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**Crime - Cabinet Retreat/Youth
Issues**

THE WHITE HOUSE
WASHINGTON

January 8, 1997

MEMORANDUM FOR THE PRESIDENT
THE VICE PRESIDENT

FROM: BRUCE REED

SUBJECT: Youth Issues

I. Thematic Overview

Over the last four years, your Administration has made real progress in helping families and communities deal with the problems and pressures young Americans face, involving violence, drugs, alcohol, tobacco, and sexual activity. Youth violence has begun to drop for the first time in a decade, teen pregnancy is down four years in a row, and you have sent an historic message on tobacco.

In the next four years, we face the considerable task of building on that hard-fought progress and taking on other persistent problems. Drug use among our young people continues to climb. Gangs still wreak a terrible toll of violence and fear in every major city and many rural areas. Unwed teen pregnancy remains far too high. It will take sustained use of executive and legislative action and the bully pulpit to secure lasting results.

II. Legacy

A. Youth Violence

Although overall crime rates have declined in each year of your Administration, youth crimes have until recently resisted this trend. The number of juvenile violent crime arrests dropped 3% in 1995, after a 67% increase in the past decade. If your second-term policies can contribute to reducing juvenile crime further, you will have recorded a major accomplishment.

The difficulty of reaching this objective should not be understated. The population of juveniles aged 12-17 will increase for the rest of this decade. Some in Congress will resist your crime-fighting priorities and seek to attach unpalatable proposals of their own.

Applying Community Policing to Reduce Juvenile Crime. Perhaps the most critical component of a strategy to reduce juvenile offenses is the application of community-based policing practices to youth violence. Boston's community-based response to youth violence -- which, among other things, cracked down on gangs, focused on gun trafficking, and gave probation officers enhanced powers to make arrests -- has led to an 80% reduction in juvenile homicides between 1990 and 1995. As we work to finish the job of putting 100,000 police on the street and persuade more major police departments to fully embrace the community policing revolution, we should put particular emphasis on applying these strategies to youth violence.

Cracking Down on Gangs. A related effort, central to most community-based efforts to reduce youth violence, is to crack down on gangs in urban areas. Federal prosecutors have worked with state and local law enforcement and prosecutors in your first term to achieve a number of notable successes around the country. In addition to continuing such cooperative efforts, the Administration should work hard for passage of a grant program, within a broader anti-gang and youth violence bill, that will enable states and localities to devote more resources to investigating and prosecuting gang cases. Robert Kennedy did not eliminate the Mafia, and we will not eliminate gang violence. But just as Kennedy dealt organized crime a blow from which it never recovered, we have a chance to break the gangs' stranglehold on entire sections of our largest cities.

Keeping Schools Open Late. As you have recognized in supporting truancy initiatives and curfews, one of the best ways to reduce youth crime is to keep children in school and off the streets. You can add to that legacy by helping communities to keep schools open late as well; your new budget includes \$50 million to do so. Over time, this effort could be remembered not only for helping reduce juvenile crime rates in the peak hours between 3 p.m. and 6 p.m., but for helping deal with one of the most pressing concerns of working parents with latch-key kids.

Gun Initiatives. A number of gun initiatives can also play a role in a successful youth violence program. You have already signed into law a youth handgun ban, as well as issuing a directive to enforce "zero tolerance" for guns in our schools. Now we have an opportunity to fight for further legislative action extending Brady background checks to violent juvenile offenses and requiring that guns have safety locks preventing unauthorized users from firing them.

B. Youth Drug Use

As early as 1990, youth attitudes about drug use began to soften; youths became less concerned about the dangers of drugs. Drug use increased dramatically between 1991 and 1995 (although it has not reached the epidemic levels of the 1970s). For example, among eighth graders, drug use increased by 250 percent during those years. Marijuana accounts for the bulk of the rise in illicit drug use among youths aged 12-17.

Alcohol and tobacco are "gateway" drugs: youths who use these drugs are much more likely to use illicit drugs. Alcohol remains the number one drug problem among young people: three to four million teenagers currently drink alcohol daily, and the age at which children begin to use alcohol is declining. In 1996, more than one-third of high-school seniors smoked cigarettes, with more than one-fifth smoking daily. This is the highest use of tobacco among youth since the 1970s.

You already have established a legacy on youth tobacco use. The FDA regulations issued last year restrict youth access to tobacco products and limit the advertising and promotional activities that make these products appealing to young people. In your second term, this issue will remain in the spotlight, beginning when the first part of the regulation, relating to sale of cigarettes to minors, goes into effect in February (assuming no judicial injunction).

You also have taken steps to reduce the use of illicit drugs by young people -- for example, by signing legislation that restricted emerging youth drugs such as methamphetamine and Rohypnol (the "date rape" drug), encouraging states to adopt a "zero tolerance" standard for drunk drivers under the age of 21, and supporting high school athlete drug testing.

In the coming months, the Administration can take the following actions:

Expand Youth Drug Testing: As technology advances, drug testing becomes cheaper, more effective, and less intrusive. You should continue to advocate drug testing as a deterrent to drug use and an element of treatment. In October 1996, you directed General McCaffrey and Secretary Pena to provide you with recommendations on a strategy to reduce adolescent drug use by requiring drug tests for a driver's license. They will report back to you on January 17th, recommending that the first step be a demonstration program operating in two to four states. We will need legislation to implement this program. Assuming we get authorizing legislation and the program goes well, we can expand it in coming years.

National Public Communications Campaign: Increased youth drug use is a reflection of a change in attitudes that stems at least in part from popular culture. Our children are not receiving an anti-drug message through the media and popular culture; indeed, pop culture is again conveying a message that drugs are "cool." Since 1991, the number of drug-related public service announcements carried on television and in the print media has decreased by 30 percent. One response is for the Administration to initiate a public education campaign, which would include a challenge to the media to change the way it depicts drug use and to fund public service announcements on the issue. The ultimate goal of the campaign would be to end the entertainment industry's (and also the professional sports industry's) glamorization of drugs.

Enhance School-Based Prevention Programs: You successfully defeated Republican efforts to decimate the Safe and Drug Free Schools Act, which provides prevention funding to

over 97 percent of our nation's school districts. The next step is to ensure that this money is being used in the most effective manner. The Department of Education should improve monitoring and evaluation, so that this funding will go only to programs that work.

Defeat the Legalization Movement: The California and Arizona medical marijuana initiatives emerged from a national marijuana legalization movement, which is hiding behind supposed health concerns. The movement already has targeted several more states for similar initiatives. The Administration already has taken steps to counter this legalization movement, in part because of the threat it poses to our youth. Continued and well-publicized enforcement of federal laws, notwithstanding passage of state initiatives, is necessary to send a message to young people that marijuana use is illegal and dangerous.

C. Teen Pregnancy

The teen birth rate has declined each year between 1991 and 1995, by a total of about 8 percent. There are still, however, far too many teen births -- about 500,000 each year.

The new welfare law will aid in continuing the progress the Administration has made in reducing teen pregnancy. Under the law, unmarried minor parents are required to stay in school and live at home, or in an adult-supervised setting, in order to receive assistance. The law also provides for HHS to award a bonus to states with large decreases in out-of-wedlock births.

The new law also provides additional monies for abstinence education. HHS already administers a range of grant programs, reaching an estimated 30 percent of communities in the nation, that support efforts to prevent teen pregnancy. The new law provides \$50 million in new funding each year for state abstinence education activities.

Efforts to toughen and improve enforcement of child support and statutory rape laws can also contribute to preventing teen pregnancy. The Justice Department is ready to issue a report that will aid states in cracking down on statutory rape. The new welfare law includes numerous measures to improve child support enforcement, and this year the Administration will develop ways to implement these measures, perhaps through executive orders, in order to achieve the best possible results. In addition, we should continue to press for passage of our bill to make it a felony to cross state lines to avoid paying child support.

Perhaps most important, you should continue to lead the way in sending a clear message through the bully pulpit. We will not reduce teen pregnancy until we change the attitudes of young people. You will have an opportunity to help the National Campaign to Prevent Teen Pregnancy launch its media campaign in May calling for abstinence and responsibility.

III. Potential Obstacles

In pursuing the priorities listed above, you will undoubtedly encounter significant obstacles. Broadly speaking, these obstacles emerge from three different sources: Congress, the courts, and statistics.

Legislative Obstacles: The Republicans will make every effort to attach to the Anti-Gang and Youth Violence Act -- or even to the bill reauthorizing the ONDCP -- provisions that, taken alone, would provoke a veto. For example, Speaker Gingrich may attempt to attach a very broad provision that effectively allows imposition of the death penalty for any drug trafficking.

On the other side, the Congressional Black Caucus blocked House passage of youth violence legislation last year and will probably follow the same strategy again. The CBC's main goal is to enact legislation that will reduce the disparity in crack and cocaine sentencing; once again, the CBC will push this issue to the forefront by demanding that such a provision be added to any youth violence bill.

Legal Obstacles: The FDA's Youth Tobacco Regulations are currently being challenged in a federal district court in North Carolina. That court has promised to issue a decision on the core legal issues this spring. If the government loses (in part or in whole), it of course will have the chance to appeal, but such a decision will at the least interfere with implementation of the regulation. In addition, the Supreme Court will rule on the constitutionality of the Brady Law this spring.

Release of Statistical Data: Several times during the year, the FBI will release statistics on youth drug use and youth crime. Current indications are that the next drug statistics will continue to show an upward trend. There is necessarily a lag between efforts and results, and reasonable people will not expect immediate success. But the issuance of such statistics can provide grist for the Administration's opponents.

IV. Timeline

January

Drivers License / Drug Testing Directive
Receive McCaffrey/Pena Report on January 17th and
send implementing legislation to Congress.

February

Anti-Gang and Youth Violence Bill
Announce in State of the Union address and
introduce bill shortly thereafter.

1997 National Drug Control Strategy
Issue annual report outlining Administration's anti-drug objectives for
the coming year.

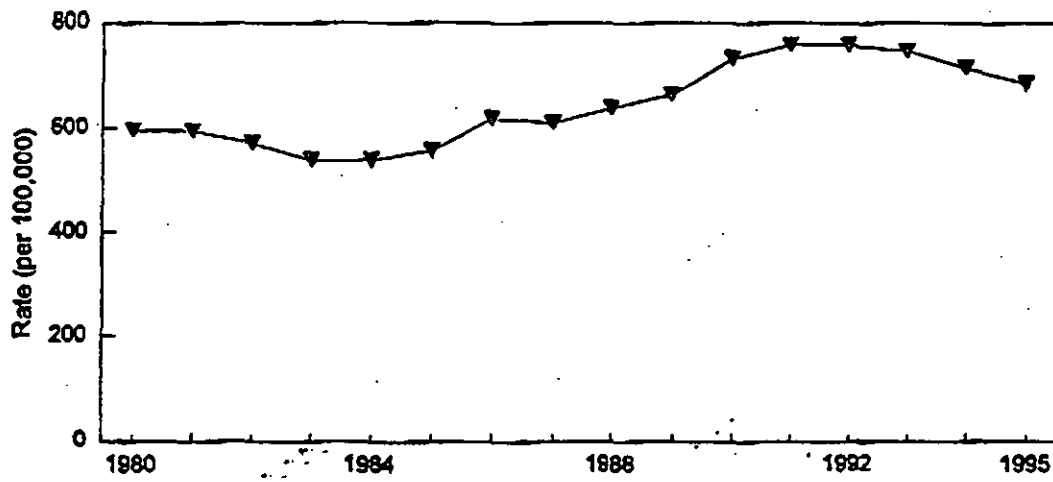
Spring

National Anti-Drug Communication Campaign
Launch communication campaign focused on sports
and entertainment industries.

Brady Decision
Respond to decision of Supreme Court, which will
either invalidate or approve the Brady law.

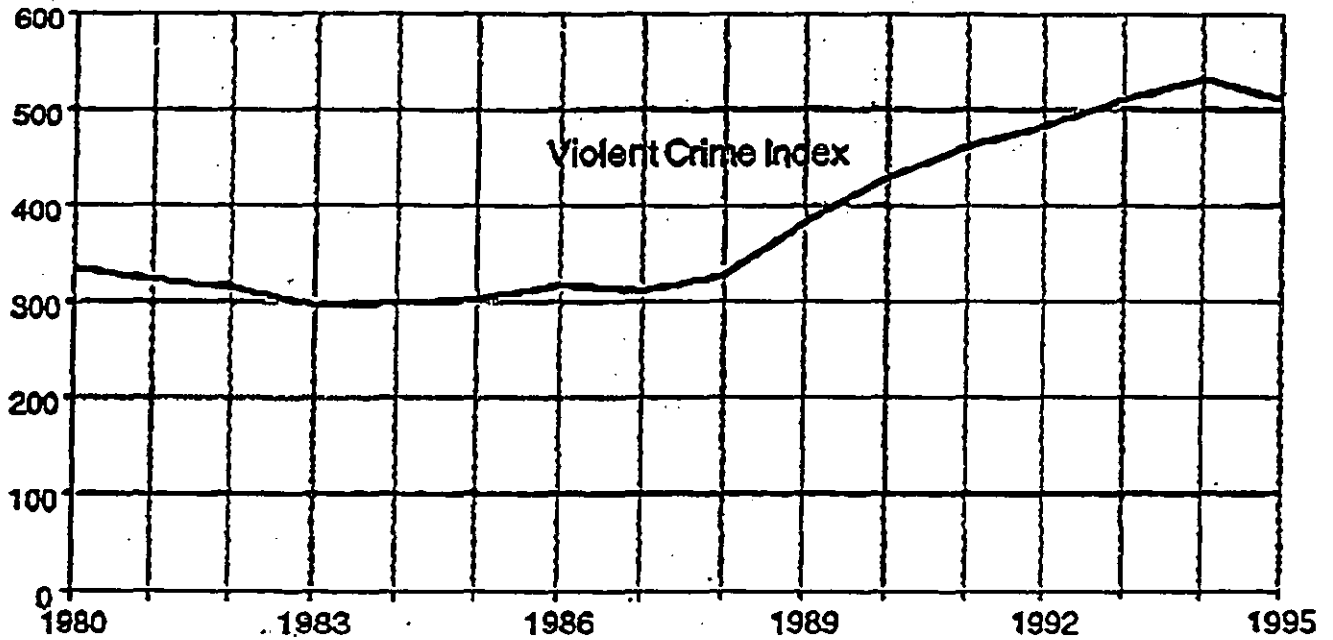
Teen Pregnancy Media Campaign
Help launch nationwide media effort by National Campaign to Prevent
Teen Pregnancy.

National Violent Crime Rates, 1980-1995



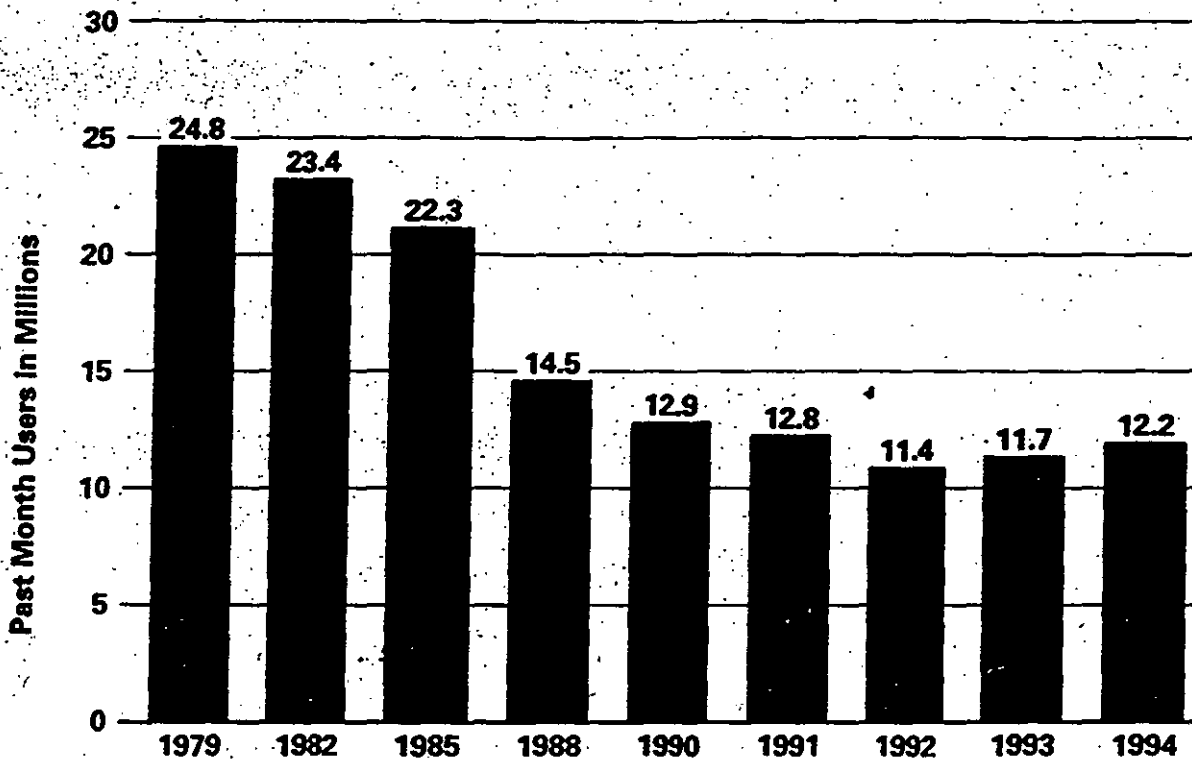
The juvenile violent crime arrest rate held constant for more than a decade, rose steadily from 1988 through 1994, then finally fell in 1995

Arrests per 100,000 juveniles ages 10 to 17



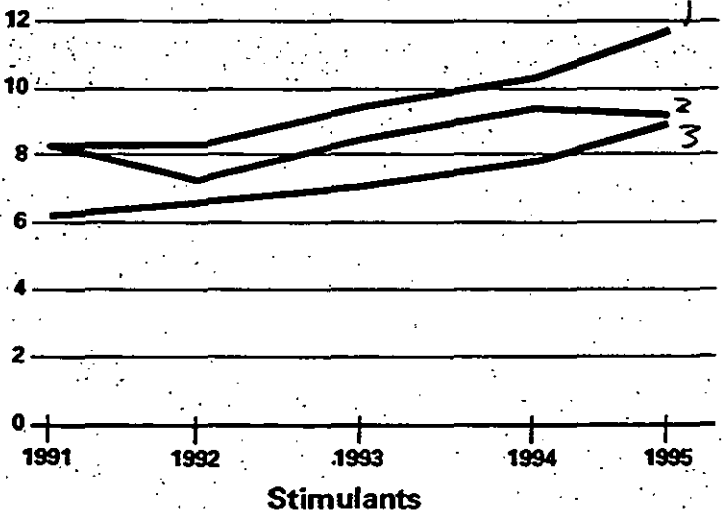
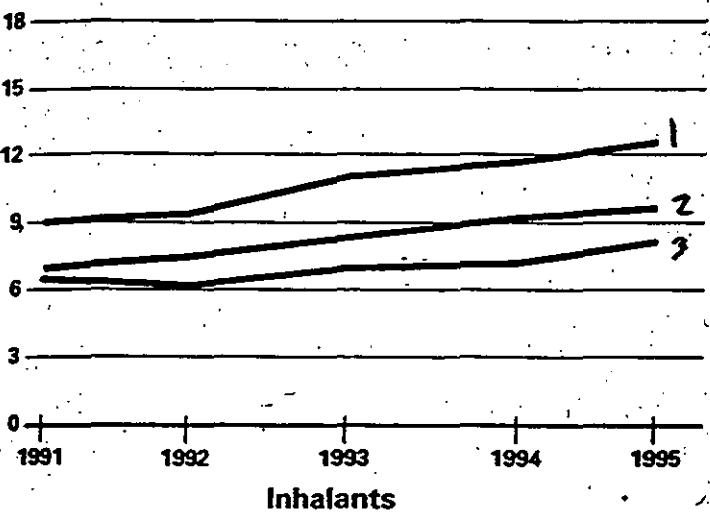
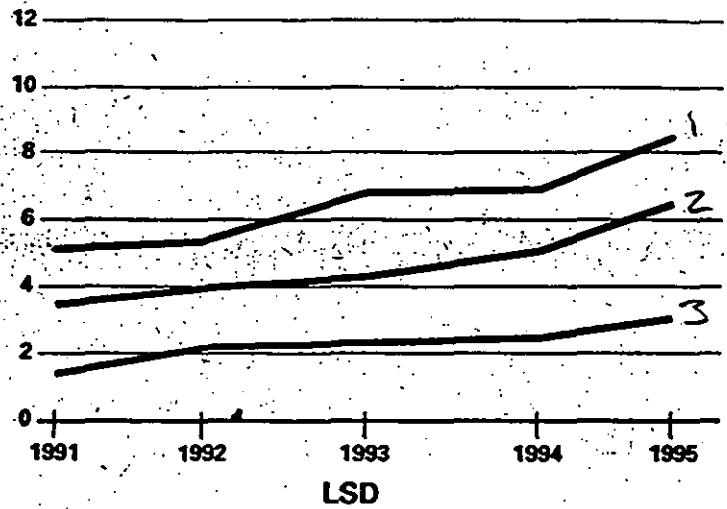
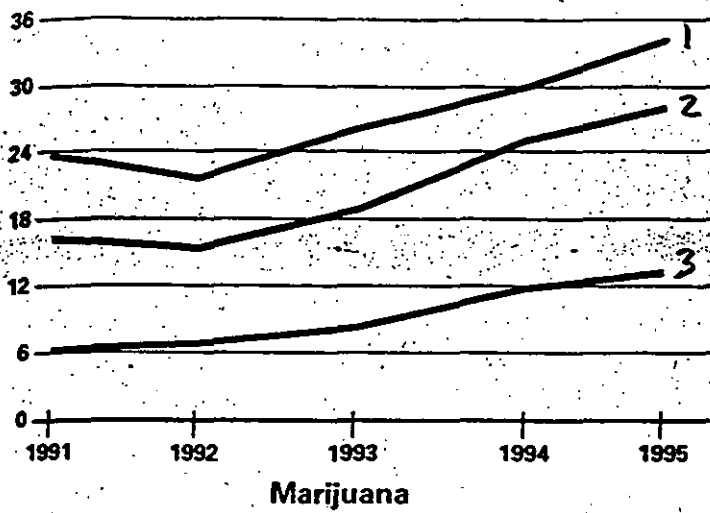
Data sources: Unpublished arrest data provided by the FBI and population estimates from the U.S. Bureau of the Census, *Current Population Reports, Series P-25*.

Figure 1-1
Number of Users of Any Illicit Drug



Source: National Household Survey on Drug Abuse

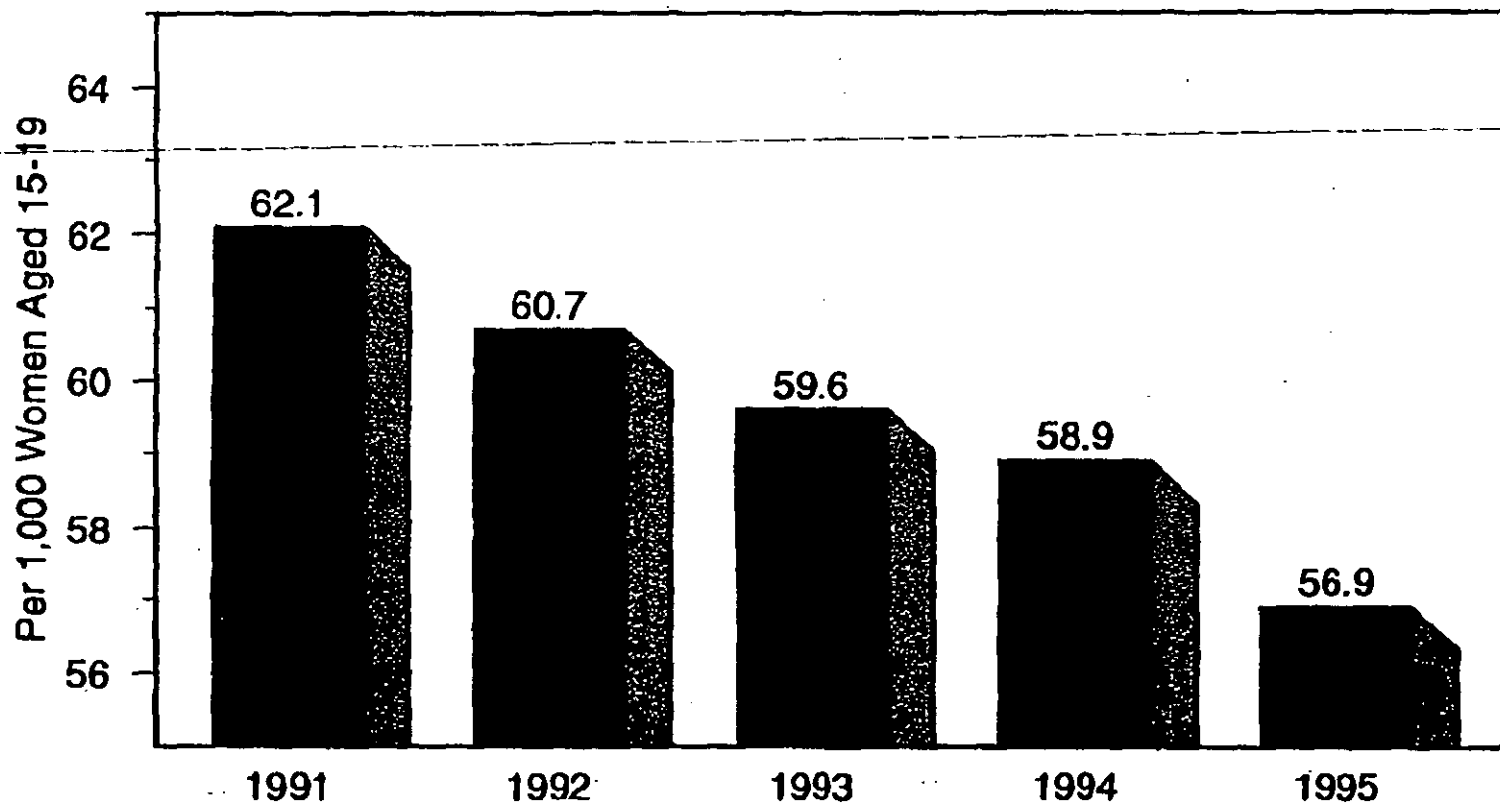
**Figure 1-2
Adolescent Drug Use**



1 — Percentage of 12th Graders
 2 — Percentage of 10th Graders
 3 — Percentage of 8th Graders

Source: Monitoring the Future

Teen Birth Rates Have Declined Under the Clinton Administration*



Source: "Births and Deaths: United States, 1995" Monthly Vital Statistics Report, Centers for Disease Control and Prevention, Vol. 45, No. 3, October 4, 1996

* Live births per 1,000 women aged 15-19



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DRUG POLICY - WHERE WE STAND

- **Optimism about our ability to reduce drug use and its consequences in America.** Concerted action has brought down the number of Americans using drugs by 10 million in the past decade. The number of cocaine users has also declined by 74 percent from 5.7 million to 1.5 million since 1985. When America focuses on the drug problem, its scope diminishes. We now have a solid and principled drug strategy in place. Our drug control laws make sense and are supported by the American people. There's a lot of good people working to further reduce (PDFA, CACDA, parents, police, teachers, government officials etc); there's no reason to believe we can't further reduce drug use and its consequences.
- **A requirement to focus on youth.** Drug use among youth is up now five years in a row. Recreational drug use can be the beginning of a downward spiral of self destruction. The consequences of casual drug use can be interruption of school, reduced employment opportunities, addiction, a life-long vulnerability to psycho-active substances, accidental injury, illness: hepatitis, tuberculosis, sexually transmitted diseases, AIDS. Nothing good comes out of using illegal drugs, tobacco, or alcohol if you are a child or a developing youth. CASA's finding of the gateway characteristics of marijuana says it all.
- **The need for a long-term, properly resourced drug control strategy.** A 10-year strategy supported by 5-year budgets). We need a holistic approach that recognizes that there is no silver bullet. We believe the five goals articulated in the National Drug Control Strategy are sound. All Federal drug agencies must align their budgets and programs with those goals and their subordinate objectives.
- **The drug control strategy is marked by compassion.** Protecting youth is at its heart. We are committed to helping any American overcome addictive problems. Drug courts offer an example of how to intervene positively in a drug user's life. We have a requirement to return able-bodied and drug-free citizens to society, not just let out drug-dependent ex-cons.
- **Our nation is committed to the rule of law.** Our drug laws must respect individual liberties. We must also commit ourselves to enforcing our laws throughout the land: at our borders and ports of entries; in our cities; and in our rural areas. When sensible laws are respected and enforced, quality of life goes up. New York City provides an example of this for the rest of the nation.
- **Drug control policy must be based on science, not ideology.** There is more than a moral dimension to our strategy. It makes sense from society's collective perspective and for an individual's health and safety to restrict the availability of dangerous and addictive drugs and to prevent children from smoking and drinking. Restrictive policies such as the scheduling of drugs should be based on scientific evidence about the characteristics of substances and the effects of their use, not self-serving ideology (like that used by drug legalizers).



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Need For A Ten-Year National Drug Control Strategy

- **Annual Strategy formulation is counterproductive to accomplishing the nation's long-term drug control goals and objectives.**
- **A ten-year Strategy will provide the long-term approach necessary to confront the drug problem**
 - ▶ While specifics of drug situation may change annually, overall Strategy should not.
 - ▶ Longer-term outlook (versus the current annual approach) allows for better definition of national drug control priorities and the consequent development of Agency programs and budgets.
- **The long-range goals and objectives define our mission, mobilize resources and actions.**
 - ▶ A 10-year Strategy would measure progress in terms of qualitative and quantitative targets that support the Strategy goals.
 - ▶ Progress toward achieving these Strategy goals would be reported to Congress in an Annual Progress Report.
- **Principals should incorporate the 10-year Strategy philosophy into their testimonies.**



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Need for a Five-Year Drug Budget

- In conjunction with a 10-Year Strategy, ONDCP is committed to the development of a 5-Year National Drug Control Budget. A 5-year budget is key to gaining a multi-year resource commitment. This planning process aids in building a consensus on the types of national programs that support our collective efforts to reduce illegal drug use and its consequences in America.
- The 5-year budget will identify the resource requirements needed to support the programs and initiatives for the early years of the 10-Year Strategy. In preparing the FY 1998 budget, ONDCP made progress working with Departments and agencies in defining the parameters of this new long-term budget planning process.
- ONDCP's 5-year budget focuses on each of the five goals of the National Drug Control Strategy. Program priorities would help strengthen families, ensure safe communities, provide for secure borders, and limit foreign sources of supply.
- The 5-year budget includes several critical initiatives that would reduce illegal drug use in America. Among these are:
 - ▶ **National Media Campaign** -- Prime-time television and public service announcements to inform youth on the consequences of drug use.
 - ▶ **International Initiatives** -- Programs to help Peru limit coca cultivation, including alternative development efforts. Also, continued support for engagement with Mexico on all aspects of drug control, including production, trafficking, and drug use.
 - ▶ **Safe and Drug Free Schools** -- Continued support for Department of Education grants to assist governors and State educational agencies in developing drug and violence prevention programs.
 - ▶ **Drug Research** -- Application of research-based findings to improve the effectiveness and efficiency of treatment and prevention programs.
 - ▶ **High Intensity Drug Trafficking Areas (HIDTAs)** -- Creation of additional HIDTAs and continued support to existing HIDTAs.
 - ▶ **Border Initiatives** -- Support for interagency approach which targets drug trafficking on the Southwest Border and the Caribbean.



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**SUMMARY OF THE FEDERAL RESPONSE TO
CALIFORNIA'S AND ARIZONA'S DRUG-LEGALIZING MEASURES**

- **The objectives of the federal response approved by the President are:**
 1. Maintain effective enforcement efforts within the framework created by the Federal Controlled Substances Act and the Food, Drug, and Cosmetic Act.
 2. Ensure the integrity of the medical-scientific process by which substances are approved as safe and effective medicines.
 3. Preserve Federal drug-free workplace and safety programs.
 4. Protect children from increased marijuana availability and use.
- **Federal laws must be upheld.** Both measures violate the Controlled Substances Act. Arizona's Proposition 200 permits medical use of heroin, LSD, and marijuana. California's Proposition 215 allows marijuana to be smoked without a prescription and without any age limits.
- **ONDCP is funding a review of scientific evidence on the therapeutic effectiveness of marijuana.** The National Academy of Sciences' Institute of Medicine (IOM) will conduct an objective evaluation which is intended to reassure the American people that federal policy towards marijuana is scientifically-based. It is also intended to identify gaps in the knowledge base about marijuana. Should this medical review indicate that smoked pot has any effective therapeutic use, we would act on this scientific evidence.
- **The federal response is supported by the American Medical Association and the California Medical Association.** Marijuana as medicine is also opposed by the American Academy of Ophthalmology, the American Cancer Society, the National Multiple Sclerosis Association, and most professional health organizations. What constitutes safe and effective medicine is a decision best left to medical professionals and a proven, scientific process.
- **The response approved by the President asserts the primacy of Federal law, defends the integrity of our medical system, reminds all that Federal drug-testing policies remain in effect, and protects our children's health.**



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Marijuana: Myths and Truth

Recent debate on California Proposition 215 and Arizona Proposition 200 has been marked by a number of myths about marijuana. These misconceptions should be corrected so that more light -- and less heat -- can be brought to bear on this important public health issue.

Myth #1: Marijuana produces no ill effects on people who use it.

Fact: Marijuana has a significant number of negative effects, which are only beginning to be understood. Marijuana affects motor coordination, reasoning and memory. Marijuana has a much higher level of carcinogens than tobacco -- one study shows that smoking five marijuana cigarettes a week delivers as many cancer-causing chemicals as smoking two packs of tobacco cigarettes a day. Marijuana inhibits the reproductive system, impairs the ability of the immune system to ward off infection -- an especially vital consideration for those suffering from AIDS or undergoing chemotherapy -- and leads to abnormal functioning and damage of the lungs. Babies born to mothers who smoke marijuana are smaller and have more nervous system problems than babies born to mothers who do not smoke marijuana. There is a correlation between marijuana use and unsafe sexual practices. Recent research indicates that marijuana suppresses the human immune system. In the main, marijuana use leads to physical, psychological and behavioral outcomes that puts people at risk.

Myth #2: Marijuana is not a dangerous drug.

Fact: Marijuana is heavily implicated in automobile accidents, youth fatalities and in progression to use of more dangerous drugs. One study of patients in a shock-trauma unit who had been in accidents found that 15% of those who had been in a car or motorcycle had been smoking marijuana, and that 17% had been both smoking marijuana and drinking. When Memphis, Tennessee tested all reckless drivers for drugs, it was discovered that 33% showed signs of marijuana use, and 12% showed signs of both marijuana and cocaine use. Marijuana was present in 37% of 440 male drivers killed in car crashes in California. Among children who died of drugs in 1993, 26% had marijuana in their system, more than any other drug including alcohol. Finally, we know that an American child aged 12-17 who uses marijuana is 85 times more likely to use cocaine than one who doesn't -- a correlation that is 8 times stronger than the link between smoking and lung cancer, 20 times stronger than between high cholesterol and heart disease and 17 times stronger than the link between lung cancer and exposure to asbestos.

Myth #3: Marijuana is a proven medicine for a variety of ailments.

Fact: No credible medical research has shown smoked marijuana to be safe, effective, or therapeutically superior to other substances that have fewer side effects. The California Medical Association advised the state's 75,000 physicians not to recommend marijuana. Legal alternatives to the use of smoked marijuana are available. Synthetic tetrahydrocannabinol, the primary psychoactive ingredient in marijuana, is currently available in oral form for the treatment of HIV Wasting Syndrome and chemotherapy-induced nausea. A double-blind study confirmed that this synthetic drug was preferred by chemotherapy patients by an almost two-to-one margin. While some patients and physicians sincerely believe that smoked cannabis has medical value, its safety and efficiency has not been demonstrated to the standard required by the Food and Drug Administration. Anecdote and opinion are not sufficient to safeguard the safety of the American

people. Drug control policy must be based upon science, not ideology. Controlled research studies are needed to fully assess the health effects of marijuana and to determine if it has a legitimate medical use. To this end, the Office of National Drug Control policy has committed \$965,000 to the Institutes of Medicine for a comprehensive review of existing literature for medical uses of marijuana.

Myth #4: Doctors across the nation are eager to prescribe smoked marijuana to their patients.

Fact: The American Medical Association and most other professional medical bodies do not consider marijuana a safe or effective medicine. Other medical organizations which oppose the use of smoked marijuana in treatment include the American Cancer Society, the American Academy of Ophthalmology, the National Multiple Sclerosis Association, the National Eye Institute, the National Cancer Institute, the National Institute for Neurological Disorders and Stroke, and the California Medical Association. Of the almost 700,000 physicians in America, fewer than 900 lost their ability to prescribe drugs because of abuse of the privilege -- a rate of about one-tenth of one percent. The overwhelming majority of the American medical profession stands by the rigorous procedures of proving drugs are safe and efficacious before they are accepted as medicine. There is no scientifically accepted body of evidence indicating smoked marijuana is medicine.

Myth #5: Legalizing marijuana will not cause increased use by children.

Fact: There is a strong correlation between a decrease in youth disapproval of marijuana use, youth discounting the risk of marijuana, and increase in youth use of marijuana. The University of Michigan Monitoring the Future Study shows that within a year of a decrease in perceived risk of marijuana use among twelfth-graders, marijuana use rose. Greater ease of obtaining marijuana at ever younger ages has contributed to an over 150% rise in marijuana use by eighth graders from 1991 to 1996. When Alaska decriminalized personal recreational use of marijuana 1975-1990, the rate of use among young people doubled. Dr. Jill Jones -- who began her research favoring legalization -- concluded in her definitive study of the history of drug abuse in America that making illegal drugs more available and more acceptable only tends to exacerbate the drug "disaster" in our midst.

Myth #6: Nations that have decriminalized marijuana have done so with no negative impact. The example to follow is that of the Netherlands.

Fact: The Dutch experiment is being rejected by both the Dutch and their neighbors. Children over the age of 15 can purchase marijuana in Holland at "coffee houses." Though all drugs remain illegal, national policy tolerates such sales. Holland's neighbors are concerned about the flow of drugs from such a permissive regime into their own countries. France and Germany, for example, cite Holland's leniency as exacerbating their own drug problems and putting their youth at risk. Dutch citizens themselves see the official approach as too lenient -- seventy six percent of Dutchmen recently polled cited their drug laws as too lax. In Dutch border cities such as Maastricht, police report up to 1000 foreign visitors a day looking for drugs, and also report that 80% of police time is consumed by drug-related crimes. Since 1984, Dutch adolescent marijuana use has more than doubled, while use among American adolescents went down almost 70% before picking back up again in the last few years. During the same period, crime increased

in Holland by 60 percent, most of it property crime believed to be related to drugs. Dutch prison capacity has more than doubled since the decriminalization of drugs. The number of organized crime groups in Holland increased 3100% from 1988 to 1993. The total number of registered cannabis addicts in the Netherlands rose 22% in the same period. The de-facto legalization of drugs in Holland has not stopped organized crime, has not stopped petty crime, and has not stopped addiction.

Myth #7: Most marijuana convictions are for simple possession, with no connection to violent crime or other drugs.

Fact: Most marijuana offenders sentenced under federal law are in possession of at least 300 pounds of marijuana. In 1995, 89% of all federal marijuana possession sentences were for amounts of 300 pounds or greater. Obviously, excessive amounts as this are not for individual use. In many cases, the criminal is sentenced on possession as part of a plea bargain to avoid charges of trafficking or distribution. Modern international drug trafficking organizations are polydrug: they deal not just in marijuana, but also in cocaine, heroin, methamphetamines and anything else which will clear a profit. In such polydrug organizations, profits from marijuana sales may be used to develop more efficient means of transporting and refining other drugs, such as heroin and cocaine. Of course, these organizations are not above using violence to advance their cause.

The federal government has adopted a balanced, coordinated response to recent marijuana legalization measures in California and Arizona out of concern for the American people and respect for their right to safe and secure medicine. The Administration's policy is even-keeled, science based and committed above all to individual and societal well-being. The response is in keeping with the highest principles of medical science, and the national commitment to decrease drug abuse and its negative consequences in America.



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FACTSHEET ON KIDS AND DRUGS

According to the 1995 Household Survey, drug use continues to increase among those age 12-17. Marijuana use is behind most of this increase, but cocaine use is also on the rise.

With regard to current or past month use, the 1995 National Household Survey found:

- The rate of current drug use of any illicit drug among youth was found to be 10.9 percent in 1995. This rate is up substantially compared to 8.2 percent in 1994, 5.7 percent, in 1993, and 5.3 percent in 1992 (the historical low in the trend since 1979).
- Marijuana use is mostly behind this increase. The rate of marijuana use in 1995 is 8.2 percent, more than double the rate compared to the 3.4 percent long-term low estimated for 1992.
- The rate of cocaine use remains low, but the trend is increasing. The 1995 rate of 0.8 percent is more than double the 0.3-0.4 percent rate that characterized 1991 to 1994 period.
- The use of alcohol on a current basis is 21.1 percent in 1995. This represents no change in the rate for 1994. Alcohol use by this age cohort remains well below the 49.6 percent rate for 1979.
- The rate of cigarette use was 20.2 percent in 1995. This represents no change compared to 1994.

According to the Monitoring the Future Survey (MTF), marijuana use actually began to increase in 1991. The MTF reports marijuana use among 8th graders was 3.2 percent in 1991, and increased each year thereafter to the current rate of 11.3 percent in 1996.

The MTF also reports that the rate of marijuana use among 10th and 12th graders increased in 1992 (12th grade use increased from 11.9 percent in 1992 to 21.9 percent by 1996; 10th grade use increased from 8.1 percent in 1992 to 20.4 percent by 1996).

While the increase in use began to show up in 1991 among 8th graders and in 1992 among 10th and 12th graders, the problem actually emerged first in 1990.

The MTF data show that youth attitudes as represented by 12th graders about drug use began to soften beginning in 1990. The percentage of 12th graders who disapprove of regular marijuana use peaked in 1990 at 91 percent (it declined to 80 percent by 1996). In 1991, 12th graders' perceptions about the dangers of drug use as measured by perceived harmfulness of regular marijuana use peaked (it declined to 60 percent by 1996). And one year later, in 1992, the downward trend in marijuana use stopped at 11.9 percent for 12th graders (use reached 22 percent by 1996).

The following are some of the reasons advanced by researchers about why drug use is increasing among today's youth:

- **Generational Forgetting**: Lloyd Johnston, who conducts the MTF, suggests that the current generation of youth has not received the prevention message.
- **Less Media Attention**: The issue fell off the national screen in the 1990s. According to the Media Monitor, television coverage of drug issues declined 88 percent from 518 in 1989 to 61 in 1991 (coverage remained constant through 1993, the last year for which data are available).
- **Recycled Fads**: The return of the major icons of the 1960's and 1970's -- i.e., platform shoes, bell bottoms, tube tops, Jimi Hendrix, Jim Morrison -- that focuses youth on an era that was more tolerant of drug use.



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HIGH INTENSITY DRUG TRAFFICKING AREAS PROGRAM
FISCAL YEAR 1997

High Intensity Drug Trafficking Areas (HIDTAs) are regions identified as having the most critical drug trafficking problems that adversely affect the United States. Pursuant to the Anti-Drug Abuse Act of 1988, as amended, the Director of the Office of National Drug Control Policy (ONDCP) designates these geographical areas to promote more effective coordination of drug control efforts.

The additional Federal resources enable task forces of local, State, and Federal officials to assess regional drug threats, design strategies to combat the threats, develop initiatives to implement the strategies, and evaluate effectiveness of these coordinated initiatives. The HIDTA program has enormous value because it: institutionalizes teamwork through continuous joint planning and implementation; promotes balanced partnerships of local, State and Federal law enforcement agencies; coordinates resources for joint interdiction, intelligence, investigation, prosecution, treatment, and prevention activities; reduces duplication and increases synergy through collaboration and collocation of partnership members; and, measures outputs and outcomes to support the Government Performance Results Act.

In 1990, the Director of ONDCP designated the first five HIDTAs. These original HIDTAs, areas through which most illegal drugs enter the United States, are Houston, Los Angeles, New York/New Jersey, South Florida, and the Southwest Border.

In 1994, the Director designated the Washington/Baltimore HIDTA to address the extensive drug distribution networks serving hardcore drug users. Also in 1994, the Director designated Puerto Rico/U.S. Virgin Islands as a HIDTA based on the significant amount of drugs entering the United States through this region. In 1995, the Director designated three more HIDTAs in Atlanta, Chicago, and Philadelphia/Camden to target drug abuse and drug trafficking in those areas, specifically augmenting Empowerment Zone programs.

In December, 1996, Director Barry R. McCaffrey designated five new HIDTAs to build upon the effective efforts of previously established HIDTAs: Cascade HIDTA (seven counties in the State of Washington focusing on the Pacific Northwest); Gulf Coast HIDTA (several counties and parishes in Alabama, Mississippi, and Louisiana); Lake County HIDTA (Lake County, Indiana); Midwest HIDTA (several counties in Iowa, Kansas, Missouri, Nebraska, and South Dakota focusing on the rising methamphetamine problem); and Rocky Mountain HIDTA (several counties in Colorado, Utah, and Wyoming).

The HIDTA program, with \$140 million in Federal resources for FY97, will support over 150 collocated officer/agent task forces; strengthen mutually supporting local, State, and Federal drug trafficking and money laundering task forces; bolster information analysis and sharing networks; and, improve integration of law enforcement, drug treatment, and drug abuse prevention programs.



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF NATIONAL DRUG CONTROL POLICY
Washington, D.C. 20503

FACT SHEET ON THE SOUTHWEST BORDER

Overview.

ONDCP is currently chairing an interagency review of Southwest Border coordination with the purpose of having a revised, coherent concept by June 1997. Central purpose underlying the concept is to structure federal, state and local efforts that will reduce the flow of illegal drugs across the Southwest Border.

Problems and Challenges to Reducing the Inflow of Illegal Drugs via Southwest Border.

- Estimated that half of the marijuana available in the U.S. and even greater percentage of cocaine entering the country come over the Southwest Border. Significant amounts of heroin and methamphetamine also enter the country via Mexico as well.
- In 1995, 2.8 million trucks, 84 million cars, and 232 million people crossed the border through 38 separate points of entry.
- Porous 2000-mile U.S.-Mexican border poses difficult challenge to facilitate \$107 billion legitimate bilateral trade (1995) while preventing inflow of drugs and other contraband.
- Traffickers exploit border's length, remoteness and ruggedness, its tradition of smuggling and illegal migration, and its status as world's busiest legitimate commercial border.
- Heightened challenges for USG include: improving quantification of drugs crossing the border, developing a supporting intelligence architecture, and harnessing technology.

Coordinated Federal Response.

There are nine principal coordinating mechanisms regarding illicit drug activity along the Southwest Border:

- **Southwest Border HIDTA** (ONDCP) is comprised of five federal, state and local law enforcement partnerships overseeing drug and money laundering task forces, and intelligence and interdiction operations.
- **Operation Alliance** (interagency group) focuses on coordinating law enforcement requests for military counterdrug assistance. Rotating chair is currently held by Customs.
- **JTF-6** (DOD) coordinates military counterdrug support to state and local law enforcement.
- **Border Liaison Mechanism** (State Department) coordinates overall bilateral efforts.
- **EPIC** (DEA) primary intelligence center that supports federal, state and local counterdrug law enforcement investigations and operations.
- **Southwest Border Council** (DOJ) supports DOJ's Southwest Border Initiative.
- **Bilateral Working Group** (DOD) supports bilateral military counterdrug efforts.
- **High Level Contact Group** (interagency group) chaired by ONDCP to coordinate bilateral antidrug efforts.
- **Attorney General's Executive Committee** (interagency group) chaired by U.S. Attorney (S.D. Cal.) coordinates attack on all border crime, including drug crime.

Federal programs that focus on the border include HIDTA, OCDETF, money laundering initiatives, and Operation Hardline.

Bilateral Accomplishments.

- With Zedillo's Administration, we have improved Mexico's counternarcotics capabilities.
- Specialized antidrug task forces are in training. Should be fully operational by June 1997.
- DOD training for military support to police operations has been completed.
- Mexico is toughening its financial regulations on trafficking organizations, and State and Treasury are helping to set up a database for reporting suspicious financial transactions.



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF NATIONAL DRUG CONTROL POLICY
Washington, D.C. 20503

DECEMBER 12TH MEETING OF THE PRESIDENT'S DRUG POLICY COUNCIL

• **Purposes of the Council meeting:**

- Review progress on the 1997 National Drug Control Strategy.
- Discuss the federal response to Arizona's and California's drug-legalizing measures

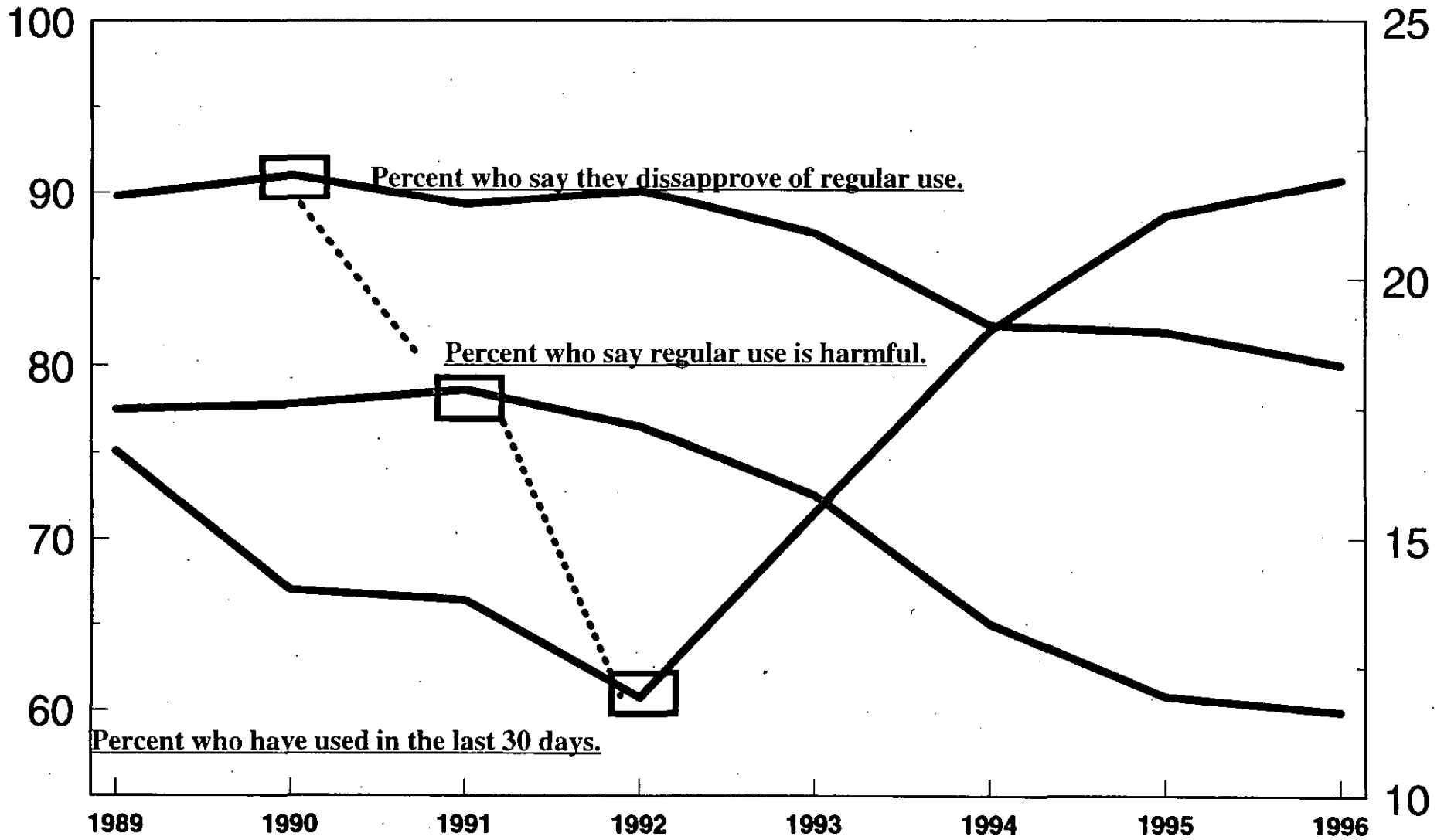
• **Presidential announcements:**

- New Department of Justice guidelines to the states requiring comprehensive post-conviction drug testing and sanction programs.
- Federal concern over the recent passage of Propositions 200 and 215 in Arizona and California, respectively, and the potential damage they could cause among the nation's youth.

• **Council decisions:**

- Endorsed ONDCP's advocacy of a properly resourced, long-term drug control strategy.
- Agreed that drug prevention messages needed to be increased. The President suggested that matching funds be sought from the private sector.
- Agreed to submit a recommended coordinated federal response to the Arizona and California measures to the President by December 27th.
- Concurred that programs that foster partnerships and cooperation between federal, state, and local law enforcement agencies must be expanded.

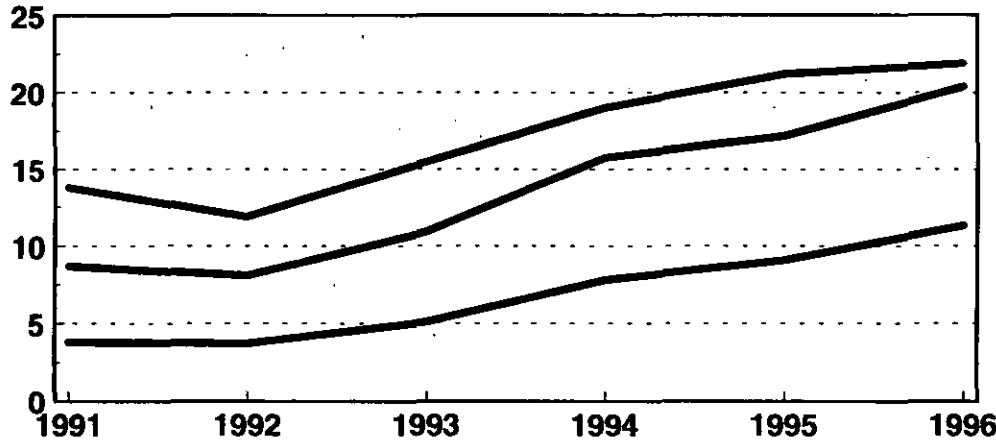
Attitudes About Regular Use and Their Effect on the Use of Marijuana



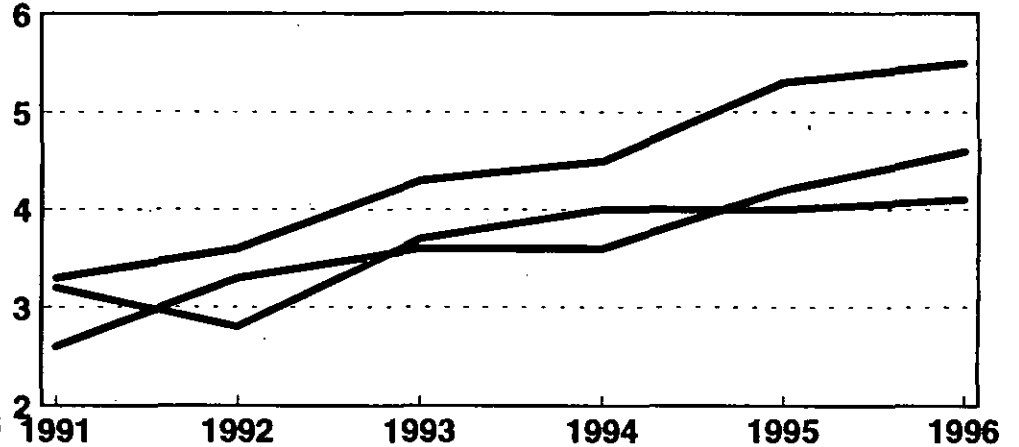
Source: Monitoring the Future Study

Adolescent Past Month Drug Use

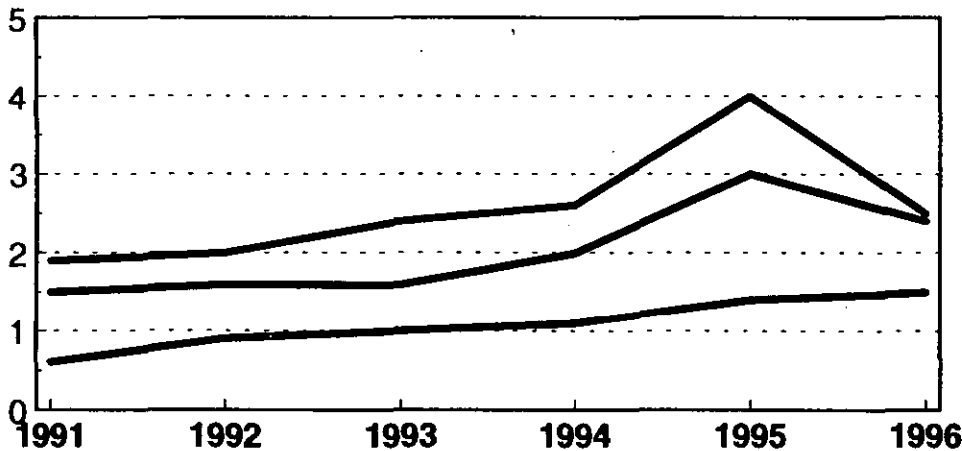
Marijuana



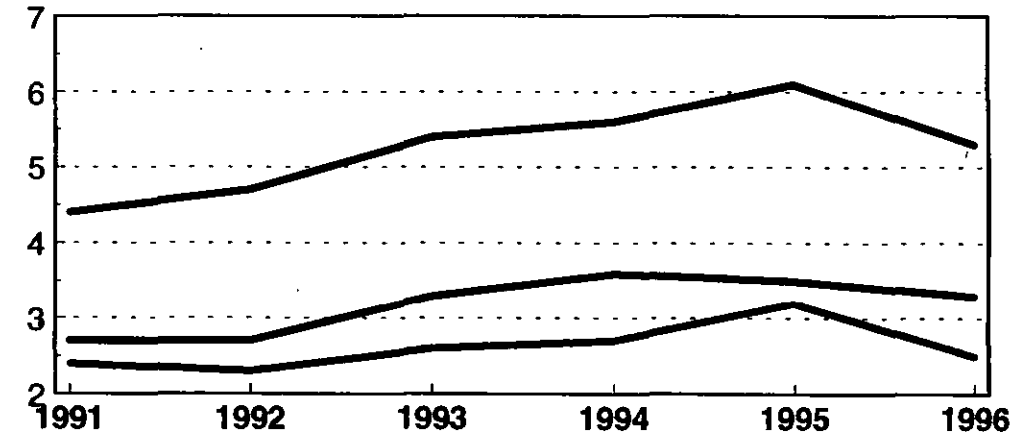
Stimulants






LSD



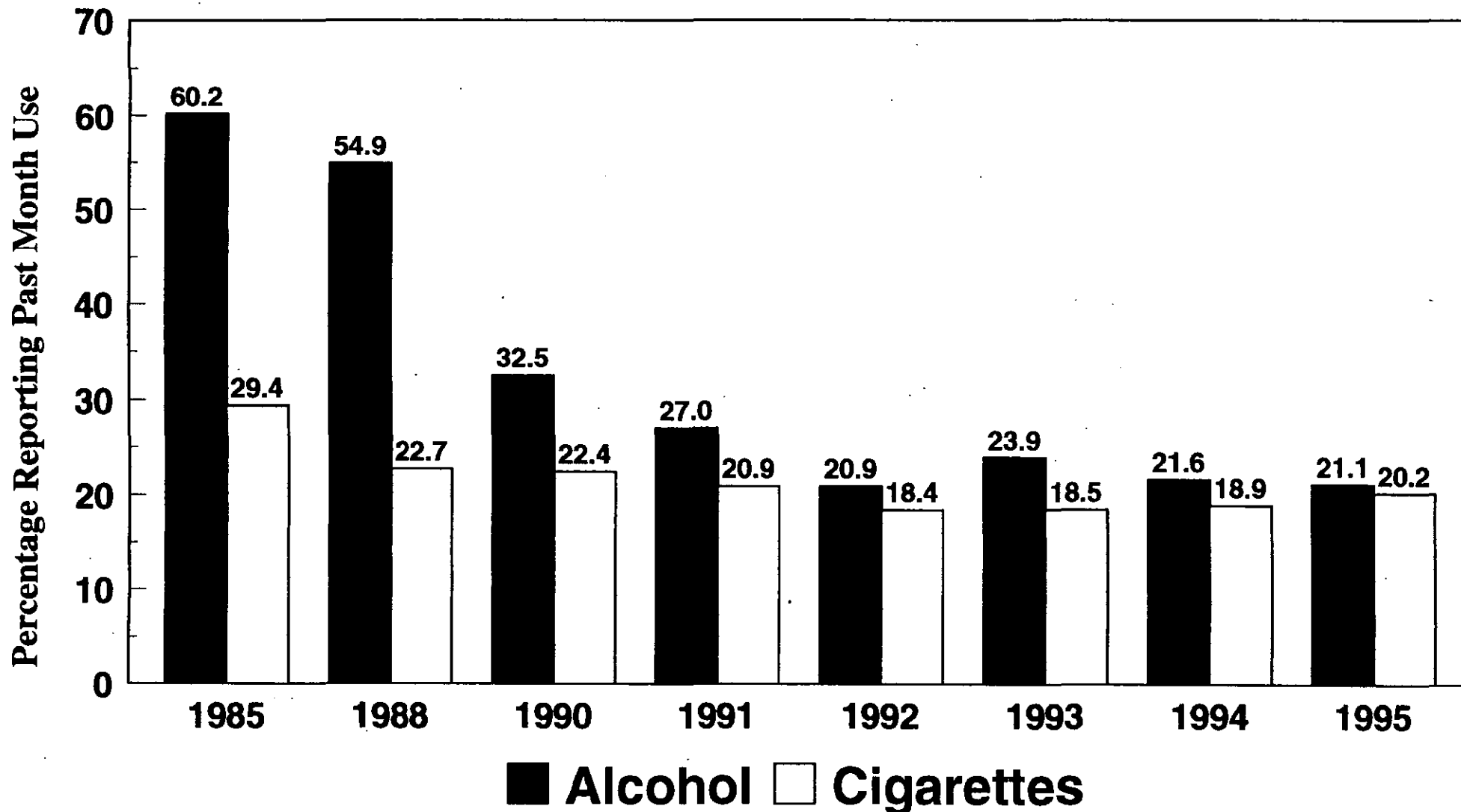
Inhalants



 Percentage of 12th Graders
 Percentage of 10th Graders
 Percentage of 8th Graders

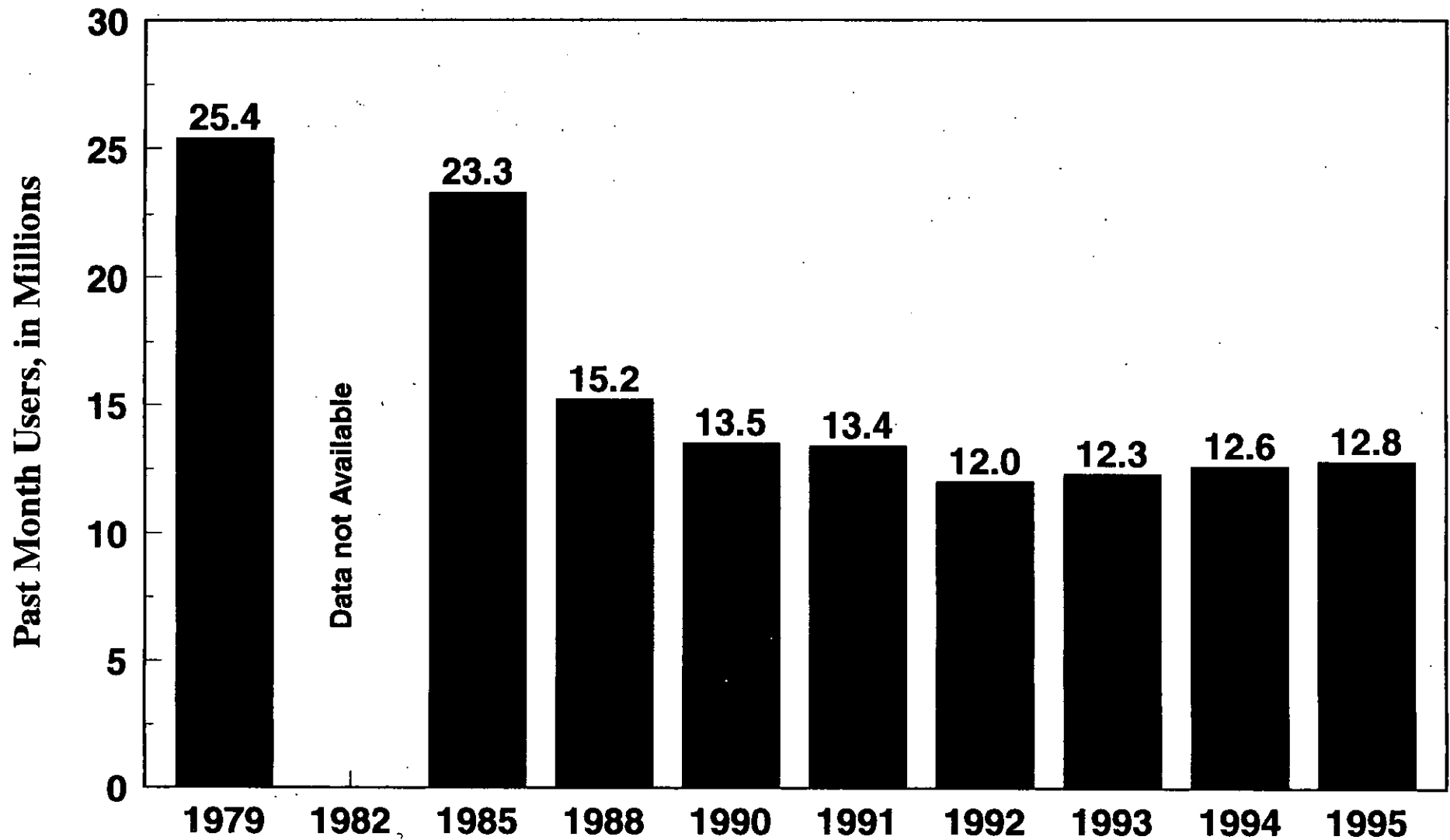
Source: Monitoring the Future

Current Use of Alcohol and Cigarettes Among Those Aged 12 to 17



Source: National Household Survey on Drug Abuse

Number of Users of Any Illicit Drug, Past Month



Source: National Household Survey on Drug Abuse

Mtg w/ AG 7/9/96

respond to local needs

WHO/DOS/Ed/Lbr - dev coord approach.

partner - tech exper/hr/volts to communities

complicity - fed part as partner - at heart of us of

do same thing w/ children

Cont w/ action follow-up.

Wkg w/ local communs - vary approaches - build partnership.

Focus on alcohol + youth.

"Forming partnership w/ comm across time to give our ch a future"

Within: com policy

0-3

children's health

youth-rob fair from punishments

no excuses. But also: an after-care component

you at

conflict resolution

mentoring program - peer mediation

EVENT IDEA

Pres-meet w/ them

Then - challenge

(prim directive)

1-2d

Gov Justice Bill - try to

get prison & in day

testing + after care.

both give him a

sense of the bill

over the JT Bill

will be partitioned between

police extremes

Service Comm - April -

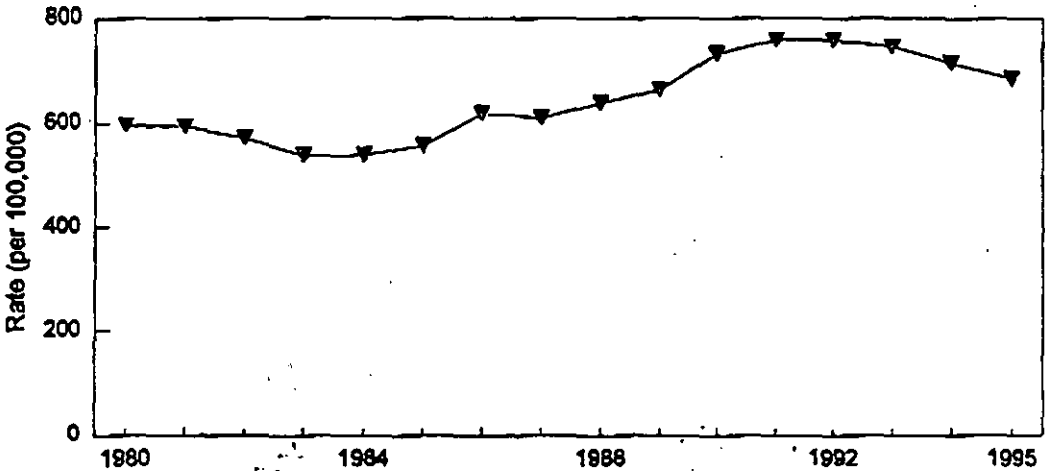
talk to Harris - coordinate.

Mentor programs - training

Send group - map out

whole yr.

National Violent Crime Rates, 1980-1995

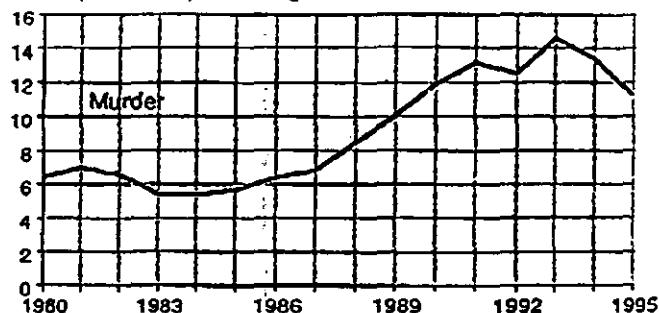


The juvenile arrest rate declined for all offenses within the Violent Crime Index between 1994 and 1995

Murder

- The rate at which juveniles were arrested for murder increased by nearly 170% between the low year of 1984 and the peak year of 1993.
- The juvenile murder arrest rate declined in both 1994 and 1995, with the 1995 rate 23% below the peak 1993 rate and at its lowest level in the 1990's.
- Between 1994 and 1995, while cities experienced a 17% decline in juvenile murder arrests, murder arrests in suburban counties increased 6%.

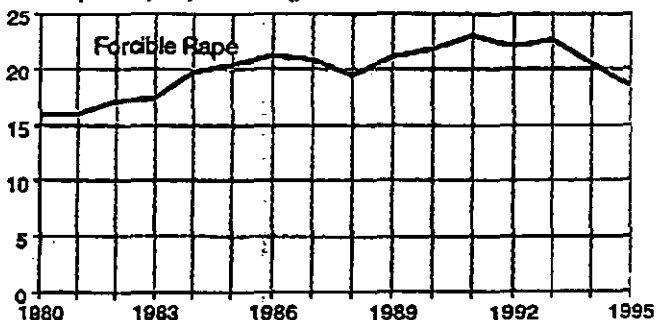
Arrests per 100,000 juveniles ages 10 to 17



Forcible Rape

- Since the mid-1980's, the juvenile arrest rate for forcible rape has fluctuated within a limited range.
- In 1995, the rate at which juveniles were arrested for forcible rape was at its lowest point since 1983.

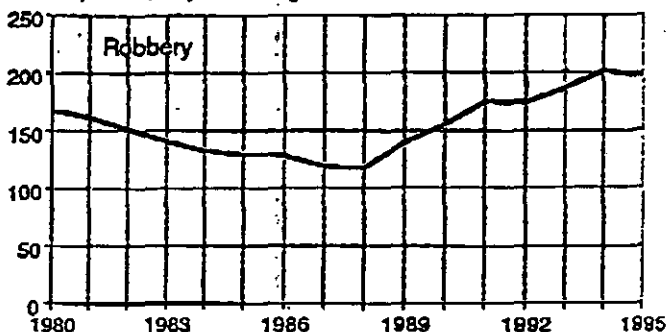
Arrests per 100,000 juveniles ages 10 to 17



Robbery

- The juvenile arrest rate for robbery declined through most of the 1980's, reaching a low point in 1988.
- Between 1988 and 1994, the rate at which juveniles were arrested for robbery increased about 70%, before declining slightly in 1995.
- The increase from 1988 through 1994 follows nearly a decade of declining rates, so that the 1995 robbery arrest rate was just 18% above the 1980 rate.

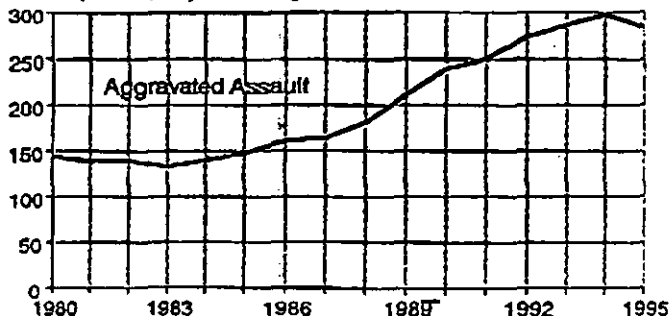
Arrests per 100,000 juveniles ages 10 to 17



Aggravated Assault

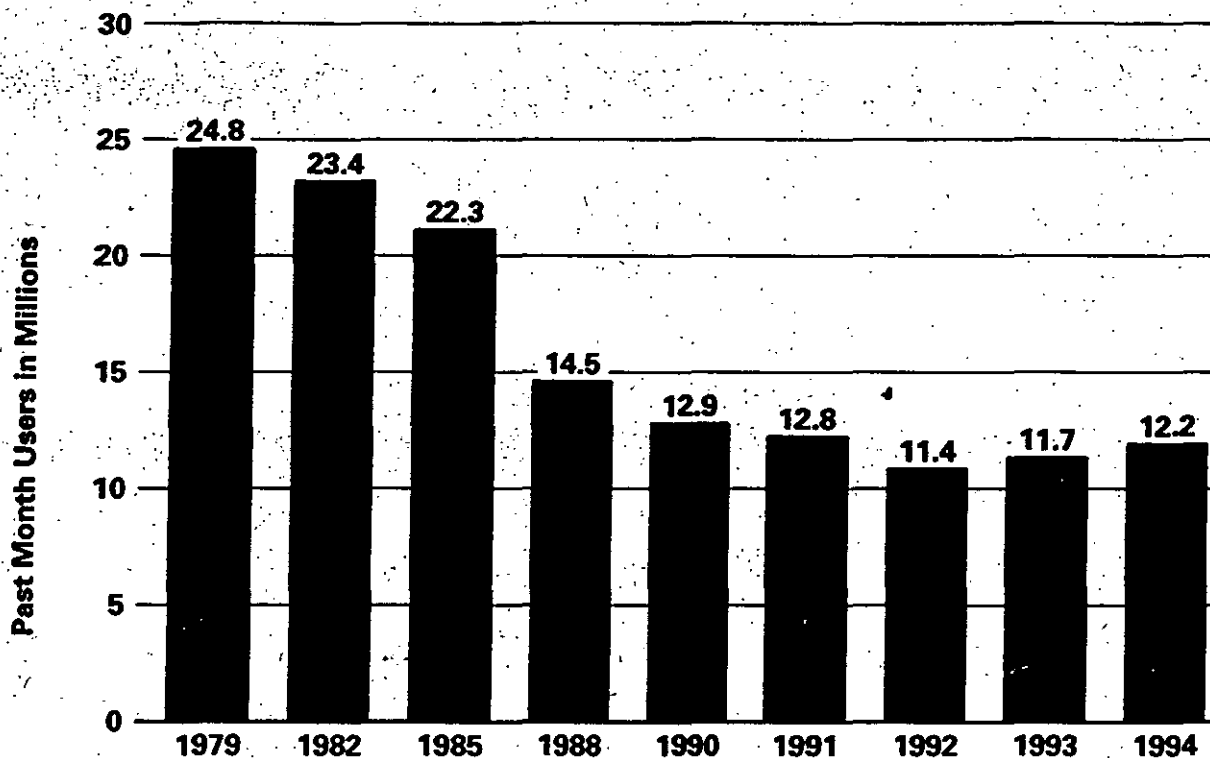
- The rate at which juveniles were arrested for aggravated assault increased steadily between 1983 and 1994, up more than 120%.
- The aggravated assault arrest rate fell for the first time in more than a decade in 1995, down 5%.

Arrests per 100,000 juveniles ages 10 to 17



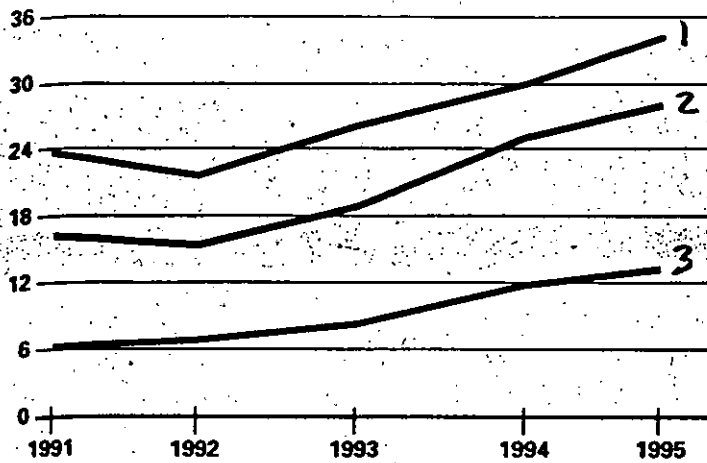
Data sources: Unpublished arrest data provided by the FBI and population estimates from the U.S. Bureau of the Census, *Current Population Reports, Series P-25*.

Figure 1-1
Number of Users of Any Illicit Drug

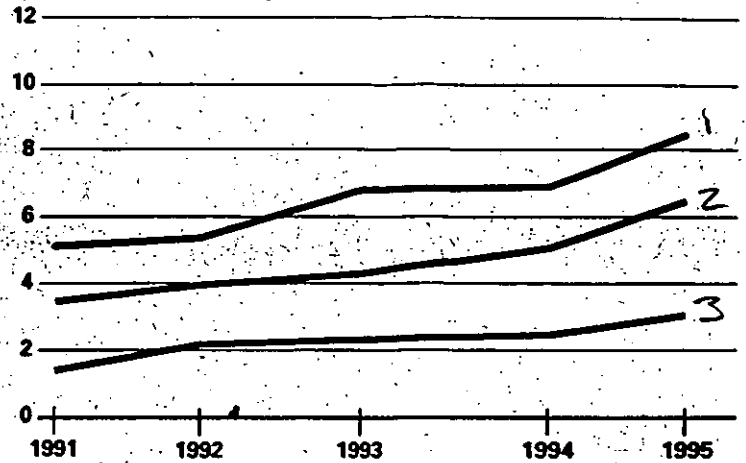


Source: National Household Survey on Drug Abuse

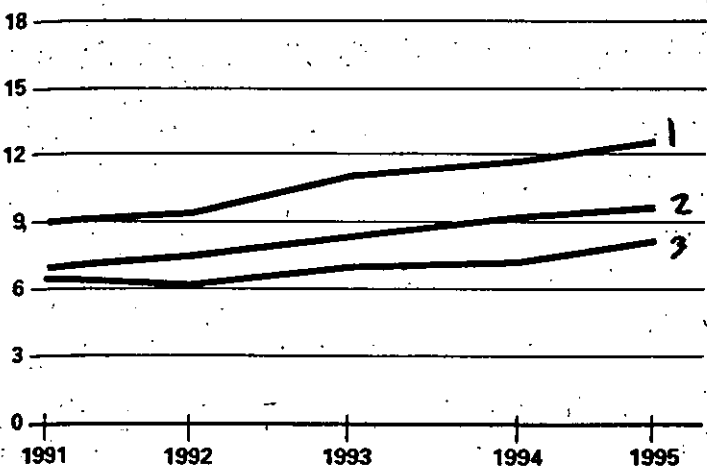
**Figure 1-2
Adolescent Drug Use**



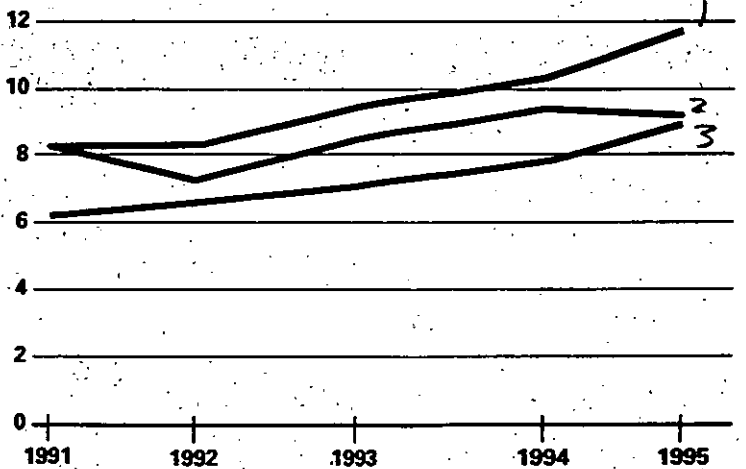
Marijuana



LSD



Inhalants

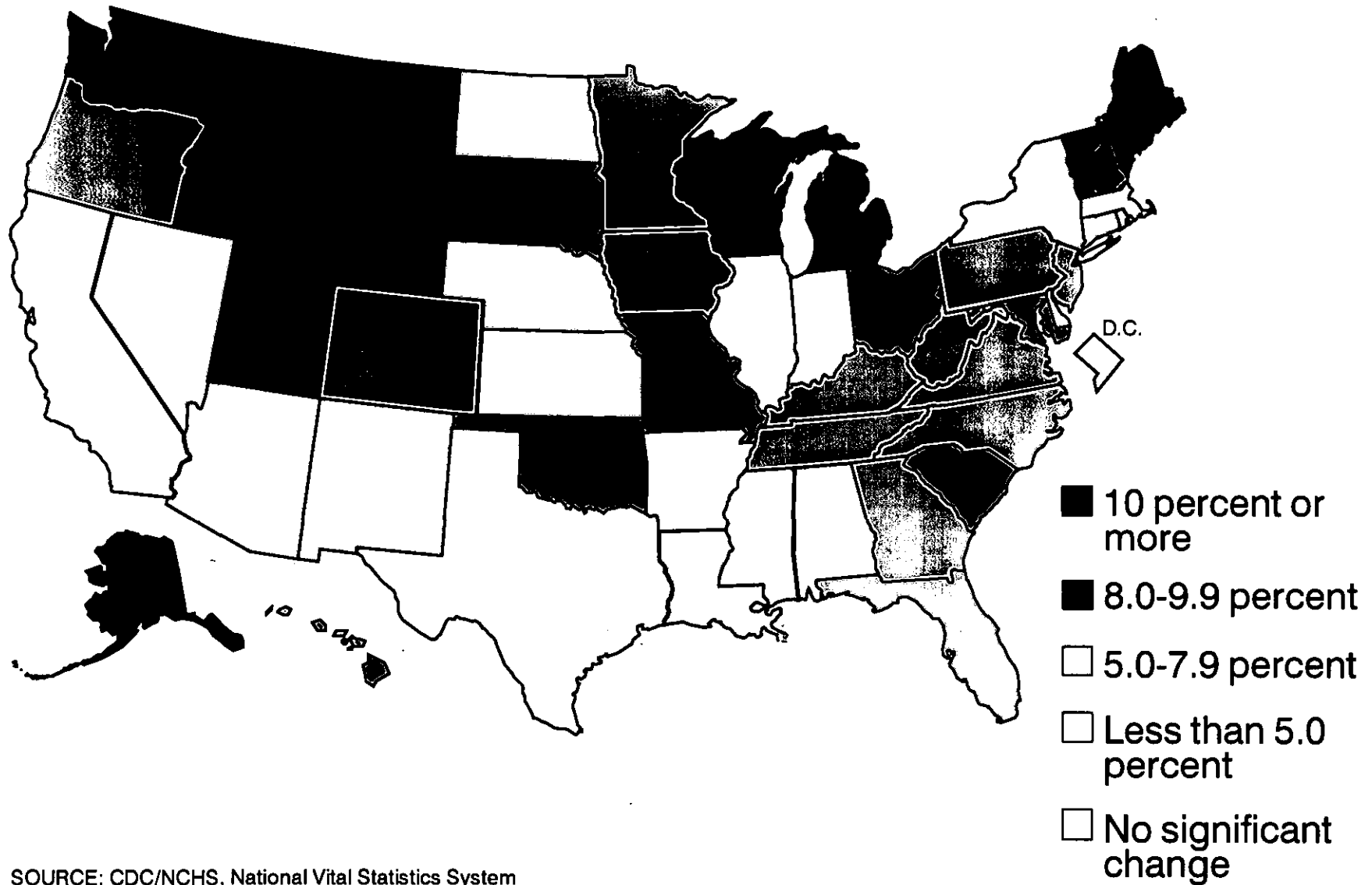


Stimulants

- 1 — Percentage of 12th Graders
- 2 — Percentage of 10th Graders
- 3 — Percentage of 8th Graders

Source: Monitoring the Future

State declines in teenage birth rates, 1991-94



SOURCE: CDC/NCHS, National Vital Statistics System

Maintaining

Brought people out of isolated world
into community
world of employment etc.

end isolation
of poor
institutions

welt-band

welt-band

border
reconnection of P
to rest of world -
church/schools

Stipulate

would to make sure
p. wt above per line
key - so no perverse
incentives
ETC/min wage/
keeping Medicaid
entitlement

Stipulate

fixing f.s. / immigrants - higher
push for welt to welt as part of budget
- would help - stipulate
but put aside - assume

serious break w/ post -
now make it work

Don chart -

teen preg / out-of-wedlock birth

Maps: Caseload declines

Child support

101

Leverage points

bar charts -

a.s. collection

Child support

- determinant - ~~no one~~ lower will get ~~it~~ to prep work

- also

Teen pregnancy

Immigration

Child care

- most thing we can really do with can get with -
no handouts make sure it is

To status

To priv sector

factoid - growth in min wage
jobs - jobs in p. to take
show: lots of low wage jobs

Success measured by -
what happens to well. by IT.

Welfare 1/3/76

60 mins.

BR presentation - - 8 mins.

make sure it's
the right way to
think about
how to do it

well. rel. - already imp. pt. of legacy.

how best to now apply overall to make a diff.

of possibls

stipulate

A - want to talk about

con. Dev. Boards

- having a stake - make sure

DC
Cup gains bases /
empowerment zones

they do with it

delegation

find change over

need some
in third
child support - way about parents have responsibility to kids
with -ats
pregnancy - way teens approach us

well. to wh (mainstream)
depending

Combat down / wh up / # of kids in par ↓

staying
too
many p.
into system

write
ETP /
min wage
connected here too.

c) child budget from priv. sector to
with office

public
events

d) wh up / status

e) immunity ???

downside

f) Child care -

Needed to make sure

P. can have supports

need to work.

Account -
Wed h. v. Res

LL by ...
HHH 2

part because -
ing P. to wh.

1. Providing ER incentives to hire people of welfare
Moving in people low welfare to wh

into private
sector 2015.

450 m tax credit 1/3 to low living incentives/placement vouchers/

Exec actions of 800 M

Bully pulpit - e.g. CEOs

2. Restricting benefits to legal immigrants

Help in
moving
into wh??

3. Focus on teen pregnancy

Account
here too
HHH 2

Leg to ↑ child support collection - felony

Articles neg'd by new welfare law - EO's?

Bully pulpit - pub/priv campaign

2nd chance licenses for teen mothers (use states)

Stat wage program - by 2015?

(fed support)

Account
here too
HHH 2

Facilitating communities
emerging to other (not replacing)
This battle w/ - Prats communities
How - this is philosophy of
juvenile/juvs

How to policies
to adopt NY
model?
Open Technical assistance
office? - major cities
"Pratt's grants"??
if didn't have Pratt's

1/3/96 11:30 / Crime - Bruce mtg

Retreat - 1/2 hr on comm/juvs
(w/ underclass spin)

1) priorities - what legacy to leave in area

(PM)
we make presentation: 5-10 mins
Prats/A6/McC will comment

accelerated
adoption -
go beyond Amer.
311 policy
Copr absent

3 areas where crime

Backstop - declining crime rates

not talking
youth off

A - Community policing/cops (ET piece -
- third way / not prev. or punishment window
- intellectual validity
- sense of urgency)

Str. of heresies
Drug

B - Gangs / youth
Our crime bill - hide, Prats can't
hide at will

B3 - Drugs, 1/2 part of youth thing
Revo/acc - will raise max mins.

A - Guns - basically there

Things that need to

Brady
- assault weapons } Account -
Legacy already.
Preventing the legacy.
(if we lose the case)

be prevented:

Starts the certifying/preventing
underclass violence.

victim
take out
at night
things to think
but...
prevention

Can't
you're
or...
one

Need background papers
- Op. for legacy = accomplices - how to address this
- victims
- guns

Lesson has significant probs - not talk much about
victims (Guns/Viol At Work) - single
- sentences
- each.

chuck/fragh —
progress generally
in NYC.

Kent
Nick
Ann H.

Crime / Drugs

- 1. Youth crime / gang-related crime
 - a. Anti-Gang + Viol. Juve. Offender Act
 - i. New prosecutors
 - ii. After-school initiatives - crime prevention
 - iii. Drug-testing for drivers' licenses
 - b. Working w/ local jurisdictions / model system of graduated sanctions
- greater discretion to buy
kids as adults
juv gun + drug courts

- 2. Victim Rights Amendment
 - disparities for validation??
 - any new legislative here?
 - no fed system ← Or other efforts?

- 3. Gun control legislative -
 - a. Cop killer bullets
 - b. One gun a month??
- More Anti-Terrorism
legislation??

E 4. National for Predator Registry - announce status

E 5. Guidelines for drug-testing juveniles -
conditions of receiving public health.

Can it??

6. Req rolling out funding for more cops

The Underclass

[Introductory paragraph to be added]

Welfare

I. Overview

Welfare reform already is guaranteed to be an important part of your legacy. The new welfare law overthrows many of the central premises and practices of the old welfare system. The challenge now is to increase the likelihood that this great change will succeed -- that the new law will help to break the cycle of dependency and to bring the underclass into the mainstream of the nation's economic life. Your first-term actions created an historic opportunity to move people from the world of welfare to the world of work and responsibility; your second-term actions must be geared to making good on this promise.

To do this -- to make welfare reform work -- you must address four key audiences: Congress, the states, the business community, and those individuals now trapped in the welfare system. You must attempt to persuade Congress to fix the flaws of the welfare law and provide funding to create employment opportunities. You must push the states to adopt policies that will facilitate and reward work. You must mobilize the private sector to provide employment to welfare recipients. Finally and in combination with these other actors, you must address welfare recipients directly in an effort to change attitudes and behavior.

II. Legacy objectives -- legislation and executive action

The Congressional aspect of this four-front campaign is largely settled. You will urge Congress to amend the provisions of the welfare law that cut off benefits for legal aliens and severely curtail the food stamp program. In addition, as an integral part of the effort to move people from welfare to work, you will press for a budget deal that includes a \$400 million tax credit and \$3 billion for hiring incentives, placement vouchers, and work money.

The prospects for enacting this legislative program are, for the most part, not very hopeful. Congress has indicated no real willingness to soften the new law's provisions on benefits to aliens and food stamp assistance. Any chance we have of convincing Congress to act will depend on our mobilizing affected Republicans like Mayor Giuliani and Governor Bush. We probably will have bipartisan support for the tax credit portion of our welfare-to-work plan. The success of the plan's other elements, however, is much more doubtful. The best hope for enactment lies in characterizing these elements as part a no-nonsense plan to move people from welfare into private sector jobs.

The three other parts of the campaign -- addressed to the states, the business community, and welfare recipients -- will largely be products of executive action and the bully pulpit. The challenge here is to determine (1) what we should expect of these actors and (2) how we can influence or motivate them to meet such expectations in the absence of legislation. Concerted action in this direction involves some risk -- most notably, that notwithstanding very public efforts, we will fail to get results from the states, businesses, welfare recipients. But failing to take such action involves the greater danger of appearing to abdicate responsibility for making welfare reform work.

A. Challenging the states.

A central task for the Administration is to push the states toward using their new freedom over the welfare system to expand work opportunities for welfare recipients. In addition, the Administration should encourage state policies that will continue favorable trends on providing child care, collecting child support, and reducing teen pregnancy. The Administration must ensure that the states respond to the new welfare law not by reducing their commitment to needy individuals, but by accepting the challenge to change the culture of the underclass from one of dependency to one of responsibility.

The most direct means of achieving this task is through a comprehensive set of incentives and bonuses. One of your signature items in the new welfare law provides for performance bonuses to reward states for success in moving people from welfare to employment. The Administration now must take steps to develop and implement this system of bonuses, which should influence the terms of debate on welfare reform in many state legislatures. Another provision of the welfare law offers significant financial inducements to states that reduce teen pregnancy rates, and the Administration should determine immediately how to implement this provision to achieve the best results possible. In addition, the Administration should consider ways of supplementing these statutory "bonus schemes" with other incentives to encourage states to expand work opportunities and adopt complementary policies on child care, child support, and teen pregnancy.] ✓

The Administration also can perform a valuable service, even in the absence of incentives, by urging states to adopt policies it deems particularly effective. Two short-term vehicles for such efforts are plans that HHS and DOJ will soon release under the welfare law to reduce the incidence of teen pregnancy and statutory rape. More generally, the Administration -- and the President personally -- should look for opportunities to urge states to expand employment opportunities for welfare recipients, including by highlighting successful state programs.] ✓

A final way for the Administration to influence state

welfare policies is by serving as a national clearinghouse, collecting from and disseminating to states creative ideas, statistical data, and progress reports. For example, the Administration could track and provide information on states that, under the new welfare law, are requiring welfare recipients to sign personal responsibility contracts. Similarly, the Administration could collect and distribute data on different kinds of sentences -- jail time, mandatory work programs, and so forth -- imposed on those owing child support. Such efforts to track state innovations have performed a valuable service in many areas, and the welfare law's creation of fifty state "laboratories" make such efforts especially appropriate in this context.

B. Mobilizing the private sector.

The Administration, and the President personally, also should embark on a major effort to mobilize the private sector to create employment opportunities for welfare recipients. Your recent meeting with CEOs could launch a steering committee of businesspeople that, working with administration and White House liaisons, would devote itself to persuading the broader business community to begin programs of hiring welfare recipients. In turn, we could attempt to link such a committee to state governments.

In addition, the Administration could take any number of specific actions to encourage private activity. It could use grant money provided under the new welfare law to fund private projects or commission a study of what kinds of private programs are most successful. It could establish an 800-number providing employers interested in hiring people off welfare with needed information. Finally, you and/or the Vice President could engage in meetings with local businesspeople around the country -- perhaps even on every trip -- to garner pledges to hire welfare recipients. A sufficient number of such steps would amount to a constant, non-stop campaign to mobilize private businesses to employ people now trapped on welfare.

C. Changing individual attitudes and behavior.

The ultimate target for all of these efforts is the individual welfare recipient, and the Administration should look for ways of addressing these people directly. This approach could involve direct action to improve individuals' access to services that will help them break out of the welfare system: for example, the Treasury Department could make it easier for welfare recipients to set up savings accounts and the Education Department, through for example its new after-school initiative, could improve welfare recipients' access to quality child care.

As important, this approach would involve using the bully pulpit to communicate expectations and objectives. Because we must change individual attitudes -- on family and on work -- to

succeed in this area, we should continue to preach the values of work and responsibility and to highlight the achievements of people who have broken out of the welfare system. In addition, and as a necessary complement to this work-related message, we should reinvigorate the National Campaign Against Teen Pregnancy as a way to teach abstinence and sexual responsibility, maintain the decline in the teenage birth rate, and keep people out of the welfare system.

III. Other issues

[What do you think we should put here???

IV. Timeline

[To be completed]

Crime and Drugs [to be added]

Crime and Drugs

I. Thematic Overview

Your first term anti-crime agenda was dedicated to passing and implementing the 1994 Crime Bill, which among other provisions included your 100,000 new community police officer program, a Federal death penalty, an assault weapon ban, "three strikes and you're out," and the first program ever to address specifically violence against women. Coupled with the assault weapons ban, your efforts to take on and defeat the gun lobby on behalf of the Brady Bill will leave a lasting legacy on this issue.

Within the last year, you have also effectively used the bully pulpit to advocate community-based anti-crime initiatives such as school uniforms, curfews, and anti-truancy programs. By doing so you voiced a broad anti-crime message that emphasized the Federal government's role in facilitating community involvement in reducing their own crime problems. Your support for these measures and others such as Megan's law, a national sex offender registry, criminal justice system drug testing, one-strike in public housing, and support for victims rights have helped end the Republican's reign over the American's public confidence in which party can best handle the issue of crime.

You rejected the false choice between punishment and prevention that has dominated the crime debate for so many years. That is why your most important legacy item will be your community policing program -- not only for putting more police officers on the streets but more importantly for changing the philosophy of policing in America. The groundwork for this legacy has been set during the first term and can be built upon and expanded during the second.

Defeating the gun lobby's grip on Congress by passing the Brady Bill and the assault weapons ban are also very noteworthy legacy items. Your efforts were considered politically courageous and the measures continue to enjoy the strong support of the American public. However, building on this legacy will be extremely difficult with a Republican Congress and in many respects, the challenge will be to preserve the current gains -- a worthy endeavor in itself.

At another level, you can leave a legacy on the two most critical issues facing our youth -- violence and drugs. Finally, two more legacy items are the protection of victims rights, which has been considered a Republican issue for years, and your effort to address one of the more troubling issues in society -- violence against women.

II. Key Legacy Objectives

(A) Legacy Items

Community Policing

Although community policing is often characterized as a return to old-fashioned policing it is in fact a revolution in American policing. And with the release this week of the most recent FBI Uniform Crime Report numbers -- showing a fifth year decline in crime rates -- criminologists and the media are conceding -- some for the first time -- that improved policing is having an impact on crime in this country.

You are the first President to attempt to reduce crime through a concerted effort to improve and expand policing in America. Indeed in many respects, your community policing program is an example of a third way approach to crime: it leads to increased enforcement of the laws by more police officers, while also serving as a crime prevention tool, since the presence of more police - involved in the community - prevents crime.

That is why your 100,000 new community police officer program has a dual purpose: to put more police officers on the streets of America but to also improve policing by institutionalizing the community policing philosophy.

During the second term, the 100,000 community police officer program will continue to be implemented -- funding for the COPS program ends in Fiscal Year 2000 -- but you can also begin to give greater attention to the second purpose of your program and build upon your COPS program by initiating a program that will focus on where the majority of crime occurs: major urban areas.

National crime and murder rates are significantly impacted by the crime and murder rates in New York City, which have dropped precipitately in the last few years. For example, during the first six months of 1995, New York City accounted for 61% of the total reduction in serious crimes for the entire United States. Many attribute New York's falling rates to the strategies and leadership of former Commissioner William J. Bratton.

Benefitting from an increase in police hirings during the Dinkens-Ray Kelly tenure, Bratton instituted a "quality of life" policing strategy that was based upon a 1982 *Atlantic Monthly* article written by James Q. Wilson and George Kelling, which outlined their "Broken Windows" theory -- linking disorder and crime. They contended that if a broken window is not fixed in a building, soon all windows will be broken beginning a process of community breakdown eventually making a neighborhood vulnerable to crime.

Based on that theory, Bratton asserted that by permitting minor offenses to occur unchecked the quality of life in a city erodes, creating an atmosphere of fear and disorder that sets the stage for major crimes. Under Bratton, NY police officers began arresting street peddlers, drunks and vandals, and the squeegee pests, interrogated them and ran checks on them. Bratton also instituted new performance measures, held precinct captains accountable, and continuously mapped and targeted crime in the city.

Through his strategies, Bratton proved that crime could be considerably reduced in a short period of time in a major city. During his tenure, homicides fell by 40%, car thefts by

35%, robberies by 32%, and burglaries by 24% and every police precinct recorded a double-digit decline in overall crime for the first time since the end of World War II. Bratton's aggressive community policing approach is now being examined by many other cities.

Completing the Community Policing Legacy

Your second term can be devoted to fulfilling your commitment to fund 100,000 new community police officers. But in addition, it can be dedicated to the adoption by communities of better policing and a commitment by your Administration to continue to reduce further crime in America's 20 largest cities through a "quality of life" policing approach, replicating the New York success in other cities.

We have provided police officers to the smallest and largest communities throughout the country, satisfying rural America as well as big cities. Now it is time to focus our energy and attention to reducing crime in the 20 largest cities.

Your community policy legacy can be built upon by a new program that will focus on these cities, where the majority of crime occurs and the majority of the underclass lives. The optimal approach to creating this initiative would be to announce a new "Quality of Life" policing program -- that would incorporate the existing COPS program -- and appoint former Commissioner Bratton to direct the program. Bratton would be charged with working with Mayors and Police Chiefs of these cities to assess their needs and help develop a quality of life community policing strategy similar to what he implemented in New York for each of these cities.

Potential Legacy

1. Changed Federal approach to reducing crime
2. Revolutionized and reformed American policing
3. Added 100,000 new police officers
4. Ended urban crime as we know it
5. Established a National Non-Emergency Community Policing Number

Guns

The overwhelming majority of the American public supports gun control. Yet, because Congress and prior Administrations have been captive to the gun lobby, no meaningful gun control legislation has passed since 1968. You were the first President to have the political courage to not only take on the gun lobby but defeat it. And your efforts have provided positive results.

The Brady Law and the Assault Weapons Ban are legacies in themselves on this issue. Now the task will be to preserve that legacy, which is an important challenge in itself.

Because of the Republican congressional majority, there is minimal chance to enact any

further gun control measures in your second term. In addition, it is very likely that sometime in the late spring of 1997, the Supreme Court will find the Brady Law unconstitutional, ruling that the Federal government can not command a state or local official to conduct a background check.

This setback should actually provide a unique opportunity to enhance the Brady legacy. The American public and law enforcement strongly support the Brady Law. Police chiefs and sheriffs can still conduct background checks and overwhelming majority of them will continue to conduct checks regardless of the decision. In the aftermath of the Supreme Court decision, you would rally support in the American public for Brady, receive a pledge from law enforcement that they will continue to conduct the checks, and send legislation to the Republican Congress to fix Brady and demand its passage before more felons can buy guns.

An additional and important element of the Brady legacy is that your 1994 Crime Bill to date has provided over \$___ million to the states to upgrade their criminal history records so that effective background checks can be conducted. This in itself has been a tremendous advancement for law enforcement for Brady checks and investigations in general.

Finally, one potential addition to this legacy could be gun safety initiatives, which are being drafted to be included in your Anti-Gang and Youth Violence Bill. In addition, you should continue to push for a further ban on Cop Killer bullets.

Potential Legacy

1. Reduced gun violence in America through meaningful and effective gun control
2. Political courage to take on and defeat the gun lobby
3. Enacted gun safety measures that reduced gun violence and accidents

(B) Legacy Items

Youth Violence and Drug Use

Even with decreasing overall crime rates and a reduction in youth crime, the American public is still very concerned with the high levels of youth crime in this country.

In 1995, for the first year in nearly a decade, juvenile arrests for Violent Crime Index Offenses – murder, forcible rape, robbery and aggravated assault – declined 3%. Even with this decline, the number of juvenile violent crime arrests in 1995 was 12% greater than the level in 1991 and 67% above the 1986 level. And after a decade of stability, the juvenile arrest rate for drug abuse violations increased by more than 50% between 1993 and 1995 by 138% from 1991 to 1995.

The number of gun homicides by juveniles has nearly tripled since 1983. Weapons law

violation arrest rates for teenage males ages 15 to 18 more than doubled between 1983 and 1992, and the fastest growing murder circumstance is juvenile gang killings, which nearly quadrupled from 1980 to 1992.

In addition, what further concerns many is that between now and the year 2010, the number of juveniles in the population will increase substantially. Indeed, by the year 2000 there will be a million more 14 -17 year olds than there are today.

Reducing juvenile crime and gang violence has been a key component of your crime-fighting agenda and with new initiatives in a second term it can be an important legacy item for you.

In your 1996 State of the Union, you stated that, "Our next step in the fight against crime is to take on gangs the way we once took on the mob. I'm directing the FBI and other investigative agencies to target gangs that involve juveniles and violent crime, and to seek authority to prosecute as adults teenagers who maim and kill like adults."

A very small percentage of juveniles are prosecuted through the Federal system. Any lasting impact on this issue would be through funding and providing states incentives to reform their laws.

During the first term, and you pushed for passage of your Anti-Gang and Youth Violence Act and you began funding for a National Gang Tracking Network. Only a few sections of that bill were enacted into law and a new version with more provisions -- including a gang prosecutor grant program and an afterschool program -- is being prepared for introduction. This bill should be the centerpiece of your youth violence agenda.

You would also urge cities to adopt the comprehensive strategy that Boston implemented in the last few years. Boston's community-based response to youth violence has resulted in an 80% drop in juvenile homicides from 1990 to 1995. Indeed, in the last 16 months, not one youth has been slain by a gun. Boston gave probation officers enhanced powers to make arrests, focused on gun trafficking, and cracked down on gangs. Like the Bratton model in New York for overall crime, the Boston strategy should be a part of the youth violence message to restore confidence that youth crime can be reduced.

Because of the increase numbers that began in the early 1990s and continue to go up, the adolescent drug use is probably the most difficult issue to develop a positive legacy on. It will be vitally important to continue to focus attention, speeches and events on this issue.

Undoubtedly, General McCaffery will be considered the most successful Drug Czar and will eventually be credited for being the first to actually achieve a unified Federal approach to this problem.

Your initiatives on drug testing -- in the criminal justice system and for drivers license --

will have a lasting impact. Adolescent drug use can only change with a change in attitude and the American public seems to have some understanding of this. That is why an additional initiative that should be undertaken this year is a challenge to the media to once again focus attention and dedicate public service announcements to this issue.

1. Reduced Youth Violence
2. Reformed the Juvenile Justice System
3. Reduced teen drug use
4. Instituted Teen Drug Testing for Drivers License Privilege

Victims

Last year you announced your support for a constitutional amendment that would provide for a victims bill of rights. Congressional passage of the amendment is more likely than not. Its passage with your support could be an important item for your anti-crime legacy. However because of the length of time for ratification and lack of a formal presidential role in its passage and ratification, your legacy on this issue could be minimal without additional efforts.

Current Federal statutory law contains a victims bill of rights and many other victim protections that were enacted during the Reagan Administration, leaving him with a legacy on this issue. However, over the years little to no effort has been put forth by U.S. Attorneys to ensure that these protections are provided and victims have been effectively ignored at the Federal level. The same can be said for many states, which is one of the main reasons that the victims rights community has been pushing for a constitutional amendment.

When you announced your support for the constitutional amendment, you also directed the Attorney General to take -- in the interim before passage -- "a number of important measures that will improve the treatment of victims in both the federal, state, military, and juvenile criminal justice systems now." The Justice Department is scheduled to report back to you in February. By delivering on this directive, you can build upon your support for a constitutional amendment.

In addition, because of several recent large criminal penalties -- ADM and Daiwai cases -- the Crime Victims Fund is four times the size it was during the last year of the Bush Administration. You will be providing more funds to victims services than any prior President and this achievement should be capitalized. This was the subject of your _____ 1996 Radio Address and it will be beneficial to continue to draw attention to the disbursement of these funds and its assistance to victims throughout the coming year.

Violence Against Women

The Violence Against Women program is the first of its kind and you are the first President to address this issue -- one of the more troubling problems in American society.

The six year program contains new Federal laws and \$1 billion to expand and strengthen victim services and programs, such as rape crisis centers, battered women's shelters, and rape and family violence programs, train law enforcement officers to more effectively identify and respond to violent crimes against women.

III. Other issues that will compete with Legacy priorities

Two factors will most likely be taken into consideration in any examination of your legacy on crime and drugs. The first is that your first term coincided with a period in which violent crime has declined for the longest period of time in over 25 years. It will be argued that this decline preceded the implementation of many of your policies and the task might be to prove how your policies insured the continuation of that decline. Second, any legacy on this issue will have to overcome the general belief that the Federal government can have little to no impact on crime in America.

Crack?

IV. Timeline of events / proposed actions for 1997

1. Drivers License/ Drug Testing Directive
January
2. Announcement and Introduction of Anti-Gang and Youth Violence Bill
State of the Union
3. Quality of Life/Community Policing Program
State of the Union
4. Victims Directive
February
5. Challenge to the Media on Anti-drug message
Spring
6. Response to Brady decision
Spring/Summer
7. Victims Constitutional Amendment
Unknown

DRAFT 1
January 6, 1997



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

December 19, 1996

MEMORANDUM

TO: Adrian Curtis
Maura Flanagan

FROM: Kent Markus
Erik Reid *ER*

SUBJECT: New Grant Programs

Here are the items we owed you following our meeting today.

1. Language for OMB (*sentences reordered and new language in italics*)

Juveniles: The budget expands programs *at the Department of Education* that provide supervised activities for youth in the afternoon and evening to prevent young people from becoming involved in the juvenile justice system. This includes \$63 million for community schools, supervision, and youth services grants, an increase of \$50 million over 1997. *At the Department of Justice, the budget provides an increase of \$71 million to support local juvenile crime intervention programs, such as anti-truancy, school violence, and curfew initiatives. The budget includes \$100 million to provide grants to prosecutorial offices for at least 1000 new initiatives, including hiring new gang prosecutors, to target gangs, gang violence, and other violent juvenile crime. Finally, the budget provides \$55 million for courts for the development of initiatives by courts or court-related entities, such as probation offices and victim/witness centers, to enhance and expedite the handling of matters involving violent juveniles.*

2. Names for New Grant Program:

The names of the new grant programs in the budget should be:

- Local Youth Crime Intervention Program
- Prosecutorial Initiatives Targeting Gang Crime and Violent Juveniles
- Violent Youth Court Program

3. Allocation of Funding

→ yes

We're not sure if this is possible -- mostly because we don't understand all of the budget rules you operate under -- but we thought we would raise it as a possibility. For purposes of program symmetry, we would like to move \$5 million from the Violent Youth Court Program to the Youth Crime Intervention Program. If this is possible, the new program allocations should be:

**\$100M for Prosecutorial Initiatives Targeting Gang Crime;
\$75M for the Youth Crime Intervention Program; and
\$50M for the Violent Youth Court Program**

Of course, if \$5M was transferred to the Youth Crime Intervention Program, there will be slightly more than \$75M in this account. We would transfer any funds in excess of \$75M to some other worthy DOJ account; perhaps the account for hiring new AUSAs.

Please give us a call if you have any questions. Thanks.

**PRESIDENT CLINTON AND AMERICA'S COMMUNITIES:
MEETING THE CHALLENGE OF KEEPING OUR KIDS SAFE AND DRUG FREE
July, 1996**

A long record of hard work, executive action and real success. President Clinton believes that the best way to ensure a safe, strong and secure America is to help our children grow up in an environment that lets them have every chance to enjoy this age of possibility. The President has taken a number of specific steps to provide our children with a safe passage from childhood to adulthood, including:

Presidential Guides and Manuals:

- * **Curfews.** President Clinton believes that curfews, when they are backed by a community of support and are a part of a larger plan to help fight juvenile crime, can play an important role in keeping our children safe. While highlighting a successful New Orleans program, the President encouraged cities nationwide to look at how curfews can help keep their children and their communities safe.
- * **School uniforms.** President Clinton has encouraged schools to adopt school uniform policies, which promote discipline and respect. The Administration has developed a guide for schools to assist them in establishing these policies, which is being distributed to 16,000 school districts.
- * **Truancy.** Truancy prevention initiatives have been shown to keep more children in school and dramatically reduce daytime crime, so the President has issued a guidebook to school districts nationwide which outlines the central characteristics of a comprehensive truancy prevention policy and highlights model initiatives in cities and towns across the country.

Drugs:

- * **Working to end teen tobacco use.** President Clinton has proposed restricting youth access to tobacco products, and reducing the advertising and promotional activities that make these products appealing to young people.
- * **Drug testing.** In January of 1995, the Clinton Administration supported high school athlete drug testing in an amicus brief to the Supreme Court, sending the message to parents and students that drug use will not be tolerated in our schools. [Vernonia School District 47J vs. Acton]
- * **Zero-tolerance on underage drinking.** The Clinton Administration has encouraged states to adopt a "zero tolerance" standard for drivers under the age of 21 who drive while intoxicated.
- * **Safe and Drug-Free Schools.** President Clinton expanded the Drug Free Schools Act into the Safe and Drug Free Schools Act in 1994, making violence prevention a key part of that program. The President has fought throughout his term for full funding of the program, fighting back a \$266 million cut by the House in 1996. Over 97 percent of the school districts in the country use these funds to keep violence and drugs away from students and our schools.
- * **Combatting youth drug use.** The number one goal of President Clinton's 1996 National Drug Control strategy is to motivate America's youth to reject illegal drugs and substance abuse. The first ever White House Conference on Youth, Drug Use and Violence in March 1996 launched a national media literacy and drug deglamorization campaign aimed at youth.

Guns:

- * **Fewer guns in the hands of our children.** President Clinton signed into law a youth handgun ban in his 1994 Crime Bill. The ban makes it a federal offense, with some exceptions, for an adult to transfer a handgun to a juvenile, or for a juvenile under the age of 18 to knowingly possess a handgun or handgun ammunition.
- * **Tracking illegal sales of guns to kids.** President Clinton initiated a crackdown on gun traffickers -- who peddle their arms to kids -- through a Federal Tracking System and law enforcement task forces. This will cut the supply of those firearms by helping to identify and prosecute traffickers.
- * **Zero tolerance.** In October 1994, President Clinton signed into law the Gun-Free Schools Act, and issued a Presidential Directive later that month to enforce "zero tolerance" in our schools -- you bring a gun to school, you don't come back for a year.
- * **Anti-gang and Youth Violence Control Act of 1996.** President Clinton sent this act to Congress to strengthen laws that will help stop the rise of youth violence and drug use, including expanded use of drug and gun courts.

Anti-Gang and Youth Violence Act of 1997

- Title I** **Gang Prosecutors Grant Program**
- Title II** **Fed Prosecution of Juveniles as Adults
(and other leftovers from last year)**
- Title III** **Danforth-Bradley Afterschools**
- Title IV** **Reno Youth Violence Courts**
- Title V** **Reno Anti-Truancy Program (Prevention \$ she
 demanded)**
- Title VI** **Brady Extension to Juvenile Records**
- Title VII** **Whatever Crim Division is generating and whatever
 Treasury wants**
- Title VIII** **Safety Lock for guns**
- Title IX** **Rewrite of Juvenile Justice Office??**

Gang Violence Event Talking Points

April 3, 1996

"Violent Crime is coming down all across America...Our next step in the fight against crime is to take on gangs the way we once took on the mob. I'm directing the FBI and other investigative agencies to target gangs that involve juvenile and violent crime, and to seek authority to prosecute as adults teenagers who maim and kill like adults."

- President Clinton, March 21, 1996

Youth Gang Problem in America. A generation ago, fewer than half of our cities reported gang activity. Now 95 percent of our largest cities and 88 percent of smaller cities suffer gang related crime. With the advent of hard drugs like crack and the proliferation of assault weapons on our streets, gangs have become violent street families for too many of our young people.

Current Success in Fighting Gangs. Despite these problems, federal prosecutors have worked with state and local law enforcement and prosecutors to achieve a number of notable successes around the country. Attorney General Reno presented the President with a new progress report on the fight against gang violence, which details successful federal gang prosecutions across the country. In addition, the President received a briefing from 3 U.S. Attorneys who have successfully curbed gang problems and prosecuted their members in Chicago, Illinois, Columbus, Ohio, and Hartford, Connecticut.

Clinton Administration Cracking Down on Gangs. In remarks before federal prosecutors, state and local law enforcement and local officials, the President urged the nation's prosecutors to embrace 4 principles in waging a full scale assault on gang-related violent crime:

- 1) Use ever available tool, such as racketeering statutes, carjacking penalties, etc.
- 2) Boost cooperative efforts among state, local and federal law enforcement agencies.
- 3) Involved communities and community police in anti-gang efforts;
- 4) Support effective early intervention programs that help keep young people out of gangs in the first place.

Strategies for the Future. President Clinton also called on Congress to pass legislation restoring the ability of the courts to enhance the sentences of criminals convicted of having used or carried a firearm in connection with a drug-related or violent crime.

Anti-gang grants for gang infested cities. President Clinton also announced \$11 million in anti-gang grants to help 15 big city police departments use community policing to fight gang violence. With the grants, police can target gang violence in public housing, patrol gang "hotspots," and prevent at-risk youth from joining gangs.

Clinton Administration Legacy on Crime and Drugs

Two factors will most likely be taken into consideration in any examination of your legacy on crime and drugs. The first is that your first term coincided with a period in which violent crime has declined for the longest period of time in over 25 years. It will be argued that this decline preceded the implementation of many of your policies and the task might be to prove how your policies insured the continuation of that decline. Second, any legacy on this issue will have to overcome the general belief that the Federal government can have little to no impact on crime in America.

First Term

Your first term anti-crime agenda was dedicated to passing and implementing the 1994 Crime Bill, which among other provisions included your 100,000 new community police officer program, a Federal death penalty, an assault weapon ban, "three strikes and you're out," and the first program ever to address specifically violence against women. Coupled with the assault weapons ban, your efforts to take on and defeat the gun lobby on behalf of the Brady Bill will leave a lasting legacy on this issue.

Within the last year, you have also effectively used the bully pulpit to advocate anti-crime initiatives that communities could adopt on their own such as school uniforms, curfews, and anti-truancy programs. By doing so you provided a broad anti-crime message that emphasized the Federal government's role in facilitating community involvement in reducing their own crime problems. Your support for these measures and others such as Megan's law, a national sex offender registry, criminal justice system drug testing, one-strike in public housing, and support for victims rights have helped end the Republican's reign over the American's public confidence in which party can best handle the issue of crime.

Lasting Impact Items

With regards to initiatives that can have a lasting impact, your most important legacy item will be your community policing program – not only for putting more police officers on the streets but more importantly for changing the philosophy of policing in America. The groundwork for this legacy has been set during the first term and can be built upon and expanded during the second.

Defeating the gun lobby's grip on Congress by passing the Brady Bill and the assault weapons ban are also very noteworthy legacy items. These efforts were considered politically courageous and the measures enjoy the strong support of the American public. However, building on this legacy is close to impossible in a Republican Congress and in many respects, the challenge will be to retain the current gains – a worthy endeavor in itself.

At another level, you can leave a legacy on the two most critical issues facing our youth -- violence and drugs. Finally, two more areas in which you can leave a legacy can be the protection of victims rights and on one of the more troubling issues in society -- violence against women.

(A) Legacy Items

Community Policing

Your support of community policing and program to add 100,000 new community police officers is the most significant legacy item for you in the area of crime and drugs.

Although community policing is often characterized as a return to old-fashioned policing it is in fact a revolution in American policing. And with the release this week of the most recent FBI Uniform Crime Report numbers -- showing a fifth year decline in crime rates -- criminologists and the media are conceding -- some for the first time -- that improved policing is having an impact on crime in this country.

You are the first President to attempt to reduce crime through a concerted effort to improve and expand policing in America. Indeed in many respects, your community policing program is an example of a third way approach to crime: it involves increased enforcement of the laws by more police officers, while also serving as a crime prevention tool, since the presence of more police, involved in the community, prevents crime.

Your 100,000 new community police officer program has a dual purpose: to put more police officers on the streets of America but to also improve policing by institutionalizing the community policing philosophy.

During the second term, the 100,000 community police officer program will continue to be implemented -- funding for the COPS program ends in Fiscal Year 2000 -- but you can also begin to give greater attention to the second purpose of your program and also build upon your COPS program by initiating a program that will focus on where the majority of crime occurs: major urban areas.

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Windows" theory – linking disorder and crime. They contended that if a broken window is not fixed in a building, soon all windows will be broken beginning a process of community breakdown eventually making a neighborhood vulnerable to crime.

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Completing the Community Policing Legacy

Your second term can be devoted to fulfilling your commitment to fund 100,000 new community police officers. But in addition, it can be dedicated to the adoption by communities of better policing and a commitment by your Administration to continue to reduce further crime in America's 20 largest cities through a "quality of life" policing approach, replicating the New York success in other cities.

We have provided police officers to the smallest and largest communities throughout the country, satisfying rural America as well as big cities. Now it is time to focus our energy and attention to reducing crime in the 20 largest cities.

Your community policy legacy can be built upon by a new program that will focus on these cities, where the majority of crime occurs and the majority of the underclass lives. The optimal approach to creating this initiative would be to announce a new "Quality of Life" policing program -- that would incorporate the existing COPS program -- and appoint former Commissioner Bratton to direct the program. Bratton would be charged with working with Mayors and Police Chiefs of these cities to assess their needs and help develop a quality of life community policing strategy similar to what he implemented in New York for each of these cities.

Potential Legacy

1. Changed Federal approach to reducing crime
2. Revolutionized and reformed American policing
3. Added 100,000 new police officers
4. Ended urban crime as we know it
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Guns

The Brady Law and the Assault Weapons Ban have provide a legacy in themselves for you on this issue. Now the task will be to maintain that legacy, which is a important challenge in itself.

The overwhelming majority of the American public supports gun control. Yet, because Congress and prior Administrations have been captive to the gun lobby, no meaningful gun control legislation has passed since 1968. You were the first President to have the political courage to not only take on the gun lobby but defeat it. And your efforts have provided positive results.

Because of the Republican congressional majority, there is little to no chance to enact any further gun control measures in your second term. In addition, it is very likely that sometime in the late spring of 1997, the Supreme Court will find the Brady Law unconstitutional by requiring state and local law enforcement officials to conduct the background checks.

The Brady Law has continued to receive strong public and law enforcement support. Your efforts to preserve background checks for handgun purchases would be a worthy fight.

One potential addition to this legacy could be gun safety initiatives, which is being drafted to be included in your Anti-Gang and Youth Violence Bill. In addition, you should continue to push for a further ban on Cop Killer bullets.

Potential Legacy

1. Reduced gun violence in America through meaningful and effective gun control
2. Political courage to take on and defeat the gun lobby
3. Enacted gun safety measures that reduced gun violence and accidents

(B) Legacy Items

Youth Violence and Drug Use

Even with decreasing overall crime rates and a reduction in youth crime, the American public is still very concerned with the high levels of youth crime in this country.

In 1995, for the first year in nearly a decade, juvenile arrests for Violent Crime Index Offenses -- murder, forcible rape, robbery and aggravated assault -- declined 3%. Even with this decline, the number of juvenile violent crime arrests in 1995 was 12% greater than the level in 1991 and 67% above the 1986 level. And after a decade of stability, the juvenile arrest rate for drug abuse violations increased by more than 50% between 1993 and 1995 by 138% from 1991 to 1995.

The number of gun homicides by juveniles has nearly tripled since 1983. Weapons law violation arrest rates for teenage males ages 15 to 18 more than doubled between 1983 and 1992, and the fastest growing murder circumstance is juvenile gang killings, which nearly quadrupled from 1980 to 1992.

In addition, what further concerns many is that between now and the year 2010, the number of juveniles in the population will increase substantially. Indeed, by the year 2000 there will be a million more 14 -17 year olds than there are today.

Reducing juvenile crime and gang violence has been a key component of your crime-fighting agenda and with new initiatives in a second term it can be an important legacy item for you.

In your 1996 State of the Union, you stated that, "Our next step in the fight against crime is to take on gangs the way we once took on the mob. I'm directing the FBI and other investigative agencies to target gangs that involve juveniles and violent crime, and to seek authority to prosecute as adults teenagers who maim and kill like adults."

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Replicate the Boston city model??

With regards to drugs, the American people did not believe that you were at fault for increased adolescent drug use and for that reason they might not be willing to give you any credit for a future reduction in those numbers.

Your initiatives on drug testing -- in the criminal justice system and for drivers license -- will have a lasting impact. An additional initiative that General McCaffrey is interested in pursuing is the challenge to the networks and media to return attention to this issue.

1. Reduced Youth Violence
2. Reformed the Juvenile Justice System
3. Reduced teen drug use
4. Instituted Teen Drug Testing for Drivers License Privilege

Victims

Last year you announced your support for a Victims Bill of Rights Constitutional Amendment. Congressional passage of the amendment is more likely than not. Its passage with your support could be an important item for your anti-crime legacy. However because of the length of time for ratification and no formal presidential role in its passage and ratification, your legacy on this issue could be minimal without additional efforts.

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When you announced your support for the constitutional amendment, you also directed the Attorney General to take -- in the interim before passage -- "a number of important measures that will improve the treatment of victims in both the federal, state, military, and juvenile criminal justice systems now." By delivering on this directive, you can build upon your support for a constitutional amendment. In addition, the Crime Victims Fund is four times the size it was during the last year of the Bush Administration. You will be providing more funds to victims services than any prior President and this achievement should be capitalized.

Violence Against Women

The Violence Against Women program is the first of its kind and you are the first President to address one of the more troubling problems in America....

DRAFT 1
January 6, 1997



DEPARTMENT OF HEALTH & HUMAN SERVICES

Melissa T. Skolfield

Assistant Secretary for Public Affairs

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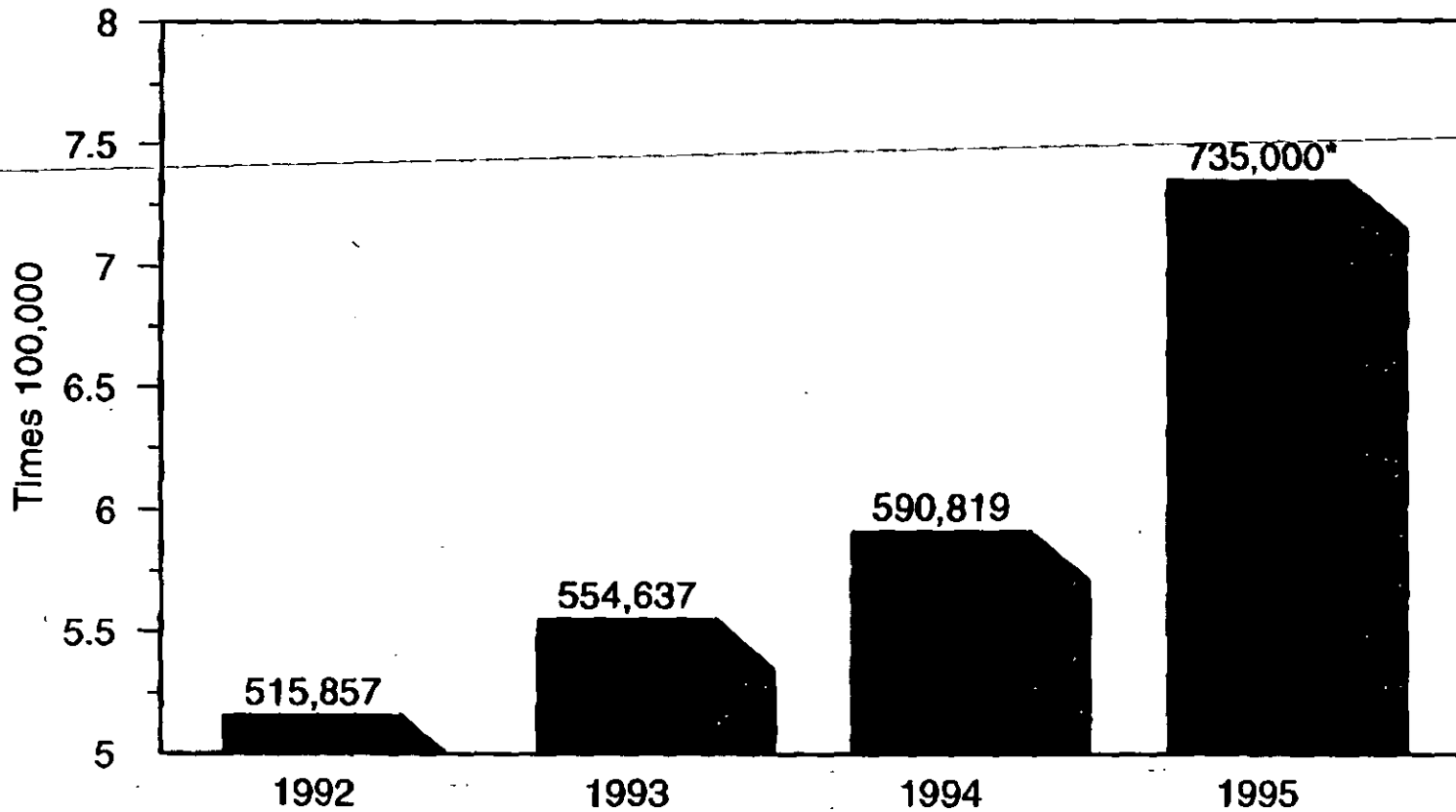
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Comments:

Bruce -
Here are some "youth-oriented" charts that we pulled together in case you want to use them for the Cabinet retreat. Please let Melissa or me know what you think and how many copies you will need. We are also working on updating a couple of more welfare-related charts -- caseload #s, etc -- if you'd like them too.

Thanks,
Soly

Paternity Establishments Have Increased Under the Clinton Administration

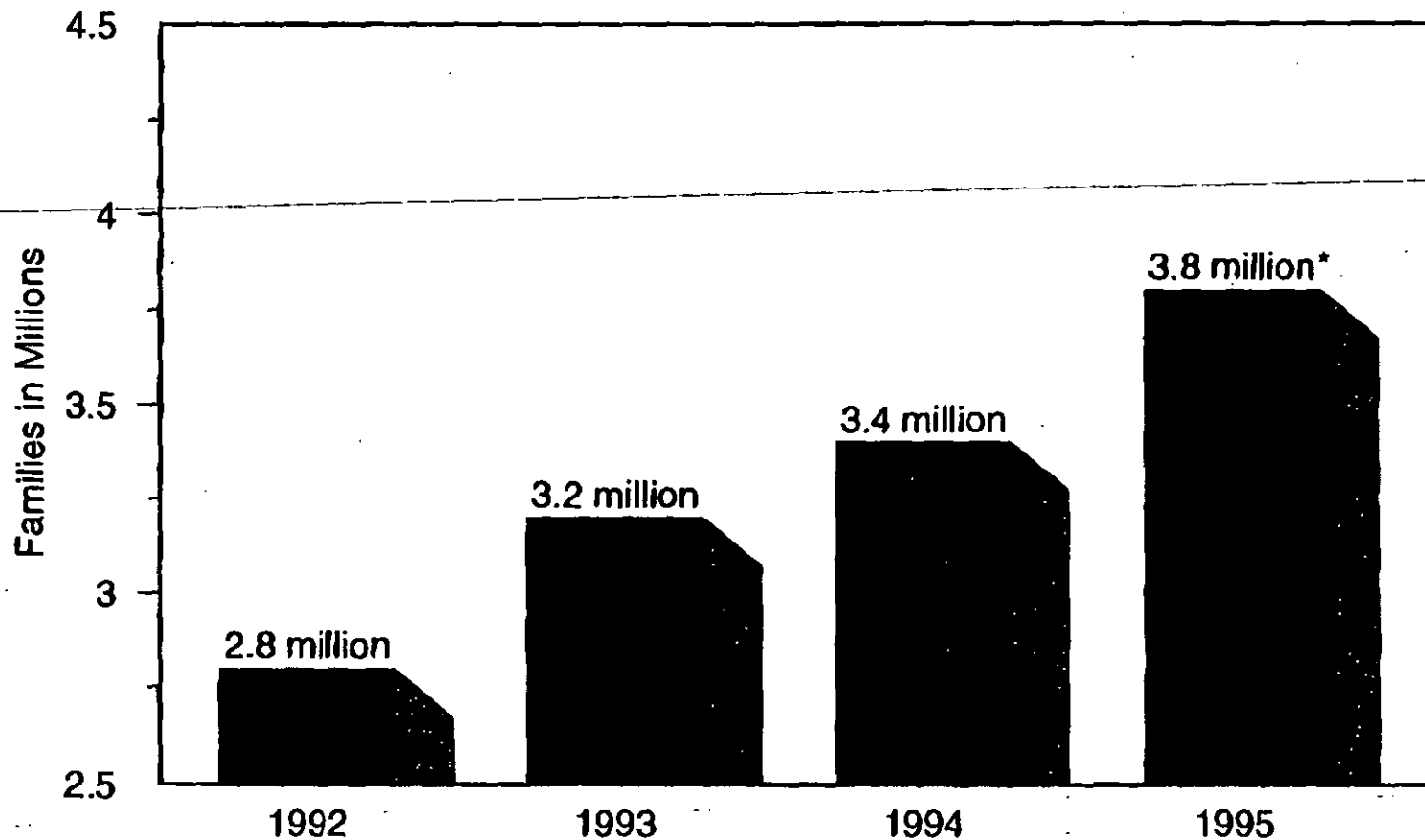


Source: Administration for Children and Families, U.S. Department of Health & Human Services

*Preliminary Estimate (All Numbers Rounded)

P92 5G416C

Families Served by Child Support Enforcement Have Increased Under the Clinton Administration

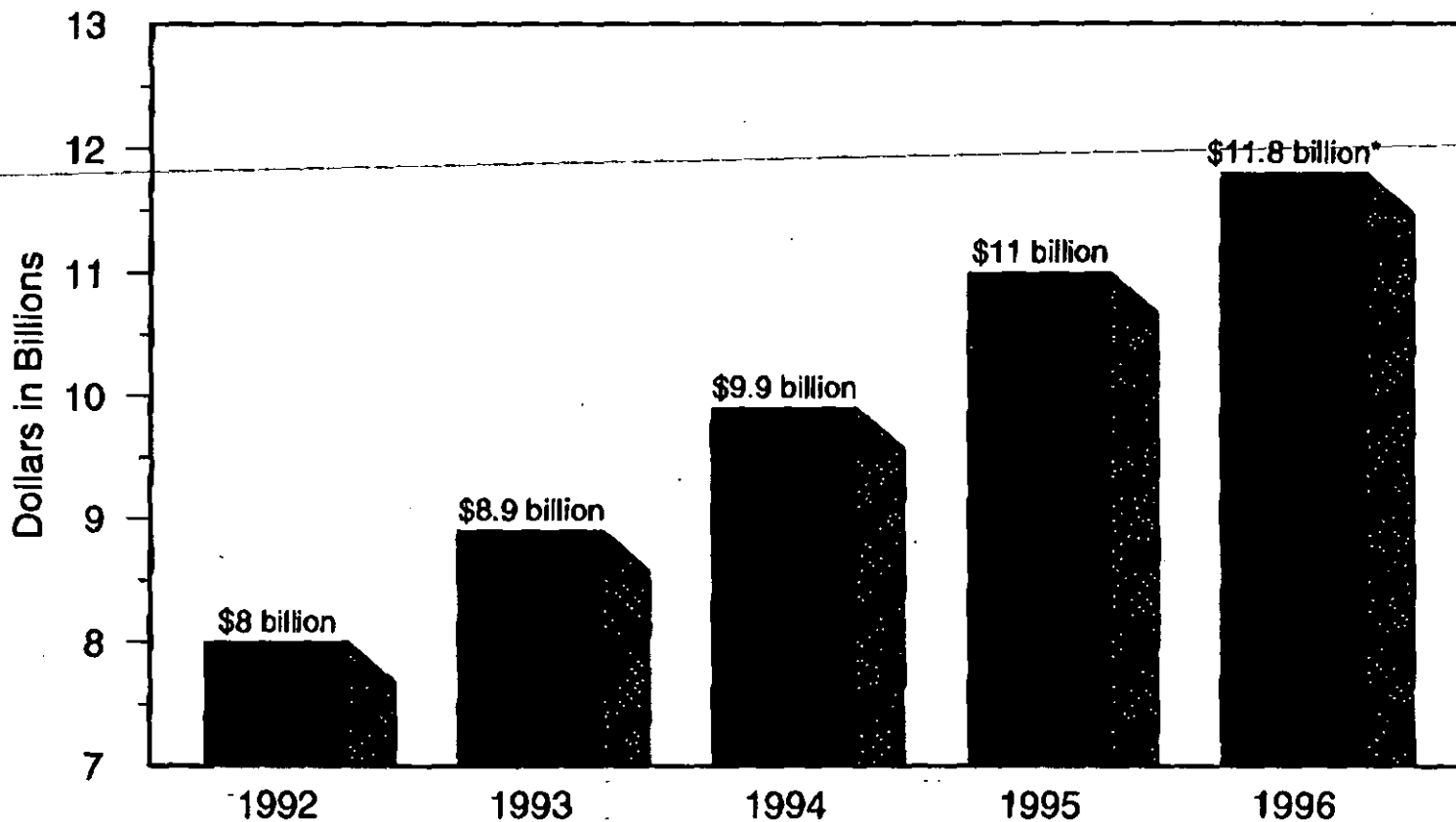


Source: Administration for Children and Families, U.S. Department of Health & Human Services

*Preliminary Estimate

P92 SG416B

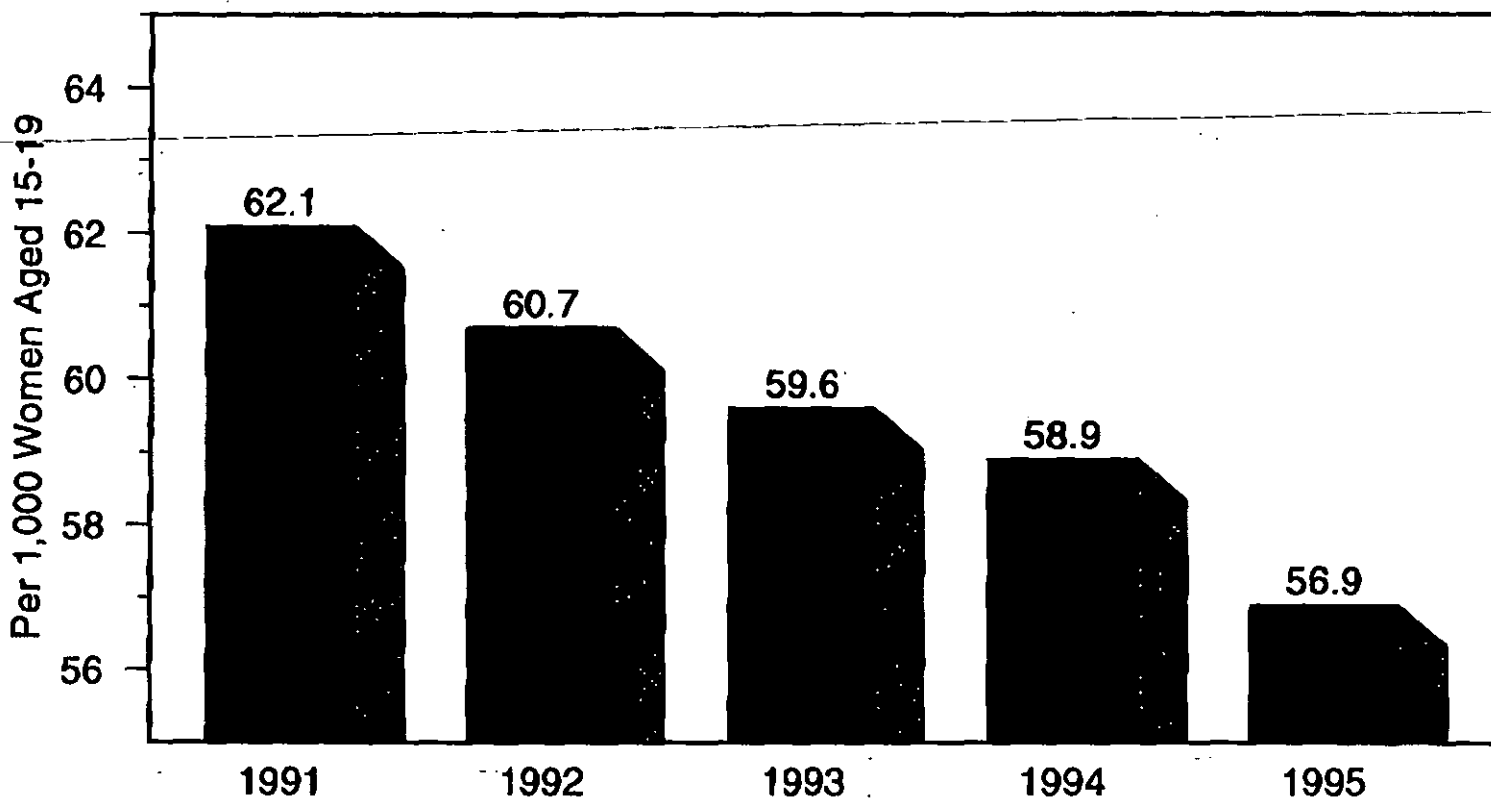
Child Support Collections Have Increased Under the Clinton Administration



Source: Administration for Children and Families, U.S. Department of Health & Human Services

*Preliminary Estimate

Teen Birth Rates Have Declined Under the Clinton Administration*



Source: "Births and Deaths: United States, 1995" Monthly Vital Statistics Report, Centers for Disease Control and Prevention, Vol. 45, No. 3, October 4, 1996

* Live births per 1,000 women aged 15-19



DEPARTMENT OF HEALTH & HUMAN SERVICES

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Comments:

Here are the teen pregnancy press release and Secretary's speech on Safe Passages. Please let me know if you need anything else.

Thanks,
Toby Shaff

HHS NEWS

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

FOR IMMEDIATE RELEASE
Monday, Jan. 6, 1997

Contact: HHS Press Office
(202) 690-6343

**SECRETARY SHALALA LAUNCHES NATIONAL STRATEGY
TO PREVENT TEEN PREGNANCY;
NEW STATE-BY-STATE DATA SHOW DECLINES IN TEEN BIRTH RATES**

HHS Secretary Donna E. Shalala today launched the National Strategy to Prevent Teen Pregnancy, a comprehensive new plan to prevent teen pregnancies and support and encourage adolescents to remain abstinent. In launching the strategy, the Secretary cited new data showing that the majority of states experienced a decline in teen birth rates from 1991 to 1994.

The new effort is in response to a call from the President and Congress for a national strategy to prevent out-of-wedlock teen pregnancies and to a directive, under the welfare law signed by President Clinton in August, to assure that at least 25 percent of communities in this country have teen pregnancy prevention programs in place. According to today's report, HHS estimates that HHS-supported programs alone already reach at least 30 percent, or about 1,410, communities across the country.

"This critical strategy expands on the many innovative programs and public-private partnerships the Clinton Administration has supported to prevent teen pregnancy," Secretary Shalala said.

"Preventing teen pregnancy has always been a top priority of the Clinton Administration and we are encouraged that teen birth rates are starting to decline. However, we are committed to strengthening

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ongoing efforts to engage every community in America to work together to prevent teen pregnancy and send a strong message to our children that postponing sexual activity, staying in school, and preparing to work are the right things to do."

The new strategy will strengthen the Department's ongoing efforts to assure that every community in the country is working to prevent out-of-wedlock teen pregnancies by: increasing opportunities through welfare reform; supporting promising approaches; building public-private partnerships; improving data collection, research and evaluation; and disseminating information on innovative and effective practices.

The national strategy will place a special emphasis on encouraging abstinence, especially among 9- to 14-year-old girls, through HHS' new Girl Power! campaign. The Girl Power! abstinence education initiative will engage all HHS teen pregnancy prevention and related youth programs in sustained efforts to promote abstinence among 9- to 14-year-old girls, and it will include a national media campaign to involve parents and caring adults in sending a strong abstinence message across the country.

The Department of Health and Human Services currently supports a variety of efforts to help communities develop comprehensive teen pregnancy prevention strategies that reflect five principles: parental and adult involvement; strong messages of abstinence and personal responsibility; clear strategies for young people's futures; involvement by all facets of the community; and a sustained commitment to young people.

- More -

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Recent declines in the teen birth rate, and indications of further declines in the teen pregnancy rate, suggest that the teen pregnancy prevention efforts taking place across the country are having a positive impact.

According to the latest state-by-state statistics on teen births, 37 states had a sustained decline in their teen birth rates between 1991 and 1994. Twenty-one of these states had declines of between 5 and 10 percent, and 10 states had declines of more than 10 percent over this period. Overall, the birth rate for teens aged 15-19 declined for the fourth straight year, decreasing by 8 percent between 1991 and 1995.

Each year about 200,000 teenagers aged 17 and younger have children. Their babies are often low-birth weight and have disproportionately high infant mortality rates. They are also far more likely to be poor. Estimates indicate that over half the mothers who receive Aid to Families with Dependent Children (AFDC) were teenagers when they had their first child.

Therefore, preventing teen pregnancy has been a critical part of the Clinton Administration's approach to welfare reform and efforts to strengthen American families.

Under the new welfare law, unmarried minor parents will be required to live with a responsible adult or in an adult-supervised setting and participate in educational and training activities in order to receive assistance. Starting in FY 1998, the welfare law also provides \$50 million a year in new funding for state abstinence education activities. In addition, the new law includes the tough child support enforcement measures President Clinton proposed in 1994, which will send the strongest possible message to young girls and boys that they should not have children until they are ready to provide for them.

Last year, President Clinton challenged parents and leaders to join together in a national campaign against teen pregnancy. A group of prominent Americans responded to that challenge, forming the National Campaign to Prevent Teen Pregnancy. HHS will work with the National Campaign in implementing the new national strategy to prevent teen pregnancy.

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Note: HHS press releases are available on the World Wide Web at: <http://www.dhhs.gov>.

FOR RELEASE UPON DELIVERY
FRIDAY, JUNE 28, 1996

*REMARKS BY

DONNA E. SHALALA

SECRETARY OF HEALTH AND HUMAN SERVICES

NATIONAL ASSOCIATION OF SCHOOL NURSES

WASHINGTON, D.C.

*THIS TEXT IS THE BASIS OF SECRETARY SHALALA'S ORAL REMARKS. IT
SHOULD BE USED WITH THE UNDERSTANDING THAT SOME MATERIAL MAY BE
ADDED OR OMITTED DURING PRESENTATION.

Whenever I am preparing to give a speech about young people, I am reminded of the great tradition of storytelling in America.

I'm thinking of the Fairy tales that are as much a part of our childhoods as learning how to walk, ride a bicycle, or throw a tantrum when we don't get our way -- which some people in Congress still do! I'm thinking of the Native American Trickster tales and the African American Folk Tradition; golden oldies like Cinderella and the Wizard of Oz; and, the Mexican American song about a mother duck who protects and provides for her ducklings. These stories all have one thing in common: In each case, the children are saved because of the intervention of caring adults. The Fairy Godmother. Glenda the Good Witch. The Loving Parents.

For generation after generation, you have been those caring adults. Heroes like Dr. Shepperson and Denice Reese: Wiping away the tears and the fear; healing broken bones and broken spirits. You never run out of time -- or help -- for our children.

When our children face new problems -- often you see them first and treat them first. Locking arms with parents, educators, and communities, you serve on the frontlines in the battle for our children's futures. You know better than anyone that it doesn't matter how good their grades are or how fast they can run if we can't help young people prevent illness, promote health, and make the right choices with the only lives they'll ever have. That's exactly what you do -- day in and day out, year in and year out.

And, our Administration is proud to stand with you. We understand the challenges you face today. The pressures of a changing health care delivery system. The cost-cutting. The increased work load. The number of uninsured children. The move to managed care. Let me be clear: As we continue to move toward managed care, we need to ensure that the critical role of school nurses is maintained and enhanced -- because change can't -- and won't -- work without you. And, because the health of our children must always be our bottom line.

Of course, protecting our children's health means something much different today than it did when I was growing up. It used to be that we went to the school nurse when our temperature shot up or when we had an unplanned encounter with the pavement on the playground. Now, our children face complex problems and pressures none of us could have ever imagined. And, that means your jobs have never been more demanding -- or more important. Violence. Tobacco. AIDS. Alcohol. Marijuana use. All on the rise among teenagers.

Make no mistake about it, if we don't act fast, we could loose an entire generation.

But don't take my word for it. Let's hear first hand, from the real experts: This from a 16 year old girl: "I'd like to be a model. Smoking burns off a lot of calories." A college sophomore claims: "I'm not a heavy drinker, except every time I drink, I get drunk." And listen to this high school freshman: "I like seeing violence. I just really like watching violence -- especially video games."

These aren't somebody else's children or somebody else's problem. This is our problem -- an American problem that touches each and every one of us.

Why do young Americans who are on the right track end up veering off course and diminishing their lives? Lots of reasons. Part of it is poverty and the lack of opportunity. Part of it is the dangerous message some parts of our culture send to the young, messages like: "Smoking is glamorous." "Marijuana is cool." "Everybody's having sex." Part of it is that we have to do a better job educating and inspiring each new generation to live healthy lives: We can never give up.

But critically important is something else. I have a teenage advisory group -- 17 young people from all walks of life, who meet with me about once a month. Whether we are talking about drug use or depression, smoking or sex, these teenagers consistently say the same thing. They say that parents are by far the most influential people in their lives. They say that parents can do the most to save them. And, despite the fact that they swagger with the aura of independence -- they say that most young people need and want the everyday love, attention, and, yes, discipline of their parents.

We all know that my teenage advisors are right, the family is the core institution in this country. And yet at the precise moment when children need their parents and other caring adults more than ever -- parents are finding it harder and harder to raise their children. They're working longer hours with less job security and less time to spend with their children. There is more competition for their children's attention and less support from strong communities.

As a society, we have to lock arms to help all parents -- and that means -- first and foremost -- creating a health care system that meets the needs of all Americans -- especially young people. This President -- this Administration -- has demonstrated a powerful commitment to doing just that.

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We need to pass real health insurance reform and wave goodbye to the days when insurance companies could drop you because you changed jobs, or had a pre-existing condition. After all, life is a pre-existing condition!

From immunization to AIDS to infectious diseases, this President knows that prevention works. And, we must continue to invest in it. But, that's not all we must do.

We must make ourselves a promise: We will not back away -- not even for a minute -- from protecting the health of our young people.

We will not replace Medicaid's guarantee of health care for poor children -- with an ill-conceived, underfunded block grant.

Unfortunately, just this week, a Senate committee joined two House Committees in abandoning Medicaid's thirty year commitment to protect our most vulnerable children. Take a good look at the Republican bill. There is no real guarantee of coverage for poor children; no real guarantee of benefits; and no real guarantee of preventative care like immunizations. Let me be clear: until these guarantees are restored, until they agree to build up Medicaid instead of tearing it down, the President will continue to oppose this legislation. He'll keep sending it back until they get it right.

But when it comes to the health of our young people, our commitment to parents cannot begin or end at the nurses office or the hospital doors. That's why we've developed a new way of thinking, a new public health strategy for young people called "Safe Passages." "Safe Passages" is our comprehensive approach to tackling tough challenges like substance abuse, tobacco use, teen pregnancy, sexually transmitted diseases, violence, and diet. It is about working in partnership with all different adults and institutions in young people's lives -- to help them steer young people through the rocky waters of adolescence.

This is not the old top-down overly programmatic federal approach to solving problems. Instead, we are defining the federal role more clearly: to serve as the glue that holds together and empowers our various partners -- and to fill gaps that would become gaping holes without our collective efforts.

So what does Safe Passages mean specifically? It means increasing the children's mental health budget twelvefold in just three years. It means sponsoring major health campaigns in areas like tobacco use, drug prevention, physical activity and the nutrition foods labels -- to empower teenagers and their parents with critical information needed to choose healthy lives.

And, it means increasing our support for major research on all aspects of adolescent health and development -- from HIV infection to violence and teen pregnancy. In fact, just this week, I announced that teen birth rates had dropped for the third year in the row. That's good news -- it's good news for our children, for our schools, for our communities, and for our country.

But perhaps the Administration effort that most clearly reflects our "Safe Passages" strategy is the children's tobacco initiative -- which is ultimately about putting power back into the hands of parents. Never before in history -- let me repeat -- never before in history has a President had the courage and conviction to take on the fight against tobacco. I am proud of that, and I know that you are too.

Overall our goal is to reduce smoking among children and adolescents by 50 percent within seven years. And, to do that, this President has offered some of the boldest public health proposals this country has ever seen. To reduce the access appeal of tobacco to children, we propose to limit all the easy ways that children get tobacco; keep tobacco billboards at least 1,000 feet from our children's schools; take the Marlboro man and Joe Camel out of publications read by millions of children; and prohibit tobacco companies from using the allure of their brand names in sponsoring events.

We need to send anti-tobacco messages to young people where they live, where they go to school, and where they hang out -- in words and images they understand. That's why we're joining with leaders throughout the media and entertainment industries -- and challenging them to create characters that are hip and cool enough not to smoke. And, that's why we are teaming up with the U.S. Women's National Soccer Team, using PSAs and posters to send a clear message to our children: like oil and water, tobacco and fitness don't mix.

Some might say, "Can't parents take care of their children?" The answer is, of course they can. That is precisely the point of our proposal -- to make sure our children are getting their information about tobacco from their parents, their school nurses, and other caring adults -- not from Joe Camel.

That's why we are standing with parents and saying, "Yes, we will help you protect your child. Yes, we will put your interest before the special interest, and not just with tobacco." We're a safer country because of the Brady Handgun law and the Assault Weapons Ban. We're a healthier country because we didn't let extremists abolish family planning services under Title X.

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We're a wiser country because we beefed up child support enforcement -- and demanded that both parents take responsibility for the children they bring into this world. And, we will honor this country's legacy of opportunity when we protect education and student loans -- for this generation and every generation to come.

But government can't do it alone. It is going to take all of us locking arms and sending clear and consistent messages to our young people: Telling them that drugs are illegal, dangerous, and wrong. Telling them that sex will not buy them love -- and having a baby will not make them an adult. Telling them that violence is not the way to solve their problems.

And, through it all, we must do more than talk to young people. We must listen to them. Respect them. Take time to mentor and guide them. Put our arms around them -- and never let go. And, that will never happen without you.

When we needed to break down barriers and heal our wounds during the Civil War, Sojourner Truth was there. When poor women needed education about reproductive health care, Margaret Sanger was there. When the people of Arkansas needed a dose of health and good humor, Virginia Clinton Kelley took time out from raising her son -- our President -- to be there.

And, today, when our young people need leaders to stand up and speak out on their behalf, I know that nurses will rise to the challenge once again.

Because, as you know, children don't have lobbyists. They don't buy t.v. time or host talk radio shows. And they can't vote. All of us are the caring adults that make happy endings come true. We are the fairy godmothers and godfathers. And we must make sure that the fate of our children rests in everybody's hands.

Thank you.