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ONDPC REGIONAL DRUG STRATEGY CONFERENCE

IMPLEMENTATION OF THE DRUG STRATEGY

DURING A TIME OF CHANGE

Miami, Florida

December 11, 1995

9:00 a.m.

THE HONORABLE JANET RENO

1                   Thank you, Lee, and thank you so much  
2                   for your outstanding leadership in this nation in  
3                   the fight against drugs. Each time I have had the  
4                   chance to sit down with you, each time we have  
5                   been in a meeting, I continue to be so impressed  
6                   by your commitment, by your innovation, by your  
7                   dedication to trying to do something about this  
8                   scourge. You come from somewhat the same  
9                   background as I, because you were on the streets  
10                  of cities where you served as chief. You were in  
11                  communities where you saw the results of drugs.

12                 For 15 years, I served this community.  
13                 I watched shootouts occur at malls. I went to  
14                 neo-natal units to deal with the issue of what to  
15                 do about crack-involved infants and their mothers.  
16                 I walked through neighborhoods that just weeks  
17                 before had been fine neighbors, but in weeks and  
18                 months had disintegrated because of crack. I  
19                 prosecuted thousands. I listened to grandmothers  
20                 call beseaching for help for their grandson  
21                 because there were no treatment beds available and  
22                 she could not afford treatment for him. I watched  
23                 violence escalate amongst young people as guns  
24                 that came from the crack trade were disseminated  
25                 through the community, and I came to Washington

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1 resolved to fight as hard as could to make sense  
2 of this nation's efforts against drugs and I found  
3 a president equally committed to that effort. I  
4 came to apply the lessons that I had learned here  
5 that the fight against drugs is not an easy fight.  
6 It's not done overnight. It's not done with a lot  
7 of political rhetoric. It's done with people  
8 coming together, working together to develop a  
9 comprehensive solution. I came resolved to inter  
10 battles between federal law enforcement agencies,  
11 knowing full well there was more than enough to  
12 do, and together if we avoided fragmentation and  
13 duplication, we could do so much more. I resolved  
14 to form a partnership between the federal agencies  
15 and state and local law enforcement because, too  
16 often, I had been on a one-way street where I gave  
17 and didn't get information from the federal  
18 government, and it was important that we deal with  
19 these cases based on what was in the best interest  
20 of the case, what was in the best interest of the  
21 community without regard to who got the credit and  
22 ensuring whenever possible a full exchange of  
23 information. To law enforcement agencies who are  
24 represented in this room today, I ask you if you  
25 are not getting that cooperation, if you don't

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1 feel like there is a partnership, I want to hear  
2 about it, and if you think that I don't respond, I  
3 recently got a letter from a police chief  
4 questioning it. We called him and he said, "I  
5 don't believe you really called."

6 We found there was a communication  
7 problem, and I think everybody is working together  
8 now and that is what we want to continue; but most  
9 of all I came to Washington with one clear  
10 understanding. That law enforcement was not going  
11 solve the problem by itself. The diplomats abroad  
12 were not going to solve the problem by themselves.  
13 The treatment people were not going to solve the  
14 problem by themselves, and families who cared  
15 desperately and wanted to do the right thing were  
16 not going to solve the problem by themselves. We  
17 had to develop a comprehensive effort on a  
18 long-range basis that could make a difference, and  
19 there were three prongs to that comprehensive  
20 effort. One, tough domestic law enforcement  
21 against the largest trafficking organizations who  
22 dealt in this misery. Tough enforcement actions  
23 against the violent individuals who spawned  
24 violence across this community to further their  
25 trafficking in this misery. Secondly, innovative

1 international enforcement focused primarily on  
2 disrupting and dismantling major organizations  
3 that export narcotics to this country, and  
4 finally, smart, effective education, prevention  
5 and treatment programs that break the cycle  
6 between drug use and violence. Knowing full well,  
7 though, that when we talk about prevention, we  
8 must talk about prevention in the longest,  
9 broadest sence of the term beginning when we bring  
10 children into this world, and that prevention  
11 involved a community effort that engaged us  
12 reweaving the fabric of society around our  
13 children, our frail, those most exposed to drugs.  
14 Three years later, we are seeing progress.  
15 Overall drug use is down. Violent crime rates are  
16 down in some of the large cities and some of the  
17 most dangerous drug traffickers have been brought  
18 to justice, but make no mistake. Drug abuse and  
19 the violence, the social disruption, the economic  
20 loss that comes with it continues to plague our  
21 society, and recent trends in adolescent drug use  
22 and use of more dangerous drugs like heroin, LSD  
23 and methamphetamine suggest that the problem may  
24 get worse before it gets better. That is why we  
25 must re-double our efforts. That is why reduction

1 of drug abuse in this country continues to be one  
2 of the administration's top priorities.

3 I would like to talk about the three  
4 prongs and what the Department of Justice is doing  
5 in conjunction with other agencies in the  
6 administration to address these areas. First of  
7 all, our tough domestic law enforcement is  
8 premised on a partnership, on focusing on those  
9 organizations that traffic in the misery,  
10 particularly the violent organizations. There  
11 are, of course, many causes of the unacceptable  
12 levels of violence in this country today, but one  
13 thing is certain. One of the most significant and  
14 direct causes of violence is the use and  
15 trafficking of illegal narcotics. The Justice  
16 Department estimates that once ever seven hours in  
17 1993 an American was murdered as a result of the  
18 drug trade and thousands of other violent crimes  
19 are committed each year by persons under the  
20 influence of drugs. As we have seen violence  
21 reduced in this country in many major cities, we  
22 have also seen the continued escalation of youth  
23 violence. Youth violence many people feel was  
24 generated by the proliferation of guns resulting  
25 from the crack trade. The Administration's

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1 domestic drug enforcement strategy tries to break  
2 the line between drugs and violence in each and  
3 every community in this country. To that end, the  
4 Justice Department's efforts are focused on the  
5 full arsenal of federal enforcement tools in close  
6 cooperation with local law enforcement against the  
7 largest and the most violent drug trafficking  
8 organizations operating in the United States.  
9 Increasingly, these organization are highly  
10 sophisticated, well financed and extremely  
11 resilient. Our approach, therefore, is to target  
12 the organizations in their entirety. It doesn't  
13 do much good to take out one so-called major  
14 leader only to have somebody come in and fill the  
15 vacuum. We have got to look at the organization  
16 as a whole. We treat them like sophisticated  
17 businesses. They are, and use tools such as wire  
18 tap, the conspiracy laws, the continuing criminal  
19 enterprise statute and the forfeiture and money  
20 laundering laws that attack all aspects of their  
21 infrastructure. Our Organized Crime and Drug  
22 Enforcement Task Forces, OCDEF, which brings  
23 together federal, state and local law enforcement  
24 and prosecutors in coordinated investigations have  
25 been extremely effective in mustering law

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1 enforcement against those criminals who cause the  
2 greatest harm to our communities and to our  
3 nation.

4 One of the many examples of this  
5 successful partnership came last August and it  
6 continues when the United States Attorney in  
7 Chicago, along with local and state law  
8 enforcement officials, announced indictments  
9 against 39 members among the top leaders of the  
10 Gangster Disciples, a notorious, ruthless and  
11 heretofore intractable Chicago-area gang that had  
12 spread it's claws across this country. We charged  
13 the gang members with operating a multi-million  
14 dollar narcotics enterprise, extortion and money  
15 laundering operation. Large scale prosecutions  
16 like this are occurring all over the country now,  
17 and I was very encouraged when this past week I  
18 met with a state attorney from Chicago who told me  
19 it was a textbook example of a partnership, that  
20 there had been a clear two-way street between the  
21 United States Attorney and his office and that he  
22 looked forward to carrying on these efforts. That  
23 is the message that I send to law enforcement  
24 today. We want to do everything we can working  
25 with state and local law enforcement to enhance

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1 your efforts and ours together.

2 Another key component of the  
3 Department's anti-drug efforts is community  
4 policing. With last year's Crime Act, the  
5 administration made a commitment to the American  
6 people to put 100,000 new community police  
7 officers on the streets of this country, a  
8 commitment we are well on our way to fulfilling.  
9 At last count, over 25,000 new police offices had  
10 been hired since the Crime Act went into effect,  
11 including 442 here in south Florida, but it is not  
12 just the number of officers we are committed to.  
13 More importantly, it is the approach to law  
14 enforcement that each of these officers will take.  
15 Community policing means getting out of the squad  
16 cars and precinct houses and onto the beat. It  
17 means getting to know and working with community  
18 members to identify dealers and their suppliers,  
19 to shut down the crack houses, to shut down the  
20 shooting galleries, and to head off the  
21 drug-related violence before it occurs.

22 I have seen community police officers on  
23 the streets of this community, a community I know  
24 and love. I have seen them come to the neighbors,  
25 involve the neighbors in identifying problems and

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1           establishing priorities, in working together to  
2           ensure appropriate sentences and finding treatment  
3           for people who need treatment and becoming a  
4           community advocate and becoming the mentor for  
5           that young person about to get into trouble, saved  
6           because a community police officer cared, and now  
7           these last months I have had a chance to see  
8           community policing around the nation, in Lowell,  
9           Massachusetts last week where a neighborhood had  
10          been plagued for months with the problems  
11          associated with drug trafficking, and now six  
12          months later was beginning to see the community  
13          that they once knew.

14                         It also means results in Jefferson  
15          Parish, Louisiana. A community policing  
16          initiative called Project Star is credited with  
17          freeing a community from the terror inflicted by  
18          local violent drug dealers. The worst dealers  
19          have been put out of business and violent crime  
20          has decreased by 60 percent since the start of the  
21          program. It won't work just to see that happen.  
22          There must be a continued presence and that is one  
23          of the reasons that community policing is so  
24          important and continuing community efforts to keep  
25          others from coming in to fill the vacuum.

1           No matter how encouraging stories like  
2 these are, however, domestic law enforcement alone  
3 is not the answer to the drug problem. We must  
4 also continue to work hard on the international  
5 front, as every year hundreds of tons of cocaine,  
6 heroine and marijuana pour into this country from  
7 around the world.

8           Although interdiction still plays a  
9 necessary and vital role, our international  
10 narcotics enforcement strategy is focused more on  
11 attacking the leadership and infrastructure of  
12 major trafficking organizations within the  
13 drug-supplying countries of the world.

14           This is not an easy task. It requires  
15 hard work on many fronts. This administration is  
16 dedicated to that hard work. It requires, and we  
17 are investigating and prosecuting international  
18 drug trafficking organizations doing business in  
19 the United States, and we are pressing other  
20 countries to do the same. Crops and processing  
21 facilities must be eradicated. We are working  
22 with source countries to train law enforcement, to  
23 enhance their judiciaries and to fortify  
24 democratic institutions so that they can deal with  
25 their own criminals and so that there will be no

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1 safe haven. We are working through bilateral and  
2 multilateral channels with countries that have  
3 demonstrated the political will to join us in  
4 fighting this problem and bringing international  
5 pressure on those that have not, and we are  
6 encouraging the enactment of crime legislation to  
7 provide severe and certain penalties for major  
8 narcotics traffickers, criminalize money  
9 laundering, and ensure the forfeiture of  
10 ill-gotten gains.

11 In this hemisphere, our principal and by  
12 no means sole efforts have been in Colombia and  
13 now in Mexico. In Colombia, which we estimate  
14 supplies 80 percent of the cocaine and 15 percent  
15 of the heroin entering the country, U.S. law  
16 enforcement has found able and courageous partners  
17 in Colombian Fiscal General Valdivieso and  
18 Colombian National Police Director Serrano. As a  
19 result of our joint efforts with these officials,  
20 three top leaders of the Cali drug cartel and four  
21 of their chief lieutenants are now in custody in  
22 Colombia, and these gentlemen are truly some of  
23 the great heroes in this hemisphere.

24 Unfortunately, as it is often the case  
25 in drug-producing countries, merely prosecuting

1           these criminals in Colombia is not likely to be  
2           sufficient to seriously disrupt the operations of  
3           the cartel. First, past experience suggests that  
4           they will receive relatively short prison terms,  
5           somewhere in the order of seven to eight years.  
6           Second, their vast criminal fortunes will remain  
7           untouched because Colombia lacks any effective  
8           forfeiture law. Third, the Cali leaders may well  
9           continue their illicit trade while in jail, with  
10          the aid of their families and their underlings,  
11          and fourth, they will almost surely resume their  
12          international traffics trade once they are  
13          released.

14                        Because of these impediments we are  
15          searching for new and innovative tools and novel  
16          uses of existing statutory authorities in the  
17          fight against the cartel. Recently, for example,  
18          President Clinton announced the imposition of  
19          economic sanctions against the cartel using the  
20          International Economic Emergency Powers Act, which  
21          we refer to as IEEPA. This act provides economic  
22          sanctions against conduct that poses an  
23          extraordinary threat to our national security and  
24          to our economy. In the past, IEEPA sanctions have  
25          banned all trade with Iran, Iraq, and Libia, and

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1 have also been applied against Middle Eastern  
2 terrorist organizations whose acts of violence  
3 threatened the Middle Eastern peace process.  
4 Drawing an analogy to the threat posed by  
5 terrorists, President Clinton in October declared  
6 that international drug traffickers based in  
7 Colombia, the so-called "Cali Cartel," posed an  
8 unusual and extraordinary threat to the national  
9 security, to the foreign policy and to the economy  
10 of the United States, and in his recent address to  
11 the U.N. General Assembly on the 50th anniversary  
12 celebration, the president announced the  
13 imposition of IEEPA sanctions against the cartel  
14 and urged other nations to take corresponding  
15 action.

16 The sanctions are severe. They block  
17 all assets in the United States of the four cartel  
18 leaders, 43 of their front companies, and 33  
19 individuals who have acted in support of or on  
20 behalf of the leadership. It also bars any U.S.  
21 persons including corporations anywhere in the  
22 world from engaging in any financial transaction  
23 or commerce with those on the list.

24 We have already seen a positive impact  
25 from these IEEPA sanctions. Some of the cartel's

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1 assets have been blocked. U.S. Fortune 500  
2 companies have halted trade with cartel-controlled  
3 companies in Colombia, and most encouraging, we  
4 are starting to see the beginnings of a ripple  
5 effect. The Colombian press has reported that  
6 four major Colombian banks have closed the  
7 accounts of the individuals and entities on the  
8 list, and Colombias companies that are separately  
9 incorporated but affiliated with U.S. corporations  
10 have stopped doing business with cartel companies,  
11 even though they are not technically prohibited  
12 from doing so under the Order.

13 Over the coming months, we will continue  
14 to increase the pressure on the cartel. We intend  
15 to broadcast this initiative to other developed  
16 countries whose companies might be called upon to  
17 fill the gap left by the U.S. embargo, and we will  
18 attempt to persuade the European Union and the G-7  
19 that their corporations should also stop dealing  
20 with these international pariahs. The cartel's  
21 continued vitality is not in any country's  
22 interest.

23 We will also supplement this list of  
24 individuals and front companies with the names of  
25 others who facilitate the trade or act on behalf

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1 of the traffickers, and finally, we will identify  
2 other commercial, trade, and economic pressures  
3 and sanctions that can be brought to bear against  
4 the traffickers and used as leverage with Colombia  
5 to take aggressive steps of it's own.

6 In sum, our goal is to expose, to  
7 isolate and to strangle the Cali cartel until it  
8 is completely out of commission.

9 Our initial successes in Colombia in  
10 many ways serve as a challenge to the Mexican  
11 authorities to replicate them against the powerful  
12 drug trafficking organizations that operate in  
13 Mexico and penetrate our southwest Border. We  
14 think they can, but we will need the full  
15 corporation and dedication of our Mexican  
16 counterparts, and I have enjoyed the opportunity  
17 to work with my counterpart in Mexico, Attorney  
18 General Lozano, in this effort.

19 It is estimated that about 70 percent of  
20 all cocaine entering the United States comes  
21 across the Southwest border, in addition to  
22 substantial amounts of heroin, marijuana and  
23 methamphetamine. To stem the tide of drugs, we  
24 have combined aggressive interdiction efforts at  
25 the border itself with significant investigative

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1 and prosecutive initiatives against the major  
2 Mexican trafficking organizations. On a parallel  
3 track, the Department is pursuing the enhancement  
4 of working relationships with our Mexican  
5 counterparts which will advance the overall goals  
6 of our border efforts as well as the Department's  
7 overall narcotics policies.

8 While I am limited in what I can say  
9 about particular investigations and geographic  
10 focus within Mexico, I can tell you about some  
11 encouraging initial results. In one recent case,  
12 we charged 22 members of the Guzman-Loera  
13 narcotics trafficking organization with  
14 constructing a 1,450 foot tunnel from Mexico to  
15 California used for drug smuggling. These charges  
16 are the result of a multi-jurisdictional  
17 investigation that targeted the Mexico City-based  
18 drug trafficking organization headed by  
19 Guzman-Loera who is currently in custody in Mexico  
20 in connection with the killing of a Mexican  
21 cardinal. To date, seven individuals have been  
22 arrested in the United States and over seven tons  
23 of cocaine have been seized, but domestic law  
24 enforcement by itself or in conjunction with our  
25 international efforts will not be enough. It's

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1 estimated that more than half of the nearly  
2 350,000 offenders who enter American's prisons  
3 each year are substance abusers, which means that  
4 to attack crime seriously we must begin to accrete  
5 the abuse that so often causes it. Drug dependant  
6 offenders should be required to undergo treatment  
7 in prison and continued monitoring and support  
8 while they are on parole so they don't return to a  
9 life of crime when they re-enter society. I have  
10 prosecuted people in this community. I saw them  
11 go off to prison. I knew they had a drug problem.  
12 There were not treatment facilities there ten  
13 years ago to deal with that problem and it made no  
14 sense to see those people come back to the  
15 community, back to the apartment over the open-air  
16 drug market where they got into trouble in the  
17 first place. Ten and fifteen years ago people  
18 said they didn't believe in treatment. Now almost  
19 every American knows somebody, a family member, a  
20 neighbor, a fellow employee, a friend, who has  
21 benefitted from treatment. Here, we have a person  
22 where we want them in the prison where we can deal  
23 with them in a comprehensive manner that addresses  
24 the detoxification necessary, the education and  
25 prevention and the programs necessary to fit them

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1 out, to get off to a fresh start when they come  
2 back to the community in the first place.

3 Research clearly demonstrates that  
4 felons who receive both treatment and after-care  
5 are far less likely to commit further crimes than  
6 those who do not, and for non-violent, drug court  
7 programs that combine mandatory testing,  
8 comprehensive treatment and tough sanctions for  
9 offenders who continue to use the drugs are a  
10 cost-effective way to stop the problem before it  
11 really escalates.

12 I helped start the drug court here in  
13 Miami. I know it can work if it's done right, and  
14 I urge Congress to pass the funding designated for  
15 this program, but we need to provide treatment for  
16 those that are not yet arrested. As I mentioned  
17 earlier, there is nothing more hertbreaking than  
18 to have a family member call and say, "My son is a  
19 crack addict. He has finally reached rock bottom.  
20 He is pleading for treatment. He has robbed me  
21 blind. I have lived in fear but now, I want to  
22 help him and I don't have the money. He doesn't  
23 have insurance. What can I do?" There is a  
24 waiting list of 60 for the bed for an indigent  
25 patient. We have got to make sure that as we

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1 provide treatment for people with broken arms who  
2 can't afford it, we provide treatment that can  
3 make such a difference in the fight against drugs.

4 If a man had five stiff drinks and drove  
5 down the Palmetto Expressway tonight and ran into  
6 two cars and killed three people and broke his two  
7 arms, his two arms would be set tonight at Jackson  
8 Memorial Hospital at the taxpayer's expense if he  
9 didn't have insurance and he if didn't have the  
10 money to pay for it. Clearly, for the people that  
11 are beseeching us to provide treatment to them  
12 when they are reaching out for it, we have got to  
13 continue that effort.

14 Last year, the Clinton administration  
15 spent about 4.5 billion dollars on drug treatment  
16 and prevention programs nationwide, and we should  
17 be doing even more for fiscal year 1996. The  
18 president requested 300 million dollars more for  
19 treatment and prevention, but prevention must be  
20 looked at in the long-range sense. When I went to  
21 the neo-natal unit to try to figure out what to do  
22 about crack-involved infants and their mothers,  
23 the doctors told me these first three years of  
24 life that we were focusing on were the most  
25 critical in a human's existence, the time a child

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1 learned the concept of award and punishment and  
2 developed a conscience. We have got to make sure  
3 that our babies are brought into this world free  
4 of the influence of crack and with a nurturing  
5 environment around them that can help them grow.  
6 We must make sure our youngsters have appropriate  
7 child care. The Carnegie Foundation has issued a  
8 remarkable report which I refer you all to on  
9 adolescence and the isolation in which our  
10 adolescents find themselves.

11 Over a third of America's young people  
12 are alone and in isolation during many parts of  
13 the day. They reach out to others. Let us make  
14 sure that we galvanize our communities together to  
15 provide afternoon and evening programs for our  
16 children that can make a difference. Wherever I  
17 go, including this last week at a panel in Long  
18 Beach, California with young people, they were  
19 telling me what they needed were programs that  
20 were positive, not just sports, not just  
21 recreation, but programs that can make a  
22 difference. They needed mentoring programs to  
23 provide them guidance, pointing out that growing  
24 up in America today is one of the singlemost  
25 difficult jobs. We must provide conflict

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1 resolution programs for our young people. If we  
2 can teach them to read and to spell and to use  
3 computers, clearly we can teach them to resolve  
4 conflicts without knives and guns and fists.

5 We have much to do, but as I look around  
6 this room I recognize so many faces who have been  
7 on the front line in law enforcement, on the front  
8 line in treatment, on the front line of caring and  
9 never, ever giving up. We can prevail, but we  
10 must not rest, we cannot rest, and we will not  
11 rest, and with the energy, enthusiasm and  
12 commitment in this room, I think we will be  
13 successful.

14 I thank you all from the bottom of my  
15 heart for the wonderful work that you do in your  
16 community, in your state, and around this nation.

17 (Speech concluded at 9:25 a.m.)  
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