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*file*  
*Gun Control*

THE WHITE HOUSE

WASHINGTON

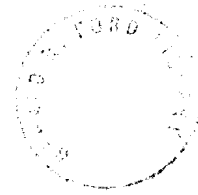
September 14, 1976

MEMORANDUM TO: JIM CAVANAUGH  
FROM: JIM CANNON *Jani*  
SUBJECT: Draft Letter on Gun Control

I am making a couple of editorial suggestions which I think will bring this letter close to the President's previous statements, and particularly his Crime Message to the Congress. In our desire to say the right things to this audience, I think we must be particularly careful not to contradict previous Presidential statements and open ourselves to accusations of a flip-flop.

In particular:

1. On page 1, I do not believe it is accurate for the President to say "Ours is not a problem of crime in the streets, etc." The fact is that there is a problem of crime in the streets. Moreover, to suggest that the Nation's judges are criminals is not Presidential.
2. On page 2, I suggest we use the words "law abiding" instead of "decent."
3. On page 2, I suggest you strike the sentence beginning "I can assure you". That sentence contradicts the reality of what is in the President's crime bill.



THE WHITE HOUSE  
WASHINGTON

September 14, 1976

MEMORANDUM FOR: ✓ JIM CANNON  
JIM LYNN  
PAUL O'NEILL  
KEN LAZARUS  
DAVID GERGEN

FROM: JIM CAVANAUGH *JHC*

SUBJECT: Draft Letter on Gun Control

Attached is a draft letter setting forth views on gun control. I would like to have your suggestions and comments by 12 noon today.

Thank you very much.

Attachment

cc: Jim Connor

RDP

11:24

ME D

11:26

called to ask for copy  
of incoming.

11:35

JHC says "No incoming"



PROPOSED PRESIDENTIAL LETTER ON GUN CONTROL

I have studied the views of the gun owners of America very carefully. Let me say from the outset that we share many points of view. I believe that America's decent citizens have had to pay both in economic and human terms for the crimes of others. It is my view that the only way we will stop violent crime in America is by the use of mandatory sentencing and minimum terms of imprisonment for any person convicted of using or carrying a handgun, or any other weapon, in the commission of a crime. It is sad but true that our judicial system today has failed to use the numerous existing statutes already on the law books to punish the violent criminal. Ours is not a problem of crime in the streets; ours is a problem of crime in the courtroom. If judges refuse to use existing statutes to punish violent criminals, there will be little hope that the nation's problems will be solved by the passage of still more laws.

I found most enlightening the arguments you raised concerning the attempts to define the "Saturday Night Special." Your discussion of the subtleties and the implications of the terms presently used shows a thorough understanding of the problems encountered in trying to establish clear definitions. Your statements concerning



the possible harrassment by employees of the federal bureaucracy are insightful. I will keep these points in mind when considering the impact of future legislation in this area. I will oppose any attempt to deprive <sup>law-abiding</sup> ~~decent~~ citizens of their traditional freedom to own handguns. [I can assure you and your members that I will not support legislation which provides bureaucrats with more tools for harrassing law-abiding citizens.] I do not support proposed legislation which would make criminals out of honest Americans.

*FLIP  
FWP  
from  
this  
Crime  
Bill*

I believe in punishing only those who commit crimes. I am unalterably opposed to the federal registration of guns or the licensing of gun owners. It has been my long-held belief that these measures would be futile in attempting to stop the criminal. Instead they would treat decent citizens as potential criminals. Those who intend to use guns for criminal purposes will never conform to regulations.

In short, it is my intention to preserve for future generations the time-honored traditional freedoms that we and our forefathers have enjoyed throughout our 200-year history.



*file  
Crime*

THE WHITE HOUSE  
WASHINGTON

September 18, 1976

ADMINISTRATIVELY CONFIDENTIAL

MEMORANDUM FOR:

JIM CANNON

FROM:

JIM CONNOR *JEC*

SUBJECT:

Crime Speech

The President reviewed your memorandum of September 17 on the above subject and made the following notations:

"Justice's suggestions need more discussions.

Dick Parson's ideas are excellent and he should work with speech writers. Maybe a draft by him would be a good starting point.

I'm not sure LEAA wouldn't be well advised to support his third point.

Bob Goldwin may have a point but what have States and others done? "

Please follow-up with appropriate action.

cc: Dick Cheney  
Bob Hartmann



*0 12*

THE WHITE HOUSE

WASHINGTON

*file*  
*Crime*  
INFORMATION

September 17, 1976

MEMORANDUM FOR THE PRESIDENT

FROM: JIM CANNON *Jen*  
SUBJECT: Crime Speech

Here are three background papers that may be helpful for your crime speech before the International Police Chiefs Association in Miami on Monday, September 27.

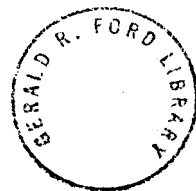
1. In your Crime Message you directed the Attorney General to review the lack of conformity and apparent fairness in Federal sentencing procedures. The Attorney General has carried out your directive and submitted a memorandum (Tab A) setting forth two proposals to reform the Federal criminal justice sentencing process:

In brief, the Attorney General proposes --

- the creation of a Federal Sentencing Commission to develop guidelines for sentences to be imposed upon conviction of specific crimes; and
- the abolition of the Federal parole system.

2. Dick Parsons, at my request, has prepared a memorandum suggesting actions that might be taken to reduce the level of crime (Tab B). In brief, Parsons points out --

- local police are arresting more violators than prosecutors and courts can handle and jails can hold;
- most crime is committed by repeat offenders, and we might focus more resources through the LEAA on prosecuting and jailing habitual criminals;



- since almost half the crime problem is drug-related, we can focus on what you have done and proposed to do to curb drugs; and
- one possible new step might be the initiation of a national sports and recreation program to provide unemployed youth, particularly in urban areas, with an alternative to crime. In some respects, this parallels your earlier proposals for a major National Olympic Sports Program.

3. Bob Goldwin prepared a memorandum which focuses on the need for more State prison facilities (Tab C).

I am sending copies of these papers to Doug Smith, for your speechwriters, and to Jim Lynn, with whom I will discuss these suggestions.





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

MEMORANDUM ON SENTENCING

This memorandum outlines proposals to reform the sentencing process in the federal criminal justice system and seeks the President's direction that the Department of Justice prepare draft legislation to implement them.

In his Message to Congress on Crime the President proposed a system of mandatory minimum sentences for persons convicted of certain crimes. This proposal would rule out the possibility of parole, but it contained provisions that would allow a judge to impose less than the mandatory minimum sentence if he made a written finding that certain extenuating circumstances existed--for example, that the offender was under physical duress at the time the crime was committed or was a peripheral participant in a crime actually committed by others. The President's proposal would not require the automatic imposition of long sentences, but it would increase the degree of certainty that offenders convicted of the specified crime would serve some time in prison. And certainty of imprisonment is fundamental to deterrence. The mandatory minimum sentence proposal would also remove some of the inequality of sentencing in the federal criminal justice system.

Under the current federal sentencing system, the sentence to be imposed in a particular case is left entirely to the discretion of the judge, and the judge is free to impose any sentence from one day's probation through the maximum imprisonment and fine authorized by Congress for the offense committed. The problem is that individual judges vary considerably in their sentencing philosophies and, as a result, sentences vary considerably--even for similar offenders committing similar offenses. Some sentences are unduly lenient, some are unduly severe. Neither the defendant nor the government may appeal to a higher court to have a sentence changed to a more appropriate one.

To increase the certainty of appropriate punishment and to eliminate the sense that punishment in the criminal justice system is an unfair game of chance, two further reforms that build on your mandatory minimum sentence system should be proposed.

### I. Creating a Federal Sentencing Commission

A Federal Sentencing Commission should be established by Act of Congress to draw up guidelines indicating a narrow range of sentences that are appropriate for persons who commit various crimes under various circumstances. Under this proposal, a sentencing commission would be established to develop guidelines indicating appropriate sentences for a spectrum of specific cases.

On the basis of research conducted by the commission's staff, the commission would prepare a detailed list of characteristics of defendants and a detailed list of characteristics of offenses. The defendant list would classify a defendant according to his age, education, prior criminal record, family ties, and other pertinent characteristics. The offense list would classify a specific offense according to the number of victims, the seriousness of the injury involved, the community view of the offense, and other pertinent aggravating and mitigating factors. Thereafter, prior to imposing a sentence in a particular case, a judge would be required to ascertain the category into which the defendant fit most closely and the category into which the offense fit most closely. The applicable defendant category would be matched with the applicable offense category, and the guidelines would indicate the narrow sentencing range for such a category of defendant committing such a category of offense. For example, a first offender in his early twenties with a wife and child to support, who committed an unarmed robbery in which no personal injury was threatened, might fall into a category specifying a sentencing range of, for example, one to one and one-half years imprisonment. On the other hand, a repeat offender in his late thirties with a poor employment record, who committed a robbery at knifepoint, might fall into a category specifying a sentence of, for example, five to six years imprisonment. In each case, the judge would be expected to sentence the defendant within the range set forth in



the guidelines. The judge would only be able to impose a sentence above or below the range suggested in the guidelines if he found good reason for doing so and stated that reason in detail in writing. If the sentence imposed was within the guidelines, it would be considered presumptively appropriate and would not be subject to appellate review. However, if the sentence was above the range suggested in the guidelines, it could be appealed by the defendant, and if it was below the range suggested in the guidelines, it could be appealed by the government.

Sufficient research has been done in this area so that it seems clear that the sentencing commission proposal is entirely feasible. While the commission would operate only with respect to the federal criminal justice system, it would also serve as a model for state and local reforms.

The sentencing commission proposal would build upon the mandatory minimum proposal by extending the idea of limiting judicial sentencing discretion so that all federal crimes are covered. It would serve the two important purposes embodied in the President's mandatory minimum sentencing proposal--increasing the certainty of punishment and eliminating the game of chance quality of federal criminal justice.

## II. Abolishing the Federal Parole System

Under the federal parole system as it currently exists, a defendant who is sentenced to a term of imprisonment ordinarily may expect to serve approximately one-third of the period imposed by the sentencing judge. The theory is that the judge is imposing only a maximum period of time that the defendant should be expected to remain imprisoned.

The federal parole system is thought to serve three basic purposes today. First, it attempts to mitigate unfair disparities in sentencing by releasing offenders before the specified sentence has been served--though, of course, it cannot extend a sentence that is inappropriately short. Second, it seeks to monitor a prisoner's progress in rehabilitation so that he may be released when he is ready to return to society. Third, its offer of a hope of early release serves as an incentive to good behavior in prison.



The first purpose--helping to eliminate unfairness--would be much better and more completely served by the federal sentencing commission proposal outlined above. The second purpose is based on an idea of prisoner rehabilitation and of the ability of correction authorities to predict the future behavior of prisoners that have fallen into disrepute. Scholars in the field of corrections now assert that rehabilitation is more likely to occur if it is not tied to the prospects of early release. When it is tied to parole, two problems exist. First, participation in rehabilitative programs is not truly voluntary and often not undertaken in good faith. Second, prisoners do not know precisely what they should do to secure favorable treatment by parole authorities--parole is the second game of chance. Scholars also doubt that the behavioral sciences are advanced enough to give correction authorities the tools by which to predict an inmate's future behavior--that is, to decide when he has been rehabilitated.

In addition, there is a deceptiveness about the federal criminal justice system which includes the possibility of parole. The present system makes it appear to the public that long sentences are to be served when neither the judge nor the defendant has that expectation. The public is then shocked when it learns in celebrated cases that the complete sentence was not served. Abolition of parole would serve the interests of candor--and in a related respect, of deterrence, since the message of the sentences imposed by a system without parole would be clear and unambiguous to potential criminal offenders.

A sentencing system which abolishes parole would require a reduction of a pre-determined portion of the sentence for good behavior--a necessary concession to encouraging prison discipline. To meet the argument that parole now serves the purpose of encouraging discipline in prison, good time allowances might have to be increased if parole were abolished. Other incentives for good behavior might also be developed. It is important to recognize that the sentences recommended by the commission ought not be as long as current maximum sentences. Since today few offenders spend their entire sentence in prison, if sentences were made determinate and long, the prison population would increase beyond the federal prison system's ability to handle it. Furthermore, because currently the real sentences as served by offenders are considerably shorter than the sentence imposed by the judge, sentences



under a determinate system need not be as long to serve the purposes of imprisonment.

In addition to eliminating the complexities of the current parole system and eliminating the opportunities for endless litigation over parole board determinations, such an approach would have an important collateral benefit. By eliminating the uncertainty concerning a prisoner's release date a major cause of prisoner complaints would be removed. The increased fairness, and the increased appearance of fairness, could reduce a major cause of prisoner bitterness--a bitterness which hampers preparation for reentry into society since real or imagined injustices focus a prisoner's attention upon relitigating the propriety of his incarceration rather than upon his future after release.

Should the President decide to propose the abolition of federal parole, the existence of the system would probably have to continue for some time in order to make the necessary determinations with respect to prisoners sentenced before the new system goes into effect. However, the other functions of the parole system--for example, the supervision of ex-offenders after release from prison and the provision of half-way houses and other controlled release programs--could be undertaken by prison or probation authorities.

#### Conclusion

The creation of sentencing guidelines coupled with appellate review of sentences and the abolition of parole would add a greater consistency and clarity to the federal criminal justice system. It would increase the fairness of the system, its candor, and the deterrent effect of the criminal law.

MEMORANDUM

THE WHITE HOUSE

WASHINGTON

September 13, 1976

MEMORANDUM FOR: Jim Cannon  
FROM: Dick Parsons  
SUBJECT: Crime

You recently asked me to give some thought to the question of what additional steps the President could take (or propose) to reduce the level of crime in the country. Herewith, my preliminary ruminations.

Expand Career Criminal Program

The crimes most Americans fear -- murders, muggings, rapes, robberies -- usually do not fall within the criminal jurisdiction of the Federal government. Rather, these crimes must be dealt with at State and local levels. Therefore, unless one is prepared to suggest that all so-called "street" crimes be made Federal offenses (which would present constitutional as well as other problems), the role of the Federal government in combating this kind of crime must be essentially a supportive one.

Given this limitation, the major presence of the Federal government in the criminal justice area in recent years has been the Law Enforcement Assistance Administration (LEAA), which, as you know, provides financial and technical assistance to State and local governments to improve their criminal justice systems. The effectiveness of LEAA has been seriously questioned of late, however, because of the fact that crime has continued to rise precipitously ever since LEAA's creation.

One reason for this, I believe, is that the \$6 billion-plus LEAA has pumped out to State and local governments over the past nine years has been spread too thin to have real impact (that amount is, after all, less than 5 per cent of total criminal justice expenditures in the United States). Too much has gone to the police, who are already out-stripping the rest of the system. What has gone to prosecutors, courts and correctional systems has not been targeted on serious offenders, by and large, but has been used simply to "fill in the holes" created by shortages of State or local funds.

The failure of our State and local criminal justice systems -- and of LEAA -- has been a failure to differentiate between types of defendants for the purpose of according different kinds of treatment to different kinds of defendants. A failure to prioritize, if you will, to put the emphasis on prosecuting and incarcerating those who pose the greatest threat to society.

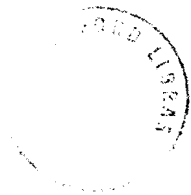
We know, for example, that most crime is committed by a relatively small number of individuals. The recent case here in Washington of a single individual who has admitted to committing about 50 rapes, 80 burglaries, 10 armed robberies and an uncounted number of car thefts serves to illustrate the point. And, while this is an extreme case, a recent study of over 225,000 persons awaiting trial on criminal charges revealed that two out of three had significant previous criminal histories. It stands to reason, therefore, that we can make a significant impact on the problem of serious crime in this country through the immobilization of a relatively small number of people -- those who repeatedly and habitually commit crimes.

Two years ago, the Law Enforcement Assistance Administration (LEAA) began an experimental program designed to focus the attention of the criminal justice system on the habitual criminal. Under this program, LEAA provides funds to local prosecutors to establish special "career criminal" bureaus within their offices. Such bureaus are comprised of senior or experienced assistant district attorneys whose sole responsibility is the prosecution of career criminals. LEAA also provides funds for the establishment of mechanisms and procedures to screen out career criminals as soon after arrest as possible. This enables identification of the truly serious offender as soon as he comes into the system and the immediate assignment to his case of an experienced prosecutor, who handles the case from beginning to end. These cases are also given priority by the courts to insure prompt trials.

So far, the results of these career criminal programs have been tremendously impressive. Through the first 18 months of operation in eleven jurisdictions:

- 615 individuals were identified as career criminals;
- the average adjudication time from arrest to final disposition was approximately 84 days;
- the conviction rate was 95 per cent (or 585); and
- the average sentence was 21 years imprisonment.

More importantly, many of the jurisdictions participating in the career criminal program have reported a decrease in the rate of crime.



At the moment, LEAA funds career criminal programs in some 18 jurisdictions throughout the country at a total cost of approximately \$6 million (see attachment for detail).

In my view, this has been LEAA's most successful program, at least in terms of reducing crime, and I would think that one of the most important things the President could do about crime is significantly expand the career criminal program. Of course, the level of expansion is subject to negotiation, but I would think something on the order of a tenfold increase would be appropriate.

#### Improve Federal Drug Program

In addition to helping State and local governments immobilize those who commit crimes, there are things the Federal government can do directly which will have an indirect impact on crime. One such thing would be to improve the Federal drug abuse program.

As you know, a number of recent surveys have indicated that anywhere from one-third to one-half of all street crime is drug abuse-related. While no one can say what the precise correlation between drug abuse and crime is, reason and experience tell us that the two are related and that reductions in the level of drug abuse can lead to reductions in the level of crime.

During the past 18 months, the President has made reducing drug abuse a priority objective of his Administration. We have produced a White Paper on the subject, created several new coordinating mechanisms, proposed new legislation, and infused in the troops a new spirit of enthusiasm and cooperation. The one thing we have not done, however, is substantially increase the resources we are committing to this effort.

For FY 1977, the President has requested \$780 million for the Federal drug program. In FY 1974, however, the Federal drug budget was \$782 million. What has happened over the past three years is that the massive budgetary increases of the early 1970s (when the Federal drug budget went from less than \$100 million in FY 1969 to almost \$800 million in FY 1974) have been completely absorbed by the bureaucracy. We are now operating at close to maximum capacity and, simply put, we aren't going to get much more out of the program without putting more into it.





I note by way of historical perspective that the only time we have made truly significant (or at least dramatic) progress in reversing the drug abuse trend was in late 1972/early 1973. I note also that crime decreased for the first (and only) time in the last 20 years during that period. I believe it is more than coincidence that this dramatic progress, which the former President hailed as "turning the corner on drug abuse," came on the heels of a massive increase in Federal spending to prevent and treat drug abuse (from \$223 million in FY 1971 to \$511 million in FY 1972).

I do not here suggest that simply by infusing more money into the program we will produce a result similar to that achieved in 1972/3. However, I do think we will have to increase the resources we have committed to combating drug abuse if we hope to do more than simply keep our heads above water. I would think an increase on the order of \$100 million to \$200 million (the latter figure bringing total expenditures up to about \$1 billion) would not only be responsible in terms of the Federal drug program but could lead to a reduction in drug abuse and crime.

If this appeals to you, I can work with OMB and the agencies to develop a tentative breakdown of where the additional funds would be spent.

#### Provide Greater Recreational Opportunities

Another thing the Federal government could do which would, I believe, have a positive impact on crime would be to establish a national sports and recreation program.

We have known for a long time that opportunity to participate in organized sports can be a real alternative to crime among young people. Sports can provide an outlet for pent-up energies and aggressions. For some, it even provides a medium for self-expression. At worst, it can provide young people who would otherwise be idle with something constructive to do.

Yet, the Federal government does very little to insure that recreation programs and facilities are widely available. This responsibility falls mainly on the shoulders of local governments (i.e., public school systems), a handful of highly fragmented private concerns and, of course, each of us in our individual capacities. Thus, it can truly be said that there is no coherent, comprehensive national sports and recreation program for our nation's youth.

I believe the establishment of such a program, designed to insure that every child has a continuing opportunity to engage in organized sports activities, would serve several national purposes -- not the least of which is reducing crime. To be effective, such a program would have to be more than just a policy-making, coordinating kind of operation. Substantial resources would have to be made available to construct facilities where none now exist (or to renovate inadequate facilities), to purchase equipment and to employ staffs. The cost could be anywhere from \$10 million to \$100 million or more, depending on how ambitious the program might be (it could, for example, be targeted only on high-risk groups like inner city youth).

Whatever the level of investment, I think this kind of program has real potential. Moreover, the long-range implications of not doing this, or something like it, are frightening. With youth unemployment in some cities in excess of 60 per cent, and with no real likelihood of substantially reducing this figure, we have got to begin to think about providing these young people with something to do. If we don't, crimes committed by youth will continue to soar.

# CAREER CRIMINAL PROGRAM

<u>Jurisdiction</u>	<u>Award Amount</u>
1. San Diego, California	\$ 247,118
2. Columbus, Ohio	239,416
3. Suffolk County, Massachusetts	463,192
4. New York County, New York	556,155
5. Detroit, Michigan	576,040
6. Salt Lake City, Utah	201,708
7. Kalamazoo, Michigan	78,548
8. Houston, Texas	266,068
9. New Orleans, Louisiana	421,789
10. Dallas, Texas	308,246
11. Indianapolis, Indiana	315,000
12. Miami, Florida	350,000
13. Rhode Island	190,304
14. Saint Louis, Missouri	350,000
15. Albuquerque, New Mexico	98,522
16. Louisville, Kentucky	285,000
17. Memphis, Tennessee	300,000
18. Las Vegas, Nevada	135,000



THE WHITE HOUSE

WASHINGTON

September 8, 1976

MEMORANDUM TO JAMES CANNON

FROM: ROBERT GOLDWIN *RG*

SUBJECT: Crime

I spoke on the telephone today to Professor James Q. Wilson of Harvard and asked him if he had suggestions or advice on the subject of crime. He said that he had just this morning reread the President's Sacramento speech and that it stands up very well. He would add to it now only one additional recommendation, based on developments since the time of that speech.

It seems that there is an improved change of mood and viewpoint in the past year and judges are now beginning to sentence convicted criminals to prison in greater numbers. The result is that crowding in State and local prisons is getting worse. This is partly the result of some judges getting more stern and partly the result of the behavior of the criminal element of the youth cohort that came up in the 1960s. This is the group of young people, mostly young men, who were born between 1945 and 1960 when the birth rate was very high. The birth rate has been going down since 1960. Since age is a very important factor in the crime picture, what Wilson sees is that people whose criminal careers began in the middle or late 60s, when judges were more lenient, and who got off easily two or three times, are now coming before tougher judges for their fourth and fifth offenses and are being sent to prison. In any case, whatever the explanation, the prison population is going up close to 250,000 in State and local prisons (this doesn't include persons held in local jails pending trial or serving very brief sentences). Many of the jails and prisons are so overcrowded or in such deplorable physical condition, that for humane reasons judges are ordering them to be closed or the population significantly reduced.

There is an obvious problem here that if judges begin to follow the President's advice, and send more convicted criminals to prisons that are already full or overfull, the trend cannot last long and judges will stop sending them to prison unless more prison spaces are developed.

It is my understanding that present federal legislation specifically prevents the use of federal funds for "bricks and mortar," but bricks and mortar are now what is most needed. The President could recommend legislation to provide funds for expanding and improving State and local prison facilities. In doing so, the federal government could mandate minimum standards either for facilities built with federal funds or for facilities throughout a State that accepts federal assistance for improving or building new prison facilities.

*0002*

If the President does decide to call for legislation that would provide federal funds for construction of State prison facilities, there will be the problem of explaining his support for new spending. He could say that the public knows full well how hard he has tried to hold down the rate of increase of federal expenditures and that the only exception he has made is in the area of national defense. But just as he has advocated that we increase our spending to meet our critical defense needs, so he now advocates, for the same reason, that we increase our spending on domestic defense against the criminals who prey on us. It is now clear that the great concern about crime evident everywhere throughout American society requires an expenditure so that criminals who have received a fair trial and have been convicted can be sent to prison. The crime rate in this country has just about doubled since 1960 but there has been no increase in that time in the capacity of our prisons (I am pretty sure that statement of fact is correct, but we should, of course, check it carefully).

Otherwise, there is not much need to recommend new things beyond the very sensible proposals the President has already made and which have not been acted on. He should reemphasize the importance of protecting potential victims and demonstrating a real concern for victims of violent crime. He should repeat his recommendations for protection of the rights of witnesses and urge that programs be developed to encourage public cooperation with police and courts through protecting them when they serve as witnesses or suffer as victims.

He should repeat the need for swift and certain punishment as the best way to deter crime and to keep the repeat offender separated from his potential victims. The President should repeat the sound analysis that a very high proportion of violent crime is committed by a small proportion of career criminals and that special attention to catching them, trying them, convicting them, and imprisoning them if convicted would be very helpful in diminishing the kind of crime that concerns most people.

THE WHITE HOUSE  
WASHINGTON

September 18, 1976

ADMINISTRATIVELY CONFIDENTIAL

MEMORANDUM FOR:

JIM CANNON

FROM:

JIM CONNOR *JEC*

SUBJECT:

Crime Speech

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"Justice's suggestions need more discussions.

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I'm not sure LEAA wouldn't be well advised to support his third point.

Bob Goldwin may have a point but what have States and others done? "

Please follow-up with appropriate action.

cc: Dick Cheney  
Bob Hartmann



*Chron*

THE WHITE HOUSE

WASHINGTON

INFORMATION

September 17, 1976

MEMORANDUM FOR THE PRESIDENT

FROM: JIM CANNON *J. Cannon*

SUBJECT: Crime Speech

Here are three background papers that may be helpful for your crime speech before the International Police Chiefs Association in Miami on Monday, September 27.

1. In your Crime Message you directed the Attorney General to review the lack of conformity and apparent fairness in Federal sentencing procedures. The Attorney General has carried out your directive and submitted a memorandum (Tab A) setting forth two proposals to reform the Federal criminal justice sentencing process:

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- most crime is committed by repeat offenders, and we might focus more resources through the LEAA on prosecuting and jailing habitual criminals;



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- one possible new step might be the initiation of a national sports and recreation program to provide unemployed youth, particularly in urban areas, with an alternative to crime. In some respects, this parallels your earlier proposals for a major National Olympic Sports Program.

3. Bob Goldwin prepared a memorandum which focuses on the need for more State prison facilities (Tab C).

I am sending copies of these papers to Doug Smith, for your speechwriters, and to Jim Lynn, with whom I will discuss these suggestions.



MEMORANDUM

THE WHITE HOUSE  
WASHINGTON

*Crime*  
INFORMATION

September 20, 1976 *Hood*

MEMORANDUM FOR: Robert T. Hartmann  
Jim Cannon *Crime*  
*speech*  
FROM: Dick Parsons *D*  
SUBJECT: Draft Presidential Speech for IACP

Here is a preliminary draft of a speech for the President to deliver before the International Association of Chiefs of Police next Monday. It is really more of a recitation of what I think the President ought to be saying and doing about crime. I hope it is helpful.

Of course, I will be available to work with the speechwriters in sprucing up this draft (or any other, for that matter).

cc: Milt Friedman



PRESIDENTIAL REMARKS BEFORE IACP

[Appropriate Salutations]

I am greatly honored that you have invited me to once again participate in this important conference.

As you may recall, when I last spoke to this group two years ago, I attempted to highlight the major problem that crime presents to our nation -- a problem with which you are all intimately familiar. I pledged that control of crime, especially violent crime, would be a major priority of my Administration, <sup>and</sup> I spelled out some proposals which I felt would help alleviate the situation.

Since that time, we have made some progress in the fight against crime. In 1974, for example, the crime rate had increased by a staggering 18 per cent over the previous year. By 1975, we had cut the rate of increase in half -- to 9 per cent. Statistics for the first six months of this year show an increase in the rate of crime of only about 3 per cent. And, more encouragingly, they show that the rate of violent crime has actually decreased for the first time in years.

This is good news. But some progress is not enough. The American people demand, and deserve, more.

Our people have been subjected to an intolerable wave of crime for too long. Many are afraid to walk the streets of their own neighborhoods -- even in daylight. Fear, for our own safety and the safety of our loved ones, has become a part of our daily lives.



Crime is not just a problem in our cities. It has moved to the suburbs and to rural areas. ~~Crime~~<sup>It</sup> is a problem we can not run away from.

How long can we exist under these conditions and still call ourselves a free people? How long can our "government of laws" tolerate rampant lawlessness?

Is it imperative to our national well-being -- indeed, to the survival of our free society -- that we control crime, that we cast off the shroud of fear that has enveloped our people and restore tranquility to our land.

We all know that there are no easy solutions to the crime problem. But that does not mean that we should give up on our efforts to find solutions. A society that tolerates crime will eventually fall victim to it.

This is a time for realism. If we are to deal effectively with the problems that confront our nation, we must understand the limits and capabilities of our resources. We must recognize that the criminal justice system can not by itself stem the rising tide of crime. Government alone cannot be the final answer.

Crime is everybody's business. Criminal justice can not operate independently of the total community. The reduction of the crime rate will require the attention, the imagination and the energies of all Americans.

The front line of defense in the war against crime is the individual citizen. An affirmative decision must be made by each person to work to reduce crime and to reaffirm traditional values.

Some of the same factors which have made our country great --

industrialization, the division of labor and mobility -- have also lessened our sense of community. It is not unusual to find neighborhoods where people living just a few doors apart are strangers. Where neighbors know each other, the opportunity for crime decreases.

Strong viable communities and families provide enduring and supportive values for our young people and are our best defense against crime. Primary responsibility for raising our children and for installing proper values and thus preventing delinquency lies with the family.

Families must continue to be the foundation of our nation. Families, not government programs, are the best way to make sure our children are properly nurtured, our elderly properly cared for, our cultural and spiritual heritages preserved, our laws observed and our values preserved. If families fail in these vitally important tasks, there is little the government can do, no matter how well intentioned. The schools can not educate children adequately if families are not supportive of the learning process. Law enforcement authorities are nearly helpless to curb juvenile delinquency without the family's cooperation in teaching young people respect for the rights of others and for themselves. The importance of the family in preventing crime simply can not be over-emphasized.

Business and labor also have an important role to play in the prevention and reduction of crime. By providing increased job opportunities for young people, business can give them an alternative to a life of crime. Furthermore, if rehabilitation is to

become a reality, instead of the pretense it is today, the private sector must be willing to provide more jobs for ex-offenders, who have paid their debts to society and who are willing to work. <sup>9)</sup> Business and labor can also contribute to crime reduction by setting an appropriate example. Acceptance of such activities as illegal campaign contributions, price fixing and consumer fraud can not be tolerated. Permitting laws against these crimes to go unenforced will serve only to erode our values. Business and labor should take a firm stand against these practices and get involved in efforts to initiate appropriate criminal justice reforms.

In the final analysis, though, it is to government that every citizen looks for protection of his person and property.

Every citizen has a right to expect his government to maintain within his community an atmosphere which will enable him to live and work free from fear. Every citizen has a right to demand of his government protection from criminals.

Government's responsibility is not only to enact laws but to enforce them. I think most Americans would agree that we have been very successful at passing laws concerning the way we conduct our lives -- some would argue that we have been too successful -- but they would also say that we have been less than <sup>successful</sup> ~~successful~~ at enforcing those laws.

And so, I would like to talk with you today about what government can do, and must do, to <sup>help</sup> bring crime under control.



As all of you know, under our Constitution, the primary responsibility for law enforcement resides with State and local governments. There is no national police force which rules our lives, and we don't want one. The responsibility to protect the lives and the property of our citizens, ~~therefore~~, rests primarily with you and the governments you represent.

This does not mean that the Federal government cannot play an important role in combating crime. It can.

Last year, in a special message to the Congress, I addressed myself in a comprehensive way to what I viewed as the proper role of the Federal government in combating crime. I pointed out that there are three ways in which the Federal government could play an important role in the fight against crime:

First, it can provide leadership to State and local governments by enacting a criminal code that can serve as a model for other jurisdictions to follow and by improving the quality of the Federal criminal justice system.

Second, it can enact and vigorously enforce laws covering criminal conduct within the Federal jurisdiction that cannot be adequately regulated at the State and local level.

Third, it can provide financial and technical assistance to State and local governments and law enforcement officials and thereby enhance their ability to enforce the law.

In my crime message, therefore, I called for the enactment of a comprehensive Federal criminal code to serve as a model for State and local governments to follow. I called for the enactment of laws imposing mandatory minimum sentences on persons

convicted of using a handgun or other dangerous weapon in the commission of a Federal crime, as well as for repeat offenders who commit Federal crimes of violence. I called for the enactment of legislation banning the manufacture and sale of "Saturday Night Specials," which, as you all know, are used almost exclusively for criminal purposes. I called for the enactment of legislation increasing the number of Federal judges, to relieve court congestion.

In response to these requests, the Congress has done nothing. It is time for the Congress of the United States to wake up and realize that the American people are demanding action. I therefore call upon the members of Congress to join with the Executive Branch in leading the way in the fight against crime.

I also pointed out in my crime message that the kinds of crime most Americans fear -- rapes murders, muggings, robberies, break-ins -- are, with few exceptions, solely within the jurisdiction of State and local governments.

Therefore, unless we are prepared to make all so-called "street crimes" Federal offenses, which runs contrary to our tradition and Constitution, the role of the Federal government in combating this kind of crime must be essentially a supportive one.

One of the failures of our State and local criminal justice system, I believe, has been a failure to differentiate between types of offenders for the purpose of according different kinds of treatment to different criminals. A failure to prioritize, if you will, to put the emphasis on prosecuting and incarcerating those who pose the greatest threat to society. We know, for

example, that most crime is committed by a relatively small number of individuals. A recent case in Washington of a single individual who admitted to committing 50 rapes, 80 burglaries, 10 armed robberies and an uncounted number of car thefts serves to illustrate the point. And while that is an extreme case, it is not unprecedented. A recent Law Enforcement Administration study revealed that 49 felons admitted committing 10,500 offenses, including more than 1,000 against individuals.

It stands to reason, therefore, that we can make a significant impact on the problem of serious crime in this country through the arrest, conviction and incarceration of a relatively small number of people -- those who repeatedly and habitually commit crimes.

It is for this reason that when I last addressed this group two years ago I called for the creation of a Career Criminal Program, designed to focus the attention of the criminal justice system on the habitual criminal.

~~Currently, LEAA funds Career Criminal Programs in some eighteen jurisdictions throughout the country. I have directed that by the next fiscal year that number be increased to fifty jurisdictions and by the following year to 100.~~

The idea behind the Career Criminal Program is really very simple. It involves focusing time and effort and other criminal justice resources on prosecuting and incarcerating those who make a living committing crimes. Under this program, LEAA provides funds to local prosecutors to establish special "Career Criminal Bureaus" within their offices. These bureaus are comprised of senior or experienced District Attorneys whose <sup>sole</sup> responsibility



is to prosecute ~~probable~~ <sup>career</sup> criminals. LEAA also provides funds for the establishment of mechanisms and procedures to screen out career criminals as soon after arrest as possible. This enables identification of the truly serious offender as soon as he comes into the system and the immediate assignment to his case of an experienced prosecutor, who handles the case from beginning to end. These cases are also given priority by the courts to insure prompt trials.

So far, the results of these Career Criminal Programs have been tremendously impressive. They constitute a major breakthrough against what has become known as "revolving door justice." As of July 31 of this year, almost 2,000 defendants have been convicted through Career Criminal Programs, with the following results:

- an average adjudication time from arrest to final disposition of about 84 days;
- a conviction rate of 95 per cent; and
- an average sentence for the career criminal of over 20 years.

More importantly, many of the jurisdictions participating in the Career Criminal Program have reported a decrease in the rate of crime.

These are the kinds of results the American people expect. Because this program is working so effectively, I have directed LEAA to significantly expand its scope, not only to include more prosecutors' offices but to include police and correctional organizations as well.

Currently, LEAA funds Career Criminal Programs in some

eighteen jurisdictions throughout the country. I have directed that by the next fiscal year that number be increased to fifty jurisdictions and by the following year to 100.

Another Federal program which supports the efforts of State and local governments against crime is called the "Treatment Alternatives to Street Crime." This program, also funded by LEAA, was developed to identify drug addicts entering the criminal justice system and to channel those eligible for release into treatment programs.

Treatment offers an addict an alternative to street life and crime. Therefore, identifying addicts when they come into the criminal justice system and providing them with treatment is both humane and sensible. The proof this is in the results we have achieved. This program has reduced the rate of recidivism of those who have received treatment by up to 60 per cent in some cities.

Currently, the TASC Program is operating in some 31 cities across the nation. I intend to double that number by the end of the next fiscal year.

The most tragic victims of crime are our nation's elderly. Often alone and defenseless, older Americans are easy prey for criminals. Here, too, the Federal government is acting to help State and local governments provide better protection for the elderly.


LEAA and the Administration on Aging of the Department of Health, Education, and Welfare recently signed an agreement to work cooperatively with State and local governments to combat victimization of older persons. This program will not only make the expertise of these two agencies available to State and local enforcement officials but will provide funds for experimental pilot projects.

I have pointed out that one of the major problems we face is juvenile crime. Some 45 per cent of all serious crimes committed in this country are committed by juveniles. Therefore, I have directed LEAA to begin to explore with State and local governments ways in which the Federal government can assist communities to provide increased recreational opportunities for young people.

We have known for some time that opportunity to participate in sports can be a real alternative to crime among young people. Sports can provide an outlet for pent-up energies and aggressions. For some, it even provides a medium for self-expression and, at worst, it can provide young people who would otherwise be idle with something to do.

The long-range implications of not providing our young people with alternatives to crime -- be it a job or the opportunity to participate in recreational programs -- are frightening. I want to insure that the Federal government proceeds in partnership with State and local governments to address this vital need.

In addition to helping State and local governments carry out their law enforcement responsibilities, there are things the Federal government can do directly to impact on crime.



Organized crime, white collar crime and official corruption are matters with respect to which the Federal government has direct responsibility. Under the leadership of Attorney General Levi, the Department of Justice has been making great strides in combating this kind of crime.

To insure that the Federal effort in these areas is fully coordinated and that the law enforcement potential of the Federal government is fully realized, I intend to establish an Interagency Council on Crime. This Council will be composed of the heads of all Federal agencies operating programs which could impact on the crime problem and will be chaired by the Attorney General.

One of the first jobs of the Council will be to review the policies of major domestic agencies and recommend changes which could affect the crime rate. I will expect this initial report six months after the Council begins operation. Concurrently, the Council will be responsible for developing a comprehensive five-year plan for crime control and criminal justice programs throughout the Federal government.

There is another problem which indirectly affects the level of crime in America that I would like to focus on for a few minutes. That is the problem of drug abuse.

The cost of drug abuse to this nation is staggering. In simple dollar terms, drug abuse costs us up to \$17 billion a year. Law enforcement officials estimate that as much as one-half of all street crime is committed by drug addicts to support their expensive and debilitating habits.

But these statistics -- ominous as they are -- reflect only a part of the tragic toll which drug abuse exacts. For every young person who dies of drug overdose -- and there were almost 5,000 of them last year -- there are thousands more who do not die but who are merely going through the motions of living. They sit in classrooms without learning. They grow increasingly isolated from family and friends. At a time when they should be preparing for the future, they are "copping out" on the present.

The Federal responsibility to combat drug abuse is clear and compelling. As President, I have made this one of the highest priorities of my Administration. And while we have made some progress, drug abuse continues to constitute a significant threat to the health and well-being of our nation. The time has come to launch a new and more aggressive campaign to reverse the trend of increasing drug abuse in America.

In a recent special message to the Congress on drug abuse, I called for the enactment of new laws to strengthen the hand of our law enforcement agencies in dealing with those who traffic in drugs. Among other things, my proposals would establish mandatory minimum sentences for persons who traffic in hard drugs and would authorize judges to deny bail to drug traffickers too dangerous to release to the community.

Again, the Congress has not acted on my recommendations. I therefore renew my call to the Congress to close the loopholes in our laws which permit drug traffickers to prey on our young.

I pledge that the Federal government will maintain the high priority it has given to this problem. I have personally reviewed the entire Federal drug program and I am convinced that it is operating at close to maximum efficiency. If we are to make greater progress in the war on drugs, additional Federal resources will be necessary. Therefore, my budget for the next fiscal year will include an additional \$100 million to \$150 million to fight drug abuse. This will bring total Federal expenditures for this effort to nearly \$1 billion a year.

I call upon State and local governments not to back away from their responsibilities in this area but to move forward until we have brought this traffic problem under control.

Before concluding, I should like to make special mention of the role of the police officer in the war on crime.

I need not tell you that the police officer is the most visible component of the criminal justice system. His is often a thankless job, but one which is absolutely indispensable to our society. Because of his visibility, the police officer is often the first to suffer when things go wrong. When a criminal "beats" a charge on a "technical violation" and is released to again prey on society, somehow it is the police officer's fault. When a local government is forced by declining revenues to reduce its expenditures, where are the budget cuts deepest? -- in the Police Department. When violence and mayhem rule our streets, as was recently the case in Detroit, who shoulders the blame? -- the police.

I want you to know that I, for one, appreciate the job you and your colleagues are doing on behalf of the people of this country. I am aware of the many personal sacrifices your profession demands of you and I understand the frustrations you feel. I want the American people to know and understand these sacrifices and frustrations as well.

This is why I have met not only with you -- Chiefs of major police departments -- but with policemen who are out there and doing the job day in and day out. In fact, I recently met with about twenty members of the Washington Metropolitan Police Department who had successfully operated two anti-fencing programs in the Washington area which resulted in the arrest of some 332 criminals who were jointly responsible for more than 18,000 crimes.

I was particularly pleased, therefore, when the Congress sent to me for signature the "Public Officers' Benefits Act of 1976." This legislation provides that the Federal government will pay a \$50,000 benefit to the surviving dependents of all public safety officers killed in the line of duty. I have just signed this bill and will seek an appropriation for this program as soon as possible.

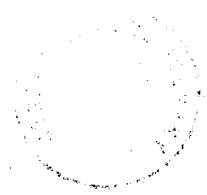
In concluding, I would like to say that the objective of my Administration in combating crime is not vindictive punishment of the criminal but protection of innocent citizens. We must all strive to make our process of criminal justice function more

effectively to insure that punishment for those who transgress our laws is swift and certain. We must remove from our midst those who have repeatedly demonstrated that they are not fit to live at liberty in our communities.

All of this will be of little use, however, unless the American people rally and fight crime within their own communities.

Americans have always stood united and strong against all enemies. Crime is an enemy. We can control it. But there must be a personal and national dedication to this goal.

I urge all of you and all law-abiding Americans to join me in the fight against crime. I do not overstate when I say the future of our nation depends on our success in this endeavor.

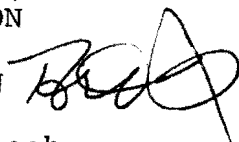




THE WHITE HOUSE

WASHINGTON

September 21, 1976

MEMORANDUM FOR: JIM CANNON  
FROM: ART QUERN   
SUBJECT: Crime Speech

I have read Dick Parson's draft and think it is very good. I have suggested one major change which you may want to discuss with Dick Cheney.

The speech effectively reviews the long list of the crime proposals the President has put forward over the last two years and also suggests some major new ideas. In fact, there is so much "good stuff" in the speech it risks being lost.

I have, therefore, suggested the following closing:

These are the proposals I have put forward over the last 2 years.

Congress has not acted.

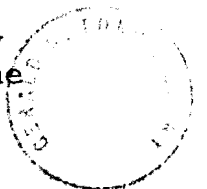
You and I know that passing a bill won't change things overnight.

Yet, we must start and each of these proposals offer a new start in the fight against crime.

Therefore, I have decided to make the top priority of the first 100 days of my next administration the passage of these anti-crime measures.

They are on the record for all to see.

You can join me in making sure that the next Congress in the first 100 days enacts my proposals to give this country a new start in the fight against crime.



*Crime*

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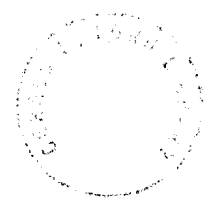
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THE WHITE HOUSE

WASHINGTON

September 23, 1976 9:00 AM 1 09

*Crime*

MEMORANDUM FOR:

JIM CANNON

FROM:

ROBERT T. HARTMANN

SUBJECT:

REMARKS TO CONFERENCE OF INTERNATIONAL  
ASSOCIATION OF CHIEFS OF POLICE,  
SEPTEMBER 27, 1976

I would like your priority attention and personal response on the attached draft (even if you approve it as is) by 6:00 this evening.

Please return your comments to Bob Orben in the Editorial Office in Room 115, OEOB (Ext. 6573).

Thank you for your cooperation.

Please check one box and sign below:

( ) I approve the draft without changes.

( ) Suggested revisions are noted on the draft or attached separately.

Initials:

*Good Strong Speech*  
*JRH*

*p9-3 - Why not personalize with "woman" rather than the impersonal "one"?*

*p9/10 - As marked*

*p11 12 - suggest specific result of President's directive be added.*

PRESIDENT'S REMARKS TO THE CONFERENCE OF THE INTERNATIONAL ASSOCIATION OF  
CHIEFS OF POLICE, SEPTEMBER 27, 1976

I am greatly honored to be with the International Association of Chiefs of Police. I congratulate Chief Ed Davis of Los Angeles, your new President.

Before I begin my formal remarks, there is an important act of faith that I want to execute. It is a solemn action by a grateful people and their government. It demonstrates the esteem of a free society for its 600,000 sworn law enforcement officers and others entrusted with our public safety. I refer to H.R. 366, the Public Safety Officers' Benefits Act of 1976, which will pay \$50,000 to the survivors of any public safety officer who loses his or her life in the line of duty.

No amount of money can fill the void left by the brave officers who make the supreme sacrifice. The least we can do is to assure the next of kin of appropriate benefits.

I now ask America's police chiefs to witness my signature of H.R. 366. (Delegation of police chiefs surrounds President at rostrum as he signs the bill.)

As your President I signed this bill, on behalf of every American. The United States of America salutes all the men and women who so devotedly serve their nation and their fellow citizens.

I want to give recognition to all the victims of crime in our society. In the great emphasis now placed on the rights of the accused, I call attention to the rights of the victim.

Many victims are the least advantaged of our citizens. I have asked the Congress to enact a compensation program for the victims of Federal crimes and urged that similar action be taken by State governments. I regret that Congress has failed to act.

No President and no police chief can preserve public safety without cooperation -- the cooperation of America's citizens, America's neighborhoods and America's communities. That is why I address myself today to all Americans who are determined to act against crime.

A major news magazine put the cost of crime in America at 97 billion a year --comparing with the entire U.S. Defense Budget. But even that figure, high as it is, cannot take into full account the cost of crime to our society.

We cannot calculate in dollars and cents the loss of a single citizen who is murdered, the humiliation of one who is raped, *The woman* the pain of one who is assaulted.

We cannot count the cost to a free society when people are forced to barricade themselves in their own homes.

It is time to give the streets back to law-abiding citizens, and to put the criminals behind bars.

Study after study has shown that crime is not the work of large numbers, but a relatively small, identifiable core of habitual offenders who have chosen crime as a career.

Career criminals are one-man crime waves. Studies show that between 50 and 80 percent of serious offenses are committed by repeat offenders.

In Washington, D.C. , one man recently confessed to 50 rapes, 80 burglaries, 10 armed robberies, and more stolen cars than even he could remember. A recent LEAA study revealed that 10,500 criminal offenses had been committed by just 49 individuals.

If we can prosecute the career criminal in a speedy trial, convict him of his most serious rather than least serious offense and make sure he serves time, we can give the streets back to the people.

This is not vigilante justice. It is real justice.

You know these criminals. They have been on parole, on probation, and in halfway houses. They had every chance for rehabilitation. But nothing has worked. Their names crop up on police blotters and court dockets day after day.

It is no encroachment on the presumption of innocence to identify those whose business is crime. Our job is to put them out of business.

Two years ago, I outlined to this association a Department of Justice "Career Criminal" program.

We targeted 12 jurisdictions for an initial demonstration.

In the last sixteen months, those 12 jurisdictions have singled out more than 2,000 career criminals, with an average of five prior convictions -- not arrests, but convictions -- apiece.

New cases involving these habitual offenders were assigned to special units of the district attorneys' offices.

In close coordination with police, victims and witnesses got top priority assistance from Director Kelley and the FBI. Every constitutional right of the accused was protected, including the right to a speedy trial; with absolutely no "plea bargaining" for lesser offenses, the prosecutors achieved dramatic results.

Of those 2,000 defendants, 95 percent were convicted.

The average time between arrest and final sentencing was only 84 days.

The average sentence for those convicted was almost 20 years in prison.

The crime rate demonstrably went down.



I have directed the Law Enforcement Assistance Administration to significantly expand the scope of this program, to include not only more prosecutors' offices but police and correctional organizations as well. By the next fiscal year the number of career criminal jurisdictions will be increased from 12 to 50, and to 100 by the following year.

The national trend, in which less than ten percent of those convicted spend any time at all in jail, is intolerable.

The Constitution reserves jurisdiction of most crimes to State and local authorities. But in federal offenses -- kidnapping, hijacking, trafficking in hard drugs, Federal crimes involving dangerous weapons and repeated crimes involving personal injury, I have proposed mandatory sentences. Swift and certain punishment is a proven deterrent to crime.

You have the primary responsibility for fighting violent crime. But crime is so pervasive it can be brought under control only by concerted action at all levels of Government -- Federal, State and local and by the cooperation of law-abiding citizens and non-governmental groups.



I am greatly encouraged by the revival of public cooperation with the police and the confidence you have instilled in every neighborhood of your communities. The police officer has become a catalyst for responsible government.

I have heard of individuals, especially in rural and suburban areas, who use CB radios in their cars to assist the police. They are the "minute men" and "minute women" of 1976. I commend them for seeing "Smokey Bear" as the true friend he is.

Two years ago I pledged to you, the police chiefs, that a major priority of my Administration would be the control of crime — especially violent crime.

Since 1974, we have been making progress. In 1974 the crime rate had increased by a staggering 18 percent over the previous year. By 1975, we had cut the rate of increase in half — to 9 percent.

Statistics for the first six months of this year show an increase in the rate of crime reduced to only about 3 percent. Even more encouragingly, the new figures show that the rate of violent crime has actually decreased for the first time in many years. The violent crimes

of murder, forcible rape, robbery, and aggravated assault decreased six percent during the first six months of 1976.

I commend you and all Americans who have reverence for the law.

We must not stop until we tear away the shroud of fear in every corner of America -- rural and suburban as well as in the big cities.

But the criminal justice system cannot by itself control crime. Further reductions of the crime rate require the involvement of all Americans.

The neighborhood and the family are our best defenses against crime. Families, not government programs, are the best way to make sure children are properly nurtured, the elderly are cared for, our cultural and spiritual heritage preserved and our laws respected. The police can do little to curb juvenile delinquency without the family's cooperation.

We hear more about the rights of juvenile offenders than the rights of their victims. Forty-five percent of all violent crime is now perpetrated by juveniles. If they are big enough to perpetrate adult violence, they are big enough to be punished for their actions.

Too many violent and street-wise juveniles are using their age as a cloak of immunity. Detention may not help the juvenile, but it will certainly help his potential victims.

Increased job opportunities for young people, provide an alternative to crime. If rehabilitation is to become a reality, instead of the pretense it is today, the private sector must provide more jobs for those who have paid their debt to society.

In my crime message to the Congress, I called for a comprehensive Federal criminal code to serve as a model for State and local governments to follow. I called for mandatory minimum sentences for certain federal crimes and for violent repeat offenders.

I called for legislation barring "Saturday Night Specials", which are used almost exclusively for criminal purposes.



I called for legislation increasing the number of Federal judges.

And I called for compensation of the victims of crime.

In response to my requests, the Congress has done nothing.

\* This is <sup>\* P</sup> criminal neglect. Just as the police identify career criminals, the American public will examine their ballots in November and identify the candidates who have demonstrated laxity toward crime.

I serve notice today that the top priority of the first 100 days beginning with Inauguration Day for the Ford Administration next January will be the rallying of America behind anti-crime legislation.

I will ask every police chief in America — and every citizen — to join in that crusade.

Good sentence — would it be strong  
to say — "This <sup>Congressional</sup> neglect is ~~big~~  
criminal. This neglect is big. This  
is inaction that will result in crime  
that could have been prevented."

I have directed LEAA to explore with State and local governments ways in which the Federal government can assist communities to provide increased recreational opportunities for young people.

I ask all athletes, amateur and professional, to help our young people. Athletes can score high by providing youth with alternatives to crime. Men of sports instead of men of crime are the models youngsters must emulate. My Administration will proceed in partnership with State and local governments to promote happy play rather than foul play.

The Federal Government has direct responsibility for organized crime, white collar crime and official corruption. The Department of Justice has made great strides in combatting this kind of crime.

To ensure that this Federal effort is fully coordinated, I will establish an Interagency Council on Crime. It will include the heads of all Federal agencies operating programs involved with crime. It will be chaired by the Attorney General.



One of the first jobs of the Council will be to review the policies of major domestic agencies and recommend changes to lower the crime rate. The Council will also develop a comprehensive five-year plan for crime control and criminal justice programs throughout the Federal Government.

As much as one-half of all street crime is committed by drug addicts to support their habit.

Since taking office:

—I have reorganized our programs and priorities to make maximum use of anti-drug resources.

— I met with the heads of State of Mexico, Turkey and Colombia.

--I proposed legislation which would close the loopholes that permit drug traffickers to prey on the young.

--I directed the Internal Revenue Service to reinstitute and emphasize a tax enforcement program aimed at high-level drug

traffickers.

*Commissioner Alexander is now checking the <sup>tax</sup> returns of 375 individuals who are suspected of being B1G traffickers in hard drugs.*

*Suggest specifying here*

-- And I called for more than three-quarter of a billion dollars to finance the fight against drug abuse.

For every young person who dies of a drug overdose -- and there were almost 5,000 of them last year -- there are thousands more who do not die but go through the motions of living.

We are progressing in the war against drugs. Total Federal seizures of drugs and arrests of drug traffickers are up sharply over previous years. Cooperation among Federal agencies is far better.

But our ability to deal with drugs depends to a large extent on the willingness of other governments to work with us.

Because Mexico is the major source of heroin entering the United States, the first foreign head of state with whom I discussed narcotic control cooperation was the President of Mexico. I met only last Friday with the new President -elect of Mexico. He has assured me of his full cooperation. With the continuing support of Mexico, we can break the "Mexican Connection" in less than a year.





I call upon State and local governments not to back away from their responsibilities in this area but to move forward until we bring the drug traffic under control.

Crime is a terrible enemy. But we can beat it and are beating it.

Victory requires a continued clear and predictable policy.

It requires a real reverence for the law.

I ask you and all law-abiding Americans to join me in fighting crime and building freedom.

I thank you.

# # # #



*Justia*

THE WHITE HOUSE  
WASHINGTON

1976 OCT 7 PM 5 13

October 7, 1976

MEMORANDUM FOR:

BILL NICHOLSON

FROM:

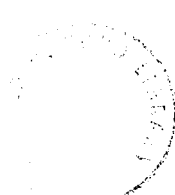
MAX FRIEDERSDORF *M.F.*

SUBJECT:

Signing Ceremony

Representative Bob McClory (R-ILL) recommends a signing ceremony on the LEAA bill.

cc: Jack Marsh  
Jim Cannon  
Jim Lynn  
Bob Wolthuis



*10-7/16*