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LEAA

DRAFT

THE WHITE HOUSE  
WASHINGTON

May 27, 1975

MEMORANDUM FOR THE PRESIDENT

FROM: JIM CANNON

SUBJECT: The Authorization of the Law Enforcement Assistance Administration (LEAA)

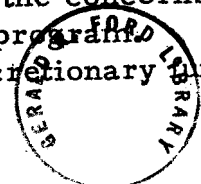
Attached are the OMB memorandum and supporting documents on the referenced subject which, as you know, will be discussed at a meeting scheduled for 2:15 today.

The following issues are presented for your consideration:

(1) Suitability of the present LEAA program structure. The Attorney General and OMB recommend that the present LEAA program structure be retained. The Domestic Council and the Counsel's office concur in this recommendation.

(2) Desirability of additional special emphasis programs for courts and high impact crime areas.

(a) Increased emphasis on courts. The Attorney General recommends that the authorizing legislation make provision for an allocation of an "adequate share" of block grant funds for courts. Current law grants LEAA the authority for prior plan approval under general criteria that the plan be responsive to the overall criminal justice needs of a state. Therefore, this specific reference to the allocation of an "adequate share" of block grant funds for courts does not represent an operational deviation from current law. Rather, the change is intended to respond to a political need. The Association of State Supreme Court Justices has long been advocating a percentage allocation of LEAA funds within the various states with particular concern for those states currently operating a unified court system. The amendment recommended by the Attorney General will highlight the concerns of the state judges without compromising the LEAA program. OMB suggests that this program be funded from discretionary funds.





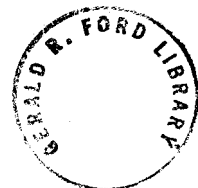
The Domestic Council and Counsel's office support the AG. We believe that the Attorney General's recommendation is responsive to the political problem at hand and that this problem does not require any Federal reprogramming.

(b) High impact crime program. The Attorney General recommends a supplemental block grant program to assist cities and counties with high crime rates. OMB recommends that this special emphasis program be funded with discretionary funds. The Domestic Council and Counsel's office concur with the recommendation of OMB and specifically suggest that a sum not to exceed 50 percent of discretionary funds (15 percent of total Federal funding) be available for this purpose. This would give vitality to your expressed interest in reducing "street crime" and would not require the expenditure of new monies.

(3) Juvenile Delinquency Act. The Attorney General recommends the acceptance of a separate categorical juvenile delinquency program. OMB recommends merging the program in the regular LEAA program and funding from discretionary funds. The Domestic Council and Counsel's office agree with OMB on the merits but, for political reasons, support the Attorney General.

(4) Funding Levels. The Attorney General recommends increasing the 1976 authorization of \$1.25 billion by \$250 million annually for the five years of the program resulting in a level of \$2.5 billion by 1981. OMB would maintain the annual authorization amounts at the \$1.25 billion available for 1976 for the next five years. The Domestic Council and Counsel's office would support modest graduations in the funding levels resulting in an annual authorization in the neighborhood of \$1.5 billion by 1981.

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THE WHITE HOUSE  
WASHINGTON

Date 5/27/75

TO: PHIL BUCHEN

FROM: KEN LAZARUS

ACTION:

- Approval/Signature
- Comments/Recommendations
- Prepare Response
- Please Handle
- x                   For Your Information
- File

REMARKS:

For the 2:15 meeting. The cover memo is one which I worked out with Dick Parsons.



Date: May 26, 1975

Time: 11:00am

FOR ACTION: Jack Marsh  
 Bob Goldwin  
 Robert Hartmann  
 Max Friedersdorf  
 Ken Lazarus

cc (for information): Jim Cavanaugh

FROM THE STAFF SECRETARY

DUE: Date: May 27

Time: noon

## SUBJECT:

Lynn Memorandum - Reauthorization of the LEAA

## ACTION REQUESTED:

 For Necessary Action For Your Recommendations Prepare Agenda and Brief Draft Reply For Your Comments Draft Remarks

## REMARKS:

Please return to Judy Johnston, Ground Floor West Wing

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

James H. Cavanaugh  
 For the President



EXECUTIVE OFFICE OF THE PRESIDENT

OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

ACTION

MAY 24 1975

MEMORANDUM FOR: THE PRESIDENT  
FROM: JAMES T. LYNN  
SUBJECT: Reauthorization of the Law Enforcement Assistance  
Administration

The funding authorization for the Justice Department's Law Enforcement Assistance Administration expires on June 30, 1976. Under the requirements of the new Budget Reform Act of 1974, reauthorization legislation should be submitted to the Congress this year.

The Attorney General has submitted for Administration approval draft legislation to continue the program through 1981. The Attorney General's proposal continues the program in essentially its present form, increases the authorization to a level to \$2.5 billion annually by 1981, and proposes new program emphases in dealing with problems in State and local courts and localities with high crime rates. A listing of the specific changes proposed by the Attorney General is shown at Tab A.

I. Program Reauthorization

This reauthorization proposal raises a significant policy issue concerning the form of future Federal financial assistance to State and local governments for improving their law enforcement programs. Should the Administration's reauthorization proposal (a) continue the existing LEAA program structure which presently divides available assistance funds almost equally between block grants to State and local governments to fund projects of their choosing and categorical or discretionary grants for programs which meet Federal requirements or Federally-imposed conditions and emphases or (b) modify the program to channel an increasing proportion of available funds directly to State and local governments, thereby decreasing the Federal involvement in the program?



While LEAA was conceived originally as a block grant program, slightly more than 3400 million of the Administration's 1975 budget request of \$770 million will be available as block grants to State and local governments to fund projects in keeping with their assessment of priorities and needs. Remaining funds will be devoted to planning, research, demonstration, administration, and programs or projects selected or categorically determined at the Federal level. The modifications proposed by the Attorney General in the renewal legislation for courts and high crime impact areas (described in greater detail below) would impose further conditions or limitations on State use of block grant funds.

In light of your expressed concerns about enlarging the State and local roles in our Federalist system, especially in the law enforcement field which is regarded as primarily a State and local responsibility, it is appropriate to consider the following three issues in determining the future direction of the LEAA program:

1. The suitability of the present LEAA structure for providing flexible assistance to State and local governments;
2. The desirability of imposing further conditions on State block grant programs for special programs for courts and high crime impact areas; and
3. The desirability of funding the new categorical juvenile delinquency program enacted last year.

The discussion of these issues below arrays alternative decision options ranging from the greatest to the least degrees of Federal involvement in the program. In each case selection of the first option would continue or strengthen the degree of Federal involvement in program decisions while selection of the final option would provide for the least Federal role. Congressional pressure strongly favors increasing the Federal role.

#### 1. Suitability of the present LEAA program structure

The present LEAA program structure, which the Attorney General's proposal would continue throughout the renewal period, is described at Tab B. A brief history of the development and evolution of the program is provided at Tab C. This structure provides several types of assistance to State and local governments:

- ° Block grants - awarded to States on a population basis for projects developed under their comprehensive State plans, which must be reviewed and approved by LEAA:





- Categorical grants - awarded to States for specific purposes;
- Discretionary grants - awarded to States for programs or projects approved by LEAA.

In addition, separate funds are provided for research, planning, technical assistance, and demonstration grants. With the exception of planning grants which are awarded directly to State Planning Agencies, these funds are controlled by LEAA.

The Attorney General believes that the present approach provides needed flexibility for appropriate Federal involvement in the law enforcement area, while preserving a sizeable block grant program which is responsive to State and local law enforcement priorities. He feels that the present flexible structure allows LEAA to provide the continuum of services required for an effective law enforcement program. This includes basic and applied research performed by LEAA to identify new approaches to solving crime problems, discretionary grants to demonstrate these programs in selected States and units of local government, and block grant funds to implement them on a nationwide basis. He believes that without one program the other two would fail to achieve their objectives.

The Attorney General would retain two categorical grant programs which are contained in the existing program, i.e., corrections programs and law enforcement education and training. He believes that categorization has provided needed visibility and emphasis to these important programs and has produced successful results. Furthermore, he states that the Congress, which mandated special emphasis for these programs, is not likely to agree to their elimination.

There are several alternatives which could channel a greater proportion of available funds directly to State and local governments as block grants, in keeping with your policy of relying primarily on State and local priorities and judgments. These alternatives consist of combining-- in whole or in part--existing discretionary and categorical programs into the block grant program. The Attorney General considered but rejected such alternatives on the grounds that they would deny the Federal Government a needed role in the identification and demonstration of innovative criminal justice techniques and programs, as well as engendering strong Congressional opposition over the elimination of categorical programs.



Options

- A. Retain the present LEAA program structure. This option continues the present Federal role but would limit the amount of funding for block grants to 50 percent or less of available LEAA funds (assuming continuation of current funding emphases). Relative funding for block grant programs could be increased if the Administration chooses to increase overall LEAA program levels. (Attorney General and OMB recommendation).
- B. Merge existing categorical programs (corrections and law enforcement education and training) into the block grant program and leave to State discretion whether and in what amounts to allocate block grant funds for these purposes. Under current funding levels and emphases, this option would provide approximately 70 percent of available funds as block grants.
- C. Merge existing categorical and discretionary funds into the block grant program, leaving only planning grants, research, and administration funded at the Federal level. Under current funding levels and emphases, this option would provide approximately 80 percent of available funds as block grants. This would provide no source of funding for special emphasis programs at the Federal level.

Decision: Option A \_\_\_\_\_; Option B \_\_\_\_\_; Option C \_\_\_\_\_.

2. Desirability of additional special emphasis programs for courts and high crime impact areas

The Attorney General has proposed changes to provide emphasis for two more special programs at the State and local level: to require funding for improvements in State courts and to provide supplemental block grant funding for cities with high incidences of crime.

Increased emphasis on the Courts - The Attorney General's proposal would require States to expend an "adequate" share of their block grant funds on improving their court systems. This recognizes the important and unique needs of the courts, as well as an effort on the part of several professional interest groups to create a major new LEAA Program directed solely at the courts. This proposal attempts to address those concerns in a more modest way. The amount of funds to be devoted to court improvements from block grant funds would be determined by the States in consultation with LEAA.



### Options

- A. Require States to allocate an "adequate" share of block grant funds for court reform. This option imposes further restrictions on State discretion in the use of block grants. (Attorney General's recommendation).
- B. Require LEAA to provide funds for this priority program from available discretionary funds. While this option restricts LEAA's ability to fund other pilot or demonstration programs, it avoids further restrictions on the block grant program. (OMB recommendation.)
- C. Encourage but do not require States to allocate block grant funds for court reform.

Decision: Option A \_\_\_\_\_; Option B \_\_\_\_\_; Option C \_\_\_\_\_.

High Impact Crime Program - The Attorney General proposes adding a separate supplemental block grant program specifically designated for general units of local government (cities and counties) with high crime rates. This is modeled after an experimental High Impact Cities program conducted over the past year out of LEAA discretionary grant funds. It is intended to assure that areas with high crime rates receive additional funds for programs specifically designed to address those "crimes of fear" most prevalent in highly urbanized areas. These supplemental funds would be awarded to States for pass-through to units of local government with high crime rates. No recommendations have been made on the appropriate level of funding for these new programs.

### Options

- A. Agree to a supplemental block grant program to allocate additional funds to units of local government with high crime rates. (Attorney General's recommendation.) Unless funding for the overall LEAA program is increased, this option could result in reduced funding for the regular block or discretionary grant programs.
- B. Require States to allocate a fixed portion of available block grant funds to units of local government on the basis of relative crime rates. Current law provides authority for such allocations. This would limit the State's discretion in determining where funds can be most effective.





- C. Require LEAA to fund this priority program from available discretionary funds. (OMB recommendation.)
- D. Encourage but do not require States to allocate a higher proportion of their block grant funds to high crime areas.

Decision: Option A \_\_\_\_; Option B \_\_\_\_; Option C \_\_\_\_; Option D \_\_\_\_.

### 3. Desirability of funding the Juvenile Delinquency Program

In September 1974 you signed into law the Juvenile Justice and Delinquency Prevention Act of 1974. This Act established a new categorical grant juvenile delinquency program administered by LEAA but specifically separated from the regular LEAA program. It sets up a new formula grant program (based on population) for juvenile delinquency programs, with no State to receive less than \$200,000. To a large degree this new Act duplicates the legislative authorities and funding distribution mechanisms already available under the regular LEAA program. To date, no new funds have been requested for this program although you did permit LEAA to reprogram \$10 million of existing funds to implement certain aspects of the new Act. On signing the Act into law, you endorsed several parts which offered a potential for improving Federal juvenile justice programs, but stated that you did not intend to fund the new programs authorized by the Act until economic conditions improved. The Act also mandated that funds currently being spent on juvenile delinquency programs from regular LEAA funds (approximately \$140 million annually) not be reduced.

There is considerable Congressional pressure to initiate funding of this new Act. Both Houses are planning to add funds in the current Supplemental Appropriations bill (possibly up to \$35 million for 1975) for this purpose. Because of Congressional interest and concern for juvenile delinquency, it is highly probable that there will be funding for this program in the coming years.

The Attorney General considered but rejected a proposal to incorporate the new juvenile delinquency program into the regular LEAA program. That proposal would have left discretion to the States to determine whether and in what amounts to fund juvenile delinquency programs from available block grant funds, based on relative priorities with other criminal justice needs. Research and demonstration programs for juvenile delinquency could also be conducted with the regular LEAA program structure. The Attorney General concluded that Congressional support for the new Act was so overwhelming that efforts to change it would be rejected.



Options

- A. Accept a separate categorical juvenile delinquency program with funding levels to be determined in the annual budget review process. (Attorney General's recommendation.)
- B. Merge the juvenile delinquency program into the regular LEAA program and require States to devote an "adequate" share of block grant funds for this priority program.
- C. Merge the juvenile delinquency program into the regular LEAA program and require that it be funded from LEAA's discretionary funds. (OMB recommendation.)
- D. Merge the juvenile delinquency program into the regular LEAA program and encourage but do not require States to allocate block grant funds for this priority program.

Decision: Option A \_\_\_\_; Option B \_\_\_\_; Option C \_\_\_\_; Option D \_\_\_\_.

II. Funding Authorization

A final issue concerns the amounts at which the LEAA program is authorized during the renewal period. The Attorney General recommends increasing from the 1976 authorization of \$1.25 billion by \$250 million annually through 1981, resulting in a level of \$2.5 billion by 1981. The LEAA program is currently funded at \$880 million in 1975 and the 1976 request is for \$770 million. The 1976 budget projected the LEAA program to maintain the \$770 million level through 1980.

The Attorney General's recommendation is based on maintaining the existing proportion of Federal funds to total State and local spending for law enforcement through 1981 (approximately 9 percent). Since the vast proportion of State and local spending is for manpower and systems maintenance costs (which is not the mandate of LEAA), the desirability of LEAA remaining as a fixed percentage of States and local spending may be open to question. Moreover, in view of existing fiscal problems at the State and local levels, it is unlikely that their spending for law enforcement programs will double from 1976 to 1981, as projected in this proposal. No data has been provided to justify the benefits which would be derived from substantially increasing authorized funding levels.

The past authorization levels for LEAA have never been fully funded. The annual funding levels have been determined by the budget and appropriations processes. However, with the current emphasis on crime reduction, it may become increasingly difficult to avoid funding the program at the authorized levels in the future.



Options

Option A - Provide stairstep increases of \$250 million annually through 1981, resulting in an annual authorization of \$2.5 billion by 1981. (Attorney General's recommendation.)

Option B - Provide stairstep increases of \$50 million annually through 1981, resulting in an annual authorization of \$1.5 billion by 1981.

Option C - Maintain annual authorization amounts at the \$1.25 billion available for 1976. Actual budget levels would be determined in the annual budget and appropriations processes. (OMB recommendation.)

Option D - Maintain the annual authorization amounts identical to the long-range projections included in the 1976 budget (\$770 million). This would produce authorization levels below the \$1.25 billion available for 1976.

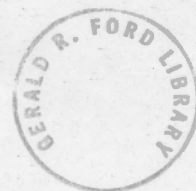
Decision: Option A \_\_\_\_; Option B \_\_\_\_; Option C \_\_\_\_; Option D \_\_\_\_.





Specific Legislative Changes Proposed by the Attorney General

- (1) Establishes an advisory committee to review LEAA grant applications;
- (2) Reauthorizes LEAA funding through 1981; proposes increasing from the 1976 authorization of \$1.25 billion by \$250 million annually through 1981, resulting in a level of \$2.5 billion by 1981;
- (3) Provides for emphasis on the courts and high-impact crime areas;
- (4) Places LEAA under the "policy direction" of the Attorney General;
- (5) Permits the Attorney General to appoint the Director of the National Institute of Law Enforcement and Criminal Justice;
- (6) Allows the Institute to make grants to improve the civil justice system;
- (7) Clarifies authority on the use of reversionary funds;
- (8) Makes adjustments in LEAA's relationships with Indian tribes to increase the Federal share of grants to tribes without sufficient resources to meet matching requirements;
- (9) Proposes several technical amendments.



## THE CURRENT LEGISLATION

Title I of the Act has the following eight parts:

### Part A - Law Enforcement Assistance Administration

Part A establishes LEAA within the Department of Justice under the "general authority" of the Attorney General.

### Part B - Planning Grants

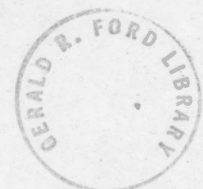
Part B authorizes LEAA to make grants for the establishment and operation of State Planning Agencies (SPAs). The purpose of the SPAs is to establish comprehensive statewide plans for the improvement of law enforcement and criminal justice, and to plan the coordination of local law enforcement efforts. Such plans must be submitted and approved by LEAA before a State is permitted to receive block grant funds for law enforcement provided under Part C. FY 1976 Funding Level: \$60 million.

### Part C - Grants for Law Enforcement Purposes

Part C authorizes LEAA to make grants to States and units of local government for criminal justice improvement and crime reduction programs. It establishes the specific requirements for comprehensive criminal justice plans which the States must submit to receive block grants under Part C. Eighty-five percent of funds appropriated for Part C are awarded as block grants to SPAs on the basis of State population and 15 percent are awarded as categorical discretionary grants to SPAs, units of local governments, or private nonprofit organizations. FY 1976 Funding Level: \$487 million.

### Part D - Training, Education, Research, Demonstration and Special Grants

Part D establishes a National Institute of Law Enforcement and Criminal Justice (NILECJ) within the Department of Justice and under the "general authority" of LEAA. Its purpose is "to encourage research and development to improve and strengthen law enforcement and criminal justice," to disseminate research results to State and local governments, and to assist in the development and training of law enforcement and criminal justice personnel. The Institute is authorized to make grants and contracts to carry out its purposes. Part D also authorizes LEAA to make grants and contracts to support educational programs to improve and strengthen law enforcement and criminal justice, and to support individuals participating in such programs. FY 1976 Funding Level: \$69 million.



## Part E - Grants for Correctional Institutions and Facilities

Part E authorizes LEAA to make grants "for the improvement of correctional programs and practices." Part E authorizes block grants to the State Planning Agencies established pursuant to Part B if the comprehensive plan submitted under Part C sets forth a comprehensive statewide corrections program. LEAA is also authorized to make categorical discretionary grants under Part E. BY 1976 Funding Level: \$97 million.

## Part F - Administrative Provisions

Part F contains a number of administrative provisions including authority to issue regulations, to hold hearings and to cut off grant funds for non-compliance with the Act and LEAA regulations. Part F also includes civil rights requirements which LEAA grantees must meet. It contains LEAA's funding authorization levels. FY 1976 Funding Level: \$57 million.

## Part G - Definitions

Part G defines various terms used in the LEAA Act including "comprehensive," "law enforcement and criminal justice," and "unit of local government."

## Part H - Criminal Penalties

Part H establishes criminal penalties for the misuse of LEAA funds.





## Development and Evolution of the LEAA Program

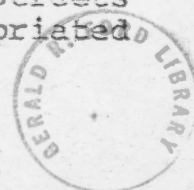
The LEAA program was the Federal Government's first comprehensive grant-in-aid program for assisting State and local jurisdictions in their law enforcement and criminal justice efforts.

The program was enacted in June 1968 at a time of growing national concern about crime caused by rising crime rates and the riots and civil disorders in the summer of 1967 and in May 1968 following the death of Martin Luther King, Jr.

The origins of the LEAA program, however, extend back to 1965 which is viewed as a landmark year for federalism and the criminal justice system. In 1965 President Johnson sent his first crime message to Congress. In this message, he announced the creation of the President's Commission on Law Enforcement and the Administration of Justice and he proposed the enactment of a Law Enforcement Assistance Act. This Act, passed in 1965, established a small (\$5 million a year) demonstration categorical grant-in-aid program to assist States and local governments and administered by the Department of Justice. This Act was the forerunner of the LEAA program.

In January 1967, the Crime Commission completed its work and called for a major Federal assistance program to implement its recommendations. In his February 6, 1967 message "Crime in America," President Johnson proposed the enactment of the "Safe Streets Act and Crime Control Act of 1967." This Act was designed to build on the experience of the Department of Justice under the 1965 Act. The bill was typical of the "direct federalism" categorical grants of the 1960's and would have allowed the Federal Government to bypass the States and make direct grants to major urban areas. The primary justification for bypassing the States was that they had a limited law enforcement role. "Direct federalism," however, was rejected by Congress, and in June 1968 it not only created the first major Federal grant program for criminal justice and law enforcement but also the first "block grant" program.

Under the block grant program of the Omnibus Crime Control and Safe Streets Act, LEAA funds flow from the Federal Government to the States and then from the States to units of local government. In the first step, LEAA makes a planning grant to each State which has established a State planning agency in accordance with the requirements of Part B of the Safe Streets Act. The States pass a portion of these funds through to units of local government. The States in cooperation with the units of local government then prepare a comprehensive plan. Requirements for this plan are set out in Part C of the Safe Streets Act. Under Part C, LEAA is required to allocate appropriated



law enforcement funds among the States on a formula basis. When a State submits a plan which meets the requirements of Part C LEAA must approve the plan and award the State its formula share of funds in a single block grant.

The reasons why Congress rejected direct federalism and enacted block grants are significant to understanding the LEAA program. President Johnson's bill would have required the States to prepare a comprehensive law enforcement plan for the entire State. Local governments, however, would have had no obligation to conform with the plan and could have received direct grants from the Federal Government in conflict with the State plan.

Congress felt that a comprehensive statewide plan should address problems throughout the State, should establish statewide priorities and should provide for overall State coordination of projects funded under the LEAA Act. Block grants were considered the most effective mechanism for achieving these ends.

There was considerable debate over whether the Department of Justice would be able through its grant-making authority to exercise supervision and control over the operations of local police departments.

Block grants were viewed as a means of limiting Federal control over local law enforcement efforts. In order to reduce the likelihood of Federal control over local law enforcement units, the LEAA Act was amended to prohibit Federal supervision of local law enforcement efforts and to prohibit a grantee from using more than one-third of block grant funds for personnel salaries and compensation.

The LEAA Act contains substantial references to criminal justice improvement programs such as recruiting, training, education, coordination planning and the like and a review of the comprehensive plans submitted by the States to LEAA clearly shows that the thrust of the LEAA program has been towards systems improvement and capacity building.

At the same time LEAA's efforts have been directed towards establishing and supporting experimental programs. LEAA's policy allows funds to be used to assist in the establishment of programs for a limited period. This is consistent with the LEAA Act which requires that State comprehensive plans "demonstrate the willingness of the State and units of local government to assume the costs of improvements funded . . . after a reasonable period of time." This also reflects Congress' intent that LEAA act as a catalyst to encourage States to undertake longer term efforts.





Goals of crime reduction, systems improvement, and capacity building are part of LEAA's mission which is "to assist State and local governments to reduce crime by improving and strengthening their criminal justice systems."

This mission is consistent with the "Declarations and Purposes" provision of the Omnibus Crime Control and Safe Streets Act which provides that:

"To reduce and prevent crime and juvenile delinquency, and to insure the greater safety of the people, law enforcement and criminal justice efforts must be better coordinated, intensified, and made more effective at all levels of government. It is therefore the declared policy of the Congress to assist State and local governments in strengthening and improving law enforcement and criminal justice at every level by national assistance."

In determining whether LEAA has achieved its purposes, the national, State and local crime rates are measures, though not the only measures, of its performance. LEAA annually has available six percent of the total funds expended by government agencies for criminal justice purposes. Since most criminal justice expenditures are for manpower and system maintenance costs, LEAA does provide a significant percentage of the total criminal justice funds available for innovative purposes. This fact supports the argument that LEAA's performance in meeting its goals should be evaluated by determining the degree to which funds are committed to developing and supporting programs and projects which improve and strengthen law enforcement and criminal justice, as well as by the degree to which crime is reduced.



THE WHITE HOUSE  
WASHINGTON

INFORMATION

MEMORANDUM FOR THE PRESIDENT

FROM: Jim Cannon

SUBJECT: Reauthorization of the Law Enforcement Assistance Administration

Attached are the OMB memorandum and supporting documents on the reauthorization of the Law Enforcement Assistance Administration (LEAA), which will be discussed at a meeting scheduled for 2:15 today.

The following issues are presented for your consideration:

1. Suitability of the Present LEAA Program Structure

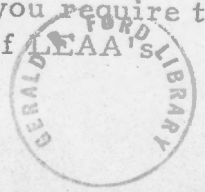
The Attorney General has recommended that the present LEAA program structure, providing block, categorical and discretionary financial assistance to State and local governments, be continued through 1981.

The Domestic Council, the Counsel to the President, OMB, Jack Marsh and Bob Hartmann concur in this recommendation.

2. Desirability of Additional Special Emphasis Programs for Courts and High Crime Areas

a) Increased emphasis on courts. The Attorney General has recommended that the LEAA reauthorization legislation require that States allocate an "adequate share" of LEAA block grant funds for courts. Current law requires LEAA to approve State plans for expenditure of block grant funds, based on the general criteria that such plans are responsive to the overall criminal justice needs of the States. Therefore, the Attorney General's recommendation that an "adequate share" of block grant funds go for court purposes does not represent an operational deviation from current law.

The Domestic Council, the Counsel to the President and Jack Marsh recommend that you concur in the Attorney General's approach. OMB recommends that you require this special emphasis for courts to be funded out of LEAA's



discretionary funds. Bob Hartmann recommends that you encourage, but not require, States to allocate block grant funds for court purposes.

- b) High crime program. The Attorney General has recommended a supplemental block grant program to provide additional assistance to cities and counties with high crime rates. The effect of the Attorney General's recommendation would be to create a categorical program for localities with high crime rates, which, in all probability, would require additional funding in the coming fiscal year.

The Domestic Council, the Counsel to the President, OMB, Jack Marsh and Bob Hartmann recommend, instead, that you direct that this special emphasis program be funded from LEAA discretionary funds. Further, the Domestic Council and the Counsel to the President suggest that up to 50 per cent of discretionary funds be available for this purpose. This would give added vitality to your expressed interest in reducing "street crime" and would not require the expenditure of new monies.

3. Juvenile Justice and Delinquency Prevention Act (JJDP)

The Attorney General has recommended that the categorical juvenile delinquency program established by the JJDP (which is independent of the LEAA program) be left intact, with funding levels to be determined in the annual budget review process.

The Domestic Council, the Counsel to the President and Bob Hartmann concur in the Attorney General's recommendation. OMB recommends merging the program into the regular LEAA program and requiring that it be funded from LEAA's discretionary funds. Jack Marsh recommends merging the program into the regular LEAA program and requiring States to devote an "adequate share" of block grant funds to it.

4. Funding Levels

The Attorney General has recommended increasing the 1976 funding authorization of \$1.25 billion by \$250 million annually for the next five years, resulting in a funding authorization of \$2.5 billion by 1981.



OMB recommends maintaining the funding authorization at the current level (\$1.25 billion) through 1981. The Domestic Council, the Counsel to the President, Jack Marsh and Bob Hartmann recommend modest graduations in the funding authorization of \$50 million annually, resulting in an annual authorization of \$1.5 billion in 1981.





THE WHITE HOUSE  
WASHINGTON

June 24, 1975

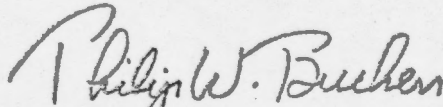
LEAA  
Justice

Dear Mr. Anthony:

Thank you for your telegram concerning the Office of National Priority Programs in the Law Enforcement Assistance Administration (LEAA). We have checked with the LEAA which assures us that the program continues to have a top priority, and that while organizational changes cannot be ruled out, the substance of this program is considered important and will continue.

Thank you for your interest.

Sincerely,



Philip W. Buchen  
Counsel to the President

Mr. Mark Anthony  
3808 Riverside Drive  
Burbank, California 91505



The White House  
Washington

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PMS PRESIDENT GERALD FORD

WHITE HOUSE DC 20500

ATTENTION PHILLIP BUCHEN COUNSEL TO THE PRESIDENT

IT HAS COME TO MY ATTENTION THAT THE ADMINISTRATOR OF THE LAW  
ENFORCEMENT ASSISTANCE ADMINISTRATION IS REORGANIZING, AND EITHER  
ABOLISHING OR ALTERING THE OFFICE OF NATIONAL PRIORITY PROGRAMS.

THIS IS A TREMENDOUS ERROR. I WORKED WITH THAT OFFICE TO MAKE  
SEVERAL CITIZENS PUBLIC SERVICE ANNOUNCEMENTS WHICH ARE SUPERB.  
THESE PROGRAMS HOUSE YOUR PRIORITIES, AND CANNOT BE MOVED TO THE  
BASEMENT OF THE BUREAUCRACY

MARK ANTHONY 3898 RIVERSIDE DR BURBANK CA 91595

NNNN



THE WHITE HOUSE  
WASHINGTON

Eva:

Where is material  
that was left  
with me by Dan  
Baldwin when we  
met. It is somewhere  
on my shelf.

P.

Attached.



THE WHITE HOUSE  
WASHINGTON

Mr. [illegible]

For filing

Very truly  
yours



THE WHITE HOUSE  
WASHINGTON

July 22, 1975

*file*

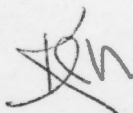
Dear Don:

Jack Marsh and Phil Buchen asked me to get in touch with you regarding your proposal to establish a commission on law enforcement officers' views on the criminal justice system.

At the conclusion of our June 6th meeting, my understanding was that Don Santarelli would come in to see me in order to develop some options on your proposal. However, we have not been able to get together as of this writing.

Please talk with Don and call (456-6297) to set up a meeting at your convenience.

Sincerely,



Kenneth A. Lazarus  
Associate Counsel  
to the President

Mr. Donald Baldwin  
Donald Baldwin Associates  
Suite 906  
1625 Eye Street, N. W.  
Washington, D. C. 20006

bcc: Phil Buchen ✓  
Jack Marsh



Cy sent

Payans

THE WHITE HOUSE

WASHINGTON

July 9, 1975

MEMORANDUM TO: PHIL BUCHEN ✓  
KEN LAZARUS

FROM: JACK MARSH 

Attached enclosure from Don Baldwin is self-explanatory. Please ✓  
coordinate a single response to Don on this matter.

Many thanks.



THE WHITE HOUSE

WASHINGTON

July 9, 1975

Dear Don:

Many thanks for your letter of recent date in further reference to the subject of our June 6 meeting. I am again contacting both Phil Buchen and Ken Lazarus with regard to the substance of your inquiry.

I am sure that you will be hearing from either of these gentlemen in the very near future.

With warmest personal regards, I remain,

Sincerely,

John O. Marsh, Jr.  
Counsellor to the President

Mr. Donald Baldwin  
Donald Baldwin Associates  
Suite 906  
1625 Eye Street, N. W.  
Washington, D. C. 20006



# DONALD BALDWIN ASSOCIATES

Government Relations Consultants

SUITE 906, 1625 EYE STREET, N.W.  
WASHINGTON, D. C. 20006

202-223-6850

an affiliate of



July 7, 1975

The Honorable John O. Marsh, Jr.  
Counsellor to the President  
The White House  
Washington, D. C.

Dear Jack:

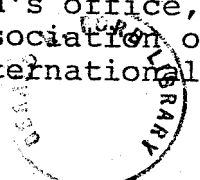
Since our June 6 meeting we have not heard what, if anything, the President intends to do about setting up a commission on law enforcement officer's views on the criminal justice system. You will recall that we had a meeting which you set up in Mr. Buchen's office with you and Ken Lazarus sitting in. Our group included Mr. Ordway P. Burden, of New York, chairman of the Hundred Clubs Informational Council and member of the boards of all the principal law enforcement organizations; Mr. Don Santarelli, former LEAA Administrator and now a partner in a local law firm; Mr. Frank G. Carrington, executive director of Americans for Effective Law Enforcement, and author of the recently published book The Victims; and myself.

We have all read the President's message on crime and agree it is a good one. However, it does not address itself to the point that we make; namely, that there has been no emphasis on getting the views of the very people who have to enforce the laws -- the police officers themselves. Our suggestion for the Presidentially appointed "advisory" commission would accomplish this.

We have been talking with supporters in the House and Senate and find substantial enthusiasm for such a commission, especially from Senator McClellan, and Senator Buckley. If the commission comes out of the Congress it will be too "balanced" to be effective. Also, we thought the President should get credit for appointing the commission.

Don Santarelli has followed up with further telephone conversations with Ken Lazarus, and I have talked with Jack Calkins about his discussions with Bob Hartmann on this subject. At this point it seems there is no objection to the proposal. As a matter of fact, it seems to have strong endorsement.

As we stated at our June 6 meeting in Mr. Buchen's office, the principal law enforcement groups -- International Association of Chiefs of Police, National Sheriffs' Association, International



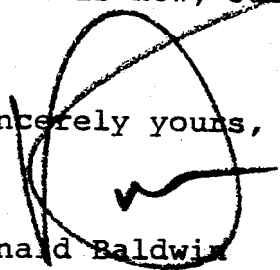
Conference of Police Associations, and the Fraternal Order of Police all have endorsed the concept. These organizations represent approximately 85 percent of the law enforcement officers.

Have you or any other staff aide done any further thinking on this proposal? Do you think there is any chance the President will move to appoint such a commission?

Please let me know where the proposal is now, Jack.

Warmest personal regards.

Sincerely yours,

  
Donald Baldwin

DB/tcs



Friday, June 6 -- 3:30 p.m.

Meeting with --

Don Santarelli

Donald Baldwin

Frank Carrington

Ordway Burdeen

Jack Marsh

Ken Lazarus



From the desk of \_\_\_\_\_

**DONALD BALDWIN**

June 3, 1975

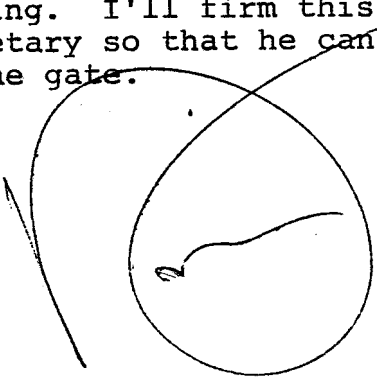
John O. Marsh, Jr.

Jack, enclosed is a copy of our draft of a proposal for a Presidential Commission on Law Enforcement Views on the Criminal Justice System and Crime Reduction and Prevention.

This is the document and subject we wish to discuss with you, Philip Buchen, and Ken Lazarus.

We may have Glenn King, Executive Director of the International Association of Chiefs of Police, with us Friday for the 3:30 meeting. I'll firm this up with your secretary so that he can be cleared through the gate.

Regards.





PROPOSAL FOR THE ESTABLISHMENT OF A NATIONAL PRESIDENTIAL  
COMMISSION ON LAW ENFORCEMENT VIEWS ON THE CRIMINAL JUSTICE  
SYSTEM AND CRIME REDUCTION AND PREVENTION

I. INTRODUCTION

Crime in the United States rose an appalling 17% in 1974 and 6% in 1973 (Uniform Crime Reports). These figures follow almost seven years of Republican promises to reduce crime, promises made both before and during our stewardship of the executive branch and in the face of the expenditure of over three billion dollars by the Law Enforcement Assistance Administration alone.

Americans have, since the crime commission report of 1967,<sup>1/</sup> been documented as having serious, and from time to time primary, concern about the likelihood of being a victim of crime. As early as 1967 almost half the American public had indicated that it had altered its way of life out of a fear of crime.<sup>2/</sup> This concern has changed our way of life, and has seriously altered the face of America. We now live almost as prisoners in our homes and our businesses out of fear of crime.

The L.E.A.A. "victimization" study,<sup>3/</sup> initially released in early 1974, which surveyed over six hundred thousand Americans, gave a clear picture that there is at least another time, and in the city of Philadelphia five times, more crime victims than there are crime reports to the police. The controversy over victimization continues to escalate, and people continue to become more fearful.

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1/ The Challenge of Crime in A Free Society, 1967, a report by the Johnson appointed crime commission, chaired by Attorney General Katzenback.

2/ Ibid.

3/ -The "victimization survey" was conducted for L.E.A.A. by the Census Bureau at an initial cost of over \$10,000,000 and institutionalized annually thereafter. It attempts to measure, for the first time, an actual rate of crime as perceived by victims. This is distinguished from the F.B.I. gathered U.C.R., which records reported crimes as described by the often ~~and~~ equally subjective methods of law enforcement statisticians (attachment).



The seriousness of this problem has been highlighted by President Ford in his remarks, April 25, 1975, and a series of articles (attached) outlining his continued interest in the crime problem. Concern for the Republican administration's responses over the past seven years to crime is reflected in renewed controversiality surrounding the L.E.A.A. program on which the Congress now expects to begin hearings. Attorney General Levi's concern is reflected in his proposal to create an advisory board for the L.E.A.A. to both better manage its resources and, apparently, to blunt some of the criticism about the program.

Not since the crime commission report of 1967 has there been an intensive effort on the part of the Chief Executive to address anew the serious question of how to reduce and prevent crime. Concern for victims is quite laudable but does not necessarily improve the quality of enforcement and prevention.

At no time in modern history has the chief executive sought, in a coordinated and specific way, the viewpoint of the "crimefighters" or "peace forces"---actual operational law enforcement officials. In a sense, the actual clinical "physicians" have not been consulted about the "epidemic".

## II. THE COMMISSION

The actual operational law enforcement officials should be canvassed, in a coherent and systematic way, for their views---however controversial---on what must be done to stop the rise in crime. It is important to note that these views would reflect "law enforcement" and not attempt to include therein the views of defense lawyers, scholars, social workers and the like. It will be the President's responsibility to balance the law enforcement views with those, often competing views, from a different perspective.



The commission should be advisory.<sup>4/</sup> It is not to draft legislation or to make policy, it is to give specific, concrete, and perhaps not always acceptable, viewpoints. But it is necessary that these viewpoints be highlighted as the views of law enforcement, so that the President may consider them in the balance. Thus, he would not have to accept such views, nor be responsible for them. It would be a way to highlight the high price necessary for insuring a greater degree of public safety, or in more elegant language, the "domestic tranquility", without receiving the onus of those views.

It is important to note that in the 1967 crime commission report the commission felt that it was too early to assess the impact of some of the more restrictive Supreme Court decisions, such as Miranda, but they did note the specific need for more information from law enforcement officials as to the actual hardship that such restrictions brought to bear on public safety, at p. 94:<sup>5/</sup>

"...many...decisions [are] made without the needs of law enforcement, and the police policies that are designed to meet those needs, being effectively presented to the court. If judges are to balance accurately law enforcement needs and human rights, the former must be articulated. They seldom are. Few legislatures and police administrators have defined in detail how and under what conditions certain police practices are to be used. As a result, the courts often must rely on intuition and common sense in judging what kinds of police action are reasonable or necessary, even though their decisions about the actions of one police officer can restrict police activity in the entire nation. (emphasis added)

This is precisely the situation to which the commission will address itself.



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<sup>4/</sup> Commission is an arbitrary appellation---advisory council is a reasonable alternative.

<sup>5/</sup> Mr. Leon Jaworsky, Mr. Lewis Powell (now Supreme Court Justice) and five other members of that commission, wish to go further in supporting law enforcement officials' views. See Challenge of Crime, infra.

III. MAKEUP OF THE COMMISSION (flexible)

A. The Commission should consist of:

1. Law Enforcement Agency Representatives
  - a) 3 police chiefs of cities or towns
  - b) 2 state police or highway patrol agencies
  - c) 2 sheriffs
  - d) 2 chief executives of federal law enforcement agencies
2. Prosecutive Agencies
  - a) 3 prosecutors at city, state or county levels
  - b) 2 representatives of state attorneys general who have the responsibility for prosecuting or litigating criminal cases
3. Other Organizations
  - a) 1 representative from the International Association of Chiefs of Police
  - b) 1 representative from the National Sheriff's Association
  - c) 1 representative from the National District Attorney's Association
  - d) 1 representative from Americans for Effective Law Enforcement, Inc.
  - e) 1 representative from the Fraternal Order of Police
  - f) 1 representative from the International Conference on Police Associations
  - g) 1 representative from the Hundred Clubs Informational Council.
4. Total: 21 members

IV. GENERAL METHODOLOGY OF COMMISSION

- A. Since the Commission will, by definition, consist of experts in the area of fighting crime, the commission will draw upon the expertise of its own membership, perhaps to a greater degree than do most commissions.

Hearings on relevant topics should, of course, be held to obtain the views of others who are involved in the law enforcement activity, but, as noted above, the expertise of the commission itself will be drawn on to a large extent. This will also keep expenses down.



- B. The commission should confine itself only to those issues which directly affect the enforcement of the criminal laws against conduct which directly affects individual safety. For example, such areas as abortion, obscenity, marijuana, etc., in which the criminal law attempts to control arguable anti-social but not violent conduct, should be avoided.
- C. Areas of concern should include, although not necessarily be limited to:
1. CRIME PREVENTION - how crime can be more effectively prevented.
  2. CRIME CATEGORIES -
    - a) violent crime, including terrorism
    - b) organized crime
    - c) white collar crime
    - d) hard drug abuse
  3. THE PROSECUTION OF CRIMES - in the above listed categories
  4. THE IMPACT OF VARIOUS ASPECTS OF THE CRIMINAL JUSTICE SYSTEM ON LAW ENFORCEMENT AND THE PROSECUTION OF CRIMES:
    - a) court decisions - e.g. Mapp v. Ohio, Miranda v. Arizona, etc.
    - b) legislative enactments - e.g. current "privacy" legislation, "speedy trial" laws, gun control laws, etc.
    - c) trend to "diversion" in pre-trial stages
    - d) bail matters and their possible abuses
    - e) sentencing procedures
    - f) correctional aspects - e.g. furloughs and work release programs, parole and probation aspects, etc.
  5. THE EXTENT OF VICTIMIZATION OF THE INNOCENT
  6. COMMENT: This is but a short listing of areas of concern which can be further developed as the commission takes shape. The important aspect of this section is to keep in mind that these topics should be developed by the commission only as they relate directly to the law enforcement or prosecutor's function.



- a) EXAMPLE 1: The topic of "correctional aspects" is included but this part of the report will not be an extended treatise on the correctional system. Rather it should confine itself to the manner in which corrections impacts on the crime picture---e.g. how much is the picture affected by criminals who have been returned to the streets through overly lenient parole and probation procedures, how many crimes such persons commit, what do the police feel should be done about it, etc.
- b) EXAMPLE 2: One of the topics is "speedy trial" laws--those laws which require a prosecutor to bring a criminal accused to trial within "x" number of days or face dismissal of the charges. The report should not rehash the pros and cons of speedy trial laws in general. Rather it should demonstrate the impact of such laws on the prosecutive function: do such laws force the prosecutor to "plea-bargain" too often, do such laws require the prosecutor to go to trial with insufficient preparation, etc.

There has been enough written back and forth on every topic mentioned above to fill any number of libraries. The commission, in order to fulfill its function, must confine itself to presenting its expert views only with regard to the impact of the topics listed above on the prosecutive and law enforcement function.

#### V. SITUS OF COMMISSION

For this proposal to have maximum effectiveness, visibility, and to reflect candor, it should be located, administratively, under the auspices of the highest level of the executive branch, the White House. To locate it in the Department of Justice, or even more temptingly, in L.E.A.A.,



would seriously reduce its impact, visibility, and willingness to be candid. Service on the commission would tend to be viewed by its members and those representing it as less important and "insulated" from the ultimate policy maker. Knowing the tendency to locate commissions and advisory groups distant from the President, it will be hard to resist. It should be resisted, or the project may not be worth pursuing.

#### VI. STAFFING AND CONSULTANTS

- A. Commission should have an Executive Director and a staff of five members, at least two of which should be attorneys and each of which should have substantial law enforcement or prosecutorial experience.
- B. Commission should be empowered to retain the services of outside consultants. Academic expertise can be a consideration in this area but, again, the primary requisite should be experience of a practical nature in the law enforcement and prosecutorial fields.

#### VII. TIMING

- A. Because of the acute nature of the crime problem, the commission should have its report prepared not later than six months from the inception of the commission.
- B. Persons being considered for membership on the commission should bear this in mind when making their decision whether or not to accept membership on the commission.

#### VIII. CAVEAT

- A. Some persons viewing this proposal may well respond that the commission will not be "objective". This point is true. The fact that the commission is not, in fact, "objective" or "balanced" is perhaps its strongest point. The entire purpose of the commission is to present the particular views of those who must deal with a critical problem---namely, crime in the United States. It is only when these views are presented, in a responsible and comprehensive manner, can



the policy makers in the criminal justice system make a proper judgment of the balances to be struck---e.g. between the needs of law enforcement and individual rights.





Some items in this folder were not digitized because it contains copyrighted materials. Please contact the Gerald R. Ford Presidential Library for access to these materials.

# Ford Eyes Realistic Crime Control Goals

By Ronald J. Ostrow

Los Angeles Times

The Ford administration is turning its back on the law-and-order rhetoric of the Nixon years, striving to quell what President Ford regards as unrealistic expectations produced by hard line talk.

In its place—and with crime climbing at an unprecedented pace—the administration plans to emphasize help for the victims of crime, a crackdown on “career criminals” and protecting the public from white-collar lawlessness.

Throughout the new strategy, which will be detailed in Mr. Ford's much-postponed crime message, now scheduled for sometime this week, will run the theme that the major responsibility for combating crime rests with state and local authorities.

The adoption of the softer-toned strategy comes at a time when leading criminal justice experts are concluding that very little in the way of crime reduction has been achieved in the decade since the President's crime commission began the work for its landmark 1967 report. Instead, these experts believe, there have been accomplishments in making the criminal justice system more humane, more decent and more efficient.

that in the end leave those whose hopes were fostered bitterly disillusioned.

“The law-and-order rhetoric overpromised and diverted people from issues that should have been addressed,” said one official.

Politics, to be sure, has a role in the switch of strategies. The 1976 presidential election is in sight, and the crime rate, which at last count was soaring upward at a 19 per cent rate, shows no sign of slowing.

The hard-line Nixon message of the 1968 presidential and 1970 congressional campaigns, coupled with the \$4 billion-plus that LEAA has laid out, helped create the impression that the federal government could roll back crime.

In the 1968 campaign, for example, candidate Nixon said the role of poverty in fostering crime had been “grossly exaggerated” and instead shifted much of the blame to the courts. Key rulings by the Supreme Court, he said, “had the effect of seriously hamstringing the peace forces in our society and strengthening the criminal forces.”

The impression that the U.S. government could conquer crime was underscored when the crime rate dropped in 1972—the first decline 17 years—and such law-and-order enthusiasts as former Attorney General Richard G. Kleindienst cred-

drafters intended to include a passage that would have “federalized” all crimes involving a gun. They changed their minds, however, when one Justice Department official advised the White House that enactment of such a law would have required an all-out federal prison construction program.

Plans call for Mr. Ford to deal with gun control in the upcoming message, a touchy topic for him throughout his political career. He is firmly against any kind of federal registration program for firearms.

The view that the federal government so far has demonstrated little capacity to cut crime appeared to square with the otherwise often disparate views advanced recently by a gathering of crime experts at Harvard Law School's Ford Foundation-backed Center for Criminal Justice.

James Vorenberg, executive director of President Johnson's crime commission and a professor at the law school, gathered two dozen experts and a couple of reporters to weigh the state of knowledge in the crime control field.

During the two-day seminar, the experts spoke under the ground rule that they would not be quoted by name so that uninhibited discussion would be encouraged.

Wash Post - 6-1-75

THE NEW YORK TIMES, MONDAY, MAY 26, 1975

## Ford Is Shaping a Conservative Agenda

By JAMES N. NAUGHTON

Special to The New York Times

WASHINGTON, May 25—

"The time has come," President Ford declared in a widely applauded address at Tulane University one month ago, "to look forward to an agenda for the future."

set of principles to guide in the creation of one.

Mr. Ford became President in a rush, without a national campaign, without a campaign platform to pursue or ignore. Only now—more than nine months after his inauguration—have the diplomatic and

can begin defining the goals he would like the nation to endorse.

As described in the White House they are essentially conservative goals, more a reflection of the country's past than an invitation to a utopian future.

# The Washington Post

AN INDEPENDENT NEWSPAPER

## Mr. Ford Speaks on Crime

**I**N SEVERAL SUBTLE and important ways, President Ford has been guiding the country away from the policies and practices of the Nixon administration. He has not always been successful in making the distinction clear in the public mind. But it is obvious that he is deeply engaged in a process of becoming his own President,

*why I do not talk about law and order, and why I return to the constitutional phrase, insuring domestic tranquility.*

When you think of a President's speaking of "domestic tranquility" as a goal, you are likely to be reassured that his purpose is to solve a problem and not to make

MONDAY, MAY 19, 1975

# The Washington Post

AN INDEPENDENT NEWSPAPER

## *The Cost of Fighting Crime*

THERE WAS A TIME, not long ago, when it was a popular belief that money cured social ills; indeed, that the more money spent, the better the cure would be. If we need any more lessons in how wrong that precept can be, consider the sorry saga of the fight against crime. In 1967, annual federal, state and local spending to combat crime was about \$4.5 billion. Several serious-minded groups looked at the rate of crime and the amount of money being spent and concluded

boards be made up of people whose only allegiance to the criminal justice system is that of citizens concerned that they and their neighbors be protected to the greatest extent possible.

In the new climate that such a change might bring, it might then be possible to address the question of priorities and innovations. As matters now stand, LEAA grants to combat juvenile crime account for roughly

THE WASHINGTON POST, Fri., May 8, 1975

# Levi Rejects Major LEAA Overhaul

Los Angeles Times

Attorney General Edward H. Levi plans a key change in the much-criticized Law Enforcement Assistance Administration, but has rejected a far more sweeping overhaul of the grant-awarding agency, it was learned yesterday.

Levi's proposal, understood to be already at the White House, would create an advisory panel of non-government experts to oversee LEAA's granting millions of dollars for specific projects.

At present, such authority rests ultimately in LEAA Administrator Richard M. Velde. The agency, which has been criticized for funding too many hardware items, accounts for the largest single item in the Justice Department budget. It is down for



# Real Crime Rate Is Higher

By Margaret Gentry

Associated Press

Crime in the nation's five largest cities is more than twice as high as police figures show, according to a new government study.

The survey disclosed a crime rate five times as high as police figures in Philadelphia, almost three times as high in Chicago, Detroit and Los Angeles, and slightly more than twice as high in New York.

The study, conducted by the Law Enforcement Assistance Administration and the Census Bureau, showed that 63 of every 1,000 Detroit residents are likely to be victims of serious crime. The rates were 63

per 1,000 for Philadelphia, 56 per 1,000 for Chicago, 53 per 1,000 for Los Angeles and 35 per 1,000 for New York.

Results of the study, made public last night, carry "a strong message of public apathy toward its criminal justice institutions, bordering on contempt," said LEAA Administrator Donald E. Santarelli.

"The crime survey results demonstrate that in an astounding number of instances Americans simply do not think it is worthwhile to report to public authorities that they have been the victims of criminal acts," he added.

The report is the second stemming from a \$10 million-a-

year project to measure the extent of crime with interviewing techniques developed by census takers. The earlier report suggested that crime is twice as high as reported in Atlanta, Baltimore, Cleveland, Newark, Dallas, St. Louis, Denver and Portland, Ore.

In the latest study, about 150 interviewers questioned persons in about 25,000 households and 10,000 businesses in each of the five largest cities. The survey excluded the suburbs of those cities. It also excluded visitors and city workers who live elsewhere.

The interviews were conducted in early 1973. Those questioned were asked whether they had been raped, robbed, burglarized or assaulted during 1972 and if so, whether they had reported the crime to police. They were questioned extensively about details of criminal incidents and their reasons for not reporting crimes.

Of those who did not report personal crime, 34 per cent said they did not because of lack of proof or they felt



**DONALD SANTARELLI**  
... releases LEAA study

New York Times

4.15.74

LEAA "VICTIMIZATION" SURVEY

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## New York Is Found Safest Of 13 Cities in Crime Study

---

By DAVID BURNHAM

Special to The New York Times

WASHINGTON, April 14 — households in New York were New Yorkers were the victims far less likely to be broken of violent crime considerably into. less frequently than the resi-; Moreover, the surveys are dents of Chicago, Detroit. Los considered by many criminolo-Angeles. Philadelphia and eight gists to provide a truer indica-

202 20-5933  
*Baldwin*  
*Donald*

May 29, 1975

The Honorable John O. Marsh, Jr.  
Counsellor to The President  
The White House  
Washington, D. C.

Dear Jack:

This is to confirm our meeting June 6, at 3:30 p.m. at The White House with you, Philip W. Buchen, Counsel to The President, and any other person you think should be present for our discussion. We will present our suggestion for the President to set up a commission on law enforcement officers' views on the criminal justice system.

As I explained on the telephone, those who will accompany me will include:

Mr. Ordway P. Burden  
New York City  
Chairman, Hundred Clubs Informational Council  
and a member of the advisory boards of the  
International Association of Chiefs of Police,  
National Sheriffs' Association, and many other  
law enforcement organizations

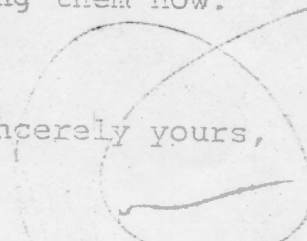
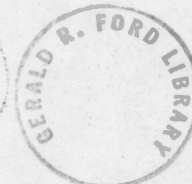
Mr. Donald Santarelli  
Alexandria, Virginia  
former Administrator of LEAA  
and member of Amram, Hahn, Sandground & Santarelli,  
law firm

Mr. Frank Carrington  
Evanston, Illinois  
Executive Director of Americans for Effective Law  
Enforcement, and  
author of THE VICTIMS

I will send you a copy of our suggested guidelines for setting up the Commission on Monday. We are refining them now.

Kindest personal regards.

Sincerely yours,

  
Donald Baldwin

LEAA

July 29, 1975

Dear Phil:

Many thanks for your letter of July 19 covering the points we discussed when you were here to see the President.

I note that there will be a meeting of the District Attorneys and police agencies engaged in the Career Criminal Program and the meeting is to take place in Washington. We shall try to find out when that meeting is scheduled and will propose that the President try to make an appearance there. I can also advise you that the Department of Justice is concerned about the problems at LEAA and I shall try to keep abreast of developments.

It was good to see you when you were here, and I look forward to seeing you on your return visit.

Sincerely,

Philip W. Buchen  
Counsel to the President

Mr. Philip Cohen  
Executive Director  
National Legal Data Center, Inc.  
P.O. Box 1012  
60 West Olsen Road  
Thousand Oaks, California 91360



THE WHITE HOUSE

WASHINGTON

July 29, 1975

Dear Phil:

Many thanks for your letter of July 19 covering the points we discussed when you were here to see the President.

I note that there will be a meeting of the District Attorneys and police agencies engaged in the Career Criminal Program and the meeting is to take place in Washington. We shall try to find out when that meeting is scheduled and will propose that the President try to make an appearance there. I can also advise you that the Department of Justice is concerned about the problems at LEAA and I shall try to keep abreast of developments.

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Sincerely,



Philip W. Buchen  
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Mr. Philip Cohen  
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National Legal Data Center, Inc.  
P.O. Box 1012  
60 West Olsen Road  
Thousand Oaks, California 91360



NATIONAL LEGAL DATA CENTER, INC.

A NON-PROFIT LEGAL RESEARCH CORPORATION

POST OFFICE BOX 1012 / 60 WEST OLSEN ROAD

THOUSAND OAKS, CALIFORNIA 91360

PHILIP COHEN, EXECUTIVE DIRECTOR

(805) 492-2453

July 19, 1975

The Honorable Philip W. Buchen  
Counsel to the President  
The White House  
Washington, D.C. 20500

Dear Phil:

As promised during our telephone conversation of Friday last, the following is an amplification of the points raised during our meeting with the President on Saturday, June 28, 1975 in connection with the Law Enforcement Assistance Administration innovative crime-reducing endeavor.

The concept is popularly known as the "Career Criminal Program" and dating from the President's speech to the International Association of Chiefs of Police on September 24, 1974 in Washington, D.C. (where he first publically introduced the program), it has been recognized and welcomed by all law enforcement agencies as a Presidential initiative. In other words, Presidential interest in the program has received the plaudits of police, prosecutors, courts and the media. Incidentally, this is the program that I explored and discussed in some detail with the President and Bill Casselman during our meeting of December 17, 1974.

In brief, the program is designed to quickly identify the habitual or repeat offender, and via a system of priorities, quickly process him through the criminal justice system.

Since the majority of street crimes (unquestionably of state and local jurisdiction) are committed by repeat offenders, it is hoped to reduce the statistics and incidence of crime by zeroing in on such offenders. It should be remembered that the program focuses on "getting off the street" those individuals who have already been given several opportunities for rehabilitation and who have rejected those opportunities, opting instead for a life of violence and crime.

In its initial stages, the program through L.E.A.A. has already funded eight District Attorney heavily populated jurisdictions and additional cities are planned to be funded. Each





jurisdiction will embark upon its own program dealing with the repeat offender and my particular responsibility is to coordinate and guide this national effort. Because of past projects, I know most, if not all, the District Attorneys involved, and I am now in the process of initiating a series of meetings with them to coordinate our strategies and goals.

For your information, the offices to date are as follows:

<u>Jurisdiction</u>	<u>Population</u>	<u>District Attorney</u>
Manhattan, New York	1,700,000	Robert Morgenthau
Boston, Massachusetts	750,000	Garrett H. Byrne
Detroit, Michigan	2,667,751	William L. Cahalan
Columbus, Ohio	903,000	George C. Smith
Salt Lake City, Utah	500,000	R. Paul Van Dam
San Diego, California	1,560,038	Edwin Miller
New Orleans, Louisiana	630,000	Harry Connick
Houston, Texas	2,200,000	Carol Vance

It occurred to me that on those occasions when the President is visiting one of the participating cities, consideration be given to having him make specific reference to the on-going career criminal program in this particular city. That is, it is a program he introduced, it is one he identifies with, and most important, it has caught the favorable attention and imagination of professional law enforcement and the public at large. I sincerely believe the benefits to be reaped by this suggestion are substantial.

Of course, a subsequent meeting of all participating District Attorneys and police agencies is programmed to take place in Washington, D.C. and I would be delighted if the President's schedule at that time would permit him to meet with, or address the participants. Both approaches seem worthy of consideration and a Presidential comment on-site, so to speak, of a program which received its initial impetus from the President himself is pretty hard to beat.

Please be assured that in no way am I seeking to deprecate or criticize the efforts of those who advise upon Presidential priorities, or alternatives. Rather, I am merely surfacing these suggestions for further consideration by those who do advise.

With regard to the Presidential crime message, the many excellent points he made were not reported by the media and my view (along with many others) is that the impact of the message was lost. This may or may not be because the message was not personally



delivered, but in either event, it is true to say that the enthusiasm and momentum of the International Association of Chiefs of Police speech on September 24, 1974 and the Yale speech on April 25, 1975 was not carried forward.

With regard to Presidential impact, it occurs to me that foreign policy and crime are not far removed. The President on his own, can and does deal with foreign heads of state because of the nature of the discretion which he can exercise in this area. In a similar manner, the President by talking about and exercising the L.E.A.A. discretion which he possesses, can be regarded as doing something about the rising tide of criminal activity. My point is that the economy, inflation, unemployment, energy and similar domestic issues are not similarly soluble because of the absence of such discretion.

It is obvious that I am enthusiastic about the career criminal program, but this is because it is a "people" program dealing with police, prosecution, courts, the offender and his victim, absent any hardware or gadgets.

On a personal note, I certainly enjoyed meeting and talking with you and I look forward to meeting you again when next in Washington. In the meantime, if you have any additional questions or I can assist you further, please do not hesitate to let me know.

Sincerely



Philip Cohen  
Executive Director

PC:bka



MEMORANDUM

THE WHITE HOUSE  
WASHINGTON

*Cohen  
Phil*

July 14, 1975

MEMORANDUM

FOR: PHIL BUCHEN  
FROM: DICK CHENEY

*D*

Attached is your memorandum concerning the session the President had with Phil Cohen on June 28.

The President's recollection is that Cohen did recommend that the President meet with prosecuting attorneys at their National Convention. But, he has no recollection of any suggestion that he should meet with individual prosecutors during the course of his travels.

If you are in agreement that what was intended was a session at some convention for prosecuting attorneys, you should talk with Jerry Jones and see what is coming up in the not-too-distant future that might be scheduled along those lines.

We would have very difficult problems if we began scheduling special people at each stop in the course of a trip.



THE WHITE HOUSE  
WASHINGTON

July 3, 1975

*Cohen,  
Phil*

MEMORANDUM FOR: DON RUMSFELD  
JIM CONNOR

FROM: PHILIP BUCHEN *P.W.B.*

SUBJECT: Meeting of President with  
Phil Cohen on Saturday,  
June 28

Mr. Cohen is Director of the National Legal Data Center, a professor of criminal justice at California Lutheran College and a former California District Attorney.

Mr. Cohen made the following suggestions to the President:

1. Visits by the President with prosecuting attorneys during his travels: To signify the President's continued interest in criminal law enforcement, the suggestion is that the President whenever possible during the course of his travels meet with prosecuting attorneys who are doing innovative or especially effective work to deal with the problem of habitual criminals. I recommend that the Scheduling Office consult with the Attorney General and the Administrator of LEAA in this regard when planning the President's out-of-town trips.
2. Investigation into possible personnel problems at LEAA. I have already talked to Deputy Attorney General Tyler on this matter who will report back to me.



3. Creation of a general Advisory Committee for LEAA. Deputy Attorney General Tyler will report back to me on this subject also.



July 26, 1975

MEMORANDUM FOR: KEN LAZARUS

FROM: PHILIP BUCHEN

SUBJECT: Presidential Recognition of  
Career Criminal Program of LEAA

When the President met on June 28 with Phil Cohen, Executive Director of the National Legal Data Center, Inc., the latter suggested that when the President traveled to any of the jurisdictions where District Attorneys are involved in the above program, he might do well to make specific reference to the participation of that community in the program and to commend its effort. More important, when the participating District Attorneys and police agencies held a meeting in Washington, it would be desirable for the President to make an appearance before them.

Both suggestions have now been incorporated in a letter from Phil Cohen to me, copy of which is attached.

Kindly check with LEAA on when a meeting of the participating attorneys is scheduled in Washington and then make a Schedule Proposal for the President after checking with Jerry Jones as to whether the time set for the meeting might allow an appearance to be fitted into the President's schedule.

Also, attached is another letter from Phil Cohen commenting on a program pertaining to the LEAA from the Los Angeles Times.

The personnel problems of LEAA were raised with the President and I have already inquired of Harold Tyler about the problem. He advises that he is working to correct the situation and will keep me advised. However, if you have any thoughts on the matter, please let me know.

cc: Dick Cheney

Attachments





NATIONAL LEGAL DATA CENTER, INC.  
A NON-PROFIT LEGAL RESEARCH CORPORATION  
POST OFFICE BOX 1012 / 60 WEST OLSEN ROAD  
THOUSAND OAKS, CALIFORNIA 91360

PHILIP COHEN, EXECUTIVE DIRECTOR  
(805) 492-2453

July 21, 1975

The Honorable Philip W. Buchen  
Counsel to the President  
The White House  
Washington, D.C. 20500

Dear Phil:


The attached article, dateline July 19, 1975, Los Angeles Times, was brought to my attention subsequent to the typing of my earlier letter. A word or two seems appropriate.

Mention is made of programs which are "White House favorites..."

I am, of course, not privy to those domestic programs which, because of competing priorities, must receive varying degrees of attention by the White House. However, it is a matter of record that the President, on September 24, 1974, in his speech to the International Association of Chiefs of Police first established the "career criminal program" as his crime reducing priority. I assume this is one of the priorities referred to as a "White House favorite."

Surely, it would be a sad thing indeed if the most significant crime reducing program to come out of L.E.A.A. in its brief history would be hampered, or otherwise prejudiced because of in-house turmoil.

Sincerely,

  
Philip Cohen  
Executive Director

PC:bka  
Enclosure



THE WHITE HOUSE

WASHINGTON

August 5, 1975

LEAA

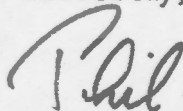
Dear Tom:

Thank you for your recent letter expressing support for the Probation Services Project's application for funding from the Law Enforcement Assistance Administration. It was good to hear from you again after so long a time.

LEAA informs me that this application is presently undergoing consideration at the regional level. Ms. Martha Wylie, director of the project, has recently been meeting with LEAA state and regional representatives for the purpose of preparing and finalizing the application for consideration by LEAA's Office of National Priority Programs in Washington. Mr. Franklin English, LEAA's state representative for Michigan, has expressed the hope that the application will be ready for final submission within three weeks. Please be assured that this application will receive LEAA's fullest consideration.

Thank you for your interest in the Law Enforcement Assistance Administration and your helpful comments concerning this application.

Sincerely,



Philip W. Buchen  
Counsel to the President

Mr. Thomas L. Munson  
2700 City National Bank Building  
Detroit, Michigan 48226



September 9, 1975

To: Ken

From: Eva

Here are the papers you  
requested on the LEAA  
material.



THE WHITE HOUSE

WASHINGTON

September 22, 1975

MEMORANDUM FOR:

PHIL BUCHEN ✓  
JACK MARSH

FROM:

KEN LAZARUS *kl*

SUBJECT:

Presidential Law Enforcement  
Commission

You will recall that earlier this summer we met with Don Baldwin, Don Santarelli and several other representatives of various police and prosecutor associations to consider a proposal that the President establish a commission to solicit law enforcement views regarding possible improvements in the administration of our system of criminal justice.

Although I cannot suggest that we support the proposal as advanced by Baldwin, et al., I believe it presents the germ of an idea which could have some real utility. The purpose of this memorandum is to explore some preliminary ideas and to solicit your guidance for further action.

Problem

The President's Crime Message is beginning to wear a bit thin as a response to the increasing trends of crime in the country. Thus, it would be helpful to develop some additional options in the crime control area.

The principal problem presented by the Baldwin proposal is its lack of balance in two distinct respects. First, it only concentrates on one component of the law enforcement community -- the police. It disregards the courts and corrections components. Secondly, it proposes public members but disregards the need for "political", i.e., ideological, balance which is a practical necessity when such a group is composed of public members.



The establishment of a customary commission to consider long-range solutions to the problem of crime would hold little promise for meeting the immediacy of the crime dilemma and would ultimately result in the usual hodge-podge of watered-down ideas which necessarily result from conflicts between various segments of the criminal justice system and from the ideological conflicts which develop between members. Additionally, there is simply no need for another group to study the fundamental aspects of law enforcement and the administration of justice -- the Standards and Goals project now being funded by the Department of Justice meets the need for comprehensive oversight. Finally, a crime commission on the model of President Johnson's program in 1967 would probably not be perceived by the public as being responsive to the problem at hand.

### Concept

Although there would appear to be no present need for a commission to examine possible long-range solutions to the dilemma of crime in America, there would be utility in establishing a trilogy of Presidential Task Forces to examine possible steps which could be taken immediately to reduce the level of crime in the country.

To meet the problems presented by the Baldwin proposal, the President could establish three separate task forces -- police, courts and corrections -- to solicit the views of active professionals in these fields. This would eliminate the need for ideological balance, e.g. liberal and conservative academicians, but would cover the full spectrum of law enforcement. By creating separate task forces on each component of the criminal justice system, we would obviate the frictions which necessarily arise as the police blame the courts who then fault the corrections system in attempting to identify failures in the enforcement of our laws.

### Support

The general concept outlined above has the support of a number of individuals and groups. Certain details would have to be ironed out but these could be handled without much difficulty if you decide the matter should be pursued.



Dick Obenshain of the RNC, Senators Byrd, Roth, McClellan, Hruska, Buckley and Griffin and Congressmen Rhodes, Flowers and Fish have expressed their support for the idea. Additionally, the Attorney General's office (Doug Marvin), OMB (Paul O'Neill) and LEAA (Pete Velde) have reacted positively. Within the White House, Dick Parsons of the Domestic Council and Robin West of Personnel have indicated they believe the idea has merit.

### Options

A number of options would have to be considered in developing this proposal including:

A. Membership. The membership of these task forces would, of course, be critical in shaping the direction and tone of their recommendations. In order to ensure that we are not hoisted by our own petard, it will be necessary to select a group of responsible people who will present a series of practical recommendations. Additionally, the actual appointment process would have to be accelerated to meet the timing problem discussed below.

B. Mandate. The charter of these task forces could be in the form of an executive order or memorandum. Regardless of the form, it should provide some real guidance in focusing attention on short-range improvements in administration, regulation and legislation. Direct Federal improvement could be proposed. Improvements on the state and local level could be presented for appropriate referral. The ultimate goal should be crime reduction.

C. Timing. Two timing issues should be considered. The first is the question of the duration of the task forces. In view of the fact that these groups would be subject to the provisions of the Advisory Committee Act, we should contemplate a minimum time frame of 3-4 months. Secondly, consideration should be given to the most propitious date for the eventual presentation of the reports of the task forces. My preliminary view in this regard is that we should point toward the early Spring of 1976.





D. Presidential Involvement. Presidential participation in this type of effort would dramatize the Administration's concern with the crime problem, elevate the importance of the work of the task forces and maximize any political utility inherent in the proposal. In order to identify the President with the effort, it would probably be necessary to have him meet with the membership at least twice during the course of the effort.

E. Financing. I have discussed with LEAA the possibility of three small grants to finance a project of this sort. There would be no difficulty in arranging for total funding in the neighborhood of \$300,000-\$500,000.

#### Recommendation

At this stage, I would recommend that you raise the idea in a preliminary way with Don Rumsfeld, Bob Hartmann and Jim Cannon at the Senior Staff Meeting. Assuming your reaction and those of other senior members of the staff are positive, Dick Parsons and I could coordinate with personnel at Justice, OMB and the White House Personnel Office to consider details and prepare an options paper for the President by the middle of next month.



LEAA

THE WHITE HOUSE

WASHINGTON

September 22, 1975

MEMORANDUM FOR: PHIL BUCHEN ✓  
 JACK MARSH

FROM: KEN LAZARUS *kl*

SUBJECT: Presidential Law Enforcement Commission

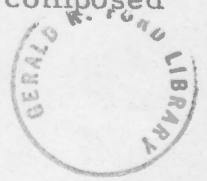
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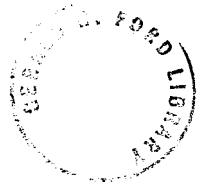
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9/25/75

Donald  
Baldwin  
material  
given to  
Mr. B





Thursday 9/25/75

Meeting  
9/26/75  
4 p.m.

4:20 Jerry Papeo asked if you plan to attend the meeting on Friday 9/26 at 4 p.m. at the Dept. of Justice with the President and the career criminal prosecutor grantees.



THE WHITE HOUSE

WASHINGTON

September 25, 1975

MEETING WITH CAREER CRIMINAL  
PROSECUTOR GRANTEES

Friday, September 26, 1975

4:00 p.m. (drop by; 20 minutes)

Department of Justice (Great Hall)

Through: Philip Buchen

From: Kenneth Lazarus

*P.W.B.*

I. PURPOSE

To be briefed on the progress of a program to deal with career criminals which has been developed and implemented by the Law Enforcement Assistance Administration (LEAA) of the Department of Justice.

II. BACKGROUND, PARTICIPANTS & PRESS PLAN

- A. Background: (1) Approximately one year ago, you announced the initiation of this program in a speech delivered before the International Association of Chiefs of Police (IACP). (2) In your Crime Message, you referred to the program as an effort to assist in the identification, prosecution and incarceration of career criminals. (3) This seminar is being attended by the chiefs of police, chief judges and project directors from the eleven (11) cities which have received LEAA grants under the program. (4) This group is meeting with officials of the Department to further refine the program.
- B. Participants: Attorney General Levi, Deputy Attorney General Harold Tyler, LEAA Administrator "Pete" Velde, LEAA Deputy Administrator Charles Work and representatives from New York, DETROIT, San Diego, Salt Lake City, Houston, Dallas, New Orleans, Indianapolis, Columbus, Boston and KALAMAZOO.



- C. Press Plan: Photos and film clips.

### III. AGENDA

- A. Introduction of Department officials by the Attorney General.
- B. Brief remarks by the President.
- C. Briefing conducted by LEAA officials.
- D. President conveys appreciation and best wishes; small receiving line for participants (30 people) if time permits.

### IV. TALKING POINTS

1. Crime was 17 percent higher in 1974 than in 1973. This is the largest annual increase in the 44 years the FBI has been collecting statistics.
2. Statistics also show that a very small percentage of our population accounts for an extraordinarily high percentage of total crime.
3. This career criminal program seeks to: (a) provide quick identification of persons who repeatedly commit serious offenses; (b) accord priority to their prosecution by experienced lawyers; and (c) assure the imposition of appropriate sentences.
4. This program is a vital component of your crime program.
5. The success of this experiment can reap tangible rewards and pave the way for expansion of the concept of focusing on career criminals.



LEAA

THE WHITE HOUSE

WASHINGTON

February 10, 1976

MEMORANDUM FOR:

JACK MARSH  
RUSS ROURKE

FROM:

PHIL BUCHEN *P.*

At your request, I am having Ken Lazarus handle the Ron Brown request for a meeting with Richard Velde.

cc: Ken Lazarus



Tuesday 2/10/76

3:20 Ken said with regard to Marsh's request for someone to assist Ron Brown of the Urban League to get a meeting with Richard Velde --- Brown now has a meeting scheduled with Velde.



THE WHITE HOUSE

WASHINGTON

February 9, 1976

MEMORANDUM FOR: PHIL BUCHEN

FROM: RUSS ROURKE

*Rourke*

Phil, regarding Jack's earlier memo of February 5 . . . Jack now thinks that it would be very helpful if you were to ask a member of your staff to contact Ron Brown directly concerning his desire to schedule a meeting with LEAA Administrator Richard Velde.

Please advise.

Many thanks.





February 5, 1976

MEMORANDUM TO: PHIL BUCHEN  
FROM: JACK MARSH

Phil, do you have any problem with the attached request?

Many thanks.  
cb

Feb. 5

THE WHITE HOUSE  
WASHINGTON

Mr. Marsh:

Ron Brown, Urban League, called. He is having trouble setting up a meeting with Richard Velde, Administrator-LEAA. He would like your intervention.

Is there anything you can do?

donna

393-4332



THE WHITE HOUSE  
WASHINGTON

February 5, 1976

MEMORANDUM TO: PHIL BUCHEN

FROM: JACK MARSH *Jack*

Phil, do you have any problem with the attached request?

Many thanks.

*That if you  
merely urge  
an appointment  
and indicate  
you have no  
interest in the  
outcome.  
J.*



Feb. 5

THE WHITE HOUSE  
WASHINGTON

Mr. Marsh:

Ron Brown, Urban League, called. He is having trouble setting up a meeting with Richard Velde, Administrator-LEAA. He would like your intervention.

Is there anything you can do?

donna

393-4332





THE DEPUTY ATTORNEY GENERAL  
WASHINGTON, D.C. 20530

*cc: Becken*  
*file*

April 12, 1976

MEMORANDUM FOR: PAUL O'NEILL  
THE WHITE HOUSE  
OMB

FROM: HAROLD R. TYLER, JR. *HTJ*  
DEPUTY ATTORNEY GENERAL

RE: REPROGRAMMING OF LEAA FUNDS  
FOR CONVENTION CITY LAW ENFORCEMENT

You will recall that I have advised you by telephone that Chairman John O. Pastore of the Senate Appropriations Committee has sent us a letter approving the reprogramming of \$5,200,000 of funds available to LEAA in order to support special law enforcement projects during the 1976 political conventions at New York City, New York and Kansas City, Missouri. It is understood that the total amount of \$5,200,000 is to be divided equally between each city.

I also wish to advise you that Chairman John Slack of the House Subcommittee on Justice Appropriations has written a letter indicating the approval of that Committee for this purpose and this reprogramming.

cc: Kenneth Lazarus, Esq.  
The White House

