

## EXTENSIONS OF REMARKS

### REPORT ON THE KOREAN INTERN EXCHANGE PROGRAM

**HON. BENJAMIN A. GILMAN**

OF NEW YORK

IN THE HOUSE OF REPRESENTATIVES

*Thursday, October 26, 2000*

Mr. GILMAN. Mr. Speaker, I wish to call to the attention of our colleagues this report written by Jacqueline Hui, an intern who participated in our U.S. Congress Korean National Assembly Student Intern Exchange Program which I instituted seventeen years ago.

Jacqueline is a student at Brown University, majoring in Political Science and Economics. She was an intern in my Washington office this past summer and in my district office in 1999. She did an outstanding job. I am very proud of her, and I am happy that she was able to participate in our Korean Exchange Program. Her report underscores the importance of such exchange programs, and the valuable experiences which our students receive:

SUMMARY OF THE U.S. CONGRESS—REPUBLIC OF KOREA NATIONAL ASSEMBLY

By Jacqueline Hui

One of the most important goals of our exchange program is to foster greater understanding between Korea and the United States. Although I can not speak on behalf of the Korean students, I believe that all of us American students have gained a greater understanding of Korean politics and culture through the exchange.

The time spent abroad in Korea was very well-organized and very intense. If there is any way one could experience almost every aspect of Korea in two weeks, I did. Everyday the schedule was packed from eight o'clock in the morning until ten o'clock in the evening. When I finally returned home, I would be completely exhausted and fall asleep until it was time to wake up again for another grueling day.

On the first day, I learned about the Korean language at the Seoul National University and viewed a traditional music performance. At the performance, I realized that the Korean culture was uniquely different from Asian cultures, my being Chinese.

On the other days, we went to the National Folk Museum, the Changdok Palace, visited the National Assembly, visited Samsung Electronics, did some pottery, went to a traditional Korean Spa, went to the De-Militarized Zone (Panmunjom), participated in a Taekwondo workshop, spent a day interning in the National Assembly, and did a home-stay to experience Korean life.

The single day interning in the National Assembly was insufficient to really see Korean politics. The most intense experience was definitely visiting the De-Militarized Zone. The particular area clearly depicts the tensions between North and South. Furthermore, the U.S. presence in the area also demonstrates and creates tension between the Koreans and Americans. Overall, I attended many meetings that explained different sides

of issues concerning Koreans and in the end, I had a much clearer view of Korea.

Near the end of the stay, we went to Kyongju, which was the capital of the Shilla dynasty. The place is full of history and culture. There was also the Turtle Tomb—an underwater tomb that was built by and for a king, used to protect Korea from being attacked by Japan. I also saw Buddhist temples and Confucian schools—both of which have greatly influenced the ideology and culture of Korea.

At the end of the trip, we went to Cheju Island, a resort island south of Korea. The island was beautiful. We took a boat ride to see the surrounding islands and visited the one waterfall on the island. The previous two weeks in Korea had been hectic. The time spent in Cheju was relaxing and allowed us to reflect on our stay.

When we went back to San Francisco, we had a chance to meet up with the Korean students and shared our experiences with each other. Perhaps it might have been more interesting if we had met back in Korea instead.

Overall, the Koreans showed great hospitality in all respects. Everywhere we went we were treated very well. We Americans tend to bask in our superiority over other nations. Interestingly enough, I found Korea to be highly technologically advanced. Americans should remember that other nations do have the capacity to surpass us, at least in certain respects.

I am grateful for this opportunity to experience the Korean culture first hand. The program was very successful—in my eyes—in fostering understanding between two cultures. I hope that future exchange students will continue to have the opportunity to live and learn Korean culture as I did.

### THE OFFENDER REENTRY AND COMMUNITY SAFETY ACT OF 2000 OCTOBER 26, 2000

**HON. HENRY J. HYDE**

OF ILLINOIS

IN THE HOUSE OF REPRESENTATIVES

*Thursday, October 26, 2000*

Mr. HYDE. Mr. Speaker, today in communities all around this country, prisoners are being released back into their communities without job skills, substance abuse or mental health services, or assistance in obtaining housing and employment. In fact, the Department of Justice reports that historically, two thirds of released prisoners are rearrested for new crimes within three years.

During this year alone, a record number of over 585,000 inmates will be released from jail or prison and return to local communities. A safety threat is posed by this volume of returns and has been worsened by a declining ability by states and communities to supervise the returning offenders. This is partly due to policy shifts toward more determinate sentencing, which allow for the offenders to serve

longer sentences than in the past, yet without supervisory conditions upon release. Thirteen states have abolished parole systems, thereby providing very little, if any, supervision of released inmates.

Mr. Speaker, today I have introduced "The Offender Reentry and Community Safety Act of 2000." This legislation will help ensure that released offenders enter into a lawful, productive life when they return to their communities. Under this legislation, programs will be created to assist certain offenders who have served their prison sentences, but who pose the greatest risk to the community. This is because they lack the skills necessary to successfully reintegrate into society, such as finding housing and employment, in addition to managing substance abuse, medical and mental health problems.

These programs will use technology and traditional methods of structured supervision and services, along with a system of immediate sanctions for violations of an offender's plan. It is my belief that these programs will give the necessary tools to the returning offenders so that they can help themselves lead lawful and productive lives.

I want to thank the Attorney General and the Department of Justice for the assistance and hard work in this area. I know this is a priority of the Attorney General, and I look forward to working with her to help process this legislation next Congress. I am also submitting for the RECORD a section-by-section analysis that the Department of Justice has prepared on this legislation.

#### SECTION-BY-SECTION ANALYSIS

##### Introduction

This legislative proposal is divided into two titles: title I would create demonstration reentry programs for federal offenders, and title II would establish reentry programs for state and local prisoners. The programs are designed to assist high-risk, high-need offenders who have served their prison sentences, but who pose the greatest risk of reoffending upon release because they lack the education, job skills, stable family or living arrangements, and the substance abuse treatment and other mental and medical health services they need to successfully reintegrate into society. Both titles include provisions requiring that the funded programs be rigorously evaluated and the results widely disseminated, so that reentry programs can be modified as needed, to ensure that recidivism is reduced and public safety enhanced.

The Reentry Problem. American crime policies over the past two decades have resulted in record numbers of offenders being incarcerated. Some 1.25 million offenders are now living in prisons, and another 600,000 offenders are incarcerated in local jails. Although many offenders are serving longer sentences than they would have a decade ago, once they complete their terms, they return to the community. A record number of approximately 585,400 inmates will return to communities this year. Historically, two-

● This "bullet" symbol identifies statements or insertions which are not spoken by a Member of the Senate on the floor.

Matter set in this typeface indicates words inserted or appended, rather than spoken, by a Member of the House on the floor.

thirds of returning prisoners have been re-arrested for new crimes within three years.

The safety threat posed by this volume of returns has been exacerbated by reductions in the abilities of states and communities to supervise returning offenders. Parole systems have been abolished in thirteen states. Moreover, policy shifts toward more determinate sentencing have reduced the authority to impose supervisory conditions upon existing offenders. Consequently, an estimated 100,000 inmates will receive no supervision in the community. State systems have also reduced the numbers of transitional support programs aimed at facilitating the return to productive community life styles. Recent studies indicate that many returning prisoners receive no help in finding employment upon release. Most offenders have low literacy and other basic educational skills that can impede successful reentry.

At least 55 percent of offenders are fathers of minor children, and therefore face a number of issues related to child support and other family responsibilities during incarceration and after release. Substance abuse and mental health problems add to concerns over community safety. Approximately 70 percent of state prisoners and 57 percent of federal prisoners have a history of drug abuse. Research by NIJ indicates that between 60 and 75 percent of inmates with heroin or cocaine problems return to drugs within three months when untreated. An estimated 187,000 state and federal prison inmates have self-reported mental health problems. Mentally ill inmates are more likely than other offenders to have committed a violent offense and be violent recidivists. Few states connect mental health treatment in prisons with treatment in the return community. Finally, offenders with contagious diseases such as HIV/AIDS and tuberculosis are released with no viable plan to continue their medical treatment so they present a significant danger to public health.

Current policies to reduce public safety risks are cost prohibitive and often ineffective. Efforts to enforce offender accountability for release conditions have led to record returns to prison for revocations. These practices have added significantly to state correctional costs. Revocations comprised 17 percent of prison admissions in 1980; they have risen to 36 percent in 1998.

Juvenile offenders represent a serious part of the reentry issue throughout the country. Juveniles were involved in 17 percent of all violent crimes and 35 percent of all property crime arrests in 1997. In 1997, 369 juveniles were in custody for every 100,000 in the population. Between 1987 and 1996, the volume of adjudicated cases resulting in court-ordered residential placements rose 51 percent. The steady increase of youth exiting residential placement has resulted in an increased strain on the juvenile justice aftercare system due to increased case loads for parole officers and the inability to provide the appropriate level of required supervision. Without structured aftercare supervision and services, youth are likely to relapse and recidivate and return to confinement in either juvenile or adult correctional facilities.

#### TITLE I. FEDERAL REENTRY DEMONSTRATIONS PROJECTS

Innovative strategies and emerging technologies present new opportunities to improve the federal and District of Columbia reentry systems. This legislation creates five demonstration projects—four in the federal system and one in the District of Columbia—that utilize these strategies and technologies. The projects share many core com-

ponents, including a more seamless reentry system, reentry officials who are more directly involved with the offender and who can swiftly impose intermediate sanctions if the offender does not follow the designated reentry plan, and the combination of enhanced service delivery and enhanced monitoring. The different projects are targeted at different prisoner populations and each has some unique features. The promise of the legislation is to establish the demonstration projects and then to rigorously evaluate them to determine which measures and strategies most successfully reintegrate prisoners into the community as well as which measures and strategies can be promoted nationally to address the growing national problem of released prisoners.

Section 101. Federal Reentry Center Demonstration—Section 101 establishes the Federal Reentry Center Demonstration Project, which is targeted at high-need and medium-to-high-risk federal offenders, and revolves around Reentry Centers. These Centers will be enhanced community corrections facilities, or "halfway houses," where for most federal prisoners, reintegration into the community begins. Reentry Centers will be dynamic facilities where ongoing reentry planning and evaluation will be conducted by a team of corrections and supervision authorities, where services are intensively provided, and where immediate and certain sanctions are imposed when a prisoner deviates from his or her reentry plan.

Some of the core components of the demonstration project include (1) Reentry Review Teams—consisting of representatives of the Federal Bureau of Prisons and the U.S. Probation System and staff of the relevant halfway house—that will rigorously manage a more seamless reentry of offenders into the community; (2) a system of graduated levels of supervision within the Reentry Center to promote community safety by providing sanctions for minor violations of an offenders' reentry plan and incentives for completing stages of the program; (3) the use of local, community-based citizen volunteers to advise and mentor offenders; and (4) as indicated and appropriate, regular drug testing, substance abuse treatment and aftercare, mental and medical health treatment and aftercare, vocational and educational programs, life skills instruction, conflict resolution skills training, assistance obtaining suitable housing, and other programming to promote effective reintegration into the community.

The Reentry Center project will last three years and will take place in an appropriate number of federal judicial districts selected by the Attorney General in consultation with the Judicial Conference of the United States. The Attorney General will also have the authority to include in the demonstration project offenders who participate in the Enhanced In-Prison Vocational Assessment and Training Demonstration project established by section 105 of this Act.

Section 102. Federal High-Risk Offender Reentry Demonstration—Section 102 establishes the Federal High-Risk Offender Demonstration project. The project is targeted at high-need/high-risk federal offenders—those who have already violated the terms of their initial release—and utilizes a variety of elements, including emerging technologies, to both monitor these offenders and insure delivery of appropriate services and programs that promote effective reentry into the community. These technologies are rapidly developing and will, as they develop further, provide increasingly effective ways to manage offenders' reentry.

The core elements of the project include (1) the use of halfway house and home confinement that together with the technology will form a system of graduated levels of supervision; (2) as indicated and appropriate, monitoring technologies; regular drug testing, substance abuse treatment and aftercare, mental and medical health treatment and aftercare, vocational and education programs, life skill instruction, conflict resolution skill training, assistance obtaining suitable housing, and other programming to promote effective reintegration into the community.

The project will last three years and will take place in an appropriate number of federal judicial districts selected by the Judicial Conference of the United States in consultation with the Attorney General.

Section 103. District of Columbia Intensive Supervision, Tracking, and Reentry Training Demonstration—Section 103 establishes the District of Columbia Intensive Supervision, Tracking and Reentry Training (DC iSTART) Demonstration project. The DC iSTART project is targeted at high-risk District of Columbia offenders—those who might not otherwise be released through a halfway house—and utilizes halfway houses, home confinement and intensive supervision. The project builds on the work of the Court Services and Offender Supervision Agency, which under the National Capital Revitalization and Self-Government Improvement Act, has begun a complete reengineering of the supervision and reentry systems in the District of Columbia.

The core elements of the DC iSTART project include: (1) Reentry Review teams; (2) the use of halfway houses and home confinement for high need/high-risk parolees to form a system of graduated levels of supervision for those who otherwise would be released directly into the community; and (3) as indicated and appropriate, regular drug testing, substance abuse treatment and aftercare, mental and medical health treatment and aftercare, vocational and educational programs, life skills instruction, conflict resolution skills training, assistance obtaining suitable housing, and other programming to promote effective reintegration into the community. The project will last three years.

Section 104. Federal Intensive Supervision, Tracking, and Reentry Training Demonstration—Section 104 establishes the Federal Intensive Supervision, Tracking and Reentry Training (FED iSTART) Demonstration project. The FED iSTART project is targeted at high-risk federal offenders—those who might not otherwise be released through a halfway house—and utilizes intensive supervision by federal probation officers with significantly reduced caseloads. The core elements of the FED iSTART project are (1) supervision by probation officers with significantly reduced caseloads, (2) fully funded monitoring and reentry services, to be provided as indicated and appropriate, including regular drug testing, substance abuse treatment and aftercare, mental and medical health treatment and aftercare, vocational and educational programs, life skill instruction, conflict resolution skill training, assistance obtaining suitable housing, and other programming to promote effective reintegration into the community. The project will last three years.

Section 105. Federal Enhanced In-Prison Vocational Assessment and Training Demonstration—Section 105 establishes the Federal Enhanced In-Prison Vocational Assessment and Training Demonstration project.

The project will provide in-prison assessment of prisoners' vocational needs and aptitudes, enhanced work skills development, enhanced release readiness programming, and other components as appropriate to prepare federal prisoners for release and reentry into the community. The project will last three years.

Section 106. Research and Reports To Congress—As indicated above, the promise of this legislation is not simply to develop the demonstration projects, but also to insure that the projects are rigorously evaluated to determine which measures and strategies most successfully reintegrate federal prisoners into the community and which should be promoted nationally to address the growing national problem of released prisoners. Section 106 directs the Attorney General, the Director of the Administrative Office of the United States Courts, and the Executive Director of the institute for criminal research authorized by the National Capital Revitalization and Self-Government Improvement Act to evaluate the various demonstration projects authorized by this Act on post-release outcomes and recidivism for a three-year period after release from custody. This section also directs that not later than two years after the enactment of this Act, reports be made to Congress on the progress of the demonstration projects.

Section 107. Authorization of Appropriations—Section 107 authorizes appropriations, to remain available until expended, to the Federal Bureau of Prisons, the Federal Judiciary, and the Court Services and Offender Supervision Agency of the District of Columbia for fiscal years 2001 through 2005.

#### TITLE II. STATE REENTRY GRANT PROGRAMS

Section 201. This section amends the Omnibus Crime Control and Safe Streets Act of 1968 by adding four new sections (2601, 2602, 2603, and 2604) that make grants available to state and local governments to create special programs to help state prisoners successfully reenter their communities.

Section 2601. Adult Offender State and Local Reentry Partnerships. Section 2601 establishes the Adult Offender State and Local Reentry Partnership Grant Program for the purpose of encouraging states, territories, and Indian tribes to partner with units of local government and other non-profit organizations to establish adult offender reentry demonstration projects. The grants shall be for amounts up to \$1,000,000, and may be expended for the following purposes: implementing graduated sanctions and incentives, monitoring released prisoners, and providing, as appropriate, drug and alcohol abuse testing and treatment, mental and medical health services, victim impact educational classes, employment training, conflict resolution skills training, and other social services.

Section 2601 requires applicants to submit an application that describes a long-term strategy and detailed implementation plan, identifies the agencies that will be coordinated by the project, certifies that there has been appropriate consultation with all affected agencies, and describes the outcome measures that will be used to evaluate the program. The grant recipient must contribute a percentage of matching funds to the project and submit an annual report to the Attorney General describing the activities carried out under the grant. Section 2601 authorizes \$40,000,000 for this program in fiscal year 2001, and such sums as are necessary in fiscal years 2002 through 2005.

Section 2602. State and Local Reentry Courts. Section 2602 creates the State and

Local Reentry Court Grant Program for the purpose of encouraging state agencies, municipalities, public agencies, nonprofit organizations and tribes to make agreements with courts to establish "reentry courts." The grants shall be for amounts up to \$500,000, and may be expended to monitor returning offenders, establish graduated sanctions and incentives, test and treat returning offenders for drug and alcohol abuse, and provide reentering offenders with mental and medical health services, victim impact educational classes, employment training, conflict resolution skills training, and other social services.

Section 2602 requires applicants to submit an application that describes a long-term strategy and detailed implementation plan, identifies the agencies that will be coordinated by the project, certifies that there has been appropriate consultation with all affected agencies, and describes the outcome measures that will be used to evaluate the program. The grant recipient must contribute a percentage of matching funds to the project and submit an annual report to the Attorney General describing the activities carried out under the grant. Section 2602 authorizes \$10,000,000 for this program in fiscal year 2001, and such sums as are necessary in fiscal years 2002 through 2005.

Section 2603. Juvenile Offender State and Local Reentry Programs. Section 2603 establishes the Juvenile Offender State and Local Reentry Grant Program for the purpose of encouraging states to partner with units of local government and other non-profit organizations to establish juvenile offender reentry projects. The grants shall be for amounts up to \$250,000, and may be expended for the following purposes: implementing graduated sanctions and incentives, monitoring released prisoners, and providing them with drug and alcohol abuse testing and treatment, mental and medical health services, victim impact educational classes, employment training, conflict resolution skills training, and other social services.

Section 2603 requires applicants to submit an application that describes a long-term strategy and detailed implementation plan, identifies the agencies that will be coordinated by the project, certifies that there has been appropriate consultation with all affected agencies, and describes the outcome measures that will be used to evaluate the program. The grant recipient must contribute a percentage of matching funds to the project and submit an annual report to the Attorney General describing the activities carried out under the grant. Section 2603 authorizes \$5,000,000 for this program in fiscal year 2001, and such sums as are necessary in fiscal years 2002 through 2005.

Section 2604. State Reentry Program Research, Development, and Evaluation. Section 2604 establishes the State Reentry Research, Development, and Evaluation Grant Program to conduct research on issues pertinent to reentry programs, develop and test new reentry approaches, evaluate the projects authorized in sections 2601, 2602, and 2603 of this title, and disseminate this information to the field. Section 2604 authorizes \$5,000,000 for this program in fiscal year 2001, and such sums as are necessary in fiscal years 2002 through 2005.

#### TRIBUTE TO LUCILLE BEAVERS

**HON. BOBBY L. RUSH**

OF ILLINOIS

IN THE HOUSE OF REPRESENTATIVES

Thursday, October 26, 2000

Mr. RUSH. Mr. Speaker, today I pay tribute to one of Chicago's unsung heroes, the late Lucille Beavers. Her untimely death on October 9, 2000 will truly leave a deep void in our community.

Lucille, the daughter of William and Roberta Nunnally, was born on August 14, 1919. She spent her early years in Atlanta, Georgia and later moved to Chicago, IL where she attended Chicago Public Schools.

Lucille met, and after a three-year courtship, married Alderman William Beavers on June 5, 1984. Lucille was devoted to her family and exceptionally proud of her son, Riccardo Williams, who launched a very successful entrepreneurial enterprise.

Lucille Beavers took an active part in her church and community. As a faithful member of the Cosmopolitan Community Church, Mrs. Beavers actively joined the August Club where she faithfully served her fellow man.

Lucille Beavers was a loving wife, devoted mother, sister, aunt and friend who will be deeply missed. My fellow colleagues, please join me in honoring the memory of Mrs. Lucille Beavers, a true beacon of the Chicago community.

"If anyone serves me let him follow me; and where I am, there shall my servant also be; if anyone serves me, the father will honor him".  
John 12:26.

#### TRIBUTE TO GEORGIA LEE O'QUINN BROWN

**HON. BOB ETHERIDGE**

OF NORTH CAROLINA

IN THE HOUSE OF REPRESENTATIVES

Thursday, October 26, 2000

Mr. ETHERIDGE. Mr. Speaker, today I celebrate and honor the public service of Georgia Lee O'Quinn Brown of Harnett County, North Carolina. Mrs. Brown has served as the County Clerk of Harnett County Superior Court for over thirty years and is now retiring.

Georgia Lee O'Quinn was born on July 27, 1938 to the late Flora Lee Holloway O'Quinn and Nelson Carl O'Quinn. She graduated from Boone Trail High School in 1956. Later that year, she married the late Wesley Hal Brown, with whom she has three children and six grandchildren.

Mrs. Brown began her faithful service to North Carolina in 1956 when she was hired as a clerk in the Office of Harnett County Clerk of Superior Court. Nearly half a century later, she is retiring. Mrs. Brown has held many offices in the Association of Clerks of Superior Court of North Carolina, including the office of president in 1992-93. She received appointments to serve as a member of a committee that revised the Juvenile Justice Procedures Manual and the Clerks Procedure Manual and has served on various state committees relating to the office of Clerk of Superior Court. With her wealth of experience and knowledge,