, the ATF has initiated 86 investigations, recommended 90 defendants for prosecution, arrested 61 defendants and sentenced 15. The number of tracing requests from local police departments has grown exponentially: the ATF traced 191,378 guns in fiscal year 1997, up from 79,777 guns in fiscal 1995.

Ruger Model P95DC 9 mm

"Three years ago, if you looked around the country and said 'what are you doing about people selling guns to adult felons and juveniles?' the answer was essentially 'nothing,'" said Kennedy, one of the founders of Boston's initiatives. "And that's not true anymore."

## 'Boston Miracle' Inspires Cities

For five years, Boston police worked with the ATF to trace guns, but did not initially use the data. When they finally looked at the information two years ago, the statistics contradicted widely held theories. They discovered that guns were often sold legally, 30 to 40 at a time, to a "straw buyer," who then sells them illegally on the street. Also, the guns were often purchased locally, not trafficked from other states.

"Everyone thought all the guns were coming from down south," Kennedy said. In fact, the majority of guns in Boston came from within Massachusetts.

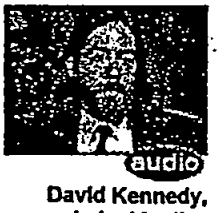
Most guns taken from people 21 years and younger were less than a year old, he added. "Those are guns that

urban centers typically associated with youth violence. And while violence in schools is down nationwide, an unprecedented federal gun tracing effort shows that no community should be surprised at kids bearing arms.

**Boston Police Chief Paul Evans wants to intervene before kids turn violent**
580k (wav)
(RealAudio)

In 17 cities, investigators found that young people often buy guns near their home towns, that guns move quickly from legal sales to illegal use and that even when they don't go on headline-making shooting sprees, teens are buying weapons with alarming ease.

"Most times it's a 9mm or a .380. You can tell who to go to," said Michael Hogan, an 18-year-old who left Atlanta, where he could buy a gun for the price of a pair of tennis shoes, for the Laurinburg Institute, a boarding school in Laurinburg, NC. "They're standing around with a bookbag on, and sometimes they'll give you the eye and ask you, 'do you smoke?' And then they'll say, 'I've got a pistol to sell' and you take it from there."




**David Kennedy, criminal justice researcher at Harvard, on why kids use guns**
504k (wav)
(RealAudio)

David Kennedy, a senior researcher at Harvard University's Kennedy School of government, believes police can drastically reduce crime by going after the people who make guns so accessible to juvenilles.

**Zastava Model 1983 .357-caliber Magnum**

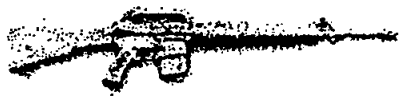
"There's been this historically unprecedented, and by any measure appalling increase, in

are just a skip and a jump from retail sale."

## National Cities Share Boston Trends

Preliminary results in the initial 17 cities showed similar trends, according to the ATF. Also, young people were more likely to use semiautomatic weapons, and the guns are often less than a year old. Like sneakers or other teen status symbols, a few brands of guns carried a high proportion of street chic, giving investigators leads for tracing.

"There are literally tens of thousands of different kinds of guns out there but we're not finding that many on the street," said Kennedy. "We're finding five or ten different models and the particular kinds of guns change from city to city, but you can focus your energies on those specific types of gun."



Norinco Type CQ 5.56 mm rifle

The ATF traced nearly 13,000 guns used in crimes in New York City. Of those, 11 percent came from juveniles.

Nationwide, the figure is 10 percent. In Seattle and Memphis, juveniles were responsible for more than 20 percent of illegal gun crimes. Handguns far outpaced all other types of guns recovered from crimes, making up 63 percent of all guns recovered in Salinas, Calif. and 98 percent in Atlanta.

## Guns Thrive With Gangs

Boston's "miracle" also hinged on the "demand" side of the gun market: gangs.

In May 1996, Boston gathered law enforcement officials ranging from community police officers to representatives from the U.S. Attorney's office. Together, they called in representatives from Boston street gangs and confronted them.

"This group met systematically with gangs and said 'we know who you are and we know what you're doing' and when you and your friends hurt somebody, we'll figure out what we can do to exact penalties," said Kennedy. The get-tough stance included stiffer federal sentencing for gang members, nighttime patrols in gang-filled neighborhoods and threats to bring in the FBI.

It worked — gang violence plummeted.

Minneapolis was among the first cities to follow suit, exchanging law enforcement officials with Boston, and using similar methods to infiltrate gangs and decrease gun crimes.

Beretta Model 92F 9 mm

"As a result of the research it was clear there was a gang-related connection to the violence," said Minneapolis Police Chief Robert K. Olson. Minneapolis had an 80% drop in its homicide rate last summer, going from 40 murders in June, July and August of 1996 to 8 murders for the same period in 1997. "Our whole target was to have a safe summer and we feel it really worked."

It all comes down to a basic equation, experts say:

The key principle is to increase the cost of gun carrying to kids. "And you do that in two ways: you increase penalties and you decrease supply into the market," Webster said. "When you dry up supply, cost goes up and the market goes down, it's classic macroeconomics."

## How it Works: The Detective Trail

Gun tracing often follows a tangled path, as forensic scientists and law enforcement officials piece together leads to establish a gun's history.

Police forward guns recovered at crime scenes to three tracking labs where the ATF now traces approximately 230,000 guns annually.

As many as 20 percent of the guns recovered have obliterated serial numbers. The ATF won't say exactly how they restore the numbers, for fear of encouraging gun runners to develop restoration-proof techniques, but ATF spokesman Joe Green did say that a team of forensic scientists often has success restoring the numbers.

"It can take from several hours to several days," Green said, "depending on the severity."

The guns without serial numbers also tend to cluster in groups that were first purchased legally and then sold illegally.

The scientists determine each gun's make, model and caliber. ATF agents then contact the guns' manufacturer, who can identify the original gun dealer. From there, agents try to find who sold the guns illegally and prosecute them, often working with gun shops.

"When you look at the names of the first purchasers, they also have multiple traces coming back to them," Kennedy said. "Most of the gun stores have in fact not done anything illegal but lots and lots and lots of the first purchasers are either traffickers themselves or part of a trafficking operation."

Crime- Youth Gun Initiative

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

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

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

Crime -
Youth Gun Initiative

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

**BACKGROUND:**

- On July 8, 1996, President Clinton directed the Attorney General and Secretary Rubin to implement a pilot program in 17 cities to trace as many guns as possible, especially those trafficked to kids.

- Under this pilot program, the Youth Crime Gun Interdiction Initiative (YCGII), Federal and local law enforcement in each city worked together to submit all crime guns seized for tracing and use this information to identity and locate illegal gun traffickers.

- Since then, the Treasury Department's Bureau of Alcohol, Tobacco and Firearms (ATF) has provided local police departments and ATF special agents with specialized training, computers and software -- and traced as many guns as possible through the National Training Center. Today's report details the findings of this effort.

**FINDINGS OF TODAY'S REPORT:**

- **Confirms kids and guns is a serious problem in all 17 cities.** Juvenile and youth crime guns account for nearly half (45%) of the firearms recovered from crime scenes and criminals.

- **Reveals that kids use some of the most concealable and dangerous guns.** While 80% of youth and juvenile crime guns are handguns -- and 60% are semiautomatic pistols, only 70% of adult crime guns are handguns -- and less than half, or 47%, are semiautomatics.

- **Crime guns used by kids are concentrated among a relatively small number of makes and models.** The 10 most popular types of crime guns account for 25% of all crime guns. In some cities, this percentage is as high as 50% for youth or juveniles (e.g., Birmingham, Memphis).

- **At least 25% of the crime guns used by kids move rapidly (3 years or less) from first retail sale to crime scenes.** That means that a significant portion of legally purchased guns are quickly and illegally diverted to kids and criminals.

- **The number of trace requests nearly doubled in the 17 pilot cities.** While not all traces submitted could be completed, for a variety of reasons, overall requests submitted to ATF jumped from about 20,000 to 37,000.

## HOW TRACING WORKS

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

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

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

## LESSONS LEARNED:

- **A new anti-crime tool.** By submitting all crime guns for tracing, the YCGII is showing law enforcement at all levels how young people are getting guns. This is critical information that will allow law enforcement to prioritize the investigation of gun traffickers.

- **Guns are being trafficked to kids.** ATF traces and investigations clearly show that certain corrupt gun dealers are selling guns to large volume traffickers and straw purchasers, who are in turn funneling guns to our youth. With more tracing information and enforcement resources, we can crackdown on these traffickers and break-up the supply of guns to kids and criminals.

- **Brady checks important.** Background checks are needed to help keep guns from being illegally diverted. So it's critical that state and local law enforcement continue their commitment to Brady.

## TODAY'S ANNOUNCEMENT:

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

Crime-Youth gun initiative

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

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

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

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

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

Q: **Can you please clarify today's announcement?**

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

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

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

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

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

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

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

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

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

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

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

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

Crime - Youth Gun Initiative

DEPARTMENT OF THE TREASURY
WASHINGTON, D.C.

SECRETARY OF THE TREASURY

July 18, 1997

Dear Mr. President:

On July 8, 1996, you announced the start of the Youth Crime Gun Interdiction Initiative (YCGII), a collaborative effort among law enforcement officials in 17 cities to reduce youth firearms violence by disrupting the illegal markets that put firearms in the hands of juveniles and youth. The YCGII brought together four significant law enforcement themes of this Administration: first, that we work in a collaborative effort with our state and local law enforcement partners; second, that we make smart and effective use of our limited law enforcement resources; third, that we do everything possible to lower the level of gun violence across the Nation; and fourth, that we make a special effort to reduce youth gun violence.

In the one year since your announcement, we have learned a great deal and have made substantial progress in developing a sophisticated infrastructure to combat illegal gun trafficking. Perhaps most important, we have learned that universal tracing of crime guns in particular communities is achievable. During the past year, gun tracing requests in the 17 pilot cities nearly doubled. Over the coming year, we will strive to increase the number of localities that trace all guns linked to crime.

Through universal tracing, we can greatly improve the quality of crime gun data that is being collected. This will result in law enforcement being better able to identify illegal gun traffickers and develop investigative priorities. For example, we have documented that illegal handguns recovered from juveniles and youth are highly concentrated among a relatively small number of kinds of firearms, particularly semi-automatic weapons. This information is critical, for it permits federal, state, and local enforcement officers to assign priorities to investigations of traffickers based on the known popularity of certain weapons among juveniles and youth, as well as adult criminals.

The Departments of Treasury and Justice are fully committed to this important Initiative. While the initial results are encouraging, we have much more to do. In the next year, we will continue working with state and local officials in the original 17 sites to improve gun tracing and enforcement strategies. We will also be working with additional cities, sharing what we have learned and assisting them in establishing their own gun tracing systems.

With your leadership and your support, our goal of effective action against illegal firearms markets that supply juveniles and youth will be achieved. By stemming the flow of illegal firearms to juveniles and youth, we expect that the level of violence in our communities will continue to drop.

We are attaching for your information a brief summary of the Initiative, as well as a comprehensive report compiled by the Department of Treasury describing results of ATF's analyses of crime gun trace information in the 17 pilot cities.

Sincerely,

Robert E. Rubin
Secretary of the Treasury

Janet Reno
Attorney General

# SUMMARY OF NATIONAL ILLEGAL FIREARMS TRAFFICKING STRATEGY & YOUTH CRIME GUN INTERDICTION INITIATIVE

Since 1993, this Administration has developed several successful approaches to fighting violent crime and the proliferation of illegal firearms. New laws such as the Brady Act and the Assault Weapons Ban gave us significant tools to prevent criminals from obtaining certain types of firearms.

In 1994, the Departments of Justice and Treasury announced the Administration's Anti-Violent Crime Initiative (AVCI). The AVCI promotes cooperation among federal, state, and local law enforcement agencies in working together to develop coordinated investigative priorities within individual communities. In many communities, gun violence and the proliferation of firearms among juveniles and gang offenders has been identified as the most important violent crime problem. Local task forces in Youth Crime Gun Interdiction Initiative (YCGII) cities, such as Boston, Baltimore, Memphis, and Milwaukee, have been successful in identifying and prosecuting numerous individuals who have brought illegal firearms into our communities.

We have recognized that stopping illegal gun trafficking before it begins has a greater impact and requires fewer resources than pursuing firearms once they have reached the hands of criminals through the illicit trafficking market. Since 1994, the Department of Treasury has pursued an "Anti-Trafficking Strategy," which targets illegal gun trafficking at its source. In addition, we worked to strengthen the licensing of dealers and assure their compliance with applicable laws and regulations, resulting in over a 50% drop in the number of federal firearms licensees.

Reducing the numbers of licensed dealers is not enough, for even with the dramatic reduction, there are still approximately 110,000 licensees. Thus, we have also strived to identify dealers who may be illegally selling firearms, as well as non-licensed individuals who buy and sell firearms that originally were purchased lawfully. Historically, identifying these persons and the resulting trafficking patterns has been difficult. But this is where the YCGII shows great promise.

For the past few years, researchers in Massachusetts had sought to identify the original legitimate source of every gun seized by the Boston Police Department, to determine whether there were any specific patterns that could help law enforcement stem the flow of illegal firearms to criminals. ATF also developed a computer program, Project LEAD, that could take that data, commonly referred to as "trace information," and use it to identify individuals and locations that might be involved in illegal firearms trafficking.

The combination of these two projects was tested in a few additional localities and then greatly expanded last July, when the President announced the YCGII in 17 cities across the country. Through the YCGII, we have learned a great deal more about gun trafficking in just one year.

- Approximately 25% of the crime guns used by juveniles (age 17 and under) and youth (ages 18-24) move rapidly from their point of first retail sale to recovery by law enforcement agencies. Through investigative experience, ATF has learned that recovery of new firearms often signals increased illegal diversion of weapons.

- Illegal handguns recovered from juveniles and youth are highly concentrated among a relatively small number of kinds of firearms. This information is critical. Law enforcement officers have become familiar with these patterns and the guns involved, and assign priorities to investigations of traffickers based on the known popularity of certain weapons among juveniles and youth, as well as adult criminals.

- In most participating cities, the state in which the community is located is the single largest source of recovered firearms successfully traced to retail sale. The identification of the sources of the firearms allows law enforcement more efficiently to investigate the primary sources of illegal firearms (whether operating intrastate or interstate). Collaboration among federal, state, and local law enforcement agencies is needed to mount an effective response, and strategies must be designed that take into account different local illegal market conditions.

- Preliminary research of selected communities by the ATF's National Tracing Center indicates that between 9% and 20% of recovered firearms have had their serial numbers obliterated, and were originally purchased as part of a multiple-gun sale and then illegally trafficked. Firearms traffickers remove serial numbers in an attempt to defeat tracing. Crime labs can now often restore these serial numbers, providing us with new and important investigative information.

- Handguns predominate among recovered crime guns. Seven out of ten guns recovered from adults are handguns, while for juveniles and youth the number is eight out of ten. As for the type of handguns, 47% of the firearms recovered from adults are semi-automatic handguns, 58% of those recovered from juveniles are semi-automatic handguns, and 61% of those recovered from youth are semi-automatic handguns.

These are just a few examples of the statistical data that

is being provided to each of the participating cities, which will assist local law enforcement officials in setting investigative priorities based on the patterns unique to their community. It is through the expansion of this type of information, which can only be obtained by increased crime gun tracing, that we will be able to more broadly assist individual investigators in their cases across the nation.

The YCGII has developed tools that can be used in cities throughout the country to strengthen enforcement efforts against illegal traffickers to juveniles and youth. By expanding comprehensive crime gun tracing to additional cities, increasing the development of crime gun trace analyses, increasing federal, state, and local training in trafficking investigations, and continuing federal-state-local collaboration in trafficking investigations and local violence reduction initiatives, we will ensure the effectiveness of our nationwide effort to disrupt this lethal trade and reduce juvenile and youth firearms violence.

# ATF

## The Youth Crime Gun Interdiction Initiative

# Crime Gun Trace Analysis Reports: The Illegal Youth Firearms Markets in 17 Communities

**Department of the Treasury**
Bureau of Alcohol, Tobacco, and Firearms

DEPARTMENT OF THE TREASURY
WASHINGTON, DC 20226

UNDER SECRETARY

**MEMORANDUM FOR SECRETARY RUBIN**

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

**SUBJECT:** Youth Crime Gun Interdiction Initiative

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

(1) Documenting how juveniles and youth illegally obtain firearms;

(2) Enabling Federal and local enforcement agencies to assess the illegal firearms problem in their communities and develop strategies to combat it;

(3) Reporting on greatly increased ATF tracing of firearms recovered by enforcement agencies.

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

- Firearms rapidly diverted from first retail sales at federally licensed gun dealers to an illegal market account for at least a quarter of the firearms that police recover from juveniles and youth.
- One out of ten firearms recovered by police is from a juvenile (17 and under). When youth (ages 18-24) are included, the number changes to four out of 10.
- In 15 of the 17 sites, the majority or the single largest supply of the crime guns successfully traced comes from retail sources *within* the State. Jersey City and Washington, DC, are the only sites where the largest single source of successfully traced crime guns is outside of their State or borders.
- Seven out of ten crime guns recovered from adults are handguns. For juveniles and youth, the number is eight out of 10.
- Half of all crime guns recovered by police are semiautomatic pistols, which are also the preferred weapons for juvenile and youthful offenders (60 percent).
- While thousands of different kinds of firearms are available, crime guns are concentrated among a relatively small number of makes and calibers in each city.
- Preliminary research shows that a high percentage of crime guns with obliterated serial numbers were originally purchased as part of a multiple sale by a federally licensed gun dealer and then illegally trafficked.

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

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

# ATF CRIME GUN TRACE ANALYSIS REPORT

## Youth Crime Gun Interdiction Initiative

## Introduction

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

## Purposes of This Report

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

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

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

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

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

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

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

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

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

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

# What This Report Contains

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

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

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

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

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

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

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

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

# General Findings From the Participating Communities

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

## List of Participating Communities

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

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

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

# General Findings: Comprehensive, Community-Based Crime Gun Tracing

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

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

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

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

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

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

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

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

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

# General Findings: Local Illegal Firearms Markets

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

**Adult crime guns predominate.** Most crime guns are recovered from adults. While youth firearms crime remains a special priority because of high rates of youth violence, adult firearms crime still predominates. In the largest city among the participants, New York, where almost 13,000 crime guns were submitted for tracing, juveniles under age 18 account for 11 percent of the crime guns, youth ages 18 to 24 account for 34 percent, and adults age 25 and over account for 55 percent. Only in Bridgeport does the adult crime gun category not constitute a plurality.

**Juvenile crime guns are a significant percentage of the total.** One out of ten crime guns is recovered from a juvenile. Juvenile crime gun trace requests accounted for at least 10 percent of the total traces requested, with three exceptions, Cleveland (6 percent), Milwaukee (8 percent), and Richmond (9 percent). The percentage of juvenile crime guns submitted for tracing was over 20 percent in two cities: Seattle and Memphis.

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

**Handguns predominate.** Eight out of ten crime guns traced are handguns. Handguns include semiautomatic pistols, revolvers, and derringers. In all sites, handguns are the largest category of firearms recovered by enforcement agencies. The percentage of crime guns accounted for by handguns recovered from all age groups ranged from 63 percent in Salinas, to 98 percent in Atlanta.

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

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

**A disproportionate number of juvenile and youth crime guns are semiautomatic handguns.** In each site, juveniles and youth are more likely to be associated with semiautomatic handguns than are adults. Semiautomatic handguns accounted for a high of 66 percent of the *juvenile* crime guns in Boston, to a low of 47 percent of the juvenile crime guns in Baltimore and Birmingham. Semiautomatic handguns accounted for a high of 71 percent of the *youth* crime guns in Memphis, to a low of 46 percent of the youth crime guns in Salinas. Semiautomatic handguns accounted for a high of 54 percent of the *adult* crime guns in New York City and Washington, D.C. to a low of 35 percent of the adult crime guns in Birmingham and Milwaukee. Overall, 47 percent of the adult crime guns are semiautomatics. Semiautomatics constitute 61 percent of the youth crime guns and 58 percent of the juvenile crime guns.

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

**In each site crime guns are concentrated among a relatively few kinds of firearms by manufacturer and caliber.** The top 10 types of crime guns, by manufacturer and caliber, represent a disproportionately large share of the total number of recovered firearms. The greatest concentration is in Inglewood, where the top 10 types of crime guns by manufacturer and caliber account for 48 percent of the total; 58 types of crime guns by manufacturer and caliber account for the remaining 52 percent. Even in Milwaukee, where the concentration is the least, the top 10 types of crime guns by manufacturer and caliber still account for 21 percent of the total; 567 types of crime guns by manufacturer and caliber account for the remaining 79 percent. Overall, the top 10 types of firearms by manufacturer and caliber account for more than 9,000 crime guns, or 24 percent, while 1,207 kinds of firearms by manufacturer and caliber account for the over 28,000 crime guns remaining, or 76 percent.

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

**In general, the State in which the community is located is the largest single source of its successfully traced crime guns.** In 12 of the 17 sites, the State itself supplies a *majority* of the successfully traced crime guns. This majority ranged from a high of 77 percent in San Antonio to a low of 54 percent in Seattle. In three of the 17 sites, the State itself supplies more crime guns than any other single source State, while the combination of all other States supplies more than half of the successfully traced crime guns. This plurality ranges from a high of 47 percent in St. Louis to a low of 13 percent in New York City. There are two exceptions: for Jersey City, the top two source States are Virginia and Florida, each supplying 14 percent of the successfully traced crime guns, while New Jersey supplies 10 percent. No crime guns were traced to first retail sales in Washington, DC.

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

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

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

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

**Preventing trafficking in *new firearms* to youths and juveniles.** Crime gun tracing is identifying many investigative opportunities for enforcement officials. The fact that many young people are using relatively new firearms, purchased from Federal firearms licensees that are maintaining records, provides significant opportunities for enforcement agencies to identify illegal traffickers. Project LEAD and trace analyses can facilitate the investigation, arrest, and prosecution of illegal suppliers of these crime guns.

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

## Future Crime Gun Trace Analysis Techniques

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

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

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

**Reports on multiple purchases of crime guns by a single purchaser.** When a Federal firearms licensee sells two or more handguns in five business days to a single purchaser, the licensee must notify ATF of these sales in writing. ATF provides a multiple sales form to simplify this notification. Information supplied by Federal firearms licensees on multiple sales forms is integrated into Project LEAD for use in illegal firearms trafficking investigations. In the future, information on crime gun traces associated with multiple purchases can be included in crime gun trace analysis reports.

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

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

# The Youth Crime Gun Interdiction Initiative and Related Local Initiatives

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

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

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

*The Boston Gun Project: crime gun supply reduction.* This project developed comprehensive tracing and trace analysis and instituted the debriefing of arrestees especially gang members arrested for weapons, drug, and violent offenses, for information leading to local gun traffickers. ATF agents, police, and prosecutors are using traditional criminal investigative techniques to identify and prosecute specific traffickers. Participants are also developing an enforcement strategy based on trace analysis to disrupt Boston's illegal youth gun market. This focuses on guns recovered less than two years from first retail sale, guns with two or more crime gun traces, guns recovered from members of violent gangs, and guns identified as particularly popular with gang members. ATF and police are restoring obliterated serial numbers, tracing those firearms, and focusing on FFL's and gun purchasers associated with those weapons.

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

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

# The Youth Crime Gun Interdiction Initiative

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

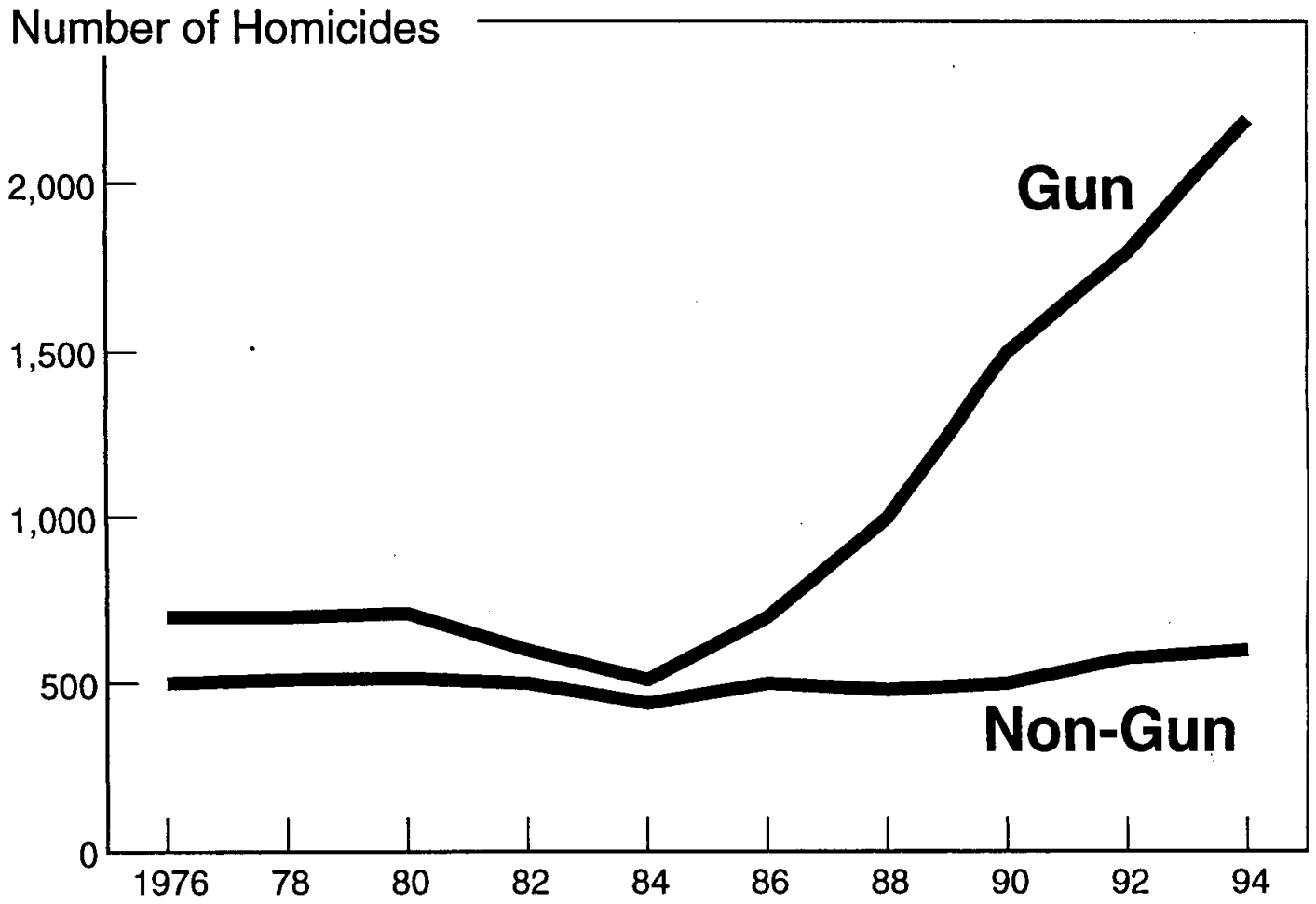
- Bryco, 9mm, semiautomatic pistol
- High Standard, 9mm, semiautomatic pistol
- Lorcin, .380 caliber, semiautomatic pistol
- Glock, 9mm, semiautomatic pistol
- Ruger, 9mm, semiautomatic pistol
- Smith & Wesson, 9mm, semiautomatic pistol
- Mossberg, 12 gauge, shotgun
- Intratec, 9mm, semiautomatic pistol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

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

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

# Firearm and Non-Firearm Juvenile Homicides

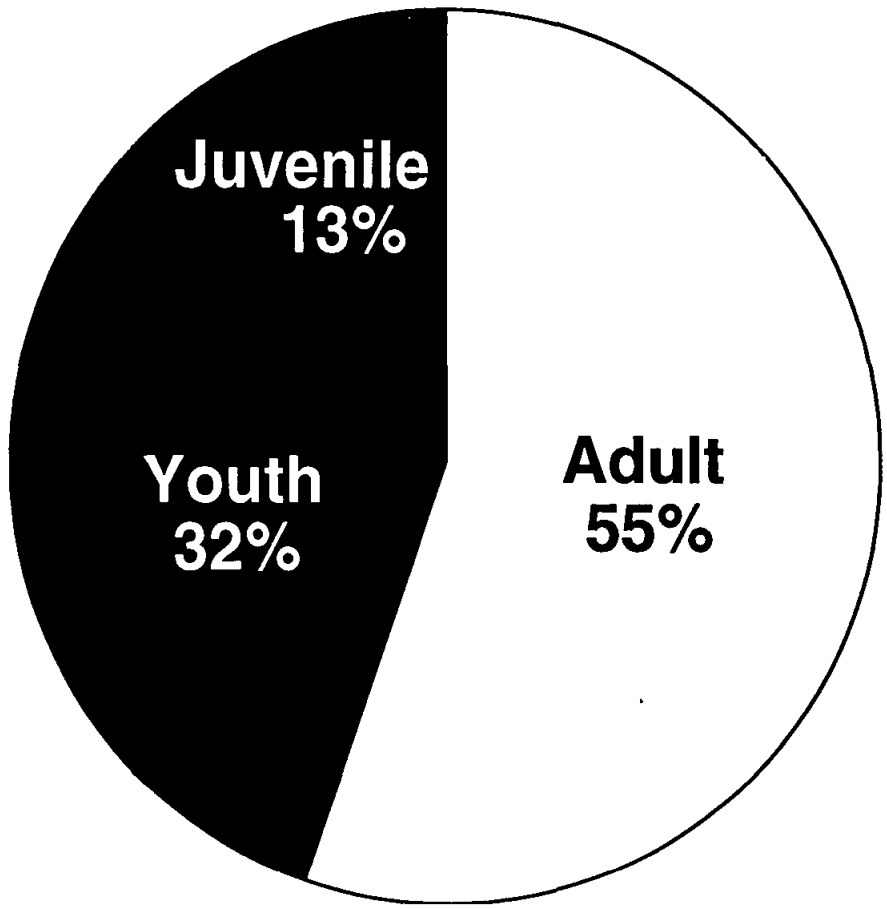
## Juvenile Offenders (ages 10-17)




National Institute of Justice

Youth Crime Gun Interdiction Initiative

# Crime Gun Recoveries by Age Group

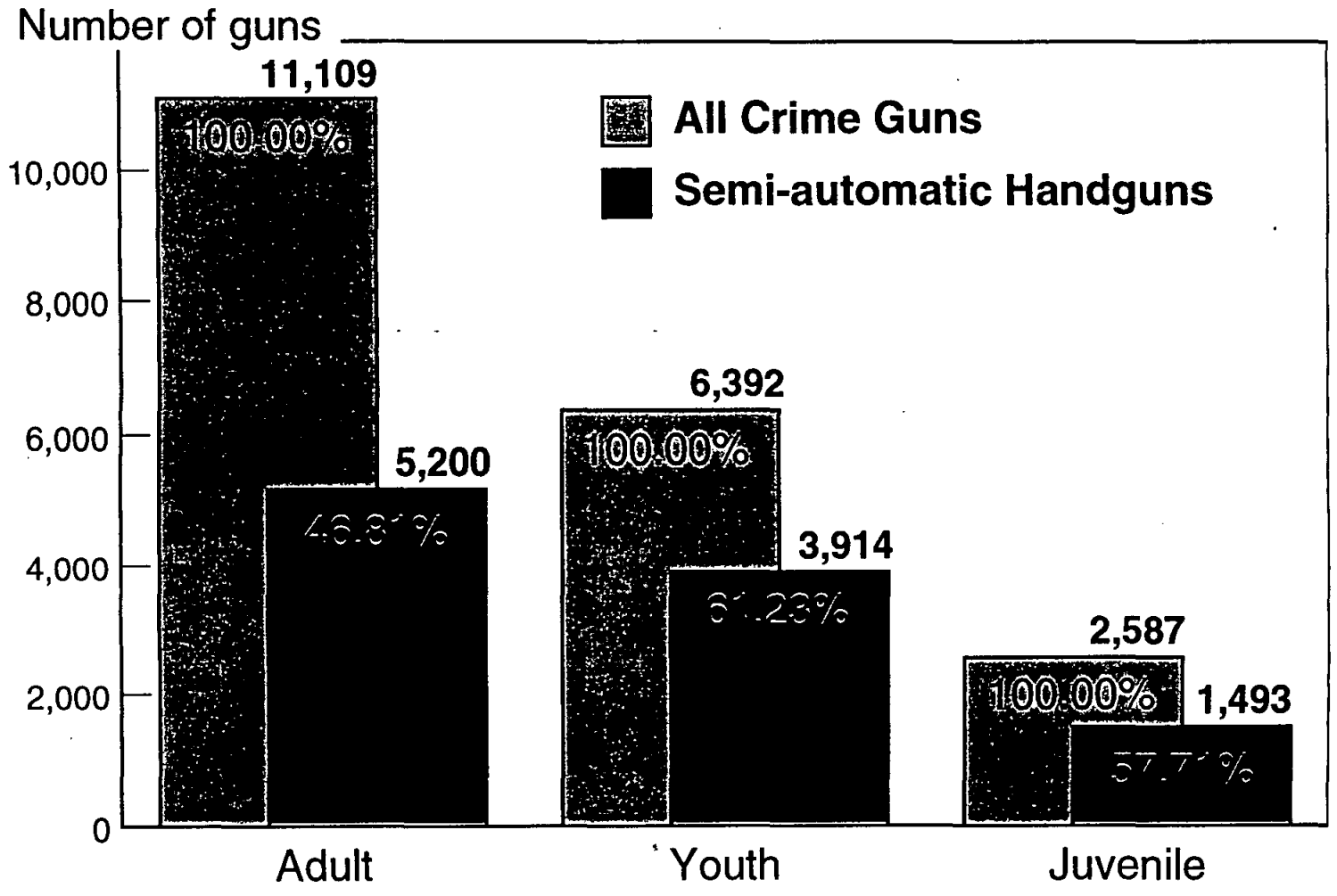



Based on recoveries in 13 of 17 communities. The following sites were excluded: Atlanta, Inglewood, Jersey City, and St. Louis. These sites include too few cases in one or more age categories to be used in an age-based comparison.

Youth Crime Gun Interdiction Initiative

Crime Guns Recovered in 17 Communities

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



Crime-Youth Gun Initiative

**Jose Cerda III** 07/16/97 08:51:43 PM

Record Type: Record

To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP, Leanne A. Shimabukuro/OPD/EOP

cc:
Subject: kids and guns funding

I'll follow-up at tomorrow's meeting on this. jc3
---------- Forwarded by Jose Cerda III/OPD/EOP on 07/16/97 08:51 PM ----------

**Mike.Froman @ MS01.DO.treas.sprint.com**
07/16/97 05:00:00 PM

Record Type: Record

To: Jose Cerda III, Michael Deich

cc:
Subject: kids and guns funding

Date: 07/16/1997 05:53 pm (Wednesday)
From: Michael Froman
To: EX.MAIL."cerda_j@a1.eop.gov", EX.MAIL."deich_m@a1.eop.gov"
CC: EX.MAIL."serena_c_torrey@oa.eop.gov"
Subject: kids and guns funding

We have reviewed DPC's proposal and analyzed our funding situation in light of the recent mark-up of our appropriations bill in the Senate. It might be useful to do a conference call or meeting tomorrow to settle any remaining issues, but here's where we are:

1. Contrary to Senator Campbell's comment, Treasury Enforcement was not funded above the President's request. In fact, it left out important infrastructure investments (e.g., ATF's new headquarters).

2. We have determined that the $11 million from the Customs Foreiture Fund can still be made available, although it cannot be used to hire FTE's.

3. We have looked at DPC's proposal for expanding the tracing center by 13 tracers and for placing 3 (vs. 6) agents in each city. We do not believe that the 13 tracers are sufficient to expand the tracing program to the additional 10 cities and to boost tracing beyond the 37% level. Also, ATF continues to maintain that these cases are labor intensive and, if pressed, would rather put 6 agents in half as many cities than to put 3 agents in all of the cities. Therefore, we have the following proposal to make:

-- We think the President in his radio address could announce the following: a) we will expand tracing to 10 additional cities (using the $11 million from the Customs Forfeiture fund for equipment and contract employees), b) we will work with local and state law enforcement officials to strengthen their capacity to work with gun traces (assuming the $3 million in Justice money is available), and 3) we will work with Congress to get further support for agents to investigate these gun cases.

4. That "support" could come in the following forms: a) permission to increase Treasury's carry-over authority from 50% to 100%, or 2) some other means that our appropriators might suggest. We also would need a commitment from OMB to approve the request for the necessary additional agents for the 25 cities in FY 99 and beyond.

5. We will not be able to promise agents in the 25 cities, and we should not raise expectations about numbers of cases, etc., but this announcement could help build support for further agent funding.

Crime - Youth Gun Initiative

**Jose Cerda III** 07/15/97 04:19:10 PM

Record Type: Record

To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP, Leanne A. Shimabukuro/OPD/EOP, Michelle Crisci/WHO/EOP

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

Trouble, trouble, trouble....jc3

---------- Forwarded by Jose Cerda III/OPD/EOP on 07/15/97 04:18 PM ----------

**Michael F. Crowley**

Record Type: Record

To: Michael Deich/OMB/EOP

cc: See the distribution list at the bottom of this message
Subject: No Extra Funds in Senate Committee Markup for Treasury Law Enforcement

Based on a quick review of the Senate committee markup for Treasury/Postal, Treasury's optimism about extra funds for law enforcement appears to have been unwarranted. Treasury enforcement is down $61M from President's request in the markup ($70M excluding an earmark for ONDCP). Most of the damage is to ATF, which is down by $41M from request. The markup means that the Senate committee has given us little room to look to FY 1998 to find funding for the Youth Gun initiative.

Most of the damage to ATF is that the $26M request for site expenses for the new HQ building is not funded. (Not critical, if ATF is moving to Federal Center SE.) Other items left unfunded, include:

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

Message Copied To:

Jose Cerda III/OPD/EOP
James Boden/OMB/EOP
Harry G. Meyers/OMB/EOP
Alan B. Rhinesmith/OMB/EOP
Patricia E. Romani/OMB/EOP
Theodore Wartell/OMB/EOP
Julie L. Haas/OMB/EOP

Crime - Youth Gun Initiative

Christa Robinson
07/17/97 12:35:29 PM

Record Type: Record

To: Kevin S. Moran/WHO/EOP

cc: Ann F. Lewis/WHO/EOP, Jose Cerda III/OPD/EOP, Elena Kagan/OPD/EOP
Subject: Re: Radio Address

Everything is set for the radio address. One or two chiefs may come, but we tried to cancel all guests since it is now being taped. Also, Rubin and Reno are now not coming. There will be no leaking -- the report will be released tomorrow with the transcript and everything will be embargoed for Sunday papers. There will be NO breaking of the embargo for any single paper -- Rahm knows this!

Each city is doing amplification events on Saturday immediately following the broadcast of the radio address and Ray Kelly the Undersecretary for Treasury for Enforcement is doing a conference call tomorrow for all regional papers (for the crime reporters.)

Crime - Youth Gun Initiative

**WHITE HOUSE AT WORK**
July 21, 1997

## SATURDAY: PRESIDENT CLINTON ANNOUNCES RESULTS OF YOUTH CRIME GUN INTERDICTION INITIATIVE

*"Make no mistake: Gun traffickers are behind the surge in deadly youth violence. We have learned how they operate. Now we intend to shut them down." -- President Clinton, Radio Address*

**During his weekly Radio Address, the President highlighted the results of the Youth Crime Gun Interdiction Initiative.** Last July, the President launched a national initiative in 17 cities to trace the guns used in cimres to find out where thes guns are coming from and how they are getting into the hands of violent youth. With this information, law enforcement is able to target illegal gun traffickers for prosecution, particularly those who put guns into the hands of our nation's young people. This initiative has told us for the first time where juveniles are getting guns, how they get them, and what kinds of guns they are using.

**The Results:** We now know that nearly half of those guns recovered from crime scenes or criminals are being trafficked to our kids in a variety of ways and shortly after they were legally purchased. And we have been able to learn that many violent teenagers are buying guns in bulk from shadowy suppliers - a criminal network that includes some corrupt licensed dealers and large-scale traffickers. The Clinton Administration and local law enforcement are now cracking down on those suppliers.

**Expanding on Success:** Because of the success of the program, the President is expanding it to ten more cities, including Philadelphia and Los Angeles. The Clinton Administration will work with Congress to hire more ATF agents to work with local police officers and prosecutors to nail traffickers based on the new leads we are generating every day.

### THE COMBINATION OF KIDS, GANGS & GUNS IS THE #1 CRIME PROBLEM TODAY

**While crime is down, juvenile crime remains an important problem.**

**Homicides with Guns is Fueling Our Juvenile Crime Problem.** Since the mid-1980's, the number of gun-homicides perpetrated by juveniles has quadrupled, while the number of juvenile homicides involving all other weapons combined has remained virtually constant.

### PRESIDENT CLINTON'S FIGHT AGAINST JUVENILE CRIME: PART OF THE SOLUTION

**We Know What Works.** Some local communities are finding solutions to the their juvenile crime problem. For example, Boston has implemented an innovative strategy to attack the juvenile gun problem by tracing guns so that they can crack down on illegal gun suppliers, adding prosecutors to go after gangs, and creating positive alternatives for kids. These ideas are showing real results -- there has not been a single juvenile gun homicide in Boston in over two years. The President's comprehensive juvenile crime plan incorporates these effective strategies:

**The President's Anti-Gang and Youth Violence Strategy** toughens penalties on those who sell guns to kids and deters crime by keeping schools open after hours to keep children off the streets and out of trouble. It also bars violent juvenile offenders from buying guns as adults and requires child safety locks be sold with every gun to keep children from hurting themselves or each other.